

**NATIONAL PARK SERVICE
NATIONAL CAPITAL REGION
ADMINISTRATIVE HISTORY,
1952-2005**



Final Report

Prepared by
Robinson & Associates, Inc.

June 6, 2008

**NATIONAL CAPITAL REGION ADMINISTRATIVE HISTORY
TABLE OF CONTENTS**

LIST OF FIGURES	3
ACKNOWLEDGEMENTS	7
INTRODUCTION	
Purpose	9
Methodology	10
Executive Summary	12
CHAPTER I: ORGANIZATION OF THE NATIONAL CAPITAL REGION	
Administration	17
Planning	24
Design and Construction	26
Maintenance	30
Museum Collections Management	32
Illustrations	34
CHAPTER II: OUTSIDE THE SERVICE: PHILANTHROPY, PARTNERS, AND CONCESSIONS	
Philanthropy	43
Partners	44
Interagency Cooperation	49
Concessions	50
Illustrations	53
CHAPTER III: THE NATIONAL CAPITAL REGION AND THE POST-WORLD WAR II GROWTH OF METROPOLITAN WASHINGTON	
Growth of the Region	55
The Commission of Fine Arts and the National Capital Planning Commission	56
NCR and Metropolitan Transportation Needs	58
Mission 66	65
The Bicentennial	73
Illustrations	77
CHAPTER IV: NATURAL RESOURCES	
Natural Resources Management in the National Park Service, 1952-2005	83
Natural Resources in the National Capital Region	87
The Potomac and Anacostia Rivers	91
Interpretation of Natural Resources	94
Lady Bird Johnson's Beautification Program	99
Illustrations	104

CHAPTER V: HISTORIC PROPERTIES AND NATIONAL MEMORIALS	
The Evolution of Federal Preservation Policy	106
Historic Sites and Historical Parks	109
Protecting Civil War Battlefields	115
Interpretation of Historic Sites	117
The Mall, Monuments, and Memorials	121
Illustrations	128
CHAPTER VI: PARKS FOR THE ARTS	
Performing Arts Venues in the National Capital Region, 1952-1970	134
Wolf Trap and the Kennedy Center	136
Illustrations	139
CHAPTER VII: SOCIETY AND POLITICS IN NCR PARKS	
NCR Parks as Settings for First Amendment Activities	142
Special Events in the Monumental Core Parks	147
Summer in the Parks	152
Security	154
Illustrations	157
BIBLIOGRAPHY	161
INDEX	176
APPENDICES	
Appendix A: Chronology of Superintendents, Directors, and Accomplishments	
Appendix B: List of New Park Units and Areas	
Appendix C: List of New Memorials and Statuary	
Appendix D: Summary of Legislation	
Appendix E: Transcripts of Oral Histories	

LIST OF FIGURES

- Figure 1 – The National Capital Region includes 87,000 acres of parkland. (National Capital Region, National Park Service)
- Figure 2 – National Park Service organization as of December 10, 1951. (From Russell K. Olsen, *Administrative History: Organizational Structures of the National Park Service*. [Washington, D.C. ?]: National Park Service, 1985, 75.)
- Figure 3 – After the creation of Region V in 1955, National Capital Parks remained separated from the regional structure. (From Olsen, *Administrative History*, 79.)
- Figure 4 – By August 1957, National Capital Parks seem to have obtained parity with the regions in NPS administrative organization. (From Olsen, *Administrative History*, 81.)
- Figure 5 – Region VI, headquartered in Washington, appears on this December 4, 1961, organization chart. (From Olsen, *Administrative History*, 83.)
- Figure 6 – The initial organization of Region Six showed four assistant directors reporting to the regional director. (From *Region Six News* 1:5, January 1962, 2-3.)
- Figure 7 – Detail of a National Capital Region map showing the boundaries of East, Central, and North National Capital Parks. (From “Park System of the National Capital and Environs,” Map A, January 1962, history files, National Capital Region Headquarters, Washington, D.C.)
- Figure 8 – Organization chart of the 1995 reorganization of the National Capital Region. (National Capital Cluster Steering Committee, “National Capital Field Area Cluster Management Manual,” approved by the Field Director, December 15, 1995, files of Darwina Neal, Chief, Cultural Resource Preservation Services, National Capital Region.)
- Figure 9 - Organization chart, National Capital Region, approved by Terry R. Carlstrom, October 1, 1998. (Files of Darwina Neal, Chief, Cultural Resource Preservation Services, National Capital Region.)
- Figure 10 – Organization chart, National Capital Region, approved by Joseph M. Lawler, November 1, 2005. (History files, National Capital Region Headquarters, Washington, D.C.)
- Figure 11 – Piscataway Park, on the Maryland shore of the Potomac River opposite Mount Vernon, was established with the help of cooperative associations to protect the view from George Washington’s home. (National Park Service photo from *The Possible Dream: Saving George Washington’s View*)

- Figure 12 – The Tourmobile, a concessioner for the National Capital Region, has been ferrying visitors around the Mall and nearby parks since 1969. (National Park Service, National Capital Region, Museum Resource Center, 1981)
- Figure 13 – The George Washington Memorial Parkway between Spout Run and CIA Headquarters opened just days before this photograph was taken on November 9, 1959. (Abbie Rowe, National Park Service, National Capital Region, Museum Resource Center, November 9, 1959)
- Figure 14 – The Zoo Tunnel was a Mission 66-funded project that connected Rock Creek Parkway with Beach Drive, connecting commuters in the northern parts of Washington with downtown. (Historic American Buildings Survey, HABS DC, WASH, 686, no. 56)
- Figure 15 – The National Capital Region Headquarters opened in August 1963. (National Park Service, National Capital Region, Museum Resource Center, n.d.)
- Figure 16 – The Antietam National Battlefield Visitor Center is perhaps the best example of the Mission 66 visitor center type in the National Capital Region. (Robinson & Associates, November 6, 2007)
- Figure 17 – The Nature Center at Rock Creek Park, a Mission 66 project, adapted a 1936 residence to officer, visitor, and interpretation purposes in a style dubbed “Park Service Modern” by historian Sarah Allaback. (Bill Clark, National Park Service, National Capital Region, Museum Resource Center, February 14, 1981)
- Figure 18 – The ice skating rink at Fort Dupont Park was funded by appropriations for the Bicentennial celebration in Washington. Several National Capital Region parks received new facilities in preparation for the expected large crowds. (National Park Service, National Capital Region, Museum Resource Center, June 1976)
- Figure 19 – The Hains Point Teahouse in East Potomac Park, constructed as a concessions building in 1924, served as NCR’s Ecological Services Laboratory from 1969 to 1984. (National Park Service, National Capital Region, Museum Resource Center, July 27, 1979)
- Figure 20 – The Terraqua opened at the Rock Creek Nature Center on February 14, 1981. The exhibit used live animals and plants to illustrate the natural world along the water’s edge. (Bill Clark, National Park Service, National Capital Region, Museum Resource Center, February 14, 1981)
- Figure 21 – National Capital Parks employees undertook a restoration of the White House grounds after its 1948-1952 renovation. (Abbie Rowe, White House Conservation & Restoration Collection, National Park Service Historic Photograph Collection, Harpers Ferry Center Library and Archives, March 18, 1952)

Figure 22 – Supreme Court Justice William O. Douglas drew attention to the Chesapeake & Ohio Canal with a much-publicized 1954 hike. In this circa 1959 photograph, visitors enjoy the canal’s scenic and historic resources. (Jack E. Boucher, National Park Service Historic Photograph Collection, Harpers Ferry Center Library and Archives, circa 1959)

Figure 23 – Representatives of the National Association of Colored Women’s Clubs and the Frederick Douglass Memorial and Historical Association presented Secretary of the Interior Stewart Udall with the deed for the Frederick Douglass home on June 25, 1964. (Abbie Rowe, National Park Service, National Capital Region, Museum Resource Center, June 25, 1964)

Figure 24 – A planned interstate highway threatened the Stone House and other historic resources at Manassas National Battlefield in 1957. (Historic American Buildings Survey, Stone House, Manassas vicinity, HABS VA,76-GROV, 2-1, Library of Congress, n.d.)

Figure 25 – A living history interpreter stands in front of an eighteenth-century tobacco barn at National Colonial Farm in Piscataway Park. (Bill Clark, National Park Service, National Capital Region, Museum Resource Center, September 16, 1983)

Figure 26 – The Vietnam Veterans Memorial, the original design of which was completed in 1982, set a precedent for large-scale memorials in West Potomac Park. (Bill Clark, National Park Service, National Capital Region, Museum Resource Center, October 15, 1984)

Figure 27 – The Sylvan Theater, constructed in 1917 and renovated several times since, continues to be used as a venue for concerts and other events on the grounds of the Washington Monument. (Bill Clark, National Park Service, National Capital Region, Museum Resource Center, n.d.)

Figure 28 – The Filene Center at Wolf Trap opened in 1971. (National Park Service, National Capital Region, Museum Resource Center, n.d.)

Figure 29 – Construction of the John F. Kennedy Center for the Performing Arts resulted in the relocation of a segment of Rock Creek and Potomac Parkway closer to the river. (Historic American Buildings Survey, Rock Creek and Potomac Parkway, HABS DC, WASH, 68638, n.d.)

Figure 30 – On August 28, 1963, West Potomac Park became the site of the 250,000-person March on Washington for Jobs and Freedom, during which Martin Luther King, Jr., gave his “I have a dream” speech. (Warren K. Leffler, U.S. News & World Report Magazine Photograph Collection, Library of Congress, Prints and Photographs Division, August 28, 1963)

Figure 31 – Resurrection City, a village of 500 plywood dwellings in West Potomac Park, was part of the Poor People’s Campaign in Washington during the spring of 1968. Damage to park resources and violent incidents during the encampment led the federal government

to ban camping in National Parks as part of expressions of First Amendment rights. (Jack Rottier, National Park Service Historic Photograph Collection, Harpers Ferry Center, 1968)

Figure 32 – The Fourth of July celebration draws 500,000 spectators each year to the National Mall and Memorial Parks. (Bill Clark, National Park Service, National Capital Region, Museum Resource Center, June 8, 1991)

Figure 33 – Summer in the Parks was originally intended to bring inner-city children into National Capital Region parks with camping, music, and craft activities, such as those shown here at the Frederick Douglass Home in 1969. (Jack Rottier, National Park Service, National Capital Region, Museum Resource Center, August 17, 1969)

ACKNOWLEDGEMENTS

Numerous people contributed to this project, lending their time and expertise to Robinson & Associates' efforts. We would like to thank National Capital Region Chief Historian Gary Scott for making available the archival resources, drawings, and published studies of the National Capital Region that are housed in his office. Mr. Scott also lent the consultants several books on the National Park Service, guided us to important sources of information, coordinated draft reviews, provided assistance in organizing oral histories, and maintained flexibility in accommodating the ebb and flow of this project. We would also like to thank Stewart Fox, chief of NCR's project supervision office, for his guidance regarding the schedule and scope of the study over the long course of its journey. Mr. Scott and Mr. Fox are in large part responsible for seeing this report through to successful completion.

The consultants would also like to thank the two subjects of the oral histories included in this report, NCR Director Joe Lawler and Associate Regional Director for Land, Resources, and Planning John Parsons. Both were generous with their time for the oral histories themselves and for reviewing transcripts of those interviews, and both provided insights into the operations of the National Capital Region over the past thirty years and factual information not otherwise available. The transcripts of these interviews, which constitute Appendix E of this report, provide a greater depth of information on the period of their association with the region than is possible within the framework of the study itself. In addition, we wish to thank current and past members of the National Capital Region who helped chronicle the development of the region's science programs in the absence of documentary records. These include Jim Sherald, regional chief of natural resources and science, Sherald's deputy chief, Dan Sealy, National Capital Parks-East Resources Chief Stephen Syphax, retired Chief Scientist William Anderson, Rock Creek Park Resource Management Specialist Bill Yeaman, and retired Research Biologist Lindsay Kay Thomas, all of whom provided information on the natural resources programs in the region during their careers and the context of regional science within the Park Service as a whole.

Four other staff members – Darwina Neal, the region's chief of Cultural Resources Preservation Services; Jeannie Whitler, a cartographer with the Land Resources Program Center; Pam West, head of the region's Museum Resource Center; and Regional Legislative Coordinator Nancy Young – opened their records to the consultants. Ms. Neal guided us to information on the Beautification Program of Lady Bird Johnson and provided background to the development of cultural resources programs in the region. Ms. Whitler generously allowed us to use the database of regional land records she was then compiling. The information in this database provided a quick reference source for answering questions on NCR's vast holdings. Ms. West helped guide research in the center's extensive photograph collections and provided background on the development of the museum resources program. Ms. Young provided us with an electronic copy of legislation related to the establishment of NCR parks. In addition, NPS records officer Michael Grimes efficiently arranged research at the Washington National Records Center in Suitland, Maryland, that provided many documents relevant to this study. David Nathanson and Silvia Frye at the Harpers Ferry Center library provided guidance in using the library's extensive National Park Service History Collection. To all these NPS staffers, we would like to express our great gratitude.

Finally, Robinson & Associates would like to thank Gary Scott, Darwina Neal, Perry Wheelock, John Parsons, Jennifer Talken-Spalding, Ann Bowman Smith, Rick Napoli, Stewart Fox, Eve Barsoum, Pam West, Tony Donald, Josepha O'Malley, Randy Myers, and Mauria Lurie for reviewing drafts of this study. These reviews gave direction, guided the consultants to important sources of information, and corrected factual, stylistic, and typographical errors. They deserve great credit for the accuracy of the final report.

INTRODUCTION

Purpose

The parks of the National Capital Region of the National Park Service comprise more than 700 individual units totaling more than 87,000 acres of land. (Figure 1) NCR's parks include national and international monuments and memorials, parkways, natural and recreational areas, Civil War and civil rights sites, and urban and community parks. The region includes the diverse natural resources of the Potomac River watershed, historic properties dating from the early years of the country's history, and archeological sites containing remnants of native cultures preceding European settlement. More than 40 million visitors annually use the parks of the National Capital Region. The history of this region was last addressed in 1953, by NPS historian Cornelius W. Heine. Heine's *A History of National Capital Parks*, written before the national parks of the Washington metropolitan area had been organized as the National Capital Region, traced the history of NCP's development from the public reservations of the L'Enfant Plan for the city of Washington through their expansion into a citywide park system by the early post-World War II period.

Since World War II, the National Park Service and the nation have undergone tremendous changes. Economic expansion fueled an increasing need for recreational opportunities. Unparalleled development, including expansion of the nation's highway system and growth of cities and suburbs, threatened natural and historic resources at the same time that the complexity and importance of these resources began to be appreciated. Intended from the time of Washington's founding as public parks, the National Mall, Lafayette Park, and other NCR areas became the locations for public demonstrations over nationally significant issues, especially since the 1960s, as well as local and national public celebrations. More recently, balancing expressions of First Amendment rights and public access to the parks with national security requirements has resulted in a reevaluation of priorities and practices.

The purpose of this study is to trace the history of the parks of the National Capital Region from 1952 to 2005 and to provide a national context by which to evaluate the changes the region has undergone. As specified by the scope of work, the report concentrates on NCR parks in the city of Washington and its immediate environs, while noting additions and changes at parks farther afield. The two-year study updates *A History of the National Capital Parks*, recording the accomplishments of, and influences on, National Capital Region parks between the end date of Heine's study and 2005. At the direction of NCR, the study will aspire to the concise nature of Heine's fifty-page account of the development of National Capital Parks, while adding a national context that Heine's work did not include. For guidance on incorporating national context into this regional history, the consultants referred to *The National Parks: Shaping the System*, originally written by Barry Mackintosh in 1985 and updated first by Mackintosh in 1991 and then by Janet McDonnell in 2005.

Methodology

A kickoff meeting for the first year of the project was held on December 5, 2005, at National Capital Region headquarters to discuss the scope of work, potential interview subjects, and approaches to organizing the study. The study calls for the analysis of a vast range of issues (forty-two separate “work elements” are specified in the scope), as well the 700 park sites, and interviews of Park Service employees who witnessed much of the historical period under review. A research design was also required, followed by an outline of the report. It was suggested during the kickoff meeting that a list of new parks and memorials and dates of establishment or construction might be substituted for a narrative of these events. It was concluded at the kickoff meeting that the development of National Register contexts for some resources was too ambitious for this project; instead, verbal recommendations would be made. It was also requested that the report be written thematically, rather than chronologically.

To address the broad scope of the study in an efficient manner, the consultants approached the first year’s research following a five-step sequence:

- Review of potential repositories: This step determined the locations of primary documents felt to provide the most fruitful research and helped in the development of a priority list of those repositories.
- Review of published works covering National Park Service history: The broad perspective of these studies – many suggested in the project’s scope of work – provided local and national context for the evolution of the National Capital Region.
- Research aimed at establishing a chronology of important events: Given the large number of individual sites, the variety of different types of parks to be addressed, and the broad time period of the study, this chronology forms the backbone of the final product. Review of annual reports from the region and from individual superintendents, as well as NPS publications, helped establish this chronology.
- Extensive review of online NPS sources to document recent initiatives, such as the Natural Resources Challenge, and to follow changes in management practices.
- Interviews with NCR Director Joseph Lawler and Associate Regional Director for Land, Resources, and Planning John Parsons.

The repositories reviewed included the NPS National Capital Region Headquarters; the Washington National Records Center in Suitland, Maryland; the National Archives and Records Administration in College Park, Maryland, and in Washington, D.C.; the Washingtoniana Division of the Martin Luther King, Jr., Library; the Department of the Interior Library; the Library of Congress; the NPS History Collection in Harpers Ferry; and the University of Virginia libraries. Extensive use was made of documents found at the National Park Service History and Culture website, <http://www.cr.nps.gov>.

The broad review of primary and secondary sources, relevant to both specific subjects cited in the scope of work and the national context, was undertaken to provide the basis for an outline for the entire study. The table of contents for the 30 percent draft was based on this research and the outline. The draft itself, submitted December 1, 2006, followed the approved outline and was designed to provide a national context for development in the National Capital Region, although

some specific activity in the region is also described. NCR-specific subject headings specified in the scope of work and not addressed in the 30 percent draft were inserted into the draft in order to provide reviewers with an indication of the study's intended overall organization. These subject headings provided guidance for work of the second year. Comments from NCR reviewers on the 30 percent draft were received on March 20, 2007. These comments provided direction for research and additional subjects for investigation, as well as corrections to the text for the 95 percent draft.

Research continued in the second year of the study to address the region-specific subjects identified in the scope of work. This work included further research at the depositories listed previously, especially the Washington National Records Center, the National Capital Region history files, the Harpers Ferry Center history collection, the Historic American Buildings Survey/Historic American Engineering Record collection at the Library of Congress, and the Washingtoniana Room at Martin Luther King, Jr., Library. Research for the second year of the study also included review of contemporary accounts of events during the study period (1952-2005) in the online *Washington Post* archives. Photographic research was undertaken at the National Capital Region's Museum Resource Center and in the online collections of the Harpers Ferry Center and the Library of Congress.

The information derived from this research resulted in a revised organization of the study. A discussion of philanthropy, cooperating associations, and partners was moved forward in the report, following the opening chapter on the region's organization. As now structured, these two chapters provide a summary of important "actors" in the drama of the region's history prior to beginning the narrative of accomplishments. The next four chapters document those accomplishments, and the study concludes with a discussion of the National Capital Region's active role in the society and politics of the Washington metropolitan area and the nation. In order to more tightly focus this broad study, the consultants and NCR agreed that potential subjects of interest, often suggested by reviewers, that were not included in the original scope of work, would be addressed summarily if information presented itself during research for scope-specified subjects.

The 95 percent draft of the report, submitted on September 30, 2007, was complete with the exception of the chapter on natural resources management and interpretation and a summary table of legislation specifically relevant to the National Capital Region. Following submission of the 95 percent draft, the consultants conducted numerous interviews with current and past members of NCR's natural resources programs to obtain information on the growth of the division in the absence of documentary records. To assemble the legislative summary, the consultants also reviewed legislative records provided by NCR Legislative Coordinator Nancy Young, documents on the Library of Congress's THOMAS website, and the *Statutes at Large* in the Law Library of the Library of Congress. Comments on the 95 percent draft report from NCR reviewers were received in early January 2008. The document was corrected to reflect the information supplied by the reviewers. Many comments, however, requested further details on subjects both included and not included in the scope of work for in the study. In consultation with NCR staff, the consultants addressed these requests as appropriate, reviewing already compiled research and seeking new sources of information (some supplied by the reviewers themselves). Although not

provided for in the scope of work, a 100 percent draft of the document was also reviewed by the National Capital Region, and revisions were made to the text as appropriate.

Executive Summary

Several commentators have considered the National Capital Region as an unusual assemblage of parks within the National Park Service. The second NPS director, Horace Albright, described it as a microcosm of the entire NPS due to the variety of the resources included within its borders. In 1952, the secretary of the interior's annual report said the region "differed materially" from the rest of the service. The original park units came into NPS as the legacy of Pierre L'Enfant's 1791 plan for the capital of the new United States, and NCR was the only urban park system in the National Park Service until 1972. The region contains some of the most important civic spaces and memorials in the nation, and two of its park units, the White House/President's Park and Catocin Mountain Park, include presidential residences within their boundaries. Perhaps due to the unusual nature of its parkland, the parks of the Nation's Capital were not incorporated into the regional structure of NPS until 1962. The evolution of the regional structure since that time has focused mainly on the elaboration of the region's original five superintendencies as new parks were added to the region and as changing park use patterns and Service-wide priorities required reorganization of the regional structure. At the end of the study period, the region's organization chart included twelve superintendencies, along with Wolf Trap National Park for the Performing Arts and the National Park Service Liaison to the White House.

During the period of this study (1952-2005), the region has also evolved in its utilization of cooperative agreements as an alternative to traditional methods of accomplishing park purposes. Examples of cooperative agreements can include the establishment of park units, such as Piscataway Park, where, by the park's establishing legislation, most of the land was placed within park boundaries through the use of scenic easements, and the Sewall-Belmont House, which was restored by the National Park Service but functions as the headquarters of the National Women's Party, with interpretation provided by National Capital Parks-East. Park programs can also be the subject of cooperative agreements. In Anacostia Park, for instance, NCR partnered with the U.S. Army Corps of Engineers to reconstruct wetlands along the Anacostia River as one means to help restore the river's health.

During the last half of the twentieth century, the metropolitan Washington area grew at a tremendous rate, from 1.5 million residents in 1950 to more than 5 million in 2000. This population increase, residents' need for recreational facilities, the development of the nation's highway system, and deferred development and maintenance of the parks during World War II and the years immediately following the war – all these factors increased pressure on the area's park system. Overuse endangered the system's resources, both natural and cultural, while new housing, shopping centers, office complexes, and highways encroached on existing parks, threatened potential parkland with development, and degraded the environment. The National Park Service first attempted to meet the challenge of inadequate park facilities with its Mission 66 program, a ten-year, \$1 billion effort to upgrade visitor facilities, roadways, interpretation, and management. In the National Capital Region, Mission 66 provided visitor centers for several parks, funded restoration of historic sites, improved the road network, upgraded exhibits, and financed construction of the NCR's first regional headquarters building, among many other

accomplishments. A second important wave of development in the region took place in the early 1970s in preparation for the celebration of the nation's Bicentennial anniversary. While few historical sites in the region derived their significance from the American Revolution, the national celebration of the event focused on the Nation's Capital, and program funding improved the region's facilities to accommodate the large number of expected visitors. In addition to the ill-fated National Visitor Center in Union Station (closed in 1981), the Bicentennial program supported new development in several parks, including Constitution Gardens in West Potomac Park, recreational facilities in Anacostia and Fort Dupont parks, and rehabilitation of downtown parks.

As was the case elsewhere in the National Park Service, a more sophisticated understanding of ecological processes and a growing environmental awareness began to have serious effects on the management of National Capital Region parks in the mid-1960s. In 1965, President Lyndon B. Johnson cited the significant Potomac River watershed, including the Anacostia River, Rock Creek, and numerous smaller streams in the metropolitan area – many running through NCR parkland – as a degraded river system in desperate need of attention. The region's scientists and natural resources managers have participated in the cleanup efforts for the river system ever since. President Johnson's wife, Lady Bird, was instrumental in developing a related program through the Committee for a More Beautiful Capital. This program, lasting from 1964 to 1968, drew attention to the area's natural beauty through the cleanup of park areas and through plantings of flowers and trees in both the national parks and in neighborhood parks. The committee intended the work in the National Capital Region to function as a model for similar programs throughout the country. At about the same time, the National Capital Region developed its Ecological Services Laboratory, a facility for the study of effects of human activity on the parks' natural resources. Attention to natural resources study and management, however, lagged behind the expansion of the National Park System through the 1970s, and the most significant NPS program to assemble baseline data on the natural resources in the parks, the Natural Resources Challenge, did not begin until 1999. In 1987, NCR's Ecological Services Laboratory was reorganized as the Center for Urban Ecology. The CUE guided compliance with the Natural Resources Challenge and directs natural resources study and management in the region.

Historical resources, too, faced new threats from development during the last half of the twentieth century at the same time that the understanding of the nation's history broadened to include a wider range of issues and segments of society. Development of formerly rural areas as suburban communities especially endangered large historical parks such as Civil War battlefields. In the National Capital Region, Manassas, Antietam, and Monocacy battlefields all felt the pressure of development, sharpening the region's response to these threats. Methods of removing land from development other than acquisition through purchase – for instance, through the development of scenic easements – were established during the period as effective tools for the preservation of historic properties. Historic preservation also developed as a response to the pressures of development, and its place within federal policy was ensured by the passage of the National Historic Preservation Act in 1966. In response to previous, almost exclusive focus on historic sites associated with the Founding Fathers and the Civil War, the National Capital Region actively pursued the designation of National Historic Sites representing lesser known but no less important historic resources, such as the homes of Frederick Douglass, Clara Barton, and others.

The third factor NCR sought to balance, along with conservation of natural resources and preservation of historic resources, was recreational opportunities for the region's growing population. The National Capital Region differs from the vast majority of national parks in that it is an urban park system, responsible for providing recreational opportunities for area residents. This responsibility was in many ways greater in the first half of the study period, when NCR developed and maintained local recreation centers throughout the city. That responsibility was transferred to the District of Columbia as the city acquired home rule in the 1970s. Generally speaking, however, the region's parks continue to serve multiple purposes, including recreation. C&O Canal National Historical Park, for instance, preserves the historic canal system, provides a green buffer along the Potomac River, as well as walking, hiking, and bicycling opportunities along its 185-mile length. The National Capital Region is the steward of large areas of land along the Anacostia and Potomac rivers, including marshes and tidal streams, but also provides boating, picnicking, jogging, and other recreational opportunities in these parks. The National Mall and Memorial Parks, perhaps best known as the setting for some of the nation's most important buildings and public gatherings, also provides locations for volleyball, soccer, softball, polo, and other sports.

The National Capital Region is also unusual in that it contained at one time two national park units dedicated to the performing arts, Wolf Trap National Park for the Performing Arts and the John F. Kennedy Center for the Performing Arts. The former was developed in the late 1960s on land in suburban Virginia donated by Catherine Filene Shouse as a way to protect farmland from development and to provide world-class musical and theatrical performances for the Nation's Capital. As a national park devoted to the performing arts, Wolf Trap at the time was unprecedented in the National Park Service. The Kennedy Center developed from the idea of providing a cultural center in Washington, to which was added a mission as the nation's memorial to President John F. Kennedy following his assassination in 1963. Until 1994, the National Capital Region interpreted the Kennedy Center as a memorial to the president while the performing arts responsibilities were handled by the center's trustees. In 1994, the National Park Service transferred the Kennedy Center out of its jurisdiction, and the center has since been run exclusively by its trustees. A third performing arts venue in the region with roots in the 1960s is Ford's Theatre. Restored in the early part of the decade to its appearance on the night of President Abraham Lincoln's assassination, the theater's performing arts function was added as a means to commemorate Lincoln's love of the arts.

As the setting for the federal government of the United States, the parks of the National Capital Region have also often been the stage for public debates on national issues. Although NCR parks, especially the Mall, the Washington Monument grounds, West Potomac Park, and President's Park, have been the location for demonstrations and rallies for more than a hundred years, the period of this study (1952-2005) witnessed an explosion of their use for the expression of First Amendment rights. Some of the most important political rallies in the nation's history, including the 1963 March on Washington, during which Martin Luther King, Jr., delivered his "I have a dream speech," and Vietnam War protests in 1971, took place in West Potomac Park. President's Park was the scene for rallies on topics ranging from nuclear disarmament to gay and lesbian rights to abortion. The intensity of the demonstrations and the civil unrest of the late 1960s led to legislation and court decisions that clarified NCR responsibilities regarding First Amendment rights and the protection of park resources. In addition, out of the unrest of the

period, which erupted in violence in the streets of Washington after the assassination of King on April 4, 1968, the National Capital Region became involved in the Summer in the Parks program, which provided recreational and educational activities for residents, with a special focus on young people.

Political demonstrations are just one manifestation of the important place NCR parks in the monumental core of Washington hold in the American consciousness. The Mall and its associated parks – an NCR unit now called the National Mall and Memorial Parks – have become the preferred location for the memorials to nationally significant individuals and events. Memorialization in this area is also a tradition of long standing, but the focus on the Mall and West Potomac Park for national memorials can be said to have gained increasing attention with the authorization of the Vietnam Veterans Memorial, which opened in 1982. The controversy surrounding the process of authorizing the memorial and the approval of its design resulted in the 1986 Commemorative Works Act, which regulated the location of new memorials and the process by which they were approved. The act has been subsequently amended, the latest amendment, in 2003, declaring the Mall a substantially completed work of civic art.

In addition to its primacy for monuments and memorials, NCR's downtown parks became increasingly popular in the last half of the twentieth century for national celebrations and festivals, as well as a recreation venue for local residents. During the study period, traditional events such as the annual Fourth of July celebration grew, numbering upwards of 500,000 participants by 2005. New events were also added during the period, including the Christmas Pageant of Peace on the Ellipse in President's Park and the Smithsonian's Festival of American Folklife on the Mall. The popularity of the National Mall and Memorial Parks – 25 million people visit each year – has led to stress on the park's resources. By 2005, NCR had developed a management plan for the Mall's horticultural resources and had embarked on the preparation of a comprehensive management plan designed to guide the conservation, development, and public use of the Mall's resources for the next fifty years.

A significant new issue that affected the National Capital Region in the last years of the study period (1952-2005) was the threat of terrorist attack on American soil. In 1995, the bombing of the Alfred P. Murrah Federal Building in Oklahoma City resulted in the closure of Pennsylvania Avenue in front of the White House, which separates two NCR properties, Lafayette Park and the White House grounds. Moreover, the terrorist attack on the World Trade Center and the Pentagon on September 11, 2001, immediately involved National Capital Region staff in rescue operations, traffic management, and the security of some of the nation's most important symbols and symbolic spaces. In the days and weeks after the attacks, temporary security measures were put in place at the White House, the Washington Monument, and the Lincoln Memorial, and the region also quickly began to study security measures that would have lesser effects on these cultural resources. The redesign of Pennsylvania Avenue north of the White House was completed in 2005 following an extensive planning process for this District of Columbia property by the National Capital Planning Commission. The project was constructed by the Federal Highway Administration. Reconfiguring of the Washington Monument grounds to increase security was completed in 2005, and NCR also began implementing security enhancements at the Lincoln Memorial and planning for increased security at the Jefferson Memorial at the same time.



Figure 1 – The National Capital Region includes 87,000 acres of parkland. (National Capital Region, National Park Service)

CHAPTER I: Organization of the National Capital Region

In 1952, the federal parks that became the National Capital Region of the National Park Service were known as National Capital Parks (NCP), a designation first used in the District of Columbia appropriations act dated June 4, 1934 (48 *Stat.* 874). The 780 distinct units of National Capital Parks, which could be found in Washington, D.C., and nearby counties of Maryland and Virginia, constituted a nearly complete metropolitan park system.¹ Although park units would be added to NCR throughout the second half of the twentieth century, all of the kinds of park resources represented in the region today – natural, historical, and recreational – could be found in NCP at the beginning of the study period for this regional history (1952-2005). The park units had entered NCP in one of six ways:

- 1) as federal reservations deriving from the L'Enfant or McMillan plans, including large reservations, such as President's Park and East and West Potomac Parks, and smaller reservations resulting from the intersections of Washington's avenues and streets;
- 2) as large, usually natural and/or recreational areas, such as Rock Creek Park and Prince William Forest Park, conceived of as individual units;
- 3) as recreational areas (pools, playgrounds, ball fields, and community centers) developed to satisfy the recreational needs of District of Columbia citizens;
- 4) as green spaces added through the Capper-Cramton Act of 1930 to protect stream valleys and to assemble parcels for proposed parkways;
- 5) as historical parks transferred to the Department of the Interior in 1933, including Civil War battlefields and cemeteries; and
- 6) as parkways intended to provide dignified entry into the Nation's Capital.²

Administration

The organization of National Capital Parks at mid-century did not differ greatly from the structure employed when the name was first used, although the number of employees and the number of areas for which NCP was responsible had grown. As it had been during the Roosevelt administration, National Capital Parks was operated as a field office of the National Park Service, headed by a superintendent who reported to the NPS director. (Figure 2) While this organization

¹ Cornelius W. Heine, *A History of the National Capital Parks*, U.S. Department of the Interior, National Park Service, National Capital Parks, 1953, http://www.cr.nps.gov/history/online_books/nace/adhi.htm, Introduction:1; III:1:1-2. Several of the documentary resources consulted for this study were accessed on the National Park Service website. Unlike the printed versions of these sources, the online documents do not employ standard page numbers. When printed, the documents number the pages in each file, which may be an entire chapter or a portion of a chapter. To accurately portray the sources cited in this study, page numbers for footnotes from online documents will include either two or three parts – a chapter number or chapter title followed by a page number or a chapter number or title, section number, and page number.

² Please see Heine for a more detailed account of the development of National Capital Parks from its beginnings in the L'Enfant plan to 1951.

in some ways resembled individual parks, such as Yellowstone, NCP's place in the National Park Service administrative structure differed from that of other NPS parks, which were gathered into four geographical regions. That NCP stood outside the regional structure reflected the differences NPS administration perceived in the nature of Washington's parks. Federal administration of much of the land encompassed by National Capital Parks, including the Mall, the grounds of the White House, and Rock Creek Park, predated the National Park Service, although these areas later became part of that agency. National Capital Parks also had responsibilities unlike those of other federal parks, such as maintaining suburban parkways and urban recreation areas, and some NCP units had nationwide significance, given their location in the Nation's Capital.³ In the words of the secretary of the interior's annual report for fiscal year 1952, "The National Capital Parks . . . present problems and are the locale of events which differ materially from those of other areas administered by the [National Park] Service."⁴

As it entered the second half of the twentieth century, the National Park Service faced numerous challenges: too many visitors, too few facilities, and too much deferred maintenance. In the 1930s, New Deal programs such as the Civilian Conservation Corps (CCC) had performed much of the work to develop and maintain the parks, but that labor source, as well as funding, evaporated with the United States' entry into World War II. Park attendance quickly rebounded after the war – from 6 million visitors nationwide in 1942 to 33 million in 1950 – but funding for maintenance, additional facilities, and new staff did not accompany the influx of visitors.⁵ NPS appointed a management study committee in 1953 to evaluate its organization and function and to make recommendations regarding more effective management. Staffing levels, however, were reduced, and the recommendation to add two new regions to the system was delayed due to lack of funding from Congress.⁶ Region V, headquartered in Philadelphia, was ultimately established on July 1, 1955, after funding was secured, but a planned Region VI, with its headquarters in St. Louis, never received funding.⁷ An NPS organizational chart showing the addition of Region

³ Russell K. Olsen, *Administrative History: Organizational Structures of the National Park Service*. [Washington, D.C. ?]: National Park Service, 1985, 15, 53; Heine, III:1:2.

⁴ *Annual Report of the Secretary of the Interior for the Fiscal Year 1952* (Washington, D.C.: U.S. Department of the Interior, 1952), 384.

⁵ Janet A. McDonnell, *The National Parks: Shaping the System*, 3rd print ed., rev. ed. of Mackintosh, Barry, *the National Parks*, 1991 (Washington, D.C.: Department of the Interior, 2005), 64; National Park Service, *Mission 66: To Provide Adequate Protection and Development of the National Park System for Human Use* (Washington, DC: U.S. Department of the Interior, National Park Service, 1956), 10-11; Sarah Allaback, *Mission 66 Visitor Centers: The History of a Building Type* (Washington, DC: U.S. Department of the Interior, National Park Service, 2000), 1-2.

⁶ *Annual Report of the Secretary of the Interior for the Fiscal Year 1954* (Washington, D.C.: U.S. Department of the Interior, 1954), 335-336.

⁷ *Annual Report of the Secretary of the Interior for the Fiscal Year 1955* (Washington, D.C.: U.S. Department of the Interior, 1955), 332.

Five, dated October 2, 1956, indicates that NCP's relation to the regions and to the central NPS office remained the same as it had been prior to the reorganization.⁸ (Figure 3)

On an organization chart dated August 6, 1957, National Capital Parks appears on the same level as the five NPS regions and reports to the associate director's office in the same manner. (Figure 4) This implies that, administratively, National Capital Parks was on a footing similar to the established regions. The earliest NPS organization chart showing Region VI – headquartered in Washington and comprising NCP units – that was discovered in research for this study appears in Russell K. Olsen's *Administrative History: Organizational Structures of the National Park Service* and is dated December 4, 1961.⁹ (Figure 5) The effective date of the establishment of Region VI was January 22, 1962, and the title of NCP's superintendent was changed to regional director, as announced by *Region Six News* (formerly *NCP News*) in its January 1962 issue.¹⁰ On June 15, 1962, National Park Service Director Conrad L. Wirth approved geographical designations for the regions, and Region Six became the National Capital Region.¹¹

In an interview conducted at about this time, T. Sutton Jett, NCR's first director (January 22, 1962 to January 13, 1968), explained the region's organizational structure and how it differed from other regions. Jett stated that NCR's organization was more like the NPS director's office in Washington than the other regional offices and ascribed the differences to the fact that NCR's staff functioned both in the operation of park units and in their administration. The implication was that in the other regional offices, staff duties were primarily administrative, while park staff handled operations. Jett also noted that he was a member of at least twenty-five boards or commissions (including as the District of Columbia Board of Recreation and the National Capital Planning Commission), which he believed unusual for a regional director.¹²

An organization chart published in *Region Six News* further elaborated NCR's regional structure. (Figure 6) Most of the region's park units were divided into three categories: 1) National Memorials, National Cemeteries, and National Parkways; 2) Parks, Parkways and Playgrounds of the National Capital, and 3) Parks and Other Areas in the Region. These groupings had no individual superintendents but came under Jett's overall authority. Two other park units (Prince William Forest Park and Catoctin Mountain Park) each had superintendents that reported to Jett.¹³ This regional structure seems to have been under review almost immediately because on

⁸ Olsen, 79.

⁹ *Ibid.*, 80-83.

¹⁰ "National Capital Parks Becomes Region Six Office," *Region Six News* 1:5, January 1962, 1. The organizational charts adapted by Olsen consistently use Roman numerals to designate the regions.

¹¹ Hillory O. Tolson, NPS assistant director, to Washington Office and All Field Offices, June 22, 1962, Accession 79-66A-1097, box 11, Washington National Records Center, Suitland, Maryland.

¹² T. Sutton Jett, interviewed by Herbert Evison, Oral History Folder, National Park Service History Collection, Harpers Ferry Center Library and Archives, circa 1962, 4-6.

¹³ "Organization, Region Six, National Park Service," *Region Six News* 1:5, January 1962, 2-3.

April 28, 1965, after two years of study, Jett formally announced a reorganization of the region (to become effective on May 23, 1965). The studies concluded that region responsibilities were too centralized and that management could be made more effective and less expensive by placing superintendents in charge of one or more NCR units. In the reorganization, a single superintendent became responsible for both Catoctin Mountain Park and Baltimore-Washington Parkway, and the superintendent of George Washington Memorial Parkway also administered Prince William Forest Park. The other three park units, designated East, Central, and North National Capital Parks, each received a superintendent as its managing official.¹⁴ A map of the National Capital Region from this time period defines the extent of the three NCP divisions.¹⁵ (Figure 7) The delegation of park operations to superintendents, while the regional office acted as the link between NPS headquarters and the parks, brought NCR into line with the organization of NPS's other regions.

The regional structure made effective on May 23, 1965, forms the basis of the National Capital Region's structure today. There have been changes, of course. The name of the region returned to National Capital Parks on December 5, 1969, and then reverted to National Capital Region on October 21, 1976.¹⁶ For a brief period of time – from early 1970 until early 1971 – NCP was removed from the regional structure and made part of the Office of National Capital and Urban Affairs.¹⁷ Park units have also been added to the region and later removed from its jurisdiction. The largest single increase in the number of parks included in the region took place on July 1, 1967, when NPS areas in Maryland and Virginia that had been parts of the Northeast and Southeast regions were transferred to the National Capital Region. This reorganization was reversed on June 30, 1968, with the exception of Antietam National Battlefield and National Cemetery, which NCR continued to administer.¹⁸

The superintendencies themselves have also been reorganized or transferred to the region for better administrative efficiency. Sometimes this meant providing the larger or more complex

¹⁴ T. Sutton Jett, regional director, Memorandum: Reorganization of the National Capital Region, April 28, 1965, history files, National Capital Region Headquarters, Washington, D.C.

¹⁵ "Park System of the National Capital and Environs," Map A, January 1962, history files, National Capital Region Headquarters, Washington, D.C. Although the map itself is dated January 1962, it has been annotated by a later hand to display the divisions of NCR into superintendencies that follow Jett's April 28, 1965, letter. The annotations likely, therefore, date from this later time.

¹⁶ George J. Svejda, "Fact Sheet on the History of the Development of the Park System in National Capital Parks," September 6, 1977, 15, history files, National Capital Region Headquarters, Washington, D.C.

¹⁷ Olsen, 90-93.

¹⁸ Russell Dickenson, director, National Capital Parks, to Director, NPS, Subject: Studies on National Capital Parks, June 30, 1971, "Regional Director, National Capital Region," 1, history files, National Capital Region Headquarters, Washington, D.C. "Regional Director, National Capital Region" is the heading of one of the studies included in this communication.

parcs with their own superintendents. Prince William Forest Park, for instance, was separated from George Washington Memorial Parkway and given its own superintendent on July 1, 1968. Wolf Trap Farm Park had also been placed within the George Washington Memorial Parkway umbrella when it entered the park system on October 15, 1966, but became a separate unit on November 15, 1970. Prior to June 1, 1966, the Chesapeake & Ohio Canal above Seneca, Maryland, was managed by Region Five in Philadelphia, while the segment between Seneca and Georgetown came under NCR jurisdiction. Even after all the canal was placed within NCR, these segments were for a time managed by different superintendents – the upper section by the superintendent of Antietam National Battlefield and the lower segment by the superintendent of George Washington Memorial Parkway. On July 1, 1974, the C&O Canal National Historical Park became its own superintendency. Parks with their own superintendents were also transferred to the National Capital Region from time to time. Manassas National Battlefield became part of the region in 1973, and Harpers Ferry National Historical Park was added a year later. Rock Creek Park received its own superintendent in 1977, Potomac Heritage National Scenic Trail in 2000. Monocacy National Battlefield came under NCR jurisdiction in 1976, but it was administered by Antietam National Battlefield until 2004, when it received its own superintendent. At the end of the study period, the region’s organization chart included twelve superintendencies, along with Wolf Trap National Park for the Performing Arts and the National Park Service Liaison to the White House. The superintendencies at the end of 2005 were: 1) Antietam National Battlefield, 2) Catocin Mountain Park, 3) Chesapeake & Ohio Canal National Historical Park, 4) George Washington Memorial Parkway, 5) Harpers Ferry National Historical Park, 6) Manassas National Battlefield Park, 7) Monocacy National Battlefield, 8) National Capital Parks-East, 9) National Mall and Memorial Parks, 10) Prince William Forest Park, 11) Rock Creek Park, and 12) Potomac Heritage National Scenic Trail.¹⁹

NCR’s involvement with the White House and President’s Park has also been altered over time and especially during the period of this study. Responsibility for maintenance of the park itself, which is also Reservation No. 1 of the L’Enfant Plan for the City of Washington, from which National Capital Parks was derived, had been handled by the National Park Service since 1933. The General Services Administration took over responsibility for much of the nonspecialized, day-to-day building maintenance of the White House in 1949. After the 1952 renovation of the White House, NPS increased its services for tourists there, giving NCP a greater presence. On September 22, 1961, President John F. Kennedy signed legislation that provided for administration of Reservation No. 1 and of the public areas of the White House by NPS. National

¹⁹ Barry Macintosh, “Rock Creek Park: An Administrative History,” (Washington, D.C.: U.S. Department of the Interior, National Park Service, June 1985), 72-73; Barry Macintosh, “George Washington Memorial Parkway: An Administrative History,” (Washington, D.C.: U.S. Department of the Interior, National Park Service, June 1985), 197-198; Barry Mackintosh, *C&O Canal: The Making of a Park* (Washington, D.C.: U.S. Department of the Interior, National Park Service, 1991), 135-141; Janet A. McDonnell, *National Park Service Administrative History: A Guide* (Washington, D.C.: U.S. Department of the Interior, National Park Service, History Division, 1991), 111-114; Don Briggs, superintendent, Potomac Heritage National Scenic Trail, to authors (electronic mail), May 12, 2008; Joy Beasley, cultural resources program manager, Monocacy National Battlefield, to authors (electronic mail), May 13, 2008; National Capital Region, National Park Service, [Organization chart], November 1, 2005, attached to electronic mail from Gary Scott, regional historian, National Capital Region, to authors, March 20, 2008.

Capital Parks-Central became responsible for this work.²⁰ Executive Order 11145, signed March 7, 1964, by President Lyndon B. Johnson, authorized a curator for the White House and established the Committee for the Preservation of the White House, which was chaired by the director of the National Park Service. NCR and GSA areas of responsibility were further defined in a September 1966 memorandum of agreement. GSA retained responsibility for the East and West wings and the Old Executive Office Building, while NCR became responsible for the White House grounds and the White House.²¹ NCR's responsibilities, which lay in the regional director's office, included day-to-day operations. As the complexities of these operations grew, the need for an assistant in the regional director's office whose primary responsibility was the White House became understood. The position of general superintendent, White House Liaison, came into use for this position by 1970, and the position of assistant regional director, White House Liaison, was established in late spring 1971. At the time, the White House Liaison office administered the Executive Mansion and its grounds. Lafayette Park, which had been part of the L'Enfant Plan reservation that included the president's residence, was removed from NCP-Central and added to the jurisdiction of White House Liaison beginning in September 1972. The Ellipse was transferred from National Parks-West in 1974.²² The name of the NCR position responsible for day-to-day operations was changed to Office of the National Park Service Liaison to the White House in May 2005.²³

A significant lasting change in the National Capital Region's jurisdiction came in 1971, when 350 municipal park areas – as distinguished from NCR's national parks – were transferred from NPS to the District of Columbia. A study prepared by the National Capital Planning Commission in 1968 planned the transfer of the parks, which consisted of both recreational areas (picnic areas, playgrounds, swimming pools, and community centers) and a certain number of small green spaces associated with city streets. The Park Service had divided authority over the recreational parks with the D.C. Board of Recreation since 1949. Until the transfer, NPS developed and maintained these parks, while the recreation board managed them and handled permitting issues. The transfer reduced the number of park areas for which NCR was responsible by nearly half.²⁴

²⁰ William Patrick O'Brien, "The White House and President's Park: Administrative History, 1791-1983" and "Epilogue: 1893-1997," U.S. Department of the Interior, National Park Service, Washington, D.C., December 2001, 239, 301-302, 316, 331-332.

²¹ O'Brien, 377-378.

²² Ibid., 309, 337.

²³ Office of the National Park Service Liaison to the White House, Comments [on the 95% Draft of the National Capital Region Administrative History (1952-2005)], n.d., transmitted to Gary Scott, Chief Historian National Capital Region.

²⁴ Svejda, 6; U.S. Congress. House, Committee on the District of Columbia, *Development of the Nation's Capital: Hearings before the Committee on the District of Columbia, House of Representatives, Ninety-fifth Congress, first session, on Committee Report on Impediments to the Economic, Functional, and Aesthetic Development of the District of Columbia* (Washington, D.C.: U.S. Government Printing Office, 1977), serial no. 95-10, 199.

In the mid-1990s, the National Capital Region, along with the rest of the National Park Service, was reorganized as the result of concurrent movements to streamline the functioning of the federal government. One government initiative, the National Performance Review, established by President William J. Clinton in 1993 and headed by Vice President Albert A. Gore, produced hundreds of recommendations for a more efficient federal government. Nearly three dozen laws were passed directing the implementation of these recommendations.²⁵ Many of the recommendations followed the philosophy that had become widespread at the time in the management of private companies, particularly in regard to flattening organizational structures and assigning more authority to field offices. The NPS had issued its own study, *Restructuring Plan for the National Park Service*, in 1994. The plan called for the replacement of the regional organization of the service with field directors overseeing “clusters” of field units. A manual outlining implementation of the changes for the National Capital Field Area was approved by the Field Director on December 15, 1995.²⁶ (Figure 8)

The transition to the new organizational structure was not without its difficulties. A report derived from discussions at a national conference of park managers in 1996 identified twelve issues related to the restructuring that needed to be addressed. Chief among these was the clarification of roles and relationships in the new structure.²⁷ The report of a task force formed to study these issues, released in January 1997, reaffirmed the goals of the 1994 Restructuring Plan, but offered recommendations to help with its implementation. One of these recommendations was the use of common organizational terminology and position titles. A second was the development of a strategy to resolve problem areas that included communications, accountability, exercise of functional authority, and allocation of resources.²⁸ The resulting organization of the parks of the Nation’s Capital, again referred to as the National Capital Region and headed by a regional director can be seen in an organization chart from 1998. (Figure 9) This general approach toward the organization of the region – dividing NCR into four levels of administration (regional director, deputy regional director(s), associate regional directors, and superintendents –

²⁵ “A Brief History of the National Performance Review,” January 19, 2001, Vice President Al Gore’s National Partnership for Reinventing Government archive, Government Documents Department, University of North Texas Libraries, <http://govinfo.library.unt.edu/npr/library/papers/bkgrd/brief.html>. The National Partnership for Reinventing Government’s website is archived as it appeared on January 19, 2001, on the University of North Texas Libraries Government Documents Department’s website through an agreement with the Government Printing Office, according to the site.

²⁶ National Capital Cluster Steering Committee, “National Capital Field Area Cluster Management Manual,” approved by the field director, December 15, 1995; organization chart, National Capital Region, approved by Terry R. Carlstrom, October 1, 1998, files of Darwina Neal, chief, cultural resource preservation services, National Capital Region.

²⁷ Final Report and Recommendations from “Restructuring: Chance or Choice,” NPS Managers Workshop, January 22-25, 1996, Colorado Springs, Colorado, October 30, 1996, 1, Task Force on Organizational Structure notebook, history files, National Capital Region.

²⁸ “Report of the Cook Task Force on Restructuring,” January 1997, 4-5; National Leadership Council Meeting Decisions, January 22-24-1997, 1, Task Force on Organizational Structure notebook, history files, National Capital Region.

continued through the remainder of the study period, as illustrated by a 2005 organization chart. (Figure 10)

Planning

The press release announcing the establishment of Region Six stated that the move had been made “in recognition of National Capital Parks’ status in the Nation and in the Nation’s Capital because of the increased value and significance of its program and operations during the rapid growth period of this area.”²⁹ Park planning to accommodate this growth evolved during the study period (1952-2005) to encompass increasingly complex visitor, resource management, and legal requirements. The primary tool employed to handle park planning needs in 1952 was the “master plan.” The National Park Service had begun using this term by 1932, and at that time NPS required an approved master plan for each park. From its inception, the master plan was understood as a joint project of park staff and professionals from the national and/or regional offices. It functioned as “the controlling document for all development,” to use NPS historian Linda Flint McClelland’s phrase.³⁰ The master plans developed in the early 1950s do not differ in purpose from the General Management Plans in use at the beginning of the twenty-first century. They differ, rather, in their format and in the range of issues and legislative requirements they are designed to satisfy.

In the 1950s, NPS master plans consisted of narratives and drawings that stated the park’s purpose, described land use and problems involved with that use, justified needed facilities, and illustrated all proposed construction.³¹ The concept evolved as a result of the tremendous development that took place service-wide during the Mission 66 era. Mission 66 was a ten-year program designed to address the backlog of maintenance deferred since World War II, to upgrade park roads to take advantage of the increasing use of automobiles, and to prepare the parks for the increase in visitation expected by 1966, the date of NPS’s fiftieth anniversary.³² The secretary of the interior’s annual report for fiscal year 1960 stated that the “new format” for master plans developed to address Mission 66 issues would “define the overall objectives and controls and establish basic requirements for all elements of a park program.” The change in the master plans of the Mission 66 program over their predecessors was one of relative complexity. While the

²⁹ U.S. Department of the Interior, National Park Service, “National Capital Parks Named as Region Six of the National Park Service” (press release), January 25, 1962, Accession 79-66A-1097, box 11, Washington National Records Center, Suitland, Maryland. More detailed information on the growth of the Metropolitan Washington area can be found in chapter II.

³⁰ Linda Flint McClelland, *Building the National Parks* (Baltimore: Johns Hopkins University Press, 1998), 291-311.

³¹ U.S. Department of the Interior, National Park Service, *Administrative Manual*, chapter 12, “Master Plans, Construction Programs, and Drawings,” amendment no. 22, November 1954, NPS History Collection, Record Group 22, National Park Service Administrative Manuals, Harpers Ferry Center Library and Archives, Harpers Ferry, West Virginia.

³² The Mission 66 program is more fully described in Chapter III.

earlier master plans primarily focused on development of facilities, Mission 66 planners endeavored to integrate concerns such as administration, protection of resources, public accommodations, visitor circulation, and interpretation into single document, “assuring unified direction in accomplishing stated objectives,” according to the 1960 annual report.³³

As a relatively new regional structure, NCR lagged behind other NPS regions in the capacity to adopt the new master plan form. In July 1962, Regional Director Jett wrote that as an NPS region, his office should have a Division of Master Plan Narratives to handle the new format, but that due to funding and personnel restrictions that division had not yet been staffed. In addition, because NCR was new, no regional master plan existed, and he estimated that it would take three or four years to produce one.³⁴ By the end of 1963, twenty-three master plans for individual parks, along with a regional master plan, were scheduled to be completed over a period of four years. The master plan for Prince William Forest Park, completed during the 1964 fiscal year, was the first to be approved in the region. The first two chapters of the regional master plan, presenting the region’s basic information and management objectives, were completed and approved during fiscal year 1965.³⁵

The format of NPS master plans continued to be refined over the next decade, but the idea of the master plan as a single document integrating management and development concerns remained consistent. By 1978, however, a new approach to NPS planning had been developed. Responding to the legislative requirements imposed by the National Historic Preservation Act of 1966 (NHPA) and the National Environmental Protection Act of 1969 (NEPA), NPS determined to divide their planning tools into a series of documents that satisfied planning, management, compliance, and implementation requirements in a flexible manner.³⁶ According to the Service’s 1978 *Management Policies*, each park was required to produce two management documents, the Statement for Management (SFM) and the General Management Plan (GMP). The SFM primarily stated aspects of park management that were likely to change very little – the park’s purpose, as stated in its establishing legislation, and management objectives. The GMP, on the other hand, while reiterating the park’s purpose and objectives, would delve more deeply into

³³ *Annual Report of the Secretary of the Interior for the Fiscal Year 1960* (Washington, D.C.: U.S. Department of the Interior, 1960), 303. For the contents of a Mission 66-era master plan, see U.S. Department of the Interior, National Park Service, “Master Plan Handbook,” release no. 3, April 28, 1964, NPS History Collection, Record Group 22, National Park Service Administrative Manuals, Harpers Ferry Center Library and Archives, Harpers Ferry, West Virginia.

³⁴ T. Sutton Jett, director, National Capital Region, to assistant director, design and construction, July 10, 1962, Accession no. 79-66A-1097, box 11, Washington National Record Center, Suitland, Maryland.

³⁵ Robert C. Horne, associate regional director, to assistant director, design and construction, November 13, 1963, Accession no. 79-68A-3201, box 15; chief, division of master plan coordination, to assistant regional director, cooperative activities, May 24, 1965, Accession no. 79-68A-3201, box 3, Washington National Record Center, Suitland, Maryland; National Park Service, National Capital Region, *Annual Report*, fiscal year 1964, 24, history files, National Capital Region Headquarters, Washington, D.C.

³⁶ McClelland, 483.

approaches to management. NPS policies required that the GMP include zoning of the park's resources (natural, historic, park development, and special use), proposals for managing each of these zones, as well as proposals for interpretation of park resources, visitor accommodations, and general development plans. The GMP could also outline park needs, such as studies of park resources, legislation for boundary adjustments, and land-use analysis. By 1982, NPS guidelines required the GMP to show how the park would satisfy federal law, such as NHPA and NEPA. These two laws mandated public participation in the decision-making process for park planning and development; planning guidelines prior to the GMP did not address public involvement. Following approval of the GMP, "implementation plans" for the execution of GMP proposals were developed by the park, the region, and the national office. While its details have been refined to include more sophisticated analysis of natural and cultural resources, to make best use of expertise held by other government agencies, to promote regulatory compliance and public participation, and to adhere to performance requirements, the GMP remained NPS' primary planning tool from the end of the 1970s through the rest of the study period (1952-2005).³⁷

Design and Construction

The 1953 study that reorganized the National Park Service to make it more efficient made recommendations on how functions such as architectural and landscape design, engineering, contracting, and construction supervision should be handled by NPS. In 1953, the Division of Design and Construction held responsibility for these functions. Central offices for the division were located in Washington, but much of the professional staff – architects, landscape architects, and engineers – reported for work in regional offices. On June 1, 1954, as a result of the study, Eastern and Western offices of Design and Construction (EODC and WODC) were established in Philadelphia and San Francisco to handle projects in the regions assigned to them. Headquarters for the division remained in Washington.³⁸

From at least the summer of 1960 until early 1962, National Capital Parks had its own Division of Design and Construction.³⁹ The division consisted of nearly sixty people and was divided into branches of landscape architecture, engineering, architecture, and construction. Professional staff included landscape architects, mechanical, electrical, civil, highway, and construction engineers,

³⁷ U.S. Department of the Interior, National Park Service, *Management Policies*, 1978, and *NPS-2: Planning Process Guideline*, release no. 3, September 1982, NPS History Collection, Record Group 22, National Park Service Administrative Manuals, Harpers Ferry Center Library and Archives, Harpers Ferry, West Virginia.

³⁸ Vernon L. Hammons, "A Brief Organizational History of the Office of Design and Construction, National Park Service, 1917-1962," 1963, history files, National Capital Region Headquarters, Washington, D.C., 3-5; Olsen, 77, 79, 81.

³⁹ "National Capital Parks, Division of Design and Construction, Staffing Chart," July 28, 1960, history files, National Capital Region Headquarters, Washington, D.C. The only previous staffing chart discovered during research for this study is dated August 6, 1951, and does not include an NCP Division of Design and Construction. Hammons' history covers only the national design and construction structure. It is unclear, therefore, how long NCP had its own design professionals.

architects, draftsmen, and surveyors. The National Capital Parks Division of Design and Construction was abolished on January 11, 1962, and approximately two-thirds of its staff were assigned to the new National Capital Office of Design and Construction (NCDC).⁴⁰ NCDC was not responsible to the NCP superintendent, but to a new position, assistant director, design and construction, in the Washington office, as were the EODC and the WODC.⁴¹ (Figure 4) The removal of design and construction functions from NCP at the same time as its establishment as the National Capital Region follows the logic of the 1954 reorganization, which removed most professional design staff from the regional offices and placed them in a division headquartered in Washington and served by field offices.

In March 1966, the remainder of the NCR design and construction staff and the NCDC were consolidated in Rosslyn, Virginia, as the Washington Planning and Service Center (WPSC). The EODC and the WODC became the Philadelphia and San Francisco Planning and Service Centers, respectively. In addition to providing certain servicewide functions, including the formulation of policies, standards, and programs, the WPSC served “the area of the National Capital Region, which comprises the District of Columbia, Maryland, West Virginia, and nearby Virginia.” In late 1969, the Philadelphia and Washington service centers were consolidated in Washington. The Washington Service Center had moved to the Tamol Building on Wisconsin Avenue, N.W., in Washington, D.C., on April 14 of that year.⁴²

NPS further consolidated the San Francisco and Washington service centers in the newly created Denver Service Center (DSC) in 1971. The consolidation represented NPS’ response to budget restrictions: Rather than cutting staff in the parks themselves, NPS determined to make cuts in the national offices. The DSC was described as “the planning, design and construction arm of the Service. It provides professional services in a variety of fields, including landscape architecture, engineering, architecture, sociologists, ecologists and park planners.”⁴³ An organization chart for the service center dating from around 1973 shows that its work among the parks was divided among five geographically oriented teams, one of which was the National Capital Team. Whereas the other teams were composed of four branches (planning, design, construction, and

⁴⁰ T. Sutton Jett, superintendent, National Capital Parks, Memorandum: Assignment of Personnel, January 11, 1962, history files, National Capital Region Headquarters, Washington, D.C.

⁴¹ Olsen, 83.

⁴² Vernon L. Hammons, “History Highlights, Office of Design and Construction, National Park Service,” 1969, history files, National Capital Region Headquarters, Washington, D.C., 5-7; U.S. Department of the Interior, National Park Service, *Operations Manual: Design and Construction*, April 1968, 6:1:1, NPS History Collection, Record Group 22, National Park Service Administrative Manuals; NPS director to assistant secretary, administration, U.S. Department of the Interior, October 7, 1969, NPS History Collection, General Collection, Reorganizations 1968-1978, box A64, Harpers Ferry Center Library and Archives, Harpers Ferry, West Virginia.

⁴³ “Reorganization,” *NPS Newsletter* 6:22, November 1, 1971, 6-7; “Statement on Consolidation of NPS Service Centers,” undated, NPS Historic Collection, General Collection, Reorganizations, 1968-1978, box A64, Harpers Ferry Center Library and Archives, Harpers Ferry, West Virginia. The quotation is from “Statement on Consolidation of NPS Service Centers.”

historic preservation), the National Capital Team comprised two branches. One branch combined planning, design, and construction functions, while the other included historic preservation and a separate Chesapeake & Ohio Canal team. The C&O Canal team was put together in September 1973 to plan and oversee restoration of the canal following heavy damage inflicted by tropical storm Agnes in the summer of 1972. Although officially part of the DSC, the C&O team occupied park buildings in Seneca and Williamsport, Maryland. The C&O team was disbanded in 1977.⁴⁴ The National Capital Region team remained a discrete unit within the Denver Service Center until October 1, 1983, at which time the teams for the Mid-Atlantic, North Atlantic, and National Capital regions were combined. Design and construction services for these regions were subsumed into an “Eastern Team” on October 13, 1985, which occupied offices in Falls Church, Virginia.⁴⁵ This office closed around 1996 after the 1995 reorganization of the Park Service.⁴⁶

The Denver Service Center held responsibility for large design and construction projects that were funded at the national level. These included projects such as Constitution Gardens and the National Visitor Center, which were funded through the national American Revolution Bicentennial program.⁴⁷ The National Capital Region continued to receive its own budget for projects requiring design and construction professionals, and a regional unit for design professionals developed to accomplish these projects. In 1966, at approximately the same time that NPS established the Washington Planning and Service Center (WPSC) in Rosslyn, the Beautification Task Force was created to design National Capital Region projects that were part of the program developed by First Lady Lady Bird Johnson’s Committee for a More Beautiful Capital.⁴⁸ The task force, located in the NCR headquarters building, designed projects to be carried out in Washington’s parks, reservations, and playgrounds, which were funded by donations to the first lady’s committee. The Beautification Task Force continued its work a year beyond the tenure of the Committee for a More Beautiful Capital. The committee disbanded in December 1968. After that time, task force personnel were transferred to other posts within the region and continued to carry out projects within the region that were not handled by the service centers.

⁴⁴ “Denver Service Center” [organization chart], undated, NPS Historic Collection, General Collection, Reorganizations, 19968-1978, box A64, Harpers Ferry Center Library and Archives, Harpers Ferry, West Virginia; Mackintosh, *C&O Canal*, 159-167.

⁴⁵ Harold P. Danz, “Historic Listing of National Park Service Officials,” revised edition, May 1, 1991, U.S. Department of the Interior, National Park Service, 42; Darwina Neal, cultural resources chief, National Capital Region, Chronology, Professional/Design Services, March 4, 2008, typescript provided to authors .

⁴⁶ Denver Service Center, Falls Church Office, “Cultural Landscape Inventory: West Potomac Park, Lincoln Memorial Grounds,” National Capital Parks-Central, Washington, D.C., November 1996; Perry Wheelock, National Mall and Memorial Parks, to Gary Scott, National Capital Region historian, electronic mail, January 4, 2008.

⁴⁷ The Bicentennial program is covered more fully in Chapter III.

⁴⁸ The committee’s work is addressed in more detail in Chapter IV.

In May 1972, after the dissolution of the Washington Planning and Service Center that followed the creation of the Denver Service Center, the National Capital Region formalized its design services functions by establishing the Division of Professional Support Services, headed by Associate Regional Director for Professional Support Ben Howland. The division reassembled architects, engineers, and landscape architects from the WPSC to serve regional needs. The division was reorganized and renamed in November 1974 as the National Capital Region Division of Design Services under Associate Regional Director for Professional Services Howland. At that time, the division moved from NCR headquarters to 1100 L Street, N.W. Both Professional Support and Professional Services included under its umbrella NCR's Ecological Services Laboratory, as well as design services. The Ecological Services Laboratory (discussed in more detail in Chapter IV) made sure designs for NCR parks were ecologically sound. The structure of the division remained the same until the mid-1990s. Among the associate regional directors who headed the professional services division over the years was Terry Carlstrom, who later became regional director. In 1992, design services consisted of seventeen architecture, engineering, and landscape architecture staff, its chief, and three administrative staff.⁴⁹

The reorganization of the National Park Service in the mid-1990s affected design services at both the national and regional levels. Denver Service Center staffing was reduced from more than 700 full-time employees to 599 in 1996, and the DSC Eastern Team was abolished. In 1998, a National Academy of Public Administration study recommended more outsourcing of NPS design work as a way to further reduce the number of staff. By the end of fiscal year 2002, the DSC outsourced 90 percent of the design portion of its construction program and all of its construction management. By then, the DSC staff had been reduced to 240 full-time employees, nearly all located in Denver.⁵⁰ Regional reorganization implemented in early 1996 combined NCR's Division of Professional Services with the region's maintenance operations in an Office of Maintenance and Design under the associate regional director for operations. Some members of the design services staff at this time moved to a design office in the office of White House Liaison.⁵¹

⁴⁹ Russell E. Dickenson, director, National Capital Parks, to National Capital Parks and All Offices, "Current Organization, circa 1972, Darwina Neal files; "Organization Chart, National Park Service, National Capital Parks," March 14, 1974; Darwina Neal, cultural resources chief, National Capital Region, interview by the authors, March 6, 2008; Neal, Chronology, Professional/Design Services.

⁵⁰ National Park Service, Denver Service Center, *Use of Strategic Planning and Reinvention and the Implementation of the Government Performance and Results Act* [electronic resource], Washington, D.C.: U.S. Department of the Interior, National Park Service, 1996, 1-2, <http://purl.access.gpo.gov/GPO/LPS30284>; National Park Service, Denver Service Center, *Denver Service Center Program Review*. Washington, D.C.: U.S. Department of the Interior, September 2003, 3-7; communication from Darwina Neal, chief, cultural resource preservation services, National Capital Region, March 7, 2007; Wheelock to Scott, January 4, 2008. None of the primary documents reviewed for this study indicate that the evolution of NPS' design and construction organization resulted directly from either the Mission 66 or Bicentennial development programs, as has been suggested.

⁵¹ Neal, Chronology, Professional/Design Services.

Maintenance

During the first decade of the study period (1952-1962), National Capital Parks' central maintenance facility was located at 15th and C Streets, S.W. The facility served as headquarters for NCP's Horticulture and Maintenance Division. The horticulture branch was responsible for "the maintenance and care of all growing things in the park system." Horticultural work also included care for the grounds of federal buildings, such as the Pentagon and Federal Triangle. The branch included horticulturists, arboriculturists, plant pathologists, gardeners, drivers, and laborers. The division maintained greenhouses at East Potomac Park, Kenilworth Gardens, and Daingerfield Island. The maintenance branch kept all built facilities and equipment in NCP in working order, removed snow and ice throughout the region, built many permanent features of the area's parks, and put up and took down temporary structures for public events. Operations located at the "NCP Yards," as the 15th and C facility was known, included shops for carpentry, painting, plumbing, and masonry, as well as a roads and trails section, vehicle and equipment maintenance, and offices. An equipment yard also existed in Rosslyn.⁵²

District of Columbia roadway construction plans in the late 1950s required NCP to search for a new location for its central maintenance facility. Park planners considered Brentwood Park (Reservation No. 495, along New York Avenue, N.E., just north of Gallaudet University) to be the only site NCP administered that was large enough to accommodate its needs. NCP negotiated for more than two years with District officials on details of the project because the reservation also included the city reservoir. NCP had already transferred three parcels of the park totaling 16.6 acres to the District for highway, playground, and school construction, and was willing to transfer the reservoir parcel if NCP's need for parking could be accommodated on the site. NCP and District officials eventually agreed on this issue, and construction of the maintenance facility was under way by the spring of 1961. The "Central Maintenance Shops," as the Brentwood facility was officially known, were dedicated on July 20, 1962.⁵³

While the Brentwood facility was called "Central Maintenance Shops," it was not the National Capital Region's only maintenance facility. At about the time the Brentwood Shops opened, George Washington Memorial Parkway maintenance personnel operated out of NCR facilities in Rosslyn. Other regional maintenance employees reported for work at a building at the National

⁵² George W. Harding, chief, horticulture and maintenance division, to superintendent, January 27, 1953; George F. Clark, maintenance branch, to superintendent, June 20, 1955, Washington National Records Center, Accession 79-64A-901, box 12; Alfred J. Barrett, chief horticulture section, to chief, horticulture and maintenance branch, "Plan of the Day," October 30, 1957, Washington National Records Center, Accession 79-64A-901, box 10. Quoted passage is from Harding to Superintendent.

⁵³ Robert C. Home, chief, division of design and construction, to Dr. Frederick C. Heath, acting director of public health, District of Columbia, April 8, 1959; Harry Thompson, NCP superintendent, to Robert E. McLaughlin, president, District of Columbia board of commissioners, April 21, 1960; William M. Haussmann, acting chief, division of design and construction, to Roy Orndorff, deputy director, District of Columbia department of sanitary engineering, June 2, 1961; T. Sutton Jett, NCP superintendent, to chief, division of maintenance, December 21, 1961; Senator Henry Dworshak to NPS Director Conrad L. Wirth, July 17, 1962; Washington National Records Center, Accession 79-66A-1097, box 15.

