### CONSULTATION AND COORDINATION

DRAFT NATIONAL MALL PLAN / ENVIRONMENTAL IMPACT STATEMENT THE NATIONAL MALL



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### **CONSULTATION AND COORDINATION**



## THE PLANNING PROCESS AND PUBLIC ENGAGEMENT

The National Park Service announced the intent to prepare a management plan for the National Mall and Pennsylvania Avenue National Historic Park at a press conference on November 1, 2006, after a newsletter had been released describing the intent of the project. Subsequently, a Federal Register notice was printed on January 16, 2007, about the planning effort, stating the plan would provide a long-term vision for use and management for both park areas. On September 6, 2007, a notice was printed in the Federal Register stating that an environmental impact statement would be prepared as part of the planning process. It was subsequently determined that because the issues facing these areas are somewhat different, a separate environmental document will be prepared for Pennsylvania Avenue.

#### **PUBLIC INVOLVEMENT**

The public involvement process has paralleled the planning process and can be described as occurring in two phases. The first phase involved establishing the context for the plan, which included stating the purpose and significance of the National Mall, establishing the need for the plan through public scoping, and developing plan objectives. The second phase was the development of the alternatives, including the preferred alternative, that would be analyzed in the environmental impact statement. The newsletters, public meetings, and interagency cooperation involved in the planning process are further described below.

To reach diverse publics, extensive contacts have been made with the print and broadcast media. The planning effort has been covered by all media and in editorials and letters to the editor. An opinion editorial article by former NPS Director Mary Bomar encouraged participation in the planning effort and was printed in newspapers across the country. A number of magazines have also highlighted the planning effort, including *Architectural Digest*, *Landscape Architecture*, *National Park Foundation*, and *Scholastic Magazine*. Most

media outlets have provided the planning website address for additional information.

All newsletters, along with other background information, were posted online at www.nps .gov/nationalmallplan.

#### **Context for the Planning Effort**

The planning effort for the National Mall has emphasized open and inclusive communications to engage the public and to understand their desires and concerns. The National Park Service has issued four newsletters at various stages of the planning process to keep people informed about what is happening.

#### Newsletter 1

The first newsletter, which was distributed in the fall of 2006 by mail and electronically, introduced the project and described the significance of the National Mall, as well as Pennsylvania Avenue National Historic Park, and how these places are used. The newsletter asked people to use the related National Mall planning website to comment on 15 open-ended questions about issues and concerns with public use on the National Mall and at Pennsylvania Avenue National Historic Park.

#### **National Mall Symposium**

The first newsletter invited the public to a symposium about the future use and management of the National Mall at the U.S. Navy Memorial. The symposium took place November 13–15, 2006, with the public included on November 15. Over 100 people attended. Speakers featured nationally recognized experts in architecture, landscape architecture, history, law enforcement, planning, and government. Discussions focused on the history and significance of the National Mall, protecting its resources, and best practices in managing similar areas.

As background information for symposium participants and for posting on the plan website, papers were done on the history of the National

Mall, planning, legal considerations (including First Amendment jurisprudence and commercial activities), and best management practices for landscape maintenance.

#### **Public Scoping Meetings and Comments**

The public comment period announced for the first newsletter extended from November 1, 2006, to March 16, 2007. In addition to the online survey, three public scoping meetings were held, on February 24, March 8, and March 10, 2007, in Washington, D.C. Background information was presented in a short video, with large display boards to show the planning area and to highlight issues. Study area maps were available on line and copies were provided. A total of about 60 people attended the meetings.

In all, more than 5,000 people from all 50 states and the District of Columbia provided on-line comments on the 15 scoping questions for the National Mall plan / environmental impact statement. Around 4,000 comments were variations of a form letter, and the 1,000 remaining communications offered more than 2,900 separate comments. Topics receiving the most comments included the landscape condition, visitor facilities, and orientation and information needs. George Mason University was contracted to analyze the comments and prepare a report (NPS 2007d), which was posted on the National Mall planning website. Respondents expressed a deep desire to sustain the openness and accessibility of the National Mall as well as upgrading the greenspace.

