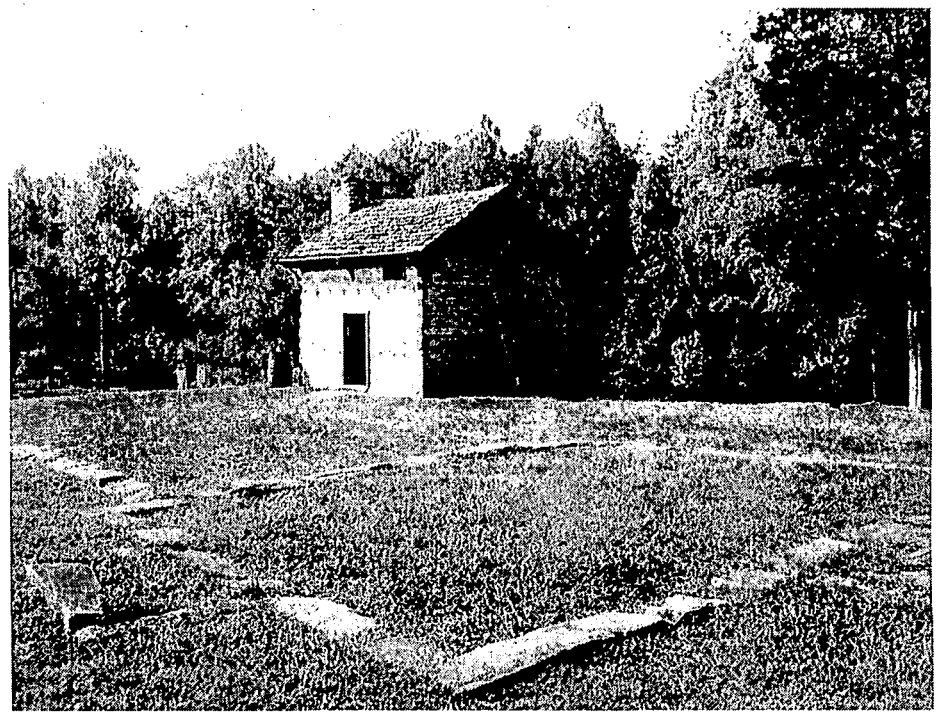
Booker T. Washington

NATIONAL MONUMENT

Draft

General Management Plan / Environmental Impact Statement



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JUNE 1999

As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historical places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizenship participation in their care. The department also has a major responsibility for American Indian reservation communities and for the people who live in island territories under U.S. administration.

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Table of Contents

Table of Contents i

Abstract 1

Summary 3

Chapter One: Purpose of and Need for Action 9

INTRODUCTION 9

BOOKER T. WASHINGTON AND THE BOOKER T. WASHINGTON NATIONAL MONUMENT 9

PARK PURPOSE 10

SIGNIFICANCE OF THE PARK 11

MISSION OF THE PARK 11

MISSION GOALS FOR THE PARK 11

PURPOSE OF AND NEED FOR ACTION 12

PLANNING ISSUES 13

Issues Related to Mission Goal 1: Land and Resources 13

Issues Related to Mission Goal 2: Interpretation and Visitor Experience 14

Issues Related to Mission Goal 3: Facilities, Visitor Use, and Park Operations 16

Issues Related to Mission Goal 4: Partnerships 17

RELATIONSHIP TO OTHER PLANS AND STUDIES 18

Comprehensive Interpretive Plan 18

Viewshed Study 19

Ethnographic Overview and Assessment 20

Archeological Overview and Assessment 20

Cultural Landscape Inventory 21

MANAGEMENT POLICY CONSIDERATIONS 21

LEGISLATIVE CONSIDERATIONS 21

Mission 22

Funding Authorization 23

Boundary 23

PARTNERSHIPS AS A MANAGEMENT TOOL 24

Current Partners 24

Future Partnerships 26

Potential Interpretive Partners 27

Chapter Two: Alternatives 31

INTRODUCTION TO THE ALTERNATIVE PROPOSALS 31

SUGGESTIONS INCORPORATED INTO ALTERNATIVES 31

SUGGESTIONS NOT INCORPORATED INTO ALTERNATIVES 32

ALTERNATIVES ELIMINATED FROM CONSIDERATION 33

GENERAL MANAGEMENT PLAN TERMINOLOGY 33

Mission Goals 33

Management Goals 33

Associated Actions 34
Management Zones 34
RESOURCE DEFINITIONS 34
RESOURCE MANAGEMENT POLICIES 35
Alternative A: No Action 37
CONCEPTUAL OVERVIEW 37
MANAGEMENT ZONES 37
ALTERNATIVE A ACTIONS 44
Land and Resources 44
Interpretation and Visitor Experience 45
Facilities, Visitor Use, and Park Operations 46
Partnerships 47
Management Goals and Actions Common to all Action Alternatives 49
Alternative B 55
CONCEPTUAL OVERVIEW 55
MANAGEMENT ZONES 55
ALTERNATIVE B ACTIONS 60
Land and Resources 60
Interpretation and Visitor Experience 62
Facilities, Visitor Use, and Park Operations 64
Partnerships 67
Alternative C: Proposed Plan 69
CONCEPTUAL OVERVIEW 69
MANAGEMENT ZONES 69
ALTERNATIVE C ACTIONS 76
Land and Resources 76
Interpretation and Visitor Experience 78
Facilities, Visitor Use, and Park Operations 80
Partnerships 82
Alternative D 83
CONCEPTUAL OVERVIEW 83
MANAGEMENT ZONES 83
ALTERNATIVE D ACTIONS 90
Land and Resources 90
Interpretation and Visitor Experience 92
Facilities, Visitor Use, and Park Operations 93
Partnerships 95
Chapter Three: Affected Environment 111
INTRODUCTION 111
STATUTORY REQUIREMENTS 111
IMPACT TOPICS FULLY ANALYZED 118
IMPACT TOPICS CONSIDERED AND DROPPED FROM FURTHER ANALYSIS 119
ASSESSMENT OF EXISTING CONDITIONS 120
Land and Resources 120
Interpretation and Visitor Experience 127
Facilities, Visitor Use, and Park Operations 130
Partnerships 133
Socio-Economic Environment 133

Chapter Four: Environmental Impacts **139**
IMPACT CATEGORIES 139
MAJOR IMPACTS ASSOCIATED WITH ALTERNATIVE A 140
IMPACTS ASSOCIATED WITH THE ACTION ALTERNATIVES 140
Major Impacts of the Action Alternatives 140
Minor Impacts of the Action Alternatives 142
No Impact or Minimal Impacts of the Action Alternatives 143
METHODOLOGY 144
Land and Resources 144
Interpretation and Visitor Experience 144
Facilities, Visitor Use, and Park Operations 145
Partnerships 145
Socio-Economic Conditions 145

Chapter Five: Consultation and Coordination **167**
HISTORY OF PUBLIC INVOLVEMENT 167
COMPLIANCE WITH LAWS, EXECUTIVE ORDERS AND REGULATIONS 168
Cultural Resources 168
Natural Resources 170
DRAFT GMP/EIS PUBLIC REVIEW AND COMMENT 170
LIST OF PREPARERS AND PLANNING TEAM 170
National Park Service 170
Project Consultants 171
Contributors 171
LIST OF RECIPIENTS 172
Federal Agencies 172
Elected Officials 172
State Agencies 172
Local Agencies 172

REFERENCES
Bibliography **173**
DOCUMENTARY SOURCES 173
ORGANIZATIONS CONTACTED 175
NATIONAL PARK SERVICE SITES 176
Appendix A: Glossary **179**
Appendix B: Cost Estimates **183**
Appendix C: Legislation **189**
Appendix D: Index **191**

TABLES
TABLE 2-1. SUMMARY OF MANAGEMENT GOALS AND ACTIONS FOR ALTERNATIVE A 38
TABLE 2-2. SUMMARY OF MANAGEMENT GOALS AND ACTIONS COMMON FOR ACTION ALTERNATIVES 49
TABLE 2-3. SUMMARY OF MANAGEMENT GOALS AND ACTIONS FOR ALTERNATIVE B 56
TABLE 2-4. SUMMARY OF MANAGEMENT GOALS AND ACTIONS FOR ALTERNATIVE C 70
TABLE 2-5. SUMMARY OF MANAGEMENT GOALS AND ACTIONS FOR ALTERNATIVE D 84
TABLE 2-6. COMPARATIVE ACTIONS SUMMARY 97
TABLE 3-1. RELEVANT FEDERAL AND COMMONWEALTH OF VIRGINIA STATUTES AND POLICIES 112

TABLE 3-2. FEDERAL AND STATE THREATENED AND ENDANGERED SPECIES AND SPECIES OF SPECIAL CONCERN IN FRANKLIN COUNTY 122

TABLE 3-3. BOWA ANNUAL VISITATION ESTIMATES, 1988-1998..... 127

TABLE 3-4. TRAVEL-RELATED IMPACTS, FRANKLIN COUNTY, 1989-1997 136

TABLE 4-1. COMPARATIVE IMPACTS SUMMARY..... 146

Unavoidable and Irretrievable Commitments of Resources . 164

Unavoidable Adverse Impacts..... 164

Cumulative Impacts 165

TABLE 5-1. CULTURAL RESOURCES COMPLIANCE CHART 169

TABLE B-1. CLASS C ESTIMATES FOR CAPITAL COSTS BY ALTERNATIVE 183

TABLE B-2. CLASS C ESTIMATES FOR OPERATIONAL COSTS BY ALTERNATIVE 187

MAPS

MAP 1. PARK LOCATION.....follows 10

MAP 2. EXISTING CONDITIONS.....follows 10

MAP 3. PARK AND SURROUNDING AREA (1998 AERIAL PHOTOGRAPH).....follows 20

MAP 4. ZONING.....follows 20

MAP 5. VIEWSHED ANALYSIS: VIEW FROM FORMER BOOKER T. WASHINGTON ELEMENTARY SCHOOL.....follows 20

MAP 6. VIEWSHED ANALYSIS: VIEW FROM HISTORIC CABIN AREA.....follows 20

MAP 7. VIEWSHED ANALYSIS: VIEW FROM BACK PORCH OF VISITOR CENTER.....follows 20

MAP 8. VIEWSHED ANALYSIS: VIEW FROM FRONT ENTRANCE OF VISITOR CENTER.....follows 20

MAP 9. VIEWSHED ANALYSIS: VIEW FROM BURROUGHS CEMETERY.....follows 20

MAP 10. VIEWSHED ANALYSIS: VIEW FROM PARK ENTRANCE ON ROUTE 122 .....follows 20

MAP 11. VIEWSHED ANALYSIS: SIX-VIEW AGGREGATE.....follows 20

MAP 12. ORIGINAL BURROUGHS PLANTATION BOUNDARY.....follows 24

MAP 13. ALTERNATIVE A: NO ACTION .....follows 38

MAP 14. ALTERNATIVE B .....follows 56

MAP 15. ALTERNATIVE C: PROPOSED PLAN .....follows 70

MAP 16. ALTERNATIVE D .....follows 84

MAP 17. FLOOD PLAINS AND WETLANDS.....follows 126

Abstract

DRAFT GENERAL MANAGEMENT PLAN AND ENVIRONMENTAL IMPACT STATEMENT

BOOKER T. WASHINGTON NATIONAL MONUMENT, HARDY, VIRGINIA

This *Draft General Management Plan and Environmental Impact Statement* presents four alternative plans for the management of Booker T. Washington National Monument, including the proposed plan. The document describes the environment that would be affected and the environmental impacts that would likely result from implementation of any of the alternatives. Following public consideration of this draft, one alternative or a combination of one or more will be presented in a *Final General Management Plan and Environmental Impact Statement*.

ALTERNATIVE A: NO ACTION

Alternative A, the no action alternative, maintains the current management approach at Booker T. Washington National Monument. 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. The alternative would maintain cultural and natural resources in their present condition, retain the present use of the cabin area for the majority of on-site interpretation, the visitor center for visitor orientation and information, and the former school building for administrative and maintenance purposes.

ALTERNATIVE B

This alternative envisions the site 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. The park boundary would remain unchanged. Implementation would include the creation of an interpretive *Life Walk* representing Washington's achievements, rehabilitation and restoration of the former Booker T. Washington Elementary School as a visitor center, and creation of an interactive library at the present visitor center. Cooperative efforts to maintain the park's viewshed along the western side of the park would be increased. New administrative and maintenance facilities would be constructed.

Circulation patterns within the park would be reoriented based on facility changes. 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 that uses the site's cultural and natural resources to encourage awareness of Washington's life and work, as well as broader issues of American race relations. A fifteen-acre boundary adjustment would be made to include the remaining land from the Burroughs Plantation not within the park boundary. The present visitor center would be enlarged for expanded exhibits and programming. Washington's childhood and the later evolution of the site would be examined using a new system of waysides. Implementation would be supported by ongoing research to better protect the site and enrich the interpretive program. There would be increased school and community outreach opportunities, and additional efforts to 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. The maintenance shop and yard would be relocated. Staffing levels would be increased to support expanded research and educational opportunities. Establishing stronger interpretive, research, educational relationships with related organizations and protecting the rural setting of the park and the surrounding area would be the focus of partnership development.

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 its establishment as the new visitor center. Actions for resource management and boundary expansion would be the same as in Alternative C, although there would be increased attention to cooperative efforts to maintain the park's viewshed along the western boundary of the park. Alternative D would require construction of new administrative and maintenance facilities. Circulation patterns would be reoriented so that visitors began their tour of the park at the former school. Upon implementation of all other actions the present visitor center complex would be removed and the area restored. Staffing levels would be increased to meet expanded research, interpretive, and programming requirements. Partnership opportunities would be pursued as in Alternative C.

PUBLIC REVIEW AND COMMENT

Comments regarding the *Draft General Management Plan and Environmental Impact Statement* should be directed in writing to Rebecca Harriett, Superintendent, Booker T. Washington National Monument, 12130 Booker T. Washington Highway, Hardy, VA 24101-9688. The park telephone number is (540) 721-2094. The plan can be found on the park's web site at http:/www.nps.gov/bowa and e-mail messages can be sent to bowa_superintendent@nps.gov. All comments should be received on or before August 11, 1999.

Summary

This is a summary of the *Draft General Management Plan and Environmental Impact Statement* (Draft GMP/EIS), which presents and analyzes four alternative plans for the management of Booker T. Washington National Monument (BOWA). This is the site where Booker T. Washington was born into slavery in 1856. Until 1865 and the end of the Civil War, he was one of 10 slaves, (including his mother, brother and sister), at the Burroughs Plantation. The site has been a monument to Booker T. Washington since 1940. Originally operated as a private memorial, the site has been administered by the National Park Service since 1956.

Purpose and Need for Action

The federal action under review is the GMP planning process. The result of this planning process will be a management document that sets forth a basic management philosophy and provides a foundation for future decisions to achieve the park's goals over the next fifteen to twenty years, providing guidance for strengthening resource stewardship and the visitor experience. The existing GMP for the park, which dates to 1980, did not establish a clear management directive for the future of the park.

Circumstances have changed significantly over the past decade, necessitating a review and evaluation of previous management objectives. Scholarship on Washington and his contemporaries has developed considerably since 1980, and recent archeological and ethnographic investigations have provided new information on and posed new questions about the park's resources. In addition, the potential audience for interpretation and education at BOWA has also grown due to increased interest in African American history and the growth of heritage tourism within the region.

Mission Goals

The GMP has been prepared in response to the park's four *mission goals*, the desired conditions the park will seek to attain:

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.

ALTERNATIVE PLANS

Four alternative plans for management of Booker T. Washington National Monument are presented, including a "no action" alternative (Alternative A) that would continue current management practices. The three action alternatives (Alternatives B, C, and D) were developed to address the park's four mission goals.

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.

ENVIRONMENTAL IMPACTS

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.

Booker T. Washington
NATIONAL MONUMENT

Draft General Management Plan / Environmental Impact Statement

Chapter One

PURPOSE OF AND NEED FOR ACTION

Chapter One: Purpose of and Need for Action

INTRODUCTION

This document serves two functions: (1) it is a *Draft General Management Plan* (Draft GMP/EIS) for Booker T. Washington National Monument and (2) it is also a *Draft Environmental Impact Statement* (Draft EIS) for the GMP, which assesses the probable impacts of the proposed plan and alternatives to it.

The National Park Service (NPS) is required to prepare a GMP to guide the administration and development of each unit in the National Park System. The Final GMP/EIS for the Park will guide its management and care of the monument over the next fifteen to twenty years. The GMP establishes the basic philosophy of the park and provides a rationale for making management decisions that affect the park's resources and the visitor's experience of the site. GMP policies are intended to both protect cultural and natural resources and also to enhance visitor enjoyment, appreciation, and understanding of Booker T. Washington National Monument.

This Draft GMP/EIS represents the combined efforts of many groups, including NPS staff, officials of Franklin County and its planning department, local educators, alumni of Booker T. Washington Elementary School, historians, and other interested members of the public. Individuals from the immediate vicinity, as well as those from other parts of the country who have a particular interest in the site and the issues presented here, offered their advice on approaches to park management and interpretation. Comments were collected during public workshops, scoping meetings, and through responses to GMP newsletters and the park's World Wide Web site.

BOOKER T. WASHINGTON AND THE 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.

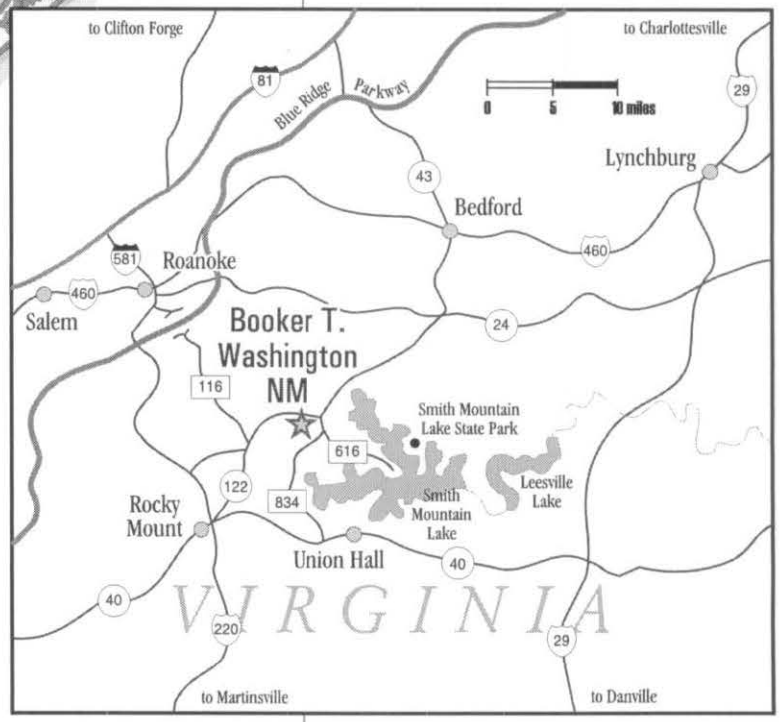
Between 1895, when he delivered his famous speech at the Atlanta Exposition, and his death in 1915, he was arguably the single most influential American in the areas of race relations and black education. He served as an advisor to presidents, politicians, philanthropists, and business leaders. He was 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 PURPOSE

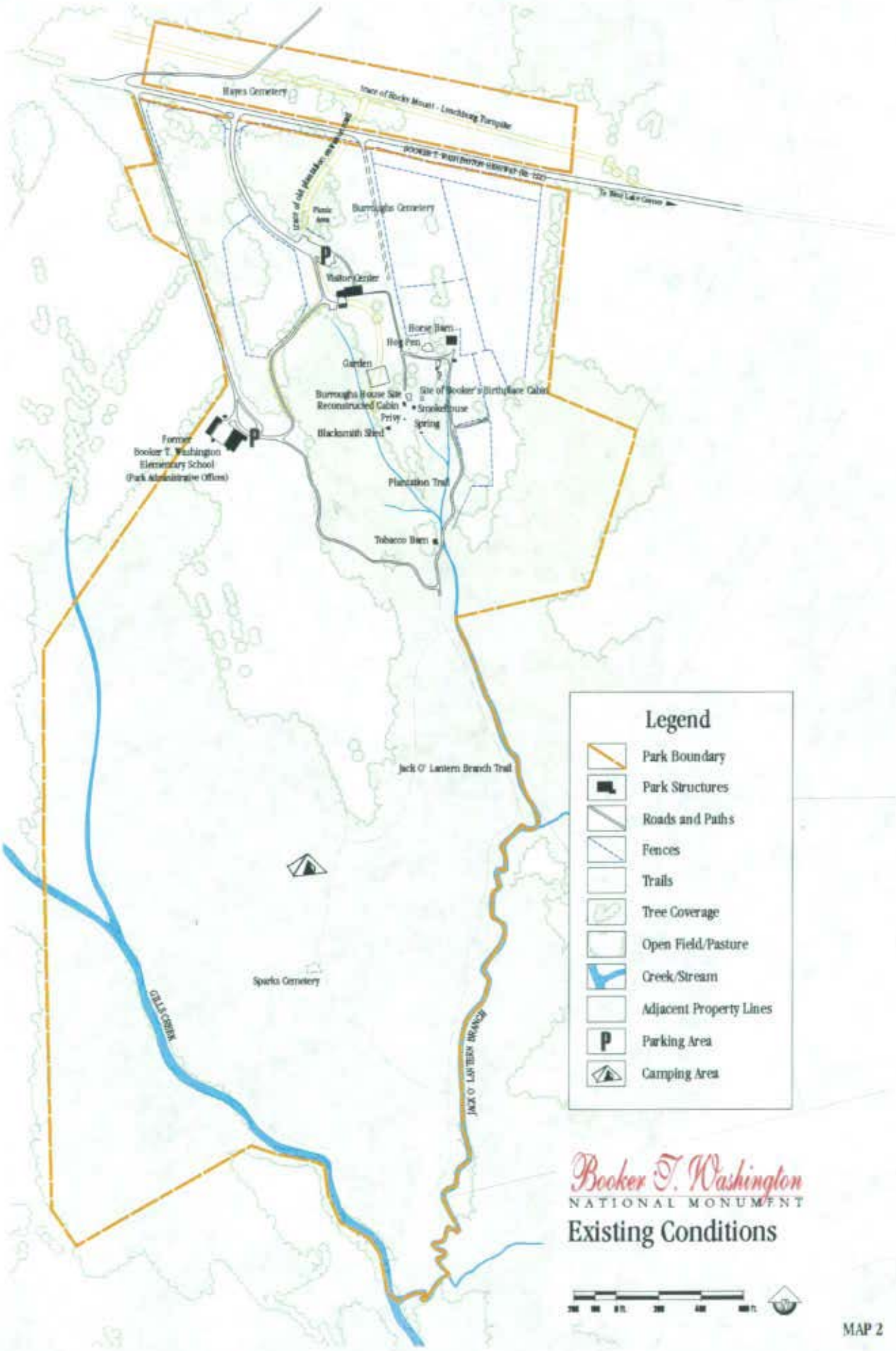
According to the Congressional Record, the purpose of the bill establishing Booker T. Washington National Monument was to provide a public national memorial recognizing his contributions to the nation as an educator and leader. The creation of BOWA followed shortly after the establishment of a national park at the birthplace of George Washington Carver, who served under Washington at the Tuskegee Institute. BOWA was intended to be a living testament to Washington's memory and to inspire future generations. At the time the bill was passed, some legislators felt that Tuskegee was a more suitable place to commemorate his achievements. Today, Washington's life is interpreted both at Tuskegee and at BOWA.



Booker T. Washington
NATIONAL MONUMENT

Park Location

MAP 1


Hayes Cemetery
Trace of Rocky Mount - Lynchburg Turnpike
Burroughs Cemetery
Picnic Area
Visitor Center
Horse Barn
Hog Pen
Garden
Burroughs House Site
Reconstructed Cabin
Site of Booker's Birthplace Cabin
Smokehouse
Privy
Spring
Blacksmith Shed
Former Booker T. Washington Elementary School (Park Administrative Offices)
Plantation Trail
Tobacco Barn
Jack O' Lantern Branch Trail
Sparks Cemetery
GILLS CREEK
JACK O' LANTERN BRANCH
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

MAP 2

The following statements of purpose illustrate an expansion of the park's mission as it has evolved in recent years; beyond the relatively narrow purpose described the park's 1956 legislation. While the elements of this more comprehensive purpose are in keeping with the general intent of the original legislation, they move beyond the limiting language towards a more meaningful context for the site and a reconsideration of its significance in American history. The statements reflect the important role that the park could play in contemporary society and for future generations:

- To memorialize and interpret Booker T. Washington's life, contributions, accomplishments, and significant role in American history.
- To provide a focal point for continuing discussions about the legacy of Booker T. Washington and the evolving context of race in American society.
- To provide a resource to educate the public about the life and achievements of Booker T. Washington.
- To preserve and protect the birth site of Booker T. Washington, its cultural landscape, and viewshed.

SIGNIFICANCE OF THE PARK

Between 1895 and his death in 1915, Booker T. Washington was the single most influential American in the areas of race relations and black education, and made important contributions in the areas of politics and business. While there were numerous African Americans working to further the cause of Civil Rights at that time, Washington had the ear of the white leadership. Washington experienced the harsh, inhuman conditions of slavery, yet his determination and remarkable inner strength and leadership abilities led him to his historic achievements. At the same time, he never knew whether his work and that of his contemporaries would withstand the forces present in the Jim Crow Era, or whether conditions would return to those of pre-Civil War days. Washington and others knew that there were no guarantees that progress toward equality and freedom would remain at the forefront of the nation's agenda. These dramatic, often bleak, but nevertheless revolutionary and inspirational circumstances help define Booker T. Washington as one of America's great leaders. Booker T. Washington National Monument is one of only a very few national park units set aside to memorialize the impact and significance of an American person of color.

Linked to the park's purpose is a statement of significance, the reason why the park holds an important place in American history. This statement was first articulated in the park's 1996 *Statement for Management* and 1997 *Strategic Plan*.

"Booker T. Washington National Monument is the site of the birth, early life, and emancipation of Booker T. Washington from the institution of chattel slavery."

MISSION OF THE PARK

The mission statement that follows integrates the statements of purpose and significance, describing the guiding reason why the park exists and what unique contribution it makes to understanding an important part of our nation's history.

"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 influencial 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

When completed, this GMP/EIS will provide needed guidance and chart a course of action that will enable park managers to accomplish the park's *mission goals*. The four mission goals described below are based on the park's purpose, significance and mission, and

broadly identify desired futures in the areas of resource protection, site interpretation, facilities and park operations, and partnership development. Each of the alternative proposals responds to these mission goals.

1. *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.

   Management goals related to this mission goal provide specific guidance regarding the conditions to be attained in order to protect park resources that are relevant to the purpose and significance of the park.

2. *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.

   Management goals related to this mission goal describe the visitor opportunities that should be provided in order to achieve the park's interpretive and educational goals.

3. *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.

   Management goals related to this mission goal identify the types and levels of visitor use, site development and park management that are appropriate for achieving and maintaining the desired resource conditions and visitor experiences. To achieve this mission goal the park must provide convenient, safe and high-quality interpretive opportunities, services and facilities that are accessible to all segments of the population, consistent with the park's purpose, and not harmful to park resources.

4. *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.

   Management goals related to this mission goal define the partnership and cooperative activities that are appropriate and necessary in order to achieve and maintain the desired resource conditions and visitor experiences. The park needs partners to achieve its other three mission goals and at the same time can assist partnering organizations to better meet their own goals.

PURPOSE OF AND NEED FOR ACTION

The federal action under review is the GMP planning process. The result of this planning process will be a management document that sets forth a basic management philosophy and provides a foundation for future decisions to achieve the park's goals over the next fifteen to twenty years. The intent of this GMP is to articulate a vision for managing the park's resources and visitor experiences, which will enable the park to realize its stated mission. BOWA's 1980 plan is now out of date. That document described existing conditions, but did not establish a clear management directive for guiding the park into the future. In recent years, there has been movement toward expanding the purpose of the site by using park resources and developing interpretive programs that go beyond the limiting language contained within the park's 1956 authorizing legislation.

Additionally, circumstances have changed dramatically in the years since the completion of the 1980 GMP. These changes require comprehensive consideration and possible action, and the GMP process is the best way to determine the park's focus and create an effective management rationale as it moves into the twenty-first century. Scholarship on the life of Booker T. Washington and current thought about interpretation of African American historic sites in general have developed significantly since 1980. Recent scholarship regarding Booker T. Washington's philosophy continually presents new insights and challenges for the park. These new perspectives

present an opportunity to reexamine the original purpose for which the park was established, suggest ways to build on the site's purpose and significance that was described in 1956, and foster connections with other historic sites and events that places Washington's achievements within the broader context of American history.

Recent archeological and ethnographic investigations are revealing new information and posing more questions regarding the Burroughs Plantation. Local development, spurred by growth at Smith Mountain Lake and anticipated highway growth, is changing traditional land use patterns around the park. The NPS needs to determine the degree to which the park should investigate the history of the site, and work cooperatively with the community at large in long-range planning to maintain the rural character of the site and surrounding area.

In addition, the potential audience for the park has grown significantly as a result of increasing interest in African American history, regional population growth, and increasing numbers of heritage tourists within the region. The NPS must determine to what extent it is effective and appropriate to forge partnerships with associated organizations at the local, state, and national levels to increase its educational impact.

Planning Issues

The following issues emerged as planning considerations during public workshops and meetings and through consultation with the staff at BOWA. The alternatives contained within this Draft GMP/EIS are each designed to address these issues using a range of actions that meet the park's management goals for land and resources management; interpretation and visitor experience; facilities, visitor use and park operations; and partnership opportunities.

Issues Related to Mission Goal 1: Land and Resources

Treatment of Booker T. Washington Elementary School Register of Historic Places eligibility, the former Booker T. Washington Elementary School, completed in 1954, is a significant resource for the park. Built as a segregated school for African American children, it illustrates a dramatic point in the continuum of American race relations and could become a valuable interpretive asset. The building now houses administrative functions for the park. The school will be eligible for nomination to the National Register in 2004. A decision is needed regarding its appropriate treatment as a historic resource and what the best future use of the building might be.

Confusion over Reconstructed Park Structures

Most structures seen at the site are NPS reconstructions, and there are a number of marked archeological sites. A significant level of ongoing visitor confusion exists concerning which buildings are "real," which are conjectural, and how the marked archeological sites relate to these standing structures. Some members of the public have expressed a desire for the NPS to reconstruct the main plantation house and other outbuildings. However, reconstruction is not standard NPS practice, and the documentation currently available would be insufficient to construct most of these structures with any degree of accuracy. A decision is needed regarding appropriate strategies to identify and mark important landscape and resource elements.

Treatment of the Cultural Landscape

The park's cultural landscape is an important resource whose potential for interpretation has not been realized. Information related to conditions of the Burroughs Plantation and later uses in the early 20th century is very limited. There are virtually no historical data concerning the site. In the 1940s and 1950s Sidney Phillips built a number of buildings and structures, disturbing much of the terrain and landscape conditions. Because so little is known of the site, park

staff must rely on the replicas in the cabin area to carry much of the interpretive message. If more were known about the site's appearance during Washington's childhood, it would be possible to redirect visitors' attention to points beyond what is presumed to be the historic core of the site and deepen their understanding of the entire site. A decision is needed to determine what cultural landscape treatment will best advance the purposes of the site.

Collections Policy and Management

The park's existing collections are stored in an administrative area, off limits to the public. The result is inadequate environmental conditions for resources not incorporated into the park's interpretive program. A decision must be made regarding the collections policy—whether to expand the site's holdings and create a true museum, in accordance with the 1956 legislation, or to deaccession some or all of the artifacts according to accepted curatorial standards

Natural Resources Management

As is the case with the cultural landscape, there is limited knowledge about natural resource conditions at the park, particularly the agricultural and forested lands, which cover more than 80 % of the park's land base. The consequences are that without a more complete understanding management decisions related to the long-term health of the resources (including fields and forests, plants, animals, and water) are compromised. In addition, the potential for these resources to enhance historic and interpretive values associated with Booker T. Washington and the significance of the site is lost. A decision must be made regarding the most appropriate management for natural resources.

Adjacent Land Use and Park Boundary

Several parcels of land surrounding the park are either for sale or were recently transferred to new owners. What happens to this land in the near future has the potential to significantly affect not only views from the site, but the character of the park as a whole.

Although the park contains all but seven acres of the original Burroughs Plantation, consideration may be given to acquiring the remaining acreage or other parcels that allows the park to meet its mission. The NPS must assess what if any boundary changes are warranted at present, since the potential for future boundary adjustments will be severely limited or become impossible once development in the immediate vicinity of the park begins.

Issues Related to Mission Goal 2: Interpretation and Visitor Experience

Enhancing Interpretive Facilities and Tools

As a historic park, BOWA's primary visitor service is commemoration and interpretation. The park presently has only the most basic interpretive tools: fewer than ten small exhibit panels, a park folder, a site bulletin, a slide presentation, and fewer than ten waysides. There is no dedicated program space that can be used to host school group activities. Combined with the fact that the park's cultural landscape elements remain generally unknown and most of the structures on site are conjectural, this presents challenges in developing creative, effective educational programs. A decision is needed regarding what changes to interpretive facilities or services would help the park meet its stated purpose.

Legislative Language

The language contained within the park's 1956 authorizing legislation reflects the values of the era in which it was drafted. For example, the legislation describes Washington as a *noted Negro educator and apostle of good will*, which today is recognized as a simplistic stereotype. In addition, the legislation authorizes physical improvements, such as the construction of a museum, roads, and marker tablets, which were not implemented and which may not be necessary to meet the park's mission. The latter two elements have taken on increased importance as the park's purpose has evolved and expanded, touching on issues beyond Washington such as American race relations and civil rights. A determination needs to be made

regarding what types of changes to the authorizing legislation, if any, are required to enable the park to fulfill its proposed expanded purposes in an effective manner that enhances resource protection, the visitor experience, and understanding of Washington's life and legacy.

The Living History Program

Past living history programs attempted to provide a view of plantation life by reenacting selected daily chores for visitors. Programs, such as open-hearth cooking and carding wool, were regular offerings. Living history was a widely used interpretive tool during the 1970s. Over the past decade, however, this aspect of interpretation has been scaled back in favor of other interpretive media. Today, costumed interpretation is limited to special events and peak periods of visitation. On such occasions, costumed interpreters conduct presentations on topics related to Booker T. Washington and life in late nineteenth-century rural Virginia.

Farm animals, including a horse, cows, sheep, pigs, ducks, and chickens, are kept on site. Park interpreters are responsible for caring for the animals, which is very labor-intensive. Although very popular with visitors, use of the animals in furthering interpretation of the site has had varying levels of success. Recent efforts have been made to incorporate discussion of the animals into the structure of the tour, using them to illustrate and bring out particular facets of the story of Washington's youth. BOWA needs to determine if the program's benefits in furthering the mission of the park justify the level of resources that are being committed to its implementation in light of other potential approaches to site interpretation.

Viewshed Protection

As land values increase, driven by Smith Mountain Lake recreational and retirement development and the proposed construction of Interstate 73, pressure to develop parcels surrounding the park is mounting. Some measure of development will likely occur within the viewshed of the park during the life span of this GMP. In fact, a gas station sign can already be seen in the distance from the visitor center and other park locations. The NPS needs to evaluate the importance of preserving the rural character and viewshed of the park, and if intervention is deemed necessary, assess which tools should be used to address that need.

Potential Transportation Changes

Route 122 crosses the park near the northern boundary, carrying traffic between Rocky Mount and Smith Mountain Lake, the county's two population centers. The road also leads to Route 220, the major north-south artery through the county. Traffic levels along Route 122 are anticipated to increase significantly as farms are developed for residential and commercial use. It is unclear whether or not the road will be widened to four lanes within the life span of this GMP. Increased traffic might affect the park in several ways:

- it could raise the risk of traffic accidents at the entrance to the park, since sight lines along the present road alignment are poor;
- it could lead to road-widening projects that would directly impact resources on either side of the road that are within the park's boundary; and
- the additional traffic could raise noise levels and have a negative visual impact on the historic setting.

Decisions need to be made regarding how to address traffic increases in a manner that maintains the visitor experience and visitor safety and protects the park's resources.

Issues Related to Mission Goal 3: Facilities, Visitor Use, and Park Operations

Visitor Center

The present visitor center contains staff office space, a lobby that houses a bookstore and one wall of exhibits, and a 48-seat theater. The building has four major problems, each of which stems from an inadequate amount of space. Space constraints have a decidedly negative impact on the visitor experience during special events (4-8 annually) or when school groups are present. The park hosts 5,000 school children annually (about 100 groups), or about one quarter of the site's entire visitation. Most school visits occur on weekdays during a five-month period in the spring and fall, which averages slightly more than one group every two days. Group orientation is often carried out by rangers in the lobby or on the rear deck of the visitor center in good weather. Inclement weather lengthens the time that groups remain indoors. The presence of groups regularly causes bottlenecks when walk-in visitors arrive at the site. This lack of space makes it difficult to accommodate walk-in visitors during times when school groups are present. The experience of walk-in visitors at these times is impeded by the clogged lobby, the inability to view the exhibits, and inadequate bathroom facilities.

Second, there is no flexible space for group programming or events other than the theater with its fixed seating, which is primarily used for audio-visual purposes. The theater can only accommodate 48 people, so the park must rent outdoor tents for most events. As demonstrated at the 1998 Washington – Du Bois Symposium, which was cut short by violent weather, outdoor accommodations can be unreliable. The park also presents hands-on programs using props such as felt storyboards, and group activities that need to take place indoors in a controlled environment. As a result, space limitations restrict the types of indoor programs that can be offered.

Third, these limitations severely constrict the amount of interpretive information that can be presented, since there is no room to accommodate more than one wall of exhibit panels. Finally, the bathroom facilities are insufficient to accommodate group visits. Each of the two restrooms can only accommodate two people at a time. This results in 35-40 minutes of valuable programming time being devoted to bathroom visits for school groups—quite a disruption considering that children are normally on site for only 90 minutes. A decision is needed concerning what types of facility improvements would enable the needs of both school groups and other visitors to be accommodated, and would allow the park to offer the types of programs needed to carry out its mission.

Administrative Space

Office and storage space at the park is limited. The visitor center contains an office area designed to accommodate three staff members. Currently, five permanent employees, one seasonal employee, and one part-time employee work in that space. There are not enough desks, so the seasonal employee must claim an open desk when available. Lack of space, lack of privacy, and ambient noise makes it difficult to concentrate and work effectively.

There is no meeting space in the visitor center. While space constraints in the main administrative building (housed in the former elementary school) are less severe, privacy and noise issues are still major considerations. The maintenance shop is also housed in the former school building. It introduces disruptive noise and fumes into adjacent offices, which presents a long-term health hazard. The presence of large machinery restricts public access to the building, which is nearing eligibility for listing in the National Register of Historic Places and has been acknowledged as having important interpretive and resource values. A decision needs to be made concerning appropriate methods for creating a productive and safe work environment for park staff.

Parking

The staff parking area behind the visitor center contains six spaces, which are normally full. The arrival of volunteers or interns often results in an overflow-parking situation where staff must use visitor

spaces. The size of the public parking lot at the visitor center can be a problem during the park's 4-8 annual special events, summer weekends, and school groups visits. During these periods, private automobiles or buses fill all available spaces. School groups often bring more than two buses, and there are only two spaces designated for oversized vehicles. Consequently, the extra buses fill spaces designed for cars, which constrains parking for other visitors. The same problem occurs when more than two visitors with recreational vehicles or trailers are present, which happens regularly because of the park's proximity to the Smith Mountain Lake resort area. A decision needs to be made as to what, if any, adjustments are needed to improve the parking situation for visitors and staff.

Staffing

While staffing levels at present are sufficient to meet current visitor and resource management requirements, they are operating at maximum capacity and any increase in program offerings or visitation would require staff increases. Interpreting Dr. Washington adequately within the context of the evolution of American civil rights and race relations requires up-to-date scholarly research and analysis of the historiography surrounding Washington and his legacy. At present, there is no one on staff with the scholarly background necessary to direct or undertake ongoing research on Washington, integrate report findings into the visitor experience, and cultivate additional research partnerships. A determination is needed regarding park access to a qualified historian, who can provide guidance in these matters. Additionally, interpretive/educational staff that can communicate with the public regarding the park's new, broader mission, and operational staff such as increased maintenance levels need to be considered in light of potentially expanded uses at the park.

Recreational Use

Residential and commercial development in the vicinity of the park is on the rise, resulting in increased population density and a decrease in open space. It is possible that public pressure to use the park for more intensive recreational needs may arise within the lifetime of this GMP.

County residents are presently served by a range of recreational facilities, including the Blue Ridge Parkway, several county parks, a state park at Smith Mountain Lake, and sports facilities at local schools. *The 1996 Virginia Outdoors Plan* indicates that Region 12: West Piedmont Planning District, within which Franklin County is located, has sufficient picnicking and active sports facilities to meet anticipated needs through 2010. No specific figures for Franklin County were available, however. Franklin County's 1995 Comprehensive Plan, *Inventing Franklin County's Future*, did indicate that there are no plans to develop county recreational facilities beyond those that are now present or underway. The plan noted that for reasons of cost, new recreational facilities should be viewed as a community responsibility, and the county will support local efforts to address those needs. BOWA needs to establish the types and levels of use appropriate to the mission of the park, and make planners for surrounding areas aware of those policies to avoid potential conflicts of use in the future.

Issues Related to Mission Goal 4: Partnerships

Importance of Partnerships

Over the last several years, including the time spent developing the GMP, BOWA has established and built important relationships with organizations and institutions with similar or compatible missions. As GMP implementation begins, partnership opportunities that benefit each organization will become more prominent on the road to success. In addition, present and anticipated NPS budget constraints limit available resources. Many of the park's potential partners are also likely to face tight economic conditions. Economies of scale gained by establishing meaningful partnerships are one of many possible solutions. Consequently, cultivating mutually beneficial partnerships with related sites, institutions, and members of the public has taken on increased importance. The NPS must evaluate

the future role of partnerships as they pertain to carrying out the purposes of BOWA and assisting partnering organizations, too.

Need for a Local Constituency

A strong park constituency at the local level benefits both the park and the community at large. The park serves residents' educational and recreational needs, and offers amenities that communities desire—a quality environment and added economic value. Presently, the park has only a limited local constituency, however, park staff works continuously to raise community awareness about the park and interest in its offerings. With the exception of school groups, only a small percentage of park visitors today are from the surrounding area. The experience of many residents is that they visit the site on a school trip as children and never return. A large number have never visited the park, although they are aware that it exists. Despite regular press releases, community television appearances, and special off-site programs by park staff, residents make only limited use of it. The NPS needs to assess the potential for establishing and sustaining a "friends group"—which would yield volunteers for park activities, outreach, and support for special programs.

RELATIONSHIP TO OTHER PLANS AND STUDIES

Minimal investigation into the nature and extent of the park's cultural and natural resources was undertaken between the early 1960s and the early 1990s. In 1998, the park approved an updated *Resource Management Plan* for BOWA. The plan called for the preparation of a range of resource studies, many of which are now underway. Plan findings help to guide funding decisions. Cultural landscape and archeological resources have only recently begun to be better understood and documented. During the past two years, the park has secured funding to pursue several important planning and research initiatives. The recommendations from these efforts will support site interpretation and resource protection and provide guidance in implementing selected GMP actions. Documentation and further investigation would be needed if these resources are to be used in support of the themes outlined in the Comprehensive Interpretive Plan that is now being prepared for the park. The GMP process can help to inform the park about the research and planning priorities best suited to implement a particular management alternative. The following projects have been or are being carried out concurrent with the GMP process, and their findings have helped to inform the development of the Action Alternatives described in Chapter Two: a Comprehensive Interpretive Plan, a Viewshed Study, an *Ethnographic Overview and Assessment*, and an *Archeological Overview and Assessment*. They are described below:

Comprehensive Interpretive Plan

While carrying out the GMP/EIS planning process, park staff are concurrently developing a Comprehensive Interpretive Plan (CIP) for BOWA. The CIP contains three components, the Long Range Interpretive Plan, the Annual Implementation Plan, and an Interpretive Database. The CIP is one of several implementation plans designed to build upon proposals for visitor use and interpretation that are established in the GMP.

The intent of the CIP is to define a vision for park interpretation that will be implemented over a seven- to ten-year period. The plan evaluates visitor profiles and current facility conditions and then identifies appropriate interpretive goals, themes, and visitor experiences. Protection of cultural and natural resources is given careful consideration during all phases of implementation. Recommendations are made regarding what adjustments may be needed to personal services, facilities (exhibits, waysides, publications, etc.), research, library and collections policies, and partnerships in order to effectively carry out the interpretive strategy. Changes to personal and non-personal services and facilities vary by alternative. Refer to the descriptions of each alternative in Chapter Two to understand the differences.