Zoo and a former school at an unknown location.⁵⁴ Rock Creek Park gained a combined maintenance yard and administrative complex in 1958 as part of the Mission 66 program of improvements. Located between Military and Glover roads, the facility consisted of one-story buildings for offices, utilities, and equipment grouped around a central courtyard.⁵⁵ The development of Greenbelt Park in the early 1960s included an administrative-maintenance complex that was completed by 1965, and a Palisades Maintenance Unit was established during fiscal year 1967 in George Washington Memorial Parkway at the intersection of MacArthur Boulevard and Elliott Place.⁵⁶ A maintenance yard for National Capital Parks-Central (now National Mall and Memorial Parks) was built in East Potomac Park near the NCR headquarters in the late 1970s.⁵⁷ This account by no means exhausts the list of maintenance facilities in the National Capital Region or their evolution, but it indicates how the region's maintenance facilities have evolved to accommodate maintenance requirements.

Maintenance of existing and added facilities is by definition an ongoing task. In times of revenue shortfalls or refocused priorities, such as the period immediately after World War II, NPS often deferred maintenance work, subsequently addressing the backlog in a focused program funded by Congress. As has been discussed, the Mission 66 program addressed maintenance as well as park development needs. A second program that included significant funding to address National Capital Region maintenance as well as development priorities was the Bicentennial program, during which many NCR parks received funding to repair and upgrade facilities in advance of the expected influx of visitors to celebrate the nation's 200th anniversary.⁵⁸ In subsequent years, however, a maintenance backlog developed, which amounted to approximately \$2 billion nationwide by 1990 and \$4.9 billion by 2000. As one aspect of his National Parks Legacy Project, President George W. Bush supported the expenditure of \$5.1 billion over a five-year period to address this backlog, and funds began to be released for the program in fiscal year 2002. Among other projects, the National Capital Region received funding to construct the security

⁵⁴ Rudolph R. Bartel, assistant regional director, operations and maintenance, to assistant regional director, resource pPlanning, August 22, 1962, Washington National Records Center, Accession 79-66A-1097, box 11.

⁵⁵ William Bushong, "Historic Resource Study: Rock Creek Park, District of Columbia," U.S. Department of the Interior, National Park Service, 1990, 148-149.

⁵⁶ Robinson & Associates, "Greenbelt Park, National Capital Parks-East, Historic Resource Study," prepared for the National Park Service, National Capital Region, May 31, 2006, 72-73; National Capital Region, *Annual Report*, 1967 (Washington, D.C.: U.S. Department of the Interior, National Park Service, 1967), 21.

⁵⁷ Robinson & Associates, "East and West Potomac Parks Historic District: Revised National Register of Historic Places Nomination," prepared for the National Capital Region, National Park Service, July 16, 1999, 7:49.

⁵⁸ Both Mission 66 and the Bicentennial programs are addressed in more detail in Chapter III.

barriers at the Washington Monument and the Lincoln Memorial and to address the maintenance backlog at the White House.⁵⁹

Museum Collections Management

Over the course of time, most National Park Service units develop a collection, or collections, of significant materials related to the park's mission, either natural or historic. Such collections could include objects, specimens, and archival and manuscript collections (henceforth collectively referred to a "collections," or individually as "items") in the disciplines of archeology, ethnography, history, biology, geology, and paleontology. The 1916 NPS Organic Act and subsequent legislation direct the Service to preserve these objects, and during the 1920s, NPS collaborated with the American Association of Museums to develop standards for the collection, documentation, storage, and display of such artifacts. In general, individual parks retained responsibility for their own collections through the 1960s, with professional expertise available from regional or national staff. NCR took its first steps toward creating a regional facility for the preservation, documentation, and storage of its artifact collections in 1975, when a regional curator was hired. A year later, a "regional vault" was established in the National Visitor Center in Union Station. After the National Visitor Center closed in 1981, NCR moved its collections to a larger facility in Lanham, Maryland, called the Museum and Archeological Regional Storage facility, which became known as MARS.

In 1996, NCR established the Museum Resource Center (MRCE), combining the Division of Curatorial and Museum Services with MARS. After MRCE's establishment, the region began making plans to find a larger facility which provided a better environment for the objects. The Museum Resource Center moved into its 52,000-square-foot facility in Landover, Maryland, early in 2000. The building, retrofitted to satisfy American Association of Museums standards, houses the forty different collections of natural and cultural objects related to NCR parks – totaling nearly 1.5 million artifacts. The MRCE catalogs and conserves cultural artifacts, provides training to park staff, develops and reviews exhibit plans, facilitates research in the regional collections, helps acquire objects significant to regional parks, and assists parks in maintaining museum standards.⁶⁰

After Hurricane Isabel in September 2003, several curators and archeologists in the National Capital Region participated in the recovery of artifacts in the collection of Colonial National

⁵⁹ U.S. Department of the Interior, National Park Service, *National Park Service: Partnering & Managing for Excellence* (Washington, D.C.: U.S. Department of the Interior, National Park Service, July 2, 2003), 4-6; Gary Scott, regional historian, National Capital Region, to authors (electronic mail), February 1, 2008.

⁶⁰ Robert Stanton, field director, National Capital Area, to All Offices, National Capital Area, December 27, 1996; Untitled report accompanying memorandum from associate superintendent, stewardship and partnerships, to field director, National Capital Area, October 16, 1996, 2-20, Museum Resource Center files; Museum Resource Center, "The Museum Resource Center/Regional Archeology Program Move Out!" Museum Resource Center website, <http://www.nps.gov/mrc/move/mvhome.htm>, viewed September 7, 2007; Museum Resource Center, "MRCE or Mercy," Museum Resource Center website, <http://www.nps.gov/mrc/about/mrce.htm>.

Historical Park, headquartered in Yorktown, Virginia. More than a million artifacts had been flooded by five feet of water in their storage facility on Jamestown Island. As a result of this experience, MRCE Director Pam West formally established a Museum Emergency Response Team (MERT) for the National Capital Region in 2004. MERT, which includes experts from a variety of disciplines who have received special training in disaster response, was the first such regional unit established in the National Park Service, and due to its expertise has become a resource, not only for the National Park Service, but for the Department of the Interior and the Federal Emergency Management Agency. After Hurricane Ivan in 2004, the emergency response team participated in the recovery of 300,000 artifacts at Fort Pickens in the Gulf Islands National Seashore. In 2005, after Hurricane Katrina, two MERT units helped save ceramics, glass, and a historical plant exhibit at Gulf Islands and Battle of New Orleans artifacts at Chalmette Battlefield and National Cemetery, which is part of the Jean Lafitte National Park and Preserve. At the cemetery, archeologists identified for reburial human remains and coffin fragments unearthed when trees were toppled by the hurricane's winds. The MERT team also served as a resource for local citizens with questions about preserving important family artifacts.⁶¹

⁶¹ Regional director, National Capital Region, to NCR superintendents, August 4, 2004, Museum Resource Center files; National Capital Region, "NCR Forms Museum Emergency Response Team," no date, Museum Resource Center files; Petula Dvorak, "Preserving New Orleans History: Park Service Team Set to Rescue Years of Artifacts," *Washington Post*, September 1, 2005, A19; Petula Dvorak, "Bit by Bit, Federal Team Recoups Gulf's History," *Washington Post*, October 3, 2005, B1; Pam West, director, Museum Resource Center, to authors (two electronic mail messages), February 19, 2008.

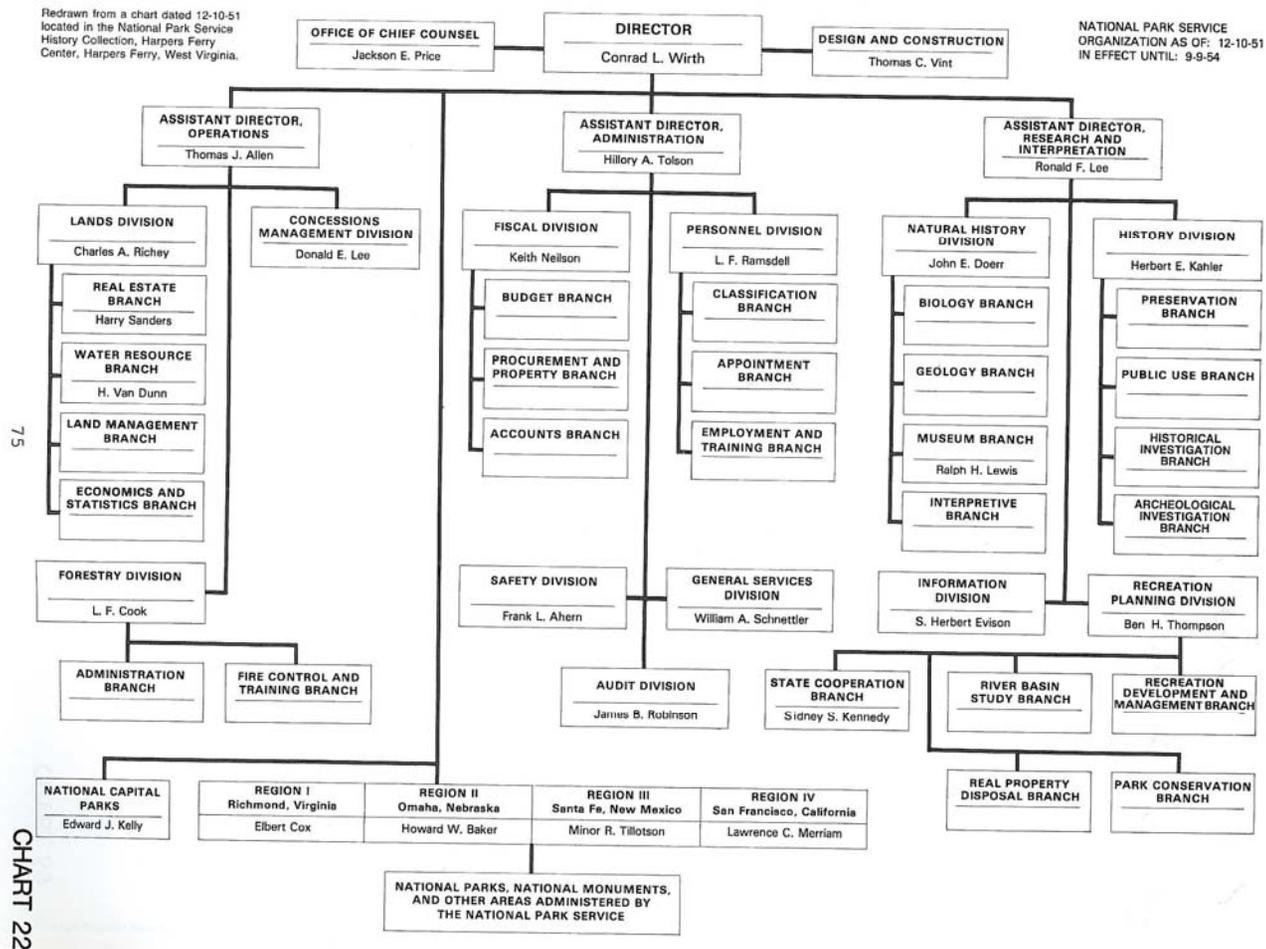


Figure 2 – National Park Service organization as of December 10, 1951. (From Russell K. Olsen, *Administrative History: Organizational Structures of the National Park Service*. [Washington, D.C. ?]: National Park Service, 1985, 75.)

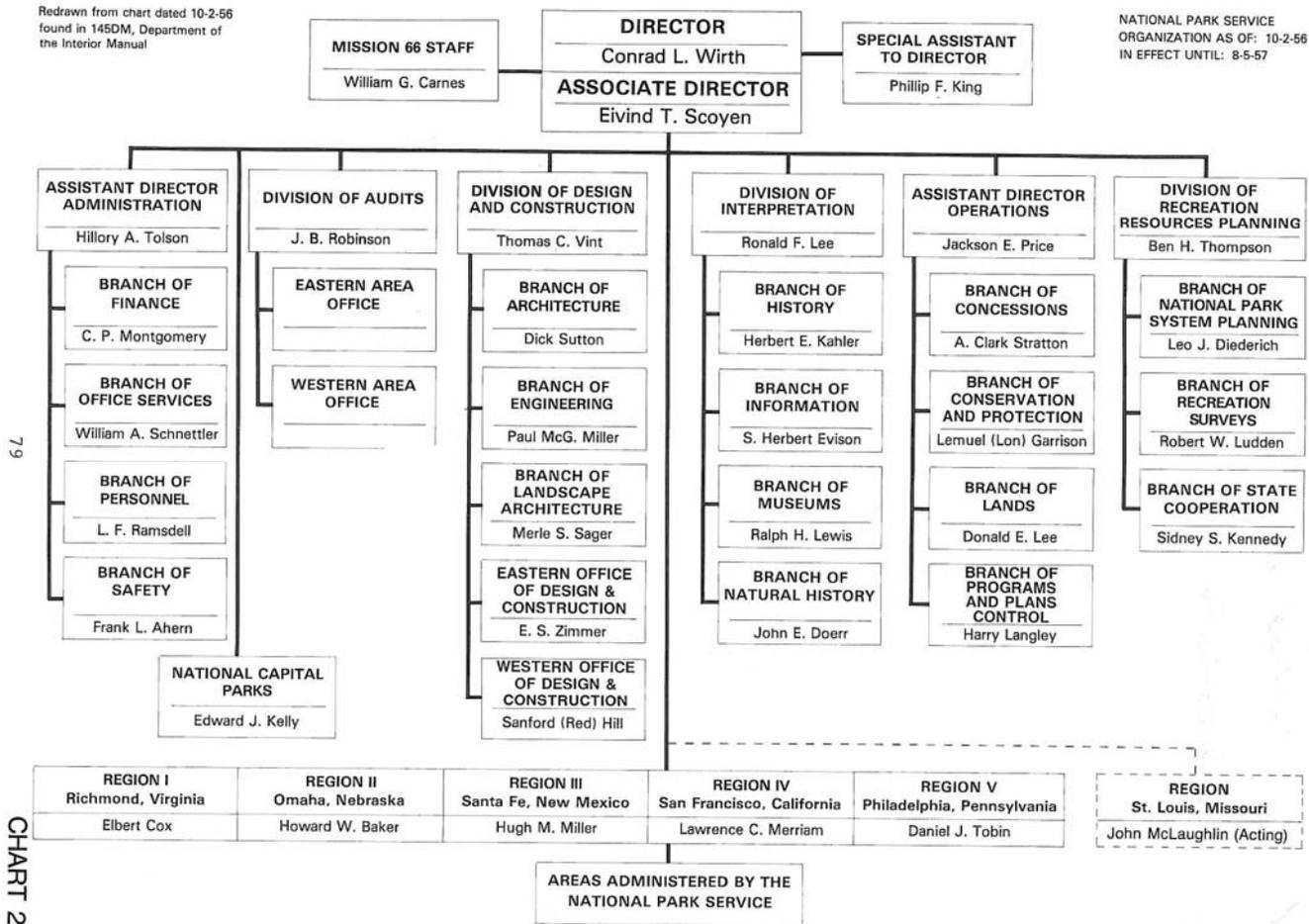


Figure 3 – After the creation of Region V in 1955, National Capital Parks remained separated from the regional structure. (From Olsen, *Administrative History*, 79.)

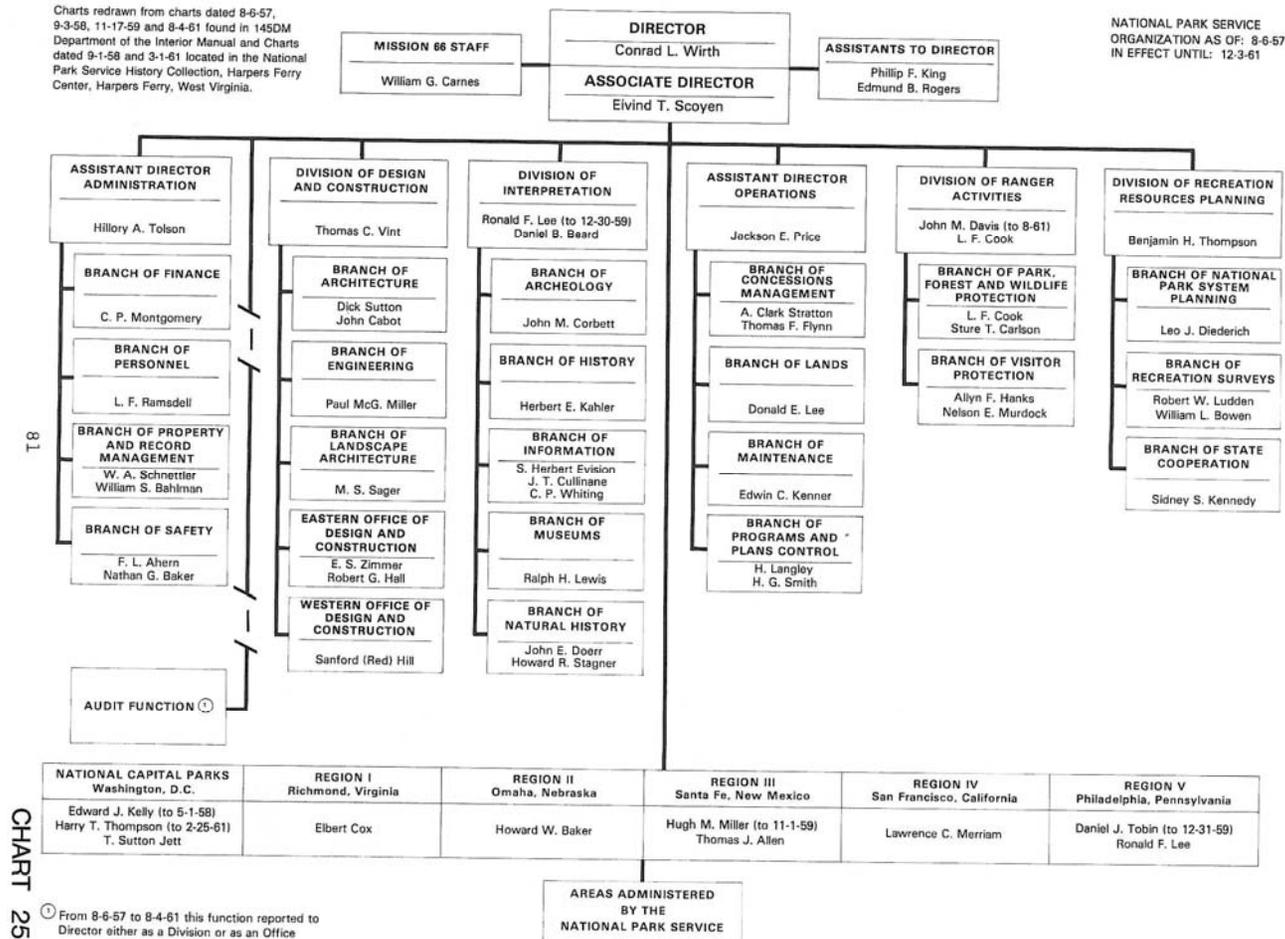


Figure 4 – By August 1957, National Capital Parks seem to have obtained parity with the regions in NPS administrative organization. (From Olsen, *Administrative History*, 81.)

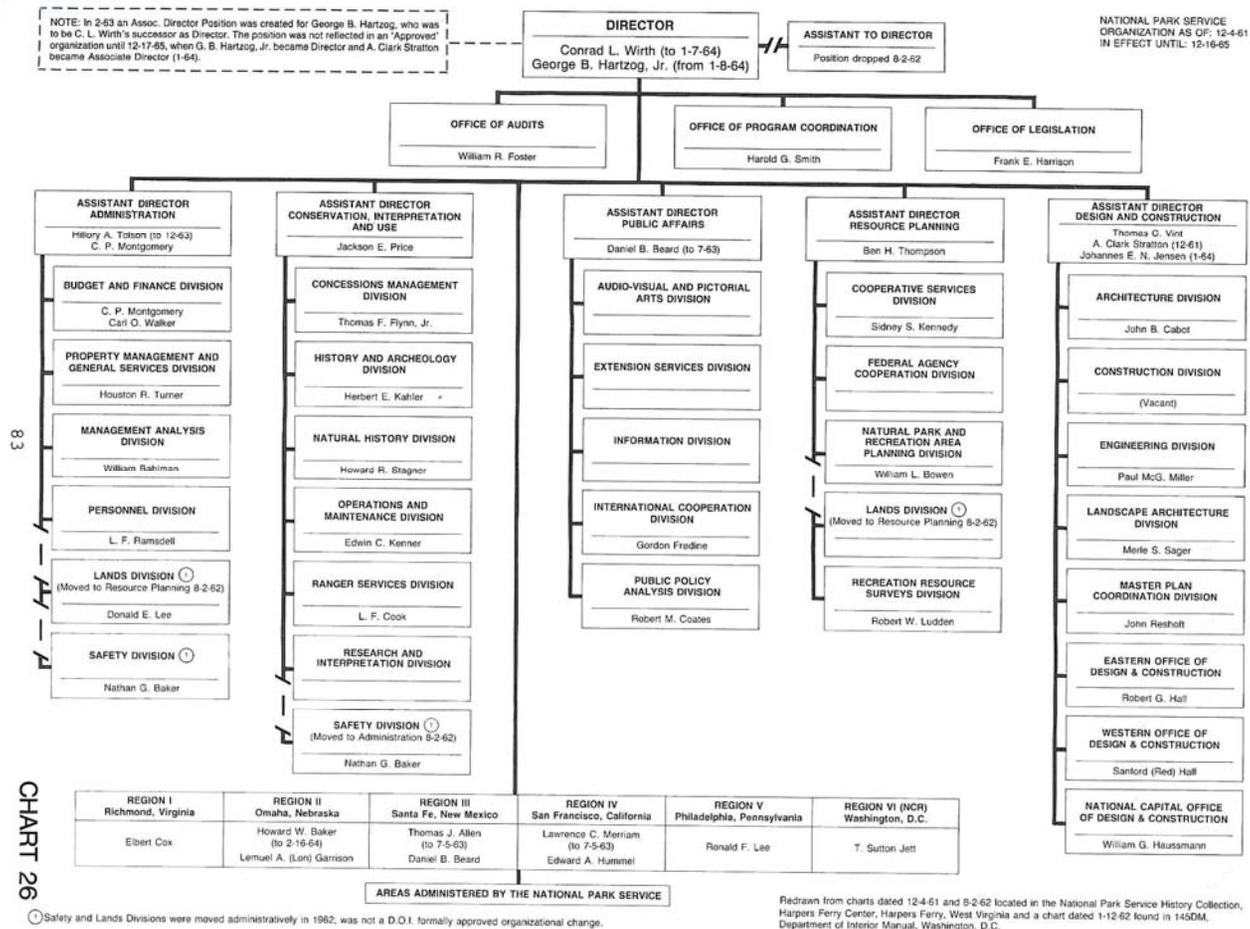
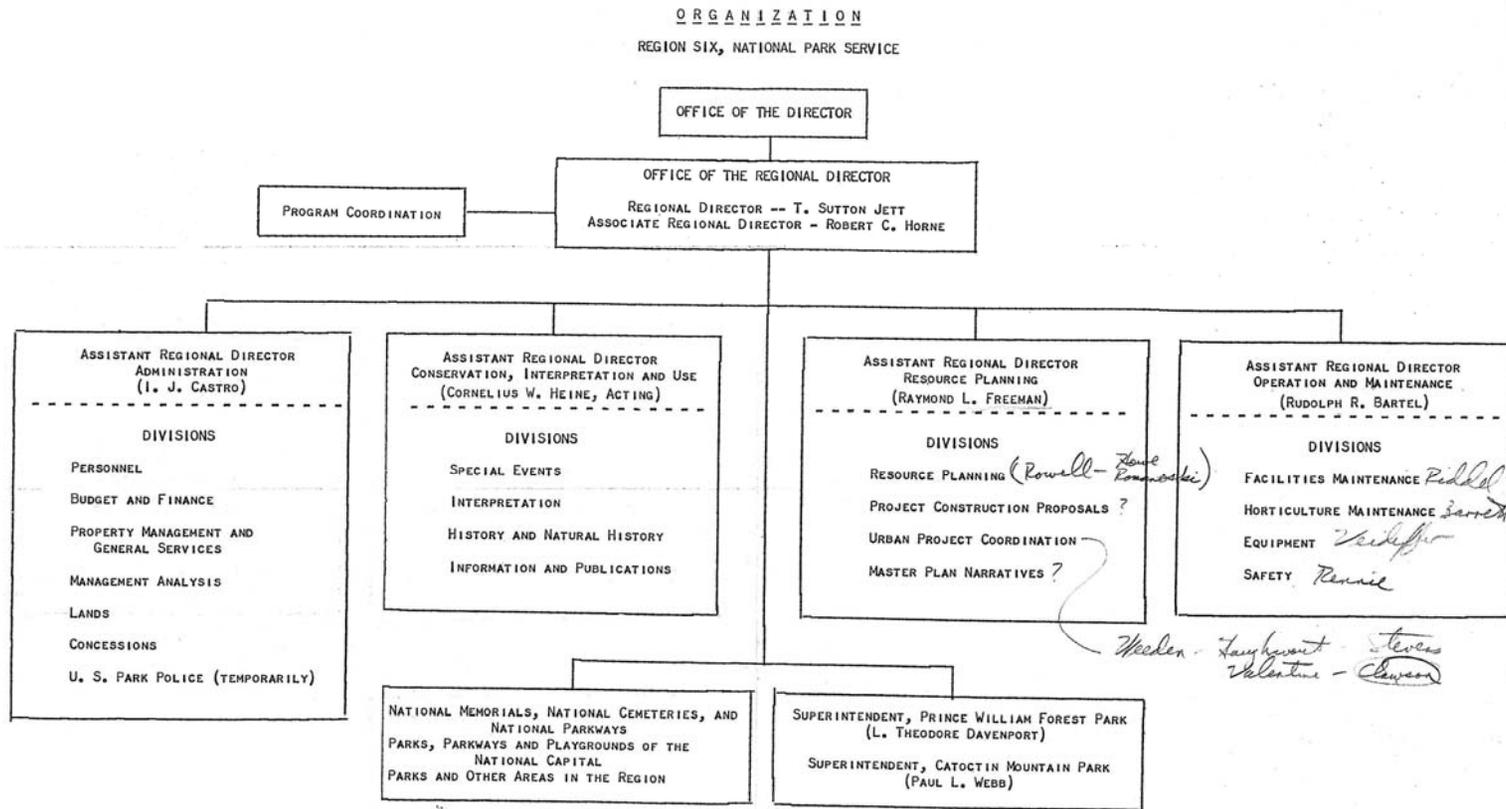


Figure 5 – Region VI, headquartered in Washington, appears on this December 4, 1961, organization chart. (From Olsen, *Administrative History*, 83.)



THIS CHART SHOWS THE ORGANIZATION AS OF JANUARY 22, 1962--THE DATE THE CHANGE WAS EFFECTED. IT IS, HOWEVER, SUBJECT TO MINOR CHANGE. AS CHANGES OCCUR IN THE ORGANIZATIONAL SET-UP, WE WILL TRY TO KEEP YOU INFORMED. ALSO, IT IS THE INTENTION OF THE PERSONNEL DIVISION TO ISSUE CHARTS WHICH WILL SHOW THE STAFFING OF THE VARIOUS OFFICES, SO THAT EACH EMPLOYEE WILL KNOW HIS OFFICIAL DESIGNATION IN THE NEW ORGANIZATION.

Figure 6 – The initial organization of Region Six showed four assistant directors reporting to the regional director. (From *Region Six News* 1:5, January 1962, 2-3.)

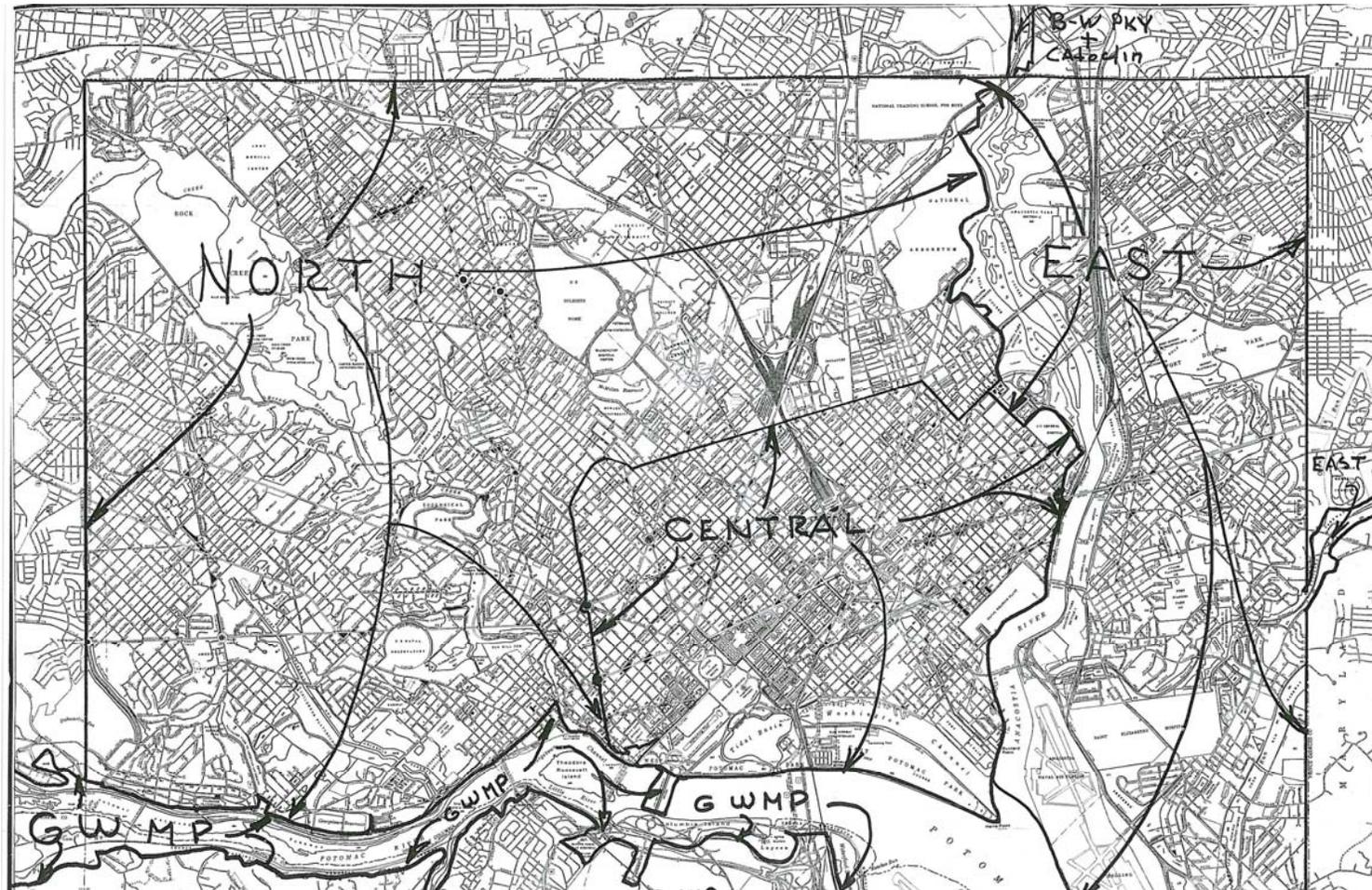
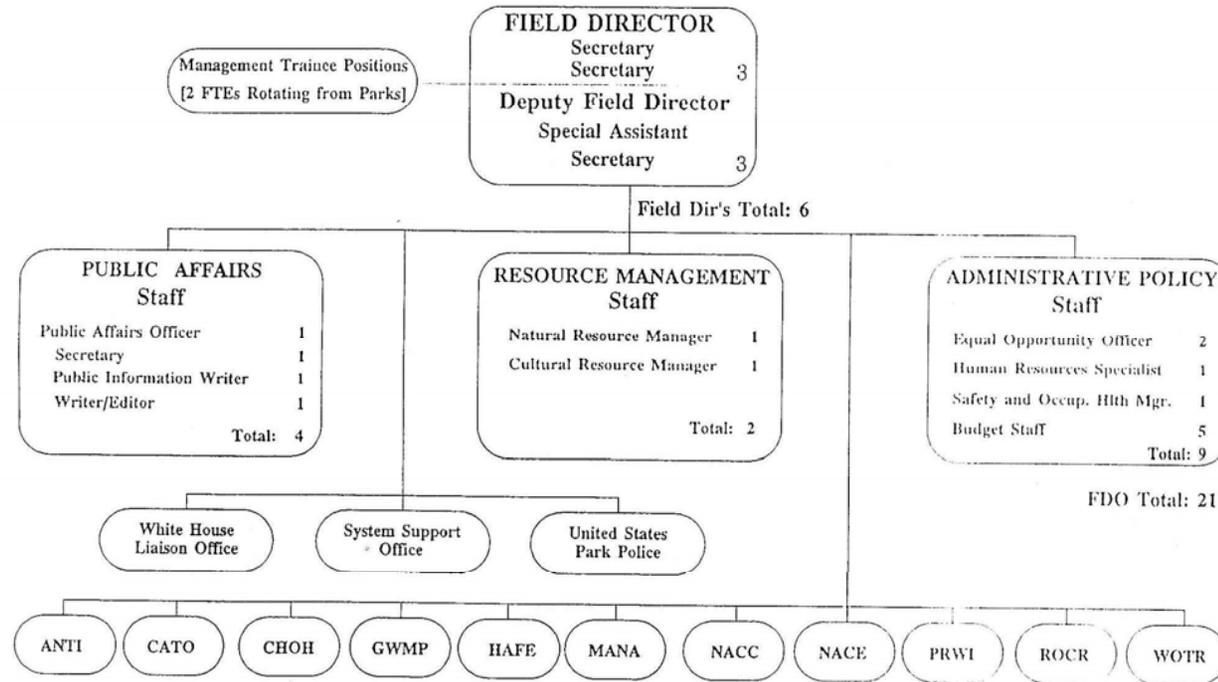


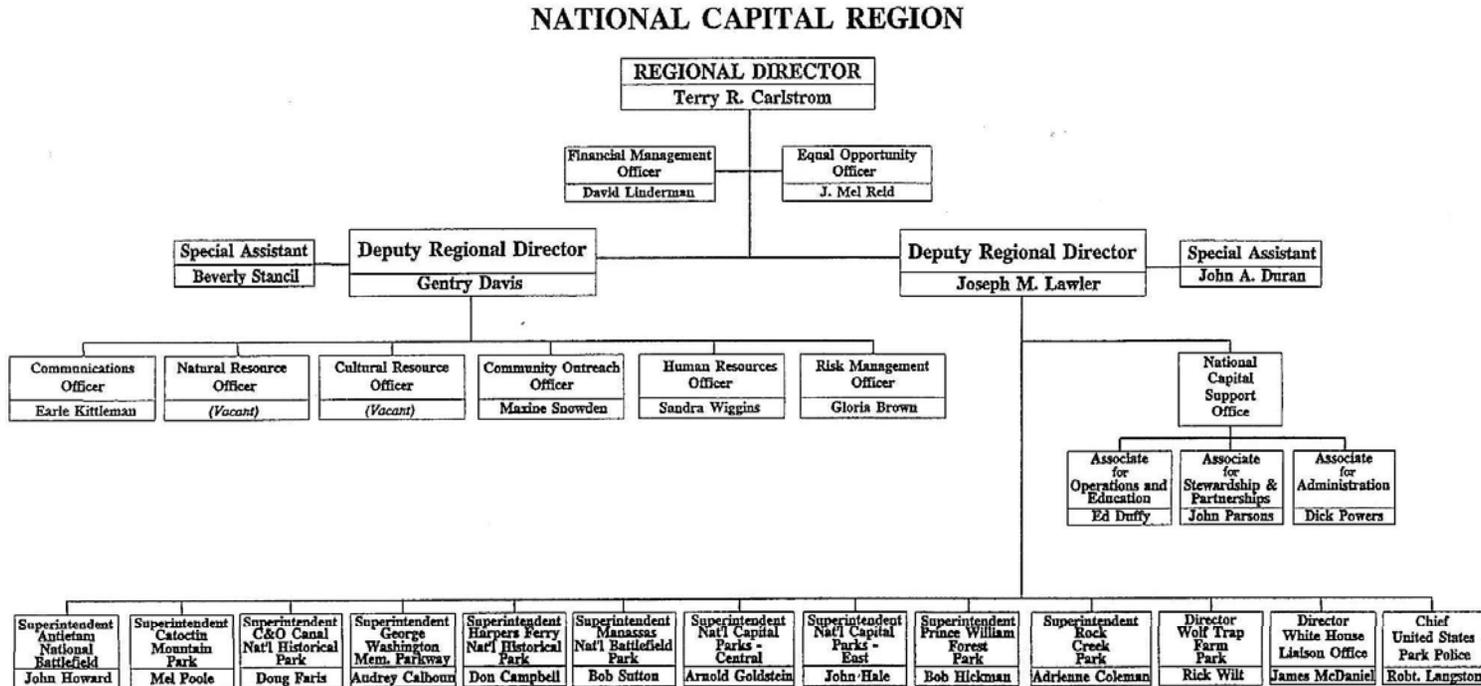
Figure 7 – Detail of a National Capital Region map showing the boundaries of East, Central, and North National Capital Parks. (From “Park System of the National Capital and Environs,” Map A, January 1962, history files, National Capital Region Headquarters, Washington, D.C.)

NATIONAL CAPITAL FIELD DIRECTOR'S OFFICE



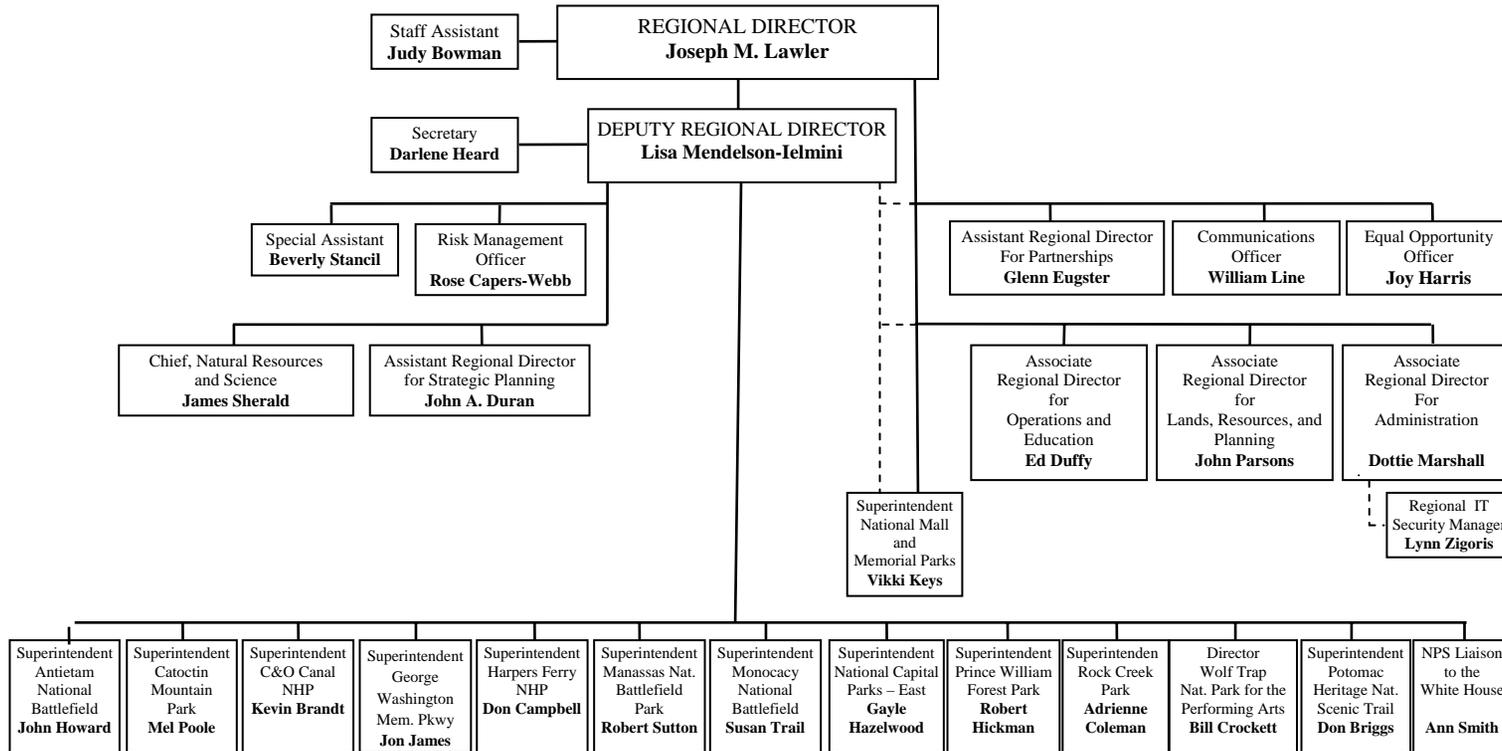
Approved: _____
 Robert Stanton, Field Director
 National Capital Area

Figure 8 – Organization chart of the 1995 reorganization of the National Capital Region. (National Capital Cluster Steering Committee, “National Capital Field Area Cluster Management Manual,” approved by the Field Director, December 15, 1995, files of Darwina Neal, Chief, Cultural Resource Preservation Services, National Capital Region.)




 Approved: _____ October 1, 1998
 Terry R. Carlstrom, Regional Director

Figure 9 – Organization chart, National Capital Region, approved by Terry R. Carlstrom, October 1, 1998. (Files of Darwina Neal, Chief, Cultural Resource Preservation Services, National Capital Region.)



Approved: _____ Date: November 1, 2005

Figure 10 – Organization chart, National Capital Region, approved by Joseph M. Lawler, November 1, 2005. (History files, National Capital Region Headquarters, Washington, D.C.)

CHAPTER II: Outside the Service: Philanthropy, Partners, and Concessions

National Park Service historian Barry Mackintosh has pointed out that, although the NPS was established by Congress to provide comprehensive management of parks established by the federal government, efforts on the part of the parks by private citizens and organizations have always been welcome. Stephen T. Mather, the first director of the National Park Service, considered contributions to the creation and operation of the National Park System from outside the federal government as significant means by which the fledgling bureau (with limited resources) could effectively manage its the vast holdings. In many instances, the addition of an area to the National Park System was spearheaded by an individual or a small group of dedicated private citizens that brought attention to an important natural or cultural resource. In the Washington area, for instance, local banker Charles Carroll Glover, through lobbying efforts and the sale and donation of land, helped create Rock Creek Park, East and West Potomac Parks, and Glover-Archbold Park. Mackintosh cites Supreme Court Justice William O. Douglas's efforts to preserve the Chesapeake & Ohio Canal during the 1950s, which led to the establishment of the canal as a national monument in 1961, and, ultimately, as a national historical park in 1971.⁶² In other circumstances, philanthropic organizations have helped the Park Service acquire lands or provide facilities or programs it would have been unable to otherwise. Nonprofit associations have also supported the NPS mission by providing services such as the operation of bookstores, the publication of maps and guides, and the operation of park programs. While not philanthropic in nature, concessions in the national parks are another instance of private entities considered necessary to the effective operation of the park system. This chapter will briefly discuss the development of philanthropy, partnerships, interagency cooperation, and private enterprise in the National Capital Region and provide significant examples of these practices between 1952 and 2005. Other examples will be found in subsequent chapters of this study.

Philanthropy

Many individuals and organizations have contributed to the National Park Service since its establishment in 1916. John D. Rockefeller, Jr., for example, donated more than \$8 million towards the establishment of Acadia, Great Smoky Mountains, and Shenandoah national parks in the 1920s and 1930s.⁶³ Congress took steps toward formalizing the process of donating to the National Park Service during the Great Depression by establishing the National Park Trust Fund

⁶² U.S. Department of the Interior, National Park Service, "About Partnerships," National Park Service website, <http://www.nps.gov/partnerships/about.htm>; Barry Mackintosh, "Parks and People: Partners and Alliances," *National Park Service: The First 75 Years* (? : Eastern National Park & Monument Association, 1990), 2, http://www.cr.nps.gov/history/online_books/sontag/sontagt.htm; Robert Benedetto, Jane Donovan, and Kathleen DuVall, "Glover, Charles Carroll" and "Glover-Archbold Park," in *Historical Dictionary of Washington, D.C.* (Lanham, Maryland: Scarecrow Press, 2003, 101-103; Barry Mackintosh, "Rock Creek Park: An Administrative History" (Washington, D.C.: U.S. Department of the Interior, National Park Service, June 1985), 10-15..

⁶³ McDonnell, *Shaping the System*, 21-23.

on July 10, 1935 (49 Stat. 477). The law authorized the trust fund board to accept gifts of money or securities that could be invested by the secretary of the treasury. Return on these donations were limited, however, because, the trust fund board invested its donations mainly in government securities.⁶⁴ Donations of real property to NPS were also limited to lands within authorized boundaries of established parks. The limitations of the National Park Trust Fund and restrictions on real property donations were rectified on December 18, 1967, when President Lyndon B. Johnson signed legislation establishing the National Park Foundation (81 Stat. 656), which superseded the trust fund. The legislation authorized the foundation to accept, hold, and dispose of donations of all types and to invest donations of money or securities in any manner available to trust funds operating in the District of Columbia. The ability of the foundation to hold real property was seen as having the potential to act as a brake on land prices for national parks, which often escalated after a park was designated. Under the new law, the foundation could use its own funds to acquire land while park legislation was being considered and then transfer that property to the National Park Service once the park had been authorized.⁶⁵

Laurance Rockefeller, son of John D. Rockefeller, Jr., and a frequent donor to NCR parks, helped launch the National Park Foundation with a donation of \$1 million in 1968. At about the same time, Rockefeller also donated \$75,000 to the Park Service to develop Watts Branch Park in northeast Washington and for the cleaning of dozens of memorials managed by NPS in the city of Washington. At Watts Branch Park, the donation funded the removal of five truck loads of abandoned refrigerators, tires, and other refuse, as well as landscaping and the installation of playground equipment. When the memorial cleaning proved to be more expensive than had been anticipated, Rockefeller donated another \$25,000 to continue the work.⁶⁶ Another example of the usefulness of the National Park Foundation in the National Capital Region can be seen in an important purchase of property within the Chesapeake & Ohio Canal boundaries. Working with the National Park Foundation, Kingdon Gould III, a Washington businessman, purchased the Baltimore & Ohio Railroad's Georgetown Branch right of way (along the canal between Key Bridge and Bethesda) for \$11 million in November 1989. The National Park Service leased this land from Gould until money could be appropriated for its purchase. Gould transferred 4.3 miles of the right-of-way on November 20, 1990.⁶⁷

Partners

As previously mentioned, Stephen T. Mather initiated the idea of partnerships between the Park Service and individuals or organizations as a means to accomplish more than NPS' limited

⁶⁴ House Committee on Interior and Insular Affairs, *Establishing the National Park Foundation*, 90th Cong., 1st sess., 1967, H. Rep. 623, 1-3; Senate Committee on Interior and Insular Affairs, *Establishing the National Park Foundation*, 90th Cong., 1st sess., 1967, S. Rep. 532, 1-3.

⁶⁵ 81 Stat. 656; S. Rep. 532, 3.

⁶⁶ Robin W. Winks, *Laurance S. Rockefeller: Catalyst for Conservation* (Washington, D.C.: Island Press, 1997), 112-113, 147.

⁶⁷ Mackintosh, *C&O Canal*, 116-117.

resources otherwise might have allowed.⁶⁸ Partnerships can take a number of forms. Cooperating associations, for instance, are private nonprofit corporations that support educational, scientific, historical, or interpretive activities in the national parks under the provisions of a formal agreement with the National Park Service.⁶⁹ The concept of cooperating associations developed in the 1920s as a means of providing maps and guides to national park visitors, according to William C. Everhart, who served as NPS assistant director for interpretation and director of the Harpers Ferry Center in the late 1960s and early 1970s. In his book, *The National Park Service*, Everhart states that cooperating associations provided a needed service that could not be met by NPS due to prohibitions against the government entering into business activities.⁷⁰

An example of such an association with particular ties to the National Capital Region was the Parks and History Association. Founded in 1968, the Parks and History Association operated twenty-seven bookstores in the National Capital Region. The association also developed and printed an illustrated book called *Ford's Theatre and the Lincoln Assassination*. The book won NPS' Excellence in Interpretive Media Award in 2002. Parks and History's cooperating association agreement with the National Capital Region ended in August 2004, whereupon Eastern National began operating the bookstores in NCR parks.⁷¹ Established by National Park Service rangers in 1948 as Eastern National Park & Monument Association to serve a network of parks in the eastern United States, Eastern National develops educational material, operates bookstores, and supports interpretive programs of the National Park Service in thirty states. Eastern National sells its products at twenty-seven sites in the National Capital Region.⁷² Organizations such as Eastern National must secure tax-exempt status from the Internal Revenue Service under section 501(c)(3) of the IRS code in order to sell their merchandise in facilities under the jurisdiction of and maintained by the Park Service. The facilities may be designed and constructed by the association. By prior agreement, however, the federal government does not take title to such facilities until the NPS has determined that all construction specifications have

⁶⁸ National Park Service, "About Partnerships."

⁶⁹ U.S. Department of the Interior, National Park Service, "Director's Order no. 32: Cooperating Associations," December 31, 2003, 1, National Park Service website, <http://www.nps.gov/policy/DOrders/DOrder32.htm>.

⁷⁰ William C. Everhart, *The National Park Service* (New York: Praeger Library of U.S. Government Departments and Agencies, 1972), 54. Currently, cooperating associations must be recognized by the Internal Revenue Service as exempt from taxes under Section 501(c)(3) of the IRS code in order to operate in the national parks. See "Director's Order no. 32," 2.

⁷¹ JustGive, "Parks and History Association, Inc., JustGive website, <http://www.guidestar.org/pqShowGsReport.do?partner=justgive&ein=52-0859014>; Sue Hansen, acting superintendent, Ford's Theatre National Historic Site, to authors (electronic mail), March 7, 2008.

⁷² Eastern National, "Our History," Eastern National website, <http://www.easternnational.org>; Hansen to authors (electronic mail), March 7, 2008.

been met. The associations must have signed agreements with NPS in order to sell their products in the parks, and the Park Service must approve of the items offered for sale.⁷³

The range of partners and the scope of efforts undertaken through cooperative agreements between partners and the Park Service have expanded greatly since their early activity. Cooperative agreements that NPS has signed involve educational programs, living history demonstrations, historic preservation, search and rescue operations, fundraising campaigns, habitat restoration, and ecosystem management.⁷⁴ An example of the kind of work sponsored by cooperating associations can be seen in NCR's agreement with the White House Historical Association, incorporated on November 3, 1961. The association assists the National Park Service in the preservation and interpretation of the White House and its grounds, collections, and history. The association supports research on the history of the buildings and grounds in President's Park, helps add to and maintain the White House's collection of art and historic objects, and contributes to the conservation of the White House's public rooms.⁷⁵

In the last quarter of a century, legislation establishing some parks has mandated partnerships to accomplish their missions. NPS' 2001 *Management Policies* directed the Service to pursue cooperative agreements for the management of natural and cultural resources and for interpretation. Piscataway Park, a unit of National Capital Parks-East located along the Potomac River in Maryland opposite Mount Vernon, is an example of a park developed and operated mainly through agreements with private organizations. In 1953, the director of Mount Vernon, Charles Cecil Wall, contacted the National Park Service regarding the establishment of a park on the Maryland shore to protect the views from George Washington's home. (Figure 11) In 1955, when an oil storage facility was proposed for this area, Wall contacted National Capital Parks Assistant Superintendent Harry T. Thompson. NPS Director Conrad Wirth endorsed the idea of such a park in a letter dated June 10, 1955, and plans were prepared to prevent development on a six-mile stretch of coastline from Piscataway Bay to Marshall Hall. The first major step toward that goal was taken on August 22, 1955, when Ohio Congresswoman Frances Bolton, who was also vice-regent of the Mount Vernon Ladies Association, purchased 485 acres of this land. A report authored by local planner Frederick Gutheim recommended that a privately funded entity be organized to establish a park that would allow for a variety of low-density land use to accommodate the interests of the parties involved – the National Park Service, Mount Vernon, and local community organizations, including the Alice Ferguson Foundation, which had been formed in 1952 for the education of area young people. The Accokeek Foundation, a nonprofit entity, was established in 1957 to represent all these interests. Much of the land acquisition for the park was handled by the Piscataway Company, a real estate firm formed in the early 1950s by local residents to control development in the area. By 1960, the Accokeek Foundation owned

⁷³ National Park Service, "Director's Order No. 32, 4.

⁷⁴ National Park Service, "About Partnerships"; U.S. Department of the Interior, National Park Service, *Management Policies 2001* (Washington, D.C.: U.S. Department of the Interior, National Park Service, December 2000), 15, 29-30, 49-52, 77, <http://www.nps.gov/policy/mp>.

⁷⁵ O'Brien, 282-285.

some property along all six miles of the planned park area, but not all the land intended for acquisition.⁷⁶

The Accokeek Foundation approached Congress in 1961 with the idea of creating a national park on the property it controlled. This effort was in part due to plans by the Washington Suburban Sanitary Commission to build a sewage treatment plant on Mockley Point, across the Potomac from Mount Vernon. The park was established by legislation signed into law on October 4, 1961. Park plans called for some federal acquisition of land, but the park would mainly consist of scenic easements on privately owned land – the first such park in the National Park Service. The legislation establishing the park required NPS to work with the Accokeek Foundation on implementation and operation of the park. In 1963, the Accokeek Foundation and the Alice Ferguson Foundation signed agreements with the Park Service to donate their lands to the park when NPS had acquired a substantial portion of the remaining land within park boundaries. These agreements were executed over the next five years, and the partners celebrated the park’s establishment on George Washington’s birthday in 1968.⁷⁷

Glen Echo Park, part of George Washington Memorial Parkway, is another example of an area of cultural and natural features saved from development by its inclusion in the National Park System and its operation through cooperative agreements. The park began in the late nineteenth century as a chautauqua, a site where educational programs were provided in a park-like environment. The chautauqua did not survive the end of the century, however, and subsequent owners operated Glen Echo for much of the twentieth century as an amusement park. The last private owners of the park, Abram and Samuel Baker, ended operations in 1968 and sought to sell the property for development. The National Park Service and the Army Corps of Engineers, however, felt that its location near the Potomac River warranted protection for environmental reasons. The General Services Administration engineered a land exchange on April 1, 1970, and the National Capital Planning Commission approved the addition of Glen Echo Park as an NCR unit administered by George Washington Memorial Parkway. GSA formally transferred the park to NPS on February 25, 1976. The use of Glen Echo Park for arts and crafts activities had generally been established by 1972, when community organizations, through agreements with the National Capital Region, used the park’s buildings for visual and performing arts programs.⁷⁸

By the end of the twentieth century, the historic and well-used buildings of the park had begun to deteriorate. In 1999, the federal government, the state of Maryland, and Montgomery County jointly funded an \$18 million renovation of the 1933 Spanish Ballroom and Arcade buildings, along with other improvements. The following year, NCR entered into a cooperative agreement with Montgomery County to manage programs at the park. The county established the Glen Echo Park Partnership for Arts and Culture, which is charged with managing and maintaining park facilities, managing and operating park programs, fundraising, and marketing. NPS provides

⁷⁶ Robert Ware Straus, with Eleanor B. Straus, *The Possible Dream: Saving George Washington’s View* (Accokeek, Maryland: The Accokeek Foundation, 1988), 19-24.

⁷⁷ *Ibid.*, 34-60.

⁷⁸ Mackintosh, “George Washington Memorial Parkway Administrative History,” 190-195.

historical interpretation, grounds maintenance, safety and security services, and resource protection. Programs such as puppet shows, dances in the Spanish Ballroom, a children's museum, theater, rides on a 1921 carousel, and classes in such subjects as dancing, pottery, painting, and photography draw approximately half a million visitors to Glen Echo each year.⁷⁹

Cooperative agreements between the National Park Service and other organizations are almost essential in the administration of federal initiatives that cross state and local jurisdictions. An example of such an initiative is the Potomac Heritage National Scenic Trail, the corridor of which encompasses much of the National Capital Region. The National Trails System Act, signed into law on October 2, 1968, designated two national trails and authorized the Interior Department to pursue studies of other potential trails and to recommend trails to be designated. One such study, completed in 1974, focused on a potential Potomac Heritage National Scenic Trail, which would stretch from the Chesapeake Bay to the river's sources in Pennsylvania and Maryland.⁸⁰ Based on this study, President Reagan signed legislation on March 28, 1983, amending the 1968 act to include the Potomac Heritage Trail as a national scenic trail. At the time, the designated trail included the Chesapeake & Ohio Canal Towpath between Georgetown and Cumberland (184.5 miles) and the Mount Vernon Trail within George Washington Memorial Parkway from Theodore Roosevelt Island and Mount Vernon (17 miles). Subsequently, a 10-mile hiking path between Theodore Roosevelt Island and the American Legion Bridge – also in George Washington Memorial Parkway and known as the Potomac Heritage Trail – was added to the national scenic trail.⁸¹

The legislation establishing national scenic trails assumed that they would exist entirely within federal lands. The 1983 amendment revised this approach to make it possible for state and local governments to nominate trails in local jurisdictions for designation as part of the Potomac Heritage National Scenic Trail. By 2005, the 20-mile Prince George's County Potomac Heritage Trail On-Road Bicycling Route along the Maryland side of the Potomac had been designated, as well as the Laurel Highlands Hiking Trail in Pennsylvania and the Great Allegheny Passage in western Maryland and Pennsylvania. Through cooperative agreements with NPS, Laurel Ridge State Park and the Pennsylvania Department of Conservation and Natural Resources manage the Laurel Highlands trail, an alliance of organizations and agencies manages the Great Allegheny Passage, and county agencies and the Maryland Department of Transportation manage the Prince George's County trail. All segments of the Potomac Heritage National Scenic Trail are

⁷⁹ Glen Echo Park Partnership for Arts and Culture, "Glen Echo Park – Then and Now," Glen Echo Park Partnership for Arts and Culture website, <http://glenecho.park.org>.

⁸⁰ Lary M. Dilsaver, ed., *America's National Park System: The Critical Documents*, 1994, National Park Service History website, http://www.cr.nps.gov/history/online_books/amps/index.htm, Trails:1.

⁸¹ U.S. Department of the Interior, National Park Service, "Potomac Heritage National Scenic Trail," Potomac Heritage National Scenic Trail website, <http://www.nps.gov/pohe>.

coordinated by an NPS superintendent based at the Harpers Ferry Center with support from regional and park staff.⁸²

Cooperative agreements in the National Capital Region are also undertaken by smaller, local organizations and can focus on single resources, such as the former Art Barn in Rock Creek Park. The 1810 barn, constructed of blue granite with a wood frame front façade, functioned as the wagon barn for the Peirce family, which ran the Peirce Mill in the early nineteenth century. Two other Peirce family buildings – the mill itself and a springhouse – also stand in Rock Creek Park. In May 1971, through a cooperative agreement with a local artists organization, the Associates of Artist Equity, the barn opened as a gallery for the display of art works and was christened the Art Barn. Congress sanctioned the Art Barn in 1984 with legislation that authorized the secretary of the interior to negotiate a five-year agreement with the Art Barn Association, which succeeded the Associates of Artist Equity, for use of the barn gallery. That agreement was renewed regularly until the Art Barn Association was dissolved in 2002. Rock Creek Park subsequently used the barn gallery for exhibits relating to aspects of park history.⁸³

Interagency Cooperation

The National Capital Region also cooperates with other government agencies in the administration of federal properties. For example, Arlington House, the Greek Revival mansion on the Virginia hills overlooking the Potomac River and Washington, had been used by the superintendent and staff of Arlington Cemetery since the house and its land were confiscated by the War Department from the Lee family in 1864 for the burial of Union soldiers. The house, however, was one of several historic properties under the jurisdiction of the War Department transferred to the National Park Service on August 10, 1933, in President Franklin D. Roosevelt's reorganization of the executive branch of the government. National Capital Parks therefore had jurisdiction over the house and 2.73 acres of land immediately surrounding it in the midst of the cemetery, which was overseen by the quartermaster general of the Army. NCP also became responsible for Memorial Drive, which leads from Memorial Bridge to the cemetery gates. This responsibility included the green space on either side of the roadway – its boundaries marked by a holly hedge – and the memorial statues installed there. In 1975, the Army transferred twenty-four more acres northwest of the house to NPS to provide an appropriate setting for the mansion.⁸⁴

⁸² U.S. Department of the Interior, National Park Service, "Our Staff & Offices," "Our Partners," "Laws and Policies," "Potomac Heritage National Scenic Trail," Potomac Heritage National Scenic Trail website, <http://www.nps.gov/pohe>; "Potomac Heritage National Scenic Trail: Guidelines for Developing an Application Requesting Designation of a Trail as a Segment of the Potomac Heritage National Scenic Trail," *Federal Register* 67:184, September 23, 2002.

⁸³ Mackintosh, "Rock Creek Park: An Administrative History," 107-108; Bushong, 168-169; National Park Service, "New Exhibit Opening: Mills of Rock Creek Valley," press release, July 19, 2002, U.S. Department of the Interior, National Park Service, <http://www.nps.gov/archive/rocr/VisitorCenter/peircebarn.htm>.

⁸⁴ Mackintosh, "George Washington Memorial Parkway Administrative History," 117-126; John Parsons, associate regional director for land, resources, and planning, National Capital Region, National Park Service, interview by authors, October 12, 2006, transcript, 59 (Appendix E, 60).

An agreement between the Interior and Defense departments, made in April 1964, preceded the transfer, in which the cemetery pledged not to cut trees and fill in a ravine in the area to create land for new gravesites. Other interagency agreements followed. In July 1978, Arlington National Cemetery signed a memorandum of understanding with the superintendent of George Washington Memorial Parkway, which administers Arlington House, to allow the park to use a building on cemetery property as an administrative office. NPS agreed to allow the cemetery to build its new visitor center on 2.43 acres of parkland along Memorial Drive in 1986, pending a land exchange that would give the cemetery administration building to NPS. The exchange was scheduled to take place in 1992 when the cemetery administration planned to move into a new building. In 1993, this cooperative arrangement was extended when it was determined that legislation would be needed to accomplish the land transfer. Another interagency agreement relates to land transferred from the cemetery to the Park Service in 1975. Seeking more land for gravesites, the Army received permission to use twelve acres of the twenty-four acre site for interments, while the remaining land was part of a "Robert E. Lee Memorial Preservation Zone," which included land with the potential for archeological resources and forest dating to the Lee occupancy. Legislation was enacted on September 23, 1996, that transferred the twelve-acre interment site back to the Army, as well as completing the visitor center/administration building exchange.⁸⁵

Concessions

As with cooperating associations, the use of concessioners in the national parks resulted from the need to provide services to visitors. The 1872 enabling legislation for Yellowstone National Park included provisions for private enterprise on the public land to provide public accommodations. Through much of the twentieth century, the National Park Service licensed a primary concessioner in each park, rather than allowing competition among concessioners, to provide NPS with greater control and continuity of services and to provide concessioners a reasonable opportunity to earn a profit in the highly regulated environment of the parks.⁸⁶ As another inducement to long-term investment in the national parks, the Interior Department recognized a concessioner's possessory interest, or equity, in the facilities they built and maintained, and issued a policy in 1950 that outlined reimbursement for concessioners' possessory interests should their contracts be terminated. This policy was put into statutory form in the Concessions Policy Act, signed into law on October 9, 1965 (79 Stat. 969). Congress intended the legislation to encourage lenders, who may otherwise have been reticent, to finance concessioners' investments in visitor facilities.⁸⁷ In 1992, NPS implemented new concessions regulations that emphasized greater financial return to the federal government, increased competition in the

⁸⁵ Mackintosh, "George Washington Memorial Parkway Administrative History," 125-129.

⁸⁶ Everhart, *The National Park Service*, 112-120.

⁸⁷ House Committee on Interior and Insular Affairs, *Relating to the Establishment of Concession Policies in the Areas Administered by National Park Service*, 89th Cong., 1st sess., 1965, H. Rep. 591, 1-8; 79 Stat. 969.

awarding of concessions contracts, shorter contract duration, and the revaluation of possessory interest. These provisions, along with other changes to NPS concessions policies, were incorporated into Title IV of the National Parks Omnibus Management Act of 1998. The act repealed the Concessions Policy Act of 1965. The concessions provisions in the omnibus act also allowed the National Park Service to use the fees it collected through concessions, rather than their being deposited in the federal treasury along with the rest of the government's revenues. As a result of the act, eighty percent of the revenues remain in the park where they are collected and can be used to pay for high-priority resource management projects and operations costs. The remaining twenty percent can be used elsewhere in the Park Service at the discretion of the secretary of the interior.⁸⁸

NPS' arrangements with Government Services, Inc. (GSI), a concessioner whose operations in the federal parks of the Nation's Capital dated back to 1927, exemplified the concessions management strategy followed by NPS through much of the twentieth century: long-term contracts for a broad range of services in numerous parks. GSI, which also operated cafeterias and snack bars in dozens of government buildings, held a twenty-year contract with the National Park Service that began in 1951 and included the operation of boating facilities, refreshment stands and snack bars, tennis courts, swimming pools, and souvenir stands, as well as facilities such as Carter Barron Amphitheatre, Peirce Mill, and the East Potomac Park Motor Court. By the terms of the contract, GSI paid all operating costs as well as a franchise fee to the U.S. Treasury. The company also invested in the facilities it operated, remodeling the East Potomac Park Trailer Court in 1952 and rebuilding the Columbia Island (now Lady Bird Johnson Park) power-boat marina in 1956. Government Services also acted as the concessioner for special events, including the Fourth of July celebration on the Mall and the regattas (both sailing and speed boats) off Hains Point).⁸⁹ Now known as Guest Services, Inc., GSI still operates many of the same facilities it ran as Government Services, Inc. These include the tennis courts at East Potomac Park, as well as the complex of courts surrounding the William H. G. Fitzgerald Tennis Stadium in Rock Creek Park. Guest Services operates all of NCR's boating facilities (Columbia Island Marina, Washington Sailing Marina on Daingerfield Island, Thompson Boat Center, Fletcher's Boat House, and the paddle boats in the Tidal Basin. Guest Services also operates the Rock Creek Park Horse Center, a concession that had its beginnings in late 1958 and early 1959 when two stables were erected, one near Military Road in the northern portion of the park and one near the Taft Bridge over Rock Creek. In addition, GSI operates the ice skating rink in Pershing Park and a restaurant at the Columbia Island Marina, which it converted from the existing snack bar in the early 1980s.⁹⁰

⁸⁸ House Committee on Resources, *National Parks Omnibus Management Act of 1998*, 105th Cong., 1998, H. Rep. 105-767, 42-54, 76-77, Library of Congress website, <http://thomas.loc.gov>.

⁸⁹ Government Services, Inc., *Annual Report*, 1953, 5-7, and *Annual Report*, 1956, 9-15, Record Group 79, accession no. 64-A42, box 29, Washington National Records Center, Suitland, Maryland.

⁹⁰ Guest Services, Inc., "Ninety Years of Hospitality Management Experience," "About Us," "Recreation Facilities," Guest Services, Inc., website, <http://www.guestservices.com/>; John Parsons, associate regional director for land, resources, and planning, National Capital Region, National Park Service, interview by authors, October 18, 2006, transcript, 63 (Appendix E, 89).

The parks of the Nation's Capital opened the first public golf courses in the city of Washington. Although construction on a golf course in Rock Creek Park began in 1907, the first holes available for play in the city were three practice holes in West Potomac Park between 17th and 19th streets, N.W., which opened in 1914. A nine-hole course opened in East Potomac Park in 1920, and the course in Rock Creek Park was finally completed in 1923. The Langston Golf Course in Anacostia Park opened for African American players in 1939. In 1952, four NCP parks contained public courses – East Potomac Park, Rock Creek Park, Anacostia Park, and Fort Dupont Park. S.G. Leoffler Company, the successor to the Park Amusement Company, which had been managing the golf courses in the parks of the Nation's Capital since 1921, operated all four courses. Leoffler hired golf course architect William F. Gordon to design the Fort Dupont course and also constructed the course, which opened in 1948. The popularity of golf declined in the late 1960s and early 1970s, causing financial difficulties for Leoffler and causing NCR to reconsider its use of parkland for the sport. NCR closed the course at Fort Dupont Park in 1972, and in 1974 Leoffler ended its thirty-five-year relationship with the Langston course, which closed in 1975 due to lack of use. Almost immediately, however, NCR selected Golf Course Specialists to renovate the course, which was run by Lee Elder Enterprises through the early 1980s. In 1983, Golf Course Specialists became NCR's golf course concessioner and continued to manage the courses in East Potomac Park, Rock Creek Park, and Anacostia Park through the end of the study period (2005). In 1989, GCS founded the Capital City Golf School to provide professional instruction in the sport at NCR courses.⁹¹

NCR has also provided its visitors with sightseeing services through a concessioner. On March 17, 1969, Landmark Services, Inc., a subsidiary of Universal Studios, began offering three tram busses to carry passengers between the Lincoln Memorial and the west front of the Capitol, after competing for and winning a contract with the region. A year later, the tour route was expanded to include Arlington National Cemetery, Capitol Hill, Union Station, and the Kennedy Center. Landmark added trips to Mount Vernon in 1978, and to the Frederick Douglass National Historic Site in 1983. The general manager of the service, Tom Mack, bought the company from Universal Studios in 1981 and renamed it Landmark Services Tourmobile, Inc. (Figure 12) At about this same time, as the number and distance of the tours increased, Tourmobile constructed its headquarters, garage, and maintenance shop in East Potomac Park near the National Capital Region headquarters. Tourmobile now operates forty-two buses in NCR and carries approximately 2 million riders each year through the National Mall and Memorial Parks.⁹²

⁹¹ Mackintosh, "Rock Creek Park: An Administrative History," 26-27; Robinson & Associates, "Fort Dupont Park," 121-130; Robinson & Associates, "East and West Potomac Parks," 7:50-7:52, 8:76-8:77; U.S. Department of the Interior, National Park Service, "Langston Renaissance: A Revitalization Effort," National Park Service website, http://home.nps.gov/applications/langston_project/golf.htm; Golf Course Specialists, Golf Court Specialists website, <http://www.golfdc.com/aboutus.cfm>.

⁹² Tourmobile Sightseeing, "History of Tourmobile Sightseeing," Tourmobile Sightseeing website, <http://www.tourmobile.com/history.php>; Robinson & Associates, "East and West Potomac Parks," 7:49.

