



Foundation Document

Maggie L. Walker National Historic Site

Virginia

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Mission of the National Park Service

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises more than 400 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.

Introduction

Every unit of the national park system will have a foundational document to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of a foundation document include a brief description of the park as well as the park’s purpose, significance, fundamental resources and values, and interpretive themes. The foundation document also includes special mandates and administrative commitments, an assessment of planning and data needs that identifies planning issues, planning products to be developed, and the associated studies and data required for park planning. Along with the core components, the assessment provides a focus for park planning activities and establishes a baseline from which planning documents are developed.

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the park. The process of developing a foundation document begins with gathering and integrating information about the park. Next, this information is refined and focused to determine what the most important attributes of the park are. The process of preparing a foundation document aids park managers, staff, and the public in identifying and clearly stating in one document the essential information that is necessary for park management to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to park purpose and identity.

While not included in this document, a park atlas is also part of a foundation project. The atlas is a series of maps compiled from available geographic information system (GIS) data on natural and cultural resources, visitor use patterns, facilities, and other topics. It serves as a GIS-based support tool for planning and park operations. The atlas is published as a (hard copy) paper product and as geospatial data for use in a web mapping environment. The park atlas for Maggie L. Walker National Historic Site can be accessed online at: <http://insideparkatlas.nps.gov/>.



Part 1: Core Components

The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

Brief Description of the Park

Maggie L. Walker National Historic Site in Richmond, Virginia, commemorates the life of Maggie L. Walker, a progressive and talented African American woman. Maggie Lena Walker was born in Richmond on July 15, 1864, during the final year of the American Civil War and became a strong leader in her community. Despite facing many adversities in post-Civil War Richmond, Walker achieved national acclaim as the leader of a fraternal organization and a member of countless national organizations, including the National Association for the Advancement of Colored People (NAACP). She became a national activist for economic independence, educational opportunities, and civil rights, particularly on behalf of women and children in the African American community.

Walker's path toward leadership began when she joined the Independent Order of St. Luke, a fraternal society with the primary aim of providing for the care of its members in the event of sickness, old age, or death. Under Walker's leadership, the society grew in membership and financial stability and moved in innovative directions. Her most noteworthy accomplishment as the order's leader was the founding of the St. Luke Penny Savings Bank in 1903. As its director, she was one of the nation's earliest female bank presidents and certainly the first African American woman to achieve that distinction. The St. Luke Penny Savings Bank, renamed the St. Luke Bank and Trust Company in 1923, merged with two other African American banks (Second Street Savings Bank in 1930 and Commercial Bank and Trust Company in 1931) to become the Consolidated Bank and Trust Company. Due to her visionary leadership and sound business principles, Walker's bank survived the Great Depression and ultimately thrived as Consolidated Bank & Trust—the nation's longest running African American-owned bank. In addition to serving as chairman of banking operations, Walker edited the order's newspaper, *The St. Luke Herald*; developed a juvenile department that was designed to instill in Richmond youth the values of morality and diligence; and directed the construction of the St. Luke Building at 900 St. James Street.

Maggie L. Walker was a dynamic leader both in Jackson Ward and in national affairs. She served on the board of trustees of Virginia Union University in Richmond, Virginia, and on the boards of directors of Hartshorn Memorial College in Richmond, Virginia, and the National Training School for Girls in Peaks, Virginia. She also was an active member of the boards of directors of the NAACP and the National Urban League. Walker founded a Virginia group called the Council of Colored Women. Separately, through her leadership with the National Association of Colored Women, Walker helped ensure the preservation of Frederick Douglass's home in Washington, DC, which is now a unit of the national park system. Her many books, photographs, and diaries describe her association with contemporary African American leaders, including Mary McLeod Bethune, W. E. B. Du Bois, Nannie Helen Burroughs, and Booker T. Washington. Through her local and national leadership, Walker fostered race pride, gender equality, and economic empowerment for a ravaged but resilient African American community during the height of the Jim Crow era.

Maggie L. Walker National Historic Site encompasses Walker's home at 110½ East Leigh Street within Richmond's Jackson Ward National Historic Landmark District, once one of the most prosperous African American communities in the United States. The historic Jackson Ward is known as the birthplace of African-American entrepreneurship ("The Cradle of Black Capitalism") and is one of the largest (42 city blocks) national historic landmark districts associated with African American history and culture in the United States. The park manages and administers six structures along roughly one-quarter of a city block at Second and East

Leigh Streets in Richmond. The Italianate-style Maggie L. Walker House, Walker's home of 30 years, has been restored to its 1930s appearance on the exterior and interior and is fully furnished with Walker's original pieces. The other five structures within the park have been rehabilitated and adaptively reused for various purposes, including the park's visitor center, museum exhibits and gallery, curatorial storage, and administrative offices.

Visitor opportunities at the park include daily ranger-led guided tours of the house and exhibits and a new 20-minute orientation film. Special park events include the Black History Month film series, Martin Luther King, Jr. Day guest speakers, Maggie L. Walker Birthday Celebration, 2nd Street Festival, and small temporary exhibits in the park's visitor center throughout the year. Visitors can also learn about Walker through a Google Cultural Exhibit page that features three virtual "exhibits," including self-guided tours of the Walker home and through the Maggie L. Walker Virtual Exhibit, an NPS website established in October 2011 that includes images and information about various aspects of Walker's life and a virtual tour of her home.



Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Maggie L. Walker National Historic Site was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The park was established when the enabling legislation adopted by Congress was signed into law on November 10, 1978 (Public Law 95-625, sec. 511; amended on October 12, 1979, by Public Law 96-87, sec. 410(l)) (see appendix A for enabling legislation and legislative acts). The purpose statement lays the foundation for understanding what is most important about the park.

MAGGIE L. WALKER NATIONAL HISTORIC SITE preserves Maggie L. Walker's home and its setting within Jackson Ward and interprets her achievements as a civil rights activist and pioneering entrepreneur in Jim Crow-era Richmond, Virginia.



Park Significance

Significance statements express why a park's resources and values are important enough to merit designation as a unit of the national park system. These statements are linked to the purpose of Maggie L. Walker National Historic Site, and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of the park and why an area is important within a global, national, regional, and systemwide context. They focus on the most important resources and values that will assist in park planning and management.

The following significance statements have been identified for Maggie L. Walker National Historic Site. (Please note that the sequence of the statements does not reflect the level of significance.)

1. The daughter of a former slave and a white Confederate soldier and a member of the first generation of African Americans to come of age in the wake of emancipation, Maggie L. Walker dedicated her life to creating opportunities for African American self-determination and full citizenship.
2. In the former capital of the Confederacy, Richmond, Virginia, Maggie L. Walker helped lay the groundwork for the modern civil rights movement both locally and nationally. She challenged legal segregation, economic oppression, and white male supremacy while striving for equal rights for women and promoting African American unity through her business practices, education advocacy, and impassioned speeches.
3. In 1903 Walker became the first African American woman to found and charter a bank in the United States and serve as its president, thus fostering self-sufficiency and economic empowerment in the African American community.
4. Maggie L. Walker's fully restored, furnished home at 110½ East Leigh Street and personal papers provide rare insight into the life of a successful African American businesswoman and social reform leader at the turn of the 20th century and illuminate her work ethic, personal and professional challenges, and successes in the Jim Crow era. From 1905 until her death in 1934, Walker's "urban mansion" served as a social hub in Jackson Ward and a family sanctuary for four generations.
5. Maggie L. Walker's prominent home embodied the values and achievements of the Jackson Ward neighborhood, a nationally recognized center of African American professional and commercial activities from Reconstruction through the Jim Crow era and that is today a national historic landmark district.
6. Maggie L. Walker transformed the Independent Order of St. Luke from a struggling burial society to a thriving insurance company operating in more than 20 states with 100,000 members. Walker built on this success by serving on the national boards and influencing the direction of civil rights organizations, including the National Association of Colored Women, the NAACP, and the Urban League and through her collaborations with contemporaries such as Booker T. Washington, W. E. B. Dubois, Nannie Helen Burroughs, Mary Church Terrell, and Mary McLeod Bethune.

Fundamental Resources and Values

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance. Fundamental resources and values are closely related to a park's legislative purpose and are more specific than significance statements.