#### Newsletter 2

The second newsletter, released in the summer of 2007, summarized the public concerns and issues that were raised in response to the first newsletter. Concerns and issues included the appearance and landscape, facilities, services, activities, and regulations pertaining to crowd control, security, and public safety. The newsletter also introduced 21 planning principles to guide the plan, which were developed in cooperation with other federal and city agencies with planning responsibilities for the District of Columbia (see "Cooperating Agency Meetings" below). These principles, along with the statements of purpose and

significance, formed the basis for the plan objectives presented in this document (see page 4).

#### **Development of Alternatives**

#### Newsletter 3 — Planning Workbook

The third newsletter was released in late fall 2007. It presented a range of draft conceptual alternatives for the future use and management of the National Mall. A no-action alternative that would continue current management direction was also described. Readers were asked to comment on the alternative concepts, and the feedback was used to begin developing a preferred alternative. A public comment form with 18 questions was posted on the planning website. The questions related to each area of the National Mall, asked for other ideas, and asked what ideas should be combined to become a preferred alternative. Public meetings were held at the Old Post Office Building in Washington D.C. on January 8, 9, and 12, 2008.

The public comment period lasted from December 15, 2007, to February 15, 2008. During this period 17,758 comments were received; of these, 13,836 comments pertained to First Amendment rights, and there was widespread misunderstanding that the National Mall plan would change these fundamental rights. The website was updated to reflect and reinforce the commitment to First Amendment rights, as based on the Constitution and reaffirmed in legal decisions over the years. A second prominent area of response came from bicyclists.

Public comments were again analyzed by George Mason University, and a report was prepared (NPS 2008e).

### Development of a Preferred Alternative through Choosing by Advantages

The draft preliminary alternatives that were presented to the public in newsletter 3 were refined, and a process known as "Choosing by Advantages" (CBA) was used to identify the most effective actions that would then be combined into a preliminary preferred alternative.

The planning team, park staff, and cooperating agencies participated in this process during a series of workshops in the winter and spring of

2008. Additional refinements were made, and a preliminary preferred alternative was developed that contained elements of all the alternatives and included additional ideas brought up by the public, consulting parties, cooperating agencies, and the ongoing examination of best practices used at other sites.

The CBA process focuses decision-making on the advantages of differences among alternatives and helps ensure that decisions consider the park's purpose, significance, issues, public and stakeholder viewpoints, and other relevant topics. The process assesses the advantages of differences and rates and ranks the importance of factors of groups of decisions. Standard factors that were considered included providing for public health, safety, and security; protecting cultural and natural resources; improving visitor experiences and enjoyment (education, information, access and circulation, and visitor amenities); improving park operations; and providing other benefits, such as for partnerships, concessioners, and the local economy. For the National Mall it is also important to improve the ability of the National Park Service to serve its unique civic role in addressing the full range of special events, including national celebrations, First Amendment gatherings, and special events.

The process is designed to make sure that non-monetary factors are considered, and that planning level cost estimates\* are also considered to maximize advantages to the government while keeping costs as low as possible. Planning cost estimates allowed the development of a preferred alternative that was less costly than other action alternatives while combining elements of all the alternatives to bring the highest level of advantage points.

The planning team and cooperating agencies determined that the most important factor for this planning effort is to provide a quality American experience. This includes enhancing visitors' abilities to understand and participate in

First Amendment and/or civic activities, to have a welcoming experience, to understand core American values and history expressed by the memorials, to be able to enjoy the National Mall's beauty and vistas both by day and at night, and to be inspired. The second most important factor was the ability to improve natural resource conditions. It is important to note that all of the alternatives would protect cultural resources, so this factor ranked lower in terms of distinguishing differences between the alternatives.

