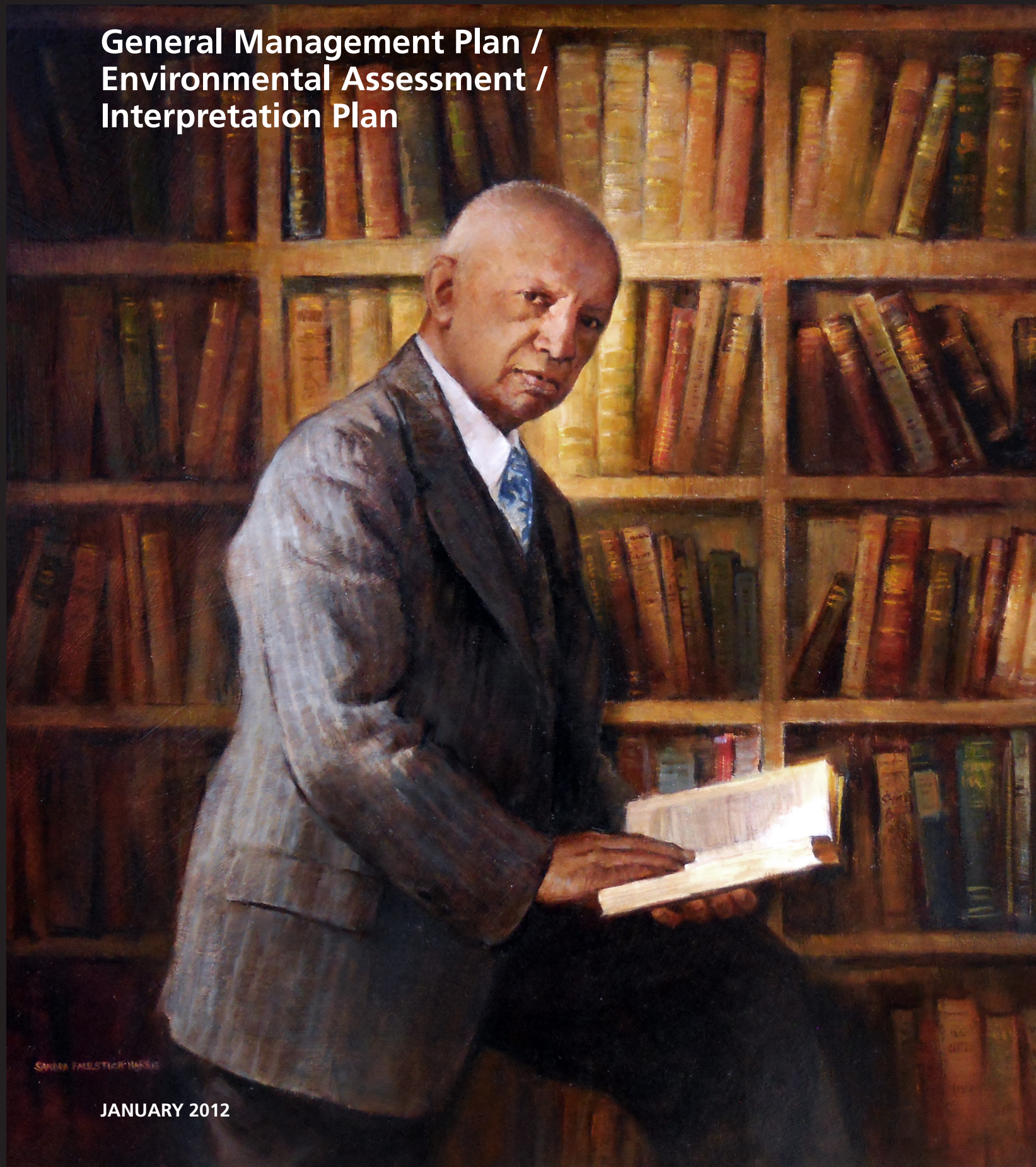




# **General Management Plan / Environmental Assessment / Interpretation Plan**



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Front cover: Artwork painted by National Park Service employee Sandra Harris (2011). Painting based on a February 1948, Scurlock Studio black and white photograph of Dr. Carter G. Woodson. Photograph contained in the Scurlock Studio Records, Archives Center, National Museum of American History, Smithsonian Institution, Washington, D.C.



# General Management Plan / Environmental Assessment / Interpretation Plan

## Carter G. Woodson Home National Historic Site

### Washington, D.C.

Congress authorized Carter G. Woodson Home National Historic Site (referred to as site or national historic site in this document) on December 19, 2003, by Public Law 108-192. The site was set aside to preserve, protect, and interpret for the benefit, education, and inspiration of present and future generations the home (and legacy) of the preeminent historian and educator Dr. Carter G. Woodson, founder of the organization known today as the Association for the Study of African American Life and History. As a new unit of the national park system, the national historic site has not had a previous comprehensive planning effort. This *General Management Plan / Environmental Assessment/ Interpretation Plan* presents and analyzes alternative directions for the future management and use of Carter G. Woodson Home National Historic Site. The national historic site includes Woodson's home at 1538 9th Street, NW, and two row houses adjacent to it at 1540 and 1542 9th Street, NW.

This document examines two alternatives for the development, use, and management of the national historic site. The **no-action alternative** describes the baseline for comparison with the preferred alternative. Under the no-action alternative, the National Park Service would take steps to preserve the historic structures because it is the minimum action acceptable for maintaining the structures and to meet congressional intent for the site. Preservation efforts would include restoring or stabilizing the façades and rear sides of Woodson's home (building 1538) and building 1540 and rehabilitating the façade and rear side of building 1542. Periodic minor repairs would be made to the interiors of the historic structures. Visitors would experience the site from the outside via interpretive wayside exhibits in front of Woodson's home and an interpretive walking tour of the neighborhood. The historic structures would not be open to visitors. Interpretation and education staff would be hired to manage the day-to-day operations of the site. Their offices would be located off-site.

The **preferred alternative** presents two options. Option one addresses the Woodson home (building 1538) and the two adjoining row houses (buildings 1540 and 1542). Option two addresses these three structures and an adjacent fourth property, 1544 9th Street, NW (building 1544). Option two would be implemented only if this property is acquired and added to the park boundary authorized in Public Law 108-92. Under the preferred alternative (both options), the façades and rear sides of Woodson's home and building 1540 would be restored, and the façade and rear side of building 1542 would be rehabilitated. The interior of the Woodson home would be restored to the time period Dr. Woodson lived there (1922–1950). The interiors of buildings 1540 and 1542 would be rehabilitated to provide space for interpretive exhibits, offices for NPS and Association for the Study of African American Life and History employees, access (via an elevator, wheelchair lift), retail sales, mechanical systems, and restrooms. Under option two, the exterior treatment for building 1544 would be determined after the acquisition of the structure, and the interior rehabilitated and the space would be used for educational programs, interpretive exhibits, public meetings, classroom activities, administrative purposes, and restrooms. In both options, the interpretation plan would be fully implemented, and visitors would experience the site through interpretive exhibits, videos, and programs inside the structures, including a ranger-guided tour of Woodson's home. There would also be interpretive wayside exhibits in front of Woodson's home and a walking tour of the neighborhood. Interpretation and education staff would be hired to manage the day-to-day operations of the site. The offices for these employees would be located at the national historic site.

The potential environmental impacts of the alternatives have been identified and assessed. Implementation of the no-action alternative would result in negligible to minor, adverse, site-specific, long-term impacts to historic structures; negligible to minor, long-term, adverse impacts to visitor use and experience; short- and long-term, beneficial impacts to the socioeconomic environment; and long-term, beneficial impacts to park operations.

Implementation of either option of the preferred alternative would result in moderate, adverse, site-specific, long-term impacts to historic structures; long-term, beneficial impacts to visitor use and experience; short- and long-term, beneficial impacts to the socioeconomic environment; and long-term, beneficial impacts to park operations.

This *General Management Plan / Environmental Assessment / Interpretation Plan* has been distributed to interested agencies, organizations, and individuals for their review and comment. The public comment period for this document will last 30 days. Readers are encouraged to submit comments on this draft plan at: <http://parkplanning.nps.gov/cawo>. You may also send written comments to Carter G. Woodson Home National Historic Site General Management Plan, National Park Service, Denver Service Center – P, P.O. Box 25287, Denver, CO 80225. Please read “How to Comment on this Plan” on the next page for more information regarding submitting comments and the disclosure of your personal identifying information.

## HOW TO COMMENT ON THIS PLAN

Comments on this *General Management Plan / Environmental Assessment / Interpretation Plan* are welcome and will be accepted during the 30-day public review and comment period. During the comment period, comments may be submitted using one of the methods noted below.

**Online:** It is preferred that readers submit comments online through the park planning website <http://parkplanning.nps.gov/cawo>. This method will allow comments to be incorporated into the National Park Service comment system. An electronic public comment form is provided through this website.

**Mail:** Carter G. Woodson Home National Historic Site  
General Management Plan  
National Park Service  
Denver Service Center – P  
P.O. Box 25287  
Denver, CO 80225

or

**Hand delivery:** Comments can be hand delivered to the public meetings the National Park Service will hold regarding this *General Management Plan / Environmental Assessment / Interpretation Plan*. The public meetings will be announced in the media following the release of this plan. Comments can also be hand delivered to the following address:

National Park Service  
National Capital Parks East  
1900 Anacostia Drive  
Washington, D.C. 20020

Before including your address, phone number, e-mail address, or other personal identifying information in your comment, you should be aware that your entire comment—including your personal identifying information—may be made publicly available at any time. Although you can ask the National Park Service to withhold your personal identifying information from public review in your comment, the National Park Service cannot guarantee your request will be granted.

## SUMMARY

### BACKGROUND

Dr. Woodson was the son of former slaves, and earned his Ph.D. from Harvard University in 1912—only the second African American to do so, after W. E. B. DuBois. This achievement was even more extraordinary since he did not begin his formal education until he was 20 years old. He had been denied access to public education in Canton, Virginia, where he was born in 1875, and did not start school until he moved to Huntington, West Virginia. He received his high school diploma two years later, a bachelor's degree from Berea College in 1897, and went on to earn A.B. and M.A. degrees from the University of Chicago before attending Harvard. Dr. Woodson was an educator, historian, publisher, advocate, and prominent member of the African American community in Washington, D.C.

Congress authorized the Carter G. Woodson Home National Historic Site (also referred to as national historic site or site throughout this document) on December 19, 2003, under Public Law 108-92. After acquisition of Woodson's home and the two adjacent row houses to the north (buildings 1540 and 1542), the Secretary of the Interior established the national historic site on February 27, 2006, making it the 389th unit of the national park system. As a new unit, the Carter G. Woodson Home National Historic Site has not had a previous comprehensive planning effort. The National Parks and Recreation Act of 1978 and National Park Service (NPS) policy mandate the development of a general management plan for each unit of the system to determine how the site should be managed, developed, and interpreted to the public.



As seen from left to right: Dr. Woodson's home (red brick with sign above the entryway) and buildings 1540, 1542, 1544.

## SUMMARY

The Carter G. Woodson Home National Historic Site is a unit of the National Park Service's National Capital Parks-East group, which includes 12 major park areas at 98 locations in Washington, D.C. and areas east of the city. The National Capital Parks-East superintendent oversees the management of the national historic site along with his/her staff. National Capital Parks-East is part of the NPS National Capital Region.



At present, the national historic site is not open to the public. This *General Management Plan / Environmental Assessment / Interpretation Plan* is tailored to meet the specific needs of this new national historic site. The plan sets forth direction for achieving desired future conditions at the national historic site, and it will be the primary document for managing the site for the next 15 to 20 years.

It also provides guidance to assist NPS managers in opening the national historic site to the public. Included in this general management plan is an interpretation plan that will assist NPS managers in developing interpretive exhibits and programs for the site.

## THE SITE

Woodson's home is one of three adjoining structures within the national historic site. Woodson's home, at 1538 9th Street, NW, and the two row houses adjacent to it, at

1540 and 1542 9th Street, NW, were acquired by the National Park Service in 2005 and 2006, respectively, and the park boundary established, as authorized in Public Law 108-92 (see figure 2).

To the north is 1544 9th Street, NW, a privately owned structure that was authorized for acquisition through donation or purchase from a willing seller under Public Law 108-92. This building is considered in the plan because it is authorized for acquisition and subsequent addition to the boundary.

The Woodson home was designated a national historic landmark in 1976 for its association with Dr. Woodson's place in American history as an extraordinary educator, historian, leader, and "father of Black history." The home is also significant for its association with the Association for the Study of African American Life and History, the Associated Publishers, Inc. (publishing company), *The Journal of Negro History*, and *The Negro History Bulletin*, organizations and publications Dr. Woodson founded between 1915 and 1920 and ran out of his home on 9th Street. The period of significance for Woodson's home is 1922 to 1950, the years that he lived in the house. All four historic structures (1538, 1540, 1542, and 1544) are listed in the National Register of Historic Places as contributing resources in the Mount Vernon West National Historic District (listed in 1999). The buildings are also contributing resources in the Shaw Historic District, a Washington, D.C.-designated historic district.

After Dr. Woodson's death in 1950, the Association for the Study of African American Life and History used his residence as their headquarters until 1971. After the Association for the Study of African American Life and History moved out, they rented the building to a publisher that used the space until the late 1980s (Historic Structures Report 2008). Since then, the building has remained unoccupied.

Woodson's home and buildings 1540 and 1542 are components of a block of nine row houses on 9th Street, NW, that originally had identical façades exhibiting the simple, vernacular, Victorian Italianate architectural style of the late 19th century. These three structures were constructed between 1872 and 1874.

## THE ALTERNATIVES AND IMPACTS

The alternatives for the development, use, and management of the national historic site include a no-action alternative, which describes what is happening now at the site and the management direction that has been adopted by current (2011) park management, and the preferred alternative. The no-action alternative assumes the National Park Service would take some actions to preserve the historic structures for future generations, including some exterior stabilization, restoration, and rehabilitation work, because the work is the minimum action thought to be acceptable for preservation of the national historic site and to meet congressional intent. The preferred alternative outlines the full development, use, and management of the national historic site.

### The No-action Alternative

#### *Concept*

The neighborhood surrounding Woodson's home retains much of the historic character from the time Dr. Woodson lived and worked there. The emphasis under the no-action alternative would be the opportunity for visitors to experience Dr. Woodson's neighborhood, view the restored and/or stabilized and rehabilitated historic structure façades, and understand how this neighborhood influenced his life and work. While visitors would not have access to the interiors of the structures, they would learn about Dr. Woodson's life and legacy through the park website and brochure and the

wayside exhibits in front of Woodson's home. Visitors would also learn about Dr. Woodson by going on a ranger or volunteer-led interpretive walking tour of the neighborhood. The tour would stop at the Shiloh Baptist Church, YWCA, and other significant neighborhood locations associated with him.

#### *Historic Structures*

Under the no-action alternative, the façades and rear sides of Woodson's home (1538) and building 1540 would be stabilized or restored to the way they looked during the time period Dr. Woodson lived there (1922–1950). The façade and rear side of building 1542 would be rehabilitated to look compatible with the other two structures. The exterior of the three structures would have the appearance of a set of maintained historic structures similar in appearance and feel. The interiors would be periodically inspected and minor repairs made as needed. A heating, ventilation, and air-conditioning system (HVAC) would be installed in building 1540 to service the three structures. A fire suppression system would be installed throughout the three structures. The rear yards would be maintained.

#### *Visitor Use and Experience*

Visitor use and experience would be limited under the no-action alternative because the interiors of the historic structures would not be restored and rehabilitated, and as a result, visitors would not be allowed inside. The public would learn about Dr. Woodson and his legacy through the park website, park brochure, and an interpretive walking tour of the neighborhood led by a NPS interpretive ranger or volunteer. Visitors would also learn about Dr. Woodson from two or three interpretive wayside exhibits in front of Woodson's home. The exhibits would meet accessibility standards, and the design of them would follow sustainable/green design standards including emphasizing environmental sensitivity in constructing the exhibits, using nontoxic

## SUMMARY

materials, conserving resources, and recycling materials.

Under the no-action alternative, the Association for the Study of African American Life and History would not be provided administrative space since the interiors of the historic structures would not be rehabilitated for use. The Association for the Study of African American Life and History would assist the National Park Service with interpretive and educational programming, including the park website, park brochure, exterior wayside exhibits, and interpretive programs like the walking tour. The Association for the Study of African American Life and History would assist the National Park Service with the coordination of NPS Black History Month events.

### *Socioeconomic Environment*

The national historic site is located within the Shaw neighborhood. This large, historic neighborhood possesses a unique character influenced by its late 19th century and early 20th century architecture and its history as a center of African American culture in Washington, D.C. The neighborhood is an attraction to some cultural heritage tourism travelers, but it lacks retail businesses and lodging for these travelers.

### *Park Operations*

Under the no-action alternative, four full-time equivalent (FTE) interpretation and education staff would be hired to manage the day-to-day operations of the site. National Capital Parks-East may also hire a maintenance worker, resource management specialist, or an administrative assistant (two FTEs total) to support the operation of the national historic site. These two employees would be shared with other National Capital Parks-East park units. The offices of the site's employees would be located off-site at another National Capital Parks-East park or office. Additional operational support would be provided by existing National Capital Parks-East staff.

The site's interpretation and education staff would take visitors on a scheduled walking tour of the neighborhood during regular park hours. Volunteers might also guide the tours. The maintenance worker and resource management specialist would check on the historic structures periodically and make any necessary repairs, as well as clean the site as needed. U.S. Park Police would continue to regularly patrol the national historic site.

### *Impacts of the No-action Alternative*

Implementation of the no-action alternative would result in negligible to minor, adverse, site-specific, long-term impacts to historic structures and contribute a small increment to the adverse, minor and long-term cumulative impacts.

Implementation of the no-action alternative would result in impacts that are adverse, long term, and negligible to minor to visitor use and experience and contribute a minute increment to the long-term, adverse, and negligible cumulative impacts.

Implementation of the no-action alternative would result in short- and long-term, beneficial impacts to the socioeconomic environment and contribute a small increment to the long-term, beneficial cumulative impacts.

Implementation of the no-action alternative would result in impacts to park operations that are beneficial and long term and contribute a slight increment to the long-term, beneficial cumulative impacts.

## **The Preferred Alternative**

### *Concept*

In addition to experiencing the neighborhood as described in the no-action alternative, the emphasis under the preferred alternative would be to experience Dr. Woodson's life as if he just stepped out of his house and away from his work.



Visitors would learn about Dr. Woodson by going on a guided tour of his restored home, and through innovative and interactive interpretive exhibits, videos, materials, and programs in the adjacent buildings.

### *Two Options*

The preferred alternative consists of two options. Option one addresses Dr. Woodson's home and the two adjoining row houses (buildings 1540 and 1542). This option would be implemented immediately upon approval of the plan. Option two addresses these structures as well as 1544 9th Street, NW (building 1544). This option would be implemented only if the property is acquired and added to the park boundary.

### *Historic Structures*

Under the preferred alternative (both options), the same exterior work would be done on Dr. Woodson's home and buildings 1540 and 1542 as proposed in the no-action alternative. The interior of Woodson's home would be restored to look like it did, to the extent possible, when Dr. Woodson lived there. The interiors of buildings 1540 and 1542 would be rehabilitated to provide space for interpretive exhibits, offices, access (via an elevator, wheelchair lift), retail sales, mechanical systems, and restrooms. Entryways between Woodson's home and building 1540 would be considered on all four levels to provide the highest level of accessibility to all visitors in a way that would avoid the loss of significant historic features, spatial relationships, and without jeopardizing the structural integrity of the building. An elevator would be installed in building 1540, and an elevator house would be constructed on the roof of building 1540 (during the preparation of design and construction drawings, it may be determined that the elevator is better suited in building 1542). A second stairway would be constructed on the rear addition of building 1540 to accommodate fire safety egress. An HVAC system would be installed in building 1540 to service the three structures. A fire suppression system would be installed

throughout the three structures (possibly four). The rear yards of the three structures would be maintained.

Under option two, the exterior treatment for building 1544 would be determined after the acquisition of the structure. The interior of the structure would be rehabilitated to provide space for educational programs, interpretive exhibits, public meetings, classroom activities, administrative purposes, and restrooms.

Under option one of the preferred alternative, building 1542 would serve as the main entrance to the site. Under option two, building 1544 would serve as the main entrance. Both buildings would provide barrier free accessibility to the national historic site.

### *Visitor Use and Experience*

Under both options of the preferred alternative, the National Park Service would implement the interpretation plan (chapter six) by creating interactive interpretive and educational exhibits, videos, materials, and programs using innovative technologies and accessibility guidelines to engage visitors in the life, work, and contributions of Dr. Woodson. The design of the interpretive exhibits and spaces would follow sustainable/green design standards and would meet accessibility standards. The interpretive exhibits would primarily be in buildings 1540 and 1542. Like the no-action alternative, visitors would also learn about Dr. Woodson and his legacy from the park website and brochure, wayside exhibits in front of Woodson's home, and an interpretive walking tour of the neighborhood led by a NPS interpretive ranger or volunteer.

It is estimated that groups of six to eight visitors would tour the Woodson home led by a NPS interpretive ranger or volunteer who would provide history and relevant facts about the house, Dr. Woodson, and his work. An estimated two tours of six to eight people would be allowed in the house at one

time. The other two (possibly three) historic structures would provide orientation to the Woodson story through interpretive exhibits, information panels, videos, and retail sales items.

Under the preferred alternative (both options), the agreement between the National Park Service and Association for the Study of African American Life and History would be fully implemented. The Association for the Study of African American Life and History would be provided no less than 500 square feet of administrative space. They would assist the National Park Service in providing interpretive and educational programs about Dr. Woodson's legacy, as well as programs about African American history, life, and culture, including the impact that Dr. Woodson and the Association for the Study of African American Life and History have had in America. The Association for the Study of African American Life and History would continue to assist the National Park Service with the coordination of NPS Black History Month events, among other special events.

Also, under the preferred alternative (both options), the National Park Service would be able to provide local schools, universities, and other organizations with interpretive ranger programs at the national historic site. Small-scale special events open to the public would occur at the national historic site. These events would take place inside the buildings and possibly in the backyards, during normal business hours and in the evenings.

### *Socioeconomic Environment*

The national historic site is located within the Shaw neighborhood. This large, historic neighborhood possesses a unique character influenced by its late 19th century and early 20th century architecture and its history as a center of African American culture in Washington, D.C. The neighborhood is an attraction to some cultural heritage tourism

travelers, but it lacks in retail businesses and lodging for these travelers.

### *Park Operations*

Under the preferred alternative, seven and a half FTE interpretation and education staff would be hired to manage the day-to-day operations of the site. National Capital Parks-East may also hire a maintenance worker, resource management specialist, and an administrative assistant (three FTEs total) to support the operation of the national historic site. These three employees would be shared with other National Capital Parks-East park units. The offices of the site's employees would be located at the national historic site. Additional operational support would be provided by existing National Capital Parks-East staff.

The interpretation and education staff would orient visitors to the site and lead them on tours of Dr. Woodson's home and the neighborhood. Volunteers may also lead the tours. The maintenance worker would provide custodial support and make needed repairs to the historic structures and utility systems, the resource management specialist would support preservation of cultural resources, and the assistant would provide administrative support. U.S. Park Police would continue to regularly patrol the national historic site.

### *Impacts of the Preferred Alternative*

Implementation of the preferred alternative (either option) would result in impacts to historic structures that are moderate, adverse, site-specific, and long term and contribute a small increment to the adverse, minor, and long-term cumulative impacts.

After applying the Advisory Council on Historic Preservation's criteria of adverse effects (36 CFR Part 800.5, Assessment of Adverse Effects), the National Park Service concludes the proposed undertakings outlined in the preferred alternative (either option) would most likely be an adverse effect on historic structures. The adverse

effect determination would result from the construction of entryways between the Woodson home and building 1540, and the construction of an elevator house on the roof and stairway addition on the back of building 1540. These actions would alter the integrity of Woodson's home, including the workmanship, design features, materials, and feeling.

As a result of the adverse effect determination, a memorandum of agreement, in accordance with 36 CFR Part 800.6, *Resolution of Adverse Effects*, would be negotiated between the National Park Service and the District of Columbia Historic Preservation Office and, if necessary, the Advisory Council on Historic Preservation. The memorandum of agreement would stipulate how the adverse effects would be mitigated.

Implementation of the preferred alternative would result in impacts to visitor use and experience that are beneficial and long term and contribute a small increment to the long-term, beneficial cumulative impacts.

Implementation of the preferred alternative would result in short- and long term, beneficial impacts to the socioeconomic environment and contribute a slight increment to the long-term, beneficial cumulative impacts.

Implementation of the preferred alternative would result in impacts to park operations that are beneficial and long term and contribute a small increment to the long-term, beneficial cumulative impacts.





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# **CHAPTER ONE: INTRODUCTION**



# A GUIDE TO THIS DOCUMENT

This *General Management Plan/Environmental Assessment/Interpretation Plan* is organized in accordance with the Council on Environmental Quality's implementing regulations for the National Environmental Policy Act and NPS *Management Policies 2006*.

**“Chapter One: Introduction”** sets the framework for the entire document, describing why the plan is being prepared and what needs it must address. It gives guidance for the alternatives that are being considered, which are based on the national historic site's legislation, its purpose, and the significance of its resources. The alternatives also are based on special mandates and administrative commitments and servicewide mandates and policies, and take into consideration other planning efforts in the area.

The introduction also details the planning opportunities and issues that were raised during public scoping meetings and initial planning team efforts. “Scoping” helps the planning team to identify issues and to determine the range of alternatives that would be addressed. During scoping, the NPS staff provides an overview of the proposed project. Members of the public then have the opportunity to make comments and suggestions or to express their concerns.

The first chapter concludes with a statement of the scope of the environmental impact analysis—specifically what impact topics were or were not analyzed in detail.

**“Chapter Two: Management Alternatives”** begins with an explanation of the management directions that could be used to manage the national historic site in the future. It also includes information about the alternatives: a description of what is

happening now at the site and the management direction that has been adopted by current (2011) park management (the no-action alternative) and the preferred alternative. Mitigation measures that would be proposed to minimize or eliminate the effects of some proposed actions are then described. Next are tables comparing the alternative actions and the environmental consequences of implementing both alternatives. The chapter ends with an evaluation of the environmentally preferable alternative.

**“Chapter Three: The Affected Environment”** contains descriptions of the areas and resources that would be affected by carrying out the actions of the two alternatives. Such affected resources are historic structures, visitor use and experience, the socioeconomic environment, and park operations.

**“Chapter Four: Environmental Consequences”** are analyses showing how implementing each alternative would affect the resources described in the “Affected Environment” chapter. At the beginning of this chapter, the methods used for assessing the direct and cumulative impacts are outlined, including the intensity, duration, and type of impacts.

**“Chapter Five: Consultation and Coordination”** contains descriptions of the public and agency coordination undertaken during the planning effort and any possible future natural and cultural compliance requirements. Agencies and organizations that will receive copies of the document also are listed in this chapter.

**“Chapter Six: Interpretation Plan”** contains the interpretation plan for Carter G. Woodson Home National Historic Site completed in November 2009 by the

National Park Service Harpers Ferry Center. The plan was integral to the development of this *General Management Plan/ Environmental Assessment/ Interpretation Plan* because it helped guide how the interior spaces of the historic structures may

be used for visitor, administrative, and operational purposes.

**“Appendixes, References, Preparers, and Consultants”** contain supporting information for this document.



# OVERVIEW OF THE NATIONAL HISTORIC SITE

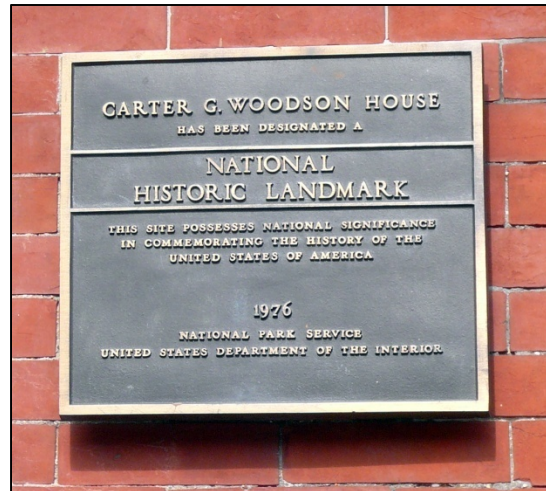
## INTRODUCTION

Dr. Woodson was the son of former slaves, and earned his Ph.D. from Harvard University in 1912—only the second African American to do so, after W. E. B. DuBois. This achievement was even more extraordinary since he did not begin his formal education until he was 20 years old. He had been denied access to public education in Canton, Virginia, where he was born in 1875, and did not start school until he moved to Huntington, West Virginia. He received his high school diploma two years later, a bachelor's degree from Berea College in 1897, and went on to earn A.B. and M.A. degrees from the University of Chicago before attending Harvard. Dr. Woodson was an educator, historian, publisher, advocate, and prominent member of the African American community in Washington, D.C.

Woodson's home is one of three adjoining structures in the Carter G. Woodson Home National Historic Site's authorized boundary. Woodson's home is at 1538 9th Street, NW, and the two row houses adjacent to it are at 1540 and 1542 9th Street, NW.

## Commemoration of the Home

Dr. Woodson lived in the row house at 1538 9th Street, NW, from 1922 until his passing in 1950. Dr. Woodson's home was listed in the National Register of Historic Places on May 11, 1976, as a national historic landmark. This designation is the highest possible status awarded to historic properties. The Woodson home commemorates a place where pivotal events took place and where an important American lived and worked.



## Authorization of the National Historic Site and Acquisition

Public Law 108-192 (117 Stat. 2873) was signed on December 19, 2003, authorizing Carter G. Woodson Home National Historic Site. It was set aside to preserve, protect, and interpret for the benefit, education, and inspiration of present and future generations the home (and legacy) of the preeminent historian and educator, Dr. Carter G. Woodson, founder of the organization known today as the Association for the Study of African American Life and History (2003 H.R. 1012; 108 H.R. 1012).

In 2005 and 2006, the National Park Service acquired three of the four buildings authorized for acquisition as stated in Public Law 108-92. With acquisition of these buildings, the Secretary of the Interior established the national historic site on February 27, 2006.

The fourth property authorized for acquisition through donation or purchase from a willing seller is 1544 9th Street, NW, which is adjacent to the park boundary to the north.

## Stabilization of the Buildings

At the time the National Park Service acquired the Woodson home (building 1538) and the two adjacent historic structures to the north (buildings 1540 and 1542), all three row houses were in a state of advanced deterioration. The roofs leaked, windows were broken, walls were cracking and bulging, there was extensive insect and moisture damage to ceilings, walls, and floors, and no utility systems were functional. Unauthorized trespass in and out of the historic structures was occurring frequently. The National Park Service undertook a stabilization project that secured the structures, reinforced floors, removed debris, replaced broken windows, and installed a new roof on the Woodson home.

## The Immediate Neighborhood

The west side of 9th Street, as Dr. Woodson would have known it, is remarkably intact. The church Dr. Woodson attended, Shiloh Baptist Church, remains the anchor on the south end of the 1500 block. Attached to the

church is the only modern structure, the five-story, brick Henry C. Gregory III Family Life Center. Nine three-story row houses comprise the central core of the block. The Woodson row house is the seventh from the south. On the north end of the row house block is the two-story, early 20th century commercial “corner store” structure (building 1544).

Woodson’s home and the other row houses on the block were constructed of red brick between 1872 and 1874. These three-story row houses are in a late 19th century simple, Victorian Italianate architectural style typical of speculative housing constructed during the post-Civil War era. The façades are flat and simple, with decorative detail limited to the cornice and door surrounds. Window lintels and a water table separating the basement level from the first floor are of stone. The interior and exterior ornamentation was of mass produced architectural components: mantels, windows, doors, woodwork, stair elements, gaslight fixtures, brackets, finials, moldings, and cast-iron elements.



The former “corner store” or corner commercial structure at 1544 9th Street, NW, is an early 20th century brick structure of two stories designed for commercial enterprise with large glass windows and doors on the 9th Street side. It has flat, simple front and north elevations with a bracketed cornice on the front.

The triangle park to the north of the 1500 block is being developed by the city of Washington as a commemorative city park with a planned seated bronze sculpture of Dr. Woodson. Across the park at Rhode Island Avenue is the Phyllis Wheatley YWCA, a neighborhood fixture during Dr. Woodson’s life in the neighborhood and it still remains in use today (see figure 2).

Dr. Woodson would easily recognize the immediate neighborhood. The streetscape that surrounds the national historic site is largely intact. While there are a few

deteriorated structures, on the whole it retains much of the historic appearance that characterized it during Woodson’s residency in the home. The site’s setting, both within the immediate area and in the two larger historic districts, provides important context for interpreting, in full, the story of Dr. Woodson’s life on 9th Street.

### **Access to the Site**

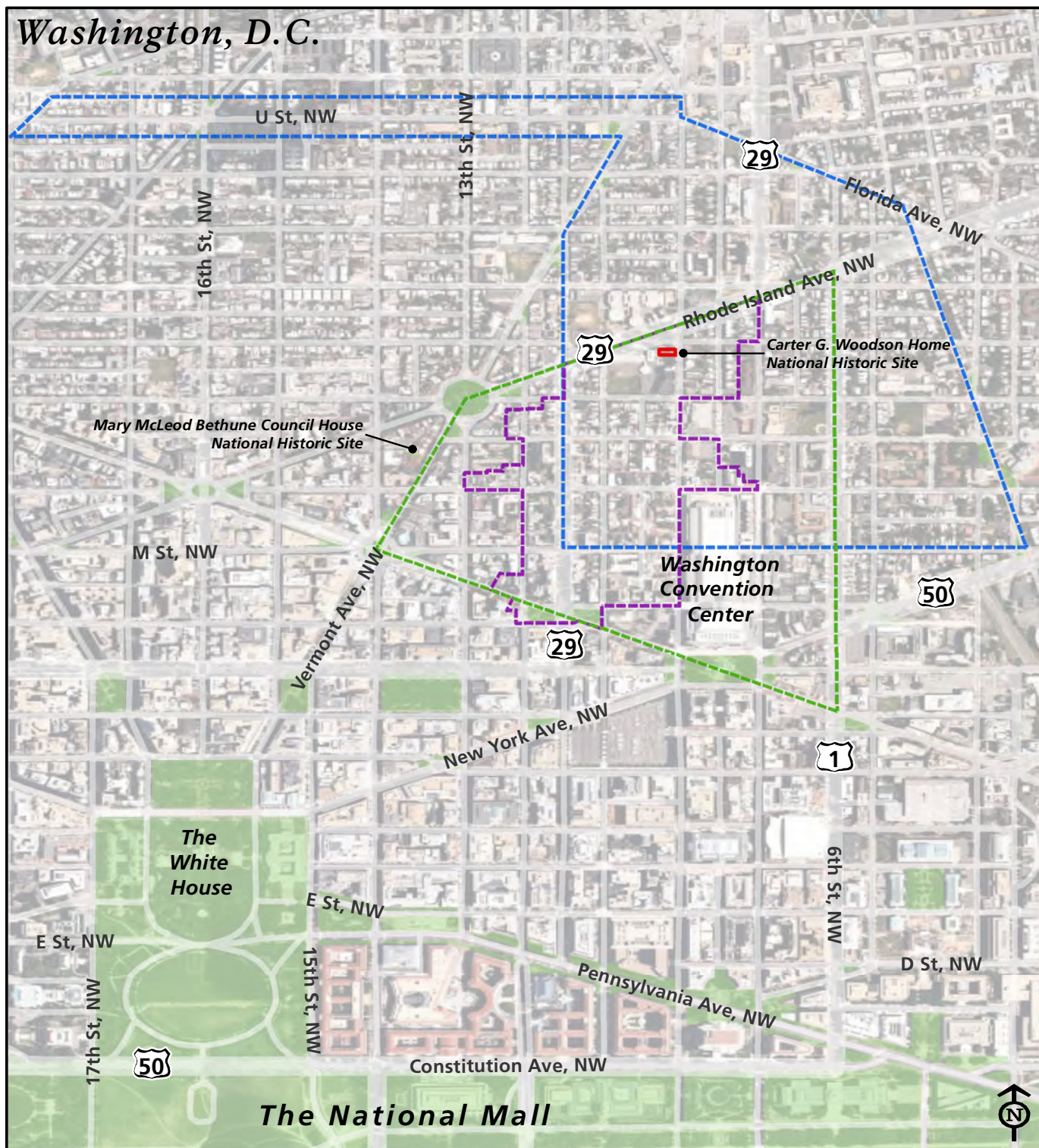
Carter G. Woodson Home National Historic Site is a stop on the Black History National Recreation Trail, on the African American Heritage Trail, and on the Shaw Heritage Trail. Each trail is designed to be both a walking and driving trail.

The national historic site is easily reached by the Washington Metro Subway, city bus, and/or car. There is currently (2011) no on-site parking, only street parking.





# Washington, D.C.

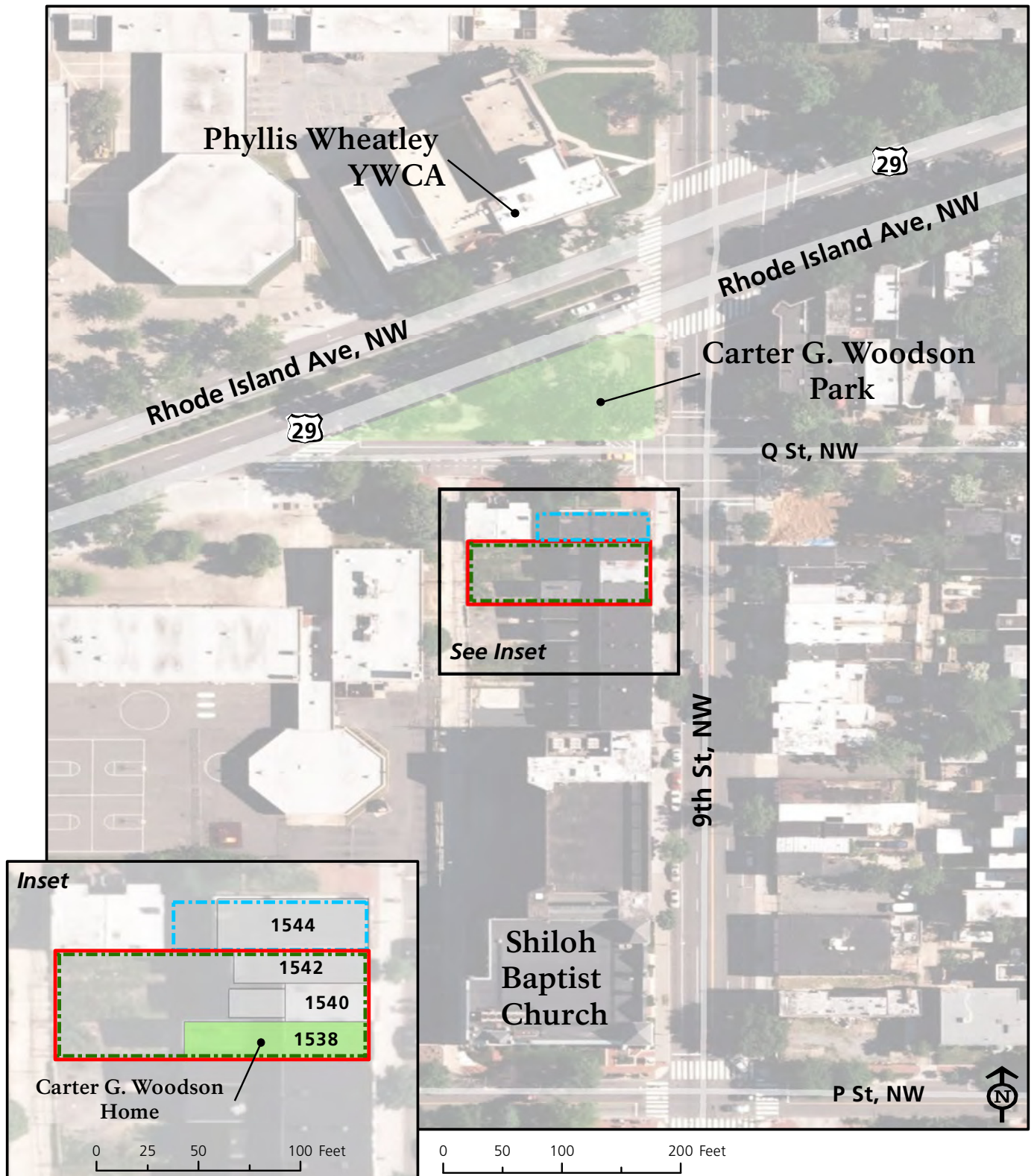


- AUTHORIZED NATIONAL HISTORIC SITE BOUNDARY
- OTHER NATIONAL PARK UNITS
- SHAW NEIGHBORHOOD
- SHAW HISTORIC DISTRICT
- MOUNT VERNON WEST NATIONAL HISTORIC DISTRICT

## Figure 1 Vicinity

Carter G. Woodson Home National Historic Site  
United States Department of the Interior • National Park Service





- AUTHORIZED NATIONAL HISTORIC SITE BOUNDARY
- NPS OWNED
- AUTHORIZED FOR ACQUISITION, BUT NOT CURRENTLY WITHIN THE BOUNDARY

## Figure 2 Park Map

Carter G. Woodson Home National Historic Site  
United States Department of the Interior • National Park Service

## DR. CARTER GODWIN WOODSON

Dr. Carter Godwin Woodson's story is one of extraordinary determination to overcome the obstacles facing an African American male in a southern state during the era of Jim Crow laws and the aftermath of the Civil War. He was born December 19, 1875, in rural Buckingham County Virginia, near the town of New Canton. His parents, Anne Eliza Riddle and James Henry Woodson, had been plantation slaves. James Henry, during slavery, had been a skilled cabinetmaker; but after the war, he became a farmer. Together Anne Eliza and James Henry raised nine children on their small farm.