BOWA offers unique interpretive opportunities within the NPS, which contribute to its rich educational potential. The 1996

Statement for Management identified these factors as contributing to the significance of the park:

- It is a place where the accomplishments of Booker T. Washington and his relationship to his contemporaries and his critics can be examined.
- Here the NPS interprets the impact of experiences with slavery, emancipation, Reconstruction, and racism on Booker T. Washington and the national character.
- Booker T. Washington National Monument contains the Burroughs Plantation, where many of Washington's initial impressions about education, race, and labor were formed; these ideas can be examined through the prism of his childhood, education, and socialization. At the core of Booker T. Washington's later ideas about education was his belief that developing specific industrial and agricultural skills was crucial if his race was to become independent. This model of education, as practiced at Tuskegee Institute, attracted the interest and support of northern businessmen, philanthropists and politicians, including President Theodore Roosevelt. Booker T. Washington returned to the site in 1908, and his reminiscences offer us a singular view of the past through the eyes of a man who created and recreated his past to provide an example to the masses.
- Booker T. Washington National Monument is one of the few places in the United States where the public can learn about slavery on small-scale plantations. Very different from the popular perceptions of what a plantation was, the Burroughs Plantation provides an opportunity to show what slavery was and what it did to human beings, black and white.

The following have been identified as important themes for BOWA during the interpretive planning process. All of the alternatives presented in the GMP include the interpretation of each of identified themes.

Interpretive Themes

- Booker T. Washington represented a generation of African Americans that know what it was like to be enslaved and understood the obstacles faced by former slaves in achieving political and social equality in America.
- The Burroughs farm, home to the enslaved Washington, represents a small scale plantation and slave culture that was much more common than the stereotypical large scale plantations.
- Booker T. Washington's belief in education as the best path to progress and true freedom for African Americans was the driving force in his life and career.
- Although Dr. Washington was not without his critics in the African American community, he served as the leading national consultant and spokesperson on racial affairs, stimulating some of the first public dialogue about civil rights in this country.
- Just as Booker T. Washington was an early leader in the quest to improve African American livelihoods, the establishment of the park was an early monument on the road to recognizing and preserving sites that are milestones in race relations and African American achievements.

Viewshed Study

A Viewshed Study completed for the park in 1998 analyzed the topographic character of surrounding parcels of land with consideration given to what impact future development may have on visitor experience of the site. Analysis was concentrated along the Route 122 corridor, on parcels of land bordering the park, and other parcels of land in proximity to the park where their future use is a planning consideration for the park (Map 3).

Map 4 shows current zoning for parcels considered in the Viewshed Study. All parcels bordering the park except one are zoned A1—Agricultural District. Parcel 27.1 is zoned B2—General Business. A1 zoning would permit the following uses, which could affect the rural setting of the park: agricultural warehouses, airports, mobile homes, or residences on 20,000-square-foot lots. Potential uses under A1 special use permits that may cause concern include automobile graveyards, convenience stores, flea markets, or feedlots. B2 zoning allows building materials operations, car washes, dry-cleaners, grocery stores, movie theaters, hospitals, or apartment buildings.

Six vantage points in the park have particular importance as areas of high visitor use. Maps 5 through 10 illustrate areas that are visible both within and outside the park from these vantage points: one adjacent to the former school (Map 5), one within the cabin area (Map 6), two at the visitor center (Maps 7 and 8), one at the Burroughs cemetery (Map 9), and one on the park entrance along Route 122 (Map 10). Mapping assumes that no forested areas are present. The view most likely to be affected by development of adjacent lands was from the park entrance road. The next most likely to be affected was the former school. The view from the cabin area, the visitor center and cemetery would also be impacted, but to a lesser degree. A composite map showing the impacted viewsheds taking into account all six locations can be seen on Map 11.

Based on regional growth trends, the probability that the lands along the Route 122 corridor will be developed over the long term or sooner is high. The majority of the parcels contain relatively large areas of developable land, and the growth of Westlake Corner in recent years represents a powerful economic incentive.

The Viewshed Study has helped to focus discussion on several important issues, which are discussed in detail in Chapter Two:

- The adequacy of BOWA's boundary for protecting resources important to the park;
- The opportunities for the park and community to work together on local land planning and historic preservation issues and;
- Options for maintaining the area's quiet setting and rural character.

Ethnographic Overview and Assessment

Concurrent with the GMP process an *Ethnographic Overview and Assessment* has been prepared by Dr. Willie Baber of the University of North Carolina at Greensboro. The purpose of the study is to provide baseline data on ethnographic resources. These resources include cultural institutions and people having historical or traditional connections to the park and adjacent community. A second purpose is to better understand the evolution of the site over time. The study identified ethnographic resources within the community; traditional uses of the site and adjacent lands; and groups that would potentially like to be involved in the site due to their past associations. Research also led to the development of a new hypothesis regarding the historic configuration of the Burroughs Plantation during Booker T. Washington's childhood and how it may have changed during subsequent eras.

The findings will play an important role in informing the implementation actions of the GMP, including future interpretation of the site and proposed treatments of cultural landscapes. Dr. Baber's findings will enhance interpretive opportunities and provide direction to landscape and resource management decisions. In addition, partnership efforts will be established and strengthened with traditionally associated communities and where interviews and research revealed strong ties between the community and the park.

Archeological Overview and Assessment

Developing an understanding of BOWA's below-ground resources is critical, since none of the site's above-ground resources date to the period of Washington's childhood. An archeological overview intended to identify these resources was carried out over the past

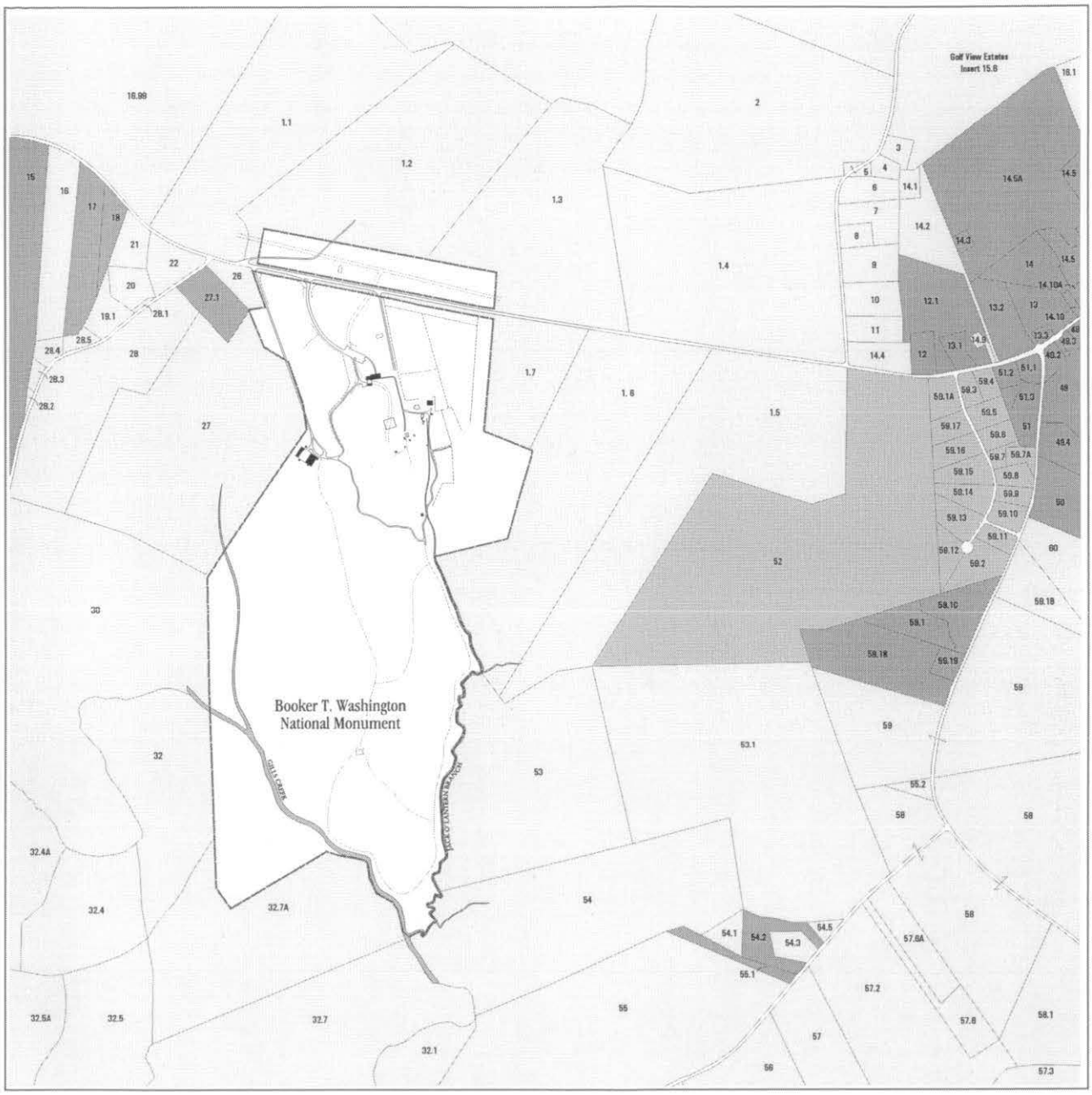
Legend

- Park Boundary
- Adjacent Parcels

Booker T. Washington
NATIONAL MONUMENT

Park and Surrounding Area (1998 aerial photograph)

MAP 3



Legend

- Zoned Agricultural (A-1)
- Zoned Light Industry (M-1)
- Zoned Business District General (B-2)
- Park Boundary
- Park Structures
- Roads and Paths
- Fences
- Trails
- 1.2 Adjacent Parcels (w/ parcel numbers)

Zoning Source: Franklin County Planning and Community Development

Booker T. Washington
NATIONAL MONUMENT

Zoning

MAP 4

Legend

- 1 View Point
- Seen Areas
- Park Boundary
- Adjacent Parcels

Viewshed Source: 1998 Park Viewshed Study
OCULUS and Integrated Systems Support Inc.

Booker T. Washington
NATIONAL MONUMENT

Viewshed Analysis

View from Former Booker T. Washington Elementary School

100 200 600 ft
200 0 ft 400

N

Legend

- 2 View Point
- Seen Areas
- Park Boundary
- Adjacent Parcels

Viewshed Source: 1998 Park Viewshed Study
OCULUS and Integrated Systems Support Inc.

Booker T. Washington
NATIONAL MONUMENT

Viewshed Analysis

View from Historic Cabin Area

100 200 600 ft
200 0 ft 400

MAP 6

Legend

- 3 — View Point
- Seen Areas
- Park Boundary
- Adjacent Parcels

Viewshed Source: 1998 Park Viewshed Study
OCULUS and Integrated Systems Support Inc.

Booker T. Washington
NATIONAL MONUMENT

Viewshed Analysis

View from Back Porch of Visitor Center

200 100 0 ft 200 400 600 ft

N

Legend

- 4 — View Point
- Seen Areas
- Park Boundary
- Adjacent Parcels

Viewshed Source: 1998 Park Viewshed Study
OCULUS and Integrated Systems Support Inc.

Booker T. Washington
NATIONAL MONUMENT

Viewshed Analysis

View from Front Entrance of Visitor Center

100 200 600 ft
200 0 ft 400

N

Legend

- 5 View Point
- Seen Areas
- Park Boundary
- Adjacent Parcels

Viewshed Source: 1998 Park Viewshed Study
OCULUS and Integrated Systems Support Inc.

Booker T. Washington
NATIONAL MONUMENT

Viewshed Analysis

View from Burrough's Cemetery

200 0 ft 400 100 200 600 ft

N

MAP 9

Legend

- 6 View Point
- Seen Areas
- Park Boundary
- Adjacent Parcels

Viewshed Source: 1998 Park Viewshed Study
OCULUS and Integrated Systems Support Inc.

Booker T. Washington
NATIONAL MONUMENT

Viewshed Analysis

View from Park Entrance on Route 122

100 200 600 ft
200 0 ft 400

N

MAP 10

View Points

1 Former Booker T. Washington Elementary School
2 Historic Cabin Area
3 Back Porch of Visitor Center
4 Front Entrance of Visitor Center
5 Burrough's Cemetery
6 Park Entrance on Route 122

Legend

- View Point
- Seen Areas
- Park Boundary
- Adjacent Parcels

Viewshed Source: 1998 Park Viewshed Study
OCULUS and Integrated Systems Support Inc.

Booker T. Washington
NATIONAL MONUMENT

Viewshed Analysis

Six-View Aggregate

100 200 600 ft
200 0 ft 400

MAP 11

year through a cooperative agreement with Sweet Briar College. Dr. Amber Moncure and her students reviewed the park's existing documentation, which includes early field reports, administrative records, and historic photographs. Following this preliminary review, they dug a number of strategically located test pits that were examined for clues about the how the site was used throughout its history. The results of this work will provide a solid foundation for GMP implementation efforts. The study has brought further understanding to the issues associated with above- and below-ground park resources. Excavation of the portion of the site long acknowledged as the cabin Washington was born in is a first step in better understanding of the cultural landscape. During the study, some areas of the park were thoroughly surveyed—resulting in better opportunities to protect resources and provide interpretation of Washington's life on the Burroughs Plantation. The study also begs further and more comprehensive study of the site to answer unresolved questions that still remain and incorporate new knowledge into the GMP implementation process in the coming years.

Cultural Landscape Inventory

In the spring of 1999, a cultural landscape inventory (CLI) was initiated at BOWA to better understand the resources within the park. A CLI is a computerized, evaluated inventory of all cultural landscapes in which the NPS has or plans to acquire any legal interest. Its purpose is to identify cultural landscapes within the national park system and provide information on their location, historical development, character-defining features, and management. Park managers use results of the CLI in planning, programming, and recording treatment and management decisions. Inventory forms include maps, drawings, and photographs. Following completion of this inventory, it is anticipated that the park will prepare a Cultural Landscape Report, which examines identified landscapes in further detail and makes recommendations for treatment consistent with the landscape's significance, condition, and planned use.

MANAGEMENT POLICY CONSIDERATIONS

The NPS *1988 Management Policies* document states that the National Park Service will consider a park's purpose and the effects on park resources and visitors when determining the appropriateness of a specific recreational activity in a specific park. Since the primary mission of this park is to preserve the cultural and natural resources, to memorialize Booker T. Washington, and to educate the public about his life and legacy, recreational use should be limited to those activities that are compatible with the intent of the site. Alternatives B, C, and D recommend making a policy clarification that recreational use as described in Section 3.1 of the original legislation would be limited to certain forms of passive recreation.

LEGISLATIVE CONSIDERATIONS

Based upon the outcome of the GMP planning process, including public meetings, consideration of applicable laws and policies, and the results of recent research efforts such as the park's Viewshed Study, it was determined that the three action alternatives, presented in Chapter Two, would recommend several legislative changes. Their intent is to strengthen the park's mission, propose a boundary adjustment and cooperative strategies for maintaining the park's setting, and increase the development/acquisition ceiling in order to allow for GMP implementation actions to occur.

Booker T. Washington National Monument was authorized on April 2, 1956 by Public Law 84-464 (16 U.S.C. 45011). The law authorized the Secretary of the Interior to acquire the birth site as a public national memorial to Washington, "noted Negro educator and apostle of good will." Also authorized were the creation of a "museum for relics and records," recreational areas, and plaques or monuments "to mark points of interest on the site."

The dedication of such a site at the advent of the civil rights movement is indicative of the social climate of that era. In the 1950s, segments of the white population could comfortably embrace and advocate Washington's legacy, since they were not threatened by his

public positions on education and self-reliance. Unlike many of his contemporaries, such as W. E. B. Du Bois, or later leaders such as Dr. Martin Luther King, Washington was perceived by many to have accepted racial segregation—although research regarding his philosophy and behind-the-scenes strategies has proven otherwise. His shrewd deal making allowed him to achieve his goals in the only way that was possible in the late 19th century deep South—Washington was merely doing what was necessary to operate effectively within both black and white social and political circles in that era. His well known public philosophy, which focused on the importance of education and self-help within the African American community, shaped the public perception of Washington, and memorialization was not seen as a threat to the status quo at the time the monument was dedicated.

The GMP process has considered the evolution of the site over the past 43 years, the change in and broadening of thinking about Washington and race relations and the results of the civil rights movement during that span. These new perspectives were reflected at the 1998 symposium *Washington and Du Bois: At the Turn of Two Centuries*, which was co-sponsored by BOWA and the Organization of American Historians. The symposium brought together scholars of both important national leaders. Presentations made from a range of viewpoints raised a number of compelling issues concerning the philosophies of both men and how they confronted the limitations imposed on them by the constraints of their day. Among these was the contrast between Booker T. Washington as a product of slavery working in the social and political environment that was largely illiterate and very poor, while W.E.B. Du Bois, a free black from Massachusetts pursued his vision among a much more educated and affluent constituency. In retrospect, their goals had much in common and their methods were based on the realities and social conditions in which they operated.

Today, the characterization of Washington as an "apostle of good will" in the language of the legislation appears dated and is considered paternalistic and even offensive by some. During the years since the authorization of the monument, a great deal of critical thought has been given to Washington and his place in American history. Some believe him to be a heroic figure who worked effectively within the constraints of his time, while others view the concessions that he made as harmful. In either case, acknowledging and examining this controversy is critical to developing an understanding of Washington's life and legacy.

Several decades ago, interpretive techniques embraced nationwide focused on using living history and demonstrations to convey historic information about sites. Such techniques were employed at BOWA, and they lent themselves well to interpreting Washington's childhood, but were less suited to addressing the implications of his often ideologically charged adult life and accomplishments. Indeed, slavery and racism have been and continue to be difficult topics to present. In recent years, the park has undertaken a reevaluation of its mission and programs in order to address, through education and interpretation, the various points of view on Washington and his legacy. Living history and demonstrations, while scaled back, continue to be used in special interpretive programs.

Mission

The language contained within the park's authorizing legislation, particularly in Section 2, reflects the values of the 1950s, the era when the park was established. Scholarship on Booker T. Washington since the 1960s has called into question his perceived role as an "apostle of good will." Today, it is generally recognized that this simplistic stereotype does not fully recognize Washington's far-reaching achievements. His actions and underlying motivations were highly complex, and to fully appreciate the circumstances in which he lived requires knowledge of the Reconstruction and Jim Crow eras. Memorializing Washington without a solid presentation of the times in which he lived provides a limited and inaccurate view of Washington and his contemporaries.

In the forty-three years following the passage of this legislation, views about Washington, his leadership and his prominence in history have changed considerably. In response to these new

perspectives, the park developed purpose statements that strengthen the interpretive scope of the site beyond merely presenting a museum with relics and a park with markers. These purpose statements propose that the park go beyond the somewhat passive "memorial concept" by actively educating visitors about not only Washington's life and achievements, but also the evolving context of race in American society. Alternatives B, C, and D each support language that would augment on Section 2 of the authorizing legislation, reflecting the expanded purpose and the current park mission. These changes will further clarify the purpose of the park, which was only loosely defined in the 1956 legislation.

Funding Authorization

Given current park facilities, which include neither a museum nor more than one wall for exhibits, carrying out an enhanced interpretive program would be difficult without additional capital investment. The original development/acquisition ceiling for the park was $200,000, and Congress raised that limit to $600,000 in 1972. The current value of development in the park, especially when inflation is taken into account, is very close to this threshold. Alternatives B, C, and D each recommend that new legislation increase the park's development/acquisition ceiling to a level that allows for implementation of actions called for in the GMP and in related park development proposals.

Boundary

The authorizing legislation provides only a general boundary description for the park—*the real property located at Booker T. Washington Birthplace, Virginia.* No specific acreage or metes and bounds are given. In fact, the land acquired for the monument was first surveyed officially in 1958 when permanent boundary markers were installed, several years after its authorization. At that date, the park contained 199.73 acres.

Shortly after the creation of the park, discussion arose regarding the creation of the Smith Mountain Lake reservoir. There was concern about the effect that associated development might have on the land surrounding the park, and boundary adjustments were considered during the late 1950s and early 1960s. After unsuccessful negotiations with adjacent property owners, 18.09 acres were condemned, increasing the size of the park to 217.87 acres. Added were approximately 13.25 acres on the north side of Route 122 and 4.75 acres at the park's northeast corner. An additional 5.99 acres of land were added to the park in 1973, which brought the former Booker T. Washington Elementary School within the boundary of the park.

During the past decade, the Smith Mountain Lake area east of the park has grown rapidly. Much of the development has been residential, but commercial enterprises have begun to spread out along major transportation routes, including Route 122, which runs through the northern area of the park. Westlake Corner, a crossroads village that lies less than 3,000 feet east of the park has experienced a significant increase in construction projects within the past five years and is likely to become a commercial hub for the surrounding community. Transportation improvements along nearby Route 220 are also expected to increase local traffic near the park. Given current development trends in the region, the park's rural setting is vulnerable to the effects of inappropriate development.

NPS policy states that park managers are responsible for monitoring conditions on lands surrounding their parks and working with local officials to encourage adjacent land uses that are compatible with the purposes of the park. In the case of BOWA, maintaining the rural quality of the plantation setting is crucial to site interpretation and ensuring a high quality visitor experience. Under current zoning provisions many types of uses would be permitted on adjacent lands; some would be compatible with the park's purpose and others would be considered inappropriate. Cooperation among park staff, local officials, and landowners to plan for compatible uses is the preferred strategy for protecting cultural and natural resources. There are, however, certain, limited instances in which additional measures may be taken if the preferred strategy proves unsuccessful.

Revising the boundary of a park to acquire land is one method, but such revisions are only possible after other alternatives for management and resource protection have been shown to be inadequate. In addition to being feasible to administer, lands under consideration for acquisition must also meet one of the following conditions before a park's boundary can be modified:

1. include significant resources or opportunities for public enjoyment related to the purposes of the park;

2. address operational and management issues such as access and boundary identification by topographic or other natural features or roads; or

3. protect park resources critical to fulfilling the park's purposes.

The present park boundary encompasses 223.93 acres and includes 200 of the 207 acres that comprised the Burroughs Plantation. The seven remaining acres of the plantation are contained within a fifteen-acre parcel, which abuts the park at the northeastern edge of the present boundary.

Each of the Action Alternatives calls for the park to cooperate with local officials regarding adjacent land uses and to carefully monitor the situation. Recommended in Alternatives C and D is the acquisition of the fifteen-acre tract of land containing the only portion of the Washington's birth site not currently owned by the NPS. The southern half of the parcel was part of a land exchange between the Robertson and Cook families in 1917, before Phillips' development of the site as a memorial (Map 12). When the NPS boundary was first established, no efforts were made to clarify this eastern boundary, and the parcel was not included in the survey. Recently completed deed research, however, has proven the historic connection of the seven acres that comprise the southern half of this parcel with Washington's birth site.

Within Alternatives C and D the proposed acquisition would satisfy criteria 1 and 3. The significance of this parcel—the only privately-owned portion the Washington's birth site—merits preservation for its historic associations and its archeological and interpretive potential. Its acquisition would bring the whole birth site under the administration of the NPS and enable it to be documented and interpreted in its entirety, significantly enriching the visitor experience. The preservation of this parcel would also protect an important viewshed, which would enhance visitor enjoyment of the park by protecting the rural setting from modern intrusions. Due to the relatively small size of the parcel in relation to the overall site, no additional staff levels beyond those recommended in each alternative would be required to manage this land.

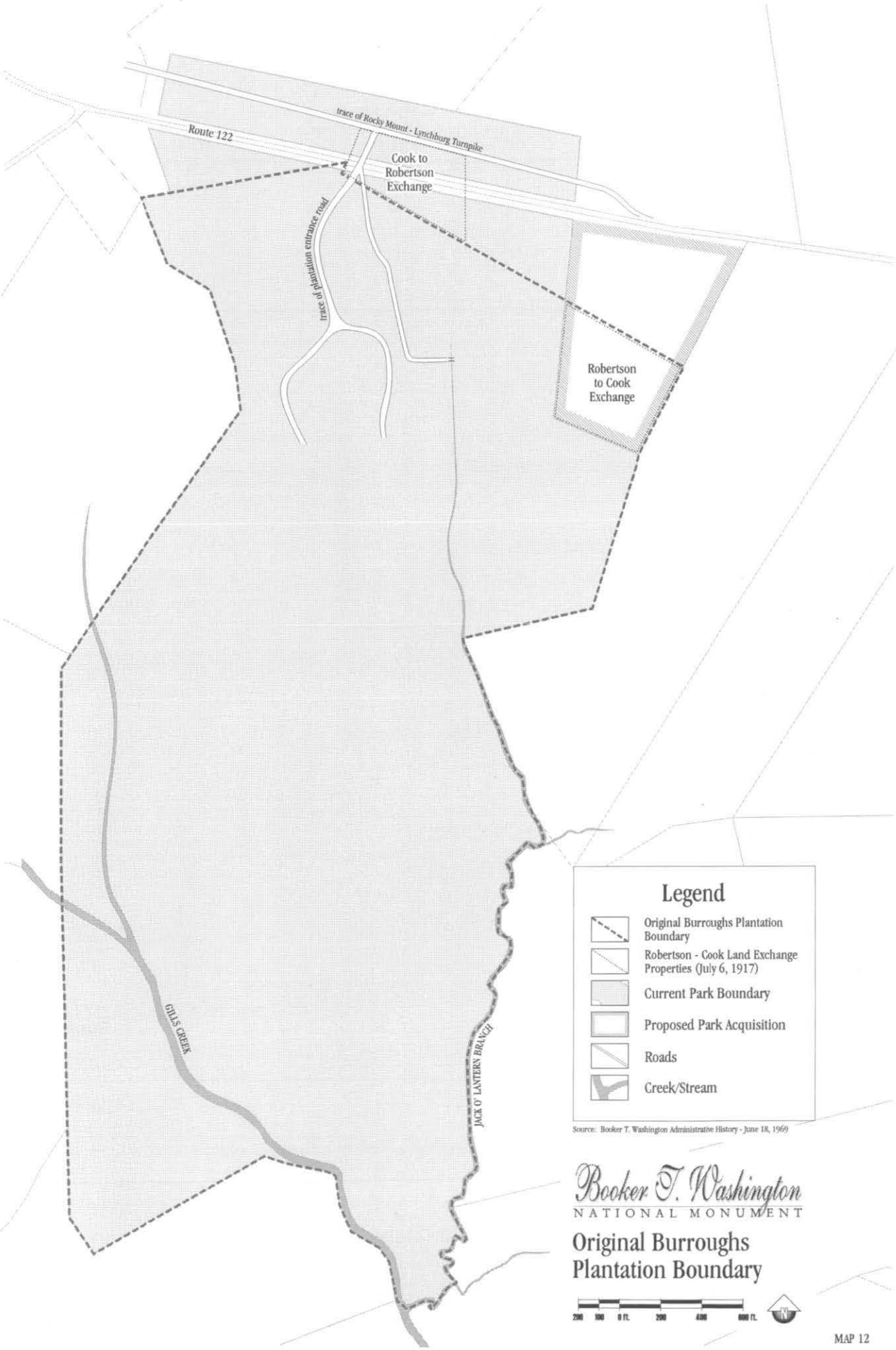
PARTNERSHIPS AS A MANAGEMENT AND IMPLEMENTATION TOOL

BOWA needs partners to achieve its mission goals. At the same time, partnering organizations would benefit through their relationship with the park as areas of common interest and solutions to common concerns are developed. Like all national parks, BOWA struggles to find human and fiscal resources to meet the increasing needs for protection of its resources and to fulfill the expectations of its visitors.

Current Partners

Municipal and Regional Governments

The park works with both Franklin County municipal agencies and other public bodies that operate within the Smith Mountain Lake area to promote public awareness and use of the park. Relationships with planning agencies and local government representatives continue to be extremely important in planning for the protection of the park's cultural and natural resources, including its historic rural setting. The park has been an active participant in the visioning process for Smith Mountain Lake. That planning process helped to bring together diverse interests and foster an open dialogue about regional issues and values, culminating in the report *Charting a Course for Smith Mountain Lake—A Vision*. The park was able to


trace of Rocky Mount - Lynchburg Turnpike
Route 122
Cook to Robertson Exchange
trace of plantation entrance road
Robertson to Cook Exchange
GILLS CREEK
JACK O' LANTERN BRANCH
Legend
Original Burroughs Plantation Boundary
Robertson - Cook Land Exchange Properties (July 6, 1917)
Current Park Boundary
Proposed Park Acquisition
Roads
Creek/Stream
Source: Booker T. Washington Administrative History - June 18, 1969
Booker T. Washington
NATIONAL MONUMENT
Original Burroughs Plantation Boundary
200 100 0 ft. 200 400 600 ft.
N

MAP 12

make a significant contribution to the discussion of heritage resources within the region.

Local Tourism Agencies

The park is a member of the Franklin County Tourism Advisory Committee. The committee is composed of representatives from local sites and organizations who meet to discuss tourism development strategies for the area. The park is also a member of several local chambers of commerce and the Roanoke Valley Visitors and Convention Bureau.

Teachers

The park has made an effort to strengthen its relationships with Franklin County educators, as well as teachers from other parts of the region. A focus group with teachers of children from kindergarten through the third grade recently held by the park resulted in a positive response and valuable information on curriculum applications. The park has also participated in the Franklin County Department of Education's Multi-Cultural Committee.

Academic Organizations and Institutions of Higher Education

The park has long maintained a close relationship with nearby Ferrum College. Student volunteers from the school's environmental studies program conduct water quality assessments within the park as part of their training program. The park is now working to formalize this arrangement by instituting a cooperative agreement under which additional research, such as an inventory of park flora and fauna, would be undertaken. The park has recently developed two other cooperative agreements with Sweet Briar College and the University of North Carolina at Greensboro to carry out archeological and ethnographic research, respectively. Significant information has been uncovered by the research carried out thus far, and the park would like to have additional work accomplished as funding becomes available from the NPS or outside sources. Limited duration, project-specific partnerships have also proven beneficial to the park. A recent example was joint sponsorship of the *Washington and Du Bois: At the Turn of Two Centuries* symposium with the Organization of American Historians.

Site Volunteers

A core group of volunteers provides a range of staff support at the park, working at the visitor center information desk, helping with the grounds, and conducting some programs. Their donations of time make it possible for park personnel to focus on interpretive program development and pressing maintenance concerns. Many of these individuals are retirees from the Smith Mountain Lake area or local students.

Eastern National

The park's not-for-profit cooperating association, Eastern National manages the bookstore. Proceeds from the sale of books and souvenirs go to support interpretation and resource management at BOWA and other national park sites.

National and State Preservation Organizations

Organizations such as the National Parks and Conservation Association and the Virginia Department of Historic Resources provide assistance, guidance, and expertise to the park. Their experience and assistance are crucial to the park's ability to ensure that its actions are appropriate and in the best interests of long term preservation of its resources.

Related National Park Service Sites and Initiatives

The park maintains ongoing relationships with related NPS sites and initiatives, such as the Tuskegee Institute National Historic Site, Appomattox Court House National Historical Park, and the Underground Railroad Initiative, to cultivate professional ties among

staff members and stay current regarding interpretive and program development.

Partners bring with them special interests in and attitudes towards the park and its resources, which can lead to lively debate regarding issues that affect the park. Partnerships and cooperative programs will continue to be a part of successful park management for many reasons. Cost effectiveness can be achieved by engaging partners in park programs, recognizing that NPS is unable to unilaterally finance all desired activities within the park, and governmental cooperation is essential, because cooperative efforts are needed to address land and resource management considerations in and around the park.

Future Partnerships

The potential for partnerships at BOWA is great, especially with respect to resource protection and interpretive program development. A major area of discussion in the public workshops concerned the vulnerability of the park's setting in light of recent development trends in the region. Participants believe that left unchecked, development along Route 122 is likely to negatively affect the agricultural setting of the park. It was noted that it would be necessary to increase community awareness of and advocacy for the park in order to effectively address the situation. During the GMP scoping meetings, several members of the public also expressed an interest in utilizing Route 122, known as Booker T. Washington Highway, to link related nineteenth-century sites and promote scenic conservation within that corridor. Such an approach would help to establish a broader local context for the park, which is something the current interpretive program lacks, and aid in viewshed protection.

As partnerships are cultivated with other sites and institutions, orientation information to this larger interpretive network could be made available through exhibit panels or brochures. Partnerships are one means of addressing the problems of growing needs and limited funding. A number of partnerships and areas of cooperative activity with public officials, civic groups, non-profit entities, and private sector interests help to support the day-to-day operation and long term management of the park.

In all GMP alternatives, the park would continue dialogue and cooperation with local government officials and citizens, as well as with Eastern National, volunteers, and national preservation organizations. Continuing to build a local constituency that can advocate for the park's needs, serve as an audience for its programs, and provide a source of volunteers is important to the long-term success of the park.

Of particular importance is the preservation of the rural, agricultural character of the site. This can only be accomplished if BOWA works with local officials, neighboring landowners, private developers, and site planners to minimize the visual impact that any future development may have upon the park.

Depending on the needs and opportunities that arise, some future partnerships may be ongoing and long-term, while others may be of a more limited scope and duration. The following is a list of potential future partners (most from within the region) who expressed interest in working with the park during Dr. Anna Lawson's 1998 survey *An Assessment of Partnerships for the Booker T. Washington National Monument*. This survey was incorporated into Dr. Baber's 1998 *Ethnographic Overview and Assessment*.

- Art Museum of Western Virginia, Roanoke, Virginia
- Bedford Area Chamber of Commerce, Department of Tourism, Bedford, Virginia
- Bedford City and County Administrative Offices, Bedford Virginia
- Community School, Roanoke, Virginia
- Explore Park, Roanoke County, Virginia

- Harrison Museum of African American Culture, Roanoke, Virginia
- Hollins University, Departments of History and Economics, Roanoke County, Virginia
- Agency on Aging, Roanoke, Virginia
- Mt. View Elementary School, Roanoke, Virginia
- NAACP—Roanoke Chapter, Roanoke, Virginia
- Roanoke College, Salem, Virginia
- Salem Historical Society, Salem, Virginia
- Total Action Against Poverty, Salem, Virginia
- History Museum and Historical Society of Western Virginia, Roanoke, Virginia
- Western Virginia Land Trust, Roanoke, Virginia
- Franklin County Chamber of Commerce, Rocky Mount, Virginia
- Bedford County Attorney, Bedford County, Virginia

There are numerous Virginia historic sites that interpret plantation life and slavery, although most interpreted sites are large-scale plantations. There are twenty-five other NPS units that interpret some aspect of African American history, as well as numerous other national museums and institutions that address African American history in a general sense, and the civil rights movement specifically. By establishing cooperative relationships with such organizations, the park would be able collaborate on travelling exhibits, the development of media materials, and symposia. One area in which partnerships would be of particular benefit would be in working with organizations to increase the audience for programs and interpretation by disseminating information over the internet. BOWA has considerable potential for distance learning

Potential Interpretive Partners

The following is a list of organizations or sites that were found to have missions related to the purposes of Booker T. Washington National Monument during the GMP scoping process. Although some of the organizations are located near the park, most are rather distant. As such, they would be more likely to work with the park on specific, project-related initiatives of a limited duration.

African American Heritage

- Association for the Study of Afro-American Life and History, Washington, DC
- Black History Museum and Cultural Center of Virginia, Richmond, Virginia
- Carter G. Woodson Institute, University of Virginia, Charlottesville
- Center for African American History and Culture, Smithsonian Institution, Washington, DC
- Harrison Museum of African American Culture, Roanoke, Virginia
- Howard University, Washington, DC
- Museum of African American History, Detroit, Michigan
- National Afro-American Museum and Cultural Center, Wilberforce, Ohio
- National Association for African American Heritage Preservation, Indianapolis, Indiana

- Schomberg Center for Research and Black Culture, New York, New York
- W.E.B. Du Bois Institute for Afro-American Research, Cambridge, Massachusetts

Civil Rights-Related

- Birmingham Civil Rights Institute, Birmingham, Alabama
- Robert R. Moton Museum, Farmville, Virginia
- National Civil Rights Museum, Memphis, Tennessee

Virginia Educational Organizations

General

- Roanoke Education Center, Roanoke, Virginia
- University of Virginia, Charlottesville, Virginia
- Virginia Foundation for the Humanities, Charlottesville, Virginia
- Virginia State University, Petersburg, Virginia

Plantation and Slavery

- Berry Hill Plantation, South Boston, Virginia
- Bremo Plantation, Bremo Bluff, Virginia
- Monticello, Charlottesville, Virginia
- Museum of the Confederacy, Richmond, Virginia
- Pepper Bird Foundation, Colonial Williamsburg, Williamsburg, Virginia
- Poplar Forest, Forest, Virginia
- Prestwood Plantation, Clarksville, Virginia
- Reynolds Homestead, Critz, Virginia
- Stratford Hall Plantation, Stratford, Virginia

Booker T. Washington

- Hampton University, Hampton, Virginia
- Tuskegee University, Tuskegee, Alabama

NPS Sites Where African American History is the Primary Interpretive Focus

- Boston African American National Historic Site, Boston, Massachusetts
- Brown vs. Board of Education National Historic Site, Topeka, Kansas
- Frederick Douglass Home National Historic Site, Washington, DC
- George Washington Carver National Monument, Diamond, Kansas
- Jean Lafitte National Historic Park, New Orleans, LA
- Kingsley Plantation, Jacksonville, Florida
- Maggie Walker National Historic Site, Richmond, Virginia
- Martin Luther King National Historic Site, Atlanta, Georgia

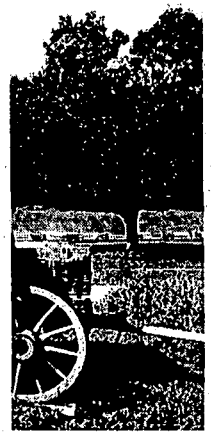
- Mary McLeod Bethune Council House Historic Site, Washington, DC
- New Orleans Jazz National Historic Park, New Orleans, LA
- Nicodemus National Historic Site, Fort Larned, Kansas
- Tuskegee Institute National Historic Site, Tuskegee, Alabama

Booker T. Washington
NATIONAL MONUMENT

Draft General Management Plan / Environmental Impact Statement

Chapter Two

ALTERNATIVES



Chapter Two: Alternatives

INTRODUCTION TO THE ALTERNATIVE PROPOSALS

The alternatives described in this section outline possible approaches for managing BOWA over the 10-15-year lifespan of the GMP. The reason for considering a range of management approaches is to determine, through a public process, the most appropriate strategy for preserving the park's resources and providing a quality experience for park visitors. These alternatives incorporate the feasible and acceptable proposals and suggestions that surfaced during the scoping process, with consideration given to the laws and policies that affect the NPS.

Following public review and comment, and continuing agency consideration of and response to these alternatives, one alternative or a combination of one or more will be selected and presented as the final plan for the park in a Final GMP/EIS.

During the preparation of this Draft GMP/EIS, the park held a series of meetings with the public and various interested parties regarding future management of the park. These scoping meetings allowed the public and the NPS to share ideas about the future of BOWA. The information gathered during this public process helped to inform the development of the GMP action alternatives presented in this plan.

SUGGESTIONS INCORPORATED INTO ALTERNATIVES

Members of the public suggested that NPS capitalize on the fact that Dr. Washington was born on this site and use this real, physical place to raise complex issues of slavery, the Civil War, reconstruction, and race relations. People supported the work that has been done to incorporate current perspectives on the African American experience, into the interpretive program. They agreed that expanding the interpretive focus to include Dr. Washington's entire life enhances the visitor experience. Many workshop participants thought that dialogue and philosophical discussion of the different views held by Washington and his contemporaries should be encouraged through site interpretation and programming. Individuals felt that the park could be developed as a "safe place" where people could come together and discuss race openly, recognizing the complexities of the issues involved.

Participants believed that programs could be developed for both adults and children that would encourage repeat visits, enabling visitors to examine over time a broader range of issues related to Washington. Interest in establishing a public research center on Washington was expressed. There was also a sense that more research should be carried out to create a regional context for the site and increase visitors' awareness of its historic place within the surrounding community. Strengthening connections to related NPS sites, such as Tuskegee Institute National Historic Site, and sites outside the National Park Service was also discussed. The public also suggested there be a greater presence of African American staff members and volunteers at the park.

Teachers and school administrators noted that more interpretive information could be presented from a child's point of view, since this is where Washington spent his childhood. Educators felt that given the proper supporting materials and age-appropriate curricula, the site could be used to address a wide range of

curriculum areas in an interdisciplinary fashion, including sensory experience, writing composition, art, map-reading skills, statistical analysis, social studies, environmental science, and multi-cultural studies.

In order to achieve these goals, workshop participants felt that the following issues must first be addressed:

- Better understanding of Washington's life on the Burroughs Plantation and the resources on the site is needed for more effective site interpretation.
- Existing space is inadequate for programming needs and museum display.
- Few artifacts related to Dr. Washington's life are seen at the park—more are needed to provide better context to his achievements.

SUGGESTIONS NOT INCORPORATED INTO ALTERNATIVES

Other possible actions or activities raised during public meetings included the reinstatement of a regular program of living history, additional reconstruction of plantation buildings, and increased active recreational use of the park. These suggestions were not incorporated within the GMP action alternatives, because they do not conform to current NPS policies.

Interest in reinstating a full-time living history program was expressed during the public workshops. The NPS believes that while living history is a valuable interpretive tool for presenting certain types of information, pursuing a program solely devoted to living history would unnecessarily restrict the interpretive scope of the park. Such an approach would limit discussion to Washington's childhood, leaving out his later life and accomplishments. In Alternatives C and D, it is recommended that living history be used during special events to supplement other interpretive efforts.

Interest was also expressed in recreating the plantation setting as it would have appeared in Washington's day. Documentary and photographic evidence for the site is extremely limited. While archeology will likely reveal valuable interpretive information on the site, the extent of soil disturbance dating from the 1940s and 1950s memorial period is so great that it is unlikely that NPS would be able to obtain the detailed information needed to accurately reconstruct additional plantation structures. True reconstruction of a historic structure is only possible if such documents as floor plans, photographs, and extensive archeological evidence are available. Although it is unlikely to be implemented, limited reconstruction is included as an option in Alternatives C and D if compelling evidence were to be found in the future.

The site is a national park whose mission is to protect and interpret Booker T. Washington's birthplace. The park's financial and human resources must be devoted to this purpose. Therefore, encouraging active recreational use of the site through the introduction of such facilities as basketball courts or swimming pools was not incorporated into any of the action alternatives, although it was suggested during the public workshops.

Passive recreation opportunities, such as walking and wildlife watching which do not undermine the preservation and educational mission of the site are permitted in each of the action alternatives. Interest in trail expansion was expressed in a public workshop, and a segment north of the visitor center near the Burroughs Cemetery and the plantation entrance road trace is identified as having interpretive potential in all of the action alternatives. Alternatives C and D also leave open the possibility that the park could participate in discussions with local partners about the development of a regional system of public bridle trails. The presence of horses on the site would be in keeping with the park's historic setting.

Two additional actions were raised during NPS meetings on the GMP and considered by the project planning team: 1) the

construction of a new visitor center in a new location within the park, and 2) the idea of leasing office space in a nearby location outside the park. Based on resource protection and park operational considerations, both ideas were determined infeasible. Reuse of the current visitor center or the former school building was considered preferable to new construction. Moving staff offices off-site would reduce the personal interaction between park staff and visitors, and would pose other operational inefficiencies.

ALTERNATIVES ELIMINATED FROM CONSIDERATION

Two conceptual alternatives considered by the GMP project team were eliminated during the early stages of the alternatives development process. These alternatives were called "Educational" and "Collaborative." The educational alternative was based on the idea that park operations would concentrate primarily on intensive development of on-site and off-site programs related to the mission of the park. The collaborative alternative had a primary focus on partnership building with local, regional, and national NPS and non-NPS sites. The GMP project team felt that these alternatives were better included as elements of the remaining action alternatives and that they were not comprehensive enough in concept for development as freestanding, distinct alternatives.

GENERAL MANAGEMENT PLAN TERMINOLOGY

Mission Goals

All alternatives are organized according to the park's mission goals. Mission goals emerge from the park's mission statement and define in broad terms the conditions that a park should strive to achieve in the future. As discussed in Chapter One, the mission statement for BOWA is a follows:

> *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 influencial 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.*

BOWA's four mission goal areas are:

- *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.
- *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.

Management Goals

Management goals expand upon the mission goals of the park. They describe specific desired resource conditions and visitor experiences. Management goals help park managers determine which actions are appropriate to implement. They ensure preservation of the park's cultural and natural resources while providing for quality visitor experiences. Management goals provide a foundation that remains in place even as conditions

change over time, providing a basis for decision-making on short- and long-term issues. They also help guide solutions for future issues that are unforeseen and give park managers flexibility to weigh choices as new opportunities or issues present themselves.