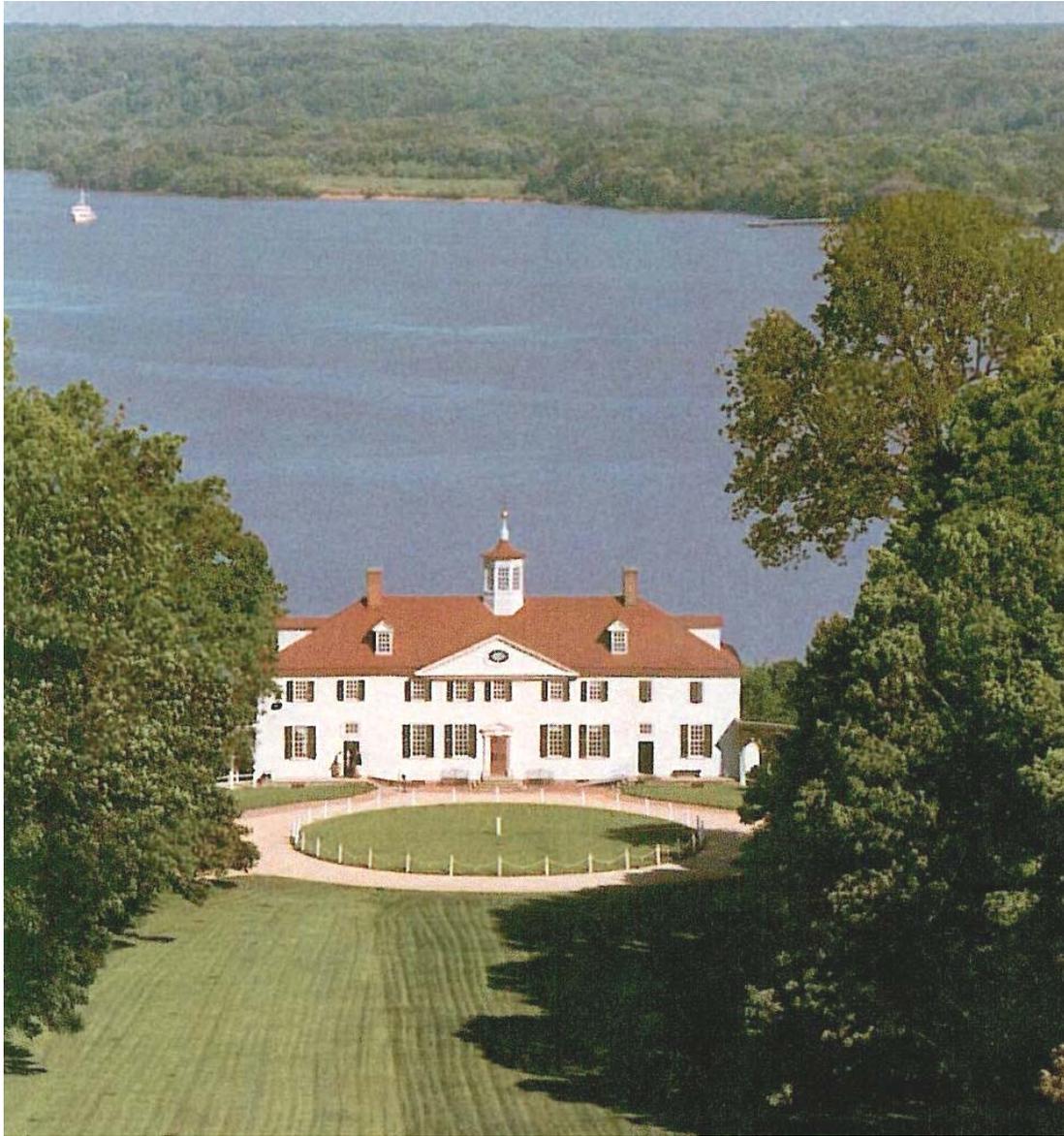


Figure 11 – Piscataway Park, on the Maryland shore of the Potomac River opposite Mount Vernon, was established with the help of cooperative associations to protect the view from George Washington's home. (National Park Service photo from *The Possible Dream: Saving George Washington's View*)



Figure 12 – The Tourmobile, a concessioner for the National Capital Region, began ferrying visitors around the Mall and nearby parks in 1969. (National Park Service, National Capital Region, Museum Resource Center, 1981)

CHAPTER III: The National Capital Region and the Post-World War II Growth of Metropolitan Washington

Growth of the Region

The population of metropolitan Washington rose by 50 percent between 1940 and 1950, from 967,985 to 1,464,089.⁹³ During the last fifty years of the twentieth century, the pace of growth in the region increased. By 1970, the metropolitan area's population reached 2.5 million. By 2005, the population exceeded 5 million. It was also during the last half of the twentieth century that automobile travel became the dominant mode of transportation in the area. In 1944, 63 percent of commuters reached downtown Washington by public transportation or by foot, while 37 percent used private automobiles. A decade later – by which date more than half the area population lived outside the District's city limits for the first time – twice as many commuters traveled by automobile as by all other methods combined.⁹⁴ The growth in the area's population required NPS officials at the regional and national levels to attempt a sometimes delicate effort to balance competing demands and obligations. On one hand, increasing populations demanded more facilities and more recreational opportunities, as well as more land for housing, workplaces, highways, and shopping. On the other hand, some segments of the area population placed increasing value on preservation of remaining natural and historic landscapes, which are also part of the Park Service mandate. Balancing such competing demands was an endeavor undertaken by numerous federal and municipal authorities. Throughout the last half of the twentieth century and into the beginning of the twenty-first, the National Capital Region was a significant participant in the attempt to plan for growth in a manner that accommodated all these needs. This chapter will address NCR's involvement in several of these issues, including its cooperation with regional planning organizations, the place of NPS parkways in accommodating transportation needs, and the local implementation of two Service-wide development programs (Mission 66 and the Bicentennial program) as means of increasing park facilities to accommodate increased recreational demands. The preservation of natural and historic resources will be addressed in subsequent chapters.

⁹³ Frederick Gutheim and Antoinette J. Lee, *Worthy of the Nation: Washington D.C., from L'Enfant to the National Capital Planning Commission* (Baltimore: Johns Hopkins University Press, 2006), 235.

⁹⁴ Joseph R. Passonneau, *Washington through Two Centuries* (New York: Monacelli Press, 2004), 164, 192-195; Metropolitan Washington Council of Governments, "2005 COG Region Household Population Totals More Than 4.4 Million," *Our Changing Region* 1:1, Winter 2007, 1; Zachary M. Schrag, *The Great Society Subway: A History of the Washington Metro* (Baltimore: Johns Hopkins University Press, 2006), 16-17. The total population stated in the Council of Governments report did not include the populations of independent cities in Virginia. The table accompanying this article listed the total population of the area, including those cities, as 5,119,490.

The Commission of Fine Arts and the National Capital Planning Commission

Two federal entities with which the National Capital Region frequently collaborated during the study period (1952-2005) were the United States Commission of Fine Arts (CFA) and the National Capital Planning Commission (NCPC). Of the two, the CFA was established first, in 1910. Created to advise the federal government on the design and location of fountains, statues, and monuments on Washington's public lands and on federal projects throughout the country, CFA later was charged with review of the designs for federal and District of Columbia government buildings, works erected by the American Battle Monuments Commission, and memorials approved under the Commemorative Works Act.⁹⁵ Other additions to the commission's mandate include approval of federally funded structures that affect the city's appearance, public park plans, and private buildings that border certain public lands, including Rock Creek Park, Rock Creek and Potomac Parkway, the Mall, and East and West Potomac Parks. CFA also advises NCPC on selection of sites to be included in the park and parkway systems of the Nation's Capital.⁹⁶

NCR's interaction with NCPC has been much more broad-based, since NCPC was established in 1952 as the region's chief planning agency and must approve NPS projects. In the years prior to NCPC's establishment, the growth of the metropolitan area inspired a drive for a regional planning agency to guide and coordinate accommodations to these changes. The National Capital Park and Planning Commission (NCPPC) was established in 1926 to plan the metropolitan park system. This park system received further support – and NCPPC became further involved in the metropolitan area's parks – when the Capper-Cramton Act was signed into law on May 29, 1930. The act authorized the development of the George Washington Memorial Parkway and “the acquisition of lands in the District of Columbia and the States of Maryland and Virginia requisite to the comprehensive park, parkway, and playground system of the National Capital.” The authority included extending Rock Creek Park and Anacostia Park into Maryland and acquisition of stream valleys to protect water resources. The law authorized NCPPC to acquire land and guide its development to fulfill the act, giving the commission certain regional planning powers.⁹⁷ The National Capital Planning Act, signed into law on June 19, 1952, amended the legislation that had created NCPPC to rename and expand the commission's powers. The act deleted the word “Park” from the agency's title to indicate its increased scope and designated NCPC as the

⁹⁵ The Commemorative Works Act is discussed in more detail in Chapter V.

⁹⁶ Sue Kohler, *The Commission of Fine Arts: A Brief History, 1910-1995* (Washington, D.C.: The Commission of Fine Arts, 1996), 1-7, 241-247; U.S. Commission of Fine Arts, “About the Commission of Fine Arts,” U.S. Commission of Fine Arts website, <http://www.cfa.gov/print/about/index.html>, and “Federal and District Government Projects,” <http://www.cfa.gov/print/federal/index.html>.

⁹⁷ *Worthy of the Nation*, 254-255; 46 Stat. 482; National Capital Planning Commission, “History of NCPC,” National Capital Planning Commission website, <http://www.ncpc.gov/about/pg.asp?p=historyofncpc>. After the formation of National Capital Parks in 1933, NCPPC requested funding from Congress for land purchases and transferred the land to NCP for development and administration once acquisition had been completed.

central planning agency in the region for both the federal and District governments. The act gave NCPC three primary purposes:

- 1) to prepare a comprehensive plan for development in the region;
- 2) to prepare a Federal Capital Improvements Program for the region covering six years of planned development, in consultation with federal and local agencies; and
- 3) to review individual proposals planned by federal and local agencies.

The region was defined as the District of Columbia, Montgomery and Prince George's counties in Maryland, and Arlington, Fairfax, Loudoun, and Prince William Counties in Virginia. The act also charged NCPC with "the conservation of the important natural and historical features" in its jurisdiction. NCPC was therefore responsible for planning approaches to many of the same issues as the National Capital Region: new construction, transportation, parks, and natural and cultural resources. The National Capital Planning Act made interaction between the National Park Service and the commission part of NCPC's structure by designating the NPS director as one of the commission's *ex officio* members.⁹⁸

An important change in NCPC's duties came in 1973, when the District of Columbia Self Government Reorganization – or Home Rule – Act (87 Stat. 774) made the District responsible for planning its own development. While the commission retained responsibility to approve District elements of the Comprehensive Plan and individual proposals, the change freed the commission for greater regional planning efforts, according to NCPC and federal agency employees interviewed for a 1983 General Accounting Office (GAO) study. The majority of NCPC's time had previously been spent on planning for the city.⁹⁹ The Home Rule Act also made the secretary of the interior, rather than the NPS director, an *ex officio* member of the commission.¹⁰⁰

In 1964, the Commission of Fine Arts, the National Capital Planning Commission, and the District of Columbia government formed the Joint Committee on Landmarks as a cooperative effort to inventory potential historic properties in the District of Columbia. After the passage of the National Historic Preservation Act in 1966, the Joint Committee became the state review board and the deputy mayor acted as the state historic preservation officer to fulfill provisions of the legislation and provide a means of nominating District properties to the National Register of Historic Places. The landmarks designated by the Joint Committee included the historic sites in the National Capital Region and ranged from individual buildings, such as Ford's Theater and the Old Stone House to places such as the circles and squares of the L'Enfant and McMillan plans, the Civil War Forts and Fort Circle Park System, and Kenilworth Aquatic Gardens. The Joint Committee's list also included landmarks in the National Capital Region but outside the city

⁹⁸ 66 Stat. 781-787.

⁹⁹ U. S. General Accounting Office, *Mission and Function of the National Capital Planning Commission* (Washington, D.C.: General Accounting Office, June 24, 1983), 3-4.

¹⁰⁰ National Capital Planning Commission, "History of NCPC," National Capital Planning Commission website, <http://www.ncpc.gov/about/histofncpc/histofncpc.html>.

limits, such as Fort Washington. In 1978, the District passed its own preservation ordinance, the Historic District and Historic Landmark Protection Act (DC Law 2-144). The law strengthened legal protections for historic properties by establishing the District of Columbia Inventory of Historic Sites, which was based on the 1964 inventory compiled by the Joint Committee. The Joint Committee continued to act as the state preservation review board until the establishment of the Historic Preservation Review Board, a panel of citizens appointed by the mayor to rule on nominations to the D.C. Inventory and to review requests for demolitions, alterations, and additions to historic properties.¹⁰¹

NCR and Metropolitan Transportation Needs

During the last half of the twentieth century, transportation planning frequently involved the National Capital Region, NCPC, and CFA. One important reason for NCR's involvement was its jurisdiction over a number of parkways that connected the city and the suburbs. In 1952, National Capital Parks oversaw four parkways: 1) Rock Creek and Potomac Parkway (constructed between 1913 and 1935); 2) George Washington Memorial Parkway (1930-1965), which incorporated the earlier Mount Vernon Memorial Highway (1928-1932); 3) Baltimore-Washington Parkway (1942-1954); and 4) Suitland Parkway (1943-1944).¹⁰² Over the course of the study period (1952-2005), George Washington Memorial Parkway was expanded from Spout Run to the Capital Beltway, and the Clara Barton Parkway (originally considered part of the George Washington Parkway) was added to the system. By 2005, the road network included 74 miles of formal parkways and encompassed more than 20,000 acres of parkland that protect the Potomac River watershed. The parkways consist of two main types. Rock Creek and Potomac Parkway and George Washington Memorial Parkway were generally built according to early twentieth-century parkway principles. That is, their primary purpose emphasized recreational use, rather than transportation. The later parkways more often than not had transportation as their main function.¹⁰³ While this distinction remains valid, it is also true that all the parkways in the National Capital Region have been adapted to and currently serve transportation as well as recreational functions.¹⁰⁴

¹⁰¹ *Worthy of the Nation*, 337; Joint Committee on Landmarks, *Landmarks of the National Capital Designated by the Joint Committee on Landmarks as of May 21, 1975* (Washington, D.C. [?]: Joint Committee on Landmarks [?], 1975 [?]). Preservation of historic site in the National Capital Region is covered more fully in Chapter V.

¹⁰² Mount Vernon Memorial Highway, from Memorial Bridge to Mount Vernon, was authorized separately from George Washington Memorial Parkway but became part of the latter when it was authorized in 1930.

¹⁰³ Sara Amy Leach, National Register of Historic Places, Multiple Property Documentation Form – Parkway of the National Capital Region, 1913-1965, September 15, 1990, E2-E6.

¹⁰⁴ Historic American Engineering Record, "Baltimore-Washington Parkway," HAER MD17-GrnbltV, 1-, U.S. Department of the Interior, National Park Service, Washington, D.C., 2000, 111, The HAER report simply states that NPS wished to transfer these roads to Maryland. It does not address the distinction between the parts of these roads that lay in Maryland and those that lay in the District of Columbia.

Planners conceived of the early parkways as means to connect some of the region's parks or important sites – the hallmark of parkways since their inception in the early twentieth century. Rock Creek and Potomac Parkway, for instance, links East and West Potomac parks to Rock Creek Park and the National Zoo. Rock Creek and Potomac Parkway, as well as the George Washington Memorial Parkway and smaller stream valley parks, such as Piney Branch and Pinehurst parkways in the District, serve other purposes as well. They keep these important lands in public ownership, help prevent degradation of the streams they border, contribute to flood control, and provide local transportation routes.¹⁰⁵ While recreation was considered a primary purpose of the early parkways in the Washington area, transportation and functions other than recreation were incorporated into NCP parkways prior to 1950. Suitland Parkway, which formally opened on December 9, 1944, was constructed as a national defense highway that connected downtown Washington at South Capitol Street to Bolling Field and Camp Springs Army Air Base (now Bolling and Andrews Air Force bases, respectively). After World War II ended, the War Department declared the parkway in excess of its needs, and legislation signed into law on August 17, 1949, transferred jurisdiction to the National Park Service. This legislation specified the parkway's dual purpose "as a limited access road primarily to provide a dignified, protected, safe, and suitable approach for passenger-vehicle traffic to the National Capital and for an uninterrupted means of access between the several Federal establishments adjacent thereto and the seat of government in the District of Columbia."¹⁰⁶

Baltimore-Washington Parkway, conceived initially as part of a national forest between the two cities, was, by the 1920s, planned as a means to provide limited access, high-speed travel for passenger vehicles to reduce congestion on Baltimore-Washington Boulevard (U.S. Route 1). Discussed as early as 1910, the road was not begun until World War II, which justified "an express highway" connecting Washington to federal installations such as Fort Meade and the Beltsville Agricultural Research Center, as well as Friendship Airport in Baltimore (now Baltimore-Washington International/Thurgood Marshall Airport) and Schrom Airport in College Park. The design and construction of the Baltimore-Washington Parkway, the final segment of which formally opened on October 22, 1954, was a joint effort of the Bureau of Public Roads, the National Capital Park and Planning Commission, the National Park Service, and the state of Maryland. The road is divided into two sections. NCR oversees the 19-mile segment between the District boundary and the Baltimore city boundary. The state of Maryland has jurisdiction over the remaining roadway within its boundaries.¹⁰⁷

¹⁰⁵ Leach, *Parkways of the National Capital Region*, E9-E13; Barry Mackintosh, "A Partially Fulfilled Dream": The George Washington Memorial Parkway in Maryland" (typescript), n.d., National Capital Parks-East, Historical Research Files.

¹⁰⁶ Jere L. Krakow, "Historic Resource Study: Rock Creek and Potomac Parkway, George Washington Memorial Parkway, Suitland Parkway, Baltimore-Washington Parkway," Denver: U.S. Department of the Interior, National Park Service, 1990, 87-100. The legislation is quoted on page 99.

¹⁰⁷ Sara Amy Leach, National Register of Historic Places Registration Form – Baltimore-Washington Parkway. May 9, 1991, 7:2-7:9.

The federal section of the Baltimore-Washington Parkway incorporated aspects of early parkway design, including stone-faced bridge abutments and landscape treatments emphasizing retention of existing trees and topography. The Baltimore-Washington Parkway's bridges, however, have the clean lines of the Modernist aesthetic, rather than the rustic designs of earlier parkways, and the road was constructed to handle travel at speeds of up to 75 miles per hour.¹⁰⁸ The National Park Service recognized that neither Suitland nor Baltimore-Washington parkways satisfied one of the basic aspects of its definition of a parkway: They did not connect parks to each other.¹⁰⁹ For this reason, NPS attempted to transfer administration of these two roads to the state of Maryland as early as 1953. The effort to transfer Baltimore-Washington Parkway continued for almost three decades. Initial attempts were hindered by the cost of upgrading the road to support truck traffic, which was banned from the parkway but would have been allowed by the state. In 1968, the Maryland State Roads Commission proposed that Baltimore-Washington Parkway be designated an interstate highway, allowing for federal funding to upgrade the roadway and expand it to six lanes. The Federal Highway Administration added the parkway to the interstate system in January 1969, and in 1971, President Richard M. Nixon signed legislation that authorized \$65 million to upgrade the federal portion of the parkway to interstate standards. Three years later, however, estimates for the reconstruction had risen to \$150 million, and dissent as to the advisability of changing the parkway qualities of the road had begun to surface in the public media. Gradually, as design of the reconstruction advanced, the Park Service pushed to retain many of its parkway qualities, including stone facing on bridges, a limit to the number of lanes allowed, and the embargo on truck traffic. By 1981, Maryland determined that it could not accept jurisdiction over the highway under these conditions, and the transfer issue was tabled.¹¹⁰ In 1995, the administration of President Bill Clinton proposed transferring the jurisdiction over the segments of Suitland, Baltimore-Washington, and George Washington parkways in Maryland and Virginia to the states in which those roadways ran – with surrounding parkland to remain under the authority of NPS – but that proposal failed.¹¹¹

Transportation concerns also drove construction of parts of George Washington Memorial Parkway, originally conceived and constructed as a traditional parkway that linked George Washington's home to the Mall. By the end of 1950, the George Washington Memorial Parkway had been completed from Mount Vernon to Spout Run. The parkway's planned extension beyond Spout Run foundered in the early 1950s until Congress authorized a headquarters building for the Central Intelligence Agency in Langley, Virginia. The Military Construction Authorization Act, signed into law on July 15, 1955, allowed for construction at Langley, as well as the expenditure of \$8.5 million for land acquisition and road development. All except \$500,000 was destined for roadways, including the extension of GW Parkway. President Dwight

¹⁰⁸ Leach, Baltimore-Washington Parkway, 7:16-7:20.

¹⁰⁹ The Baltimore-Washington Parkway runs through Greenbelt Park, an NCR park that is part of National Capital Parks-East, but the park cannot be accessed directly from the parkway. Neither does B-W Parkway provide access to other NCR parks.

¹¹⁰ HAER, "Baltimore-Washington Parkway," 111-120.

¹¹¹ Historic American Engineering Record, "George Washington Memorial Parkway." HAER VA 30-, 8-. U.S. Department of the Interior, National Park Service, Washington, D.C., 1998," 187-188.

D. Eisenhower officially opened the segment from Spout Run to Langley, begun in October 1956, on November 3, 1959, with National Capital Parks Superintendent Harry T. Thompson in attendance. (Figure 13)

Some organizations, including the National Parks Association and the Wilderness Society, objected to the location of the Key Bridge-Spout Run segment of the parkway. The organizations considered the development too close to the bluffs overlooking the river. The alignment of later sections of the parkway accommodated these concerns. Placing the roadway farther inland had the added advantage of eliminating expensive construction of bridges over the ravines closer to the river's edge. The general approach to landscaping the parkway north of Spout Run consisted of planting tree species found in adjacent forests close to the shoulders of the roadway – both to recreate the forested character of the land and protect the Potomac Gorge. NPS objected to the extension of GW Parkway to Dulles International Airport, which had been suggested by regional transportation officials and the CIA, because the addition of airport traffic would detract from the parkway's recreational purpose. Conservationists and Fairfax County authorities also opposed further construction on undeveloped parkland beyond the beltway. In addition, appropriations for further land acquisition and construction became increasingly difficult to secure by the mid-1960s. Ultimately, NPS, federal, and regional authorities agreed to end the parkway at the Capital Beltway, a terminus that emphasizes the importance of the parkway to area commuters. The Langley-Capital Beltway segment of the parkway was begun in 1961 and opened in December 1962. The construction of this segment of the road included the beginning of development of the Turkey Run Recreation Area – a spur road from the parkway and four parking and picnicking areas.¹¹²

The Capper-Cramton Act had authorized both Virginia and Maryland segments of the George Washington Memorial Parkway: from Mount Vernon to Great Falls in Virginia and from Fort Washington to Great Falls in Maryland. By the beginning of the present study period (1952), the Park Service had acquired most of the land it needed for the parkway in Montgomery County, Maryland, for the northernmost portion of the parkway in that state, as well as Fort Washington and another Civil War fortification, Fort Foote, in Prince Georges County. Private landowners and Congress, however, objected to further acquisition for the planned parkway leg from the District to Fort Washington, and Congress consistently denied NCPC requests to fund further acquisitions through the 1950s. NPS acquired what became Oxon Hill Farm in 1959 as a transfer from the Department of Health, Education, and Welfare. In 1960, the Park Service acquired – through Capper-Cramton funding requested by NCPC and matched by Prince George's County – a 240-acre parcel between the farm and Woodrow Wilson Bridge. NCPC acquired the historic Harmony Hall estate, an eighteenth-century Georgian house and plantation on Broad Creek, also in Prince Georges County, and transferred it to NPS after Congress approved funding in 1961, but legislative restrictions that forbade the use of federal funds for parkway planning or construction limited further parkway development. NCPC requested additional funding for land acquisition for fiscal year 1967, but was again denied. While efforts to proceed with land acquisition for the parkway in Prince George's County continued into 1968, the Park Service eventually surrendered

¹¹² HAER, "George Washington Memorial Parkway," 155-166; Mackintosh, "George Washington Memorial Parkway: Administrative History," 43-66; Dan Sealy, deputy chief, natural resources and science, National Capital Region, to authors (electronic mail), January 25, 2008.

its goal to complete the Maryland portion as originally planned. On June 19, 1969, NPS Director George B. Hartzog, Jr., announced that the Service would no longer pursue the completion of the southeast leg of the parkway.¹¹³

Construction of the Maryland leg between the District of Columbia and Great Falls faced similar resistance but was ultimately more successful than the Washington to Fort Washington segment because the Montgomery County roadway satisfied transportation needs. The county grew rapidly in the 1950s, and Maryland transportation officials sought a means of propelling commuters from the recently constructed U.S. 240 (now Interstate 270) directly into downtown. State officials initially proposed using a portion of Rock Creek Park for a new roadway to connect U.S. 240 to an enlarged Rock Creek and Potomac Parkway. The National Park Service and the National Capital Planning Commission rejected that idea in favor of the development of the Montgomery County leg of the GW Parkway. NPS Director Conrad Wirth declared the completion of the parkway a significant aspect of the area's Mission 66 program.¹¹⁴ Grading for the segment from Glen Echo to MacArthur Boulevard near the Navy's David Taylor research facility (now the Carderock Division of the Naval Sea Systems Command) was completed by 1961, but did not open until November 1964 due to protracted negotiations over its intersections with other roads, including the Capital Beltway and Cabin John Parkway. The segment between the beltway and Washington took longer to complete. The initial grading contract for the roadway between Glen Echo and the District boundary was awarded in December 1957 and completed in July 1959. Due to topographical constraints and the presence of the C&O Canal, which the Park Service was unwilling to demolish to facilitate transportation, this segment of the roadway was only two lanes wide. District of Columbia transportation officials wanted a four-lane expressway to speed commuter transportation into the city, but National Capital Region Director T. Sutton Jett opposed such high-speed roadways because they would destroy both the wooded riverbank and the historic canal. The segment between the District line and Glen Echo did not open until 1965. The final portion of the roadway, between the District boundary and Canal Road, officially opened in 1970. To avoid the confusion of two highways with the same name on opposite sides of the Potomac River, the Maryland leg of the GW Parkway was renamed the Clara Barton Parkway on November 28, 1989. Clara Barton National Historic Site, which was authorized on October 26, 1974, sits adjacent to the parkway near Glen Echo Park.¹¹⁵

The effort of the National Park Service to balance its recreational and conservation functions against regional transportation needs can be seen in its opposition to new highways on parkland and radical reconstruction of its traditional parkways. One such instance has already been mentioned – the connecting highway linking Rock Creek and Potomac Parkway and the Maryland suburbs and its required high-speed upgrade of the parkway. The idea of a four-lane expressway through Rock Creek Park from the parkway to the District boundary was advanced as early as 1938. Although the proposal was roundly condemned and not acted on, it became a key piece of a transportation plan developed by the District of Columbia Board of Commissioners in

¹¹³ HAER, "George Washington Memorial Parkway," 166-170.

¹¹⁴ *Ibid.*, 170-172.

¹¹⁵ *Ibid.*, 172-176.

1946, by which time U.S. 240 in Montgomery County was already in the planning stages. The proposal, or variations of the expressway theme, was backed by regional transportation boards. In 1950, the District's Highway Department called for turning Rock Creek and Potomac Parkway into an expressway of four to six lanes from Q Street in Washington to U.S. 240 in Maryland. In addition, the Capital Beltway, then in the planning stages, would have crossed Rock Creek on land that had been acquired with Capper-Cramton Act funding within the jurisdiction of MNCPPC.¹¹⁶

National Capital Parks and the Park Service pointedly opposed these plans. NCP Superintendent Thompson told the Commission of Fine Arts that NPS was "unalterably opposed" to constructing a highway through the park.¹¹⁷ In most instances, NPS was joined in its opposition to these roadways by CFA and NCPC. Throughout the late 1950s and early 1960s, the two review agencies resisted the highway plans because they intruded into the city's parklands and because they would not resolve transportation problems. The Mass Transportation Survey of 1955-57, which testified as to the inadequacy of continued road-building as a means to satisfy transportation needs and advocated a mass transit system instead, strengthened NPS, NCPC, and CFA objections. These three governmental bodies, along with conservation groups, defeated the most serious threat to NCR resources: The planned link between U.S. 240 and Rock Creek and Potomac Parkway was shelved for good in 1966. To protect Rock Creek Park within the District, however, NCPC agreed to allow construction of the Capital Beltway across the creek in Maryland.¹¹⁸

As witnessed by the accommodations made in the construction of the George Washington Memorial Parkway on both sides of the Potomac, NCR and NPS officials were not averse to improvements to its park road system that helped the commuters using it. In 1951, a five-year program to upgrade Beach Drive and Rock Creek and Potomac Parkway began. The program replaced the original roadbed and pavement to handle modern automobile traffic, reduced the sharpness of curves, replaced some old bridges, avoided fords, and provided better drainage, concrete curbs, and new lighting. Beginning in 1956, funding for the NPS's Mission 66 program allowed for significant bridge replacement throughout Rock Creek Park. The Mission 66 projects included construction of the Zoo Tunnel that connected Rock Creek and Potomac Parkway and Beach Drive – linking the parkway with commuters from the northern parts of the city. The tunnel opened in 1966.¹¹⁹ (Figure 14) In its never-ending effort to balance the interests of its patrons, NCR began experimenting in 1966 with weekend closure of some portions of Rock

¹¹⁶ Historic American Buildings Survey, "Rock Creek and Potomac Parkway (Resrvation No. 360)," HABS No. DC-632. U.S. Department of the Interior, National Park Service, Washington, D.C., 1991-92, 114-119.

¹¹⁷ Historic American Engineering Record, "Rock Creek Park Road System," HAER No. DC-692, U.S. Department of the Interior, National Park Service, Washington, D.C., 1996, 123.

¹¹⁸ HABS, "Rock Creek and Potomac Parkway," 120-127.

¹¹⁹ Mission 66 improvements in the National Capital Region will be addressed in more detail below.

Creek Park's roads to accommodate bicyclists. The ban on automobile traffic on Sundays on Beach Drive between Joyce Road and Broad Branch became permanent in 1972. In 1981, the ban on automobile traffic was extended to Saturdays, and in 1982, cars were banned from the upper portion of Beach Drive as well, from Sherrill Drive to the District line.¹²⁰

The National Park Service issued its *Park Road Standards* handbook in 1984 to establish technical guidelines for park roadways as they related to allowed speeds and traffic volumes. George Washington Memorial Parkway was rehabilitated with these standards in mind between 1984 and 1986. The project, undertaken by NPS and the Federal Highway Administration, cost \$20 million and repaired or completely replaced the aging concrete road surface. The new concrete was mixed and finished to mimic the original surface. Other improvements to the parkway included reconfiguring access points for better safety. Upgrades over the years have also replaced original guard rails, bus shelters, and light fixtures with features that conform to modern safety codes. In the mid-1990s, the segment of the parkway between Theodore Roosevelt Memorial Bridge and Spout Run Parkway was widened to carry heavier loads of traffic, and longer merge lanes were constructed. Spout Run Parkway was also improved at this time. The construction removed a large section of wooded median, as well as a number of trees on the banks above the parkway. Retaining walls and guard rails along this section of the parkway were constructed of concrete with stone facing. The new Spout Run guardrails were constructed of wood backed with steel. A pair of automobile accidents in 1996 and 1997 resulted in legislation that required construction of safety barriers in parkway medians less than fifteen feet wide.¹²¹

In 1983, the Federal Highway Administration, the Park Service, and the Maryland State Highway Administration began studying the Baltimore-Washington Parkway in order to improve its efficiency and safety while maintaining parkway standards. The most serious problems occurred at parkway interchanges. Studies found that the ramps were not long enough, there were not enough lanes to handle the volume of traffic, insufficient clearance under bridges, and lighting and signage needed improvement. NPS made a determined effort to uphold parkway standards, calling for color standards for signs, guardrails, and pavement, barriers that were sympathetic to parkway principles, and strict limitations on overhead signs. Construction began in 1991. Work included improved lateral clearance under bridges, installation of mountable concrete curbs, new culverts, the use of guardwalls faced with artificial stone, pavement rehabilitation, repair or replacement of bridges, and reconstruction of interchanges. This work was completed in the summer of 2000.¹²²

NCR also played a major role in the development of another key aspect of the area's transportation system: the Washington Metropolitan Area Transit Authority's Metro system. The region's participation stemmed in part from the attractiveness of lands already held by government entities to supply public needs. As with the parkways, use of parkland in the construction of Metro would help keep down the cost of acquiring land from private citizens. NCR's participation also resulted from Metro architect Harry Weese's concept that Metro's

¹²⁰ HAER, "Rock Creek Park Road System." 145-152.

¹²¹ HAER, "George Washington Memorial Parkway," 177-192.

¹²² HAER, "Baltimore-Washington Parkway," 121-134.

nature as a public facility would be strengthened by the location of station entrances in several prominent NCR parks, among them Farragut, McPherson, and Judiciary squares and the Mall. NPS directors Conrad Wirth and George Hartzog both opposed this idea. Like highway construction on parkland, they reasoned, the construction of subway entrances was incompatible with the purpose of the parks. In general, the Park Service was successful in its efforts to protect NCR parkland from Metro incursions. In Judiciary Square, the subway entrance was incorporated into the Law Enforcement Officers Memorial, which opened in 1991. On the Mall, NPS opposed the plan to place the entrance directly on axis with the Capitol and the Washington Monument, and the station entrance was placed beneath trees near the gravel walkway on the south side of the Mall.

The issue of Metro station placement became so complex that George Washington University professor Zachary M. Schrag, in his book *The Great Society Subway: A History of the Washington Metro*, claims that the locations of some entrances were negotiated directly by the chairman of the Washington Metropolitan Area Transit Authority (WMATA) and the Secretary of the Interior. The Park Service also objected to a Metro bridge over Rock Creek between Woodley Park and Kalorama. There were engineering problems with the bridge in addition to NPS' objections, and a tunnel was constructed between the Woodley Park and Dupont Circle stations instead. NPS lands did help resolve some Metro difficulties, however. Metro cars were too long to make the same kinds of turns as automobiles, meaning that on occasion WMATA could not simply follow existing streets to develop its routes. To resolve one such issue downtown, NCR allowed WMATA to tunnel under Lafayette Park and Farragut Square to accommodate the turn between Metro Center and Farragut North on the red line.¹²³ Metro stations were also built below other units of the National Capital Region, including Fort Totten Park and George Washington Parkway (Arlington National Cemetery), and a portion of Metro's Green line was laid at grade through part of Suitland Parkway. The Eastern Market Metro entrances were placed within the two opposing park triangles along Pennsylvania Avenue, S.E., with the requirement that both parks and the median between them would be redesigned and constructed by Metro in accordance with a Pennsylvania Avenue, S.E., master landscape plan developed during Lady Bird Johnson's Beautification Program. Other parks along Pennsylvania Avenue, N.W., that were affected by subway construction or were used as work or storage areas were also restored or reconstructed by Metro. NCR staff reviewed all design proposals and construction documents for Metro work that affected park property in an effort to minimize damage to the park and to ensure the quality of design and construction.¹²⁴

Mission 66

In addition to the demands of an increasing population after World War II, National Park Service units suffered from deterioration as the result of deferred maintenance. During the NPS

¹²³ Schrag, 147-151.

¹²⁴ Darwina Neal, chief, cultural resources and preservation services, National Capital Region, comments on 95% draft of the "National Capital Region Administrative History, 1952-2005," November 2007, 86-87; Gary Scott, regional historian, National Capital Region, comments on 100% draft of the "National Capital Region Administrative History, 1952-2005," May 2008.

expansion in the 1930s, work relief programs such as the Civilian Conservation Corps (CCC) and the Works Progress Administration (WPA) had provided funding and labor for the establishment of new parks and the development and maintenance of existing parks. With the advent of World War II, those sources of support ended. After the war, changes in government priorities, the emerging Cold War, and military action in Korea limited park funding even as the cost of labor and use of the parks rose. The park system, designed to accommodate 25 million visitors a year, received more than twice that many in 1955, while staffing and funding remained close to wartime levels. The parks were publicly and privately criticized, and one writer suggested that the entire system be closed until money could be found to properly maintain it.¹²⁵ Conrad Wirth, National Park Service director from December 9, 1951, to January 7, 1964, described the conditions of the national parks in *Reader's Digest* in 1955:

It is not possible to provide essential services. Visitor concentration points can't be kept in sanitary condition. Comfort stations can't be kept clean and serviced. Water, sewer and electrical systems are taxed to the utmost. Protective services to safeguard the public and preserve park values are far short of requirements. Physical facilities are deteriorating or are inadequate to meet public needs. Some of the camps are approaching rural slums.¹²⁶

National Capital Parks facilities may not have been in quite as poor a condition as Wirth's general description of the system he headed, according to documents from the time. Nowhere in NCP's 1955 "Preliminary Prospectus" for the Mission 66 program do described conditions approach those of the "slums" Wirth noted.¹²⁷ The prospectus stated that visitors to the 790 distinct units of National Capital Parks had doubled over the previous fifteen years. In the same time period, according to Wirth, visitation at NPS parks nationwide had more than tripled.¹²⁸ NCP also had an advantage over other National Park Service units: Located in a metropolitan area, demand for overnight accommodations and onsite employee housing was not as high as in parks in more remote locations, meaning that NCP had fewer facilities in those categories to maintain. In addition, National Capital Parks had acquired parkland and received some new facilities prior to the Mission 66 program. The Public Housing Authority, for instance, transferred 1,148 acres near Greenbelt, Maryland, to the National Park Service on August 3, 1950, which was subsequently designated Greenbelt Park. The 5,800-acre Catoctin Recreational Demonstration Area, near

¹²⁵ National Park Service, *Mission 66: To Provide Adequate Protection and Development of the National Park System for Human Use* (Washington, D.C.: U.S. Department of the Interior, National Park Service, 1956), 10-11; Allaback, 1-2; Conrad Wirth, *Parks, Politics, and the People* (Norman, Oklahoma: University of Oklahoma Press, 1980), 234.

¹²⁶ Wirth, 237.

¹²⁷ Information on the condition of National Capital Parks in 1955 comes from "National Capital Parks Preliminary Prospectus" [Mission 66], n.d., 2-27, Record Group 79, Records of the National Park Service, Finding Aid A1, Entry 2, Mission 66 Final Prospectus, 1955-60, box 14, National Archives, College Park, Maryland.

¹²⁸ Wirth, 234.

Thurmont, Maryland, had been part of NCP since 1945, but was redesignated Catoctin Mountain Park on July 12, 1954.¹²⁹ Carter Barron Amphitheater, developed by the National Capital Sesquicentennial Commission in Rock Creek Park, was dedicated on May 30, 1951, and transferred to the Park Service on January 29, 1953.¹³⁰

NCP facilities did not, however, meet the standards and needs of the post-war boom. National Capital Parks was understaffed by 25 percent, according to the Mission 66 prospectus, and suffered from the same neglect as other NPS units: “No single phase of the work of National Capital Parks has suffered more than maintenance during the past fifteen years. More intensive use of all old developed areas and additional attention required for areas coming into heavier use during this period, have made necessary the spreading out over much greater acreage the limited number of employees” available to perform such work.¹³¹ Further, since 1932, NCP had not received expected funds from the District of Columbia that were earmarked for the development of Washington parks.¹³² New park units and facilities therefore simply added to NCP’s burdens. Greenbelt Park, for instance, lay undeveloped for a decade due to lack of funds. The road system for Catoctin Mountain Park, planned in the 1930s when it was made a recreational demonstration area, had not been completed when it became a park and remained incomplete when the Mission 66 program got under way.

All aspects of NCP’s mission – recreation, conservation of natural resources, interpretation, and preservation of historic sites – had been compromised by lack of funding for maintenance and improved facilities, according to the prospectus. Facilities for camping, picnicking, and boating were all inadequate. Most park roads were forty years old, did not meet current alignment and grade standards, and were in poor condition.¹³³ Increased visitation to Washington’s memorials and the lack of interpreters meant that the majority of visitors did not have contact with NPS staff

¹²⁹ McDonnell, *Shaping the System*; National Park Service, “Catoctin Mountain Park,” Catoctin Mountain Park website, <http://www.nps.gov/cato/index.htm>; *Annual Report of the Secretary of the Interior for Fiscal Year 1952*, 385.

¹³⁰ *Annual Report of the Secretary of the Interior for the Fiscal Year 1951* (Washington, D.C.: U.S. Department of the Interior, 1951), 342; *Annual Report of the Secretary of the Interior for the Fiscal Year 1953* (Washington, D.C.: U.S. Department of the Interior, 1953), 314; *Annual Report of the Secretary of the Interior for the Fiscal Year 1954*, 359; U.S. Department of the Interior, National Park Service, National Capital Region and the Denver Service Center, *Sculpture in the Parks*, (Washington, D.C.: U.S. Department of the Interior, National Park Service, 1985), 28.

¹³¹ “National Capital Parks Preliminary Prospectus,” 27.

¹³² National Capital Park and Planning Commission, *Open Spaces and Community Services: A Portion of the Comprehensive Plan for the National Capital and Its Environs* (Washington, D.C.: National Capital Park and Planning Commission, 1950), 16.

¹³³ “National Capital Parks Preliminary Prospectus,” 27. Except for NCP’s lack of staff, the prospectus does not state that its problems at this time resulted from a lack of funding. As discussed above, however, funding for the national parks decreased during and after World War II and was blamed by Wirth for the deteriorating condition and inadequacy of existing facilities throughout the Park Service.

capable of educating them about the sites. The memorials also lacked visitor facilities and adequate parking. All the memorials needed rehabilitation to prevent further physical deterioration. Citing the roots of National Capital Parks in the L'Enfant Plan for Washington, the prospectus urged that NCP's units "be preserved and modernized so that not only the physical facilities of the Park System but also the ideals and principles they represent and commemorate may be passed on to future generations unimpaired."¹³⁴

Mission 66, the service-wide program to address park needs, was developed not only to catch up with the extensive maintenance backlog but to meet anticipated future needs. Visitation to national parks was expected to continue to rise, reaching 80 million a year by 1966. To accommodate that increase, the plan conceived by NPS and presented to President Dwight D. Eisenhower and Congress in early 1956 called for \$670 million in improvements designed both to facilitate access to natural and historic resources and to conserve them. The eight-point program included funds to construct more overnight accommodations in the park system, to increase access to resources, to upgrade utilities, to hire more park staff and provide them with adequate accommodations, and to protect natural resources.¹³⁵ As passed by Congress and signed into law by Eisenhower, the Mission 66 program ultimately provided more than \$1 billion over a ten-year period to upgrade National Park Service facilities in time for the fiftieth anniversary of the agency's founding in 1966.¹³⁶

The Mission 66 prospectus for National Capital Parks outlined the unit's current and future needs and proposed approaches to address them. Two of NCP's most pressing needs were for a central administration building and additional visitor facilities. At that time, NCP's administrative functions, including planning, personnel, technical services, maintenance, policing, and interpretation, were housed in various locations in and around Washington, including the Department of the Interior Building. The prospectus lamented the "inefficiency, inconvenience, and waste" in this arrangement, largely due to the time required to assemble the necessary personnel to plan and implement basic policies. The prospectus also pointed out that visitor facilities were inadequate for the day-to-day needs of NCP visitors; even greater needs during large public events such as the Cherry Blossom Festival, the Fourth of July celebration, and the Christmas Pageant of Peace, went unmet as well.¹³⁷

The solution to the problem of inadequate visitor and administrative facilities most commonly employed by NPS during the Mission 66 era was the visitor center. As Sarah Allaback points out in her book *Mission 66 Visitor Centers: The History of a Building Type*, these buildings were designed to achieve multiple goals, including access to resources, control of visitor circulation, dissemination of information about the parks, and centralization of park operations. The planning principles of Modern architecture, with its open floor plans and emphasis on circulation and

¹³⁴ "National Capital Parks Preliminary Prospectus," 2.

¹³⁵ National Park Service, *Mission 66*, 16-17; Allaback, 3-5; Wirth, 238-254; McClelland, 463.

¹³⁶ McIntosh, "Parks and People: Preserving Our Past for the Future," 1-2.

¹³⁷ "National Capital Parks Preliminary Prospectus," 15-24.

control of functions, lent themselves readily to the resolution of the complex programmatic goals of the national parks in the 1950s. In addition, Modern architecture, since it made use of concrete and steel – materials that in the post-war world were much cheaper than the natural materials, such as wood shingles and fieldstone, used in pre-war NPS construction – held out the promise of economical construction. The materials used in Modern architecture also allowed the complex programs of the visitor centers to be accommodated in low-rise buildings that were designed to remain unobtrusive in the parks themselves. As a result, a style called “Park Service Modern” by Allaback replaced the rustic architecture familiar in the national parks before World War II. Approximately one hundred visitor centers designed in this manner were built throughout the National Park System with Mission 66 funding.¹³⁸ Maintenance facilities, employee housing, comfort stations, and other buildings were also constructed in the Modern idiom. Designs for the buildings generally issued from NPS design and construction offices, while some work was contracted out to private architects. Contract work could range from the preparation of construction drawings based on NPS concepts to complete design services after the site had been selected. On occasion NPS commissioned well-known Modern designers, such as Eero Saarinen for the Jefferson National Expansion Memorial in St. Louis.¹³⁹

The centralized visitor center did not, however, satisfy the needs of National Capital Parks and its widely scattered and diverse resources. NCP’s prospectus therefore proposed the separation of administrative functions from visitor services and located visitor centers in specific resource areas. Administrative functions would be housed in a “Park Operations Building” at an unspecified location.¹⁴⁰ “Nature Centers” were proposed for natural areas inadequately served by visitor facilities. None of NCP’s planned nature centers were estimated to cost more than \$60,000, while a reception building for the Washington Monument was estimated at \$176,000.¹⁴¹ In this, the planned visitor service buildings can be said to be typical of the Mission 66 visitor facilities constructed by NPS. In his recent study of the Mission 66 program, Ethan Carr determined that 76 of the 99 visitor centers completed or funded through 1963 cost less than \$200,000.¹⁴² Not all of the facilities requested in NCP’s prospectus were ultimately constructed. A separate visitor services buildings for the Washington Monument, for instance, was not built. The Park Service did, however, accept National Capital Parks’ decentralized approach to accommodating administrative and visitor services needs. Since Mission 66 championed the centralized approach to park planning, NPS’s acceptance of NCP’s approach to accommodating future needs may reflect the Service’s understanding that National Capital Parks was an NPS region in all but name. This understanding can be seen in the NPS organization chart from August 1957 referred to in the Chapter I, which showed NCP for the first time on the same

¹³⁸ Allaback, 22-35.

¹³⁹ Ibid., 25-26; Ethan Carr, *Mission 66: Modernism and the National Park Dilemma* (Amherst, Massachusetts: University of Massachusetts Press, 2007), 148.

¹⁴⁰ “National Capital Parks Preliminary Prospectus,” 15-18, 24.

¹⁴¹ Allaback, 54, 83, 112, 195; “National Capital Parks Preliminary Prospectus,” 30-58.

¹⁴² Carr, 155.

administrative footing as the regions, although it remained headed by a superintendent rather than a regional director (Figure 4).

The National Capital Region Headquarters Building, completed in August 1963 in East Potomac Park, resolved the region's need for an administration building. (Figure 15) In addition to placing the region's administrative functions under the same roof for the first time, it also housed the National Capital Office of Design and Construction.¹⁴³ The East Potomac Park Tourist Camp was demolished for the headquarters building, which was designed by NPS professional staff and constructed by Victor R. Beauchamp Associates. Three stories tall and built of blond brick with a flat metal roof and aluminum trim, the headquarters building exhibits many of the Modernist principles of the Mission 66 program cited by Allaback and Carr, including the entrance terrace with its pool.¹⁴⁴ The matching United States Park Police Headquarters, another Mission 66 project, was completed shortly after the regional headquarters building. The pair is connected by a covered walkway. In 1969, a one-story training and cafeteria wing was added to NCR headquarters, and parking has been expanded on several occasions.¹⁴⁵ Carr states that while administration buildings continued to be built in the Mission 66 program, for the most part they combined administrative and visitor functions in visitor centers. In some cases, strictly administrative areas were constructed outside park boundaries to remove development from the parks themselves.¹⁴⁶ The National Capital Region Headquarters and the Park Police Headquarters appear to be unusual in the Mission 66 catalogue of construction, then, as purely administrative buildings within park boundaries.

To satisfy visitor service needs, the National Capital Region built or added to a number of visitor centers in its parks. Perhaps the best example of the Mission 66 style of visitor centers in the National Capital Region is that at Antietam National Battlefield, designed by the Eastern Office of Design and Construction along with consulting architect William Cramp Sheetz, Jr. (Figure 16) Designed in 1962, the Antietam visitor center is a low building on the brow of a hill. The logic of its siting coincides with the Mission 66 objective of bringing park visitors efficiently to a park's most important resources. "The site is near the center of the most important field of action," NPS historian Roy E. Appleman wrote in 1956. "Located just off the Hagerstown Road, the most important and most heavily traveled one passing through the battlefield, it would be ideally situated for visitor convenience."¹⁴⁷ The visitor center functions as what Carr calls "a viewing platform" – a building from which to observe important park resources that remains

¹⁴³ National Capital Region, *Annual Report*, fiscal year 1964, National Capital Region history files, 2.

¹⁴⁴ See Carr, 164.

¹⁴⁵ Robinson & Associates, Inc., "East and West Potomac Parks, 7:49.

¹⁴⁶ Carr, 164. Neither Carr nor Allaback discuss the NCR headquarters building.

¹⁴⁷ Charles W. Snell and Sharon A. Brown, "Antietam National Battlefield and National Cemetery, Sharpsburg, Maryland: An Administrative History" (Washington, D.C.: U.S. Department of the Interior, National Park Service, 1986), 294.

unobtrusive due to its low, horizontal profile. It is typical, Carr writes, of the kind of building constructed during Mission 66 in historic landscapes. The building was one of twenty constructed during the Mission 66 program (through 1963) that cost between \$200,000 and \$400,000.¹⁴⁸ Park headquarters were moved into the building, which included a 65-car parking lot nearby, in January 1963.¹⁴⁹

The Nature Center in Rock Creek Park, which opened on June 4, 1960, also fell into the \$200,000 to \$400,000 cost range. (Figure 17) Designed in 1958 by the National Capital Parks Office of Design and Construction, the Nature Center incorporated a 1935 building that had served as the park foreman's residence. The older building was transformed into the low-slung, Mission 66 idiom through the use of a flat roofline and cantilevered porch. Its site on the slope of a hill, along with the stone facing and dark wood paneling, was intended to make the two-story building unobtrusive in its leafy surroundings. The visitor facilities at Catoctin Mountain Park and Manassas National Battlefield also received additions that brought them up to Mission 66 standards. The Manassas addition was designed in 1962 by the Eastern Office of Design and Construction. National Capital Parks Design and Construction handled the Catoctin Mountain addition, which was designed in 1964.¹⁵⁰ The last Mission 66 visitor center project in the National Capital Region took place at Great Falls Park in Virginia, for which architect Kent Cooper designed a visitor facility in 1966. Completed in 1968, the center consists of two rectangular, cast stone and reinforced concrete buildings connected by an elevated walkway, which are meant to recall a pair of canal boats. The visitor center stands near the Patowmack Canal and a falls overlook. It was meant, as were other Mission 66 visitor centers, to orient visitors to the park's historic and natural resources by providing information through exhibits and films.¹⁵¹

Improvements to circulation constituted a major thrust of NCP's Mission 66 program, accounting for \$53 million of the nearly \$74 million in funding requested.¹⁵² In addition to new roads to reach the planned visitor services facilities, the NCP prospectus proposed upgrading existing roads to current standards for surfacing, grades, alignment, drainage, and parking.¹⁵³ The NCP park that may have received the greatest improvement to its vehicle circulation system from the Mission 66 program was Rock Creek Park. Ten bridges were replaced in the park between 1956 and 1960. The earlier bridges were of a variety of types and materials – a timber bridge at Milkhouse Ford, a military truss bridge on Sherrill Drive, a rusticated concrete arch bridge on

¹⁴⁸ Allaback, 258; Carr, 148-149, 155.

¹⁴⁹ Snell and Brown, 335-336.

¹⁵⁰ Allaback, 262; Bushong, 149.

¹⁵¹ National Register of Historic Places Registration Form – Potomack Canal at Great Falls Historic District (draft), courtesy of Gary Scott, regional historian, 7:2, 8:15-8:17.

¹⁵² “National Capital Parks Preliminary Prospectus,” 72.

¹⁵³ *Ibid.*, 19-21.

Beach Drive at Broad Branch. The new bridges adhered to the NPS version of the Modern idiom: They were constructed of prestressed concrete girders, aluminum railings, and concrete abutments faced with stone.¹⁵⁴

Rock Creek Park received a number of improvements during the Mission 66 period. Much of the construction, including the Nature Center, was located in the triangle bounded by Military Road and Ross and Ridge drives. The new buildings included the Horse Center (1957) and administrative offices and maintenance yard (1958). The Horse Center consists of an office building of cinderblock faced with vertical wood siding and an L-shaped barn. As with many Mission 66 administrative-maintenance complexes, the buildings in Rock Creek Park form a rectangle around an open courtyard. Stables for the U.S. Park Police were also constructed during Mission 66 (1959), just off Oregon Avenue near Bingham Drive.¹⁵⁵

The range of structures and facilities constructed in the National Capital Parks with Mission 66 funding, like the region itself, was diverse and unique to NCP. Funds from the Mission 66 program helped restore and improve the facilities of some of the region's historic sites, such as Ford's Theater, the Washington Monument, and the Old Stone House in Georgetown.¹⁵⁶ The Zoo Tunnel, which connects Rock Creek and Potomac Parkway with Beach Drive in Rock Creek Park, was also a Mission 66 project. Proposed almost as soon as the parkway was completed in 1935, the tunnel was opposed by the Smithsonian Institution, which administered the National Zoological Park property in which it would be constructed. The proposal was shelved during World War II and in the years immediately following, but had already been revived prior to the adoption of the Mission 66 program. Final agreement was reached with the Smithsonian for a two-lane road, a bridge carrying Harvard Street across the parkway, and a zoo parking lot near its Harvard Street entrance. Construction on the tunnel and new road segment connecting the parkway with Beach Drive began in 1962 and opened to traffic in 1966.¹⁵⁷

Also in Rock Creek and Potomac Parkway is the Thompson Boat Center, which was dedicated on September 24, 1960. Planning for the facility began during the first year of the Mission 66 program, but there were concerns about its proposed location at the mouth of Rock Creek, then polluted by nearby local industries. Frederick Law Olmsted, Jr., had also argued for keeping the mouth of Rock Creek undeveloped thirty years earlier. A second possible location, above Georgetown, was advanced, but Harry T. Thompson, first as associate superintendent of National Capital Parks and then as superintendent, argued strongly for planned location, which was approved by Secretary of the Interior Fred Seaton in July 1959. The boathouse, operated by a private concessioner that rents canoes and racing shells, opened as the National Capital Water Sports Center. Thompson gave the opening address. When Thompson died five months later,

¹⁵⁴ National Register of Historic Places Registration Form-Rock Creek Park Historic District, October 23, 1991, 7:28; HAER, "Rock Creek Park Road System," 147.

¹⁵⁵ Bushong, 148-149; Carr, 166-167.

¹⁵⁶ Wheelock to Scott, January 4, 2008.

¹⁵⁷ Mackintosh, "Rock Creek Park," 82-84.

Secretary of the Interior Stewart Udall approved NPS Director Wirth's recommendation that the facility be renamed for Thompson.¹⁵⁸

Unlike most of the improvements in National Capital Parks, Greenbelt Park received its initial development from the Mission 66 program. As has been mentioned, the parkland had come into NCP jurisdiction in 1948. Lack of funding had resulted in no improvements to the property by the Park Service. Mission 66 funding provided for the main park roadway and parking areas, which were completed by 1961. By 1964, three miles of park roads had been constructed, 50 temporary campsites established, and three comfort stations either built or under construction. A park maintenance building and additional parking were also constructed with Mission 66 funding.¹⁵⁹ The Greenbelt Park comfort stations deserve mention as representative of the Mission 66 approach to such buildings. Nearly 600 comfort stations were built across the country during the Mission 66 period. They were constructed according to standardized plans – usually using Modernist forms (low-pitched roofs and bands of windows) constructed in inexpensive modern materials such as concrete block.¹⁶⁰

The Bicentennial

Edwin C. Bearss, a longtime NPS historian who became the chief of the History Division in 1981, equated the projects accomplished during the American Revolution Bicentennial Development Program with the landmark park development efforts undertaken during the 1930s by the Civilian Conservation Corps and those pursued during the Mission 66 program. Although the Bicentennial work affected fewer parks than either of the earlier programs, the \$100 million spent at twenty-two parks between July 1, 1973, and June 30, 1976, represented a substantial investment in infrastructure, preservation, and visitor services construction.¹⁶¹ Five park areas – Independence, Colonial, and Chesapeake & Ohio Canal national historical parks, National Capital Parks (as it was known again at this time), and Fort Stanwix National Monument – received 70 percent of the \$60 million spent on construction during the Bicentennial development program.¹⁶² The Denver Service Center held primary responsibility for planning, design, contracting, and supervision of large Bicentennial projects, although regional design services departments also contributed to the development program. The Harpers Ferry Interpretive Design Center, which opened in 1970, carried out exhibit, audiovisual, and publication design and execution for much of the Bicentennial program. It also was responsible for reproduction of American Revolution

¹⁵⁸ Mackintosh, "Rock Creek Park," 115-117.

¹⁵⁹ Robinson & Associates, Inc., "Greenbelt Park," 69-72.

¹⁶⁰ Carr, 172-173.

¹⁶¹ Merrill J. Mattes, "Landmarks of Liberty: A Report on the American Revolution Bicentennial Development Program of the National Park Service" (Washington, D.C.: U.S. Department of the Interior, National Park Service, History Division, 1989), v, National Park Service website, <http://www.cr.nps.gov/history/hisnps/NPSHistory.htm>.

¹⁶² Ibid., 1-4.

artifacts, including nearly 100 cannon tubes for battlefield parks.¹⁶³ In National Capital Parks, the bulk of Bicentennial funding went to visitor services and recreational facilities, with the exception of work undertaken in the Chesapeake & Ohio Canal National Historical Park, where restoration of the canal, its locks, and towpaths received primary attention.¹⁶⁴ The Bicentennial program provided more than \$21 million in funding for development in National Capital Parks. This did not include funding for the C&O Canal or the National Visitor Center. Two-thirds of NCP's funding was directed at the Mall and Constitution Gardens.¹⁶⁶ The number of Bicentennial events planned for Washington and the large number of expected visitors resulted in NPS' heavy investment there, despite NCP's relative lack of parks and resources related to the American Revolution.¹⁶⁵

The anniversary celebration's focus on the Nation's Capitol also turned the planned National Visitor Center at Union Station into an important Bicentennial program feature, although it had not begun as a Bicentennial project. The National Capital Region and NPS had endeavored to improve visitor facilities in the region for many years. An information center had been installed at Ford's Theatre in 1946, and the Hains Point Teahouse in East Potomac Park had been converted into a visitor center in 1962, when the restoration of the theater forced the closure of its information facility. The relative inaccessibility and lack of parking at Hains Point, however, rendered that location less than ideal. At the same time, the Washington Terminal Company (WTC), owner of Union Station, was looking for a solution to its financial problems with the station, which had deteriorated as WTC's fortunes declined. Grand old railway stations all over the country suffered in the late 1950s and early 1960s, as rail travel became less profitable in competition with automobiles and airplanes. Business leaders, Congress, the National Park Service, and President Lyndon Johnson all saw Washington's Beaux Arts train station, designed by Daniel Burnham and completed in 1907, as a potential visitor center location. In 1966, Johnson signed legislation calling for a study of a visitor center's feasibility in the city, and the study commission recommended Union Station. March 1968 legislation made Union Station the site of the National Visitor Center. The renovation plans called for WTC to rehabilitate the building, while the federal government rented the visitor center space. Delays in implementing the proposal, due in part to WTC's difficulty in obtaining a needed \$16 million loan and to the inadequacy of the loan to accomplish the planned renovation, resulted in the participation of the federal government in the rehabilitation project.¹⁶⁶

¹⁶³ Ibid., 6-13.

¹⁶⁴ The development of C&O Canal NHP is described in chapter V of this study.

¹⁶⁶ Mattes, 122-123. The ice skating rink at Fort Dupont received an addition in 2001.

¹⁶⁵ Ibid., 10.

¹⁶⁶ William M. Wright, "White City to White Elephant: Washington's Union Station since World War II," *Washington History* 10:2, Fall/Winter 1998-99, 38-42; Cornelius W. Heine, chief, division of public use and interpretation, to Philip R. Smith, Jr., August 10, 1962, accession 79-66A-1097, box 32, Washington National Records Center, Suitland, Maryland.

Congress appropriated \$20 million for the National Visitor Center in 1973 and 1974, but planners scaled back amenities planned for the building due to costs. The centerpiece of the facility could be found in the waiting room, where a theater was constructed below floor level. A slide show in the theater oriented visitors to the city's attractions. Escalators in the waiting room took visitors to service facilities on the floor below. When the National Visitor Center opened on July 4, 1976, however, many of the visitor facilities remained unfinished, and the orientation slide show frequently experienced mechanical difficulties and never became popular. The high cost of the renovation of the station had also resulted in less than adequate structural rehabilitation. In 1981, during a heavy rain, the waiting room ceiling gave way, and later a water pipe burst, rendering the center unusable. The National Park Service closed the facility the same year.¹⁶⁷

In addition to the National Visitor Center and C&O Canal development, the National Capital Region received another major new project as part of the Bicentennial program: Constitution Gardens. Planning for the park began soon after the temporary buildings that had been erected there during World War I were removed in 1971. The informal, 45-acre park, bounded by Constitution Avenue, the Reflecting Pool, 17th Street, and Henry Bacon Drive, was intended by architects Skidmore, Owings, and Merrill and landscape designers Arnold Associates as a counterpoint to the axial formality of the Lincoln Memorial portion of West Potomac Park. The curving lines of the central, six-acre lake contrasted with the rectangular Reflecting Pool, and the irregular groves of twenty-three species of trees varied from the lines of elms marching alongside the Reflecting Pool toward the Lincoln Memorial. A significant addition to the gardens, the 56 Signers of the Declaration of Independence Memorial was dedicated on a small island in the lake on July 4, 1984. The Alexandria, Virginia, office of EDAW, a landscape architecture firm, designed the memorial in concert with civil engineer Kurt Pronske. Constitution Gardens is one of the largest and most visible surviving Bicentennial projects.¹⁶⁸

Other work in the downtown area of Washington undertaken during the Bicentennial program upgraded existing facilities. Both the Thomas Jefferson and the Lincoln memorials were made accessible to handicapped visitors and provided with elevators and toilet facilities. The Jefferson Memorial received structural repairs, as well as heating and air-conditioning of the enclosed areas, while the exterior of the Lincoln Memorial was cleaned. The Washington Monument received a general overhaul, including caulking the exterior joints, cleaning interior stones, refurbishing steel and ironwork and replacing beams where necessary, and providing stair upgrades, new heating and air-conditioning, new marble seats in the waiting areas, and new marble walls at the entrance. On the Mall, Bicentennial projects included replacement of two asphalt roadways (Adams and Washington drives) with gravel paths, new lighting and drainage, concession kiosks, drinking fountains, benches, tree planting, and new sod. A larger Bicentennial project was the initial preparation of the site of the National Sculpture Garden on Constitution Avenue between 7th and 9th streets. This work included construction of a circular pool with refrigeration for winter skating, walks, terraces, landscaping, and a base on which to construct a concession pavilion. This work was carried out by the Denver Service Center. Responsibility for making the skating rink operational and providing a temporary concession building fell to the

¹⁶⁷ Wright, 42-43; Neal, comments, 103.

¹⁶⁸ Mattes, 116-117; Robinson & Associates, "East and West Potomac Parks," 8:84-86.

region's professional services staff. The permanent concessions building, designed by Charles Bassett of SOM, replaced the temporary building in 1989.¹⁶⁹

The remaining Bicentennial work in the National Capital Region aimed at improving facilities of all kinds in neighborhood parks. In parks such as River Terrace and Kenilworth, the Bicentennial funding went toward basic park development. Both these community parks received basketball courts, softball fields, concession kiosks, fountains, benches, walks, fences, and landscaping. Anacostia Park and Fort Dupont Park each received skating rinks (roller and ice, respectively). (Figure 18) The Bicentennial program also funded construction of a football fields, baseball fields, and tennis and basketball courts at Fort Dupont, and both parks received parking lots and improvements to sidewalks, lighting, and planting. Bike trails were also established that linked some of the Fort Circle Parks, and some of the fort parks received facilities such as picnic areas (Fort Stanton) and "tot lots" (Fort Stanton and Fort Totten). The Bicentennial program also funded improvements to downtown city reservations. Lincoln, Franklin, and Lafayette parks all received sprinkler systems, walks, and plantings. Landscaping work was also carried out at the Tidal Basin, the Maine Avenue Pedestrian Mall, and Reservation 106 (the location of the Jose de San Martin statue, which was moved to the site in 1976). Much of this work was undertaken by NCP's design services staff.¹⁷⁰

¹⁶⁹ Mattes, 118-122; Neal interview, March 6, 2008; Kay Fanning, "Cultural Landscape Inventory: The Mall," U.S. Department of the Interior, National Park Service, National Capital Region, National Mall and Memorial Parks, 2006, 85..

¹⁷⁰ Mattes, 122-123; Neal interview, March 6, 2008; Director, National Capital Parks, to NPS Deputy Director, "Bicentennial Priority List," September 16, 1974, exhibits A and B, Darwina Neal files.

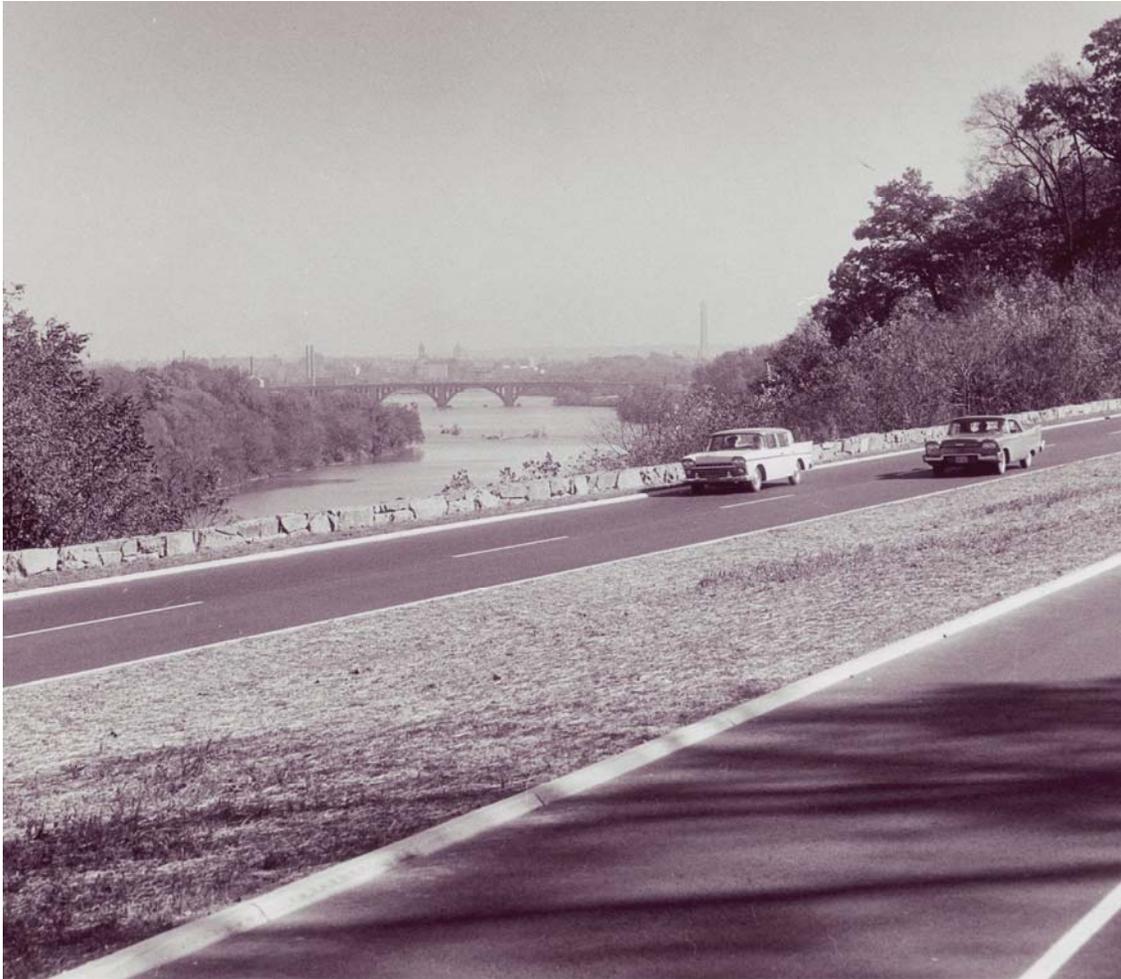


Figure 13 – The George Washington Memorial Parkway between Spout Run and CIA Headquarters opened just days before this photograph was taken on November 9, 1959. (Abbie Rowe, National Park Service, National Capital Region, Museum Resource Center, November 9, 1959)



Figure 14 – The Zoo Tunnel was a Mission 66-funded project that connected Rock Creek Parkway with Beach Drive, connecting commuters in the northern parts of Washington with downtown. (Historic American Buildings Survey, HABS DC, WASH, 686, no. 56)



Figure 15 – The National Capital Region Headquarters opened in August 1963. (National Park Service, National Capital Region, Museum Resource Center, n.d.)



Figure 16 – The Antietam National Battlefield Visitor Center is perhaps the best example of the Mission 66 visitor center type in the National Capital Region. (Robinson & Associates, November 6, 2007)



Figure 17 – The Rock Creek Park Nature Center, a Mission 66 project, adapted a 1936 residence to office, visitor, and interpretation purposes in a style dubbed “Park Service Modern” by historian Sarah Allaback. (Bill Clark, National Park Service, National Capital Region, Museum Resource Center, February 14, 1981)



Figure 18 – The ice skating rink at Fort Dupont Park was funded by appropriations for the Bicentennial celebration in Washington. Several National Capital Region parks received new facilities in preparation for the expected large crowds. (National Park Service, National Capital Region, Museum Resource Center, June 1976)

CHAPTER IV: Natural Resources

Natural Resources Management in the National Park Service, 1952-2005

The legislation establishing the National Park Service, signed by President Woodrow Wilson on August 25, 1916, directed the service “to conserve the scenery [of the national parks] and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.”¹⁷¹ An appropriate balance between conservation of park resources and their enjoyment by the public has remained a goal pursued by NPS since that time. The attempt to balance NPS’ dual objectives grew in complexity during the period under study, during which population growth and the massive escalation in the recreational needs of American citizens threatened natural resources in the parks at the same time that understanding of and concern for the natural environment increased throughout the nation.¹⁷²

In the early 1950s, the rapid rise in the use of the parks meant that NPS “was faced with the growing dilemma of maintaining parks unimpaired while accommodating the tremendous influx of visitors,” according to NPS historian Linda Flint McClelland.¹⁷³ As discussed in the previous chapter, the first system-wide solution to this dilemma was the Mission 66 program. In addition to providing more visitor services, Mission 66 aimed to conserve natural resources by increasing staff and facilities to protect the parks from threats such as fire, poaching, and vandalism.¹⁷⁴ Centralized park planning and adequate roads, campgrounds, and other facilities would also prevent damage to resources, according to NPS planners, by controlling visitor movement and limiting accessible areas.¹⁷⁵ Mission 66, however, was based on accommodating increased use of national parks, and the program “endeavored to plan facilities that would bring visitors in direct contact with the significant values of the park,” according to McClelland. That principle led planners to locate visitor centers and other facilities in close proximity to the parks’ central features.¹⁷⁶ By the late 1950s, conservation groups, including the Sierra Club, the National

¹⁷¹ Quoted in McDonnell, *Shaping the System*, 21.

