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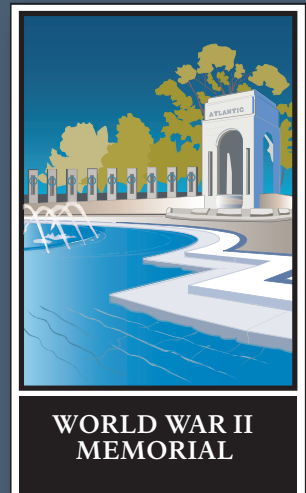
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CONSULTATION AND COORDINATION

DRAFT
NATIONAL MALL PLAN /
ENVIRONMENTAL IMPACT STATEMENT
THE NATIONAL MALL



WORLD WAR II
MEMORIAL

THE PLANNING PROCESS
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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

* 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.

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

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 *Final 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 43.

TABLE 43: ACTIONS REQUIRING ADDITIONAL COMPLIANCE UNDER THE NATIONAL HISTORIC PRESERVATION ACT, SECTION 106

Ongoing NPS Actions
Complete Thomas Jefferson perimeter security
Construct Vietnam Veterans Memorial Center
Washington Monument security screening
National Mall Actions
Develop coordinated palette of paving materials, crosswalks, and site furnishings*
Develop bike routes
Specific Areas
Union Square
Redesign Union Square
Mall
Develop welcome plaza / 12th Street corridor
Rehabilitate soil, grass, irrigation for center panels
Install curbs, protection for elm tree panels
Provide restrooms
Provide civic infrastructure
Pave walkways, enhance pedestrian environments*
Provide additional lighting
Install parking meter stations
Washington Monument
Construct visitor facility / multipurpose facility
Provide civic infrastructure (utilities, etc.)
World War II Memorial
Constitution Gardens
Relocate Lockkeeper's House
Construct multipurpose area or food service facility
Rehabilitate lake
Rehabilitate / redesign walk areas*
Remove / rehabilitate concession facility
Vietnam Veterans Memorial
Rehabilitate existing walkways; provide seating
Lincoln Memorial
Renovate Lincoln Memorial restrooms, relocate bookstore, and rehabilitate / replace exhibits
Add restroom near south concession stand
Korean War Veterans Memorial
Revise walks
Ash Woods
Replace / relocate restroom
Replace USPP stables / add new road entry
Potentially add new concession facility

Revise road/walks
Tidal Basin Area
Rebuild Tidal Basin walls, widen walks and bridges, and provide pedestrian amenities*
Install pedestrian lighting
Provide concession food service / restrooms
Provide new recreation equipment rental facility
Provide bike lanes
West Potomac Park Riverfront Area
Add bike lanes
Rehabilitate shoreline
Redesign parking
Add walks
George Mason Memorial
Rehabilitate Fountain 4
Franklin Delano Roosevelt Memorial
Potentially provide concession facility
Improve ballfields
Thomas Jefferson Memorial
Provide civic infrastructure
Add restroom
Provide concession facility

U.S. FISH AND WILDLIFE SERVICE CONSULTATION

During preparation of this document, NPS staff informed the U.S. Fish and Wildlife Service Field Office for the District of Columbia area about the planning effort and requested a list of endangered or threatened species that might be in the area. A response was received in September 2007 that no federally listed endangered or threatened species are known to exist in the planning area.

In accordance with section 7 of the Endangered Species Act and relevant regulations at 50 CFR Part 402, the National Park Service determined that implementing the preferred alternative in this plan would have no effect on listed species and so will not require formal consultation.

The National Park Service has committed to consult on future specific actions conducted under the framework of this plan to ensure that such actions are not likely to adversely affect threatened or endangered species.

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), Washington, D.C.
 Cesar Chavez Public Charter Schools for Public Policy, Washington, D.C.
 Clemson University, Clemson, S.C.
 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., Washington, D.C.
 Harvard Graduate School of Design / University of Virginia
 Landmark Services Inc. (Tourmobile operator)
 Martin Luther King, Jr. Memorial Foundation
 Naturals, 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
 Interagency Initiative for National Mall Road Improvement Program, Streetscape Initiative Subgroup, Washington, D.C.
 Summit Foundation, Washington, D.C.
 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, D.C., 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.

COMMENTS ON THE DRAFT ENVIRONMENTAL IMPACT STATEMENT

The National Capital Planning Commission met on March 4, 2010, to receive testimony on the *Draft National Mall Plan / Environmental Impact Statement*. The following organizations made statements to the commission, and copies of their testimony were provided to the National Park Service:

American Society of Landscape Architects
 Eisenhower Memorial Commission
 National Coalition to Save Our Mall
 Downtown DC Business Improvement District
 D.C. Preservation League
 Trust for the National Mall

The comments of these organizations are included in volume 2 as comments on the *Draft Environmental Impact Statement* and are so identified. NPS responses are also provided to these comments.

Additionally the Architect of the Capitol submitted a letter to the National Capital Planning Commission about their involvement in the National Mall planning effort. Two individuals also provided comments to the commission, but these comments were not made available to the National Park Service.