Associated Actions

Associated actions represent a particular action—or group of actions—that could be carried out to achieve a management goal, and consequently a mission goal. Sets of associated actions describe possible ways in which the management goals could be achieved. Each alternative in this GMP presents potential actions that could be initiated in support of each of the management goals. In some cases, the choice of a potential action is clear now, because of pending funding or partnership opportunities, or because there is only one reasonable and feasible choice for meeting that management goal. In other cases, a range of potential actions is presented from which future choices would be made, or that illustrates the kinds of actions that would be appropriate in meeting a management goal.

GMP planning proposes policy-level recommendations. Consequently, when a specific action is implemented at a future date, a more detailed implementation plan may be required. Examples of situation-specific implementation plans include cultural landscape treatment plans, resource management plans, long-range interpretive plans, and facility development plans.

Management Zones

Management zones comprise a package of management goals and associated actions for resource management, visitor use, and development that may occur in different locations in the park. Management zones cover all land within the park boundary, and any location in the park can be in only one management zone. Definitions and locations of management zones vary according to the overall intent of each alternative.

Alternatives A and B include goals and actions that are area-specific. Consequently these two alternatives have delineated management zones. In Alternatives C and D, however, goals and actions are applicable to the entire park. Therefore, management zones are not differentiated for those alternatives.

Resource Definitions

The following definitions further describe the types of cultural resources presented in this chapter.

Structure: A constructed work, usually immovable by nature or design, consciously created to serve some human activity. Examples are buildings of various kinds, monuments, dams, roads, railroad tracks, canals, mill races, bridges, tunnels, locomotives, nautical vessels, stockades, forts and associated earthworks, Indian mounds, ruins, fences, and outdoor sculpture.

Site: Any material remains or physical evidence of past human life or activities that are of archeological interest, including the record of the effects of human activities on the environment. They are capable of revealing scientific or humanistic information through archeological research.

Landscape: A geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values. There are four general kinds of cultural landscapes: historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes.

Object: A material thing possessing functional, aesthetic, cultural, symbolic, and / or scientific value, usually movable by nature or design. Museum objects include prehistoric and historic objects, artifacts, works of art, archival material, and natural history specimens that are part of a museum collection.

Ethnographic Resource: A site, structure, object, landscape or other natural resource feature assigned traditional legendary, religious, subsistence, or other significance in the cultural system of any group traditionally associated with it.

RESOURCE MANAGEMENT POLICIES

Through inventory, research, and evaluation, NPS develops appropriate plans for the treatment of its diverse cultural resources. Historic structures and cultural landscape elements, such as field patterns, fence lines, and vegetation are subject to four general types of treatment—preservation, rehabilitation, restoration, or reconstruction. The significance of the resource in question, its condition, interpretive value, research potential, and the availability of data are all contributing factors in determining which of the four treatments is most appropriate. NPS policy states that anything of historical appearance within a park should be either authentically historic or an accurate representation of something once present, which is identified as such.

Below are definitions for each of the four treatments, the circumstances in which they are regularly employed, and a discussion of how they appear in the GMP alternatives:

Preservation

Preservation is defined as the act or process of applying measures necessary to sustain the existing form, integrity, and materials of a historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New exterior additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project.

A historic property will be preserved in its present condition if: 1) that condition allows for satisfactory protection, maintenance, use, and interpretation, or 2) another treatment is warranted but cannot be accomplished until some future time.

Preservation, the standard treatment when no other type is recommended, is the treatment prescribed for all resources by Alternative A (no action). In Alternatives B, C, and D, the replica structures and the historic tobacco barn would be preserved. When the point is reached that preservation could only be accomplished through extensive replacement of materials, documentation for replica structures would be evaluated. Those found to be purely conjectural with no historic precedent would be removed.

Rehabilitation

Rehabilitation is defined as the act or process of making possible a compatible use for a property through repair, alterations, and additions, while preserving those portions or features which convey its historical, cultural, or architectural values.

A historic property may be rehabilitated for contemporary use if: 1) it cannot adequately serve an appropriate use in its present condition, and 2) rehabilitation will retain its essential features and will not alter its integrity and character or conflict with park management objectives.

In Alternatives B and D, the entire school would be rehabilitated for use as a visitor center, in recognition of its historic significance and interpretive potential. In Alternative C, the school would be partially rehabilitated and would be used as an administrative and interpretive facility.

NPS retains floor plans of the school that were completed shortly after management of the site was transferred. In addition, there are many students and teachers in the region who remember the school well and could offer insight and information on its appearance. No

other cultural resources are recommended for this treatment in any of the action alternatives.

Restoration

Restoration is defined as the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project.

A historic property may be restored to an earlier appearance if: 1) restoration is essential to public understanding of the cultural associations of the park, and 2) sufficient data exists to permit restoration with minimal conjecture.

None of the action alternatives recommends the restoration of an entire structure or cultural landscape. The school is the only cultural resource within the park for which there is currently sufficient data to undertake restoration as a treatment. Alternatives B and D recommend restoration of certain elements in the school that are important in conveying the interpretive program. The remainder of the school would be rehabilitated for its new use. Future archeological investigation may reveal sufficient data to restore portions of the site's cultural landscape by reintroducing certain landscape elements. Alternatives C and D recommend this approach.

Reconstruction

Reconstruction is defined as the act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.

A missing historic element may be reconstructed if: 1) reconstruction is essential to public understanding of the cultural associations of the park, and 2) sufficient data exist to permit reconstruction with minimal conjecture.

There is not presently available, nor is it anticipated that there will be ever be sufficient data to reconstruct the non-surviving structures within the park. While archeology may uncover the location and position of some structures, other important data, such as the appearance of the elevations, will likely remain unknown. The reconstruction of any building, therefore, would be highly conjectural. In Alternatives C and D, the possibility to reintroduce certain cultural landscape elements, as part of a program of partial restoration, remains open, since archeological data may be sufficient in those cases.

Archeological resources would be left undisturbed unless the removal of artifacts or intervention into fabric is justified by protection, research, interpretive, or development requirements. They would be preserved in a stable condition to prevent degradation and loss of research values or in-situ if they have exhibit potential. Structures of archeological significance and recovered archeological objects are also subject to the treatment policies for structures and museum objects.

Alternatives A and B recommend that archeological resources be left undisturbed unless intervention is absolutely necessary. The philosophy behind Alternatives C and D, however, is that archeology would be used as a major interpretive tool at the site, and an ongoing program of investigation is recommended.

Alternative A: No Action

Conceptual Overview

This alternative assumes that the park would operate in the future in substantially the same way as it does at present. It provides a baseline for comparison with the three action alternatives, as required by the National Environmental Policy Act. It retains the management guidance and direction of the 1980 GMP, including its management zoning and continuation of current management policies toward purpose, the landscape, park facilities, and visitor use. The current management zoning scheme described in the 1980 GMP would remain in place.

Minor changes to current park conditions or programs could take place under this alternative as a result of activities occurring independently of the GMP. For example, refinements to the park's interpretive approach could be initiated.

The conditions now found at the park provide a pleasant setting. However, due to a lack of research and knowledge of the site and operational constraints, it is a constant challenge for the park to present a compelling and unified visitor experience related to the significance of the site and the achievements of Booker T. Washington. The landscape contains a patchwork of agricultural and forest land and selected replica plantation buildings. The site as a whole does not offer a clear connection to Booker T. Washington.

Management Zones

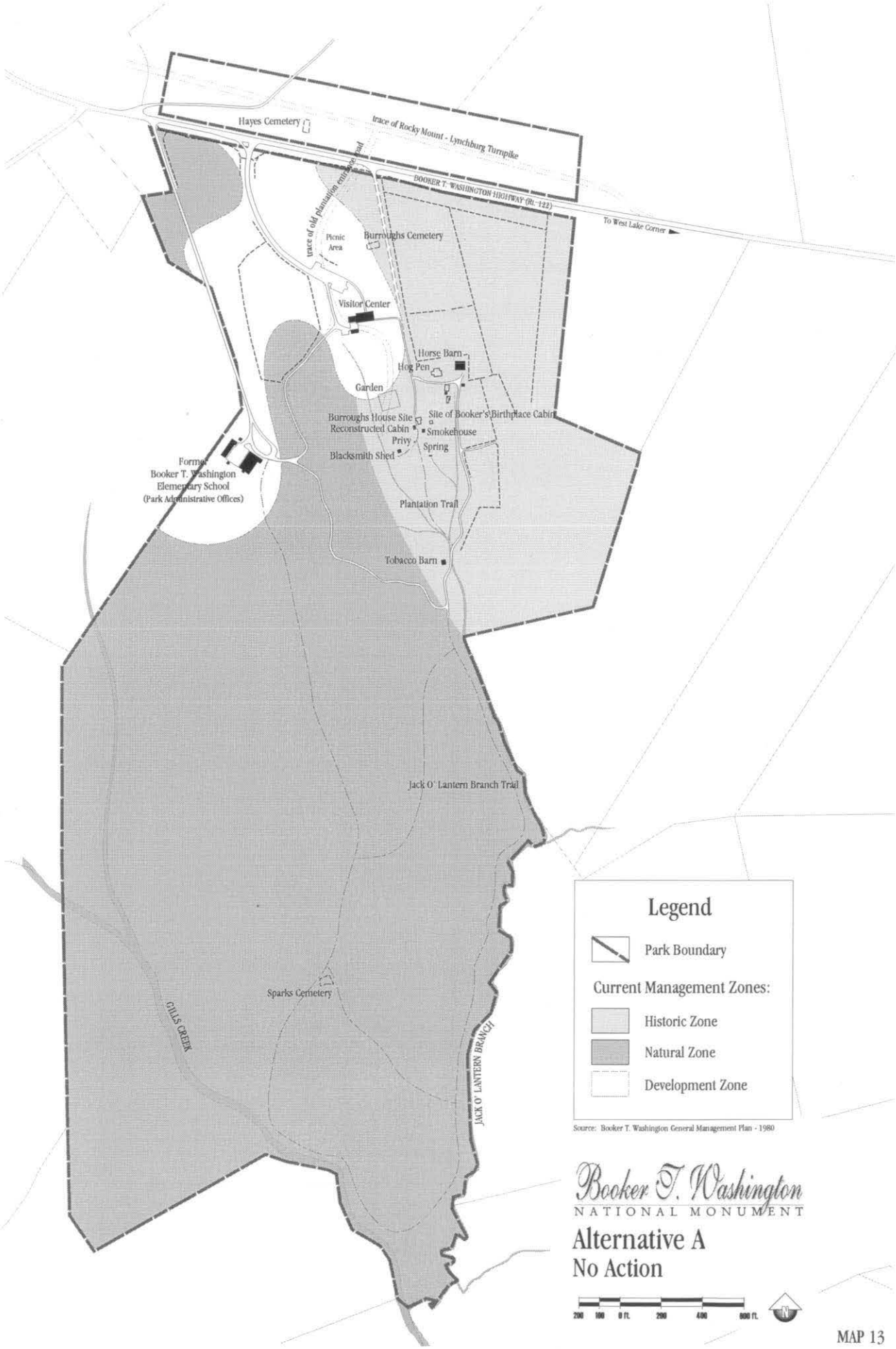
The park is currently divided into three zones (Map 13). The historic zone includes the land immediately surrounding the birthplace cabin site, including the presumed big house site and associated plantation structures. The development zone includes the entrance road, visitor center, parking areas, administrative offices, picnic area, and the Burroughs Cemetery. The lower portion of the park, including the woodlands, agricultural fields, and the Sparks Cemetery, comprises the natural zone.

Over the years, park staff has committed most of its time and resources to the historic and development zones, where most of the interpretive programs, visitor opportunities and park facilities are located. As a result, management within the natural zone has been relatively passive. Under this alternative, a disparity in management activity between the historic and development zones and the natural zone would continue to exist.

TABLE 2-1. SUMMARY OF MANAGEMENT GOALS AND ACTIONS FOR ALTERNATIVE A

Since Alternative A is predicated on the idea of "no action," this summary chart has been adjusted to reflect existing conditions rather than the management goals and actions described in Action Alternatives B, C, and D. Management goals and actions are organized by mission goal topics: land and resources; interpretation and visitor experience; facilities, visitor use, and park operations; and partnerships.

CATEGORY	EXISTING CONDITIONS	POTENTIAL ACTIONS
Cultural Resources • Structures • Sites • Landscapes • Objects • Ethnographic Resources	Cultural resources, including structures, archeological sites, and landscapes are maintained in their current condition. Collections and archives continue to be stored in spaces that lack adequate environmental conditions. Ethnographic resources inform interpretation and management of the site.	Maintain cultural and natural resources in their present condition. Preserve all archeological sites using appropriate resource management techniques. Undertake no construction or ground-disturbing activity. Address threats to resources to the extent feasible as they arise. Research and investigate the site's cultural landscape and ethnographic resources to the degree possible given available funds. Continue storing collections in a closet in the administrative area. Continue research into the ethnographic resources of the park as funding becomes available.


Hayes Cemetery
trace of Rocky Mount - Lynchburg Turnpike
trace of old plantation entrance road
BOOKER T. WASHINGTON HIGHWAY (RL-122)
To West Lake Corner
Picnic Area
Burroughs Cemetery
Visitor Center
Horse Barn
Hog Pen
Garden
Burroughs House Site
Reconstructed Cabin
Site of Booker's Birthplace Cabin
Smokehouse
Privy
Spring
Blacksmith Shed
Former Booker T. Washington Elementary School (Park Administrative Offices)
Plantation Trail
Tobacco Barn
Jack O' Lantern Branch Trail
Sparks Cemetery
GILLS CREEK
JACK O' LANTERN BRANCH
Legend
Park Boundary
Current Management Zones:
Historic Zone
Natural Zone
Development Zone
Source: Booker T. Washington General Management Plan - 1980
Booker T. Washington
NATIONAL MONUMENT
Alternative A
No Action
200 100 0 ft. 200 400 600 ft.
N

MAP 13

Category	Existing Conditions	Potential Actions
Land Management	Existing agricultural and scenic landscapes are preserved, and natural resources are maintained in their present condition.	Address threats to resources to the extent feasible as they arise. Continue current land use management policies. Maintain patterns of vegetation and open space through agricultural leases and mowing. Allow natural processes to function in woodlands and forest areas.
Endangered and Threatened Species	Resource management is carried out in accordance with all applicable laws and policies.	Do not disturb wildlife habitat.
Biotic Communities	Resource management is carried out in accordance with all applicable laws and policies.	Preserve, protect, and manage, biotic communities in accordance with management policies. Further develop the baseline natural resource inventory.
Air Quality	Resource management is carried out in accordance with all applicable laws and policies.	Undertake monitoring of air quality within the park and cooperate with officials to protect local air quality.
Water Quality	Resource management is carried out in accordance with all applicable laws and policies.	Continue regular monitoring of water quality and cooperate with officials to protect local water quality.
Wetlands, Floodplains & Soils	Resource management is carried out in accordance with all applicable laws and policies.	Regrade sections of the Jack-O-Lantern Branch Trail when they are washed out by flooding and erosion.

Category	Existing Conditions	Potential Actions
Carrying Capacity	Resource management is carried out in accordance with all applicable laws and policies.	Visitor use levels remain stable and do not result in resource protection issues.
Boundary	The park boundary remains as it is today.	Maintain the current boundary.
Interpretive Program	Interpretation focuses on stories that are supported by the resources found at the site. The farm setting is the primary vehicle for telling Washington's story. The current visitor center continues to provide minimum site orientation and interpretive exhibits. School groups share the same, limited space as walk-in visitors. Bookstore sales area shares space with exhibit area. Auditorium functions to primarily to only show park film.	Implement the Comprehensive Interpretive Plan (CIP). Maintain current exhibits and waysides in their present form. Interpretive information and the types of interpretive media that could be used in the visitor center are limited by space constraints. The former school remains inaccessible to the public. Continue the current schedule of tours and programs. Program development and implementation is restricted by staff availability. Continue to rely upon interpretive materials (slide show, waysides, exhibit panels) that have not been updated to reflect the proposed interpretive program. Carrying out research when funding is available. Continue to use living history as a supplementary interpretive tool for special programs and events. Continue to maintain farm animals on site as part of the agricultural setting.

Category	Existing Conditions	Potential Actions
Visual & Aesthetic Qualities	The rural agricultural setting of the park is threatened by development of adjacent lands.	Continued encroachment by unsympathetic development around West Lake Corner diminishes the character of the park and its viewshed. Continue to work with local officials to protect the park through zoning, setbacks, signage, and site design regulations and through the application of open space preservation program methods. Use tree screens to minimize views of modern intrusions in the landscape.
Facilities and Infrastructure	The visitor center and former school continue in their present uses.	The visitor center remains overcrowded during periods of group visitation. Parking capacities are exceeded during peak visitation periods and special events. The visitor center continues to provide inadequate space to meet park staff and visitor needs. Public access to the school is restricted due to its current use for administrative and maintenance functions. Space constraints for staff continue to impede operational efficiency. Circulation and parking remain unchanged. Parking capacity remains inadequate during peak periods of visitation and special events.

Category	Existing Conditions	Potential Actions
Recreational Opportunities	Recreational use of the park continues to be primarily passive. Trail system provides access to selected areas of the site.	Limit recreational use to appropriate passive recreational activities, such walking or wildlife watching. Discourage camping in the park. Maintain the existing trail layout. Leave the picnic area unsheltered.
Accessibility	The park is ADA-compliant.	Indoor facilities and the trail around the cabin area continue to be accessible to visitors with physical disabilities.
Health & Safety	Park ingress and egress continues to result in dangerous conditions for visitors and staff.	Continue current safety procedures. Implement an integrated pest management program for poison ivy and the tick population. The health and safety of staff members continues to be impacted by noise and fumes related to maintenance activities in the former school. Do not address traffic safety considerations (poor sight lines, signage, and stopping distances) at the park entrance.
Park Staffing Levels	Staffing is maintained at present levels.	Program development is limited by the availability of staff time and research. Continue to defer maintenance activities due to limited resources and increasing responsibilities.

Category	Existing Conditions	Potential Actions
Partnerships	Existing partnerships augment management of the park. Relationships between the park and the community are strengthened.	Continue to work with Eastern National to operate the information desk and bookstore. Continue to recruit volunteers from the community. Continue to participate in community initiatives related to the purpose of the park. Continue to cooperate with local officials, developers, VDOT, and adjacent landowners to develop policies that help preserve the character and viewshed of the park.

ALTERNATIVE A ACTIONS

Land and Resources

Structures

Current management policies would preserve cultural resources in their present condition. Replica plantation structures and the historic tobacco barn would be maintained. The park would not attempt to further recreate historic conditions.

Sites

Based upon the findings of the *1998 Archeological Overview and Assessment*, additional investigation of the site would continue as funding becomes available. Otherwise, archeological deposits would be preserved in situ. No construction is proposed; therefore, no ground disturbance is anticipated.

Landscapes

The park's landscape is a mosaic of forested, agricultural and open lands that has been shaped by historic uses; the park's desire to portray a sense of what a mid-nineteenth-century plantation looked like; and by passive management of the forested area. Crop fields, pastures, and mowed lawns comprise most of the non-forested area, creating an agricultural setting conducive to an enjoyable park experience. Patterns of open space and vegetation would be maintained by continuing the park's program of mowing and agricultural leases. Natural processes would function in the woodlands.

Because documentation on the site's history is sparse, little is known about the conditions that existed when Booker T. Washington lived there. Knowledge about cultural resources and site conditions has been limited, because little research was conducted during the first forty years of NPS management. However, in the last several years this has changed. Recently completed ethnographic and archeological research projects have begun to determine important pieces of the historical evolution of the site and its relationship to Booker T. Washington. Under Alternative A, research findings and recommendation would be incorporated, to the extent possible, into park management decisions.

Objects

The park's collection of historic objects, most of which lack a connection to either the Burroughs or Booker T. Washington, would continue to remain in storage. Collections storage areas would continue to possess inadequate environmental controls.

Ethnographic Resources

Investigations into the social conditions in the Hales Ford community before the Civil War, the general characteristics of small Virginia plantations, the location of the "big house," and connections of traditionally associated communities to the site would be pursued to the extent permitted by funding allocations.

Land Management

Natural resources would be maintained to comply with applicable laws, policies, and regulations. Identified problem areas, such as stream bank erosion and fire management, would be addressed under this alternative. Other threats would be addressed to the extent feasible as they arise. Trail relocation would be pursued in order to minimize water quality degradation in Gills Creek and ensure the safety of trail users. A fire management plan is also being developed to assess threats to the forest's health, the likelihood of forest fires, and management solutions for each. The park would work to further develop its natural resource inventories and monitoring programs.

No undertakings with the potential to affect threatened and endangered species, biotic communities, air and water quality, wetlands, or floodplains would occur.

Visual and Aesthetic Qualities

The rural setting of the park would continue to be under threat by encroaching development along the Route 122 corridor. The park would continue to work with local parties to ensure that any development of adjacent land would be sympathetic to the purposes of the park. Tree screens might be introduced to future development on adjacent properties if they intrude upon the visitor experience. Such work would be carried out in conjunction with a cultural landscape analysis.

Carrying Capacity

Visitation levels would remain constant. Current levels of visitation do not pose a threat to resource protection.

Boundary

Under this alternative, the boundary would remain in its present form. No additional land would be acquired.

Interpretation and Visitor Experience

Interpretive Focus

Over the past several years, an expanded interpretive philosophy at the park has resulted in an enhanced visitor experience. The park is in the process of formally documenting that philosophy in its new Comprehensive Interpretive Plan (CIP), which is being prepared concurrently with this Draft GMP/EIS. The intent of the plan is to develop a vision and achievable goals for providing a full range of interpretive programs at the park. Increasing interaction between park rangers and visitors and expanding the stories told are guiding principles. The impact of Washington's childhood experiences with slavery, Emancipation, and agriculture on his philosophy and accomplishments; the educational and political choices available to Booker T. Washington throughout his life; the evolving context of race and civil rights in nineteenth- and twentieth-century society; and Washington's place in the historical continuum are topics now being incorporated into tours and educational programs.

In this alternative, the park would implement the CIP to the extent possible given available human and financial resources. Constraints on program and exhibit space, however, would continue to limit the park's ability to expand its interpretive focus. Staff would continue to rely on dated interpretive media, such as the slide show, to convey new interpretive messages.

Orientation and Exhibits

The current visitor experience at the park would not change. At present, the typical visitor experience includes orientation in the visitor center through a slide presentation and interaction with rangers as time permits. Visitors then take a self-guided tour through the cabin area where a brochure and waysides interpret the site within the context of Washington's childhood. The presence of reconstructed plantation buildings and farm animals creates an evocative atmosphere. Those with additional time may walk through the natural area in the rear half of the park.

In this alternative, current wayside exhibits in the park would be maintained and remain in their present locations. Upgrades to park waysides occur about every fifteen years. Since the park received exhibits in the recent past, new waysides would not be available for approximately ten years. In this alternative, the farm setting would remain a major element in the interpretive program.

Educational Programs

In this alternative programs at area schools would continue, and the expanded vision for education described in the CIP would be implemented over a five-year period.

Research

Research activity would be pursued when funding is available.

Living History

Living history would continue to be used as an interpretive tool, and live animals would continue to be maintained on site. The farm setting would remain an important element of the interpretive program.

FACILITIES, VISITOR USE, AND PARK OPERATIONS

Carrying Capacity

Indoor facilities would continue to be overburdened during group visits, which would impair the ability of walk-in visitors to enjoy the park at those times. There would continue to be insufficient office space for park staff, which would result in less than efficient park operations.

Visitor Center

Park facilities would continue in their current condition without enhancements. The current visitor center, which contains exhibits, an auditorium for films and programs, the bookstore, restrooms and offices, would remain the orientation center for the park. The building would continue to provide inadequate space to meet visitor and staff needs.

Former School

The former Booker T. Washington Elementary School would remain as the park administrative and maintenance facility. No rehabilitation or restoration efforts would take place, and the building would continue to be closed to the public.

Administrative Facilities

Park staff would continue to occupy space in both the visitor center and the former school. The school would also continue to house the maintenance shop, which raises health and safety concerns for park staff.

Circulation

Poor sight lines and increased traffic levels on Route 122 would continue to pose a safety hazard at the entrance to the park.

Parking

Parking facilities would continue to be overcrowded during special events and peak visitation periods.

Recreational Use

The park would continue to be used primarily for passive recreation. Visitors would continue to be encouraged to explore the park through self-guided walks along the Jack-O-Lantern and Plantation Trails. The only change to the trail system in this alternative would be the relocation of the section along Gill's Creek. Presently, the trails proximity to the stream bank contributes to erosion in that area. Pre-arranged group camping activities (i.e. scout troops) which have waned in recent years would continue to be downplayed. School groups and community groups would continue to use the uncovered picnic area for events and reunions.

Accessibility

The indoor facilities and the Plantation Trail would remain accessible to all visitors.

Health and Safety

Safety issues, such as inadequate provisions for school bus drop-offs; poor sight distances at the park entrance; and noise and fumes from the maintenance shop that affect staff stationed in the former school, would all remain unaddressed.

Staffing

Staffing would remain at current levels, limiting the park's ability to develop new programs, expand educational offerings, and keep up with site maintenance.

Partnerships

The park would continue to expand its efforts to reach out to neighboring school districts and increase the number of children learning about Booker T. Washington. The park would also play a leadership role in important educational events such as the 1998 Washington-DuBois symposium, enabling the park to broaden its audience and gain recognition and support from the academic, research, and public history communities. The execution of such programs, however, would be contingent on staff availability and funding.

The park would continue its role as a community leader in seeking to work with public agencies, community institutions, and neighbors to address issues that affect the quality of life in the region, and protecting and promoting the park. Issues of particular concern at this time are viewshed protection and water quality. The park would also continue to work with the Eastern National (the park's cooperating association) to manage the bookstore operation.

Cost Estimates

Class C (preliminary) cost estimates for actions relating to this alternative are shown in Appendix B at the end of this document.

Management Goals and Actions Common to all Action Alternatives

The following description of the three action alternatives (Alternatives B, C, and D) is organized according to the mission goals for the park. For each mission goal, management goals are defined that describe the future condition to be attained. Approaches towards resource management, visitor use, and facility development are described as a range of actions that may be undertaken to achieve the prescribed management goal.

This section describes resource protection; interpretation and visitor experience; facilities, visitor use, and park operations; and partnership goals and actions that are common to Alternatives B, C, and D—the action alternatives. The table below lists common management goals, along with examples of actions that are implied by each.

TABLE 2-2. SUMMARY OF MANAGEMENT GOALS AND ACTIONS COMMON FOR ACTION ALTERNATIVES

CATEGORY	MANAGEMENT GOALS	POTENTIAL ACTIONS
Cultural Resources • Structures • Sites • Landscapes • Objects • Ethnographic Resources	Resource management is carried out in accordance with all applicable laws and policies. The school is recognized as a significant cultural resource. Management decisions are based upon professional studies and adequate planning. Collections are stored and displayed in adequate environmental conditions.	Continue routine maintenance, repairs, and preservation of above-ground resources. Continue to protect the site from vandalism. Remove maintenance functions from the former school. Prepare a National Register nomination for the former school in 2004 (when it becomes eligible).

Category	Management Goals	Potential Actions
Cultural Resources, continued	Ethnographic resources inform interpretation and management of the site.	Prepare a Historic Resource Survey (HRS) and/or a Historic Structure Report (HSR) for the former school. Undertake professional studies and plans to document the park's cultural resources. Create adequate curatorial storage and display environments for the park's artifacts. Deaccession artifacts that do not relate to Booker T. Washington according to standard curatorial practices. Other actions vary by alternative.
Land Management	Resource management is carried out in accordance with all applicable laws and policies. Managers make decisions based upon professional studies and adequate planning. The park's rural, agricultural character is maintained.	Document existing conditions with inventory and monitoring programs. Cooperate with state and local agencies to protect air, water, and land resources. Preserve the rural character of the park to the extent possible. Initiate a program to control exotics to the extent possible. Introduce vegetative screening as needed in certain sections of the park to address intrusions on its viewshed. Construct new park buildings in visually discreet locations. Consider acquisition of additional land to protect park resources only as a measure of last resort if all other strategies fail. Other actions vary by alternative.
Endangered and Threatened Species	Resource management is carried out in accordance with all applicable laws and policies.	Minimize impacts on wildlife habitat.

Category	Management Goals	Potential Actions
Biotic Communities	Resource management is carried out in accordance with all applicable laws and policies.	Preserve, protect, and manage, biotic communities. Further develop the park's natural resource inventory and establish thresholds for action. Develop a fire safety program.
Air Quality	Resource management is carried out in accordance with all applicable laws and policies	Undertake monitoring of air quality within the park and cooperate with officials to protect local air quality.
Water Quality	Resource management is carried out in accordance with all applicable laws and policies	Continue regular monitoring of water quality and cooperate with officials to protect it. Relocate eroded segments of the Jack-O-Lantern Branch Trail away from Gills Creek. Manage pastures to minimize soil erosion.
Wetlands, Floodplains & Soils	Resource management is carried out in accordance with all applicable laws and policies	Relocate eroded portions of the Jack-O-Lantern Branch Trail away from Gills Creek.
Carrying Capacity	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.
Boundary	Not Applicable	Not Applicable

Category	Management Goals	Potential Actions
Interpretive Program	The park's interpretive themes are a framework for a range of interpretive programming.	Expand the focus of the interpretive program and help visitors to understand the complexities of Washington's life.
Interpretive Program, continued	More places are available to tell the story of Booker T. Washington and his legacy.	Undertake selective clearing of vegetation to install new trail segments, interpretive media, and facilities. Other actions vary by alternative.
Visual & Aesthetic Qualities	The park's scenic and rural setting remains relatively undisturbed. Development within the park is compatible in scale and intensity.	Construct new park buildings in visually discreet locations. Continue to work with local officials to protect the park through zoning, setbacks, signage and site design regulations and through the application of open space preservation programs and landscaping. Add vegetative buffers as needed to protect the viewshed. Undertake selective clearing of vegetation in construction areas.
Facilities and Infrastructure	Facilities support expanded interpretive programming and increased access to the site. Administrative and maintenance spaces support operational efficiency. Maintenance facilities do not interfere with visitor experience. Circulation and parking promote efficient and safe movement within the park with minimal impact on park resources.	Construct new visitor facilities to alleviate crowding during group visits and provide expanded opportunities for interpretation. Create a more flexible space for educational programs. Remove maintenance functions from the school and visitor center. Increase office space and storage space to accommodate current and anticipated staff needs.

Category	Management Goals	Potential Actions
Facilities and Infrastructure, continued	Parking facilities accommodate higher visitation levels.	Permit some level of access to the former school. Improve the traffic safety at the entrance to the park through signage and design measures. Expand the parking lot and provide a dedicated space for a bus drop-off.
Recreational Opportunities	Recreational uses are compatible with the mission of the park.	Clarify language in the superintendent's compendium to confirm the position that the park will not be used for active recreational purposes. Limit recreational use to appropriate passive recreational activities, such as walking or wildlife watching. Discourage camping in the park. Expand the trail system. Other actions vary by alternative.
Health and Safety	Visitors and staff enjoy a safe environment conducive to learning, recreation, and work.	Continue current safety procedures. Implement an integrated pest management program for the poison ivy and the tick population. Improve traffic safety at the entrance to the park, and provide a dedicated place for a bus drop-off. Remove maintenance functions from the former school to a new facility with up-to-date health and safety protocols.

Category	Management Goals	Potential Actions
Health and Safety, continued		Remove or seal asbestos tiles now present under the hallway carpet in the school.
Accessibility	The park is ADA-compliant.	Design new visitor facilities and trails to be ADA-compliant.
Park Staffing Levels	Staff levels are sufficient to support the interpretive program of the site and to maintain park resources.	Increase current staff levels by four full-time employees. See Alternatives B, C, and D for specific positions.
Partnerships	Existing park partnerships are maintained and strengthened and expanded. Partnerships enhance the park's ability to protect park resources and provide quality visitor interpretation and experiences. Relationships with institutions that possess associations with Booker T. Washington support the interpretive program.	Continue to work with Eastern National to operate the information desk and bookstore. Continue to recruit volunteers from the community. Continue to participate in community initiatives related to the purpose of the park. Establish a cooperative agreement with Ferrum College to inventory and monitor natural resources. Cultivate relationships with subject area specialists and institutions with holdings related to BOWA's expanded interpretive program. Other actions vary by alternative.

Alternative B

Conceptual Overview

This management alternative, recognizing the site's original purpose as a national memorial to Booker T. Washington, envisions the park as a national pilgrimage site and emphasizes its importance as Washington's birthplace. Interpretive information conveyed within a core area of the grounds and in exhibit areas would discuss events that affected Dr. Washington throughout the course of his life and examine how his life and work continue to influence contemporary society.

The primary goal would be to provide an experience that is engaging emotionally and intellectually. This alternative would create a contemplative setting where the complex issues raised by Washington's legacy could be explored by each visitor at his or her own pace. Visitors would be encouraged to reflect upon the range of issues presented, with the intent that each individual come away with a stirring, emotional, and unique experience.

Site visits would be primarily self-guided to encourage introspection; however, interpreters would be available to provide supplemental information and to carry out educational programs and group tours. Interpretive exhibits that included materials and artifacts related to Washington would present visitors with a wide range of information and outlooks on Washington, his contemporaries, and the time in which he lived, so that each person would be able to develop an informed opinion about Washington by the time he or she has left the site.

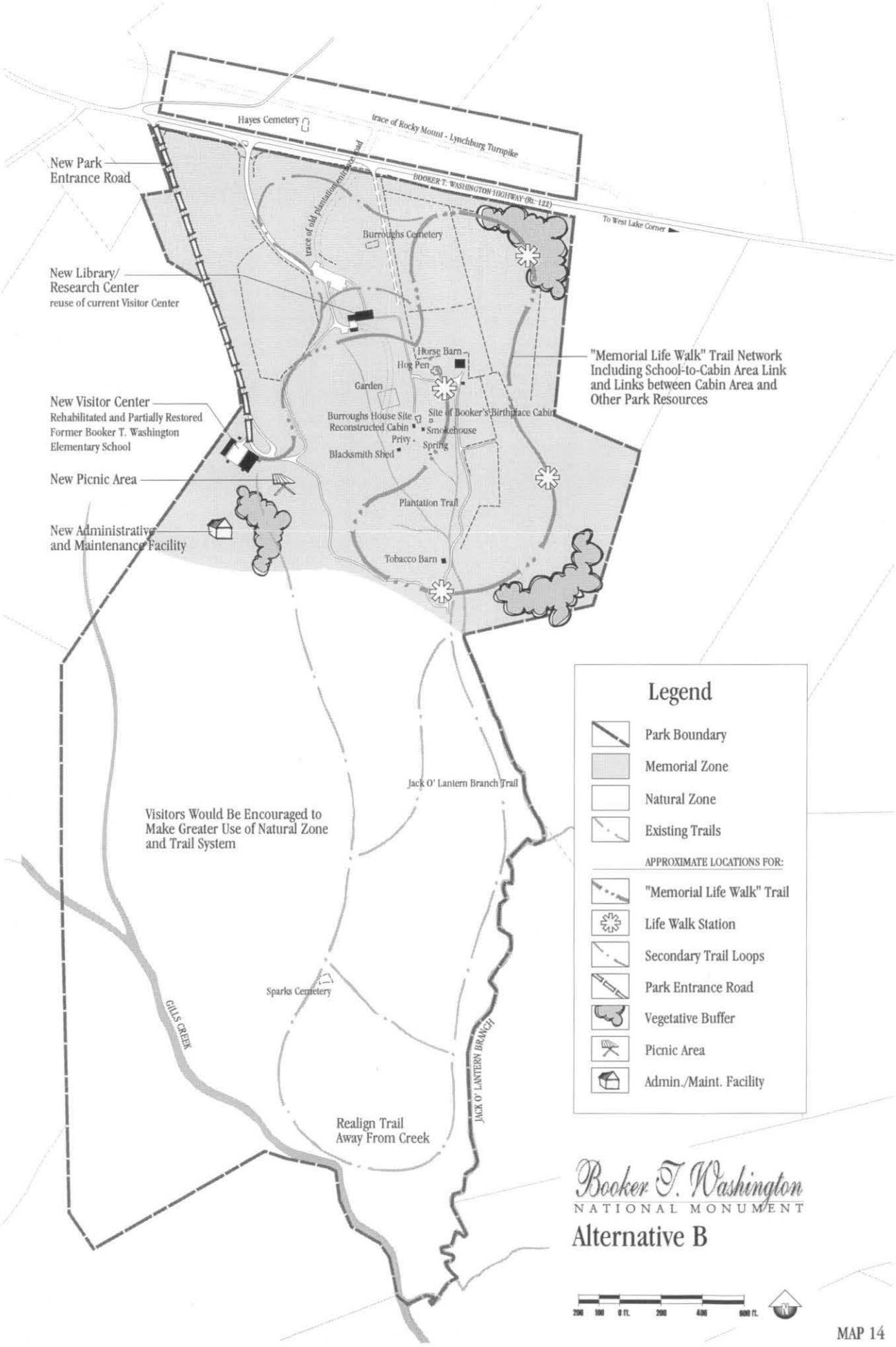
Management Zones

In Alternative B, the park would comprise three management zones (Map 14). The memorial zone in the northern portion of the park would be the location of the primary interpretive focus. Within this zone, a *Life Walk* would be created—a series of outdoor exhibits on Washington's life that guided visitors through a contemplative experience and provided them with opportunities to reflect on Washington's life and his influence on past, present and future generations. The development zone would accommodate new, expanded park operational facilities and existing facilities. The remainder of the site, including the woodlots and the agricultural fields, would be managed in accordance with present policies as a buffer to ensure that the contemplative setting of the *Life Walk* would be maintained. This area would be identified as the natural zone, and development would be extremely limited.

TABLE 2-3. SUMMARY OF MANAGEMENT GOALS AND ACTIONS FOR ALTERNATIVE B

In addition to the management goals and actions that are common to all action alternatives, the following apply:

CATEGORY	MANAGEMENT GOALS	POTENTIAL ACTIONS
Cultural Resources • Structures • Sites • Landscapes • Collections • Ethnographic Resources	Resource management is carried out in accordance with all applicable laws and policies. The school is recognized as a significant cultural resource. Management decisions are based upon professional studies and adequate planning. Collections are stored and displayed in adequate environmental conditions. Ethnographic resources inform interpretation and management of the site.	Rehabilitate the entirety of the former school as the primary visitor center. Restore key elements of the school to their 1950s appearance. Renovate the current visitor center as an interactive digital library. Mitigate disruption to archeological resources prior to undertaking ground-disturbing activity. Undertake archeological investigations to determine historic circulation patterns. Relocate collections storage to the new administrative and maintenance building. Encourage acquisition of materials that fall within the revised scope of collections for display and research purposes. Investigate ethnographic resources and incorporate findings into the development of the Life Walk.
Land Management	Resource management is carried out in accordance with all applicable laws and policies. Managers make decisions based upon professional studies and adequate planning. Landscape strategies carried out within the park help maintain its contemplative character.	Continue current land use management policies. Maintain patterns of vegetation and open space through agricultural leases and mowing. Natural processes function in woodlands and forest areas.


Hayes Cemetery
trace of Rocky Mount - Lynchburg Turnpike
trace of old plantation entrance road
BOOKER T. WASHINGTON HIGHWAY (Rt. 122)
To West Lake Corner
New Park Entrance Road
Burroughs Cemetery
New Library/ Research Center
reuse of current Visitor Center
Horse Barn
Hog Pen
"Memorial Life Walk" Trail Network Including School-to-Cabin Area Link and Links between Cabin Area and Other Park Resources
Garden
New Visitor Center
Rehabilitated and Partially Restored Former Booker T. Washington Elementary School
Burroughs House Site
Reconstructed Cabin
Site of Booker's Birthplace Cabin
Smokehouse
Privy
Spring
Blacksmith Shed
New Picnic Area
Plantation Trail
New Administrative and Maintenance Facility
Tobacco Barn
Legend
Park Boundary
Memorial Zone
Natural Zone
Existing Trails
APPROXIMATE LOCATIONS FOR:
"Memorial Life Walk" Trail
Life Walk Station
Secondary Trail Loops
Park Entrance Road
Vegetative Buffer
Picnic Area
Admin./Maint. Facility
Jack O' Lantern Branch Trail
Visitors Would Be Encouraged to Make Greater Use of Natural Zone and Trail System
Sparks Cemetery
GILLS CREEK
JACK O' LANTERN BRANCH
Realign Trail Away From Creek
Booker T. Washington
NATIONAL MONUMENT
Alternative B
200 100 0 ft. 200 400 600 ft.
N

MAP 14

Category	Management Goals	Potential Actions
Endangered and Threatened Species	Resource management is carried out in accordance with all applicable laws and policies.	Same As Common Actions
Biotic Communities	Resource management is carried out in accordance with all applicable laws and policies.	Same As Common Actions
Air Quality	Resource management is carried out in accordance with all applicable laws and policies.	Same As Common Actions
Water Quality	Resource management is carried out in accordance with all applicable laws and policies.	Same As Common Actions
Wetlands, Floodplains & Soils	Resource management is carried out in accordance with all applicable laws and policies.	Same As Common Actions
Carrying Capacity	Resource management is carried out in accordance with all applicable laws and policies.	Same As Common Actions
Boundary	The park's boundary is sufficient to support the interpretive program and provide an enjoyable visitor experience.	Maintain the current boundary. Work with local officials and adjacent property owners to protect the rural, agricultural character of the park.

CATEGORY	MANAGEMENT GOALS	POTENTIAL ACTIONS
Interpretive Program	Interpretation is carried out using a range of artistic and evocative media. The visitor experience is largely self-directed.	Broaden the interpretive focus to include all of Washington's life. Develop the site as a nationally recognized memorial to Washington. Install Life Walk trail of sculptural interpretive media, and a monument to the Emancipation Proclamation. Provide expanded exhibit and library areas to support the examination of interpretive issues in further detail than is possible given present facilities. Continue educational programs at current levels. Undertake research needed to support the development of the Life Walk and the interactive library. Discontinue living history as an interpretive tool. Discontinue, through attrition, the policy of maintaining farm animals on site.
Visual & Aesthetic Qualities	The park's scenic and rural setting remains relatively undisturbed. Development within the park is compatible in scale and intensity.	Design and site proposed construction (a new administrative and maintenance facility, trail expansion, and relocation of the visitor entrance) to minimize visual intrusions on the landscape.

Category	Management Goals	Potential Actions
Facilities and Infrastructure	Facilities support expanded interpretive programming and increased access to the site. Administrative and maintenance spaces support operational efficiency. Maintenance facilities do not interfere with visitor experience. Circulation and parking promote efficient and safe movement within the park with minimal impact on park resources. Parking facilities accommodate higher visitation levels.	Improve the staff entrance road and use as the primary visitor entrance. Adjust the alignment of the staff entrance road to remedy traffic safety issues. Construct a new visitor parking lot and bus drop-off adjacent to the school.
Recreational Opportunities	Recreational uses are compatible with the educational purposes of the site.	Provide additional interpretive opportunities by constructing the Life Walk. Locate trails in relationship to historic circulation patterns. Relocate the picnic area closer to the school. Discontinue camping.
Health & Safety	Visitors and staff enjoy a safe environment conducive to learning, recreation, and work.	Same As Common Actions
Accessibility	The park is ADA-compliant.	Same As Common Actions

Category	Management Goals	Potential Actions
Park Staffing Levels	Staff levels are sufficient to support the interpretive program of the site and to maintain park resources.	Create one historian and one education specialist position to implement and manage the proposed digital library and undertake needed research. Create two additional maintenance positions to maintain proposed additions to park infrastructure (trails, sculpture, facilities) in accordance with public expectations of a national monument.
Partnerships	Existing park partnerships are maintained and strengthened and expanded. Partnerships enhance the park's ability to protect park resources and provide quality visitor interpretation and experiences. Relationships with institutions that possess associations with Booker T. Washington support the interpretive program.	Establish a multi-disciplinary advisory board to assist with the design and development of the Life Walk. Develop the park's digital library in coordination with institutions and archives that have significant holdings on Washington— Tuskegee University, Hampton University, and the Library of Congress.

Alternative B Actions

Land and Resources

Structures

The site would be managed as a commemorative landscape. While all existing resources would be preserved, no efforts would be made to recreate the true appearance of the site as it may have appeared during the period of Washington's childhood. All cultural resources would be managed under current policies, being preserved and maintained but not enhanced.

Existing historic and reconstructed structures, including buildings and fences, would remain in situ and be preserved through regular maintenance. The treatment of structures within the cabin area would not change. All buildings would be preserved and maintained, but not enhanced in any way. The historic tobacco barn south of the cabin area would be maintained and preserved as well. There would be the potential to remove replica buildings if, in the future, they became so deteriorated that continued preservation was not feasible. No additional reconstruction of plantation structures would be undertaken.