As a child, Woodson worked on the family farm and sporadically attended the elementary school run by his mother's brothers. As an adult, Woodson maintained that this early education grounded him well in scholarly fundamentals (Romero 1971) and piqued his lifelong interest in education.

As a youth, Woodson and his brother, Robert, moved to West Virginia to lay ties for the Chesapeake and Ohio Railroad. Much of his spare time was spent in a local mercantile store reading newspapers aloud to illiterate locals.

In 1892, at the age of 16, Woodson and his brother went to work in the coal mines. Determined to get an education, he left the mines in 1895 and entered Frederick Douglass High School in Huntington, West Virginia. Two years later, he graduated, having compressed a four-year education into two years, and immediately enrolled in Berea College in Kentucky. Taking mostly correspondence courses, he earned a Bachelor of Literature degree in 1903, just prior to the Kentucky legislature's decision to outlaw integrated education. While working toward his degree, Woodson taught school in Winona, West Virginia, and then became the teaching principal at his alma mater, Frederick Douglass High School.

Woodson then enrolled as a student in residence at the University of Chicago, but left to accept a teaching position with the U.S. War Department in the Philippines. He left that position in 1907 after four years and traveled extensively in Asia and Europe. Already fluent in Spanish, he learned French and studied briefly at the Sorbonne in Paris.

In March of 1908, Woodson earned a Bachelor of Arts in history from the University of Chicago, and in August of the same year, he earned a Master of Arts in history from the same university.

He became the second African American to earn a Ph.D. from Harvard in 1912 (the degree was in history); his dissertation was entitled "The Disruption of Virginia."

By 1915, now Doctor Woodson, he returned to Chicago where he and other like-minded individuals founded the Association for the Study of Negro Life and History (today it is known as the Association for the Study of African American Life and History), leading him down the path to his life's work: researching, writing, and disseminating the history and cultural experience of African American people in American life.

In 1916, he started the *Journal of Negro History*, still published today by the Association for the Study of African American Life and History as the *Journal of African American History*.

Dr. Woodson became the principal of Armstrong High School in Washington, D.C. in 1918, and then was appointed Dean of the School of Liberal Arts at Howard University the following year. He was a member of the influential fraternity group Omega Psi Phi founded at Howard University in 1911.

Finding mainstream publishers unwilling to publish the works of African Americans, Dr. Woodson founded Associated Publishers, Inc., in Washington, D.C., to provide an outlet for disseminating both his work and that of other African Americans to a mostly



African American audience. In the same year, 1921, Dr. Woodson was appointed Dean of West Virginia State College, but left after one year to settle into his newly purchased home at 1538 9th Street, NW, Washington, D.C.

From 1922 on, Dr. Woodson dedicated his life to writing, publishing, and disseminating African American scholarly and popular works designed to explain and validate the African American experience.

In 1926, he founded and promoted “Negro History Week,” as a way of focusing attention on the accomplishments of African Americans and promoting pride in the history and cultural achievements of African Americans in America. He was awarded the Spingarn Medal by the National Association for the Advancement of Colored People that same year in honor of his dedication to the advancement of African Americans.

At the urging of Mary McLeod Bethune, another prominent African American in Washington, D.C., Dr. Woodson founded the *Negro History Bulletin*—designed for a general audience—in 1937 as an additional means of disseminating his life’s work to a wider audience.

In 1950, Dr. Woodson died of heart failure at his home at 1538 9th Street, NW. Dr. Woodson and his home were important to the African American community, as well as other minority communities, in Washington, D.C. The African American community consisted of people from diverse trades, professions, and economic backgrounds, from whom he both learned and taught an appreciation for African American history in the United States and beyond.

From his early childhood to his death, Dr. Woodson exhibited a singular dedication to education, both his own and that of other African Americans. As a community leader and publisher, Dr. Woodson initiated programs of scholarly research and popular education that reached all levels of African

American society. Through difficult times, he continued to research the history and culture of African Americans. He found a way to surmount every obstacle he encountered. Through his perseverance, he took advantage of every opportunity to educate himself, becoming a respected scholar and publisher.

Dr. Woodson was not the first to write about African American history; George Washington Williams (1849–1891) wrote *History of the Negro Race in America from 1619 to 1880* (Dagbovie 2009). Dr. Woodson was not the only trained scholar to delve into this subject; Dr. William Edward Burghardt (W.E.B.) Du Bois (1868–1963) has been called “the dean of black scholars” (Williams 2009), and was the first African American to earn a Ph.D. from Harvard University (Dr. Woodson being the second). Dr. Woodson was not alone in collecting, researching, narrating, and publicizing African American history; John Edward Bruce (1856–1924) and Arthur Alfonso Schomburg (1874–1938) each gathered African American historical materials, did historical writing, gave public lectures, and together founded the scholarly Negro Society for Historical Research in 1911 in New York City. However, it is Dr. Woodson who has come to be known as the “father of Black history,” following a life dedicated to African American historiography—researching, writing, and publishing an impressive array of African American history and historiography (bodies of historical literature). Dr. Woodson represents all of the scholars, educators, teachers, and businesspeople that came before and after him that helped instill and restore a unique and needed pride in humanity which was segregated and subjective in mainstream American history.

## DR. WOODSON’S LEGACY

No one worked harder than Dr. Woodson to “legitimize, publicize, and popularize the study of black [African American] history as well as the history of other African descendants” (Dagbovie 2007). Prior to Dr.

Woodson's work, African American history was not considered a legitimate field of study. However, beginning with the African American community and then with Americans at large, Dr. Woodson helped to instill a sense of importance to the study of the history and culture of African Americans. Today, African American studies are a major force in the curricula of many colleges and universities in the United States.

Dr. Woodson's meticulous attention to the facts and his use of the scientific method ensured that truth and objectivity were conveyed in his work. Because of the scholarly manner in which he wrote, his work was not subject to the dismissal suffered by other writers of the period. He pursued objectivity in the belief that truth itself, once known and distributed without fanfare, would further the cause of racial equality, equal opportunity, and mutual understanding for the betterment of persons of all races and of American society as a whole (Wesley 1951, Dagbovie 2009). He expected his students to practice the same principles.

Dr. Woodson's personal working library is available today as a special collection at Emory University in Atlanta, Georgia, where it is part of the university's Manuscript, Archives, and Rare Book Library and where it continues to be a unique source of information for scholars. The Association for the Study of African American Life and History—the organization Dr. Woodson founded—housed the library in his home after his death in 1950, but transferred ownership to Emory University in 1976. For researchers, it complements the collection of Dr. Woodson's papers at the Library of Congress in Washington, D.C.

The collection at Emory University and its catalog represent a historic database of African American scholarship that directly pertains to Dr. Woodson's extraordinary efforts "to educate and inform about African American history, life, and culture" (Goggin 1993). The Woodson database continues to

contribute to the field of African American scholarship, and is a tribute to the quality of Dr. Woodson's research. Similarly, Dr. Woodson's stature in African American scholarship is reflected in the Carter G. Woodson African American History Collection at the Queens Borough Central Library in New York City (Mitchell 1990).

Dr. Woodson not only researched and authored works on African American culture and history, but he also published and disseminated it primarily through Associated Publishers, Inc. His work was pertinent to education at all levels from elementary through graduate school.

Dr. Woodson gave formal presentations and informal extemporaneous talks as a way to share and disseminate his work. He regularly led discussions after dinner with neighboring residents of the YWCA near his home, where he took most of his meals and was known to be quite an accomplished speaker.

Black History Month has grown from Dr. Woodson's founding of Negro History Week. It evidenced an evolving progression of increasing cultural and social appreciation of the diversity of race, ethnicity, and multiculturalism in the United States. The concept for the week was a celebration of African American heritage, a time for all people of African descent to feel proud of their singular identity. As it has grown in importance, other countries have taken up the concept and made it their own.

Through the Association for the Study of African American Life and History the promotion of African American culture and history continues the mission of Dr. Woodson. Through its annual meetings, college and university chapters, publications, celebrations of important events, and promotion of all things associated with African American culture, the Association for the Study of African American Life and History continues to further the legacy of Dr. Woodson.

## **HISTORY OF THE SITE AND SURROUNDING AREA**

Archeological and historical evidence indicates that American Indian tribes lived in the vicinity of what is now Washington, D.C., long before European contact. Their known history goes back approximately 13,000 years. In the early 17th century, at the time of first European contact, there were 42 villages along the Potomac and Anacostia rivers from what is now the city of Washington downstream to the mouth of the Potomac River at Chesapeake Bay (Rountree et al. 2007). Within the boundaries of today's city were the Nacotchtank Indians, an Algonquian-speaking people. Their descendants still live in Virginia and Maryland. No archeological sites or artifacts associated with American Indians have been identified within the national historic site.

Washington City became the seat of federal government by an act of Congress in 1790. As finally laid out, the city encompassed only a little more than one-tenth of the entire original district, but Revolutionary War Major Pierre Charles L'Enfant's 1791 plan for Washington, as revised by Andrew Ellicott and others in 1792, is still obvious. He laid out broad avenues radiating like spokes of a wheel from centers placed within the rectangular pattern of streets. One of these broad spokes was Rhode Island Avenue, NW, near Dr. Woodson's home. L'Enfant envisioned the resulting numerous triangles, squares, and other oddly shaped pieces of land found at the intersections of these many streets to house monuments and statues.

### **The Shaw Neighborhood**

Woodson's home is located within the historic Shaw neighborhood. The neighborhood was named after Colonel Robert Gould Shaw (1837-1863) who commanded the 54th Massachusetts Infantry during the Civil War; the enlisted men of this unit were all African American. The neighborhood grew from encampments

of freed slaves in the then rural outskirts of the city of Washington. Some of the key places in the Shaw neighborhood with an affiliation to Dr. Woodson include the Shiloh Baptist Church where he attended services and the Phyllis Wheatley YWCA where he took his meals (see figure 2). Dr. Woodson's involvement in the church, YWCA, and Howard University made him a recognizable figure in the Shaw neighborhood.

The Shaw neighborhood thrived in the late 19th and early 20th centuries as a center of African American intellectual life that influenced the nation. It has been called the "Heart of Black Washington" (Association for the Study of African American Life and History 2009). It is the home of Howard University, which enrolled its first students circa 1866. Poet and writer Langston Hughes (1902-1967) lived in the neighborhood and worked for Dr. Woodson in 1925. Edward Kennedy "Duke" Ellington (1899-1974), nationally and internationally known jazz composer, pianist, and bandleader, was born in the Shaw neighborhood.

In April 1968, street riots erupted in the neighborhood following the assassination of the Reverend Martin Luther King Jr. In the Shaw neighborhood, as in many African American neighborhoods, these violent disruptions of community life, along with subsequent new opportunities afforded by integration and increased freedom of movement away from the inner city, marked a trend toward economic decline for the Shaw neighborhood. However, in the last decade, the Shaw neighborhood and similar centrally located neighborhoods have seen an upsurge in interest. The structures that comprise the national historic site are contributing resources in the Shaw Historic District, a city-designated historic district (see figure 1).

### **The Mount Vernon West National Historic District**

Like the Shaw Historic District, the three national historic site structures are contributing resources of the Mount Vernon West National Historic District, listed in the National Register of Historic Places in 1999 (see figure 1). The district is significant for its large collection of historic 19th and 20th century structures that retain architectural integrity. It is also significant for its association with events of importance in American history, primarily its social history, ethnic heritage, and for its history of community development.

Woodson's home is singled out in the district's national register nomination. It possesses particular significance to the district for its relationship to the ethnic heritage of the community and the civil rights movement.

The Mount Vernon West National Historic District is partially contained in the Shaw Historic District, but is largely south of the national historic site (see figure 1). The historic district's distinguishing feature is Mount Vernon Square on Massachusetts Avenue and 7th to 9th Streets, NW.

# BACKGROUND

## WHY WE DO GENERAL MANAGEMENT PLANNING

The National Parks and Recreation Act of 1978 and NPS *Management Policies 2006* require each unit of the national park system to have a general management plan to determine how the site should be managed and the types of visitor experiences offered.

The purpose of a general management plan is to ensure that a national park system unit (in this case, Carter G. Woodson Home National Historic Site) has a clearly defined direction for resource preservation and visitor use. This enables the unit to achieve the NPS mandate to preserve resources unimpaired for the enjoyment of future generations. In addition, general management planning makes the National Park Service more effective, collaborative, and accountable by:

- achieving a balance between continuity and adaptability in decision making—defining the desired conditions to be achieved and maintained at the national historic site would provide a touchstone that allows managers and staff to constantly adapt their actions to changing situations while staying focused on what is most important about the national historic site
- analyzing the national historic site in relation to its surrounding ecosystem, cultural setting, and community would help managers and staff understand how the national historic site can interrelate with neighbors and others in ways that are ecologically, socially, and economically sustainable
- giving everyone who has a stake in decisions affecting the national historic site an opportunity to be involved in the planning process and to understand the decisions that are made. National parks are often the focus of intense public

interest. Public involvement throughout the planning process provides focused opportunities for the managers and staff to interact with the public and learn about public concerns, expectations, and values. Public involvement also provides opportunities for managers and staff to share information about the national historic site's purpose and significance, as well as opportunities and constraints for its management.

General management plans are intended to be long-term documents that establish and articulate a management philosophy and framework for decision making and problem solving in units of the national park system.

Actions directed by general management plans or by subsequent implementation plans are accomplished over time. Budget restrictions, the need for more data or regulatory compliance, and competing national park system priorities prevent the immediate execution of many actions. Major or especially costly actions could be completed 10 or more years into the future. Some actions could never be funded.

## PURPOSE OF THE PLAN

The purpose of this *General Management Plan / Environmental Assessment / Interpretation Plan* is to guide the decision making and problem solving processes related to development of the site, resource protection, and the visitor experience at Carter G. Woodson Home National Historic Site. The plan would set forth direction concerning the desired future conditions to be achieved at the national historic site, and would be the primary document for managing the national historic site for the next 15 to 20 years. The approved plan would provide a framework for proactive

decision making, including decisions about development of the site, visitor use, and the management of cultural resources (i.e., historic structures, cultural landscapes, archeological resources, ethnographic resources, and museum objects). That framework would allow managers to address future opportunities and problems effectively.

This general management plan would prescribe the resource conditions and visitor experiences that are to be achieved and maintained at the national historic site over time. Management decisions must be made when laws, policies, and regulations do not provide clear guidance or when limitations must be based on the national historic site's purpose, public input and desires, resource analysis, and the evaluation of environmental consequences and costs.

## **NEED FOR THE PLAN**

As a new unit of the national park system, this plan represents the first comprehensive planning effort for Carter G. Woodson Home National Historic Site. It is essential to guide the management of the national historic site for the next 15 to 20 years and to ensure the preservation of this nationally significant property while presenting opportunities for visitors to have a high-quality and enjoyable experience.

## **REQUIREMENTS OF THE NATIONAL ENVIRONMENTAL POLICY ACT**

This plan is subject to the requirements of the National Environmental Policy Act of 1969 (NEPA) that mandate an assessment of the environmental impacts, both adverse and beneficial, of those actions proposed by the federal government before those actions are implemented. Actions that could have a significant impact on the natural or human environment are required to prepare an environmental impact statement. Actions that do not appear to have a significant impact may use a shortened environmental assessment process. Because the actions in this document do not appear to have the potential for major environmental consequences, this document incorporates an environmental assessment.

The environmental assessment for this plan has been prepared in accordance with the National Environmental Policy Act of 1969, as amended, and implementing regulations, 40 *Code of Federal Regulations* (CFR) Parts 1500–1508, NPS Director's Order 12 and the *Handbook for Environmental Impact Analysis*.

# PLANNING ISSUES AND CONCERNS

## INTRODUCTION

During the scoping (early information gathering) phase of this *General Management Plan / Environmental Assessment / Interpretation Plan*, NPS staff, park partners, District of Columbia agencies, and the general public identified various issues and concerns about the development of the structures into a national historic site. An issue is defined as an opportunity, conflict, or problem regarding the development of the national historic site.

To understand the size and condition of the interior spaces, the National Park Service had a historic structure report completed for Woodson's home in 2008 (Robinson et al. 2008). This report also made recommendations for uses for all four buildings. The suggestions in the historic structure report contributed to the development of this general management plan, as did the content of the interpretation plan (see chapter 6).

## ISSUES

The issues raised regarding this general management plan, discussed in no particular order below, include use of the interior spaces, tight interior configurations, and appropriate historic preservation treatments for the buildings, administrative space needed for the Association for the Study of African American Life and History, and park operations within the framework of the National Park Service National Capital Parks-East group.

### Use of Interior Spaces

This plan needs to address how the interior spaces could be programmed for the park's operational and visitor use needs including work and storage space for NPS staff, an

orientation area for visitors, interpretive exhibit areas for visitors, restroom facilities, an area for the sale of educational and interpretive materials, an elevator, and a new HVAC system.

### Tight Configuration of Interior Rooms

The size of Woodson's home and the adjacent structures with their tight configurations of hallways and turning points, present challenges in modifying them for reuse in a way that can accommodate large tour and school groups as well as wheelchair access. This general management plan needs to consider how best to provide an enjoyable and meaningful visitor experience within the available space.

### Preserving the Historic Structures

Because the national historic site consists of three historically significant structures, the National Park Service would need to address how the structures would be treated to ensure their historic integrity remains intact.

### Space for the Association for the Study of African American Life and History

Both the enabling legislation for the national historic site and the general agreement between the National Park Service and the Association for the Study of African American Life and History declare that the Association for the Study of African American Life and History would be allowed to "use a portion of the historic site for its own administrative purposes" (Public Law 108-192). This plan needs to consider if the administrative space for the Association for the Study of African American Life and History should be in the Woodson home (where it was historically) or in one of the other buildings.

## **Park Operations**

Organizationally, the national historic site is part of the National Park Service National Capital Parks-East group that includes 12 major park areas at 98 locations in Washington, D.C., and areas east of the city. This plan needs to determine which

operational functions, such as site management, routine maintenance, law enforcement, and resource management, would be handled independently by the national historic site and which ones it would share with the National Capital Parks-East group.



# GUIDANCE FOR THE PLANNING EFFORT

## FOUNDATION FOR PLANNING

There were several planning efforts undertaken for Carter G. Woodson Home National Historic Site between 2000 and 2011. In particular, the *Historic Structure Report on the Carter G. Woodson Home* (2008) and *Carter G. Woodson Home National Historic Site Interpretation Plan* (2009) fulfilled the needs of the national historic site when it came to tentatively programming the space inside the historic structures with interpretive, educational, and administrative needs. These two plans greatly helped with the writing of this general management plan.

## Special Resource Study

Prior to the establishment of the national historic site, a *Special Resource Study of the Carter G. Woodson Home* (2001) was undertaken by the National Park Service to determine whether the site met the suitability and feasibility requirements of properties added to the national park system. This study provided an understanding of the history, condition, and neighborhood setting of Woodson's home, and ended with a determination that the site was both suitable and feasible for inclusion in the national park system.

## Historic Structure Report

In 2008, the *Historic Structure Report on the Carter G. Woodson Home* was completed (Robinson et al. 2008). A historic structure report (HSR) provides documentary, graphic, and physical information about a property's history and existing condition. It also addresses the use or re-use of the property. The Woodson home historic structure report provided a professional assessment of the condition of the residence and recommended preservation, rehabilitation, and restoration treatments

(see appendix H for definitions of these terms). The document also provided suggestions on programming the interior spaces of the adjacent two row houses (buildings 1540 and 1542) and the former corner commercial structure (building 1544), should this property be acquired and subsequently added to the park boundary.

## Foundation Statement

Around the time the historic structure report was being written, National Park Service and Association for the Study of African American Life and History staff were drafting a foundation statement, for the national historic site. Each planning effort for a new park unit begins with the identification of the property's legislated purpose, what is significant about the property, what messages or information (e.g., interpretive themes) the visitor should take away from the site, what resources and values are fundamental to the understanding of the site, and what legislative constraints or requirements need to be incorporated. This effort may be developed into a separate, stand-alone, foundation statement or it may be incorporated into the site's general management plan. The foundation information compiled and written by the National Park Service and Association for the Study of African American Life and History was incorporated into this *General Management Plan / Environmental Assessment / Interpretation Plan*. Staff relied on the data provided in the special resource study and the historic structure report to complete the foundation statement in 2008. The national historic site significance, primary interpretive themes, and fundamental resources and values sections written below transpired from the foundation statement.

## Interpretation Plan

Building from the foundation statement, the National Park Service, in consultation with the Association for the Study of African American Life and History, completed the *Carter G. Woodson Home National Historic Site Interpretation Plan* in 2009, which is incorporated into this general management plan (chapter six). The interpretation plan outlines the national historic site's purpose, significance, primary interpretive themes, visions for interpretation, and visitor experience goals, all of which would help the national historic site develop interpretive exhibits and materials for the site. The plan also helps guide where it may be appropriate to install interpretive exhibits and hold programs that educate visitors about Dr. Woodson's life, work, and legacy. From the interpretation plan, a comprehensive interpretive plan can be written. The comprehensive interpretive plan is a tool to help parks decide priorities for their objectives, determine what stories to tell, identify their audiences, and describe the most effective mix of media and personal services to use.

## Historic Resource Study

A historic resource study is the primary document used by a national park system unit to identify and manage the historic resources within its boundaries. A historic resource study on the national historic site, written by noted Woodson scholar Dr. Pero G. Dagbovie, will be finalized in 2011. Drafts of the document have been used to aid in the writing of this general management plan.

The special resource study, historic structure report, foundation statement, interpretation plan, and historic resource study were integral to the completion of this general management plan.

## PARK PURPOSE

The *purpose* of a unit of the national park system is the reason for which it was set aside and preserved by the president or Congress. The purpose statement, which is based on interpretation of the unit's authorizing legislation, supplies the fundamental criteria against which the appropriateness of all planning recommendations, operational decisions, and actions are evaluated. The authorizing legislation for the national historic site is in appendix A. The purpose of Carter G. Woodson Home National Historic Site is as follows:

*"To preserve, protect, and interpret for the benefit, education, and inspiration of present and future generations the home [and legacy] of the preeminent historian and educator Dr. Carter G. Woodson, founder of the organization known today as the Association for the Study of African American Life and History."* (2003 H.R. 1012; 108 H.R. 1012)

## PARK SIGNIFICANCE

*Significance* statements define what makes the national historic site important enough to American heritage to warrant designation as a unit of the national park system. Statements of significance are tools for setting resource protection priorities and for identifying interpretive themes and appropriate visitor experiences. They help focus efforts and funding on the resources and experiences that matter most. During earlier planning efforts, the following significance statements were developed:

- The Dr. Carter G. Woodson Home was his residence from its purchase in 1922 until his death in 1950 and served as the base for his pioneering work in African American history and publishing.
- In 1915, Dr. Woodson founded the Association for the Study of Negro Life and History, now the Association for the Study of African American Life and

History, and, in 1921, he established Associated Publishers, Inc.

- Because he was a leader, Dr. Woodson's home was an important community focus for the interaction of African Americans of diverse trades, professions, and economic backgrounds; Dr. Woodson both learned from and taught these many people, spreading appreciation for African American history through this nation and beyond.
- Dr. Woodson founded Negro History Week (now Black History Month) that continues to have broad impact across America and the world.
- Dr. Woodson initiated programs of scholarly research and education designed to reach both the academic community and a general audience.

## PRIMARY INTERPRETIVE THEMES

*Interpretive themes* define the primary interpretive messages or stories that would be emphasized at the national historic site through exhibits, interpretive talks, videos, brochures, and publications. The themes would help visitors to understand the life and times of Dr. Woodson. The national historic site would use the following five themes as the foundation of its interpretive program:

- Through decades of struggles and triumphs, Dr. Carter G. Woodson was driven to change our understanding of American history.
- Dr. Woodson's scholarly work, organizational vision, and entrepreneurial spirit have impacted a broad spectrum of society.
- A visionary, Dr. Woodson devoted his life, not just to education, but also to influencing the content of our nation's educational curricula.
- The Woodson home served as a resource for the African American community and provides contemporary

visitors with a tangible link to Dr. Woodson, his social focus, and his cultural legacy.

- A realist, Dr. Woodson recognized that he could not accomplish his visions of American history without the participation of others through organization.

## FUNDAMENTAL RESOURCES AND VALUES

*Fundamental resources and values* are the most important resources, ideas, or concepts to be communicated to the public about the national historic site. These resources and values warrant primary consideration during planning and management because they support and contribute to the national historic site's significance and are critical to achieving the purpose for which the site was established. They could include systems, processes, features, stories, scenes, sounds, or scents. Without these resources and values, the national historic site would not have national importance and could not accomplish the purpose for which it was established.

In general, fundamental resources are tangible (e.g., a structure or a place) and fundamental values are intangible.

Other important resources and values could have particular importance that warrants special consideration during planning, even though they do not contribute directly to the purpose and significance of the national park system unit. These can be tangible or intangible resources and values, but the loss of which would not necessarily diminish the purpose or significance of the site.

The house in which Dr. Woodson lived and worked from 1922 to 1950 is the main tangible fundamental resource remaining connected to Dr. Woodson. His home is the place where he wrote many of his articles and books and community meetings were held. His home also served as the

headquarters for the Association for the Study of African American Life and History from 1922 until 1971. Dr. Woodson is an icon within the African American community and the house provides a tangible connection to his life and works. Its preservation and interpretation make it the paramount fundamental resource within the national historic site.

The streetscape and alleyscape surrounding Woodson's home are also fundamental resources because they have not changed significantly since the time Dr. Woodson lived on 9th Street, NW. They give a sense of what Dr. Woodson's surroundings were like when he lived there, which makes for a tangible connection to the era in which Dr. Woodson lived. The boundary of the streetscape and alleyscape is made from the west side of 9th Street, NW between P Street and Q Street; Q Street, NW between 9th Street and Rhode Island Avenue; the east side of the alley between P Street and Q Street; and the north side of P Street between the alley and 9th Street (see figure 2). While these resources are fundamental to the history of Dr. Woodson, they are not part of the authorized boundary of the national historic site.

A fundamental value of the site is its connection to the struggle for civil rights for all Americans and the belief that everyone deserves dignity and basic human rights.

No other fundamental resources remain within the national historic site boundary. However, the Shaw neighborhood is an important connection to the site. It retains many of the structures Dr. Woodson saw regularly, such as the Shiloh Baptist Church, and the Phyllis Wheatley YWCA (see figure 2).

## MANDATES AND LAWS

### Special Mandates and Administrative Commitments

Special mandates and administrative commitments refer to park-specific requirements or those that affect several national park system units. Formal agreements often are established concurrently with the creation of a unit of the national park system or as a result of congressional action.

#### *Public Law 108–192, December 19, 2003*

The law further allows entry into cooperative agreements with public or private entities to provide public interpretation and education of African American heritage in the Shaw neighborhood and to achieve cost efficiencies in the restoration of the structures within the national historic site.

The law also allows for the entry into an agreement with the Association for the Study of African American Life and History for its administrative use of a portion of the national historic site.

#### *The General Agreement to Document a Cooperative Relationship Between and Among the National Park Service and the Association for the Study of African American Life and History*

Public Law 108–192 acknowledges the historical connection between the Association for the Study of African American Life and History and the Woodson property, and directs the National Park Service to work with the organization for the development and interpretation of the property. A general agreement, signed March 16, 2005, outlines the cooperative relationship between the National Park Service and the Association for the Study of African American Life and History and describes the responsibilities of each. The responsibilities of the National Park Service are the restoration, operation, and interpretation of the Carter G. Woodson

Home National Historic Site, and the provision of utilities and general maintenance, safety, and security measures. The responsibilities of the Association for the Study of African American Life and History are to collaborate with the National Park Service with respect to restoration, interpretation, operation, and maintenance of the national historic site, and to coordinate its activities to complement National Park Service programs. The agreement further allows the Association for the Study of African American Life and History use and occupancy of not less than 500 square feet of space within the national historic site for its administrative needs.

### **Servicewide Laws and Policies**

Servicewide laws and policies are those laws and policies that pertain to all units of the national park system. Actions identified in this plan are subject to these federal laws and the policies of the National Park Service. “Appendix C: Servicewide Laws and Policies and Desired Conditions” provides guidance on the laws and policies that pertain to the specific resources affected by actions described in this *General Management Plan/ Environmental Assessment/ Interpretation Plan*.

### **IMPACT TOPICS CONSIDERED WITHIN THIS DOCUMENT**

Impact topics are those elements of the general management plan that would be affected by actions proposed in the alternatives, should they be implemented. These topics (historic structures, visitor use and experience, socioeconomic environment, and park operations) were selected on the basis of federal law, regulations, executive orders, NPS expertise, and concerns expressed by other agencies or members of the public during project scoping.

### **Cultural Resources**

#### ***Historic Structures***

Both alternatives propose uses and treatments that would directly impact the three historic structures within the authorized national historic site boundary; therefore, this topic has been retained for further analysis.

#### **Visitor Use and Experience**

Visitor use and experience was identified as an important issue during scoping that could be appreciably affected by the alternatives. The Organic Act (the law that created the National Park Service) and National Park Service *Management Policies 2006* direct the National Park Service to provide visitors with opportunities that are uniquely suited and appropriate to the resources found in the national historic site, to the extent that visitor activities do not constitute impairment of those resources. Visitor uses, access (including universal accessibility), orientation, and recreational activities are directly affected by the proposed alternatives; therefore, this topic has been retained for further analysis.

#### **Socioeconomic Environment**

The National Environmental Policy Act requires an examination of social and environmental impacts caused by federal actions. Rehabilitation of the historic structures and visitation to the national historic site could have an appreciable impact on the socioeconomic environment of the Shaw neighborhood, including the District of Columbia’s Community Development Plan for the Shaw Historic District; therefore, this topic has been retained for further analysis.

#### **Park Operations**

Park operations, including site management and administrative and maintenance functions, would be greatly affected by the two alternatives. Actions that are happening now and the management direction for the

site adopted by the current park management compared with making the site a fully operational park would be appreciably different; therefore, this topic has been retained for further analysis.

## IMPACT TOPICS DISMISSED FROM FURTHER ANALYSIS

Some impact topics that are commonly considered during the planning process were not relevant to the development of this general management plan for Carter G. Woodson Home National Historic Site due to the following: (a) they would not be affected by implementing the alternatives, (b) implementing the alternatives would have no effect/impact or a negligible effect/impact on the topic or resource, or (c) the resource is not found in the national historic site authorized boundary. The topics dismissed from further analysis are discussed below.

### Cultural Resources

#### *Cultural Landscapes*

A cultural landscape is defined as:

*... a reflection of human adaptation and use of natural resources and is often expressed in the way land is organized and divided, patterns of settlement, land use, systems of circulation, and the types of structures that are built. The character of a cultural landscape is defined both by physical materials, such as roads, buildings, walls, and vegetation, and by use reflecting cultural values and traditions (Director's Order 28: Cultural Resource Management Guideline [2002]).*

While the national historic site is part of a larger urban landscape, the authorized boundary incorporates three historic structures and their backyards. Preliminary cultural resource evaluation of the backyards did not identify significant landscape characteristics that meet NRHP eligibility as a cultural landscape distinct and separate from the Carter G. Woodson Home

National Historic Site. The backyards are void of trees or ornamental plantings. Due to the lack of significant landscape patterns or features inside the boundary, this topic has been dismissed from further analysis.

### *Ethnographic Resources*

Ethnographic resources are “objects and places, including sites, structures, landscapes, and natural resources, with traditional cultural meaning and value to associated peoples” (NPS *Management Policies* 2006). NPS *Management Policies* 2006 requires professional cultural resource specialists, in consultation with associated peoples and appropriate local historic preservation officials, to evaluate potential ethnographic resources; in this case Woodson’s home. After the evaluation and consultation has been completed, a formal determination is made as to whether the resource is a significant ethnographic resource. While there is some sense that Woodson’s home is a potential ethnographic resource, the breadth of its ethnographic significance is unknown; therefore, the home needs to be evaluated and a formal determination made. If the Woodson home is determined to be an ethnographic resource, the actions proposed in this general management plan would have beneficial impacts on the resource because the Woodson home would be preserved. This topic has been dismissed from further analysis.

### *Archeological Resources*

Archeological resources, the physical evidence of past human activity, represent possible prehistoric and historic occupations at what is now the Carter G. Woodson Home National Historic Site. Although no archeological surveys have been conducted at the national historic site to date, there could be archeological evidence present under the topsoil. Such evidence could include privies, vegetable or flower gardens (pollen studies could identify the kinds of species that could have been planted there), fences, stone or concrete paths, or other

backyard structures, all of which could provide additional information about Dr. Woodson's use of the property.

The National Park Service does not anticipate any impacts to archeological resources; however, before any ground-disturbing activities described in this general management plan could be undertaken, such as the excavation of the basements, an archeological survey and inventory would be completed. The National Park Service would prepare and submit a report to the District of Columbia Historic Preservation Office for their review and comment as required under section 106 of the National Historic Preservation Act. Because this plan would not entail actions that would affect specifically known archeological resources, this topic has been dismissed from further analysis.

### ***Museum Collections***

Museum collections comprise such things as prehistoric and historic artifacts, works of art, archival materials including papers and photographs, and natural history specimens. The national historic site's museum collection consists of first addition publications written by Dr. Woodson and approximately eight magazines from the Association for the Study of African American Life and History. These items are stored at the Mary McLeod Bethune Council House National Historic Site approximately eight blocks west of Carter G. Woodson Home National Historic Site. NPS staff may eventually move these items to the NPS Museum Resource Center in Landover, Maryland. In the future and as funding becomes available, the National Park Service plans to acquire additional items for the site's museum collection to display in the Woodson home and throughout the buildings. These items would be accessioned, cataloged, preserved, protected, and made available for public access and use in accordance with NPS standards and guidelines. This plan would not affect the national historic site's museum

collection; therefore, this topic has been dismissed from further analysis.

### **Sacred Sites**

Sacred sites are defined as any specific, discrete, narrowly delineated location on federal land that is identified by an American Indian tribe, or Indian individual determined to be an appropriately authoritative representative of an Indian religion, as sacred by virtue of its established religious significance to, or ceremonial use by, an Indian religion; provided that the tribe or appropriately authoritative representative of an Indian religion has informed the agency of the existence of such a site (Executive Order 13007 of May 24, 1996).

There are no known sacred sites within the authorized boundary of the national historic site; therefore, this topic has been dismissed from further analysis.

### **Indian Trust Resources**

Carter G. Woodson Home National Historic Site is not a property or resource reserved for American Indian tribes through treaty, statute, judicial decision, or executive order, nor is there a fiduciary obligation on the part of the United States government with regard to Indian tribes and this site. Therefore, this topic has been dismissed from further analysis.

### **Conflicts with Land Use Plans or Policies**

During the development of this general management plan, the National Park Service consulted with the District of Columbia Planning Office regarding their February 2005 *Convention Center Area Strategic Development Plan* (the national historic site is within blocks of the convention center). Upon review of the city's plan, the National Park Service determined no proposed actions in this general management plan would conflict with the strategic development plan. Rather, this general management plan furthers the goals of the city's plan.

Likewise, actions proposed in this general management plan do not conflict with the District of Columbia Historic Preservation Plan 2008–2012, “Preserving Communities and Character,” but rather further the goals outlined in the city’s plan. The National Park Service will work with the District of Columbia Historic Preservation Office to further meet the requirements of section 106 of the National Historic Preservation Act of 1966, as amended, before this general management plan is implemented.

Since there are no conflicts with either plan, this topic has been dismissed from further analysis.

### **Energy Requirements and Conservation Potential**

National Park Service *Management Policies 2006* require that the National Park Service adhere to all federal policies governing energy and water efficiency, renewable resources, use of alternative fuels, and federal fleet goals as established in the Energy Policy Act of 1992. The National Park Service also must comply with applicable executive orders, including Executive Order 13123, “Greening the Government through Efficient Energy Management” and Executive Order 13149, “Greening the Government through Federal Fleet and Transportation Efficiency.” The national historic site is expected to have a small carbon footprint due to its size (three historic row houses, possibly a fourth structure in the future). The national historic site would plan to use energy efficient lighting, heating, and air-conditioning, purchase green energy (if available), as well as other sustainable energy practices.

These issues would be addressed during the implementation phase of the actions proposed in this general management plan. Therefore, this topic has been dismissed from further analysis.

### **Climate Change**

Climate change may be one of the most far-reaching and irreversible threats to the national park system. Federal law and policy require the National Park Service to address the issue of climate change in all general management plans because it is likely to affect the units of the national park system and visitors within the planning horizon of 15–20 years.

The effects of climate change include variables such as temperature changes, sea level changes, and changes in precipitation patterns that could have direct implications to resource management and park operations, and could influence the way visitors use and experience the national historic site.

Climate change science is a rapidly advancing field and new information is continually being collected and released, yet the full extent of climate change impacts to resource conditions is unknown. As such, park managers and policy makers have not determined the most effective response mechanisms for minimizing impacts and adapting to change. Because of this, the management strategy proposed in this general management plan does not provide definitive solutions or directions; rather, it provides science-based management principles to consider when implementing the broader management direction of the preferred alternative. Further elaboration and adaptation of these principles are anticipated as implementation of the general management plan proceeds.

Needed actions include the following:

- Identify key resources and processes at risk from climate change.
- Establish baseline resource conditions, identify thresholds, and monitor for changes.
- Use adaptive management to minimize risks to resources.



- Use best management practices to reduce stress on infrastructure.
- Reduce or mitigate greenhouse gases where possible.
- Develop partnerships with other similar entities to develop strategies for dealing with climate change impacts on resources.

In analyzing climate change and the national historic site, there is one basic question to be answered: What is the contribution of the proposed project to climate change, as indicated by greenhouse gas emissions associated with the project? Compared to the ongoing development occurring within the metropolitan Washington, D.C., area, the actions proposed in this plan would contribute a negligible amount of greenhouse gases that contribute to climate change. Therefore, this topic has been dismissed from further analysis.

## Natural Resources

### *Soils*

The National Park Service Organic Act and NPS *Management Policies 2006* require the National Park Service to protect and conserve geologic resources, including soils that could be affected by visitors and park operations. Soils are not a key resource at the national historic site. Located in a highly developed urban area, the historic structures' backyards are the only places where soil can be found and it has been heavily disturbed. Any impacts to soils from activities associated with the preservation of the historic structures would be short term and negligible. Therefore, this topic has been dismissed from further analysis.

### *Air Quality*

The President's Council on Environmental Quality guidelines for preparing environmental assessments requires the National Park Service to analyze the impacts of the proposed actions and alternatives on air quality. Also, section 118 of the 1963 Clean Air Act (42 USC 7401 et seq.) requires a

national park system unit to meet all federal, state, and local air pollution standards.

The entire Washington, D.C., metropolitan area and adjacent counties in Virginia and Maryland are classified as nonattainment for the ozone national ambient air quality standard. Ozone, a secondary pollutant, is formed when vehicular emissions (volatile organic hydrocarbons and nitrogen oxides) combine with sunlight as a catalyst.

Exceeding the standard generally occurs in the summer and is regionwide rather than localized. The national historic site is in compliance with all other standards for pollutants. The implementation of either alternative would not be expected to result in a sufficient amount of vehicular traffic to raise the level of ozone and further exceed the attainment standard. Any increases in vehicle emissions would have negligible effects on local air quality.

The national historic site structures that would undergo rehabilitation and restoration would be surveyed for asbestos-containing material or other hazardous materials prior to any construction activities. If asbestos, lead-based paint, or other hazardous materials are present, appropriate work practice requirements would be implemented to prevent the release of contaminated dust into the atmosphere. The work practice requirements would specify appropriate removal, handling, and appropriate storage, disposal, and land-filling requirements for all hazardous waste materials. All operations would be required to maintain records, including waste shipment records, and would be required to use appropriate warning labels, signs, and markings.

Construction activities, including equipment operation and the hauling of material, could result in temporarily increased vehicle exhaust and emissions. Overall, there could be local, short-term, negligible impacts to air quality during construction activities; however, no measurable effects outside of the immediate national historic site would be

anticipated. Any adverse impacts on air quality would be temporary, lasting only as long as the rehabilitation and restoration work.

None of the actions described in the two alternatives would violate any air quality standard or result in a cumulative net increase or any criteria pollutant under federal ambient air quality standards. Implementation of either of the alternatives described in this plan would have negligible impacts upon air quality. Therefore, air quality has been dismissed from further analysis.

### ***Water Resources***

There are no intermittent or perennial streams or wetlands within or adjacent to the national historic site. The implementation of either alternative would not be anticipated to noticeably add to local water and wastewater treatment requirements. Any impacts to the water/wastewater systems' capacity and the city's water quality would be long term and negligible.