LIST OF REVIEWING AGENCIES AND ORGANIZATIONS

The following governmental agencies, businesses, and organizations were sent copies of the *Draft Environmental Impact Statement* for review and comment. An asterisk (*) denotes that comments were received and are reprinted in volume 2.

Cooperating Agencies

Advisory Council on Historic Preservation*

Architect of the Capitol*
Council on Environmental Quality
D.C. Department of Transportation
D.C. Office of Planning*
D.C. Historic Preservation Office*
Federal Reserve Board*
National Gallery of Art
National Capital Planning Commission*
Smithsonian Institution*
U.S. Commission of Fine Arts*
U.S. Department of Agriculture
U.S. Department of Defense, Arlington National Cemetery
U.S. General Services Administration*
U.S. Environmental Protection Agency*
Washington Metropolitan Area Transit Authority*

Consulting Parties

American Society of Landscape Architects*
Committee of 100 on the Federal City*
D.C. Preservation League*
Downtown D.C. Business Improvement District*
Eisenhower Memorial Commission*
Guest Services, Inc.*
Guild of Professional Tour Guides of Washington, D.C.*
National Coalition to Save Our Mall*
National Parks Conservation Association*
National Trust for Historic Preservation*
Society of Architectural Historians — Latrobe Chapter*
Trust for the National Mall*

Regional Governments

City of Alexandria, Virginia*
D.C. Department of Parks and Recreation
Loudoun County, Virginia*
Maryland Department of Transportation*
Virginia State Historic Preservation Office

Organizations and Businesses

American Civil Liberties Union of the National Capital Area
American Institute of Architects, Washington, D.C., Chapter*
American Planning Association
American Restroom Association*
Association of the Oldest Inhabitants of the District of Columbia*
Capitol Hill Business Improvement District
City Parks Alliance
Cultural Tourism DC
Detroit Model Yacht Club*
Eastern National
Equal Honor for All
Foggy Bottom Neighborhood Association
Friends of the National World War II Memorial
Gold Star Mothers National Monument Foundation, Inc.*
Golden Triangle Business Improvement District
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 Turfgrass Association*
Organization of American States
Penn Quarter Neighborhood Association
Penn Quarter Business Community
Public Hygiene Lets Us Stay Human (PHLUSH)*
Stars Unlimited*
Streetscape Committee
Trust for the National Mall*
University of Colorado*
U.S. Navy Memorial Foundation
Washington Area Bicycle Association
Washington DC Convention and Tourism Corporation
Washington Historical Society
Willard Hotel

LIST OF PREPARERS

NPS PLANNING TEAM

Name/Position	Education/Experience	Contribution to Planning Effort
National Park Service		
Susan Spain Project Executive for the National Mall Plan Planning Division, Denver Service Center, National Park Service	B.S., Landscape Architecture, B.A., Studio Arts/Humanities, University of Minnesota. 20 years with the National Park Service in planning, design, and project management; 12 years in private practice, landscape architect and planner.	All facets of planning, document production, and public involvement. Wrote conservation zoning, visitor experience, demonstrations and special events, access and circulation, park operations sections.
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.
Matthew Safford Natural Resource and GIS Specialist Planning Division, Denver Service Center, National Park Service	B.S., Zoology, Colorado State University 28 years in the Department of Interior, 8 years with the Denver Service Center.	Natural resource sections, GIS mapping and analysis.
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, supply resource promotion, and event management related to regional economic development. Author of over 50 published papers, book chapters, professional presentations, and technical reports.	Conducted newsletter comment analysis, and visitor surveys and analysis. Wrote socio-economic 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
Minkyung Park Assistant Professor; Tourism and Events Management George Mason University	Ph.D., Texas A&M University Social/cultural impacts of tourism development as well as cultural heritage tourism. Formerly research manager with the Maryland Office of Tourism Development, Department of Business and Economic Development.	Conducted research and helped write socioeconomic sections.
Russell Brayley Coordinator, Tourism and Events Management Program, George Mason University	Ph.D., Texas A&M University. Experience developing outdoor recreation management plans, and worked with the socioeconomic division of the Canadian Parks Service designing and conducting visitor surveys.	Conducted research and helped write socioeconomic sections.
Greg Sorensen, Senior Technical Writer / Editor URS Corporation	B.A., International Affairs, University of Colorado 34 years experience writing and editing (24 years with the National Park Service, 10 years with URS Corporation)	Developed newsletters; edited and formatted draft and final environmental impact statements; researched and wrote sections for access and circulation, visitation patterns and trends.

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 Lori Yokomizo, Web Developer

National Mall and Memorial Parks

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Division of Park Programs

Robbin Owen, Park Ranger

Division of Education and Interpretation

Rosanna Weltzin, Deputy Chief

National Capital Regional Office

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John Parsons, Associate Regional Director -
Lands, Resources and Planning, Retired
Peter May, Associate Regional Director —
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