A Historic Structure Report would be prepared to guide the rehabilitation of the school during its adaptation into the park's visitor center. The building would house site orientation facilities, exhibits, and program areas. Offices, library, collection storage, and maintenance areas would be relocated; the maintenance yard would be removed; and portions of the interior and the exterior of the school would be restored to their 1950s appearance. A new facility would be added near the school to house administrative and maintenance facilities. Archeological testing would be carried out to ascertain the potential impact of construction on significant below-ground resources prior to the initiation of any work. When the school reaches fifty years of age, a nomination will be prepared to list it on the National Register of Historic Places.

Sites

Archeological testing would be initiated prior to any ground disturbance to ensure that below-ground resources would not be adversely affected. Archeological efforts would also focus on uncovering the historic circulation patterns of the site. The alignment of the *Life Walk* route would be designed to relate, where possible, to historic circulation patterns. New trails would be installed in such a way that significant archeological resources are not adversely affected.

Once the *Life Walk* routes were established, a limited program of archeology would continue to generate documentation of the site. Archeology, however, would not become an interpretive tool unto itself. The NPS would retain ownership of all artifacts. Artifacts that are appropriate for interpretation would be displayed on site as part of the orientation exhibit. Other artifacts would be placed in curatorial storage in the new administrative and maintenance facility.

Landscapes

The landscape would be preserved and maintained in its present condition, excepting select areas where the introduction of interpretive media and trails may require selective clearing of vegetation. There would be no attempt to recreate or represent a historic landscape. Some of the lands in the park would continue to be leased for farming in order to maintain the rural quality of the landscape. The landscape would become a backdrop for the interpretation occurring within it.

Objects

The scope of collections statement would be updated to guide curatorial activities at the site. Collection items that are not directly related to the mission of the park, or of use to the interpretive program, would be deaccesssioned according to accepted curatorial standards. A selection of Dr. Washington's documents would be placed on display in the research center. Additional artifacts relating to Washington's life would be acquired to augment these items in fulfillment of the legislative language regarding the development of a museum for "relics" to commemorate Washington on the site. A portion of the new administrative and maintenance facility would be designated for use as collection storage. The park would need curatorial assistance to ensure that collection items were maintained appropriately.

Ethnographic Resources

Ethnographic resource investigations would be incorporated into the planning process for the *Life Walk*. Communities traditionally associated with the site would be encouraged to participate on the advisory group. Following the installation of the *Life Walk* ethnographic research would be reduced.

Land Management

The natural resources of the park would continue to be preserved, protected and managed in accordance with all applicable laws, regulations, and policies. Staff at BOWA 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.

The woodlands and agricultural fields that lie outside the memorial and development zones would be managed as a natural area. 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). Limited interpretation would describe the effect that agriculture and the natural sciences had on Washington's life. Although waysides would be introduced, no other construction would take place in this area. Sections of the trail alignment along Gills Creek, which are presently being undermined by erosion, would be relocated to more stable locations. The park would also 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. Due to the fact that the natural area would be an optional loop for visitors, it is likely that this section of the park would be used less intensely than the school and cabin portions of the site.

Selective clearing of vegetation may be necessary to create the *Life Walk* section connecting the school and the cabin areas. This limited amount of clearing would be preceded by biological surveys to ensure that no protected plant or animal species would be adversely affected by such work. Vegetative screening may also be introduced in select areas to block views of modern intrusions that would disrupt the contemplative setting. Such work would be carried out in conjunction with a cultural landscape analysis.

Carrying Capacity

Based on analysis of current and projected visitation levels, the park's carrying capacity is sufficient to ensure resource protection.

Boundary

The boundary of the park would not change. The amount of land owned by the NPS is adequate to achieve this alternative.

Interpretation and Visitor Experience

Interpretive Focus

In this alternative, interpretive programs would present Washington within the framework of his far-reaching achievements, which transcend his time on the Burroughs Plantation, of which we have only limited knowledge. Visitors would leave understanding not merely what happened here, but what the long-term consequences of Washington's birth into slavery were for both Washington and American society as a whole.

In this alternative, part of the park would be designed as a commemorative landscape—a backdrop against which the entire story of Washington's life and legacy could be told. Waysides and other forms of interpretive media, such as site-specific works of art, would be sited within the development zone of the landscape, accompanied by compelling reflections by or about Washington from various stages of his life. These interpretive elements would be designed to enhance park resources, not overwhelm them. Linked by paths, these evocative waysides would become a *Life Walk*, enabling visitors to follow Washington's steps from birth, through Emancipation, his education, and his public life as an influential national leader. Emancipation would be emphasized as a profoundly important turning point leading to freedom, education, and self-determination.

Exhibit materials, which would be available in the visitor center and library, would enable interested visitors to access detailed information to supplement their experience of the park grounds. Interpretation would be minimally structured and self-directed, with park staff offering guidance to visitors about how to best experience the park and investigate areas of personal interest. Interpretation would strive to be open-ended and non-judgmental, presenting people with the facts as they are understood today and letting visitors come to their own conclusions about what they discover. Quotes and other materials from Dr. Washington's entire body of writing and speeches, as well as those of his contemporaries, would be available for review.

Orientation and Exhibits

Visitors to the site would have a three-part experience, providing insight into Washington's life and the effect that his actions continue to have on American society. The three elements comprise 1) orientation to document his life and the times in which he lived, which would occur in the former school 2) an interpretive *Life Walk*, designed along the lines of an interpretive sculpture garden through the grounds and 3) use of an interactive archive of Washington's work with exhibits on his legacy, which would occur in the library. All themes identified in the Comprehensive Interpretive Plan would be presented, but the concept of Emancipation would be given additional emphasis.

Orientation exhibits would specifically address the first and second themes describing Washington's early years. The *Life Walk* would touch on all five themes, and the library exhibits and resources would concentrate on Washington's adult life and his legacy.

After being oriented to the site at the school, visitors would walk through an interpreted landscape containing stations representing different stages in Washington's life—the *Life Walk*. Where possible, sections of the *Life Walk's* alignment would be designed to relate to the site's historic circulation patterns, which now are being investigated through archeological research. Stations along the *Life Walk* would interpret important milestones in Washington's life, using his writings and such evocative objects as the historic catalpa tree, tobacco fields, framed views, silhouettes, or pieces of sculpture. Certain stations also would include a place for visitors to stop and reflect on the information presented. The stations would be arranged in a roughly chronological progression. Although the cabin area would remain an important stop along the *Life Walk*, it would no longer comprise the primary visitor experience of the site. Elements of the cultural landscape that date to Washington's era, such as the kitchen garden or spring, have the potential to be highlighted along the *Life Walk*.

The path of the *Life Walk* would be designed in such a way that visitors would be drawn along it by visual cues in the foreground, middle ground and background. The objects located at the stations would play supporting roles for the ideas. The exception would be the point along the path representing the Emancipation Proclamation. To recognize the importance of this event, both nationally and also to each enslaved person, an abstract or representational monument could be added to the site at the mid-point of the journey.

The *Life Walk* route could potentially include the following sections: 1) a segment from the school to the cabin area, interpreting slavery and the plantation system, 2) a circuit around the cabin area, describing Washington's childhood, 3) a leg from the cabin area along the plantation entrance road trace into the northeast quadrant of the site, describing Emancipation and Reconstruction, 4) a section leading back to the new library (now the current visitor center), discussing Washington's role in the realms of education and politics, and 5) a section describing Washington's legacy, located between the school and cabin areas would close the loop and bring visitors back to the present. An optional loop would take interested visitors through the natural zone, describing the effects that agriculture, nature, and the natural sciences had on Washington's life.

The final part of the visitor's experience would be recognizing the legacy of Washington's words and actions. His writings and the responses of his contemporaries and later generations to those writings would serve as a touchstone to explore broader issues of race relations in today's society. They would be made accessible in an on-site digital library. The original visitor center, which is centrally located on the site, is well suited for this purpose.

The writings of Washington's contemporaries would also be made available, so visitors could understand contrasting views on a range of issues. The intent would not be to create a center for scholarly research, but to enable visitors to delve into primary source material to the extent of their own personal interest. Programs could also be developed with local schools in which the archives could be used in a more in-depth fashion.

Displays describing Washington's legacy and related events following his death, such as the development of the civil rights movement, would also be incorporated into the design of the building.

Educational Programs

Although the visitor experience would be designed to be self-guided, NPS interpreters also would be available to answer visitor questions, provide group tours, and lead regularly scheduled educational programs. Educational programs with schools would continue at current levels.

Research

The park would work with subject area specialists to develop the holdings of the digital library and design compelling and educational interpretive media to be installed at the site.

Living History Program

The park would discontinue the practice of living history demonstrations, and would discontinue, through attrition, the practice of maintaining live farm animals on park grounds.

Visual and Aesthetic Qualities

In order to provide the intended visitor experience, the park and its immediate surroundings must maintain a rural, agricultural character that is conducive to personal reflection. Therefore, 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 also work with adjacent landowners to provide assistance in guiding future development proposals so that changes beyond the park would not disrupt its contemplative character.

Circulation

This alternative would require changes to the circulation system of the park. The staff access road would become the main entrance. The current entrance road would be gated and used for handicapped access and overflow parking as needed. Reorienting the visitor entrance to the western side of the park would heighten the importance of preserving sympathetic adjacent land uses on that side of the park.

Facilities, Visitor Use, and Park Operations

The mission of the park 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. In this alternative, the site is intended to serve as a resource for public education and discussion, and use of the site would relate to this stated purpose.

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 recommendations were to be implemented.

Visitor Center

The present visitor center would be redesigned for use as a secondary exhibit area. Fencing and pavement behind the visitor center would be removed, and the fuel tank would be screened from view. Administrative offices would be relocated to a new facility.

The visitor center would become an interactive library focusing on Washington, housing a digital archive of his work. Within this new library, displays of Washington's writings and first editions that are now in the collection of the park would be present. Reproductions of his writings, especially handwritten documents, would be available to hold and read. An interactive system would also allow people to access his writings by subject or key word. The intent is to work with the Library of Congress, Tuskegee, Hampton University, and others to collect a substantial amount of documentation relevant to Dr. Washington and place it on CD-ROM. That material could then be accessed through interpretive computer stations in the library. The documents would also be incorporated into a website that could be explored using off-site computers. The use of reproductions and digitally stored information in the library would minimize curatorial responsibilities.

Former School

In this alternative, portions of the former Booker T. Washington Elementary School would be restored to their 1950s appearance, and the school would become the primary visitor center. Leads uncovered during the recently completed *Ethnographic Overview and Assessment* regarding the school would be pursued, and that information would be included in the interpretation of the structure. A general orientation to the site with an overview of Dr. Washington's life and the era in which he lived would be provided in the former school. Also provided would be orientation exhibits describing the evolution of the site from plantation to private memorial to national monument. A new facility would house relocated administrative offices and maintenance functions.

Administrative Facilities

Office space for park staff, maintenance functions, and curatorial storage would be provided in a new facility near the school with a satellite office for staff stationed at the library. The new administrative and maintenance facility would be sited in an unobtrusive location within the development zone.

The sight distance along Route 122 at the staff entrance is poor, giving motorists little advance notice that they are approaching the park. Consequently, the alignment of the new entrance road where it meets Route 122 may require redesign. The park would work with the Virginia Department of Transportation to create safe access to and from the park in both directions on Route 122. The entrance sign would be relocated, and secondary approach signs would be installed to notify visitors that they are nearing the site. Selective clearing of trees at the northwest corner of the site may be required to improve sight lines.

Pedestrian circulation would be emphasized as a major element of the site experience in this alternative. While certain sections of the *Life Walk* route would build upon existing portions of the Plantation Trail and Jack-O-Lantern Trail alignments, several new trail segments would need to be located and constructed. Where possible, these new sections would relate to the site's historic circulation patterns. New trail construction could potentially include: 1) developing a connector between the school and the cabin area, 2) extending the existing trail to create a loop around

the cabin area, and 3) building a segment leading from the cabin area back to the school connector. The optional natural loop would use the Jack-O-Lantern Branch Trail alignment in its present configuration, with the exception of sections that would be relocated due to erosion. New trail construction would be sited to take advantage of the interpretive opportunities offered by the landscape.

A driveway would be created between the road to the school and the new maintenance facility.

Parking

A parking area and bus drop-off and turnaround would be created near the former school, the primary visitor reception point. The present park entry road would be used only for handicapped access and overflow parking during special events. The present parking area would be screened with vegetation, so that it would not disrupt the nearby Emancipation-Reconstruction section of the *Life Walk*. Such work would be carried out in conjunction with a cultural landscape analysis.

Recreational Opportunities

Although passive recreation, such as wildlife watching and hiking, would continue to be permitted, additional recreational opportunities would not encouraged because they would disrupt the contemplative atmosphere of the site. The National Park Service would work with planning officials to ensure that surrounding counties do not view the park as a site with future active recreation potential.

The park would relocate the current picnic facilities to an area near the school in order to serve visiting school groups. Restroom facilities would be made available to the public both at the school and at the library.

The trail system would be expanded to support implementation of the *Life Walk*. Links would be created between the cabin area and the school. The circuit within the cabin area would be expanded, and an additional section would be added in the northeast quadrant of the park. The park would be able to offer visitors approximately 2 miles of trails that would provide access to most of the site. The primary function of the trail system would be educational, providing visitors with access to the *Life Walk* installations, but passive recreational use, such as walking and wildlife watching, would be permitted.

The practice of camping on park grounds, which has been downplayed in recent years, would be officially discontinued.

Accessibility

All visitor facilities would be designed to be accessible to people with physical disabilities. The grade of the *Life Walk* paths would meet federal laws on 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 school to the cabin area for disabled visitors if a suitable trail alignment cannot be located. Parking for these vehicles would be located adjacent to the library.

Staffing

Park staff would be increased by four people. New positions would include a historian/curator, an education specialist, and two additional full-time maintenance workers. The education specialist would manage the library and would possess technological expertise in operating and maintaining a networked computer environment and managing online information. The historian/curator would have the expertise to conduct historical research and help integrate this expanded knowledge into the park's interpretive program. The additional maintenance workers would be needed due to increased upkeep related to the expanded system of trails, waysides, and other interpretive media. There

would be a higher level of visitor expectation associated with the memorial concept, and this would require an even more rigorous maintenance program.

Fees and Concessions

No new concession opportunities are anticipated; however, the advisory panel for the *Life Walk* could initiate a fundraising campaign to support its fabrication and installation. 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 new 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

Input from interested partners is important to the development of this alternative. A panel of scholars, activists, educators, interpreters, and artists with a professional interest in Washington or the themes being presented would be organized to assist in the planning for stations along the *Life Walk*, exhibit development, and creation of the library. Ongoing partnerships with institutions possessing significant collections of documents or artifacts relating to Dr. Washington, such as Tuskegee University, Hampton University, and the Library of Congress or with scholarly organizations that address the site's interpretive themes would also be pursued. The participation of such organizations would be critical in developing the digital library of Washington's work.

The park also would be an active facilitator in discussions of anticipated future development of adjacent lands. The park would help landowners secure the technical assistance they need to plan appropriate, non-intrusive development and encourage such partners as land trusts to become involved in the process.

Cost Estimates

Class C (preliminary) cost estimates for actions relating to this alternative are shown in Appendix B at the end of this document.

Alternative C: Proposed Plan

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.

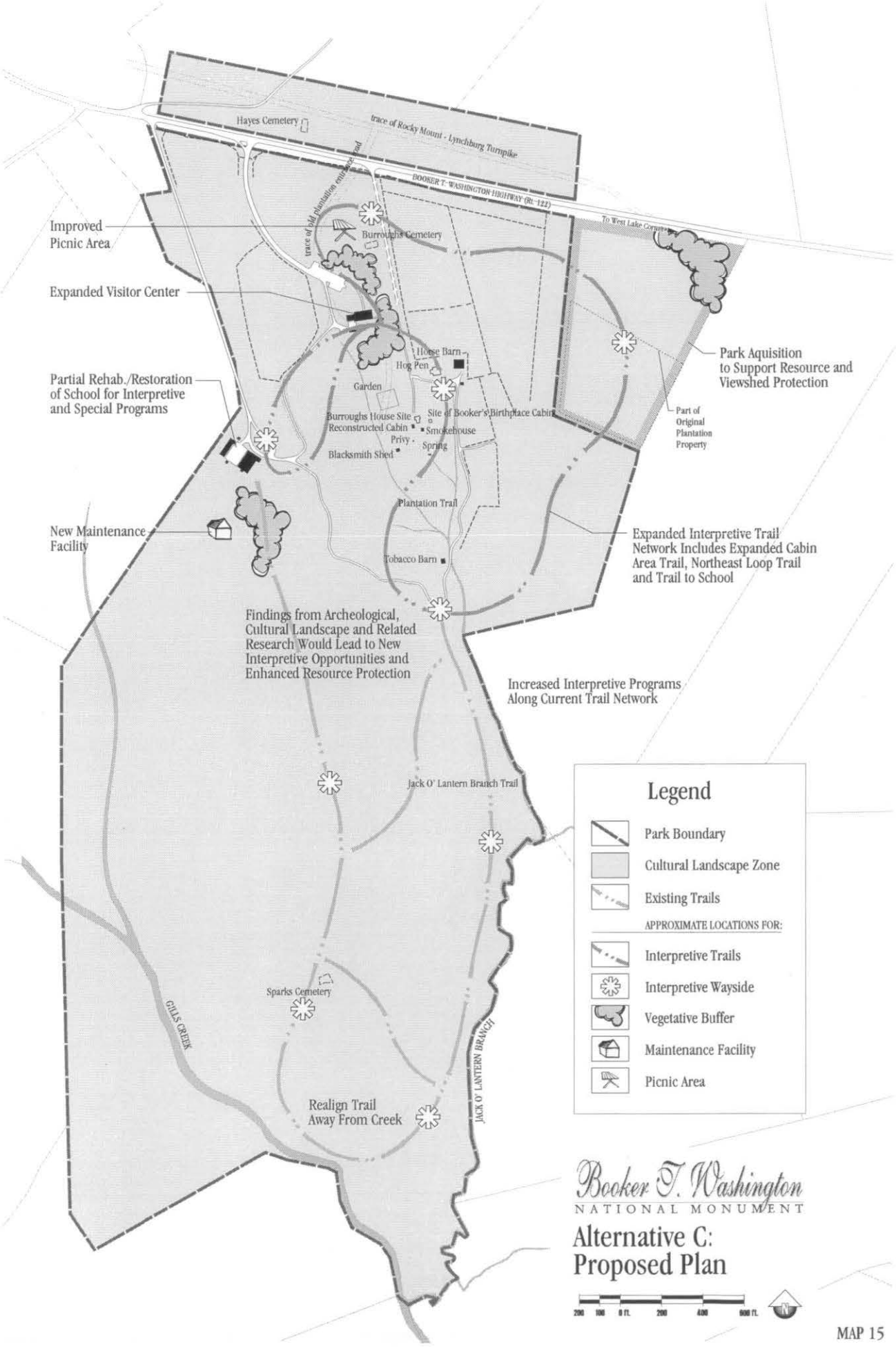
Management Zones

Alternative C would comprise one cultural landscape management zone with a development overlay area for proposed and existing facilities (Map 15). The development overlay delineates where facility and infrastructure improvements may occur. Alternative C is founded on the premise that the park's cultural landscape is a valuable educational resource to be researched and documented in its entirety, and that the information uncovered 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.

TABLE 2-4. SUMMARY OF MANAGEMENT GOALS AND ACTIONS FOR ALTERNATIVE C

In addition to the management goals and actions that are common to all action alternatives, the following apply:

CATEGORY	MANAGEMENT GOALS	POTENTIAL ACTIONS
Cultural Resources • Structures • Sites • Landscapes • Objects • Ethnographic Resources	Resource management is carried out in accordance with all applicable laws and policies. The school is recognized as a significant cultural resource. Management decisions are based upon professional studies and adequate planning. Cultural and ethnographic resources are actively investigated and documented. Collections are stored and displayed in adequate environmental conditions. Ethnographic resources inform interpretation and management of the site.	Rehabilitate one classroom in the school for interpretive programs. Mitigate disruption to archeological resources prior to undertaking ground-disturbing activity. Undertake an ongoing program of archeology to gain a better understanding of the park's cultural landscape. Undertake ongoing research activities to document and examine the site and Booker T. Washington. Use ethnographic resource information to enrich site interpretation and enhance the visitor experience. Mark, "ghost," or reintroduce cultural landscape features if substantial and compelling evidence is uncovered during archeological work or related research. Update the scope of collections and link it more closely with the interpretive program. Provide proper curatorial storage and display space for artifacts in the expanded visitor center and in the new administrative and maintenance facility. Conduct ongoing investigations into the site's ethnographic resources to inform management decisions and site interpretation.


Hayes Cemetery
trace of Rocky Mount - Lynchburg Turnpike
trace of old plantation entrance road
BOOKER T. WASHINGTON HIGHWAY (RL 122)
To West Lake Corners
Improved Picnic Area
Burroughs Cemetery
Expanded Visitor Center
Horse Barn
Hog Pen
Garden
Partial Rehab./Restoration of School for Interpretive and Special Programs
Burroughs House Site
Reconstructed Cabin
Site of Booker's Birthplace Cabin
Smokehouse
Privy
Spring
Blacksmith Shed
Park Aquisition to Support Resource and Viewshed Protection
Part of Original Plantation Property
Plantation Trail
New Maintenance Facility
Tobacco Barn
Expanded Interpretive Trail Network Includes Expanded Cabin Area Trail, Northeast Loop Trail and Trail to School
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
Jack O' Lantern Branch Trail
Legend
Park Boundary
Cultural Landscape Zone
Existing Trails
APPROXIMATE LOCATIONS FOR:
Interpretive Trails
Interpretive Wayside
Vegetative Buffer
Maintenance Facility
Picnic Area
Sparks Cemetery
GILLS CREEK
JACK O' LANTERN BRANCH
Realign Trail Away From Creek
Booker T. Washington
NATIONAL MONUMENT
Alternative C:
Proposed Plan
200 100 0 FT. 200 400 600 FT.
N

MAP 15

Category	Management Goals	Potential Actions
Land Management	Resource management is carried out in accordance with all applicable laws and policies. Managers make decisions based upon professional studies and adequate planning. Landscape strategies carried out within the park help maintain its rural character.	Continue current land use management policies. Maintain patterns of vegetation and open space through agricultural leases and mowing. Allow natural processes to function in woodlands and forest areas. Acquire the 15-acre parcel adjacent in the northeast corner of the park, which contains the remaining 7 acres of the Burroughs Plantation.
Endangered and Threatened Species	Resource management is carried out in accordance with all applicable laws and policies.	Same As Common Actions
Biotic Communities	Resource management is carried out in accordance with all applicable laws and policies.	Same As Common Actions
Air Quality	Resource management is carried out in accordance with all applicable laws and policies.	Same As Common Actions
Water Quality	Resource management is carried out in accordance with all applicable laws and policies.	Same As Common Actions
Wetlands, Floodplains & Soils	Resource management is carried out in accordance with all applicable laws and policies.	Same As Common Actions
Carrying Capacity	Resource management is carried out in accordance with all applicable laws and policies.	Same As Common Actions
Boundary	The park's boundary is sufficient to support the interpretive program and provide an enjoyable visitor experience.	Acquire the 15-acre parcel of land adjacent to the park, which contains the remaining 7 acres of land that are historically associated with the Burroughs Plantation.

Category	Management Goals	Potential Actions
Interpretive Program	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. The visitor experience includes substantial interaction with park staff.	Interpret the site as a cultural landscape using exhibits and other interpretive media. Increase ranger tours, programs, events, lectures, and workshops. Install expanded system of waysides. 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. 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. Use archeology as an interpretive tool. Expand exhibit space and introduce interactive interpretive technology within the enlarged visitor center. Rehabilitate one classroom in the school for supplementary interpretive and educational programming space. Continue to use living history as a supplementary interpretive tool for special programs and events. Continue to maintain farm animals on site and better integrate them into the interpretive program.

Category	Management Goals	Potential Actions
Visual & Aesthetic Qualities	The park's scenic and rural setting remains relatively undisturbed. Development within the park is compatible in scale and intensity.	Design and site proposed construction (an expanded visitor center, new maintenance facility, and trail expansion) to minimize visual intrusions on the landscape. Acquire the 15-acre parcel adjacent to the northeast corner of the park, which contains the remaining 7 acres of the Burroughs Plantation.
Facilities and Infrastructure	Facilities support expanded interpretive programming and increased access to the site. Administrative and maintenance spaces support operational efficiency. Maintenance facilities do not interfere with visitor experience. Circulation and parking promote efficient and safe movement within the park with minimal impact on park resources. Parking facilities accommodate higher visitation levels.	Expand the current visitor center and add exhibit and program space. Rehabilitate one classroom in the former school for program space. Restore selected elements to their 1950s appearance Relocate collections and the library to the expanded visitor center. Construct a new maintenance facility and relocate maintenance functions from the school. Maintain the current visitor entrance. Improve approach signage and turn lanes at the intersection of the entrance road with Route 122. Reconfigure the present parking lot in conjunction with the expansion of the visitor center. Design the parking area to accommodate anticipated increases in visitation. Install a dedicated bus drop-off.

Category	Management Goals	Potential Actions
Recreational Opportunities	Recreational uses are compatible with the mission of the park.	Introduce additional trails to increase access to and interpretation of the park's cultural landscape — a loop in the northwest quadrant of the park and a connector between the school and the cabin area. Consider the introduction of bridle trails in the park, if a regional system of trails is proposed. Leave picnic facilities in their current location.
Health & Safety	Visitors and staff enjoy a safe environment conducive to learning, recreation, and work.	Same As Common Actions
Accessibility	The park is ADA-compliant.	Same As Common Actions
Park Staffing Levels	Staff levels are sufficient to offer a full range of interpretive programs and to maintain park resources and facilities.	Create one historian, one educational specialist, and one additional interpretive ranger position to implement this research- and programming-intensive alternative. Create one additional maintenance staff position to assist with the increased operational requirements of additional trails and waysides.
Fees and Concessions	Current fee levels and concession opportunities are continued.	Increase accommodations for the bookstore within the expanded visitor center.

Category	Management Goals	Potential Actions
Partnerships	Existing park partnerships are maintained and strengthened and expanded. Partnerships enhance the park's ability to protect park resources and provide quality visitor interpretation and experiences. Relationships with institutions that possess associations with Booker T. Washington support the interpretive program. Ongoing research and interpretation is accomplished through collaboration.	Establish relationships with institutions that possess information on Washington's life and work or on related interpretive issues. Expand interpretive offerings through collaboration with partnering institutions. Develop and accept traveling exhibits on related topics. Utilize cooperative agreements with institutions of higher education to undertake expanded research initiatives. Partner with local organizations involved in interpreting regional history.

ALTERNATIVE C ACTIONS

Land and Resources

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.

A portion of the former school would be rehabilitated, with key elements restored to their 1950s appearance. This portion of the building would be open to the public for educational programs. The remainder of the building would continue to house office space. 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 of Historic Places.

Sites

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.

Landscapes

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.

Objects

Collection items not directly related to the mission of the park and that do not support the interpretive program would be deaccesssioned 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 the park would expand on a limited basis its collection of objects

related to Dr. Washington. Digital technology would be used to make a range of visual information available to visitors and minimize curatorial responsibility.

Ethnographic Resources

Investigations into the social conditions in the Hales Ford community before the Civil War, the general characteristics of small Virginia plantations, the location of the "big house," and connections of traditionally associated communities to the site would be a priority for the park. Findings would guide decisions regarding resource management and site interpretation.

Land 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. 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.

Carrying Capacity

Based on analysis of current and projected visitation levels, the park's carrying capacity is sufficient to ensure resource protection.

Boundary

The boundary would be expanded to include one parcel of land encompassing fifteen additional acres along Route 122, which includes the remaining seven acres belonging to the Burroughs plantation that is not currently within the park boundary. The rationale for this acquisition 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. Acquisition of the entire parcel would be preferable to leaving a remnant that was not economically viable.

Interpretation and Visitor Experience

Interpretive Focus

In this alternative, visitors would be encouraged to explore the many aspects of the park's cultural landscape and discover for themselves the meanings it contains. The alternative 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, school, and northeast section of the park; and 3) the school would serve as a secondary interpretive area, with a restored classroom open to the public for interpretive 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 northeast quadrant of the park. 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 this alternative, 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 this alternative. 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

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.

Visual and Aesthetic Qualities

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 local government, 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.

Facilities, Visitor Use, and Park Operations

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 recommendations were to be implemented.

Visitor Center

In this alternative, 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 school would be rehabilitated for use as both administrative office space and 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 Facilities

Interpretive staff offices and storage space for program materials would be accommodated in the expanded visitor center. Other staff offices would occupy the former school. In addition, a new maintenance facility would be constructed in an unobtrusive 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 paved, as would the parking area adjacent to the school to accommodate its 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 VADOT officials to build turn 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, and two additional loops would be developed to intersect with this loop—one leading to the school and the other leading to the northeast quadrant of the site. The existing Jack-O-Lantern Trail would be improved through relocation of a portion along Gills Creek that has long-term erosion problems. In addition, the park working together with community interests may identify a limited horse trail route in the park that would be established as part of a regional horse trail system.

Recreation

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 should 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.

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. The practice of camping on park grounds, which has been downplayed in recent years, would be officially discontinued. The park would be open to discussing use of a portion of the park for a regional system of bridle trails is 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 two additional loop trails would be created. One loop would connect the cabin area to the school and the other would extend into the northeast quadrant of the park where the issues of communication and connections between the Burroughs and neighboring plantations and communities could be explored.

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.

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 the 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 rangers. Costumed interpretation may be used on a limited basis for special programs, but would not be a regular site feature.

In this alternative, 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 specialist 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 alternative. 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

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 working 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 developing a successful volunteer recruitment and retention program among local residents.

The park would continue its efforts to establish cooperative relationships with Franklin County, other public agencies, adjacent landowners, Smith Mountain Lake developers, and VA DOT 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.

Cost Estimates

Class C (preliminary) cost estimates for actions relating to this alternative are shown in Appendix B at the end of the document.

Alternative D

CONCEPTUAL OVERVIEW

This approach is a variation on Alternative C. It 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 approach would use Washington's life and the resources available in the park as launching points for ongoing discussion and dialogue. Interpretation would rely extensively on available on-site resources, such as archeological and cultural landscape artifacts, including the former Booker T. Washington School. Visitors would be encouraged to explore the many aspects of this cultural landscape and discover for themselves the meanings it contains. The goal would be to create a dynamic, challenging environment in which visitors contribute their views on the issues presented through on-site interpretation, and supplemented with special programs and interactive exhibits. The overall concept is the same as that presented in Alternative C, but the ways in which facilities would be developed differs. In the text that follows, asterisks (*) indicate differences between Alternative C and Alternative D.

*In this alternative the former Booker T. Washington School takes on a greater interpretive role and would become the primary visitor reception point. In addition, the current visitor center would eventually be removed, to eliminate a modern intrusion within the historic landscape. This change would be accomplished through gradual phasing. The current visitor center would remain operational while a new administrative and maintenance facility was being constructed. Upon completion, all staff offices would be relocated, and rehabilitation of the school would commence. Once the new visitor center opens, the current visitor center would be demolished. Natural features would then be reestablished on the site of the building and parking lot. A variation of this alternative involves relocating the current visitor center and adapting it for use as part of the new administrative and maintenance facility.

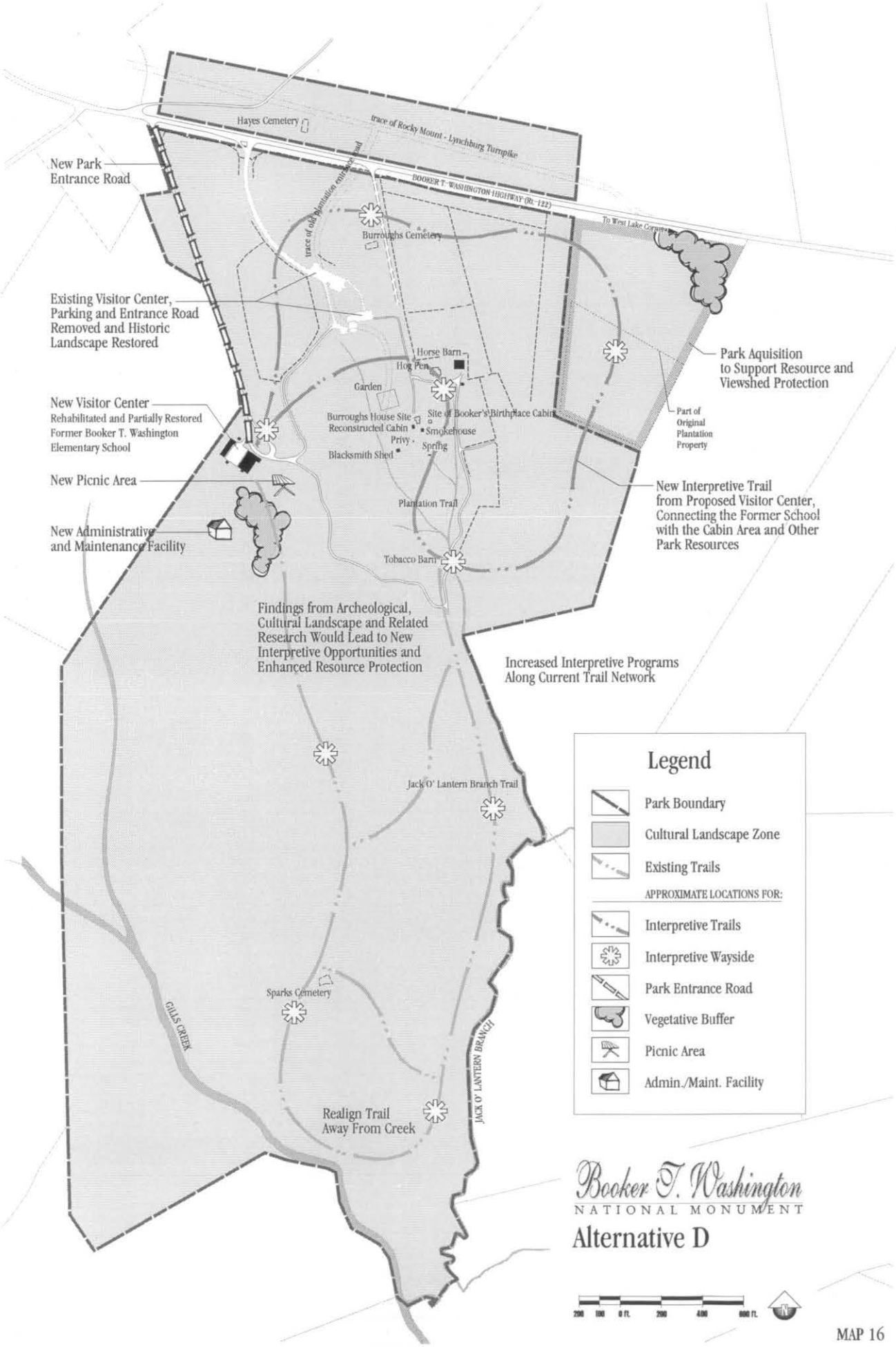
MANAGEMENT ZONES

Alternative D would comprise one cultural landscape management zone with a development overlay area for proposed and existing facilities (Map 16). The development overlay delineates where facility and infrastructure improvements may occur. Alternative D is founded on the premise that the park's cultural landscape is a valuable educational resource to be researched and documented in its entirety, and that the information uncovered 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.

TABLE 2-5. SUMMARY OF MANAGEMENT GOALS AND ACTIONS FOR ALTERNATIVE D

In addition to the management goals and actions that are common to all action alternatives, the following apply:

CATEGORY	MANAGEMENT GOALS	POTENTIAL ACTIONS
Cultural Resources • Structures • Sites • Landscapes • Objects • Ethnographic Resources	Resource management is carried out in accordance with all applicable laws and policies. The school is recognized as a significant cultural resource. Management decisions are based upon professional studies and adequate planning. Cultural and ethnographic resources are actively investigated and documented. Resource management is carried out in accordance with all applicable laws and policies. The school is recognized as a significant cultural resource. Management decisions are based upon professional studies and adequate planning. Cultural and ethnographic resources are actively investigated and documented. Collections are stored and displayed in adequate environmental conditions. Ethnographic resources inform interpretation and management of the site.	Rehabilitate the entirety of the former school as the primary visitor center. Restore key elements of the school to their 1950s appearance. Demolish the current visitor center, parking lot, and entrance road. Reestablish the natural features of those locations in a manner determined appropriate to the cultural landscape of the site. Mitigate disruption to archeological resources prior to undertaking ground-disturbing activity. Rehabilitate the entirety of the former school as the primary visitor center. Restore key elements of the school to their 1950s appearance. Demolish the current visitor center, parking lot, and entrance road. Reestablish the natural features of those locations in a manner determined appropriate to the cultural landscape of the site. Mitigate disruption to archeological resources prior to undertaking ground-disturbing activity. Update the scope of collections.


Hayes Cemetery
trace of Rocky Mount - Lynchburg Turnpike
trace of old plantation entrance road
BOOKER T. WASHINGTON HIGHWAY (Rt. 122)
To West Lake Corners
New Park Entrance Road
Burroughs Cemetery
Existing Visitor Center, Parking and Entrance Road Removed and Historic Landscape Restored
Horse Barn
Hog Pen
Garden
Park Aquisition to Support Resource and Viewshed Protection
New Visitor Center
Rehabilitated and Partially Restored Former Booker T. Washington Elementary School
Burroughs House Site
Reconstructed Cabin
Site of Booker's Birthplace Cabin
Smokehouse
Privy
Spring
Blacksmith Shed
Part of Original Plantation Property
New Picnic Area
Plantation Trail
New Interpretive Trail from Proposed Visitor Center, Connecting the Former School with the Cabin Area and Other Park Resources
New Administrative and Maintenance Facility
Tobacco Barn
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
Jack O' Lantern Branch Trail
Legend
Park Boundary
Cultural Landscape Zone
Existing Trails
APPROXIMATE LOCATIONS FOR:
Interpretive Trails
Interpretive Wayside
Park Entrance Road
Vegetative Buffer
Picnic Area
Admin./Maint. Facility
Sparks Cemetery
GILLS CREEK
JACK O' LANTERN BRANCH
Realign Trail Away From Creek
Booker T. Washington
NATIONAL MONUMENT
Alternative D
200 100 0 ft. 200 400 600 ft.
N

MAP 16

Category	Management Goals	Potential Actions
Cultural Resources, continued		Conduct ongoing investigations into the site's ethnographic resources to inform management decisions and site interpretation. Mark, "ghost," or reintroduce cultural landscape features if substantial and compelling evidence is uncovered during archeological work or related research. Provide proper curatorial storage and display space for artifacts in the rehabilitated school and in the new administrative and maintenance facility.
Land Management	Resource management is carried out in accordance with all applicable laws and policies. Managers make decisions based upon professional studies and adequate planning. Landscape strategies carried out within the park help maintain its rural character.	Continue current land use management policies. Maintain patterns of vegetation and open space through agricultural leases and mowing. Allow natural processes to function in woodlands and forest areas. Acquire the 15-acre parcel adjacent in the northeast corner of the park, which contains the remaining 7 acres of the Burroughs Plantation.
Endangered and Threatened Species	Resource management is carried out in accordance with all applicable laws and policies.	Same As Common Actions
Biotic Communities	Resource management is carried out in accordance with all applicable laws and policies.	Same As Common Actions
Air Quality	Resource management is carried out in accordance with all applicable laws and policies.	Same As Common Actions

Category	Management Goals	Potential Actions
Water Quality	Resource management is carried out in accordance with all applicable laws and policies.	Same As Common Actions
Wetlands, Floodplains & Soils	Resource management is carried out in accordance with all applicable laws and policies.	Same As Common Actions
Carrying Capacity	Resource management is carried out in accordance with all applicable laws and policies.	Same As Common Actions
Boundary	The park's boundary is sufficient to support the interpretive program and provide an enjoyable visitor experience.	Acquire the 15-acre parcel of land adjacent to the park, containing the remaining 7 acres of land associated with the Burroughs Plantation.
Interpretive Program	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. The visitor experience includes substantial interaction with park staff.	Interpret the site as a cultural landscape using exhibits and other interpretive media. Increase ranger tours, programs, events, lectures, and workshops. Install expanded system of waysides. 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. 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.
Visual & Aesthetic Qualities	The park's scenic and rural setting remains relatively undisturbed. Development is compatible in scale and intensity.	Design and site proposed construction (relocated visitor center, new administrative and maintenance facility, redesigned parking lot, new trails, and restored classroom) to minimize visual intrusions on the landscape.

Category	Management Goals	Potential Actions
Visual & Aesthetic Qualities, continued		Acquire the 15-acre parcel adjacent to the northeast corner of the park, which contains the remaining 7 acres of the Burroughs Plantation. Use archeology as an interpretive tool. Incorporate exhibits and interpretive media into the design for the rehabilitation of the former school. Continue to use living history as a supplementary interpretive tool for special programs and events.
Facilities and Infrastructure	Facilities support expanded interpretive programming and increased access to the site. Administrative and maintenance spaces support operational efficiency. Maintenance facilities do not interfere with visitor experience. Circulation and parking promote efficient and safe movement within the park with minimal impact on park resources.	Remove the current visitor center, parking lot, and entrance road. Reestablish the natural features of those locations in a manner determined appropriate to the cultural landscape of the site. Rehabilitate the former school as the primary visitor center. Restore select elements to their 1950s appearance. Construct a new administrative and maintenance facility to consolidate park operation functions in one area. (It may be possible to relocated the current visitor center and adapt it for use as part of the new facility.) Relocate collections and the library to the new administrative and maintenance facility.

Category	Management Goals	Potential Actions
Facilities and Infrastructure, continued		Reorient circulation so visitors first arrive at the school and then proceed to the cabin area. Improve the staff entrance road and use as the primary visitor entrance.
Recreational Opportunities	Recreational uses are compatible with the mission of the park.	Consider the introduction of bridle trails in the park, if a regional system of trails is proposed. Introduce additional trails to increase access to and interpretation of the park's cultural landscape — a loop in the northwest quadrant of the park and a connector between the school and the cabin area. Relocate the picnic area closer to the school.
Health & Safety	Recreational uses are compatible with the educational purposes of the site.	Same As Common Actions
Accessibility	Visitors and staff enjoy a safe environment conducive to learning, recreation, and work.	Same As Common Actions
Park Staffing Levels	Staff levels are sufficient to offer a full range of interpretive programs and to maintain park resources and facilities.	Create one historian, one educational specialist, and one additional interpretive ranger position to implement this research- and programming-intensive alternative. Create one additional maintenance staff position to assist with the increased operational requirements of additional trails and waysides.
Fees and Concessions	Current fee levels and concession opportunities are continued.	Increase accommodations for the bookstore within the new visitor center.
Partnerships	Existing park partnerships are maintained and strengthened and expanded.	Establish relationships with institutions that possess information on Washington's life and work or on related interpretive issues.

Category	Management Goals	Potential Actions
Partnerships, continued	Partnerships enhance the park's ability to protect park resources and provide quality visitor interpretation and experiences. Relationships with institutions that possess associations with Booker T. Washington support the interpretive program. Ongoing research and interpretation is accomplished through collaboration	Expand interpretive offerings through collaboration with partnering institutions. Develop and accept traveling exhibits on related topics. Utilize cooperative agreements with institutions of higher education to undertake expanded research initiatives. Partner with local organizations involved in interpreting regional history.

ALTERNATIVE D ACTIONS

Land and Resources

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.

* A Historic Resource Study and Historic Structure Report would be prepared to guide the rehabilitation/restoration of the school during its adaptation to a visitor center. Offices, library, and collections storage would be relocated to the new administrative and maintenance facility. Key elements of the school would be restored to their 1950s appearance in support of the interpretive program. Leads uncovered during the *Ethnographic Overview and Assessment* regarding the school would be pursued, and that information would be included in the interpretation of the structure. Archeological testing would be carried out to determine the potential impact of construction on significant below-ground resources prior to the initiation of any work. When the school reaches fifty years of age in 2004, a nomination will prepared to list it in the National of Historic Places.

Sites

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 new administrative and maintenance facility.

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.

Landscapes

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). 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.

Objects

Collection items not directly related to the mission of the park and that do not support the interpretive program would be deaccesssioned 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 as the

park expands on a limited basis its collection of objects related to Dr. Washington. Digital technology would be used to make a range of visual information available to visitors and minimize curatorial responsibility.

Ethnographic Resources

Investigations into the social conditions in the Hales Ford community before the Civil War, the general characteristics of small Virginia plantations, the location of the "big house," and connections of traditionally associated communities to the site would be a priority for the park. Findings would guide decisions regarding resource management and site interpretation.

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. 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.

Boundary

The boundary would be expanded to include one parcel of land encompassing fifteen additional acres along Route 122, which includes the remaining seven acres belonging to the Burroughs plantation that is not currently within the park boundary. The rationale for this acquisition 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. Acquisition of the entire parcel would be preferable to leaving a remnant that was not economically viable.