¹⁷² See Ronald A. Foresta, *America’s National Parks and Their Keepers* (Washington, D.C.: Resources for the Future, 1984) and Richard West Sellars, *Preserving Nature in the National Parks: A History* (New Haven, Conn.: Yale University Press, 1997). Foresta chronicles individuals, competing interest groups, and, to a certain extent, ideas that have influenced NPS management practices. Sellars traces the twin strains of recreational use and natural resource protection in the national parks.

¹⁷³ McClelland, 462.

¹⁷⁴ Conrad Wirth, “Mission 66: Special Presentation to President Eisenhower and the Cabinet,” January 27, 1956, in Dilsaver, Lary M., ed. *America’s National Park System: The Critical Documents* (Rowan & Littlefield, 1994), National Park Service website, http://www.cr.nps.gov/history/online_books/anps/index.htm, Mission 66:4.

¹⁷⁵ Foresta, 53-54; Allaback, 25.

¹⁷⁶ McClelland, 464.

Parks Association, and the Wilderness Society, began to criticize Mission 66 for bringing too much development too close to important natural areas. Mission 66 was also criticized for upgrading roads to modern highway standards, allowing visitors to speed through the parks and changing their experience of the parks' resources.¹⁷⁷

At the beginning of the 1960s, several documents and events, originating both inside and outside the National Park Service, shifted attention from visitor access to the protection of natural resources. A 1962 NPS report, *Wildlife Management in the National Parks*, also called the Stagner Report, after lead writer and park naturalist Howard R. Stagner, analyzed current NPS wildlife management practices and advocated policies directed at preserving animal populations in their "natural wild state."¹⁷⁸ The National Academy of Sciences called for comprehensive studies of the natural resources of the national parks in a 1963 report and recommended the establishment of an independent research unit within the Park Service, staffed by qualified scientists who would conduct research and guide natural resource management practices.¹⁷⁹ Also in 1963, the *Report of the Advisory Board on Wildlife Management in the National Parks* set a goal for the Park Service of maintaining or recreating biotic associations in each park "in the condition that prevailed when the area was first visited by the white man."¹⁸⁰ To achieve this goal, the report, known as the Leopold Report, after advisory board chairman and scientist A. Starker Leopold, recommended the removal of exotic species from national parks. The report also recommended limiting intrusions such as fences and roads. Prior to the implementation of any management practices, the report stressed, research by trained scientists needed to be conducted to determine the natural history of the parks.¹⁸¹ As a result of these studies and under the leadership of Secretary of the Interior Stewart Udall, NPS Director George Hartzog established the Division of Natural Science Studies in 1964 and named National Science Foundation biologist George Sprugel, Jr., as the first chief scientist in NPS history. In the years after Hartzog's creation of a division of natural sciences, the Park Service received its first sizable group of employees in natural resource management who had obtained doctoral degrees.¹⁸²

¹⁷⁷ Ibid., 470-472.

¹⁷⁸ *Wildlife Management in the National Parks*, 1962, in Dilsaver, ed., *Critical Documents*. Stagner:2. Please note that two reports referred to in the study have the title *Wildlife Management in the National Parks*. The 1962 study will hereafter be referred to as the Stagner Report.

¹⁷⁹ Sellars, Advisory Board on Wildlife Management, *Wildlife Management in the National Parks*, 1963, in Dilsaver, ed., *Critical Documents*, Leopold Report, Leopold:2. The Advisory Board's report will hereafter be referred to as the Leopold Report.

¹⁸⁰ Ibid., Goal:1.

¹⁸¹ Ibid., Policies:1-2.

¹⁸² Sellars, 6:Pursuit:3-10.

The early 1960s was also a time of increasing nationwide concern for the degradation of the environment. The reports cited above were themselves the products of scientists' increasing understanding of the impact human beings had on the natural world. The growing concern for the environment led to the passage of a number of laws designed to protect natural resources that directly affected the National Park Service management, including the Wilderness Act (1964), the Land and Water Conservation Fund Act (1965), the Clean Air Act (1967), the Wild and Scenic Rivers Act (1968), the National Trails System Act (1968), and the National Environmental Policy Act (1969). The Wilderness Act, the Clean Air Act, and the National Environmental Policy Act (NEPA) all required National Park Service compliance with its directives. The Wild and Scenic Rivers Act and the National Trails System Act added to the types of natural areas the Park Service administered. The Land and Water Conservation Fund provided funding that allowed NPS to expand some parks and to create new ones.¹⁸³ NEPA served to increase the specialization and the professionalization of resource management staff within the Park Service since the Environmental Impact Statements it required necessitated the incorporation of natural and social sciences in assessing impacts on natural resources.¹⁸⁴

Despite NPS's concern for natural resources in the parks and legislation put in place for their protection, the environmental health of the parks remained questionable in 1980, according to a report to Congress that year from the NPS Office of Science and Technology. Called *State of the Parks*, the report documented external threats to National Park Service resources (cultural as well as natural), including encroaching development and air and water pollution, as well as internal threats, such as heavy visitor use, park utilities, vehicle noise, soil erosion, and nonnative species. The report concluded that natural resources would continue to be degraded until mitigation measures could be implemented.¹⁸⁵ Chief among the factors impeding environmental progress was the continued expansion of the park system to meet the nation's recreational needs and the resulting lack of focus on conserving natural resources. Eighty-seven new parks were established between 1961 and 1972, adding 3.7 million acres to NPS holdings.¹⁸⁶ New parks were added throughout the 1970s by both the executive and legislative branches of the government. In his single term in office, President Jimmy Carter used the 1906 Antiquities Act to create 17 national monuments in Alaska.¹⁸⁷ Congress, meanwhile, saw new or expanded parks as benefits to their constituents and increased the number and size of the parks. In a 1978 omnibus bill, 12 new parks were created, more than 20 expanded, and spending ceilings were raised on three dozen more.¹⁸⁸ As a result, according to National Park Service historian Richard West Sellars, NPS found it necessary "to respond to the pragmatic pressures of park operational needs." Pressed to

¹⁸³ Dilsaver, ed., "The Ecological Revolution, 1964-1969," 1-2.

¹⁸⁴ Sellars, 6:Environmental:2.

¹⁸⁵ Dilsaver, ed., "Transformation and Expansion, 1970-1980," State: 1-2.

¹⁸⁶ McDonnell, *Shaping the System*, 80-83.

¹⁸⁷ Dilsaver, ed., "Transformation and Expansion, 1970-1980," 1.

¹⁸⁸ Foresta, 77-81.

devote its resources to the development of its new parks, NPS could never fully develop comprehensive natural resource studies of its units, which were the first step in the implementation of adequate natural resource management. NPS had therefore been unable to improve the environmental quality of the parks during the 1970s, despite NPS' adoption of the philosophy outlined in the Stagner and Leopold reports.¹⁸⁹

NPS followed its *State of the Parks* report in January 1981 with a strategy for mitigating threats to the national parks. The strategy included a list of the most critical threats, completion of the parks' resource management plans by the end of December 1981, and substantial staff training. The resource management plans would then be used to justify budget submissions to Congress. Sellars called the 1981 plan "the most comprehensive, systemwide strategy yet devised by the Service to address the parks' natural resource problems."¹⁹⁰ Through the 1980s and early 1990s, however, threats to park resources increased and little progress was made in accomplishing the goals set in 1981.¹⁹¹ In 1993, "National Parks for the 21st Century: The Vail Agenda," a report and recommendations written by NPS staff as a result of a 1991 conference in Vail, Colorado, celebrating the 75th anniversary of the Park Service, concurred with previous studies on threats to the park system and added problems of low employee morale and inadequate budgets.¹⁹²

Since that time, establishing a comprehensive scientific basis for natural resource management has become a priority for the Park Service. As early as 1988, Park Service policies stated that NPS "will assemble baseline inventory data describing the natural resources under its stewardship and will monitor these resources." The resulting information was to be used to inform management decisions.¹⁹³ By the early 1990s, a program to inventory natural resources in the national parks and to monitor their condition over time was developed, but it was not until the Natural Resource Challenge, which began in fiscal year 2000, that this program began to make progress.¹⁹⁴ Announced by NPS Director Robert M. Stanton on August 12, 1999, the Natural Resource Challenge provided increased funding for the Inventory and Monitoring Program,

¹⁸⁹ Sellars, 6:State:3-4.

¹⁹⁰ Ibid., 6:State:3.

¹⁹¹ Dilsaver, ed., "A System Threatened, 1981-1992," 1; U.S. General Accounting Office, *Limited Progress Made in Documenting and Mitigating Threats to the Parks*, 1987, in Dilsaver, ed., *Critical Documents*, General Accounting Office:1-2.

¹⁹² *National Parks for the 21st Century: The Vail Agenda*, 1992, in Dilsaver, ed., *Critical Documents*, Vail:1-3; James M. Ridenour, *The National Parks Compromised: Pork Barrel Politics and America's Treasures* (Merrillville, Indiana: ICS Books, 1994), 65-73.

¹⁹³ Quoted in U.S. Department of the Interior, National Park Service, *NPS-75: Natural Resources Inventory and Monitoring Guideline*, National Park Service website, <http://nature.nps.gov/nps75/nps75.pdf>.

¹⁹⁴ Gary Williams, "Office of Inventory, Monitoring, and Evaluation advances mission-critical efforts to document and track park resources," *Natural Resource Year in Review – 2005*, U.S. Department of the Interior, National Park Service, Nature Resource Program Center, National Park Service website, http://www2.nature.nps.gov/YearinReview/print/01_D_print.html, 3.

among other initiatives, to accomplish the NPS goal of compiling basic natural resource data for 270 natural parks in the National Park System (organized into 32 networks) and developing and implementing plans to monitor their condition. The Natural Resource Challenge also increased funding for restoration of natural areas, which included removing invasive species as well as establishing native species.¹⁹⁵ The Challenge represents the culmination of the efforts, both inside and outside the Park Service, to establish natural resources management on a sound scientific basis, efforts that began in the early 1960s and continued throughout the period of this study.

Natural Resources in the National Capital Region

Most of the parks of the National Capital Region serve multiple purposes. Rock Creek Park, called by NCP historian Cornelius Heine “one of the largest and most beautiful natural parks in the world,”¹⁹⁶ contains cultural resources such as Peirce Mill and the Peirce-Klingling Mansion, as well as a golf course and trails for bicycling, hiking, and horseback riding. The establishment of battlefield parks at Manassas, Antietam, and Monocacy preserved natural as well as historical resources. Anacostia Park combines parkland acquired for the protection of the Anacostia River with recreational resources such as the skating rink built with Bicentennial funding. The multiple objectives of NCR parks, combined with the rapid development of the metropolitan area and the increase in park use since World War II, made the protection of the region’s natural resources particularly challenging in the last half of the twentieth century.

As with the rest of the Park Service, coordinated attempts to study, plan, and conserve natural resources in the National Capital Region did not begin in earnest until the mid-1960s, after the promulgation of the Stagner and Leopold reports and other documents. Previously, documentary evidence suggests, individual parks, rather than the region, undertook environmental efforts. In the realm of resource studies, at least as far as interpretation is concerned, naturalists in some parks had already begun their investigations prior to World War II. Rock Creek Park, for instance, developed a nature trail, including 200 labeled resources, in 1938. On May 15, 1955, the first Rock Creek Park Day was held to focus attention on the value of the sixty-five-year-old park’s natural resources. W. Drew Chick, Jr., chief naturalist of National Capital Parks, was a member of the committee that organized the event, which provided bird and nature walks and speakers who addressed the subject of watershed pollution.¹⁹⁷

¹⁹⁵ U.S. Department of the Interior, National Park Service, “Protecting America’s Natural Heritage: National Park Service Announces New Plan to Strengthen and Revitalize Natural Resource Programs in National Parks,” August 12, 1999 (press release), National Park Service website, <http://www.nature.nps.gov/challenge/originalpressrelease.cfm>; U.S. Department of the Interior, National Park Service, *Natural Resource Challenge: The National Park Service’s Action Plan for Preserving Natural Resources*, U.S. Department of the Interior, National Park Service, Natural Resource Stewardship and Science, Washington, D.C., August 1999, National Park Service website, <http://www.nature.nps.gov/challenge/challengedoc/NatRes2.pdf>, 1-6.

¹⁹⁶ Heine, II:1:2.

¹⁹⁷ Mackintosh, “Rock Creek Park: An Administrative History,” 97-111.

The rapidly increasing threats to natural resources in the early post-World War II period, along with the incomplete knowledge of park ecology described by Sellars and other writers, appears to have resulted in an NPS approach to natural resources protection that focused on removing land from possible development. In National Capital Parks, this can be seen in Supreme Court Justice William O. Douglas' fight to protect the natural "sanctuary" of the Chesapeake & Ohio Canal in 1954 when it was threatened by the development of a parkway. As a result of the efforts of Douglas and others, President Eisenhower declared the canal property between Seneca and Cumberland, Maryland, a national monument in 1961 for its "historic and scientific interest," preventing parkway development. The 1971 legislation that created the C&O Canal National Historical Park also states that the canal property would be developed "for public recreation," and the park has long been considered important to conservation efforts related to the Potomac River.¹⁹⁸ Another example of environmental concerns prompting land acquisition is Dyke Marsh, now part of George Washington Memorial Parkway. In the 1940s, local citizens and congressmen became concerned that dredging in the marsh, 260 acres of which were owned by Smoot Sand and Gravel, would damage the wetlands. Legislation to authorize a land exchange to protect the marsh continued into the next decade. Finally, on June 11, 1959, Eisenhower signed legislation authorizing the land exchange with Smoot that added parts of the marsh along the Potomac River in Arlington County to National Capital Parks. A late addition to the declared purpose of the exchange was "to acquire an area of irreplaceable wet lands near the Nation's Capitol which is valuable for the production and preservation of wildlife." Prior attempts to acquire the marsh focused on providing an appropriate setting for the parkway.¹⁹⁹

As a result of the Stagner, Leopold, and other reports, the study of the region's natural resources as a prelude to their proper management became more closely coordinated. NPS Director George Hartzog sent a memorandum to NCR Director T. Sutton Jett on March 22, 1965, regarding a region-wide resource studies program. At the time of Hartzog's memo, only one study was under way, a survey of spring wildflowers in NCR parks. Numerous other studies were placed on the "Priority List" of natural resources proposals for fiscal year 1966. The proposals included the study of the natural resources of Rock Creek Park, ecological studies of Dyke Marsh and Theodore Roosevelt Island, the classification of plants in Prince William Forest Park, and several others.²⁰⁰ The translation of the collected data into natural resources management plans took longer to accomplish. At about the same time that Director Hartzog called for the execution of regional resource studies programs, NPS began requiring resource management plans for parks "in the natural category" as a means to implement the Leopold report recommendations. The

¹⁹⁸ Mackintosh, *C&O Canal*, 68. Eisenhower's proclamation establishing the national monument is reprinted on page 188 of Mackintosh's report and the legislation establishing the park on page 189. The development of the C&O Canal National Historical Park is discussed in more detail in chapter 5.

¹⁹⁹ Mackintosh, "George Washington Memorial Parkway Administrative History," 155-156; Sealy to authors, January 25, 2008.

²⁰⁰ George B. Hartzog, National Park Service director, to T. Sutton Jett, National Capital Region director, Memorandum: Resource Studies Program, March 2, 1965, accession no. 79-68A-3201, box 38, Washington National Record Center, Suitland, Maryland.

Park Service expected to issue guidelines for management plans in historical parks with significant natural resources in 1966.²⁰¹ It does not appear that NPS considered completion of these plans a priority in the 1960s and 1970s, however, because, as has been noted, NPS' *State of the Parks* report in January 1981 called for the completion of parks' natural resources management plans by the end of the year.²⁰² The earliest mentions of completed natural resources management plans for NCR parks discovered in research for this study were for National Capital Parks-East and Catoctin Mountain Park, both approved in 1981.²⁰³ In her administrative history of Catoctin Mountain Park, Barbara M. Kirkconnell states that this plan was the park's first.²⁰⁴ By the end of the 1980s, all NCR parks had resource management plans, which were updated every two years through 1999.²⁰⁵

In 1947, on the Lincoln Memorial grounds, Horace Wester discovered the first case of Dutch elm disease in National Capital Parks. He had been hired as a plant pathologist in NCP's maintenance division in the late 1930s and conducted studies and provided technical assistance to the maintenance division on many issues relating to the management of trees, shrubs, and turf. Wester's office was located in the Survey Lodge, or Boiler House, on the Washington Monument grounds until 1967. In 1969, Plant Pathology was combined with other science programs to establish a region-wide office dedicated to the scientific study of natural resources. Called the Ecological Services Laboratory, the unit was installed in the Hains Point Tea House. (Figure 19) Initially under the jurisdiction of the Washington office of NPS, the Ecological Services Laboratory later came under regional control.²⁰⁶ The teahouse, constructed in 1923-24 for the Girl Scouts as a concessions building, served as the regional laboratory until it was demolished in 1985. The building included laboratories, sterile rooms, office space, and storage. The seven

²⁰¹ Assistant director, operations, National Park Service, to All Field Offices, Memorandum: Implementation of Leopold Report and Guidelines for Resource Management in Areas in the Natural Category, October 14, 1965, accession no. 79-68A-3201, box 38, Washington National Records Center, Suitland, Maryland.

²⁰² Dilsaver, ed., "A System Threatened, 1981-1992," 1; U.S. General Accounting Office, *Limited Progress Made in Documenting and Mitigating Threats to the Parks*, in Dilsaver, ed., General Accounting Office:1-2.

²⁰³ National Capital Parks-East, "Annual Report," 1981, 1; Catoctin Mountain Park, "Annual Report," 1981, 15, Record Group 79, Records of the National Park Service, Finding Aid UD-UP, entry 5, Park Superintendents Annual Narrative Reports, 1980-1999, box 2, National Archives and Records Administration, College Park, Maryland.

²⁰⁴ Barbara M. Kirkconnell, "Catoctin Mountain Park: An Administrative History," Prepared for the U.S. Department of the Interior, National Park Service, February 1988, 202.

²⁰⁵ Jim Sherald, chief, natural resources and science, National Capital Region, to authors (electronic mail), November 21, 2007.

²⁰⁶ Lindsey Kay Thomas, retired research ecologist, National Capital Region, telephone interview by authors, November 5, 2007; Sherald, November 21, 2007; Jim Sherald, chief, natural resources and science, National Capital Region, to authors (electronic mail), January 25, 2008.

full-time employees conducted research and provided technical assistance on plant diseases, integrated pest management (IPM), urban soils, water resources, wetlands restoration, and wildlife. The teahouse was not, however, especially well-suited to its expanding staff and laboratory functions. (It also had difficulties with its roof and inadequate sewage facilities.) In 1985, the staff moved into office and laboratory space in a renovated park maintenance facility on MacArthur Boulevard and renamed it the Center for Urban Ecology (CUE).²⁰⁷

NCR established CUE to help the region responsibly manage natural resources in their complex urban environment. The interdisciplinary nature of CUE's work includes providing technical assistance to park managers, implementing and managing region-wide resource management programs, and educating NPS staff and the public in natural resource issues.²⁰⁸ A loss of professional positions in 1995 hampered this work for several years. The 1994 reorganization of the National Park Service transferred the CUE to the National Biological Survey of the U.S. Geological Survey (USGS). While the program and employees remained at the CUE, USGS administered them with the expectation that they would continue to serve NCR as well as other land managers in need of assistance in urban ecology. However, a USGS reduction-in-force in 1995 included the CUE staff, with the exception of one scientist assigned to the Patuxent Wildlife Research Center. NCR retained three positions (natural resources and science chief, regional hydrologist, and IPM coordinator).²⁰⁹

The Natural Resource Challenge, which began in 1999, helped remedy the loss of personnel, eventually adding twelve permanent positions to the CUE staff. Natural Resource Challenge programs included the National Capital Region Inventory and Monitoring program (I&M), the Exotic Plant Management Team (EPMT), the Chesapeake Watershed Cooperative Ecosystem Studies Unit (CW-CESU), aquatic and air resources programs, and a learning center, the Urban Ecology Research Learning Alliance. The CW-CESU, one of seventeen CESUs located throughout the country, is a collaboration of universities, research institutions, and federal agencies, including the National Park Service. Established in August 2001 to address the complex environmental issues confronting residents within the watershed, the CW-CESU is hosted by the University of Maryland's Center for Environmental Science, Appalachian Laboratory, at Frostburg, Maryland. NPS activities within the CESU are managed by the NPS CW-CESU coordinator, a CUE employee located at the Appalachian Laboratory. CW-CESU collaborative regional studies have included assisting in the development of the NCR inventory

²⁰⁷ Stephen Syphax, chief, natural resources, National Capital Parks-East, telephone interview by authors, September 19, 2007; Historic American Buildings Survey, "Girl Scout Teahouse," HABS-DC, WASH, 430-, National Park Service, Washington, D.C., October 20, 1987, 6-9; Sherald to authors, November 21, 2007; Sherald to authors, January 25, 2008.

²⁰⁸ U.S. Department of the Interior, National Park Service, "Center for Urban Ecology: Introduction," Center for Urban Ecology website, <http://www.nps.gov/cue/cueintro.html>, and "Center for Urban Ecology: Mission, Vision, and Strategic Plan," http://www.nps.gov/cue/strategic_plan.htm.

²⁰⁹ Sherald to authors, November 21, 2007; Sherald to authors, January 25, 2008.

and monitoring program, regional inventory and monitoring of water resources, and inventories of several species at both the regional and park-wide levels.²¹⁰

Besides the CW-CESU, CUE also seeks academic, governmental, and nongovernmental partners to further its science programs. In 2005, for instance, CUE had established partnerships with fifteen academic institutions, eight nongovernmental organizations, and eleven government agencies.²¹¹ This expanded network provided science and technical support for a wide variety of park resource management issues. An example of these cooperative approaches to natural resources management can be seen in the Potomac Gorge Site Conservation Plan, produced in November 2001 as a combined effort of the Nature Conservancy and NPS. The plan presented a group of conservation targets (such as groundwater invertebrates and riparian plant communities), threats to those targets, and strategies to ensure conservation of the target communities. The plan aimed at conserving the overall biodiversity of the gorge, a fifteen-mile stretch of the river between Great Falls and Theodore Roosevelt Island that marks the Potomac's transition from the erosion-resistant geology of the Piedmont plateau to the softer rocks of the Atlantic coastal plain. NPS is the principal landowner in the gorge. The unusual hydrogeology of the Potomac in this area provides habitat for more than 1,400 different plants, including 200 rare species and communities.²¹²

The Potomac and Anacostia Rivers

The Potomac Gorge Site Conservation Plan determined that development was the major threat to the gorge and its natural resources. This was not a recent conclusion. Scientists, policymakers, and citizens have long recognized that the transformation of the wooded countryside that existed when the first European settlers arrived into residential areas, business parks, and shopping centers connected by streets and highways has degraded the Potomac and Anacostia rivers and their tributaries. Degradation of the river system began long ago: Settlers had cleared the watershed of most of its forests to create farmland and urban areas by the time Union and Confederate soldiers fought the First Battle of Manassas. The resulting erosion filled the harbor that existed at Bladensburg, Maryland, by the early nineteenth century and created mud flats in the Anacostia and the Potomac within the District by the end of the nineteenth century. In order to make the rivers navigable again, the U.S. Army Corps of Engineers dredged channels in the late nineteenth and early twentieth centuries. The dredged material was used to create parkland

²¹⁰ Sherald to authors, November 21, 2007; Chesapeake Watershed Cooperative Ecosystem Studies Unit, "Current and Past Projects," 1-4; Chesapeake Watershed Cooperative Ecosystem Studies Unit, "Chesapeake Watershed Cooperative Watershed Ecosystem Studies Unit Strategic Plan," August 2002, 1-3, University of Maryland Center for Environmental Science website, <http://cesu.al.umces.edu>; Sherald, January 25, 2008.

²¹¹ Jim Sherald, chief, natural resources and science, National Capital Region, to authors (electronic mail), November 28, 2007.

²¹² Jeffrey P. Cohn, "The Wildest Urban River: Potomac River Gorge," *BioScience* 54:1, January 2004, 9-11; O. Allen and S.R. Flack, "Potomac Gorge Site Conservation Plan," National Park Service and the Nature Conservancy, November 2001, 1:1.

(East and West Potomac parks and Anacostia Park), as well as other federal land, but in the process wetlands that filtered water entering the rivers were removed. The dense development, storm sewers, and hard-surfaced roads of the twentieth century literally paved the way for chemicals, oil, and trash to reach the rivers. Pollution from factories and coal mines in the northern reaches of the system also found its way to the Washington area. Sewage posed serious pollution problems. Until 1938, metropolitan Washington sewage was released into the rivers untreated. From 1938 until 1959, solid wastes were removed from sewage, but no secondary treatment of solids suspended in the effluent took place.²¹³ The U.S. Public Health Service declared the Potomac River in the District of Columbia unfit for swimming in 1957, and other parts of the watershed were determined unfit for recreational, fishing, and other purposes during the 1950s. In addition to sewage and chemical pollutions, erosion from poor soil management practices on farms and, more importantly, resulting from the transformation of agricultural land to residential and business development and highways, created turbidity that affected the growth of submerged aquatic vegetation, which led to the decline of several aspects of commercial fisheries. The effects of pollution were evident everywhere. In 1954, Bernard Frank of the U.S. Forest Service called Rock Creek “foul-smelling, mud-laden, debris-choked” and blamed overdevelopment and lack of storm water and sewage controls. Beginning in the 1950s, algae blooms in the Potomac – the result of nutrients flooding the watershed from farmland upstream – and the fish kills that followed the blooms became regular features of the summer months in the Washington area.²¹⁴

In 1965, President Lyndon B. Johnson directed the Department of the Interior to produce a conservation plan for the Potomac that would clean up the river, provide adequate water for area residents and businesses, ensure flood protection, protect natural resources, and plan for recreational use. Interior responded with a federal interdepartmental task force that included representatives of the U.S. Army Corps of Engineers, the Department of Agriculture, the Federal Water Pollution Control Administration, and bureaus and services of the Department of the Interior. The report produced by this task force, called *The Nation’s River*, provided a brief history of the development and pollution of the Potomac watershed and an “Action Plan” of steps to be taken to return the Potomac to health.²¹⁵ The Potomac was considered “grossly polluted” in

²¹³ District of Columbia Water and Sewer Authority, “History,” District of Columbia Water and Sewer Authority website, <http://www.dcwasa.com/about/history.cfm>; Maryland Department of Natural Resources, “Anacostia: River of Recovery,” Maryland Department of Natural Resources website, <http://www.dnr.state.md.us/forests/anacostia/history.html>; Metropolitan Washington Council of Governments, Department of Environmental Programs, “Anacostia Watershed Restoration Progress and Conditions Report, 1990-1997,” prepared for the Anacostia Watershed Restoration Committee, May 1998, 3; U.S. Department of the Interior, *The Nation’s River* (Washington, D.C.: Department of the Interior, 1968?), 40-43.

²¹⁴ Abel Wolman, John C. Geyer, and Edwin E. Pyatt, *A Clean Potomac River in the Washington Metropolitan Area* (Washington, D.C.: Interstate Commission on the Potomac River Basin, 1957), 10-11; Interstate Commission on the Potomac River Basin, *Healing a River: The Potomac, 1940-1990*, [Rockville, Maryland]: Interstate Commission on the Potomac River Basin, [1990], 4-6. Frank is quoted in Mackintosh, “Rock Creek Park: An Administrative History,” 77.

²¹⁵ U.S. Department of the Interior, *The Nation’s River*, 18-19, 40-53, 107-128.

1969, but advances in sewage treatment, tougher environmental laws, including the Clean Water Act of 1972 and controls of sediment and stormwater runoff, helped to turn the tide against “point source” pollution – that is, pollution from a single location, such as a factory or a sewer pipe – by the end of the 1970s. Algae blooms and fish kills had begun to decline by the mid-1970s, nutrients in the rivers decreased, and dissolved oxygen – important for fish populations – had begun to rise. In 1981, 100,000 people gathered at Hains Point to celebrate a cleaner Potomac that was safe for fishing. Efforts to continue the cleanup from the 1980s to the end of the study period (2005) shifted to nonpoint source pollution: runoff from farmland and new development, heavy metals from a variety of sources, and other pollutants.²¹⁶

The Nation’s River nowhere mentioned the Anacostia, also called the Eastern Branch of the Potomac. Such disregard led to the Anacostia being called “the Forgotten River” by some organizations, including the Interstate Commission on the Potomac River Basin, which used the epithet in a 1988 publication on the river’s status. Formal cooperation of government agencies to improve the Anacostia’s quality began with the 1987 signing of the Anacostia Watershed Restoration Agreement by the District of Columbia, the state of Maryland, and Montgomery and Prince George’s counties. As a result of the agreement, an Anacostia Watershed Restoration Committee was established that included the District, county, and state governments, the Army Corps of Engineers, and the National Park Service. The committee identified 580 projects to be undertaken to help restore the Anacostia and its tributaries. In 1997, almost thirty percent of these projects had been begun, and already some evidence existed that positive changes had begun to occur. Submerged aquatic vegetation had begun to reappear in the river, for instance, indicating that water clarity had improved as the volume and concentration of pollutants were reduced. Incidence of environmental abuse had also been reduced as a result of the enforcement of tougher environmental regulations. Still, at the beginning of the twenty-first century, the Anacostia remained “a largely degraded urban ecosystem,” according to the Metropolitan Washington Council of Governments.²¹⁷

The National Capital Region’s efforts to improve the environmental health of the Potomac watershed have generally consisted of appropriately managing its own lands. Examples include the agreement with Smoot Sand and Gravel that rescued a portion of Dyke Marsh in 1959, the cleanup of Watts Branch Park in Washington in 1965, and the Potomac Gorge Site Conservation Plan of 2001. Innovative efforts on behalf of the Anacostia have involved restoration of the river’s wetlands, which help cleanse river water as it moves through the watershed. In 1980, the Kenilworth Park and Aquatic Gardens Development Concept Plan recognized that restoration of the 77-acre Kenilworth Marsh was essential to the study and interpretation of the natural area. That process began a decade later when Chesapeake Bay program funds were expended on a test restoration project that confirmed the potential for wetlands restoration. At about this same time,

²¹⁶ Interstate Commission on the Potomac River Basin, *Healing a River: The Potomac, 1940-1990*, 6-18.

²¹⁷ Metropolitan Washington Council of Governments, “Anacostia Watershed Restoration Progress and Conditions Report, 1990-1997,” 3-6; Anacostia Watershed Network, “Anacostia Restoration Agreement: Toward a Restored Anacostia Watershed,” Anacostia Watershed Network website, <http://www.anacostia.net/agreement.htm>; Interstate Commission on the Potomac River Basin, *Anacostia: The Other River* (Rockville, Maryland: Interstate Commission on the Potomac River Basin, 1988), 6-7.

the U.S. Army Corps of Engineers planned to dredge the upper Anacostia River to maintain its navigation channel. Recognizing the potential of the dredged material to be used in reconstructing portions of the Anacostia wetlands, the National Park Service, the Corps of Engineers, and the District of Columbia Department of Health began a cooperative effort in October 1992 to restore eighty-five acres of marsh along the river. This work included the restoration of thirty-two acres of wetlands at Kenilworth Marsh in Anacostia Park and eighteen acres in the Kingman Island and River Terrace sections of the park. The restoration program was completed in 2003. At the same time that NCR was working to restore native wetlands species, it was fighting invasive species along the river. In 1995, the Center for Urban Ecology and National Capital Parks-East collaborated in efforts to manage purple loosestrife, an invasive Eurasian perennial, at Kenilworth Marsh.²¹⁸

The wetlands project in Anacostia Park points to a strategy adopted by agencies involved in improving the quality of the Potomac and Anacostia watershed: Restoration of natural habitats as they existed prior to degradation resulting from development. Another part of the work in Anacostia Park involved planting native trees to increase the buffer between development and the river.²¹⁹ In the Potomac Gorge, NCR, the Nature Conservancy, and other groups organized volunteers and park staff to remove non-native species in the parkway and in the C&O Canal National Historical Park.²²⁰

Interpretation of Natural Resources

The development of visitor centers during the Mission 66 program led to innovations in interpretive techniques and technologies in the national parks, including the widespread use of exhibits, slide shows, dioramas, and relief models. By the end of the Mission 66 program, visual interpretation at the national parks had also moved away from a heavy emphasis on chronological narratives, designed to tell a park's entire story, toward an approach where visitors could "window shop" from among a variety of information and formats as an introduction to park resources. NPS Director Hartzog led the move in this direction in 1964, aided by a report to which National Capital Region Director I.J. "Nash" Castro contributed.²²¹ Hartzog also championed the use of environmental interpretation, in urban areas as well as in the more traditional natural resource parks, as a way to raise awareness of ecological issues. NPS historian

²¹⁸ National Capital Parks-East, *Annual Report*, 1995, 6-10, *Annual Report*, 2003, 14-15, Harpers Ferry Center, Library and Archives, Natural Resources Management Collection, Harpers Ferry, West Virginia; Anacostia Watershed Restoration Committee, "Interagency Cooperation Leading the Way in Restoration Efforts," *Anacostia Currents*, 2003,4; Stephen W. Syphax and Richard S. Hammerschlag, "The Reconstruction of Kenilworth Marsh: The Last Tidal Marsh in Washington, D.C.," *Park Science* 15:1, Winter 1995, 1, 16-19.

²¹⁹ "Interagency Cooperation Leading the Way in Restoration Efforts," 4.

²²⁰ Jeffrey P. Cohn, "A Wild River Runs through Washington," *Zoogoer*, November/December 2005, 1-5; National Zoo website, <http://www.nationalzoo.si.edu/publications/2005/6/Potomac.cfm>.

²²¹ Mackintosh, *Interpretation*, 48-49.

Richard West Sellars characterizes Hartzog as a strong believer in President Johnson's Great Society ideals and his goal to raise the level of understanding of environmental issues in the United States. To do so, NPS interpretive planners stressed understanding natural resources beyond park boundaries. One of NPS' initiatives in this direction was the National Environmental Education Development program (NEED), established in 1968 to provide materials and courses for environmental studies from kindergarten through high school, with emphasis on school systems near national parks.²²²

Hartzog also spearheaded the development of a planning and design center to produce interpretive materials for both natural and historical parks as early as 1964. In 1970, the Interpretive Design Center opened in Harpers Ferry, West Virginia, adjacent to the Stephen T. Mather Training Center, which was a product of the Mission 66 program.²²³ A Division of Environmental Projects was established at the Harpers Ferry Center, as the unit has become known, as well as an Environmental Education Task Force. In 1972, Hartzog established the Office of Environmental Interpretation in the NPS national office in Washington, its goal at least in part to bring environmental education to urban areas. By the mid-1970s, NPS had, according to NPS historian Barry Mackintosh, learned the value of involving visitors as participants, and not merely spectators, in interpretive activities. By the early 1980s, however, environmental interpretation had lost its central role in the NPS mission as a result of budget constraints and concentration on interpreting park resources.²²⁴ Despite this retrenchment in the 1980s, Sellars credits NPS for having "sought to inspire the public to a deeper understanding and appreciation of the complexities of natural history" and for helping to "build an environmental ethic, fostering greater knowledge and concern about ecological issues nationwide."²²⁵ The goals for interpretation and education in the National Parks became codified in servicewide management policies. The 2001 edition of these policies states that the purposes of interpretive programs in the parks are to provide educational and recreational experiences in the parks and "to foster the development of a personal stewardship ethic."²²⁶ NPS Director Fran P. Mainella added a third purpose in 2005: to broaden support for preserving park resources.²²⁷

Natural resources interpretation in the National Capital Region included traditional activities, such as ranger-led hikes and resource talks, exhibits in visitor centers, wayside exhibits along park trails, and publications such as brochures and books. In recent years, this range of interpretive devices has been expanded to include the use of the internet as a means to

²²² Sellars, 6:Mission 66:4-5.

²²³ Mackintosh, *Interpretation*, 53.

²²⁴ *Ibid.*, 67-72.

²²⁵ Sellars, 7:NPS Culture:6.

²²⁶ "2001 NPS Management Policies," chapter 7: Interpretation and Education, 1.

²²⁷ Fran P. Mainella, Director's Order No. 6: Interpretation and Education, effective January 19, 2005, 1, National Park Service website, <http://www.nps.gov/policy/DOrders/DOrder6.html>.

disseminate information on natural resources and the development of academic curricula to bring the parks into the classroom (as well as the classroom into the parks). As has been mentioned, Rock Creek Park developed a nature trail in the 1930s, and park rangers also conducted bird-watching and nature walks in the 1940s.²²⁸ In the 1960s, park naturalists conducted bird walks, boat trips, sky explorations, and hikes. Evening natural history programs were also conducted at Fort Dupont Park, Montrose Park, and Meridian Hill Park, replacing a similar program that had previously taken place at the Sylvan Theatre on the Washington Monument Grounds.²²⁹ Both Prince William Forest Park and Catoctin Mountain Park participated in the NEED program in the 1970s, receiving school children from the District of Columbia for environmental education. Catoctin received financial help for its participation from the National Football League Players Association.²³⁰ The Summer in the Parks program that began in the late 1960s also had a strong environmental component, which included camping at Oxon Run Parkway and environmental outreach programs to area schools.²³¹

The idea of a building where visitors could receive information about the natural resources in National Capital Parks was implemented when the Rock Creek Park Nature Center opened in the 1823 Peirce-Klinge Mansion on October 7, 1956, four years earlier than the Mission 66 nature center in the park's northern reaches. Planned as a pilot project to determine what kind of natural resource interpretive devices and exhibits were the most popular with the public, especially school children, the nature center consisted of four rooms of exhibits and displays, an auditorium, staff workshops, and offices, as well as a self-guided nature trail and outdoor exhibits in the immediate vicinity. The exhibits, planned, constructed, and installed by National Capital Parks staff, addressed aspects of geology, animals, and plants in what today would be known as an interactive manner. For example, electrical quiz games were used by visitors to identify mammals, birds, and plants found in Rock Creek Park. Children had the opportunity to touch specimens of rocks, snake skins, and stuffed animals and to see live animals and plants. A specially constructed beehive allowed visitors to watch bees return to and occupy the hive.²³² For most of the 1970s, NCR operated a horticultural outreach program known as "Green Scene" at the Peirce-Klinge Mansion. Begun in 1972, the Green Scene program included a diagnostic center where Washington residents could receive information on caring for diseased or poorly growing plants. Weekly gardening workshops were held in downtown parks during the summer months in conjunction with the Summer in the Parks program. The purpose of the Green Scene

²²⁸ Mackintosh, "Rock Creek Park: An Administrative History," 111.

²²⁹ National Capital Region, *Annual Report*, fiscal year 1964, 13; Robert C. Horne, acting regional director, National Capital Region, "Annual Report of the Regional Director, fiscal year 1964, July 20, 1964, 9, accession no. 79-68A-3201, box 3, Washington National Records Center, Suitland, Maryland

²³⁰ Kirkconnell, 162.

²³¹ Syphax, telephone interview.

²³² Mackintosh, "Rock Creek Park: An Administrative History," 97-103; W. Drew Chick, Jr. "Rock Creek Nature Center," typescript, n.d., files of Bill Yeaman, Rock Creek Park, 1-3; Charles J. Gebler, "A Nature Center in the Nation's Capital," *New Horizons*, Spring-Summer 1959, 6-9.

was “to stimulate interest in and expand the awareness of the environment through gardening,” according to a publication produced for the program.²³³

When the current Nature Center in Rock Creek Park, constructed with Mission 66 funding, opened on June 4, 1960, children conducted the dedication ceremony and have been the focus of the center’s activities ever since. The building included a lobby, exhibit hall, and planetarium on the ground floor and an assembly room for movies and slide shows, seating area, office space, and (later) a bookstore on the lower level. The interpretive approach in the new building, which aimed at identification and taxonomy and served primarily as an introduction to the outdoors, initially followed that of the Peirce-Klingling Mansion programs. Exhibits focused on interactive ways of identifying plants, animals, and rocks. One exhibit consisted of a scene along Rock Creek. Children could lift up doors to see a variety of animal and plant life in dioramas. The use of live animals continued to be a valuable interpretive tool, and the nature center included terraria, aquaria, and the observation beehive for that purpose. A barred owl called Max, injured in a collision with an automobile in the Washington area and unable to fly, was installed in the exhibit hall in the mid-1970s, where it remained until its death in 1991. The planetarium – the only one in the National Park Service – featured a projector that showed the night sky against a domed ceiling. The nature center also featured an outdoor classroom, two self-guided trails, and a bird-feeding station.²³⁴

According to Rock Creek Park Naturalist Bill Yeaman, who started working there in 1972, the nature center was closed for a time in 1980 and 1981 for the installation of new exhibits. It reopened on February 14, 1981. While remaining interactive, the new exhibits sought to bring about a greater awareness and understanding of nature and the ecological relationships within Rock Creek Park. Hands-on, interactive exhibits, for instance, gave visitors the opportunity to create a balanced food chain pyramid by correctly stacking blocks of different plants and animals. Updated technology was also incorporated into the exhibits: The new exhibits featured a diorama of the forest in which a visitor could press a button and make an animal appear. With the push of a button, the visitor could see a slide show that depicted the natural succession of an abandoned field to an old growth forest. A popular feature of the new exhibits was the “Terraqua,” a combination of terrarium and aquarium that showed the transition from land to water that could be seen along Rock Creek. (Figure 20)

These exhibits, more complicated in their technology than the earlier phase of displays at the nature center, required more maintenance and frequently required private contractors to accomplish repairs. This helped lead to their replacement in the late 1980s by less complex

²³³ Bill Yeaman, resource management specialist, Rock Creek Park, to authors (two electronic mails), January 23, 2008; Mackintosh, “Rock Creek Park: An Administrative History,” 104; Mary L. Anderson and Franziska Hecht, *The Green Scene: Care and Maintenance of Common Household and Office Plants* (Washington, D.C.: U.S. Government Printing Office, 1973), 1.

²³⁴ “A Commentary on the Rock Creek Nature Center,” from an illustrated talk by National Capital Region Chief of Interpretation W. Drew Chick, Jr., delivered on October 13, 1964, before the Natural Science Foundation Conference, Newport, Connecticut, 1-6; Bill Yeaman to authors, January 23, 2008.

displays – such as stuffed animals and other nonmechanical devices that highlighted the natural history of Rock Creek Park. These new exhibits required very little maintenance, but eliminated the hands-on, interactive approach that had been so popular with the previous exhibits, according to Yeaman. This approach continued through the end of the study period (2005). Some aspects of natural resources interpretation at Rock Creek Park remained constant, including the use of live animals, such as Max the barred owl and the observation beehive. The planetarium has continued to be a popular feature of the nature center.²³⁵

In 1968, as part of its master plan for the Fort Circle Parks, NCR recommended that a visitor center be located at Fort Dupont Park. No interpretive facilities existed in the park at this time other than a marker identifying the significance of the fort. When NCR closed the golf course at Fort Dupont Park in 1971, the region adapted its clubhouse as the visitor center, its dual purpose to interpret the Civil War earthworks and to be the site of environmental education programs for residents of the area. The “Fort Dupont Natural and Community Center,” as the facility would be called, was to function in the same way for eastern Washington as the Rock Creek Nature Center functioned for northwest. In addition to the center, a nature trail was developed to help convey the natural history of the land east of the Anacostia River.²³⁶ The building later became known as the Fort Dupont Activity Center for the variety of events that took place there. These included historical interpretation, arts and crafts programs, and activities for handicapped visitors. Environmental interpretation over the thirty-year life of the activity center has included film and slide presentations, guided hikes, exhibits, and plant identification programs. For a time during the 1980s, the activity center housed animals for children to observe, as well as a Nature Discovery Room in which puppets, books, and activities stimulated young children’s interest in the natural world. The District of Columbia public schools operated a model science program for elementary school students at the activity center in the late 1980s and early 1990s. The program received an award for its contribution to environmental education in 1990.²³⁷

A successful recent interpretive program is “Bridging the Watershed,” a cooperative effort undertaken by the Alice Ferguson Foundation, the National Park Service, and area schools that began in 1998. With a grant from the National Park Foundation, Bridging the Watershed was developed as a model education program to be integrated into the science curricula of area high schools. The program consists of classroom preparation followed by observation, data gathering, and problem solving in the parks. The students receive guidance in the classroom and in the field from their science teachers and from park rangers. Five curriculum modules were developed to

²³⁵ Bill Yeaman, resource management specialist, Rock Creek Park, telephone interview by authors, January 7, 2008; Yeaman to authors, January 23, 2008; U.S. Department of the Interior, National Park Service, National Capital Region, “Rock Creek Nature Center Reopens to Public Feb. 14,” news release, February 6, 1981, files of Bill Yeaman, Rock Creek Park .

²³⁶ Robinson & Associates, “Fort Dupont Park Historic Resources Study,” prepared for the National Park Service, National Capital Region, November 1, 2004, 142-143.

²³⁷ National Capital Parks-East, *Annual Reports*, 1981, 1987, 1990, 1991, 1995, 2003, Record Group 79, Records of the National Park Service, and Harpers Ferry Center, Library and Archives; Tina Short, interpretive specialist, National Capital Parks-East, interview by authors, December 12, 2007.

be used throughout the National Capital Region, and numerous parks, from Fort Washington to Harpers Ferry, have participated in the program. The modules include the assessment of invasive species in the park, analysis of runoff and sediment in the watershed, the impact of litter in the parks, the effect of pollution on invertebrates in the watershed, and an assessment of water quality. Modules were also developed for specific parks, including National Mall and Memorial Parks, Rock Creek Park, and Harpers Ferry.²³⁸

Lady Bird Johnson's Beautification Program

An offshoot of the growing environmental movement of the 1960s was the Committee for a More Beautiful Capital, a volunteer organization headed by Lady Bird Johnson when she was First Lady. The committee included designers, businessmen, philanthropists, civic leaders, and government officials. The committee can be considered an aspect of President Lyndon Johnson's "Great Society" environmental program. In his "Great Society" speech on May 22, 1964, in Ann Arbor, Michigan, Johnson gave voice to national concerns that the country's natural beauty was being despoiled by overpopulation and unchecked development. Environmental legislation, including the Wilderness Act, the Land and Water Conservation Fund Act, and the Clean Air Act, grew directly from these concerns. After LBJ's election in 1964, Lady Bird Johnson chose the "field of conservation and beautification" as one of the areas in which she wished to become involved during her husband's administration. She convened the first meeting of the Committee for a More Beautiful Capital at the White House on February 11, 1965, to determine ways to improve the city's appearance and to make it a model that other cities in the United States could emulate.²³⁹

Three individuals vital to the success of the committee were National Capital Region Assistant Director (and later Director) Nash Castro and philanthropists Mary Lasker and Laurance Rockefeller. Castro, who as part of his duties acted as liaison between the White House and NCR, was the executive secretary of the Committee for a More Beautiful Capital and became responsible for implementation of the committee's efforts in the national parks of the metropolitan area. Mrs. Johnson later called Castro, who acted as tour guide on the First Lady's travels in the Washington area, "indispensable" to the committee's work. Lasker was a successful businesswoman who had lobbied Congress on health issues and had become familiar with the Johnsons through contributions she and her husband, advertising executive Albert D. Lasker, made to the political campaigns of Lyndon Johnson. Mary Lasker became the president of the Society for a More Beautiful National Capital, a private organization that raised money to execute the committee's program. She also made numerous personal donations that helped carry out some of these endeavors.²⁴⁰ Lyndon Johnson asked Rockefeller, a businessman who became

²³⁸ Alice Ferguson Foundation, "Bridging the Watershed," Alice Ferguson Foundation website, http://www.fergusonfoundation.org/btw/btw_index.html; National Park Service, "Bridging the Watershed," National Park Service website, <http://www.nps.gov/nicro/educ/theme/btw.htm>.

²³⁹ Lewis L. Gould, *Lady Bird Johnson and the Environment* (Lawrence, Kansas: University Press of Kansas, 1988), 39-53; First Lady's Committee for a More Beautiful Capital, *Report to the President*, n.d. (circa 1969), files of Darwina Neal, 1.

²⁴⁰ Gould, 79-81.

active in the conservation movement in the late 1950s, to be coordinator and chairman of the president's White House Conference on Natural Beauty in May 1965. He was also a member of Lady Bird's Committee for a More Beautiful Capital. As in his other conservation endeavors, Rockefeller provided seed money to begin a committee program that he expected to be continued by government or private funding.²⁴¹

In the mid-1960s, the issue of the appearance of the city of Washington was on the minds of many observers. *Washington Post* architecture writer Wolf Von Eckhardt had criticized the city for its "shabbiness," and President John F. Kennedy took steps to improve the area along Pennsylvania Avenue after noticing its decline during his inaugural parade. Elizabeth Rowe, chairman of the National Capital Planning Commission, had written to Mrs. Johnson in December 1964 suggesting that she broaden her interest in the beauty of the White House to include the entire city.²⁴² From the beginning, Mrs. Johnson recognized that it was necessary for her committee to take aim at two distinct aspects of the National Capital: monumental Washington, which included the memorials, parks, and public buildings visited by most tourists, and residential Washington, especially those areas that had received little attention in the past from national and city leaders. This latter target included urban renewal and housing projects, schools, playgrounds, and neighborhood parks.²⁴³

The National Capital Region helped implement beautification plans for both these targets since at this time it still maintained the playgrounds and neighborhood parks of Washington, as well as the more familiar national parks. In 1966, a "Beautification Task Force" was created in National Capital Region headquarters, which planned and designed the work that would be carried out. The task force originally consisted of landscape architects on detail from the National Capital Office of Design and Construction and headed by Kathryn Simmons, who was transferred from the Eastern Office of Design and Construction in Philadelphia. The task force also included landscape architect Darwina Neal, later NCR's chief of design services and then chief of cultural resources.²⁴⁴ The Beautification Task Force and the committee accomplished a tremendous amount of work in the four-year period (1965-1969) of the program's existence. Among the most visible outcomes were the floral displays and permanent plantings established in many NCR parks. These included hundreds of thousands of daffodil bulbs in Rock Creek and Potomac Parkway and on Columbia Island. The Columbia Island beautification implemented a master plan developed by Edward Durrell Stone, Jr. a prominent landscape architect and the son of the architect of the John F. Kennedy Center for the Performing Arts. The design included white and pink dogwoods and evergreen and deciduous trees. In the fall of 1967 alone, NCR planted

²⁴¹ Winks, 141-147.

²⁴² Gould, 52-54.

²⁴³ *Ibid.*, 76.

²⁴⁴ T. Sutton Jett, National Capital Region director, to George Hartzog, NPS director, February 20, 1967, accession no. 79072A-6215, box 17, Washington National Records Center, Suitland, Maryland; Neal, comments, 136.

543,390 bulbs and flowering plants in sixty-four parks in and around the District.²⁴⁵ NCR records show that permanent and temporary plantings were made at dozens of public reservations and parks in all four quadrants of the city, as well as in George Washington Memorial Parkway in Virginia. The floral displays beautified many of the triangular reservations that flanked the intersections of Washington's diagonal avenues with its orthogonal street grid, as well as larger reservations such as Anacostia and East Potomac parks. The work also included physical development beyond plantings. The Beautification program funded construction of walkways from the John Ericsson statue in West Potomac Park to the Inlet Bridge, for instance, as well as a water jet in the Potomac River off of Hains Point, restoration of the south garden at the Custis-Lee Mansion, and paving of the area around the fountain at Dupont Circle. At Logan Circle, the landscape design, which included walks as well as plantings, followed Modernist principles.²⁴⁶ One of the unusual and permanent floral installations resulting from the committee's work was the "Tulip Library" in West Potomac Park near the Tidal Basin, where a brochure provided visitors with the names of the varieties of flowers they saw. The Tulip Library was designed to provide visitors and park staff with examples of the kinds of tulips they might plant in their gardens. Established in 1968 on a half-acre plot, the area quickly became a seasonal garden, with tulips, annuals, and chrysanthemums succeeding each other as the year progressed. NCR ultimately ceased planting mums for the fall due to their expense and the necessity of removing annuals while they were still in bloom to make room for the mums. The variety of flowers planted in the area led to its being renamed the Floral Library.²⁴⁷

An example of the committee's work in District neighborhoods is Watts Branch Park, which follows the course of Watts Branch from Kenilworth Avenue, N.E., to the District boundary with Maryland. In the mid-1960s, Watts Branch Park was NCR Reservation 610, and old refrigerators, tires, and other debris were strewn throughout the narrow strip of parkland. Laurance Rockefeller contributed \$50,000 to clean up the stream and develop the park, which had belonged to NPS for thirty-five years but had not been improved. The development included landscaping the eight-acre park and installing walkways, benches, play areas, flowers, and stepping stones across the stream. Rockefeller donated nearly \$200,000 during the Beautification program, including funds for cleaning sculptures in the parks, for developing work, education, and recreation programs for inner-city youth, and for appropriate signage for the Theodore Roosevelt Memorial Bridge.²⁴⁸

²⁴⁵ First Lady's Committee for a More Beautiful Capital, *Report to the President*, 9-10; Gould, 82-88; Neal, interview, March 6, 2008.

²⁴⁶ National Capital Parks, "Beautification Plantings: Floral Displays and Permanent Materials," projects completed or begun 1964-September 1968; "Beautification Task Force: Status of Small Parks and Reservations Projects as of June 30, 1969, files of Darwina Neal; Neal, interview, March 6, 2008.

²⁴⁷ First Lady's Committee for a More Beautiful Capital, *Report to the President*, 8; Robinson & Associates, "East and West Potomac Parks," 8:83; Neal, interview, March 6, 2008.

²⁴⁸ First Lady's Committee for a More Beautiful Capital, *Report to the President*, 11; Winks, 147-148.

The Committee for a More Beautiful Capital also turned its attention to District schools and playgrounds. Gifts to the committee of sod, live plants, and bulbs provided the materials for children at all 180 of the city's schools to plant their own gardens, and landscape plans were developed and implemented at twenty schools. Programs were also developed to prepare students to study and maintain their landscaped areas, to stabilize eroded stream banks, and to map and plant the school grounds. The committee provided lighting to many District playgrounds, and schools throughout the city received new playground equipment. At Syphax and Anthony Bowen schools, the new playgrounds included large play areas, climbing apparatus, slides, sand pits, spray pools, and landscaping. At Kingman School, a terrace with steps, benches, and cobblestone slopes for climbing replaced an eroded bank. The showcase of playground development during the Beautification program was implemented at Buchanan Elementary School, where a \$388,000 donation from committee member Mrs. Vincent Astor led to the construction of a community plaza. Designed by architect Simon Breines and landscape architect Paul Friedberg, the plaza included climbing apparatus in a sand pit, granite "mountains" connected by climbing arches, a timber play feature, trampoline boards, a tree house, and an amphitheater that could be used for basketball, skating, theater, and dances. It also incorporated spray nozzles for cooling relief in the summers. Buchanan Plaza opened in May 1968.²⁴⁹ During the tenure of the Beautification committee, NCR parks also received a donation of playground equipment designed and built in Mexico to be installed in Washington for the use of the city's children. The gift was made by private Mexican citizens in commemoration of President and Mrs. Johnson's visit to the country the previous year. A complete, sixteen-piece set of the equipment was installed at Hains Point in time for the official presentation ceremonies by Mexican Ambassador Hugo B. Margain on March 8, 1967. The fifteen other sets donated were divided and installed in more than three dozen District playgrounds.²⁵⁰

During the period of its existence, the committee raised \$2.5 million in donations and carried out nearly a hundred landscaping projects among the District's parks, playgrounds, and schools. The committee reached out to the National Park Service, the District government, schools, businesses, and neighborhood organizations to encourage broad participation in developing and maintaining the beauty of the Nation's Capital. While some aspects of the committee's work disappeared after its fundraising arm ceased to exist in the 1970s, some parts of Mrs. Johnson's campaign remain evident today. These include the Floral Library near the Tidal Basin and two granite fountains donated by Enid Annenberg Haupt and installed in the Ellipse along Constitution Avenue. The fountains were dedicated at the last formal meeting of the Committee for a More Beautiful Capital on December 17, 1968.²⁵¹ As an acknowledgment of the impact Mrs. Johnson had had on the metropolitan Washington area, Secretary of the Interior Stuart Udall designated Columbia Island as Lady Bird Johnson Park on November 4, 1968.²⁵²

²⁴⁹ First Lady's Committee for a More Beautiful Capital, *Report to the President*, 18-20.

²⁵⁰ Office of the Press Secretary to Mrs. Johnson, "Gift of Mexican Playground Equipment to Washington, D.C.," press release, February 26, 1967, Darwina Neal files; Neal, interview, March 6, 2008.

²⁵¹ O'Brien, 327; Gould, 103, 236.

²⁵² Mackintosh, "George Washington Memorial Parkway: Administrative History," 174.

Although the Committee for a More Beautiful Capital ceased to exist by the end of 1968, the Beautification Task Force continued its work until November 1969, at which time its members were dispersed to other offices in the region. Projects similar to those undertaken by the Beautification Task Force continued to be implemented during this period. These included planting plans for Watts Branch Park, the Frederick Douglass National Historic Site, the Washington Monument Grounds, and the north grounds of the White House; development plans for proposed donations of land in northeast Washington, for Stanton Park, and several small reservations; and ongoing assessment of and treatment for existing installations.²⁵³

²⁵³ Neal, interview, March 6, 2008; “Darwina Neal – Projects Pending,” March 27 and December 31, 1970, December 31, 1971, and June 16, 1972, Darwina Neal files.



Figure 19 – The Hains Point Teahouse in East Potomac Park, constructed as a concessions building in 1924, served as NCR’s Ecological Services Laboratory from 1969 to 1985. (National Park Service, National Capital Region, Museum Resource Center, July 27, 1979)



Figure 20 – The Terraqua opened at the Rock Creek Nature Center on February 14, 1981. The exhibit used live animals and plants to illustrate the natural world along the water's edge. (Bill Clark, National Park Service, National Capital Region, Museum Resource Center, February 14, 1981)

CHAPTER V: Historic Properties and National Memorials

The Evolution of Federal Preservation Policy

As mentioned in the previous chapter, the 1916 legislation establishing the National Park Service directed the agency to conserve “historic objects,” as well as natural resources, in the national parks and to maintain them for use by future generations. In the last half of the twentieth century, the same development forces that threatened natural resources jeopardized NPS historical parks and the cultural resources they contained, as well as historic properties outside the National Park System. Historic properties were also endangered by some federal initiatives, such as the interstate highway program, a tax structure that favored new construction over reuse of older buildings, and urban renewal efforts.²⁵⁴ As was the case with the progress of environmental sciences, the field of preservation evolved in the years after World War II into a more complex discipline, encompassing a broader range of historical subjects and a greater understanding of the impacts of the loss of traditional buildings, neighborhoods, and landscapes.

NPS’s leadership role in historic preservation resulted in part from legislative mandates, including the National Historic Sites Act, which was signed into law on August 21, 1935. The act authorized a survey of historic sites, buildings, and objects representing significant events or periods in the United States’ past that was intended to lead to the development of a comprehensive system of national parks and monuments representing the country’s history. Sites determined to have national significance became candidates to be acquired by the federal government for inclusion in the National Park System.²⁵⁵ The National Historic Sites Act provided only one means for physically preserving historic properties: acquisition by the federal government and restoration or rehabilitation for use as a museum. By the 1950s, it had become clear to some NPS professionals that the federal government would be unlikely to acquire all the properties the survey deemed nationally significant due to difficulties in funding and the unwillingness of owners to relinquish their properties. In 1958, Ronald F. Lee, then heading NPS’ Division of Interpretation, suggested that a list of historic places resulting from the Historic Sites Survey be published to encourage owners to preserve their significant properties and to help preservation organizations focus their resources on important sites. This idea was approved by NPS Director Wirth and Secretary of the Interior William Seaton in 1959 and evolved into the National Historic Landmarks (NHL) program. The first ninety-two NHLs were announced on

²⁵⁴ Barry Mackintosh, *The National Historic Preservation Act and the National Park Service: A History* (Washington, D.C.: U.S. Department of the Interior, National Park Service, History Division, 1986), v; James A. Glass, *The Beginnings of a New National Historic Preservation Program, 1957-1969* (Nashville, Tennessee: American Association for State and Local History; Washington, D.C.: National Conference of State Historic Preservation Officers, 1990), 3-4.

²⁵⁵ Barry Mackintosh, *The Historic Sites Survey and National Historic Landmarks Program: A History* (Washington, D.C.: U.S. Department of the Interior, National Park Service, History Division, 1985), 3-7. The quoted passage from Ickes’ testimony is on page 5.

October 9, 1960.²⁵⁶ The NHL designation later became a criterion in the designation of national historic sites to be added to the National Park System.

As the pace of development and loss of historic fabric accelerated in the late 1950s, the vulnerability of historic properties and the federal government's lack of means to protect them became more widely understood.²⁵⁷ The National Park Service played an instrumental role in developing a federal preservation policy. George Hartzog, soon after becoming NPS director in January 1964, appointed Lee to lead a committee evaluating historic preservation issues. The committee's draft report, dated September 1964, noted a shift in the focus of the preservation movement, from an emphasis on sites of inspirational value – such as buildings associated with the Founding Fathers, and their use as museums – to a broader understanding of the built environment and the integration of historic buildings into contemporary life through restoration and reuse. Hartzog subsequently represented Secretary Udall on the Special Committee on Historic Preservation, also known as the Rains Committee, after its chairman, Alabama Congressman Albert M. Rains.²⁵⁸ The committee, which included heads of federal agencies involved in construction and preservation, released a report in January 1966 called *With Heritage So Rich*.²⁵⁹

The recommendations in the report became the basis for several pieces of legislation introduced in Congress in 1966, which were ultimately combined in the National Historic Preservation Act, signed into law by President Johnson on October 15 of that year. The act established a national register of historic properties, which would later become formally known as the National Register of Historic Places. The legislation also delegated to the Department of the Interior responsibility for federal preservation policy and implementation, duties which were assigned to the National Park Service. Section 106 of the National Historic Preservation Act (NHPA) requires federal agencies to take into account the impact of their undertakings on National Register properties under their jurisdiction. Since the NHPA also made historic sites and historical parks in the National Park Service part of the National Register of Historic Places, and therefore subject to Section 106, passage of the act meant that NPS regions received formal legal obligations with regards to its historic properties additional to its 1916 Organic Act responsibilities.²⁶⁰

The NHPA's original scope has been altered by other legislative and executive mandates. Among the most important was Executive Order 11593, signed by President Richard M. Nixon in May 1971, which required federal agencies to take into account impacts on properties eligible for the National Register, as well as those already listed. The order also required federal agencies to develop preservation plans for their holdings, incorporating preservation into basic agency

²⁵⁶ Ibid., 37-41.

²⁵⁷ Glass, 4-6.

²⁵⁸ Ibid., 9-12.

²⁵⁹ Mackintosh, *National Historic Preservation Act*, vi-vii.

²⁶⁰ Glass, 17-20, 53-59.

planning.²⁶¹ The NHPA itself was amended in 1980 (incorporating mandates in Executive Order 11593), 1992, and 2000, mainly to clarify federal agencies' preservation responsibilities. Other laws have also increased the federal government's preservation responsibilities. Section 4(f) of the Department of Transportation Act of 1966 requires preservation planning for federally funded transportation projects. The National Environmental Policy Act of 1969 defines environmental quality to include historical and cultural, as well as natural, resources. Two pieces of legislation have clarified federal responsibilities relating to archeological sites. The Archeological and Historic Preservation Act of 1974 authorizes federal agencies to use a small fraction of its project funds for the recovery of information, while the Archeological Resources Protection Act of 1979 clarifies the Antiquities Act of 1906, defining archeological resources to include remnants of human activities at least 100 years old. The Native American Graves Protection and Repatriation Act of 1990 prohibits the disturbance of Native American human and cultural remains without a permit and requires coordination of such activity with an affiliated tribe.²⁶²

As pointed out by Cornelius W. Heine in his *History of the National Capital Parks* (1953), National Capital Parks had its beginnings in the reservations of land set aside for public use in L'Enfant's 1791 plan for the city of Washington.²⁶³ Historically significant in themselves, these reservations also contain important resources such as the White House and the Washington Monument, and the region is also the location of historic sites such as Ford's Theater and the Custis-Lee Mansion (now known as Arlington House). As custodian of such sites, as well as some of the nation's most important memorials, NCR's preservation efforts began well before passage of the National Historic Preservation Act. During the half-century of this study, the region's involvement in the metropolitan Washington area's historic sites and memorials has taken three general forms:

- 1) ongoing planning, interpretation, and preservation of historic sites, memorials, and monuments included in National Capital Parks upon its inception in 1933;
- 2) planning and development of previously undeveloped or newly acquired historic sites; and
- 3) planning, review, and maintenance of newly authorized memorials and monuments.

Development of NCR historic sites, historical parks, and national memorials followed the evolution of the discipline of historic preservation discussed previously. While sites associated with the Founding Fathers or the Civil War received most of the region's attention in the 1950s, the range of sites deemed worthy of protection and interpretation broadened as scholarly understanding of history expanded to include individuals, segments of society, and aspects of history previously underrepresented. The understanding of the traditional subjects of American history also deepened. New ways of protecting historic properties, for instance through partnerships and through the use of legal means such as easements, also developed after 1960.

²⁶¹ Ibid., 59-62.

²⁶² John M. Fowler, "The Federal Preservation Program," in *A Richer Heritage: Historic Preservation in the Twenty-First Century*, Robert E. Stipe, ed. (Chapel Hill, North Carolina: University of North Carolina Press, 2003), 50-76.

²⁶³ Heine, Introduction:1.

This chapter will address some of the National Capital Region's accomplishments in the preservation and interpretation of cultural resources between 1952 and 2005.²⁶⁴

Historic Sites and Historical Parks

At the beginning of 1952, NCP was involved in work on one of the more traditional historic sites that had been part of the NPS unit since its inception in 1933 – the White House in the L'Enfant Plan's Reservation No. 1. The building had been under renovation since 1949, a project that completely replaced its existing interior structure. Use of the White House grounds, for which NCP was responsible, as a construction yard and the introduction of temporary construction roads had damaged the landscape. During the winter of 1951-52, NCP busily engaged itself in what was described as a restoration program, preparing the reservation for the return of President Harry Truman and his family, which took place on March 27, 1952. (Figure 21) NCP found it necessary to replace damaged plant materials while also reworking the landscape to attain a symmetry that had not existed prior to the renovation. NCP groundskeepers, for instance, installed massed magnolia trees on the east side of the south portico to match those on the west, and reconfigured the east garden outline to match that on the west. By this time, greenhouse facilities dedicated to White House needs had been developed within National Capital Parks, allowing for a timely response to rehabilitation plans.²⁶⁵ The region continued to respond to landscape issues in President's Park throughout the study period. Around 1967, for instance, the Old Dominion Foundation of Mr. and Mrs. Paul Mellon donated \$409,000 for the restoration of Lafayette Park to the designs of John Carl Warnecke and Associates. The park and the neighborhood surrounding it had become the subject of preservation efforts in response to proposals to develop more federal office space in the area. Work on the park restoration project did not begin until February 1969, and Lafayette Park reopened to visitors in November of that year. A plaque honoring the participation of Mrs. Mellon and the Old Dominion Foundation in the rehabilitation of the park was installed after further work was completed by the Park Service in the summer of 1970. By 1987, East Executive Avenue, which had been established in 1869, was removed, gates were installed, and the area was converted to a pedestrian plaza called East Executive Park.²⁶⁶

As mentioned in Chapter I, NCP's maintenance and preservation responsibilities related to the White House increased in 1961 with the passage of Public Law 87-286, which gave primary planning, maintenance, and interpretive responsibilities for the public spaces of the White House and Reservation No. 1 to NCP. In conjunction with these new responsibilities, the White House Historical Association was incorporated, on November 3, 1961, as a not-for-profit cooperating association to assist the National Park Service in the preservation and interpretation of the White House, its grounds, its collection, and its history. The association supports research on the history of the buildings and grounds in President's Park, helps to add to and maintain the White House's collection of art and historic objects, and contributes to the conservation of the White House's

²⁶⁴ Cultural (but not historic) resources such as Wolf Trap and the Kennedy Center will be addressed in the next chapter.

²⁶⁵ O'Brien, 282-285.

²⁶⁶ Ibid., 323-328, 337, 365.

public rooms. To accommodate its increased responsibilities, the National Capital Region has also added facilities. A new maintenance facility, for example, was constructed on the south grounds during the administration of President Jimmy Carter. In 1992, NCR relocated the White House Warehouse (now called the Executive Support Facility) to a 100,000-square-foot facility to provide climate-controlled storage of White House art, objects, and records and to provide a conservation laboratory and offices. In March 1995, the White House Visitor Center opened in the Commerce Building at 1450 Pennsylvania Avenue, N.W., to provide public facilities, exhibits on presidents and their administrations, park offices, and a gift shop.²⁶⁷

A second historical site of the traditional type that required attention early in the study period was Ford's Theatre, the site of Abraham Lincoln's assassination on April 14, 1865. President Eisenhower signed legislation on May 28, 1954, calling for the National Park Service to prepare a study on the feasibility and cost of restoring the theater to its condition on the night of the assassination. In 1959, as part of the Mission 66 program, Congress appropriated further funding for the preparation of a historic structures report for the theater, which would include a complete history of the building, architectural drawings, exhibit plans, and a cost estimate for the restoration. The historic structures report, published in 1963, was a joint effort of the historical and architectural staffs of the National Capital Region, led by historian George J. Olszewski and William M. Haussmann, chief of the National Capital Office of Design and Construction.²⁶⁸ More than \$2 million was appropriated in the summer of 1964 for the restoration of the theater and for the creation of a new Lincoln Museum within the building. The work was completed by the end of 1967, and the National Park Service held dedication ceremonies on January 21, 1968, prior to the reopening of the theater to the public on January 30.²⁶⁹

A related historic property is the Petersen House, also known as the House Where Lincoln Died, which stands across Tenth Street, N.W., from Ford's Theatre. Originally purchased by the federal government in 1896, the Petersen House did not receive a full renovation until the Mission 66 program. After removing post-1865 additions to the house, improving circulation, and making many interior repairs, Petersen House opened to the public on July 4, 1959. In 1978, when water damage required repairs to the room in which Lincoln died, NCR conducted further documentary and scientific analysis of both the interior and the exterior of the house. Under the

²⁶⁷ Ibid., 348, 374-377; White House Historical Association, "About Us," White House Historical Association website, <http://www.whitehousehistory.org/11>.

²⁶⁸ George J. Olszewski, *Historic Structures Report: The Restoration of Ford's Theatre* (Washington, D.C.: U.S. Department of the Interior, National Park Service, National Capital Region, 1963), xi-xiv.