Fundamental resources and values help focus planning and management efforts on what is truly significant about the park. One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. If fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The following fundamental resources and values have been identified for Maggie L. Walker National Historic Site:

- Maggie L. Walker House.** The residence at 110½ East Leigh Street, in Richmond, Virginia, served as Maggie L. Walker's home from 1905 until her death in 1934. Constructed in 1883 by George Boyd, a local African American builder, the Walker home evolved from a modest 5-room Italianate rowhouse to a sprawling 28-room urban Victorian mansion by 1928. The house sat squarely in the center of "Quality Row," a residential block of African American lawyers, doctors, ministers, and bankers in Jim Crow Richmond's Jackson Ward. The Maggie L. Walker House was listed in the National Register of Historic Places on May 12, 1975. Areas of significance noted in the listing include architecture, commerce, social/humanitarian, and Black history. In addition, the house is a contributing element of the Jackson Ward National Historic Landmark District.
- Maggie L. Walker Museum Collections.** The museum collections of Maggie L. Walker National Historic Site provide an understanding not only of Walker's life, but also of life in the middle-class African American community of her time. The collections comprise almost 90,000 items including historic furnishings, art work, historic and administrative archives, and archeological artifacts. The bulk of the collection consists of belongings of Walker and her family that her descendants donated to the park in a single accession on July 15, 1979. Since this initial accession, the collection has been enhanced with pieces from private donors including the Independent Order of St. Luke, which Walker led as its chief officer, the Right Worthy Grand Secretary-Treasurer, from 1899 until her death in 1934. The order's records, together with the park's administrative records and the Walker family papers, comprise the park's archival and manuscript collection. The highlight of this collection is the Walker family papers, which consist of 20.5 linear feet of Walker's correspondence, public addresses, diaries, and photographs. The museum collections are stored in climate-controlled space on site that is shared with Richmond National Battlefield Park. The museum collections maintain an exceptionally high degree of integrity.
- Building Facades of 112, 114, 116, and 118 Leigh Street, and 600, 600½, and 602 North Second Street.** These residential rowhouses of "Quality Row" are immediately adjacent to Maggie L. Walker's residence at 110½ East Leigh Street and form the streetscape of the Walker home. Their facades comprise an intact streetscape along Leigh and Second Streets within the park. Collectively, the buildings are fundamental to Maggie L. Walker National Historic Site because they were an integral part of Walker's life as they included the homes of close friends and St. Luke co-workers. The building facades retain a high degree of architectural integrity and have been restored to their 1930s appearance to convey Walker's period of significance. They contribute greatly to key aspects of the Walker home's integrity of setting, feeling, and association. The building interiors have been rehabilitated to retain their character-defining features while supporting a variety of park uses, including the visitor center, offices, classroom, exhibit hall, and museum collections storage.

Interpretive Themes

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park—they define the most important ideas or concepts communicated to visitors about a park unit. Themes are derived from, and should reflect, park purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for park staff to develop opportunities for visitors to explore and relate to all park significance statements and fundamental resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. These themes help explain why a park story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park.

The following interpretive themes have been identified for Maggie L. Walker National Historic Site:

- The daughter of a formerly enslaved woman and a white Confederate soldier, Maggie L. Walker was a member of the first generation of African Americans who confronted the challenges of legalized discrimination and oppression following the Civil War and forged a path toward economic and social self-determination for African Americans.
- Maggie L. Walker was the first African American woman to found and charter a bank in the United States and serve as its president, thus fostering self-sufficiency and economic empowerment for African Americans.
- In Richmond, Virginia, the former capital of the Confederacy, Maggie L. Walker helped lay the groundwork for the modern civil rights movement, both locally and nationally, by challenging legal segregation, economic oppression, and white male authority in the struggle for equal rights for women, promoting African American unity through business, and serving as an advocate for education.



Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues. Therefore, this part of the foundation document will be updated accordingly.

Special Mandates and Administrative Commitments

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memorandums of agreement. Examples include easements, rights-of-way, arrangements for emergency service responses, etc. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with other organizations. They are an essential component of managing and planning for Maggie L. Walker National Historic Site.

Special Mandates

Maggie L. Walker National Historic Site has no special mandates.

Administrative Commitments

For information about the existing administrative commitments for Maggie L. Walker National Historic Site, please see appendix B.



Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the park's fundamental resources and values, and develop a full assessment of the park's planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental resources and values
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

The analysis of fundamental resources and values and identification of key issues leads up to and supports the identification of planning and data collection needs.

Analysis of Fundamental Resources and Values

The fundamental resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value.



Fundamental Resource or Value	Maggie L. Walker House
Related Significance Statements	Significance statements 3, 4, 5.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The house is in good condition, as documented in the NPS Facility Management Software System. The roof was replaced in 2011, and the house has new heating, ventilation, and air-conditioning (HVAC) units and new humidifiers to monitor the house's interior climate. • Moisture is impacting the western exterior wall, and the wall needs repair and repointing of the mortar. The painted bricks of the front of the house need to be repainted as part of the structure's regular maintenance. • The reproduction wallpaper in some rooms is stained and not accurately designed. A project to study, reproduce, and install reproduction wallpaper is in place but not yet funded. The library, dining room, downstairs sitting room, and two rooms upstairs including Maggie's bedroom and bedroom suite are in need of more accurately designed reproduction wallpaper. A review of the 1999 wallpaper analysis is needed before work begins. • The utility, sewer, and security systems are in good condition. The locks were recently updated, and a project is in place to update the security system. • A lack of handrails for the steps between the south landing and second floor hallway is a safety concern. • The carriage house at the rear of the house is part of the original home but is listed as an "other" building in the List of Classified Structures database, not part of the house complex. It is connected to the house but has been adaptively reused as a garage, wood shop, and storage area. The carriage house is not furnished and is not open for interpretive tours; however, the carriage house blueprint is shown in park brochures and the carriage house is interpreted. • The window into the elevator is part of many interpretive programs. • External influences on the house include the effects of climate change, which have accelerated the house's deterioration in recent years. For example, conditions within a 24-hour period can range from a balmy 70 degrees to much colder winter weather, and the associated dynamic temperature and humidity variations can affect the house's material components. <p>Trends</p> <ul style="list-style-type: none"> • Ongoing maintenance is key to keeping the house in its current stable condition. • Staff and equipment monitor environmental conditions to ensure fluctuations are not detrimental to the resources.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Fire from adjacent buildings threatens the house. A sprinkler system for the carriage house is not yet funded. • An increase in extreme temperature swings and extreme storms due to climate change threatens the integrity of the house. • The carriage house is next to an alleyway and an open lot and is at risk from incidents with cars. For example, cars have jumped the curb and collided with the park's signs, fence, and porch.

Fundamental Resource or Value	Maggie L. Walker House
Threats and Opportunities	<p>Opportunities</p> <ul style="list-style-type: none"> • Increase space and opportunities in the carriage house for interpretation and education services. For example, interpretive programming could incorporate Maggie L. Walker's interest in cars. • Replace old and peeling visitor carpet runners and use the furnishings report to match new runners to the original carpets. • Explore a less intrusive fire suppression system. • Work with local universities to explore Historic American Buildings Survey documentation and train students to do structural preservation work, research, and interpretation. • Install a generator to sustain power for long periods of time to protect collections and historic fabric. The park's location in a hurricane zone increases the potential of losing power for long periods of time. • Work with the Virginia Department of Historic Resources to update the 1975 National Register of Historic Places documentation for the house to identify additional information about the structure.
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • Environmental Assessment (1982). • Summary of Environmental Assessment (1982). • General Management Plan Development Concept Plan (1982). • General Management Plan Draft (1981). • Historic Furnishings Report, Volumes 1 & 2 (2004). • Historic Structure Report and Draft (1982). • List of Classified Structures (database). • Restoration and Feasibility Study (1978). • Resource Management Plan (1996). • Statement for Management (1981).
Data and/or GIS Needs	<ul style="list-style-type: none"> • Research on historic wallpaper. • Documentation of Maggie L. Walker house. • Updated National Register of Historic Places nomination.
Planning Needs	<ul style="list-style-type: none"> • Historic structure report for Maggie L. Walker House (update). • Planning for adaptation to climate change. • Accessibility self-evaluation and transition plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Americans with Disabilities Act • Archaeological Resources Protection Act of 1979 • Archeological and Historic Preservation Act of 1974 • Clean Air Act (42 USC 7401 et seq.) • Historic Sites Act of 1935 • Museum Properties Management Act of 1955, as amended • National Historic Preservation Act of 1966, as amended • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • Executive Order 13287, "Preserve America" • "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79) • "Protection of Historic Properties" (36 CFR 800) • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"