Executive Order 11988, "Floodplain Management" requires an examination of impacts on floodplains and of the potential risk involved in having facilities within a floodplain. The national historic site is at 82 feet above sea level, 59 feet above the 500-year floodplain of 13 feet above sea level. Executive Order 11990 requires federal agencies to avoid impacts on wetlands where possible. Wetlands are identified on the U.S. Fish and Wildlife Service's National Wetland Inventory map for the Washington, D.C./ Maryland area. The map indicates the nearest delineated wetlands are primarily within the banks of Rock Creek, several miles away from the national historic site. Due to the lack of streams and wetlands within or near the national historic site, this impact topic has been dismissed from further analysis.

### ***Vegetation and Wildlife***

The National Environmental Policy Act requires the examination of federal actions on components of affected ecosystems. NPS policy is to protect the abundance and diversity of natural resources. The national historic site is situated in a highly developed urban setting that has been cleared of all native vegetation, including rare and unusual species. The vegetation that does exist at the site (trees, grasses, forbs) is nonnative and considered part of the historic scene.

Wildlife species in the neighborhood are those associated with disturbed areas and human development in large metropolitan areas. No important wildlife or wildlife habitat have been identified within the boundaries of the national historic site.

Implementation of either alternative would have no or negligible impacts to vegetation and wildlife; therefore, both topics were dismissed from further analysis.

### ***Threatened or Endangered Species***

The Endangered Species Act requires the examination of impacts federal actions would have on federally threatened or endangered species. The U.S. Fish and Wildlife Service was consulted with regard to threatened or endangered species that might be affected by this general management plan (correspondence dated April 22 and May 29, 2008). No proposed or federally listed threatened or endangered species were identified in or near the national historic site by the U.S. Fish and Wildlife Service. At such time as the design is completed and prior to commencement of work at the national historic site, both the U.S. Fish and Wildlife Service and the District of Columbia Department of the Environment would be consulted once again. Implementing either alternative would have no impact to threatened or endangered species; therefore, this topic has been dismissed from further analysis.

### ***Lightscape Management***

In accordance with *NPS Management Policies 2006*, the National Park Service strives to preserve natural ambient lightscales, which are natural resources and values that exist in the absence of human caused light.

Preserving a natural lightscale is not a goal of the national historic site because it is located in Washington, D.C. However, the staff would strive to limit the use of artificial outdoor lighting to that which is necessary for basic security and safety requirements. The outdoor lighting would be shielded to the maximum extent possible to keep light on the intended area and out of the night sky. The lighting used at the national historic site would have long-term, negligible impacts to the night sky; therefore, lightscale management has been dismissed from further analysis.

### ***Soundscape Management***

In accordance with *NPS Management Policies 2006* and Director's Order 47: *Sound Preservation and Noise Management*, an important part of the NPS mission is preservation of natural soundscapes associated with national park system units. Natural sounds exist in the absence of human-caused sound. The natural ambient soundscape is the aggregate of all the natural sounds that occur in park units, together with the physical capacity for transmitting natural sounds. The frequencies, magnitude, and duration of human-caused sound considered acceptable varies among park system units, being generally greater in developed areas and less in undeveloped areas.

The national historic site is in Washington, D.C., where the protection of a natural ambient soundscape and/or the opportunity for visitors to experience a natural sound environment is highly unlikely. Visitors would not come to the national historic site to seek the quieter, intermittent sounds of nature. Any construction activities

associated with the rehabilitation and restoration of the historic structures as outlined in the alternatives, such as hauling of materials or the operation of equipment, could result in loud sounds, but such sounds would be negligible, short term, and not out-of-place in an urban setting. Since, protection of a natural ambient soundscape and/or an opportunity for visitors to experience natural sounds environments is not an objective of the national historic site, soundscape management has been dismissed from further analysis.

### **Environmental Justice**

Federal agencies are required by Executive Order 12898, "General Actions to Address Environmental Justice in Minority Populations and Low-Income Populations," to identify and address disproportionately high and adverse human health or environmental effects on minority and low-income populations. According to the Environmental Protection Agency, environmental justice is the

*...fair treatment and meaningful involvement of all people, regardless of race, color, national origin, or income, with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. Fair treatment means that no group of people, including a racial, ethnic, or socioeconomic group, should bear a disproportionate share of the negative environmental consequences resulting from industrial, municipal, and commercial operations or the execution of federal, state, local, and tribal programs and policies.*

The alternatives in this general management plan would not result in a disproportionately high or adverse effect on any minority or low-income population or community. The reasons for this conclusion are as follows:

- The actions proposed in either alternative to preserve and protect Woodson's home and the adjacent two row houses would not result in any

identifiable adverse effects on human health. Therefore, there would be no direct, indirect, or cumulative adverse effects on any minority or low-income population or community.

- The effects on the natural and physical environment from the proposed actions of either alternative would not significantly and adversely affect any minority or low-income population or community.
- The two alternatives would not result in any identified effects that would be specific to any minority or low-income community.
- The planning team actively solicited public comments when developing this general management plan and gave equal consideration to all input, regardless of the commenter's age, race, income status, or other socioeconomic or demographic factors.

For these reasons, environmental justice has been dismissed from further analysis.

### **Public Health and Safety**

National Park Service *Management Policies 2006* recognizes the obligation to eliminate all health and safety hazards to the extent possible at national parks. As design and construction drawings for the historic structures are developed, the National Park Service would ensure the incorporation of public health and safety requirements, as well as standard accessibility requirements, into the design (accessibility is addressed in chapters two and four). During the implementation phase, the National Park Service would mitigate any hazardous materials found on the interiors and exteriors of the buildings including, but not limited to, lead-based paint and asbestos. None of the actions in either alternative would result in any identifiable adverse impacts on human health or safety. The alternatives were designed with consideration for these factors. Therefore,

this topic has been dismissed from further analysis.

### **RELATIONSHIP OF OTHER PLANNING EFFORTS TO THIS GENERAL MANAGEMENT PLAN**

#### **Mary McLeod Bethune Council House National Historic Site 2001 General Management Plan**

In December 2001, the National Park Service completed a final general management plan for the Mary McLeod Bethune Council House National Historic Site in Washington, D.C. At 1318 Vermont Avenue, NW, in the Logan Circle neighborhood, this national park system unit is approximately eight blocks west of Carter G. Woodson Home National Historic Site (see figure 1).

Thematically, the two sites are linked, as each commemorates the life and work of a prominent African American. Mary McLeod Bethune (1875–1955) and Dr. Woodson (1875–1950) were contemporaries and close colleagues. She was the first female president of the Association for the Study of African American Life and History and its longest-serving president to date, holding this post from 1936 to 1951. In addition to her many other contributions, Mary McLeod Bethune founded the National Council of Negro Women, which is dedicated to improving the quality of life for African American women and their communities. The house on Vermont Avenue was the council's first headquarters and McLeod Bethune's personal residence. Although both national park system units preserve three-story row houses, the Mary McLeod Bethune Council House is much larger and more elegant than Dr. Woodson's modest home. The National Council of Negro Women hosted many prominent visitors within the residence, including First Lady Eleanor Roosevelt and foreign dignitaries.

The general management plan for the Mary McLeod Bethune Council House National

Historic Site is available for reference at <http://www.nps.gov/mamc/parkmgmt/planning.htm>. Because the two national park system units would likely attract a similar audience—including many of the same visitors—the plan for the Mary McLeod Bethune Council House should prove useful for resource and visitor management at the Carter G. Woodson Home National Historic Site.

### **Development of the Carter G. Woodson Park**

A small triangular parcel of land that is defined by Rhode Island Avenue to the north, Q Street to the south, and 9th Street to the east, lies a short distance to the north of the Woodson home (see figure 2). Dedicated as Carter G. Woodson Park, this area is one of 429 such “triangle parks” within the city of Washington.

Formerly owned by the National Park Service, this triangle park was transferred to the District of Columbia Department of Parks and Recreation and renamed in Dr. Woodson’s honor. President William J. Clinton dedicated the memorial park during a ceremony on Veterans Day 1996 (Goodspeed 2006).

A historic iron fence defines the park on two sides, although the remainder of the park is minimally developed. Sidewalks run parallel to the three streets at its perimeter. Worn asphalt paving covers much of the property. Areas of turf and sparsely planted vegetation beds occupy the remainder. A few mature oaks form an open canopy, but otherwise, vegetation is minimal.

In October 2009, the District of Columbia Department of Parks and Recreation announced that a conceptual design for redevelopment had been approved. Plans depict a paved central plaza, flanked by areas of turf and groupings of ornamental trees and shrubs. The focal point of the park is to be a sculpture of Dr. Woodson seated on a pedestal of masonry steps. Artist Raymond

Kaskey will create the sculpture. Among his other works are the architectural sculptures of the World War II Memorial on the National Mall (Convention Center Community Association 2009).

Due to its formal design and its prominent location, this memorial park is certain to attract attention when completed. Both Rhode Island Avenue and 9th Street are busy thoroughfares and the site is highly visible from them. The development of the city memorial park may raise awareness of the nearby Carter G. Woodson Home National Historic Site.

Carter G. Woodson Park presents opportunities for the National Park Service to collaborate with the District of Columbia Department of Parks and Recreation. Although the site is noisy due to the busy street traffic, the triangle park could be a suitable setting for community events. Potentially, it could also serve a role in National Park Service interpretive and educational programs or visitor staging.

### **Convention Center Area Strategic Development Plan**

The District of Columbia government and other entities prepared numerous studies and plans intended to guide development and enhance community character within the Shaw neighborhood. Applicable plans include the November 2000 *Downtown Action Agenda*, and the March 2008 *Conceptual Streetscape Design Guidelines for Shaw*. One of the more comprehensive plans is the *Convention Center Area Strategic Development Plan* (CCASDP) completed by the District of Columbia Office of Planning in February 2005. Incorporating input from residents, business organizations, and local government officials, this document builds upon direction contained in prior plans (District of Columbia Office of Planning 2005).

The plan’s project area stretches from Mount Vernon Square and the Washington

Convention Center in the south to U Street in the north; and from 12th Street in the west—just east of Logan Circle—to New Jersey Avenue in the east. This area corresponds to the informal boundaries of the Shaw community. Carter G. Woodson Home National Historic Site is near the center of this area.

The development plan identified development issues within the community. Due to property values rising rapidly in the past, long-time residents viewed displacement as a particular threat. Therefore, the continued availability of affordable housing was described as one of the community's primary challenges. The development plan also noted that the community was severely underserved by the retail sector. It discussed the need to strengthen existing businesses and to attract new retail activity that would better serve the needs of current and future residents and area visitors (District of Columbia Office of Planning 2005).

The development plan contains three primary objectives:

- Strengthen Neighborhood Businesses—Retain existing businesses and attract new business to the Shaw neighborhood through capital investment, meet the needs of visitors and tourists, and create job opportunities and tax revenues for local services
- Generate Quality Housing—Preserve historic housing and create additional housing that would ensure the community remains demographically diverse and would continue to offer a wide range of housing types
- Improve the Public Realm—Determine the best use of public assets in the community; balance the need for pedestrian and vehicular movement; coordinate the activities of critical District agencies; and, create a streetscape environment that draws from the corridor's existing character and accommodates contemporary

business requirements (District of Columbia Office of Planning 2005)

The development plan provided recommendations and design guidelines by subarea. Within the 1500 block of 9th Street, the national historic site falls within "Subarea I. Historic Row-House."

Recommendations for this subarea are aimed at maintaining the historic residential setting (District of Columbia Office of Planning 2005). The plan noted that vacant lots and empty buildings along 9th Street inhibit pedestrian movement between the Washington Convention Center and potential destinations to the north, such as the national historic site (District of Columbia Office of Planning 2005). Design guidelines encouraged responsible infill development that is compatible with the setting. This type of development would respect historic architectural elements such as row house width, materials, exterior ornamentation, roofline, and fenestration patterns. The plan also acknowledged that corner stores and historic storefronts help to establish community character, and it offered guidelines for the design and rehabilitation of these commercial buildings (District of Columbia Office of Planning 2005).

The development plan reported that in some sectors of the Shaw neighborhood, the configuration of roadway and other streetscape elements created an uncomfortable environment. For example, some principal streets were excessively wide, resulting in pedestrian walkways that were narrow and positioned immediately adjacent to lanes of traffic. In such places, streetscape redesign could provide greater benefit to area residents and businesses (District of Columbia Office of Planning 2005).

The city is studying possibilities for reworking circulation along 7th and 9th streets—the Shaw neighborhood's two major north-south arteries. Options for these streets could include designating them for one-way traffic and reducing the number

of traffic lanes. Such changes could perhaps improve efficiency while also enhancing the streetscape—for instance, by opening up more space for wider sidewalks and landscaping. These proposals could affect visitor access and parking at the national historic site. The National Park Service would continue to work with the city regarding these plans.

The development plan described the challenges facing schools in the Shaw neighborhood and raised the possibility of extensive redevelopment. According to the plan, selected school sites could be redeveloped for a mix of uses, including education, recreation, and housing. Such mixed-use development could be proposed if it has the potential to address pressing community needs such as retail development and affordable housing. The plan called out Seaton Elementary School and Shaw Junior High School as possible redevelopment sites (District of Columbia Office of Planning 2005). Flanking both sides of Rhode Island Avenue, these two schools are within a few blocks of the national historic site.

### **The Historic Preservation Plan for the District of Columbia 2008–2012**

The District of Columbia Historic Preservation Office developed a five-year historic preservation plan (2008–2012) titled “Preserving Communities and Character.” “This preservation plan outlines the specific policies and goals necessary to identify, protect, and capitalize on the District’s historic resources, while establishing the framework for implementation and integration of the city’s preservation activities. The plan is intended to be used by the D.C. [sic] Historic Preservation Office, federal and District agencies...to guide decisions for the utilization and distribution of preservation resources, surveys and documentation efforts, public outreach programming, and the stewardship, reuse, and promotion of our city’s heritage” (“Preserving Communities and Character,” p. 1). Because the historic

structures that comprise the national historic site are listed in the National Register of Historic Places, the National Park Service would work closely with the District of Columbia Historic Preservation Office to ensure that proposed treatments for the Carter G. Woodson Home National Historic Site further the broad goals set forth in the District of Columbia’s historic preservation plan. Actions proposed in this general management plan would be reviewed by the District of Columbia Historic Preservation Office to ensure compliance with section 106 of the National Historic Preservation Act of 1966.

### **THE NEXT STEPS**

After this *General Management Plan/ Environmental Assessment/ Interpretation Plan* is distributed, the public will have a 30-day review and comment period. Then the planning team will evaluate the comments it has received from organizations, businesses, individuals, and other federal agencies. Following the review of public comments, a decision document may be prepared. A finding of no significant impact (FONSI) may be finalized or a notice of intent (NOI) to complete an environmental impact statement may be prepared and submitted to the *Federal Register*. The planning team may respond through the use of errata sheets to comments that do not increase the degree of impact described in the environmental assessment. The combination of the environmental assessment and the errata sheets would form the complete and final record upon which the FONSI or decision to prepare an environmental impact statement is based. If substantive issues are raised that have not been covered adequately in the plan, or new alternatives are suggested that the NPS staff should consider, the general management plan would be rewritten to incorporate them and reissued for a second 30-day review.

## IMPLEMENTATION OF THE PLAN

Once the *General Management Plan/ Environmental Assessment/ Interpretation Plan* has been approved, the National Park Service would be able to take immediate steps toward acquiring funding for, as well as the completion of, the following tasks: finalizing the functions of the interior spaces of the historic structures; preparing a structural engineering report to address the excavation of the basements and bowing exterior walls; preparing design and construction drawings to restore and rehabilitate the historic structures; designing the interpretive exhibits, materials, and programs; and hiring for some of the positions. The approval of this plan does not guarantee that the funding and staffing needed to implement the plan will be forthcoming. The national historic site must compete for funding with other national park system units. Full implementation of this plan could be many years in the future.

Once this plan has been approved, the national historic site should complete the following plans or reports, which will help the site become fully operational (see appendix D for details).

- A visitor use management plan to analyze and develop strategies for managing visitor flow and staging for normal operations and special events. The plan would further identify approaches for regulating use levels and managing tour operations.
- A future boundary study to analyze expansion of the authorized boundary of the national historic site to include an additional property. The additional space could be used for visitor use and services.
- A comprehensive interpretive plan to supplement the interpretation plan in this document. The comprehensive interpretive plan would help define the overall vision and long-term (5–10 years) interpretive goals of the national historic site.

- A scope of collections statements and historic furnishings reports to guide the acquisition and preservation of historic artifacts and period furnishings acquired to tell Dr. Woodson's life story to visitors.
- An ethnographic overview would gather data about the national historic site (both written and oral history) to document ethnographic resources and the group(s) that traditionally define such cultural resources at the site as significant to their ethnic heritage and cultural viability.
- An archeological survey of the three backyards, and basements of buildings 1540 and 1542 to determine how they were possibly prehistorically and historically used.
- A resource stewardship strategy to provide guidance on achieving the desired conditions identified in this general management plan and the cultural resources being managed at the site.
- A historic furnishings report to provide a history of how Woodson's home was used and the type of furnishing Woodson had or may have had in his home.
- A survey of the backyards of Dr. Woodson's home and buildings 1540 and 1542 is needed to determine if significant cultural landscape characteristics exist. These characteristics may include spatial organization, cultural traditions, circulation, vegetation, views, and small-scale features. The report would also discuss how the backyards were used historically.

As required, the National Park Service would carry out additional compliance for these plans under the National Environmental Policy Act, National Historic Preservation Act, and other relevant laws and policies. Before this general management plan can be implemented, the National



## CHAPTER ONE: INTRODUCTION

Park Service would need to initiate cultural compliance with the District of Columbia

Historic Preservation Office and possibly other agencies.

## **CHAPTER TWO: MANAGEMENT ALTERNATIVES**



## INTRODUCTION

This chapter presents two alternatives—no action and a preferred—for the management of the Carter G. Woodson Home National Historic Site for the next 15 to 20 years. The alternatives were developed in concert with an ongoing public involvement process, described in chapter five under “Public Involvement.” This chapter includes tables that summarize the key differences between the alternatives and the key differences in the impacts that are expected from implementing either alternative. This chapter also describes management zones, carrying capacity, mitigation measures that may be used to lessen or avoid impacts, and a discussion of the environmentally preferable alternative.

Many aspects of the desired future condition of Carter G. Woodson Home National Historic Site are defined in the site’s establishing legislation, the site’s purpose and significance statements, and National Park Service policies and mandates. Within these parameters, the National Park Service solicited input from the public, National Park Service staff, government agencies, and other organizations, including the Association for the Study of African American Life and History, regarding issues and desired conditions for the national historic site. Their input helped create the two alternatives presented in this chapter.

# MANAGEMENT ZONES

## OVERVIEW

Management zoning is the method used by the National Park Service to identify and describe the appropriate variety of resource conditions and visitor experiences to be achieved and maintained in different areas of a park. Management zoning provides for some variety of resource conditions and visitor experiences consistent with the park's purpose and significance and the different inherent characteristics (especially of fundamental resources and values) of different areas in the park, or in this case, national historic site.

To help the planning team develop management zones for the national historic site, the National Park Service held a space-use charrette and hired an architect from Beyer Blinder Belle Architects & Planners LLP, to participate in the November 2009 meeting. The purpose of the meeting was to develop preliminary concept floorplans for the historic structures that illustrated the desired interpretive, administrative, and maintenance/mechanical elements needed to make the national historic site fully operational. The meeting participants discussed whether or not the desired elements could be accommodated in the space available, as well as the desired logical flow of visitors through the buildings. The decisions made were broad in scope allowing for flexibility when the interior spaces are formally programmed in the future by an architect and interpretive planner.

During the charrette, an assumption was made that all elements proposed were possible. It was assumed that basement floors could be lowered, sections of interior walls could be safely removed, an elevator could be installed, and electrical, plumbing, an HVAC system, and fire suppression needs could be accommodated. These assumptions

could be validated or proven to be infeasible once more detailed information is known after the next phase of this project, design, and construction drawings are completed.

Taking into account input received during public scoping and discussions from the space-use charrette, the planning team developed two management zones for the national historic site: historic Woodson home zone and visitor use and park operations zone.

## MANAGEMENT ZONE DESCRIPTIONS

### Historic Woodson Home Zone

The historic Woodson home zone would include the interior (all floors) of Woodson's home and would be managed primarily as a house museum, which would be a house with the look and feel of a museum that is filled with historically accurate furnishings displayed in a way that may reflect their original location and usage in the home. Low (visitors who come in off the street) to high (school and tour groups) numbers of visitors would enjoy and learn about the life, work, and legacy of Dr. Woodson through structured activities (such as a ranger- or volunteer-led tour).

### *Desired Resource Conditions*

The interior of Woodson's home would be restored to the time period that Dr. Woodson lived there (1922–1950) and maintained as a house museum. The historic integrity of the interior would be maintained to give it a feeling as if Dr. Woodson had just stepped away from his work and home. Appropriate time period furnishings would be used.

### ***Desired Visitor Experiences***

Visitors would be provided an opportunity to walk back in time to when Dr. Woodson lived and worked in the home. Visitor activities would include a ranger- or volunteer-led tour of the historic home, one-on-one interaction with the ranger or volunteer, and photography. Visitors would learn about Dr. Woodson's home, life, work, and legacy during the tour. It is estimated that two tours of six to eight people would be allowed in the home at one time. The time commitment would be less than an hour. Encounters with another visitor tour group would be likely.

### ***Appropriate Facilities and Functions***

There might be some allowances for rehabilitation of nonessential spaces (i.e., spaces that are not critical to showcasing the story and legacy of Dr. Woodson) for administrative purposes such as offices and storage. Otherwise, the home would be treated like a house museum. Interpretive exhibits might be incorporated. New HVAC and fire suppression systems would be accommodated in an unobtrusive manner.

### **Visitor Use and Park Operations Zone**

This management zone would provide for visitor orientation, education, and other visitor use opportunities (such as classroom activities). Low (visitors who come in off the street) to high (school and tour groups) numbers of visitors would enjoy and learn about Dr. Woodson's life, work, and legacy. This zone also would support the national historic site's administrative and operational functions.

### ***Desired Resource Conditions***

Building interiors would be rehabilitated and adaptively used to accommodate interpretive, educational, administrative, maintenance/mechanical/utility needs. An elevator and egress stairway would be constructed and maintained for accessibility and safety.

### ***Desired Visitor Experiences***

This would be the first zone visitors would encounter. Visitors would be offered a variety of opportunities for orientation, interpretation, and education. Conveying the primary interpretive themes from the interpretation plan would be a high priority. Common visitor activities might include becoming oriented to the site, interacting with an interpretive ranger or volunteer, watching an educational video, viewing interpretive exhibits, attending interpretive programs, and waiting to take a ranger-guided tour of Woodson's home. In this zone, larger groups would be staged while waiting to take a tour of Woodson's home in groups of six to eight people (estimated); an estimated two tours at one time would be allowed. While the two smaller groups tour Woodson's home, the remaining members of the group would be assisted by a ranger or volunteer who would provide them with an opportunity to learn about Dr. Woodson and his legacy through interpretive exhibits, talks, and media. Time commitment would vary, depending on amount of information desired, but most likely would be one to two hours. Low to high visitation levels would be accommodated (from people walking in off the street to tour and school groups). Encounters with other visitors would be likely.

### ***Appropriate Facilities and Functions***

Adaptive use of spaces to accommodate visitor use and park operations including orientation to the site, interpretive exhibits, staging area(s), retail sales, offices, storage, restrooms, and accessibility would be accommodated. New HVAC and fire suppression systems would be accommodated in an unobtrusive manner.

The management zones are illustrated on the floorplans in figures 3 through 10.

## **NATIONAL PARK SERVICE FACILITY PLANNING MODEL**

The National Park Service Facility Planning Model is a computer-based program designed to predict realistic project size based on answers to a series of basic questions. This planning model was run for the national historic site to predict the realistic amount of space needed to operate the site as a visitor facility. Since the national historic site is not open to the public yet, visitation figures for the Mary McLeod Bethune Council House National Historic Site were used. The approximate square foot totals for the historic structures are:

- 4,000 square feet of floor space in Woodson's home (four floors)
- 4,200 square feet of floor space in buildings 1540 and 1542 combined (four floors in each building; assuming that the basement floors could be lowered)
- 5,000 square feet of floor space in building 1544 (three floors)

Square foot totals for the preferred alternative options are

- Option one: 8,200 square feet (Woodson's home and buildings 1540 and 1542)

- Option two: 13,200 square feet (Woodson's home and buildings 1540, 1542, and 1544)

The National Park Service Facility Planning Model recommends a minimum of 3,440 and a maximum of 5,520 gross square feet for visitor facilities at the national historic site. With approximately 8,200 to 13,200 square feet available, the facility model substantiates that the size of the national historic site is large enough to provide for visitor facilities.

The historic structures that comprise the national historic site are irregular in shape. They were not constructed for the purpose of housing visitor facilities, which results in space in the floorplans being taken up for hallways, stairways, and basements—spaces that cannot otherwise be used. However, it is anticipated the required space for visitor facilities will exceed the NPS Facility Planning Model and the space available for visitor facilities is sufficient for the national historic site. This would be studied further in the next phases of this project (design and construction drawings and visitor use management plan).

## USER CAPACITY

General management plans for national park system units are required by law to identify and address implementation commitments for user capacity. The National Park Service defines user capacity as the types and extent of visitor use that can be accommodated while sustaining the quality of park resources and visitor experiences consistent with the purposes of the park. User capacity is not a set of numbers or limits, but rather a process of establishing desired conditions, monitoring impacts, evaluating the impacts against standards, and taking actions to ensure park values are protected. The premise behind this process is that with visitor use of a park there would be a level of impacts to natural or cultural resources, or visitor opportunities. It is the responsibility of the National Park Service to determine what level of impacts would be acceptable and what actions would be needed to keep impacts within acceptable limits. Instead of solely tracking and controlling visitation, park staff would manage the levels, types, and patterns of visitor use and other public uses in a fashion that would preserve the condition of the resources and the quality of the visitor experience. The monitoring component of the user capacity process would keep management in touch with the changing conditions in the park, and would provide the basis for corrective actions. The ever-changing nature of visitor use in park units would require a deliberate and adaptive approach to use capacity management.

As part of the National Park Service commitment to implement user capacity, this general management plan addresses user capacity in the following ways:

- It describes the overall direction for allowing visitor use at the national historic site (in this chapter, see the “Management Zones” section and “Visitor Use and Enjoyment” found

under “Elements Common to Both Alternatives” and “The Preferred Alternative”). Visitor use at the national historic site would model how similar national park system units like Frederick Douglass, Mary McLeod Bethune Council House, Maggie L. Walker, Martin Luther King Jr. national historic sites and Independence National Historical Park allow visitor use (i.e., guided tours and interpretive and education exhibits and programs are the main elements of visitor use). When considering where to provide for and encourage visitor use, the National Park Service would take into account the issues of accessibility, risk of damage to the historic structures, and the need to preserve the historic structures. This overall strategy for allowing and managing visitor use at the national historic site would be the most important implementation commitment for user capacity in this plan.

- Potential user capacity-related concerns are described to help raise awareness of potential issues that could arise with new and changing use patterns at the national historic site.
- Potential indicators and standards and consideration for monitoring are included to more clearly define and draw attention to potential user capacity-related concerns that might develop as visitors begin using the national historic site. Given the unknowns of how visitors would specifically interact with the resources of the site, the likely patterns of visitor use, and the resulting impacts that might be of most concern, highly specific and measurable indicators and standards were not developed as part of this general management plan, but



would be further defined as part of future planning efforts.

- Potential management strategies are outlined that could be considered to prevent or minimize key impacts from visitor use.

This approach is not intended to be complete and final; rather the national historic site staff would abide by these directives for guiding the types and extent of visitor use that would be accommodated at the site. As more information becomes known about the visitors who come and enjoy the site, further elaboration and adoption of this approach would need to be developed in a visitor use management plan. Regardless, final selection of measurable

indicators and standards for monitoring purposes, and implementation of management actions that affect use, would comply with the National Environmental Policy Act, section 106 of the National Historic Preservation Act, and other laws and NPS management policies, as appropriate.

Table 1 outlines potential concerns from visitor impacts, indicators, standards, and management actions for the national historic site. Until a visitor use management plan is completed, the national historic site staff would use the concerns, indicators, standards, and management actions in the table as a guide to help manage visitor use at the site.

**Table 1: Potential Indicators, Standards, and Management Actions for the National Historic Site**

Potential Visitor Impacts of Concern	Potential Indicator Topics	Considerations for Monitoring and Potential Standards	Potential Management Actions
<b>Crowding:</b> complaints, noise, competition for viewing interpretive exhibits, safety issues	<ul style="list-style-type: none"> <li>• number/percent increase in visitor complaints specific to visitor crowding and conflicts</li> <li>• number of times the physical capacity of the structures are at or above capacity</li> <li>• wait times to take the guided tour of Woodson's home</li> <li>• number or percent increase in incidences of accidents, conflicts, or other safety issues</li> <li>• excessive human-caused noise (% of time audible)</li> </ul>	Document and evaluate trends in visitor complaints. Periodically evaluate crowding and congestion events during peak use times. Conduct regular visitor surveys to evaluate and track trends in visitor characteristics, use trends, and visitor perceptions.	<ul style="list-style-type: none"> <li>• increase advance planning information that encourages visitation at off-peak times</li> <li>• real-time information on wait times</li> <li>• temporarily or permanently restrict access to specific areas</li> <li>• regulate the amount of use, possibly including limits on group sizes</li> </ul>

Potential Visitor Impacts of Concern	Potential Indicator Topics	Considerations for Monitoring and Potential Standards	Potential Management Actions
<b>Accessing the Site:</b> parking	<ul style="list-style-type: none"> <li>number/percent increase in visitor complaints specific to accessing the site</li> <li>wait times to find parking near the site</li> </ul>	Document and evaluate trends in visitor complaints. Conduct regular visitor surveys to evaluate and track trends in wait times and ability to find parking.	<ul style="list-style-type: none"> <li>increase advance planning information that encourages visitation at off-peak times</li> <li>enter into an agreement with Shiloh Baptist Church to use their parking lot during regular business hours</li> <li>explore other alternative transportation options to facilitate access to the site</li> </ul>
<b>Conflicts with Groups:</b> groups interacting with individual visitors, groups interacting with other groups	<ul style="list-style-type: none"> <li>number/percent increase in visitor complaints specific to conflicts with groups</li> <li>wait times to take the guided tour of Woodson's home</li> <li>number of chaperones to minors in organized groups</li> <li>number of groups showing up without notifying the national historic site or a reservation</li> <li>people at one time (or number of groups at one time) in buildings 1540 and 1542 (and 1544, if acquired)</li> </ul>	Document and evaluate trends in visitor complaints. Track trends and evaluate group use patterns throughout the year. Conduct regular visitor surveys to evaluate and track trends in visitor characteristics, use trends, and visitor perceptions.	<ul style="list-style-type: none"> <li>disseminate pre-trip planning information, including targeted contact with organized groups</li> <li>coordinate the arrival (day and time) and distribution of organized groups within the national historic site via a reservation system</li> <li>on-site contact with individual visitors and groups to provide information and direct use, in order to avoid conflicts</li> <li>roving staff for orientation and information</li> <li>increased staffing and coordination to distribute groups throughout the national historic site to avoid crowding and conflicts</li> <li>pre-trip planning information to encourage voluntary redistribution of use to off-peak days and times</li> </ul>

Potential Visitor Impacts of Concern	Potential Indicator Topics	Considerations for Monitoring and Potential Standards	Potential Management Actions
<b>Conflicts with Special Events:</b> special events conflicting with individual visitors	<ul style="list-style-type: none"> <li>number/percent increase in visitor complaints specific to special events</li> <li>wait times to take the guided tour of Woodson's home</li> </ul>	Document and evaluate trends in visitor complaints. Periodically evaluate numbers of individual visitors (people unaware of the scheduled special event) during special events. Conduct regular visitor surveys to evaluate and track trends in visitor characteristics, use trends, and visitor perceptions.	<ul style="list-style-type: none"> <li>on-site contact with individual visitors and groups to provide information and direct use, in order to avoid conflicts</li> <li>roving staff for orientation and information</li> <li>pre-trip planning information to encourage voluntary redistribution of use to days and times with no special events</li> </ul>
<b>Vandalism:</b> defacing of historic structures, furnishings, and interpretive exhibits	<ul style="list-style-type: none"> <li>number of incidents of vandalism</li> <li>level of visitor understanding regarding the sensitivity of the resource</li> </ul>	Collect baseline data on the condition of the resources. Assess the relationship between the degree of visitor access and the types and degree of vandalism occurring and where it is occurring most.	<ul style="list-style-type: none"> <li>educate visitors on regulations and significance and value of the resources (especially the historic structures and furnishings)</li> <li>increase number of rangers who lead the guided tour of Woodson's home</li> <li>increase number of rangers who rove throughout the site</li> <li>change the routes of visitor access</li> <li>temporarily or permanently restrict access to specific areas</li> <li>regulate the amount of use</li> </ul>

Potential Visitor Impacts of Concern	Potential Indicator Topics	Considerations for Monitoring and Potential Standards	Potential Management Actions
<b>Theft of Artifacts:</b> removing artifacts	<ul style="list-style-type: none"> <li>number of incidents of theft</li> <li>level of visitor understanding regarding the sensitivity of the resource</li> </ul>	Collect baseline data on what artifacts are on-site (should be in ICMS database) and their condition. Assess the relationship between the degree and type of visitor access and the number of artifacts removed.	<ul style="list-style-type: none"> <li>educate visitors on regulations and significance and value of the artifacts</li> <li>increase number of rangers who lead the guided tour of the Woodson home</li> <li>increase number of rangers who rove throughout the site</li> <li>change the routes of visitor access</li> <li>move/remove artifacts from public viewing</li> <li>temporarily or permanently restrict access to specific areas</li> <li>regulate the amount of use</li> </ul>
<b>Wear on Historic Structures:</b> deterioration of handrails, floors, walls, etc., from people	<ul style="list-style-type: none"> <li>number of times repairs need to be made to handrails, floors, walls, etc.</li> </ul>	Complete condition assessments for each structure once a year. Assess the relationship between the degree of visitor access and the types and degree of deterioration occurring and where it is occurring most.	<ul style="list-style-type: none"> <li>protect areas most affected by people with things like rugs, plastic coverings, etc.</li> <li>temporarily or permanently restrict access to specific areas</li> <li>regulate the amount of use</li> </ul>

## THE ALTERNATIVES

In the process of developing this *General Management Plan/ Environmental Assessment/ Interpretation Plan*, the planning team examined different approaches to site use, development, and management. These approaches were narrowed to a no-action alternative that describes the baseline for comparison with the preferred alternative and the preferred alternative. The no-action alternative assumes the National Park Service would take actions to preserve the buildings for future generations including some exterior restoration or stabilization and rehabilitation work because it is the minimum action thought to be acceptable for the preservation of the national historic site and to meet congressional intent. The preferred alternative consists of two possible options that would rehabilitate the historic structures for public use and create an interactive and educational visitor experience.

The alternatives (and the interpretation plan in chapter 6) focus on what resource conditions, visitor uses, and experiences or opportunities should be at the national historic site rather than on details of how these conditions, uses, and experiences should be achieved. Thus, the alternatives do not include many details on managing resources or visitor use.

In developing the alternatives, the foundation statement, interpretation plan, historic structure report, and historic resource study were used, along with comments received from the public during the scoping period.

Work to preserve the structures in the park boundary is an urgent need. Still, implementing any alternative would depend on securing funding and possibly further environmental and cultural resource compliance. This plan does not guarantee

that the funds to carry out the selected alternative would be forthcoming. The national historic site would have to compete against other units of the national park system for limited funding. This general management plan is intended to establish a vision of the future that would guide the development of and the day-to-day and year-to-year management of the national historic site; however, the full execution of the plan could take many years.

### ELEMENTS COMMON TO BOTH ALTERNATIVES

The management directions that are common to both alternatives are described in this section. Examples include measures necessary to protect the structures from further deterioration, such as roof repairs. Some actions relate directly to the park purpose, derived from the legislation designating Carter G. Woodson Home National Historic Site, such as those actions necessary to make the home useable and open to the public as a tribute to Dr. Woodson.

#### Historic Structures

To date, the National Park Service has replaced broken window panes, temporarily sealed openings that allowed unauthorized access, and instituted U.S. Park Police surveillance of the empty structures.

Work on the historic structures would follow the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. In keeping with the standards, historically appropriate materials would be used to make repairs and/or replacements in-kind. Please see appendix H for the definition of the standards along with definitions for preservation, rehabilitation, restoration, and stabilization.

Elements common to all three historic structures are as follows. The roofs of the buildings would be replaced or repaired as needed to prevent moisture from leaking into the structures and causing water damage. Exterior woodwork and metal trim work would be repaired. Security grills would be removed from windows and doors. Original windows would be repaired and/or replaced in kind. Missing or nonhistoric windows and exterior doors would be replaced with historically accurate windows and doors. Bulging or unstable brickwork would be repaired. Brickwork would be cleaned and repointed. The chimneys would be repointed as needed. Nonhistoric infill materials would be removed and historic openings reconstructed. Nonhistoric miscellaneous surface-mounted lighting, conduit, and wiring would be removed. An HVAC system would be installed in building 1540 to service all of the buildings. The HVAC system would be designed and installed to cause the least alteration of each building's floorplan and the loss of historic fabric would be minimized. A fire suppression system would be installed to protect the buildings.

#### ***Woodson's Home and Building 1540***

The exteriors (front and back) of the Woodson home and building 1540 would be restored to the time period Woodson lived there (1922–1950). The marble entrance stairways and cast-iron railings would be restored. The original door on the Woodson home would be restored and a historically accurate door would be installed on building 1540. The other entryway features would be restored to their historic appearance. The basement door and stairs would be restored on the Woodson home.



The Associated Publishers sign would be recreated and hung on the front of the Woodson home (The Associated Publishers was the publishing company Dr. Woodson established and operated out of his home). Prior to the restoration work taking place, the exteriors of the buildings may be stabilized.

#### ***Building 1542***

The façade of building 1542 has been extensively altered and may no longer have historic integrity; the exterior would be rehabilitated to the extent possible to make it look compatible with the other two buildings. The rear side of building 1542 would be rehabilitated to be compatible with the adjacent structures. From the street, the three structures would have the appearance of a set of maintained historic structures similar in appearance and feel.

#### ***Backyards***

The backyards would be maintained to present an attractive appearance for the neighborhood. Care would be taken to ensure that any feature that may be culturally relevant to the national historic site would not be altered until studied further.



## Visitor Use and Enjoyment

### *Interpretation*

The public would learn about Dr. Woodson and his legacy through the park website, park brochure, and an interpretive walking tour of the neighborhood led by a NPS interpretive ranger. Visitors would also learn about Dr. Woodson from two or three interpretive wayside exhibits in front of the Woodson home that would meet accessibility standards. The design of the interpretive exhibits and spaces would follow sustainable/green design standards including emphasizing environmental sensitivity in constructing the exhibits, using nontoxic materials, conserving resources, and recycling materials. The interpretive walking tour and wayside exhibits are part of the management direction adopted by current site management staff.

### *The Association for the Study of African American Life and History*

The National Park Service would continue to partner with the Association for the Study of African American Life and History as outlined in the park's enabling legislation and the general agreement between the two

parties. The Association for the Study of African American Life and History would assist the National Park Service with interpretive and educational programming, including the park website, park brochure, interpretive and educational exhibits, and interpretive ranger-led programs like the walking tour. The partnership would include working together to provide educational and interpretive materials to the public and other potential partners. As part of the management direction adopted by current site management staff, partnerships with local school districts, universities, and other organizations would be developed to afford opportunities to learn about Dr. Woodson and his work. The national historic site would develop interpretive ranger programs to be given to educational groups and civic organizations. These programs could be delivered at the national historic site or at partner locations. Partnering with local institutions and organizations would help to explore ways that the national historic site and schools could work together, combining needs and resources to create new learning opportunities. The Association for the Study of African American Life and History would assist the National Park Service with the

coordination of NPS Black History Month events.

### ***Self-guided Walking and Commercial Tours***

As part of the management direction adopted by current site management staff, the National Park Service would work with existing cultural tourism companies in Washington, D.C. These companies offer self-guided walking or commercial tours of historic sites throughout the city. Cooperating with these entities would increase awareness of the national historic site among visitors who might not otherwise know about Dr. Woodson and his legacy.

## **Park Operations**

### ***Staffing***

The national historic site would be managed independently, and not in conjunction with another national park system unit under the purview of the National Capital Parks-East superintendent. An option considered was to share NPS staff with the Mary McLeod Bethune Council House National Historic Site. However, the Mary McLeod Bethune Council House National Historic Site does not have the staff available to manage, operate, and serve visitors at both national historic sites. Unless otherwise mentioned, all positions hired would be full-time equivalent (FTE) employees. Hiring of full-time equivalent employees would depend on available funding and visitation demands.

The national historic site's operations would also be supported by shared National Capital Parks-East staff, such as administrative personnel, maintenance workers, and resource specialists.