Interpretation and Visitor Experience

Interpretive Focus

In this alternative, visitors would be encouraged to explore the many aspects of the park's cultural landscape and discover for themselves the meanings it contains. The alternative 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: 1) visitor orientation, exhibit space, and education program facilities would be located in the rehabilitated school; and 2) an interpretive system of trails would take visitors around the cabin area, natural area, school, and northeast section of the park.

Visitors would become oriented to the site through permanent and changing exhibits, interactive computer kiosks, and audiovisual presentations contained within the rehabilitated/restored former school. The school would also house an information desk offering site orientation, permanent and traveling exhibits, an audio-visual presentation area, fully-accessible restrooms, an expanded bookstore, and flexible classroom space that could accommodate lectures, workshops, and other types of educational programs.

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.

The relocation of the visitor center to the school would alter the visitor's experience of the site. Rather than seeing the cabin area laid out before them from a high, dominating vantage point of the rear porch of the visitor center, visitors would take a winding path down from the school. This experience of entering the cabin area would be more in keeping with how a child may have seen and moved about the complex. This would essentially be a "back door" approach.

*After leaving the school, people would be encouraged to explore the entire site at their own pace. Visitors would first proceed along the path leading from the school to the cabin area. They would then select among additional loop paths that would branch off the circuit leading around the cabin area. Wayfinding signs would be installed where the loop paths join the cabin area circuit.

Adjustments would be made to the current pedestrian circulation system to accommodate this revised system of paths.

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 northeast quadrant of the park. 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.

In this alternative, 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 this alternative. 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

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

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 recommendations were to be implemented.

* Visitor Center

In this alternative, the visitor center would eventually be removed from the site. Demolition of the structure and naturalization of the visitor center site and parking lot would occur following the completion of construction for a new administrative and maintenance facility and rehabilitation of the school as the visitor center.

* Former School

The school would be rehabilitated in its entirety and converted for use as the park's visitor center. Key elements of the building would be restored to their 1950s appearance in support of the interpretive program.

* Administrative Facilities

A new administrative / maintenance facility would be constructed in an unobtrusive location within the park. The facility could be either entirely new construction or it could include the relocated visitor center as portion of the new facility.

* Circulation

This alternative would require significant changes to the park's circulation system. The staff access road would become the main entry into the park. The current entrance road would be removed concurrent with demolition of the visitor center. Reorienting the visitor entrance to the western side of the park would heighten the importance of preserving sympathetic adjacent land uses on that side of the park.

The sight distance along Route 122 at the staff entrance is poor, giving motorists little advance notice that they are approaching the park. Consequently, the alignment of the new entrance road where it meets Route 122 may require redesign. The park would work with the Virginia Department of Transportation to create safe access to and from the park in both directions on Route 122. The entrance sign would be relocated, and secondary approach signs would be installed to notify visitors that they are nearing the site. Selective clearing of trees at the northwest corner of the site may be required to improve sight lines.

* Parking

A substantial parking area and bus drop-off would be created near the school. The gravel connector road between the school and the cabin area would be retained, as would a small number of parking spaces at the base of the slope for handicapped access. A driveway would also be created between the school and the new administrative and maintenance building.

Recreation

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 should 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.

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. The practice of camping on park grounds, which has been downplayed in recent years, would be officially discontinued. The park would be open to discussing use of a portion of the park for a regional system of bridle trails is such a community initiative were to be undertaken.

* The park would relocate the current picnic facilities to an area near the school in order to serve visiting school groups.

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 two additional loop trails would be created. One loop would connect the cabin area to the school and the other would extend into the northeast quadrant of the park where the issues of communication and connections between the Burroughs and neighboring plantations and communities could be explored.

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.

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 the 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 rangers. Costumed interpretation may be used on a limited basis for special programs, but would not be a regular site feature.

In this alternative, 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 specialist 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 alternative. 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 new 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

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 working 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 developing a successful volunteer recruitment and retention program among local residents.

The park would continue its efforts to establish cooperative relationships with Franklin County, other public agencies, adjacent landowners, Smith Mountain Lake developers, and VA DOT 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 that park was involved in developing. The park supports the recommendations for historic preservation identified in that document.

COST ESTIMATES

Class C (preliminary) cost estimates for actions relating to this alternative are shown in Appendix B at the end of this document.

TABLE 2-6. COMPARATIVE ACTIONS SUMMARY

This summary presents a complete list of potential actions for all four alternatives. Dark borders create boxes around each resource category. All potential actions for that category are contained within the box. Common actions, which extend across more than one column, apply to more than one alternative. Individual actions, which are contained within one column, apply to a single alternative. Many of the resource categories below contain both common actions and individual actions. For example, the first category, "Cultural Resources," contains two actions that are common to Alternatives B, C, and D, one action common to Alternatives C and D, and one individual action each under Alternatives A and B.

CATEGORY	ALTERNATIVE A	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D
Cultural Resources	Address threats to cultural resources to the extent feasible as they arise.	Undertake professional studies and plans to document the park's cultural resources. Continue to protect the site from vandalism.		
		Incorporate research into the development of the *Life Walk*.	Undertake ongoing research activities to document the site and Booker T. Washington's association with it.	
Structures	Continue routine maintenance, repairs, and preservation of all structures.			
		Restore selected elements of the former segregated school to their 1950s appearance. Relocate maintenance functions from the former school to a new facility. Prepare a National Register nomination for the former school in 2004 (when it becomes eligible). Prepare a Historic Resource Survey (HRS) and/or a Historic Structure Report (HSR) for the former school before undertaking rehabilitation activities.		

CATEGORY	ALTERNATIVE A	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D
Structures, continued		Rehabilitate the entirety of the former school as the primary visitor center.	Rehabilitate a portion of the school for interpretive and educational programs.	Rehabilitate the entirety of the former school as the primary visitor center.
Sites	Preserve all archeological sites using appropriate resource management techniques. Undertake no construction or ground-disturbing activity.	Mitigate disruption to archeological resources prior to undertaking ground-disturbing activity.		
		Undertake archeological investigations to determine historic circulation patterns.	Undertake an ongoing program of archeology to gain a comprehensive understanding of the park's cultural landscape.	
Landscapes	Research and investigate the site's cultural landscape to the degree possible given available funds.	Utilize the landscape as a natural backdrop for the *Life Walk.*	Mark, "ghost," or reintroduce cultural landscape features if substantial and compelling evidence is uncovered during archeological and other site research. Demolish the current visitor center and re-vegetate the area as determined appropriate to the cultural landscape of the site.	
Objects	Continue storing collections in a closet in the administrative area.	Update the scope of collections and link it more closely with the interpretive program. Create adequate curatorial storage and display environments for the park's artifacts. Deaccession artifacts that do not relate to Booker T. Washington according to standard curatorial practices.		
		Limit acquisition activity.	Encourage acquisition of materials that fall within the revised scope of collections for display and research purposes.	
Ethnographic Resources	Continue research into the ethnographic resources of the park as funding becomes available.	Investigate ethnographic resources and incorporate findings into the development of the *Life Walk.*	Conduct ongoing investigations into the site's ethnographic resources to inform management decisions and site interpretation.	

Category	Alternative A	Alternative B	Alternative C	Alternative D
Land Management	Address threats to resources to the extent feasible as they arise. Continue current land use management policies.	Document existing conditions with inventory and monitoring programs. Preserve the rural character of the park to the extent possible. Maintain patterns of vegetation and open space through agricultural leases and mowing. Allow natural processes to function in woodlands and forest areas. Cooperate with state and local agencies to protect air, water, and land resources. Initiate a program to control exotics to the extent possible. Introduce vegetative screening as needed in certain sections of the park to minimize visual intrusions. Construct park facilities in visually discreet locations to minimize intrusions on the park's rural character. Use tree screens to minimize views of modern intrusions in the landscape.		
Boundary	Maintain the current boundary. Consider acquisition of additional land to protect park resources only as a measure of last resort if all other strategies fail.	Maintain the current boundary.	Acquire the 15-acre parcel adjacent in the northeast corner of the park, which contains the remaining 7 acres of Washington's birthplace.	
Park Setting and Viewshed	Continued encroachment by unsympathetic development around West Lake Corner has the potential to diminish the character of the park and its viewshed.			

CATEGORY	ALTERNATIVE A	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D
Park Setting and Viewshed, continued	Continue to work with local officials to protect the park through zoning, setbacks, signage and site design regulations and through the application of open space preservation programs and landscaping.	Expand efforts to work with local officials to protect the park through zoning, setbacks, signage and site design guidelines and regulations and through the application of open space preservation strategies. Add vegetative buffers as needed to protect the viewshed. Design and site proposed construction to minimize visual intrusions on the landscape. Undertake selective clearing of vegetation in construction areas.		
		Maintain the current boundary.	Acquire the 15-acre parcel adjacent to the northeast corner of the park, which contains the remaining 7 acres of Washington's birth place.	
Endangered and Threatened Species	Do not disturb wildlife habitat.	Minimize impacts on wildlife habitat. Undertake selective clearing related to the construction of new trails, roads, parking, and buildings only after assessing potential impacts to sensitive species.		
Biotic Communities	Preserve, protect, and manage, biotic communities in accordance with management policies.			
		Further develop the park's natural resource inventory and establish thresholds for action. Develop a fire safety program.		
Air Quality	Undertake monitoring of air quality within the park and cooperate with officials to protect local air quality.			
Water Quality	Continue regular monitoring of water quality and cooperate with officials to protect local water quality.			

CATEGORY	ALTERNATIVE A	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D
Wetlands, Floodplains & Soils	Regrade sections of the Jack-O-Lantern Branch Trail when they are washed out by flooding and erosion.	Relocate eroded portions of the Jack-O-Lantern Branch Trail away from Gills Creek. Manage pastures to minimize soil erosion.		
Carrying Capacity	Visitor use levels remain stable and do not result in resource protection issues. The visitor center remains overcrowded during periods of group visitation. Parking capacities are exceeded during peak visitation periods and special events.	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. Increase carrying capacity of all facilities to accommodate anticipated increases in park visitation.		
Interpretive Program	Implement the *Comprehensive Interpretive Plan* to the extent feasible given resource limitations.	Broaden the interpretive focus to include all of Washington's life, accomplishments, and influences of American society and history. Expand the focus of the interpretive program and help visitors to understand the complexities of Washington's life.		
		Develop the site as a nationally recognized memorial to Washington.	Interpret the site as a cultural landscape using exhibits and other interpretive media.	

CATEGORY	ALTERNATIVE A	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D
Orientation and Exhibits	The amount of interpretive information and the types of interpretive media that can be used in the visitor center are limited by space constraints. Continue to rely upon interpretive materials (slide show, waysides, exhibit panels) that have not been updated to reflect the proposed interpretive program. The former school remains unavailable for visitor use.	Rehabilitate the school as the primary visitor center. Install *Life Walk* trail of sculptural interpretive media, and monument to the Emancipation Proclamation. Provide expanded exhibit and library areas to support the examination of interpretive issues in further detail than is possible given present facilities.	Increase exhibit and program space by enlarging the current visitor center. Rehabilitate a portion of school for supplementary interpretive and educational programming space.	Rehabilitate the school as the visitor center. Incorporate exhibits, interpretive, and educational media into the design for the former school.
			Install an expanded system of waysides. 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.	
Educational Programs	Continue the current schedule of tours and programs. Program development and implementation is restricted by staff availability.	Continue educational programs at current levels.	Increase ranger tours, programs, events, lectures, and workshops to generate repeat visitation.	
Research	Conduct research to the extent possible given available resources.	Undertake research needed to support the development of the *Life Walk* and the interactive library.	Conduct research and investigative activities that would increase visitor understanding of and appreciation for the site and its resources. Incorporate the findings of ongoing research into educational programs. Incorporate archeology and ethnographic research into interpretive and educational programs.	

Category	Alternative A	Alternative B	Alternative C	Alternative D
Living History Program	Continue to use living history as an interpretive tool for special programs and events. Continue to maintain farm animals on site as part of the agricultural setting.	Scale back use of living history on site.		
		Discontinue living history as an interpretive tool. Discontinue, through attrition, the policy of maintaining farm animals on site.	Continue to use living history as a supplementary interpretive tool for special programs and events. Continue to maintain farm animals on site and better integrate them into the interpretive program.	
Visitor Center	The visitor center continues to lack adequate space to meet park staff and visitor needs.	Construct new visitor facilities to alleviate crowding during group visits and provide expanded opportunities for interpretation. Create a more flexible and visitor-friendly space for educational programs.		
		Expand exhibit and interpretive space by reusing the current visitor center as a digital library.	Expand the current visitor center to provide additional exhibit, program, and administrative space. Relocate collections and the library to the expanded visitor center.	Remove the current visitor center, parking lot, and entrance road. Re-vegetate those areas in a manner consistent with the character of the park's cultural landscape.
Former School	Public access to the school is restricted due to its current use for administrative and maintenance functions.	Remove maintenance functions from the school and visitor center.		
		Rehabilitate the former school as the primary visitor center. Restore select elements to their 1950s appearance.	Rehabilitate a portion of the former school for program space. Restore select elements to their 1950s appearance.	Rehabilitate the former school as the primary visitor center. Restore select elements to their 1950s appearance.

CATEGORY	ALTERNATIVE A	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D
Administrative and Maintenance Space	Administrative and maintenance space remains at current levels.	Increase office, storage, and maintenance space to accommodate current and anticipated staff needs.		
		Construct a new administrative and maintenance facility to consolidate park operation functions in one area.	Construct a new maintenance facility and relocate maintenance functions from the school and visitor center. Administrative functions remain in the expanded visitor center.	Construct a new administrative and maintenance facility to consolidate park operation functions in one area.
Circulation and Parking	Circulation and parking remain unchanged. Automobile safety remains a concern at the park entrance due to increasing traffic and limited site distances along Route 122. Parking capacity remains inadequate during peak periods of visitation and special events.	Improve approach signage along Route 122 and turn lanes at the park entrance. Adjust the alignment of the entrance road to remedy traffic safety issues. Expand the parking lot and provide a dedicated space for a bus drop-off.		
		Change circulation patterns so visitors arrive at the school where they are oriented to the site. Create a new visitor entrance by improving the staff entrance road. Construct a new visitor parking lot and bus drop-off adjacent to the school.	Maintain the current visitor entrance. Reconfigure the present parking lot in conjunction with the expansion of the visitor center. Design the parking area to accommodate anticipated increases in visitation. Install a dedicated bus drop-off.	Change circulation patterns so visitors arrive at the school where they are oriented to the site. Create a new visitor entrance by improving the staff entrance road. Construct a new visitor parking lot and bus drop-off adjacent to the school.

Category	Alternative A	Alternative B	Alternative C	Alternative D
Proposed Construction	No construction activities are undertaken.	Rehabilitate the school as the primary visitor center. Renovate the current visitor center as a digital library. Construct a new administrative and maintenance facility. Install interpretive media along the *Life Walk*. Construct new trail segments — a loop trail in the northeast quadrant of the park and a connector between the school and the cabin area. Relocate washed out sections of the Jack-O-Lantern Branch Trail. Reorient vehicular circulation. Improve and partially realign (for safety) the current staff entrance as the primary visitor entrance.	Expand the current visitor center. Rehabilitate/restore a portion of the classrooms in the school for interpretation to the public. Construct a new maintenance facility. Construct new trail segments to provide increased access to resources and better interpretation of the cultural landscape. Relocate washed out sections of the Jack-O-Lantern Branch Trail. Expand the existing parking lot.	Rehabilitate the school as the primary visitor center. Demolish the visitor center and remove the current entrance road and most of the parking lot. Construct a new administrative and maintenance facility. A variation on this alternative is to move the current visitor center and relocate it as a portion of the new administrative and maintenance facility. Construct new trail segments to provide increased access to resources and better interpretation of the cultural landscape. Relocate the picnic area closer to the school. Relocate washed out sections of the Jack-O-Lantern Branch Trail.

CATEGORY	ALTERNATIVE A	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D
Proposed Construction, continued		Create a paved visitor and staff parking lot, including a bus drop-off near the school.		Reorient vehicular circulation. Improve and partially realign (for safety) of the current staff entrance as the primary visitor entrance. Create a paved visitor and staffing parking, including a bus drop-off near the school.
Recreational Use	Limit recreational use to appropriate passive recreational activities, such walking or wildlife-watching. Continue to permit limited camping opportunities within the park.	Clarify park management policy to confirm the position that the park should not be used for active recreational purposes. Limit recreational use to appropriate passive recreational activities, such walking or wildlife-watching. Discontinue camping in the park.		
Trail System	Maintain existing trails in their present form.	Expand the trail system.		
		Provide additional interpretive opportunities by constructing the *Life Walk.* Locate trails in relationship to historic circulation patterns.	Introduce additional trails to increase access to and interpretation of the park's cultural landscape —a loop in the northwest quadrant of the park and a connector between the school and the cabin area. Consider the introduction of bridle trails in the park, if a regional system of trails is proposed.	

Category	Alternative A	Alternative B	Alternative C	Alternative D
Picnicking	Leave the picnic area unsheltered and in its current location.	Establish a park picnic area near the school.	Upgrade the existing picnic facility.	Establish a park picnic area near the school.
Public Health and Safety	Continue current safety procedures.			
	Current traffic safety issues (poor sight lines, signage, and stopping distances) at park entrances are not addressed. The health and safety of staff members continues to be impacted by noise and fumes related to maintenance activities in the former school.	Improve the traffic safety at the entrance to the park, and provide a dedicated place for a bus drop-off. Remove maintenance functions from the former school to a new facility with up-to-date health and safety protocols. Implement an integrated pest management program for poison ivy and the tick population.		
Solid and Hazardous Wastes	Leave asbestos tiles now present under the hallway carpet in the school in place.	Remove or seal asbestos tiles now present under the hallway carpet in the school.		
Accessibility	Indoor facilities and the trail around the cabin area continue to be accessible to visitors with physical disabilities.	Design new park facilities and trails to be ADA-compliant.		

Category	Alternative A	Alternative B	Alternative C	Alternative D
Park Staffing	Maintain current staffing levels. New program development is limited by lack of staff time and research time. Continue to defer maintenance activities due to limited resources and increasing responsibilities.	Increase current staff levels by four full-time employees. See Alternatives B, C, and D for specific positions. Create historian and educational specialist positions to implement and manage the proposed digital library and undertake needed research. Create two additional maintenance positions to maintain proposed additions to park infrastructure (trails, sculpture, facilities) in accordance with public expectations of a national monument.	Create one historian, one educational specialist, and one additional interpretive ranger position to implement this research- and programming-intensive alternative. Create one additional maintenance staff position to assist with the increased operational requirements of additional trails and waysides.	
Volunteers	Work with Eastern National to operate the information desk and bookstore. Recruit volunteers from the community.			
Cooperative Relationships and Partnerships	Continue to work through established cooperative agreements.	Establish a cooperative agreement with Ferrum College to inventory and monitor natural resources. Cultivate relationships with subject area specialists and institutions with holdings related to BOWA's expanded interpretive program. Continue to participate in community initiatives related to the purpose of the park.		

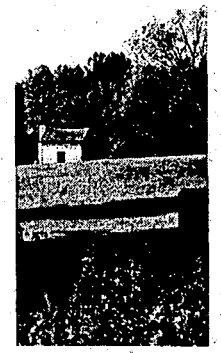
Category	Alternative A	Alternative B	Alternative C	Alternative D
Cooperative Relationships and Partnerships, continued		Establish a multi-disciplinary advisory board to assist with the design and development of the *Life Walk*. Develop the park's digital library in coordination with institutions and archives that have significant holdings on Washington— Tuskegee University, Hampton University, and the Library of Congress.	Establish relationships with institutions that possess information on Washington's life and work or on related interpretive issues. Expand interpretive offerings through collaboration with partnering institutions. Develop and accept traveling exhibits on related topics. Utilize cooperative agreements with institutions of higher education to undertake expanded research initiatives. Partner with local organizations involved in interpreting regional history.	
Solid and Hazardous Wastes	Leave asbestos tiles now present under the hallway carpet in the school in place.	Remove or seal asbestos tiles now present under the hallway carpet in the school.		

Booker T. Washington
NATIONAL MONUMENT

Draft General Management Plan / Environmental Impact Statement

Chapter Three

AFFECTED ENVIRONMENT



Chapter Three: Affected Environment

INTRODUCTION

The alternative proposals presented in this document establish possible future directions for managing BOWA consistent with NPS policies and guidelines. The nature of the alternatives, along with the uncertainty about what actions would be taken by others, requires that the analysis of the impacts, in accordance with the National Environmental Policy Act (NEPA), be general. The NPS can make some reasonable projections of likely impacts, but these are based upon assumptions that may not be accurate.

Chapters Three and Four comprise the *Draft Environmental Impact Statement* (Draft EIS). This chapter presents baseline information for BOWA, the background information necessary to understand the issues and alternatives. Also described are applicable laws and requirements that have been considered and the existing conditions found at the park.

Chapter Four of this Draft EIS assesses potential impacts relating to the proposed program for each alternative. This document would serve as a basis for subsequent NEPA compliance documents, tiering off this Draft EIS that would be needed to assess impacts associated with implementation of proposed NPS actions. These actions would be planned and assessed through other, site-specific planning documents that would be prepared as necessary.

STATUTORY REQUIREMENTS

The impact analysis presented in Chapter Four is based upon relevant Federal statutory requirements that govern environmental policy and analysis. In addition to the requirements of the National Environmental Policy Act of 1969, as amended, and the Council on Environmental Quality regulations, National Park Service environmental policies and guidance procedures were followed.

Table 3-1 below provides an overview of the relevant requirements that were considered during the preparation of this document. In managing BOWA, the NPS will consider applicable state and local laws and requirements and will consult with the appropriate agencies in a timely manner.

TABLE 3-1. RELEVANT FEDERAL AND COMMONWEALTH OF VIRGINIA STATUTES AND POLICIES

FEDERAL MANDATES	REFERENCE	PURPOSE
National Park Service Organic Act of 1916	16 U.S.C. 1-4, et seq.	To promote and regulate the use of national parks, monuments, and reservations, by such means and measures as to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the land in such manner as will leave them unimpaired for the enjoyment of future generations.
Booker T. Washington National Monument Legislative Authorization	16 U.S.C. 45011; P.L. 84-464	Authorized the Secretary of the Interior to acquire..."by gift, purchase, or condemnation, all right, title and interest in and to the real property located at Booker Washington Birthplace, to create a national memorial to the "noted Negro educator and apostle of good will." Also authorized the creation of a "museum for relics and records," recreational areas, and plaques or monuments to mark points of interest on the site.
General Authorities Act of 1970	16 U.S.C. 1	Affirmed that all national park areas, including historic sites, while acknowledged to be "distinct in character," were "united through their interrelated purposes and resources into one national park system, as cumulative expressions of a single national heritage."
National Environmental Policy Act of 1969 (NEPA)	42 U.S.C. 4321-4347	Requires all Federal agencies to analyze alternatives and to document impacts resulting from proposed actions that could potentially affect the natural and human environment.
Council on Environmental Quality Regulations, as amended	40 CFR 1500-1508	Implements NEPA and provides guidance to Federal agencies in the preparation of environmental documents identified under NEPA.
National Parks and Recreation Act of 1978	P.L. 95-625	Requires the identification of and implementation commitments for visitor carrying capacity for all areas of national park units; measures for the preservation of an area's resources; indication of types and general intensities of development (including visitor circulation and transportation patterns, systems and modes) associated with public enjoyment and use of the area, including general locations, timing of implementation, and anticipated costs; and indications of potential modifications to the external boundaries of the unit, and the reasons therefore.

FEDERAL MANDATES	REFERENCE	PURPOSE
Administrative Procedures Act of 1979, as amended	5 U.S.C. 551, et seq.	Outlines the forms of administrative proceedings (hearings, adjudication, etc.) and prescribes procedural and substantive limitations thereon. Provides for judicial review of Federal decision making actions.
Fish and Wildlife Coordination Act of 1934, as amended	16 U.S.C. 661-666	Requires early coordination with the U.S. Fish & Wildlife Service whenever water resources are involved. Applies to projects that affect water resources.
Clean Water Act (CWA) of 1977, as amended, Sec. 401, Sec. 402, & Sec. 404(b)(1)	33 U.S.C. 1251, et seq.	Protects the State's water resources. Virginia Dept. of Environmental Quality. Sec. 401 regulates water quality requirements specified under the CWA. Section 402 requires a National Pollutant Discharge Elimination System (NPDES) permit for discharges into waters of the U.S. Sec. 404 requires a permit before dredging or filling wetlands can occur.
Federal Water Pollution Control Act of 1972, as amended	33 U.S.C. 1251-1376, et. seq.	Establishes criteria and performance standards for the restoration and maintenance of the chemical, physical, and biological integrity of the nation's waters through prevention, reduction, and elimination of pollution.
U.S. Dept. of Transportation Act of 1966, Sec. 4(f)	49 U.S.C. 303, Subtitle I	Preserves publicly owned parkland, waterfowl and wildlife refuges and significant historic sites. Requires the Secretary of Transportation to consider all prudent and feasible alternatives to impacting such lands.
Clean Air Act (CAA) Amendments of 1990, as amended; Sec. 118	42 U.S.C. 7401, et seq. 42 U.S.C. 7609	Establishes standards to protect and improve air quality. Authority for air quality delegated to States. Requires project conformity with State Implementation Plan concerning air quality. Sec. 118 requires Federal land managers to protect air quality on Federal land.
Antiquities Act of 1906, as amended	16 U.S.C. 431-433	Authorized the President "to declare by public proclamation [as national monuments] historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest."

FEDERAL MANDATES	REFERENCE	PURPOSE
Historic Sites, Buildings and Antiquities Act of 1935, as amended	16 U.S.C. 461-467	Declares a national policy to preserve historic sites and objects of national significance for public use. Establishes an Advisory Board.
Archaeological Resources Protection Act of 1979, as amended	16 U.S.C. 470aa-mm	Strengthens and expands the protective provisions of the Antiquities Act of 1906 with respect to archaeological resources. Replaces the Antiquities Act's permitting procedures for archaeological research.
National Historic Preservation Act of 1966, as amended; Sec. 106 and Sec. 110	16 U.S.C. 470 36 CFR 800	To protect and preserve districts, sites and structures and architectural, archaeological and cultural resources. Sec. 106 requires consultation with the State Historic Preservation Office. Sec. 110 requires that NPS identify and nominate all eligible resources under its jurisdiction to the National Register of Historic Places.
Archaeological and Historic Preservation Act of 1974, as amended	16 U.S.C. 469-469c	Requires survey, recovery and preservation of significant scientific, prehistorical, historical, archaeological or paleontological data when such data may be destroyed to due a Federal project. Directs Federal agencies to notify the Secretary of the Interior whenever they find that such a project may cause loss or damage.
Museum Properties Management Act of 1955, as amended	16 U.S.C., Sec. 18(f)	Addresses procedures for managing museum property and collections.
Endangered Species Act of 1973, as amended	16 U.S.C. 1531-1543	Establishes a policy to protect and restore federally listed threatened and endangered species of flora and fauna.
Architectural Barriers Act of 1969; the Rehabilitation Act of 1973; and The Americans with Disabilities Act of 1990	42 U.S.C. 4151, et seq.; 29 U.S.C. 701, et seq.; P.L. 101-336, 104 Stat. 327	Provides access to all public places for persons with disabilities and ensures that all facilities and programs are accessible to visitors with disabilities.

NPS Policies and Guidance	Reference	Purpose
Park Planning	Director's Order 2	Directs the decision making processes that result in the goals and actions specific to each unit of the national park system and those units of the national trails system administered by the National Park Service.
National Environmental Policy Act Guidelines, 1997	NPS-12	Provides bureau guidance on NEPA compliance consistent with CEQ regulations and on approaches to environmental documentation.
Cultural Resource Management Guideline	Director's Order 28	Describes NPS policy in regard to the preservation and treatment of archaeological, cultural and historic properties and ethnographic resources included within a park.
Natural Resources Management Guideline	NPS-77	Provides bureau guidance on addressing and managing natural resources within park boundaries.

Federal Executive Orders	Reference	Purpose
Intergovernmental Review of Federal Programs	Executive Order 12372	Establishes clearinghouse coordination required with State and local agencies concerning impacts of Federal projects.
Protection and Enhancement of Environmental Quality	Executive Order 11514, as amended by E.O. 11991	Provides Federal Government leadership in protecting and enhancing the quality of the Nation's environment to sustain and enrich human life.
Protection of Wetlands	Executive Order 11990	Requires Federal agencies to consider all practicable alternatives to impacting wetlands.
Floodplain Management	Executive Order 11988	To avoid the long-and short-term adverse impacts associated with the occupancy and modification of floodplains and to restore and preserve the natural and beneficial values served by floodplains.

Federal Executive Orders	Reference	Purpose
Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations	Executive Order 12898	To avoid Federal actions that cause disproportionately high and adverse impacts on minority and low-income populations with respect to human health and environment.
Potential Impacts to Sacred Sites	Executive Order 13007	To avoid potential impacts to Native American sacred sites.
Protection and Enhancement of Cultural Environment	Executive Order 11593	To protect and enhance the cultural environment.

Virginia Statues	Reference	Purpose
State Environmental Review Process (SERP)	Code of Virginia: Title 10.1-1188 (b), Chapter 11, Art. 2	Provides guidance on the State environmental review process.
Environmental Impact Review of Major State Facilities	Code of Virginia: Title 10.1-1188(a), Chapter 11, Art. 2	Requires State agencies to submit environmental impact reports on major projects. Sets forth procedures for environmental impact reports of State agencies.
Agricultural, Horticulture and Food	Code of Virginia: Title 3.1-18-8	To protect and enhance agricultural and forestal land as....an economic and environmental resource.
Agricultural and Forestal District Act	Code of Virginia: Title 15.2-4400	Defines prime and unique farmland and establishes districts throughout the State.
Virginia Natural Heritage Program, 1986	Code of Virginia: Title 10.1-212	Establishes a natural heritage program that identifies significant natural resources.

VIRGINIA STATUES	REFERENCE	PURPOSE
Virginia Water Quality Improvement Act of 1997, Article 1	Code of Virginia: Title 10.1, Chapter 21.1	Establishes the State's water quality and defines point source and nonpoint source pollution programs in Virginia.
Virginia Solid Waste Management Act, Article 1	Code of Virginia: Title 10.1, Chapter 14, Art. 2	Establishes the regulations for solid waste disposal and management in Virginia.
Virginia Natural Area Preserves Act	Code of Virginia: Title 10.1-209, Chapter 2, Art. 3	Establishes and protects areas of special concern that the State has designated as Natural Area Preserves.
Virginia Endangered Species Act, 1987, as amended	Code of Virginia: Sec. 29.1-564-568, Chapter 5, Art. 1	Authorized Virginia Dept. of Game and Fisheries to regulate endangered or threatened species in Virginia and to prohibit the taking, transportation, processing, sale or offer for sale within the Commonwealth of Virginia, any threatened or endangered species of fish or wildlife.
Virginia Endangered Plant and Insect Act	Code of Virginia: Sec. 3.1-1020-1030	Authorized Virginia Dept. of Agriculture and Consumer Services to regulate and protect Virginia's endangered plants and insects.
Virginia Cultural Resources	Code of Virginia: Title 10.1-2200, Chapter 22, Art. 1	To preserve and protect State cultural, historic and archaeological resources.
Virginia Antiquities Act	Code of Virginia: Title l0.1, Chapter 23	To identify, evaluate, preserve and protect sites and objects of antiquity which have historic, scientific, archaeological or educational value and are located on State-controlled land.
Preservation of Virginia Historic Resources	Code of Virginia: Title 15.2-2306	Local ordinance may be adopted setting forth historic landmarks, as established by the Virginia Board of Historic Resources, and any other structures and areas of unique architectural value having important historic, architectural, archaeological or cultural interest.
Virginia Air Quality Regulations	Code of Virginia: Title 10.1-1308	Sets forth regulations for Virginia air quality conformity.

VIRGINIA STATUES	REFERENCE	PURPOSE
Virginia Erosion and Sediment Control Law, 1973, as amended	Code of Virginia: Title 10.1, Chapter 5, Art. 4	Establishes regulations controlling soil erosion, sediment deposition and runoff to prevent the unreasonable degradation of properties, stream channels, waters and other natural resources.

Source: Legislative Information System, Code of Virginia, 1998, and Virginia Dept. of Transportation, Environmental Division, Dec. 1998.

IMPACT TOPICS FULLY ANALYZED

Chapter Four evaluates potential impacts to the affected environment described in this chapter. The following impact categories were prescribed by NPS-12 and by observing the potentially affected resources on an adjacent to BOWA.

- Land and Resources
- Cultural Resources: Structures, Sites, Landscapes, Objects, and Ethnographic Resources
- Park Land Management: Agriculture, Woodland, and Open Space
- Endangered and Threatened Species
- Ecologically Critical Areas
- Biotic Communities
- Air Quality
- Water Quality
- Wetlands, Floodplains, and Soils
- Carrying Capacity
- Boundary
- Visitor Experience and Interpretation
- Interpretive Program: Interpretive Focus, Orientation and Exhibits, Educational Programs, Research, and Living History
- Visual and Aesthetic Impacts: Park Setting, Viewshed Protection, Regional Land Use Patterns
- Facilities, Visitor Use, and Operations
- Facilities: Visitor Center, Former School, Circulation, and Parking
- Construction Impacts
- Energy Requirements
- Recreational Use
- Trails and Picnic Area
- Public Health and Safety: Solid and Hazardous Wastes
- Accessibility

- Regional Transportation
- Staff Levels
- Partnerships
- Volunteers, Cooperative Agreements, Viewshed Protection, Outside Expertise, and Community Initiatives
- Socio-Economic Conditions
- Environmental Justice
- Economic Impacts: Local Economy, Tourism
- Unavoidable Adverse Impacts
- Irreversible and Irretrievable Commitments of Resources
- Cumulative Impacts

IMPACT TOPICS CONSIDERED AND DROPPED FROM FURTHER ANALYSIS

Identified below are environmental considerations and related laws and regulations that were identified and dropped from analysis, because they were inapplicable to the proposed alternatives or the circumstances of the park.

Executive Order 13007

Potential Impact to Sacred Sites,

Potential Land Use Conflicts with Local or State Interests or Interests of Native American Tribes / Potential Impact to Indian Trust Resources

Booker T. Washington National Monument is not considered a sacred site by the keeper of the National Register of Historic Place.

Booker T. Washington National Monument is not considered an Indian Trust Resource.

None of the proposed actions would conflict with Native American interests.

Hazardous Materials

There are no known hazardous materials that could pose a threat to the health of visitors or NPS staff on lands owned by the park.

Wild and Scenic Rivers Act of 1968, as amended (16USC 1271 et seq.)

No wild or scenic rivers are located in the area.

Land and Water Conservation Fund Act of 1965, as amended (16 USC 4601-1 to 4601-11)

No Land and Water Conservation Fund sites are located in the area.

Farmland Protection Policy Act (FPPA) of 1981 (7 U.S.C. 4201-4209) Prime or Unique Farmlands

A Memorandum dated August 11, 1980, from the Council on Environmental Quality requires federal agencies to assess the effects of their actions on soils classified by the U.S. Natural Resources Conservation Service (formerly the U.S. Soil Conservation Service) as prime or unique farmlands. According to the Rocky Mount Soil and Water Conservation District, the park does not contain lands categorized as prime or unique.

Mining in the Parks Act of 1976

No natural or depletable resources will be removed from the park as a result of any of the proposed alternatives.

ASSESSMENT OF EXISTING CONDITIONS

The following section provides descriptive information needed to understand the issues, the alternatives, and the proposed alternative in this Draft GMP/EIS. It describes conditions in the park that could be affected by the alternatives under consideration. To ensure an accurate and consistent assessment of effects, existing conditions for *Land and Resources; Interpretation and Visitor Experience*; *Facilities, Visitor Use, and Park Operations*; and *Partnerships* need to be characterized. The impacts described in Chapter Four are based upon an understanding of the following conditions.

Land and Resources

Structures

BOWA contains a limited number of above-ground cultural resources within its 223.93 acres. An 1890s tobacco barn, the Burroughs and the Sparks cemeteries, and three traces of the plantation entrance road are listed in the National Register of Historic Places and the NPS List of Classified Structures (LCS). Cultural resources that do not appear on the LCS, but which are listed in the National Register include the Burroughs House Site and the Birthplace Cabin Site. Each of these resources is afforded protection under the National Historic Preservation Act of 1966, as amended. The former Booker T. Washington Elementary School, which is located along the western boundary of the park, does not yet meet the age requirement for listing in the National Register of Historic Places, but it will reach that threshold during the life of this GMP.

Non-historic resources include modern replicas of select farm structures, including a kitchen cabin, blacksmith shop, smokehouse, privy, horse barn, and hog pen. Replica wood worm fencing borders the outlying fields.

Sites

Knowledge of the park's archeological resources is limited. According to the park's 1996 Statement for Management, less than one percent of the site has been surveyed for archeological resources. Previous investigations conducted in 1959, 1985, 1989, and 1996 have yielded inconclusive, and in some cases contradictory, results. It is believed that earth-moving equipment was used in the cabin area before the NPS took over the park, which may have compromised the integrity of key portions of the site. A 1985 investigation of a soil anomaly yielded fragments of burned clay, charcoal, brick fragments, and bottle glass. Mitigation tests from 1989, 1996, and 1997, however, revealed no evidence of nineteenth-century occupation.

Documentary and preliminary survey was undertaken over the past year through a cooperative agreement with Sweet Briar College. Goals for the *Archaeological Overview and Assessment* were to establish baseline information on the site's archeological resources and examine strategies for using archeology to resolve some of the outstanding questions about the site. Initial research has raised questions about the actual location of plantation structures, including the slave cabins and the Burroughs house. Artifacts,

which were clearly associated with the period of Booker T. Washington's youth, were uncovered and provide new insights into the cultural landscape of the park. It is uncertain how much information future archeological programs may yield. It is clear, however, that many questions about Washington's childhood experience at the site will likely remain unanswered.

Landscapes

The monument contains all but seven of the Burroughs Plantation's recorded 207 acres. Although the appearance of the site changed as farmland succeeded to forest, its topographical character and several trees surviving from the Washington era are among the park's few historic constants. No cultural landscape assessment has been prepared for the park.

Objects

Although the legislation establishing the park authorizes the creation of a museum to house related relics and documents, efforts to establish such a museum have not been pursued by the NPS. The park's artifact collection consists of fifty-eight objects, most of which are period or reproduction items related to farm life that have no direct associations with the site. Several first editions of Washington's writings and manuscript items, however, do have interpretive value. Collection items are stored in the school under inadequate conditions, and none are now on display. There are no provisions for the storage of archeological artifacts at the park. If the park elects to pursue a more extensive program of artifact recovery, appropriate curatorial storage must be located.

Ethnographic Resources

The recently completed *Ethnographic Overview and Assessment* sheds light on BOWA's ethnographic resources and avenues for further investigation. The primary issues raised in the report include the following:

More work needs to be done to understand specific social conditions in the Hales Ford community before the Civil War and the general characteristics of small plantations like the Burroughs farm.

Changing race relations at the time of BOWA's founding, and ambiguity in Booker T. Washington's own approach to race relations should be made part of interpretive program—perceived not as obstacles, but as educational opportunities.

BOWA should continue efforts to connect with the African American community in the area near the park.

The location of the "big house" has likely been misinterpreted, which has major implications for the interpretive program.

Ethnographic resources for the site include such county records as deeds and tax records, US census records, Washington's personal papers at Tuskegee, Washington's published remembrances of the site, NPS planning and policy documents, published biographical information on Washington, scholarly information about plantation systems, descendents of Washington and the Burroughs family, alumni and staff of the Booker T. Washington school, and the local African American community.

Land Management

Presently, management of the park's lands attempts to convey the site's agricultural context in a general sense, although it does not try to replicate or restore historic land use patterns. There is not sufficient documentation of the historic landscape to attempt to recreate the way the site would have appeared during Washington's childhood. The park maintains an Agricultural Special Use permit with one local farmer annually, which allows for the harvest of hay grown within the park. Pastures are cut for hay or bushogged twice a year in order to control invasive weeds.

The planting and harvesting of crops on a portion of the land portrays the idea of plantation life to a limited degree. Mowed lawns are maintained around the visitor center and cabin area. Forests at the park comprise about 150 acres, or nearly two-thirds of the park's land area, and are dominated by White Oak and Virginia Pine. Three trees (catalpa, juniper and white oak) thought to date back to when Booker T. Washington lived on the site, are still alive.

Endangered and Threatened Species

Based on coordination with the Virginia Department of Conservation and Recreation, Division of Natural Heritage, and the U.S. Fish and Wildlife Service, Virginia Field Office, there are three federally listed endangered species in Franklin County. These are the Roanoke logperch (*Percina rex*), the dwarf wedge mussel (*Alasmidonta heterodon*) and the smooth coneflower (*Echinacea laevigata*). Table 3-2 provides a list of State and federally threatened and endangered species and species of concern known to occur in Franklin County.

TABLE 3-2. FEDERAL AND STATE THREATENED AND ENDANGERED SPECIES AND SPECIES OF SPECIAL CONCERN IN FRANKLIN COUNTY

COMMON NAME	SCIENTIFIC NAME	FEDERAL STATUS	STATE STATUS / RANK
Fish Species			
Orangefin madtom	*Noturus gilberti*	SOC/G2	ST/S1S2
Roanoke logperch	*Percina rex*	LE	SE/S1S2
Bigeye jumprock	*Scartomyzon arommus*	SOC/G2	S2
Invertebrates			
Dwarf wedge mussel[1]	*Alasmidonta heterodon*	LE	
Atlantic pigtoe	*Fusconaia masoni*	SOC/G2	ST/S2
Non-Vascular and Vascular Plants			
Keever's bristle-moss	*Orthotrichum keeverae*	SOC/G1	S1

Common Name	Scientific Name	Federal Status	State Status / Rank
Smooth coneflower	*Echinacea laevigata*	LE	S2
Large-flowered heartleaf	*Haxastylis shuttleworthii, sp.*		S2
A bluegrass	*Poa saltuensis*		S1
Bog bluegrass[1]	*Poa paludigena*	SOC/G3	
Torrey's mountain-mint	*Pycnanthemum torrei*	SOC/G2	S2
Northern dropseed	*Sporobolus heterolepis*		S1
Menge's fame-flower	*Talinum mengesii*	SOC/G3	S1

Source: Virginia Dept. of Conservation & Recreation, Division of Natural Heritage, Dec. 18, 1998, and the U.S. Fish and Wildlife Service, Virginia Field Office Listing prepared 9-24-98, Dec. 23, 1998.

[1]This species has been documented in an adjacent county and may occur in this county. Codes: LE=Federally Listed Endangered; LT=Federally Listed Threatened; ST=State Listed Threatened; SE=State Listed Endangered; S1=Extremely rare and critically imperiled; S2=Very rare and imperiled SOC=Species of Concern; G1=Extremely rare and critically imperiled; G2=Very rare and imperiled; G3=Either very rare and local throughout range or found locally in a restricted range.

According to a 1989 Annual Report of the Virginia Department of Conservation and Recreation's Natural Heritage Program, no rare species have been found within the park to date; however, a comprehensive and updated inventory is needed. The park is preparing a cooperative agreement with Ferrum College to allow students to gather and enter baseline and GIS data on the park's natural resources and monitor future changes. The program will include identifying endangered/ threatened and non-native species, developing vegetative maps of the park, continuing water-quality and aquatic micro-invertebrate studies, studying impacts of adjacent development on large mammal populations, and finalizing a comprehensive study of plant populations. These findings will supplement the natural resource summary prepared for the park in 1985 by a graduate student at the Virginia Tech Department of Fisheries and Wildlife.

It is not anticipated that actions proposed by any of the four alternatives will impact any threatened or endangered species that may exist in the park. However, if the Virginia Department of Agriculture and Consumer Services, the Virginia Department of Game and Inland Fisheries, or the Virginia Department of Conservation and Recreation determine that the *General Management Plan* may impact any federally listed, proposed, candidate species, or critical habitat, further consultation will be

further consultation will be required. Otherwise, no further consultation will be required and clearance under Section 7 will be obtained.

Ecologically Critical Areas

The Smith Mountain Lake area and its surrounding environs host an abundance of diverse wildlife. The Franklin County 1995 Comprehensive Plan describes three Wildlife Management Areas in the vicinity of the Lake. The first is Fairystone Farms, located at the common border of Henry, Patrick and Franklin Counties (*Inventing Franklin Counties Future: 1995 Comprehensive Plan*, p. I-1-29). This 2,4000-acre Wildlife Management Area is owned and operated by the Commission of Game and Inland Fisheries. Approximately 500 acres are located in Franklin County. Various game species, such as deer, pheasant, grouse, turkey, raccoon, quail, rabbit and squirrel, occur in this area (*Inventing Franklin Counties Future: 1995 Comprehensive Plan*, p. I-1-29).