Fundamental Resource or Value	Maggie L. Walker House
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 4) "Natural Resource Management" • NPS Management Policies 2006 (chapter 5) "Cultural Resource Management" • NPS Management Policies 2006 (chapter 7) "Interpretation and Education" • NPS Management Policies 2006 (chapter 8) "Use of the Parks" • NPS Management Policies 2006 (chapter 9) "Park Facilities" • NPS Management Policies 2006 (chapter 10) "Commercial Visitor Services" • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 24: <i>NPS Museum Collections Management</i> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 28A: <i>Archeology</i> • Director's Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i> • Director's Policy Memorandum 12-02, "Applying NPS Management Policies in the Context of Climate Change" • Director's Policy Memorandum 14-02, "Climate Change and Stewardship of Cultural Resources" • Director's Policy Memorandum 15-01, "Addressing Climate Change and Natural Hazards for Facilities" • NPS Museum Handbook, parts I, II, and III • NPS Transportation Planning Guidebook • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i>



Fundamental Resource or Value	Maggie L. Walker Museum Collections
Related Significance Statements	Significance statement 3.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • Currently 98.5% of the collection is cataloged. The backlog consists of accessioned archival materials. • Park resource management records need to be accessioned and cataloged. • A collection condition survey should be conducted, followed by conservation treatment based on that survey. • Much of the collection is on exhibit in the Maggie L. Walker House in historically furnished rooms. The archives and the remaining objects are stored on site. A few objects are on display in the exhibit hall. <p>Trends</p> <ul style="list-style-type: none"> • A more accurate exhibit based on the historic furnishings report, wallpaper assessment, and paint analysis is being developed. • Cataloging the museum collections is ongoing. Cataloging of new accessions is up to date.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Because there are no duplicate objects, many objects are on permanent display without rotation. Objects on permanent display in furnished rooms are vulnerable to deterioration and to theft, a common issue for furnished house museums open for visitation. • Irregular climate patterns (fluctuations in humidity and temperature) and sun exposure will impact collection pieces and would be easier to mitigate in collections storage versus on display in the house. Humidity control measures are in place, but daily shifts in weather make humidity control a challenge. <p>Opportunities</p> <ul style="list-style-type: none"> • Digitize site-associated paper objects currently on display so they can be replaced with reproduction objects. Removing original objects from display would prolong their life by removing them from exposure to the agents of deterioration inherent in exhibits. • Work with local museum studies programs to recruit interns and researchers. • Research the park's decorative arts collection and archives to further inform an understanding of Maggie L. Walker and her work. • Increase remote access to museum collections by using social media, virtual tours, and digitized media through the Google Cultural Institute, the Library of Virginia's scans of all extant <i>St. Luke Herald</i> newspapers, and perhaps the National Portrait Gallery. • Obtain that part of the St. Luke Building collection now in private hands to supplement the park's collection and provide a more comprehensive understanding of Maggie L. Walker's personal and professional world. • Enhance visitor flow, rotate objects, and update exhibits in the exhibit hall. • Explore hiring a Student Conservation Association intern to assist the curator shared between Maggie L. Walker National Historic Site and Richmond National Battlefield Park.
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • General Management Plan Development Concept Plan (1982). • Historic Furnishings Report, Volumes 1 & 2 (2004). • Interior Paint Analysis (1999). • Mold Remediation Report (2007). • Preliminary Archaeology (1981). • Technical Assistance Completion Report (collections housing) (2003). • Wallpaper Assessment Trip Report (1999).

Fundamental Resource or Value	Maggie L. Walker Museum Collections
Data and/or GIS Needs	<ul style="list-style-type: none"> • Collections condition survey. • Administrative history. • Archival cataloging. • Comprehensive documentation of artifacts and digitization of archival items.
Planning Needs	<ul style="list-style-type: none"> • Collection management plan. • Emergency museum operations plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Archeological and Historic Preservation Act of 1974 • Museum Properties Management Act of 1955, as amended • National Historic Preservation Act of 1966, as amended • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79) • "Protection of Historic Properties" (36 CFR 800) • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (<i>NPS Management Policies 2006</i> and <i>Director's Orders</i>)</p> <ul style="list-style-type: none"> • <i>NPS Management Policies 2006</i> (chapter 5) "Cultural Resource Management" • Director's Order 11D: <i>Records and Electronic Information Management</i> • Director's Order 24: <i>NPS Museum Collections Management</i> • Director's Order 28A: <i>Archeology</i> • Director's Order 28: <i>Cultural Resource Management</i> • <i>NPS Museum Handbook</i>, parts I, II, and III • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i>



Fundamental Resource or Value	Building Facades of 112, 114, 116, and 118 Leigh Street, and 600, 600½, and 602 North Second Street
Related Significance Statements	Significance statements 2, 5.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • As a whole, the complex of buildings is in good condition according to the NPS Facility Management Software System. • The HVAC, utility, and electrical systems are in good condition. • The park has an active pest management plan, and currently there is no sign of termites, powder post beetles, and carpenter bees. • Line item construction was done 2001–2003, and the material used at that time including some exterior wood and paint needs to be replaced as part of the park’s cyclic maintenance. <p>Trends</p> <ul style="list-style-type: none"> • The structural condition of the buildings is good. • Vibrations from nearby construction and development, along with increased commuter traffic heading to Virginia Commonwealth University and other corporate locations downtown, could increase the wear and tear on masonry buildings over time.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Increased vehicular traffic on roads around the complex is causing more accidents and parking issues including a lack of parking for park visitors. • Although vandalism has been rare, there is a potential for vandalism, such as graffiti, to the buildings’ exteriors. • Richmond’s historic district, which is the area that is regulated by the Commission of Architectural Review to retain its architectural integrity, does not extend east beyond Second Street. Thus, there is the potential for unregulated, incompatible alterations to the architecture of nearby buildings outside this local district that could impact the setting of the Walker house and its streetscape. <p>Opportunities</p> <ul style="list-style-type: none"> • Work with partners to expand national historic landmark boundary. • Increase interpretive opportunities by renaming Leigh Street “Quality Row” and Second Street “Black Wall Street.” These names could be added below the original names on existing street signs or on secondary signs as has been done elsewhere in Richmond and at other park sites such as the African Burial Ground in New York City.
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • General Management Plan Development Concept Plan (1982). • Leigh Street Restoration Report (1996).
Data and/or GIS Needs	<ul style="list-style-type: none"> • Update National Register of Historic Places nomination. • Viewshed analysis of Leigh and Second Streets.
Planning Needs	<ul style="list-style-type: none"> • Historic structure reports for adjacent buildings (update). • Boundary study for streetscape.

Fundamental Resource or Value	Building Facades of 112, 114, 116, and 118 Leigh Street, and 600, 600½, and 602 North Second Street
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Americans with Disabilities Act • Archaeological Resources Protection Act of 1979 • Archeological and Historic Preservation Act of 1974 • Clean Air Act (42 USC 7401 et seq.) • Historic Sites Act of 1935 • Museum Properties Management Act of 1955, as amended • National Historic Preservation Act of 1966, as amended • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79) • "Protection of Historic Properties" (36 CFR 800) • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies</i> 2006 (chapter 4) "Natural Resource Management" • NPS <i>Management Policies</i> 2006 (chapter 5) "Cultural Resource Management" • NPS <i>Management Policies</i> 2006 (chapter 7) "Interpretation and Education" • NPS <i>Management Policies</i> 2006 (chapter 8) "Use of the Parks" • NPS <i>Management Policies</i> 2006 (chapter 9) "Park Facilities" • NPS <i>Management Policies</i> 2006 (chapter 10) "Commercial Visitor Services" • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 24: <i>NPS Museum Collections Management</i> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 28A: <i>Archeology</i> • Director's Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i> • NPS <i>Museum Handbook</i>, parts I, II, and III • NPS <i>Transportation Planning Guidebook</i> • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i>



Identification of Key Issues and Associated Planning and Data Needs

This section considers key issues to be addressed in planning and management and therefore takes a broader view over the primary focus of part 1. A key issue focuses on a question that is important for a park. Key issues often raise questions regarding park purpose and significance and fundamental resources and values. For example, a key issue may pertain to the potential for a fundamental resource or value in a park to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions that are not directly related to purpose and significance, but that still affect them indirectly. Usually, a key issue is one that a future planning effort or data collection needs to address and requires a decision by NPS managers.

The following are key issues for Maggie L. Walker National Historic Site and the associated planning and data needs to address them:

- Increasing Historic Jackson Ward Neighborhood Development.** Several key issues stem from the increase in development on all sides of the park. This development is characterized by the construction of new residences, establishment of new businesses, and conversions of single-family residences to student housing. Although this neighborhood growth could have a positive impact on local economic growth and, potentially, increase visitation to the park, incompatible development within a few blocks of the Maggie L. Walker House and its streetscape could negatively impact the site's current high degree of integrity of setting, feeling, and association. To minimize this potential impact, there may be an opportunity for park management to work with the City of Richmond on compatible architectural character, scale, use, or development in the city's existing Second Street Master Plan. There also may be other opportunities for the park or city to encourage park neighbors to preserve their building facades, such as through architectural easements. A boundary study could analyze ways in which the Maggie L. Walker house viewshed could be preserved outside of the park's current boundary.