### ***Cooperation with District of Columbia***

The National Park Service would work with the District of Columbia and its historic preservation office to ensure that actions such as street lighting, street parking, widening or narrowing of the 9th Street right-of-way, or amenities such as parking

meters, street trees, power poles, or other modern features (all of which are under the management of the District of Columbia) do not diminish the national historic site's historic integrity.

### ***Visitor Safety***

The national historic site would work with U.S. Park Police, District of Columbia law enforcement, emergency medical services, and firefighting agencies to achieve effective visitor protection. Appropriate energy-efficient lighting would be incorporated to enhance the safety and security of the site.

### ***Parking***

As part of the management direction adopted by current site management staff, the National Park Service would work with the District of Columbia to add one or two accessible street parking spaces in front of the buildings, and possibly a designated parking space for site employees somewhere on the block.

### ***Sidewalk and Streetscape***

The National Park Service would continue to work with the District of Columbia to ensure that the sidewalk and streetscape are maintained for visitor safety and to provide an inviting appearance consistent with the historic period of significance of the site and historic districts.

## **THE NO-ACTION ALTERNATIVE (CONTINUATION OF THE CURRENT MANAGEMENT DIRECTION)**

### **Overall Vision**

The neighborhood surrounding Dr. Woodson's home retains much of the historic character from the time Dr. Woodson lived and worked there. The emphasis under the no-action alternative would be the opportunity for visitors to experience Dr. Woodson's neighborhood, view the restored and rehabilitated historic structure façades, and understand how this



neighborhood influenced his life and work. While visitors would not have access to the interiors of the structures, they would learn about Dr. Woodson's life and legacy through the park website and brochure and the wayside exhibits in front of Dr. Woodson's home. Visitors would also learn about Dr. Woodson by going on a ranger- or volunteer-led interpretive walking tour of the neighborhood. The tour would stop at Shiloh Baptist Church, the YWCA, and other significant neighborhood locations associated with him.

The no-action alternative describes what is happening at the national historic site and the management direction adopted by current site management, as well as what actions need to be taken to maintain the historic integrity of the buildings. The primary purpose of the no-action alternative in a general management plan is to serve as a baseline for comparing the effects of the preferred alternative. The no-action alternative consists of the previously described "elements common to both alternatives" plus the elements described below.

### **Historic Structures**

Under the no-action alternative, the interiors of Dr. Woodson's home and buildings 1540 and 1542 would be periodically inspected for insect and rodent damage, unauthorized entry, and other deterioration. Periodic, minor repairs would be undertaken. Existing utilities (electric and plumbing) may be repaired as needed.

### **Visitor Use and Experience**

Visitor use and experience would be limited under this alternative because the buildings would not be restored and rehabilitated for visitor use; and therefore, visitors would not be allowed inside the buildings. Implementation of the interpretation plan would be limited to using the interpretive themes, to the extent possible, on the park website and the wayside exhibits, while items like visitor experience goals would not be

implementable since the structures would not be reused.

Under the no-action alternative, the Association for the Study of African American Life and History would not be provided administrative space since the interiors of the structures would not be rehabilitated for use.

### **Park Operations**

Under the no-action alternative, four FTE interpretation and education staff would be hired to manage the day-to-day operations of the site. National Capital Parks-East may also hire a maintenance worker, resource management specialist, or an administrative assistant (two FTEs total) to support the operation of the national historic site. These two employees would be shared with other National Capital Parks-East park units. The offices of the site's employees would be located off-site at another National Capital Parks-East park or office. Additional operational support would be provided by existing National Capital Parks-East staff.

The site's interpretation and education staff would take visitors on a scheduled walking tour of the neighborhood during regular park hours. Volunteers might also guide the tours. The maintenance worker and cultural resource specialist would inspect the historic structures periodically and make any necessary repairs, as well as clean the site as needed. U.S. Park Police would continue to regularly patrol the national historic site.

## **THE PREFERRED ALTERNATIVE**

### **Overall Vision**

In addition to experiencing the neighborhood as described in the no-action alternative, the emphasis under the preferred alternative would be to experience Dr. Woodson's life as if he had just stepped out of his house and away from his work. Visitors would learn about Dr. Woodson by going on a guided tour of his restored home,

and through innovative and interactive interpretive exhibits, videos, materials, and programs in the adjacent buildings.

The preferred alternative has two options (see figures 3 through 10). Under option one, the national historic site would maintain and operate the Woodson home and the two adjacent structures to the north (buildings 1540 and 1542), which are within the current (2011) authorized boundary. If the preferred alternative is selected, this option would be implemented immediately following approval of the plan. Option two addresses these properties as well as 1544 9th Street, NW (building 1544). This option would be implemented only if the property is acquired and subsequently added to the park boundary. The preferred alternative consists of the previously described management zones, “elements common to both alternatives,” and the elements described below.

## Historic Structures

### *Architectural Barriers Act Accessibility Standards*

Under both options of the preferred alternative, visitors would be encouraged to enter and explore the historic structures. Therefore, the National Park Service would follow the Architectural Barriers Act Accessibility Standards when restoring and rehabilitating the structures. This would include making the entrance to the national historic site accessible or barrier free, installing an elevator and a wheelchair lift, installing appropriate equipment for fire safety egress (such as an evacuation chair), and opening up a wall on each floor between the Woodson home and building 1540 so that visitors have access between the buildings. Consultation with engineers, architects, and appropriate user groups would be required to ensure interior spaces were appropriately designed including meeting egress needs for people with limited mobility. All of these alterations would be designed by a historical architect to be compatible with the historic features of the

buildings (exteriors and interiors). The design of these alterations would be reviewed by the District of Columbia Historic Preservation Office.

Interpretive exhibits would be made accessible as appropriate. Accessible restrooms would be available as well.

### *Sustainable Design and Development*

The National Park Service would use sustainable design and development practices during the restoration and rehabilitation of the buildings in accordance with the *Secretary of the Interior’s Standards for Rehabilitation & Illustrated Guidelines on Sustainability for Rehabilitating Historic Buildings*. Sustainable practices minimize the short-term and long-term environmental impacts of developments and other activities through the adaptive re-use of the historic structures, resource conservation, recycling, waste minimization, and the use of energy-efficient and ecologically responsible materials and techniques.

### *Woodson Home (1538 9th Street, NW)*

The interior of the Woodson home would be restored. This includes two parlor rooms and the stair hall on the first floor, two rooms and the stair hall on the second floor, and the entire third floor. There are some spaces that are not accessible by wheelchair due to the way the floorplan of the house was originally designed; no visitors would enter these rooms, but rather look from the doorways, if feasible and practical. These would include the basement level, a bath, and two rooms at the rear of the first floor, and a bath, kitchen, and storage room in the rear of the second floor.

These rooms could be refurnished in a historically appropriate manner. All character-defining features of the house, regardless of location, would be preserved to the extent possible. These features would consist of woodwork, original doors,

flooring, electrical fixtures, window lights, radiators, mantels, and other features.



Public spaces would be refurbished with original, reproduction, or similar furnishings to recreate the historic appearance of the Woodson home when he lived there. The home would have the feel of a historic house museum. If, in the future, museum objects or collections are acquired by the national historic site through archeological surveys, donations or purchase, standard policies as outlined in the *NPS Management Policies 2006*, Director's Order 28: *Cultural Resources Management Guideline*, Director's Order 24: *Museum Collections Management*, and the *National Park Service Museum Handbook* would be implemented.

Museum objects that are acquired would be accessioned and catalogued, preserved, protected, displayed, and made available for access and use according to NPS standards and guidelines (Director's Order 24 and the *National Park Service Museum Handbook*).

Pieces donated or purchased and authenticated would form the basis of the refurbished house. Any on-site display or storage would be designed to meet NPS standards for interpretive exhibits and museum storage. Museum objects and artifacts not on display would be housed at the National Park Service Museum Resource Center, a state-of-the-art facility in Landover, Maryland.

National Park Service policy requires that no museum objects be allowed within the 500-year floodplain without an evacuation plan. Under both options of the preferred alternative, museum objects would not be exhibited within a designated floodplain. The flood elevation for the 100-year floodplain in Washington, D.C., is 10 feet. The flood elevation for the 500-year floodplain is 13 feet. The elevation of 1538 9th Street, NW, is 82 feet (Safford 2009), so it is not within either floodplain.

Appropriate climate control measures would be incorporated into the design of the buildings to ensure preservation of all objects and furnishings on display.

### *1540 9th Street, NW*

Two exterior changes to the building would include the construction of a third story on the rear addition of the house to accommodate a second stairway for fire safety egress and the construction of an elevator house on the roof to accommodate a new elevator. This new construction would be designed to be compatible with the rest of the structures, but would clearly be modern additions. The architectural style of the addition would follow the *Secretary of the Interior's Standards for the Treatment of Historic Properties*.

The interior of the structure would be rehabilitated and adaptively used for visitor use and park operations. The public and administration spaces would be used for interpretive and educational exhibits, an elevator, retail sales area (educational materials), offices, restrooms, storage, and maintenance/mechanical needs.

Entryways between Woodson's home and building 1540 would be considered on all four levels to provide the highest level of accessibility to all visitors in a way that would avoid the loss of significant historic features, spatial relationships, and without jeopardizing the structural integrity of the building. These entryways allow visitors using the elevator in building 1540 access to the Woodson home.

The entryways would be in slightly different locations on each floor. Also, the basement of building 1540 would be excavated to allow enough ceiling height to make it a functional space for administrative and possibly visitor use activities.

#### **1542 9th Street, NW**

The front entrance of this building was modified prior to National Park Service acquisition of the building. The modification allows for access directly from street level into the structure rather than by steps and a marble stoop like the Woodson home and building 1540. In option one of the preferred alternative, this street-level entry would be repaired and/or modified as needed and serve as the main entrance into the national historic site (in option two, building 1544 would function as the main entrance).

Under option one, the interior would be rehabilitated to function in harmony with the interior of building 1540. Functions would include orientation area, interpretive and educational exhibits, offices, a wheelchair lift, retail sales area (educational materials), and restrooms. A similar approach would be taken under option two; however, the interior would be rehabilitated to work in harmony with both buildings 1540 and 1544, and mechanical systems may possibly be housed in 1542. The basement of building 1542 would be excavated to allow enough ceiling height to make it a functional space for administrative and possibly visitor use activities.

#### **1544 9th Street, NW**

Option two proposes actions for building 1544 that would take place only upon its acquisition through donation or purchase from a willing seller and subsequent addition to the park boundary. If added to the park boundary in the future, building 1544 would provide additional space for visitor use, park operations, and maintenance/mechanical functions that otherwise would be provided in buildings 1540 and 1542. Work on building 1544 would follow the *Secretary of*

*the Interior's Standards for the Treatment of Historic Properties*. Under option two, this structure would become the main entrance to the site. The exterior treatment for building 1544 would be determined after the acquisition of the structure.

The interior would be rehabilitated and adaptively used in a way that would be compatible with the rehabilitation of structures 1540 and 1542. The space would be used for additional educational programs, public meetings, classroom activities, interpretive exhibits, administrative activities, and restrooms. The basement of building 1544 would be excavated to allow enough ceiling height to make it a functional space for administrative and possibly visitor use activities.

### **Visitor Use and Experience**

Under both options of the preferred alternative, the National Park Service would implement the interpretation plan by creating interactive interpretive and educational exhibits, videos, materials, and programs using innovative technologies and accessibility guidelines to engage visitors in the life, work, and contributions of Dr. Woodson.

The Woodson home would be the centerpiece of the national historic site. Due to the small size of the rooms in the home, it is estimated that groups of six to eight visitors would tour the house with an interpretive ranger or volunteer who would provide history and relevant facts about the house, Dr. Woodson, and his work. It is estimated two tours would be allowed in the house at one time. Visitors would be staged in buildings 1540 and 1542 before taking the tour. Visitors waiting to take the tour would enjoy the interpretive and educational exhibits, videos, and programs and retail sales items (sold by an authorized NPS cooperating association) offered in buildings 1540 and 1542, which would orient them to the Woodson story. The specific logistics of managing visitor use within the site would be

revisited and further analyzed as part of a future visitor use management plan.

It is likely that school groups and bus tours would comprise a large proportion of site visitation. To create space large enough to handle school and tour groups, entryways would be created between the Woodson home and building 1540 to provide appropriately sized spaces and accessibility for people with limited mobility.

Under the preferred alternative (either option), the agreement between the National Park Service and Association for the Study of African American Life and History would be fully implemented. The Association for the Study of African American Life and History would be provided no less than 500 square feet of administrative space in one of the buildings (most likely not in the Woodson home). They would assist the National Park Service in providing interpretive and educational programs about Dr. Woodson's legacy, as well as programs on African American history, life, and culture, including the role of Dr. Woodson and the Association for the Study of African American Life and History in American history. The Association for the Study of African American Life and History would also display their own publications and informational pamphlets for visitors and participate in National Park Service special events and programs at the national historic site.

The National Park Service would be able to provide local schools, universities, and other organizations interpretive ranger programs at the national historic site. Small-scale special events related to Dr. Woodson and open to the public would occur at the national historic site. These events would take place inside the buildings and in the backyards, during normal business hours and in the evenings.

### **Park Operations**

Under the preferred alternative (either option), seven and a half FTE interpretation

and education staff would be hired to manage the day-to-day operations of the site. National Capital Parks-East may also hire a maintenance worker, resource management specialist, and an administrative assistant (three FTEs total) to support the operation of the national historic site. These three employees would be shared with other National Capital Parks-East park units. The offices of the site's employees would be located at the national historic site. Additional operational support would be provided by existing National Capital Parks-East staff.

The interpretation and education staff would orient visitors to the site and lead them on tours of Dr. Woodson's home and the neighborhood. Volunteers may also lead the tours. The maintenance worker would provide custodial support and make needed repairs to the historic structures and utility systems, the resource management specialist would support preservation of cultural resources, and the assistant would provide administrative support. U.S. Park Police would continue to regularly patrol the national historic site.

### **MITIGATION MEASURES**

Congress has charged the National Park Service with managing the lands under its stewardship "in such manner and by such means as would leave them unimpaired for the enjoyment of future generations" (NPS Organic Act, 16 USC 1). As a result, the National Park Service routinely evaluates and applies mitigation measures whenever conditions could adversely affect the sustainability of national park system resources.

The National Park Service would conduct appropriate environmental and cultural resource review as required by the National Environmental Policy Act, the National Historic Preservation Act, and other relevant legislation for any future proposed actions. The National Park Service would avoid,

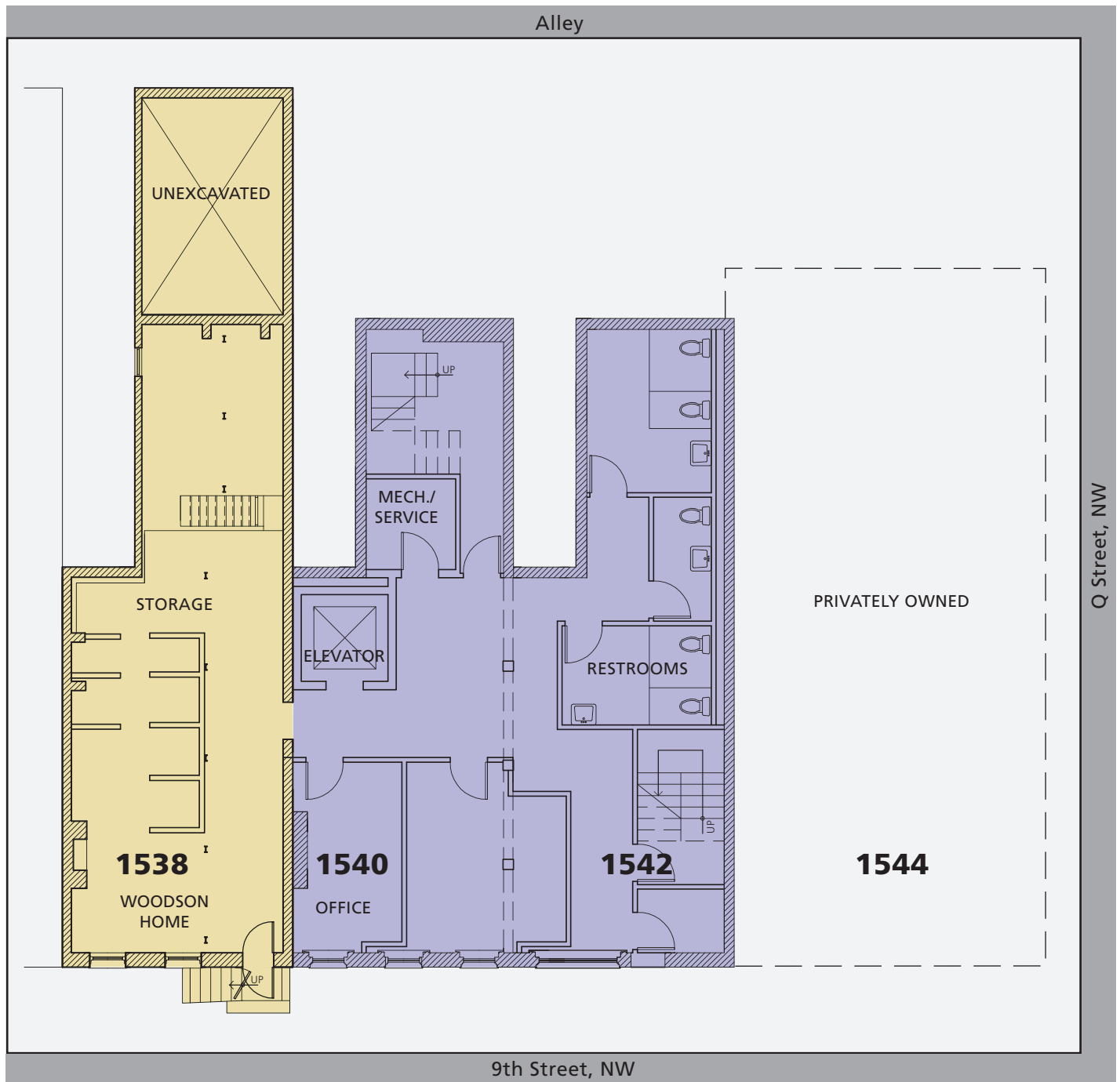
minimize, or mitigate any adverse impacts, whenever possible.

The following mitigation measures and best management practices would be used to avoid or minimize potential impacts on natural and cultural resources from construction activities, use by visitors, and National Park Service operations. These measures would apply to all alternatives. Specific mitigation measures would be as follows:

- Continue to research, inventory, and document archeological resources, historic structures, ethnographic resources, and cultural landscape characteristics to better understand and manage these resources. Continue to follow federal regulations and NPS guidelines in managing cultural resources.
- Apply site-specific planning and compliance to projects. Minimize adverse impacts by applying the *Secretary of the Interior's Standards for*

*Archeology and Historic Preservation* and the *Secretary of the Interior's Standards for the Treatment of Historic Properties*, and by using sensitive design that would be compatible with historic resources. If adverse impacts are unavoidable, strategies to mitigate them would be determined through consultation with all interested parties.

- Conduct a phase I archeological investigation, analyze the findings, document the findings and conclusions about national register eligibility of any sites found, and send the report out for review by regional NPS staff and the District of Columbia Historic Preservation Office.
- Implement steps and approaches during the construction phase of this project to reduce greenhouse gas emissions, which would help the national historic site keep its carbon footprint low.



Disclaimer: Please note the functions shown in buildings 1540, 1542, and 1544 (option 2) are conceptual only; actual design and construction drawings may change the size, configuration, and location of functions.



## Legend

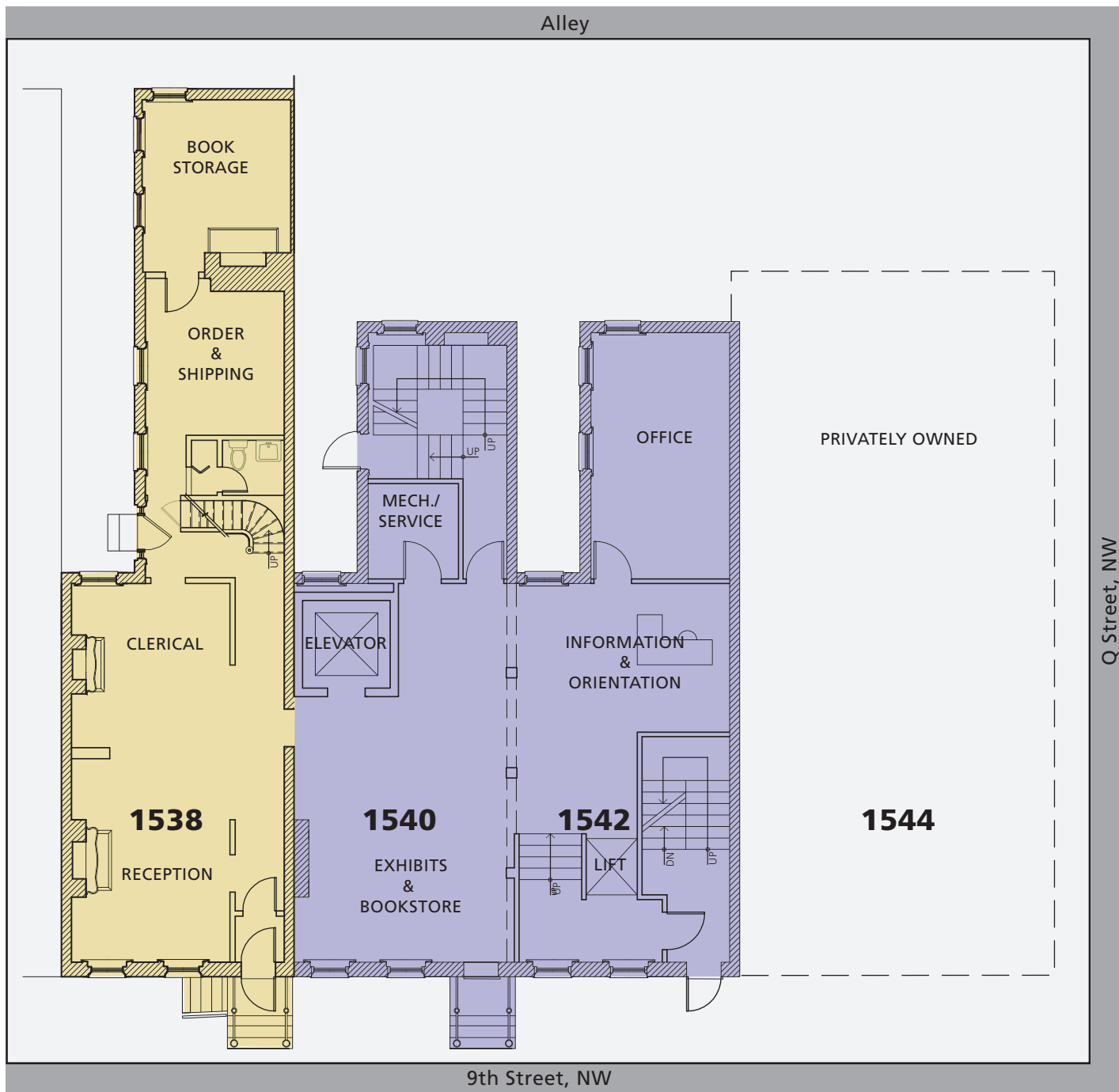
- Historic Woodson Home Zone
- Visitor Use and Park Operations Zone

## Figure 3 Preferred Alternative

### Option 1, Basement Floor Plan

Carter G. Woodson Home National Historic Site

United States Department of the Interior • National Park Service



Disclaimer: Please note the functions shown in buildings 1540, 1542, and 1544 (option 2) are conceptual only; actual design and construction drawings may change the size, configuration, and location of functions.



North

## Legend

	Historic Woodson Home Zone
	Visitor Use and Park Operations Zone

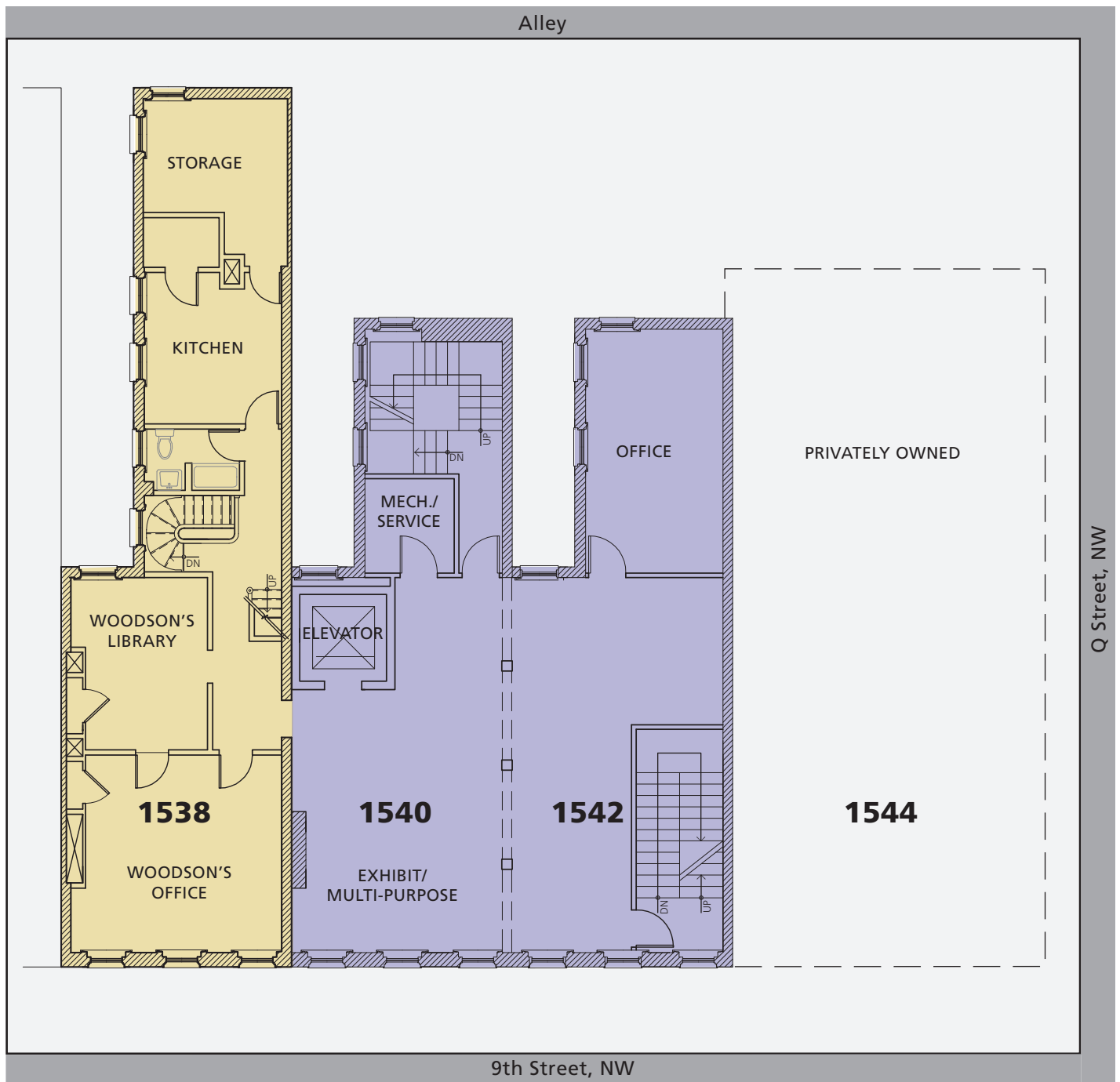
## Figure 4 Preferred Alternative

### Option 1, First Floor Plan

Carter G. Woodson Home National Historic Site

United States Department of the Interior • National Park Service





Disclaimer: Please note the functions shown in buildings 1540, 1542, and 1544 (option 2) are conceptual only; actual design and construction drawings may change the size, configuration, and location of functions.

## Legend

	Historic Woodson Home Zone
	Visitor Use and Park Operations Zone

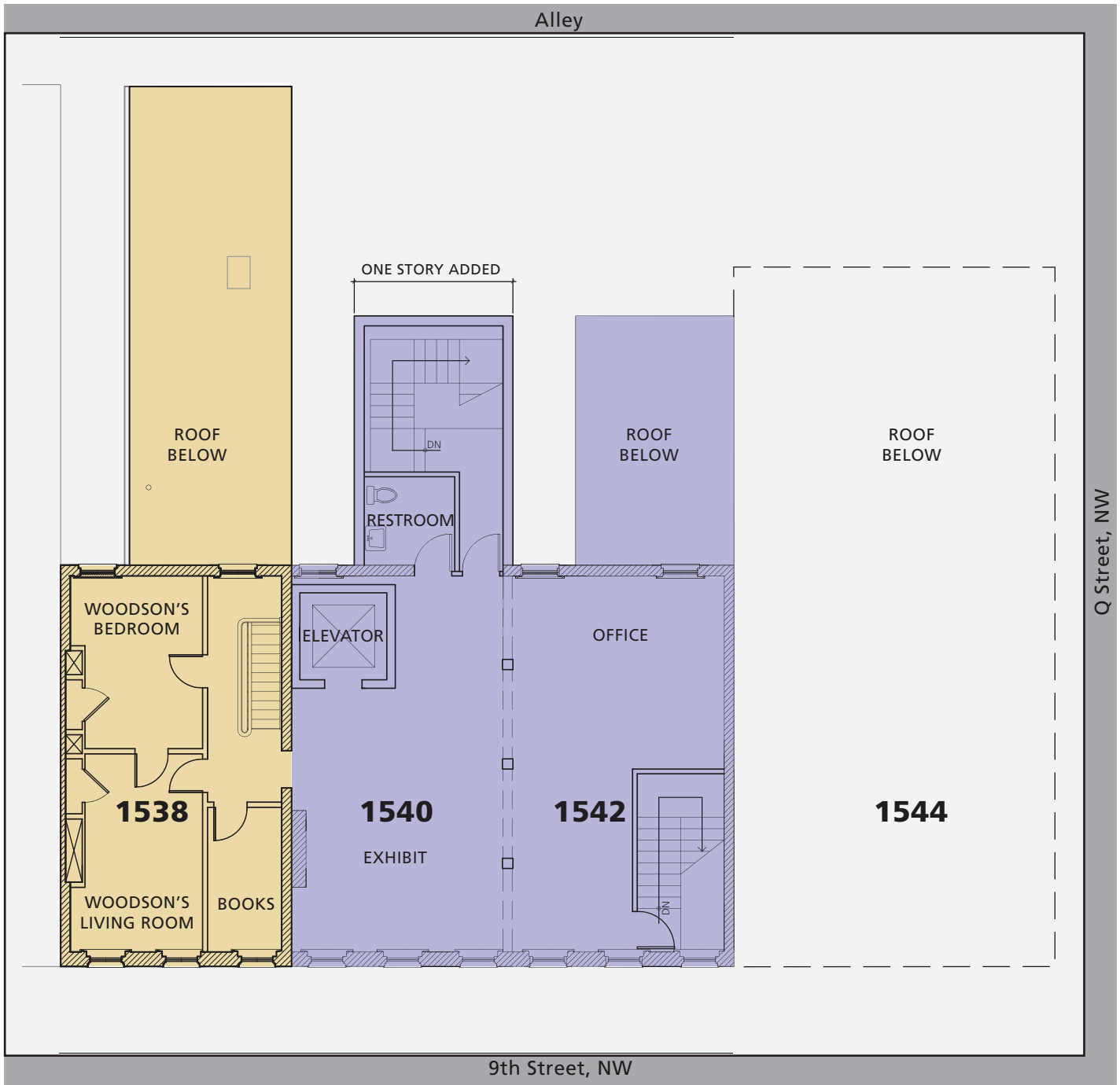


## Figure 5 Preferred Alternative

### Option 1, Second Floor Plan

Carter G. Woodson Home National Historic Site

United States Department of the Interior • National Park Service



Disclaimer: Please note the functions shown in buildings 1540, 1542, and 1544 (option 2) are conceptual only; actual design and construction drawings may change the size, configuration, and location of functions.

## Legend



Historic Woodson Home Zone



Visitor Use and Park Operations Zone



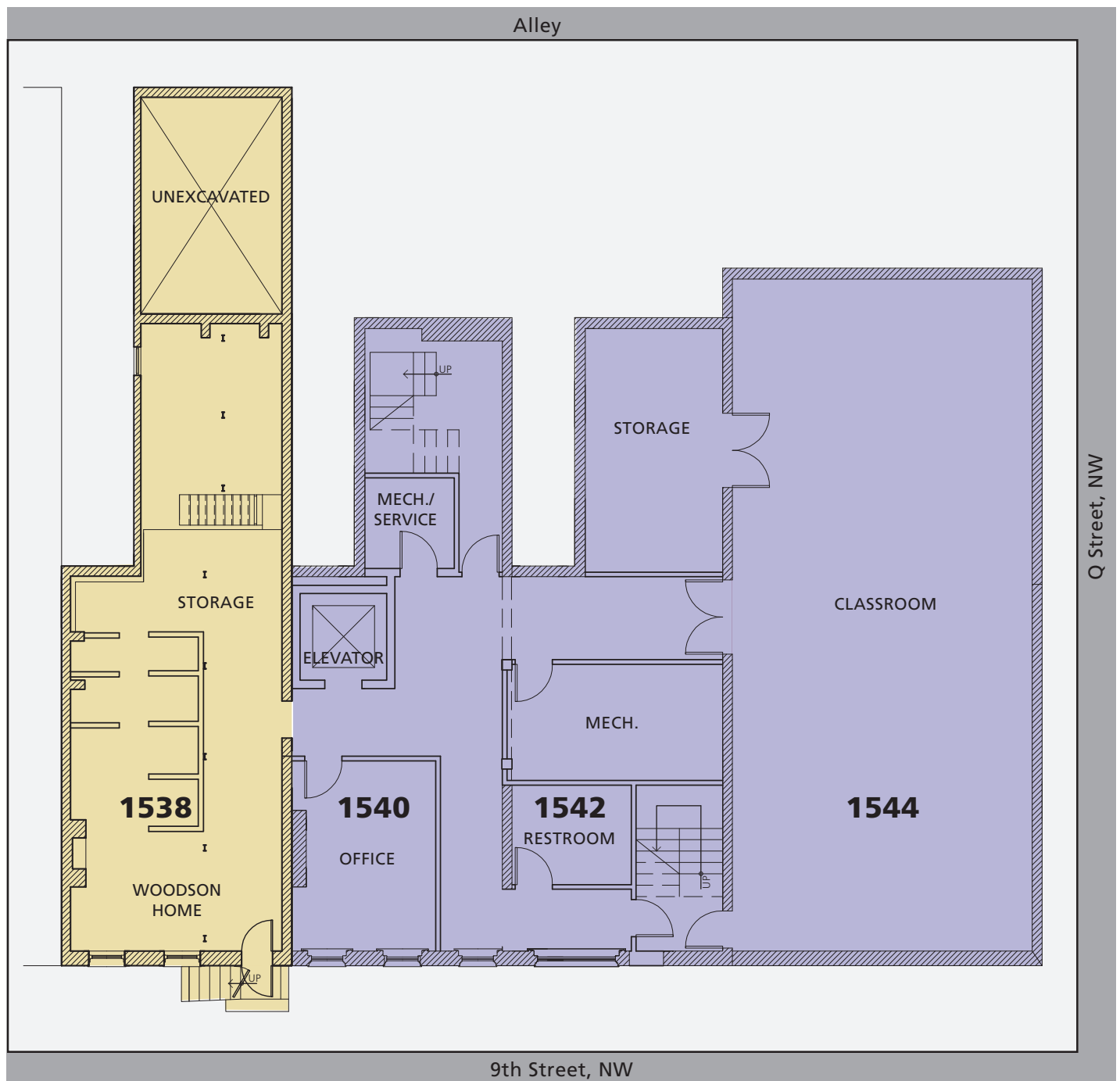
North

# Figure 6 Preferred Alternative

## Option 1, Third Floor Plan

Carter G. Woodson Home National Historic Site

United States Department of the Interior • National Park Service



Disclaimer: Please note the functions shown in buildings 1540, 1542, and 1544 (option 2) are conceptual only; actual design and construction drawings may change the size, configuration, and location of functions.



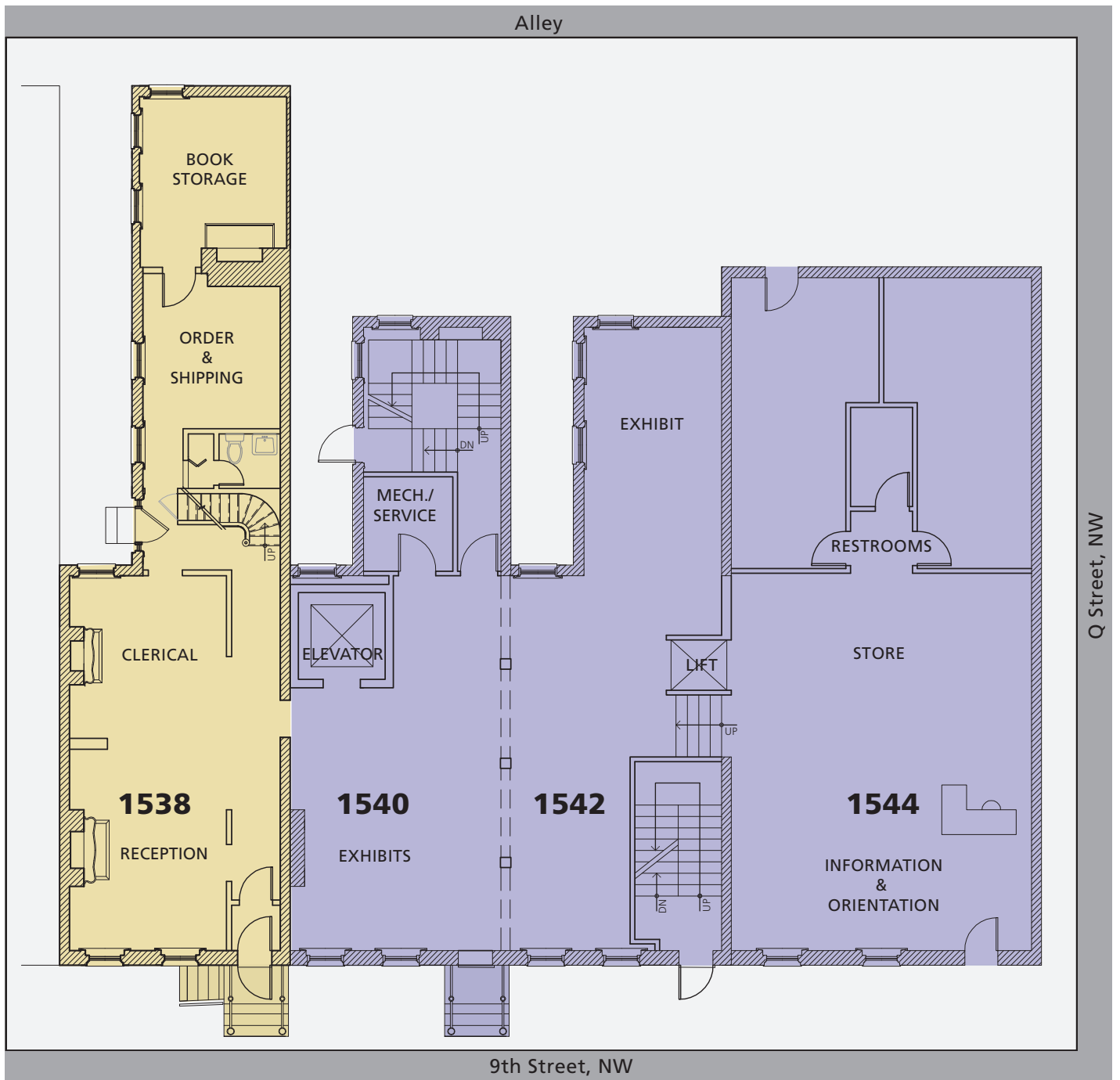
## Legend

- Historic Woodson Home Zone
- Visitor Use and Park Operations Zone

# Figure 7 Preferred Alternative

## Option 2, Basement Floor Plan

Carter G. Woodson Home National Historic Site  
United States Department of the Interior • National Park Service



Disclaimer: Please note the functions shown in buildings 1540, 1542, and 1544 (option 2) are conceptual only; actual design and construction drawings may change the size, configuration, and location of functions.