#### Newsletter 4 — Preliminary Preferred Alternative

The preliminary preferred alternative was described for the public in newsletter 4, which was released in February 2009. People were asked to make comments on-line, and the comment period lasted from March 1 to May 15, 2009. In addition, two public meetings were held, on March 11 and 14, in Washington, D.C. This newsletter also explained that because the issues facing the National Mall and Pennsylvania Avenue are somewhat different, and in order not to lose focus of the importance of Pennsylvania Avenue, a separate environmental document will be prepared for Pennsylvania Avenue.

#### **COOPERATING AGENCY MEETINGS**

In April 2006 the National Park Service invited the following federal and D.C. agencies to cooperate in the preparation of a National Mall plan.

Advisory Council on Historic Preservation Architect of the Capitol

D.C. Department of Transportation

D.C. Office of Planning

D.C. Historic Preservation Office

The Federal Reserve Bank

General Services Administration

National Archives

National Capital Planning Commission

National Gallery of Art

Smithsonian Institution

U.S. Bureau of Engraving and Printing

U.S. Commission of Fine Arts

U.S. Department of Agriculture

U.S. Holocaust Memorial Museum

U.S. Park Police

<sup>\*</sup> Planning level cost estimates are rough estimates that allow ideas to be compared to make decisions about alternative courses of action. Planning level cost estimates are not to be used for estimating projects for construction.

U.S. Secret Service, Department of Homeland Security

Washington Area Metropolitan Transit Authority

One result of this process was the cooperative development of planning principles, which in addition to overarching principles, addressed the National Mall's urban context and identity, future memorials, historic plans and resources, views and vistas, design standards, lighting, information, civic space, educational opportunities, pedestrian experiences, transportation, maintenance operations, law enforcement, business services, and health, safety, and security. The principles were printed in newsletter 2, and as previously described, they formed the basis of the plan objectives.

Throughout the planning process the National Park Service has been cooperating with the National Capital Planning Commission, the Commission of Fine Arts, the D.C. Office of Planning, and the Architect of the Capitol to discuss projects and how they interrelate. One result of this cooperative effort was the development of Planning Together for Central Washington, a pamphlet explaining the agencies' various planning efforts and common objectives.

Additional meetings were held to discuss planning principles (presented in newsletter 2), standards, event management, and the preliminary range of alternatives. CBA workshops were also held to develop the preliminary preferred alternative.

#### **CULTURAL RESOURCE CONSULTATION**

Approximately 60 organizations with an interest in the National Mall plan or historic preservation were asked to be consulting parties under the National Historic Preservation Act section 106 process. The following organizations responded that they would like to participate:

Advisory Council on Historic Preservation American Civil Liberties Union of the National Capital Area American Institute of Architects American Society of Landscape Architects Commission of Fine Arts Committee of 100 on the Federal City Cultural Tourism DC

District of Columbia Historic Preservation Office

D.C. Preservation League Dwight D. Eisenhower Memorial Commission

Eastern National

Equal Honor for All

Friends of the National World War II Memorial

Guest Services, Inc

The Guild of Professional Tour Guides

Landmark Services, Inc.

Martin Luther King, Jr. National Memorial Project Foundation, Inc.

National Association for Olmsted Parks National Capital Planning Commission

National Coalition to Save Our Mall

National Mall Conservancy

National Parks Conservation Association

National Trust for Historic Preservation

Organization of American States

Smithsonian Institution

Society of Architectural Historians -Latrobe Chapter

Trust for the National Mall

Washington DC Convention and Tourism Corporation

Willard Hotel

Downtown Business Improvement District

Beginning in January 2008, consulting parties worked with the National Park Service, the Advisory Council on Historic Preservation, and the D.C. Historic Preservation Office to examine the ramifications of planning alternatives on cultural landscapes, the NPS List of Classified Structures, historic districts, on sites listed on or eligible for listing on the National Register of Historic Places.