²⁶⁹ National Capital Region, *Annual Report*, fiscal year 1954, 359, fiscal year 1964, 7; McDonnell, *Shaping the System*, 78; U.S. Department of the Interior, National Park Service, "Ford's Theatre National Historic Site," Chronology of Ford's Theatre, National Park service website, <http://www.nps.gov/archives/foth/chronoft.htm>; Ralph H. Lewis, *Museum Curatorship in the National Park Service, 1904-1982*, Washington, D.C.: U.S. Department of the Interior, National Park Service, 1993, 175-177, National Park Service website, http://www.cr.nps.gov/history/online_books/curatorship/index.htm. The return of live theater to Ford's Theatre is addressed in Chapter VI of the NCR administrative history.

direction of NCR Chief Historical Architect Dr. Paul Goeldner and Historian Gary Scott, the Petersen House was restored over a two-year period to a more accurate depiction of its appearance on the night Lincoln died. On June 23, 1970, legislation was enacted that designated the theater and the Petersen House as Ford's Theatre National Historic Site.²⁷⁰

The Old Stone House in Georgetown, administered by Rock Creek Park, may owe its preservation to a persistent, though legendary, association with a Founding Father. A story that the house functioned as the headquarters of President George Washington and Major Pierre Charles L'Enfant when the District of Columbia was being laid out in 1791 lasted into the twentieth century. The federal government purchased the house in 1953 based on its association with Washington. Though the story was later disproved, research showed that the Old Stone House is one of the oldest buildings in Washington, first constructed in 1764 and reaching its current form in the 1790s. Based on this research, the house was transferred to the National Park Service, restored, and opened to the public on January 24, 1960.²⁷¹

The Chesapeake & Ohio Canal National Historical Park exemplifies a park representing American history beyond presidents and wars, while also providing recreational opportunities and preserving valuable natural resources. The park was part of NPS prior to the beginning of the study period, but received most of its development after 1961. The history preserved relates to the American economy and transportation. The canal was begun in 1825 and by 1850 stretched from Georgetown to Cumberland, Maryland – almost 185 miles. In the years before the development of railroad transportation, canals were seen as means to provide transportation of goods and people in areas where no navigable rivers existed. By the time the C&O Canal was finished, however, rail travel had become more widespread, and the canal was never especially profitable. Its transportation function ended after damaging floods in 1924, and the Capper-Cramton Act of 1930 authorized acquisition by the federal government for park purposes. That acquisition took place in 1938.²⁷²

On August 1, 1953, President Eisenhower signed legislation authorizing the secretary of the interior to take actions that would facilitate construction of a parkway along the canal route between Hancock, Maryland, and Cumberland. Supreme Court Justice William O. Douglas, among many other individuals and groups, opposed the plan and asked a *Washington Post* editorial writer who had supported the parkway to accompany him on a hike along its towpath in order to show him first hand the value of the park's natural resources. More than two dozen people participated in at least part of the well-publicized hike, which took place between March

²⁷⁰ architrave, p.c., architects, "William A. Petersen House: House Where Lincoln Died, Ford's Theatre National Historic Site," prepared for the U.S. Department of the Interior, National Park Service, National Capital Region, June 25, 2003, 1A:13-24; "Ford's Theatre National Historic Site," Chronology of Ford's Theatre.

²⁷¹ "Rock Creek Park: The Old Stone House," Rock Creek Park website, <http://www.nps.gov/archive/rocr/olst/history.htm>; *Annual Report of the Secretary of the Interior for the Fiscal Year 1960*, 303.

²⁷² Mackintosh, *C&O Canal*, 1-20.

20 and 27, 1954. Afterwards the *Post* reversed its support for the parkway scheme. By March 1956, NPS Director Wirth had also determined that a parkway was not the best use of the canal lands and endorsed the establishment of a national historical park instead.²⁷³ (Figure 22) The first step toward that goal was taken when President Eisenhower used his executive authority to declare the segment of the canal between Seneca and Cumberland a national monument on January 18, 1961. President Richard M. Nixon signed legislation creating the Chesapeake & Ohio Canal National Historical Park on January 8, 1971. Although the authorized boundaries of the park totaled more than 19,000 acres, NPS held just a quarter of that amount. The legislation therefore authorized \$20.4 million for land acquisition. By the time that authorization was exhausted in 1977, nearly 14,000 additional acres had been acquired.²⁷⁴

Prior to the legislation establishing the park, its development concentrated on returning the towpath to use by NPS vehicles, hikers, and bicyclists, as well as construction of campgrounds, boat ramps, access roads, and parking. After the legislation – and after 1972 tropical storm Agnes damaged 66 miles of the towpath, as well as walls, culverts, and footbridges – development focused on restoration of the canal. As mentioned in Chapter III, the park became a focus of the Bicentennial program by NPS, generating enough development projects that a C&O Canal Restoration Team was established as a field unit of the Denver Service Center’s National Capital Parks Team to oversee the work. Twenty-seven projects, valued at \$4.25 million, were undertaken during the Bicentennial program. This work included restoration of portions of the towpath, locks, and historic buildings and repair of culverts and aqueducts. Work in the park has also been aided by collaborations with private organizations. The Friends of Great Falls Tavern organized in 1973 to donate money and undertake volunteer work to restore the tavern. In 1975, the local chapter of the Colonial Dames of America helped the National Park Service obtain \$150,000 from Congress for the restoration of the Abner Cloud house, an 1801 stone dwelling along Canal Road above Georgetown. The chapter then negotiated a cooperative agreement with NPS, calling for a contribution of \$16,000 in exchange for use of the building by the chapter for ten years. Criticism of the small donation required in the agreement resulted in further provisions, including the renovation of the aboveground basement of the house as a visitor information facility.²⁷⁵

A group of five historic houses, all designated national historic sites and added to the National Capital Region since 1962, can serve to illustrate the broadening range of historic sites that characterized the study period. The earliest acquired site, now known as the Frederick Douglass National Historic Site, became a unit of the National Park Service on September 5, 1962. Douglass, born into slavery, earned his freedom and subsequently lectured and published in the United States and in England on the brutality and immorality of the practice. He recruited African American soldiers to serve during the Civil War and helped convince President Lincoln to make emancipation a goal of the war. In 1872, Douglass moved to Washington, D.C., and six years later, he moved into a house at 1411 W Street, S.E., where he lived until his death in 1895.

²⁷³ *Ibid.*, 59-75.

²⁷⁴ *Ibid.*, 101-117.

²⁷⁵ *Ibid.*, 153-170.

NPS acquired the house (also known as Cedar Hill) from the Frederick Douglass Memorial and Historical Association and the National Association of Colored Women's Clubs. These two organizations presented the deed for the house to Secretary of the Interior Stuart Udall on June 25, 1964. (Figure 23) Restoration of the house was completed early in 1972, and it opened to the public on February 14 of that year. A visitor center opened in February 1982. The site was redesignated the Frederick Douglass National Historic Site on February 12, 1988, and a complete restoration of the house began in 2004.²⁷⁶

A second nineteenth-century figure whose life and work is interpreted in the National Capital Region is Clara Barton, called the "angel of the battlefield" for her efforts during the Battle of Antietam on September 17, 1862, and in its aftermath. Following the war, she helped identify Union soldiers who died at a Confederate prisoner of war camp in Andersonville, Georgia, and led a nationwide campaign to identify missing soldiers. Barton's final achievement was the organization of the American Red Cross, which was recognized by the U.S. government in 1881. Barton lived in a house in Glen Echo, Maryland, from 1897 until her death in 1912. From 1897 to 1904, the house served as the American Red Cross headquarters. A group called the Friends of Clara Barton acquired the house in January 1964, and it was designated a National Historic Landmark on January 12, 1965. When the friends group retired the mortgage in the early 1970s, NPS began the legislative process needed for the house to be added to the Park Service. That took place on October 26, 1974, when President Gerald R. Ford signed legislation declaring the property a National Historic Site and authorizing its acquisition by the federal government. The site's purpose is to use the life of Clara Barton to present the history and significance of the American Red Cross.²⁷⁷

The Sewall-Belmont House, located at 144 Constitution Avenue, N.E., derives its National Register significance from its long duration on Capitol Hill and from the many significant figures in American history who lived there. Originally constructed in 1799-1800, burned by the British during the War of 1812, and remodeled several times over the next 150 years, the house has been the residence of Secretary of the Treasury Albert Gallatin, several senators, a United States attorney general, and Alice Paul, founder of the National Woman's Party (NWP) and perhaps the most significant figure in the struggle to secure women's right to vote in the United States. On January 10, 1917, Paul and other suffragists began picketing at the White House to bring national attention to the issue – a tactic that helped change President Woodrow Wilson's mind about votes for women and brought about the Nineteenth Amendment, which was ratified in time for the 1920 presidential election. Born of this protest, the National Woman's Party purchased the Sewall-Belmont house in 1929 for use as its headquarters, and it continues that use to the present day. The National Park Service became involved on October 26, 1974, when legislation authorized the

²⁷⁶ "Frederick Douglass National Historic Site," National Park Service website, <http://www.nps.gov/frdo>.

²⁷⁷ Mackintosh, "George Washington Memorial Parkway," 195-197; Sandra Weber, Katherine Menz, and Diana R. Pardue, "Historic Furnishing Plan: Clara Barton House," National Park Service, Harpers Ferry Center, 1983, 1-5; U.S. Department of the Interior, National Park Service, "Clara Barton – Angel of the Battlefield," Antietam National Battlefield website, <http://www.nps.gov/archive/anti/clara.htm>.

Secretary of the Interior to enter into a cooperative agreement with the NWP for the house's restoration in exchange for public tours of the building.²⁷⁸

Mary McLeod Bethune began her professional career as an educator, establishing the institution now known as Bethune-Cookman University. Daughter of former slaves, Bethune also founded the National Council of Negro Women (NCNW) in 1935 and served as a diplomat and presidential advisor. In 1943, the NCNW purchased a Second Empire brick row house at 1318 Vermont Avenue, N.W., for use as its headquarters. Bethune herself lived in the house until 1949, and it served as council headquarters until a fire in 1966. The NCNW renovated the house between 1975 and 1977 for use as the Mary McLeod Bethune Memorial Museum and Archives. Further work took place in 1981 and 1988-89. Designated a National Historic Landmark on November 15, 1972, the Council House was declared a National Historic Site on October 15, 1982. The National Park Service received authority to acquire the house through legislation enacted on December 11, 1991. The federal government purchased the house in 1994, and NPS opened it to the public on October 1, 1995. The house interprets the life and work of Mary McLeod Bethune, the history of the contributions of African American women, and the struggle for civil rights in the United States. The National Park Service administers and operates the house through a cooperative agreement with the Bethune Museum and Archives, Inc. (BMA), and the National Council of Negro Women. BMA and NCNW provide public programs in return for office and storage space and administrative and financial support.²⁷⁹

The last National Historic Site added to the National Capital Region during the study period was the Carter G. Woodson Home. Woodson is considered the father of African American historiography, having founded the Association for the Study of Negro History and Life in 1915 and its scholarly periodical, *The Journal of Negro History*. He purchased the circa 1875 Italianate, brick town house at 1538 9th Street, N.W., in 1922 and lived and worked there until his death in 1950. The building also housed the offices of the Association for the Study of Negro History and Life (now the Association for the Study of African American Life and History), its publishing arm, as well as Woodson's extensive collection of primary sources of African American history, which was later donated to the Library of Congress. The association used the building as its headquarters until 1971. The Woodson Home was designated a National Historic Landmark on May 11, 1976. Authorized by federal legislation enacted on October 24, 2000, the National Park Service conducted a feasibility study regarding its suitability for addition to NPS. The study, completed in 2002, recommended its acquisition. On December 19, 2003, legislation

²⁷⁸ Ehrenkrantz, Eckstut & Kuhn Architects, "The Sewall-Belmont House Historic Structure Report," vol. 1, prepared for the National Woman's Party, December 29, 2000, 1-9, 41; Historic American Buildings Survey, "Sewall-Belmont House," HABS No. DC-821, National Park Service, Washington, D.C., 1998, 13.

²⁷⁹ Beyer Blinder Belle, "Mary McLeod Bethune Council House National Historic Site Historic Structures Report" (50% draft), prepared for the National Park Service, National Capital Parks-East, March 16, 2007, 3-20; "Mary McLeod Bethune Council House National Historic Site: Final General Management Plan/Environmental Impact Statement," National Park Service, n.d., 3-9.

authorized the Secretary of the Interior to acquire the house as a National Historic Site, and NPS purchased it for \$465,000 on June 10, 2005.²⁸⁰

Protecting Civil War Battlefields

Some of the nation's most important Civil War battlefields, including Manassas, where two major battles were fought, and Antietam, site of the bloodiest single day of combat in American history, are part of the National Capital Region. Until the 1970s, these battlefields retained the rural character that had existed a hundred years earlier. As the region's population grew and high-speed roadways held out the promise of swift commutes to Washington, however, these areas began to feel the pressures of development, requiring the National Capital Region to seek solutions to the dilemma of protecting park resources while respecting property rights and local planning efforts. As development pressures increased in the last decades of the twentieth century, the Park Service developed several different approaches to battlefield protection, from the little-used congressional action known as legislative taking to cooperation with state open space protection programs.

At many NPS battlefields, authorization by Congress established park boundaries but provided few or no funds for land acquisition. The land was to be acquired through NPS' annual appropriations. At Manassas Battlefield Park, for instance, Public Law 338, signed into law on April 17, 1954, expanded the park's original boundaries by nearly 1,400 acres. However, the legislation made no appropriation for land acquisition, which was expected to be accomplished through donations, annual funding, or exchanges. Regular funding allowed for the purchase of some land in 1954 and 1955, at which time the park was part of National Park Service Region One, headquartered in Richmond, Virginia. The first real threat to park integrity took place in the late 1950s, when a planned interstate highway route ran straight through the battlefield, threatening resources such as the Stone House and the Stone Bridge. (Figure 24) Opposition from NPS Director Wirth, Region One Director Elbert Cox, numerous Civil War preservation groups, and local citizens ultimately convinced the Virginia state highway department before the end of 1957 to reroute the highway (now Interstate 66) south of the battlefield. The coming highway, however, made real estate in the battlefield area very attractive to developers of bedroom communities, which inspired a flurry park land acquisition in 1958 and 1959. Funds for purchase of this land, much of it north of Lee Highway, where NPS holdings were small, was secured by Mississippi Senator John Stennis, whose ancestors had fought in the Second Battle of Manassas.²⁸¹

Battlefield protection efforts since that time have largely focused on what is known as Stewart's Hill, the location of Confederate General Robert E. Lee's headquarters during the Second Battle

²⁸⁰ Beyer Blinder Belle, "Carter G. Woodson Home National Historic Site Historic Structures Report" (50% draft), prepared for the National Park Service, National Capital Parks-East, December 1, 2006, 5, 25-27; "Special Resource Study: Carter G. Woodson Home," National Park Service, June 2002, 3-20.

²⁸¹ Joan M. Zenzen, "Battling for Manassas: The Fifty-Year Preservation Struggle at Manassas Battlefield Park," prepared by History Associates Incorporated for the National Park Service, August 1995, 110-120.

of Manassas. In February 1973, the Marriott Corporation announced its plans to build a “Great America” theme park on part of a 513-acre tract of land adjacent to Manassas National Battlefield Park. The park would include simulations of a New England seaport, a New Orleans market, the American Southwest, a country town, and other American scenes. A hotel, a shopping area for the sale of American crafts, and a light industrial area were planned for the remaining portions of the tract. This land, too, had been important during the Second Battle of Manassas but was not part of the park boundaries designated in the 1954 legislation. NCR, which gained jurisdiction over the park that same year, had already been looking into ways to protect the area. While Marriott decided by the end of 1974 not to pursue the theme park idea, due to local and national opposition and the delay entailed in developing a new interchange on I-66 to serve the park, Prince William County did rezone 335 acres of the tract as commercial property and 178 acres for light industrial use. NPS, however, perceived the threat to the battlefield and began a long campaign to expand the park’s legislated boundaries to incorporate land important to Second Manassas. This law was enacted on October 13, 1980, extending the park’s boundaries to include Stuart’s Hill, as well as other sites.²⁸²

In 1986, another threat to the park emerged, this time in the form of a planned corporate office park, residential community, and small shopping center on the Marriott tract, to be called the William Center. The developers, Hazel Peterson Companies, talked with representatives of Manassas National Battlefield Park and offered buffers between the project and the park, as well as height limitations on planned buildings and an interchange from I-66. All this work would have reduced visual and traffic impacts on the park. In 1988, however Hazel Peterson announced plans for a regional mall, rather than a small shopping center, for the William Center. Park officials and local citizens felt that the developer had betrayed their good faith negotiations for the William Center and opposed this proposal. A local opposition group, the Save the Battlefield Committee, was formed, and the National Parks and Conservation Association and the National Trust for Historic Preservation also became involved in the opposition. Ultimately, Virginia Congressman Frank Wolf introduced a bill authorizing a legislative taking – a little-used congressional strategy that allowed for immediate government control of the land, with landowners to be compensated later. A revised version of this legislation was included in Public Law 100-647, which was signed by President Ronald Reagan on November 10, 1988, and made the William Center tract part of the Manassas National Battlefield Park. A result of the Manassas controversy was the creation of the Association for the Preservation of Civil War Sites, a private, nonprofit organization that identifies tracts for inclusion in battlefield parks, purchases them, and holds them until the Park Service can secure funds for acquisition.²⁸³

Antietam National Battlefield in Sharpsburg, Maryland, is another rural Civil War site that faced development pressures beginning in the 1970s. The fighting at Antietam, on September 17, 1862, resulted in 23,000 casualties – the largest toll in a single battle in American history – and ended the Confederate Army’s first attempt to invade Union territory. According to John Parsons, NCR associate regional director for land, resources, and planning, who has worked on battlefield

²⁸² Ibid., 164-213.

²⁸³ Ibid., 219-286.

preservation throughout his long career, NPS had limited tools available to safeguard the battlefield because the April 22, 1960, establishing legislation provided for ownership of only a third of the 1,800-acre site. The remaining acreage was intended to be protected through the use of scenic easements. By the 1970s, the expansion of metropolitan Washington made a small town like Sharpsburg attractive for the construction of subdivisions. Parsons recalled that many in the area preferred to sell their development rights to a public agency or a land trust, thereby retaining the rural nature of the battlefield. Maryland's Program Open Space, a state initiative that provided funding for the purchase of development rights in order to protect open space, had been established in 1969. The state eventually purchased development rights beyond the 1,800-acre legislated boundaries of the battlefield, providing further protection against the subdivision of farm properties important to Antietam's historic scene.²⁸⁴

Congress authorized Monocacy National Military Park along the Monocacy River near Frederick, Maryland, in 1934, but the legislation did not provide funding for land acquisition or specific boundaries. On July 9, 1864, the area was the scene of Confederate Lieutenant General Jubal Early's first action in a plan to threaten the Union capital in Washington. Fighting at Monocacy delayed the Confederates long enough for Washington's defenses to be fortified. The battlefield became a National Historic Landmark in 1973, and at about that time plans for a bypass road around Frederick and through the historic area spurred action to preserve the site. NPS officials, including Civil War historian Ed Bearss, developed an appropriate boundary, and legislative action resulted in the redesignation of the battlefield as Monocacy National Battlefield on October 21, 1976. The legislation also provided funds for land acquisition, which began in 1981 and took two decades to accomplish. In 1991, a visitor center was established at Gambrill Mill, and the park opened to the public on July 13, 1991. Archeological and historic research undertaken prefatory to the preparation of a general management plan for the park began in 1999 with a cultural resources study of the battlefield. A cultural landscape inventory was completed in 2001, and the 1999 study was updated in 2001 and 2004.²⁸⁵

Interpretation of Historic Sites

NPS historian Barry Mackintosh, in his *Interpretation in the National Park Service, a Historical Perspective*, discusses the importance of interpretation to historic sites, relative to natural and recreational parks. While the resources in those parks are present and able to be enjoyed at least aesthetically by visitors without interpretation by park staff, Mackintosh writes, the significance of historical park resources stems from past events that current visitors cannot witness. Appreciation of the historical park therefore requires some degree of interpretation, either by park staff, printed materials, or audiovisual aids.²⁸⁶ While the activity of park staff with regard to the

²⁸⁴ Parsons interview, October 12, 2006, transcript, 26-27 (Appendix E, 38).

²⁸⁵ Ibid., October 12, 2006, 49-51 (Appendix E, 49); U.S. Department of the Interior, National Park Service, "Monocacy National Battlefield: A Selected Timeline of the Monocacy Area," National Park Service website, <http://www.nps.gov/mono/historyculture/timeline.htm>, 49-51; Joy Beasley, Cultural Resources Program Manager, Monocacy National Battlefield, to authors (electronic mail), January 22, 2008.

²⁸⁶ Mackintosh, *Interpretation*, 18-20.

interpretation of historic resources in the national parks remained critical between 1952 and 2005, physical means of interpretation followed trends similar to those witnessed in natural parks. Audio or audiovisual technology began to supplement guided tours and museum exhibits after World War II: A recorded interpretive message was used at the Washington Monument in 1947. During the Mission 66 program, the use of audiovisual means became more widespread. Mission 66 also established the park visitor center as the chief means of guiding visitors in their understanding of historic and natural parks. These multipurpose buildings provided informational material to visitors, oriented the visitor to the overall park program, and often included museum areas for the display of historic artifacts. Director Hartzog spearheaded the hiring of media professionals to implement interpretive programs in the 1960s, and interpretive planning, design, and production were ultimately consolidated at the Harpers Ferry Center.

Prominent examples of the use of current technology for interpretive purposes in the National Capital Region were the programs offered at Ford's Theatre in the early 1970s and the National Visitor Center. The Ford's Theatre multimedia program opened on July 21, 1970, at a cost of \$300,000. Mackintosh, although he does not provide details of the Ford's Theatre program, compares it to similar efforts at other parks, which included narration of the historical event by well-known actors, as well as special lighting and music. The National Visitor Center installation included 100 screens in the below-floor-level theater showing a slide program of various NCR sites to welcome visitors to Washington; NPS designated the program the "Primary Audio-Visual Experience," or PAVE. The Ford's Theatre program was discontinued in September 1974 due to high maintenance costs and poor attendance, and the PAVE program at the visitor center ended when the center was closed down in 1981. The Ford's Theatre and National Visitor Center audiovisual programs are among the five programs detailed by Mackintosh among the more than 700 that existed in the mid-1970s.²⁸⁷

Visitor centers began to lose their primary position in the interpretive program by 1975, as NPS sought to refocus attention on park resources themselves. The movement away from the central position of technology and buildings in interpretation occurred at about the same time that another method of interpreting historical parks became popular. That method was known as "living history" – the use of Park Service staff or volunteers in period costumes to reenact historic events or aspects of daily life. Some NPS parks, such as Yosemite and Mesa Verde, employed the concept as early as the mid-1930s when those parks portrayed American Indian life using native peoples engaged in traditional activities. Similar examples could be found in the National Capital Region. In 1936, a restored Peirce Mill in Rock Creek Park ground grain to be used in government cafeterias. Beginning in July 1941, mules pulled a barge on the restored portion of the Chesapeake & Ohio Canal in Georgetown, a practice that continued through the study period. In 1979, canal barge rides were begun at Great Falls. The C&O Canal removed the Great Falls barge from service in 2004, but private organizations immediately began securing donations to pay for the construction of a replacement barge. Rides in the new Great Falls barge began in September 2006.²⁸⁸

²⁸⁷ Ibid., 38-53.

²⁸⁸ Mackintosh, *C&O Canal*, 181; Amy Gardner, "Boat Restores Waterway's Mission," *Washington Post*, September 10, 2006, C3.

Recreations of aspects of military life have also been a regular part of the interpretive programs in the National Capital Region. In 1961, a major reenactment of the First Battle of Manassas on its centennial anniversary took place in the park. The National Park Service entered into a cooperative agreement with the nonprofit First Manassas Corporation to produce the reenactment, which drew approximately 100,000 people over two days. NPS costs, damage to the battlefield resulting from the number of spectators and automobiles, and bad publicity from the event caused NPS Director Wirth to decide that the Park Service would not authorize similar reenactments in the future but would instead concentrate on smaller historical demonstrations.²⁸⁹ The kinds of activities Wirth referred to could be seen at Fort Washington, on the Maryland side of the Potomac River, where artillery demonstrations began in 1972 and continued through the study period. The demonstrations represented the work of Company D of the First U.S. Artillery, which arrived at Fort Washington in April 1861. The company had been charged with making the fort – closed since 1853 – ready to control boat traffic heading to Alexandria, Georgetown, and Washington. The demonstration cannon crews consisted of volunteers from NPS Volunteers in the Parks program.²⁹⁰

An important segment of this approach to interpretation was the “living historical farm movement.” On such historical farms, according to a 1972 definition, “men farm as they once did during some specific time in the past. The farms have tools and equipment like those once used, and they raise the same types of livestock and plants used during the specified era. The operations are carried out in the presence of visitors.”²⁹¹ NPS began to develop plans for an array of historical farms during the mid-1960s. In 1965, historian Marion Clawson called for the establishment of as many as fifty federally operated farms to demonstrate historical agricultural practices throughout the United States. Director Hartzog backed the idea, seeing such demonstrations as a way to balance the overrepresentation in the National Park System of, as he said, “birthplaces and battlefields.” By 1966, thirteen NPS units had been identified as potential historical farms, including NCR’s Piscataway Park. Hartzog expanded the concept of historical farms in October 1967, suggesting that each NPS historical unit develop a “living interpretation” program. Forty-one units had some manner of living history program by 1968. They included period military drills and production of articles such as candles and cloth. By 1974, 114 park units across the country had developed living interpretation programs.

At the end of the study period (2005), there were four living historical farms in the National Capital Region. Three are operated by private organizations through cooperative agreements with NCR: National Colonial Farm and Hard Bargain Farm in Piscataway Park and Claude Moore Colonial Farm at Turkey Run Park. The earliest of these historical farms is National

²⁸⁹ Mackintosh, *Interpretations*, 55; Zenzen, 123-134.

²⁹⁰ Barbara Wadding, Fort Washington Park ranger, to authors (electronic mail), February 24, 2008.

²⁹¹ Quoted in R. Christopher Goodwin & Associates, “Historical Resource Study for Oxon Cove Park,” contract no. CX-3000-1-0126, prepared for National Capital Parks-East, National Park Service, October 1993, 85.

Colonial Farm, which was established in Piscataway Park in 1958 as part of a strategy to preserve the area across the Potomac River from Mount Vernon from private development so as to protect views of Washington's home. The Accokeek Foundation operates the farm under a cooperative agreement with the National Capital Region. The farm includes two buildings originally constructed in the late eighteenth century: a tobacco barn moved from Anne Arundel County, Maryland, and Laurel Branch, a one-and-a-half-story, hall-and-parlor house moved from Waldorf. (Figure 25) The farm also includes pig pens, a farm pond, a barnyard with representative animal breeds, and a colonial crop demonstration area. National Colonial Farm has played an important role in the development of plant and animal species representative of the colonial period. Claude Moore Colonial Farm began its existence as Turkey Run Farm on 230 acres adjacent to George Washington Memorial Parkway, which was transferred to the National Capital Region in 1971 under President Nixon's Legacy for Parks program. GWMP staff developed plans for an eighteenth-century farm to represent the life of a small farmer in late colonial America. No such farm existed at this location, and other historical inaccuracies were also embodied by the farm's development. NCR operated the farm from 1973 until 1981, when it planned to close the farm for budgetary reasons. The Friends of Turkey Run Farm formed that same year and signed a cooperative agreement with NPS to continue the farm's operation. A portion of Hard Bargain Farm also stands in Piscataway Park, but the majority stands on private land. Representing an early twentieth-century family farm, Hard Bargain is operated by the Alice Ferguson Foundation. While not precisely a living historical farm – the interpreters do not play historical roles – Hard Bargain provides outdoor education in an appropriate setting of chicken houses, a farm manager's house, crop storage buildings, animal barns and pens, and a tool museum. Cows, sheep, goats, pigs, rabbits, and geese can be seen, as well as crops such as apples, soybeans, wheat, rye, clover hay, and corn. All three of the farms include demonstrations of farm life, including agricultural practices, tool demonstrations, and manufacture of foods and domestic products.²⁹²

The fourth living historical farm is Oxon Cove Park and Oxon Hill Farm, part of National Capital Parks-East, which was begun as Oxon Hill Children's Farm in 1967. The National Capital Planning Commission acquired tenant rights to the 485-acre Oxon Hill Farm through its Capper-Cramton Act authority in 1959 for the use of the Park Service. The farm had produced food for St. Elizabeths Hospital since the late nineteenth century. NPS subsequently negotiated with the Department of Health, Education, and Welfare, which had authority over St. Elizabeths, to locate a children's farm on the site. As has been mentioned, the living history program at the farm did not begin until 1967. Initially focused on farming practices in the first quarter of the twentieth century, by 1977 interpretation focused on the period between 1898 and 1914, a time when the total population of the United States grew quickly while the rural population declined. The period's beginning date was later moved back to 1880. As a representative working family farm from the period, Oxon Hill Farm was developed to show the increasing mechanization and commercialization of agriculture around the turn of the twentieth century. The farm property includes more than a dozen farm buildings, pasture, cropland, orchards, and forest. Farm practices, including milking, collecting eggs, shelling corn, or animal grooming were conducted

²⁹² Goodwin & Associates, 88-91; Mackintosh, "George Washington Memorial Parkway," 189-190; Neal, 95% draft comments, 168.

for visitors to watch. Seasonal demonstrations of farm practices were also developed, including planting crops, sheep shearing, cider pressing, and syrup making.²⁹³

Although a living historical farm was never completely developed at Antietam National Battlefield, a variety of living history events and demonstrations occurred there in the 1970s, including aspects of farm life. In 1975, volunteers gave living history demonstrations at Piper Farm; these included blacksmithing, gardening, quilting, and rug braiding. The following year, cattle were added to the farm and garden crops were grown. The restored smokehouse included butchering tools, kettles, and crocks, and the wagon shed and corncrib contained farm tools. NPS blacksmiths also demonstrated those skills. In 1977, living history programs took place at Dunkard Church, Piper Farm, the national cemetery, Burnside Bridge, and Bloody Lane. Soldier encampments took place, and hospital facilities were demonstrated. The experiment with living history at Pipe Farm ended in 1979, when a lack of NPS staff forced closure of the demonstrations.²⁹⁴

The Mall, Monuments, and Memorials

In 1952, the Mall, the Washington Monument Grounds, and West Potomac Park did not have the monumental appearance envisioned by L'Enfant in 1791 or re-envisioned by the McMillan Commission in 1901. The Washington Monument towered above downtown Washington at a site near the location L'Enfant had envisioned for an equestrian statue of the first president, and the Lincoln Memorial and Reflecting Pool had been built as the McMillan Commission had planned, but the broad expanse of green space lined by monumental buildings that had been envisioned for the Mall had not yet taken shape. Instead dozens of temporary buildings, constructed during both the first and second World Wars, had been constructed on Washington's public reservations to serve the war effort. During World War II alone, National Capital Parks issued forty-three permits for temporary buildings. Ten years later, none had been removed, inspiring Secretary of the Interior Douglas McKay to write to President Eisenhower on March 25, 1953, recommending a process to begin removal of the "tempo," as they were called.²⁹⁵ By 1962, however, twenty-nine tempos remained standing, including several that had been around since World War I, and the structures occupied nearly 160 acres of National Capital Region land.²⁹⁶ The temporary buildings stood at the foot of the Washington Monument, on the Mall in spaces not occupied by Smithsonian Museums, and on both sides of the Reflecting Pool. In 1964, a large project to remove the tempos on the Monument grounds and near the Reflecting Pool

²⁹³ Goodwin & Associates, 40-47.

²⁹⁴ Snell and Brown, 526-532; Jane Custer, cultural resource program manager, to authors (electronic mail), February 19, 2008.

²⁹⁵ Douglas McKay, secretary of the interior, to President Dwight Eisenhower, March 25, 1953, accession no. 79-66A-1097, box 11, Washington National Records Center, Suitland, Maryland.

²⁹⁶ Robert C. Horne, assistant regional director, to Mrs. Elizabeth Rowe, National Capital Planning Commission, March 13, 1963, accession no. 79-66A-1097, box 11, Washington National Records Center, Suitland, Maryland.

began. The demolition of the buildings proceeded slowly, with the last buildings demolished in 1970-71 on the north side of the Reflecting Pool on the site that would be filled by Constitution Gardens.²⁹⁷

Construction of public buildings had been part of the McMillan Plan for the Mall, and several museums were constructed as the tempos were removed. The first instance of this process during the study period took place in 1962, when the National Museum of American History (originally the National Museum of History and Technology) was built on Reservation 3B in the block bounded by 12th and 14th streets, Madison Drive, and Constitution Avenue, N.W. Subsequent museums constructed on the mall included the Hirschhorn Museum and Sculpture Garden (1974), the National Air and Space Museum (1976), the East Building of the National Gallery (1978), the National Museum of African Art and the Arthur M. Sackler Gallery of Asian Art (1987), the National Sculpture Garden (1999), and the National Museum of the American Indian (2004).²⁹⁸ On December 16, 2003, Public Law 108-184 authorized the establishment of the National Museum of African American History and Culture on a site to be selected by the Board of Regents of the Smithsonian Institution from four potential locations. The board has since selected a site on the Washington Monument Grounds bounded by Constitution Avenue, Madison Drive, and 14th and 15th streets, N.W.²⁹⁹

Removal of the temporary buildings also prompted the National Park Service to consider its plans for treatment of the Mall. NPS hired Nathaniel Owings of the architecture firm Skidmore, Owings, and Merrill (SOM) to prepare a master plan for the Mall in the mid-1960s. Although touted as *The Washington Mall Master Plan*, the plan's scope included not only the reservations considered by NPS as the Mall proper (the parkland bounded by 1st and 14th streets and Constitution and Independence avenues), but also the Washington Monument Grounds and West Potomac Park. The master plan team, which included Owings, architect David Childs, and landscape architect Dan Kiley, released two reports, in 1966 and 1973. While the reports differed in many details, they shared similar goals: removal of automobile traffic from the Mall, strengthening of the central vista from the Capitol to the Washington Monument and beyond to the Lincoln Memorial, and addition of outdoor visitor attractions. NPS never carried out the plans in any systematic manner, but several of its initiatives were partially implemented during the 1970s. The two inner roadways on the Mall, Adams and Washington drives, for instance, were converted to pedestrian paths and resurfaced with gravel during preparations for the celebration of the nation's bicentennial anniversary. The SOM plan had called for all four vehicle drives to be replaced with walkways. Union Square between 1st and 3rd streets was reconfigured, largely on the lines suggested by the SOM plan, and two streets (9th and 12th) were carried beneath the mall through tunnels in order to reduce traffic.³⁰⁰

²⁹⁷ Historic American Buildings Survey, "L'Enfant-McMillan Plan of Washington, D.C.," HABS No. DC-668. National Park Service, Washington, D.C., 1993, 72; Robinson & Associates, "East and West Potomac Parks," 8:84-8:85.

²⁹⁸ Fanning, 19-20, 76.

²⁹⁹ 117 Stat. 2676.

³⁰⁰ Fanning, 77-82.

The importance of the central location of the Mall, the Washington Monument Grounds, and West Potomac Park, the precedent set by memorials to Washington, Lincoln, Grant, and others, and the relandscaping the area received in the 1960s and 1970s no doubt made these important public lands attractive to the sponsors of new memorials. (Memorials in this area had always required an act of Congress, but site selection often occurred without input from the National Park Service.) Memorials had been planned for the Mall and adjacent parks prior to the 1970s, of course. The Franklin Delano Roosevelt Memorial Commission, established by an act of Congress approved August 11, 1955, selected West Potomac Park as the site of the memorial to Roosevelt. The site was authorized on September 1, 1959. The memorial was dedicated on May 2, 1997. The FDR memorial, designed by Lawrence Halprin as a series of four “rooms” illustrating events that occurred during Roosevelt’s four terms in office, includes sculptures and reliefs by Leonard Baskin, Neil Estern, Robert Graham, Thomas Hardy, and George Segal.³⁰¹

The memorial that began a wave of commemorative works that continued through the study period, however, was the Vietnam Veterans Memorial. Constitution Gardens and the Fifty-six Signers of the Declaration of Independence Memorial had already been approved when the Vietnam Veterans Memorial received authorization on July 1, 1980, but the controversial nature of the Vietnam memorial itself and the war it commemorated drew national attention to the Mall and adjacent parks. Jan Scruggs, who served a year as an infantry corporal in Vietnam, where he was wounded and decorated for bravery, founded the Vietnam Veterans Memorial Fund (VVMF) in 1979, along with several other war veterans. With Scruggs as its president, the VVMF selected the site in West Potomac Park between the monuments to Washington and Lincoln, secured congressional approval and funding through private donations, and held a design competition that was won by Maya Lin, then an architecture student at Yale University. The simplicity of her design – black granite walls in a V shape descending from ground level and inscribed with the names of servicemen and -women who died in the war – received criticism from some quarters for the very starkness that others applauded. (Figure 26) The lack of figurative and symbolic aspects of the wall continued to trouble some veterans groups, resulting in the decision to add nearby a statue of American soldiers and a flagpole as part of the memorial. The memorial wall – for which the Cooper-Lecky Partnership, an architectural firm from Washington, D.C., served as architects of record – was dedicated on November 13, 1982. The statue of three servicemen in Vietnam, by sculptor Frederick Hart, and the flagpole were dedicated on November 11, 1984. A separate memorial to women who served in Vietnam, was added nearby and dedicated on November 11, 1993. Sculptor Glenna Goodacre was responsible for the design of the figural group, while Hellmuth Obata Kassabaum (HOK) served as the architects of record for the memorial.³⁰² President George W. Bush signed legislation authorizing a visitor center for the

³⁰¹ 69 Stat. 694; Kohler, 86; Lawrence Halprin, *The Franklin Delano Roosevelt Memorial* (San Francisco: Chronicle Books, 1997), 5-26; National Park Service, “Franklin Delano Roosevelt Memorial,” National Park Service website, <http://www.nps.gov/fdrm/>.

³⁰² Kohler, 125-135; Parsons interview, October 12, 2006, 63-68 (Appendix E, 55-57); “Jan C. Scruggs,” Vietnam Veterans Memorial Fund website, <http://www.vvmf.org/index.cfm?SectionID=46>; “Vietnam Veterans Memorial: Evolution of the Memorial,” National Park Service website, <http://www.nps.gov/archive/vive/memorial/evolutionprint.htm>; Neal, 95% draft comments, 173.

memorial on November 17, 2003. In 2004, a team including James Cummings, of the Cooper-Lecky Partnership, gathered a team of professionals to begin the design and compliance process for the visitor center. The team included Arnold Associates, the original landscape architects for the memorial, and George Dickie, formerly of HOK. The visitor center is planned for an underground location near the original memorial. Also in 2004, a Vietnam Veterans Memorial Commemorative Plaque (also known as the “In Memory Plaque”) was added to the memorial to honor Vietnam veterans who died after service in Vietnam, but in as a direct result of that service.³⁰³

Memorials in West Potomac Park to commemorate two other wars soon followed. The Korean War Veterans Memorial was authorized by legislation signed into law on October 28, 1986. Situated across the Reflecting Pool from the Vietnam Veterans Memorial, the Korean War memorial consists of nineteen larger-than-life-size stainless steel figures representing the servicemen who participated in the war, a pool of remembrance, and granite walls on which are emblazoned historic photographs of the conflict. Cooper-Lecky Partnership designed the constructed memorial, adapting a competition-winning design by four architects and landscape architects from Pennsylvania State University. Frank Gaylord, of Barre, Vermont, sculpted the nineteen figures, which are arranged in combat formation climbing a hill. The memorial was dedicated on July 27, 1995.³⁰⁴

President Bill Clinton signed legislation authorizing the National World War II Memorial on May 25, 1993. Its design and location also provoked controversy. Initial plans for the selected site between the Washington Monument and the Lincoln Memorial were criticized as an interruption of the continuous vista between the two monuments. The project’s architect, Friedrich St. Florian, who was selected in a design competition, redesigned the monument to lessen these impacts, creating an open plaza around the reconstructed Rainbow Pool. Granite pillars ringed the site, representing the American states and territories that fought in the war, the battles in which they participated, and the individuals who gave their lives in service to the country. The World War II memorial was dedicated on May 29, 2004. Oehme/van Sweden Associates served as project landscape architects, and sculpture was designed and executed by Ray Kaskey.³⁰⁵ Also authorized in 1993 was a memorial to the U.S. Air Force, which was initially planned for a site near the U.S. Marine Corps War Memorial, also known as the Iwo Jima memorial, in Arlington,

³⁰³ James Cummings, Arnold Associates, George Dickie, and STV, Inc., “Vietnam Veterans Memorial Center: Site Selection Study Environmental Analysis,” prepared for the Vietnam Veterans Memorial Fund, January 26, 2005, 9; Darwina Neal, chief, cultural resources, National Capital Region, comments on 100% draft of “National Capital Region Administrative History, 1952-2005,” May 2008, 122; Pam West, director, Museum Resource Center, National Capital Region, comments on 95% draft of “National Capital Region Administrative History, 1952-2005,” March 2008, 173.

³⁰⁴ Parsons interview, October 18, 2006, transcript, 5-8 (Appendix E, 61-62); Robinson & Associates, “East and West Potomac Parks,” 8:88-8:90.

³⁰⁵ Parsons interview, October 18, 2006, transcript, 16-21 (Appendix E, 66-68); U.S. Department of the Interior, National Park Service, “National Mall and Memorial Parks,” National Park Service website, <http://www.nps.gov/nama/index.htm>; Neal, 100% draft comments, May 2008, 122

Virginia. The Marine Corps memorial site was authorized on June 16, 1953, and the monument dedicated on November 10, 1954. The proposed site for the Air Force memorial, and encouraged by the National Capital Region, overlooked the city from a ridge in suburban Virginia and was on axis with the Capital and the Lincoln Memorial. James Ingo Freed of Pei Freed Cobb & Partners won the design competition for the memorial. The location, however, ran into strong opposition from local residents who used the park and from the Marine Corps. After intense debate over the site, an alternative location was chosen on a hill overlooking the Pentagon and the monumental core of Washington. This selection of this site, authorized by act of Congress on December 28, 2001, removed the Air Force memorial from National Capital Region jurisdiction.³⁰⁶

The World War II and Air Force memorials were planned, designed, and executed under the Commemorative Works Act. According to Associate Regional Director for Land, Resources, and Planning John Parsons, the chaotic process to approve, design, and install the Vietnam Veterans Memorial convinced Arkansas Senator Dale Bumpers and Minnesota Congressman Bruce Vento that it was necessary to pass legislation to govern future memorials in the National Capital Region. NCR's land, resources, and planning office worked with the congressmen to draft what became the Commemorative Works Act, signed into law on November 14, 1986. The legislation established the National Capital Memorial Commission, consisting of the National Park Service director, the Architect of the Capitol, the chairmen of the American Battle Monuments Commission, the Commission of Fine Arts, and the National Capital Planning Commission, the mayor of Washington, the commissioner of the Public Buildings Service, and the Secretary of Defense. The commission's role is generally to review all proposals for memorials on NPS lands from proposed legislation through site selection and design. The legislation also established two areas in which to locate new memorials. Area I – generally speaking the Mall, the Washington Monument Grounds, and West Potomac Park – would be the location for commemorative works of subjects “of preeminent historical and lasting significance to the nation.” Area II would be the location of memorials related to subjects “of lasting historical significance.” The law also included other restrictions. Only wars or branches of the armed services could be commemorated, not battles or individual units. Individuals or groups of individuals could be commemorated only twenty-five years after the death of the individual or of last individual in the group. Also, the organization sponsoring the memorial has seven years to receive the building permit for the memorial after funding to build it has been secured or it loses its selected site; that is, the selected site is not granted permanently for the approved memorial.³⁰⁷ Congress amended this law in 2003 to declare the Mall – from the Capitol to the Lincoln Memorial and from the White House to the Jefferson Memorial – “a substantially completed work of civic art.” Further, the amendment prohibited the location of new commemorative works (not already authorized) within this area in order to protect its integrity.³⁰⁸ One effect of the Commemorative Works Act,

³⁰⁶ Parsons interview, October 18, 2006, transcript, 23-25 (Appendix E, 69-70); Gary Scott, Regional Historian, National Capital Region, to authors (electronic mail), June 2, 2008. The memorial was dedicated on October 14, 2006.

³⁰⁷ 100 Stat. 3651-3652; Parsons interview, October 12, 2006, 68-70 (Appendix E, (58-59); Neal, 95% draft comments, 175.

³⁰⁸ 117 Stat. 1353.

as amended, has been to shift the design, funding, and construction of memorial works on federal property in Washington from the government to private organizations, with federal agencies, such as the National Capital Memorial Commission and the National Park Service, involved in an advisory capacity.³⁰⁹

While memorials on the Mall and in West Potomac Park, as perhaps the most prominent locations for memorials in the National Capital Region, have garnered the most public attention, commemorative works were installed throughout NCR in the last half of the twentieth century. A case in point is the President Theodore Roosevelt Memorial. The Roosevelt Memorial Association purchased Analostan Island (now Theodore Roosevelt Island) in the Potomac near Georgetown in 1931 as a memorial to Roosevelt; legislation enacted on May 21, 1932 authorized the Office of Public Building and Public Parks – NCP’s forerunner – to accept the island and act as its caretaker. When NPS gained responsibility for the island in 1933, it maintained it as a natural refuge. In the early 1950s, NPS successfully prevented a bridge – now the Theodore Roosevelt Bridge – from being constructed across the island. The bridge was instead moved to the small island to the south. The memorial on the island today was authorized in October 1961 and consists of a 17-foot-high bronze statue of Roosevelt by Paul Manship standing in front of a 30-foot granite stele, four monoliths inscribed with Roosevelt quotes, and a paved plaza. Eric Gugler was the architect of the memorial, which was dedicated on October 27, 1967.³¹⁰

The Theodore Roosevelt Memorial and the U.S. Marine Corps War Memorial are among several administered by the superintendent of George Washington Memorial Parkway. These commemorative works have come under the parkway’s jurisdiction throughout the period of this study. GWMP also manages the Lyndon Baines Johnson Memorial Grove in Lady Bird Johnson Park. The grove was authorized by Congress on December 28, 1973. NCR Director Nash Castro and Laurance Rockefeller, both of whom had worked with Lady Bird Johnson on her beautification program, became involved in planning the memorial almost immediately after LBJ’s death. Virginia landscape architect Meade Palmer designed the memorial, which consisted of a granite megalith set in a grove of pine trees on a seventeen-acre site along Boundary Channel. The megalith and grove, which constituted Phase I of the memorial, were dedicated on April 6, 1976. On October 12, 1977, Phase II – an entrance plaza and parking area on the Pentagon side of Boundary Channel and a pedestrian footbridge across the channel that provided access to the memorial – were dedicated.³¹¹ A later memorial under the parkway’s jurisdiction is the Women in Military Service for America Memorial, which was authorized on November 6, 1986, and was dedicated on October 18, 1997. The memorial stands on a four-acre site at the ceremonial entrance to Arlington National Cemetery and incorporates the 1932 Neoclassical

³⁰⁹ Josepha O’Malley, attorney-advisor, national parks branch, U.S. Department of the Interior, to Gary Scott, regional historian, National Capital Region, (electronic mail), November 29, 2007.

³¹⁰ Mackintosh, “George Washington Memorial Parkway,” 135-145; James Goode, *The Outdoor Sculpture of Washington* (Washington, D.C.: Smithsonian Institution Press, 1974), 188.

³¹¹ Mackintosh, “George Washington Memorial Parkway,” 174-176; Neal interview, March 6, 2008; Darwina Neal, cultural resources chief, National Capital Region, to Peter May, associate regional director for land, resources, and planning, National Capital Region, (electronic mail), February 25, 2008.

hemicycle. The memorial incorporates a reflecting pool on the plaza in front of the hemicycle. The memorial's roof is an arc of glass tablets, 250 feet in diameter, inscribed with quotations by and about women who have served in defense of their country. The memorial was designed by Weiss-Manfredi Architects.³¹²

In the nineteenth and early twentieth centuries, prominent “off the Mall” locations for commemorative works could be found along Pennsylvania Avenue, where the progress of the diagonal avenue through the city’s street grid created opposing triangular spaces that became part of the city’s public reservations. Those locations were mostly built on by 1952. During the period of this study, only three new memorials were installed on the avenue between the Capital and the White House: the stone block dedicated to Franklin Delano Roosevelt in Reservation no. 35 north of the National Archives, dedicated on April 12, 1965; the memorial to Gen. John J. Pershing in Pershing Park (Reservation no. 617), authorized on April 2, 1956, and dedicated in 1983; and the United States Navy Memorial, authorized on March 5, 1980, and dedicated on October 13, 1987, between 7th and 9th streets, N.W. In addition to these memorials on the avenue itself, a statue of Supreme Court justice John Marshall Statue – a copy of William Wetmore Story’s 1883 statue at the Supreme Court – was installed in John Marshall Park in 1985. The statue faces south toward Pennsylvania Avenue from a plaza on C Street. The Pennsylvania Avenue Development Corporation had created John Marshall Park by closing what had been 4 ½ Street, N.W., between Pennsylvania Avenue and C Street in 1983. The park was incorporated into the Pennsylvania Avenue National Historical Park in 1996.³¹³ With the public spaces of Pennsylvania Avenue occupied, NPS planners have guided memorial sponsors to other appropriate public spaces. Massachusetts Avenue, for instance, is home to many of Washington’s foreign embassies, and several memorials to important foreign nationals or significant immigrants have been erected in the public reservations along or near that avenue. Memorials to Ukrainian poet Taras Shevchenko (dedicated June 27, 1964); Lebanese-American poet Khalil Gibran (dedicated May 24, 1991); Indian political and spiritual leader Mahatma Gandhi (dedicated September 16, 2000); and Tomas Masaryk, the first president of Czechoslovakia (dedicated September 19, 2002) were all added to reservations along or near Massachusetts Avenue.³¹⁴

A complete list of the memorials authorized and/or erected between 1952 and 2005 can be found in Appendix C.

³¹² Women in Military Service for America Memorial Foundation, Inc., “About the Memorial: History,” Women in Military Service for America website, <http://www.womensmemorial.org/About/history.html>; , 124, comments on 100% draft of “National Capital Region Administrative History, 1952-2005,” May 2008.

³¹³ Robinson & Associates, Inc., “Pennsylvania Avenue National Historic Site: National Register of Historic Places Documentation,” prepared for the National Park Service, National Capital Region, August 23, 2004, 14-15, 177-178, 192-193, 201-206.

³¹⁴ *Sculpture in the Parks*, 45; Parsons interview, October 18, 2006, 1, 28, 31 (Appendix E, 59, 72-73).



Figure 21 – National Capital Parks employees undertook a restoration of the White House grounds after its 1948-1952 renovation. (Abbie Rowe, White House Conservation & Restoration Collection, National Park Service Historic Photograph Collection, Harpers Ferry Center Library and Archives, March 18, 1952)



Figure 22 – Supreme Court Justice William O. Douglas drew attention to the Chesapeake & Ohio Canal with a much-publicized 1954 hike. In this circa 1959 photograph, visitors enjoy the canal’s scenic and historic resources. (Jack E. Boucher, National Park Service Historic Photograph Collection, Harpers Ferry Center Library and Archives, circa 1959)



Figure 23 – Representatives of the National Association of Colored Women’s Clubs and the Frederick Douglass Memorial and Historical Association presented Secretary of the Interior Stewart Udall (third from left) with the deed for the Frederick Douglass home on June 25, 1964. National Park Service Director George Hartzog is second from the right. (Abbie Rowe, National Park Service, National Capital Region, Museum Resource Center, June 25, 1964)



Figure 24 – A planned interstate highway threatened the Stone House and other historic resources at Manassas National Battlefield in 1957. (Historic American Buildings Survey, Stone House, Manassas vicinity, HABS VA,76-GROV, 2-1, Library of Congress, n.d.)



Figure 25 – A living history interpreter stands in front of a tobacco barn at National Colonial Farm in Piscataway Park. The late eighteenth century barn was moved to the park from Anne Arundel County. (Bill Clark, National Park Service, National Capital Region, Museum Resource Center, September 16, 1983)

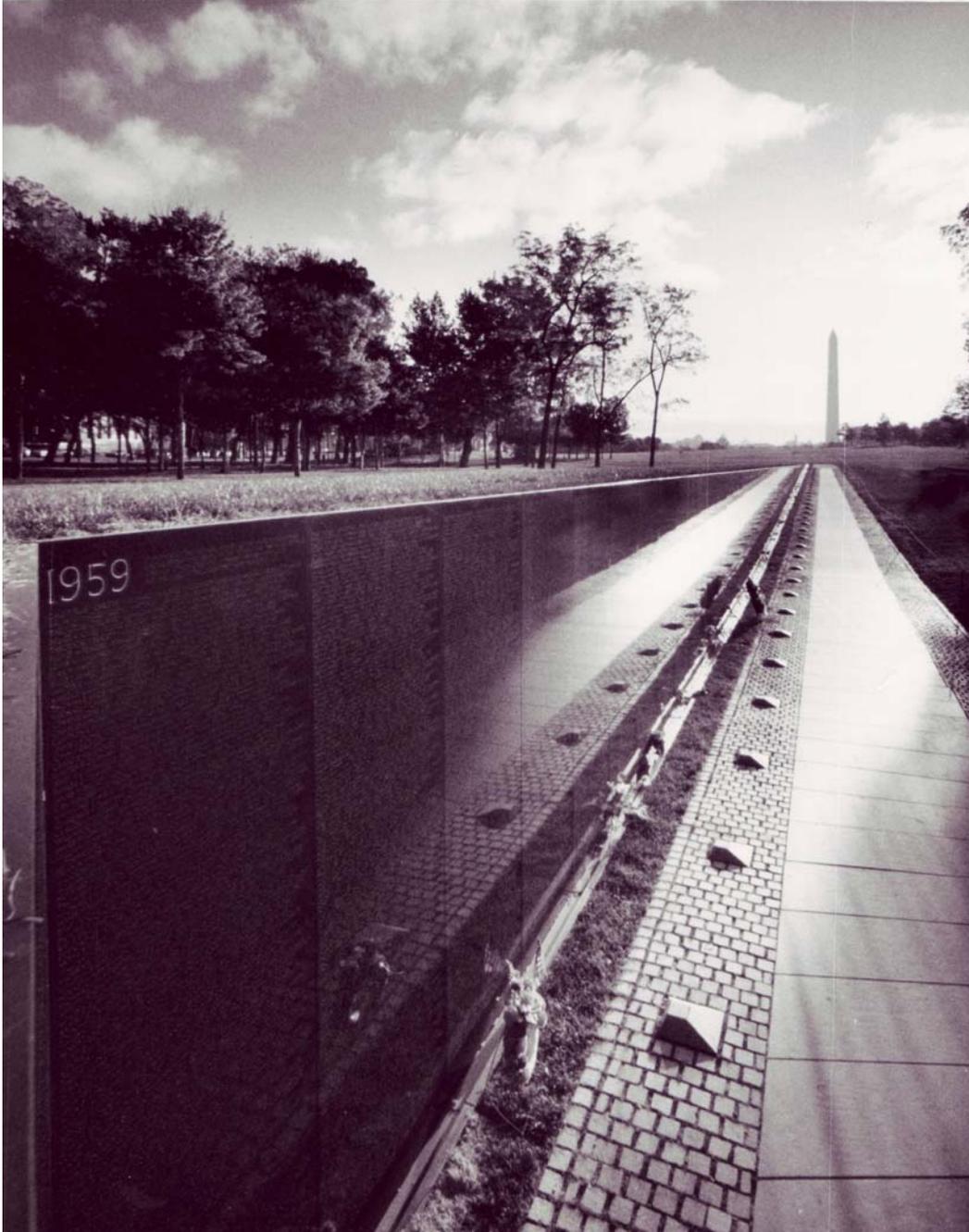


Figure 26 – The Vietnam Veterans Memorial, the original design of which was completed in 1982, set a precedent for large-scale memorials in West Potomac Park. (Bill Clark, National Park Service, National Capital Region, Museum Resource Center, October 15, 1984)

CHAPTER VI: Parks for the Arts

Russell Olsen, an associate Park Service director in the late 1970s, once told an interviewer that the NPS central office considered the parks of the National Capital Region “a horse of a different color,” in many ways distinct from the rest of the system.³¹⁵ One of the ways NCR’s unique position can be illustrated is through its park units devoted to the performing arts. The NPS publication *The National Parks: Shaping the System* states that the service became involved in a new kind of national park, previously unrepresented among its units, when it developed NCR’s Wolf Trap Farm Park for the Performing Arts (now Wolf Trap National Park for the Performing Arts), which opened in 1971. *Shaping the System* lists four units in the entire National Park System (through 2004) that include artistic performances as part of their mission. The National Capital Region administered three of the four when they opened: Wolf Trap, the John F. Kennedy Center for the Performing Arts, and Ford’s Theatre National Historic Site. The fourth is Chamizal National Memorial in El Paso, Texas, which serves as a venue for year-round performances of music, dance, theater, and opera.³¹⁶ To be sure, the Kennedy Center was developed to commemorate President Kennedy in addition to its role as a performing arts venue, and the primary function of Ford’s Theatre is to memorialize the assassination of Abraham Lincoln.³¹⁷ Wolf Trap, however, remains the only national park for the performing arts.

Performing Arts Venues in the National Capital Region, 1952-1970

Performing arts venues in the parks of the Nation’s Capital preceded the parks’ administration by the National Park Service. In 1917, when the Officer in Charge of Public Buildings held responsibility for the parks that now make up the National Capital Region, the Sylvan Theater was built on the grounds of the Washington Monument to accommodate musical and other performances. Since that time it has been consistently used and renovated. Major renovations took place in time for the Bicentennial celebration in 1976. Events held at Sylvan Theater have included lectures, musical performances, and dance recitals.³¹⁸ (Figure 27) National Capital Parks instituted, in 1935, a series of concerts at the Watergate, the formal Potomac River entrance to the Lincoln Memorial and its grounds. In 1937, the U.S. Navy provided a barge to be anchored in the river as a stage for the performances; the audience sat on the Watergate steps. A band shell was added to the barge in 1939. Performers included military bands from all branches of the

³¹⁵ Foresta, 170.

³¹⁶ McDonnell, *Shaping the System*, 77-78.

³¹⁷ The Kennedy Center was removed from the National Park System in 1994.

³¹⁸ Regional historian, National Capital Region, to superintendent, National Capital Parks-Central, January 16, 1992, history files, National Capital Region Headquarters; National Capital Parks, *Outdoor Program*, 1952, 1954-1956, 1958, 1961, 1965 (Washington, D.C.: U.S. Department of the Interior, National Park Service); Heine, III:5:1.

Armed Forces, opera companies, the Watergate Symphony Orchestra, and artists organized by the National Symphony Orchestra. The Watergate concerts ended in 1973.³¹⁹

Prior to construction of Wolf Trap and the Kennedy Center, the largest performance space in what is now the National Capital Region was Carter T. Barron Amphitheater, a 4,000-seat outdoor theater that opened in Rock Creek Park on August 4, 1950. On May 31, 1949, President Harry Truman had signed into law legislation that authorized the National Capital Sesquicentennial Commission to construct a building or buildings to commemorate the 150th anniversary of the establishment of the federal government in Washington, D.C. In November, Secretary of the Interior Oscar L. Chapman approved the idea of constructing a theater under this law, as well as the theater's proposed site in Rock Creek Park near 16th Street and Colorado Avenue, N.W. The theater was named after Sesquicentennial Commission member Barron, who died November 16, 1950. National Capital Parks became responsible for Carter Barron on July 1, 1952, after the dissolution of the commission. In addition to *Faith of Our Fathers*, a play commissioned for the opening of the theater that ran for two years, Carter Barron has hosted road companies of Broadway musicals, ballets, operas, the National Symphony Orchestra, local rock bands, Washington's own Shakespeare Theatre, and popular musical performers. During the Bicentennial celebration, the musical *1776* was performed at Carter Barron.³²⁰

Returning theatrical performances to Ford's Theatre had not been part of NPS's initial plans for its restoration. In 1965, however, Frankie Hewitt, a former Senate subcommittee staff director as well as public affairs adviser to United Nations Ambassador Adlai Stevenson, suggested to Secretary of the Interior Stewart Udall that the theater could be used for performances as a way to commemorate Lincoln's love of the arts. She then became a consultant to the department to establish a nonprofit organization to produce plays at Ford's. Hewitt became the president of that organization, the Ford's Theater Society, when it was established in June 1967, and concentrated on fundraising until 1971, when she resigned as president of the society to become the theater's executive producer. Hewitt organized televised fundraisers to support the theater that featured performers such as Luciano Pavarotti, James Stewart, Liza Minelli, Mikhail Baryshnikov, and Natalie Cole. In three decades of work at Ford's Theatre, Hewitt produced nearly 150 performances, emphasizing African-American, world premiere, and rarely produced American musicals. For her work, Hewitt received the National Park Service's highest civilian award, the Conservation Award, as well as the National Humanities Medal.³²¹

³¹⁹ U.S. Department of the Interior, National Park Service, National Capital Region and the Denver Service Center, "Cultural Landscape Report: West Potomac Park, Lincoln Memorial Grounds," U.S. Department of the Interior, National Park Service, National Capital Region, Cultural Landscape Program, August 1999, 51-52.

³²⁰ Mackintosh, "Rock Creek Park," 112-115; West, comments on 95% draft, 187. Mackintosh gives the date of Barron's death as November 17. Other sources list it as November 16.

³²¹ Claudia Levy, "Frankie Hewitt Dies at 71," *Washington Post*, March 1, 2003, B6; Kenneth Jones, "Frankie Hewitt, Who Preserved Ford's Theatre for Plays, Remembered at DC Memorial April 28," *Playbill*, April 17, 2003, Playbill website, <http://www.playbill.com/news/article/print/9043.htm>.

Wolf Trap and the Kennedy Center

At the same time that Ford's Theatre was being restored to its nineteenth-century purpose, the National Capital Region became involved in two completely new performing arts ventures, Wolf Trap Farm Park and the John F. Kennedy Center for the Performing Arts. Of the two, the Kennedy Center was conceived first, but Wolf Trap opened earlier, on July 1, 1971. The Kennedy Center opened barely two months later on September 8.

Catherine Filene Shouse, daughter of the successful Boston merchant Lincoln Filene, offered a portion of her Wolf Trap Farm to Secretary of the Interior Udall in 1965 for the purpose of constructing a performing arts facility in a park setting. Shouse had purchased 53 acres of the farm, 15 miles west of Washington near Vienna, Virginia, in 1930, gradually increasing her land holdings to 168 acres by 1956. As suburban Washington began to expand into the Virginia countryside, Shouse and her husband, former Congressman and Assistant Secretary of the Treasury Jouett Shouse, began looking for ways to maintain the property's rural quality. She donated 100 acres of Wolf Trap Farm to the federal government in 1966, and Public Law 89-671, signed into law on October 15, 1966, by President Johnson, established Wolf Trap Farm Park as "a park for the performing arts and related educational programs, and for recreational use in connection therewith." In addition to her farm land, Shouse donated more than \$2 million for the construction of the park's original performance space, the Filene Center, a ten-story-high structure of Oregon cedar designed by John Madyen and Edward Knowles. The Filene Center opened in 1971. (Figure 28) In 1981, Shouse donated additional land for the construction of an indoor theater space, known as the Barns, which was built using two eighteenth-century structures moved from upstate New York to the park.

Fire has twice nearly destroyed the facilities at Wolf Trap. Prior to its opening in 1971, a fire destroyed most of the Filene Center, delaying the opening for a month. On April 4, 1982, a second fire burned the Filene Center again, and performances for the 1982 and 1983 seasons were held in a prefabricated building, known as the Meadow Center, which was brought to Wolf Trap from the United Arab Emirates with the help of the government of Saudi Arabia. The second Filene Center was constructed of Douglas fir with a yellow pine ceiling. The wood elements of the theater were treated with flame retardant chemicals and a state-of-the-art fire detection system was added.³²²

In addition to her generous gifts to the park, Shouse headed the Wolf Trap Foundation for the Performing Arts, the nonprofit organization that develops and operates most of the park's theatrical and educational programs. The foundation creates and selects programs for the performance spaces, develops educational programs, is responsible for ticket sales, marketing,

³²² Claudia Levy, "Wolf Trap Founder Catherine Shouse Dies," *Washington Post*, December 15, 1994, A1; U.S. Department of the Interior, National Park Service, Wolf Trap National Park for the Performing Arts, "History of Wolf Trap National Park for the Performing Arts," National Park Service website, <http://www.nps.gov/wotr/html>; Wolf Trap Foundation for the Performing Arts, "What Is Wolf Trap?" and "Wolf Trap – A Historical Sketch," Wolf Trap Foundation website, <http://www.wolf-trap.org/foundation>.

advertising, public relations, and fundraising. Performances at the 7,000-seat Filene Center, which run from the end of May until early September, include popular, jazz, and classical music, dance, theater, and opera. The 382-seat Barns at Wolf Trap (not operated by NPS) hosts performances from October to early May. Educational programs conducted by the foundation include the Wolf Trap Institute for Early Learning through the Arts, scholarships in musical instruction for high school students, internships, and a summer residency program for young opera singers.³²³

Unlike Ford's Theatre and Wolf Trap, the National Capital Region was not involved with the initial planning of the John F. Kennedy Center for the Performing Arts. On July 1, 1955, President Eisenhower signed Public Law 128, which created the District of Columbia Auditorium Commission. The law charged the commission with planning, design, location, financing, and construction of an auditorium complex that would include a hall of presidents, as well as music, fine arts, and mass communications venues. The commission's report, released January 31, 1957, recommended a site of nearly 27 acres in Foggy Bottom, but local opposition initially stopped this proposal. Four sites were considered over the next fifteen months, including the current location of the National Air and Space Museum and a portion of the Foggy Bottom tract originally proposed for the project that bordered Rock Creek and Potomac Parkway.³²⁴ The ultimate decision for the location of the auditorium devolved upon the Commission of Fine Arts, which approved the Foggy Bottom site on May 22, 1958. The National Cultural Center Act was subsequently signed into law by President Eisenhower on September 2, 1958. The act established the mission of the National Cultural Center for the Performing Arts as the presentation of classical and contemporary music, opera, drama, dance, and poetry; the establishment of educational programs; the development of programs for all age groups; and the provision of facilities for other civic activities.³²⁵ Four years later, on January 23, 1964, President Johnson signed legislation that amended this act to establish the John F. Kennedy Center for the Performing Arts as a memorial to the assassinated president.³²⁶

National Park Service involvement with the Kennedy Center began with the passage of the National Cultural Center Act, since NPS Director Conrad Wirth was named one of the fifteen *ex officio* members of the center's board of trustees.³²⁷ The inclusion of the Kennedy Center in the National Capital Region resulted from a provision of the National Cultural Center Act that provided for acquisition of property for the center by NCPC through funds to acquire land "for parks and parkway services as part of the National Park System" – that is, through the Capper-

³²³ Wolf Trap Foundation for the Performing Arts, "What Is Wolf Trap?"

³²⁴ The other two were the site of the Old Naval Observatory and the Pension Office, now the National Building Museum.

³²⁵ Ralph E. Becker, *Miracle on the Potomac: The Kennedy Center from the Beginning* (Silver Spring, Maryland: Bartleby Press, 1990), 14-32.

³²⁶ *Ibid.*, 72.

³²⁷ *Ibid.*, 203.

Cramton Act of 1930. The land on which the Kennedy Center was built, therefore, became part of Rock Creek and Potomac Parkway.³²⁸ In the early stages of planning the center, NPS offered “to accommodate the adjoining park development to enhance the beauty of the Center,” according to NCR Director T. Sutton Jett’s testimony before Congress late in 1963. Deputy Regional Director Robert C. Horne also testified before a skeptical Congress in early 1964 on the suitability of the site. NPS participation in the development of the Kennedy Center included cooperation with architect Edward Durrell Stone in the production of architectural and engineering studies and the transfer of park land for the proposed building. NCR also relocated a portion of Rock Creek and Potomac Parkway in order to accommodate traffic needs. The work of relocating the parkway closer to the river, at a cost of \$1 million, began in 1965.³²⁹ (Figure 29) The change in the course of the parkway resulted in the elimination of “an open vista of expansive lawns and graceful rows of trees stretching from the Lincoln Memorial to the mouth of Rock Creek,” according to the Historic American Buildings Survey.³³⁰

National Capital Region responsibilities for the operation and maintenance of the Kennedy Center were not determined until shortly before the facility opened. The center had two primary functions: It was a memorial to President Kennedy and a national cultural institution. The trustees of the center and NPS agreed that, as a memorial that would be visited by unknown numbers of tourists each year – like the nearby memorials to Washington, Jefferson, and Lincoln – at least some of its costs should be borne by the federal government. An appropriation of \$1.5 million was approved by President Nixon on June 16, 1972, to cover NPS costs, which included maintenance, security, information, and other nonperforming arts services. A similar sum was appropriated the following fiscal year. Thereafter, operation and maintenance costs were paid according to a cooperative agreement worked out between the trustees of the Kennedy Center and the National Park Service. NPS paid 76.2 percent of the costs, while the Kennedy Center paid 23.8 percent. The formula was based on the proportion of operational costs attributable to nonperforming arts and performing arts functions. Costs for maintaining the building were high, \$4.5 million by 1989.³³¹ Appropriations did not keep up with needed repairs, however, according to James M. Ridenour, NPS director from 1989 to 1993, and by the end of the 1980s, the Kennedy Center, like many other Park Service facilities, had a major maintenance backlog.³³² The trustees of the Kennedy Center received complete jurisdiction over the center by act of Congress signed into law on July 21, 1994, removing it from the National Capital Region.³³³

³²⁸ Ibid., 92. McDonnell, in *Shaping the System*, gives the date of NPS acquisition of the Kennedy Center as June 16, 1972, the date of legislation formalizing responsibilities for funding the operation and maintenance of the facility, rather than the date of the original National Cultural Center Act, which authorized Capper-Cramton Act funding.

³²⁹ Ibid., 68-76, 102.

³³⁰ HABS, “Rock Creek and Potomac Parkway,” 137.

³³¹ Becker, 154-161.

³³² Ridenour, 107-111.

³³³ McDonnell, *Shaping the System*, 82.



Figure 27 – The Sylvan Theater, constructed in 1917 and renovated several times since, continues to be used as a venue for concerts and other events on the grounds of the Washington Monument. (Bill Clark, National Park Service, National Capital Region, Museum Resource Center, n.d.)



Figure 28 – The Filene Center at Wolf Trap opened in 1971. (National Park Service, National Capital Region, Museum Resource Center, n.d.)



Figure 29 – Construction of the John F. Kennedy Center for the Performing Arts resulted in the relocation of a segment of Rock Creek and Potomac Parkway closer to the river. (Historic American Buildings Survey, Rock Creek and Potomac Parkway, HABS DC, WASH, 68638, n.d.)

CHAPTER VII: Society and Politics in NCR Parks

The National Capital Region of the National Park Service is an urban park system encompassing NPS parks in and around the seat of the government of the United States. Until 1971, NCR also developed and maintained the recreational park system of the city of Washington, D.C., and has always operated parks and programs for visitors to and residents of the metropolitan region. Given these facts – as well as the rapid changes that took place in American society in the last half of the twentieth century and the public debates over national issues such as civil rights and international conflicts that also characterized the period – it should come as no surprise that some of the parks of the National Capital Region became stages on which many social and political debates of the era took place. During the period of this study (1952-2005), the use of NCR parks for parades, rallies, and other demonstrations to bring issues of national policy before the government and the citizenry grew in favor with activists of all political persuasions. The parks of the Nation’s Capital – especially the National Mall, the Washington Monument grounds, West Potomac Park, and President’s Park – thus became primary locations for the expression of First Amendment rights guaranteed by the Constitution. At the same time, the National Capital Region endeavored to balance its function as the setting for the national government with its other mandates: social programs, like Summer in the Parks, designed satisfy the needs of overlooked segments of society, festivals and celebrations such as the Smithsonian Folklife Festival and the Fourth of July celebration, and more mundane requirements to maintain facilities, to provide for public recreation, and, at times, to maintain order. Finally, late in the study period, terrorist threats led to new efforts to balance the traditional openness of NCR parks with needs to protect the safety of individuals and cultural resources. This chapter will address these issues in their various contexts.