## Legend

- Historic Woodson Home Zone
- Visitor Use and Park Operations Zone

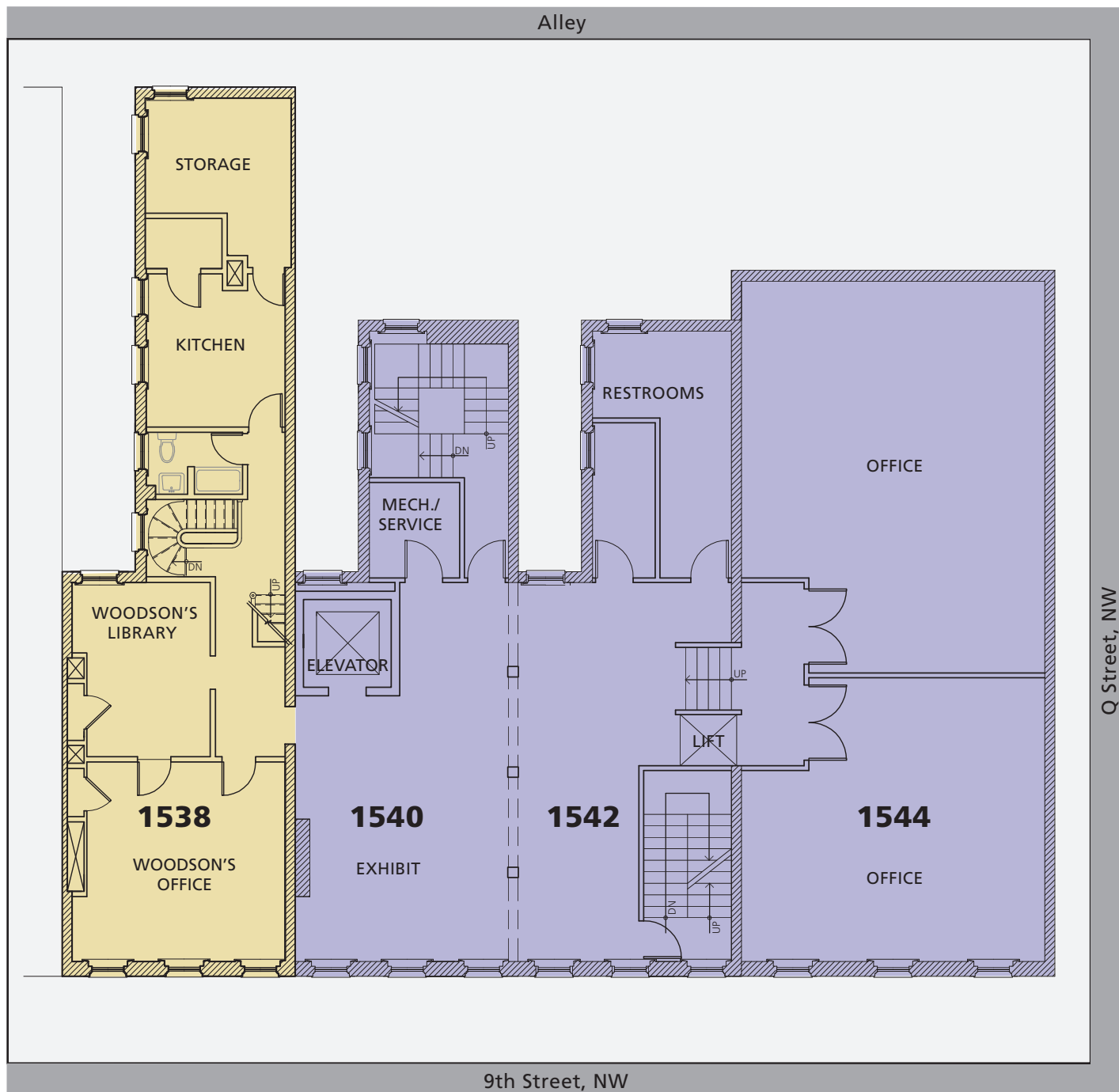


# Figure 8 Preferred Alternative

## Option 2, First Floor Plan

Carter G. Woodson Home National Historic Site

United States Department of the Interior • National Park Service



Disclaimer: Please note the functions shown in buildings 1540, 1542, and 1544 (option 2) are conceptual only; actual design and construction drawings may change the size, configuration, and location of functions.

## Legend

- Historic Woodson Home Zone
- Visitor Use and Park Operations Zone



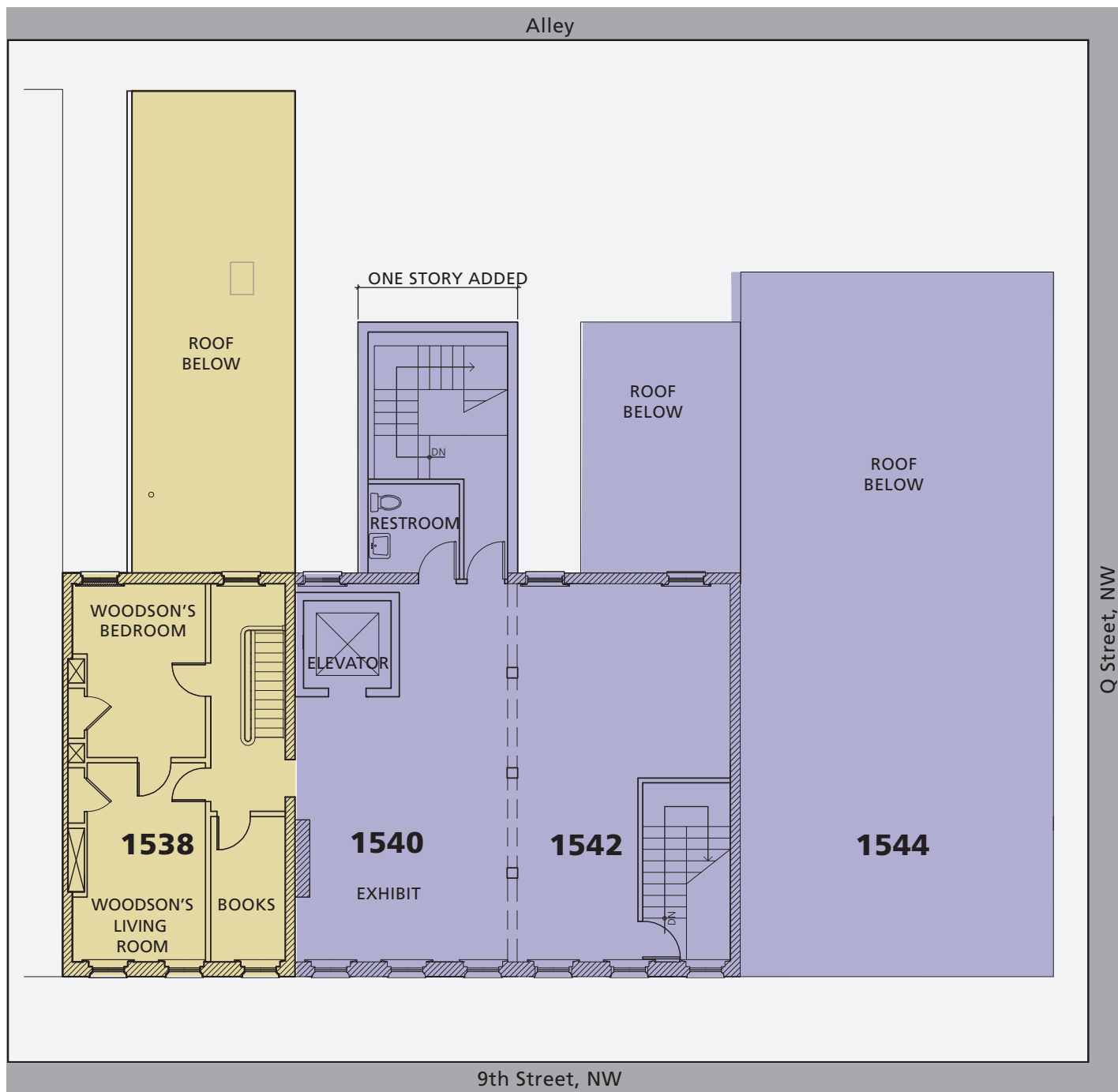
North

## Figure 9 Preferred Alternative

### Option 2, Second Floor Plan

Carter G. Woodson Home National Historic Site

United States Department of the Interior • National Park Service



Disclaimer: Please note the functions shown in buildings 1540, 1542, and 1544 (option 2) are conceptual only; actual design and construction drawings may change the size, configuration, and location of functions.



## Legend

- Historic Woodson Home Zone
- Visitor Use and Park Operations Zone

## Figure 10 Preferred Alternative

### Option 2, Third Floor Plan

Carter G. Woodson Home National Historic Site

United States Department of the Interior • National Park Service

## **COST ESTIMATES**

To make sound planning and management decisions for the national historic site, National Park Service decision makers and the public must consider an overall picture of the advantages, disadvantages, and general costs of the no-action and preferred alternatives. By including the no-action alternative, a comparison can be made between the preferred alternative and current national historic site management.

It is important that the cost estimates contain the same elements for each alternative and that they be developed with the same general assumptions so there is consistency and comparability among alternatives. In the following table, the costs are presented as applied to the types and general intensities of development; they are presented by alternative and in a comparative format. The following caveats apply:

- These costs are not appropriate for budgeting purposes. Actual costs would be determined during the next phase of the project, design and construction drawings. These drawings would include detailed cost estimates that can be used to request funding to implement this general management plan.
- The costs presented have been developed using industry standards to the extent available.
- Approval of this plan does not guarantee that funding or staffing for proposed actions would be available.
- Full implementation of this plan could take years to complete.

When evaluating costs, there are two types of costs that must be considered: annual operating and one-time costs. Annual operating costs are the ongoing costs to keep the national historic site running. One-time

costs are costs that are expected to be short term in duration and nonrecurring. Annual operating and one-time costs for the national historic site are as follows:

### **Annual Operating Costs**

- Staff salaries and benefits, supplies/equipment, maintenance, utilities, resource monitoring, and contract services.

### **One-Time Costs**

- Restoring and rehabilitating the exteriors and interiors of the historic structures.
- Installing new utility, HVAC, and fire suppression systems.
- Design and installation of interpretive media (audiovisual programs, exhibits, wayside exhibits, publications).
- Cultural resource surveys and plans (archeological survey, ethnographic study, resource stewardship strategy).
- Visitor use management plan.
- New equipment, office furniture, and supplies.

Please note this list is not comprehensive. There may be additional annual operating and one-time costs not listed above.

### **Land Acquisition**

This plan does not propose acquisition of any lands or buildings beyond what is authorized in Public Law 108-92.

National historic site enabling legislation authorizes the acquisition of building 1544 (tract 101-04) through donation or purchase from a willing seller and its subsequent addition to the park boundary. The National Park Service is deferring the acquisition of this property.

**Table 2: Estimated Costs**

	<b>No-action Alternative</b>	<b>Preferred Alternative Option One</b>	<b>Preferred Alternative Option Two</b>
Annual Operating Costs*:			
Woodson Home Staff	\$258,000	\$443,000	\$443,000
Shared NACE Staff	(\$115,200)	(\$212,900)	(\$212,900)
Supplies & Equipment	\$2,000	\$28,000	\$28,000
Services	\$1,000	\$25,000	\$25,000
Utilities	\$35,000	\$60,000	\$75,000
<b>Total</b>	<b>\$296,000</b>	<b>\$556,000</b>	<b>\$571,000</b>
Total with Shared NACE Staff	(\$411,200)	(\$768,900)	(\$783,900)
Woodson Home Staffing*	4 FTE	7.5 FTE	7.5 FTE
Woodson Home and Shared NACE Staffing*	(6 FTE)	(10.5 FTE)	(10.5 FTE)
One-time Costs**:			
Facility Cost – Phase 1	\$1,000,000	\$2,000,000	\$2,500,000
Facility Cost – Phase 2	\$0	\$3,000,000	\$3,500,000
Non-facility Cost	\$60,000	\$2,900,000	\$3,000,000
<b>Total</b>	<b>\$1,060,000</b>	<b>\$7,900,000</b>	<b>\$9,000,000</b>

\*NACE refers to National Capital Parks-East

All costs are in 2011 dollars. All costs have been rounded to the nearest \$1,000. These costs are for planning purposes only and actual costs may vary depending on visitor use and park operational needs. These costs reflect a fully functional national historic site.

\*Annual operating costs are the total costs per year for maintenance and operations associated with each alternative, including utilities, supplies, staff salaries and benefits, and other materials. Cost and staffing estimates assume that the alternative is fully implemented as described in the narrative.

- The FTE numbers above are an estimate. It will take the national historic site several years to become fully functional. As the site's operational needs and visitation patterns become more established, operating costs may need to be revisited and revised.
  - For estimating purposes only, the positions considered for the no-action alternative included: GS-11 supervisory park ranger and three GS-5 park guides. For estimating purposes only, the positions considered for the preferred alternative (both options) included: GS-11 supervisory park ranger, GS-9 park ranger, four GS-5 park guides, and three seasonal GS-4 park guides (0.5 FTE each). The shared NACE staffing shown above in parentheses would include shared resource management, maintenance, and administrative staff with other National Capital Parks-East (NACE) park units. Law enforcement functions would be handled by U.S. Park Police. An option considered was to share NPS staff with the Mary McLeod Bethune Council House National Historic Site. However, the Mary McLeod Bethune Council House National Historic Site does not have the staff available to manage, operate, and serve visitors at both national historic sites.
- Staffing costs are based on the Office of Personnel Management 2011 salary table, Locality Pay Area Of Washington-Baltimore-Northern Virginia, DC-MD-VA-WV-PA; benefits for permanent FTE positions were calculated at 38% of the salary and 8% of the salary for seasonal positions; salary information taken from the table was at a step 5 for each grade (GS) level (e.g., GS-11, step 5).
- Full-time equivalent is defined by the Government Accountability Office (GAO) as the number of total hours worked by an employee divided by the maximum number of compensable hours in a work year as defined by law.



## CHAPTER TWO: MANAGEMENT ALTERNATIVES

### \*\*One-time Costs

- Facility Cost – Phase 1 of the no-action alternative includes stabilizing and restoring/rehabilitating the exteriors of Woodson's home and buildings 1540 and 1542. Phase 1 of the preferred alternative-option one includes preparing a structural engineering report, preparing design and construction drawings, stabilizing and restoring/rehabilitating the exteriors, and stabilizing the interiors of Dr. Woodson's home and buildings 1540 and 1542. Phase 1 of the preferred alternative-option two includes everything listed under option one, plus the costs for rehabilitating building 1544, if it was acquired in the future.
- Facility Cost – Phase 2 does not apply to the no-action alternative since all the work on the buildings would be completed under phase 1. Phase 2 of the preferred alternative-option one includes restoring and rehabilitating the interiors of Dr. Woodson's home and buildings 1540 and 1542. Phase 2 of the preferred alternative-option two includes restoring and rehabilitating the interiors of Dr. Woodson's home and buildings 1540, 1542, and 1544.
- A more detailed facility cost estimate and analysis for the preferred alternative-option one is being prepared by the National Park Service and the information should be available in the fall of 2011.
- The estimates for non-facility costs are based on cost estimates provided by the NPS Harpers Ferry Center and existing NPS cost estimates for office furnishings, equipment, and studies/reports. The non-facility costs include:
  - Under the no-action alternative, creating and fabricating wayside interpretive exhibits for the front of the national historic site.
  - Under both options of the preferred alternative, creating interpretive exhibits for interior spaces and, creating and fabricating wayside exhibits for the front of the national historic site; preparing a historic furnishings report for Dr. Woodson's home and producing/purchasing historic furnishings; creating a high-definition audiovisual program; producing a park brochure; purchasing office furnishings and equipment; and preparing studies/reports that are needed to fully implement this plan, such as a scope of collections statement (relates to museum collections), comprehensive interpretive plan, visitor use management plan, ethnographic overview and assessment, archeological inventory and survey of the basements, cultural landscape characteristics survey and reports for the backyards, etc.

## ENVIRONMENTALLY PREFERABLE ALTERNATIVE

The environmentally preferable alternative is the alternative that promotes the national environmental policy expressed in the National Environmental Policy Act (Sec. s101(b)). This includes alternatives that:

- (1) Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations.
- (2) Ensure for all Americans safe, healthful, productive, and esthetically and culturally pleasing surroundings.
- (3) Attain the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences.
- (4) Preserve important historic, cultural, and natural aspects of our national heritage and maintain, wherever possible, an environment that supports diversity and variety of individual choice.
- (5) Achieve a balance between population and resource use that would permit high standards of living and a wide sharing of life's amenities.
- (6) Enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources: (NPS Director's Order 12: Handbook, Section 2.7D).

The environmentally preferable alternative is the alternative that causes the least damage to the biological and physical environment and the alternative that best protects, preserves, and enhances historic, cultural, and natural resources.

The alternatives do not differ considerably with respect to criteria 1 and 2; therefore, the evaluation focuses on criteria 3, 4, 5, and 6.

The no-action and preferred alternatives would slow down the deterioration of the structures comprising the national historic

site. However, because only the preferred alternative allows use of the structures' interiors, it provides a wide range of beneficial uses. Thus, criterion 3 is met only by the preferred alternative.

The actions outlined in both alternatives preserve important historic and cultural aspects of our national heritage by preserving, rehabilitating, and restoring the historic structures. However, the no-action alternative neither supports diversity nor inhibits it. It does not provide a variety of individual choices for the visitor. It does not allow access to the interiors of the structures. The preferred alternative would allow the visitor to experience the national historic site's various resources as they are developed, such as a retail sales area, the historic Woodson home, educational classes, an interpretive film, and personal services provided by NPS staff. The preferred alternative supports diversity through programs that would place Dr. Woodson's legacy in the framework or context of American history. These programs would help the visitor develop a sense of the importance of diversity in American culture. Criterion 4 is met only by the preferred alternative, which preserves important historic cultural and national aspects of our American heritage regarding Dr. Woodson's legacy of African American historiography.

The no-action alternative does not allow use of the structures, so there can be no balance between population and resource use. Therefore, it does not provide a basis for increasing the standard of living or a wide sharing of life's amenities. The preferred alternative provides a forum for the education of people about the legacy of Dr. Woodson and his contemporaries. The preferred alternative better meets the requirements of criterion 5.

Neither alternative enhances the quality of renewable resources. Both alternatives would maximize recycling of depletable resources to the extent possible.

After considering the environmental consequences of the alternatives, including consequences to the human environment,

the National Park Service has concluded that the preferred alternative is also the environmentally preferable alternative. This alternative best realizes the full range of national environmental policy goals as stated in section 101 of the National Environmental Policy Act.

## SUMMARY TABLES

This summary table highlights key differences between the no-action and preferred alternatives. Please refer to “Elements Common to Both Alternatives” at the beginning of this chapter to understand all the proposed actions for the two alternatives. Option two would be implemented only upon acquisition of building 1544 and its subsequent addition to the park boundary.

**Table 3: Summary of Key Differences Among the Alternatives**

	<b>No Action Woodson Home and Buildings 1540 and 1542</b>	<b>Preferred Alternative (Option One): Woodson Home and Buildings 1540 and 1542</b>	<b>Preferred Alternative (Option Two): Woodson Home and Buildings 1540, 1542, and 1544</b>
Woodson Home - Interior	Conduct periodic inspections and perform minor repairs as needed	Restore the interior and refurnish it with historic furnishings	Same as option one
Exteriors - Buildings 1540, 1542, and 1544	Building 1544 not acquired	Construct a third story on the rear addition of building 1540 to accommodate a new stairway for fire safety egress	Same as option one
		Construct an elevator house on the roof of building 1540	Same as option one
		Building 1542 would serve as the main entrance	Building 1544 would serve as the main entrance
		Building 1544 not acquired	The appropriate exterior treatment for building 1544 would be determined after its acquisition and addition to the park boundary
Interiors - Buildings 1540, 1542, and 1544	Conduct periodic inspections and perform minor repairs as needed for buildings 1540 and 1542	Rehabilitate and adaptively use the interiors of buildings 1540 and 1542 for interpretive and educational exhibits, an elevator, retail sales area (educational materials), offices, restrooms, storage, and maintenance/mechanical needs	Same as option one; rehabilitate and adaptively use the interior of building 1544 for educational programs, public meetings, classroom activities, interpretive exhibits, administrative activities, and restrooms
		Construct new entryways on each floor between Dr. Woodson’s home and building 1540	Same as option one
		Excavate the basements in buildings 1540 and 1542 to allow enough ceiling height to make it a functional space	Same as option one; and in addition, excavate the basement in building 1544 to allow enough ceiling height to make it a functional space

CHAPTER TWO: MANAGEMENT ALTERNATIVES

	<b>No Action Woodson Home and Buildings 1540 and 1542</b>	<b>Preferred Alternative (Option One): Woodson Home and Buildings 1540 and 1542</b>	<b>Preferred Alternative (Option Two): Woodson Home and Buildings 1540, 1542, and 1544</b>
Visitor Use and Experience	<p>The interpretation plan would not be fully implemented</p> <p>The agreement between the National Park Service and Association for the Study of African American Life and History would not be fully implemented; they would not be provided administrative space</p>	<p>The interpretation plan would be fully implemented</p> <p>Dr. Woodson's home would have the look and feel of a house museum</p> <p>Groups of an estimated six to eight visitors would tour Dr. Woodson's home with a NPS interpretive ranger or volunteer; an estimated two tours would be allowed in the house at one time</p> <p>Interactive interpretive and educational exhibits, videos, materials, and programs would be available for visitors to experience and enjoy inside buildings 1540 and 1542</p> <p>Retail sales (educational materials) would be available through an authorized NPS cooperating association</p> <p>The agreement between the National Park Service and Association for the Study of African American Life and History would be fully implemented; they would be given no less than 500 sq. ft. of administrative space</p> <p>The Association for the Study of African American Life and History would assist the National Park Service in providing interpretive and educational programs</p> <p>The Association for the Study of African American Life and History would provide information and materials on their organization to visitors, and participate in National Park Service special events and programs related to Dr. Woodson</p>	<p>Same as option one</p> <p>Same as option one</p> <p>Same as option one</p> <p>Same as option one; and some additional interpretive and educational exhibits would be installed in building 1544</p> <p>Same as option one</p> <p>Same as option one</p> <p>Same as option one</p> <p>Same as option one</p>

	<b>No Action Woodson Home and Buildings 1540 and 1542</b>	<b>Preferred Alternative (Option One): Woodson Home and Buildings 1540 and 1542</b>	<b>Preferred Alternative (Option Two): Woodson Home and Buildings 1540, 1542, and 1544</b>
Visitor Use and Experience (continued)		<p>The National Park Service would provide local schools, universities, and other organizations interpretive ranger programs at the site</p> <p>The National Park Service would host small-scale special events related to Dr. Woodson at the site</p>	<p>Same as option one</p> <p>Same as option one</p>
Park Operations	Four FTE interpretation and education staff would be hired to manage the day-to-day operations of the site; their offices would be off-site. Two additional FTEs may be hired for maintenance, resource management, or administrative support for the site. These two employees would be shared with other National Capital Parks-East park units. The offices of the site's employees would be located off-site at another National Capital Parks-East park or office.	Seven and a half FTE interpretation and education staff would be hired to manage the day-to-day operations of the site. National Capital Parks-East may also hire a maintenance worker, resource management specialist, and an administrative assistant (three FTEs total) to support the operation of the national historic site. These three employees would be shared with other National Capital Parks-East park units. The offices of the site's employees would be located at the national historic site.	Same as option one

**Table 4: Summary of Key Impacts of the Alternatives**

<b>HISTORIC STRUCTURES</b>	
<b>No-action Alternative</b>	<b>Preferred Alternative (Both Options)</b>
Implementation of the no-action alternative would result in negligible to minor, adverse, site-specific, long-term impacts to historic structures. Cumulative impacts would be adverse, minor and long term.	<p>Implementation of the preferred alternative (both options) would result in impacts to historic structures that are moderate, adverse, site-specific, and long term. Cumulative impacts would be adverse, minor, and long term.</p> <p><b>Section 106 Summary</b>            After applying the Advisory Council on Historic Preservation's criteria of adverse effects (36 CFR Part 800.5, <i>Assessment of Adverse Effects</i>), the National Park Service concludes the proposed undertakings outlined in the preferred alternative (either option) would most likely be an <i>adverse effect</i> on historic structures. The adverse effect determination would result from the construction of entryways between the Woodson home and building 1540, and the construction of an elevator house on the roof and stairway addition on the back of building 1540. These actions would alter the integrity of the building including the workmanship, design features, materials, and feeling.</p> <p>A memorandum of agreement, in accordance with 36 CFR Part 800.6, <i>Resolution of Adverse Effects</i>, would be negotiated between the National Park Service and the District of Columbia Historic Preservation Office and, if necessary, the Advisory Council on Historic Preservation. The memorandum of agreement would stipulate how the adverse effects would be mitigated.</p> <p>Work done to the historic structures would be undertaken in accordance with the <i>Secretary of the Interior's Standards for the Treatment of Historic Properties</i> when applicable.</p>
<b>VISITOR USE AND EXPERIENCE</b>	
<b>No-action Alternative</b>	<b>Preferred Alternative</b>
Implementation of the no-action alternative would result in impacts that are adverse, long term, and negligible to minor to visitor use and experience. Cumulative impacts would be long term, adverse, and negligible.	Implementation of the preferred alternative would result in impacts to visitor use and experience that are beneficial and long term. Cumulative impacts would be long term and beneficial.
<b>SOCIOECONOMIC ENVIRONMENT</b>	
<b>No-action Alternative</b>	<b>Preferred Alternative</b>
Implementation of the no-action alternative would result in short- and long-term, beneficial impacts to the socioeconomic environment. Cumulative impacts would be long term and beneficial.	Implementation of the preferred alternative would result in short- and long-term, beneficial impacts to the socioeconomic environment. Cumulative impacts would be long term and beneficial.

PARK OPERATIONS	
No-action Alternative	Preferred Alternative
Implementation of the no-action alternative would result in impacts to park operations that are beneficial and long term. Cumulative impacts would be beneficial and long term.	Implementation of the preferred alternative would result in impacts to park operations that are beneficial and long term. Cumulative impacts would be beneficial and long term.



## ALTERNATIVES AND ACTIONS CONSIDERED BUT DISMISSED FROM FURTHER ANALYSIS

In April 2009, the National Park Service mailed out *General Management Plan Newsletter 2* to the friends and neighbors of Carter G. Woodson Home National Historic Site. The purpose of the newsletter was to ask the public for their feedback on three conceptual alternatives the planning team drafted. Details found in the Woodson home historic structure report, interpretation plan, and foundation statement helped create the alternatives.

Conceptual alternatives 1 and 3 were considered and dismissed from further analysis based on feedback received from the public and subsequent planning team discussions. See below for the conceptual alternative descriptions and reasons for dismissal. Conceptual alternative 2 was modified, taking elements from the initial alternative, and has become the current preferred alternative.

### Conceptual Alternative 1

This concept proposed a full-service national park system unit dedicated to Dr. Woodson and his career and works. The emphasis would be on rehabilitating, or repairing and altering, the interior of Woodson's home and displaying informal interpretive signs and historic photographs that visitors would see on a guided tour of his home. Woodson's home would not include historic furnishings. Additions would be made to the back sides of buildings 1540 and 1542 to provide more administrative space for the operation of the national historic site.

### Conceptual Alternative 3

This concept proposed making Dr. Woodson's home an epicenter for scholarly activity. Students of all grade levels and researchers would be encouraged to use the Woodson home to conduct research on Dr. Woodson's life, work, and legacy, the Shaw neighborhood, and African American life and culture via reference materials on site and the Internet. Special areas would be set up in the home for people to conduct research (library and computer areas), hold lectures and meetings, and engage in intimate conversations with other researchers/scholars. To accommodate these uses, the interior of Dr. Woodson's home would be altered significantly.

### Reasons for Dismissal

After reviewing the proposed actions in conceptual alternatives 1 and 3, it was determined there would be too great of an environmental impact to the national historic site to consider these options further. Under the National Environmental Policy Act, the impacts to historic structures would be adverse, long term, and major. Under section 106 of the National Historic Preservation Act, the proposed actions to Dr. Woodson's home would constitute an *adverse effect*. Significantly altering the interior of the Woodson home would destroy the integrity of the character-defining features of this national historic landmark, likely making it ineligible for listing in the National Register of Historic Places. Therefore, these two alternatives were dismissed from further analysis.

## **CHAPTER THREE: THE AFFECTED ENVIRONMENT**



## INTRODUCTION

In this chapter, the existing environment of the Carter G. Woodson Home National Historic Site is described. The guidelines of the Council on Environmental Quality for implementing the National Environmental Policy Act require that the description of the affected environment focus on describing the resources and communities that might be affected by implementing the alternatives.

Impact topics (resources to be affected), presented in chapter one, were developed to focus the environmental analysis and to ensure that the impacts of each alternative

on relevant resources would be appropriately evaluated.

The identification of impact topics was based on federal laws and other legal requirements, CEQ guidelines, NPS *Management Policies 2006*, NPS expertise and knowledge of limited or easily affected resources, and issues and concerns expressed by other agencies or the public during project scoping. A brief rationale for eliminating or including each impact topic was provided in chapter one.

# CULTURAL RESOURCES

## INTRODUCTION

The National Park Service is charged with the stewardship of many of the nation's most important cultural resources and is responsible for preserving these resources for the enjoyment of present and future generations. By their nature, these resources are finite and nonrenewable; as a result, NPS management activities and policies must reflect awareness of their irreplaceable character. Therefore, NPS cultural resource management involves research, evaluation, documentation, and inclusion in the National Register of Historic Places, along with the establishment of priorities to ensure that these resources are appropriately preserved, protected, and interpreted to the public. This section summarizes the current conditions of historic structures at the national historic site.

## HISTORIC STRUCTURES

The Woodson Home (building 1538) and the two adjacent row houses to the north (buildings 1540 and 1542) were constructed between 1872 and 1874 in what is now known as the Shaw neighborhood. As stated in the Carter G. Woodson Home historic structure report, the three buildings were "...designed in the Victorian Italianate Style and contribute to a row of houses on Ninth Street that form a relatively intact representation of [an African American, middle class] residential development in Washington D.C. in the late 1800s" (Robinson et al. 2008).

The three row houses were built from red brick. The façade of each building originally had a door and two windows on the first floor and three windows on the second and third floors. The doors were originally inset with an oversized transom and door hood. Surrounding the door inset was wood

paneling. The façade of building 1542, especially the windows and door, was altered significantly in the mid- to late 1900s, and it retains little of its historic appearance. The façade of building 1540 has been modified as well: original windows were replaced, the exterior was painted a tan color, and the basement stairway was bricked in, but the building retains its historic appearance. Other original construction details still visible today are the stone water tables between the basement and first floor levels and the matching stone lintels and sills at the windows, which break up the expanse of brick. Both exterior and interior elements took advantage of the availability of mass-produced architectural components available in the late 1800s.

When originally constructed, each building was "L-shaped" with a small walkway between the structures in the rear. In 1880, a two-story addition was added to the rear of the Woodson home. The other structures retain their original footprint. The buildings' roofs are flat with the original bracketed cornice still visible from the street on the Woodson home and building 1540.

The rear elevations on the three buildings remain red brick, and they show considerable damage due to age, settling, and the repairs/modifications made over time. Several doors and windows have been bricked in.

Building 1544, the former corner store, is a two-story building constructed early in the 20th century and typical of such structures of that time period. Although not Italianate in construction, it is also brick, with a bracketed cornice on the 9th Street side. Second-floor windows appear to be in their original locations, but have been altered somewhat from their original design. The first floor elevations have been considerably

altered. At the time this document was written, building 1544 was being renovated.

In 1976, the Woodson home was listed in the National Register of Historic Places as a national historic landmark. The three historic structures that comprise the national historic site are also contributing resources in two different historic districts. The Shaw historic district (city designated) is known as the “heart of Black Washington.” “There are over 70 sites within the Shaw [neighborhood] that contribute to African American heritage of Washington, including the Woodson home. Within close proximity to the Woodson home are several sites that are directly linked to Dr. Woodson’s life. The Mary McLeod Bethune Council House, located a short distance away on Vermont Avenue, was the home of one of the Association for the Study of Negro Life and History’s presidents. Dr. Carter G. Woodson

knew Ms. Bethune well. To the north of Rhode Island, a brief walk from the Woodson home, is the Phyllis Wheatley YMCA where Carter Woodson ate most of his meals” (Robinson et al. 2008). The buildings are also listed in the National Register of Historic Places as contributing resources in the Mount Vernon West National Historic District. They are listed for their contribution to the architectural history of Washington, D.C.

Dr. Woodson’s home and buildings 1540 and 1542 have been vacant for more than 20 years. Minimal maintenance has been performed on the buildings, including some stabilization work to the three structures. As time has gone by, the structures have fallen into poor condition. The buildings are not open to the public primarily because of the deterioration of the interiors, which makes the structure unsafe for visitors.

## VISITOR USE AND EXPERIENCE

Providing for visitor use, enjoyment, and understanding of natural and cultural resources is central to the mission of the National Park Service. This section summarizes the current situation regarding visitor use at the Woodson home. Because visitor access is such an important component of visitor experience, this section also describes the existing transportation network that serves the national historic site and the immediate surroundings.

### CURRENT VISITOR EXPERIENCE

The national historic site is not open to the public at this time because the National Park Service is in the early stages of planning for the restoration, rehabilitation, and adaptive use of the buildings. Visitors who come to the site are only able to see the exteriors of the buildings. Currently, there are no interpretive exhibits immediately outside the buildings for visitors to read. However, there is an interpretive sign on 9th Street across from the Woodson home placed by the organization Cultural Tourism DC. Of those who experience the site in this way, a large number are probably residents of Washington, D.C., who are passing by the new park unit during their daily activities or on their way to someplace else. The national historic site's inclusion on the maps of several established self-guided, heritage trails likely draws a number of people with an interest in local history or African American heritage to walk by the national historic site. The public also learns about the national historic site through its website and brochure.

Even though the national historic site is not open to the public at this time (2011), visitors can learn about Dr. Woodson's life and legacy at several events held throughout the year. The National Park Service partners

with the Association for the Study of African American Life and History and members of Dr. Woodson's family, Omega Psi Phi Fraternity (Dr. Woodson was a member), and Shiloh Baptist Church (the church Dr. Woodson attended) to produce several Black History Month events every February; events are held at different locations in Washington, D.C. Visitors are invited to attend the Association for the Study of African American Life and History's Black History Month luncheon held every February in Washington, D.C., as well as their annual conference held in different cities each year. At the conference, the National Park Service has an exhibit for the Carter G. Woodson Home National Historic Site where people can learn about the national park system unit and Dr. Woodson. The National Park Service hosts an annual birthday celebration for Dr. Woodson in Washington, D.C. that is open to the public and attended by members of the Association for the Study of African American Life and History. Visitors can also learn about Dr. Woodson at the bookstore and welcoming center located at the Mary McLeod Bethune Council House National Historic Site.

### HERITAGE TOURISM IN THE SHAW NEIGHBORHOOD

(Heritage tourism is also addressed in the socioeconomic section of this chapter.) Over the years, the city and federal governments, as well as private citizens and local nonprofit organizations, have worked to establish three distinct heritage trails that include Dr. Woodson's home. The first of these efforts, the Washington, D.C. Black History Trail, is a National Recreation Trail that was established in 1988. The second is the African American Heritage Trail, unveiled in 2003. Both of these trails consist primarily of interpretive guidebooks that direct visitors to sites within the neighborhoods that

illustrate African American history (McQuirter 2003; NPS n.d.). The third trail, entitled the “Shaw Heritage Trail: Mid-City at the Crossroads,” is specific to the Shaw neighborhood and interprets diverse aspects of the neighborhood’s history. In addition to a guidebook, the trail includes 14 interpretive markers that have been erected in outdoor locations throughout the neighborhood. One of the signs is on the east side of 9th Street, opposite the Woodson home. Entitled “Working for The Race,” it briefly discusses Dr. Woodson’s life and related topics (Levey 2006).

Many of the sites highlighted on these heritage trails could be of interest to visitors of the Carter G. Woodson Home National Historic Site. Sites of interest within a 10-block radius of the national historic site include Howard University, the Mary McLeod Bethune Council House National Historic Site, the Phyllis Wheatley YWCA, the Lincoln Theater, the African American Civil War Memorial and Museum, and Carter G. Woodson Memorial Park. Visitors may choose to visit some of these sites in connection with a visit to the national historic site.

## **VISITOR ACCESS AND TRANSPORTATION**

The national historic site is on the west side of 9th Street, NW, a busy north-south corridor that links U Street and Howard University to the north of the Woodson home, with Mount Vernon Square and the National Mall to the south. Nearby is Rhode Island Avenue. This east-west artery extends from downtown Washington, D.C. to the eastern portion of the District of Columbia and into suburban Maryland. Those traveling by automobile could choose many routes to the national historic site, but a large number would likely travel on these two roads. Sidewalks line these roads, providing

pedestrian access to the national historic site.

## **Parking**

Street parking is very limited in front of and around the national historic site. Parallel parking is currently permitted along 9th Street; however, this is a residential street and local residents also require parking. In fact, limited street parking is becoming a pressing issue throughout the Shaw neighborhood. According to the *Convention Center Area Strategic Development Plan*, the area between 7th and 12th streets, NW, ranks among the highest in the District of Columbia in terms of the number of cars to on-street parking spaces (District of Columbia Office of Planning 2005).

## **Bus/Public Transit**

Bus lines run along Rhode Island Avenue and P Street, NW, providing close access to the national historic site. A north-south bus line of the D.C. Circulator also runs nearby, looping from Mount Vernon Square along 7th, O, and 9th streets, NW. O Street is less than two blocks south of the national historic site.

Washington, D.C. also features a subway system. Metrorail connects the entire city, making transportation very convenient, especially for destinations in the center of the city and for close-in neighborhoods. The Shaw neighborhood is served by the yellow and green lines. The two stations closest to the national historic site are the Mount Vernon Square/7th Street/Convention Center station to the south, and the Shaw/Howard University station to the north. From the Mount Vernon Square/7th Street/Convention Center station, it is about 0.25 miles to the national historic site. From the home to the Shaw/Howard University station is approximately 0.40 mile.



## SOCIOECONOMIC ENVIRONMENT

Socioeconomic information is valuable in a general management plan because it illustrates the population and physical environment that would be affected by implementation of the actions described in this document.

The national historic site is near the center of the Shaw neighborhood. This large, historic neighborhood possesses a unique character influenced by its late 19th century and early 20th century architecture and its history as a center of African American culture. This section summarizes current socioeconomic conditions and trends within the Shaw neighborhood.

### **COMMUNITY CHARACTER: THE SHAW NEIGHBORHOOD**

The immediate socioeconomic context for Carter G. Woodson Home National Historic Site is the Shaw neighborhood. Today, this name generally refers to the area bounded by M Street, NW; New Jersey Avenue, NW; Florida Avenue, NW; and 11th Street, NW (see figure 1). This area was not known by the name “Shaw” until the late 1960s. Before that time, residents identified with a number of smaller neighborhoods such as French Street, Westminster Street, Blagden Alley, and O Street Market (District of Columbia Office of Planning 2005). Areas at the periphery of the neighborhood are connected to it, but also retain their own independent identities. These include the upscale neighborhood of Logan Circle to the west; the historic and thriving commercial corridor of U Street to the north; Howard University and Le Droit Park to the northeast; and Mount Vernon Square to the south (District of Columbia Office of Planning 2005).

The Shaw neighborhood has traditionally been a dense, residential neighborhood with

a diversity of residents and housing types. Before the turn of the 20th century, the neighborhood population was a mix of professional and working classes. During the first few decades of the 20th century, at a time in American history when segregated neighborhoods existed in cities across the country, the population of this neighborhood experienced an influx of African American residents and, as a result, developed into a center of African American intellectual and cultural life. Within the neighborhood, leaders in many disciplines taught and studied at Howard University. Legendary jazzman Duke Ellington grew up in the Shaw neighborhood, playing in the clubs of U Street, along with other jazz “greats” (Smith 2008).

Shaw was one of the neighborhoods that experienced destructive rioting in 1968. The riots struck the 7th Street corridor particularly hard. Buildings in the area sustained so much damage that entire blocks were razed for planned urban renewal (District of Columbia Office of Planning 2005). Recently, the Shaw neighborhood experienced an influx of investment, spurred in part by the new Washington Convention Center and hotel, a major development north of Mount Vernon Square that opened in 2003 (District of Columbia Office of Planning 2005).

Other commercial and residential developments are in the planning stage. One such development centers on the historic O Street Market at 7th and O Streets, located just a few blocks from the national historic site. Built in 1881, the O Street Market is one of three surviving historic markets in the city. Redevelopment plans call for a new 200-room hotel, 630 residential units, and 87,000 square feet of retail space to be located around the local landmark. Similar to other neighborhood development projects, the

plans for O Street include affordable housing. Private residents have also been investing substantial sums to renovate some of the Shaw neighborhood's existing housing (District of Columbia Office of Planning 2005; Gaynair 2009).

Population trends reveal a transition in demographic characteristics for the Shaw neighborhood. While the population of many Washington neighborhoods continued to drop during the 1990s, Shaw is one that grew during the decade. Like the city as a whole, its population is becoming more racially and ethnically diverse. Table 5 provides demographic data for the census tracts that define an area that approximates the boundaries of the Shaw neighborhood. Citywide data are provided for context (District of Columbia Office of Planning 2005).

Between 1990 and 2000, the population of the Shaw neighborhood changed significantly. The Caucasian percentage of the population grew from 18% to 25%; the Hispanic percentage of the population rose from 11% to 19%; and the African American percentage of the population dropped from 73% to 57%. The portion of the population over the age of 65 decreased, while the portion of the population between the ages of 18 and 65 rose. Between 2000 and 2005, the overall population of the Shaw area increased by 0.7% (District of Columbia Office of Planning 2005; Urban Institute 2008).