The consultation process is ongoing, and at least 10 meetings or opportunities to participate were held by April 1, 2009. A bus tour was provided in May 2007 to familiarize participants with planning issues. Background materials, maps, and studies were posted on the website and handed out at meetings. Consulting parties provided comments in April 2008 on the range of alternatives, with the National Park Service responding to the comments and incorporating ideas into a preliminary preferred alternative. Following internal briefings on the preliminary preferred alternative, the section 106 process was begun

again in March 2009, with a focus on the impacts of a preliminary preferred alternative.

This *Draft Environmental Impact Statement* defines what would occur where and serves as an overarching organizational document for future project implementation that will generally include standard procedures of site-specific design, commission reviews, public engagement, and historic preservation consultation. Some specific actions could be called out in the programmatic agreement. Future compliance in accordance with the National Historic Preservation Act will be needed on certain proposed actions, as identified in Table 41.

TABLE 41: ACTIONS REQUIRING ADDITIONAL COMPLIANCE UNDER THE NATIONAL HISTORIC PRESERVATION ACT. SECTION 106

Highlighted areas require additional compliance.

Ongoing NPS Actions	
Rehabilitate Lincoln Reflecting Pool, pave elm	Yes, ongoing
walkways, complete security perimeter	
Complete Thomas Jefferson security perimeter	Yes, ongoing
Construct Vietnam Veterans Memorial Center	Yes, ongoing
Construct Martin Luther King, Jr. Memorial	Yes, ongoing
Replace sign system	Yes, ongoing
Washington Monument security screening	Yes, ongoing
Renovate Lincoln Memorial restrooms, relocate	No, not
bookstore, and rehabilitate / replace exhibits	needed
Rehabilitate D.C. War Memorial and restore	No, not
grounds	needed
Correct problems at Thomas Jefferson plaza	No, not
	needed
National Mall Actions	
Develop coordinated palette of paving	Yes
materials, crosswalks, and site furnishings*	
Develop bike routes	Yes
Specific Areas	
Union Square	
Redesign Union Square	Yes
Mall	
Develop welcome plaza / 12th Street corridor	Yes
Rehabilitate soil, grass, irrigation for center	No
panels	
Install curbs, protection for elm tree panels	Yes
Provide restrooms	Yes
Provide civic infrastructure	Yes
Pave walkways, enhance pedestrian	Yes
environments*	
Provide additional lighting	Yes
Install parking meters / kiosks	Yes
Provide underground parking garage	Yes
Washington Manument	
vvasnington wonument	
Washington Monument Construct visitor facility / multipurpose facility	Yes
Construct visitor facility / multipurpose facility Provide civic infrastructure (utilities, etc.)	Yes Yes
Construct visitor facility / multipurpose facility	
Construct visitor facility / multipurpose facility Provide civic infrastructure (utilities, etc.)	Yes
Construct visitor facility / multipurpose facility Provide civic infrastructure (utilities, etc.) World War II Memorial	Yes
Construct visitor facility / multipurpose facility Provide civic infrastructure (utilities, etc.) World War II Memorial Constitution Gardens	Yes No

Rehabilitate lake	No
Rehabilitate / redesign walk areas*	Yes
Remove / rehabilitate concession facility	Yes
Vietnam Veterans Memorial	
Rehabilitate existing walkways; provide seating	Yes
Lincoln Memorial	
Add restroom near south concession stand	Yes
Korean War Veterans Memorial	
Revise walks	Yes
Ash Woods	
Replace / relocate restroom	Yes
Replace USPP stables / add new road entry	Yes
Potentially add new concession facility	Yes
Revise road/walks*	Yes
Tidal Basin Area	
Rebuild Tidal Basin walls, widen walks and	Yes
bridges, and provide pedestrian amenities*	
Install pedestrian lighting	Yes
Provide concession food service / restrooms	Yes
Provide new recreation equipment rental	Yes
facility	
Provide bike lanes	Yes
West Potomac Park Riverfront Area	
Add bike lanes	Yes
Rehabilitate shoreline	Yes
Redesign parking	Yes
Add walks	Yes
George Mason Memorial	
Rehabilitate Fountain 4	No
Franklin Delano Roosevelt Memorial	
Potentially provide concession facility	Yes
Improve ballfields	No
Thomas Jefferson Memorial	
Provide civic infrastructure	Yes
Add restroom	Yes
Provide concession facility	Yes
Note: All design and construction projects undergo rev	iour bu the IIC