NCR Parks as Settings for First Amendment Activities

The first amendment to the Constitution of the United States guarantees “the right of the people peaceably to assemble, and to petition the Government for a redress of grievances.”³³⁴ The first national march on Washington in which citizens exercised these rights took place in the spring and summer of 1894, when “Coxey’s Army,” composed of 500 unemployed men led by stone quarry owner Jacob Coxey, traveled from Ohio to Washington to petition Congress for relief. The march route took the army from Washington Circle down Pennsylvania Avenue, past the White House to the Peace Monument at the foot of Capitol Hill. Coxey, who cited the First Amendment right of assembly to support the march, was arrested for attempting to speak on the steps of the Capitol. Coxey’s Army left Washington on August 14, 1894, without having gained the public works program it sought, but having set a precedent for public demonstrations in Washington on nationally important issues.³³⁵ A more successful use of the tactics of public

³³⁴ *The Constitution of the United States of America, as amended*, 108th Cong., 1st sess., 2003, H Doc. 108-95, 13.

³³⁵ Lucy G. Barber, *Marching on Washington: The Forging of an American Political Tradition* (Berkeley, California: University of California Press, 2004), 11-40.

demonstration in the Nation's Capital took place during the administration of President Woodrow Wilson. In 1917, twelve members of the National Woman's Party, organized by Alice Paul, began silently picketing near the White House in an effort to persuade Wilson to support a constitutional amendment giving women the right to vote. After a year of such demonstrations and the arrest of 97 suffragists, Wilson reversed his previous position and supported the amendment, which was ratified on August 26, 1920. In addition, the U.S. Court of Appeals for the District of Columbia ruled the arrests of the demonstrators and their sentences invalid, thereby establishing the area around the White House as a place for public exercise of First Amendment rights.³³⁶

In her book *Marching on Washington*, Lucy G. Barber points out that the demonstrations by Coxey's Army at the Capitol and by the suffragists at the White House targeted locations where decisions about national policy were made.³³⁷ Exercise of the rights of assembly and free speech at a symbolic location can be said to have begun with a concert by renowned mezzo-soprano Marian Anderson at the Lincoln Memorial on Easter Sunday in 1939. Organizers of the concert had sought the use of Constitution Hall (the auditorium of the Daughters of the American Revolution), or a high school auditorium, but were turned down on racial grounds by the DAR and the District of Columbia Board of Education. After the refusal of these organizations, African American civic leaders, officers of the National Association for the Advancement of Colored People, and Anderson's managers planned the concert as a protest against segregation. Realizing the symbolic value of the Lincoln Memorial as an alternative venue for the concert, the organizers sought and received permission to hold the concert there from Secretary of the Interior Harold L. Ickes, who cleared the plan with President Franklin D. Roosevelt.³³⁸ Anderson's concert inspired several other attempts in the 1940s and 1950s to use the Lincoln Memorial as the location of a public demonstration. In 1942, for example, black labor leader A. Philip Randolph was denied a permit for a demonstration against discrimination in the work place. In defending his decision not to permit Randolph's demonstration, Ickes proved prophetic: "If we allow one controversial subject to be discussed" on this public ground, Ickes wrote in his diary, "it would be difficult for us to deny its use on similar occasions."³³⁹

Ickes' prophecy came true in the 1950s, when civil rights protests and demonstrations concerning events of national significance, such as the execution of Julius and Ethel Rosenberg on espionage charges, took place on the Mall, near the Lincoln Memorial, or in President's Park on a regular basis. By 1962, a Washington police officer labeled demonstrations at the White House "a

³³⁶ Barber, 54-74; Eugene L. Roberts, Jr., and Douglas B. Ward, "The Press, Protesters, and Presidents," in *The White House: The First Two Hundred Years*, Frank Freidel and William Pencak, eds. (Boston: Northeastern University Press, 1994,) 126-133.

³³⁷ Barber, 124.

³³⁸ Scott A. Sandage, "A Marble House Divided: The Lincoln Memorial, the Civil Rights Movement, and the Politics of Memory, 1939-1963," *Journal of American History* 80 (June 1993), 135-145.

³³⁹ Quoted in Sandage, 153.

national habit.” One of the most successful demonstrations by many accounts and the one often considered the precedent for later protests was the August 28, 1963, March on Washington for Jobs and Freedom, organized by a coalition of civil rights groups including the National Association for the Advancement of Colored People, the National Urban League, the Southern Christian Leadership Conference, the Congress of Racial Equality, and the Student Nonviolent Coordinating Committee. As a result of the need for a large site to accommodate the expected number of demonstrators and for symbolic associations, the organizers, in concert with the administration of President John F. Kennedy, including the Department of the Interior and the National Park Service, and District of Columbia officials, determined to hold the demonstration on the grounds of the Washington Monument and the Lincoln Memorial, rather than at the White House. Organizers established the rally’s headquarters on the monument grounds across Constitution Avenue from the Ellipse, and demonstrators marched down Constitution and Independence avenues to assemble on the Lincoln Memorial grounds on either side of the Reflecting Pool for music and speeches, including Martin Luther King, Jr.’s now famous “I have a dream” speech.³⁴⁰ (Figure 30) The Lincoln Memorial and its grounds became so closely associated with King and his speech that National Capital Region staff helped establish – along with the Martin Luther King, Jr., Federal Holiday Commission – an annual observance there in honor of his birthday, which became a national holiday in 1986. Beginning that year and throughout the study period, NCR encouraged the participation of school groups in the event, which always centered around King’s inspiring speech.³⁴¹

Barber calls the August 1963 march “the first mass-marketed protest in the history of demonstrations in Washington.”³⁴² Its resulting size (250,000 people), peacefulness (no violent incidents recorded), and success (general praise for its sentiments and order) inspired many other demonstrations in West Potomac Park. King was himself involved in the early planning of the Poor People’s Campaign, which came to Washington in May 1968, just weeks after the civil rights leader was assassinated. Unlike the single-day, peaceful demonstration in 1963, executed with the cooperation of the local and federal governments, disagreements among organizers, occasional violent confrontations between police and demonstrators, and damage to federal property marked the open-ended Poor People’s Campaign. More than 500 plywood dwellings were built on the fifteen-acre site, called “Resurrection City,” in West Potomac Park south of the Reflecting Pool, along with larger buildings such as a store and a cultural center. Three thousand people took part in the campaign. The goal of the demonstration, led by Ralph David Abernathy of the Southern Christian Leadership Conference, was to bring attention to the plight of poor people in the United States and to seek relief from the government. The demonstration was intended to continue for as long as was necessary to secure government action.

The size and density of the encampment, along with frequent rain, caused damage to the park, and when two violent incidents occurred on June 21, 1968, government officials determined not

³⁴⁰ Barber, 145-161; Sandage, 155-161.

³⁴¹ J. Mel Reid, National Capital Region Equal Opportunity Manager, sworn statement, December 18, 2001, 1-3, provided by Josepha O’Malley, attorney-advisor, National Parks Branch, U.S. Department of the Interior.

³⁴² Barber, 154.

to extend the demonstrators' permit for use of the park, which ended on June 24. (Figure 31) City Mayor Walter E. Washington, District of Columbia officials, and representatives of the Justice, Interior, and Defense departments, including NCR Director Nash Castro, arrived at this determination. On June 24, one thousand officers from the Metropolitan, Capitol, and Park police evicted the residents of Resurrection City. More than 300 demonstrators were arrested, including 200 on their way to demonstrate at the Capitol. The next day, workers from the General Services Administration, the Department of the Interior, and the D.C. Highway Department took down the buildings, removed utilities, and stored remaining personal effects. The National Park Service later billed the Southern Christian Leadership Conference for work related to restoring the site, which included removing the temporary buildings, relandscaping, and repairing damage to the District of Columbia World War I Memorial. The bill did not include resodding and reseedling the grass on the site, which NPS considered "reasonable wear and tear" as a result of the permitted use.³⁴³

National Mall and Memorial Parks have been the venue for demonstrations for a range of social issues beyond individual rights. Earth Day, for instance, is an annual, nationwide day of environmental activism founded by Senator Gaylord Nelson of Wisconsin. The first Earth Day, which took place across the country on April 22, 1970, included both the celebration of the natural world and demonstrations against pollution and environmental degradation of all kinds. In Washington, the Washington Area Environmental Coalition sponsored a march that began at 21st Street and Constitution Avenue, N.W., and passed the Department of the Interior Building on its way to the Sylvan Theater. Approximately 1,700 college students and school children participated in the march, which included the symbolic dumping of a small quantity of oil on the Interior building's steps in protest of oceanic oil spills. The program at the Sylvan Theater included a speech by Maine Senator Edmund Muskie and songs by folk singer Pete Seeger. National Mall and Memorial Parks has continued to be a location for Earth Day activities since that time.³⁴⁴

The difficulties of Resurrection City led to efforts on the part of the federal government to end encampments on the Mall for the purpose of First Amendment expressions. In 1971, when three large protests against the Vietnam War were planned for the Mall, the Interior Department denied demonstrators places to camp. The U.S. Court of Appeals reversed the ban, but the U.S. Supreme Court upheld it. Despite support from the court, President Richard M. Nixon decided not to evict

³⁴³ Paul W. Valentine and Carol Honsa, "City of Huts Started Near Mall: Leaders Vow a Long Camp-In," *Washington Post*, May 14, 1968, A1; "Officials Agree Not to Extend Resurrection City's Permit," *Washington Post*, June 22, 1968, A1; Paul W. Valentine, "343 Poor Marchers Arrested," *Washington Post*, June 25, 1968, A1; Paul F. Levey, "Bulldozers Level Tent City," *Washington Post*, June 26, 1968, A1; Jean r. Hailey, "U.S. Sends \$71,795 Bill for Resurrection City," *Washington Post*, August 8, 1968, A1.

³⁴⁴ Gaylord Nelson, "The History of Earth Day," Wilderness Society website, <http://www.wilderness.org/history>; Herbert L. Denton and Claudia Levy, "March on Interior to Highlight Earth Day Activities in D.C.," *Washington Post*, April 22, 1970, A6; Richard Harwood, "Earth Day Stirs Nation," *Washington Post*, April 23, 1970, A1.

protesters when Vietnam Veterans against the War defied the camping ban in April 1971.³⁴⁵ During May Day protests less than a month later, however, District police dispersed demonstrators camping in West Potomac Park prior to several days of planned protests. Approximately 20,000 demonstrators, however, did make several attempts to disrupt the city's normal routine, frequently focusing on NCR parks. Bicycle racks and wooden barricades at the Lincoln Memorial, for instance, were used to block traffic crossing Memorial Bridge. More than 10,000 police, soldiers, and national guardsmen responded to the situation, and helicopters landed marines on the Washington Monument grounds. Barber calls this mobilization "the largest response ever to a demonstration in Washington."³⁴⁶ The three anti-war rallies in April and May of 1971 cost the Department of the Interior more than \$500,000 for police involvement, cleanup, and repair of damages.³⁴⁷

During the study period (1952-2005), President's Park has been as important a location for exercise of First Amendment rights as the Mall and West Potomac Park, although, due to the size of the park, its public space further limited by the fences surrounding the White House, these demonstrations have not been nearly as large as those in the monumental core of the city. Demonstrators have generally chosen the Pennsylvania Avenue sidewalk north of the White House or the Ellipse south of the mansion as the locations for these events. In the 1960s, protests at the White House centered on nuclear weapons, American policy toward Cuba, civil rights, the Congo, and other issues. In 1960, demonstrators marched at the White House on ninety-six days; a year later, that number reached 229 days. Later in the 1960s, by which time demonstrations throughout the country had grown more aggressive, some protesters posed as tourists, entered the White House on guided tours, then broke away from their groups for sit-ins. After the United States Supreme Court ruled on the case of *Roe vs. Wade*, on January 22, 1973, an annual protest against the decision that legalized abortion began. Ultimately, known as the March for Life, the event developed a format that includes a rally on the Ellipse followed by a march down Constitution Avenue to the Supreme Court Building. Other issues raised in President's Park rallies during the study period include American policy in the Middle East and gay and lesbian civil rights.³⁴⁸

According to historians Eugene L. Roberts, Jr., and Douglas B. Ward, the intensity of the protests in the late 1960s and early 1970s, along with the assassinations of political and social leaders such as President Kennedy, presidential candidate Robert F. Kennedy, and King, led to federal regulations governing demonstrations on public land. The regulations have been further refined by court decisions – two dozen between 1971 and 1992. In these decisions, the courts have

³⁴⁵ Barber, 188-190.

³⁴⁶ *Ibid.*, 204-210.

³⁴⁷ U.S. Department of the Interior, National Park Service, "Cultural Landscape Report: Washington Monument and Grounds," initial draft, May 2003, 2:77.

³⁴⁸ Roberts and Ward, 133-134; O'Brien, 361; Barry Mackintosh, *The United States Park Police: A History* (Washington, D.C.: U.S. Department of the Interior, National Park Service, History Division, 1989), 54; "March for Life," Wikipedia, http://en.wikipedia.org/wiki/March_for_Life.

sympathized with regulations designed to protect the president's life and with encampment bans to keep public spaces in a sanitary condition.³⁴⁹ In 2005, National Park Service *Management Policies* reflected the legal framework governing the expression of First Amendment rights in the parks, citing specific sections of the *Code of Federal Regulations*. The *Management Policies* address the special situation of areas like the extended Mall and President's Park in the federal regulations: While in most parks across the country, as well as in some National Capital Region units, park superintendents designate the park areas where demonstrations may take place, "[s]elected National Capital Region parks are subject to special demonstration regulations ... and do not have such areas designated by the superintendent."³⁵⁰ The special federal regulations for the National Capital Region address all park areas within Washington, D.C., which includes President's Park, the Mall, the Washington Monument grounds, and West Potomac Park. The special federal regulations also generally require a permit for a demonstration unless it is of a group of twenty-five participants or less or if it occurs within four parks (Franklin Park, McPherson Square, and Reservation nos. 31 and 46). The regulations prohibit the location of demonstrations to a certain degree (not within the circle at the Washington Monument, for instance, or within designated areas of the Lincoln, Jefferson, or Vietnam Veterans memorials) and restrict the size in two locations (750 people on the Pennsylvania Avenue sidewalk north of the White House, 3,000 people in Lafayette Park). While demonstrations of extended duration are allowed through the permitting process, camping on the demonstration site is not.³⁵¹

Special Events in the Monumental Core Parks

The section of the *Code of Federal Regulations* devoted to the National Capital Region also addresses events that take place there on a regular basis, including the annual Fourth of July celebration, the Smithsonian's Festival of American Folklife, the Christmas Pageant of Peace, the Cherry Blossom Festival, and inaugural festivities. The regulations state the location for these events and the usual time during the year when they take place and recognize their priority over other events.³⁵² All of the events cited in the regulations are traditions of long standing. The Fourth of July celebration on the Washington Monument grounds began at about the same time that the cornerstone for the monument was laid in 1848. It is not clear when fireworks became part of this celebration, but fireworks were set off on the grounds of the monument as early as March 6, 1889. The Independence Day celebration has always been one of the largest, annual, single-day events in the National Capital Region, its attendance rising from 170,000 visitors in 1961 to 500,000 by 2003. (Figure 32) While traditionally focusing on events on the Washington

³⁴⁹ Roberts and Ward, 134-135.

³⁵⁰ U.S. Department of the Interior, National Park Service, *NPS Management Policies 2005*, Chapter 8: Use of the Parks, 8.6.3 First Amendment Activities, National Park Service website, <http://www.nps.gov/policy/mp/chapter8.htm>.

³⁵¹ *Code of Federal Regulations*, 36 CFR 7.96(g)(3)(ii),(5)(ii)(A), "Special Regulations, Areas of the National Park System, National Capital Region, Demonstrations and special events," 150-159, Government Printing Office website, http://www.access.gpo.gov/nara/cfr/waisidx_07/36cfr7_07.html.

³⁵² *Code of Federal Regulations*, 36 CFR 7.96(g)(4), 1151-152.

Monument grounds, the size of the celebration has spread participants onto the Mall and West Potomac Park, and events now include a parade on Constitution Avenue and a prime-time concert on the West lawn of the U.S. Capitol.³⁵³

In 1912, the people of Japan sent a friendship gift of 3,000 cherry trees to the people of the United States. Most of these were varieties of Yoshino cherries and were planted around the Tidal Basin. The Commissioners of the District of Columbia began a three-day celebration of this gift in the spring of 1934, and the first Cherry Blossom Festival, sponsored and organized by a number of local civic organizations, took place a year later. Since 1952, the festival has expanded to include art exhibits, music, sporting events, a parade, and many other activities. National Mall and Memorial Parks (NAMA) employees lead bike tours and walks and conduct events for children during the festival. On March 30, 1954, the Japanese ambassador to the United States presented a 300-year-old stone lantern to the District of Columbia to commemorate the one-hundredth anniversary of the first treaty between the two countries. The lighting of this lantern near the Tidal Basin has become the traditional opening of the festival. Another tradition begun during the study period (1952-2005) is the exchange of cuttings between Japan and the United States to maintain the genetic heritage of the cherry trees. In 1952, cuttings from the original gift trees in Washington were sent to Japan to restore a cherry grove that had declined as a result of World War II. In 1965, the Japanese government sent 3,800 cherry trees to First Lady Lady Bird Johnson to be used in her Beautification program; many were planted on the Washington Monument grounds. Such exchanges have continued through the beginning of the twenty-first century. The organizations involved in the festival formed National Cherry Blossom Festival, Inc., in 1985 to coordinate the festival with the Park Service and city officials. In 1994, the organizers extended the festival from one week to two weeks to accommodate the increasing number of events and ensure that cherry trees were in bloom for at least part of the festival.³⁵⁴

Calvin Coolidge pressed a button to light the first Christmas tree on the Ellipse on December 24, 1923. The tree lighting became an annual ritual at several locations in President's Park before returning to the Ellipse permanently in 1954, when local businessmen organized a larger winter festival around the lighting ceremony called the Christmas Pageant of Peace. The businessmen, incorporated as the not-for-profit Christmas Pageant for Peace, Inc., in 1955, added several displays and programs to the lighting ceremony, including a life-size nativity scene with live animals, entertainment, exhibition booths, and programs in which foreign embassy workers presented the Christmas traditions of their native countries. When President Eisenhower

³⁵³ "Cultural Landscape Report: Washington Monument and Grounds," 2:21, 2:41, 2:75; National Capital Region, *Annual Report*, fiscal year 1967, 30, accession no. 79-72A-6215, box 4, Washington National Records Center, Suitland, Maryland; National Capital Parks-Central, *Annual Report*, 2003, 10-11, Finding Aid UD-UP, entry 5, Park Superintendents Annual Narrative Reports, box 2, National Archives and Records Administration, College Park, Maryland.

³⁵⁴ Robinson & Associates, "East and West Potomac Parks," 7:47-48; U.S. Department of the Interior, National Park Service, "Cherry Blossom History," National Mall and Memorial Parks website, <http://www.nps.gov/nama/planyourvisit/cherry-blossom-history.htm>; National Cherry Blossom Festival, Inc., "About NCBF," "History of the Trees and Festival," and "List of All Events," National Cherry Blossom website, <http://www.nationalcherryblossomfestival.org/>; Wheelock to Scott, January 4, 2008; Neal, comments, 207.

inaugurated the first Christmas Pageant of Peace by lighting the Ellipse tree on December 17, 1954, a path lined with smaller trees led visitors to the larger tree. This tradition evolved into the use of trees representing the fifty states, the District of Columbia, and U.S. territories around the national tree. In the half century since the first Christmas Pageant of Peace, the ceremony has reflected social and political concerns. Environmental awareness led to the first use of a permanent, live tree in 1973 to replace the cut trees that had been used previously. Trees representing states, the District of Columbia, and U.S. territories continued to be cut and temporarily erected for the pageant. In 1979, President Jimmy Carter lit a Hanukkah menorah on the Ellipse – another first for the holiday festivities in President’s Park. Also in the 1970s, citizens concerned with the separation of church and state instigated court cases that resulted in the removal of the nativity scene from the official pageant. The ruling did allow the National Park Service to grant a permit to an independent group to erect a nativity scene on the Ellipse but outside the designated pageant site. Due to subsequent changes in the Establishment Clause jurisprudence in the late 1980s, however, the nativity scene returned as part of the Park Service’s event. After the attempted assassination of President Ronald Reagan in 1981, the president lit the tree remotely from the White House for the rest of his administration. During the presidency of Bill Clinton, reindeer, first incorporated into the pageant in 1958, were removed from the tableau at the behest of animal rights activists. Except for these kinds of changes, the Christmas Pageant of Peace, featuring the lighting of the national Christmas tree by the president, the first lady, and their guests, remained a constant throughout the period of this study.³⁵⁵

The Smithsonian Festival of American Folklife is the most recent of the annual events sanctioned by federal regulations, having had its start on the Mall in 1967. Conceived by the secretary of the Smithsonian Institution, S. Dillon Ripley, as a way to make the museums along the Mall come alive for visitors, the festival was created by Ralph Rinzler, who organized the Newport Folk Festivals of the 1960s. The Smithsonian variously held the event on the Mall, in West Potomac Park, and on the Washington Monument grounds during the festival’s first fifteen years before returning permanently to a Mall site between 7th and 14th streets, N.W., in 1982. In the late 1970s, the festival took place during the fall, but has been held for two weeks overlapping the Fourth of July holiday since 1981. Since its inception, the festival has become a model for the presentation of living cultural traditions based on thorough ethnographic research. The festival brings musicians, performers, artists, craftspeople, builders, storytellers, and cooks to the Mall each summer to display aspects of a variety of cultures in tents, on stages, in exhibition booths, and in building replicas.³⁵⁶

³⁵⁵ O’Brien, 286-287, 340-342; C.L. Arbelbide, “Christmas Pageant of Peace History” (“Introducing a Presidential Tradition”), January 6, 2001, 1-9, President’s Park (White House) website, <http://www.nps.gov/whho/historyculture/christmas-pageant-of-peace-history.htm>; Randolph J. Myers, senior attorney, national parks branch, Department of the Interior, to Gary Scott, regional historian, National Capital Region, November 27, 2007; “President Bush Lights the National Christmas Tree,” December 4, 2003, White House website, <http://www.whitehouse.gov/query.html?st=41&charset=iso-8859-1&col=colpics&qt=christmas>; Gary Scott, comments on 100 percent draft of “National Capital Region Administrative History,” May 2008.

³⁵⁶ Fanning, 86; Smithsonian Center for Folklife and Cultural Heritage, “Smithsonian Folklife Festival,” Smithsonian Center for Folklife and Cultural Heritage website, <http://www.folklife.si.edu/center/festival.html>; “The American Folklife Center: A Twenty-Year

Visitors attending these four annual events top one million each year. Presidential inaugurations, for which NAMA handles construction of reviewing stands on park property, coordination of events on at park sites, security issues, and cleanup, also draw hundreds of thousands of citizens to the monumental core of the city. As has been mentioned, political rallies can number hundreds of thousands of citizens exercising their First Amendment rights. Visitors to Washington's monumental core also include tourists headed for the memorials and the Smithsonian museums, area residents who use the extended Mall as their regular recreational venue for jogging, softball, frisbee, volleyball, and soccer, and numerous other kinds of special events. During the study period (1952-2005), crowds numbering in the hundreds of thousands for these events were not unusual. A "Prayer for Peace" program conducted by the Catholic Archdiocese of Washington, for example, drew 125,000 people to the Mall in 1961. Eight years later, another peace demonstration drew 250,000. More than 200,000 people attended the "Washington for Jesus" rally in 1980. In 2003, the National Football League kicked off its season with a full day of activities that included musical concerts, sporting events, and family activities that drew 130,000 participants. Each year, the number of events increases. In 1956, 290 special events took place in all of National Capital Parks. In 1981, there were 348 special events in National Capital Parks-Central (NACC, now National Mall and Memorial Parks) alone. In 1985, that number exceeded 700, and in 2003, NCR issued more than 2,000 permits for public uses in that jurisdiction, not including television and film productions.³⁵⁷ Total visitation to the National Mall and Memorial Parks each year is estimated to reach 25 million.³⁵⁸

Clearly, such heavy use of what has been called "the Nation's front yard" takes a toll on the parks' resources, and responsibility for their maintenance falls squarely on the shoulders of National Mall and Memorial Parks and the National Capital Region. Appropriate use of the Mall had been a concern of the Park Service at least since 1966, when it was addressed by Skidmore, Owings, and Merrill's Master Plan for the site. In 1975, NCR prepared an Environmental Impact Statement on its "Proposed Rehabilitation of the National Mall." It may have been at about this time that National Capital Parks-Central began the practice of aerating and reseeding the Mall soil as part of regular maintenance efforts. NACC's 1981 annual report reports that maintenance crews "continued" aerating and seeding the soil, indicating that the practice had been used previously. NACC also erected post-and-chain fences around and prohibited the use of certain Mall panels in 1981 to allow them to "rest" and recover from use.³⁵⁹

Retrospective," *Folklife Center News* 18:1-2, Winter-Spring 1996, 3-19, and 18:3-4, Summer-Fall 1996, 1, reprinted as single essay, www.alanjabbour.com/AmericanFolklifeCenterPerspective.pdf.

³⁵⁷ *Annual Report of the Secretary of the Interior for the Fiscal Year 1956* (Washington, D.C.: U.S. Department of the Interior, 1956), 334; "Cultural Landscape Report: Washington Monument and Grounds," 2:75-76; National Capital Parks-Central, *Annual Report*, 1980, 1981, 1985, 2003.

³⁵⁸ National Capital Parks-Central, *Annual Reports*, 1985, 1990; Linda McIntyre, "Pall over the Mall," *Landscape Architecture* 97:4, April 2007, 42; Wheelock to Scott, January 4, 2008.

³⁵⁹ Fanning, 86; National Capital Parks-Central, *Annual Report*, 2.

Aeration and the withdrawal of Mall panels from use attempt to reverse the effects of soil compaction, which results from the large number of people using the open space. Such overuse affects the Mall's grass panels, as well as the rows of elm trees that line the walks on the north and south sides of the Mall. By 1989, the National Park Service began to consider prohibiting some activities from the Mall altogether due to their damaging effects. This included the Festival of American Folklife, which was considered especially damaging due to the number of people that attended the event, the network of utility trenches dug into the Mall's soil, and the use of heavy machinery to erect tents and stages. A 1990 study by Philip J. Craul, "The Condition of the Soil and Vegetation on the Mall," had drawn these conclusions. Another strategy, advanced in 1991, was to close sections of the Mall for two years to give them time to recover and thereafter to limit their use. By 1994, however, National Park Service and Smithsonian officials had begun to draft an agreement outlining their respective responsibilities regarding the folklife festival and the care and maintenance of the Mall's horticultural resources. The agreement limited high-impact events to the Mall's grass panels, allowing for low impact events (seventy-five or fewer attendees) in the tree panels. Uses of the panels would be rotated by the festival to allow the panels to recover, and the Smithsonian also pledged to undertake protection measures to prevent damage.³⁶⁰

By 2005, the National Capital Region had developed a strategy to maintain the health of the grass and tree panels on the Mall. The Mall is divided into two sections (from the Capital Reflecting Pool to 7th Street, N.W., and from 7th to 14th streets), and the sections are closed to public use on alternating years between early September and the end of March. The sections are closed through the use of snow fencing to set aside lawn areas for rehabilitation. Post-and-chain fencing is used to direct visitors to walk on designated surfaces and to prevent the creation of social trails across lawn areas. During the closure, the grass panels are fertilized, aerated, seeded, and irrigated. The nearly 600 elm trees on the Mall have been numbered and their locations documented by global positioning technology. The trees' condition is monitored each summer. The Mall's elm trees have fared well against Dutch elm disease, which claims one to two percent of the trees each year. When trees need to be replaced, NCR plants disease-resistant cultivars of the American elm. One of these is known as the Jefferson cultivar, which was first planted as replacement tree in 1988. In addition to its disease-resistant qualities, the tree leafs out earlier than other elms and the leaves last longer. The National Capital Region and the Department of Agriculture's Agricultural Research Service released the Jefferson cultivar for propagation in nurseries in February 2005. NCR and National Mall and Memorial Parks continue to confront the problem of maintaining the aesthetic qualities of the Mall and the physical health of its horticultural resources while allowing for the variety of public uses for which the Mall is best known. To that end, NCR has begun a National Mall Comprehensive Management Plan/Environmental Impact Statement to guide the use of the park for the next fifty years. Congress directed the Park Service to undertake this planning document in section 206 of the 2003 amendments to the Commemorative Works Act.³⁶¹

³⁶⁰ Fanning, 86-88.

³⁶¹ Ibid., 89-90, 100-101; McIntire, 48-52; Wheelock to Scott, January 4, 2008.

Summer in the Parks

In 1968, the National Capital Region was the only urban park system in the National Park Service.³⁶² It was thus the first NPS region to confront on a large scale the civil unrest that characterized many American cities in the late 1960s. This unrest struck Washington, D.C., in the hours after the assassination of Martin Luther King, Jr., on April 4, 1968. The disturbance began in the 14th and U streets neighborhood in northwest Washington and grew in intensity from vandalism to arson and looting. The unrest spread to other areas of the city, including H Street in northeast Washington and the 7th Street corridor in northwest. District of Columbia police forces were joined by 12,000 federal troops in an effort to maintain order, but the rioting lasted four days, leaving thirteen people dead and more than a thousand injured. Estimates of the number of riot-related arrests range from 3,000 to more than 7,500, and 900 businesses were destroyed or damaged. As a result of the violence, 5,000 people lost their jobs, and 2,000 people were left homeless. While several other urban areas witnessed rioting after King's death, Washington, which had been unaffected by civil unrest prior to this time, received more physical damage than any other American city.³⁶³

One immediate effect of the violence on National Capital Region parks was the delay in the scheduling of the Poor People's Campaign, which had been planned for April. But the civil disturbances after King's death also speeded up the implementation of an already planned program of public events for District and area residents that came to be known as "Summer in the Parks." The program got its start, according to George Hartzog, the NPS director in 1968, when he and Washington Congresswoman Julia Butler Hanson noticed children playing in District streets, rather than in an empty Lincoln Park. Hartzog had taken Hanson to the park to show her the results of Lady Bird Johnson's Beautification Program. Hanson encouraged Hartzog to use NPS resources to develop park programs for children and subsequently helped secure authorization for Hartzog to use National Capital Region appropriations to cover the costs of transporting area children to the region's parks. When Hartzog unveiled the inaugural Summer in the Parks program in February 1968, it included busing inner-city children to Greenbelt, Prince William Forest, and Catoctin Mountain parks for camping trips.³⁶⁴

After the April riots, the Summer in the Parks program received a higher priority as one of many attempts by municipal and federal government officials to ease tensions in the city. Modeled

³⁶² McDonnell, *Shaping the System*, 79. NPS' urban holdings at the time consisted overwhelmingly of small historic sites. Two urban parks, Gateway National Recreation Area in New York and New Jersey and Golden Gate National Recreation Area in the San Francisco metropolitan area were added to NPS in 1972.

³⁶³ Dana Lanier Schaeffer, "The 1968 Washington Riots in History and Memory," *Washington History* 15:2, Fall/Winter 2003-2004, 5-17; "Riots of 1968," *Historical Dictionary of Washington, D.C.* (Lanham, Maryland: Scarecrow Press, 2003), 183-184; Neely Tucker, "The Wreckage of a Dream," *Washington Post*, August 24, 2004, B1.

³⁶⁴ George B. Hartzog, Jr., *Battling for the National Parks* (Mt. Kisco, New York: Moyer Bell, 1988), 141-142; Kirkconnell, 161.

after a program developed by industrial designer Russell Wright in New York City's Central Park, Summer in the Parks included not only camping for area children, but a wide variety of events and activities for residents all across the metropolitan area. NCR retained responsibility for developing and maintaining city recreation areas at this time, and the Summer in the Parks events, which included musical performances, craft instruction, interpretation, and sporting events, took place, in conjunction with the District of Columbia Recreation Department, in eighteen different recreation areas in the city, as well as the national parks. (Figure 33) By 1969, the program had received a \$475,000 Congressional appropriation, secured by Hanson, as well as the backing of First Lady Pat Nixon, who launched the second year of the program at a concert held at Sylvan Theater. The concert, which drew 50,000 people, featured the U.S. Marine Corps Drum and Bugle Corps, the Paul Hawkins Latin Jazz Quintet, and pop stars Roberta Flack and Stevie Wonder. The program ran for about two months each year, from the end of June to the end of August.³⁶⁵

The kickoff concert at the Sylvan Theater was an example of a Summer in the Parks event designed to draw residents from across the area. Another such example was the "bikefest" organized for the Ellipse in July 1969, which drew youths from nine D.C. Recreation Department areas for races around Ellipse Drive. Five Congressmen also participated in a race to draw publicity to the event. Similar citywide events included the Shakespeare Summer Festival and National Symphony Orchestra concerts at Sylvan Theater. In 1976, the Frederick Douglass Mobile Theater traveled through the city, with actors Cicely Tyson, Brock Peters, and Esther Rolle performing plays. Other events, however, drew their participants from Washington neighborhoods. At Fort Dupont Park, for instance, a summer concert series began in 1974 that featured jazz, blues, gospel, and Washington's homegrown musical style, go-go. The concert series became a neighborhood gathering place and a source of pride for area residents. While generally known for its local focus, the Fort Dupont concerts drew audiences from across the region when well-known musicians performed. This occurred in 1976, when nationally known jazz performers Count Basie, Buddy Rich, Les McCann, and Ahmad Jamal were scheduled to perform. After the demise of the Summer in the Parks program in the late 1970s due to budget restrictions, the Fort Dupont concert series continued and remained an important local community event through 2005.³⁶⁶ Summer in the Parks also included NCR outreach to Washington's neighborhoods. During the program, park rangers visited community centers, hospitals, and other areas to conduct environmental education programs, gardening workshops, and similar activities. Some parts of the Summer in the Parks program functioned as a state extension service, advising homeowners in the care of their house plants and gardens.³⁶⁷ Lunch-time and other concerts were

³⁶⁵ Kirkconnell, 161; "Summer in Parks' Program Relocated," *Washington Post*, July 4, 1968, B2; Sharon Joiner, "Summer in the Parks' Opens," *Washington Post*, June 30, 1969, B1.

³⁶⁶ Claudia Levy, "A Groovy Day for Cycling in the Park," *Washington Pos*, July 14, 1969, C1; Tom Zito, "Brighter Days in the Parks," *Washington Post*, June 2, 1976, B1; Robinson & Associates, "Fort Dupont Park,," 145-146.

³⁶⁷ Syphax interview; Joseph Lawler, Director, National Capital Region, National Park Service, interview by the authors, November 3, 2006, transcript, 4-5 (Appendix E, 2-3).

held in downtown parks such as Farragut and Franklin parks, in Meridian Hill Park, and in Rock Creek Park south of P Street, N.W.³⁶⁸

A second community-based program that took place at Fort Dupont Park was the day camp held at the Activity Center through the mid-1980s. As with the Summer in the Parks programs, the Fort Dupont Park day camp introduced neighborhood children to arts and crafts activities, seasonal programs, natural and historical interpretation, as well as more unusual programs, including skiing on the former golf course slopes covered with manufactured snow donated to the park for the event. Local grocery stores donated food for the day camp, and Toys for Tots provided toys for underprivileged children at Christmas.³⁶⁹

Security

Among the recent challenges the National Capital Region has faced in the operation of its parks are increased requirements for security at the iconic monuments in the region that represent the nation's history and ideals. Heightened sensitivity to security issues has been characteristic of the region since at least the civil disturbances of the 1960s, as seen in the increased size and sophistication of the U.S. Park Police. The number of officers in the force increased from 417 in 1971 to 570 in 1977, and the division acquired additional support personnel during the same period. The park police added substations in Anacostia Park in 1970 and in Rock Creek Park and George Washington Memorial Parkway in 1971. An Aviation Section was formed in April 1973 to provide aerial observation, photography, and rescue services. The Aviation Section, with two helicopters at its command, was permanently located in Anacostia Park in May 1976. In 1982, Park Police officers used one of the helicopters to rescue five survivors of the crash of Air Florida Flight 90 onto the 14th Street Bridge.³⁷⁰

By far, however, the danger perceived as the most serious to the parks of the Nation's Capital, as well as their visitors and employees, are threats of terrorist attack. NCR became involved in security issues of this type as early as 1995 when Pennsylvania Avenue north of the White House was closed to vehicular traffic after the bombing of the Alfred P. Murrah Federal Building in Oklahoma City on May 19. NPS erected jersey barriers around the Washington Monument as temporary vehicular barrier after the 1998 bombings of embassies in Kenya and Tanzania. In 2000, the National Park Service approved the *Comprehensive Design Plan for the White House and President's Park*, the design principles of which were used by Michael Van Valkenburgh Associates in their redesign of the space, which includes entry plazas at 15th and 17th streets, N.W., classically inspired guard booths, and special paving. The completed pedestrian plaza of this District of Columbia-administered avenue was unveiled on November 9, 2005, by the

³⁶⁸ Neal, comments, 216.

³⁶⁹ Short, telephone interview, December 12, 2007.

³⁷⁰ Mackintosh, *United States Park Police*, 51-55.

National Capital Planning Commission, following construction by the Federal Highway Administration.³⁷¹

The attacks on the World Trade Center and the Pentagon on September 11, 2001, brought a deeper NCR involvement in security issues, both in the immediate aftermath of the event and in the preparation against future attacks. Senior leadership in the Department of the Interior, including Secretary of the Interior Gale Norton and National Park Service Director Fran Mainella, determined in the immediate aftermath of the attacks to increase security at several NPS units, such as Independence Hall and Mount Rushmore, which they considered potential targets. The major monuments and memorials in Washington also received increased security. The U.S. Park Police deployed units around the White House and began evacuating visitors from the monuments and memorials. The Washington Monument, the Lincoln Memorial, the Jefferson Memorial, Lafayette Park, the Ellipse, the sidewalks around the White House, Catoctin Mountain Park (site of Camp David), and parts of the George Washington Memorial Parkway were all closed for varying lengths of time after September 11 for security reasons. The park police also became involved at the Pentagon, coordinating security, directing traffic, searching for survivors, and transporting the injured to area hospitals.³⁷²

National Capital Region Director Terry Carlstrom closed the regional office shortly after the attack on the Pentagon and sent employees home. At the suggestion of Chief Ranger Einar Olsen, Carlstrom also “regionalized” NCR’s law enforcement rangers and put them on alert to assist the park police. Olsen set up a staging area for the force at George Washington Memorial Parkway headquarters, and law enforcement rangers from Antietam and Monocacy National Battlefields, Harpers Ferry and C&O Canal National Historical Parks, and Catoctin Mountain Park found their way to the parkway to help. Among the first duties of this group was to provide safe escort for about fifty adults and children from the Pentagon day care center, who had left the building after the attack and stopped at the Lyndon B. Johnson Memorial Grove. The rangers organized transportation for the group to a Virginia Department of Transportation facility nearby, where they provided security until parents could retrieve their children. A second group of law enforcement rangers and employees of National Capital Parks-Central provided security and enforced closures at the memorials and monuments on the Mall and the Washington Monument grounds and in West Potomac Park. NACC maintenance crews also installed fencing around the major monuments and the Ellipse. Rangers at President’s Park helped clear that area, and NCR maintenance crews helped set up security barriers.³⁷³

³⁷¹ Gutheim and Lee, 365-367; National Capital Planning Commission, *National Capital Urban Design and Security Plan*, October 2002 and addendum November 2004, 13-14, National Capital Planning Commission website, http://www.npc.gov/UserFiles/File/publications/NCUDSP_Section1.pdf; “Cultural Landscape Report: Washington Monument and Grounds,” 1:1; Office of the National Park Service Liaison to the White House, comments.

³⁷² Janet A. McDonnell, *The National Park Service: Responding to the September 11 Terrorist Attacks* (Washington, D.C.: U.S. Department of the Interior, National Park Service, National Center for Cultural Resources, 2004), 2-18.

³⁷³ McDonnell, *Responding to the September 11 Terrorist Attacks*, 26-30; Lawler interview, 45 (Appendix E, 21-22).

As a result of the attacks of September 11, 2001, National Park Service increased security at parks across the country. The National Capital Region began a series of changes to prevent attacks on the region's most important sites and monuments and their visitors. The White House temporarily suspended public tours, which resumed in a modified form in February 2002. NCR erected temporary barriers around the Washington Monument, the Jefferson Memorial, and on the east side of the Lincoln Memorial. The region also instituted visitor screening at the White House Visitor Center and at the Washington Monument. NCR established emergency operations procedures for all the parks, although the plans at parks considered at greater risk included more detailed procedures.³⁷⁴ In the years since 2001, NCR has begun to replace the temporary security measures with more thoughtfully designed features. At the Lincoln Memorial, the work included the permanent closure of the circular drive around the memorial to vehicular traffic, the installation of a barrier wall, and construction of a pedestrian plaza. Work on the project began in 2004. At the Jefferson Memorial, planned work included the closure of the U-shaped driveway south of the memorial to create a pedestrian plaza and construction of a security barrier. The plans had not been finalized, nor work begun by the end of the study period.³⁷⁵ In February 2002, a conceptual design for perimeter security improvements for the Washington Monument was approved by Washington review agencies as an integral part of a comprehensive landscape plan for the Washington Monument grounds. Olin Partnership designed the main security feature, a 30-inch-high rose granite wall. The interlocking concentric rings of the wall create a 400-foot perimeter around the Washington Monument and prevent motor vehicles from accessing the monument itself. Retractable bollards, located at the bottom of pedestrian paths that intersect within the concentric walls, allow access for maintenance vehicles. In addition, the work reconfigured existing pedestrian paths to enhance the new wall's elliptical shape and to make the grounds more accessible and established a stone plaza with modern benches at the base of the monument. The Olin plan also incorporated envisioned additional tree massings at the Washington Monument grounds main entry points. After closing in September 2004 for the extensive landscape redesign, the Washington Monument officially reopened July 4, 2005.³⁷⁶

³⁷⁴ McDonnell, *Responding to the September 11 Terrorist Attacks*, 90; Lawler interview, 43; Office of the National Park Service Liaison to the White House, Comments.

³⁷⁵ National Capital Parks- Central, *Annual Report*, 2003, 5; U.S. Department of the Interior, National Park Service, *Thomas Jefferson Memorial Security Improvement Project: Revised Environmental Assessment*, August 2004, National Park Service website, summary, <http://www.nps.gov/archive/thje/ea/Summary-TOC.pdf>; Fred Hiatt, "Jefferson Fenced In," *Washington Post*, January 10, 2005, Editorial page; U.S. Department of the Interior, National Park Service, "National Park Service Priorities," Park Spotlight website, <http://www.nps.gov/parkoftheweek>; Wheelock to Scott, January 4, 2008.

³⁷⁶ Petula Dvorak, "Washington Monument Subtly Fortified," *Washington Post* 1 July 2005, A1; American Society of Landscape Architects, "Monumental Security." *LAND online: Landscape Architecture News Digest* 10 April 2006 <http://www.asla.org/land/2006/0410/olin.html>; Vernon Mays, "Invisible Barriers," *Landscape Architecture* September 2002, American Society of Landscape Architecture online archive <http://www.asla.org/lamag/lam02/september02/feature1.html>.



Figure 30 – On August 28, 1963, West Potomac Park became the site of the 250,000-person March on Washington for Jobs and Freedom, during which Martin Luther King, Jr., gave his “I have a dream” speech. (Warren K. Leffler, U.S. News & World Report Magazine Photograph Collection, Library of Congress, Prints and Photographs Division, August 28, 1963)



Figure 31 – Resurrection City, a village of 500 plywood dwellings in West Potomac Park south of the Reflecting Pool, was part of the Poor People’s Campaign in Washington during the spring of 1968. Damage to park resources and violent incidents during the encampment led the federal government to ban camping in National Parks as part of expressions of First Amendment rights. (Jack Rottier, National Park Service Historic Photograph Collection, Harpers Ferry Center, 1968)



Figure 32 – The Fourth of July celebration draws 500,000 spectators each year to the National Mall and Memorial Parks. (Bill Clark, National Park Service, National Capital Region, Museum Resource Center, June 8, 1991)



Figure 33 – Summer in the Parks was originally intended to bring inner-city children into National Capital Region parks with camping, music, and craft activities, such as those shown here at the Frederick Douglass Home in 1969. (Jack Rottier, National Park Service, National Capital Region, Museum Resource Center, August 17, 1969)

Bibliography

Repositories Consulted

Harpers Ferry Center Library and Archives. Harpers Ferry, West Virginia. National Park Service History Collection.

Library of Congress, Washington, D.C. Law Library.

---Prints and Photographs Division.

Museum Resource Center, Landover, Maryland. Photograph collections.

National Archives and Records Administration, College Park, Maryland. Record Group 79, Records of the National Park Service.

National Archives and Records Administration, Washington, D.C. Record Group 328, Records of the National Capital Planning Commission.

National Capital Region Headquarters, Washington, D.C., Cultural Resource Preservation Services Files.

---History Files.

---Land Records.

---Legislative Records.

U.S. Department of the Interior Library, Washington, D.C.

Washington National Records Center, Suitland, Maryland. Record Group 79, Records of the National Park Service.

Washington Post online archives.

Published Works

Abernathy, M. Glenn. *The Right of Assembly and Association*. 2nd ed. Columbia, South Carolina: University of South Carolina Press, 1981.

American Society of Landscape Architects. "Monumental Security. *LAND online: Landscape Architecture News Digest* 10 April 2006 <http://www.asla.org/land/2006/0410/olin.html>.

- Barber, Lucy G. *Marching on Washington: The Forcing of an American Political Tradition*. Berkley, California: University of California Press, 2004.
- Benedetto, Robert, Jane Donovan, and Kathleen DuVall. *Historical Dictionary of Washington, D.C.* Lanham, Maryland: Scarecrow Press, 2003.
- Blomquist, J.D., G.T. Fisher, J.M. Denis, J.W. Brakebill, and W.H. Werkheiser. *Water-Quality Assessment of the Potomac River Basin: Basin Description and Analysis of Available Nutrient Data, 1970-90*. U.S. Geological Survey, Water-Resources Investigations Report 95-4221, 1996.
- Carr, Ethan. *Mission 66: Modernism and the National Park Dilemma*. Amherst, Massachusetts: University of Massachusetts Press, 2007.
- “A Commentary on the Rock Creek Nature Center.” From an illustrated talk by National Capital Region Chief of Interpretation W. Drew Chick, Jr., delivered on October 13, 1964, before the Natural Science Foundation Conference, Newport, Connecticut, sponsored by the Natural Science for Youth Foundation.
- Dilsaver, Lary M., ed. *America’s National Park System: The Critical Documents*, 1994. Lanham, Maryland: Rowman & Littlefield, 1994. National Park Service website, http://www.cr.nps.gov/history/online_books/anps/index.htm.
- Ehrenkrantz, Eckstut & Kuhn Architects. “The Sewall-Belmont House Historic Structure Report. Prepared for the National Woman’s Party, December 29, 2000.
- Everhart, William C. *The National Park Service*. New York: Praeger Library of U.S. Government Departments and Agencies, 1972.
- Feller, Laura, and Page Putnam Miller. “Public History in the Parks: History and the National Park Service.” *Perspectives*, January 2000, <http://www.historians.org/perspectives/issues/2000/0001/0001publ.cfm>.
- Fitzpatrick, Sandra, and Maria R. Goodwin. *The Guide to Black Washington*. New York: Hippocrene Books, 1999.
- Foresta, Ronald A. *America’s National Parks and Their Keepers*. Washington, D.C.: Resources for the Future, 1984.
- Gebler, Charles J. “A Nature Center in the Nation’s Capital.” *New Horizons*, Spring-Summer 1959, 6-9.
- Glass, James A. *The Beginnings of a New National Historic Preservation Program, 1957-1969*. Nashville, Tennessee: American Association for State and Local History; Washington, D.C.: National Conference of State Historic Preservation Officers, 1990.

- Goode, James M. *The Outdoor Sculpture of Washington*. Washington, D.C.: Smithsonian Institution Press, 1974.
- Gould, Lewis L. *Lady Bird Johnson and the Environment*. Lawrence, Kansas: University Press of Kansas, 1988.
- Gutheim, Frederick, and Antoinette J. Lee. *Worthy of the Nation: Washington, D.C., from L'Enfant to the National Capital Planning Commission*. Baltimore: Johns Hopkins University Press, 2006.
- Hartzog, George B., Jr. *Battling for the National Parks*. Mt. Kisco, New York: Moyer Bell, 1988.
- Heyman, I. Michael. "Smithsonian Perspectives," *Smithsonian*, June 1, 1995, Access My Library website, http://www.accessmylibrary.com/comsite5bin/comsite5.pl?page=document_print&item.
- Lee, Ronald F. *Family Tree of the National Park System*. Philadelphia: Eastern National Park & Monument Association, 1972. National Park Service website, http://www.cr.nps.gov/history/online_books/lee2/index.htm
- Lewis, Ralph H. *Museum Curatorship in the National Park Service, 1904-1982*. U.S. Department of the Interior, National Park Service, 1993. National Park Service website, http://www.cr.nps.gov/history/online_books/curatorship/index.htm.
- Mays, Vernon. "Invisible Barriers." *Landscape Architecture* September 2002, American Society of Landscape Architecture online archive <http://www.asla.org/lamag/lam02/september02/feature1.html>.
- McClelland, Linda Flint. *Building the National Parks*. Baltimore: Johns Hopkins University Press, 1998.
- McIntyre, Linda. "Pall over the Mall." *Landscape Architecture* 97:4, April 2007, 42-53.
- Meersman, Roger. "The John F. Kennedy Center for the Performing Arts: From Dream to Reality." *Records of the Columbia Historical Society* 50, 1980, 525-588.
- Miles, John C. *Guardians of the Parks: A History of the National Parks and Conservation Association*. Washington, D.C.: Taylor & Francis, 1995.
- Passonneau, Joseph R. *Washington through Two Centuries*. New York: Monacelli Press, 2004.
- Ridenour, James M. *The National Parks Compromised: Pork Barrel Politics and America's Treasures*. Merrillville, Indiana: ICS Books, 1994.

- Roberts, Eugene L., Jr., and Douglas B. Ward. "The Press, Protesters, and Presidents." In *The White House: The First Two Hundred Years*, Frank Freidel and William Pencak, eds. Boston: Northeastern University Press, 1994, 125-140.
- Sandage, Scott A. "A Marble House Divided: The Lincoln Memorial, the Civil Rights Movement, and the Politics of Memory, 1939-1963." *Journal of American History* 80 (June 1993), 135-167.
- Schaeffer, Dana Lanier. "The 1968 Washington Riots in History and Memory." *Washington History* 15:2, Fall/Winter 2003-2004, 4-33.
- Schrag, Zachary M. *The Great Society Subway: A History of the Washington Metro*. Baltimore: Johns Hopkins University Press, 2006.
- Sellars, Richard West. *Preserving Nature in the National Parks: A History*. New Haven, Conn.: Yale University Press, 1997. National Park Service website, http://www.cr.nps.gov/history/online_books/sellars/index.htm
- Sontag, William H., ed. *National Park Service: The First 75 Years*. ?: Eastern National Park & Monument Association, 1990. National Park Service website, http://www.cr.nps.gov/history/online_books/sontag/sontagt.htm.
- Stipe, Robert E., ed. *A Richer Heritage: Historic Preservation in the Twenty-First Century*. Chapel Hill, North Carolina: University of North Carolina Press, 2003.
- Straus, Robert Ware, with Eleanor B. Straus. *The Possible Dream: Saving George Washington's View*. Accokeek, Maryland: The Accokeek Foundation, 1988.
- Winks, Robin W. *Laurance S. Rockefeller: Catalyst for Conservation*. Washington, D.C.: Island Press, 1997.
- Wirth, Conrad L. *Parks, Politics, and the People*. Norman, Oklahoma: University of Oklahoma Press, 1980.
- Wolman, Abel, John C. Geyer, and Edwin E. Pyatt. *A Clean Potomac River in the Washington Metropolitan Area*. Washington, D.C.: Interstate Commission on the Potomac River Basin, October 1957.
- Wright, William M. "White City to White Elephant: Washington's Union Station since World War II." *Washington History* 10:2, Fall/Winter 1998-99, 24-43.

Government Documents

- Advisory Board on Wildlife Management. *Wildlife Management in the National Parks*. March 4, 1963. National Park Service website, http://www.cr.nps.gov/history/online_books/leopold/leopold.htm.
- Advisory Council on Historic Preservation. "National Park Service Historic Preservation Program." Advisory Council for Historic Preservation website, <http://www.achp.gov/nps.html>.
- "Programmatic Agreement among the National Park Service (U.S. Department of the Interior), the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers." Advisory Council for Historic Preservation website, <http://www.achp.gov/npspal.html>.
- Allaback, Sarah. *Mission 66 Visitor Centers: The History of a Building Type*. Washington, DC: Department of the Interior, National Park Service, 2000.
- Anacostia Watershed Restoration Committee, "Interagency Cooperation Leading the Way in Restoration Efforts," *Anacostia Currents*, 2003, 2-5.
- Anderson, Mary L., and Franziska Hecht. *The Green Scene: Care and Maintenance of Common Household and Office Plants*. Washington, D.C.: U.S. Government Printing Office, 1973.
- Arbelbide, C.L. "Christmas Pageant of Peace History" ("Introducing a Presidential Tradition"), January 6, 2001, President's Park (White House) website, <http://www.nps.gov/whho/historyculture/christmas-pageant-of-peace-history.htm>.
- Ator, Scott W., Joel D. Blomquist, John W. Brakebill, Janet M. Denis, Matthew J. Ferrari, Cherie J. Miller, and Humber Zappia. *Water Quality in the Potomac River Basin, Maryland, Pennsylvania, Virginia, West Virginia, and the District of Columbia, 1992-96*. U.S. Geological Survey Circular 1166. Reston, Virginia: U.S. Geological Survey, 1998.
- Beyer Blinder Belle. "Carter G. Woodson Home National Historic Site Historic Structures Report" (50% draft). Prepared for the National Park Service, National Capital Parks-East, December 1, 2006.
- "Mary McLeod Bethune Council House National Historic Site Historic Structures Report" (50% draft). Prepared for the National Park Service, National Capital Parks-East, March 16, 2007.
- "A Brief History of the National Performance Review," January 19, 2001. Vice President Al Gore's National Partnership for Reinventing Government archive, Government Documents Department, University of North Texas Libraries website, <http://govinfo.library.unt.edu/npr/library/papers/bkgrd/brief.html>.

- Blomquist, J.D., G.T. Fisher, J.M. Denis, J.W. Brakebill, and W.H. Werkheiser. *Water-Quality Assessment of the Potomac River Basin: Basin Description and Analysis of Available Nutrient Data, 1970-90*. Water-Resources Investigations Report 95-4221. Towson, Maryland: U.S. Geological Survey, 1996.
- Boyle, Susan Calafate. "Cultural Landscape Report: Site History and Evaluation, 1791-1994 – The White House and President's Park." U.S. Department of the Interior, National Park Service, Washington, D.C., December 2001.
- Bushong, William. "Rock Creek Park: Historic Resource Study." Washington, D.C.: U.S. Department of the Interior, National Park Service, August 1990.
- CH2M Hill. "Rock Creek: Watershed Conservation Study." Prepared for the United States Department of the Interior, National Park Service, National Capital Region, 1979.
- Chick, W. Drew, Jr. "Rock Creek Nature Center." Typescript, n.d., files of Bill Yeaman, Rock Creek Park.
- "The Value of the Rock Creek Nature Center as a Natural Biological Sanctuary." Typescript, n.d., files of Bill Yeaman, Rock Creek Park.
- Danz, Harold P. "Historic Listing of National Park Service Officials," revised edition, May 1, 1991. U.S. Department of the Interior, National Park Service.
- Fanning, Kay. "Cultural Landscape Inventory: The Mall." U.S. Department of the Interior, National Park Service, National Capital Region, National Mall and Memorial Parks, 2006.
- Fernandez-Duque, Silvina. *President's Park Notes: First Division Monument*. U.S. Department of the Interior, National Park Service, National Capital Region, Office of White House Liaison, May 2002.
- Goodwin, R. Christopher, & Associates. "Historical Resource Study for Oxon Cove Park, Contract no. CX-3000-1-0126. Prepared for National Capital Parks-East, National Park Service, October 1993.
- Heine, Cornelius W. *A History of the National Capital Parks*. U.S. Department of the Interior, National Park Service, National Capital Parks, Washington, D.C., 1953. National Park Service website, http://www.cr.nps.gov/history/online_books/nace/adhi.htm.
- Historic American Buildings Survey. "Lafayette Square (Reservation No. 10)," HABS No. DC-676. National Park Service, Washington, D.C., n.d.
- "L'Enfant-McMillan Plan of Washington, D.C. (The Federal City)," HABS No. DC-668. National Park Service, Washington, D.C., 1993.

- “The National Mall and Monument Grounds (Reservation Numbers 2, 3, 3A, 3B, 4, 5, 6, 6A),” HABS No. DC-678. National Park Service, Washington, D.C., n.d.
- “Rock Creek and Potomac Parkway (Reservation no. 360),” HABS No. DC-632. National Park Service, Washington, D.C., 1991-92.
- “Sewall-Belmont House.” HABS No. DC-821. National Park Service, Washington, D.C., 1998.
- “White House Grounds and Ellipse (Reservation No. 1),” HABS No. DC-689. National Park Service, Washington, D.C., n.d.
- Historic American Engineering Record. “Baltimore-Washington Parkway.” HAER MD 17-Grnblt.V, 1-. Library of Congress, Prints and Photographs Collection, 2000.
- “George Washington Memorial Parkway.” HAER VA 30-, 8-. National Park Service, Washington, D.C., 1998.
- “Rock Creek Park Road System.” HAER No. DC-692. National Park Service, Washington, D.C., 1996.
- “Suitland Parkway.” HAER MD, 17-Suit.v, 1-. Library of Congress, Prints and Photographs Collection, n.d
- Interstate Commission on the Potomac River Basin. *Anacostia: The Other River*. Rockville, Maryland: Interstate Commission on the Potomac River Basin, 1988.
- *Healing a River: The Potomac, 1940-1990*. [Rockville, Maryland]: Interstate Commission on the Potomac River Basin, [1990].
- Kirkconnell, Barbara M. “Catoctin Mountain Park: An Administrative History.” Prepared for the U.S. Department of the Interior, National Park Service, February 1988.
- Kohler, Sue. *The Commission of Fine Arts: A Brief History, 1910-1995*. Washington, D.C.: The Commission of Fine Arts, 1996.
- Krakow, Jere L. *Historic Resource Study: Rock Creek and Potomac Parkway, George Washington Memorial Parkway, Suitland Parkway, Baltimore-Washington Parkway*. Denver: U.S. Department of the Interior, National Park Service, 1990.
- Krumenaker, Bob. “Report on the Ad Hoc Task Force on the Future of Natural Resource Management in the National Park Service.” *Park Science* 15:2, Spring 1995, 8, 15.
- Leach, Sara Amy. National Register of Historic Places, Multiple Property Documentation Form – Parkways of the National Capital Region, 1913-1965, September 15, 1990.

- National Register of Historic Places Registration Form – Baltimore-Washington Parkway.
May 9, 1991.
- “Leading Academia Gives Potomac a Passing Grade – With Some Reservations.” *Potomac Basin Reporter* 61:6, November/December 2006, 1-4.
- Mackintosh, Barry. *C&O Canal: The Making of a Park*. Washington, D.C.: U.S. Department of the Interior, National Park Service, History Division, 1991.
- “George Washington Memorial Parkway: Administrative History.” Washington, D.C.: U.S. Department of the Interior, National Park Service, 1996.
- *The Historic Sites Survey and National Historic Landmarks Program: A History*. Washington, D.C.: U.S. Department of the Interior, National Park Service, History Division, 1985.
- *The National Historic Preservation Act and the National Park Service: A History*. Washington, D.C.: U.S. Department of the Interior, National Park Service, History Division, 1986.
- “Parks and People: Preserving Our Past for the Future,” in *The National Park Service: The First 75 Years*. Washington, D.C.: U.S. Department of the Interior, National Park Service. http://www.cr.nps.gov/history/online_books/sontag.
- “‘A Partially Fulfilled Dream’: The George Washington Memorial Parkway in Maryland” (typescript), n.d., National Capital Parks-East, Historical Research Files.
- “Rock Creek Park: An Administrative History.” Washington, D.C.: U.S. Department of the Interior, National Park Service, June 1985.
- *The United States Park Police: A History*. Washington, D.C.: U.S. Department of the Interior, National Park Service, History Division, 1989.
- Mattes, Merrill J. “Landmarks of Liberty: A Report on the American Revolution Bicentennial Development Program of the National Park Service.” Washington, D.C.: U.S. Department of the Interior, National Park Service, History Division, 1989. National Park Service website, <http://www.cr.nps.gov/history/hisnps/NPSHistory.htm>.
- “Landmarks of Liberty: A Report on the American Revolution Bicentennial Development Program of the National Park Service.” (Draft) Submitted August 27, 1976. Harpers Ferry Center, General Collection, Bicentennial Programs, accession 76-100, box code A8210.
- McDonnell, Janet A. *The National Park Service Administrative History: A Guide*. U.S. Department of the Interior, National Park Service, National Capital Region, Washington, D.C.

--- *The National Park Service: Responding to the September 11 Terrorist Attacks*. Washington, D.C.: U.S. Department of the Interior, National Park Service, National Center for Cultural Resources, 2004.

--- *The National Parks: Shaping the System*, 3rd print ed. Rev. ed. of Mackintosh, Barry, *The National Parks*, 1991. Washington, D.C.: U.S. Department of the Interior, 2005.

--- *Oral History Interview with Roger G. Kennedy*. Washington, D.C.: U.S. Department of the Interior, National Park Service, National Center for Cultural Resources, 2005.

Metropolitan Washington Council of Governments, "Anacostia Watershed Restoration Governance Discussion Outline, October 19, 2005, Metropolitan Council of Governments website, <http://www.mwcog.org/uploads/committee-documents/u1pYX1g2006031075515.pdf>.

Metropolitan Council of Governments, Department of Environmental Programs. *Anacostia Watershed Restoration Progress and Conditions Report, 1990-1997*. Washington, D.C.: Metropolitan Washington Council of Governments, 1998.

National Capital Planning Commission and National Capital Regional Planning Council. *Federal Capital Improvements Program for the National Capital Region: Fiscal Years 1978-1983*. Washington, D.C.: National Capital Planning Commission, 1977.

--- *Federal Capital Improvements Program for the National Capital Region: Fiscal Years 1993-1997*. Washington, D.C.: National Capital Planning Commission, 1992.

--- *Federal Capital Improvements Program for the National Capital Region: Fiscal Years 2003-2008*. Washington, D.C.: National Capital Planning Commission, 2002.

--- *The Nation's Capital: A Policies Plan for the Year 2000*. Washington, D.C.: National Capital Planning Commission, 1961.

--- *Open Spaces and Community Services: A Portion of the Comprehensive Plan for the National Capital and Its Environs*. Washington, D.C.: National Capital Park and Planning Commission, 1950.

--- *The Proposed Comprehensive Plan for the National Capital*. Washington, D.C.: National Capital Planning Commission, February 1967.

National Capital Planning Commission and District of Columbia Office of Planning and Department of Housing and Community Development. "Proposed Preservation and Historic Features Element of the Comprehensive Plan for the National Capital and Related Implementation Proposals." March 17, 1983.

National Register of Historic Places Registration Form – Potomack Canal at Great Falls Historic District (draft), courtesy of Gary Scott, National Capital Regional historian.

National Register of Historic Places Registration Form – Rock Creek Park Historic District, October 23, 1991.

Ndumbe, J. Anyu. “An Analytical Study on the Anacostia and Potomac Rivers: Annual Progress Report for FY 2005.” Prepared for the DC Water Resources Research Institute, June 2006.

O’Brien, William Patrick. “The White House and President’s Park: Administrative History, 1791-1983” and “Epilogue: 1893-1997.” U.S. Department of the Interior, National Park Service, Washington, D.C., December 2001.

Olsen, Russell K. *Administrative History: Organizational Structures of the National Park Service*. [Washington, D.C. ?]: National Park Service, 1985.

Olszewski, George, J. *Historic Structures Report: The Restoration of Ford’s Theatre*. Washington, D.C.: U.S. Department of the Interior, National Park Service, National Capital Region, 1963.

---*A History of the Washington Monument, 1844-1968, Washington, D.C.* Washington, D.C.: U.S. Department of the Interior, National Park Service, April 1971.

Robinson & Associates. “East and West Potomac Parks Historic District: Revised National Register of Historic Places Nomination.” Prepared for the National Park Service, National Capital Region, July 16, 1999.

---“Fort Dupont Park Historic Resources Study.” Prepared for the National Park Service, National Capital Region, November 1, 2004.

--- “Greenbelt Park, National Capital Parks-East, Historic Resource Study.” Prepared for the National Park Service, National Capital Region, May 31, 2006.

--- “Pennsylvania Avenue National Historic Site: National Register of Historic Places Documentation.” Prepared for the National Park Service, National Capital Region, August 23, 2004.

Ronsisvalle, Joseph A. *Statues, Monuments and Memorials Located in the Parks of the National Capital*. Washington, D.C.: U.S. Department of the Interior, National Park Service, National Capital Region, June 1977.

Snell, Charles W., and Sharon A. Brown. “Antietam National Battlefield and National Cemetery, Sharpsburg, Maryland: An Administrative History.” Washington, D.C.: U.S. Department of the Interior, National Park Service, 1986.

U.S. Congress. House. Committee on the District of Columbia. *Development of the Nation’s Capital: Hearings before the Committee on the District of Columbia, House of Representatives, Ninety-fifth Congress, first session, on Committee Report on*

- Impediments to the Economic, Functional, and Aesthetic Development of the District of Columbia.* Washington, D.C.: U.S. Government Printing Office, 1977. Serial no. 95-10.
- U.S. Department of the Interior. *Annual Reports of the Secretary of the Interior.* Washington, D.C.: U.S. Department of the Interior.
- *The Creek and the City.* Washington, D.C.?: U.S. Department of the Interior, 1966?
- The Nation's River: A Report on the Potomac.* Washington, D.C.: U.S. Department of the Interior, 1968.
- The Creek and the City: A Special Report to the Nation: Urban Pressures on a Natural Stream: Rock Creek Park and Metropolitan Washington.* Washington, D.C.: U.S. Department of the Interior, 1966[?].
- U.S. Department of the Interior, National Park Service. *Director's Order No. 6: Interpretation and Education.* Effective January 19, 2005. National Park Service website, <http://www.nps.gov/policy/DOrders/Dorder6.html>.
- "Cultural Landscape Report: Washington Monument and Grounds." Initial Draft, May 2003.
- Funding the Natural Resource Challenge: Report to Congress, Fiscal Year 2003.* U.S. Department of the Interior, National Park Service, Natural Resource Stewardship and Science, Washington, D.C., 2003. <http://nature.nps.gov/Challenge/Congress/Report2003.pdf>. Viewed August 31, 2006.
- Handbook for Oral History in the National Park Service.* (draft) Washington, D.C., April 2005. National Park Service website, <http://www.cr.nps.gov/history/oh/oral.htm>.
- *Management Policies*, 2001. National Park Service website, <http://www.nps.gov/policy/mp>.
- Mission 66: To Provide Adequate Protection and Development of the National Park System for Human Use.* Washington, DC: U.S. Department of the Interior.
- *NPS-75: Natural Resources Inventory and Monitoring Guideline.* National Park Service website, <http://nature.nps.gov/nps75/nps75.pdf>.
- *National Park Service Administrative History: A Guide.* Washington, D.C.: U.S. Department of the Interior, National Park Service, History Division, 1991.
- *Natural Resource Challenge: Funding the National Park Service's Action Plan for Preserving Natural Resources: A Report to the United States Congress, Fiscal Year 2000.* U.S. Department of the Interior, National Park Service, Natural Resource Stewardship and Science, Washington, D.C., July 2001. National Park Service website, <http://nature.nps.gov/Challenge/Congress/congressreport.pdf>.

--- *Natural Resource Challenge: The National Park Service's Action Plan for Preserving Natural Resources*. U.S. Department of the Interior, National Park Service, Natural Resource Stewardship and Science, Washington, D.C., August 1999. National Park Service website, <http://www.nature.nps.gov/challenge/challengedoc/NatRes2.pdf>.

---“Protecting America’s Natural Heritage: National Park Service Announces New Plan to Strengthen and Revitalize Natural Resource Programs in National Parks,” August 12, 1999. (Press release.) National Park Service website, <http://www.nature.nps.gov/challenge/originalpressrelease.cfm>.

---“Special Resource Study: Carter G. Woodson Home.” Washington, D.C.: U.S. Department of the Interior, National Park Service, June 2002.

U.S. Department of the Interior, National Park Service, *Thomas Jefferson Memorial Security Improvement Project: Revised Environmental Assessment*, August 2004, summary, <http://www.nps.gov/archive/thje/ea/Summary-TOC.pdf>.

---*2001 NPS Management Policies*. Chapter 7: Interpretation and Education. <http://www.nps.gov/policy/mp/chapter7.htm>. Viewed April 4, 2006.

U.S. Department of the Interior, National Park Service, Denver Service Center. *Denver Service Center Program Review*. Washington, D.C.: U.S. Department of the Interior, September 2003.

---*Use of Strategic Planning and Reinvention and the Implementation of the Government Performance and Results Act* [electronic resource]. Washington, D.C.: U.S. Department of the Interior, National Park Service, 1996. Government Printing Office website, <http://purl.access.gpo.gov/GPO/LPS30284>.

U.S. Department of the Interior, Denver Service Center, Falls Church Office, “Cultural Landscape Inventory: West Potomac Park, Lincoln Memorial Grounds,” National Capital Parks-Central, Washington, D.C., November 1996.

U.S. Department of the Interior, National Park Service, National Capital Region and the Denver Service Center. *Cultural Landscape Report: West Potomac Park, Lincoln Memorial Grounds*. Washington, D.C.: U.S. Department of the Interior, National Park Service, National Capital Region, Cultural Landscape Program, August 1999.

---*Sculpture in the Parks (Statues, Monuments and Memorials Located in the Parks of the Nation's Capital)*. Washington, D.C.: U.S. Department of the Interior, National Park Service, 1985.

U.S. Department of the Interior, National Park Service, Nature Resource Program Center. *Natural Resource Year in Review – 2004*. National Park Service website, <http://www2.nature.nps.gov/YearinReview>.