Between 1990 and 2000, income trends were on the rise in the Shaw area, and the number of housing units that were occupied rose modestly, as did the percentage of housing units that were occupied by owners. In general, these demographic trends appear to be moving through the neighborhood from west to east (Urban Institute 2008; District of Columbia Office of Planning 2005).

Please note, at the time this general management plan was written, 2010 census data for the Shaw area were not available.

## LOCAL ECONOMY: NEIGHBORHOOD ISSUES – LACK OF RETAIL

The amount and variety of retail in the Shaw neighborhood is a key concern. According to the *Convention Center Area Strategic Development Plan*, existing retail establishments do not adequately serve local residents. There are no continuous retail corridors within close proximity to the national historic site. Rather, retail outlets are scattered throughout the Shaw neighborhood. The U Street corridor does possess a strong retail presence. A modest concentration of retail can also be found along 9th Street near the Washington Convention Center. However, these areas are more than two blocks from the national historic site and are not that convenient for visitors. This current situation is likely to be relevant to national historic site visitors who may desire food and other services while in the area. Residents, elected officials, and business interests have expressed interest in promoting ground floor retail and the conditions required to sustain it, which include a safe, comfortable streetscape environment (District of Columbia Office of Planning 2005).

## CULTURAL HERITAGE TOURISM AND THE SHAW NEIGHBORHOOD

Most visitors to Washington, D.C., confine their visits to the vicinity of the National Mall. The city government and local organizations are working to broaden visitation—and its economic impact—to downtown and Washington's in-town neighborhoods. The National Trust for Historic Preservation defines cultural heritage tourism as "traveling to experience the places and activities that authentically represent the stories and people of the past and present" (National Trust for Historic Preservation 2009). According to the Travel Industry of America, cultural heritage travelers tend to have higher income levels than the average visitor; are more likely to stay in hotels and to remain longer; and generally spend about 50% more than other

American tourists. The Travel Industry of America further reports that Washington is already the number one travel destination for this type of traveler. During the 1990s, District of Columbia residents began to realize the tremendous potential for encouraging visitors to stay in the city longer in order to visit its less well-known attractions (National Trust for Historic Preservation 2009; Smith 2008).

Incorporated in 1999, Cultural Tourism D.C. is a nonprofit coalition of more than 185 historical and performing arts organizations (Smith 2008). In 1999, Cultural Tourism D.C. released *Capital Assets: A Report on the Tourist Potential of Neighborhood Heritage and Cultural Sites in Washington D.C.* This report revealed that the city contained more than 60 museums beyond the National Mall, as well as 560 buildings, 100 parks and

historic sites, and 39 historic districts listed in the National Register of Historic Places (Smith 2008). In the years since, the organization has partnered with others to promote preservation of, and visitation to, many of these cultural sites. The Shaw neighborhood has become a focus of these efforts. For instance, Cultural Tourism D.C.'s first self-guiding, marked neighborhood heritage trail was in the Shaw and the U Street area. The "Shaw Heritage Trail: Mid-City at a Crossroads" consists of 14 interpretive signs erected at outdoor locations throughout the neighborhood. Along with a guidebook that is available at local attractions, these markers encourage exploration of the neighborhood and understanding of its social, religious, civic, entertainment, and cultural history (Smith 2008).

**Table 5: General Demographic Characteristics of the Shaw Neighborhood**

<b>General Demographic Characteristics of the Shaw Neighborhood (Census Tracts 44, 48.01, 48.02, 49.01, 49.02, and 50)</b>			
	<b>1990 Data – Shaw</b>	<b>2000 Data – Shaw</b>	<b>2000 Data – City-wide</b>
<b>Population</b>	17,011	18,895	572,059
<b>Age</b>			
Under 18	18%	18%	20%
Between 18 and 65	61%	73%	68%
Over 65	21%	9%	12%
<b>Race and Ethnicity</b>			
African American	73%	57%	60%
White	18%	25%	31%
Hispanic Origin	11%	19%	8%
<b>Income</b>			
Median Household Income	\$20,751	\$29,103	\$40,127
<b>Housing</b>			
Occupied Housing Units	7,250 units	8,637 units	248,338 units
% Owner Occupied	16%	22%	41%

Source: District of Columbia Office of Planning

## PARK OPERATIONS

Park operations at Carter G. Woodson Home National Historic Site are limited because the site is not open to the public and, therefore, there are no NPS employees stationed on-site. The superintendent and interpretation staff from the Mary McLeod Bethune Council House National Historic

Site manage the operations including coordinating with the National Capital Parks-East maintenance laborers and carpenters who periodically perform basic preservation and maintenance work on the buildings and the U.S. Park Police who regularly patrol the national historic site.

## **CHAPTER FOUR: ENVIRONMENTAL CONSEQUENCES**



# INTRODUCTION

## GENERAL METHODOLOGY

The National Environmental Policy Act of 1969 mandates that environmental assessments disclose the environmental impacts of a proposed federal action. In this case, the proposed federal action is the implementation of the *General Management Plan/ Environmental Assessment/ Interpretation Plan* for Carter G. Woodson Home National Historic Site. The alternatives in this document are tailored to the specific needs of the national historic site. Taking a more detailed approach, rather than a programmatic approach, was done specifically to address the needs of the national historic site as a new unit of the national park system. Before undertaking specific actions to implement the approved general management plan, NPS managers would need to determine if more detailed environmental and/or cultural resource documents must be prepared, consistent with the provisions of the National Environmental Policy Act and the National Historic Preservation Act.

The first part of this section discusses terms and assumptions used in the discussions of impacts. The second part covers policy and terminology related to cumulative impacts that would likely affect the national historic site. The third part discusses the relationship of the impact analyses to requirements of section 106 of the National Historic Preservation Act. The impacts of the alternatives are then analyzed by impact topic (historic structures, visitor use and experience, socioeconomic environment, and park operations) and then by alternative under each impact topic. Each impact topic includes a description of the methodology used, a description of the impacts of the alternative, a discussion of cumulative effects, and a conclusion. A section 106 summary is also included for historic structures. The impacts of each alternative

are briefly summarized in table 4 at the end of chapter two.

## TERMS AND ASSUMPTIONS

Each impact topic includes a discussion of the type, duration, and intensity of the impact. The *type* of impact refers to whether the impact on the resource or value would be *beneficial* (positive) or *adverse* (negative). *Duration* of the impact considers whether the impact would occur over the short term or long term. The *intensity* of an impact describes the degree, level, or strength of an impact as negligible, minor, moderate, or major. An intensity level is not given for beneficial impacts.

## CUMULATIVE IMPACT ANALYSIS

Council on Environmental Quality regulations, which implement the National Environmental Policy Act, require assessment of cumulative impacts in the decision-making process for federal projects. A cumulative impact is described in the CEQ regulation 1508.7 as follows:

*Cumulative impacts* are incremental impacts of the action when added to other past, present, and reasonably foreseeable future actions, regardless of what agency (federal or nonfederal) or person undertakes such other action. Cumulative impacts can result from individually minor, but collectively significant, actions taking place over a period of time.

To determine potential cumulative impacts, other projects at the national historic site and within the Shaw neighborhood were identified in discussions with the park staff, federal land managers, and representatives of District of Columbia government offices. Potential projects considered in the impact



analysis include any planning or development activity currently being implemented or planned for implementation in the reasonably foreseeable future. Other actions were considered in the analysis only if they would have an impact on the alternatives.

These actions were then evaluated in conjunction with the impacts of each alternative to determine if they would have any cumulative effects on a particular type of resource. For those cumulative actions that are in the early planning stages, the qualitative evaluation of cumulative impacts was based on a general description of the project.

## **Past Actions**

### ***Prior Treatment of the Buildings***

Prior to the NPS acquisition of the Woodson home and the two adjacent row houses, the structures remained unoccupied or unused for years. Minimal maintenance and repair, as well as modifications to the exteriors and interiors of the structures, were not informed by the *Secretary of the Interior's Standards for the Treatment of Historic Properties*, which would best preserve the existing form, integrity, and materials of a historic property.

### ***Building Acquisition***

In 2005 and 2006, respectively, the National Park Service acquired the Woodson home and the two row houses adjacent to it, 1540 and 1542. After acquiring the buildings, the National Park Service undertook a stabilization project that secured the structures, reinforced floors, removed debris, replaced broken windows, and installed a new roof on the Woodson home. Other minor repairs were made as needed.

### ***Creation of Heritage Trails***

The District of Columbia, National Park Service, and a private organization created three self-guided heritage trails. The trails are: Washington, D.C. Black History Trail, African American Heritage Trail, and "Shaw

Heritage Trail: Mid-City at the Crossroads." The National Park Service created a national historic site website and brochure for the public.

### ***Washington Convention Center***

The city constructed and opened the multimillion dollar Washington Convention Center in 2003. The convention center is four blocks south of the national historic site and sits partially within the Shaw neighborhood. The convention center is the major socioeconomic driver in the southern portion of the Shaw neighborhood.

## **Present Actions**

### ***Building 1544***

Recently, the former corner commercial building, or building 1544 located north of the national historic site, was purchased by a private entity. Renovation of the building for a new use is underway (as of 2011).

### ***Convention Center Area Strategic Development Plan (2005)***

The purpose of the plan is to strengthen neighborhood businesses, generate quality housing, and improve the public realm while maintaining the historic residential setting (see "Relationship of Other Planning Efforts to this General Management Plan" in chapter one).

### ***District of Columbia Historic Preservation Plan (2008–2012)***

The purpose of the plan is to identify, protect, and capitalize on the city's historic resources (see "Relationship of Other Planning Efforts to this General Management Plan" in chapter one).

### ***Washington Convention Center Hotel***

Construction of a companion hotel for the Washington Convention Center is underway. The 14-story hotel plans to have 1,175 rooms and 5 retail outlets and restaurants on the ground floor. The hotel is

six blocks south of the national historic site (*The Washington Post* 2010).

### ***O Street Market***

Redevelopment of the historic O Street Market is underway. The market is one block south of the national historic site, and was once a bustling center in the Shaw neighborhood, but closed in 1968. The redevelopment is planning to provide more than 87,000 square feet of retail and restaurant space, a large grocery store, more than 600 units of residential and affordable housing, and parking (AFRO 2010).

### **Future Actions**

The City of Washington has developed plans for the rehabilitation of the Carter G. Woodson Park in the triangle of land north of the national historic site (see “Relationship of Other Planning Efforts to this General Management Plan” in chapter one). A sculptor has been selected to create a bronze statue of Dr. Woodson. The landscape of the entire park would be rehabilitated, preserving the large trees and the historic fence.

## **SECTION 106 OF THE NATIONAL HISTORIC PRESERVATION ACT AND IMPACTS TO CULTURAL RESOURCES**

In this document, the impact analysis for historic structures is intended to comply with the requirements of both the National Environmental Policy Act and section 106 of the National Historic Preservation Act, as amended. In accordance with the Advisory Council on Historic Preservation’s regulations implementing section 106 of the National Historic Preservation Act (36 CFR Part 800, Protection of Historic Properties), “effects,” rather than impacts, to cultural resources were identified and evaluated by (1) determining the area of potential effects (project area); (2) identifying cultural resources (historic buildings) present in the area of potential effects that are either listed in or eligible to be listed in the National

Register of Historic Places; (3) applying the criteria of adverse effect to affected, national register-eligible or national register-listed cultural resources; and (4) considering ways to avoid, minimize, or mitigate adverse effects.

Unlike analyses under the National Environmental Policy Act, under the section 106 process, an “effect” is defined as “an alteration to the characteristics of a historic property qualifying it for inclusion in or eligibility for the National Register” (36 CFR 800.16i). According to the criteria of “adverse effect” in the regulations (36 CFR 800.5(a)(1)):

*an adverse effect is found when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property’s location, design, setting, materials, workmanship, feeling, or association.*

A determination of “no adverse effect” means there is an effect, but the effect would not diminish the characteristics of the cultural resource that qualify it for inclusion in the national register.

The regulations further specify that:

*consideration shall be given to all qualifying characteristics of a historic property, including those that may have been identified subsequent to the original evaluation of the property’s eligibility for the National Register. Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be farther removed in distance or be cumulative.*

Under the Advisory Council’s regulations, a determination of either adverse effect or no adverse effect must be made for affected eligible or listed national register cultural resources.

The Council on Environmental Quality regulations and National Park Service Director's Order 12: *Conservation Planning Environmental Impact Analysis and Decision Making* also call for a discussion of mitigation, as well as an analysis of how effective the mitigation would be in reducing the intensity of a potential impact, e.g. reducing the intensity of an impact from major to moderate or minor. Any resultant reduction in intensity of impact due to mitigation, however, is an estimate of the effectiveness of mitigation under NEPA only. It does not suggest that the level of effect as defined by section 106 is similarly reduced. Cultural resources are nonrenewable resources; adverse effects generally consume, diminish, or destroy the original historic materials or form, resulting in a loss in the integrity of the resource that can never be recovered. Therefore, although actions determined to have an adverse effect under section 106 may be mitigated, the effect remains adverse.

While the impact analysis provided in this document are intended to comply with the National Environmental Policy Act and section 106 of the National Historic Preservation Act, it must be emphasized that the National Park Service does not intend to use this *General Management Plan/ Environmental Assessment/ Interpretation*

*Plan* to meet section 106 compliance in accordance with 36 CFR 800.8(c) for individual actions discussed in this document. The National Park Service would comply with section 106 in accordance with 36 CFR 800 under separate communication as it continues planning, designing, and refining the proposed treatment options for the historic buildings. As is required under 36 CFR 800, the National Park Service would consult with the District of Columbia Historic Preservation Office and other consulting parties to determine areas of potential effects; to identify cultural resources and evaluate their National Register of Historic Places eligibility; to determine effects on historic properties; and to develop measures to avoid, minimize, or mitigate adverse effects on historic properties. Measures to avoid, minimize, or mitigate adverse effects would be outlined in a memorandum of agreement (or programmatic agreement).

A section 106 summary is included for historic structures for the preferred alternative only (e.g., the proposed action). This summary is an assessment of effect of the undertaking (implementation of the alternative) on historic structures, based upon the criterion of effect and criteria of adverse effect found in Advisory Council regulations.

# IMPACTS TO HISTORIC STRUCTURES

## METHODOLOGY

The methodology for assessing impacts on historic structures is based on the assessment of impacts to structures in the area of potential effects. The area of potential effects is defined as the geographic area or areas within which an undertaking or action may cause changes in the character or use of the cultural resource (historic structure). The area of potential effects for both alternatives is inclusive of the authorized national historic site boundary (buildings 1538, 1540, and 1542).

Potential impacts (direct, indirect, and cumulative effects) are described in terms of type (beneficial or adverse), duration (short term, long term, or permanent), and intensity (negligible, minor, moderate, or major). The methodology also includes making a determination of effect under section 106 of the National Historic Preservation Act.

### Type

Beneficial impacts would move the resource towards a desired condition. Adverse impacts would move the resource away from a desired condition.

### Duration

Impacts could be short term, lasting less than one year; long term, lasting more than one year but reversible; or permanent, lasting indefinitely.

### Intensity

Intensity refers to the significance or degree of the impact to historic structures. The thresholds to determine impact intensity are defined as follows:

**Negligible:** Impacts would be at the lowest levels of detection – barely perceptible and measurable. For purposes of section 106, the determination of effect would be *no adverse effect*.

**Minor:** Impacts would affect character-defining features but would not diminish the overall integrity of the building or structure. For purposes of section 106, the determination of effect would be *no adverse effect*.

**Moderate:** Impacts would alter several character-defining features, but would not diminish the overall integrity of the building or structure to the extent that its National Register of Historic Places eligibility could be jeopardized. For purposes of section 106, the determination of effect would be *adverse effect*.

**Major:** Impacts would alter character-defining features, diminishing the overall integrity of the building or structure to the extent that it would no longer be eligible to be listed in the National Register of Historic Places. For purposes of section 106, the determination of effect would be *adverse effect*.

## IMPACTS OF THE NO-ACTION ALTERNATIVE

### Analysis

The exteriors of the Woodson home (building 1538) and building 1540 would be stabilized or restored, while the exterior of building 1542 would be rehabilitated. The interiors of the buildings would be periodically inspected and necessary repairs made to prevent further deterioration. An HVAC system would be installed in building 1540 to service all three buildings. The HVAC system would be designed and

installed to cause the least alteration of each building's floorplan and minimize the loss of historic fabric. A fire suppression system would also be installed. Due to the deteriorated state of the buildings, both the interior and exterior work would require some irreparable historic fabric be replaced in kind, as needed, to preserve the buildings. All work would be undertaken in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. This would ensure that the character-defining features and integrity of the buildings are minimally affected. Any adverse effects would be negligible to minor, site-specific, and long term.

Any materials removed during preservation efforts would be evaluated to determine their value to the national historic site's museum collection and/or for their comparative use in future preservation work at the site.

### **Cumulative Impacts**

Prior to the National Park Service's acquisition of the Woodson home and the two adjacent row houses, the structures remained unoccupied or unused for years. Minimal maintenance and repair, as well as modifications to the exteriors and interiors of the structures, were not informed by the *Secretary of the Interior's Standards for the Treatment of Historic Properties*, which would best preserve the existing form, integrity, and materials of a historic property. Impacts to historic structures from this past action would be adverse, site-specific, permanent, and minor to moderate.

The past action of acquiring the buildings has resulted in the historic structures being put under federal protection and saved from deterioration. Impacts to historic structures would be beneficial, site-specific, and long term.

The present action of the District of Columbia historic preservation plan (2008–2012) is in agreement with the National Park Service's proposed plan of restoring and

rehabilitating the exteriors of the buildings to keep their historic look and association intact. Impacts to historic structures would be beneficial, local, and long term.

As described above, implementation of the no-action alternative would result in impacts that are adverse, site-specific, long term, and negligible to minor. These impacts, in combination with both the long-term beneficial and long-term, minor to moderate adverse impacts of other past and present actions, would result in long-term, minor adverse cumulative impacts to historic structures. The adverse impacts of the no action alternative would be a small component of the adverse cumulative impact.

### **Conclusion**

Implementation of the no-action alternative would result in negligible to minor, adverse, site-specific, long-term impacts to historic structures due to the removal of historic materials. Cumulative impacts would be site specific, adverse, minor, and long term.

## **IMPACTS OF THE PREFERRED ALTERNATIVE**

### **Option One**

#### *Analysis*

The exteriors of the Woodson home (building 1538) and building 1540 would be restored, while the exterior of building 1542 would be rehabilitated. The restoration and rehabilitation work would be undertaken in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. Due to the deteriorated state of the buildings, and the extensive modifications to building 1542, exterior work on the structures would require some irreparable historic fabric be replaced in kind, as needed, to preserve the buildings, resulting in impacts that are adverse, site-specific, long term, and negligible to minor. The interior of the Woodson home would be restored and refurnished to the time period

that Dr. Woodson lived there. The interiors of buildings 1540 and 1542 would be rehabilitated to accommodate national historic site interpretive, administrative, and operational functions. Care would be taken to ensure that the rehabilitation would minimally affect historic materials, features, and finishes. Work would follow the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. A HVAC system would be installed in building 1540 to service all three buildings. The HVAC system would be designed and installed to cause the least alteration of each building's floorplan and minimize the loss of historic fabric. A fire suppression system would also be installed. The restoration and rehabilitation work would require in kind replacement of historic materials due to their deteriorated state, which would result in impacts that are adverse, site-specific, long term, and negligible to minor.

Any materials removed during restoration or rehabilitation efforts would be evaluated to determine their value to the national historic site's museum collection and/or for their comparative use in future preservation work at the site.

An elevator would be installed in building 1540. Installation of the elevator would alter the size, configuration, proportion and relationship of interior spaces and damage the building's existing ceilings, walls, floors, and other historic fabric. The addition of an elevator to the building would require the construction of an elevator house on the roof. This addition may affect the viewshed from the adjacent historic structures and the surrounding area. Installation of the elevator and elevator house would result in impacts that are adverse, site-specific, permanent, and of moderate intensity.

New entryways between the Woodson home and building 1540 would be installed on every floor. The entryways would be clearly identified as modern and sympathetic to interior historic features and spatial relationships. The entryways would permit

elevator access to each level of the Woodson home. Construction of the entryways would require the removal of historic fabric from original walls. Construction of the entryways would result in impacts that are adverse, site-specific, long term, and moderate.

A third story rear addition would be constructed on building 1540 to allow interior stairway access to all floors. The addition would be designed to be clearly differentiated from the historic building, to avoid creating a false historical appearance, but would be compatible in terms of mass, scale, materials, and color. The impacts from the construction of the rear stairway addition would be adverse, site-specific, long term, and of moderate intensity.

Visitation to the national historic site is expected to be about 20,000 to 40,000 visitors annually (similar to that of the Frederick Douglass National Historic Site and the Mary McLeod Bethune Council House National Historic Site). The historic buildings could suffer wear and tear from increased visitation. Monitoring the carrying capacity of the buildings could result in the imposition of visitation levels or constraints that would contribute to the stability or integrity of the historic structures without unduly hindering interpretation for visitors. Impacts to the buildings from visitation would be adverse, site-specific, long term, and negligible to minor.

## Option Two

### *Analysis*

Option two includes all of the actions of option one, and those actions proposed for the two-story "corner store," (building 1544). The exterior treatment for building 1544 would be determined after the acquisition of the structure, while the interior would be rehabilitated in a similar fashion as buildings 1540 and 1542, so all of the interiors would function together. Exterior and interior work on the building would be undertaken in accordance with the *Secretary of the Interior's Standards for the*

*Treatment of Historic Properties.* The work would require the in kind replacement of historic materials due to their deteriorated state which would result in impacts that are adverse, site-specific, long term, and negligible to minor.

### **Cumulative Impacts (Options One and Two)**

Prior to the NPS acquisition of the Woodson home and the two adjacent row houses, the structures remained unoccupied or unused for years. Minimal maintenance and repair, as well as modifications to the exteriors and interiors of the structures, were not informed by the *Secretary of the Interior's Standards for the Treatment of Historic Properties*, which would best preserve the existing form, integrity, and materials of a historic property. Impacts to historic structures from this past action would be adverse, site-specific, permanent, and minor to moderate.

The past action of acquiring the buildings has resulted in the historic structures being put under federal protection and saved from deterioration. Impacts to historic structures would be beneficial, site-specific, and long term.

The present action of the District of Columbia historic preservation plan (2008–2012) is in agreement with the NPS proposed plan of restoring and rehabilitating the exteriors of the buildings to keep their historic look and association intact. Impacts to historic structures would be beneficial, local, and long term.

As described above, implementation of the preferred alternative would result in impacts that are adverse, site-specific, long term, and moderate. These impacts, in combination with both the long-term beneficial and long-term, adverse, minor to moderate impacts of

other past and present actions, would result in long-term, minor adverse cumulative impacts to historic structures. The adverse impacts of the preferred alternative would be a small component of the adverse cumulative impact.

### **Conclusion**

Implementation of the preferred alternative (either option) would result in impacts to historic structures that are moderate, adverse, site-specific, and long term due to the removal of historic materials. Cumulative impacts would be adverse, minor, and long term.

### **Section 106 Summary**

After applying the Advisory Council on Historic Preservation's criteria of adverse effects (36 CFR Part 800.5, *Assessment of Adverse Effects*), the National Park Service concludes the proposed undertakings outlined in the preferred alternative (either option) would most likely be an *adverse effect* on historic structures. The adverse effect determination would result from the construction of entryways between the Woodson home and building 1540, and the construction of an elevator house on the roof and stairway addition on the back of building 1540. These actions would alter the integrity of the building including the workmanship, design features, materials, and feeling.

A memorandum of agreement, in accordance with 36 CFR Part 800.6, *Resolution of Adverse Effects*, would be negotiated between the National Park Service and the District of Columbia Historic Preservation Office and, if necessary, the Advisory Council on Historic Preservation. The memorandum of agreement would stipulate how the adverse effects would be mitigated.

# IMPACTS TO VISITOR USE AND EXPERIENCE

## METHODOLOGY

This impact analysis considers various aspects of visitor use and experience at the Carter G. Woodson Home National Historic Site. Impacts of the alternatives are described in terms of the following components:

- visitation, including levels of visitation and visitor profile
- diversity of opportunities and quality of experiences
- visitor understanding, education, and interpretation
- safe and enjoyable access and circulation to and within the national historic site

## Type of Impact

Beneficial impacts are those that most visitors would perceive as desirable. Adverse impacts are those that most visitors would perceive as undesirable.

## Duration

Duration is the length of time that the impact would affect the visitor experience at the national historic site. Short-term impacts would be less than two years. A long-term impact would last more than two years.

## Intensity

Intensity refers to the significance or degree of the impact to the visitor experience including visitation, diversity of opportunities, visitor understanding, and safe and enjoyable access to the national historic site. The thresholds to determine impact intensity are defined as follows:

**Negligible:** Most visitors would likely be unaware of any effects associated with implementation the alternative.

**Minor:** Changes in visitation, diversity of opportunities, visitor understanding, safe and enjoyable access to the national historic site, or setting conditions would be slight but detectable, would affect few visitors, and would not appreciably limit or enhance experiences identified as fundamental to the national historic site's purpose and significance.

**Moderate:** Some aspects of visitation, diversity of opportunities, visitor understanding, safe and enjoyable access to the national historic site, or setting conditions would change, and many visitors (less than 50%) would likely be aware of the impacts associated with implementation of the alternative; some changes to experiences identified as fundamental to the national historic site's purpose and significance would be apparent.

**Major:** Multiple aspects of visitation, diversity of opportunities, visitor understanding, safe and enjoyable access to the national historic site, or setting conditions would change, including experiences identified as fundamental to the national historic site purpose and significance; most visitors (more than 50%) would be aware of the impacts associated with implementation of the alternative.

## IMPACTS OF THE NO-ACTION ALTERNATIVE

### Analysis

#### *Visitation Levels and Visitor Profile*

There would be a slight increase in visitation to the national historic site as a result of the National Park Service interpretive ranger-led walking tours. The visitor profile is likely to be more diverse as a result of the walking tours because it would draw people to the



national historic site who may not otherwise visit. Because the national historic site buildings would remain closed to the public, impacts to visitation levels and visitor profile would be adverse, long term, and negligible to minor.

### ***Diversity and Quality of Experiences***

The diversity and quality of the visitor experience would change slightly with the addition of the interpretive wayside exhibits in front of the buildings and the interpretive ranger-led walking tours because there would be more to experience than what is currently offered (the national historic site website and brochure). While there would be some improvement, impacts to the diversity and quality of experiences would be adverse, long term, and negligible to minor.

### ***Visitor Understanding, Education, and Interpretation***

Impacts to visitor understanding, education, and interpretation would be beneficial and long term due to the increase in information provided about Dr. Woodson.

### ***Safe and Enjoyable Access and Circulation to and within the Site***

Under the no-action alternative, Woodson's home and the two adjacent row houses would remain closed to the public. Visitors would only see the national historic site from the outside. Visitors would still be able to access the national historic site via public transportation, walking and driving by, and commercial bus tours. With only outside access to the national historic site, impacts to access and circulation to and within the site would be adverse, long term, and negligible.

### **Cumulative Impacts**

The past action of heritage trail creation, and possibly the addition of the Washington Convention Center to the Shaw neighborhood, has resulted in some visitation to the national historic site and visitor understanding, education, and interpretation of

Dr. Woodson by visitors coming to the Woodson home and reading about him in the guidebooks/brochures. Impacts would be beneficial and long term.

The present actions of the Washington Convention Center hotel construction and O Street Market redevelopment would result in opportunities for increased visitation and visitor understanding, education, and interpretation (from the exterior interpretive wayside exhibits and interpretive ranger-led walking tours). Impacts would be beneficial and long term.

As described above, implementation of the no-action alternative would result in overall impacts that are adverse, long term, and negligible to minor because the national historic site buildings would remain closed to visitors. These impacts, in combination with the long-term, beneficial impacts of other past and present actions, would result in long-term, adverse, negligible cumulative impacts to visitor use and experience. The overall adverse impacts of the no-action alternative would contribute a relatively large increment of the cumulative impacts.

### **Conclusion**

Implementation of the no-action alternative would result in impacts that are adverse, long term, and negligible to minor to visitor use and experience. Cumulative impacts would be long-term, adverse, and negligible.

## **IMPACTS OF THE PREFERRED ALTERNATIVE (BOTH OPTIONS)**

### **Analysis**

#### ***Visitation Levels and Visitor Profile***

Under the preferred alternative, visitation levels would greatly increase as a result of the buildings being rehabilitated and opened to the public. Visitation to the national historic site is expected to be about 20,000 – 40,000 visitors annually, similar to that of the Frederick Douglass National Historic Site and the Mary McLeod Bethune Council

House National Historic Site (NPS 2009). National historic site visitors would likely include a diverse mix of neighborhood residents, inhabitants of the greater Washington, D.C., metropolitan area, and domestic and international travelers vacationing in the city or in town for other reasons. Students on organized educational trips would form another visitor group. Some visitors would be associated with educational institutions such as nearby Howard University. Impacts to visitation levels and visitor profile would be beneficial and long term.

### ***Diversity and Quality of Experiences***

The diversity and quality of experiences for visitors would change as a result of the national historic site being open to the public and the buildings being filled with a variety of interpretive exhibits, videos, materials, and programs, including the guided tour through the Woodson home, which would explain Dr. Woodson's life, work, home, and contributions to American history. Educational retail items would also be available at the national historic site through an authorized NPS cooperating association. Visitors would be able to interact with staff from the Association for the Study of African American Life and History on-site, which would help them learn about Dr. Woodson and his legacy. If building 1544 could be acquired in the future, the additional space would be used for additional educational programs, public meetings, classroom activities, and interpretive exhibits. Impacts to diversity and quality experiences would be beneficial and long term.

### ***Visitor Understanding, Education, and Interpretation***

Under the preferred alternative, the interpretation plan could be implemented, which would result in an increase in visitor understanding, education, and interpretation through interpretive and educational exhibits, videos, materials, and programs. Visitors would experience a

stimulating environment for learning about Dr. Woodson's life, legacy, and contributions to scholarship and society. Visitors would be encouraged to appreciate the contemporary relevance of Dr. Woodson's work. Interpretive media and programming would offer visitors the opportunity to learn about and take inspiration from Dr. Woodson's example. A range of interpretive messages would be available. Rotating exhibits would ensure that there was always something new to see and learn. Guest lectures and other special events would help the national historic site stay up-to-date and relevant. Impacts to visitor understanding, education, and interpretation would be beneficial and long term.

### ***Safe and Enjoyable Access and Circulation to and within the Site***

Under the preferred alternative, visitors would have safe and enjoyable access and circulation to and within the site as a result of the buildings being rehabilitated and opened. Visitors would enter the site either through building 1542 (option one) or 1544 (option two) at grade. The wheelchair lift, elevator, and new entryways between the Woodson home and building 1540 would allow visitors with limited mobility access to all floors. The stairway addition would provide another way for visitors to move around from floor to floor. The interpretive ranger guided tour of the Woodson home (estimated limit of two at a time) would give visitors access to the Woodson home in a way that would prevent overcrowding. The interpretive exhibits, videos, and programs would be designed to maximize efficient flow of visitors through the buildings to prevent bottlenecks. In option two, building 1544 would provide additional space for visitors to learn about Dr. Woodson through educational programs, public meetings, classroom activities, and interpretive exhibits. Universal accessibility would be incorporated into the design of the exterior entrance and interior circulation patterns and interpretive exhibits, videos, and programs. Visitors would be encouraged

to take advantage of public transportation; however, some visitors would drive. Therefore, traffic within the historic neighborhood surrounding the Woodson home would increase slightly. Those who drove would be able to find street parking nearby. Tour and school buses would be safely loaded and unloaded in front of the national historic site, and buses parked in appropriate nearby locations. Commercial tours would drop off and pick up visitors to the national historic site at a nearby location. Impacts to access and circulation to and within the site would be beneficial and long term.

### **Cumulative Impacts**

The past action of heritage trail creation, and possibly the addition of the Washington Convention Center to the Shaw neighborhood, has resulted in some visitation to the national historic site and visitor understanding, education, and interpretation of Dr. Woodson by visitors coming to Woodson's home and reading about him in the guidebooks/brochures. Impacts would be beneficial and long term.

The present actions of the Washington Convention Center hotel construction and

O Street Market redevelopment would result in increased visitation and visitor understanding, education, and interpretation by the national historic site being open to visitors and the additional interpretive exhibits, materials and programs available inside the buildings. Impacts would be beneficial and long term.

As described above, implementation of the preferred alternative would result in overall impacts that are beneficial and long term because the national historic site would be fully operational and open to visitors. These impacts, in combination with the long term, beneficial impacts of other past and present actions, would result in long-term, beneficial cumulative impacts to visitor use and experience. The overall beneficial, long-term impacts of the preferred alternative would be a large increment of the cumulative impacts.

### **Conclusion**

Implementation of the preferred alternative would result in impacts to visitor use and experience that are beneficial and long term. Cumulative impacts would be long term and beneficial.

# IMPACTS TO THE SOCIOECONOMIC ENVIRONMENT

## METHODOLOGY

The National Park Service applied professional judgment to analyze the effects on the social and economic conditions that would result from both alternatives. Analysis considered economic data, anticipated visitor use, the development concept for Carter G. Woodson Home National Historic Site, and other planned developments within the Shaw neighborhood.

## Type of Impact

Beneficial impacts are those that would provide opportunities to improve quality of life and economic development. Adverse impacts are those that would not provide opportunities to improve quality of life and economic development.

## Duration

Duration refers to the length of time the impact would affect social and economic conditions. Short-term impacts would be less than two years. This duration was chosen to approximate the length of time initial construction work would take place (for example, restoration and rehabilitation of the historic buildings). A long-term impact would last more than two years.

## Intensity

Intensity refers to the significance or degree of the impact to the social and economic environment. The thresholds to determine impact intensity are defined as follows:

**Negligible:** The effects on social and economic conditions would be unnoticeable. The action would not yield any noticeable or measurable changes to quality of life or the local economy.

**Minor:** The effects on social and economic conditions would be detectable, but only slight and limited to a small portion of the

surrounding community and local economy. The action would minimally influence the quality of life or the local economy.

**Moderate:** The effects on social and economic conditions would be readily apparent and would influence multiple segments of the community or local economy. The action would yield changes that are noteworthy or modest to the quality of life or the local economy.

**Major:** The effects on social and economic conditions would be very apparent, significant, and/or widespread throughout the community and local economy. The action would yield considerable changes to the quality of life or the local economy.

## Primary Factors

Analysis evaluates the impact of the two alternatives on the local character and local economy. Primary factors for this evaluation include the following:

### *Community Character*

Analysis of this topic deals with the Shaw neighborhood. This topic incorporates aspects such as physical appearance and atmosphere, community identity and pride, and demographic characteristics including population, race, or ethnicity. Public knowledge and appreciation of Dr. Woodson and his contributions are also included in this discussion.

### *Local Economy*

The impact of an alternative on the local economy encompasses the contribution from visitor expenditures and from NPS management, which would include salaries and contracts.

## **IMPACTS OF THE NO-ACTION ALTERNATIVE**

### **Analysis**

#### *Community Character*

Under the no-action alternative, the physical appearances of the Woodson home and adjacent buildings (1540 and 1542) would be improved through their restoration (or stabilization) and rehabilitation resulting in an overall appearance that is consistent with the historic neighborhood. Installing wayside interpretive exhibits and offering an interpretive ranger guided tour would result in visitors gaining greater understanding of Dr. Woodson and his contributions to the Shaw neighborhood and to American history. Impacts to community character would be beneficial and long term.

#### *Local Economy*

Restoring (or stabilizing) and rehabilitating the exterior of the buildings would bring construction workers to the national historic site for a short period of time resulting in these workers patronizing retail and restaurant establishments in the Shaw neighborhood. Visitors drawn to the national historic site by the wayside exhibits and interpretive ranger-led walking tour, as well as National Park Service employees coming to work or check on the buildings, may also patronize local retail and restaurant establishments. Impacts to the local economy would be slight, beneficial, and both short and long term.

#### **Cumulative Impacts**

The past action of heritage trail creation may result in a slight increase in visitation to the national historic site. Some of these visitors may have made purchases at retail stores in the Shaw neighborhood. Impacts to the local economy would be long term and beneficial.

The present actions of the Washington Convention Center hotel construction and the O Street Market redevelopment would, upon completion, most likely bring more

visitors to the national historic site. Some of these visitors are apt to make purchases at Shaw neighborhood retail and restaurant establishments, including the O Street Market. Impacts would be beneficial and long term for the local economy.

The future action of the Carter G. Woodson Park rehabilitation may also draw more visitors to the national historic site due to their close proximity to one another. Visitors to the park may want to learn more about Dr. Woodson and as a result walk over to the national historic site. Some of these visitors are likely to make purchases at Shaw neighborhood retail and restaurant establishments, including the O Street Market. Impacts would be beneficial and long term for the local economy.

As described above, implementation of the no-action alternative would result in beneficial, short- and long-term impacts. These impacts, in combination with the long term, beneficial impacts of other past, present, and future actions, would result in long-term, beneficial cumulative impacts to the socioeconomic environment. The overall beneficial, short- and long-term impacts of the preferred alternative would be a relatively small increment of the cumulative impacts.

### **Conclusion**

Implementation of the no-action alternative would result in short- and long-term, beneficial impacts to the socioeconomic environment. Cumulative impacts would be long term and beneficial.

## **IMPACTS OF THE PREFERRED ALTERNATIVE (BOTH OPTIONS)**

### **Analysis**

#### *Community Character*

Under the preferred alternative – option one, the physical appearances of the

Woodson home and adjacent buildings (1540 and 1542) would be improved through their restoration and rehabilitation resulting in an overall appearance that is consistent with the historic neighborhood. In tandem with the renovation of the privately owned building 1544, these actions may encourage similar efforts in the neighborhood.

The national historic site would be developed to educate and serve visitors through interpretive exhibits, videos, materials, programs, and special events (like Dr. Woodson's birthday celebration and Black History Month). It might become an important heritage attraction for the Shaw neighborhood that locals and Washington D.C., visitors seek out. The national historic site would reinforce the Shaw neighborhood's identity as a community that played a significant role in the intellectual and cultural life of the African American community—and therefore the American community. Under this alternative, the national historic site would become a focal point of community pride. The fact that the formerly vacant buildings would be occupied, with people coming and going on a regular basis, would foster an atmosphere of community activity.

Through interpretive exhibits, videos, materials, programs, and special events, the national historic site would contribute to the public's knowledge and understanding of Dr. Woodson's life and work. Newcomers to the neighborhood would have an opportunity to learn about and connect with Dr. Woodson and his contribution to the Shaw community. The national historic site would also serve the community as a venue for meetings and events if building 1544 could be acquired.

Impacts to the community character would be long term and beneficial.

### ***Local Economy***

Similar to the no-action alternative, the local economy would likely experience a small

boost in the short term due to the presence of construction workers during the restoration and rehabilitation of the buildings. There would also be a long-term sustained economic effect due to the National Park Service employees being stationed at the national historic site and the increase in visitors. Shaw neighborhood retail and restaurant establishments and hotels would most likely benefit economically from the increase in people at the national historic site, especially from the visitors. Depending upon visitation levels, new food service or retail establishments could open near the national historic site. Impacts would be small, beneficial, and long term to the local economy.

### **Cumulative Impacts**

The past action of heritage trail creation has resulted in a slight increase in visitation to the national historic site. Some of these visitors most likely made purchases at retail stores in the Shaw neighborhood. Impacts to the local economy would be long term and beneficial.

The present actions of the Washington Convention Center hotel construction and the O Street Market redevelopment would, upon completion, most likely bring more visitors to the national historic site. Some of these visitors are apt to make purchases at Shaw neighborhood retail and restaurant establishments, including the O Street Market. Impacts would be beneficial and long term for the local economy.

The future action of the Carter G. Woodson Park rehabilitation might also draw more visitors to the national historic site due to their proximity. Visitors to the park might want to learn more about Dr. Woodson and as a result walk over to the national historic site. Some of these visitors would likely to make purchases at Shaw neighborhood retail and restaurant establishments, including the O Street Market. Impacts would be beneficial and long term for the local economy.

As described above, implementation of the preferred alternative would result in beneficial, long-term impacts. These impacts, in combination with the long-term, beneficial impacts of other past, present, and future actions, would result in long-term, beneficial cumulative impacts to the socioeconomic environment. The overall beneficial, short- and long-term impacts of the preferred alternative would be a relatively small increment of the cumulative

impacts, but it is anticipated it would be greater than the no-action alternative.

### **Conclusion**

Implementation of the preferred alternative would result in short- and long-term, beneficial impacts to the socioeconomic environment. Cumulative impacts would be long term and beneficial.

# IMPACTS TO PARK OPERATIONS

## METHODOLOGY

For the purposes of this analysis, park (national historic site) operations refers to the adequacy of staffing levels and quality and effectiveness of the infrastructure used in the operation of the park in order to adequately protect and preserve vital park resources, like the three, possibly four, historic structures, and provide for a positive and informative visitor experience.

### Type of Impact

Beneficial impacts would improve NPS operations and/or facilities. Adverse impacts would diminish NPS operations and/or facilities and could hinder NPS staff's ability to provide adequate services and facilities to visitors and staff.

### Duration

Duration is the length of time that the impact would affect park operations. A short-term impact would last less than one year and would affect only one season's use by visitors. A long-term impact would last more than one year.