The Philpott Wildlife Management Area is located adjacent to Fairystone Farms Wildlife Management Area. Of the 4,750 acres, 4,000 are located in Franklin County. This area is managed by the U.S. Army Corps of Engineers, which opened this area to hunting. Those game species previously described for Fairystone Farms also occur in the Philpott Wildlife Management Area.

Turkeycock Mountain Area is the third area that supports critical wildlife habitat (*Inventing Franklin Counties Future: 1995 Comprehensive Plan*, p. I-1-29). Of the 20,000 acres that comprise the Turkeycock area, about half is located in the southeastern portion of Franklin County. The Turkeycock Mountain Area is characterized by rugged topography and steep slopes and is a natural habitat for various wildlife species (*Inventing Franklin Counties Future: 1995 Comprehensive Plan*, p. I-1-29). Turkeycock Mountain serves as a common border for Henry, Pittsylvania and Franklin Counties. Of its total acreage, 2,680 acres were acquired by the Game Commission and 2,500 acres were dedicated to the Wildlife Management Area, portions of which are located in Franklin and Henry Counties.

Based on consultation conducted with the Virginia Department of Conservation and Recreation, Division of Natural Heritage, there are no State Natural Preserves in Franklin County. The closest State Natural Preserve to Booker T. Washington NM is Poor Mountain Natural Area Preserve, which is located near Roanoke, Virginia.

Smith Mountain Lake State Park is located approximately 20 miles east of Booker T. Washington National Monument on Route 626. The park is located on the second largest body of freshwater in Virginia. Smith Mountain Lake was created in 1960 when Appalachian Power built a dam on the Roanoke River in Smith Mountain Gap. Construction of the dam was completed in 1966 and a year later Appalachian Power donated the first parcel of land for the proposed park. The State purchased the rest of the land by 1972 and the first stage of development and road construction began in 1975. The park opened to the public in 1983.

Biotic Communities

To date, knowledge about the park's natural resources is limited to only two two-year floral surveys conducted in 1986-87 and in 1989-90, and the 1985 mammal survey. The floral survey conducted in 1989-90 attempted to sample all habitats of the park and document existing vascular plant species found during April through October. The 1989-90 floral survey identified 193 species, none of which were categorized as rare, threatened or endangered. Insufficient data on the natural resources on the park limit management decisions concerning the appropriate management techniques required by these resources (*Resource Management Plan, BOWA-N-003.000*).

Between October 1984 and September 1985, a field survey of mammals was conducted at the Booker T. Washington National Monument as part of its revised *Resource Management Plan*.

Direct field observations of animals and tracks were used to supplement the identification of mammals inhabiting the park. This inventory focused only on large and small mammals and did not include sampling of flora, birds, fish or other aquatic life. Twenty mammal species were sampled in the park. Deer mice and whitefooted mice accounted for 63 percent of all small mammals trapped. Most of the golden mice were trapped only within the riparian habitat along Gill's Creek in thick cover. House mice, least shrews, a cottontail rabbit and a hairytail mole were trapped in field habitat (*Mammal Survey, Booker T. Washington National Monument*, 1985). Although bats were observed flying within the study area, none were captured and no roosting sites were found on the park.

The park's *Resource Management Plan* cites a need for a natural resource baseline inventory in order for the park to better protect its natural resources. The park has developed a cooperative agreement with Ferrum College to conduct a comprehensive biological survey and inventory of the park's natural resources. As of December 1998, this agreement was nearly completed and the inventory should begin with 1999.

Air Quality

Inventing Franklin County's Future: 1995 Comprehensive Plan (Apr. 1995, p. I-1-30) reported that the air quality standards in Franklin County had not been exceeded in 1993. Based on the 1995 comprehensive plan, the former Virginia Air Pollution Control Board (now Air Division) and the U.S. Environmental Protection Agency designated Franklin County as an attainment area for all pollutants (*Inventing Franklin County's Future: 1995 Comprehensive Plan*, p. I-1-32). Coordination with the Virginia Department of Environment Quality was initiated on December 18, 1998, to determine the updated status of ozone nonattainment for Franklin County. Based on a response received from the Virginia Department of Environmental Quality, Air Division, Franklin County is in attainment for all pollutants (email: Karen G. Sabasteanski, Dec. 22, 1998).

To date, no studies have been conducted within the park to asses the effects of sulfur dioxide, carbon monoxide, hydrocarbons, ozone, nitrogen dioxide or lead on the park and its resources. Because development in the Smith Mountain Lake area has increased, the number of vehicles and level of traffic have also increased along State Route 122. The park wishes to establish an air quality monitoring program in cooperation with other agencies to determine pollutant levels and the potential impacts on natural and cultural resources (*Resource Management Plan, Booker T. Washington National Monument, BOWA-N-010.000*).

Water Quality

In December 1997, the National Park Service published *Baseline Water Quality Data, Inventory and Analysis, Booker T. Washington National Monument*. This report presented the results of a range of surface water quality data for the BOWA watershed. The results of this study showed no industrial/municipal dischargers, no drinking water intakes, no U.S. Geological Survey gages and one water impoundment. None of the monitoring stations were located within the park boundary.

The results of this screening found 10 groups of parameters that exceeded screening criteria at least once within the study area. Dissolved oxygen, pH, cadmium, copper, lead, selenium and zinc exceeded their respective U.S. EPA drinking water criteria. Fecal-indicator bacteria concentrations (total coliform and fecal coliform) and turbidity exceeded the Virginia Water Resources Division screening criteria for freshwater bathing and aquatic life, respectively. Potential sources of contaminants included off-site agricultural runoff from crops and livestock pens, municipal and industrial wastewater discharges, mining and quarrying operations, and recreational uses (*Baseline Water Quality Data, Inventory and Analysis, Booker T. Washington National Monument*, pp. v-vii).

Soil erosion from pasturelands and stream banks along Gill's Creek has caused the permanent removal of productive soils, substrates and associated riparian vegetation. Erosion of topsoil occurs due to an overall increase in seasonal rainfall, sparse vegetative cover in some areas of the park and the terrain. According to Epperson (1972), a major reason for soil erosion in Virginia is insufficient vegetative cover, which is usually caused by inadequate soil fertility (*Resource Management Plan, BOWA-I-005.000*). Soil erosion occurring in the Jack O'Lantern Branch from adjacent pastureland has been contributing to siltation problems and degradation of the stream's water quality. Another problem relates to a culvert under State Route 122 that channels all runoff into one of the streams, undercutting portions of the streambank.

The National Park Service has completed one year of baseline data collection on Jack O'Lantern Branch and Gill's Creek through a cooperative effort with Ferrum College (*Baseline Water Quality Data, Inventory and Analysis, Booker T. Washington National Monument)*. The final report concluded that the water quality is acceptable, but continued monitoring and improved management techniques are recommended. As part of the monitoring program, a water quality sampling program will be implemented, which will involve an ongoing collection of water samples at several permanently located sampling stations (*Resource Management Plan, BOWA-N-008.000*).

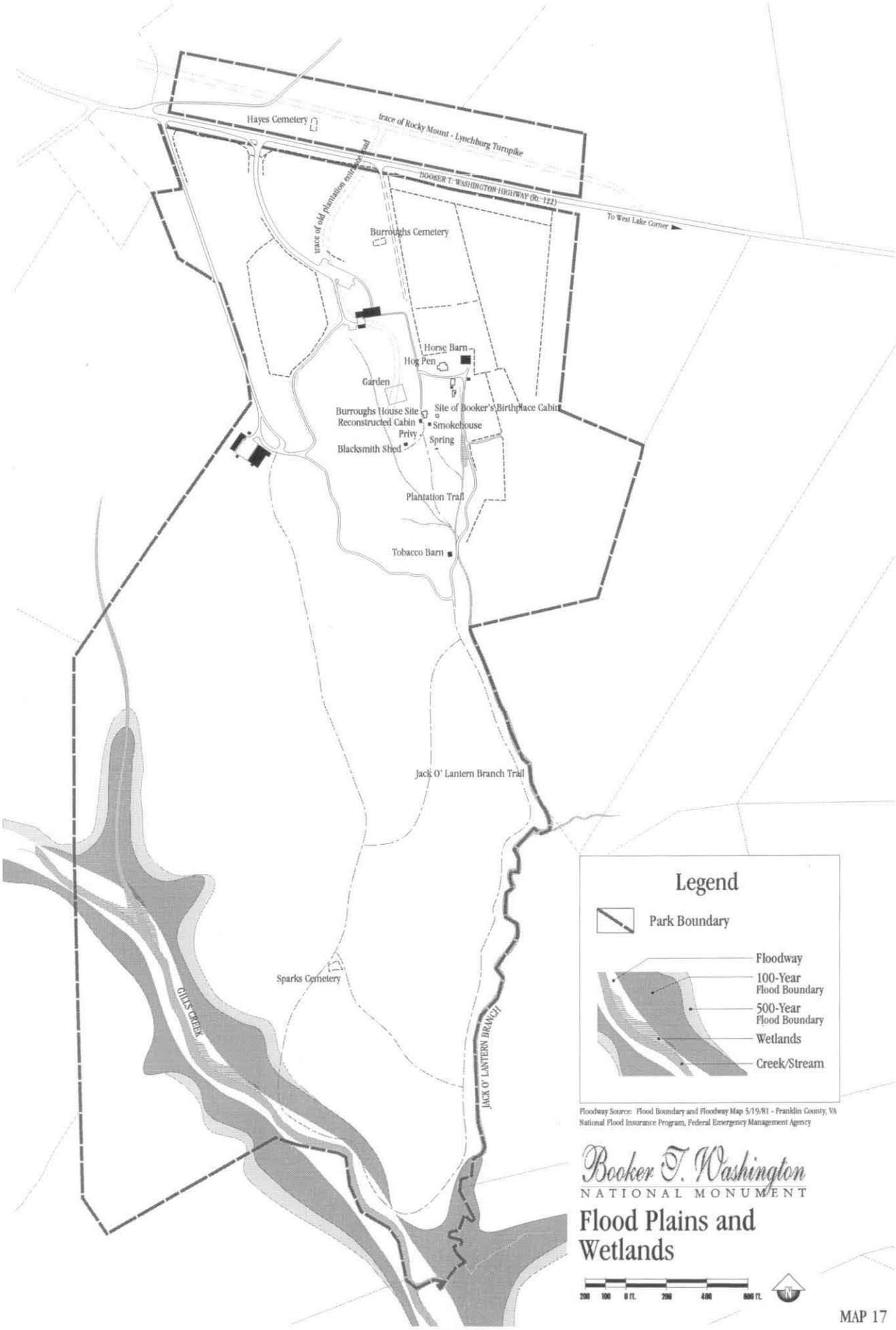
Wetlands, Floodplains, and Soils

Wetlands and floodplains are valuable natural resources serving many functions, including wildlife habitat, flood control and storage, erosion and sediment control and water quality filters. The Blackwater and Roanoke Rivers form the basis of the watershed for Smith Mountain Lake. This watershed is comprised of 652,800 acres or 1,020 square miles (*Charting a Course for Smith Mountain Lake*, p. 9). Three cold springs, including one that may have been used during the period when Washington lived on the Burroughs Plantation, are located within the park (*Resource Management Plan, Booker T. Washington National Monument*, Jan. 1998). Gill's Creek, Jack O'Lantern Branch and two unnamed streams either traverse or border the park.

Gill's Creek is a tributary to the Blackwater River, which has its headwaters on the mountain slopes of the Blue Ridge in Franklin County at the Floyd County line. Jack O'Lantern Branch originates from a cold spring just inside the northern boundary of the park and flows through the park (*Resource Management Plan, Booker T. Washington National Monument* and *Baseline Water Quality Data, Inventory and Analysis Booker T. Washington National Monument*, p. vii). An unnamed stream originates from a cold spring outside of the park boundary and feeds into Jack O'Lantern Branch (*Resource Management Plan, Booker T. Washington National Monument*).

The Federal Emergency Management Agency (FEMA) flood insurance map identifies the area adjacent to Gill's Creek as occurring within the 100-year floodplain (Map 17). Due to the potential for flood damage and to ensure the flood carrying capacity of this stream, development in this floodplain is regulated to prevent any resulting rise in the vertical elevation of the 100-year flood. Land along both sides of Gill's Creek lies within the 100-year floodplain. Sections of the Jack O'Lantern Branch Trail that follow the creek are washed away several times every year due to flooding.

The National Park Service obtained National Wetlands Inventory (NWI) mapping for the Booker T. Washington National Monument. The NWI map, dated 1990, did not show any wetlands located within the park unit. However, a field walk conducted in mid-November 1998 did result in identification of fragmented wetlands located along the banks of Gill's Creek and Jack O'Lantern Branch (Field walk conducted by Environmental Management Collaboration, Ltd. and National Park Service, Nov. 12, 1998). These wetlands are limited to riparian areas and are associated with the streambanks. Prior to any dredging or filling activities in these areas, consultation with the U.S. Army Corps of


Hayes Cemetery
trace of Rocky Mount - Lynchburg Turnpike
trace of old plantation entrance road
BOOKER T. WASHINGTON HIGHWAY (RL-122)
To West Lake Corner
Burroughs Cemetery
Horse Barn
Hog Pen
Garden
Burroughs House Site
Reconstructed Cabin
Site of Booker's Birthplace Cabin
Smokehouse
Privy
Spring
Blacksmith Shed
Plantation Trail
Tobacco Barn
Jack O' Lantern Branch Trail
Sparks Cemetery
GILLS CREEK
JACK O' LANTERN BRANCH
Legend
Park Boundary
Floodway
100-Year Flood Boundary
500-Year Flood Boundary
Wetlands
Creek/Stream
Floodway Source: Flood Boundary and Floodway Map 5/19/81 - Franklin County, VA
National Flood Insurance Program, Federal Emergency Management Agency
Booker T. Washington
NATIONAL MONUMENT
Flood Plains and Wetlands
200 100 0 ft. 200 400 600 ft.
N

MAP 17

Engineers and the Virginia Department of Environmental Quality is required.

The soil within the park is a Madison fine sandy loam, a well-drained soil on sloping topography of the Piedmont Uplands. It has a brown, gravelly, fine, sandy loam surface and a yellowish-red to red micaceous clay to clay loam subsoil *(BOWA 1978 Soil and Water Conservation Plan)*. The park seeks to conduct soil testing annually through the Virginia Cooperative Extension Service, and apply lime and fertilizers to fields based on soil testing results.

Carrying Capacity

The park possesses sufficient carrying capacity to accommodate current, and even much higher visitation levels without adversely impacting cultural or natural resources. Indoor visitor facilities are overtaxed, however, and present a problem for carrying capacity in that regard.

Interpretation and Visitor Experience

Visitor Profile

Eighty-four percent of the park's visitors are first-time visitors, and repeat visits are rare. According to the 1995 Visitor Profile prepared for the park, the majority of people visiting the site were members of family groups (2-4 people). Most were white (85%) and from Virginia (45%). Children under the age of fifteen composed the largest age group, which reflects the high number of school groups that visit the park each year. Visitation peaks during the summer months when the park is visited by many families, as well as international visitors. School groups predominate during the spring and fall, and visitation wanes during the winter. In addition to walk-in visitors, the park hosts approximately 5,000 school children a year (about 100 groups). Annual visitation levels rose from 20,213 to 27,531 between 1985 and 1996—a 36 percent increase over a ten-year period.

Park visitation has varied broadly between 1988 and 1998. Peak periods for visitation are May through August. Table 3-3 shows the annual visitation for the past decade. Overall attendance remained steady with slight increases between1992 and 1995. Attendance dipped in 1996 and remained steady through 1998.

TABLE 3-3. BOWA ANNUAL VISITATION ESTIMATES, 1988-1998

1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
20,431	17,122	25,164	21,842	24,657	25,536	25,912	27,531	20,218	19,256	19,310

Source: Booker T. Washington NM, November 1998.

Most people came to learn more about Booker T. Washington (82%). Nearly half of the visitors surveyed considered the discussion of racial discrimination and slavery either "important" or "very important" to their visit (49%). Interest was also expressed in obtaining additional information on emancipation (61%), slavery (60%), and Reconstruction (52%).

Interpretive Focus

A *Comprehensive Interpretive Plan* (CIP) is now being undertaken at the park. For much of the park's history the interpretive program has been limited in scope and did not truly delve into the complexities of Washington's life, accomplishments, and impact on American society. For years, the NPS has shied away from the interpretation of such difficult issues as slavery and racism. In the past few years the park has initiated programs to present the complex and controversial stories of Booker T. Washington's life and slavery. These stories are now being formally developed in the CIP.

The goals of the CIP include developing strategies to expand the range of issues presented, to present them in a way that has depth and personal meaning, and to train staff to facilitate interpretive discussions even when the subject matter is difficult and emotionally charged. The plan will also identify primary interpretive themes, which are ideas that every visitor should take away after touring the park. Proposed is a thematic framework that covers Washington's entire life and legacy, including plantation life before Emancipation, his struggle to obtain an education during the Reconstruction era, his emergence as a national figure during his time at Tuskegee, and the effects of his life and legacy on the evolution of race relations in the United States.

Orientation and Exhibits

BOWA is a complex site. With the exception of three aged trees, there are no above-ground resources dating to the era of Washington's occupancy. What visitors think they are seeing and what they are actually seeing may not be one and the same if the visitor has not been adequately prepared to experience the site. The significance and relationship among the reconstructions and archeological resources is not readily apparent to those who are not familiar with the park. That is why site orientation and ranger-led tours are so important. At present, orientation includes a brochure and contact with staff at the information desk. The exhibit panels in the visitor center lobby are new and contribute much to the visitor experience, especially visitors who elect to take a self-guided tour. Nevertheless, they are static panels with limited text and graphics and cannot alone convey the range and depth of interpretive themes identified in the CIP.

Presently, only a small portion of the visitor center lobby is dedicated to interpretation. There is no location, other than the theater, suitable for group programming and discussions. Fixed seating in the theater limits its flexibility and restricts its ability to be used for other types of programs. In addition, in its present configuration, the theater cannot accept installation of such new media technologies as CD-ROM presentations.

Educational Programs and Interpretive Media

New wayside signs that line the eastern edge of the parking lot provide background information on Washington and the site. Their position is not in the sight line of many visitors as they arrive, however, and people can easily bypass them and proceed directly to the visitor center.

Visitors obtain additional site information at the front desk and view a series of newly-installed exhibit panels that describe Washington within the context of his times. A fifteen-minute slide show produced over twenty years ago presents general information about Booker T. Washington's life but has little relationship to the park and opportunities available to the visitor. Following this orientation, visitors take either a self-guided or a ranger-led tour.

Rangers offer guided tours to scheduled groups and to walk-in visitors daily. Ranger-led tours were repeatedly mentioned as being among the most rewarding elements of the site visit in public scoping meetings and the 1996 visitor survey. Given current staffing levels, the park is unable to offer guided tours to all visitors.

Visitors who do not participate in ranger-led tours or special programs can obtain a limited amount of interpretive information from a site brochure and wayside signage installed at locations along the two walking trails. Wayside signage installation does not cover all interpretive themes.

A variety of related literature is available for purchase at the visitor center for those interested in further information. There is no information orienting visitors to other related sites at the local, regional, or national level.

The park also offers off-site programs at local schools on a range of related subjects. School groups within the region are the largest audience for these programs, and they have proven very successful. Last year approximately fifty off-site programs were offered. At the present time, however, park staff members have little time to further develop such programs.

Research

Until the past year, little historical or archeological research had been carried out at the park or on behalf of the park since the 1960s. The park has never employed a historian on staff. Accurate interpretation requires a thorough understanding of both the site's resources and all related primary documentation, including Dr. Washington's and Sidney Phillips' extant writings. Adequate baseline information needs to be collected before a new interpretive program is put into place.

The Living History Program

Past living history programs attempted to provide a view of plantation life by reenacting selected daily chores for visitors. Programs, such as open-hearth cooking and carding wool, were regular offerings. Living history was a widely used interpretive tool during the 1970s. Over the past decade, however, this aspect of interpretation has been scaled back in favor of other interpretive media. Today, costumed interpretation is limited to special events and peak periods of visitation. On such occasions, costumed interpreters conduct presentations on topics related to Booker T. Washington and life in late nineteenth-century rural Virginia.

Farm animals, including a horse, cows, sheep, pigs, ducks, and chickens, are kept on site. Park interpreters are responsible for caring for the animals, which is very labor-intensive. Although very popular with visitors, use of the animals in furthering interpretation of the site has had varying levels of success. Recent efforts have been made to incorporate discussion of the animals into the structure of the tour, using them to illustrate and bring out particular facets of the story of Washington's youth.

Park Setting

BOWA is located within a quiet, agricultural setting. A mixture of meadows, crop fields, lawns, and woodlands slope from the entrance on Route 122 south towards the junction of the Gills and Jack-O-Lantern Branch Creeks at the rear of the park. Predominant flora include secondary-succession mixed hardwoods and some Virginia pine, which provide shelter for such fauna as deer, squirrels, raccoons, rabbits, songbirds, reptiles, and amphibians. At the present time, the park lacks adequate inventories and documentation of baseline conditions, which are needed to inform decisions that have the potential to affect natural resources.

Viewshed and Regional Land Use

Land use around the park is undergoing transition. Agricultural enterprises in Franklin County are declining due to instability in the dairy and tobacco industries. Meanwhile, demand for residential development and associated commercial services in the greater Roanoke area continues to rise. Spurred by transportation improvements and regional growth, land around nearby Smith Mountain Lake has been transformed from farmland into luxury home sites. The trend is now toward year-round residences rather than the vacation homes and campgrounds, which formerly predominated. The draft community plan for Smith Mountain Lake estimates that 14,000 people presently live within a few miles of the lake shore, and that number will likely rise to 22,000 by 2015. Another notable trend is that the development around the lake is achieving a level of economic autonomy. Lake-oriented communities are generating additional spin-off development that is rapidly approaching the boundaries of the park. Indeed, several commercial clusters have been constructed within a two-mile radius of the park in recent years.

Land directly north and east of the park is presently for sale, and although currently zoned for agricultural uses, it is possible for Franklin County to rezone those parcels on a case by case basis. Unsympathetic development of these adjacent parcels would certainly adversely affect important views, which are critical in establishing the rural, agricultural context of the park. Adjacent development would also reduce the amount of wildlife habitat in the surrounding area, and associated stormwater runoff and erosion could affect water quality within the park.

Facilities, Visitor Use, and Park Operations

Visitor Center

Visitor facilities are presently housed within a Mission 66-era visitor center. The visitor center has a capacity of approximately sixty people and does not adequately accommodate the park's current level of visitation during many days during the year—primarily when school groups are scheduled (approximately 100 times per year) and on peak-season weekend days. The structure contains a lobby with an information desk, an area devoted to a well-received book display and sales area, and one wall dedicated to exhibit panels. Restrooms are inadequate when groups of visitors are present. The theater is too small to accommodate most school groups or busloads of visitors in conjunction with walk-in visitors.

The visitor center theater is the only space to assemble and orient visiting groups. During inclement weather, groups must congregate in the lobby or theater, which impedes the use of these areas by other visitors. With an average school group size of 50 people, there often is a problem accommodating regular park visitors during those times.

The visitor center contains the interpretive staff offices. Five staff members presently occupy a space designed for three people, and there is no space allocated for staff meetings. Storage space for equipment, supplies and inventories, and interpretive media is inadequate for efficient operations.

Former Booker T. Washington Elementary School

The former Booker T. Washington Elementary School is the other major building on the site. It was constructed in 1951 as a segregated school for black children and is located on the crest of the hill west of the visitor center, along the park's west boundary. The park uses the school for administrative purposes, and it is not regularly open to the public. The school houses additional staff offices, a small library, a collections storage area that lacks needed environmental controls, and the maintenance shop. A maintenance yard is situated on the north side of the school. The school has an active group of alumni who regularly host reunions at the site and have expressed interest in seeing the building utilized for educational and interpretive, rather than administrative, purposes. Its current use for administrative and maintenance functions

restricts public access and precludes its use as an educational and interpretive facility, despite its acknowledged interpretive potential.

Circulation

Today, visitors to the park turn off Route 122 and travel down a relatively narrow two-way entrance road, which terminates in the parking lot adjacent to the visitor center. The capacity of the road is sufficient for present visitation levels, but may not accommodate the modest visitor increases that could occur. Staff members access the site via a chip and seal road that leads from Route 122 west of the public entrance to the former school, where administrative offices are now housed. A loosely defined gravel parking lot and turnaround are situated adjacent to the school building and are adequate given the current uses of the school building. The final segment of the park's internal vehicular circulation system consists of a gravel road connecting the school to the visitor center, which is limited to staff use.

Virginia Route 122, also known as Booker T. Washington Highway, is a busy, two-lane state road that connects the town of Rocky Mount (13 miles southwest of the park) with the rapidly developing area around Smith Mountain Lake (5 miles east of the park) and carries approximately 5,700 vehicles daily, according to VDOT Rocky Mount Residency. North of Rocky Mount, Route 122 intersects with Routes 40 and 220. These roads, and decisions about the alignment of future Interstate 73 in the region, will have important implications on regional growth and transportation issues. Although the congestion level on Route 122 is not yet severe, movement in and out of the park can be challenging during peak traffic hours. Sight lines and the alignment of the park entrance road in relation to Route 122 are poor. There is only a short turn lane at the park entrance coming from the south. As traffic levels increase, this situation has the potential to become hazardous for park visitors. According to a representative from VDOT, no improvements to Route 122 are presently included in the state's current six-year improvement plan.

Parking

The present visitor parking lot contains spaces for twenty-five cars and two buses. While the size of the parking lot is adequate for regular visitation levels, good weather and use by non-carpooling groups regularly leads to a situation where the number of visitors surpasses present parking capacities. The size of the parking lot was increased a decade ago. Further enlargement into the meadow or lawn could be problematic because of grade restrictions and the visual intrusion such an expansion would create.

Areas along the historic road that was the former entrance to the site and near the park headquarters have been used for overflow parking during special events. Such an approach requires the presence of a staff member to direct traffic. A third, smaller parking area is located at the rear of the visitor center on the southwest side and used for storage of maintenance equipment and for parking for staff members working at the visitor center. Its present capacity is adequate.

During high-visitation seasons, the number of buses sometimes surpasses the two spaces dedicated to bus parking (approximately 20 times per year). Presently, many buses back into the parking spaces, requiring children to unload directly into the driving lanes of the parking lot. In addition, no spaces are set aside for oversize vehicles or vehicles with trailers, and there is insufficient turn-around space to accommodate them. The number of visitors with such vehicles continues to increase—a situation that is likely related to the recreational use of Smith Mountain Lake.

Recreational Opportunities

The primary recreational uses at the park consist of hiking to enjoy the scenic and historic qualities of the park. Associated uses

include photography, bird watching and related passive recreation opportunities. A campground area was developed in the 1960s but has been used only on rare occasions in recent years.

The Plantation Trail, a quarter-mile route that loops around the cabin area, and the Jack-O-Lantern Trail, a 1.5 mile-route through the forested portion of the site, provide access to the park's natural resources. The trails were designated as part of the National Recreational Trail System in 1981. Traditionally, interpretation of the Plantation Trail has focused on historic themes, and interpretation of the Jack-O-Lantern Trail has focused on natural themes. Recent installation of waysides discussing slave activities along the Jack-O-Lantern Trail, however, indicates movement toward interpreting historic themes throughout the site.

Other recreational facilities include open-air picnic tables, situated in the wooded area northeast of the parking lot. Problems arise when school groups or reunion groups visit the park during rainy weather, because the park lacks a covered location where groups can eat lunch.

Health and Safety

Park staff identified the following visitor-safety issues: poor sight lines and limited visibility at the park entrance; lack of a dedicated bus drop off area for loading and unloading school groups; poison ivy; a rising deer tick population; and an unstable retaining wall near the visitor center. An additional issue for staff is the combined use of the school for office and maintenance functions. Noise and fumes have a tendency to disrupt office workers and could pose a health hazard.

Beginning in the early to mid-1980s, the park conducted a lead and asbestos abatement program throughout the Booker T. Washington Elementary School and the visitor's center. Between 1987 and 1996, abatement of lead paint from the windows, walls and woodwork at the school was conducted. All pipes were replaced and upgraded to meet Federal and State standards. During the mid-1980's, asbestos was removed from the wood shop in the school and from the visitor's center. From 1990-91, asbestos was removed from the school's roofing and two layers of carpeting were used to cover the school's asbestos tile floors in the offices and hallways. In 1991, the park's underground fuel storage tanks were upgraded to meet the U.S. Environmental Protection Agency and Virginia Department of Environmental Quality standards. The septic tanks were upgraded between 1988 and 1989. There are no known solid or hazardous waste sites on or adjacent to the park.

Fire represents the most significant danger to natural resources with the boundaries of the site. Presently, the park does not have the capability of dealing with a major fire. Although several staff members are certified to fight forest fires there is no staff presence on site when the park is closed, which makes the park especially vulnerable at those times.

Accessibility

The park has designated handicapped parking and a picnic area, and recent improvements have made the Plantation Trail accessible to people with disabilities. This trail leads visitors through the cabin area and its immediate environs. The Jack-O-Lantern Trail, which passes through the wooded portion of the site and has an uneven surface and a steep grade in sections, is not accessible. Accessibility would be a major consideration for the placement and design of new pedestrian trails. The school is sited at the crest of a steep slope, and the cabin area is located at the base of that slope. Special provisions will be needed to connect the two areas.

Compliance with the Architectural Barriers Act of 1969 (42 USC 4151 et seq.), the Rehabilitation Act of 1973 (29 USC 701 et seq.), and, as appropriate, the Americans with Disabilities Act of 1990 (Public Law 101-336, 104 Stat. 327) will ensure that all facilities and programs developed would be accessible to visitors with disabilities. Any new facilities would be designed for accessibility by visitors and staff with disabilities. Historic structures require special treatment, and any modifications must be done with the

participation of a historical architect and with the appropriate clearances. Interpretive media would be accessible. All video and films would be closed-captioned. Basic information brochures would be taped for the visually impaired. Major exhibit areas would contain touchable items and taped descriptions of exhibits. Wayside exhibits would be designed with special populations in mind.

Park Staffing Levels

The park staff comprises twelve full-time employees. Positions include park manager, administrative officer, administrative clerk, supervisory park ranger, four additional rangers, maintenance work supervisor, and three additional maintenance workers. Three seasonal employees supplement the full time staff. Current staff levels are adequate for basic park operations, but are insufficient for program development, cultivation of relationships with related sites and institutions, and more labor-intensive strategies for interpretation. During the GMP scoping meetings, some members of the public stated that the park should have regular access to a historian to research issues related to the interpretive program, consult on its accuracy, and train staff in how best to implement the program. The need for more African American staff members and volunteers was also raised.

The 1996 *Statement for Management* identified the need for ongoing staff training and professional development. In the past, such training was often deferred due to funding limitations. Not only did this lower overall morale, but it also precluded the staff's ability to develop valuable relationships with related sites and institutions and constrained their ability to explore new and innovative approaches to site interpretation.

Partnerships

The park works with both Franklin County municipal agencies and other public bodies that operate within the Smith Mountain Lake area to promote public awareness and use of the park. The park is a member of the Franklin County Tourism Advisory Committee, several local chambers of commerce, and the Roanoke Valley Visitors and Convention Bureau. Park staff members have participated in the Franklin County Department of Education's Multi-Cultural Committee and are working to strengthen relationships with educators inside and outside Franklin County. BOWA has long maintained a close relationship with nearby Ferrum College. Student volunteers from the school's environmental studies program conduct water quality assessments within the park as part of their training program. The park has recently developed cooperative agreements with Sweet Briar College and the University of North Carolina at Greensboro to carry out archeological and ethnographic research.

A core group of volunteers provide a range of staff support at the park, manning the visitor's desk, helping with the grounds, and conducting some programs. The park's not-for-profit cooperating association, Eastern National manages the bookstore. Proceeds from the sale of books and souvenirs goes to support interpretation and resource management at BOWA and other national park sites. The National Parks and Conservation Association and the Virginia Department of Historic Resources provide assistance, guidance, and expertise to the park. Park staff also maintain close relationships with other NPS sites that are located within the region or share a similar mission.

Socio-Economic Environment

Demographics

Population growth within Franklin County has been accelerating since 1970, with a 26.9% increase between 1970 and 1980 and a 10.7% increase between 1980 and 1990. According to the Franklin County Comprehensive Plan, the county's population total is expected to rise from 39,549 residents in 1990 to 45,542 residents by 2010. Between 1989 and 1990, Franklin County's black

population decreased by 3.6% and the white population increased 12.1% due to the in-migration of whites into the county and the relative stability of the black population. The age group with the most substantial level of growth between 1980 and 1990 was 65 years of age and older—a 33.1% increase. The age 5-14 year age group decreased 9.1% during that time; the 15-54 year age group rose 10.8%; and the 55-64 year age group increased 17.6%. Although income levels in Franklin County have historically been less than the state average, levels rose at a very fast rate between 1980 and 1990. Income levels in the range of $25,000 to 49,999 increased 152% between 1980 and 1990 and levels above $50,000 increased by 830.7% during that same period. The trend for the county appears to be an increasingly older and affluent population base.

Environmental Justice

Census data from the West Piedmont Planning District Commission for census tracts adjacent to Booker T. Washington National Monument were consulted to determine potential impacts to socially or economically disadvantaged populations. In 1990, 88.9% of the total population of Franklin County was white and 10.7% was black. Only 0.4% of the population were of other ethnic heritage (*Inventing Franklin County's Future: 1995 Comprehensive Plan*, p. I-2-6). Census tract 205 was determined to have the highest representation of minorities (316) in the area surrounding Booker T. Washington National Monument. According to available census data, the median family income for Tract 205 was nearly $33,000, which is well above poverty level.

In 1990, the U.S. Bureau of Census reported that a total of 4,228 persons (10.7 percent) lived below the poverty level in Franklin County. Of these persons living in poverty, 13.4 percent were under the age of 18 and 22.7 percent were 65 years and older (*The Virginia Housing Atlas: Housing Trends and Patterns to 1990*, Virginia Center for Housing Research, Virginia Polytechnic Institute and State University, Virginia Dept. of Housing and Community Development and Virginia Housing Development Authority, June 1993).

Local Economy

As of June 1998, the civilian labor force in Franklin County was 23,695 and the local unemployment rate was 2.7%, compared with 4.7%for the national average (American Community Network, Sept. 23, 1998). Nonagricultural employment growth was 9.7%between 1990 and 1994. The major employers in Franklin County are manufacturers of apparel, wood products, textiles, and modular and mobile homes. An estimated 35.3%of Franklin County's workforce produced durable and nondurable manufactured goods (*Charting a Course for Smith Mountain Lake* p. 27). In Franklin County, 33.8%of the workers employed in manufacturing jobs worked for textile, apparel, or textile-related firms. Another 57% of employees in manufacturing jobs worked in the furniture-lumber-wood products sector (*Inventing Franklin County's Future, 1995 Comprehensive Plan*, p. II-4-2). According to *Charting a Course for Smith Mountain Lake* (Oct. 21, 1996, p. 27), the Smith Mountain Lake area may be the future site of a 150-200-acre technical business park.

Approximately 39.8%of the land in the county is devoted to agricultural production. Despite the fertile soils and abundance of surface water held in farm ponds for irrigation, the hilly terrain constrains agricultural production. Agricultural employment in Franklin County increased at a rate of 4.1% between 1980 and 1990. This is low in comparison to statewide agricultural figures, which showed a 19.2% growth rate over the same period. Of the fourteen employment categories identified by the U.S. census, agriculture is the slowest growing sector locally. (*Inventing Franklin County's Future, 1995 Comprehensive Plan*, p. II-4-1).

BOWA plays a minimal economic role within the overall regional economy. Its primary contributions are payroll and park expenditures. Smith Mountain Lake and the Blue Ridge Parkway

dominate the tourism industry in the vicinity of the park. People who come to the park often stop while they are on their way to their ultimate destination. Visits to the park are generally half-day events at the most. There are few visitor expenditure opportunities at the park, since there are no eating establishments or other concessions. At present, park visits result in few overnight stays in the area. Park staff is, however, currently working with local tourism organizations and the Chamber of Commerce to develop a role for the park as a supporting attraction within the region.

The Virginia Tourism Corporation estimates that $47.8 million in direct travel-related expenditures were generated in Franklin County in 1997. These expenditures, in turn, generated $4.9 million in payroll benefits, $1.6 million in State taxes and $1.6 million in local taxes (*Inventing Franklin County's Future, 1995 Comprehensive Plan*, p. II-4-10). An estimated 470 jobs are supported by tourism in Franklin County.

The county's comprehensive plan recognized that tourism and the county's heritage and tourism industries could be further enhanced at sites such as Booker T. Washington National Monument, Smith Mountain Lake State Park and other such sites in the area. These sites make open space, outdoor recreation and cultural attractions available to all citizens. The park actively participates in the county tourism development committee. Numerous initiatives are now underway to document and promote the heritage of the region. Rocky Mount has initiated a "Main Street" revitalization program and Franklin County has recently developed a preservation plan.

In cooperation with other attractions, such as the Blue Ridge Institute and the Blue Ridge Parkway, park staff work to help develop a heritage loop off the parkway that passes through Franklin County. Through such combined marketing efforts the park may be able to attract greater numbers of travelers from outside the region.

The Virginia Tourism Corporation published data on traveler impacts in Franklin County between 1989 and 1997. Table 3-5 illustrates the economic impacts related to the travel industry in the county. Assuming current conditions are not substantially altered, spending at the park and in the county is not expected to change.

TABLE 3-4. TRAVEL-RELATED IMPACTS, FRANKLIN COUNTY, 1989-1997

TRAVEL IMPACT	1989	1990	1991	1992	1993	1994	1995	1996	1997
Travel Spending	$23.4 mil.	$26.7 mil.	$26 mil.	$28.8 mil.	$31.8 mil.	$33.1 mil.	$33.4 mil.	$$45.8 mil.	$47.8 mil.
Percentage Change	25.6%	13.9%	-2.6%	10.7%	10.5%	3.9%	1.0%	37.3%	4.3%
Travel Payroll[1]	$3.4 mil.	$3.8 mil.	$3.5 mil.	$3.7 mil.	$4.0 mil.	$4.8 mil.	$4.9 mil.	$6.4 mil.	$6.8 mil.
Travel Employment	280	290	260	270	300	340	340	450	470
Va. Travel Taxes	$1.1 mil.	$1.3 mil.	$1.3 mil.	$1.4 mil.	$1.5 mil.	$1.6 mil.	$1.6 mil.	$2.2 mil.	$2.3 mil.
Local Travel Taxes	$3.1 mil.	$3.5 mil.	$3.4 mil.	$3.5 mil.	$3.6 mil.	$3.8 mil.	$3.8 mil.	$4.1 mil.	$4.2 mil.
Travel-related Establishments	171	200	177	203	209	210	214	226	225
Travel-related Employment	1,543	1,866	1,411	1,632	1,635	1,829	1,824	2,171	2,582

Source: Virginia Tourism Corporation, 1998.

[1]Totals rounded.

Land Use

According to the Franklin County's *Inventing Franklin County's Future: 1995 Comprehensive Plan*, the existing land use of Franklin County is divided among farmland, forestland, residential, commercial, industrial, public and semi-public and critical environmental areas (*Inventing Franklin County's Future: 1995 Comprehensive Plan*, p. II-8-1). Approximately 39.8 percent of the land in Franklin County is currently devoted to agricultural production. Most of the farmland occurs in the eastern and central sections of the county, and parcels range in size from 10 to 100 acres. The role of agriculture in the county's economy has gradually declined since the 1950s, and now manufacturing enterprises surpass agriculture in terms of total employment and

income. Tobacco continues to be the leading cash crop in the area, and dairy farming is another major area of production. Commercial forests account for 282,572 acres of land in the county, including forestland found on farms. Most of the forestland occurs in the northwestern, western and southeastern parts of the County (*Inventing Franklin County's Future: 1995 Comprehensive Plan*).

The county has developed several policies to protect farmland and to ensure its compatibility with other land uses (*Inventing Franklin County's Future: 1995 Comprehensive Plan*, p. II-10-9). Among the policies described are:

Ensuring that minimum lot sizes of new development in areas where agriculture is predominant are large enough to ensure that new residences are adequately buffered from working farmland; providing tax incentives that discourage the conversion of active agricultural land to other uses; and using flexibility in regulations to permit new development to locate on sites that minimize interference with agricultural operations that use marginally productive land and that cause a minimum loss of productive agricultural acreage.

The largest commercial centers in the county are associated with major towns or community centers. Rocky Mount, the commercial center and county seat for Franklin County, is located approximately 12 miles southwest of BOWA. Boones Mill and Ferrum have smaller but significant business and commercial centers that serve the northern and western sections of the county. Businesses in the Westlake Corner area, located less than a mile from the park's eastern boundary, include a shopping plaza, bank, a medical center, a restaurant and a number of other businesses. This area enjoys both close proximity to Smith Mountain Lake and convenient transportation access to Roanoke, Bedford and Rock Mount via Routes 122, 834, and 116. Franklin County's Comprehensive Plan acknowledges that this area, like Burnt Chimney, could continue to grow and evolve from a Rural Village area into a larger Town-sized Community Center. This development is rapidly expanding toward the park.

The character of the surrounding landscape is changing. Resort and suburban residential development is rapidly replacing farm and forest acreage in the Smith Mountain Lake area east of the park. The park is surrounded by land held by nine different owners. Although most of the land adjacent to the park is currently zoned for agricultural use, its status could change at any time. Moreover, as a zoning category in Franklin County, "agricultural use" is currently so broadly defined as to permit industrial or commercial operations that could be said to support agriculture—a not uncommon feature of older rural zoning ordinances. Currently, low-density residential development occurs by right in agriculturally zoned areas. Zoning restrictions alone cannot guarantee that use of adjacent lands will continue to be sympathetic to the setting of the park, as changes to zoning have accelerated in the region around Smith Mountain Lake. Presently, there is no mechanism in place to anticipate and address potential changes in land use, although the Western Virginia Land Conservancy is available to work with owners on a voluntary basis.

The park's 1998 Viewshed Study provides important planning information. to assist the park and adjacent lands in the future. This study united information gathered from aerial surveys of the park and adjacent lands with topographical data to create a computerized system of coordinates that can be used to model potential development plans and assess their impact on important views from the park. This study also presents an assessment of current zoning regulations and land use patterns and identifies worst-case scenarios from six important views within the park. Views identified as important include those from the former Booker T. Washington Elementary School; from the front and back of the visitor center; from the cabin area; from a point near the Burroughs Cemetery; and along Route 122 at the entrance.

Regional Transportation

Until recent years, BOWA existed in relative isolation. Its distance from major highways and urban centers put it at a disadvantage for attracting visitors. Today, the Roanoke/Blue Ridge Parkway area continues to grow in popularity as a tourism destination. The Roanoke Airport, Interstate 81, and the Parkway provide a transportation infrastructure that support this trend. Considered along with the development around Smith Mountain Lake to the east, it is clear that the park is no longer isolated—a fact that presents both challenges and opportunities.

U.S. Route 220, a four-lane divided highway, is the single federal primary route in Franklin County and serves as a major industrial transportation route connecting I-81, I-40, and I-85. It divides the county in half and connects Roanoke, Franklin, and Henry counties. Presently under consideration is the development of a portion of new interstate route 73 from Detroit, MI to Charleston, SC, which would cross Franklin County, likely using some portion of the 220 corridor.

In 1991, Congress identified Interstate 73 (I-73) as a high priority corridor in the Intermodal Surface Transportation Act (ISTEA). In Virginia, the proposed corridor is 5 to 7 miles wide and generally follows Route 460 from West Virginia through Giles and Montgomery Counties, where it connects the Smart Road to Interstate 81 and 581 to U.S. Route 220 through the City of Roanoke, and south through Franklin and Henry Counties (*I-73 Location Study Steps to Success*, VDOT).

Interstate 73 may ultimately be constructed through central Franklin County within ten miles of BOWA. Four conceptual corridors are currently under study by VDOT. If selected, the new I-73 corridor would provide Franklin County with its first direct access to the U.S. interstate system (*Inventing Franklin County's Future: 1995 Comprehensive Plan*, p. II-5-1). The new I-73 corridor would include full access control, and would be planned for four, six, or eight lanes, as appropriate (*Future I-73 News*, Vol. 1, No. 2, May 1998, p. 5).