Note: All design and construction projects undergo review by the U.S. Commission of Fine Arts whether or not additional compliance is required.

### STAKEHOLDER AND INFORMATIONAL BRIEFINGS

Throughout the planning process meetings have been held with various federal and city agencies about the planning effort, including the following:

American Institute of Architects American Planning Association American Society of Landscape Architects Catholic University (urban planning and architecture classes)

Cesar Chavez High School

Clemson University

Denver Urban Explorers Association

Downtown D.C. Business Improvement District

Eastern National (cooperating association) Foggy Bottom Neighborhood Association Friends of the National World War II Memorial

Guild of Professional Tour Guides of Washington, D.C.

Guest Services, Inc.

Harvard Graduate School of Design / University of Virginia

Landmark Services Inc. (Tourmobile operator)

Martin Luther King, Jr. Memorial Foundation Maturals, senior class at Community College, Northern Virginia

National Museum of African American History and Culture

National Parks Conservation Association

National Park Foundation

Penn Quarter Neighborhood Association

Streetscape Committee

**Summit Foundation** 

Trust for the National Mall

U.S. Navy Memorial Foundation

Washington Convention and Tourism Corporation / Destination DC

Washington, D.C., Mayor's Summer Youth Program

Washington Historical Society

William and Mary College, Semester in D.C.

# DESIGN AND PLANNING PROFESSIONAL ASSOCIATION ASSESSMENT

The American Society of Landscape Architects convened a blue-ribbon panel of architects, planners, and landscape architects to examine "Reviving America's Front Yard" on March 19–20, 2009. The National Park Service provided background materials, a presentation, and a tour. Conclusions were announced at a press conference. The panel led to a semester-long design exploration focused on the National Mall by the Harvard Graduate School of Design and the University of Virginia.

## LIST OF REVIEWING AGENCIES AND ORGANIZATIONS

The following governmental agencies, businesses, and organizations will be sent copies of the *Draft Environmental Impact Statement* for review and comment.

#### **Federal Agencies**

Advisory Council on Historic Preservation
Commission of Fine Arts
Council on Environmental Quality
Department of Agriculture
Department of Defense, Arlington National
Cemetery
Environmental Protection Agency
Federal Reserve
National Gallery of Art
National Capital Planning Commission
Smithsonian Institution

#### **U.S. Congress**

Architect of the Capitol

#### **District / Regional / State Agencies**

D.C. Department of Parks and Recreation

D.C. Department of Transportation

D.C. Office of Planning

D.C. Historic Preservation Office

Virginia State Historic Preservation Office

Washington Metropolitan Area Transit Authority

#### **Businesses and Organizations**

American Civil Liberties Union of the National Capital Area

American Institute of Architects

American Planning Association

American Society of Landscape Architects

Capitol Hill Business Improvement District

City Parks Alliance

Committee of 100 on the Federal City

Cultural Tourism DC

D.C. Preservation League

Downtown D.C. Business Improvement District

Downtown Business Improvement District

Eastern National

Equal Honor for All

Foggy Bottom Neighborhood Association

Friends of the National World War II Memorial Golden Triangle Business Improvement District

Guest Services, Inc.

Guild of Professional Tour Guides of

Washington, D.C.

Landmark Services, Inc.

Martin Luther King Jr. Memorial Project Foundation, Inc.