### Intensity

The thresholds of change for the intensity of impacts on park operation are defined as follows:

**Negligible:** Park operations would not be affected or the effect would be at low levels of detection and would not have an appreciable effect on park operations.

**Minor:** Impacts would be detectable and would be of a magnitude that would not have an appreciable effect on park operations.

**Moderate:** Impacts would be readily apparent and result in substantial change in park operations in a manner noticeable to the staff and public.

**Major:** Impacts would be readily apparent, result in a substantial change in park operations in a manner noticeable to staff and the public, and would be marked different from recent operations.

## IMPACTS OF THE NO-ACTION ALTERNATIVE

### Analysis

Under the no-action alternative, four FTE interpretation and education staff would be hired to manage the day-to-day operations of the site. The interpretation and education staff would take visitors on scheduled walking tours of the neighborhood during regular park hours. Most likely the supervisory interpretation and education staff would train other interpretation and education staff on how to conduct the neighborhood walking tours. Supervisory interpretation and education staff would supervise other interpretation and education staff. National historic site employees' offices would be offsite at another National Capital Parks-East park or office.

National Capital Parks-East may also hire a maintenance worker, resource management specialist, or an administrative assistant (two FTEs total) to support the operation of the national historic site. These two employees would be shared with other National Capital Parks-East park units. The maintenance worker and resource management specialist would check on the historic structures periodically and make any necessary repairs, as well as clean the site as needed. Ongoing maintenance of the national historic site



would increase the workload of the National Capital Parks-East maintenance staff. When the exteriors of Dr. Woodson's home and buildings 1540 and 1542 were restored and rehabilitated, maintenance staff would monitor any contractors hired to perform the work. This would cause a temporary increase to their workload. There would be very little impact to the U.S. Park Police because they would continue to patrol the site as they have been doing. Impacts to park operations would be beneficial and long term due to the increase in staffing and improved infrastructure that would adequately protect the historic structures, and provide for an improved visitor experience.

### **Cumulative Impacts**

After acquiring the buildings, the National Park Service undertook a stabilization project that secured the structures, reinforced floors, removed debris, replaced broken windows, and installed a new roof on the Woodson home. Other minor repairs were made as needed. Impacts to park operations would be beneficial and long term.

As described above, implementation of the no-action alternative would result in overall impacts that are beneficial and long term. These impacts, in combination with the long-term, beneficial impacts of other past actions, would result in long-term, beneficial cumulative impacts to park operations. The overall beneficial, long-term impacts of the no-action alternative would be a larger increment of the cumulative impacts.

### **Conclusion**

Implementation of the no-action alternative would result in impacts to park operations that are beneficial and long term. Cumulative impacts would be beneficial and long term.

## **IMPACTS OF THE PREFERRED ALTERNATIVE (BOTH OPTIONS)**

### **Analysis**

Under the preferred alternative, seven and a half FTE interpretation and education staff would be hired to manage the day-to-day operations of the site. Supervisory interpretation and education staff hired would supervise other interpretation and education staff. The supervisory interpretation and education staff member's workload would increase incrementally by the number of interpretation and education employees he/she had to supervise. Most likely the supervisory interpretation and education staff would train other interpretation and education staff. The staff would be responsible for interpreting identified themes, offering educational services, guiding tours of the Woodson home, guiding walking tours of the neighborhood, and providing information and orientation through personal and nonpersonal services such as the park website, publications, exhibits, and the Volunteers-in-Parks program. The interpretation and education staff would orient visitors to the site as well. The offices for these employees would be located at the national historic site.

National Capital Parks-East may also hire a maintenance worker, resource management specialist, and an administrative assistant (three FTEs total) to support the operation of the national historic site. These three employees would be shared with other National Capital Parks-East park units.

The extensive restoration and rehabilitation work required to open up the buildings to visitors would most likely be contracted out by the National Park Service. National Capital Parks-East maintenance staff would monitor the contractors daily until the project is complete. Once the national historic site is fully operational, National Capital Parks-East maintenance staff would manage and attend to the day-to-day maintenance and custodial needs. These

actions would increase the workload for maintenance staff. The resource management specialist would support preservation of cultural resources, and the assistant would provide administrative support. Their workloads would increase as the site became fully operational and as visitation grew. U.S. Park Police would continue to patrol the site under the preferred alternative, and most likely with more frequency, which would increase their workload. Impacts to park operations would be beneficial and long term due to the increase in staffing and improved infrastructure that would adequately protect the historic structures, and provide for an effective visitor experience.

### **Cumulative Impacts**

After acquiring the buildings, the National Park Service undertook a stabilization project that secured the structures, reinforced floors, removed debris, replaced

broken windows, and installed a new roof on the Woodson home. Other minor repairs were made as needed. Impacts to park operations would be beneficial and long term.

As described above, implementation of the preferred alternative would result in overall impacts that are beneficial and long term. These impacts, in combination with the long-term, beneficial impacts of other past actions, would result in long-term, beneficial cumulative impacts to park operations. The overall beneficial, long-term impacts of the preferred alternative would be a much greater increment of the cumulative impacts.

### **Conclusion**

Implementation of the preferred alternative would result in impacts to park operations that are beneficial and long term. Cumulative impacts would be beneficial and long term.



## **CHAPTER FIVE: CONSULTATION AND COORDINATION**



# PUBLIC INVOLVEMENT

## INTRODUCTION

*The General Management Plan / Environmental Assessment / Interpretation Plan* for Carter G. Woodson Home National Historic Site represents the work of the National Park Service planning team, National Capital Parks-East staff, and other National Park Service subject matter experts, as well as comments and suggestions solicited from the public. Consultation and coordination among different agencies and the public were important throughout the planning process. Members of the public had three primary avenues through which to participate during the development of the plan. They could send comments to the national historic site's planning website at <http://parkplanning.nps.gov/cawo>, respond to newsletters in writing, and participate in public meetings.

## PUBLIC MEETINGS AND NEWSLETTERS

Public meetings and newsletters were used to keep the public informed and involved in the planning process for the national historic site. A mailing list consisting of members of government agencies, organizations, businesses, legislators, and interested citizens was compiled.

The first newsletter, issued in September 2008, described the planning effort and asked for input in four areas: top priorities that should be addressed at the national historic site, visions of what this unit of the national park system should look like in 20 years, the most important issues affecting the national historic site, and ideas of how a relationship could be built with the surrounding neighborhood.

Five thousand copies of this newsletter were printed and distributed. Most were mailed;

however, 400 copies were made available for distribution at the 93rd Annual Convention of the Association for the Study of African American Life and History held in Birmingham, Alabama, October 1–5, 2008.

Additional copies of the newsletter were sent to the Association for the Study of African American Life and History headquarters in Washington, D.C., the Mary McLeod Bethune Council House National Historic Site, and National Capital Parks-East for distribution. The National Park Service received more than 60 comments in response to the first newsletter.

A second newsletter, distributed in April 2009, described the draft alternative concepts for managing the national historic site. Copies of this newsletter were made available in a similar manner as the first newsletter. This distribution included the 94th Association for the Study of African American Life and History Annual Convention held in Cincinnati, Ohio, September 30–October 4, 2009. At both annual Association for the Study of African American Life and History conferences, a session was devoted to the National Park Service and the ongoing general management planning for Carter G. Woodson Home National Historic Site.

Twenty-one electronic and mailed comments were received in response to the second newsletter. The comments gave positive feedback on the planning process and the alternatives presented. Of those commenting, most people expressed a preference for memorializing Dr. Woodson at his home, as the setting for the bulk of his important work.

Public scoping meetings were held during the Association for the Study of African American Life and History conferences in

## CHAPTER FIVE: CONSULTATION AND COORDINATION

Birmingham, Alabama, October 1–5, 2008; in Cincinnati, Ohio; September 30–October 4, 2009; and in Washington, D.C., November 2, 2008, at the Thurgood Marshall Center.

Comments collected at these meetings were used to define the issues in this general management plan.

# CONSULTATION WITH ORGANIZATIONS AND OTHER AGENCIES AND OFFICIALS

## SECTION 7 CONSULTATION

### U.S. Fish and Wildlife Service

As required by Section 7 of the Endangered Species Act, the National Park Service has coordinated with the Chesapeake Bay Field Office of the U.S. Fish and Wildlife Service during the preparation of this document. A letter dated May 29, 2008, from Dr. Mary J. Ratnaswamy, Program Supervisor, Threatened and Endangered Species, indicates “no proposed or federally listed endangered or threatened species are known to exist within the project area.” The full text of the letter is reproduced in appendix F. In accordance with the Endangered Species Act and relevant regulations in 50 CFR 402, the National Park Service has determined that the actions of the alternatives of this plan would not affect any federally listed threatened or endangered species since none are known to exist at the national historic site.

### District of Columbia Department of the Environment

A copy of this plan will be sent to the wildlife biologist of the Fisheries and Wildlife Division of the District of Columbia Department of the Environment with a request for written concurrence that no District-listed species would be affected by any actions of the alternatives of this general management plan. That would include any District of Columbia rare, threatened, or endangered species at the national historic site.

### District of Columbia Officials

The national historic site superintendent met informally with representatives from the Advisory Neighborhood Commission Ward 2c on several occasions. The superintendent

also met frequently with the office of Congressional Representative Norton and the Mayor’s office. The purpose of the meetings was to update the officials on the status of the project.

## SECTION 106 CONSULTATION

Section 106 of the National Historic Preservation Act of 1966, as amended (16 USC 470 et seq.) requires that federal agencies with direct or indirect jurisdiction over cultural resources consider the effects of their undertakings (actions) on resources listed or eligible for listing in the National Register of Historic Places. Direction provided in 36 CFR 800.2 resulted in the National Park Service starting an informal section 106 consultation process with the District of Columbia Historic Preservation Office and the Advisory Council on Historic Preservation. A letter dated May 2, 2008, was sent to both organizations informing them the National Park Service was preparing a general management plan for the national historic site. The District of Columbia Historic Preservation Office replied and no comment was received from the Advisory Council on Historic Preservation (see appendix F). Both organizations also received a copy of the two scoping newsletters, and the National Park Service did not receive any comments from either organization. Both organizations will receive a copy of this general management plan during the 30-day public review and comment period.

During the planning process for this general management plan, National Park Service staff from the National Capital Parks-East group and the National Capital Regional Office have informally met with representatives from the District of



Columbia Historic Preservation Office to discuss proposed ideas on how the historic structures would be rehabilitated and restored for public use as a national historic site. The District of Columbia Historic Preservation Office representative(s) provided verbal feedback during these informal section 106 consultations. Meetings at the national historic site took place on September 9, 2009, and January 14, 2011, and included touring inside the buildings and the backyards. A meeting at the District of Columbia Historic Preservation Office occurred on November 17, 2009. The outcome of these informal consultations resulted in both the National Park Service and District of Columbia Historic Preservation Office having a better understanding of the overall proposed actions to the historic structures and what effect these actions would have on the building as prescribed under section 106.

Because this *General Management Plan / Environmental Assessment / Interpretation Plan* purposefully does not include enough detail about how the historic buildings would be rehabilitated and restored, only informal section 106 consultation has taken place with the District of Columbia Historic

Preservation Office and the Advisory Council on Historic Preservation. After this general management plan has been finalized, design and construction drawings detailing how the historic structures would be rehabilitated and restored would be prepared. The superintendent would use these drawings and associated details to enter into formal consultation under section 106 with the District of Columbia Historic Preservation Office and Advisory Council on Historic Preservation.

### **AMERICAN INDIAN CONSULTATION**

The National Historic Preservation Act and 36 CFR 800.2 require the National Park Service to formally consult with federally recognized American Indian tribes traditionally associated with a park regarding actions that could impact resources and values. Because there are no federally recognized American Indian tribes traditionally associated with the Washington, D.C., area, formal consultation for this *General Management Plan / Environmental Assessment / Interpretation Plan* was not necessary.

## **AGENCIES, ORGANIZATIONS, AND INDIVIDUALS RECEIVING A COPY OF THIS DOCUMENT**

### **FEDERAL AGENCIES AND OFFICIALS**

Advisory Council on Historic Preservation  
Chesapeake Bay Program Office  
Frederick Douglass National Historic Site  
Library of Congress  
Mary McLeod Bethune Council House  
National Historic Site  
National Archives and Records  
Administration  
National Park Service  
National Capital Parks-East  
Natural Resource Conservation Service  
U.S. Department of Agriculture  
U.S. Department of the Interior  
U.S. Environmental Protection Agency  
U.S. Fish and Wildlife Service

### **CONGRESSIONAL REPRESENTATIVES**

Congresswoman Eleanor Holmes Norton,  
Representative to Congress

### **DISTRICT OF COLUMBIA AGENCIES AND OFFICIALS**

Advisory Neighborhood Commission Ward  
2c  
City of Washington Archeologist Ruth  
Troccoli  
Community Outreach Coordinator Patsy  
Fletcher  
District of Columbia City Council Members  
District of Columbia Department of the  
Environment  
District of Columbia Department of  
Transportation  
District of Columbia Office of Planning

District of Columbia Preservation League  
District of Columbia State Historic  
Preservation Officer  
District of Columbia State Historic  
Preservation Office, Senior Historic  
Preservation Specialist Andrew Lewis

### **ORGANIZATIONS AND BUSINESSES**

African American Experience Fund Trustees  
American University  
Association for the Study of African  
American Life and History  
Catholic University  
The George Washington University  
Georgetown University  
Howard University  
Martin Luther King Jr. Foundation  
National Association for the Advancement  
of Colored People  
National Council of Negro Women  
National Park Foundation  
National Parks and Conservation  
Association  
National Trust for Historic Preservation  
National Urban League  
Omega Psi Phi Fraternity, Inc.  
Phyllis Wheatley YWCA  
Shaw Main Streets  
Shaw Neighborhood Association  
Shiloh Baptist Church  
Smithsonian Institution (Anacostia  
Community Museum and National  
Museum of African American History  
and Culture)  
University of the District of Columbia



**CHAPTER SIX:  
CARTER G. WOODSON HOME  
NATIONAL HISTORIC SITE INTERPRETATION PLAN**



# **INTERPRETATION PLAN NOVEMBER 2009**

Prepared by

Department of Interpretive Planning  
Harpers Ferry Design Center

and the Staff and Partners of  
Carter G. Woodson Home National Historic Site

National Capital Parks – East  
and the National Capital Regional Office

## **Carter G. Woodson Home National Historic Site**



# INTRODUCTION

Interpretation and education are primary duties of the National Park Service, essential to achieving the mission of protecting and preserving our nation's natural and cultural resources. Carter G. Woodson Home National Historic Site is part of a national park system where people and organizations collaborate on teaching and learning about the interconnections of human culture and nature, natural systems, the values of America's diverse heritage, and the principles of democracy. Parks provide the setting for unique and powerful individual experiences, including opportunities for solitude, recreational activities, and scientific inquiry, which help shape understanding and inspire personal values.

This *Interpretation Plan* for Carter G. Woodson Home National Historic Site was created in 2009 in conjunction with the development of the site's general management plan. It builds upon and

incorporates elements of the foundation statement described in chapter one. It describes visitor experience goals, and suggests ways to achieve those goals through interpretive media, educational programs, and personal services.

The goal of this plan is to present a framework from which a complete long-range interpretation plan can be created in the near future, with input from a variety of park partners and stakeholders. The long-range interpretation plan is the keystone of the comprehensive interpretation plan (CIP) and is a required planning document for sites within the national park system. Once created and approved, the park staff should pursue implementation of the long range interpretive plan through a series of annual implementation plans. Throughout the comprehensive interpretive plan process, the park staff should also compile and maintain the park's interpretation database.



# FOUNDATIONS

## PURPOSE

The national historic site's purpose is the specific reason the national historic site was established as a unit of the national park system. Statements of purpose are grounded in the national historic site's legislation and legislative history, including studies prior to authorization and shared assumptions about what the law means in terms specific to the national historic site.

In the original bill presented by Representative Eleanor Holmes Norton to establish Carter G. Woodson Home National Historic Site, the purpose of the national historic site is described as follows:

“To preserve, protect, and interpret for the benefit, education, and inspiration of present and future generations the home [and legacy] of the preeminent historian and educator Dr. Carter G. Woodson, founder of the organization known today as the Association for the Study of African American Life and History.” (2003 H.R. 1012, 108 H.R. 1012)

**Note:** The discussion in the congressional record focuses on Dr. Woodson's legacy, not the house, so “and legacy” has been inserted above explicitly in the purpose statement. Congressional Record—House, Vol. 149, No. 72.

## SIGNIFICANCE

Significance statements express why the national historic site's resources and values are important enough to warrant national park system designation. These statements are directly related to the national historic site's purpose, are substantiated by data or consensus, and reflect the most current

scientific or scholarly inquiry and cultural perceptions, which could have changed since the national historic site's establishment. Significance statements do not inventory resources; rather, they describe the national historic site's distinctiveness and help to place the national historic site within its regional, national, and international contexts. Defining the national historic site's significance helps managers make decisions that preserve the resources and values necessary to accomplish the national historic site's purpose. The historic site's significance statements include

- The Dr. Carter G. Woodson Home was his residence from its purchase in 1922 until his death in 1950 and served as the base for his pioneering work in studying African American history and the groundbreaking publications he produced.
- In 1915, Dr. Carter G. Woodson founded the Association for the Study of Negro Life and History, now the Association for the Study of African American Life and History, and in 1920, he established Associated Publishers.
- Because he was a leader, Dr. Woodson's home was an important community focus for the interaction of African Americans of diverse trades, professions, and economic backgrounds; Dr. Woodson both learned from and taught these many people, spreading appreciation for African American history through this nation and beyond.
- Dr. Woodson founded Negro History Week (Now Black History Month) that continues to have broad impact across America and the world.
- Dr. Woodson initiated programs of scholarly research and education

designed to reach both the academic community and a general audience.

## PRIMARY INTERPRETIVE THEMES

Interpretive themes convey park significance. Primary interpretive themes are the key ideas through which the park's nationally significant resource values are conveyed to the public. They connect park resources to the larger ideas, meaning, and values of which they are a part. They are the building blocks—the core content—on which the interpretive program is based. Each primary theme can connect to an unlimited number of specific stories or subthemes.

The following interpretive themes are based on the purpose and significance of Carter G. Woodson Home National Historic Site. The themes connect the national historic site's fundamental resources and values to relevant ideas, meanings, concepts, contexts, and beliefs. These themes support the desired interpretive outcome, which is to increase visitor understanding and

appreciation of the site's resources and encourage stewardship of those resources.

- Through decades of struggles and triumphs, Dr. Carter G. Woodson was driven to change our understanding of American history.
- Dr. Carter G. Woodson's scholarly work, organizational vision, and entrepreneurial spirit have impacted a broad spectrum of society.
- A visionary, Dr. Woodson devoted his life not just to education, but to influencing the content of our nation's educational curricula.
- The house served as a resource for the African American community, and provides contemporary visitors a tangible link to Dr. Woodson, his social focus, and his cultural legacy.
- A realist, Dr. Woodson recognized that he could not accomplish his visions of American history without the participation of others through organization

## VISITOR EXPERIENCE—VISIONS FOR INTERPRETATION

Stepping outside the comfort zone of mainstream delivery methods and messages (as Dr. Woodson did), Carter G. Woodson Home National Historic Site would provide an interactive experience using innovative technologies and universal design (meeting American with Disabilities Act standards) to create distinctive opportunities for visitors to become engaged in the life, organizational work, and contributions of Carter G. Woodson. Opportunities for outstanding and new experiences at the site would be such that visitors would return with others on multiple visits.

Through a compelling message of invitation and by developing a reputation for inventive excellence, Carter G. Woodson Home would become a premier destination for visitors, and a springboard for Shaw community revitalization.

Carter G. Woodson Home National Historic Site would be a place that attracts, engages, educates, and inspires a multicultural and diverse audience to develop a sense of pride on a personal level, pride in themselves and their ancestors, and, on a larger scale, pride in this country and its history.

The site would provide an educational experience around Woodson as a scholar and an institution builder that would inspire visitors to appreciate the impact of his work and vision during his lifetime and beyond, and would motivate them to share the work of Dr. Woodson and the Association for the Study of African American Life and History (ASALH).

Through interpretation of how Dr. Woodson's focus, determination, and dedication transformed this nation, Dr. Woodson and Association for the Study of African American Life and History would become "household" names, and visitors would be inspired to continue his legacy.

Interpretation of the Woodson home would add to the rich context of African American intellectual life and activism within the city of Washington as represented by the Mary McLeod Bethune Council House National Historic Site, the Frederick Douglass National Historic Site, the African American Civil War Memorial and Museum, and the interpretive trails developed throughout the city.

## VISITOR EXPERIENCE GOALS RELATED TO PRIMARY INTERPRETIVE THEMES

Through decades of struggles and triumphs, Dr. Carter G. Woodson was driven to change our understanding of American history.

**Knowledge:** Visitors would have the opportunity to

- Learn about Dr. Woodson's youth and education
- Think about the role of race and racism in historic and contemporary United States
- Make a connection between Dr. Woodson's life challenges and their own
- Understand how Dr. Woodson's early life influenced his character
- Learn about the beginning of the African American history movement and multiculturalism
- Understand Dr. Woodson's message that mainstream American history is not a separate and collateral development to African American history, but that mainstream American history is inextricably linked to the dynamics of African American life and history
- Learn about how knowledge of the past is obtained and transmitted, and how Dr. Woodson's work in historiography examined authorship, sources, interpretation, style, and bias to contribute to a more correct historiography of this country
- Understand the widespread ignorance and scanty information available before Dr. Woodson's work in research and outreach

**Attitude:** Visitors would have the opportunity to

- Appreciate the social and racial climate of Dr. Woodson's era
- Be inspired by how a person can accomplish great things with so very little, as exemplified by Dr. Woodson's single-minded focus on his work
- Be affected by Dr. Woodson's courage and scholarship

**Behavior:** Visitors would have the opportunity to

- See examples of the racist misinformation and propaganda that Dr. Woodson identified in scholarly books and articles
- Practice and develop their own skills of discernment by searching today's publications for examples of misinformation and propaganda

**Sensory:** Visitors would have the opportunity to

- Be accosted by racist propaganda and Jim Crow, as a way to understand what drove Dr. Woodson's work
- Listen to period radio broadcasts featuring relevant programming

**Dr. Carter G. Woodson's scholarly work and entrepreneurial spirit have impacts across a broad spectrum of society.**

**Knowledge:** Visitors would have the opportunity to

- Learn the process of the development of scholarship, as exemplified by Dr. Woodson's work
- Realize the pioneering nature of Dr. Woodson's ASALH work

- Learn about similar programs of research
- Learn about other African American sites in the National Park System
- Think about the overriding issues that Dr. Woodson wanted to address, sometimes through articles published under pseudonyms
- Understand why Dr. Woodson stopped accepting grants as an effort to maintain independence
- Learn about Dr. Woodson's international activities, including travel, lecturing, study, and his publishing of foreign scholars' writings
- Learn about Dr. Woodson's promotion of the rich intellectual and creative legacy of African Americans
- Understand the role of Dr. Woodson in the creation of greater African American identity and community
- Realize the importance of systematic study of African American history and culture
- Learn about the publishing business Dr. Woodson conducted in the house and the mailing operation that sent publications on African American history throughout the nation

**Attitude:** Visitors would have the opportunity to

- Thrill in seeing Dr. Woodson's original handwritten documents
- Feel that Dr. Woodson's work is relevant to their own lives
- Feel welcome and "fit in" even if they are not of African American lineage, and/or do not know anything of the story
- Feel that they have "come home" to a place of respect for African Americans

**Behavior:** Visitors would have the opportunity to

- Type on a typewriter similar to Dr. Woodson's
- Have an intelligent conversation with a scholar and subject matter expert
- View historical footage of Dr. Woodson's era that illustrates racist misinformation and misrepresentation

**Sensory:** Visitors would have the opportunity to

- Handle reproduction manuscripts or letters
- See samples of Dr. Woodson's handwriting
- Smell and see shelves full of books

**A visionary, Dr. Woodson devoted his life not just to education, but to influencing the content of our nation's educational curricula.**

**Knowledge:** Visitors would have the opportunity to

- Learn the origins of Association for the Study of African American Life and History and its affiliated resources, and Association for the Study of African American Life and History's continuing educational role in dissemination of information on African American life and history, as exemplified by Dr. Woodson's research
- Learn about the preponderance of ignorance and racist propaganda imbedded in educational materials of Dr. Woodson's era
- Learn to recognize "voice" in media, and to discern differences in voice across perspectives, international lines, and eras
- Learn about Dr. Woodson's work as a teacher and educator

- Learn about Dr. Woodson's role as a community leader
- Learn about Dr. Woodson's efforts to mentor the next generation

**Attitude:** Visitors would have the opportunity to

- Feel inspired by Dr. Woodson's dedication to a cause
- Reflect on their own education, and the possibility of their own mis-education

**Behavior:** Visitors would have the opportunity to

- Participate in onsite curriculum-based education programs, and find adequate space, facilities, and instructors at the site
- Participate in a Junior Ranger program that features activities specific to Dr. Woodson's work
- See contemporary students learning
- Read quotes and passages from Dr. Woodson's writings on education (and mis-education)
- Electronically access collections that are housed at the Carter G. Woodson Collection of the Library of Congress, and at the Carter G. Woodson Library of the Archives, Manuscripts, and Rare Book Library of the main Woodruff Library of Emory University in Atlanta
- Electronically access a database inventory of Dr. Woodson's work and collections, searchable by words and themes
- Disseminate and receive information using contemporary technology, as Dr. Woodson did

**Sensory:** Visitors would have the opportunity to

- Hear Dr. Woodson's writings spoken
- See examples of educational materials from Dr. Woodson's era that illustrate the presence of racist propaganda

- Experience aspects of Jim Crow through visual cues (such as signs for separate water fountains), or hearing relevant recordings (such as court verdicts)

**The house served as a resource for the African American community, and provides contemporary visitors a tangible link to Dr. Woodson, his social focus, and his cultural legacy.**

**Knowledge:** Visitors would have the opportunity to

- Be provided with information before their visit including directions, how to arrange a visit for a large group, site hours, and what to expect
- Learn how Carter G. Woodson Home national historic site fits into the larger national park system
- Learn about the architectural elements and features of Victorian Italianate style row houses
- Learn about the many people who worked with, were influenced by, and influenced Dr. Woodson

**Attitude:** Visitors would have the opportunity to

- Feel that they are in a shrine
- Feel intimacy of being in Dr. Woodson's private home and work spaces
- Feel dignity for themselves, their fellow citizens, and for our country's African American ancestors
- Develop a sense of stewardship for this site and others
- Feel a sense of connectedness to the National Park Service mission
- Feel the historical richness of the Shaw community
- Imagine themselves in Dr. Woodson's time period and circumstances and ask

themselves, “How would I feel; how would I react?”

**Behavior:** Visitors would have the opportunity to

- Use a site “Community Room” for neighborhood and scholarly functions
- Contribute to a wall or other space dedicated to the contemporary Shaw community
- Converse with subject matter experts, researchers, local and non-local visitors, and historians
- Encounter well-informed, professional staff
- Purchase educational, reproduction, and souvenir items at site sales outlet
- Find convenient parking
- Find accessible and clearly understood information
- Locate other businesses in the community to meet their needs
- Help preserve the physical resources of Dr. Woodson’s home and community
- Interact with engaging, understandable exhibits
- Find a welcome through adequate facilities
- Get their National Park Service passport stamped
- Pose for a souvenir photograph in one of Dr. Woodson’s “scholarly” settings
- Find complementary experiences between the new Smithsonian Museum of African American Experience and Culture and Carter G. Woodson Home National Historical Site
- Tour the Shaw community to learn of Dr. Woodson’s life and relations there

**Sensory:** Visitors would have the opportunity to

- See primary resources, including documents, manuscripts, and publications
- View a film of historian Dr. John Hope Franklin talking about Dr. Woodson
- Hear oral histories from people who have had contact with Dr. Woodson
- Listen to radio programming from the Jim Crow era
- View film from the Jim Crow era
- View footage from 1915 *Birth of a Nation*
- Listen to sounds of the Shaw neighborhood during the period of significance
- Hear sounds of the row house utilities during the period of significance. This could include phone rings, typewriters, steam radiators, etc.
- See the house as it might have looked during Dr. Woodson’s residency
- See representations of the appropriate volumes and manuscripts as they filled Dr. Woodson’s workspaces
- Feel themselves in the narrow spaces of the row house
- Sense the pressing overload of work and business that took place in the house
- Smell and see the musty basement area of the house
- Listen to appropriate period music
- Have a virtual YWCA lunch experience

**A realist, Dr. Woodson recognized that he could not accomplish his visions of American history without the participation of others through organization.**

**Knowledge:** Visitors would have the opportunity to

- Learn the history of Association for the Study of African American Life and History
- Learn about the current work of Association for the Study of African American Life and History
- Learn how to add their research to the current work of Association for the Study of African American Life and History and its affiliated resources
- Learn about Dr. Woodson's leadership in the documentation of local history through Association for the Study of African American Life and History branches and how to add to these efforts
- Learn about the creation of Negro History Week, its evolution to Black History Month, and continuing efforts to spread appreciation for African American history through this nation and beyond
- Recognize how the "month of remembrance" concept has spread to commemoration of other cultures
- Understand the importance of organization and institution building, as exemplified by Dr. Woodson's work
- Learn about the early publishing process, as used by Dr. Woodson
- Understand why Dr. Woodson got involved in publishing
- Learn about the Associated Publishers
- Put Dr. Woodson in the context of other African Americans who have contributed to the formation of this nation's history and culture
- Understand Dr. Woodson's focus on the need for the results of research and scholarship to reach the masses

**Attitude:** Visitors would have the opportunity to

- Feel that they can be part of Dr. Woodson's outreach efforts
- Feel that their voice is important and is heard
- Feel they can add to current and future research efforts of Association for the Study of African American Life and History, its affiliated resources, and others
- Feel "at home" with other Association for the Study of African American Life and History members
- Feel compelled to check their own language and behavior for perpetuation of racism
- Be inspired to recognize racist propaganda in contemporary media
- Value and respect themselves, as well as contemporary and past African Americans

**Behavior:** Visitors would have the opportunity to

- Volunteer at/for Carter G. Woodson Home National Historic Site
- Volunteer for Association for the Study of African American Life and History
- Join Association for the Study of African American Life and History
- Participate in inter-generational conversations with other Association for the Study of African American Life and History members
- Support the legacy of Dr. Woodson through political action
- Support the legacy of Dr. Woodson through media articles and comments
- Voice their concerns and enthusiasms
- Participate in the theme of the current year's Black History Month



**Sensory:** Visitors would have the opportunity to

- Feel the intensity of being in the center of operations for Dr. Woodson's business
- Smell the scents associated with a printing operation, such as newsprint and ink
- Handle reproduction publications
- View original publications on display
- Hear the sounds of work, such as that produced by vintage typewriters, doorbell, telephone, and office conversation

## PARTNERSHIPS

Success of the site would rely on partnerships with professional organizations, educational institutions, and other D.C. sites. These could include:

Advisory Neighborhood Commission  
Ward 2c  
African American Heritage Trail of  
Washington, D.C.  
Association for the Study of African  
American Life and History  
Congresswoman Eleanor Holmes Norton,  
Representative to Congress  
Convention Center, airports, and other  
visitor portals  
D.C. Office of Cultural Tourism  
D.C. Historic Preservation Office  
D.C. Office of Planning  
D.C. Historic Preservation Office Senior  
Historic Preservation Specialist Andrew  
Lewis  
Historically Black College and Universities  
Howard University  
Mary McLeod Bethune Council House  
National Historic Site  
Moorland-Spingarn Research Center at  
Howard University

National Association for the Advancement  
of Colored People  
National Council for Black Studies  
National Council of Negro Women  
National Pan-Hellenic Council  
National Park Foundation  
National Park Service sites in D.C.  
National Park Service sites that deal with  
the same period in American History  
National Parks and Conservation  
Association  
National Trust for Historic Preservation  
National Urban League  
Phyllis Wheatley Club YWCA  
Schomburg Center for Research in Black  
Culture  
Shaw Heritage Trail  
Shaw Main Street  
Shiloh Baptist Church  
Smithsonian Museum for African  
American History and Culture (not yet  
open)  
U Street corridor businesses  
Visitors Bureaus for Maryland, Virginia,  
and D.C.

## ELEMENTS OF VISITOR EXPERIENCE

**Invitation:** Where and how can visitors be invited to the park?

Electronic media:

- Park website
- Websites of other National Park Service sites
- Association for the Study of African American Life and History website and e-newsletters
- Other partners' websites and e-newsletters
- Use of new technology, i.e., social networking sites and cultural bloggers' sites

Exhibits:

- Airport exhibit
- Exhibit at Smithsonian National Museum for African American History and Culture
- Panels created for Metro buses and trains
- Panels created for Amtrak trains
- Panels created for other local sites
- Exhibit at Convention Center
- Exhibits created for neighborhood libraries and public schools

Media:

- Get President Obama to announce opening in a special proclamation
- Travel/feature articles
- Press releases
- Television
- National Public Radio
- Include site in Black History Month outreach

Partners:

- Association for the Study of African American Life and History mailings
- Send information out with Association for the Study of African American Life and History conference and luncheon promotions
- Convention and Visitors Bureaus for Maryland, Virginia, and D.C.
- Other websites
- Local businesses
- Taxi drivers
- Include site in Shaw Main Street tour

Personal Services:

- Through friends' referrals
- Tour guides for other local sites and tours
- From previous visits
- Outreach programs
- Off-site curriculum-based education programs
- Inquiries to park (telephone, written, and email communications to the site)

Publications:

- Direct mailings
- Newsletters
- Passport books
- Update site information in the African American Heritage Trail guide
- Flyers handed out at street corners announcing opening
- Something to be distributed by hotels

## **APPENDIXES, REFERENCES, PREPARERS AND CONSULTANTS**



# **APPENDIX A: LEGISLATION – CARTER G. WOODSON HOME NATIONAL HISTORIC SITE**

PUBLIC LAW 108–192—DEC. 19, 2003  
117 STAT. 2873

Public Law 108–192  
108th Congress

An Act

To establish the Carter G. Woodson Home National Historic Site in the District of Columbia, and for other purposes.

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

## **SECTION 1. SHORT TITLE.**

This Act may be cited as the "Carter G. Woodson Home National Historic Site Act".

## **SEC. 2. DEFINITIONS.**

As used in this Act:

(1) **CARTER G. WOODSON HOME.**—The term "Carter G. Woodson Home" means the property located at 1538 9th Street, Northwest, in the District of Columbia, as depicted on the map.

(2) **HISTORIC SITE.**—The term "historic site" means the Carter G. Woodson Home National Historic Site.

(3) **MAP.**—The term "map" means the map entitled "Carter G. Woodson Home National Historic Site", numbered 876/82338–A and dated July 22, 2003.

(4) **SECRETARY.**—The term "Secretary" means the Secretary of the Interior.

## **SEC. 3. CARTER G. WOODSON HOME NATIONAL HISTORIC SITE.**

(a) **ESTABLISHMENT.**—Upon acquisition by the Secretary of the Carter G. Woodson Home, or interests therein, the Secretary shall establish the historic site as a unit of the National Park System by publication of a notice to that effect in the Federal Register.

(b) **ADDITIONS TO HISTORIC SITE.**—

(1) **IN GENERAL.**—The Secretary may acquire any of the 3 properties immediately north of the Carter G. Woodson Home located at 1540, 1542, and 1544 9th Street, Northwest, described on the map as "Potential Additions to National Historic Site", for addition to the historic site.

(2) **BOUNDARY REVISION.**—Upon the acquisition of any of the properties described in paragraph (1), the Secretary shall revise the boundaries of the historic site to include the property.

(c) AVAILABILITY OF MAP.—The map shall be available for public inspection in the appropriate offices of the National Park Service, Department of the Interior.

(d) ACQUISITION AUTHORITY.—The Secretary may acquire the Carter G. Woodson Home or any of the properties described in subsection (b)(1), including interests therein, and any improvements to the land by donation, purchase from a willing seller with donated or appropriated funds, or exchange.

(e) ADMINISTRATION.—(1) The Secretary shall administer the historic site in accordance with this Act and with laws generally applicable to units of the National Park System, including the Act of August 25, 1916 (16 U.S.C. 1, 2–4) and the Act of August 21, 1935 (16 U.S.C. 461 et seq.).

(2) GENERAL MANAGEMENT PLAN.—The Secretary shall prepare a general management plan for the historic site not later than three years after the date on which funds are made available for that purpose.

#### SEC. 4. COOPERATIVE AGREEMENTS.

(a) IN GENERAL.—The Secretary may enter into cooperative agreements with public or private entities to provide public interpretation and education of African-American heritage in the Shaw area of the District of Columbia.

(b) REHABILITATION.—In order to achieve cost efficiencies in the restoration of properties within the historic site, the Secretary may enter into an agreement with public or private entities to restore and rehabilitate the Carter G. Woodson Home and other properties within the boundary of the historic site, subject to such terms and conditions as the Secretary deems necessary.

(c) AGREEMENT WITH THE ASSOCIATION FOR THE STUDY OF AFRICAN-AMERICAN LIFE AND HISTORY.—In order to reestablish the historical connection between the Carter G. Woodson Home and the association Dr. Woodson founded, and to facilitate interpretation of Dr. Woodson's achievements, the Secretary may enter into an agreement with The Association for the Study of African-American Life and History that allows the association to use a portion of the historic site for its own administrative purposes. Such agreement shall ensure that the association's use of a portion of the historic site is consistent with the administration of the historic site, including appropriate public access and rent, and such other terms and conditions as the Secretary deems necessary.

#### SEC. 5. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated such sums as are necessary to carry out this Act.

Approved December 19, 2003.

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#### LEGISLATIVE HISTORY—H.R. 1012:

SENATE REPORTS: No. 108–138 (Comm. on Energy and Natural Resources).

CONGRESSIONAL RECORD, Vol. 149 (2003):

May 14, considered and passed House.

Nov. 24, considered and passed Senate, amended.

Dec. 8, House concurred in Senate amendment.

## APPENDIX B: FEDERAL LAWS, REGULATIONS, AND POLICIES

In developing the *General Management Plan/ Environmental Assessment/ Interpretation Plan* for the Carter G. Woodson Home National Historic Site, the National Park Service would follow all applicable regulations, laws, policies, and executive orders. A list of those relevant to this planning effort follows.

### LEGISLATION

#### **National Environmental Policy Act of 1969, as amended, (NEPA)**

This act is the basic national charter for the protection of the environment. It establishes policy, sets goals, and provides means for carrying out the policy. Section 102(2) contains “action-forcing” provisions to make sure that federal agencies act according to the letter and spirit of the act. NEPA procedures must ensure that environmental information is available to public officials and citizens before decisions are made and before actions are taken. Accurate scientific analysis, expert agency comments, and public scrutiny are essential to implementing NEPA procedures. Most important, NEPA documents must concentrate on the issues that are truly significant to the action in question. NEPA’s goal is better decisions.

#### **Endangered Species Act of 1973, as amended (PL 93-205; 87 Stat. 884)**

The Congress found and declared that “various species of fish, wildlife, and plants in the United States have been rendered extinct as a consequence of economic growth and development untempered by adequate concern and conservation; other species of fish, wildlife, and plants have been so depleted in numbers that they are in danger of or threatened with extinction; these species of fish, wildlife and plants are

of aesthetic, ecological, educational, historical, recreational, and scientific value to the nation and its people; the United States has pledged itself to conserve to the extent practicable the various species of fish or wildlife or plants facing extinction . . . .”

#### **Clean Air Act, as amended (PL 360; 69 Stat 322; 42 USC 7401 et seq.)**

The main purpose of this act is to protect and enhance the nation’s air quality to promote the public health and welfare. The act establishes specific programs that provide special protection of air resources and air quality related values (AQRVs) associated with National Park Service units. For example sections 160–169 of the act establish a program to prevent significant deterioration of air quality in clean air regions of the country.

#### **American Indian Religious Freedom Act (PL 95-341; 92 Stat. 469; 42 USC §1996)**

This act declares policy to protect and preserve the inherent and constitutional right of the American Indian, Eskimo, Aleut, and Native Hawaiian people to believe, express, and exercise their traditional religions. It also calls for a now-completed evaluation of federal procedures, programmatic objectives, and policies. Statute imposes no specific procedural duties on federal agencies. Religious concerns should be accommodated or addressed under the National Environmental Protection Act or other appropriate statutes.

#### **Antiquities Act of 1906 (PL 59-209; 34 Stat. 225; 16 USC §432 and 43 CFR 3)**

This act provides for the protection of historic or prehistoric remains, “or any antiquity” on federal lands, establishes



criminal sanctions for the unauthorized destruction or taking of antiquities, authorizes the president to declare national monuments by public proclamation, and authorizes the scientific investigation of antiquities on federal lands, subject to permit and regulations. The law also protects historic monuments and ruins on public lands. The National Park Service does not have to seek permits for activities carried out on National Park Service land by authorized personnel. The Archeological Resources Protection Act (1979) superseded the Antiquities Act as an alternative federal tool for prosecuting antiquities violations in National Park Service areas.