VDOT develops six-year improvement programs for interstate, primary, urban and secondary highways. The revised six-year improvement program (fiscal years 1998-99 through 2003-2004) does not identify any improvements to Route 122 in the vicinity of the park. Proposed upgrades to the park entrance by NPS or the county would need to be coordinated with the Permits and Subdivision Specialist with the Virginia Department of Transportation, Rocky Mount Residency in Rocky Mount, Virginia (VDOT Rocky Mount Residency, D.K. Beatty letter, dated 11/28/98)

Booker T. Washington
NATIONAL MONUMENT

Draft General Management Plan / Environmental Impact Statement

Chapter Four

ENVIRONMENTAL IMPACTS

Chapter Four: Environmental Impacts

IMPACT CATEGORIES

Chapter Four evaluates the potential environmental impacts of the alternatives described in Chapter Two that are based on the affected environment described in Chapter Three. The following impact categories have been evaluated for each alternative. These impact categories were determined by *NPS-12* (National Environmental Policy Act Guidelines, 1997) and through observation of potentially affected resources on and adjacent to BOWA:

- Land and Resources
- Cultural Resources: Above-Ground Resources, Archeological Resources, Cultural Landscape, and Collections
- Park Land Management: Agriculture, Woodland, and Open Space
- Endangered and Threatened Species
- Ecologically Critical Areas
- Biotic Communities
- Air Quality
- Water Quality
- Wetlands, Floodplains, and Soils
- Carrying Capacity
- Boundary
- Interpretation and Visitor Experience
- Interpretive Program: Interpretive Focus, Orientation and Exhibits, Educational Programs, Research, and Living History
- Visual and Aesthetic Impacts: Park Setting, Viewshed Protection, Regional Land Use Patterns
- Facilities, Visitor Use, and Operations
- Facilities: Visitor Center, Former School, Circulation, and Parking
- Construction
- Energy Requirements
- Recreational Use
- Trails and Picnic Area
- Public Health and Safety: Solid and Hazardous Wastes

- Accessibility
- Regional Transportation
- Staff Levels
- Partnerships
- Volunteers, Cooperative Agreements, Viewshed Protection, Outside Expertise, and Community Initiatives
- Socio-Economic Conditions
- Environmental Justice
- Economic Impacts: Local Economy, Tourism
- Unavoidable Adverse Impacts
- Irreversible and Irretrievable Commitments of Resources
- Cumulative Impacts
- Summary of Impacts

Following this summary and a discussion of methodology is a matrix that describes impacts to land and resources; interpretation and visitor experience; facilities, visitor use, and park operations; partnerships, and socio-economic conditions for each alternative. At the end of the matrix, unavoidable adverse effects, irreversible and irretrievable commitments of resources, and cumulative impacts are addressed.

MAJOR IMPACTS ASSOCIATED WITH ALTERNATIVE A

- facility overcrowding during group visits and peak periods of visitation; and
- threats to cultural and natural resources and the park setting due to development pressure on adjacent lands

IMPACTS ASSOCIATED WITH THE ACTION ALTERNATIVES

The action alternatives propose a range of undertakings to address the park's mission and management 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.

Undertaking any new activity within the park could result in an associated impact. Summarized below are the impacts for the action alternatives, which are organized according to their anticipated level of impact–major, minor, or minimal.

Major impacts of the Action Alternatives

Cultural Resource Management

Each of the action alternatives proposes to undertake a range of actions to increase the protection of significant park 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.

Ongoing investigation of archeological resources is recommended in alternatives C and D. While such an undertaking would result in localized disturbances to archeological deposits within the park, it is anticipated that the interpretive value of the findings would offset associated impacts.

Alternatives C and D recommend ongoing investigations into the character of the site's cultural landscape and related ethnographic resources and incorporating those findings into the interpretive program.

All alternatives recommend revisions to the collections policy. Each recommends that the scope of collections be reviewed and updated; that objects outside the scope of collections be deaccessioned according to standard curatorial practices; and that provision for adequate collections storage be made. In addition, Alternative A recommends limiting future acquisitions, while Alternatives C and D recommend expanding the collection to include additional items for research and display purposes.

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 seven acres of Washington's birth site is proposed in Alternatives C and D. Securing a measure of viewshed protection for the northeast quadrant of the park would have 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.

Permanent impacts would include potential loss of archeological resources resulting from ground-disturbing activities and relocation of certain wildlife species to other locations inside or outside the park due to selective clearing of vegetation and expansion of the trail system. No threatened or endangered species have been identified to date within the park. Before initiating any ground-disturbing activity, the park would consult with Virginia SHPO and appropriate state wildlife agencies to determine whether the proposed activities would represent an adverse affect on those resources and to determine appropriate levels of documentation and mitigation.

Minor impacts of the Action Alternatives

The following activities would result in minor impacts to existing conditions within the park.

Biotic Communities

Natural resources in the park would continue to be protected, and inventories would be further developed. Construction and trail development may result in the relocation of certain species to different areas of the park or adjacent lands. This would only be a minor impact, since sufficient habitat is available nearby.

Public Health and Safety

Safety issues addressed by all action alternatives include traffic safety improvements at the park entrance, provisions for a bus drop-off, and separation of maintenance functions from office and visitor spaces. These are all positive impacts.

Accessibility

Proposed construction in all action alternatives will be ADA-compliant. This would result in a positive impact on the visitor experience.

Staffing

All alternatives propose moderate staffing increases in order to carry out an expanded interpretive program and maintain added infrastructure, such as trails, waysides, and expanded facilities. This would have a positive impact on the visitor experience and resource conditions.

Partnerships

Cultivation of relationships with institutions that share common interests with BOWA is recommended by all action alternatives in order to diversify interpretive perspectives; sustain an expanded schedule of educational offerings; and protect the rural setting of the park.

Local Economy

Increased staffing and visitor expenditures would benefit the local economy. Its potential impact in relation to the size of the local economy, would constitute a minor positive impact.

Environmental Justice

None of the alternatives would adversely affect human health or economic or social conditions in minority or low-income communities. Increased educational programming, particularly for school groups, would result in a minor positive impact.

No impact or minimal impacts of the Action Alternatives

Actions proposed by Alternatives B, C, and D would minimally affect the following impact topics.

Land Use Management

Current land use policies would remain in place under all alternatives. Mowing and agricultural activities would preserve park open space, and natural processes would function in the woodlands. No impact is anticipated.

Threatened and Endangered Species

None have been identified in the park thus far, and thorough biological inventories would be carried out prior to any construction activity. Consultation with commonwealth of Virginia wildlife agencies is ongoing.

Ecologically Critical Areas

The four identified areas near the park are not adjacent to it and would not be affected by proposed actions.

Air Quality

Franklin County is an attainment area for all pollutants. Proposed activities would not affect that condition.

Water Quality

Water quality in the park is impacted by upstream conditions, and by working with local officials, some minor positive results may occur. With proper mitigation, construction impacts on long-term water quality conditions would be minimal.

Floodplains and Wetlands

Relocation of washed-out sections of the Jack-O-Lantern Branch Trail away from Gills Creek may impact some localized wetlands, but long term impacts would be minimal.

Energy Requirements

Sufficient energy resources are available to support construction activities and sustain expanded operations. There would be no impact.

Recreation, Trails, and Picnic Area

The policy of encouraging passive recreation in the park is retained in all action alternatives. All alternatives expand trail access and maintain a picnic area. No impacts are anticipated.

Regional Transportation

Greater visitation may increase the number of vehicles entering the park by an additional 14-28 cars per day. In comparison with anticipated increases related to construction of the I-73 corridor in the vicinity of the park, these increases would have a minimal impact.

METHODOLOGY

Land and Resources

Cultural resources were evaluated after consulting with the Virginia State Historic Preservation Office (SHPO) and reviewing the National Register of Historic Places listings and List of Classified Structures entries for the park. Resource issues outlined in the *1996 Statement for Management* were also taken into consideration. The findings of the *1998 Archeological Overview and Assessment* informed the analysis of below-ground resources, and the *1995 Collections Management Plan and Scope of Collections Statement* provided information on the status of collections in the park. Potential partners and individuals traditionally associated with the site, such as alumni of the Booker T. Washington elementary school, participated in GMP public workshops. They provided insight regarding the treatment of BOWA's ethnographic resources. Prior to undertaking any actions affecting ethnographic resources, such as the school, consultation will be undertaken with these traditionally associated groups.

Information on natural resources in the park is incomplete. The sources that proved most helpful in evaluating natural resource issues include the following:

- *1997 Baseline Water Quality Data, Inventory and Analysis, BOWA*
- *Federal Emergency Management Agency (FEMA) Flood Insurance Map*
- Field review of the site with a representative of Environmental Management Collaborative (some fragmented wetlands were identified)
- *1990 National Wetlands Inventory (NWI) Map* for BOWA (no wetlands were indicated)
- Coordination with the Virginia Department of Conservation and Recreation, Division of Natural Heritage, and the U.S. Fish and Wildlife Service, Virginia Field Office (determined that there are three federally listed endangered species in Franklin County—none have been identified in the park to date)
- *Inventing Franklin County's Future, 1995 Comprehensive Plan* and *Charting A Course for Smith Mountain Lake* (two recent regional planning documents)
- *Booker T. Washington National Monument Resource Management Plan*
- *1978 Soil and Water Conservation Plan* for Booker T. Washington National Monument
- Consultation with Dave Jennings, Conservation Specialist, Commonwealth of Virginia Soil and Water Conservation District, Rocky Mount, VA (determined that no lands within BOWA were categorized as prime or unique farmland)
- *1998 Viewshed Study for the Booker T. Washington National Monument*

Carrying capacity is measured by the NPS to ensure that the integrity of cultural and natural resources is not adversely impacted by visitors, and that the quality of the visitor experience is not diminished by overcrowding or inappropriate uses. Past and current visitor use patterns, historic attendance levels, and resource protection considerations described by park staff informed the impacts analysis for carrying capacity within the park.

Interpretation and Visitor Experience

Past interpretive and administrative planning documents provided background on changes to the visitor experience over

time. Anticipated impacts on the visitor experience were analyzed with respect to information gathered during a *1995 Visitor Use Survey* prepared for the park by the University of Idaho. The study looked at visitor use patterns and preferences. Additional information on the park's potential to offer an enhanced visitor experience was gathered during consultation with park staff, interested members of the public, local educators, and subject-area specialists. This information was generated during a series of public meetings, workshops, and informal meetings held during the course of the GMP process.

Facilities, Visitor Use, and Operations

In consultation with park staff, facility carrying capacity concerns were determined and safety hazards within the park identified. The park's *1998 Resource Management Plan* was also reviewed. The park's position management plan identified current and near-term projected staffing needs for each division of the park. New employees would be required under all action alternatives, because of new program and facility management needs.

Partnerships

Analysis of partnership impacts was based upon discussions with park staff regarding current partnerships and their goals for future partnerships. The GMP planning team conducted telephone interviews with sites that have missions related to those of BOWA during May and June of 1997. The goal of these interviews was to gather information about current approaches to the interpretation of African American history at National Park Service sites and determine what potential thematic ties these sites may have with BOWA. Fifteen NPS sites were contacted, as well as approximately thirty non-NPS organizations. These organizations were identified as taking leading roles in the interpretation of such topics as Virginia plantation culture, African American history, and civil rights.

Socio-Economic Conditions

Two major planning documents provided information on socio-economic conditions within Franklin County: *Inventing Franklin County's Future, 1995 Comprehensive Plan* and *Charting A Course for Smith Mountain Lake*. These two plans provided data on the local economy, demographics, land use and traffic issues, and regional air and water quality. Supplementary demographic data was also collected from the American Community Network and the West Piedmont Planning District Commission which provided 1990 U.S. Bureau of Census data. These sources provided information on low-income and minority communities in the vicinity of BOWA.

The methodology for assessing potential economic impacts involved projections for park-wide visitation based on historical trends and an assessment of the probable impact of each GMP alternative on the visitor market. Based on the proposed visitor experience, estimates were made regarding visitor length of stay and anticipated visitor expenditures within and outside of the park. A 1995 Visitor Use Survey conducted by the University of Idaho, supplemented by visitation statistics from 1986-1997, provided information used to estimate group size, expenditures per person, and time spent at the park. The Virginia Tourism Corporation and the U.S. Travel Data Center provided baseline data on current levels of tourism in Franklin County and the contributions of tourism-related industries to the local economy.

The analysis of traffic conditions was based upon data gathered from the Rocky Mount Residency of the Virginia Department of Transportation and NPS annual visitation levels. Information on visitor use of the park was obtained from the *1995 Visitor Use Survey* and from discussions with rangers. Publications by the I-73 Location Study Team provided additional information on the analysis being carried out for the I-73 corridor, which is anticipated to pass through Franklin County in the vicinity of the BOWA.

TABLE 4-1. COMPARATIVE IMPACTS SUMMARY

The following matrix presents potential impacts for each resource category that was found to require further analysis. Dark borders create boxes around each category, and all potential impacts for that category are contained within the box. Legislation relevant to these categories can be found in Chapter Three. The column to the right describes the impacts of Alternative A, the baseline for comparing the impacts of the three action alternatives (Alternatives B, C, and D). Impact information is presented as a comparative matrix. Individual actions are contained within one column and apply to a single alternative. Common actions extend across more than one column, with impacts shared among several alternatives.

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Cultural Resources	Continued protection of the park's resources from vandalism would result in no impact on historic resources.			
Structures	Continued preservation and maintenance of all structures would result in no impacts.	Continued routine maintenance, repairs, and preservation would result in no impact to structures. Removal of maintenance functions from the former school would be a positive impact on that resource. Preparation of a National Register nomination for the former school in 2004 (when it becomes eligible) would be a moderate positive impact. Preparation of a Historic Resource Survey (HRS) and/or a Historic Structure Report (HSR) for the former school would be a positive impact that would help guide the full or partial rehabilitation activities proposed by the action alternatives.		
		Rehabilitation of the entire former school as the primary visitor center would result in a moderate positive impact on site interpretation. Selected elements would be restored to their 1950s appearance in support of the interpretive program. Restoration efforts would be a positive impact on the resource. *Proposed Mitigation:* A HRS or HSR would be prepared prior to undertaking any activity related to the rehabilitation.	Using available documentation and first hand accounts, a portion of the former school would be restored to its 1950s appearance. The remainder of the building would continue to be used as administrative space. Restoration activities would constitute a positive impact on the resource.	Rehabilitation of the entire former school as the primary visitor center would result in a moderate positive impact on the site interpretation. Selected elements would be restored to their 1950s appearance in support of the interpretive program. Restoration efforts would be a positive impact on the resource. Restoration activities at the school would commence following the construction of a new administrative/maintenance facility. *Proposed Mitigation:* A HRS or HSR would be prepared prior to undertaking any activity related to the rehabilitation.

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Sites	Preserving archeological sites in situ would result in no impacts. No ground disturbance or construction activities would occur, which would result in no impacts.	Construction activities and associated ground disturbances would result in moderate to major impacts to potential archeological deposits in localized areas. *Proposed Mitigation*: Before undertaking any ground-disturbing activity, the NPS would prepare Determinations of Eligibility and consult with the State Historic Preservation Office as to appropriate levels of documentation and mitigation. Archeological investigations would be conducted in an effort to ascertain historic circulation patterns on the site. To the degree possible, new interpretive trails would be sited in relation to these historic paths.	In addition, ongoing archeological investigations would be carried out as part of a comprehensive program to understand the park's cultural landscape. Archeological activities would be carried out throughout the site and incorporated as a prominent part of the interpretive program. Such investigations would pose a moderate to major impact on archeological deposits. Limited cultural landscape features could be "ghosted," marked, or reintroduced if substantial and compelling evidence were to be uncovered during the archeological work or related research. *Proposed Mitigation*: Before undertaking any ground-disturbing activity for construction or investigative purposes, the NPS would prepare a Determination of Eligibility and consult with the State Historic Preservation Office as to appropriate levels of documentation and mitigation. Reintroduction of cultural landscape features would only be carried out if substantial evidence is found and such activity would significantly enhance visitors' understanding and appreciation of the site.	
Landscapes				The current visitor center would be demolished following the completion of the administrative and maintenance facility and rehabilitation of the former school as the visitor center. The Mission '66-era building is not listed in the National Register or the LCS. It is not considered a cultural resource. Consequently, demolition activities would not be constitute a negative impact on the park's cultural resources. *Proposed Mitigation:* Ground disturbing activity would be mitigated in consultation with the SHPO. The area now occupied by the visitor center, parking lot, and entrance road would be naturalized in a manner determined appropriate to the cultural landscape of the site.

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Objects	Continuation of inappropriate collections storage would result in a moderate negative impact. *Proposed Mitigation:* None.	Creating adequate curatorial storage and display environments for the park's artifacts would be a moderate positive impact.		
		Development of an updated collections policy, which links acquisitions and deaccessions more closely to the interpretive program, would result in a moderate positive impact. Acquisition would be undertaken only in limited circumstances, since the park's policy would be to minimize curatorial responsibilities. Provisions for proper curatorial storage and display of a limited number of artifacts in the new visitor center and administrative and maintenance facility would result in a moderate positive impact on park collections.	Development of an updated collections policy, which links acquisitions and deaccessions more closely to the interpretive program, would result in a moderate positive impact. Acquisition of materials that fall within the revised scope of collections is encouraged for display and research purposes.	
			Provisions for proper curatorial storage and display of archeological artifacts in the expanded visitor center and administrative and maintenance facility would result in a moderate positive impact on park collections.	Provisions for proper curatorial storage and display of archeological artifacts in the new visitor center and administrative and maintenance facility would result in a moderate positive impact on park collections.
Ethnographic Resources	No policy changes are proposed for ethnographic resources.	Use of ethnographic research to develop the *Life Walk* would be a positive impact.	Ongoing ethnographic research used to inform management and site interpretation issues would be a positive impact.	
Land Management	No provisions for land acquisition or buffer zones are proposed. Continued encroachment by development around West Lake Corner could diminish the character of the site if adjacent land were to be developed in a manner that is not sympathetic to the purposes of the park. *Proposed Mitigation:* The park would continue working with local officials to protect the character of the site through zoning, setbacks, signage and site design regulations and through open space preservation programs and landscaping.	No provisions for land acquisition or buffer zones are proposed in this alternative. Continued encroachment by development around West Lake Corner could diminish the character of the site if adjacent land were to be developed in a manner that is not sympathetic to the purposes of the park. *Proposed Mitigation:* The park would continue working with local officials to protect the character of the site through zoning, setbacks, signage and site design regulations and through the application of open space preservation programs and landscaping.	Provisions would be made to acquire the 15-acre parcel adjacent in the northeast corner of the park, which contains the remaining 7 acres of Washington's birth place. This acquisition would preserve a historically significant resource and ensure that the use of that property would be compatible with the purposes of the park. Such an acquisition would be a positive impact on land use in and around the park.	

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Land Management, continued	No proposed actions would alter current management policies towards land use in the park. Patterns of vegetation, including forested areas and open space, would continue to be maintained by agricultural lease, mowing, and natural processes in the woodland. No adverse impacts would result from these actions.	Patterns of forest and vegetation would continue to be maintained by agricultural lease, mowing, and natural processes in the woodland. This would not cause any impacts. Natural vegetative screening would be introduced as needed in certain sections of the park to address intrusions on its viewshed. The introduction of vegetation would impact the appearance of the park in those areas. *Proposed Mitigation:* Vegetation would be selected based on its appropriateness to the cultural landscape of the park. Construction of facilities proposed in all action alternatives would have the potential to moderately impact land use in localized areas of the park. *Proposed Mitigation:* Facilities would be sited to minimize clearing of woodland and to maintain open vistas where present. Efforts would be made to retain existing land uses, including agricultural leases, to the greatest extent possible.			
Endangered and Threatened Species	No activity is proposed that would disturb wildlife habitat within the park. Of the three listed species occurring in Franklin County, none have yet been found within the park. Consultation under Section 7 is ongoing. *Proposed Mitigation*: Conduct natural resource inventory, including endangered and threatened species survey on park. If such species are found within the park in the future, consultation with state and federal agencies would be carried out as appropriate.	Selective clearing related to the construction of new trails, roads, parking, or buildings would have the potential to pose a moderate negative impact to wildlife habitat within localized areas of the park. *Proposed Mitigation:* Although no threatened or endangered species have been found within the park to date, biological surveys would be conducted to ensure that no listed species would be affected prior to any construction-related activity. If such species are found within the park in the future, consultation with state and federal agencies would be carried out as appropriate. Refer to *Proposed Construction* to review extent of proposed activity.		
Boundary	No addition of land to the park to is proposed in this alternative. The park would not seek legislative changes that would allow expansion of the boundary. There is a high probability that land adjacent to the park would be developed during the life span of this GMP. This would represent a major negative impact to the 15-acre parcel of land that contains the remaining acreage of the Burroughs Plantation that is now in private ownership.	As in Alternative A, this alternative does not propose additions of land to the park. The park would not seek legislative changes that would allow expansion of the boundary. There is a high probability that land adjacent to the park would be developed during the life span of this GMP. This would represent a major negative impact to the 15-acre parcel of land that contains the remaining acreage of the Burroughs Plantation that is now in private ownership.	Alternatives C and D recommend the acquisition of the 15-acre parcel of land adjacent to the park, which contains the remaining 7 acres of land that are historically associated with Washington's birth site. Acquisition of this land by the park would protect and preserve a historic resource that contributes to the significance of the site. It would also provide a visual buffer from encroaching development along the northern border of the park. This would be a major positive impact on resource protection and visitor experience.	

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Park Setting and Viewshed	No actions that would impact the park's setting are proposed by the NPS. No provisions for land acquisition or buffer zones are proposed. Continued encroachment by development around West Lake Corner could diminish the character of the site and its viewshed if adjacent land were to be developed in a manner that is not sympathetic to the purposes of the park. *Proposed Mitigation:* The park would continue working with local officials to protect the character of the site through zoning, setbacks, signage and site design regulations and through the application of open space preservation programs and landscaping.	Introduction of new structures and removal of such vegetation as may be required by construction would result in moderate to major impacts to the visual and aesthetic values of localized areas within the park. Activities specific to each alternative are described in the *Proposed Construction* section. *Proposed Mitigation:* Any new facility would be sited so that impacts to natural resources are minimized. Appropriate design and landscaping techniques would be used to reduce visual intrusiveness. Encroachment by development extending from West Lake Corner would have the potential to impact the visual and aesthetic values of the park and the park's character and cultural landscape values. *Proposed Mitigation*: Park would increase efforts to work with local officials to protect the park through zoning, setbacks, signage and site design regulations and through the application of open space preservation programs and landscaping. Vegetative buffers may be added if additional viewshed protection is required.			
Biotic Communities	All natural resources would continue to be preserved, protected, and managed in accordance with current policies. No adverse resource conditions are known to exist at present with respect to biotic communities. The natural resource baseline inventory of the park would be further developed. Neither of these actions would result in a negative impact to biotic communities within the park.	Expansion of natural resource inventory programs, increased monitoring, and determination of thresholds for action would result in a moderate positive impact to biotic communities. Development of a fire safety program for the park would result in a moderate positive impact. The addition of new trail segments in each of the action alternatives would introduce a human presence into new areas of the park on a regular basis, which could disrupt current wildlife activity within those areas. Any negative impact would be minor. At its highest, visitation is anticipated to be no more than 20,000 additional visitors annually (double current visitation). This would amount to an average of 50-60 additional visitors daily, spread over 224 acres. *Proposed Mitigation:* Using proposed baseline inventories, wildlife would be monitored. If sensitive species are found to be negatively impacted by human presence along the park's trails, circulation routes will be adjusted to accommodate them. Since such species have not been found within the park as of this date, the occurrence of such an impact has a low probability.			

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Biotic Communities, continued		Selective clearing related to the construction of new trails, roads, parking areas, or buildings would have the potential to pose a minor negative impact to wildlife habitat within localized areas of the park in all action alternatives. *Proposed Mitigation:* Inventories would be conducted to ensure that biotic communities would not be unduly affected by construction activities. Wherever possible, construction would be designed to fit the existing landscape. Buildings and trails would be sited in areas that minimize the amount of clearing required. Amounts of proposed construction vary by alternative (see *Proposed Construction*). It is anticipated that the greatest amount of construction would necessitate the clearing of not more than five acres of woodland. This represents 3% of the 153-acres (approximate) of woodland now in the park. Substantial habitat within and outside the park boundary are available to wildlife specifies found within the project area. It is anticipated that these species would be able to adjust readily to this minor loss of habitat.		
Air Quality	Franklin County is an attainment area. Monitoring of air pollutants would be undertaken. No actions are proposed that would result in an impact to the local or regional air quality.	Cooperation with local officials to protect local air quality would result in a minor positive impact. Monitoring air pollutants would be undertaken, which would benefit resource protection efforts. This would be a minor positive impact.		
Water Quality	Maintenance of current management practices would not result in any impact to local or regional water quality. Regular monitoring of water quality would continue to be undertaken.	Cooperation with local officials to protect local water quality would result in a minor positive impact. Relocation of eroded segments of the Jack-O-Lantern Branch Trail would result in a minor positive impact on water quality within the park. Managing pastures to minimize potential for soil erosion would be a minor positive impact on water quality.		
Wetlands, Floodplains & Soils	No construction activities are proposed, therefore, no impacts to wetlands or floodplains are anticipated. Portions of the Jack-O-Lantern Branch Trail that are washed out by Gills Creek would	Relocation of eroded portions of the Jack-O-Lantern Branch Trail away from Gills Creek is proposed by each action alternative. Such activity would occur within the designated 100-year floodplain and could impact some fragmented wetlands seen in field review of the area. *Proposed Mitigation:* Stabilize affected stream banks to mitigate effects of soil erosion on water quality. Provide vegetative cover and/or structural stream bank protection. Any new trail construction would be designed to avoid wetland areas.		

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Carrying Capacity	Based upon current knowledge of resource conditions, present levels of visitor use do not negatively impact resources within the park. Visitor use levels are expected to remain stable. Consequently, carrying capacity with respect to resource protection is not an issue for Alternative A. Carrying capacity is an issue with respect to visitor use of existing facilities. The current visitor center is too small to adequately accommodate visits by school groups and walk-in visitors. Overcrowding negatively impacts the visitor experience. Parking is often inadequate during peak visitation periods. *Proposed Mitigation:* None.	Moderate increases in visitor use are projected for all action alternatives. At its highest, visitation is anticipated to be no more than 20,000 additional visitors annually (double current visitation). This would amount to an average of 50-60 additional visitors daily. Expansion of visitor facilities, including interpretive space, program space, and parking, which are proposed in each of the action alternatives, would address current visitor use carrying capacity issues. At present existing facilities are overburdened during visits by groups. Overcrowding is a problem indoors; however, outdoor experiences such as walking the trails and touring the cabin area are not problematic. By remedying this situation, each of the action alternatives would have a positive impact on carry capacity with respect to visitor use of facilities. Increased access to trails and interpretive spaces would distribute visitors more widely throughout the site than at present. This would reduce the likelihood that undue pressure would be placed on resources in any given area. Consequently, no adverse impacts on resource protection related to carrying capacity are anticipated.		
		The visitor center capacity would be designed to accommodate up to 70 people, based on projections for highest periods of visitation use –summer weekends. The current visitor center accommodates 60 people. The parking lot would be expanded from 25 car spaces and 2 bus spaces to 35 car spaces and 3 bus spaces. To accommodate increased parking demands.	The visitor center capacity would be designed to accommodate up to 90 people, based on projections for highest periods of visitation use –summer weekends. The current visitor center accommodates 60 people. The parking lot would be expanded from 25 car spaces and 2 bus spaces to 40 car spaces and 3 bus spaces. To accommodate increased parking demands.	
Interpretive Program	Considered within the context of the site's interpretive potential, continuation of the current schedule of tours and programs with no increase in support to expand interpretive content or enhance media would be a negative impact on the visitor experience. *Proposed Mitigation:* None.	Enhancements to the interpretive program as proposed by each action alternative would assist visitors in understanding the complexities of Washington's life. This would aid in fulfilling the park's mission and result in a positive impact on the visitor experience.		
		The interpretive focus of the site is broadened to include all of Washington's life, as well as his legacy. This would be a positive impact on interpretation at the park. Development of the site as a nationally-recognized memorial to Booker T. Washington would further the legislated purpose of the park and raise public awareness of the site at all levels. This would be a positive impact.	Understanding and interpreting the site as a cultural landscape would be emphasized. Exhibits and other interpretive media would be used to show how the landscape illustrates themes relating to various periods of the site's use, and to explore issues associated with those periods—the plantation era, Jim Crow era, memorial era, and the era of NPS management. Research and investigative activities would result in an enhanced appreciation of the site and its resources. This would be a positive impact on resource protection and the visitor experience.	

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Orientation and Exhibits	Space constraints limit the amount of interpretive information and the types of interpretive media that can be used in the visitor center. This presents a moderate negative impact on the visitor experience. *Proposed Mitigation:* None. Continued use of the former school for maintenance and office space constrains its ability to be interpreted for the public. This presents a moderate negative impact. *Proposed Mitigation:* None.	Enhancements to the interpretive program as proposed by each action alternative would assist visitors in understanding the complexities of Washington's life. This would aid in fulfilling the park's mission and result in a positive impact on the visitor experience. Provisions for an expanded exhibit and library area would create a flexible forum for the presentation and examination of interpretive issues in further detail than is possible given present facilities. This would be a major positive impact.	Substantial expansion of the current visitor center would address current facility carrying capacity issues. The added space would allow for the expansion of exhibits, the introduction of interactive interpretive technology, and a dedicated program space for school groups. Such an expansion would result in a major positive impact on the visitor experience. Rehabilitation of one classroom of the school for interpretation and educational programs would also result in a small increase in public indoor space and would capitalize on the building's interpretive potential.	Conversion of the school into the visitor center would result in a moderate increase in the amount of exhibit and program space currently available. This would be a positive impact. Removal of the current visitor center would; however, result in a reduced amount of indoor public space than proposed in Alternative B, which retains the visitor center; or Alternative C, which includes interpretive space in the expanded visitor center and the school.
Educatipnal Programs	No changes would be made in the provision of on-site and off-site educational programs. Opportunities for program development and implementation would be restricted by staff availability. Within the context of the site's significant educational potential, this poses a moderate negative impact to the visitor experience. *Proposed Mitigation:* None.	Educational programs would continue at current levels; no impact is anticipated.	Staff increases would allow for the significant expansion of research activities and educational programs in the park. Programs would incorporate the findings of archeological investigations and documentary sources. Through collaboration with partnering institutions (both NPS and non-NPS), the park would be able to diversify its exhibit and program offerings. Such improvements would be a positive impact on the visitor experience.	
Research	Limitations on research and investigation into the site's cultural landscape due to funding constraints would result in a minor negative impact to site interpretation. *Proposed Mitigation:* Park would continue to use other budget mechanisms to obtain documentary and archaeological of the site, and to gain further knowledge of the park's cultural resources.	Research activities would be undertaken to inform the development of the *Life Walk* and in the creation of the digital library. Such efforts would result in a better understanding of available data on Washington and open new lines of inquiry for the interpretive program. This would be a positive impact.	Significant expansion of research activity on both Washington and the site would be a positive impact.	

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Living History Program	Living history would continue to serve as a supplementary interpretive tool for special programs and events. Continuation of this policy would not impact the visitor experience. Farm animals would continue to reside in the park as features in the agricultural setting.	Living history would be discontinued as an interpretive tool. This would be a minor negative impact to audiences that favor that form of media. Through attrition, the practice of maintaining farm animals on site would be discontinued. This would be a minor negative impact to audiences that enjoy the presence of the animals. *Proposed Mitigation:* New interpretive experiences, such an interactive technology and self-guided tours of the *Life Walk* would address interpretive topics in the park.	Living history would continue to serve as a supplementary interpretive tool for special programs and events. Continuation of this policy would not impact the visitor experience. Adhering to the park's current policy, farm animals would continue to reside in the park as part of the agricultural setting. Better integration of the animals into the interpretive program would be a positive impact.	
Visitor Center	Constraints due to inadequate space in the visitor center when groups are present pose a moderate negative impact on the visitor experience. Limited exhibit space and the inflexibility of the auditorium for educational program use are other drawbacks of the existing facility. *Proposed Mitigation:* None.	All action alternatives propose some form of facility improvements to remedy the situation of overcrowding in the exhibit area and restrooms during group visits and limited opportunities for fully developing interpretive programs that require more than the limited lobby space now available. Although approaches to these improvements differ, each would result in a major positive impact on park facilities, visitor use, and operations.		
		Adaptive reuse of the visitor center as a digital library would substantially increase exhibit and interpretive space and enable the use of computer interactive technology. Having two indoor interpretive areas would help reduce current overcrowding during group visits. This would constitute a positive impact.	Substantial expansion of the visitor center would address current facility carrying capacity issues, enabling groups to be accommodated with minimal impact on walk-in visitors. Additional exhibit and program space would be provided, which would support the expansion of the interpretive program. This would be a positive impact.	Removal of the visitor center, parking lot, and entrance road is proposed in this alternative. The area would then be re-vegetated in a manner consistent with the character of the park's cultural landscape. Demolition would occur following the construction of a new administrative and maintenance facility and rehabilitation of the school as the new visitor center. This action would result in a major impact on the appearance of the cabin area. However, since the building is a modern intrusion, its removal would not constitute a negative impact.
Former School	Continued use of the former school for maintenance and office space constrains its ability to be interpreted for the public. This presents a moderate negative impact. *Proposed Mitigation*: None.	All action alternatives would provide some level of public access to the former school, which would be incorporated into the interpretive program. This type of use is appropriate to the significance of the structure and would be a moderate positive impact.		

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Former School, continued		Rehabilitation of the entire former school with restoration of key elements to their 1950s appearance would transform the building into the primary visitor center. This would significantly enhance the interpretive potential of the building, which is closely linked to the issues of race relations, civil rights, and education. Construction of a new administrative and maintenance facility would consolidate park operation functions in one area, increasing operational efficiency. It would make the school available for interpretation. It would also address health and safety considerations of having maintenance activities in too close proximity to office space.	Rehabilitation and interpretation of a portion of the former school for would increase public access to an historic resource and provide additional opportunities for educational programs. Construction of a new maintenance facility would address safety issues and allow the school to be opened to the public on a regular basis. It would also address health considerations of having maintenance activities too close to office space. Relocation of the maintenance yard would remove a substantial visual intrusion from the school area, enabling the building to be better appreciated as a historic resource.	Rehabilitation of the entire former school with restoration of key elements to their 1950s appearance would transform the building into the primary visitor center. This would significantly enhance the interpretive potential of the building, which is closely linked to the issues of race and education. Construction of a new administrative and maintenance facility would consolidate park operation functions in one area, increasing operational efficiency. It would make the school available for interpretation. It would also address health and safety considerations of having maintenance activities in too close proximity to office space. These are all positive impacts.
Administrative and Maintenance Space	Operational efficiency is hampered by inadequate office and storage space.	Increases in office, storage and maintenance space proposed by each action alternative would enhance operational efficiency and result in a moderate positive impact.		
Circulation and Parking	No changes to park access or circulation would occur. Visitor use levels and related traffic levels would remain stable. No impact on regional transportation is anticipated. No changes are proposed to either internal circulation or parking. Automobile safety remains a concern at the park entrance due to increasing traffic and limited site distances along Route 122. Inadequate parking during peak periods of visitation, group tours, and special events poses a minor negative impact. *Proposed Mitigation:* None.	All action alternatives propose improving the safety of entering the park using signage and design strategies. Such improvements represent a positive impact on visitor use. All action alternatives propose upgrading the parking lot to accommodate more cars during high visitation periods; better bus off-loading; and improved accommodations for over-sized vehicles (RVs, etc.). Design strategies differ, but the overall impact would be a moderate positive impact. Moderate increases in visitation are expected for each of the action alternatives. If visitation were to reach anticipated levels, it would result a .25 percent increase over existing traffic levels on U.S. Route 122. This represents a minor negative impact. Proposed construction of I-73 in the vicinity of the park poses an impact that would eclipse any action the park might undertake. *Proposed Mitigation:* Consultation with Virginia DOT concerning improved park entrance access would occur. Alternative B anticipates an average of 28 additional visitors per day or an increase of 14 cars. Alternatives C and d anticipate an average of 55 additional visitors per day or an increase of 27.4 cars per day. Increases due to school groups would further reduce the estimated number of cars.			

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Circulation and Parking, continued		Circulation patterns would be reoriented, so that visitors would first arrive at the school and then proceed to the cabin area. Visitors would enter using the current staff road, which would be paved. Its alignment may require adjustment at the northern end to address automobile safety concerns. Parking and a bus drop-off would be constructed near the school. Exploration of the remainder of the site would be on foot, using the *Life Walk* network of trails. Reorientation of circulation patterns is not anticipated to impact able-bodied visitors. Creating a linkage between the school and the cabin area could; however, impact visitors with physical disabilities due to the presence of a steep slope between the two portions of the site. *Proposed Mitigation:* The connector road between the school and cabin area would remain in place, as would the current visitor center parking lot and the current entrance road. Visitors requiring assistance could drive to the base of the slope and park in the lower parking lot. There they would have access to accessible trails around the cabin area and the northeast quadrant of the site. Construction of a new parking lot adjacent to the school and retention of the existing parking lot for overflow parking and handicapped access would address intermittent parking capacity problems now experienced. Provisions for a dedicated bus drop off would be a second positive impact, addressing safety concerns about loading and unloading school children.	The current visitor entrance would remain in this alternative. Improvements to approach signage and turn lanes at its intersection with Route 122 would address current traffic safety concerns. This would be a positive impact. Exploration of the site using the expanded system of trails would be an important element of this alternative, and trail accessibility would be a major concern. Creating a linkage between the school and the cabin area could impact visitors with physical disabilities due to the presence of a steep slope between the two portions of the site. *Proposed Mitigation:* The connector road between the school and cabin area would remain in place, as would the current staff parking lot at the school Visitors requiring assistance could drive to the upper parking lot. There they would have access to accessible trails around the school area. This alternative would require minimal changes to current circulation patterns. The present parking lot would be reconfigured in conjunction with the expansion of the visitor center. The parking area would be designed to accommodate anticipated increases in visitation. A dedicated school bus drop-off would be integrated into the design to address safety concerns associated with hosting school groups. Increases in the size and safety of the parking area would be a positive impact, because it would address the current problem with carrying capacity that occurs during special events and high periods of visitation.	Circulation patterns would be reoriented, so that visitors would first arrive at the school and then proceed to the cabin area. Visitors would enter using the current staff road, which would be paved. Its alignment may require adjustment at the northern end to address automobile safety concerns. Parking and a bus drop-off would be constructed near the school. Exploration of the remainder of the site would be on foot, using an expanded system of interpretive trails. Reorientation of circulation patterns is not anticipated to impact able-bodied visitors. Creating a linkage between the school and the cabin area could; however, impact visitors with physical disabilities due to the presence of a steep slope between the two portions of the site. *Proposed Mitigation:* The connector road between the school and cabin area would remain in place. At the base of the slope a small parking area would be retained. The remainder of the current entrance road and parking lot would be removed and the area naturalized. Visitors requiring assistance could drive to the base of the slope and park in this small parking lot. There they would have access to accessible trails around the cabin area and the northeast quadrant of the site.

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Proposed Construction	No construction activities are proposed in this alternative. Consequently, there are no impacts.	Construction activities associated with facility improvements proposed by the action alternatives would result in moderate impacts to localized areas of the site. Negative impacts are anticipated to be short term in nature. Such activities would create fugitive dust, exhaust, soil erosion and noise from equipment. Temporary disruption to utility services and wildlife habitat could also result, as well as generation of solid waste mainly from clearing and grubbing. *Proposed Mitigation*: Plant quick-growing ground vegetation on cut areas; minimize exposed land surfaces; use sprinkler trucks to water construction sites; minimize open burning; use hay bales or siltation fences on slopes; and implement soil erosion control plan. Recycle uncontaminated construction debris. Dispose of all construction waste in accordance with applicable Commonwealth and local regulations.		
		Alternative B would entail significant construction activity, which would be concentrated in the development zone of the park. The construction activities listed below would have the potential to permanently impact below ground resources, the character of the site, patterns of land use, and wildlife habitat. The scope of the actions proposed by this alternative is at the mid-range of the action alternatives. Alternative C is less construction-intensive, and Alternative D is more construction-intensive. • Rehabilitation/restoration of the school as the primary visitor center. • Renovation of the current visitor center as a digital library. • Construction of a new administrative and maintenance facility. • Installation of the *Life Walk,* which involves trail construction and introduction of interpretive media such as sculpture, etc.	Alternative C would entail substantial construction activity; however the proposed construction would build upon the park's existing infrastructure to a greater extent than the other alternatives. The construction activities listed below would have the potential to permanently impact below ground resources, the character of the site, patterns of land use, and wildlife habitat. The scope of the actions proposed by this alternative are less invasive than either Alternative B or Alternative D. • Expansion of the current visitor center. • rehabilitation/restoration of a portion of the former school for interpretation to the public. • Construction of a new maintenance facility. • Construction of new trail segments to provide increased access to resources and better interpretation of the cultural landscape. • Relocation of washed out sections of the Jack-O-Lantern Branch Trail. • Expansion of existing parking lot.	Alternative D would entail significant construction activity, which would be concentrated in the northern half of the park. The construction activities listed below would have the potential to permanently impact below ground resources, the character of the site, patterns of land use, and wildlife habitat. The scope of the actions proposed by this alternative is more construction-intensive than either Alternative B or C. It is the only alternative that proposes complete removal of the current visitor center. • Rehabilitation/restoration of the school as the primary visitor center. • Demolition of the visitor center and removal of the current entrance road and most of the parking lot. • Construction of a new administrative and maintenance facility. • A variation on this alternative is to move the current visitor center and relocate it as a portion of the new administrative and maintenance facility.

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Proposed Construction, continued		• Construction of new trail segments—a loop trail in the northeast quadrant of the park and a connector between the school and the cabin area. • Relocation of washed out sections of the Jack-O-Lantern Branch Trail. • Reorientation of vehicular circulation. • Improvement and partial realignment (for safety) of the current staff entrance and the primary visitor entrance. • Creation of paved visitor and staffing parking, including a bus drop-off near the school.		• Construction of new trail segments to provide increased access to resources and better interpretation of the cultural landscape. • Relocation of the picnic area closer to the school. • Relocation of washed out sections of the Jack-O-Lantern Branch Trail. • Reorientation of vehicular circulation. • Improvement and partial realignment (for safety) of the current staff entrance and the primary visitor entrance. • Creation of paved visitor and staffing parking, including a bus drop-off near the school.
Recreational Use	Continued use for passive recreation, including limited camping opportunities (the present policy) would result in no impact on park resources or visitor experience.	A policy clarification proposed by all action alternatives would officially confirm the position that the park should not be used for active recreational purposes. This would be a positive impact, serving to clarify the park's role relative to the region's other cultural, natural, and recreational resources. Continued use for passive recreation (the present policy) would result in no impact on park resources or visitor experience. Camping would be discontinued within the park. This would be a positive impact on resources in the park and a potential negative impact on the visitor experience. *Proposed Mitigation*: Expand the range of on-site visitor programs to encourage types of visitor experiences that are conducive to the purposes of the park.		

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Trails	The present trail system is maintained in its present form with minor modifications made in relocating washed-out sections of the Jack-O-Lantern Trail. This minor change would not result in any impact on the visitor experience.	Each action alternative proposes varying types of enhancements to the existing trail system. Modest expansions of the trail network and introduction of additional interpretive devices would result in a moderate positive impact on visitor use.		
		The introduction of trails associated with the *Life Walk* would provide additional interpretive opportunities for the site. This would be a positive impact. To the extent possible, trails would correspond to the historic circulation patterns of the site to the extent that they can be determined through archeological investigation.	The introduction of additional trails that provide increased access to the park's cultural landscape would increase interpretive opportunities and opportunities for passive recreation. Such activities would be a positive impact on the visitor experience. Introduction of horse trails within the park as part of a larger regional system could raise issues of carrying capacity. Such an activity would present a moderate impact on resource protection and visitor use. *Proposed Mitigation:* Trails would be designed so as not to impede pedestrian access or impact the safety of other park visitors. Prior to trail construction, consultation would be carried out with appropriate agencies to determine if potential to affect sensitive species exists. If there is potential to affect such species, appropriate mitigation would be carried out.	
Picnicking	Lack of shelter at the picnic area poses a minor negative impact during group visits in inclement weather. *Proposed Mitigation:* None	Existing picnic facilities are upgraded, resulting in a minor positive impact.	Existing picnic facilities are upgraded, resulting in a minor positive impact.	A new picnic area would be established in proximity to the school. This would be a minor positive impact.
Health and Safety	Current safety procedures would continue to be implemented under this alternative. Strategies would be undertaken to implement an integrated pest management program for poison ivy and the tick population. These represent minor positive impacts to public health and safety.			
	Traffic safety considerations (poor sight lines, signage, and stopping distances) remain unaddressed, posing a moderately negative impact on public health and safety. Fumes and noise associated with carrying out maintenance functions in the former school pose a moderate negative impact on the health and safety of other staff members working in that environment.	Current safety procedures would continue to be implemented under all action alternatives. Strategies would be undertaken to implement an integrated pest management program and control poison ivy and the tick population. These represent minor positive impacts to public health and safety. All action alternatives propose improving safety at the entrance to the park using signage and design strategies. Such improvements would be a moderate positive impact on public heath and safety. Provisions for a dedicated bus drop-off area would be made as part of the design of new parking facilities. In Alternative B and D, it would be incorporated into the new parking lot by the school. In Alternative C, it would be incorporated in the redesign of the current parking lot in conjunction with the expansion of the current visitor center. The creation of a bus drop-off area would be a positive impact on public safety, especially for groups of school children. Each of the action alternatives recommends removal of maintenance functions from the former school to a new facility with up-to-date health and safety protocols. This would result in a moderate positive impact.		