- U.S. Department of the Interior, National Park Service, National Park System Advisory Board. *Rethinking the National Parks for the 21st Century*. July 2001. National Park Service website, <http://www.nps.gov/policy/report.htm>.
- U.S. Department of the Interior, National Park Service, National Park System Advisory Board, National Parks Science Committee. *National Park Service Science in the 21st Century*, 2004. National Park Service website, <http://www.nature.nps.gov/scienceresearch/SCIENCEREPORTMar2004.pdf>.
- U. S. General Accounting Office. *Mission and Function of the National Capital Planning Commission*. Washington, D.C.: General Accounting Office, June 24, 1983.
- U.S. Government Accountability Office. *National Park Service: Managed Properties in the District of Columbia, Report to Congressional Committees*. Government Printing Office website, <http://purl.access.gpo.gov/GPO/LPS60292>.
- Wallace, McHarg, Roberts and Todd. *Toward a Comprehensive Landscape Plan for Washington, D.C.* Prepared for the National Capital Planning Commission, 1966.
- Weber, Sandra, Katherine Menz, and Diana R. Pardue. "Historic Furnishing Plan: Clara Barton House." U.S. Department of the Interior, National Park Service, Harpers Ferry Center, 1983.
- Williams, Gary. "Inventory and Monitoring in the National Park System." *Natural Resource Year in Review – 1996*, May 1997. National Park Service website, http://www2.nature.nps.gov/YearinReview/yr_rvw96/chapter3/inventor.htm.
- "Office of Inventory, Monitoring, and Evaluation advances mission-critical efforts to document and track park resources," *Natural Resource Year in Review – 2005*. National Park Service website, http://www2.nature.nps.gov/YearinReview/print/01_D_print.html.
- Zappia, Humbert, and Gary T. Fisher. *Water-Quality Assessment of the Potomac River Basin: Analysis of Available Pesticide Data, 1972-90*. Water-Resources Investigations Report 97-4051. Baltimore, Maryland: U.S. Geological Survey, 1997.
- Zenzen, Joan M. "Battling for Manassas: The Fifty-Year Preservation Struggle at Manassas Battlefield Park." Prepared by History Associates Incorporated for the National Park Service, August 1995.

Unpublished Works

- Carlstrom, Terry. Interview by Gary Scott, regional historian, National Capital Region, October 7, 2004. Transcribed by Dr. William Anderson, Chief Scientist, National Capital Region (ret.). National Park Service, National Capital Region, Washington, D.C.

Cummings, James, Arnold Associates, George Dickie, and STV, Inc. "Vietnam Veterans Memorial Center: Site Selection Study Environmental Analysis," prepared for the Vietnam Veterans Memorial Fund, January 26, 2005.

Newman, William I. Interview by Janet McDonnell, National Park Service historian, and Gary Scott, May 14, 2001. National Park Service, National Capital Region, Washington, D.C.

Oral Interviews

Anderson, Bill, retired chief scientist, National Capital Region, telephone interview, October 22, 2007.

Lawler, Joseph, director, NCR, in person interview, November 3, 2006.

Neal, Darwina, chief, cultural resources, NCR, in person interview, March 6, 2008

Parsons, John, associate regional director for land, resources, and planning, NCR, in person interview, October 12 and 18, 2006.

Scott, Gary, regional historian, NCR, telephone interview, June 19, 2006.

Sherald, Jim, chief, natural resources and science, NCR, telephone interview, September 19, 2007.

Short, Tina, interpretive specialist, National Capital Parks-East, in person interview, December 12, 2007.

Syphax, Stephen, chief, natural resources, National Capital Parks-East, telephone interview, September 18, 2007.

Thomas, Lindsey Kay, research ecologist (retired), NCR, telephone interview, November 5, 2007.

Yeaman, Bill, resource management specialist, Rock Creek Park, telephone interview, January 7, 2008.

Correspondence

Beasley, Joy, cultural resources program manager, Monocacy National Battlefield, electronic mail, January 22 and May 13, 2008.

Briggs, Don, superintendent, Potomac Heritage National Scenic Trail, electronic mail, May 12, 2008.

Custer, Jane, cultural resource program manager, Antietam National Battlefield, electronic mail, February 19, 2008.

Hansen, Sue, acting superintendent, Ford's Theatre National Historic Site, electronic mail, March 7, 2008.

Scott, Gary, regional historian, National Capital Region, electronic mail, March 20, 2008, June 2, 2008.

Sherald, Jim, chief, natural resources and science, National Capital Region, electronic mail, November 28, 2007, and January 25, 2008.

Wadding, Barbara, park ranger, Fort Washington Park, electronic mail, February 24, 2008.

West, Pam, director, Museum Resource Center, electronic mail, February 19, 2008.

Yeaman, Bill, resource management specialist, Rock Creek Park, two electronic mail messages, January 23, 2008.

INDEX

- Abner Cloud House, 112
- Accokeek Foundation, 46-47, 120
- Alice Ferguson Foundation, 46-47, 98, 120
- Arlington House, 49-50, 108
- Arlington National Cemetery, 50, 52, 65, 126
- Anacostia Park, 56, 87, 92, 154
 - Langston Golf Course, 52
 - skating rink, 76, 82
 - wetlands restoration, 94
- Anacostia River, 87, 91-94, 98
- Antietam National Battlefield, 20, 21, 87, 113, 115, 116-117
 - living history at, 121
 - visitor center, 70, 80

- Baltimore-Washington Parkway, 20, 58, 59-60, 64
- Bicentennial of the American Revolution, 28, 31, 73-76, 112, 122, 134
 - Anacostia skating rink, 76, 82
 - Chesapeake & Ohio Canal, 73-74, 111-112
 - Constitution Gardens, 74, 75
 - Fort Dupont Park ice skating rink, 76
 - National Visitor Center, 74-75
 - park development, 76
 - Washington Monument, 75-76
- Brentwood Shops, 30

- Capper-Cramton Act, 17, 56, 61, 63, 111, 120, 137-138
- Carlstrom, Terry, 29, 155
- Carter Barron Amphitheater, 51, 67, 135
- Carter G. Woodson Home National Historic Site, 114
- Castro, I.J. (“Nash”), 94, 99, 126, 145
- Catoctin Mountain Park, 19-20, 21, 66-67, 71, 89, 96, 152, 155
- Center for Urban Ecology (CUE), 90-91, 94
- Chesapeake & Ohio Canal National Historical Park, 21, 28, 43, 44, 48, 73-74, 88, 111-112, 118
- Christmas Pageant of Peace, 68, 147, 148-149
- Clara Barton National Historic Site, 113
- Clara Barton Parkway, 58, 62
- Claude Moore Farm, 119-120
- Columbia Island, 51, 100, 102
- Commemorative Works Act, 56, 125-126, 151
- Committee for a More Beautiful Capital, 28, 99-103
 - and Castro, I.J. (“Nash”), 99
 - and Lasker, Mary, 99
 - and Rockefeller, Laurance, 99

Beautification Task Force, 28, 100-101
schools and playgrounds, 102
Tulip Library (later called Floral Library), 101, 102
Watts Branch Park, 101, 103
concessions, 43, 50-52
 golf courses, 52
 horseback riding, 51
 marinas, 51
 Tourmobile, 52
Constitution Gardens, 28, 75, 122, 123
cooperating associations and cooperative agreements, 45-49, 90-91, 94, 98, 99, 112, 114, 119-120, 138

Denver Service Center, 27-29, 73-74, 75, 112
Douglas, William O., 43, 88, 111-112
Dyke Marsh, 88, 93

East Potomac Park, 17, 30, 31, 43, 51, 52, 70, 74, 92, 101, 104
Eastern National, 45
Ecological Services Laboratory, 29, 89-90, 104

56 Signers of the Declaration of Independence Memorial, 75, 123
First Amendment activities in NCR parks, 142-147, 150
 at President's Park, 146
 federal regulations concerning, 146-147
 on the National Mall, 143-145
Ford's Theatre National Historic Site, 57, 108, 110
 restoration, 72
 return of theater to, 135
Fort Dupont Park, 76, 96
 Activity Center, 98, 154
 concerts, 153
 golf course, 52
 ice skating rink, 76, 82
Fourth of July celebration, 51, 68, 147, 149, 159
Franklin Delano Roosevelt memorials, 123, 127
Frederick Douglass Home National Historic Site, 52, 103, 112-113, 130

George Washington Memorial Parkway, 20, 21, 30, 31, 47, 48, 50, 56, 58, 59, 60, 62, 64, 65, 77, 88, 101, 120, 126, 154, 155
Glen Echo Park, 47-48, 62
Greenbelt Park, 31, 66, 67, 73
Green Scene, 96-97
Guest Services, Inc. (also called Government Services, Inc.), 51

Hains Point Tea House, 74, 89-90, 104

- Hard Bargain Farm, 119-120
Harpers Ferry Interpretive Design Center, 45, 49, 73, 95, 118
Harpers Ferry National Historical Park, 21, 99, 155
Hartzog, George B., Jr., 62, 65, 84, 88, 94-95, 107, 118, 119, 130, 152
- Interpretation, 25, 26, 67, 68, 153, 154
 living history, 46, 119-121, 132
 of cultural resources, 109, 117-118
 of natural resources, 87, 93, 94-99
- Jett, T. Sutton, 19-20, 25, 62, 88, 138
John F. Kennedy Center for the Performing Arts, 52, 134, 137-138, 141
Johnson, Lady Bird, 28, 99, 102
 Beautification program, 65, 99-103
Johnson, Lyndon Baines, 22, 44, 74, 92, 99
- Kenilworth Park and Aquatic Gardens, 57, 76
 greenhouses, 30
 restoration of wetlands, 93-94
Korean War Veterans Memorial, 124
- Lady Bird Johnson Park (Columbia Island), 51, 102, 126
Landmark Services Tourmobile, 52, 54
L'Enfant and McMillan plans for the City of Washington, 17, 21, 22, 57, 68, 108-109, 121
Leopold Report, 84
Lincoln Memorial, 32, 52, 75, 76, 89, 121-125, 134, 135, 138, 143-144, 146, 147, 155, 156
Lyndon Baines Johnson Memorial Grove, 126, 155
- maintenance
 facilities, 30-32
 National Parks Legacy Project, 31-32
Manassas National Battlefield Park, 21, 71, 87, 115-116, 131
Mary McLeod Bethune Council House National Historic Site, 114
Mission 66, 24, 25, 31, 62, 65-66
 and National Capital Region, 66-73
 circulation improvements, 63, 71-72
 visitor centers, 68-71
Monocacy National Battlefield, 21, 87, 117, 155
Mount Vernon, 46-47, 52, 53, 60, 61
Museum Resource Center, 32-33
- National Capital Parks, 17-18
 becomes an NPS region, 19
 Division of Design and Construction, 26-27
 maintenance yard, 30
 organization, 17-19

- National Capital Parks-Central (see also National Mall and Memorial Parks), 21-22, 31, 150, 155
- National Capital Parks-East, 21, 46, 89, 94, 120
- National Capital Planning Commission, 19, 22, 47, 56-57, 62, 100, 120, 125, 155
- National Capital Region
 - becomes an NPS region, 19
 - design and construction, 26-29
 - Headquarters Building, 70, 79
 - maintenance, 30-32
 - museum collections management, 32-33
 - organization, 19-24, 34-42
 - planning, 24-26
- National Colonial Farm, 119-120, 132
- National Mall and Memorial Parks, 21, 31, 52, 99
 - Cherry Blossom Festival, 148
 - First Amendment expressions, 142-146, 150, 157, 158
 - Fourth of July, celebration, 147-148, 159
 - monuments and memorials, 123-126
 - planning and development of, 64, 74, 75-76, 121-122
 - Smithsonian Festival of American Folklife, 149
 - security, 155-156
 - use of and care for the National Mall, 150-151
- National Park Service
 - concessions, 50-51
 - Eastern and Western Offices of Design and Construction, 26-27
 - federal preservation policy, 106-108
 - Mission 66, 65-66, 68-69, 83-84
 - natural resources policies, 83-87
 - partnerships, 43-45
 - reorganizations, 18, 23
- National Visitor Center, see entries for Bicentennial of the American Revolution
- National World War II Memorial, 124
- Natural Resource Challenge, 86-87, 90-91

- Old Stone House, 57, 72, 111
- Oxon Hill Farm, 60, 120-121

- Parks and History Association, 45
- Petersen House (House Where Lincoln Died), 110-111
- philanthropy, 43-44
- Piper Farm, 121
- Piscataway Park, 46-47, 53, 119-120, 132
- Potomac Heritage National Scenic Trail, 21, 48-49
- Potomac River, 46-47, 49, 53, 58, 62
 - degradation, 91-92
 - cleanup efforts, 88, 92-94
- Prince William Forest Park, 17, 19-20, 21, 25, 88, 96, 152

Rock Creek and Potomac Parkway, 56, 58, 59, 62-63, 72, 78, 100, 137-138, 141
Rock Creek Park, 17, 18, 21, 31, 43, 51-52, 56, 59, 62-64, 67, 71-72, 87, 88, 96, 99, 111, 118,
135, 154
 and Mission 66, 63, 71-73
 Art Barn, 49
 Nature Center, 71, 81, 97-98, 105
 Peirce-Klingling Mansion, 96
Rockefeller, Laurance, 44, 99, 101

S.G. Leoffler Company, 52
security, 31-32, 154-156
September 11, 2001, terrorist attacks, 155
Sewall-Belmont House National Historic Site, 113-114
Shouse, Catherine Filene, 136
Stagner Report, 84
Stanton, Robert M., 86
Suitland Parkway, 58, 59, 60, 65
Summer in the Parks, 96-97, 142, 152-154, 160
Sylvan Theater, 134, 139, 145, 153

Theodore Roosevelt Island, 46, 88, 91, 126
Theodore Roosevelt Memorial, 126
Thomas Jefferson Memorial, 75, 125, 147, 155, 156
Thompson, Harry T., 46, 61, 63, 72
Thompson's Boat Center, 51, 72-73

Udall, Stewart L., 73, 84, 102, 107, 113, 130, 135, 136
U.S. Commission of Fine Arts, 56, 57, 63, 125, 137
U.S. Marine Corps War Memorial (Iwo Jima), 124-125, 126
U.S. Park Police, 70, 72, 145, 154, 155

Vail Agenda, 86
Vietnam Veterans Memorial, 123-124, 125, 133, 147

Washington, D.C.
 growth of metropolitan area, 55
 subway system, 64-65
 transfer of NPS parks to, 22
Washington Monument and Grounds, 32, 65, 69, 72, 75, 89, 96, 103, 108, 118, 121-122, 123,
124, 125, 134, 139, 142, 144, 146, 147, 149, 154, 155, 156
Washington Planning and Service Center, 27, 28
Watergate barge, 134-135
Watts Branch Park, 44, 94, 101, 103

West Potomac Park, 17, 43, 52, 56, 59, 75, 92, 101, 155
 First Amendment expressions in, 142, 144-147

monuments and memorials in, 121-126
Wester, Horace, 89
White House Historical Association, 46, 109-110
White House/President's Park, 18, 21-22, 32, 46, 99-100, 103, 108, 109-110, 113, 125, 127, 128
 Christmas Pageant of Peace, 68, 147, 148-149
 First Amendment expressions, 143, 146-147
 Lafayette Park, 22, 65, 76
 security, 154-155, 156
 White House Liaison, 21-22, 29, 109
Wirth, Conrad, 19, 46, 63, 65, 66, 73, 106, 112, 115, 119, 137
Wolf Trap National Park for the Performing Arts, 21, 134, 136-137, 140
Women in Military Service to America Memorial, 127-128

Zoo Tunnel, 63, 72, 78

**APPENDIX A:
CHRONOLOGY OF SUPERINTENDENTS,
DIRECTORS, AND ACCOMPLISHMENTS**

National Capital Parks Superintendent Edward T. Kelly (July 1, 1950-May 1, 1958)

<u>Date</u>	<u>Event</u>
FY 1952	<p>Statues at entrances to Arlington Memorial Bridge, a gift of the people of Italy and designed and cast in Italy, were dedicated in September. (Secretary of the Interior, <i>Annual Report</i>, fy 1952, 384)</p> <p>Blue Pond Park (380 acres) was transferred from Department of Agriculture to NCP. Including a stream valley and lake, the park lay north of the National Agricultural Research Center, one mile from the Baltimore-Washington Parkway. (Secretary of the Interior, <i>Annual Report</i>, fy 1952, 385)</p> <p>NCP and Trees and Parking Division of District of Columbia government checked parks for Dutch elm disease. A total of 470 cases found, 65 of which were on NCP lands. (Secretary of the Interior, <i>Annual Report</i>, fy 1952, 385)</p>
March 1952	<p>The White House was reoccupied by President and family after extensive renovation. NCP restored and improved lawns, planted boxwoods on north grounds, introduced azalea garden, moved several large trees. (Secretary of the Interior, <i>Annual Report</i>, fy 1952, 384-385)</p>
May 9, 1952	<p>Andrew W. Mellon Memorial Fountain in Reservation 546 was dedicated. (NPS sources)¹</p>
June 19, 1952	<p>National Capital Planning Act signed into law.</p>
FY 1953	<p>NPS, along with National Capital Planning Commission, Commission of Fine Arts, and others opposed District of Columbia plan to erect a bridge across Theodore Roosevelt Island, on which a memorial to Roosevelt and a natural park are planned. (Secretary of the Interior, <i>Annual Report</i>, fy 1953, 314)</p> <p>The Nevius Tract (25 acres, on Capital-Washington Monument-Lincoln Memorial Axis) was added to NCP. Now part of</p>

¹ “NPS sources” refers to a variety of park websites, NCR internal databases, and NPS documents that provided information for this chronology.

- George Washington Memorial Parkway, the tract is the location of the U.S. Marine Corps War Memorial. (NPS sources)
- January 29, 1953 National Capital Sesquicentennial Commission was transferred Carter Barron Amphitheater to NCP. A contract to run the theater was let to Washington Festival, Inc. (Secretary of the Interior, *Annual Report*, fy 1953, 314)
- July 27, 1953 A memorial to Sarah Rittenhouse (Montrose Park) was approved by Congress. (National Park Service, *Sculpture in the Parks*, 39)
- August 1, 1953 Public Law 83-184 was enacted, authorizing the Secretary of the Interior to take actions that would facilitate the construction of a parkway between Hancock and Cumberland, Maryland, within the bounds of Chesapeake & Ohio Canal lands. (Barry Mackintosh, *C&O Canal: The Making of a Park*, 64-65)
- FY 1954 A contract was awarded for the demolition of forty-two wartime temporary buildings at Fort Washington. Demolition would allow the 341-acre tract to be used for park purposes. (Secretary of the Interior, *Annual Report*, fy 1954, 359)
- April 17, 1954 A boundary change for Manassas National Battlefield Park was authorized. (NPS sources)
- May 5, 1954 The Netherlands Carillon, presented as gift of the people of the Netherlands to the people of the United States, was installed at a temporary location in West Potomac Park. (Secretary of the Interior, *Annual Report*, fy 1954, 359; Barry Mackintosh, "George Washington Memorial Parkway: Administrative History," 183)
- May 28, 1954 Public Law 372 was enacted, directing NPS to prepare a study and cost estimate of the restoration of Ford's Theatre to its condition on the night of Abraham Lincoln's assassination. (Secretary of the Interior, *Annual Report*, fy 1954, 359)
- June 1, 1954 The Eastern and Western offices of design and construction were established in Philadelphia and San Francisco, respectively. (Hammons, "A Brief Organizational History of the Office of Design and Construction")
- July 12, 1954 Catoctin Recreational Demonstration Area was renamed Catoctin Mountain Park. A boundary change also took place. (NPS sources)

- October 22, 1954 The Baltimore-Washington Parkway was dedicated. (Historic American Engineering Record, "Baltimore-Washington Parkway," 107)
- November 10, 1954 Marine Corps War Memorial (Iwo Jima) in George Washington Memorial Parkway was dedicated. (*Sculpture in the Parks*, 28)
- December 17, 1954 President Dwight Eisenhower inaugurated the first Christmas Pageant of Peace by lighting a Christmas tree on the Ellipse. (C.L. Arbelbide, "Introducing a Presidential Tradition," 5)
- FY 1955 The nineteen-mile federal portion of Baltimore-Washington Parkway opened. (Secretary of the Interior, *Annual Report*, fy 1955, 362)
- June 29, 1955 By act of Congress, the name of the Lee Mansion was changed to the Custis-Lee Mansion and designated as a permanent memorial to Robert E. Lee. (Secretary of the Interior, *Annual Report*, fy 1955, 362)
- FY 1956 Physical improvements in National Capital Parks included: the Columbia Island marina parking lot, a dining hall at Catoctin Mountain Park, a comfort station on Roosevelt Island, and landscaping of Baltimore-Washington Parkway interchanges. (Secretary of the Interior, *Annual Report*, fy 1956, 334)
- The "National Capital Parks Preliminary Prospectus" for improvements under Mission 66 was submitted. (RG 79, National Archives, College Park)
- March 1, 1956 The statue of the Discus Thrower (Discobolos) was dedicated in Reservation 105. (NPS sources)
- April 2, 1956 A statue of General John J. Pershing was authorized by Congress. (*Sculpture in the Parks*, 39)
- July 15, 1956 Secretary of the Interior Fred A. Seaton announced \$70 million of planned improvements for National Capital Parks through NPS' Mission 66 program. (Press release, July 15, 1956, RG 79, National Archives, College Park)
- October 7, 1956 The Rock Creek Nature Center opened in the Peirce-Klingler Mansion primarily to educate school children about the natural

resources of the area. (“Rock Creek Nature Center,” typescript, n.d., files of Bill Yeaman, Rock Creek Park)

November 9, 1956

An armillary sphere was dedicated in Montrose Park as a memorial to Sarah Rittenhouse. (*Sculpture in the Parks*, 39)

February 20, 1957

“Survey Report on National Capital Parks,” undertaken by team appointed by NPS “to determine the quality and extent to which the park system is serving the public,” was submitted to Secretary Seaton. (RG 79, National Archives, College Park)

FY 1957

The construction of a segment of George Washington Memorial Parkway between Spout Run and Langley was begun. (Secretary of the Interior, *Annual Report*, fy 1957, 349)

Milkhouse Ford and Kalmia bridges in Rock Creek Park were completed. (Secretary of the Interior, *Annual Report*, fy 1957, 349)

August 24, 1957

An addition to the First Division Monument honoring the division’s participation in World War II was dedicated. (Silvina Fernandez-Duque, *President’s Park Notes: First Division Monument*, 7)

National Capital Parks Superintendent Harry T. Thompson
(May 1, 1958-February 25, 1961)

FY 1958

The first year of a “new reorganization” of NCP according to recommendations from a survey was completed. Changes included the addition of the position of Advance Planner to the superintendent’s office. (Secretary of the Interior, *Annual Report*, fy 1958, 315)

Master plans were developed for Fort Washington and Greenbelt Park. Development plans were in preparation for Water Sports Center, Rock Creek Nature Center, Washington Monument Plaza, and parking areas in Rock Creek Park. (Secretary of the Interior, *Annual Report*, fy 1958, 316)

March 30, 1958

A granite Japanese lantern, a gift of the governor of Tokyo to Washington, D.C., was presented in West Potomac Park. (*Sculpture in the Parks*, 20)

- April 18, 1958 A stone Japanese pagoda, a gift of the mayor of Yokohama to the City of Washington, was dedicated in West Potomac Park. (*Sculpture in the Parks*, 21)
- June 30, 1958 The Custis-Lee Mansion (Arlington House) was formally dedicated and opened to the public. (Secretary of the Interior, *Annual Report*, fy 1958, 315)
- September 2, 1958 The National Cultural Center was authorized. (Becker, *Miracle on the Potomac*, 32)
- FY 1959 Two hundred plans related to development of the National Capital Region were prepared. Four million dollars were spent on sixty contracts. Work completed or under way included planting of trees and shrubs, improvements of neighborhood parks, improvements at Rock Creek Park (two stables, several bridges, road realignment, paving; contract let for nature center), re-roofing of Lincoln Memorial, elevator rehabilitation at Washington Monument, repairs and stabilization at Fort Washington, Custis-Lee Mansion, and Old Stone House. (Secretary of the Interior, *Annual Report*, fy 1959, 364)
- February 27, 1959 Simon Bolivar statue was dedicated in Reservation 383. (NPS sources)
- June 11, 1959 Legislation was enacted authorizing an exchange of land with Smoot Sand and Gravel that added parts of Dyke Marsh to National Capital Parks. (Mackintosh, "George Washington Memorial Parkway Administrative History," 154-155)
- July 4, 1959 The House Where Lincoln Died (Petersen House) reopened after rehabilitation. (Secretary of the Interior, *Annual Report*, fy 1960, 303)
- August 18, 1959 A boundary change at Custis-Lee Mansion (Arlington House) was authorized. (NPS sources)
- September 1, 1959 A memorial to Franklin D. Roosevelt was authorized. (Janet A. McDonnell, *The National Parks: Shaping the System*, 80)
- September 21, 1959 A statue of Admiral Richard Eveyln Byrd was authorized. (NPS sources)

September 13, 1960 A statue of Ukrainian poet Taras Shevchenko was authorized by Congress. (*Sculpture in the Parks*, 45)

Funds for a statue of President Theodore Roosevelt were authorized. (NPS sources)

FY 1961 The Harry T. Thompson Boat Center was called a noteworthy Mission 66 accomplishment. (Secretary of the Interior, *Annual Report*, fy 1961, 384)

January 18, 1961 President Dwight Eisenhower proclaimed the upper canal of the Chesapeake and Ohio Canal (from Seneca to Cumberland) a National Monument (NPS sources)

National Capital Parks Superintendent T. Sutton Jett
(March 15, 1961-January 22, 1962)

May 1961 A new, more historically accurate barge replaced the old barge in the C&O Canal. (Secretary of the Interior, *Annual Report*, fy 1961, 384)

September 22, 1961 Public Law 87-286 was signed into law by President John F. Kennedy. The law authorized the care and preservation of the historic and artistic contents of the White House and their preservation under the provisions of the 1916 National Park Service Organic Act. The law covered the 18.07 acres of ground inside the White House fence. (William Patrick O'Brien, "Administrative History: The White House and President's Park," 2001, 407)

October 1961 A memorial to President Theodore Roosevelt on Roosevelt Island was authorized. (*Sculpture in the Parks*, 40)

October 4, 1961 Piscataway Park (1,150 acres) was authorized. (National Capital Region, *Annual Report*, 1964, 21)

November 13, 1961 A statue of Admiral Richard Evelyn Byrd was dedicated on the approach to Arlington Memorial Cemetery. (NPS sources)

December 4, 1961 Region VI, headquartered in Washington, appeared on an NPS organization chart. (Olsen, *Administrative History: Organizational Structures of the National Park Service, 1971-1985*, 83)

Region VI Director T. Sutton Jett (January 22, 1962-July 10, 1962)

- FY 1962 Legislation was enacted providing for the preservation of land on Piscataway Creek in Prince Georges and Charles counties, known as Mockley Point or Moyoane Park, opposite Mount Vernon. The Department of the Interior was authorized by this legislation to acquire 2,600 acres in easements and 1,186 by purchase for park purposes. (Secretary of the Interior, *Annual Report*, fy 1962, 113)
- A committee was appointed by the president to raise money for a National Cultural Center, planned for a location upstream from the Lincoln Memorial. The cultural center was eventually constructed and renamed in honor of President John F. Kennedy. (Secretary of the Interior, *Annual Report*, fy 1962, 113)
- NPS opposed “expressway encroachment” on Glover-Archbold Park. (Secretary of the Interior, *Annual Report*, fy 1962, 114)
- The White House Rose Garden was rehabilitated. (National Capital Region, *Annual Report*, 1964, 7)
- 1962 *Wildlife Management in the National Parks* (Stagner Report) was published.
- January 11, 1962 The National Capital Division of Design and Construction was abolished. Two-thirds of its staff was assigned to the National Capital Office of Design and Construction in the same NPS assistant directorate as the Eastern and Western offices of design and construction. (NPS sources)
- January 22, 1962 National Capital Parks became Region VI. NCP Superintendent T. Sutton Jett was named regional director.
- March 16, 1962 A new visitor center on Hains Point opened. (Secretary of the Interior, *Annual Report*, fy 1962, 113)
- May 31, 1962 A boundary change for Antietam National Battlefield was accomplished. (NPS sources)

National Capital Region Director T. Sutton Jett (July 10, 1962-January 13, 1968)

- June 20, 1962 World War II and Korean War additions to Second Division Memorial were dedicated. (NPS sources)

- July 10, 1962 Region VI was renamed the National Capital Region when the regions were given geographical names. T. Sutton Jett remained regional director. (Tolson, *Historic Listing of National Park Service Officials*, 15)
- September 5, 1962 The Frederick Douglass Home was authorized. (*The National Parks: Shaping the System*, 81)
- December 1962 The final segment of the George Washington Memorial Parkway in Virginia, from Langley to the Capital Beltway, opened to traffic. (Barry Mackintosh, “A Partially Fulfilled Dream’: The George Washington Memorial Parkway in Maryland,” 10)
- December 31, 1962 Potomac Park Motor Court was closed for sewer construction. (Secretary of the Interior, *Annual Report*, fy 1963, 120)
- FY 1963 The Thomas Jefferson Memorial was floodlit. (Secretary of the Interior, *Annual Report*, fy 1963, 120)
- The grounds and practice fields of new District of Columbia Stadium (later renamed Robert F. Kennedy Memorial Stadium) were developed. (Secretary of the Interior, *Annual Report*, fy 1963, 120)
- Fifty picnic sites at Fort Washington and sixty at Fort Hunt were completed. Two hundred picnic areas at Turkey Run Recreational Area, fifty at Greenbelt Park, 220 at Carderock Recreational Center begun. (Secretary of the Interior, *Annual Report*, fy 1963, 120)
- A boat-launching site opened at Gravelly Point. (Secretary of the Interior, *Annual Report*, fy 1963, 120)
- One hundred twenty new tent campsites were almost complete at Prince William Forest Park. A trailer village was planned to be available for 1964 camping season. Work on fifty new tent campsites at Greenbelt Park was begun. (Secretary of the Interior, *Annual Report*, fy 1963, 120)
- March 4, 1963 *Report of the Advisory Board on Wildlife Management in the National Parks* (Leopold Report) released.
- May 2, 1963 Secretary of the Interior Stewart L. Udall instructed NPS to implement the findings of Leopold Report. (WNRC records)

- May 29, 1963 Harpers Ferry National Monument redesignated Harpers Ferry National Historical Park. (NPS sources)
- August 1963 NCR offices and National Capital Office of Design and Construction moved into the region's new headquarters building at 1100 Ohio Drive, S.W. (National Capital Region, *Annual Report*, 1964, 2)
- FY 1964 The Mary McLeod Bethune Memorial was authorized for erection in Lincoln Park. (National Capital Region, *Annual Report*, 1964, 7)
- New recreational facilities were constructed: Prince William Forest Park – Telegraph Road Picnic Ground (sixty sites), Oak Ridge Campground (120 campsites), Turkey Run Ridge Campground (new water system) completed; Reid Ridge (sixty-seven-site-trailer camping area, comfort station-bath-laundry building, attendant's station) begun. Fort Hunt – picnic area begun, modern shelter to be constructed; road system revised and expanded; parking areas constructed; comfort stations constructed. (National Capital Region, *Annual Report*, 1964, 15)
- A "floral beautification program" entered its second year. Under the program 100,000 tulips, thousands of other flowers, and flowering shrubs were planted. The work included landscape planting along George Washington Memorial Parkway from 14th Street Bridge to Alexandria; plantings at Lafayette, Farragut, and McPherson squares, Bolivar Plaza, Pershing Square, the hemicycle at Memorial Entrance to Arlington National Cemetery. New greenhouses and a pool for lotus plants were constructed at Kenilworth Aquatic Gardens (National Capital Region, *Annual Report*, 1964, 19-21)
- A 300-table picnic area with fireplaces opened at Turkey Run Recreational Area. (National Capital Region, *Annual Report*, 1964, 23)
- Kelly-Miller Swimming Pool, designed and constructed under direction of National Capital Office of Design and Construction, was completed for the DC Recreation Department. (National Capital Region, *Annual Report*, 1964, 24)
- The Rock Creek Park golf clubhouse was completed. (National Capital Region, *Annual Report*, 1964, 26)

Three World War II temporary buildings on the Washington Monument grounds, four on the south side of Reflecting Pool, and two on the Mall were demolished. (National Capital Region, *Annual Report*, 1964, 28)

NCP was enlarged by 425 acres, including Jones Point Park, Piscataway Park, and additions to Prince William Forest Park. (Robert C. Horne, Annual Report of the Regional Director, fiscal year 1964, 16)

January 23, 1964

The National Cultural Center was designated as a memorial to John F. Kennedy. (Becker, *Miracle on the Potomac*, 72)

March 7, 1964

Executive Order 11145 was signed by President Lyndon B. Johnson. The order established the position of White House curator and the Committee for the Preservation of the White House. (O'Brien, "Administrative History," 407)

May 1964

A campground with fifty tent sites was established at Greenbelt Park. (National Capital Region, *Annual Report*, 1964, 22)

June 1964

Congress appropriated \$2,073,600 for the restoration of Ford's Theatre to its April 1865 appearance. (National Capital Region, *Annual Report*, 1964, 7. The Ford's Theatre NPS website says July 7, 1964)

June 25, 1964

Representatives of the National Association of Colored Women's Clubs and the Frederick Douglass Memorial and Historical Association presented Secretary of the Interior Stewart Udall with the deed for the Frederick Douglass home. Acceptance by NPS was authorized by PL 87-633. (National Capital Region, *Annual Report*, 1964, 23)

June 27, 1964

A statue of Ukrainian poet Taras Shevchenko was unveiled in Reservation 57D at 22nd, 23rd, and P streets, N.W. (*Sculpture in the Parks*, 45)

October 1964

The U.S. Park Police moved into a new headquarters building in East Potomac Park next to the National Capital Region headquarters. The dedication ceremony on November 30 featured Secretary of the Interior Udall. (U.S. Park Police, "suggested Material for Director's Annual Report," June 2, 1965, 1)

- October 2, 1964 The United Spanish War Veterans Memorial was authorized. (NPS sources)
- November 1964 The Maryland leg of the George Washington Memorial Parkway (renamed the Clara Barton Parkway in 1989) from Glen Echo to the David Taylor Model Basin (now the Naval Surface Warfare Center) was opened to traffic. (Mackintosh, “A Partially Fulfilled Dream,” 12)
- November 7, 1964 The Boy Scouts of America statue was dedicated on the Ellipse. (NPS sources)
- FY 1965 The Franklin D. Roosevelt Memorial on Pennsylvania Avenue and the Frederick Douglass Home restoration were completed. (Raymond L. Freeman, Assistant Regional Director, Cooperative Activities, “Memorandum: Material for Director’s Annual Report,” June 3, 1965, 2)
- 1965 The remainder of the Maryland leg of the George Washington Memorial Parkway was completed. It ran from Glen Echo to the Chain Bridge, where it intersected with Canal Road. (Mackintosh, “A Partially Fulfilled Dream,” 12)
- February 11, 1965 Lady Bird Johnson convened the first meeting of the Committee for a More Beautiful Capital at the White House to determine ways to improve Washington’s appearance and to make it a model that other cities in the United States could emulate. (Lewis L. Gould, *Lady Bird Johnson and the Environment*, 39-53)
- April 10, 1965 A completely renovated Hains Point Visitor Information Center reopened. (Chief, Division of Interpretation and Visitor Services, “Memorandum: Material for Director’s Annual Report,” June 1, 1965)
- April 12, 1965 Franklin Delano Roosevelt memorial dedicated in Reservation 35 north of the National Archives. (*Sculpture in the Parks*, 39)
- April 14, 1965 Lincoln Museum redesignated Ford’s Theatre. (NPS sources)
- May 23, 1965 A reorganization of National Capital Region, approved January 18, 1965, was put into effect. The new organization divided the region into five units: Central NCP, North NCP, East NCP, Prince William Forest Park/George Washington Memorial Parkway, Catoctin Mountain Park/Baltimore-Washington

- Parkway. A superintendent headed each unit. (Assistant Regional Director for Administration, "Memorandum: Materials for Director's Annual Report," May 28, 1965, 1)
- July 24, 1965 The United Spanish War Veterans Memorial was dedicated on the approach to Arlington National Cemetery. (Memorial Avenue) (NPS sources)
- September 21, 1965 The public law regarding Mary McLeod Bethune statue was amended. (NPS sources)
- September 30, 1965 The Pennsylvania Avenue National Historic Site was designated. (NPS sources)
- October 10, 1965 A boundary change for George Washington Memorial Parkway was authorized. (NPS sources)
- 1966 Beautification Task Force established to implement program of the Committee for a More Beautiful Capital. (Darwina Neal, chief, cultural resources, National Capital Region, comments on 100% draft of "National Capital Region Administrative History, 1952-2005," May 2008)
- March 1966 NCR design and construction staff and the National Capital Design and Construction office were consolidated as the Washington Planning and Service Center. (Hammons, "History Highlights, Office of Design and Construction, National Park Service," 5-7)
- April 22, 1966 A statue of Robert Emmet was dedicated in Reservation 302. (NPS sources)
- June 1, 1966 Jurisdiction for the C&O Canal segment from Seneca to Cumberland was transferred from Region Five to the National Capital Region. (Mackintosh, *C&O Canal: The Making of a Park*, 137)
- July 19, 1966 A boundary change for Piscataway Park was authorized. (NPS sources)
- August 1966 The U.S. Park Police moved into a substation at Greenbelt Park. (*Annual Report*, fy 1967, 23)
- August 19, 1966 Secretary of the Interior Udall dedicated the Zoo Bypass Tunnel. (National Capital Region, *Annual Report*, fiscal year 1967, 1)

- October 15, 1966 The National Historic Preservation Act passed. (*The National Parks: Shaping the System*, 81)
- Wolf Trap Farm Park for the Performing Arts was authorized. (*The National Parks: Shaping the System*, 82)
- November 9, 1966 P.L. 89-790 authorized the National Visitor Center Study Commission to study sites, plans for visitor services in DC. First meeting was held on March 1, 1967. The committee recommended that Union Station be used as visitor center site if it could be leased. (*Annual Report*, fy 1967, 15)
- FY 1967 Land acquisition included 800 acres acquired in property exchange and donation at Great Falls, Virginia. (National Capital Region, *Annual Report*, fiscal year 1967, 2)
- Reconstruction of Rock Creek and Potomac Parkway from Constitution Avenue to the Zoo was nearly complete. (*Annual Report*, fy 1967, 8)
- McKinley Swimming Pool and Petworth Playground were completed. (*Annual Report*, fy 1967, 8)
- Five World War II temporary buildings near the Polo Field were razed and the area was restored to park use. Temporary buildings D, R, and S “in Mall area” were demolished. (*Annual Report*, fy 1967, 9)
- The gymnasium, warehouse, and laundry building and the storage building completed at Catoctin Job Corps Conservation Center. A new visitor center opened at Catoctin Mountain Park. (*Annual Report*, fy 1967, 9)
- Twenty-three locations in North NCP benefited from Vice President Hubert Humphrey’s program for night lighting at playgrounds, schoolyards, swimming pools. The work was accomplished in cooperation with DC government. (*Annual Report*, fy 1967, 13)
- Two tracts of land in Fairfax County, Wolf Trap Farm and Symphony Hill, containing a total of 96.89 acres, were acquired by NPS by donation. Congressional authority was given for establishing a performing arts park at Wolf Trap Farm. Twenty

additional acres were sought in scenic easements, 21.2 acres to be purchased. (*Annual Report*, fy 1967, 19)

NPS acquired 783.63 acres from PEPCO at Great Falls, Virginia, in exchange for the Blue Pond tract at Muirkirk, Maryland. The Fairfax County Park Authority donated 15.66 acres at Great Falls. (*Annual Report*, fy 1967, 20)

All lands for the Kennedy Center were placed under jurisdiction of the NPS. (*Annual Report*, fy 1967, 20)

Historically accurate painting of Custis-Lee Mansion, including faux marble columns, was completed. (*Annual Report*, fy 1967, 22)

Ninety-three campsites were completed at Greenbelt Park (*Annual Report*, fy 1967, 27)

- May 20, 1967 The C&O Canal Historic Trail was dedicated. (*Annual Report*, fy 1967, 28)
- July 1, 1967 All NPS areas in Virginia and Maryland were transferred to National Capital Region jurisdiction from the Southeast and Northeast regions, respectively. (NPS sources)
- July 8, 1967 The Children's Animal Farm, forerunner of Oxon Hill Farm, opened. (R. Christopher Goodwin & Associates, "Historical Resource Study for Oxon Cove Park," 41)

National Capital Region Director I.J. "Nash" Castro
(January 14, 1968-September 25, 1969)

- 1968 The Titanic Memorial was relocated to Reservation 717 (Waterfront Park) in southwest Washington. (*Sculpture in the Parks*, 47)
- January 21, 1968 The National Park Service held dedication ceremonies at the restored Ford's Theatre. (National Park Service, "Ford's Theatre National Historic Site," Chronology of Ford's Theatre)
- January 30, 1968 A reopening ceremony at Ford's Theatre, featuring actress Helen Hayes, took place. (National Park Service, "Ford's Theatre National Historic Site," Chronology of Ford's Theatre)

- February 5, 1968 The first performance at Ford's Theatre since 1865 took place. (National Park Service, "Ford's Theatre National Historic Site," Chronology of Ford's Theatre)
- February 13, 1968 The restored Ford's Theatre was opened to the public. (National Park Service, "Ford's Theatre National Historic Site," Chronology of Ford's Theatre)
- March 12, 1968 National Visitor Center was authorized. (*The National Parks: Shaping the System*, 82)
- June 30, 1968 NPS units transferred to National Capital Region on July 1, 1967, returned to previous regional affiliations, with the exception of Antietam National Battlefield and National Cemetery. (NPS sources)
- October 2, 1968 The National Trails System Act and the National Wild and Scenic Rivers System Act were signed into law. (*The National Parks: Shaping the System*, 82)
- October 17, 1968 A statue of Benito Pablo Juarez was approved by Congress in Reservation 134. (*Sculpture in the Parks*, 24)
- March 17, 1969 Landmark Services, Inc., a subsidiary of Universal Studios, began offering three tram busses to carry passengers between the Lincoln Memorial and the west front of the Capitol. ("History of Tourmobile Sightseeing," Tourmobile Sightseeing website)
- November 1969 Lafayette Park reopened after renovation planned by John Carl Warnecke Associates. (O'Brien, 328)
- December 5, 1969 The National Capital Region was renamed Office of National Capital Parks. (Tolson, *Historic Listing*, 16)

**National Capital Parks General Superintendent Russell E. Dickenson
(January 11, 1970-September 4, 1971)**

- 1970 The Harpers Ferry Center opened to help plan and design interpretive materials in the national parks. (Mackintosh, *Interpretation in the National Park Service: A Historical Perspective*, 53)
- June 23, 1970 Ford's Theatre was combined with the House Where Lincoln Died to become the Ford's Theatre National Historic Site. (NPS sources)

- 1971 More than 350 NCR park units, mostly recreational areas and traffic islands, were transferred to the District of Columbia. (Svejda, "Fact Sheet on the History of the Development of the Park System in National Capital Parks," 6)
- Eastern, Western, and Washington planning and service centers were consolidated in Denver Service Center. (NPS sources)
- January 8, 1971 Chesapeake & Ohio Canal established as a National Historical Park. (*The National Parks: Shaping the System*, 82) (NPS sources)
- July 29, 1971 The Mary McLeod Bethune memorial law was amended. (NPS sources)

National Capital Parks Director Russell E. Dickenson
(September 5, 1971-July 13, 1973)

- 1972 The statue of Confederate General Albert Pike was removed from location at 3rd and D streets, N.W. (*Sculpture in the Parks*, 37)
- June 16, 1972 NPS administration of the John F. Kennedy Center for the Performing Arts was authorized. (Becker, *Miracle on the Potomac*, 160)
- June 30, 1972 The Custis-Lee Mansion was renamed Arlington House, the Robert E. Lee Memorial. (NPS sources)
- September 18, 1972 A statue of the Seabees of the U.S. Navy was authorized. (*Sculpture in the Parks*, 42)

National Capital Parks Director Manus J. Fish
(November 11, 1973-October 20, 1976)

- December 28, 1973 The Lyndon Baines Johnson Memorial Grove in Lady Bird Johnson Park, George Washington Memorial Parkway, was authorized by Congress. (*The National Parks: Shaping the System*, 100)
- May 27, 1974 A statue of the Seabees of the U.S. Navy was dedicated on approach to Arlington National Cemetery. (*Sculpture in the Parks*, 42)

- July 10, 1974 The Mary McLeod Bethune statue was dedicated in Lincoln Park. (NPS sources)
- August 1, 1974 Constitution Gardens was authorized in West Potomac Park. (*The National Parks: Shaping the System*, 100)
- August 23, 1974 A Vietnam War addition to the First Division Memorial in President's Park was authorized by Congress. (NPS sources)
- October 15, 1974 A boundary change for Piscataway park was authorized. (NPS sources)
- October 24, 1974 A boundary change for Harpers Ferry National Historical Park was authorized. (NPS sources)
- October 26, 1974 Clara Barton National Historic Site was authorized as part of the George Washington Memorial Parkway. (*The National Parks: Shaping the System*, 100)
- Sewall-Belmont House National Historic Site was authorized. The legislation also authorized the Secretary of the Interior to enter into a cooperative agreement with the National Woman's Party relating to public tours of the house. (Ehrenkrantz Eckstut & Kuhn, "Sewall-Belmont House Historic Structure Report," 41)
- December 20, 1975 The Lyndon Baines Johnson Megalith was approved. (*Sculpture in the Parks*, 24)
- 1976 The statue of General José de San Martín was relocated to its present site in Reservation 106. (*Sculpture in the Parks*, 40)
- NCR opened its first centralized museum storage facility at Union Station, which was called the Regional Museum Vault. The vault contained the region's history collections as well as the Interior department's ethnography collection. (Pam West, director, Museum Resource Center, National Capital Region, comments on 95% draft of "National Capital Region Administrative History, 1952-2005," March 2008)
- February 6, 1976 A memorial to 101st First Army Airborne Division was authorized. (NPS sources)
- February 25, 1976 The General Services Administration formally transferred Glen Echo Park to NPS. (Mackintosh, "George Washington Memorial Parkway Administrative History," 190-195)

- April 6, 1976 The Lyndon Baines Johnson Memorial Grove and Megalith was dedicated in Lady Bird Johnson Park. (Mackintosh, "George Washington Memorial Parkway Administrative History," 175)
- May 21, 1976 A statue of Bernardo de Galvez authorized. (NPS sources)
- June 2, 1976 NCR dedicated a new sports complex at Anacostia Park. The Bicentennial program funded construction of the complex, which included a roller skating pavilion, football fields, and tennis courts. (*Washington Post*, June 2, 1976, B1)
- June 3, 1976 A statue of Bernardo de Galvez was dedicated in Reservation 720. (NPS sources)
- June 9, 1976 (circa) Fort Dupont Park dedicated its ice-skating rink, constructed as part of the Bicentennial program. (*Washington Post*, June 2, 1976, B1)
- July 4, 1976 National Visitor Center opened. (William M. Wright, "White City to White Elephant: Washington's Union Station since World War II," *Washington History* 10:2, Fall/Winter 1998-99, 42.)
- October 12, 1976 American Legion Freedom Bell in Columbia Plaza was approved. (*Sculpture in the Parks*, 5)

National Capital Region Director Manus J. Fish
(October 21, 1976-September 3, 1988)

- October 21, 1976 Monocacy National Military Park was reauthorized and redesignated as Monocacy National Battlefield. (*The National Parks: Shaping the System*, 100)
- Boundary changes for the George Washington Memorial Parkway and Piscataway Park were authorized. (NPS sources)
- FY 1977 The statue of General Albert Pike was relocated to present site at 3rd and D Streets, N.W. (*Sculpture in the Parks*, 37)
- March 15, 1977 A statue of Justice William O. Douglas was authorized. (NPS sources)

- May 17, 1977 A statue of Justice William O. Douglas was dedicated at the Chesapeake & Ohio Canal National Historical Park in Georgetown. (NPS sources)
- May 29, 1977 A memorial to the 101st Army Airborne Division was dedicated on the approach to Arlington National Cemetery. (NPS sources)
- August 20, 1977 An addition to the First Division Monument honoring the division's participation in the Vietnam War was dedicated. (Fernandez-Duque, *First Division Monument*, 9)
- April 17, 1978 The Fifty-Six Signers of the Declaration of Independence Memorial in Constitution Gardens was authorized. (NPS sources)
- November 10, 1978 Antietam National Battlefield Site was renamed Antietam National Battlefield and its boundaries were enlarged by act of Congress. (Snell and Brown, "Antietam National Battlefield and National Cemetery: Administrative History," 458)
- Boundary changes were authorized for Chesapeake & Ohio Canal National Historical Park and Monocacy National Battlefield. (NPS sources)
- March 5, 1980 A boundary change for Harpers Ferry National Historical Park was authorized. (NPS sources)
- The United States Navy Memorial was authorized. (Memorial foundation website)
- May 1980 NPS released the *State of the Parks* report.
- July 1, 1980 Vietnam Veterans Memorial was authorized by Congress. (*The National Parks: Shaping the System*, 101)
- October 26, 1980 A statue of Peter Muhlenberg dedicated in Reservation 397. (NPS sources)
- October 30, 1980 A boundary change for Manassas National Battlefield Park was authorized. (NPS sources)
- July 22, 1981 The American Legion Freedom Bell in Columbus Plaza was dedicated. (*Sculpture in the Parks*, 5)

December 29, 1981	The National Visitor Center was transferred to Department of Transportation. (NPS sources)
1982	The collections from the Regional Museum Vault were moved to the Museum and Archeological Storage Facility (MARS) in Lanham, Maryland. The decision was made to store all of the region's archeological collections there. (Pam West, director. Museum Resource Center, National Capital Region, comments on 95% draft of "National Capital Region Administrative History, 1952-2005," March 2008)
FY 1982	A statue of Benjamin Franklin was relocated to its present site in front of Old Post Office. (NPS sources)
October 15, 1982	Mary McLeod Bethune Council House National Historical Site designated. (NPS sources)
November 13, 1982	The Vietnam Veterans Memorial was dedicated in Constitution Gardens. (NPS sources)
FY 1983	A statue of General John J. Pershing was dedicated in Pershing Square at Pennsylvania Avenue and 14 th Street. (NPS sources)
March 28, 1983	The National Trails System Act was amended to establish the Potomac Heritage National Scenic Trail. (<i>The National Parks: Shaping the System</i> , 102)
June 15, 1983	The Maine Lobsterman Memorial was dedicated at Southwest Waterfront Park. (NPS sources)
1984	The Old Post Office Tower was opened, jointly operated by the General Services Administration and the National Park Service. (National Capital Parks-Central, <i>Annual Report</i> , 1985, 2)
July 2, 1984	The Fifty-Six Signers of the Declaration of Independence Memorial was dedicated in Constitution Gardens. (NPS sources)
October 19, 1984	The Khalil Gibran Memorial and the National Law Enforcement Officers Memorial were authorized. (NPS sources)
November 11, 1984	Three Soldiers statue was dedicated at Vietnam Veterans Memorial. (NPS sources)
October 27, 1986	The Francis Scott Key Memorial was authorized. (NPS sources)

- October 28, 1986 The Korean War Veterans Memorial was authorized. (*The National Parks: Shaping the System*, 102)
- November 6, 1986 The Women in Military Service for America Memorial was authorized. (Memorial foundation website)
- June 25, 1987 The Pennsylvania Avenue National Historic Site became a National Park Service unit. (*The National Parks: Shaping the System*, 102)
- October 13, 1987 The U.S. Navy Memorial was dedicated on Pennsylvania Avenue, N.W., between 7th and 9th streets. (Memorial foundation website)
- February 12, 1988 The Frederick Douglas Home was redesignated Frederick Douglass National Historic Site. (NPS sources)
- October 25, 1988 The expansion of Antietam National Battlefield was authorized. (NPS sources)
- November 10, 1988 A boundary change for Manassas National Battlefield Park was authorized. (NPS sources)

National Capital Region Director Robert G. Stanton
(December 18, 1988-January 3, 1997)

- October 6, 1989 A boundary change for Harpers Ferry National Historical Park was authorized. (NPS sources)
- November 28, 1989 The Maryland section of the George Washington Memorial Parkway was renamed the Clara Barton Memorial Parkway. (NPS sources)
- August 10, 1990 The George Mason Memorial was authorized. (NPS Sources)
- May 21, 1991 The Khalil Gibran Memorial was dedicated in Normanstone Parkway along Massachusetts Avenue, N.W. (NPS sources)
- October 15, 1991 The National Law Enforcement Officers Memorial was dedicated in Judiciary Square. (NPS sources)
- December 11, 1991 NPS administration of Mary McLeod Bethune Council House National Historic Site was authorized. (*The National Parks: Shaping the System*, 102)

- 1992 *National Parks for the 21st Century: The Vail Agenda* was released.
- May 11, 1992 NCR opened a new White House Collection Storage Facility (now called the Executive Support Facility) for the proper care of stored White House museum collections and related archival records. (O'Brien, 332-333)
- October 14, 1992 African American Civil War Memorial was authorized. (NPS sources)
- October 24, 1992 National Japanese American Memorial to Patriotism was authorized. (Memorial foundation website)
- May 25, 1993 National World War II Memorial was authorized. (NPS sources)
- September 14, 1993 Francis Scott Key Memorial was dedicated near Key Bridge. (NPS sources)
- November 11, 1993 The Vietnam Veterans Women's Memorial was dedicated. (NPS sources)
- December 2, 1993 United States Air Force Memorial was authorized. (Memorial foundation website)
- December 17, 1993 Victims of Communism Memorial was authorized. (Memorial foundation website)
- 1994 NPS issued *Restructuring Plan for the National Park Service* calling for replacement of traditional regional structure with clusters of field units. (NPS sources)
- The Mary McLeod Bethune Council House NHS was acquired by the National Park Service. Beyer Blinder Belle, "Mary McLeod Bethune Council House National Historic Site Historic Structures Report," 3-20)
- July 21, 1994 Administration of the Kennedy Center was transferred from the National Park Service to the Kennedy Center Trustees. (*The National Parks: Shaping the System*, 82)
- October 6, 1994 A boundary change for Piscataway Park was authorized. (NPS sources)

- March 1995 The White House Visitor Center opened in the Commerce Department. (White House Liaison communication)
- May 29, 1995 An addition to the First Division Monument honoring the division's participation in the Desert Storm operation was dedicated. (Fernandez-Duque, *First Division Monument*, 10)
- July 27, 1995 The Korean War Veterans Memorial was dedicated. (NPS sources)
- December 15, 1995 A manual outlining the implementation of reorganization of the National Capital Field Area was approved. ("National Capital Field Area Cluster Management Manual")
- 1996 The Museum Resource Center was created, aligning the Regional Curator Program and MARS into a field resource unit under the National Capital Region from a division under the associate regional director for operations. (Pam West, director, Museum Resource Center, National Capital Region, comments on 95% draft of "National Capital Region Administrative History, 1952-2005," March 2008)
- April 26, 1996 A boundary change and NPS administration was authorized for federal segments of Pennsylvania Avenue National Historic Site. (NPS sources)
- November 12, 1996 Martin Luther King, Jr., Memorial was authorized. (Memorial foundation website)

National Capital Region Director Terry R. Carlstrom
(January 4, 1997-2004)

- May 2, 1997 The Franklin Delano Roosevelt Memorial was dedicated in West Potomac Park. (NPS sources)
- October 18, 1997 The Women in Military Service for America Memorial, located on approach to Memorial Bridge, was dedicated. (Memorial foundation website)
- 1998 The Cuban-American Friendship Urn re-erected in East Potomac Park. (NPS sources)

July 16, 1998	The location of Martin Luther King, Jr., Memorial in West Potomac Park was authorized. (Memorial foundation website)
July 18, 1998	The African American Civil War Memorial sculpture was unveiled. (NPS sources)
October 21, 1998	Authority was extended for the Victims of Communism Memorial. (Memorial foundation website)
October 26, 1998	The Mahatma Gandhi Memorial was authorized. (Memorial foundation website)
November 6, 1998	The Benjamin Banneker Memorial was authorized. (Memorial foundation website.)
August 12, 1999	NPS Director Robert M. Stanton announced the Natural Resource Challenge, providing increased funding to inventory and monitor natural resources in the national parks.
October 25, 1999	The Dwight D. Eisenhower Memorial was authorized. (Memorial foundation website)
2000	The construction of the Museum Resource Center (MRCE) in Landover, Maryland, further consolidated NCR's collections with the addition of archival and natural history collections being moved to the new facility. (Pam West, director, Museum Resource Center, National Capital Region, comments on 95% draft of "National Capital Region Administrative History, 1952-2005," March 2008)
September 16, 2000	The Mahatma Gandhi Memorial was dedicated in Reservation 58. (Memorial foundation website)
October 24, 2000	The American Veterans Disabled for Life Memorial was authorized. (Memorial foundation website) Public Law 106-349 authorized a study to evaluate the potential for management and operation of the Carter G. Woodson Home by NPS. ("Special Resources Study: Carter G. Woodson Home," 1)
November 9, 2000	The National Japanese American Memorial to Patriotism was dedicated in Reservation 728. (Memorial foundation website)

November 12, 2000	The Frederick Douglass Memorial Garden was authorized. (Memorial foundation website)
September 11, 2001	NCR staff members participate in rescue, traffic control, and security functions following the terrorist attack on the Pentagon. (Janet A. McDonnell, <i>The National Park Service: Responding to the September 11 Terrorist Attacks</i> 2-18)
November 5, 2001	The John Adams and Tomas Masaryk memorials were authorized. (Memorial foundation websites)
December 28, 2001	The site for U.S. Air Force Memorial (Naval Annex, Arlington, Virginia) was authorized.
April 9, 2002	The George Mason Memorial was dedicated in West Potomac Park. (NPS sources)
August 21, 2002	Wolf Trap Farm Park for the Performing Arts was redesignated Wolf Trap National Park for the Performing Arts. (NPS sources)
September 19, 2002	The Tomas Masaryk Memorial was dedicated in Reservation 360 at the intersection of Florida Avenue and 22 nd Street, N.W. (Memorial foundation website)
December 2, 2002	A boundary change was authorized for Prince William Forest Park. (NPS sources)
November 11, 2003	The authority for the Martin Luther King, Jr., Memorial was extended. (Memorial foundation website)
December 19, 2003	The Carter G. Woodson Home was designated a National Historic Site. (NPS sources)
May 29, 2004	The National World War II Memorial was dedicated. (<i>The National Parks: Shaping the System</i> , 103)
September 24, 2004	A boundary change for Harpers Ferry National Historical Park was authorized. (NPS sources)
November 11, 2004	A plaque was dedicated at Vietnam Veterans Memorial honoring veterans who died after the war as a result of injuries suffered in Vietnam. (NPS sources)

**National Capital Region Director Joseph M. Lawler
(2005-)**

- February 2005 The National Capital Region and the Department of Agriculture's Agricultural Research Service released to nurseries the Dutch elm disease-resistant Jefferson cultivar of the American elm tree. The tree was subsequently grown at the NCR nursery on Daingerfield Island to replace dying elms on the Mall. (National Capital Region, "The Mall, National Mall and Memorial Parks, Cultural Landscape Inventory," 88)
- June 10, 2005 The National Park Service purchased the Carter G. Woodson Home from the Association for the Study of Negro Life and History for \$465,000. (Beyer Blinder Belle, "Carter G. Woodson Home: Historic Structures Report," 27)
- November 9, 2005 The reconstruction of Pennsylvania Avenue between 15th and 17th streets, N.W., as a pedestrian plaza was unveiled to the public. (Guthheim and Lee, *Worthy of the Nation*, 367)

National Capital Region Administrative History

Appendix B

Final Report

Robinson Associates, Inc.

June 6, 2008

Page 1

Appendix B: List of New Park Units, Redesignations, and Boundary Changes, 1952-2005		
Park Unit	Administered by	Date
Antietam National Battlefield	Antietam National Battlefield	April 22, 1960 - established; May 31, 1962 - boundary change; November 10, 1978 - boundary change, redesignated; October 25, 1988 - expansion authorized
Arlington House, the Robert E. Lee Memorial	George Washington Memorial Parkway	June 29, 1955 - designated Custis-Lee Mansion by Congress; August 18, 1959 - boundary change; November 3, 1959 - boundary change; June 30, 1972 - renamed
Carter G. Woodson Home National Historic Site	National Capital Parks-East	December 19, 2003 - designated
Catoctin Mountain Park	Catoctin Mountain Park	July 12, 1954 - boundary change, renamed
Chesapeake and Ohio Canal and National Historical Park	Chesapeake and Ohio Canal and National Historical Park	January 18, 1961 - upper canal proclaimed a national monument; January 8, 1971 - established as a national historical park; November 10, 1978 - boundary change
Clara Barton Memorial Parkway	George Washington Memorial Parkway	November 28, 1989 - renamed
Clara Barton National Historic Site	George Washington Memorial Parkway	October 26, 1974 - authorized
Ford's Theatre National Historic Site	National Mall and Memorial Parks	April 14, 1965 - redesignated Ford's Theatre (Lincoln Museum); June 23, 1970 - combined with House Where Lincoln Died, redesignated Ford's Theatre National Historic Site
Frederick Douglass National Historic Site	National Capital Parks-East	September 5, 1962 - authorized as Frederick Douglass Home; February 12, 1988 - redesignated
George Washington Memorial Parkway	George Washington Memorial Parkway	October 10, 1965 - boundary change; October 21, 1976 - boundary change; November 28, 1989 - Maryland section renamed Clara Barton Parkway
Harpers Ferry National Historical Park	Harpers Ferry National Historical Park	July 14, 1960 - boundary change; May 29, 1963 - redesignated; October 24, 1974 - boundary change; March 5, 1980 - boundary change; October 6, 1989 - boundary change; September 24, 2004 - boundary change
John F. Kennedy Center for the Performing Arts	Rock Creek and Potomac Parkway	September 2, 1958 - National Cultural Center authorized; January 23, 1964 - designated as memorial to John F. Kennedy; June 16, 1972 - NPS administration authorized; July 21, 1994 - transferred to Kennedy Center Trustees
Lady Bird Johnson Park	George Washington Memorial Parkway	November 4, 1968 - renamed (formerly Columbia Island)
Manassas National Battlefield Park	Manassas National Battlefield Park	April 17, 1954 - boundary change; October 30, 1980 - boundary change; November 10, 1988 - boundary change

National Capital Region Administrative History

Appendix B

Final Report

Robinson Associates, Inc.

June 6, 2008

Page 2

Mary McLeod Bethune Council House National Historical Site	National Capital Parks-East	October 15, 1982 - designated; December 11, 1991 - NPS administration authorized
Monocacy National Battlefield	Monocacy National Battlefield	October 21, 1976 - reauthorized and renamed a national battlefield (formerly a national military park); November 10, 1978 - boundary change; July 13, 1991 - open to public
National Visitor Center	National Capital Parks-Central	March 12, 1968 - authorized; December 29, 1981 - transferred to Department of Transportation
Pennsylvania Avenue National Historic Site	National Mall and Memorial Parks	September 30, 1965 - designated; April 26, 1996 - boundary change
Piscataway Park	National Capital Parks-East	October 4, 1961 - authorized; July 19, 1966 - boundary change; October 15, 1974 - boundary change; October 21, 1976 - boundary change; October 6, 1994 - boundary change
Potomac Heritage National Scenic Trail	Potomac Heritage National Scenic Trail	March 28, 1983 - established
Prince William Forest Park	Prince William Forest Park	December 2, 2002 - boundary change
Sewall-Belmont House	National Capital Parks-East	October 26, 1974 - authorized
Wolf Trap National Park for the Performing Arts	Wolf Trap National Park for the Performing Arts	October 15, 1966 - authorized; August 21, 2002 - redesignated (formerly Wolf Trap Farm Park for the Performing Arts)

National Capital Region Administrative History

Appendix C

Final Report

Robinson Associates, Inc.

June 6, 2008

Page 1

Appendix C: List of New Memorials and Statuary, 1952-2005

Memorial or Statue	Location	Date
Adams Memorial (proposed)	undetermined	November 5, 2001 - authorized
African American Civil War Memorial	Reservation 170	October 14, 1992 - authorized; July 18, 1998 - sculpture unveiled
American Legion Freedom Bell	Reservation 334	October 12, 1976 - authorized; July 22, 1981 - dedicated
American Veterans Disabled for Life Memorial (proposed)	Canal and Second Streets, S.W. (not NPS property)	October 24, 2000 - authorized
The Awakening	Reservation 333	1980 - erected
Banneker, Benjamin, Memorial (proposed)	L'Enfant Promenade, S.W. (not NPS property)	November 6, 1998 - authorized
Baruch, Bernard (Bench of Inspiration)	Reservation 10	August 16, 1960 - dedicated
Bethune, Mary McLeod	Reservation 14	June 1, 1960 - authorized; September 21, 1965 - amendment to public law; July 29, 1971 - amendment to public law; July 10, 1974 - dedicated
Bolivar, Simon, Memorial	Reservation 383	July 5, 1949 - authorized; February 27, 1959 - dedicated
Boy Scouts of America Memorial	Reservation 1	November 7, 1964 - dedicated
Byrd, Admiral Richard Evelyn	Reservation 404	September 21, 1959 - authorized; November 13, 1961 - dedicated
Cuban-American Friendship Urn	Reservation 333	November 1997 - moved to its present site
Discus Thrower (Discobolos)	Reservation 105	March 1, 1956 - dedicated
Douglas, Justice William O.	Reservation 404	March 15, 1977 - authorized; May 17, 1977 - dedicated
Douglass, Frederick, Memorial Garden (proposed)	undetermined	November 12, 2000 - authorized
Eisenhower, Dwight D., Memorial (proposed)	Independence and Maryland Avenues, S.W. (not NPS)	October 25, 1999 - authorized
Emmet, Robert	Reservation 302	April 22, 1966 - moved to its present site
56 Signers of the Declaration of Independence Memorial	Reservation 332	April 17, 1978 - authorized; July 2, 1984 - dedicated
First Air Mail Flight Marker	Reservation 332	May 15, 1958 - dedicated; 1969 - stolen; 1971 - replaced
First Division Monument	Reservation 1	Addition for World War II: June 25, 1947 - authorized; August 24, 1957 - dedicated. Addition for Vietnam War: August 23, 1974 - authorized; August 20, 1977 - completed. Addition for Gulf War: May 29, 1995 - dedicated
Franklin, Benjamin	Pennsylvania Avenue National Historic Site	1982 - relocated to present site
Galvez, Bernardo de	Reservation 720	May 21, 1976 - authorized; June 3, 1976 - dedicated
Gandhi, Mahatma	Reservation 58	October 26, 1998 - authorized; September 16, 2000 - dedicated

National Capital Region Administrative History

Appendix C

Final Report

Robinson Associates, Inc.

June 6, 2008

Page 2

Appendix C: List of New Memorials and Statuary, 1952-2005		
Memorial or Statue	Location	Date
Gibran, Khalil	Reservation 514	October 19, 1984 - authorized; May 24, 1991 - dedicated
Japanese Lantern	Reservation 332	1954 - authorized; March 30, 1958 - presented
Japanese Pagoda	Reservation 332	1954 - authorized; April 21, 1958 - dedicated
Johnson, Lyndon Baines, Memorial Grove	Reservation 344	December 28, 1973 - memorial authorized; April 6, 1976 - dedicated
Juarez, Benito Pablo	Reservation 134	October 17, 1968 - authorized; 1968 - dedicated
Key, Francis Scott, Memorial	Reservation 404	October 27, 1986 - authorized; September 14, 1993 - dedicated
King, Martin Luther, Jr., Memorial	Reservation 332	November 12, 1996 - authorized; July 16, 1998 - location approved; November 11, 2003 - authority extended
Korean War Veterans Memorial	Reservation 332	October 28, 1986 - authorized; July 27, 1995 - dedicated
Maine Lobersterman Memorial	Reservation 717	September 4, 1980 - authorized; June 15, 1983 - dedicated
John Marshall	John Marshall Park	1983 - dedicated
Masaryk, Tomas, Memorial	Reservation 360	November 5, 2001 - authorized; September 19, 2002 - dedicated
Mason, George	Reservation 332	August 10, 1990 - authorized; April 9, 2002 - dedicated
Meade, General George C. (moved)	Reservation 553	1884 - moved to current location
Mellon, Andrew W., Memorial Fountain	Reservation 546	July 16, 1947 - authorized; May 9, 1952 - dedicated
Muhlenberg, Peter	Reservation 397	May 2, 1928 - authorized; October 26, 1980 - dedicated
National Japanese American Memorial to Patriotism	Reservation 728	October 24, 1992 - authorized; November 9, 2000 - dedicated
National Law Enforcement Officers Memorial	Reservation 7	October 19, 1984 - authorized; October 15, 1991 - dedicated
National World War II Memorial	Reservation 332	May 25, 1993 - authorized; May 29, 2004 - dedicated
Netherlands Carillon	Reservation 404	May 5, 1954 - dedicated in West Potomac Park (temporary location); August 23, 1954 - Secretary of the Interior authorized to choose permanent site; May 5, 1960 - dedicated in current site
One Hundred First Army Airborne Division	Reservation 404	February 6, 1976 - authorized; May 29, 1977 - dedicated
Pershing, General John J.	Reservation 617	April 2, 1956 - authorized; 1983 - dedicated
Pike, General Albert (moved)	3rd and D streets, N.W. (formerly Reservation 188, transferred out of NPS)	1972 - removed for subway construction; 1977 - returned to original location
Rittenhouse, Sarah, Armillary Sphere	Reservation 324	July 27, 1953 - authorized; November 9, 1956 - dedicated

National Capital Region Administrative History

Appendix C

Final Report

Robinson Associates, Inc.

June 6, 2008

Page 3

Appendix C: List of New Memorials and Statuary, 1952-2005		
Memorial or Statue	Location	Date
Roosevelt, President Franklin Delano, Memorial	Reservation 35	April 12, 1965 - dedicated (no specific Congressional authorization)
Roosevelt, Franklin Delano, Memorial	Reservation 332	September 1, 1959 - authorized; May 2, 1997 - dedicated
Roosevelt, President Theodore, Memorial	Reservation 560	February 12, 1925 - authorized; September 13, 1960 - funds authorized; October 1961 - memorial authorized; October 27, 1967 - dedicated
San Martin, General Jose de	Reservation 106	1976 - relocated from Reservation 7
Seabees of the United States Navy	Reservation 404	September 18, 1972 - authorized; May 27, 1974 - dedicated
Second Division Memorial (additions for World War II and Korean War)	Reservation 1	June 20, 1962 - dedicated
Shevchenko, Taras	Reservation 57D	September 13, 1960 - authorized; June 27, 1964 - dedicated
Stephenson, Dr. Benjamin Franklin/Grand Army of the Republic Memorial	Reservation 36A	Moved to present location from current location of Temperance Fountain by PADC in 1987.
Temperance Fountain	Reservation 36A	Moved to present location from current location of Stephenson/G.A.R. Memorial by PADC in
Titanic Memorial	Reservation 717	1966 - removed from Reservation 339 for construction of Kennedy Center; 1968 - relocated
United Spanish War Veterans Memorial	Reservation 404	October 2, 1964 - authorized; July 24, 1965 - dedicated
United States Air Force Memorial	Naval Annex, Arlington, Va.	December 2, 1993 - authorized; December 28, 2001 - site authorized; October 14, 2006 - dedicated
United States Marine Corps War Memorial (Iwo Jima)	Reservation 404	July 1, 1947 - authorized; June 16, 1953 - site authorized; November 10, 1954 - dedicated
United States Navy Memorial	Pennsylvania Avenue National Historic Site	March 5, 1980 - authorized; October 13, 1987 - dedicated
Victims of Communism Memorial (under construction)	Reservation 77B	December 17, 1993 - authorized; October 21, 1998 - authorization extended
Vietnam Veterans Memorial	Reservation 332	July 1, 1980 - authorized; November 13, 1982 - dedicated; November 11, 1984 - Three Soldiers statue dedicated; November 11, 1993 - Vietnam Women's Memorial dedicated; November 11, 2004 - Plaque dedicated honoring veterans who died after the war as a result of injuries suffered in Vietnam
Women in Military Service for America	Reservation 404	November 6, 1986 - authorized; October 18, 1997 - dedicated

National Capital Region Administrative History

Appendix D

Final Report

Robinson Associates, Inc.