**Archaeological and Historic Preservation Act of 1974 (PL 93-291; 88 Stat. 174; 16 USC §469)**

This act amends and updates the Reservoir Salvage Act of 1960 to broaden legislation beyond dam construction. Provides for the preservation of significant scientific, prehistoric, historic, or archeological data (including relics and specimens) that might be lost or destroyed as a result of (1) the construction of dams, reservoirs, and attendant facilities, or (2) any alteration of the terrain caused as a result of any federal construction project or federally licensed project, activity, or program. It also provides for the recovery of data from areas to be affected by federal actions.

**Archaeological Resources Protection Act of 1979 (PL 96-95, 93 Stat. 712,16, USC §470aa et seq., and 43 CFR 7, subparts A and B, 36 CFR 79)**

This act secures the protection of archeological resources on public or Indian lands and fosters increased cooperation and the exchange of information between the private, governmental, and professional community to facilitate the enjoyment and education of present and future generations. The law regulates excavation and collection on public and Indian lands. It also defines archeological resources to be any material remains of past human life or activities that

are of archeological interest and are at least 100 years old. The law requires that Indian tribes that may consider a site of religious or cultural importance be notified before a permit is issued. It was amended in 1988 to require the development of plans for surveying public lands for archeological resources and systems for reporting incidents of suspected violations.

**Historic Sites Act of 1935 (PL 49; Stat. 666,16 USC sections 461–467, and 36 CFR 65)**

This act establishes “ . . . national policy to preserve for public use historic sites, buildings and objects of significance for the inspiration and benefit of the people of the United States.” It directs the secretary of the interior to carry out wide-ranging programs in the field of history and places with the secretary the responsibility for national leadership in the field of historic preservation. It authorizes the Historic American Buildings Survey, Historic American Engineering Record, and National Survey of Historic Sites and Buildings (national historic landmarks).

**Management of Museum Properties Act of 1955 (PL 84-127, 69 Stat. 242, 16 USC §18f)**

This act authorizes the National Park Service to accept donations or bequests of museum properties, purchase them from donated funds, exchange them, and receive and grant museum loans.

**National Historic Preservation Act of 1966 (NHPA), as amended (PL 89-665, 80 Stat. 915,16 USC §470, et seq. and 36 CFR 18, 60, 61, 63, 68, 79, 800)**

This act declared a national policy of historic preservation, including the encouragement of preservation on the state and private levels. It authorized the secretary of the interior to expand and maintain a National Register of Historic Places, including properties of state and local as well as national significance, authorized matching

federal grants to the states and the National Trust for Historic Preservation for surveys and planning and for acquiring and developing national register properties, established the Advisory Council on Historic Preservation (ACHP), required federal agencies to consider the effects of their undertakings on national register properties and to give the ACHP staff opportunities to comment (§106). Amended in 1976 (PL 94-422) to expand §106 to properties eligible for or listed in the national register. Amended in 1980 (PL 96-515) to incorporate EO 11593 requirements, to give national historic landmarks extra protection in federal project planning, and to permit federal agencies to lease historic properties and apply the proceeds to any national register properties under their administration. Amended in 1992 to, among other things, redefine federal undertakings, address “anticipatory demolition,” and emphasize the interests and involvement of American Indians and Native Hawaiians.

**Native American Graves Protection and Repatriation Act (PL 101-601, 104 Stat. 3049, 25 USC sections 3001–3013)**

This act assigns ownership or control of American Indian human remains, funerary objects, sacred objects, and objects of cultural patrimony that are excavated or discovered on federal lands or tribal lands after the passage of the act to lineal descendants or culturally affiliated American Indian groups. It also establishes criminal penalties for trafficking in remains or objects obtained in violation of the act and provides that federal agencies and museums that receive federal funding shall inventory American Indian human remains and associated funerary objects in their possession or control, identify their cultural and geographical affiliations within five years, and prepare summaries of information about American Indian unassociated funerary objects, sacred objects, or objects of cultural patrimony. This is to provide for the repatriation of such items when lineal descendants or American Indian groups request it.

**Architectural Barriers Act of 1968, Rehabilitation Act of 1973, and Americans with Disabilities Act of 1990**

In keeping with the intent of these laws, all National Park Service structures must be accessible to all Americans to the greatest degree possible.

**Executive Order 11998, “Floodplain Management,” Special Directive 93-4, “Floodplain Management, Revised Guidelines for National Park Service Floodplain Compliance” (1993)**

Natural floodplain values would be preserved or restored. Long-term and short-term environmental effects associated with the occupancy and modification of floodplains would be avoided. When it is not practicable to locate or relocate development or inappropriate human activities to a site outside the floodplain, or where the floodplain would not be affected, the National Park Service would prepare a statement of findings according to Director’s Order 77-2.

**Executive Order 11990, “Wetland Protection,” Director’s Order 77-1, “Wetland Protection,” and Procedural Manual 77-1**

The National Park Service is required to protect and enhance the natural and beneficial values of wetlands. It has implemented a “no net loss of wetlands” policy and strives to achieve the longer-term goal of net gain of wetlands through the restoration of previously degraded or destroyed wetlands.

**Executive Order 12898, “Federal Actions to Address Environmental Justice in Minority Populations and Low-income Populations”**

Each federal agency will make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority

populations and low-income populations in the United States and its territories and possessions.

## **CODE OF FEDERAL REGULATIONS**

### **43 CFR 3 (Antiquities Act)**

The act establishes procedures to be followed for permitting the excavation or collection of prehistoric and historic objects on federal lands.

### **43 CFR 7, Subparts A and B (Archaeological Resources Protection Act, as amended)**

“Protection of Archeological Resources, Uniform Regulations” and “Department of the Interior Supplemental Regulations,” provide definitions, standards, and procedures for federal land managers to protect archeological resources and guidance for Department of the Interior bureaus on definitions, permitting procedures, and civil penalty hearings.

### **36 CFR 2.5 (National Park Service Organic Act of 1916)**

The act states conditions under which park superintendents may permit the collection of plants, fish, wildlife, rocks, and minerals, including museum catalog requirements.

### **36 CFR 60 (NHPA and EO 11593) “National Register of Historic Places”**

The regulation addresses concurrent state and federal nominations, nominations by federal agencies, the revision of nominations, and the removal of properties from the National Register of Historic Places.

### **36 CFR 61 (NHPA and EO 11593), “Procedures for Approved State, Tribal, and Local Government Historic Preservation Programs”**

The regulation establishes standards for the approval of state historic preservation programs and requires state historic preservation officers to conduct statewide surveys of cultural properties, prepare and implement state preservation plans, and cooperate with federal agencies in §106 compliance.

### **36 CFR 63 (NHPA and EO 11593), “Determinations of Eligibility for inclusion in the National Register of Historic Places”**

The regulation establishes a process for federal agencies to obtain determinations of eligibility on properties.

### **36 CFR 65 (Historic Sites Act of 1935), “National Historic Landmarks Program”**

The regulation establishes criteria and procedures for identifying properties of national significance, designating them as national historic landmarks, revising landmark boundaries, and removing landmark designations.

### **36 CFR 68 (National Historic Preservation Act)**

The regulation contains the “Secretary of the Interior’s Standards for Historic Preservation Projects,” including acquisition, protection, stabilization, preservation, rehabilitation, restoration, and reconstruction.

### **36 CFR Part 79 (NHPA and ARPA), “Curation of Federally Owned and Administered Archeological Collections”**

The regulation provides standards, procedures, and guidelines to be adequate long-term curatorial services for archeological collections of prehistoric and historic artifacts and associated records that are recovered under §110 of the NHPA, the

Reservoir Salvage Act, ARPA, and the Antiquities Act.

### **36 CFR Part 800 (NHPA), "Protection of Historic Properties"**

The regulation contains the regulations of the Advisory Council on Historic Preservation that implement §106 of the National Historic Preservation Act, as amended, and presidential directives issued pursuant thereto.

## **DIRECTIVES**

### **DO-24: Museum Collections Management**

This Director's Order ensures that NPS managers and staff have information on the standards and actions for successfully and ethically complying with NPS management policies on museum collections and provides a means of measuring and evaluating progress in preserving, protecting, documenting, accessing, and using museum collections.

### **DO-28: Cultural Resource Management Guideline (Release No. 5, 1997)**

The National Park Service will protect and manage cultural resources in its custody through effective research, planning, and stewardship and in accordance with the policies and principles contained in the National Park Service *Management Policies*.

### **DO-75A: Civic Engagement and Public Involvement**

The purpose of this Director's Order is to articulate our [National Park Service] commitment to civic engagement, and to have all National Park Service units and

offices embrace civic engagement as the essential foundation and framework for creating plans and developing programs. Civic engagement is a continuous, dynamic conversation with the public on many levels that reinforces public commitment to the preservation of heritage resources, both cultural and natural, and strengthens public understanding of the full meaning and contemporary relevance of these resources. The foundation of civic engagement is a commitment to building and sustaining relationships with neighbors and communities of interest.

## **SECRETARY OF THE INTERIOR'S STANDARDS**

*Archeology and Historic Preservation: Secretary of the Interior's Standards and Guidelines*, 48 Federal Register 44716, September 29, 1983.

Interpreting the Secretary of the Interior's Standards for Rehabilitation, Vols. I, II, and III. National Park Service.

*The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Preservation, Rehabilitation, Restoration, and Reconstruction of Historic Buildings*, 1995.

Pamphlet: National Park Service, *Cultural Resources, Preservation Assistance*, 1992.

*The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*, National Park Service, Cultural Resource Stewardship and Partnerships, Heritage Preservation Services, 1996.

## APPENDIX C: SERVICEWIDE LAWS AND POLICIES AND DESIRED CONDITIONS

Many management directives are specified in laws and policies guiding the National Park Service and are, therefore, not subject to alternative approaches. In other words, a general management plan is not needed to decide, for instance, that it is appropriate to protect endangered species, control nonnative species, protect historic and archeological sites, conserve artifacts, or provide access for persons with disabilities. Laws and policies have already decided those and many other things for us. The alternatives considered in this document incorporate and comply with the provisions of these mandates and policies. Although attaining some of the conditions set forth in these mandates and policies could have to be deferred until there is the appropriate level of funding and staffing available.

To truly understand the implications of an alternative, it is important to combine the servicewide mandates and policies with the management actions described in an alternative. In addition to the national historic site's enabling legislation, the laws and policies explained in the tables below govern the management of Carter G. Woodson Home National Historic Site with or without a new general management plan in place.

Conditions prescribed by servicewide mandates and policies that are particularly important to this document are summarized in the tables below.

HISTORIC STRUCTURES	
Current laws and policies require the following desired conditions for the resources:	
Desired Condition	Source
The qualities that contribute to the listing or eligibility for listing of historic structures on the National Register of Historic Places are protected in accordance with the <i>Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i> .	<ul style="list-style-type: none"> <li>National Historic Preservation Act of 1966, as amended</li> <li>36 CFR 800 Advisory Council on Historic Preservation Regulations for the Protection of Historic Properties</li> <li>Archeological and Historic Preservation Act of 1974</li> <li>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</li> <li>The Secretary of the Interior's Standards for the Treatment of Historic Properties</li> <li>The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</li> <li>Programmatic agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008)</li> <li>NPS Management Policies 2006</li> <li>Director's Order 28 "Cultural Resource Management Guideline" (1998)</li> </ul>

### Actions

Current laws and policies require that the National Park Service would need to take the following actions to meet its legal and policy requirements:

- Regularly update/certify the List of Classified Structures.
- Update the National Register of Historic Places nomination for the Carter G. Woodson Home National Historic Site as new information is learned.
- Determine, implement, and maintain the appropriate level of preservation treatment for each historic structure formally determined or considered eligible for inclusion in the National Register of Historic Places in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties.
- Before modifying any historic structure found eligible for the National Register of Historic Places, the National Park Service would consult with the District of Columbia Historic Preservation Office and the Advisory Council for Historic Preservation, as required.
- Ensure that preservation practices are in accordance with the National Park Service "Climate Friendly Parks" initiative.

### RELATIONS WITH PRIVATE AND PUBLIC ORGANIZATIONS, ADJACENT LANDOWNERS, AND GOVERNMENT AGENCIES

Current laws and policies require that the following conditions be achieved at the national historic site:

Desired Condition	Source
<p>The national historic site is managed as part of a greater ecological, social, economic, and cultural system.</p> <p>Good relations are maintained with adjacent property owners, surrounding neighborhoods and communities, and private and public groups that affect, and are affected by, the national historic site. The national historic site is managed proactively to resolve external issues and concerns and ensure that park values are not compromised.</p> <p>Because the national historic site is an integral part of a larger regional environment, the National Park Service works cooperatively with others to anticipate, avoid, and resolve potential conflicts, protect national historic site resources, and address mutual interests in the quality of life for community residents. Such cooperation involves federal and District of Columbia agencies, neighboring property owners, and all other concerned parties.</p>	<ul style="list-style-type: none"> <li>• NPS Management Policies 2006</li> <li>• Director's Order 75A: Civic Engagement and Public Involvement</li> </ul>

### Actions

Current laws and policies require that the National Park Service would need to take the following actions to meet its legal and policy requirements:

- Continue to establish and foster partnerships with public and private organizations to achieve the mission and purposes of the National Park Service. Partnerships would be sought for resource protection, research, education, and visitor enjoyment.

- To foster a spirit of cooperation with neighbors and encourage compatible adjacent land uses, national historic site staff would keep property owners, District of Columbia government agencies, and the public informed about national historic site management activities. Periodic consultations would occur with those who might be affected by visitor use and management actions.

### SUSTAINABLE DESIGN AND DEVELOPMENT

Sustainability can be described as the result achieved by managing units of the national park system in ways that do not compromise the environment or its capacity to provide for present and future generations. Sustainable practices minimize the short-term and long-term environmental impacts of developments and other activities through resource conservation, recycling, waste minimization, and the use of energy-efficient and ecologically responsible materials and techniques. Current laws and policies require that the following conditions be achieved at the national historic site:

Desired Condition	Source
<p>National Park Service visitor management facilities are harmonious with national historic site resources, compatible with natural processes, aesthetically pleasing, functional, as accessible as possible to all segments of the population, energy efficient, and cost effective.</p> <p>All decisions regarding national historic site operations, facilities management, and development reflect principles of resource conservation. Thus, all national historic site developments and operations are sustainable to the maximum degree possible and practicable. New developments and existing facilities are located, built, and modified according to the <i>Guiding Principles of Sustainable Design</i> (NPS 1993) or other similar guidelines.</p>	<ul style="list-style-type: none"> <li>• NPS Management Policies 2006</li> <li>• EO 13123, "Greening the Government through Efficient Energy Management"</li> <li>• EO 13101, "Greening the Government through Waste Prevention, Recycling, and Federal Acquisition"</li> <li>• NPS Guiding Principles of Sustainable Design*</li> <li>• Director's Order 13: Environmental Leadership</li> <li>• Director's Order 90: Value Analysis</li> <li>• "Greening Federal Facilities: An Energy Environmental, and Economic Resource"</li> <li>• "Guide for Federal Facility Managers and Designers," 2nd ed.</li> <li>• Director's Order 90: Value Analysis</li> </ul>

\*The National Park Service *Guiding Principles of Sustainable Design* (1993b) directs NPS management philosophy. It provides a basis for achieving sustainability in facility planning and design, emphasizes the importance of biodiversity, and encourages responsible decisions. The guidebook articulates principles to be used in the design and management of tourist facilities that emphasize environmental sensitivity in construction, the use of nontoxic materials, resource conservation, recycling, and integrating visitors with natural and cultural settings. Sustainability principles have been developed and are followed for interpretation, natural resources, cultural resources, site design, building design, energy management, water supply, waste prevention, and facility maintenance and operations. The National Park Service also reduces energy costs, eliminates waste, and conserves energy resources by using energy-efficient and cost-effective technology. Energy efficiency is incorporated into the decision-making process during the design and acquisition of buildings, facilities, and transportation systems emphasizing the use of renewable energy sources.

#### Actions

Current laws and policies require that the National Park Service would need to take the following actions to meet its legal and policy requirements:

- Have NPS staff work with appropriate experts to make facilities and programs sustainable. Perform value analysis and value engineering, including life cycle cost analysis, to examine the energy, environmental, and economic implications of proposed developments.

- Support and encourage suppliers, permittees, and contractors to follow sustainable practices.
- Promote the reduction, reuse, and recycling of materials; support the rehabilitation (recycling) of existing buildings and facilities over new construction; require new developments or modifications of existing facilities to be built using NPS sustainability guidelines.
- Ensure that design practices are in accordance with the National Park Service "Climate Friendly Parks" initiative.

### TRANSPORTATION TO THE NATIONAL HISTORIC SITE

Current laws and policies require that the following conditions be achieved at the national historic site:

Desired Condition	Source
<p>Visitors have reasonable access to the national historic site by way of local and regional transportation systems as appropriate to existing and future conditions.</p> <p>The National Park Service participates in all transportation planning forums that could result in links to the national historic site or affect its resources. Working with federal and District of Columbia agencies on transportation issues, the National Park Service seeks reasonable access to parks and connections to external and alternative transportation systems.</p>	<ul style="list-style-type: none"> <li>• NPS Transportation Planning Guidebook</li> <li>• NPS Management Policies 2006</li> </ul>

#### Actions

Current laws and policies require that the National Park Service would need to take the following actions to meet its legal and policy requirements:

- Participate with the U.S. Department of Transportation, the Federal Highway Administration, the District of Columbia Department of Transportation and the District of Columbia Office of Planning, and other sources to encourage effective regional and local transportation planning and enhancements.
- Encourage, where appropriate, alternative transportation systems that contribute to maximum visitor enjoyment of and minimum adverse impacts on national historic site resources and values.

### VISITOR USE

Current laws, regulations, and policies leave considerable room for judgment about the best mix of types and levels of visitor use activities, programs, and facilities. For this reason, most decisions related to visitor use are addressed in the alternatives. However, all visitor use of national park system units must be consistent with the following guidelines.

Desired Conditions	Sources
<p>National historic site resources are maintained "unimpaired" for the enjoyment of future generations. Visitors have opportunities for enjoyment uniquely suited to the</p>	<ul style="list-style-type: none"> <li>• NPS Organic Act of 1916</li> <li>• National Park System General Authorities Act</li> <li>• NPS Management Policies 2006</li> </ul>



<p>resources of the national historic site. No activities occur that would cause derogation of the values and purposes for which the national historic site was established.</p> <p>Types and levels of visitor use are consistent with the desired resource condition and desired visitor experience prescribed for each management zone.</p> <p>Visitors would have opportunities to understand and appreciate the significance of the national historic site and its resources, and to develop a personal stewardship ethic by directly relating to the resources.</p> <p>To the extent feasible, programs, services, and facilities in the national historic site are accessible to and usable by all people, including those with disabilities.</p>	<ul style="list-style-type: none"> <li>• Title 36 Code of Federal Regulations</li> <li>• Architectural Barriers Act Accessibility Standards, 2006</li> <li>• Americans with Disabilities Act of 1990</li> <li>• 28 CFR 36</li> <li>• DO-42 Accessibility for Visitors with Disabilities in NPS Programs, Facilities, and Services</li> <li>• Rehabilitation Act of 1973</li> <li>• 43 CFR 17 Subpart E Enforcement of Nondiscrimination on the Basis of Handicap in Programs or Activities Conducted by the Department of the Interior</li> </ul>
<p><b>Actions</b></p> <p>Current laws and policies require that the National Park Service would need to take the following actions to meet its legal and policy requirements:</p> <ul style="list-style-type: none"> <li>• Provide a range of opportunities for visitors to understand, appreciate, and enjoy the resources of the national historic site.</li> <li>• Continue to monitor visitor comments on such issues as crowding, encounters with other visitors, etc.</li> <li>• Conduct periodic visitor surveys to stay informed of changing visitor demographics and desires to better tailor programs to visitor needs, desires, and interests.</li> <li>• Ensure accessibility to all visitors to the extent feasible and consistent with legal and policy requirements.</li> <li>• Continue to enforce the regulations promulgated in 36 CFR with regard to visitor use limitations.</li> <li>• Ensure that all facilities, programs, and services are designed and implemented in accordance with applicable rules, regulations, and standards.</li> <li>• Evaluate facilities, programs, activities, and services to determine the degree to which they are accessible to and usable by people with disabilities; identify barriers that limit access, and develop strategies for removing those barriers.</li> </ul>	

## **APPENDIX D: COMPLETED STUDIES AND FUTURE STUDIES NEEDED**

### **INTRODUCTION**

The Carter G. Woodson Home National Historic Site is one of the newer additions to the national park system. In the coming years, the national historic site would seek funding to complete several cultural resource studies and interpretation plans. A list of completed studies and studies to be completed follows.

### **COMPLETED STUDIES**

#### **Historic Resource Study**

A historic resource study (HRS) is the primary document used to identify and manage the historic resources in a park. It is the basis for understanding their significance and interrelationships, a point of departure for development of interpretive plans, and the framework within which additional research should be initiated. Dr. Pero G. Dagbovie, a noted Woodson scholar, completed a final draft historic resource study in 2010 for the Carter G. Woodson National Historic Site. The final version of the study will be printed in 2011.

#### **Historic Structure Report**

A historic structure report (HSR) is the primary guide to treatment and use of a historic structure and may also be used in managing a prehistoric structure. A historic structure report for the Woodson home was completed in 2008. The report includes the developmental history, physical description, condition assessment, work recommendations, treatment and use for the Woodson home. The report also made recommendations for adaptively using buildings 1540 and 1542.

### **STUDIES THAT NEED TO BE COMPLETED**

#### **Visitor Use Management Plan**

As identified in the alternatives and the user capacity section, a visitor use management plan is needed to refine the specific approach for managing visitor use at the site. The plan would analyze and develop strategies for managing visitor flow and staging for normal operations and special events. The plan would also further identify approaches for regulating use levels and managing tour operations. As part of the visitor use management plan, more specific and measurable indicators and standards would be identified to support long-term monitoring and protection of desired conditions.

#### **Ethnographic Overview and Assessment**

The ethnographic overview reviews and summarizes existing ethnographic data for people and resources associated with parks; the assessment evaluates them and identifies data gaps. Information is derived primarily from existing archival and published materials and is supplemented with ethnographic interviewing of knowledgeable community consultants. The data gathered (both written and oral history) would document ethnographic resources and the groups that traditionally define such cultural and natural resources as significant to their ethnic heritage and cultural viability as it relates to the national historic site. The park may also choose to conduct additional studies to document ethnographic history and resources at the site.

African American settlement is associated with urban growth as the city of Washington was established and as it developed as the nation's capital. The seminal relationship of African Americans with the Carter G. Woodson National Historic Site is well established through the work and legacy of Dr. Woodson and the continuing mission of the organization he founded in 1915 — the Association for the Study of African American Life and History.

### **Archeological Survey**

Archaeological investigations can provide evidence of the development, uses, and modifications of an area over time, such as the backyards and the ground underneath the buildings. This information is critical to our understanding of how Dr. Woodson and his neighbors at the time used the backyards and how prehistoric people may have used the ground beneath the buildings prior to their construction. Information gathered during archeological investigations would allow the National Park Service to make sound management decisions on potential uses for the backyards and whether the basements of building 1540 and 1542 should be excavated for additional space. All surveys would be documented in a report that would be sent to the District of Columbia Historic Preservation Office for their review and comment.

### **Resource Stewardship Strategy**

A resource stewardship strategy for Carter G. Woodson Home National Historic Site would provide the guidance necessary for achieving the desired conditions identified in the general management plan and the cultural resources being managed at the site. Guidance for this strategy will come from the Woodson home historic structure report as well as the interpretation plan,

### **Historic Furnishings Report for the Woodson Home**

A historic furnishings report (HFR) provides a history of a structure's use and documents the type and placement of furnishings to a period of interpretive significance. If a decision is made to furnish a historic structure, a detailed plan lists each recommended item. The report provides guidance for the care and maintenance of furnishings that are exhibited in the structure, including specific instructions for the care of newly acquired objects. The report also recommends appropriate levels of historic housekeeping for interpretation.

### **Scope of Collections Statement**

As the basic curatorial planning document for guiding museum collecting, the Scope of Collection Statement (SOCS) defines the purpose and significance of a museum collection; establishes limits for subject matter, geographic location and time periods to which the collection relates, states what types of objects would be acquired to fulfill the purpose of the park's museum collection, and briefly outlines policies, priorities and procedures for the acquisition, preservation and use of the collections.

### **Cultural Landscape Characteristics**

A survey of the backyards of Woodson's home and buildings 1540 and 1542 is needed to determine if significant cultural landscape characteristics exist. These characteristics may include spatial organization, cultural traditions, circulation, vegetation, views, and small-scale features. The report would also discuss how the backyards were used historically. All surveys would be documented in a report that would be sent to the District of Columbia Historic Preservation Office for their review and comment.

## **Comprehensive Interpretation Plan**

Using the interpretation plan in chapter six as a foundation, the national historic site needs to complete a comprehensive interpretation plan that includes a long-range interpretation plan as part of the document. The comprehensive interpretation plan is a tool to help parks decide priorities for their objectives, determine what stories to tell, identify their audiences, and describe the most effective mix of media and personal services to use. The plan should describe the future interpretive program, including both non-personal media and personal services

programs, address visitor experience goals and visitor issues and influences, and include an implementation strategy that is achievable over five to seven years. NPS managers then should pursue funding for implementation plans such as an education plan.

## **Future Boundary Study**

Due to the recent purchase of building 1544, its acquisition by the National Park Service is not feasible for the foreseeable future. If the acquisition of an additional property appears to be warranted, then the park would assess possible options through a boundary study.

## APPENDIX E: REQUIREMENTS FOR COMPLIANCE WITH SECTION 106 OF THE NATIONAL HISTORIC PRESERVATION ACT

The general undertakings of the preferred alternative are listed in the table below. The list shows the National Park Service determinations of how those individual undertakings relate to the 2008 Nationwide Programmatic Agreement between the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers in relation to cultural resources. A Memorandum of Agreement among the District of Columbia Historic Preservation Officer, the Advisory Council on Historic Preservation, and the National Park Service may be written to cover all actions that could affect historic or cultural properties.

Action	Compliance Requirement
<b>Carter G. Woodson Home, 1538 9th Street NW, Washington D.C.</b>	
Restore exterior and interior to the period of significance, 1922-1950.	Further consultation with District of Columbia Historic Preservation Office needed.
<b>1540 9th Street NW, Washington D.C.</b>	
Restore the façade and back side to the period of significance, 1922-1950.	Further consultation with District of Columbia Historic Preservation Office needed.
Rehabilitate the interior for adaptive use. The rehabilitation would include cutting an entryway between 1540 and the Woodson home on each floor, constructing an addition on the back side of the building for safe entry and egress, and constructing an elevator and elevator house to make the Woodson home accessible via building 1540.	Further consultation with District of Columbia Historic Preservation Office needed.
<b>1542 9th Street NW, Washington D.C.</b>	
Rehabilitate the exterior and interior of the building.	Further consultation with District of Columbia Historic Preservation Office needed.
<b>1544 9th Street NW, Washington D.C. (if acquired)</b>	
The appropriate exterior treatment would be decided after the building is acquired; rehabilitate the interior of the building.	Further consultation with District of Columbia Historic Preservation Office needed.

## APPENDIX F: CONSULTATION CORRESPONDENCE



### UNITED STATES DEPARTMENT OF THE INTERIOR National Park Service

Denver Service Center  
Planning Division  
12795 West Alameda Parkway  
Post Office Box 25287  
Denver, Colorado 80225-0287



April 22, 2008  
Mr. Devin Ray, Wildlife Biologist  
United States Fish and Wildlife Service  
177 Admiral Cochrane Drive  
Annapolis, Maryland 21401

SUBJECT: Request for Species List, Carter G. Woodson Home National Historic Site,  
Washington, D.C.

Dear Mr. Ray:

Thank you for talking with me yesterday over the telephone. The National Park Service is commencing a General Management Plan (GMP) for the Carter G. Woodson Home National Historic Site, Washington, District of Columbia. This long-term, comprehensive plan would define overall management goals and identify resources for protection and preservation for the national historic site for the next 15 to 25 years. Specific types of resources would be managed under separate, more specific resource plans based later on the General Management Plan.

I am requesting a current list of federally listed plant and animal species that might possibly occur in the vicinity of the Carter G. Woodson Home, and designated critical habitat, if any, for such species.

The Carter G. Woodson Home is located at 1538 9th Street NW, Washington, District of Columbia. A map is attached. The site's coordinates appear to be 38° 54' 37" N 77° 1' 26" W.

Dr. Carter G. Woodson (1875–1950) was a pioneer scholar in African American historiography. He researched and wrote journal articles and books and founded an academic journal and popular newsletter on African American history. His home is a three-story red brick house with a back yard. Depending on how the General Management Plan develops, the National Park Service would perform some in-house rehabilitation to accommodate visitors to learn through interpretive exhibits and educational programs about Dr. Woodson's accomplishments and contributions.

This letter serves as a record that the National Park Service is initiating consultation with your agency pursuant to the Endangered Species Act and National Park Service management policies. We appreciate your attention. Please direct any responses to me:  
Yours sincerely,

SIGNED

Larry Van Horn, Ph.D., Planning Division, Denver Service Center  
National Park Service, Post Office Box 25287, Denver CO 80225-0287



**United States Department of the Interior**

**FISH AND WILDLIFE SERVICE**  
Chesapeake Bay Field Office  
177 Admiral Cochrane Drive  
Annapolis, MD 21401  
410/573-4575



May 29, 2008

Larry Van Horn  
NATIONAL PARK SERVICE  
1275 West Alameda Parkway  
P.O. box 25287  
Denver, CO 80225

*RE: Request for Species List, Carter G. Woodson Home National Historic Site, Washington D.C.*

Dear Mr. Van Horn

This responds to your letter, received May 27, 2008, requesting information on the presence of species which are federally listed or proposed for listing as endangered or threatened in the above referenced project area. We have reviewed the information you enclosed and are providing comments in accordance with section 7 of the Endangered Species Act (87 Stat. 884, as amended; 16 U.S.C. 1531 *et seq.*).

Except for occasional transient individuals, no proposed or federally listed endangered or threatened species are known to exist within the project impact area. Therefore, no Biological Assessment or further section 7 consultation with the U.S. Fish and Wildlife Service is required. Should project plans change, or should additional information on the distribution of listed or proposed species become available, this determination may be reconsidered.

This response relates only to federally protected threatened or endangered species under our jurisdiction. Limited information is currently available regarding the distribution of other rare species in the District of Columbia. However, the Nature Conservancy and National Park Service (NPS) have initiated an inventory of rare species within the District. For further information on such rare species, you should contact Mary Pfaffko of the National Park Service at (202)-535-1739.

An additional concern of the Service is wetlands protection. Federal and state partners of the Chesapeake Bay Program have adopted an interim goal of no overall net loss of the Basin's remaining wetlands, and the long term goal of increasing the quality and quantity of the Basin's wetlands resource base. Because of this policy and the functions and values wetlands perform, the Service recommends avoiding wetland impacts. All wetlands within the project area should be identified, and if alterations of wetlands is proposed, the U.S. Army Corps of Engineers,

Baltimore District, should be contacted for permit requirements. They can be reached at (410) 962-3670.

We appreciate the opportunity to provide information relative to fish and wildlife issues, and thank you for your interests in these resources. If you have any questions or need further assistance, please contact Devin Ray at (410) 573-4531.

Sincerely,

A handwritten signature in cursive script that reads "Mary Ratnaswamy".

Mary J. Ratnaswamy, Ph.D.  
Program Supervisor, Threatened and Endangered Species





IN REPLY REFER TO

## United States Department of the Interior

### NATIONAL PARK SERVICE

National Capital Parks-East  
1900 Anacostia Drive, S.E.  
Washington, D.C. 20020

D18 (NCR-NACE)

May 2, 2008

Mr. David Maloney, State Historic Preservation Officer  
District of Columbia Historic Preservation Office  
801 North Capitol Street NE, 3rd Floor  
Washington, District of Columbia 20002

Dear Mr. Maloney:

The National Park Service is starting to prepare a General Management Plan (GMP) for the home of historian Dr. Carter G. Woodson, a pioneer in African American historiography. This unit of the national park system is the Carter G. Woodson Home National Historic Site, Washington, District of Columbia, a national historic landmark.

The plan will be long-term and comprehensive to define overall management goals and identify resources for protection and preservation for the national historic site for the next 15 to 25 years. Consistent with the purpose, significance, and legislative mandates regarding this NPS unit, the plan will identify strategies for achieving desired resource conditions, visitor experiences, and the appropriate types and locations of potential future development including how the structure could be rehabilitated.

In compliance with the National Environmental Policy Act and NPS policy, the GMP will be combined with an environmental assessment (EA). The GMP/EA will identify significant issues and concerns, present a reasonable range of management alternatives for addressing these issues, and analyze the environmental impacts of each alternative.

In accordance with provisions of the National Historic Preservation Act, and the 1995 Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers, we wish to invite your participation in the GMP planning process. We will continue to keep you informed as the planning effort progresses and of public meetings in case you or any representatives from your office wish to attend. And we would welcome at any time your comments and advice on decisions regarding the protection and preservation of the Carter G. Woodson Home National Historic Site as a historic property significant in our nation's history.

Sincerely,



Gayle Hazelwood

cc:

Craig Cellar, NPS-DSC-P  
Larry Van Horn, NPS-DSC-P  
Robert Parker, NPS-CAWO



IN REPLY REFER TO:

## United States Department of the Interior

### NATIONAL PARK SERVICE

National Capital Parks-East  
1900 Anacostia Drive, S.E.  
Washington, D.C. 20020

D18 (NCR-NACE)

May 2, 2008

Mr. Don L. Klima, Director, Office of Planning and Review,  
Advisory Council on Historic Preservation,  
Old Post Office Building  
1100 Pennsylvania Avenue, NW, Suite 809,  
Washington, District of Columbia 20004

Dear Mr. Klima:

The National Park Service is starting to prepare a General Management Plan (GMP) for the home of historian Dr. Carter G. Woodson, a pioneer in African American historiography. This unit of the national park system is the Carter G. Woodson Home National Historic Site, Washington, District of Columbia, a national historic landmark.

The plan will be long-term and comprehensive to define overall management goals and identify resources for protection and preservation for the national historic site for the next 15 to 25 years. Consistent with the purpose, significance, and legislative mandates regarding this NPS unit, the plan will identify strategies for achieving desired resource conditions, visitor experiences, and the appropriate types and locations of potential future development including how the structure could be rehabilitated.

In compliance with the National Environmental Policy Act and NPS policy, the GMP will be combined with an environmental assessment (EA). The GMP/EA will identify significant issues and concerns, present a reasonable range of management alternatives for addressing these issues, and analyze the environmental impacts of each alternative.

In accordance with provisions of the National Historic Preservation Act, and the 1995 Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers, we wish to invite your participation in the GMP planning process. We will continue to keep you informed as the planning effort progresses and of public meetings in case you or any representatives from your office wish to attend. And we would welcome at any time your comments and advice on decisions regarding the protection and preservation of the Carter G. Woodson Home National Historic Site as a historic property significant in our nation's history.

Sincerely,

  
Gayle Hazelwood

cc:

Craig Cellar, NPS-DSC-P  
Larry Van Horn, NPS-DSC-P  
Robert Parker, NPS-CAWO

GOVERNMENT OF THE DISTRICT OF COLUMBIA  
HISTORIC PRESERVATION OFFICE  
OFFICE OF PLANNING



6

June 18, 2008

Ms. Gayle Hazelwood  
National Park Service  
National Capital Parks-East  
1900 Anacostia Drive, SE  
Washington, DC 20002

RE: General Management Plan, Carter G. Woodson Home National Historic Site

Dear Ms. Hazelwood:

Thank you for contacting the DC State Historic Preservation Office (SHPO) regarding the above-referenced undertaking. We have reviewed the project information in accordance with Section 106 of the National Historic Preservation Act and are writing to provide our initial comments regarding effects on historic properties.

As you are aware, the Carter G. Woodson Home is a National Historic Landmark and is listed in the DC Inventory of Historic Sites. We understand that the proposed General Management Plan (GMP) will address a wide variety of important issues ranging from the identification of resources for protection to the manner in which the house could be rehabilitated. Therefore, we would appreciate an opportunity to review and comment on the draft GMP when it becomes available.

If you should have any questions or comments regarding this matter, please contact me at [andrew.lewis@dc.gov](mailto:andrew.lewis@dc.gov) or 202-442-8841. Otherwise, we thank you for providing this opportunity to comment and we look forward to working with you in the future regarding the preservation of this important historical resource.

Sincerely,

C. Andrew Lewis  
Senior Historic Preservation Specialist  
DC State Historic Preservation Office

08-159

## APPENDIX G: BOOKS AUTHORED, CO-AUTHORED, OR EDITED BY CARTER G. WOODSON

### Authored by Carter G. Woodson

- 1915 *The Education of the Negro Prior to 1861*. New York: G. P. Putnam's Sons.
- 1918 *A Century of Negro Migration*. Washington, District of Columbia: Associated Publishers.
- 1921a *The Negro Church*. Washington, District of Columbia: Associated Publishers.
- 1921b *Carter G. Woodson's Appeal*. Reprinted in 2008 as the *Limited Lost Manuscript Edition Bound in Genuine Leather*. Washington, District of Columbia: Association for the Study of African American Life and History.
- 1922a *Early Negro Education in West Virginia*. Institute, West Virginia: West Virginia Institute Press.
- 1922b *The Negro in Our History*. Washington, District of Columbia: Associated Publishers.
- 1925 *Free Negro Heads of Families in the United States in 1830*. Washington, District of Columbia: Association for the Study of Negro Life and History, now the Association for the Study of African American Life and History.
- 1926a *Free Negro Owners of Slaves in the United States in 1830*. Washington, District of Columbia: Association for the Study of Negro Life and History, now the Association for the Study of African American Life and History.
- 1926b *The Mind of the Negro as Reflected in His Letters Written During the Crisis, 1800-1860*. Washington, District of Columbia: Associated Publishers.
- 1928a *African Myths, Together with Proverbs*. Washington, District of Columbia: Associated Publishers.
- 1928b *Negro Makers of History*. Washington, District of Columbia: Associated Publishers.
- 1930 *The Rural Negro*. Washington, District of Columbia: Associated Publishers.
- 1933 *The Mis-education of the Negro*. Washington, District of Columbia: Associated Publishers.
- 1934 *The Negro Professional Man and the Community*. Washington, District of Columbia: Associated Publishers.
- 1935 *The Story of the Negro Retold*. Washington, D.C.: Associated Publishers.
- 1936 *African Background Outlined*. Washington, D.C.: Associated Publishers.
- 1939 *African Heroes and Heroines*. Washington, D.C.: Associated Publishers.

### Co-authored by Carter G. Woodson

- 1929 *The Negro as a Businessman*. Co-authored with James H. Harmon and Arnett G. Lindsay, Washington, D.C.: Associated Publishers.
- 1930 *The Negro Wage Earner*. Co-authored with Lorenzo J. Green. Washington, D.C.: Associated Publishers.

**Edited by Carter G. Woodson**

- 1942            *Works of Francis J. Grimke*. Washington, D.C.: Associated Publishers
- 1916–1950    *Journal of Negro History*. Washington, D.C.: Associated Publishers
- 1937–1950    *Negro History Bulletin*. Washington, D.C.: Associated Publishers

## APPENDIX H: GLOSSARY OF HISTORIC PRESERVATION TERMS

**National Historic Landmarks** – are nationally significant properties that possess exceptional values or qualities in illustrating or interpreting the heritage of the United States; these properties are designated by the Secretary of the Interior.

**National Register of Historic Places** - is the official list of the Nation's historic places worthy of preservation.

**Period of Significance** - is the span of time when a historic property was associated with important events, activities, persons, cultural groups, and/or land uses, or attained important physical qualities or characteristics.

**Preservation**- 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.

**Reconstruction** - 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. (As a rule the National Park Service does not reconstruct cultural resources.)

**Rehabilitation**- 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. In rehabilitation, historic features are identified, protected, retained, and preserved. Changes that have acquired significance in their own right generally are retained and preserved. Historic features that have been changed or have deteriorated may be repaired.

**Restoration** - 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. Restoration aims toward the period of significance of a historic property.

***Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings*** - the Standards are neither technical nor prescriptive, but are intended to promote responsible preservation practices that help protect our Nation's irreplaceable cultural resources. For example, they cannot, in and of themselves, be used to make essential decisions about which features of the historic building should be saved and which can be changed. But once a treatment is selected, the Standards provide philosophical consistency to the work.

**Stabilization** - may include structural reinforcement, weatherization, or correcting unsafe conditions. Temporary stabilization should always be carried out in such a manner that it detracts as little as possible from the historic building's appearance.



## REFERENCES

Ahmann, Elizabeth and Anne O'Neill with Stephen Potter

- 2009 "The Native Woodland Peoples of the Rock Creek Valley: Rock Creek National Park Curriculum Guide." National Park Service, Washington, D.C.. Accessed online February 10, 2009 at <http://www.swerdloff.us/Washington/indians-RCP.htm>

Adscape International

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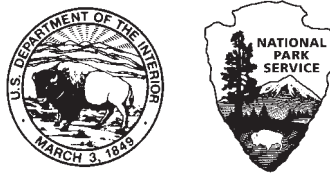
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