The increase in neighborhood development also is limiting on-street parking for park visitors. There is a need to thoroughly understand and examine the parking issue and potential solutions related to new alternative transportation opportunities or promotion of bus rapid transit, which stops at nearby Broad Street. Additionally, time limits on the surrounding parking do not accommodate visitor participation in the historic site's one-hour tour in part due to confusion over street parking for which the National Park Service is not responsible. Potential solutions include redirecting visitors to parking areas on Fourth Street, customizing park historic site tours to accommodate parking limitations, cost estimating development and maintenance of an NPS parking lot, and exploring opportunities for agreements with adjacent property owners who have parking lots.

- *Associated planning needs:* Park partner action strategy; boundary study for streetscape
- *Associated data needs:* Updated National Register of Historic Places nomination; viewshed analysis of Leigh and Second Streets





- **Awareness of Maggie Lena Walker's Legacy.** Leveraging local resources and enhancing community connections provide opportunities to expand public awareness and understanding of Maggie L. Walker and her legacy. To complement the in-depth ranger-led tours of the house, park interpretive staff would like to explore potential methods of expanding interpretive outreach, including distance learning, digital visitation, developing a Teacher-Ranger-Teacher curriculum, or partnering with banks in Jackson Ward and other community corporate sponsors. Friends groups could be formed to promote financial literacy, a tenet of Walker's economic and political strategy and part of her enduring legacy. Outreach planning might help resolve some of these challenges by reaching beyond the boundary of the park to friends and interest groups to enhance fundraising and educational opportunities. Comprehensive interpretive planning and outreach planning efforts could also support expanded interpretation of the complex and sensitive story of Walker's struggles. Additionally, a large amount of recent scholarship on Walker's life and legacy needs to be compiled and synthesized to support the park's interpretive programming.
 - *Associated planning needs:* Long-range interpretive plan
 - *Associated data needs:* Historic resource study
- **Reconnecting to the St. Luke Building.** The St. Luke Building (also known as St. Luke Hall) is a key part of Maggie L. Walker's significance and legacy. It is where Walker's many business enterprises, such as the earliest location of her bank and her print shop, were housed, and its construction and operational design were directed by Walker herself. The building currently stands vacant at 900 St. James Street. Although only a third of a mile from the park, the building is not accessible from the rest of the Jackson Ward due to the construction of Interstate 95, which cut through and divides this once cohesive neighborhood. The St. Luke Building is listed in the National Register of Historic Places for its association with Walker but is not part of the park's interpretive programming due to its inaccessibility and to safety concerns related to the structure. The St. Luke Building offers unique opportunities to interpret Walker's professional life and accomplishments in ways not possible at her home. Opportunities include walking or virtual tours of the St. Luke Building and expansion of the park boundary to include the building. There may also be opportunities to use public and private partnership ownership agreements in planning for the future of the St. Luke Building, reuniting a fractured Jackson Ward, creating a safe and accessible space for visitors, and enhancing an understanding of the importance of Maggie L. Walker's work and business practices.
 - *Associated planning needs:* Boundary study for the St. Luke Building; park partner action strategy

- **Improve Visitor Experience, Accessibility, and Park Operations through Site Planning.** The park's current space allocation, circulation patterns, and interpretive opportunities are limited and have high potential for improvement. Current space allocations limit the park's ability to host large groups. Visitor engagement with the site's history, its buildings (both interior and exterior aspects), and its landscape could be improved. A comprehensive sign plan would examine alternatives for more effectively using the site to enhance visitor experience of the resources inside and outside the Walker house; encourage repeat visitation through more dynamic, engaging exhibits; and increase future visitation to the park. The park is not fully accessible, and accessibility should be addressed in the short-term and for long-term site planning, and alternatives for improving visitor access and/or interpretation of the house's second floor explored. Opportunities to improve the visitor experience also include more cohesive wayside exhibits, a self-guided museum, accommodating large groups, and implementing other initiatives outlined in the park's 1982 general management plan.
 - *Associated planning needs:* Regional reconnaissance / operations scenarios; comprehensive sign plan; accessibility self-evaluation and transition plan

Planning and Data Needs

To maintain connection to the core elements of the foundation and the importance of these core foundation elements, the planning and data needs listed here are directly related to protecting fundamental resources and values, park significance, and park purpose, as well as addressing key issues. To successfully undertake a planning effort, information from sources such as inventories, studies, research activities, and analyses may be required to provide adequate knowledge of park resources and visitor information. Such information sources have been identified as data needs. Geospatial mapping tasks and products are included in data needs.

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium- or low-priority needs. These priorities inform park management efforts to secure funding and support for planning projects.



Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
Key Issue	Long-range interpretive plan	H	This plan would set priorities for the park's interpretation objectives, determine what stories to tell, identify audiences, and describe the most effective mix of media and personal services. It would include long-range and annual interpretive plans and an interpretive database.
Key Issue	Regional reconnaissance / operations scenarios	H	This effort would engage regional program support to analyze the footprint of Maggie L. Walker National Historic Site to reconsider spatial allocation for internal and visitor education and experience and focus on current available space. It would inform an understanding of which stories to tell and who could help to develop them. This effort would be completed after the long-range interpretive plan.
FRV	Emergency museum operations plan	H	Currently, Richmond National Battlefield Park and Maggie L. Walker National Historic Site share curatorial facilities. This plan is a baseline need for collections management and was identified as a high priority for Richmond National Battlefield Park.
Key Issue	Comprehensive sign plan	H	This plan would enhance interpretation of Maggie L. Walker National Historic Site and provide insight on additional interpretation that could occur outside of the house, including key Jackson Ward sites. It could also address development of the courtyard.
FRV, Key Issue	Accessibility self-evaluation and transition plan	H	This plan would develop a strategy for improving accessibility at the park. It would include physical and/or virtual access to historic buildings and the museum collections, and determine accommodations needed on the second floor for the mobility impaired and visual and auditory impaired.
Key Issue	Boundary study for St. Luke Building	H	This study would analyze addition of the St. Luke Building by evaluating the resource under boundary study criteria including the building's ability to support park purpose.
FRV	Historic structure report for Maggie L. Walker House (update)	M	This updated historic structure report would include a treatment plan to address maintenance issues.
FRV, Key Issue	Boundary study for streetscape	M	This study would analyze key resources adjacent to the park, including the park's streetscape viewshed.
Key Issue	Park partner action strategy	M	This strategy would create a framework to collaborate with partners to enhance visitor opportunities. Possible partners include owners of the St. Luke Building, Richmond Redevelopment Housing and Authority, Walker LLC, Department of Historic Resources, Evergreen Cemetery, and other commercial entities. This strategy would explore the feasibility of new friends groups and ways to engage new partners.
FRV	Collection management plan	M	This plan would address management of the park's extensive collections in the house and surrounding buildings.
FRV	Historic structure reports for adjacent buildings (update)	L	This report would address the buildings at 112, 114, 116, and 118 Leigh Street and 600, 600½, and 602 North Second Street. Previous reports were not detailed because at the time the buildings were privately owned. This update should include documentation of the façades that contribute to the streetscape, a fundamental resource and value.
FRV	Planning for adaptation to climate change	L	Planning efforts could involve climate change vulnerability assessments for fundamental park resources or other types of planning, as guided by the NPS Climate Change Response Program.

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes
Key Issue	Historic resource study	H	This study would compile and publish the biography and legacy of Maggie L. Walker and her family history and scholarship. Some research has been done but needs to be compiled and published. Information would include historical data on African American businesses in the area, bank records, and biographical research. This study would support enhancements to interpretive programming.
FRV, Key Issue	Viewshed analysis of Leigh and Second Streets	M	The viewshed from the Walker house and adjacent rowhouses contains key resources that contribute to the setting and feeling of the park. This analysis would identify these resources and support the park's efforts to address its key issue of potentially incompatible neighborhood development. It should be completed before the boundary study for streetscape and viewshed.
FRV	Collections condition survey	M	This survey would serve as a baseline to support collections management. The survey has been designed but is not yet funded.
FRV	Documentation of Maggie L. Walker house	M	Park resources currently are not documented. Methods for documentation could include laser documentation (e.g., LiDAR) and a Historic American Building Survey.
FRV	Comprehensive documentation of artifacts and digitization of archival items	M	Photographic and three-dimensional documentation of collection items and/or archives would support documentation, research, and visitor interpretation.
FRV	Administrative history	L	There is no administrative history for the park, and collection of this information is funded for fiscal year 2017. An important component would be oral histories from early park staff and partners regarding the park's creation. The administrative history would in turn generate media to be stored.
FRV, Key Issue	Updated National Register of Historic Places nomination	L	Updated national register documentation would encompass all resources within the park's boundary. Documentation for Maggie L. Walker's house should identify character-defining features and add historical significance on the site's social history. It should include working with the city to search for additional information on the structure of the house. In addition, in previous documentation the adjacent rowhouse buildings at 112, 114, 116, and 118 Leigh Street and 600, 600½, and 602 North Second Street were addressed only briefly, and more information is needed to support resource management.
FRV	Historic wallpaper research	L	This information would inform creation of reproduction wallpaper needed to repair or replace current wallpaper on the interior of the Walker house.
FRV	Archival cataloging	L	Additional cataloging would address the park's museum collections backlog. The park intends to reevaluate this priority level based on the collection's growth in the future and on an ongoing basis.