National Association for Olmsted Parks
National Coalition to Save Our Mall
National Mall Conservancy
National Parks Conservation Association
National Trust for Historic Preservation
Organization of American States
Penn Quarter Neighborhood Association
Penn Quarter Business Community
Society of Architectural Historians — Latrobe
Chapter

Streetscape Committee
Trust for the National Mall
U.S. Navy Memorial Foundation
Washington Area Bicycle Association
Washington DC Convention and Tourism
Corporation
Washington Historical Society
Willard Hotel

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#### **NPS PLANNING TEAM**

Name/Position	Education/Experience	Contribution to Planning Effort
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Craig Cellar Cultural Resources Management Specialist Planning Division, Denver Service Center, National Park Service	B.A., Anthropology/History, University of Nebraska. 36 years with the National Park Service	Cultural resource sections for affected environment and environmental impacts.
Ruth Eitel, Visual Information Specialist Denver Service Center, National Park Service	B.F.A., Pittsburg State University, Pittsburg, Kansas 32 years with the National Park Service	Created all maps, designed newsletters, oversaw printing.
Mary McVeigh Planning Division, Denver, Service Center, National Park Service	B.A., Technical Communications, Metropolitan State College, Denver, CO 25 years planning with the National Park Service	Assisted with public involvement tasks, alternative development, and the CBA workshop. Wrote portions of the visitor experience and impact sections.
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Tom Thomas Cultural Resource Specialist	Ph.D., History, University of Colorado 18 years with the National Park Service	Cultural resource sections for affected environment and environmental impacts.
	Consultants	
Maggie Daniels Associate Professor of Tourism and Events Management School of Recreation, Health and Tourism George Mason University	Ph.D., Clemson University Extensive fieldwork in the areas of tourism planning and policy, supple resource promotion, and event management related to regional economic develop- ment. Author of over 50 pub- lished papers, book chapters, professional presentations, and technical reports.	Conducted newsletter comment analysis, and visitor surveys and analysis. Wrote socioeconomic sections.
Laurie K. Harmon Registered Landscape Architect Assistant Professor and Coordinator; Parks, Recreation, and Leisure Studies Program George Mason University	Ph.D., Pennsylvania State University. Research focuses on mechanisms affecting and outcomes related to people's interactions with natural resource based places.	Conducted research and helped write socioeconomic sections.

Name/Position	Education/Experience	Contribution to Planning Effort
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Assistant Professor; Tourism and	Social/cultural impacts of tourism	write socioeconomic sections.
Events Management	development as well as cultural	
George Mason University	heritage tourism. Formerly re-	
	search manager with the Mary-	
	land Office of Tourism Devel-	
	opment, Department of Busi-	
	ness and Economic	
	Development.	
Russell Brayley	Ph.D., Texas A&M University.	Conducted research and helped
Coordinator, Tourism and Events	Experience developing outdoor	write socioeconomic sections.
Management Program,	recreation management plans,	
George Mason University	and worked with the socioeco-	
	nomic division of the Canadian	
	Parks Service designing and	
	conducting visitor surveys.	
Greg Sorensen, Senior Technical	B.A., International Affairs,	Developed newsletters; edited and
Writer / Editor	University of Colorado	formatted draft environmental
URS Corporation	34 years experience writing and	impact statement; researched
	editing (24 years with the	and wrote sections for access
	National Park Service, 10 years	and circulation, visitation
	with URS Corporation)	patterns and trends.

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Director/Acting Superintendent
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Lands, Resources and Planning, Retired
Peter May, Associate Regional Director
Lands, Resources and Planning
Rob DeFeo, Horticulturist

Bill Line, Chief Communications Officer Maureen Joseph, Regional Historical Landscape Architect

#### **Center for Urban Ecology**

Dr. Jim Sherald, Chief

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#### **OTHER CONSULTANTS**

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#### **PHOTO CREDITS**

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