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Health and Safety, continued		Relocation of the maintenance facility would probably require the relocation of existing fuel storage tanks. *Proposed Mitigation:* Fuel storage tanks would be relocated and installed according to US EPA and VA DEQ standards. Prior to any ground disturbance, NPS would coordinate with the VA SHPO regarding potential archeological resources. In each of the action alternatives the former school, or a portion thereof, would be rehabilitated and opened to the public. This would necessitate the removal of asbestos tiles now present under the hallway carpet. *Proposed Mitigation:* During the rehabilitation process, the tiles would be sealed or removed by a licensed asbestos abatement specialist.		
Accessibility	Although much of the site is accessible to people with disabilities, the Jack-O-Lantern trail, which winds through the natural area of the park is not accessible. This presents a minor negative impact on visitor experience of the site.	All new facilities would be accessible to people with disabilities. Design of a trail connecting the school and cabin area is proposed by all of the action alternatives. Due to the steep slope present between these two resources, appropriate trail design would be a major consideration. *Proposed Mitigation:* If an accessible trail alignment between the school and cabin area cannot be devised, provisions will be made for vehicular travel between areas. In both parts of the site, visitors with physical disabilities would have access to interpretive trails.		
Park Staffing	Limited time restricts the ability of the staff to develop new programs that portray the full range of stories related to the park's mission. The ability to develop supportive partnerships with community organizations and related institutions is also limited. These would be moderate negative impacts. *Proposed Mitigation:* None. Inadequate staff levels result in deferring some maintenance issues, resulting in a minor negative impact. *Proposed Mitigation:* None.	All action alternatives propose staff increases. Increased staffing levels benefit program development and resource protection and would constitute a major positive impact on park operations and the visitor experience. Creating two additional positions would enable the park to implement and manage the proposed digital library and undertake needed research. These positions would likely include a researcher and information management specialist. It would also increase the ratio of staff to visitors, which would result in a positive impact on the visitor experience. Creating two additional maintenance positions would enable the park to maintain proposed additions to park infrastructure (trails, sculpture, facilities) in accordance with public expectations of a national monument.		Creating a historian position and two additional interpreter positions would support the implementation of this research- and programming-intensive alternative. Ongoing research and one-on-one interaction between rangers and visitors are both key to the success of this approach. An additional maintenance worker would assist with the increased operational requirements of additional trails and waysides. By enabling the expansion of the park's interpretive program, the creation of four additional positions would be a positive impact.

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Partnerships and Cooperative Relationships	NPS continues to work with Eastern National to operate the information desk and bookstore. NPS continues to recruit volunteers from the community. NPS participation in community initiatives related to the purpose of the park continue. Continuation of these actions does not impact existing partnership efforts.	Participating in community discussions and/or planning initiatives to address concerns, such as water quality, wildlife habitat, and scenic character, would result in a minor to moderate positive impact on resource conditions. Cultivating relationships with subject area specialists and institutions with holdings related to BOWA's expanded interpretive program would enhance educational opportunities on site and result in a moderate positive impact.		
		Creation of a multi-disciplinary advisory board to assist with the design and development of the *Life Walk* would enable the park to incorporate many varied perspectives into the interpretive program. It would also raise national awareness of the park and provide increased recognition of it as an important national memorial. The creation of such a board would be a major positive impact to partnership development at the park. The park would develop its digital library in coordination with institutions and archives that have significant holdings on Washington. Development of such relationships would enable the park to significantly expand its interpretive scope and would be a major positive impact.	Cultivation of partnerships is an important aspect of these alternatives. By establishing relationships with institutions that possess information on Washington's life and work or on related interpretive issues, the NPS will be able to expand its exhibit and programmatic offerings substantially. Cooperative agreements with institutions of higher education would also enable the park to undertake expanded research initiatives. Partnership development would represent a positive impact on resource management and site interpretation.	
Energy Requirements	No construction activity is proposed; consequently, no unusual impacts to energy use are anticipated.	Increases in consumption of electricity, fossil fuels and sand and gravel would occur during construction. Adequate capacity and resources are available throughout the planning period. *Proposed Mitigation*: Relocation of utility corridors during construction and development of a recycling program and energy conservation are recommended.		
		As noted in *Proposed Construction*, the scope of the actions proposed by this alternative is at the mid-range of the action alternatives. Alternative C would likely be less energy consumptive (less construction), and Alternative D would likely be more energy consumptive (more construction).	As noted in *Proposed Construction*, the scope of the actions proposed by this alternative is at the low-range of the action alternatives. Alternatives B and D would likely be more energy consumptive and entail more construction.	As noted in *Proposed Construction*, the scope of the actions proposed by this alternative is at the mid-range of the action alternatives. Alternatives B and C would likely be less energy consumptive and entail less construction.

Socioeconomic Impacts

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Environmental Justice		None of the four alternatives would result in adverse effects to human health or economic or social conditions in minority or low-income communities. Site enhancements, such as improved public programs and outreach, could potentially result in a positive impact on these communities.		
Economic Impact	No construction activity or land acquisition is proposed, nor are increases in visitation anticipated. Consequently, there are no economic impacts associated with this alternative.	No property acquisition is proposed. Consequently, there will be no impacts to the local tax rolls.	Acquisition of the 15-acre parcel of land, which contains the last remaining acreage of Washington's birth place, by the NPS would result in a reduction of $1,200 a year from the local tax rolls.	
		The park currently plays a minor role in the local economy. That is not anticipated to change, although some minor positive impact from increased salaries, expenditures, and proposed construction may accrue to the state and local economy. Modest increases in park staffing are projected for each action alternative. All action alternatives call for the same increase of four full-time employees. Moderate increases in visitation are expected in each action alternative—an increase of up to 10,000 visitors annually in Alternative B; and up to 20,000 in Alternatives C and D. Visitation is anticipated to be higher for Alternatives C and D due an added emphasis on recruiting school groups and encouraging repeat visits among regional residents through varied educational programs. Alternative B is more likely to attract one-time visitors from outside the region. Since carrying capacity is not an issue, such increases would be a positive economic impact. Short-term benefits related to proposed construction would also constitute a modest positive economic impact. Proposed construction costs are as follows Alternative B $5.72 million, Alternative C $4.91 million; and Alternative D $4.5 to 5.2 million. Among the three action alternatives, the difference between the highest cost estimate and lowest is $810,000. Consequently, there is a relatively minor difference among action alternatives in construction-related economic impacts. In Alternative A, annual visitation is expected to increase by up to 10,000 people annually. Based on anticipated expenditures, an additional $200,000 in taxable sales for the county would result. This would be a modest positive impact. No program fees are proposed. This maintains present park policy and would not result in any impacts. In Alternatives C and D, annual visitation is expected to increase by up to 20,000 people annually. Based on anticipated expenditures, an additional $400,000 in taxable sales for the county would result. This would be a modest positive impact. A $50 program fee would be applied for school programs. Assuming 300 groups visit the park annually, this would represent $15,000 in additional income for the park, a minor positive impact.		

Unavoidable and Irretrievable Commitments of Resources

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Adjacent Land	Loss of the 15-acre parcel of land containing the remaining 7 acres historically associated with Washington's birthplace would be an irreversible loss if sold to developers.	Loss of the 15-acre parcel of land containing the remaining 7 acres historically associated with Washington's birthplace would be an irreversible loss if sold to developers.	Acquisition of the proposed 15-acre parcel, which includes the remaining seven acres of land historically associated with Washington's birthplace would be an irretrievable commitment of resources.	
Energy Requirements	Energy expenditures will remain constant.	Limited amounts of non-renewable resources, including energy supplies, would be used in construction-related activities. Although energy supplies are expected to be sufficient, once committed these resources are irretrievable. Each action alternative proposes various amounts of construction. See *Proposed Construction* for details.		
Vegetation	None proposed.	Loss of some areas of vegetation due to construction-related clearing would be an irretrievable loss.		
Archeological Resources	None proposed.	Recovery of archeological resources resulting from mitigation activities or site investigations would be an irreversible commitment of resources.		

Unavoidable Adverse Impacts

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Adjacent Land	Left unaddressed, encroachment of development from West Lake Corner would result in an adverse impact on the current rural character of the park. If unsympathetic development were to occur on lands adjacent to the park, the visual and aesthetic values of the park would be compromised.			
	No land would be acquired under this alternative. Development of this land by a private owner would be an irretrievable loss of the remaining acreage of Washington's birth place.		None	
Visitor Experience	Implementation of the new interpretive program with its expanded focus would be constrained by limited resources that can be devoted to research, resource investigation, and program development. Visitor facilities would remain overburdened during groups visits—particularly the exhibit area, parking, and restrooms.	Not Applicable		

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	**Alternative D**
Proposed Construction	No action is proposed.	As described in *Proposed Construction* certain activities would alter portions of the site from their present appearance. Some loss of wildlife habitat would also likely occur. Short term impacts to water quality, air quality, and noise levels would be mitigated as described above.		
Archeological Resources	No action is proposed.	Construction also have the potential to disrupt below-ground resources. In consultation with the SHPO, the park would determine appropriate mitigation before any ground-disturbing activity.		
Wildlife Habitat	No action is proposed.	Expansion of the trail system would introduce a regular human presence into new areas of the park. This could result in relocation of some species to different areas of the park or surrounding property.		

Cumulative Impacts

These are defined as "impacts which result from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency or person undertakes such other actions. Cumulative impacts can result from individually minor, but collectively significant, actions taking place over a period of time." (40 CFR 1508.7)

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Viewshed	By foreclosing a viable option to acquire the last remaining acreage of the original Burroughs Plantation, a significant historic site will be fragmented and the park will be left without viewshed protection on its northeast side.		Acquisition of the 15-acre parcel containing the remaining acreage of the Burroughs Plantation would ensure protection of the site in perpetuity. It would also protect the viewshed of the park to the northeast.	
Land Use	Not Applicable	Development encroaching from West Lake Corner will cumulatively affect the park's cultural landscape and natural resource values, the historic context of the park, the visual and aesthetic values and the visitor experience en route to and within the park. The panoramic viewshed has the potential be disrupted and increased traffic, noise, and emissions will likely continue.		
Water Quality	Not Applicable	Realignment of washed-out sections of the Jack-O-Lantern Branch Trail would help reduce erosion and improve water quality.		
Regional Transportation	Not Applicable	Depending on the selected alignment, construction of I-73 in Franklin County could result in increased population, congestion, and development in the vicinity of the park.		
School Rehabilitation	No action regarding the school is proposed.	Rehabilitation of the school for public use and relocation of the current maintenance facility might require relocating underground fuel tanks, a new septic system, and removal and abatement of asbestos tiles in the school hallway.		
Energy Consumption	Not Applicable	Increases in annual visitation would result in an increase in energy consumption at the park, increased staffing, and small increases to local revenue from salaries and visitor expenditures.		
Wildlife Habitat	No policy changes regarding biotic communities are recommended.	Construction, selective clearing, and increased human presence on trails may result in some loss of wildlife habitat and relocation of species to other areas of the park.		

Impact Category	Alternative A: No Action	Alternative B	Alternative C: Proposed Plan	Alternative D
Resource Management	Funding limitations on resource documentation and analysis and research would result in a significant void of information regarding the site and a potential loss of recognized resources.	Increased research and investigation would result in a better understanding of the cultural landscape of the site, improved resource protection, and greater opportunities for interpretive programming.		
Staffing	Existing staff levels would preclude significant expansion of the park's interpretive program and constrain resource management practices.	Staff increase would result in enhanced resource management and program development.		

[1]General regulations that informed above impact assessments are as follows:

National Environmental Policy Act Guidelines—NPS 12; National Park Service Organic Act; Booker T. Washington National Monument Legislative Authorization; General Authorities Act; National Environmental Policy Act of 1969; Council on Environmental Quality Regulations, as amended; Administrative Procedures Act; Land and Water Conservation Fund Act; Architectural Barriers Act, The Rehabilitation Act, the Americans with Disabilities Act; Park Planning—Director's Order 2; Intergovernmental Review of Federal Programs—EO12372; Protection and Enhancement of Environmental Quality—EO11514; Commonwealth of Virginia Environmental Review Process; and Virginia Natural Heritage Program, 1986.

Booker T. Washington
NATIONAL MONUMENT

Draft General Management Plan / Environmental Impact Statement

Chapter Five

CONSULTATION AND COORDINATION

Chapter Five: Consultation and Coordination

History of Public Involvement

A *Federal Register* notice in April 1997 initiated the scoping process for the Booker T. Washington *General Management Plan*. Scoping continued through August 1998. Following a GMP planning team workshop, which was held on June 5-6, 1997, an introductory newsletter was distributed to a 1,200-person mailing list. This first newsletter introduced readers to the park, outlined the GMP process, and presented the anticipated timeframe for the project. The mailing list comprised several park lists maintained by the park, as well as mailing lists from regional civic, business, and government organizations. Recipients were requested to comment on the content of the newsletter and were invited to participate in upcoming public workshops.

Following the distribution of the newsletter, members of the GMP team conducted two public workshops and a special public workshop for local teachers and school administrators. The goal for the workshops was to identify community concerns and gather input that could inform the creation of preliminary alternatives. The first workshop was held at Trinity Ecumenical Church in Moneta, Virginia, east of the park on August 18, 1997. The second workshop was held at Benjamin Franklin Middle School in Rocky Mount on October 8, 1997. The educators' workshop also was held at Benjamin Franklin Middle School on October 7, 1997.

Individuals representing a variety of interests participated in these workshops, including local residents, business owners, park neighbors, alumni of Booker T. Washington Elementary School, and government officials. After introductory comments, participants were divided into small groups where two questions were discussed:

- Ideally, what should the park be like twenty years from now?
- What do you presently enjoy at the park and what aspects could be improved?

A summary of comments from these meetings was prepared and used in the development of preliminary alternatives. Additional meetings were held throughout the summer and fall of 1997 with local government officials, civic groups, representatives from the Virginia Department of Transportation and the Virginia State Historic Preservation Office, and adjacent land owners. Following the preparation of preliminary alternatives, a second newsletter was distributed in Spring 1998; all those who attended previous public meetings were added to the mailing list. The newsletter presented the results of the public workshops and preliminary alternative concepts. Once again, comments were solicited, and the resulting feedback was used to further refine the preliminary alternatives before they were incorporated into this Draft GMP/EIS.

This Draft GMP/EIS will be on public review for the required 45 days. A Final GMP/EIS (or abbreviated Final GMP/EIS if comments are not substantive) will be prepared that responds to or incorporates the public comments on the draft document.

After a 30-day no-action period, a *Record of Decision* will be prepared to document the selected alternative and outline any conditions of implementation. This will complete the requirements of the National Environmental Policy Act.

COMPLIANCE WITH LAWS, EXECUTIVE ORDERS AND REGULATIONS

In implementing the Booker T. Washington *General Management Plan*, the National Park Service would comply with all applicable laws, policies, regulations, and executive orders, as outlined in Chapter Three. Informal consultation with the appropriate federal, state, and local agencies has been conducted during the preparation of this document.

Cultural Resources

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*. To date, no specific concerns have been raised concerning the identification and evaluation of historic resources related to the findings and recommendations contained in the *General Management Plan*. The following chart identifies actions contained within the general management plan alternatives that would likely require further review under the National Historic Preservation Act.

TABLE 5-1. CULTURAL RESOURCES COMPLIANCE CHART

POTENTIAL ACTION	COMPLIANCE REQUIREMENT
Continuing of archeological site investigation	Section 106 compliance initiated as part of 1998 *Archeological Overview and Assessment*
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

Potential Action	Compliance Requirement
Installation of *Life Walk* stations	Section 106 SHPO/ACHP review to determine any effect
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

Natural Resources

Section 7 of the Endangered Species Act requires all federal agencies to consult with the U.S. Fish and Wildlife Service to ensure that any action authorized, funded or carried out by the agency does not jeopardize the continued existence of listed species or critical habitat.

Informal consultation with the U.S. Fish and Wildlife Service was conducted by letter dated October 16, 1998, to determine if any threatened or endangered species exist in or near the park.

A response indicated that coordination on this matter should occur through the Virginia Department of Agriculture and Consumer Services, Division of Plant Protection; the Department of Game and Inland Fisheries; and the Department of Conservation and Recreation. Written requests to these agencies occurred in January 1999 and the NPS is awaiting a response regarding the presence of any listed species or critical habitat and necessary compliance requirements, if appropriate.

Draft GMP/EIS Public Review and Comment

This Draft GMP/EIS was published and distributed on June 18, 1999. Availability of the draft document was formally announced in the Federal Register on June 18, 1999 with a comment closing date of August 11, 1999 in compliance with the required 45-day period of availability. News releases announced the availability of the document and the scheduling of public meetings to gather input and responses to this document. In addition, anyone may provide written comments to Rebecca Harriett, Superintendent, Booker T. Washington National Monument, 12130 Booker T. Washington Highway, Hardy, VA 24101-9688 by the comment closing date, August 11, 1999.

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Federal Agencies

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U.S. Environmental Protection Agency

U.S. Fish and Wildlife Service

Elected Officials

Senator Chuck Robb

Senator John Warner

Congressman Virgil Goode

Governor Jim Gilmore

State Agencies

Virginia Department of Agriculture and Consumer Services

Virginia Department of Conservation and Recreation

Virginia Department of Environmental Quality

Virginia Department of Game and Inland Fisheries

Virginia Department of Historic Resources

Virginia Department of Natural Resources

Virginia Department of Transportation

Virginia State Historic Preservation Office

Local Agencies

City of Rocky Mount

Franklin County

Booker T. Washington
NATIONAL MONUMENT

Draft General Management Plan / Environmental Impact Statement

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Appendix A: GLOSSARY

Appendix B: COST ESTIMATES

Appendix C: LEGISLATION

Appendix D: INDEX

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ORGANIZATIONS CONTACTED

African American Museums Association, Wilberforce, OH

Afro-American Historical and Genealogical Society, Washington, DC

Andrew Jackson's Hermitage, Hermitage, TN

Arlington House, Arlington, VA

Association for the Study of Afro-American Life and History, Washington, DC

Birmingham Civil Rights Institute, Birmingham, AL

Black History Museum and Cultural Center, Richmond, VA

Carter's Grove, VA

Center for African American History and Culture, Smithsonian Institutions, Washington, DC

Colonial Williamsburg, Williamsburg, VA

Explore Park, Roanoke, VA

Ferrum College, Ferrum, VA

Franklin County Heritage Resources Preservation Advisory Board, Rocky Mount, VA

Franklin County Planning Department

Franklin County School District

Franklin County Tourism Advisory Council, Rocky Mount, VA

Franklin County Tourism Board, Rocky Mount, VA

George Washington University, Washington, DC

Gunston Hall, Mason Neck, VA

Hampton University Museum, Hampton, VA

Harrison Museum of African American Culture, Roanoke, VA

Howard University, Washington, DC

Monticello, Charlottesville, VA

Robert R. Moton, Inc., Farmville, VA

Museum of African American History, Detroit, MI

Museum of the Confederacy, Richmond, VA

National Afro-American Museum and Cultural Center, Wiberforce, OH

National Civil Rights Museum, Memphis, TN

National Council for Black Studies, Carson, CA

New Century Council, Roanoke, VA

Pepper Bird Foundation, Williamsburg, VA

Poplar Forest, Forest, VA

Reynolds Homestead, Critz, VA

Roanoke Regional Historic Preservation Office, Roanoke, VA

Schomberg Center for Research and Black Culture, New York, NY

Smith Mountain Lake Policy Advisory Board

Smithfield Plantation, Blacksburg, VA

Sommerset Place Foundation, Inc., Creswell, NC

Stratford Hall Plantation, Strafford, VA

University of Virginia Carter Woodson Center, Charlottesville, VA

Virginia Department of Transportation, New Salem Office

Virginia Foundation for the Humanities, Charlottesville, VA

Virginia Outdoors Foundation, Richmond, VA

Western Virginia Lands Trust, Roanoke, VA

NATIONAL PARK SERVICE SITES

Boston African American Historic Site, Boston, MA

Brown v. Board of Education National Historic Site, Topeka, KS

Fort Davis National Historic Site, Fort Davis, TX

Frederick Douglass Home National Historic Site, Washington, DC

George Washington Carver National Historic Site, Diamond, MO

Hampton National Historic Site, Baltimore, MD

Harpers Ferry National Historic Park, Harpers Ferry, WV

Homestead National Monument of America, Beatrice, NE

Kingsley Plantation, Timucuan, FL

Maggie Walker National Historic Site, Richmond, VA

Martin Luther King National Historic Site, Atlanta, GA

Mary McLeod Bethune Council House National Historic Site, Washington, DC

Nicodemus National Historic Site, Fort Larned, KS

Petersburg National Battlefield, Petersburg, VA

Tuskegee Institute National Historic Site, Tuskegee, AL

Appendix A: Glossary

Access: how visitors get to the park and to the features therein, including roads and trails.

Administrative Facility: a facility that contains office space for park staff and storage space.

Alternative: a possible course of actin, one of several different ways to achieve an objective or vision. The term is used in this document to describe different management options.

Archeology: the study of pre-historic and historic artifacts and features that can be analyzed to better understand past cultures.

Associated Actions: a range of potential actions that could be undertaken to achieve a particular management goal.

Carrying Capacity: the measure used by NPS to ensure that the integrity of cultural and natural resources is not adversely impacted by visitors, and that the quality of the visitor experience is not diminished by inappropriate uses.

Circulation: how visitors move through the facilities and grounds of the park.

Cultural Landscape: a geographic area (including both cultural and natural resources and the wildlife and domestic animals therein) associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values.

Cultural Resources: resources that are significant for their cultural association and integrity. They include archeological resources, cultural landscapes, historic buildings and structures, museum objects and archival materials, and ethnographic resources.

Cumulative Impacts: Impacts on the environment that result from the incremental impacts of the actions when added to the other past, present, and reasonably foreseeable actions, regardless of who undertakes them. Cumulative impacts can result from individually minor, but collectively significant actions taking place over a period of time.

Education: multiple, sequenced contacts with the same group of learners designed to build on previous knowledge and attain competencies in a given area. Activities are generally goal oriented and occur within a more formal academic setting.

Environmental Impact Statement (EIS): The detailed public statement required by the National Environmental Policy Act (NEPA) when an agency proposed a major action that has the potential to significantly affect the quality of the human environment. The statement includes a detailed description of the proposed action and alternatives, as well as the identification and evaluation of potential impacts that would occur as a result of implementing them.

Ethnography: an area of anthropology concerned with the systematic description of lifeways, including hunting, agriculture, family life, festivals, and religious celebrations.

Floodplain: an area of land adjacent to a body of water that is subject to periodic inundation. The 100-year floodplain is an area where the probability of being inundated is once in one hundred years. The 100-year floodplain is frequently used by federal, state, and local agencies for floodplain management purposes.

Interpretation: a single-contact visitor experience designed to reveal meanings and relationships through the use of presentations, original objects, through firsthand experience, or graphic illustrations. Activities or media designed to help people understand, appreciate, and care for the natural and cultural environment.

Maintenance Facility: an area containing limited office space, a mechanical shop, vehicle storage area, and outdoor covered storage.

Management Goal: specific resource conditions and visitor experiences that are to be achieved in a park and maintained over time.

Management Zone: a geographical area for which management goals have been developed to determine what can and cannot occur in terms of resource management, visitor use, access, development of facilities, and park operations. They identify how different areas in the park will be managed to achieve desired resource and social conditions.

Mission Goals: goals based upon the park's purpose and significance that broadly identify desired future conditions for land and resources; visitor experience and interpretation; facilities, visitor use, and operations; and partnerships.

Monitoring: a program established to track the condition of a resource over time or to evaluate the degree to which the implementation of plan elements is effective.

Natural Area: an area that visually exhibits primarily non-human created qualities.

Natural Resources: assets or values related to the natural world, such as plants, animals, water, air, soils, geologic features, fossils, scenic vistas, etc. Natural resources are those elements of the environment that are not created by humans.

Open Space: public and private land that remains undeveloped. This could include land devoted to active or passive recreational use or lands retained for visual or natural resource protection purposes.

Park Operations: the activities, programs, and staffing necessary to manage and operate the park.

Preservation: the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property.

Purpose: the simple statement describing the reason that a unit of the NPS was created. These statements are generally derived from the enabling legislation or legislative history. They are used to guide development of more detailed visions and management plans.

Reconstruction: the act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, or object for the purpose of replicating its appearance at a specific period of time in its historic location.

Recreational Resources: those elements of the environment that are used by humans for outdoor recreation purposes. They include natural and manmade features, such as stream, parks, and trails.

Rehabilitation: the act or process of making possible a compatible use for a property through repair, alternations, and additions, while preserving those features that convey its historical, cultural, or architectural values.

Resources: the natural (wildlife, vegetation, etc.) and cultural (artifacts, historic structures, etc.) elements of the site.

Restoration: the act or process or accurately depicting the form, features, and character of a historic structure, landscape, or object as it appeared at a particular period of time by means of removing features from other periods in its history and reconstructing missing features from the restoration period.

Significance: the meaning or value ascribed to an historic property or cultural landscape based upon the National Register criteria for evaluation.

Stabilization: an action of rendering an unsafe, damaged, or deteriorated property stable, while retaining its present form.

Stewardship: care of resources to preserve and protect they for future generations.

Threatened and Endangered Species: those plants and animals that are listed by the U.s. Fish and Wildlife Service and are offered protection under the Endangered Species Act. There are also state-listed species that are protected under state law.

Treatment: work carried out to achieve a particular historic preservation goal.

Viewshed: the area that can be seen from a particular location, including near and distant views.

Visitor Center: a full service visitor center is a facility with a reception lobby, information counter, orientation center, book sales area, interpretive exhibit area, auditorium, interpreter office and work space, and storage.

Visitor Experience: the programs, facilities, and resources that are managed to provide a prescribed experience for visitors.

Watershed: the land area that drains into a given river.

Wetland: a surface water area where the ground is permanently wet or wet during significant period of the year, providing habitat for water-loving or water-tolerant flora and fauna. Among the types of areas classified by the U.S. Fish and Wildlife Service as wetlands are swamps, marshes, bogs, river overflows, sloughs, potholes, and wet meadows.

Appendix B: Cost Estimates

TABLE B-1. CLASS C ESTIMATES FOR CAPITAL COSTS BY ALTERNATIVE

Class C cost estimates have been prepared for each alternative as a point of comparison and to better understand implementation requirements. Capital costs are total costs over the fifteen to twenty-year life of this plan. All cost estimates are expressed in 1999 dollars. While Alternatives C and D propose to expand the park boundary by acquiring an adjacent 15-acre parcel of land, estimated acquisition costs cannot be included until congressional approval has authorized such an expansion. Alternative D* is a proposed variation in which the current visitor center would be relocated and adaptively reused to form the core of the new administrative and maintenance facility.

CATEGORY	COMPONENTS/COMMENTS	ALT A	ALT B	ALT C	ALT D	ALT D*
Land and Resources						
Research and Planning	• Includes additional archeology and ethnography, historic resources study, historic structures report, cultural landscape inventory, cultural landscape report	50,000	150,000	250,000	250,000	250,000
Land Acquisition	• Alternatives A and B do not propose land acquisition • Alternatives C and D propose expanding the boundary to include an adjacent 15-acre parcel of land	-0-	-0-	Without congressional authorization, acquisition costs cannot be included		

Category	Components/Comments	Alt A	Alt B	Alt C	Alt D	Alt D*
Land and Resource Management	• Natural screening @ $9000/acres • VC Landscape restoration @ $ 50,000	-0-	135,000	180,000	230,000	230,000
Interpretation and Visitor Experience						
Signage and Wayside Exhibits	• $10,000/installation	-0-	200,000	200,000	150,000	150,000
Life Walk	• $50,000/installation	-0-	600,000	-0-	-0-	-0-
Plantation Structure Enhancements	• 2000 sf @ $120 sf	-0-	-0-	240,000	240,000	240,000
Trail System Improvements	• Various costs for different surfaces (will be included in Draft GMP/EIS)	-0-	160,000	195,000	195,000	195,000
Facilities, Visitor Use and Park Operations						
School Rehabilitation / Restoration	• $125 sf for Alt B, D, D* @ 5200 sf • $40 sf for Alt C @ 5200 sf	-0-	650,000	208,000	650,000	650,000
Visitor Center Expansion	• $165 sf to double size of VC (5760 sf)	-0-	-0-	950,400	-0-	-0-

Category	Components/Comments	Alt A	Alt B	Alt C	Alt D	Alt D*
Visitor Center Redesign	• $30 sf @ 2880 sf	-0-	86,400	-0-	-0-	-0-
Visitor Center Removal	• complete demolition $ • partial demolition	-0-	-0-	-0-	60,000	25,000
Visitor Center Relocation	• Moving 1st floor to new site to become new admin/maint facility	-0-	-0-	-0-	-0-	75,000
New Admin and Maintenance Facility	• Admin @ $225 sf (2000 sf) • Maint @ $150 sf (3000 sf) • *Cost is for modifying/expanding relocated VC	-0-	900,000	450,000	900,000	200,000*
Road Improvements	• Turn lane @ $435,000 • New school road @ $450,000 • VC to school road @ $135,000 • School to new admin/maint @ $112,000	-0-	1,132,000	697,000	997,000	997,000

Category	Components/Comments	Alt A	Alt B	Alt C	Alt D	Alt D*
Parking Improvements	• Expanded @VC $100,000 • New @ school $175,000 • Improved @ school $30,000 • New @ admin/maint $75,000	-0-	250,000	205,000	250,000	250,000
Road and Parking Removal	• VC entrance road @ $70,000 • VC lot removal @ 20,000 and $10,000	-0-	10,000	-0-	90,000	90,000
Utilities Improvements	• $30 lf for each utility • Water @ $60,000, sewer @ $30,000/$45,000, electric @ $60,000	-0-	150,000	165,000	150,000	150,000
Health and Safety Improvements	• Fire suppression @ $100,000 for school, $150,000 for VC, $75,000 for new building • Septic @ $50,000 • Tank removal @ $65,000	-0-	440,000	440,000	290,000	365,000
Net Costs	• Vary by alternative	50,000	4,863,400	4,180,400	4,452,000	3,867,000
Supervision and Design Costs	• Vary by alternative	-0-	857,300	725,400	756,300	651,100
Total Costs	• Vary by alternative	50,000	5,720,700	4,905,800	5,208,300	4,518,100

TABLE B-2. CLASS C ESTIMATES FOR OPERATIONAL COSTS BY ALTERNATIVE

The following table describes current staff levels and proposed increases by alternative. Operational cost estimates are stated on an annual basis. All costs are expressed in 1999 dollars.

CATEGORY	ALT A: CURRENT STAFFING	ALT B	ALT C	ALT D	ALT D*
Administration	Superintendent Administrative Officer Administrative Clerk	Unchanged	Unchanged	Unchanged	Unchanged
Interpretation and Resource Management	Supervisory Park Ranger 3 Park Rangers	Current levels plus: 1 historian and 1 additional interpretive ranger	Current levels plus: 1 historian, 1 additional interpretive ranger, and 1 educational specialist		
Maintenance	Maintenance Work Supervisor 3 Maintenance Workers	Current levels plus: 2 additional maintenance workers	Current levels plus: 1 additional maintenance worker		
Estimated Operational Costs	650,000	870,000			

Appendix C: Legislation

Two separate pieces of legislation for the park have been passed by congress. The first, 70 stat. 86, established the monument as a unit of the NPS in 1956, and the second, 86 stat. 120, amended the spending limit for capital improvements in 1972.

Booker T. Washington National Monument—Establishment of monument authorized_____ Act of April 2, 1956

An Act to provide for the establishment of the Booker T. Washington National Monument, approved April 2, 1956 (70 Stat. 86)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, that the Secretary of the Interior is authorized and directed to acquire, on behalf of the United States by gift, purchase, or condemnation, all right, title, and interest in and to the real property located at Booker T. Washington Birthplace, Virginia. (16 U.S.C. § 45011.)

Sec. 2. The real property acquired under the first section of this Act shall constitute the Booker T. Washington National Monument and shall be a public national memorial to Booker T. Washington, noted Negro educator and apostle of good will. The Secretary of the Interior shall have the supervision, management, and control of such national monument, and shall maintain and preserve it in a suitable and enduring manner, which in his judgement, will provide for the benefit and enjoyment of the people of the United States. (16 U.S.C. § 45011-1.)

Sec. 3. The Secretary of the Interior is authorized to—1)maintain either in an existing structure acquired under the first section of this Act or in a building constructed by him for that purpose, a museum for relics and records pertaining to Booker T. Washington, and for other articles of national and patriotic interest, and to accept, on behalf of the United States, for installation in such a museum articles, which may be offered as additions to the museum; and provide for public parks and recreational areas, construct roads and mark with monuments, tablets, or otherwise, points of interest, within the boundaries of the Booker T. Washington National Monument. (16 U.S.C. § 45011-2.)

Sec. 4. There are authorized to be appropriated such sums not to exceed $200,000 as may be necessary to carry out the provisions of this Act. (16 U.S.C. § 45011 note.)

Booker T. Washington National Monument (1972 amendment)

An Act to provide for increases in appropriate ceilings and boundary changes in certain units of the national park system and for other purposes (86 Stat. 120)

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

Title II—Development Ceiling Increases

Sec. 201. The limitations on appropriations for acquisitions and development of units of the national park system contained in the following Acts are amended as follows:

(2) Booker T. Washington National Monument, Virginia: section 4 of the Act of April 2, 1956 (70 Stat. 86), is amended by changing "$200,000" to "$600,000":

Sec. 202. The additional sums authorized to be appropriated for development in the Acts as amended in section 201 are based on March 1971 prices and may be increased or decreased in appropriation Acts by such amounts, if any, as may be justified by reason of ordinary fluctuations in construction costs as indicated by engineering costs indices applicable to the types of construction involved for each area.

Approved April 11, 1972

Appendix D: Index

access, 16, 17, 24, 41, 42, 52, 53, 59, 63, 64, 65, 66, 73, 74, 81, 87, 88, 94, 95, 103, 105, 106, 114, 131, 132, 133, 137, 138, 143, 180

accessibility, 42, 47, 54, 59, 66, 74, 81, 88, 95, 107, 118, 132, 140, 142

African American history, 3, 13, 27, 145

agriculture, 45, 62, 63, 134, 136, 137, 180

air quality, 39, 51, 100, 113, 117, 125

Alternative A, 1, 4, 5, 35, 37, 38, 44, 140, 141, 146

Alternative B, 1, 4, 7, 55, 56, 60, 142

Alternative C, 2, 4, 5, 6, 7, 35, 69, 70, 76, 83, 141, 142

Alternative D, 2, 5, 7, 83, 84, 90, 142, 183

Archeological Overview and Assessment, 6, 18, 21, 44, 144, 169

archeological resources, 6, 18, 36, 56, 61, 70, 78, 84, 92, 98, 120, 128, 141, 142, 179

boundary, 1, 2, 4, 5, 6, 10, 14, 15, 20, 21, 23, 24, 34, 40, 45, 57, 62, 71, 77, 86, 91, 99, 100, 120, 125, 126, 130, 137, 140, 141, 183, 189

cabin area, 1, 4, 9, 14, 20, 42, 45, 60, 63, 65, 66, 74, 76, 78, 80, 81, 88, 90, 92, 93, 94, 95, 105, 106, 107, 120, 122, 132, 137

camping, 42, 46, 53, 59, 66, 81, 94, 106

carrying capacity, 6, 40, 45, 46, 51, 57, 62, 65, 71, 77, 80, 86, 93, 101, 118, 127, 139, 141, 179

circulation patterns, 1, 2, 4, 5, 56, 59, 61, 63, 65, 98, 104, 106

civil rights, 17, 19, 22, 27, 45, 64, 69, 83, 145

Comprehensive Interpretive Plan, 7, 18, 40, 45, 63, 78, 92, 101, 128, 141, 174

cost estimates, 47, 67, 82, 96, 183

cultural landscape, 4, 11, 13, 14, 21, 34, 35, 36, 38, 45, 62, 63, 66, 69, 70, 72, 74, 76, 77, 78, 79, 81, 82, 83, 84, 85, 86, 87, 88, 90, 91, 92, 93, 95, 96, 98, 101, 103, 105, 106, 121, 141, 181, 183

Cultural Landscape Inventory, 21

cultural resources, 6, 34, 35, 36, 44, 50, 60, 97, 114, 120, 125, 168

development pressure, 5, 140

education, 1, 3, 4, 10, 11, 19, 22, 33, 46, 62, 63, 64, 66, 75, 78, 80, 81, 82, 89, 92, 94, 95, 96, 109, 128

educational programs, 4, 14, 45, 52, 55, 58, 64, 72, 76, 79, 86, 92, 93, 98, 102, 103

endangered species, 6, 45, 62, 77, 91, 114, 117, 122, 123, 142, 144, 170

erosion, 7, 39, 44, 46, 51, 62, 66, 77, 80, 91, 101, 118, 126, 130, 142

Ethnographic Overview and Assessment, 18, 20, 26, 65, 90, 121, 173, 174

ethnographic resources, 38, 50, 56, 70, 84, 121

farm animals, 15, 40, 45, 58, 64, 72, 79, 93, 103, 129

former (segregated) school, 1, 2, 4, 5, 6, 9, 16, 20, 33, 40, 41, 42, 46, 47, 49, 50, 53, 56, 63, 65, 66, 73, 76, 80, 84, 87, 92, 97, 98, 102, 103, 107, 131, 140, 169

Franklin County, 9, 10, 17, 24, 25, 27, 82, 96, 122, 124, 125, 126, 130, 133, 134, 135, 136, 137, 138, 143, 144, 145, 171, 172, 173, 175, 176

Gills Creek, 44, 51, 62, 77, 80, 91, 101, 143

historic preservation, 20, 82, 96, 168, 181

historic resources, 120, 169, 183

historic structures, 35, 132

I-73 corridor, 138, 143, 145

interpretation, 1, 3, 4, 7, 9, 10, 12, 13, 14, 15, 18, 19, 20, 21, 22, 23, 25, 27, 31, 32, 35, 38, 49, 50, 52, 54, 56, 60, 61, 62, 65, 69, 70, 74, 75, 76, 77, 78, 79, 81, 83, 84, 85, 88, 89, 90, 91, 92, 93, 95, 98, 103, 105, 106, 128, 129, 132, 133, 140, 141, 145, 180

interpretive themes, 52, 67, 78, 79, 92, 93, 128, 129

Jack-O-Lantern Branch Trail, 39, 51, 66, 101, 105, 143

land management, 39, 44, 50, 56, 61, 71, 77, 85, 99, 118, 121, 139

legislation, 4, 11, 12, 14, 21, 22, 23, 121, 146, 168, 181, 189

living history, 15, 22, 32, 40, 46, 58, 64, 72, 79, 87, 93, 103, 118, 129, 139

maintenance, 1, 2, 4, 5, 16, 17, 25, 35, 41, 42, 46, 47, 49, 52, 53, 56, 58, 59, 60, 61, 65, 66, 69, 70, 73, 74, 80, 81, 83, 85, 86, 87, 88, 90, 94, 95, 97, 103, 104, 105, 107, 108, 113, 130, 131, 132, 133, 142, 169, 187

management goals, 12, 13, 33, 34, 38, 49, 56, 70, 84, 140, 180

management zones, 34, 37, 55, 69, 83

memorial, 3, 10, 21, 23, 24, 32, 55, 58, 62, 65, 67, 69, 72, 76, 78, 79, 81, 83, 86, 90, 92, 93, 94, 101, 102, 112, 189

mission, 3, 4, 11, 12, 14, 15, 16, 17, 21, 22, 23, 24, 32, 33, 34, 38, 49, 61, 64, 69, 76, 77, 80, 90, 91, 94, 133, 140

mission goals, 3, 11, 12, 33, 180

natural resources, 1, 2, 3, 4, 5, 6, 9, 12, 14, 18, 21, 24, 25, 33, 34, 38, 39, 44, 51, 54, 61, 62, 77, 91, 101, 108, 115, 116, 118, 120, 123, 124, 125, 126, 127, 129, 132, 140, 141, 142, 144, 170, 179, 180

objects, 34, 36, 44, 63, 76, 91, 112, 113, 114, 117, 121, 141, 179, 180

park operations, 12, 13, 33, 38, 46, 49, 79, 93, 133, 140, 180

park purpose, 4, 10

park setting, 5, 6, 99, 100, 118, 129, 139, 140, 141

parking, 6, 17, 37, 41, 52, 53, 59, 64, 66, 73, 80, 81, 83, 84, 86, 87, 94, 95, 100, 103, 104, 105, 106, 128, 131, 132, 141

partnerships, 1, 3, 4, 12, 13, 17, 18, 24, 25, 26, 27, 33, 38, 43, 47, 54, 60, 67, 75, 82, 88, 89, 95, 108, 109, 119, 120, 133, 140, 142, 145, 173, 180

Proposed Plan, 1, 2, 4, 9, 69

race relations, 1, 2, 4, 10, 11, 13, 14, 17, 19, 22, 31, 64, 69, 81, 83, 95, 121, 128

reconstruction, 13, 32, 35, 36, 60, 69, 76, 90, 181

recreational use, 17, 21, 32, 42, 46, 53, 66, 106, 118, 131, 139, 180

rehabilitation, 1, 2, 5, 6, 35, 46, 61, 83, 87, 90, 94, 97, 114, 132, 140, 141, 169, 181, 184

resource management, 1, 2, 4, 5, 17, 20, 25, 26, 34, 38, 49, 76, 77, 91, 98, 133, 180

Resource Management Plan, 18, 124, 125, 126, 144, 145, 174

restoration, 1, 2, 5, 6, 35, 36, 46, 90, 113, 140, 169, 181, 184

rural character, 3, 6, 12, 13, 15, 20, 33, 50, 71, 85, 99, 141

safety, 15, 42, 44, 46, 51, 53, 59, 62, 77, 91, 100, 104, 105, 106, 107, 132, 142, 145, 170

Smith Mountain Lake, 13, 15, 17, 23, 24, 25, 82, 96, 124, 125, 126, 130, 131, 133, 134, 135, 137, 138, 144, 145, 173, 176

staffing, 1, 2, 4, 5, 17, 42, 47, 54, 60, 66, 74, 81, 88, 95, 108, 129, 133, 142, 187

traffic, 15, 23, 42, 46, 53, 59, 80, 104, 107, 125, 131, 142, 145

trails, 4, 9, 32, 46, 54, 59, 60, 61, 66, 74, 78, 79, 80, 81, 86, 88, 92, 93, 94, 95, 100, 106, 107, 108, 115, 129, 132, 142, 179, 181

transportation improvements, 23

viewshed, 1, 2, 4, 6, 11, 15, 24, 26, 41, 43, 47, 50, 52, 77, 82, 91, 96, 99, 100, 141

Viewshed Study, 18, 19, 20, 21, 137, 144, 173

visitor center, 1, 2, 4, 5, 6, 9, 15, 16, 17, 20, 25, 32, 33, 35, 37, 40, 41, 45, 46, 52, 56, 61, 63, 64, 65, 67, 70, 72, 73, 74, 76, 78, 79, 80, 81, 83, 84, 86, 87, 88, 90, 92, 93, 94, 95, 98, 101, 102, 103, 104, 105, 122, 128, 129, 130, 131, 132, 137, 141, 169, 181

visitor experience, 3, 7, 13, 15, 16, 17, 19, 23, 24, 31, 37, 38, 45, 49, 52, 57, 58, 59, 63, 64, 65, 70, 71, 72, 73, 79, 80, 86, 87, 93, 128, 140, 141, 142, 144, 145, 179, 180

visitor use, 1, 4, 5, 12, 13, 18, 20, 34, 37, 38, 49, 78, 102, 140, 144, 145, 180

water quality, 25, 39, 44, 45, 47, 51, 62, 77, 91, 100, 113, 117, 125, 126, 130, 133, 143, 145

water resources, 113

Westlake Corner, 20, 23, 137

wetlands, 45, 62, 77, 91, 113, 115, 126, 143, 144, 182

wildlife, 6, 32, 34, 39, 42, 50, 53, 62, 66, 77, 80, 91, 94, 100, 106, 112, 113, 117, 124, 126, 130, 142, 143, 179, 181

zoning, 20, 23, 37, 41, 52, 100, 137

United States Department of the Interior
National Park Service
Northeast Region