Part 3: Contributors

Maggie L. Walker National Historic Site

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Appendixes

Appendix A: Enabling Legislation and Legislative Acts for Maggie L. Walker National Historic Site

Establishment of Maggie L. Walker National Historic Site

92 STAT. 3510

PUBLIC LAW 95-625—NOV. 10, 1978

THOMAS STONE NATIONAL HISTORIC SITE

Home and grounds, acquisition.	SEC. 510. (a) The Secretary is authorized to acquire by donation, exchange, or purchase with donated or appropriated funds, the Thomas Stone home and grounds, known as Habre-de-Venture, located on Rose Hill Road near La Plata in Charles County, Maryland, for establishment as the Thomas Stone National Historic Site.
Notice, publication in Federal Register.	(b) The national historic site shall be established by the Secretary by the publication of notice to that effect in the Federal Register at such time that he determines he has sufficient ownership to constitute an administrable unit. After such publication, the site shall be administered by the Secretary pursuant to the provisions of this section and the provisions of the Act of August 25, 1916 (39 Stat. 535), as amended and supplemented (16 U.S.C. 1 et seq.), and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461-467).
Administration.	(c) To carry out the purposes of this section, there is hereby authorized to be appropriated not to exceed \$600,000 for the acquisition of lands and interests therein and not to exceed \$400,000 for development.
Appropriation authorization.	

MAGGIE L. WALKER NATIONAL HISTORIC SITE

Establishment. 16 USC 461 note.	SEC. 511. (a) The Secretary is authorized to establish the Maggie L. Walker National Historic Site (hereinafter in this section referred to as the "historic site") in the city of Richmond, Virginia.
Description.	(b) The historic site shall comprise the area extending east from the western boundary of the Maggie L. Walker House at 113 East Leigh Street in Richmond, Virginia, to Third Street and extending north from an east-west line which coincides with the front property line of such house to an east-west line which coincides with the north side of the alleyway immediately at the rear of such house. Following timely notice in writing to the Committee on Interior and Insular Affairs of the House of Representatives and the Committee on Energy and Natural Resources of the Senate of his intention to do so, the Secretary may make minor revisions in the boundaries of the historic site by publication of a map or other revised boundary description in the Federal Register.
Boundary revisions, notice to congressional committees and publication in Federal Register.	(c) Within the boundaries of the historic site, the Secretary may acquire lands and interests therein by donation, purchase with donated or appropriated funds, exchange, or transfer from any other Federal agency. Any property within such boundaries owned by the State of Virginia or any political subdivision thereof may be acquired only by donation.
Notice, publication in Federal Register.	(d) When the Secretary determines that lands and interests therein have been acquired in an amount sufficient to constitute an administrable unit, he shall establish the historic site by publication of a notice to that effect in the Federal Register. Pending such establishment and thereafter, the Secretary shall administer the historic site in accordance with the Act of August 25, 1916 (39 Stat. 535), as amended and supplemented (16 U.S.C. 1, 2-4), and the Act of August 21, 1935 (49 Stat. 666), as amended (16 U.S.C. 461 et seq.). Funds available for the historic site shall be available for restoration and rehabilitation of properties therein in accordance with cooperative agreements entered into pursuant to section 2(e) of the Act of August 21, 1935, supra.
Administration.	(e) (1) There are authorized to be appropriated such sums as may be necessary to carry out the provisions of this section, but not more than \$795,000 for acquisition of lands and interests in land and not more than \$500,000 for the development of essential facilities.
Appropriation authorization.	

PUBLIC LAW 95-625—NOV. 10, 1978

92 STAT. 3511

(2) Within three complete fiscal years from the date of enactment of this section, the Secretary shall develop and transmit to the Committees referred to in subsection (b) a general management plan for the historic site consistent with the purposes of this section. Such plan shall indicate— (i) facilities needed to accommodate the health, safety, and educational needs of the public; (ii) the location and estimated cost of all facilities; and (iii) the projected need for any additional facilities.	Plan, transmittal to congressional committees.
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Amending Establishing Legislation

93 STAT. 666

PUBLIC LAW 96-87—OCT. 12, 1979

- adjacent lands within the monument by publication of a notice in the Federal Register.”.
- 92 Stat. 3476. (e) Section 302 is amended at the end thereof by changing “section 301” to “title III of this Act”.
- 92 Stat. 3477. (f) Section 309(b), re: Fort Union Trading Post National Historic Site, is amended by changing “this Act” in the proviso to “the National Parks and Recreation Act of 1978”.
- 92 Stat. 3483. (g) Section 315(a), re: Cuyahoga Valley National Recreation Area, is amended by changing “90,001-A” to “655-90,001-A”.
- 16 USC 460ff-1. (h) Section 501(a), re: Guam National Seashore, is amended in clause (1) by changing “Anac” to “Anaë”.
- 92 Stat. 3499. (i) Section 505(f)(1), re: Kaloko-Honokohau National Historic Park, is amended by striking “Kaloko-Honokohau” the first time it appears in the subsection.
- 16 USC 396d. (j) Section 507(f), re: Santa Monica Mountains National Recreation Area, is amended by changing “January 1, 1976” to “January 1, 1978”.
- 92 Stat. 3501. (k) Section 508(d), re: Ebey’s Landing National Historical Reserve, is amended by changing “with donated funds” in the first sentence to “with donated or appropriated funds”.
- 16 USC 461 note. (l) Section 511(b), re: Maggie L. Walker National Historic Site, is amended by changing “at 113 East Leigh Street” to “at 110 A East Leigh Street”.
- 92 Stat. 3510. (m) Section 551, re: the National Trails System Act, is amended by—
- 16 USC 461 note. (1) in paragraph (13), change “(20)” to “(23)”;
- 92 Stat. 3514. (2) in paragraph (18), insert quotation marks at the beginning and end of the second sentence; and
- 16 USC 1244. (3) in paragraph (21), insert quotation marks at the beginning and end of the second sentence.
- 92 Stat. 3516. (n) Section 601(a), re: Yellowstone National Park, is amended by changing “State of Wyoming” to “States of Wyoming and Montana”.
- 16 USC 1246. (o) Section 612, re: Albert Einstein Memorial, is amended by changing “access” in the second sentence to “purposes of such memorial”.
- 92 Stat. 3517. (p) Section 704, re: Upper Delaware River, is amended (1) in subsection (a) by changing “705(c)” to “704(c)”; and (2) in subsection (f)(1) by inserting the following sentence at the end thereof: “The Advisory Council shall terminate ten years after the date on which it is established.”.
- 92 Stat. 3521. (q) Title IX, re: Jean Lafitte National Historical Park, is amended—
- 16 USC 431 note. (1) in section 902(a) by changing “eight thousand acres” in the first sentence to “eight thousand six hundred acres”;
- 92 Stat. 3523. (2) in section 904 by changing “section 7” in the first sentence to “section 907”;
- 16 USC 1274. (3) in section 907(a) by striking the word “and” at the end of the clause numbered (6), changing the period at the end of the clause numbered (7) to “; and”, and adding at the end thereof the following:
- 16 USC 1274 note. “(8) two members appointed by the Secretary from recommendations submitted by the Police Jury of Saint Bernard Parish.”; and
- 92 Stat. 3535. (4) in section 907(e) by inserting the following sentence at the end thereof: “The Commission shall terminate ten years from the date of approval of this Act.”.
- 16 USC 230a. SEC. 402. Notwithstanding any other provision of law, the Secretary shall not charge any entrance or admission fee in excess of the
- 92 Stat. 3536. 16 USC 230c.
- 92 Stat. 3537. 16 USC 230f.

Appendix B: Inventory of Administrative Commitments

Name	Agreement Type	Start Date	Expiration Date	Stakeholders	Purpose	Notes
City of Richmond Police Department	Memorandum of understanding	12/2013	12/2017	City of Richmond Police Department	Emergency services	
Virginia State Police	Memorandum of understanding	01/2012	01/2017	Virginia State Police	Emergency services	
Museum Loaning Program	Outgoing/incoming artifact loans	Multiple	Ongoing	Multiple organizations	To loan artifacts to organizations, such as the Smithsonian Institution	Current loan of park artifacts to Smithsonian African American History Museum. Loan is part of larger agreement between Smithsonian and National Park Service, but park also has its own agreement.
Maggie L. Walker Historical Foundation	Inactive agreement	2000	2015		Friends group	
Virginia Power	Easement	2017	2022			
Verizon	Right-of-way	2017	2022		Communications access	



Appendix C: Related Resources

Related resources are not owned or managed by the park. They may be part of the broader context or setting in which park resources exist; represent a thematic connection that would enhance the experience of visitors; or have close associations with park fundamental resources and the purpose of the park. The related resource represents a connection with the park that often reflects an area of mutual benefit or interest, and collaboration, between the park and owner/stakeholder.

Maggie L. Walker National Historic Site has the following related resources:

- **Maggie Lena Walker Statue.** A 10-foot-tall bronze statue of a 45-year-old Walker stands in a plaza at the intersection of Broad and Adams Streets, a gateway to the Jackson Ward neighborhood in Richmond, Virginia. Dedicated on July 15, 2017, the statue is encircled by inscriptions tracing Walker's life with the words "newspaper publisher, teacher, bank founder, businesswoman, civil rights leader, entrepreneur and mother."
- **Burial Plot of Maggie L. Walker.** Walker's burial plot in Richmond's Evergreen Cemetery also includes members of her family and friends. Its centerpiece, a large stone cross, reflects the significant role faith played in Walker's life.
- **Evergreen Cemetery.** In the east end of Richmond, Virginia, Evergreen Cemetery is important to Richmond's African American community and history because it is the resting place for many prominent residents of the 19th and early 20th centuries.
- **St. Luke Building.** Constructed in 1903, this building was the location of Walker's office and the national headquarters of the Independent Order of St. Luke. The building was also the first location of St. Luke Penny Savings Bank and the one and only home of the printing press of *The St. Luke Herald*.



- **St. Luke Emporium.** The St. Luke Emporium was a department store opened by Maggie L. Walker and the Independent Order of St Luke. The store, at 112 E. Broad Street, operated from 1905 to 1911 and also housed the second location of the St. Luke Penny Savings Bank.
- **First African Baptist Church.** Maggie L. Walker attended this church as a long-time member and it is where she was first introduced to the Independent Order of St. Luke. The building still stands at College and Broad Streets and is currently owned by Virginia Commonwealth University.
- **Jackson Ward.** Historically, Richmond's largest predominantly African American neighborhood, Jackson Ward, was established in 1871 and became a thriving center of culture and entrepreneurship in the early 1900s. Much of it, including the Maggie L. Walker National Historic Site, is now a national historic landmark district.
- **Maggie L. Walker Banking Records.** This collection of records from the early years of Maggie Walker's bank when it was the St. Luke Penny Savings Bank and later Consolidated Bank and Trust is now archived at Virginia Union University.
- **Quality Row (the 100 block of East Leigh Street).** This was the nickname for the block on which Maggie L. Walker and her successful neighbors lived. Restored homes there, including several now owned by the National Park Service, contribute to an understanding of the setting and environs surrounding Maggie Walker's home.
- **Maggie L. Walker High School.** Named in Walker's honor, this was one of two public high schools for African Americans in Richmond when it opened in 1938. The school closed in 1979 but was reopened in 2001 as the Maggie L. Walker Governor's School for Government and International Studies.
- **Bellevue Elementary School.** Built in 1912, this public school sits on the site of the Elizabeth Van Lew Mansion, where Maggie Walker was born. The site contains a historical plaque, state historical marker, and historical museum that includes a room dedicated to Maggie Walker.
- **Site of the St. Luke Penny Savings Bank.** Walker's bank was located at the southeast corner of First and Marshall Streets from 1911 to 1974. Local architect Charles Russell designed the building, which was leveled when the bank (then known as Consolidated Bank and Trust Company) moved into a new building across the street.
- **Virginia Union University.** Begun as a theological institute in 1865, this school currently operates as a private Historically Black College and University. Walker contributed financially to the school's success and was awarded an honorary master's degree by the university in 1925.
- **2009 St. Luke Records.** This collection, currently in private hands, was uncovered in Walker's former office building and comprises thousands of documents owned by Walker herself. This combination of personal and professional documents primarily focuses on the final four years of Walker's life.
- **St. Luke Heralds.** This very rare collection of one full year, 1914-1915, of 50 original issues of *The St. Luke Herald* is privately owned by a Chester, Virginia, couple, Lynn and Robert Buckley, but has been on loan to the park for the past two years.
- **1920 Painting of Maggie Lena Walker.** This painting depicts Walker leading a group of people through an archway to a castle. It is privately owned and currently on loan to the park, where it is displayed in the exhibit hall.

Appendix D: Interpretive Theme Matrix

About the Interpretive Theme Matrix: An interpretive theme matrix is a chart that shows detail and the scope of potential stories that can be told in a park within the framework of the park interpretive themes. The matrix is a format offers an easy way for people to see the concepts and stories that are represented by the park interpretive themes. It is especially useful as a guide for park staff and others who develop interpretive programming and media.

The concepts, ideas, and topics listed here are a representative, partial list. They represent some examples representing types of stories that could illustrate the concepts. They are not all-inclusive (in fact, they could never be) nor are they intended to exclude any topic. A park interpretive theme is successful only if other topics and stories could be included within it.

Theme 1: First Generation in Freedom	
<p>The daughter of a formerly enslaved woman and a white Confederate soldier, Maggie L. Walker was a member of the first generation of African Americans to come of age after the Civil War, a generation that confronted the challenges of legalized discrimination and oppression to forge a path toward economic and social self-determination for African Americans.</p> <p><i>About this theme:</i> This theme sets up the context for Maggie L. Walker's life and accomplishments and the social and personal influences that shaped her. It frames her work and accomplishments within the Reconstruction and Jim Crow eras and describes the hostility and violence to African Americans that characterized those periods. It describes post-Civil War Richmond.</p>	
Concepts	Topics and Stories
<p>Legacy of Slavery, Reconstruction, Jim Crow</p> <ul style="list-style-type: none"> <i>Jim Crow:</i> Frame Walker's life and accomplishments against the backdrop of the era in which she lived. Describe the influences on her life of the legacy of slavery and Jim Crow. <i>Racism:</i> Research specific examples of racism and Walker's response. Explore the concept of colorism and describe its impact on African Americans. <i>Legacy of Slavery:</i> Evaluate the influence that the legacy of slavery (and her mother's enslavement) had on Maggie L. Walker. Describe post-Civil War Richmond, Virginia, and what life in the city was like for African Americans. Explain the Reconstruction Amendments, how the promises of Reconstruction were left unfulfilled, and how organizations and communities responded to this reversal. <p>Family, Community Life, and Influences</p> <ul style="list-style-type: none"> <i>Oppression:</i> Describe how African Americans faced disenfranchisement, lack of opportunities for education or sociopolitical and economic advancement, and the additional challenge for women of gender discrimination and how Walker wanted to resolve these issues. <i>Childhood:</i> Describe Walker's early life, her parents and their influence on her, home life, extended family, and the community. Explain the significance of family and community to African Americans. <i>Education:</i> Trace the influence of education on Walker's life. Compare and contrast access to education for Walker and for her mother. Explain how Walker's education gave her opportunities and its impact on her family and future and how she demonstrated her passion for education to the next generation. Describe the social norms and laws that forced her to give up teaching. Explore the complex relationships between white teachers and African American pupils in the Richmond public schools. <i>Marriage and Family:</i> Describe Walker's courtship and marriage to Armstead Walker, Jr. Describe their relationship and family life and their lifestyle and class. Explain Walker's influence on her children and the expectations placed on a woman in a southern middle-class African American family. Explore Walker's evolving role as a mother, widow, career woman, and grandmother. Describe the influence home and community had on Walker and the effect on her of her husband's unexpected death. 	<ul style="list-style-type: none"> Civil War legacy Segregation Education Reconstruction Racism Family Faith Community Her parents, Elizabeth Draper Mitchell and Eccles Cuthbert Stepfather William Mitchell Husband Armstead Walker, Jr. Children Russell and Melvin Teacher Independent Order of Saint Luke (IOSL) IOSL as a platform Elizabeth Van Lew Mary Prout Reverend James H. Holmes W.M. T. Forrester Lizzie Knowles Peter Woolfolk O.M. Stewart

Theme 1: First Generation in Freedom

The daughter of a formerly enslaved woman and a white Confederate soldier, Maggie L. Walker was a member of the first generation of African Americans to come of age after the Civil War, a generation that confronted the challenges of legalized discrimination and oppression to forge a path toward economic and social self-determination for African Americans.

About this theme: This theme sets up the context for Maggie L. Walker's life and accomplishments and the social and personal influences that shaped her. It frames her work and accomplishments within the Reconstruction and Jim Crow eras and describes the hostility and violence to African Americans that characterized those periods. It describes post-Civil War Richmond.

Concepts	Topics and Stories
<ul style="list-style-type: none"> • <i>Independent Order of St. Luke:</i> Trace the lifelong involvement and seminal role that membership in the Independent Order of St. Luke had on Walker. Describe how she first became involved in the organization when she was a teenager and the effect of that membership and participation in this benevolent association on young Walker. Explain the purpose and function of the organization and its role in African American life after the Civil War (a fraternal burial society, established in 1867 in Baltimore, Maryland that administered to the sick and aged, promoted humanitarian causes, and encouraged individual self-help and integrity). Explain how Walker's work with the order was an outlet for women who did not or were not permitted to work. Describe the various capacities in which Walker served and how she increased her responsibility within the order (from delegate to the biannual convention to the top leadership position of Right Worthy Grand Secretary in 1899). • <i>Faith:</i> Describe the role of church and faith in the African American community. Describe the history of Richmond's First African Baptist Church where Walker was a member. Explain how Walker became involved and how her faith influenced her dialogue and rhetoric. • <i>Economic Challenges:</i> Describe the role and effect that economic insecurity early in life played in shaping Walker's values. Trace the influence of growing up with a single mother with limited economic opportunities and no economic safety net. Describe how a conservative economic approach benefited Walker and the bank. Consider how Walker viewed and used money and its relative value for Walker because she had earned all her money. Explain the evolution of her social status and class. • <i>Human Rights:</i> Describe how Walker and others in her community addressed racial discrimination. • <i>Resilience:</i> Describe the characteristics that sustained Walker and how she reacted to the tragedies in her life, especially the deaths in her immediate family (stepfather, mother, infant, husband, sons, and brother). Connect Walker's interest in respect for burials with her personal experiences with death. • <i>Jackson Ward:</i> Describe the history and evolution of Jackson Ward as a segregated neighborhood. Place the Richmond community in the larger context of African American professional and commercial centers from Reconstruction through the Jim Crow era. • <i>Identity:</i> Define Walker's sense of identity within her community and how it changed over time. 	<ul style="list-style-type: none"> • Labor/job opportunities in Richmond for African Americans, especially women • Rise and decline of Jackson Ward within complex economic and political events and trends



Theme 2: Economic Empowerment: Lifting As We Climb

Maggie L. Walker was the first African American woman to found and charter a bank in the United States and serve as its president, fostering self-sufficiency and economic empowerment for African Americans.

About this theme: This theme is about Walker's work and accomplishments, the personal ethics and perspectives that guided her, and the influence that her work had on people in her community in Jackson Ward and in Richmond, Virginia, as well as on African Americans and women across the nation.

Concepts	Topics and Stories
<ul style="list-style-type: none"> • <i>National Renown:</i> Describe how Maggie L. Walker built on her success as the leader of the Independent Order of St. Luke by serving on national boards and influencing the direction of civil rights organizations including the National Association of Colored Women, the NAACP, and the Urban League. Describe her work and relationships with nationally recognized African American contemporaries including Booker T. Washington, W.E.B. Du Bois, Nannie Helen Burroughs, Mary Church Terrell, and Mary McLeod Bethune. • <i>IOSL or Vision, Strategy, and Opportunity:</i> Trace how Walker transformed the Independent Order of St. Luke (IOSL) from a struggling burial society to a thriving insurance company operating in more than 20 states with 100,000 members by 1927. Describe how, as leader of the order, Walker honed her strategy of economic and personal empowerment for African Americans. Describe how she recognized the need and saw the opportunity to evolve from using benevolent and fraternal organizations to help people to harnessing the potential and power that a business and commercial approach could bring. Describe how Walker was able to operate a newspaper, bank, insurance company, and department store and foster self-sufficiency and economic empowerment in the African American community. • <i>Inspiration and Influence:</i> Analyze and evaluate how Walker inspired ordinary people to accomplish extraordinary things by pulling together to help themselves. Describe how she did this in the context of political, social, and economic oppression created by government-sanctioned racism. Trace how Walker's influence started locally but expanded to regional, state, and national levels, primarily through her involvement with established fraternal and civic organizations. • <i>St. Luke Penny Savings Bank:</i> Explain that Walker was one of the first female bank presidents of any race and the first African American woman to charter a bank in the United States. Describe Walker's role in chartering the bank. Describe how Walker served as the bank's first president and later as chairman of the board of directors when the bank merged with two other Richmond banks to become The Consolidated Bank and Trust Company, which grew to serve Richmonders as the nation's longest continually run black-owned bank. Describe Walker's management style and business decisions. Describe how she was proactive in making changes necessary for survival of the bank and the insurance company. Describe what has since happened to the bank. • <i>Civic Organizations:</i> Evaluate how working within structured organizations helped Walker to achieve her goals. Describe how, in addition to her work with the Independent Order of St. Luke, Maggie Walker was active in civic groups. For example, as an advocate of African American women's rights, she served on the board of trustees for several women's groups, including the National Association of Colored Women and the Virginia Industrial School for Girls. Walker also founded the Virginia Council of Colored Women in 1912. Describe how she helped to organize and served as local vice president of the NAACP, was a member of the national NAACP board, served as the vice president of the National Negro Business League, worked as a member of the Urban League, and served as a member of the Virginia Interracial Commission, among many other such accomplishments. 	<ul style="list-style-type: none"> • 110½ East Leigh Street • Jackson Ward • Independent Order of St. Luke • <i>The St. Luke Herald</i> • St. Luke Penny Savings Bank • Government-sanctioned and institutional racism • First African Baptist Church • Technology • NAACP • Capitalism • Economic independence • Start small, locally • Resilience • Honorary Master of Science Degree from Virginia Union University (1925) • Junior Achievement U.S. Business Hall of Fame (2002) • Disability and paralysis • National Association of Colored Women • "Lily" Black ticket • Voter registration for African American women • Virginia Council of Colored Women • National Negro Business League • Progressive Era

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Concepts	Topics and Stories
<ul style="list-style-type: none"> <i>Residence:</i> Describe the significance of the location of Walker's residence at 110½ East Leigh Street (built in 1883, purchased by the Walkers in 1904) as a prime location in the Jackson Ward community, which was the center of Richmond's African American business and social life. Describe the changes made by the Walkers (central heating, electricity, additional bedrooms, enclosed porches, increasing from 9 to 28 rooms, 1928 elevator addition) and why those changes are important to understanding Walker and her story. Use Walker's house and the artifacts in it to illustrate and describe her accomplishments, views, perspectives, and legacy. Explain how they reveal her private life as well as her contributions to African American capitalism, civic engagement, and civil rights advancement. <i>Resourcefulness:</i> Describe how Walker purchased and used modern technology and fashion. For example, in 1910 she sold her horses and carriage and bought an electric car. Connect how the use of technology shaped other aspects of Walker's life and her outlook. <i>Archives:</i> Describe how Walker's papers and diaries reflect her struggles, mistakes, and doubts. Explain what those were and how they shaped her. <i>Jackson Ward:</i> Explain how Jackson Ward became known as the "Harlem of the South" and "Black Wall Street." Describe the convergence of class and color in the neighborhood. Consider how Walker moved through her neighborhood, the configuration of her businesses within the neighborhood, and the importance of claims to public and private space made by African Americans in segregated Richmond. <i>Physical Disability:</i> Describe how Walker dealt with the challenges of diabetes and disability, along with other health challenges, and the accommodations that she made. <i>First African Baptist Church:</i> Describe how Walker worked through the church to accomplish social and economic change. <i>Insurance Company:</i> Explain the genesis of African American burial societies and how they provided services to communities that were otherwise not available. Describe the process Walker used to guide the Independent Order of St. Luke to adhere to newly created state government regulations on fraternal orders/ insurance companies. Explain the evolution and ultimate disbandment of fraternal organizations and their emphasis on self-help. Consider the context of national economic conditions, integration, increased competition with large corporations, and generational differences among African Americans in terms of strategies for equality and empowerment. <i>Politics:</i> Explore how Walker used her position as a means of political change and how her newspaper, <i>The St. Luke Herald</i>, became a medium for her political and social views. Describe her role in the boycott of the Virginia Passenger and Power Company to protest segregated seating on Richmond streetcars in 1904. Describe how she helped women register to vote and ran on the "Lily-Black" ticket in 1921. Explore her participation in and support for national political movements. <i>Leadership:</i> Consider how Walker's leadership was grounded in her strong work ethic and propensity to lead by example. Consider how Walker's bold, demanding, yet diplomatic leadership style effectively met the needs of a large and diverse organization. <i>Home and Artifacts:</i> Describe how Maggie L. Walker's fully restored, furnished home and personal papers provide insight into the life of a successful African American businesswoman and social reform leader and illuminate her work ethic, personal and professional challenges, and successes in the Jim Crow era. 	



Theme 3: A Civil Rights Legacy

In the former capital of the Confederacy, Maggie L. Walker helped lay the groundwork for the modern civil rights movement both locally and nationally by challenging legal segregation, economic oppression, and white male authority in the struggle for equal rights for women, promoting African American unity through business, and serving as an advocate for education.

About this theme: This theme is about the legacy of Maggie L. Walker and the impact of her actions on her Richmond, Virginia, community and on African American empowerment in the United States. It invites debate about whether the way in which her story has been packaged as an inspirational tale has relevance for modern audiences.

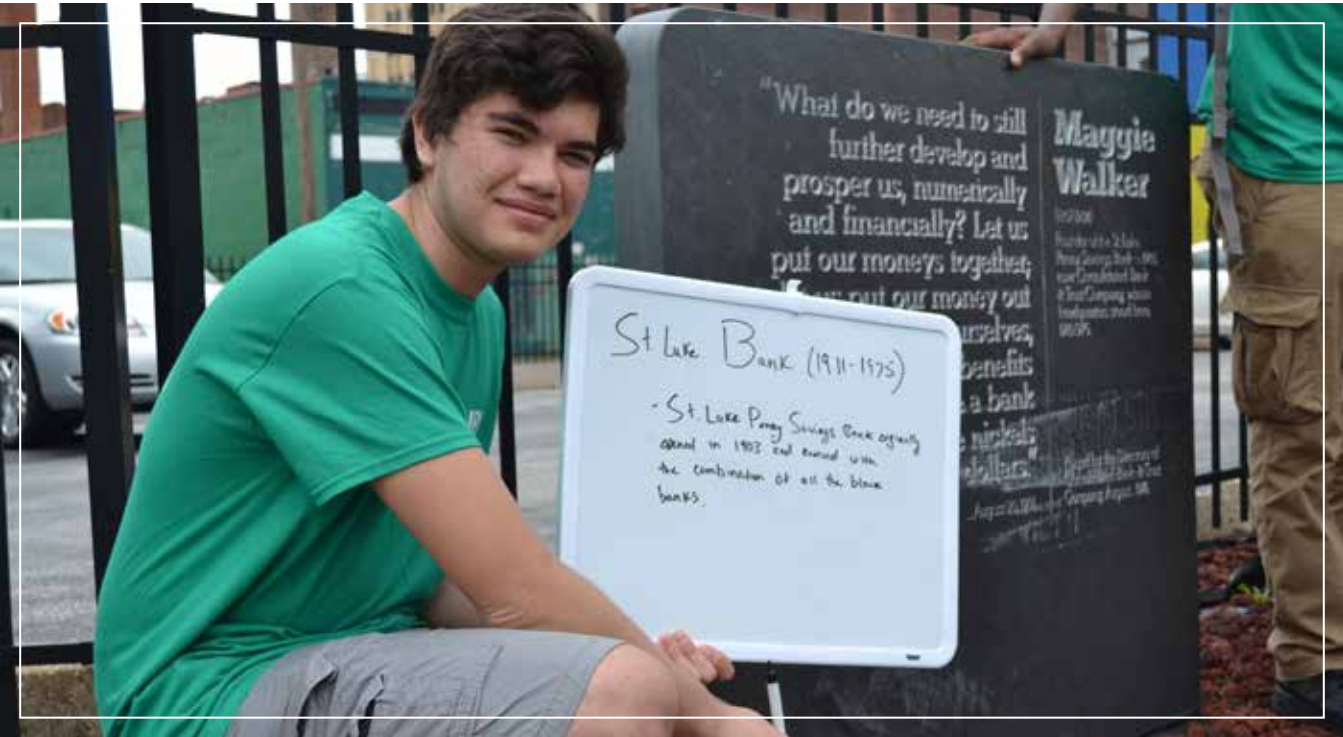
Concepts	Topics and Stories
<ul style="list-style-type: none"> • Legacy: Evaluate Walker's legacy and influence. Evaluate how and to whom as a bank president, newspaper editor, and fraternal leader, Walker served as an inspiration of pride and progress. Explore how Walker's emphasis on financial literacy and self-determination and her prominent role in the community inspired others. Explain how and why her legacy has been overshadowed in the national narrative. Describe Walker's obstacles and challenges as a female leader in business and pioneering opportunities for African American women in a male-dominated environment. Describe Walker's challenges to maintain power in the Independent Order of St. Luke by building consensus among racial, class, and gender lines. Describe the challenges Walker faced in her personal life in terms of work/family balance, serving as the main breadwinner while running a multigenerational household and dealing with multiple deaths in her immediate family. • Relevance: Describe Walker's relevance to modern audiences. Describe how many of the issues Walker faced in her lifetime are still prevalent today, including racial, gender, and economic inequality, challenges faced by people with diabetes and physical disabilities, and access to quality and affordable education. Draw comparisons between the strategies Walker used to combat these challenges with strategies used today. Describe lessons that can be learned from Walker's life and the ways that her legacy can continue to inspire individuals to be active members in their community. • Civil Rights: Describe Walker's efforts during her lifetime to fight for civil rights and place her in the context of a long Civil Rights movement. Describe Walker's efforts in the push for full participation in the political process, the fight against segregation on public transportation, economic boycotts to protest against businesses that refused to hire African Americans, and speaking out against violence perpetrated against African Americans. Explain Walker's activism and strategies as those of someone characterized as a "race woman." Describe Walker's membership and leadership roles in civil rights organizations, including the NAACP, National Association of Colored Women, Urban League, and National Negro Business League. Consider Walker's entrepreneurship, support of education, and promotion of opportunities for African American women as ways of fighting for equality and civil rights for African Americans and women. 	<ul style="list-style-type: none"> • Economic empowerment • Civil rights • African American economic empowerment • Maggie L. Walker High School • Personal commitment • Business • Leadership • Education • Richmond, Virginia • Jackson Ward • Individual action • Community involvement • National Park Service • Motivational speeches • Inspiration • Legacy • Principles and a principled life • Self-determination • Mutual assistance • Maggie L. Walker Historical Foundation • Co-led boycott of Virginia Passenger and Power Company in 1904 with John Mitchell, Jr. • Generosity/philanthropy

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Concepts	Topics and Stories
<ul style="list-style-type: none">• <i>Commemoration and Memorialization</i>: Explain how Walker was recognized during her lifetime. For example, in 1934 October was deemed Maggie Walker month by the Independent Order of St. Luke. Illustrate how Walker has been commemorated and remembered since her death. This includes the Maggie L. Walker High School, in Brooklyn, New York, established in 1938, streets named for her in Newport News and Richmond, and more recent commemorations such as the Maggie L. Walker Initiative for Expanding Opportunity and Fighting Poverty, Richmond’s Anti-Poverty Commission (est. 2011), and the forthcoming statue of Walker on Broad Street. Describe the role of local community groups, especially the Maggie L. Walker Historical Foundation and the Maggie L. Walker High School Alumni Association, in preserving Walker’s memory and legacy.• <i>Preservation and the National Park Service</i>: Describe the role of Walker family members, namely Hattie N. F. Walker (Walker’s daughter-in-law) and Maggie Laura Walker Lewis (Walker’s granddaughter), in preserving the Walker home during the years following Walker’s death. Describe Hattie Walker’s vision of the house one day serving as a museum or memorial to Maggie L. Walker. Describe the actions of Maggie Laura Walker Lewis and members of the Maggie L. Walker Historical Foundation, a local group formed in Jackson Ward to preserve the home, in establishing Walker’s house as national historic site in 1978. Explain the context in which the home was designated a national historic site and became a unit of the national park system as part of the National Parks and Recreation Act signed by President Carter.	



Northeast Region Foundation Document Recommendation Maggie L. Walker National Historic Site

June 2017

This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Northeast Regional Director.



RECOMMENDED

David R. Ruth, Superintendent, Maggie L. Walker National Historic Site

June 30, 2017

Date



APPROVED

Cynthia MacLeod, Acting Regional Director, Northeast Region

July 6, 2017

Date



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

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June 2017

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