June 6, 2008

Page 1

Appendix D: Summary of Key Park Legislation and Executive Actions, 1952-2005

Park Unit	Title of Act and Date	Summary
Antietam National Battlefield	An Act to provide for the protection and preservation of the Antietam Battlefield in the State of Maryland. (74 Stat. 79), April 22, 1960	The legislation authorized the secretary of the interior to acquire lands and interests in lands totaling approximately 1,800 acres "to preserve, protect, and improve" Antietam Battlefield. Interior was charged with maintaining the site or restoring it to its condition at the time of the battle.
	National Parks and Recreation Act of 1978 (92 Stat. 3467), November 10, 1978	Section 319 of the act amended the park's earlier legislation to change the park's name from Antietam National Battlefield Site to Antietam National Battlefield. The act also authorized the secretary of the interior to acquire scenic easements on additional land associated with the battlefield. (92 Stat. 3488)
Arlington House, the Robert E. Lee Memorial	Joint Resolution dedicating the Lee Mansion in Arlington National Cemetery as a permanent memorial to Robert E. Lee. (69 Stat. 190), June 29, 1955	The resolution designated the house in Arlington National Cemetery as the Custis-Lee Mansion and dedicated it as a permanent memorial to Robert E. Lee. It also authorized the secretary of the interior to erect a plaque on the site to Lee's memory.
	An Act to restore to the Custis-Lee Mansion located in the Arlington National Cemetery, Arlington, Virginia, its original historical name, followed by the explanatory memorial phrase, so that it shall be known as Arlington House, the Robert E. Lee Memorial. (86 Stat. 401), June 30, 1972	The act amended previous legislation to give the site its historical name.
Carter G. Woodson Home National Historic Site	An Act to establish the Carter G. Woodson Home National Historic Site in the District of Columbia. (117 Stat. 2873), December 19, 2003	The legislation established the Carter G. Woodson Home National Historic Site at 1538 Ninth Street, N.W., in Washington as a unit of the National Park Service. The act also authorized the secretary of the interior to acquire any of three other properties (1540, 1542, and 1544 Ninth Street, N.W.) to add to the historic site and to enter into cooperative agreements for the rehabilitation and interpretation of the site. Further, the act authorized the secretary to enter into a cooperative agreement with the Association for the Study of African-American Life and History that would allow the association to use a portion of the site for administrative purposes.

National Capital Region Administrative History

Appendix D

Final Report

Robinson Associates, Inc.

June 6, 2008

Page 2

Appendix D: Summary of Key Park Legislation and Executive Actions, 1952-2005

Park Unit	Title of Act and Date	Summary
Chesapeake and Ohio Canal and National Historical Park	Proclamation establishing the Chesapeake and Ohio Canal National Monument, Maryland. (75 Stat. 1023), January 18, 1961	Citing the Antiquities Act (June 8, 1906, 34 Stat. 225), the proclamation by President Dwight Eisenhower designated the portion of federal property from Cumberland, Maryland, to the Seneca aqueduct as the monument.
	An Act to establish and develop the Chesapeake and Ohio Canal National Historical Park. (84 Stat. 1978), January 8, 1971	The act established the Chesapeake and Ohio Canal NHP to preserve and interpret the historic and scenic features of the canal, to develop the canal for public recreation, and to restore the canal.
Clara Barton Memorial Parkway	An Act to redesignate a certain portion of the George Washington Memorial Parkway as the "Clara Barton Parkway." (103 Stat. 1296), November 28, 1989	The legislation renamed the segment of the George Washington Memorial Parkway from its intersection with MacArthur Boulevard in Montgomery County, Maryland to its intersection with Canal Road in the Washington.
Clara Barton National Historic Site	An Act to provide for the establishment of the Clara Barton National Historic Site, Maryland; ... (88 Stat. 1461), October 26, 1974	The legislation authorized the secretary of the interior to acquire lands or interest in lands for the establishment of the Clara Barton National Historic Site. The act refers to a map of the proposed NHS at 5801 Oxford Road, Glen Echo, Maryland.
Ford's Theatre National Historic Site	Joint Resolution requiring the preparation of an estimate of the cost of reconstructing Ford's Theatre in Washington, District of Columbia. (68 Stat. 143), May 28, 1954	The legislation directs the secretary of the interior to prepare a study and cost estimate of the restoration of Ford's Theatre as it was on April 14, 1965. The legislation also asked for an estimate of the cost of constructing a museum to house the Oldroyd collection of artifacts.
	An Act to establish the Ford's Theatre National Historic Site. (84 Stat. 322), June 23, 1970	The legislation established the Ford's Theatre National Historic Site, consisting of the House Where Lincoln Died, the Lincoln Museum, and Ford's Theatre, all of which were already under the jurisdiction of the secretary of the interior, as well as 517 10th Street, N.W., which the secretary was authorized to acquire.
Frederick Douglass National Historic Site	An Act to provide for the establishment of the Frederick Douglass home as a part of the park system in the Nation's Capital. (76 Stat. 435), September 5, 1962	The act authorized the secretary of the interior to designate the former home of Frederick Douglass, known as "Cedar Hill," at 141 W. Street, S.E., "for preservation as part of the park system in the National Capital." The legislation excluded from interior department jurisdiction 14 acres leased as a housing development.

National Capital Region Administrative History

Appendix D

Final Report

Robinson Associates, Inc.

June 6, 2008

Page 3

Appendix D: Summary of Key Park Legislation and Executive Actions, 1952-2005		
Park Unit	Title of Act and Date	Summary
George Washington Memorial Parkway	An Act to redesignate a certain portion of the George Washington Memorial Parkway as the "Clara Barton Parkway." (103 Stat. 1296), November 28, 1989	The legislation renamed the segment of the George Washington Memorial Parkway from its intersection with MacArthur Boulevard in Montgomery County, Maryland to its intersection with Canal Road in the Washington.
Harpers Ferry National Historical Park	An Act to change the name of Harpers Ferry National Monument to Harpers Ferry National Historical Park. (77 Stat. 52), May 29, 1963	The act changed Harpers Ferry from a national monument to a national historical park.
John F. Kennedy Center for the Performing Arts	An Act to provide for a National Cultural Center which will be constructed, with funds raised by voluntary contributions, on a site made available in the District of Columbia. (72 Stat. 1698), September 2, 1958	The act established a bureau in the Smithsonian Institution, governed by a board of trustees, to maintain and administer the National Cultural Center. The board of trustees was charged with constructing the center on the designated site (bound by the Inner Loop Freeway, the Theodore Roosevelt Bridge approaches, Rock Creek Parkway, New Hampshire Avenue, and F Street, N.W.
	Joint Resolution providing for renaming the National Cultural Center as the John F. Kennedy Center for the Performing Arts, authorizing an appropriation therefore. (78 Stat. 4), January 23, 1964	Citing Kennedy's service to his country, his devotion to the advancement of the performing arts in the United States, and his untimely death, the resolution renamed the National Cultural Center in his honor as "the sole national monument to his memory within the city of Washington and its environs."
	An Act to amend the Public Buildings Act of 1959, as amended, to provide for financing the acquisition, construction, alteration, maintenance, operation, and protection of public buildings. (86 Stat. 216), June 16, 1972	The act amended previous Kennedy Center legislation to provide for National Park Service administration of the property. NPS, according to the act, "shall provide maintenance, security, information, interpretation, janitorial and all other services necessary to the nonperforming arts functions" of the Kennedy Center. (86 Stat. 222)

National Capital Region Administrative History

Appendix D

Final Report

Robinson Associates, Inc.

June 6, 2008

Page 4

Appendix D: Summary of Key Park Legislation and Executive Actions, 1952-2005		
Park Unit	Title of Act and Date	Summary
	An Act to amend the John F. Kennedy Center Act to transfer operating responsibilities to the Board of Trustees of the John F. Kennedy Center for the Performing Arts. (108 Stat. 1409), July 21, 1994	The legislation established the Kennedy Center board of trustees as the sole agency responsible for the operation of the center, transferring maintenance (of the building and grounds), operations, and interpretation responsibilities from the National Park Service to the board.
Manassas National Battlefield Park	An Act to preserve within Manassas National Battlefield Park, Virginia, the most important historic properties relating to the battles of Manassas, and for other purposes. (68 Stat. 56), April 17, 1954	The legislation fixed the boundaries of the park, connecting previously scattered tracts of land.
Mary McLeod Bethune Council House National Historical Site	An Act to designate the Mary McLeod Bethune Council House in Washington, District of Columbia, as a national historic site. (96 Stat. 1615), October 15, 1982	The legislation established the Mary McLeod Bethune Council House as a National Historic Site "to assure the preservation, maintenance, and interpretation" of the house and "to assure the continuation of the Mary McLeod Bethune Memorial Museum and the National Archives for Black Women's History" at the site. The act also authorized the secretary of the interior to enter into a cooperative agreement with the National Council of Negro Women relating to work "to mark, restore, interpret, operate, and maintain the historic site."
	An Act to authorize the National Park Service to acquire and manage the Mary McLeod Bethune Council House National Historic Site. (105 Stat. 1652), December 11, 1991	The act authorized acquisition and administration of the National Historic Site by the secretary of the interior. The legislation authorized the secretary to enter into a cooperative agreement with "nonprofit organizations dedicated to preserving and interpreting the life and work of Mary McLeod Bethune and the history and contributions of African American women," including administration of the archives located on the site.
Monocacy National Battlefield	An Act to provide for increases in appropriation ceilings and boundary changes in certain units of the National Park System, and for other purposes. (90 Stat. 2732), October 21, 1976	Section 319 of the legislation changed the name of the park from Monocacy National Military Park to Monocacy National Battlefield and referred to a May 1976 map for its boundaries. It also called for a master plan for the development of the battlefield to be submitted to the committees on interior and insular affairs within three years of the act's approval.

National Capital Region Administrative History

Appendix D

Final Report

Robinson Associates, Inc.

June 6, 2008

Page 5

Appendix D: Summary of Key Park Legislation and Executive Actions, 1952-2005		
Park Unit	Title of Act and Date	Summary
National Mall and Memorial Parks	The National Visitor Center Facilities Act of 1968. (82 Stat. 43), March 12, 1968	The legislation authorized the secretary of the interior to enter into agreements with the Washington Terminal Company, owner of Union Station, for the use of the station as the National Visitor Center. Under the terms of the act, Washington Terminal Company would construct needed visitor facilities in Union Station, as well as additional parking facilities, in consultation with the secretary of the interior. The legislation gave the United States the option to purchase the visitor center and parking at fair market rates and established the National Visitor Facilities Advisory Commission to review plans for the center.
	The Union Station Redevelopment Act of 1981 (95 Stat. 1667), December 29, 1981	Citing the historic stature of Union Station and its unstable condition, the increase in rail travel since the National Visitor Center Facilities Act was passed, and the opportunity the station presented for successful commercial development, the legislation authorized the secretary of the interior to transfer Union Station to the jurisdiction of the secretary of transportation. The act gave the secretary of transportation the responsibility to rehabilitate and redevelop Union Station to achieve goals that included preservation of the building, restoration of rail service there, commercial development of the complex, and withdrawal of the federal government from active role in the management and operation of the station.
	An Act to provide standards for placement of commemorative works on certain Federal lands in the District of Columbia and its environs. (100 Stat. 3650), November 14, 1986	The act defined its purposes as the preservation of the L'Enfant and McMillan plans; the preservation, protection, and maintenance of open space in the Nation's Capital; and the assurance of appropriate design, construction, location, and significance of future commemorative works. Under the provisions of the act, future commemorative works must be authorized by act of Congress. The act also established the National Capital Memorial Commission to advise the secretary of the interior and the administrator of GSA on policies and procedures for the establishment of commemorative works. In addition, the act established two areas where commemorative works might be located (Area I and Area II) and established conditions that must be met for the location of works in those areas. Works to be located in Area I were defined as commemorating subjects "of preeminent historical and lasting significance to the Nation." Subjects of works in Area II were defined as commemorating subjects "of lasting historical significance."

National Capital Region Administrative History

Appendix D

Final Report

Robinson Associates, Inc.

June 6, 2008

Page 6

Appendix D: Summary of Key Park Legislation and Executive Actions, 1952-2005		
Park Unit	Title of Act and Date	Summary
	An Act to authorize the design and construction of a visitor center for the Vietnam Veterans Memorial. (117 Stat. 1348), November 17, 2003	The Act authorized the Vietnam Veterans Memorial Fund, Inc., to construct a visitor center on federal land near the Vietnam Veterans Memorial. The act specified that the center be located underground and that the Vietnam Veterans Memorial Fund consult with educators, veterans, and the National Park Service in developing the center's design. For the purposes of the act, the visitor center was to be considered a commemorative work and therefore subject to the provisions of the Commemorative Works Act, with the exception of the prohibition of visitor centers in Area I. The act prohibited the use of federal funds for the establishment of the visitor center, but the secretary of the interior was given responsibility for its operation and maintenance, through agreement with the Vietnam Veterans Memorial Fund.
	Commemorative Works Clarification and Revision Act of 2003. (117 Stat. 1349), November 17, 2003	According to the act, Congress found that "the great cross-axis of the Mall in the District of Columbia ... is a substantially completed work of civic art." The act created "a reserve area" on the Mall to preserve its integrity, specifying that after the passage of the act "no commemorative work or visitor center shall be located within the Reserve." The reserve was defined as "the great cross-axis of the Mall, which generally extends from the United States Capitol to the Lincoln Memorial, and from the White House to the Jefferson Memorial." The act did not apply to commemorative works already approved.
Pennsylvania Avenue National Historic Site	An Act making appropriations for fiscal year 1996 to make a further downpayment toward and balanced budget, and for other purposes. (110 Stat. 1321), April 26, 1996	The legislation provided for the transfer of property identified on a map entitled "Pennsylvania Avenue National Historic Park" from the Pennsylvania Avenue Development Corporation to the National Park Service. NPS became responsible for the management, administration, maintenance, law enforcement, visitor services, interpretation, and preservation of this property, which generally included the parks, plazas, sidewalks, special lighting, trees, sculpture, and memorials in the Pennsylvania Avenue National Historic Site.
Piscataway Park	Joint Resolution to provide for the preservation and protection of certain lands in Prince Georges and Charles Counties, Maryland. (75 Stat. 780), October 4, 1961	The resolution authorized the secretary of the interior to acquire certain lands in Prince Georges and Charles counties along the Potomac River, described in the text, to preserve "the historic and scenic values, the unusual cultural, scientific, and recreational values, and the present open and wooded character" of the lands. The resolution also states that acquisition is needed to "insure ... the natural beauty of such lands as it existed at the time of the construction and active use of Mount Vernon Mansion and Fort Washington." The resolution also authorized the secretary of the interior to accept donations of land or interests in land from the Accokeek Foundation and other foundations.

National Capital Region Administrative History

Appendix D

Final Report

Robinson Associates, Inc.

June 6, 2008

Page 7

Appendix D: Summary of Key Park Legislation and Executive Actions, 1952-2005

Park Unit	Title of Act and Date	Summary
Potomac Heritage National Scenic Trail	An Act to amend the National Trails System Act by designating additional national scenic and historic trails. (97 Stat. 52), March 28, 1983	The act added the Potomac Heritage National Scenic Trail to trails already designated by the National Trails System Act.
Sewall-Belmont House	An Act to provide for the establishment of the Clara Barton National Historic Site, Maryland; ...and Sewall-Belmont National Historic Site, Washington, District of Columbia. (88 Stat. 1461), October 26, 1974	Title II of the legislation authorized the secretary of the interior to enter into a cooperative agreement "to assist in the preservation and interpretation" of the house as a National Historic Site. The act further directed that the cooperative agreement address NPS access to the house to conduct tours and otherwise interpret the house, allow NPS consent to changes to the property, and govern the extent of NPS participation in the preservation of the house. (88 Stat. 1463)
White House	An Act concerning the White House and providing for the care and preservation of its historic and artistic contents. (75 Stat. 586), September 22, 1961	This legislation provided for the care, preservation, and interpretation of the White House and its contents, as well as the care of the 18.07 acres within the enclosure of President's Park, under the provisions of the NPS Organic Act of 1916. The act called for primary attention to be paid to "the principal corridor on the ground floor and the principal public rooms on the first floor of the White House."
Wolf Trap National Park for the Performing Arts	An Act to provide for the establishment of Wolf Trap Farm Park in Fairfax County, Virginia. (80 Stat. 950), October 15, 1966	The act established Wolf Trap Farm Park as "a park for the performing arts and related educational programs, and for recreation use in connection therewith." The legislation authorizes the secretary of the interior "to establish, develop, improve, operate, and maintain" the park.
	An Act to rename Wolf Trap Farm Park as "Wolf Trap National Park for the Performing Arts." (116 Stat. 1330), August 21, 2002	The act renamed the park and also exempted Wolf Trap from "laws, rules, or regulations that are applicable solely to units of the National Park System that are designated as a 'National Park.'"

**APPENDIX E:
TRANSCRIPTS OF ORAL HISTORIES**

**Joseph M. Lawler, Regional Director
National Capital Region, National Park Service
Interviewed by Tim Kerr, Robinson & Associates,
and Gary Scott, Chief Historian, National Capital Region
November 3, 2006**

**Transcribed by Judy Hutchinson, Kingstowne Business Services
for Robinson & Associates, Inc.**

Gary Scott (GS): This is Gary Scott [National Capital Region Historian], and it is November 3, 2006, and this is the oral history of Joseph Lawler, Regional Director, National Capital Region, National Park Service.

As far as your format, you can run it any way you want it. We don't have any hidden agenda or trick questions.

Joseph Lawler (JL): Good to know.

(GS) Tim has some – he found a little bit about your bio on the web, about the places you've worked, and how you viewed the history of the Park Service and the history of the region at various times, when you were at the Kennedy Center, when you were at Ford's Theater, when you were at Rock Creek Park, when you were at Wolf Trap.

(JL) Is the focus the history of NCR, the history of the regional headquarters, or –

Tim Kerr (TK): It's NCR. It's the whole –

(JL) The whole region.

(TK) It's not just the headquarters. It's what happened in the region.

(JL) And so my personal experiences will help –

(GS) Flesh out –

(JL) Color –

(GS) Yeah, flesh out probably the development of the Kennedy Center and Wolf Trap. You probably know all those pieces very well, and probably Frankie [Hewitt] at Ford's Theater and that whole period.

(JL): A few anecdotes.

(GS) And then once you –

(JL) I'll do it with a certain amount of decorum, but little anecdotes that would provide interest is fine.

(GS) Oh, sure. Sure. And then you become Deputy Regional Director, and then sort of how you see things as Deputy Regional Director and as Regional Director, up until about 2005. That's where we're going to cut off.

(JL) Okay. January 2005.

(TK) I was noticing in your bio that you got an undergrad degree in English.

(JL) Yes.

(TK) In Pennsylvania, right, at Scranton?

(JL) Yes.

(TK) But you spent your whole Park Service career here. So how did you get from there to here, just to get started?

(JL) Just answer that question?

(TK) Yes. Just how did you get from your undergraduate days to the National Capital Region?

(JL) Very good. Right after college I did a year of teaching in a Catholic parochial school. I quickly realized that was not for me and said, "I've got to find something else to do." So I had an aunt and uncle here in Arlington, and I came down after that first year of teaching and stayed with them, and just did some job shopping. He was able to make an introduction for me to someone in the Department of Interior, and I got a four-month, temporary appointment here in the National Capital Region in a program called Summer in the Parks. And that has its own very interesting history.

(TK) Yes, that's one of the things we're talking about.

(GS) What was Summer in the Parks?

(JL) Summer in the Parks was a program that this region, specifically, of the National Park Service managed, really to provide services for mainly the inner city community of Washington, D.C., and this was in response to the social unrest and the riots that had taken place in the inner city.

I wasn't there for the beginning of that program. I was there in the last few years of that program. I came in in 1972, working in the outdoor recreation section of that program, and my specific

responsibilities – I was just here on a four-month appointment at that time. We worked with some of our park counterparts to run camping programs, to bring recreational equipment out to recreation centers. We brought children in buses, we brought them to the parks for overnight experiences, as well as day camp experiences. It was very interesting. At that time, we had enough money to actually run a bus system, and had our own bus drivers. We put these kids – we picked them up at rec centers, brought them on buses to, let's say, Prince William or C&O Canal or Greenbelt Park or Fort Washington, where they got an experience of a national park, an outdoor experience that they certainly – most of these kids never had.

So it was a good introduction for them. And besides the outdoor recreation component of some of the parks, we had a performing arts component where we ran concerts in the city parks, and some of that still continues today – concerts at Carter Barron, concerts at Fort Dupont. But really [it was] a way of just providing some additional services to that segment of the community, in a sense offering additional services because the D.C. Department of Recreation maybe didn't have the resources. So we just did a lot of – more like a rec department. We had a green scene – Gary, I don't know if you remember the green scene. Francesca Hecht and others, and Bart Truesdale were involved. And that was a program that was like an extension program where we would work with homeowners and folks to teach them about house plants. It was almost like a state extension service. So it was interesting. That was the day where we had the funding to do that. There were special appropriations to do that. There was special legislation to allow us to do busing, and I was involved with that for a few years. That was 1972 and '73, and I worked for Ann Belkov at that point. Ann Belkov later became the superintendent of the Statue of Liberty, and still is a good friend residing here in Arlington.

Then in 1974 – well, yeah, that was all temporary – I ended up with about an eighteen-month continued extension of that temporary authority, and I didn't have my first permanent appointment until 1974 – I believe that's correct – with the Division of Special Events. And Art Lamb ran that operation. That brings a smile to Gary's face. Art Lamb was a former TV personality locally, and he ran our Special Events Office. At that time we did some really significant events in the District. Some of them still continue. We also ran the First Amendment permits, which is still a function that is handled out of this building. But that was my first permanent position was in that Special Events Office.

(TK) So that did involve demonstrations?

(JL) Demonstrations were certainly a part of it – issuing those permits for demonstrations, negotiating with the permittees, as well as ... In those days we co-sponsored lots of significant activities, parades, lots of wreath layings, we had power boat races out here on the Potomac River. So we were involved in all kinds of large-scale public events with various co-sponsors. I remember the first St. Patrick's Day parade in Washington, D.C., occurred during that time when I was in that office, and it's continued since. And Art Lamb was a real personality, and sort of a real highwire act, a great guy, fun to work with. But he was full of surprises. Terrific guy.

And so then after that, my first park ranger appointment, I went to the President's Park in 1975, and that was a terrific experience for me. We were expecting tremendous numbers of visitors to

Washington for the Bicentennial, and at that time the practice had been for White House visitors – they would simply start at the east gate and wrap around the south fence of the White House. They'd go back up Seventeenth Street. They'd end up crossing over on Pennsylvania Avenue. It was just a serpentine line. And the administration said, "We can do better than this." We know the crowds are going to increase. And so at that point I went to work for Bill Ruback, who was the park manager at President's Park. And, of course, Bill and I both reported to Elmer Atkins, who was the Associate Regional Director for White House Liaison, and Jim McDaniel was his Deputy. My task as sort of a young guy – I think I was about a 25-year-old ranger – was to develop a system that would better accommodate these folks. I worked closely with the White House Visitors Office, with Rex Scouten, who was then the Chief Usher of the White House, and actually did a few trips. I went down to Disneyland and talked to the officials there about how they subtly queue people and some of the techniques they use. We developed a system where people would receive timed tickets, so that they would come to President's Park, come to a kiosk. Let's say it's 7 o'clock in the morning. They might be picking up a ticket for a 10:50 tour, but what that offered them was the opportunity instead of being captive in a long line, they could then go and do something else in town, get breakfast, tour a museum that might have opened early, and come back knowing they had their place in line. So it was a marked improvement. We even had entertainment for those – what we found was people, even though they had a ticket that would guarantee them entry at a certain point, or approximately at that point, they felt compelled to sit there. They just said, "I've got this ticket. I'm here now. I'm not leaving." So there were bleachers put up, and we had military bands performing.

(TK) Where were the bleachers?

(JL) Right on the Ellipse. Bleachers, tents. We had a stage, and we had military bands, high school bands who were visiting from across the country. Worked with a group out in Reston called the Music Educators National Conference, and they helped us schedule various groups in as part of their visit to Washington. So that was quite successful. It was quite an improvement over standing in line. And so they had the choice of entertainment or go do something else, but at least you had an approximate time where your entry was guaranteed. And that system really stayed in place, minus the entertainment. The entertainment aspect lasted two or three years. That got to be expensive and complicated, but it was worthwhile because of the bicentennial. But the system of timed tickets really stayed in place right until 9/11. It was unfortunate that that's what stopped it. So that stood the test of time, and people really have had a better way of visiting the White House due to that system, so that was fun, setting that up and being involved with that.

(TK) When you were doing this, where was your workplace?

(JL) My particular workplace was over in the East Potomac Park maintenance yard. President's Park had a very rudimentary office set up. We actually had a couple of maintenance offices that we converted to the park manager's office and my office, the Chief of Maintenance's office. So we were over there squirreled in there with grass seed next to our desk, and rats running up and down the walls, but we had a great team. We had a lot of fun, and it was very rewarding work. Bill Ruback was a wonderful guy to work for. He was very supportive, a really dedicated guy. I

don't know many people who worked harder than Bill Ruback. He's still around, God bless him, living over on the Eastern Shore. He's a great guy.

And then I guess I was there from 1975 through '78 approximately, running the White House visitors program, sort of assisting Bill as almost the deputy park manager at that point, and we did some other interpretive things in the park with some walking tours and some other interpretive opportunities with a good team of rangers there that we developed.

And then in 1978 I went to Ford's Theater as the site manager, and I was there several years, 1978 and '79. But that was really – even though that site reported to, at that point, National Capital Parks-Central, I remember Roger Sulcer was the superintendent. That was very much like being a superintendent of a small park. It had all the elements of a small park operation. I didn't really have that much need to collaborate with Roger. He just wanted me to handle things and make sure that the site ran smoothly. There is an interesting Frankie Hewitt story. Jack Fish was our regional director then, and it was 1978 when Jack had a hand in hiring me for that job. I remember it was in this office – this was Jack's office. Jack brought me in and said, “Joe, I've spent a lot of time thinking about this. We think you're the right guy for this job. You're young, enthusiastic, you've got good skills, and we think you would be very successful in this job. But I just want to ask you one thing.” I said, “What's that, Mr. Regional Director?” He walked over to the corner desk, right there, where there was a phone, and he walked over there and he picked up the phone and he said, “Joe, when this phone rings, I don't want it to be Frankie Hewitt.” I said, “Yes, sir, I understand.”

I reminded Jack of that story and he said, “I didn't say that.” I said, “Jack, I swear. I took my marching orders from that meeting.” And so I took it upon myself to take that to heart because I felt, well, Jack must be getting more calls from Frankie than he really needs at this point. So I got to work closely with Frankie, and more particularly some of her staff. I developed a really strong relationship with some of her key staff, and we worked problems through the staff. So it really worked well. And I don't think Frankie ever called except to say things are going well. We had a very good relationship. And that was a challenging and fun assignment.

(TK) What were your duties? I mean, you've got a historic site as well as performing arts.

(JL) We had interpretation. Obviously, we wanted to provide a good visitor service for people coming there learning about the story of the [Lincoln] assassination. We had a museum that, of course, had strict protocols about security and maintenance and guarding those priceless artifacts. Maintenance of the site was a challenge because the site is small and a little bit fragile, and gets a lot of use, an awful lot of use. And of course, relationships with the Society were key, to make sure that our operations and their operations sort of peacefully co-existed. But, again, I had a good team there, and I look back at those days really fondly. We also managed the House Where Lincoln Died across the street, so that would be the completion of the visitor's experience there. After touring and learning about the assassination, they took a quick walk-through tour of the death scene in the bedroom, and the blood-stained pillow.

(GS) Our office was working on a restoration of that while you were site manager.

(JL) Yes, and it went very well. There is still some gentleman in Harpers Ferry, John Bruksch, who is still in Harpers Ferry, helped us on historic furnishings, yes. He's still there.

(GS) And I remember that while you were there we wrote the museum plan for the museum, and changed it around and got a lot of the assassination items on display that hadn't been on display.

(JL) And Gary, how long did that take?

(GS) It took about 10 or 15 years.

(JL) It did. Exactly right. With Gary's help we wrote the document requesting a lot of improvements to the museum, but by the time the funding came up, it was probably 10 or 15 years later. Now we're ready to do it again, by the way, in concert with Ford's Theater Society, we've got some significant new plans to redo the museum, and make the theater more accessible, and put an elevator in. So lots of things still happening at Ford's Theater with our partner over there. But that was really an exciting assignment for me. I look back at those days very fondly. Every time I go there I have a real appreciation for the challenges, but also the sanctity of the site. And Gary knows this, but a lot of people don't know, that that site essentially burned to the ground, and the government reconstructed that theater. So it's not original fabric on the interior, but it's a faithful reproduction of what that site looked like.

(TK) Probably good documentation.

(JL) Oh, yes.

(GS) The managing of a working theater, and then all the thousands of people that constantly want to visit it, is quite a feat.

(JL) Yes. And the balancing act was that there was no rehearsal space. So if they wanted to do rehearsal for a show, you had to limit public access, and so the museum and the House Where Lincoln Died became the only options. Some people were not real happy. It might be their only time in Washington, and they happen to come one afternoon, and guess what, the theater's closed. And that still goes on today, unfortunately. There's no resolution to that in sight.

(TK) Is there another example of something like that where those kinds of conflicts take place?

(JL) Probably not in this region, and we have other performing arts sites here, but there's still an opportunity usually to at least take a look at it or have some experience. Probably not. Even at the Kennedy Center we had tour hours that very rarely were violated. The afternoons would be dedicated towards rehearsals and setups, but the mornings pretty much were kept available for tourists. And I will say the same thing at Ford's Theater. The mornings pretty much were ours. The rehearsals, very rarely, they – they would not intrude on the morning visitation. But yes, that was a challenge, and a lot of people were a little disappointed. But that's the price of having live theater. You have to have a certain amount of rehearsal time.

(TK) Sure. So did those kinds of experiences – I suppose that helped you with Wolf Trap and the Kennedy Center and so on.

(JL) Absolutely. Absolutely. From Ford's Theater, I went to Wolf Trap as the head of interpretation and visitor services, which was pretty much the chief ranger, and that was in 1979, and in that job we ran the interpretive program out in our Theater in the Woods, really geared towards young children, and some pre-performance previews, as we called them, which were – let's say there was going to be a symphony with Bernstein conducting. Well, we would have an expert on that evening's performance, or be able to talk about what the visitors would hear, maybe talk about Bernstein a little bit. So there was an educational program before that evening's performance. Then, of course, we also ran all of the ushers. We supervised all of the usher staff, which is significant – a large paid staff, a tremendous amount of volunteers, and the rangers who provided first aid and visitor accommodations. So that was a busy job. And ran festivals, big park festivals. So I was the chief of interpretation and visitor services, as it was called, aka chief ranger for four years.

(GS) Was Mrs. Shouse still alive?

(JL) Mrs. Shouse certainly was alive.

(GS) How much sort of involvement did she have?

(JL) Mrs. Shouse had significant involvement, as she should have. Someone who donates all that land, as well as, essentially, constructed the first theater with her own nickel, and she had a very strong personality. And it was unfortunate because – and this is a two-way street – the Park Service and the Foundation, Wolf Trap Foundation, at that time in the relationship really didn't see eye to eye on much. I was a level below, so I tried to stay above the fray and work cooperatively with my foundation counterparts. But I know at the level above me, the park director and Mrs. Shouse and her CEO Carol Harford, there was a lot of friction. But what I tried to do at my level was stay away from that, make the place work, keep my folks motivated and happy, provide the good service to the visitors. You know, the visitors didn't know this. All they wanted was a great Wolf Trap experience. I'm happy to say that they always had that. It's a great place.

(TK) What were the kinds of issues that they disagreed about?

(JL) It was about who should run things. There were disputes about galas, and how big an event should be, what kind of damage this might create to the turf in the meadow, the number of performances during the season, how many people should be allowed into the lawn seating area. Of course, the foundation, it's to their benefit to shoehorn as many people in there as possible, and the park really thought it was maybe unsafe and really – sort of detracted from the visitor experience when we had oversells, if you will. So later on in my discussion I'll get to how some of those things were solved, and that all happened in 1992 to 1994 when I became the park director later on in my career. But those things simmered and percolated and flew up and down, and they involved the chairman of our House Appropriations Committee who, during that time –

apparently the relationship had grown so uncomfortable that directors and regional directors made a few attempts at changing the park director there because of influence from lots of corridors because the relationship was so sour.

Mrs. Shouse would work, and the Foundation, would work their contacts on the Hill, but the park director at that time also had some contacts on the Hill, and was able to combat successfully their influence. And it was very difficult on the director of the Park Service, it was very difficult on the sitting regional director, Jack Fish, and subsequently Bob Stanton, because there was an awful lot of political tension. And the regional director, of course, was whipsawed. On one side he wanted to protect his park director. On the other side, he was getting nailed by people on the Hill about how bad this relationship is. And you're the regional director, you've got to fix this. And it eventually came to a head when Mr. Stanton was director in the nineties, and the park director resigned, and I succeeded as the new director. A tension convention for twenty years out there, because the park opened in 1971, and I got there in 1992, and for about seventeen of those twenty-one years, it just didn't go well. I'm happy to say that now it's going extremely well.

(GS) It always looked to the public like it went well.

(JL) Exactly. Exactly. Behind the scenes the political machinations were bloody and ugly, but the public always had a good experience, and I think that's due to the hard-working staff. The Park Service staff out there is excellent, the Foundation staff is excellent. So, you know, you put those political battles off to the side. Visitor service, visitor satisfaction, great theater, great performances – that's what that place always meant to people and still does. They didn't see that. That's a good point.

(TK) This is going to go off of our chronological approach for a second, but do the parks in Washington come more under influence of congress and the executive branch because they're here?

(JL) Let me say that I don't have experience in other regions, but I will say when I talk to my counterparts, they have a lot of sympathy for the job we do here because it is pretty constant. And we've got a lot of supervisors, we have lots of volunteer park superintendents, and they are named Congressman X, Y, and Z. They all have an idea of what should happen in those parks, and just being here, many times they don't stop here with the complaint. They'll go right to the Secretary's level. They'll go right to the assistant secretary, right to the director, and we get it on the way down. Then you're doing catch-up because somebody already has their mind made up that you guys screwed up as you're trying to backfill with information to give them a full picture. It is a challenge. I think there is more here. And they drive through our parks every day. They come to work, they come to events in our parks, their constituents live on the borders of our parks, and our administrators – whether it's the Secretary or the deputies – many live on our borders, as do many of the heads of corporations based in Washington, as do luminaries from the media who live on our borders.

(TK) It gets a lot of attention.

(JL) It's a challenge. And we have good people who try and stay ahead of it. So it's not unmanageable, but it is challenging.

(TK) I was going to ask you also, in addition to President's Park, you were assistant superintendent at C&O Canal for a while.

(JL) Yes, for five months as acting –

(TK) For five months.

(JL) I guess that was during my time – yes, that occurred during my time at Wolf Trap.

(TK) There's some overlap.

(JL) That occurred during my time at Wolf Trap. I went on a detail, my first spin at Wolf Trap. So it was probably around 1980 or 1981. I went out as the assistant superintendent of C&O Canal, and that was a great experience for me. Dick Stanton was the superintendent. Dick had formerly been a regional director in Southeast Region, Gary, I think I'm right, and North Atlantic Region.

(GS) Yes.

(JL) For a brief time. He had previously served in John Parsons' job as our Associate Regional Director for Land Use before he became – he had two billets as regional director in other regions. And so on his way out – he loved the Canal. He did an awful lot to establish the Canal. In his previous post as land use associate director he had been involved in acquiring much of the land. So on the way out this was his last assignment, and he was a brilliant guy. Dick Stanton was a brilliant man, and I really enjoyed my association with him and I learned an awful lot. He was fun to be around. Some staff out there had a love affair with him. Others thought he was a little bit dictatorial in his way of running things. But my experience with him was always positive. But I did that for five months, and that was a terrific experience. I look back at that time now, and I remember commuting – I commuted an hour and 45 minutes one way every day for five months, all the way up the back roads to Sharpsburg, and that was a fun assignment, but I really enjoyed it. And I learned a lot about park management from that guy. I learned a lot about the cultural resources on the canal from Dick in that experience, as well as a lot about law enforcement rangers, because we had lots of things going on in the canal in terms of law enforcement at that time, with a lot of marijuana cultivation, a lot of things going on that the rangers had to deal with. So that was a good experience.

(TK) That's something I wouldn't have thought of.

(GS) Well, back to Wolf Trap, were you there during the fire?

(JL) Yes. I was there. I was the chief ranger when that fire occurred, and I got a call – I guess it was in the middle of the night – and drove out there. At that time the place was just smoke. I

mean, that fire just ripped through that building. It was wind driven, and you can imagine the cedar structure without adequate fire protection, and that thing just went up. And yes, that was – that’s a good question, Gary – that was a traumatic time, and I do remember Mrs. Shouse after that working very closely with Congress. [Virginia] Senator [John] Warner was really involved. Mrs. Shouse worked in a dedicated, nonstop fashion to enlist support for rebuilding Wolf Trap. You know, Wolf Trap wasn’t the most popular of national park units because it was sort of outside the norm. I think there was a fear in her heart that people said, “Well, now we’re done with that experiment.” She was going to have none of it. And so she worked really closely with Senator Warner, others on some of our appropriations committees, local officials in Fairfax County, and really got momentum going about rebuilding that theater. And it only took her a few years, and during that time we actually never missed a season. We built a temporary theater in the meadow, called the Meadow Center, and ran – you couldn’t do the kind of elaborate performances you can do at the Filene Center, but they still were performing art seasons. So I was there during that time of rebuilding that Meadow Center, and having those interim seasons go on, and that was a very interesting time. But yes, the fire was devastating, and as it turns out the theater we have now is much better, of course, and much better protected against fire. And a lot of the things we should have done were done, but as part of the legislation of rebuilding the theater, we required the Foundation to provide replacement insurance on the building. Now, of course, that wasn’t the requirement of the first building because the government self-insures, if you will. But because of that lesson learned, they have insurance on the new theater.

(GS) What was the year of the fire?

(JL) You know, Gary, I’m going to say 1981.

(TK) That’s what I was thinking, too.

(JL) And I’m not good on dates, so you’ll have to verify that. I’m going to say 1981.

(TK) I printed out a lot of stuff from the [*Washington*] *Post* from back then, so I’ve got all that information back at the office.

(JL) And I guess the cause is still undetermined. I think there was some contract work going on on stage, with some welding work, and people think there might have been a latent flame sort of smoldering in there, and people went home for the day, and not realizing that thing was still alive in there, I think. I think it’s still undetermined – classified as undetermined, but to the best of people’s ability we think it might have started from the welding. We don’t believe that was arson. There had been some arson on some previous Wolf Trap buildings. There were some composers’ cottages that had been burned down willfully in the past, prior to the Filene Center fire. So there’s a history of fire there.

(TK) Really? Interesting. There’s a lot of these kinds of things that people using the park and its facilities don’t think about – the kinds of stuff that go on behind the scenes.

(JL) Yes. So the first thing it brought to people's minds was arson, because of the previous history there. But we don't think that's valid.

(TK) When you were at Wolf Trap, what was the surrounding area like? Was it growing?

(JL) Yes, it was constantly growing. Shouse Village was a somewhat developed community. That's the gateway community as you come down Towlston Road towards the park. Those homes were pretty much in place, but up on the other part of the borders it was pretty undeveloped. But all during the time I was there in the early eighties, it was constantly being developed. And I don't think you could shoehorn anything in there right now. It's pretty well mature.

(TK) I read that frequently in this particular period the problems of encroachment on Park Service land because of development. It was always a problem. Was there anything like that at Wolf Trap?

(JL) You know, there wasn't much at Wolf Trap, believe it or not. The borders were pretty well defined because the homes sat up on the high ground on a ridge, on that one side of the park. I guess that would be east. And then we had the toll road border on another side – on two sides actually, sort of the toll road. The pressure wasn't bad. It really wasn't bad. And it's a nice little natural area back in there. There's a dam and a pond and some walking trails. It's pretty in there, and a park like Wolf Trap really right now is an oasis because the way these counties are developing – we were talking the other day about Monocacy. My gosh, Monocacy's going to be such an oasis in a couple of years because everything around it –

(GS) Is developed.

(JL) Yes. It's tremendous. So the foresight of establishing these parks is just something to be lauded because Monocacy is an example. I know you can watch it month by month, year by year, what's going on around the borders of that park. It's phenomenal.

(TK) So you had been at the Kennedy Center for a little while before you went back out there –

(JL) Early in my career – maybe it was during my time at President's Park – I went over to the Kennedy Center for a three- or four-month assignment as acting chief of visitor services. It might have been longer – it wasn't much. Probably four months, as acting chief of visitor services. And then I returned to the Kennedy Center later in my career in '88 as the general manager.

After my assignment at Wolf Trap – during that time, I was in the middle of a manager training program and had a few nice assignments out west picking up some resource management experience. But after my assignment at Wolf Trap in 1983, I went to Rock Creek Park. That was next, correct, as assistant superintendent.

(GS) Who was superintendent?

(JL) That was Georgia Ellard. Georgia Ellard was our Superintendent, and she was a wonderful lady, really smart. She had come out of our training branch here in NCR, and become the deputy superintendent first. Gary, who did she work for? It wasn't Jim Redmond.

(GS) I think it was.

(JL) Maybe it was. She might have been the deputy to Jim Redmond. Jim Redmond died too early, unfortunately, and then Georgia became the superintendent. And then I came to work in '83 as her deputy. And you talk about foresight, that park, in the middle of the city, is just a gift, just a tremendous stroke of foresight to have that park. It is such a jewel, and people don't understand what's in there. You just take a walk in some of the sections of the park, and you could be in the Shenandoah, or you could be in the Blue Ridge, and just forget you're in the middle of the city. It's tremendous.

Now there's a park with lots of encroachments, and it's a challenge because people want to extend their backyards into the park, and let their English ivy grow into the park, and it creates a whole series of resource problems for us. That's a very difficult assignment, especially now. The current superintendent is facing a lot of challenging issues, especially with deer. The park is being overrun with deer, and we have some public meetings about what our next steps will be.

But that park – in my experience that was wonderful. Georgia was a great person to work for. We had a very strong team in natural resource management. Bob Ford was the resource manager there for years. Most of my work was just supporting Georgia. She worked very closely with a lot of community people on issues because that park is surrounded by so many different communities. Affluent communities to the west and not so affluent communities to the east, and Georgia was able to deal with both sectors very, very well. She was very skilled at community relations.

(TK) Your assignments – in Yellowstone I think you were –

(JL) Mid-level, yes.

(TK) I'm trying to get to natural resources stuff.

(JL) Well, the mid-level program, that was an interesting program. I was fortunate to be selected for it. But in that program you created individualized plan, and the idea was to look at your current skill set, try and find the deficiencies, and go after that. And all my experience had been here in an urban setting, and working in urban parks, and with visitor services and interpretation rather than resources management. Ron Wrye was my mentor. Ron was a former deputy regional director. At that time I think he was – maybe he was – he might have been the deputy then.

(GS) He was.

(JL) And Ron had been around the Park System quite a bit. No, actually at that point, you know what, he had moved from here. He was the deputy superintendent of Yellowstone. That's what he was. And Ron arranged for me to have a detail at Yellowstone and a detail at the Everglades, and this was all to pick up an understanding and appreciation, observe and participate in some natural resource activities in those kinds of big natural areas. And then I also did some work in our legislative office in Washington as part of that detail, when the Alaska national lands were coming in. That was fascinating watching that whole process of increasing our park system.

(GS) How long did that internship last?

(JL) That was a two-year thing. It wasn't constant. You carved out a month here, a month there, two months here. You stayed in your current assignment, but you worked with your supervisor and worked with your mentor to establish some time so you could be away and pick up these other experiences, and that was very beneficial.

(TK) What were the kinds of issues at the time in those parks?

(JL) Oh, my gosh. I remember at Everglades it was just exotic plants. Oh, my goodness, the exotic plants. And it's still there. You're never going to eradicate exotic plants. But they had all kinds of exotic plant problems. The various means of trying to remove the plants – you couldn't win this battle. But it was everything from just mechanical removal with chainsaws and going in there and treating the stumps, and there was – I can't even think of these. The Brazilian pepper was just overwhelming. The problem in the Everglades, of course, is the fight for water. And the more that these exotics soaked up the water, the less opportunity would your native plants have for survival in that sort of harsh environment. So it was a constant fight trying to get some of these exotics out of there, and it still continues. That was a big issue down there. Of course, you know, the Keys – there are so many of these little islands that are part of the park. Going out there and patrolling those, and marking those, and making sure there's not illegal activities going out on those little Keys. So there's a lot of work on boats, helicopters. It's amazing when you see what your counterparts in the Park Service do out there. There are all kinds of conditions, all kinds of issues. It's just nonstop.

Yellowstone - lots of work on fire. There was a big fire taking place in the park when I was out there. Lots of work working with the U.S. Fish and Wildlife Service on some wildlife issues. Lots of cooperative activities we have in these large parks with other agencies, state agencies. There's a tremendous amount of cooperation because the resource is so large, and the resource concerns don't know boundaries. They just, you know, go from one jurisdiction to the other. So that was a very good experience for me to learn more about the depth and breadth of our natural resources and how our people manage them.

(TK) And how did that affect your work, or influence your work at Rock Creek Park? I mean, it's not specific [to Rock Creek Park].

(JL) Not specific, but just a better – you know, it's more of a microcosm. That's sort of a large land mass, the place I had experience in, but I think it just makes you – it just better prepares you

for larger management responsibilities because you have a better picture of these issues Service-wide. It just rounds you out, I think, as a professional or potential superintendent.

(TK) And the assignment at Rock Creek Park, after working at Wolf Trap, were you trying to become well rounded?

(JL) Yes, exactly right, because my experience was pretty one-dimensional. So Rock Creek was a good addition for me because I had all interpretive, performing arts, special events, inner-city recreation. Now Rock Creek is sort of the next step because even though it's an urban park, it had some natural resource issues. It had some boundary issues. It had just a little different look and feel to it. So yes, that was a good next step for me. And it was a wonderful place to work. I really enjoyed my few years there.

(TK) What happened after that?

(JL) Well, after that – this is interesting – that was 1985 when I left Rock Creek Park, and actually left the Park Service for three years.

(GS) I remember that.

(JL) I took a job in the investment business. I worked for Legg-Mason, and I probably would not have come back to the Park Service – it's interesting how things happen – except for the stock market crash in '87, because I left the Park Service and I was building a nice little retail business. My wife had two young boys at home, and she had left her teaching job. She decided she was going to get the kids into kindergarten. So I'm out working with supporting a mortgage and a wife and two young kids on commission, and I was able to do it until the stock market crash came, and then my little business dried up because I wasn't dealing with banks and institutions, I was dealing with people like Gary and Joe Lawler who had their \$5,000 to do something with, and people didn't want to do anything. People just wanted to sit on the sidelines, and rightfully so. So it's interesting how things happen. I was going to tough it out, but it was getting difficult, and I started sniffing around for, you know, maybe I need a salary again, and I ran into – this is funny. Golf is a thread throughout my career. I ran into Carolyn Kriz. Do you remember Carolyn Kriz?

(GS) Yes.

(JL) Carolyn Kriz used to work in this regional office, and I was up here at the driving range after work one day just hitting some golf balls, trying to relax, and I ran into Carolyn Kriz, and she said, "Hey, how are you doing?" We chatted. She said, "You know, they're looking for somebody to come back to run the Kennedy Center," because Skip Larson was moving out at that time. He was the general manager of the Kennedy Center for the Park Service. I said, "Really? Wow. That's interesting information." So that's when I called Ron Wrye, who was then the deputy here. I said, "I hear you've got a vacancy." He said, "Yeah." I said, "Do you have anybody in mind?" He said, "You know, we're looking for a certain skill set. We don't have

anybody really in mind.” I said, “Well, let me come in and talk to you.” And it was just fortuitous. I would have never known that that job was vacant.

(GS) Because he had been your mentor.

(JL) Yes. Yes. Yes. And just a chance meeting of driving range, I found out about the vacancy, and Ron and Jack hired me back, fortuitously for me, rather quickly. So I got back in the fold in `88 as the general manager of the Kennedy Center.

(GS) Can you do a little background on the Kennedy Center, and Roger Stevens – how you remember that it sort of emerged and was working when you got there.

(JL) I will. Roger Stevens was the founding father of the whole concept of the Kennedy Center, I guess. And interestingly, he was sort of leaving – at that point I guess the Kennedy Center also came into the system in 1971, I believe, right around that time. He was leaving the day-to-day operations of the Kennedy Center right around that time in `88 when I was coming in. And I'm going to – I know the guy's name is — it was Davidson. Ralph Davidson. There it is. Ralph Davidson was the incoming head person at the Kennedy Center. He had formerly run Time magazine, or had a big job with Time. He was replacing Roger, so he was my – the guy I had to work with closely at the Kennedy Center was Ralph Davidson.

But in terms of Roger getting it started, I mean, he's another – you can look at Kay Shouse, Roger Stevens, and Frankie Hewitt as the people who made these operations what they are. They had the foresight, the grit, the stick-to-it-iveness to just make these the institutions what they are and got them through their early days. They did have an awful lot of congressional help, of course, and you can imagine the Kennedy Center. [Massachusetts Senator] Ted Kennedy and all the sisters were heavily involved, and attended the board meetings, and tremendous support from Congress because of the senator and, of course, President Kennedy. But Roger was the one who made that place what it is, with a lot of help. It is a grand place, and the Park Service – our role there was defined by cooperative agreement. I should say in all three of these operations – Ford's Theater, Wolf Trap, and the Kennedy Center – there's a cooperative agreement in place that delineates respective responsibilities. And once in a while those things might get negotiated, but by and large we nibble at the edges. We don't really change the general intent, which is that the government has specific roles related to interpretation, maintenance, resource management, facility maintenance, and the private sector – which would be the society or the foundation or the Board of Trustees – has the box office, the promotion, the selection of artists, everything to do with the technical aspects. The only nuance – I should say there is a nuance – at Wolf Trap we actually do run the stage hands. It's a little different really. It's a little different at Wolf Trap. We have a chief of performing arts, and that chief of performing arts actually runs the union stage hand crews, and there is some funding that comes from Congress for that, so that's an anomaly. That's probably the reason for the anomaly.

But when I came in `88, Ralph Davidson was the relatively new chairman. Very active board. I remember people on the board – of course, the senator and Wasserman, the gentleman from MCA. What was his first name? He ran MCA out of Hollywood. Lew Wasserman, a pillar in

the entertainment industry. Various performing artists were on the board. Dina Merrill I remember, who was an actress. Several others – I can't remember them. But we had a seat at the table represented by the director [of the Park Service]. At that point I think it was – during my tenure it was both Director [William Penn] Mott and Director [James M.] Ridenour, who sat at the table at the board meetings, and our role was interpretation, maintenance, of course. During my tenure a lot of physical needs for the center were identified, significant needs that would take a tremendous amount of capital funding. The parking garage was in tremendous disarray with chunks falling in. That had to be redone. The roof at the Kennedy Center always had problems, probably still does today. Much of the marble façade on the building was buckling due to heating and cooling. So there were tremendous capital needs – a program of capital needs was identified. Funding was being received from Congress, and we started out managing that repair program. And so I was heavily involved in a lot of that work.

During that time also the chairmanship changed. Ralph Davidson was there just a short time, and Jim Wolfensohn came in as the chairman. Jim later became the World Bank chairman. And Jim ran his own investment company – a very, very, very smart guy. He had his own wealth that he earned. Very smart. He didn't suffer fools very well, and we had a nice relationship. But there was a tipping point in that relationship after I had gone because apparently there were some bad estimates that the Park Service, in his view, provided. But he went to Congress and those estimates weren't accurate, and that was the beginning of a rift. He said, "You know what? I can do this better than you," and a few years later we separated ourselves from the Kennedy Center – the Park Service as an institution with a defined role there. They became their own entity and took everything over, and got all their own money. Looking back at hindsight, there's a plus and a minus to that. I think with the Park Service there, we really had a handle on trying to maintain the memorial aspects of that building in a way that would benefit a memorial. In other words, the grand foyer, the statue of Kennedy, just the look and feel of the building as a memorial, we tried to preserve. I think we lost a lot of that when the Park Service left. To the plus, Jim Wolfensohn was a lot more effective in getting appropriations than we were. So the building did need significant appropriations. As part of the Park System, he was in there competing with 300-plus units. As a Kennedy Center with the cachet that name connotes, he could do his own thing and get significant resources without us. So there's a plus and a minus.

(TK) Did the Kennedy Center building belong to the Park Service?

(JL) The ground the building sits on is park land. The building belongs to the Kennedy Center board.

(TK) But the land is still Park Service.

(JL) Correct. Now, Gary, I might have misspoken there. I think there was actually a transfer of land to them once the Park Service left. I think the land is theirs now. I think there was a change in ownership and we gave them the land.

(GS) Yes, because there is some statuary outside the building that we no longer maintain.

(JL) Yes. I'm pretty sure we gave – Joe Cook would have the map, I'm sure he does, that shows the parcel.

(TK) We've got that map, too, because you all have given it to us.

(JL) The parcel was given to the Kennedy Center at the time the Park Service left. But up until that time we owned the land. But that's a relationship that was very positive for a long, long time, and I think they really valued the Park Service as a partner. Mr. Wolfensohn had his own view on things, and again, I think we lost some credibility at one point with some numbers that were inadequate in his view, and he decided, "I can do this better." You won't read that anywhere, but I think that was the tipping point.

(TK) So this country's memorial to John F. Kennedy is still the Kennedy Center?

(JL) Yes.

(TK) That's an interesting aspect of that as well.

(GS) It's a private memorial.

(JL) Well, the board of trustees, I think – the word "trustee" – I think they own it in trust for the American people. I think that's how it's interpreted. And they're still a quasi-governmental institution because they used to be an adjunct to the Smithsonian when they were first established. They were a bureau, or an agency, or a department of the Smithsonian. They still might even have some very tangential relationship and some bylaws or some final documents to the Smithsonian. But essentially they are quasi-governmental. The American people still own that building through the board of trustees.

(TK) Okay. And then you went back to Wolf Trap after the Kennedy Center.

(JL) Yes. I was at the Kennedy Center from '88 to '92, and we talked earlier about some of the constant disagreements between the [Wolf Trap] Foundation and the National Park Service. Well, I guess at that point – and I don't have this side of the story, but I can surmise at that point the pressure was enough that Regional Director [Robert G.] Stanton felt compelled to accept the resignation of the park director. I was enjoying my work at the Kennedy Center very much, and one day Director Stanton called me and said, "Joe, I need you to hop in the car with me." I said, "Sure, Bob." He said, "We're going off to Wolf Trap." I said, "Oh, I love Wolf Trap. Let's go." On the drive out he filled me in on what it was about. What it was about was an eyeball session with Mrs. Shouse and Carol Harford because they were searching for the replacement for the park director, and Bob, of course, had – well, it was Bob's choice, but Bob was smart enough to know he wanted some concurrence, some buy-in. And Mrs. Shouse remembered me from my previous tenure out there, and we had a nice little chat, and that was that. Bob reassigned me.

It ended up being a really good move. I really loved the next few years of my career because I was able to fix a few things out there that had been percolating a long time. But if he had asked

me and said, “Joe, do you want to go to Wolf Trap?” I would have said, “No, I love what I’m doing.” But I didn’t have that choice. He had a need, and it was an immediate need. This happened right before performing arts season was about to begin. It was May, I believe, of 1992. The seasons normally start up late May or June, and there they are without a director. So it was a real quick transition for me. But what I brought to the job was an understanding of Wolf Trap, an understanding of that relationship. I knew the operations from my previous experience there. So it was sort of logical for Bob to look towards me to do that, and as it turned out, it was really a great, a great experience.

So what I found when I walked in there was an interest on the part of the foundation to heal these wounds. Clearly, they knew they were to blame as much as the Park Service for this rocky relationship that had somehow survived all these years, but didn’t flourish. And, you know, I think there was an understanding, “Let’s bring this to the next level. Let’s make this all it can be. We’re not going to do it if we keep yelling at each other and arguing over petty things.” So Sheldon Stanfill was the executive director of the foundation at that time, and Sheldon and I had an immediate, open, and constructive dialogue. We put all the things on the table that were sticking points from their perspective. We put things on the table that were sticking points from our perspective, made a menu, and worked through it over the years. And it’s interesting – I found a very willing partner in fixing this relationship. It wasn’t rocket science. It really wasn’t that difficult. It was a basic failure to communicate and to compromise. That’s what was going on all those years. It was people in a pitched battle. They weren’t going to – they weren’t going to talk, they weren’t going to cross over the line and try and see the other person’s point of view. We made a list of the issues, and one by one we found a way to work through them, and it was fun. It was really fun to do. It was rewarding, and that relationship is – you know, it’s not without give and take. It’s not without some problems. But those days of not talking to each other, and not trying to work cooperatively are gone. We have a relationship now that is constructive, and we’re always going to have some issues, but we’re always going to work through them. So that was really a fun assignment for me.

(GS) Did Sheldon Stanfill replace Claire St. Jacques.

(JL) No, I replaced Claire. Claire was the park director that retired.

(GS) I remember that.

(JL) Sheldon Stanfill was the foundation’s executive director, working for Mrs. Shouse. It was interesting. It was either the first or second day I was there as director. Mrs. Shouse and Carol Harford came over to the office. She sits down with me, welcomes me back, and brings me a peace lily. She brought it in and put it by the fireplace, and said, “That’s a welcoming plant. Let’s take the symbolism as well.” I said, “Well, that’s my intention.” And so she was really a grand lady. A strong-minded lady. But I think she knew that, you know, she was willing to turn the page, too. And so it really worked. And through Sheldon Stanfill and there was a woman who replaced – Sheldon was there a few years during my tenure, and a woman replaced her, didn’t last long, and then Terre Jones is now there as the executive director, and we have a good relationship, working relationship with Terre Jones. Bill Crockett has done a real good job out

there as the park director. But again, we resolved the capacity issues. We resolved some of the parking issues. We resolved the capacity issues, we resolved just a lot of things – I wish I could think of them now – that were hanging out there, just a failure to communicate on basic needs. We resolved the amount of performances, you know, we sort of created a ceiling and created a carrying capacity for the lawn. We just worked through the issues that had been festering. We worked through some of the special events issues that were out there and developed some ways that they could help us restore the land if the damage was significant. So we just communicated, we worked through the issues, and it certainly wasn't rocket science. It's just good faith communication and trying to cooperate with people.

(TK) Let me ask you about working with partners since you've had experience with this. Actually, this is the chapter I'm working on now. It seems to me – I mean, it's going to be different, the associations, the foundations and so on. They're going to have specific issues that they are interested in, and I'm just wondering is there sort of an educational aspect of your job to get the park's point across? This will be true of national parks and other parks as well, I think.

(JL) Yes. And most partners, I think – most partners really want that. They really want to understand the Park Service perspective because they get a lot of cachet by being associated with the Park Service. In other words, what separates Wolf Trap from Nissan Pavilion and Meriwether Post is the fact that it's a national park for the performing arts, and they use that nomenclature to their benefit. They use it – and they use the fact that we have park rangers, we have the Park Service visibility. It just is another level of performing arts site compared to the others. It has a different feel to it, has a different look to it. I think the visitor service is better than those sites, and it's something I think the partnership – the Park Service people feel really good about the work we do out there. So there is an education in all these relationships, but I will say – I mean, to me it's unfortunate the way the Kennedy Center thing went, but again, we talked about the fact that they can get significant resources that way. But I think there is value. Ford's Theater certainly sees the value. The new executive director over there, Paul Tetreault, is really constructive on the relationship. He understands the importance of the relationship, and wants to capitalize on it in many ways. So there is an education, but I think there's an understanding that we bring to them a certain identity and cachet that's valuable to them.

(TK) That makes sense. I'm trying to understand how government works. It's hard anyway.

(JL) It is. And this is – these relations were different because in a sense they sort of co-managed the site with the Park Service. They more than just cooperated. They're almost a co-manager. The documents might not say that, but that's the philosophy the superintendent and the site manager of those places need to go in with: "I'm really not in charge. I'm sharing this management responsibility with our partner, and we've got to make it work." The wrong approach is, "I'm the government. I own this property. My rules only apply. Follow my direction." And that's what happened all those years, and it doesn't work.

(TK) And you went from Wolf Trap to the Regional Office. Is that right?

(JL) Yes. I was at Wolf Trap from '92 to '94. In '94, I came in as the associate regional director for operations, and did that job for about a year and a half to two years – two years, I'd say – and then as the Park Service is wont to do, we reorganize. And we reorganized. We're still paying for it, but we reorganized. And then I became what was called the support office superintendent. The regional office was divided through that reorganization into the regional director's office, which was a small office of, let's say, 25 to 30 people, and the rest of the people in the regional office became part of the regional support office, of which I was the superintendent. So the associate regional directors worked for me as the support office superintendent. In concept, I think there was a political need to do this reorganization. It had the effect of streamlining the regional offices. Congress was saying we have too many people in our regional offices. Get those people out into the field. So we used this reorganization to put a lot of people out into the parks, increased their numbers, decreased our critical mass here. As I said, I think we're still paying for it. We don't have – really don't have the critical mass in this building to provide the kind of support and technical expertise I think we need to, but that's where we are. I'm not sure we're ever going to get the resources back we really could use in the regional office. We muddle along, but we do so with excellence. So I was the support office superintendent for a year, and then I became the deputy regional director in '97. So I did that for eight years. In '05, I became the regional director.

(TK) How is it different in the regional office than in a park? Obviously, more things to worry about.

(JL) Yes. The regional office has – I think everybody looks back at their career and says, "Where are the fun assignments?" This is a great assignment to have. But you know what? I look back at Ford's Theater and Wolf Trap and President's Park as being those seminal moments in a career where you really created something, or fixed something, or had a real hands-on experience that really felt good. The concrete fruits of your labor are visible every day. You sort of get that here, but I feel people in the regional office, especially people at the executive level, we're just firemen. I mean, we're just throwing water at problems all the time. And as soon as you've got one that you put the fire out, it's still smoking and something else comes at you. And then there are political issues, and it's dealing with the Congress, and it's dealing with our Department's initiatives, and personnel problems. But really it's – in this region it's the political problems. It's, you know, your decisions are second-guessed. You're trying to decide a land-use matter through an environmental assessment, and you have what you think is a prudent or right course of action, but there's a political reason that will mitigate against that decision. That happens all over the place. It happens to our superintendents, it happens certainly here. When we're trying to close out an environmental assessment or an EIS, and choose the correct course of action you're always under scrutiny. It's part of the job. We know that, but I think in some other regions you get along with that business a lot cleaner with a lot less external supervision than you do here. But working in a park is a lot of fun, and I had about 20 years in the field in the parks, and about 10 or 11 years in this kind of environment, and it's just a natural progression. But the park work is exciting.

(TK) You had been in lots of different places within the region when you got here. Were there still more things you needed to learn about the region you were working in?

(JL) When I got to be the deputy regional director?

(TK) Yes.

(JL) Well, you never stop learning. I didn't know a lot about some of John Parsons' work and maybe some of the administrative things from the inside, maybe budget formulation or some of those things, relationship with the Congress over developing budgets, and briefings, and all those. And some of the stuff John does with land use, permitting and memorials. I quickly learned a lot of that. But those would be the areas. Park operations I felt I had a really good handle on because of my experience, but working with Congress not so much, working with budget formulation not so much, and certainly the stuff John does with commissions, and Fine Arts – good for him being able to go through all that because I don't think I could do it. It takes a special person to do the work that he and his staff do. It's challenging, and they do it very well.

(GS) What about the response to 9/11? Could you discuss that? I know there were immediate responses, and then there's a whole different philosophy about security in the parks.

(JL) Yes, that's a good point. That did change everything, and there's a security overlay now with all of our parks. Some of it's more visible downtown, but all these other parks have action plans in place, emergency action plans that we really didn't have. They have action plans with different levels of response, you know, to sort of match up with the national preparedness level. So under certain conditions, certain things occur at these parks in terms of continuity of operations. We all have continuity of operations plans so that in the event of another event such as that, you fall into certain automatic modes, supposedly. I guess we do dry runs once in a while, but it's changed our thinking, and we even have a regional continuity of operations plan under certain conditions. If buildings down here are uninhabitable, we have remote locations where certain officials will go to try and keep things going. I hate to even think about that. But yes, that's in place, unfortunately.

Immediate response that day was – no one was prepared for it. We were sort of all running around talking to each other, like, “What do we do next?” and “What's going to happen next?” People in this building were – they weren't really sure what to do. I was the deputy regional director. I didn't know how to advise people. So some people decided just to stay and see what happened because you couldn't get out of town. Some people said, “I'm out of here. I've got to take care of my family.” So it was the wild, wild west. People made up their own mind what was best, and certainly as administrators we weren't going to be the judge or provide guidance. It was sort of every man for himself that day, and you look back and say, Was that wise? I don't think anything else should have been done. In that kind of circumstance, people sort of had to be their own best judge.

I know the rangers here – Einar Olsen was our chief ranger – I know they mobilized some rangers from some of the parks and did some things. The Park Police response was good. I think Einar had a bunch of people that took care of some – you might not know this – they took care of some day care kids in the Pentagon that were displaced out of that building, and they put them over at

the Columbia Island Marina. And the rangers took care of them because there were no resources for them. The rangers gathered together– Einar can follow up with you on that, but it was a nice human interest story in terms of what happened.

You see what's going on in the city with the barriers and the barricades, and it certainly has complicated our lives because we were trying to get the approvals to get these things in, trying to get the funding. It's really a challenge, and it continues. So that did change a lot.

(TK) It seems to me, in some of the things I've read, and you sort of mentioned this when we started, that there was a point at which there were resources in the parks that you seem to have enough to do things, like the Summer in the Parks programs. I don't know if it was the competition or just the fight for the resources, especially since like 1980, seems to have been more difficult.

(JL) It really is. And, you know, it's interesting, there's a lot of – there's a lot of hidden reasons for that. I don't feel it's that the Congress or the administrations think less of the Park Service. I think there is internal, insidious, invisible ways that our budgets get reduced with these cost of living increases. And so when Congress – this goes back probably to 1980 or the early eighties when we used to get full funding for our cost of living increases. So let's say there was a governmental increase of five percent that year, cost of living. Well, people who worked here, our budgets would be enriched by a full five percent. Since then you get a percentage of that. You hardly ever get a full cost of living increase. So what happens, it erodes your real operating dollars. You accumulate that for 20-25 years, and you've got a significant erosion to your buying power, to your operational dollars, and that continues. So I don't think it's that we don't have the support or people interested. They just have never fully funded this. They see our gross dollars increasing every year, but our real buying power on those gross dollars is significantly less. That's what's happened. That's a big part of what's happened.

Congress is aware of that. Our bosses and the department are aware of that, but are they willing or are they capable of fully funding these things? I don't know. One year in the recent two or three years we did get a full cost of living increase, I think, fully funded, but I think since then we're back to just getting partials and we eat the rest, and it's going to continue to have a very bad effect on what we can do. And our parks are very – what's the word – very careful in filling permanent positions because of the uncertainty of the next few budget years. And that's been my direction, our direction as a management team: “Look, be very careful in filling permanent positions. We don't know what the 2007 budget is going to bring. The last thing I want to do is have you in a position where you can't even pay all your full time staff.” So we've been encouraging them to use term positions, to use seasonal positions so that if budgets get tighter, you're not displacing permanent people. You'll be able to, unfortunately, terminate those people without a rift or those kinds of adverse actions. So we've asked our superintendents to be real careful. We're very careful in this building as well about hiring permanent people because of the uncertainty of the budget outlook.

(GS) Since you've been deputy and regional director, can you think of any other highlights you'd like to emphasize?

(JL) No. The only thing – this region – the other thing that affects this region, unlike other regions, are the continual addition to our assets with memorials. They're wonderful. We don't ask for them; we get them. We've got to fund them, we've got to take care of them, but I think that, again, is a trend that continues to really deplete our capabilities because Congress funds them after the fact. We're always playing catch-up, and when we put out our budget estimates for what a World War II Memorial is going to cost us, we're guessing. We don't have data, we don't have the experience to say what it really costs us. And I don't think we ever really catch up. And I don't think we're ever really funded for – we get memorials in National Mall and Memorial Parks in particular, but they don't come with funding. The [National Japanese American Memorial to Patriotism] – I don't think we've ever gotten money for that. Memorials just come into the region. It adds to our inventory of very important things we've got to take care of, but you do it with the same nickel. So we just keep getting that kind of erosion in this region. In other regions, you get a new unit to a park system, you know, it's a big deal. It's fully funded, you've got special resource studies, you've got funding requirements laid out long in advance. Here, memorials are new units, but they don't really come with the resources to take care of them, and that just continues to hurt us. We love them. They're wonderful. They're part of our American memorial experience. We need them. They're important. Give us the resources to do right by them. It's a challenge. So that's very different, and that's something I think at some point we're going to have to fix. I don't know how. It's going to take someone in Congress who really understands our dilemma, because what's going to happen, we're not going to be able to provide the proper level of maintenance and interpretation for them and that's a disservice.

(GS) Would they have more of a sort of bargaining power if they came in more as individual units than always assumed under umbrella parks?

(JL) Gary, most of them they are counted as units, believe it or not. Oh, I see what you're saying, like managed by a site manager.

(GS) Right.

(JL) I don't think we can do that. But, it's appropriate that they all land in the National Mall and Memorial Parks, but they should be fully – the fund requirements should be fully vetted and funded up front, and that the understanding is this thing's coming in here, but you're going to have the resources to take care of it.

(TK) Does Office of Management and Budget get involved when the new memorial – because obviously that's the manner –

(JL) Correct. They're involved all the way up in approval of this thing, but again, they've got a challenging job and, you know, I won't say too much about that. I'll be politically correct, and I won't deal with that.

(TK) We're getting slightly beyond our time frame, I think, but just a recent – was there a press conference yesterday or the day before?

(JL) Yes, November 1st, about the National Mall plan.

(TK) The National Mall and the East and West Potomac Parks have always been this combination of recreation and memorialization, and there seems to be at least some camp interested in expanding the memorial aspect. How is that going to work out with the recreational aspect? That seems like a conflict.

(JL) It's going to be a challenge because you're looking at the National Capital Planning Commission long-term plan, and what they're doing, they're proposing – and I don't know when this will ever happen – but they're taking all these recreational facilities and turning them into more of a memorial park, and a site for, if you look at their plan, aside from memorials, maybe government office buildings. I won't be here when that conflict occurs, but that will be a real challenge because this golf course and these recreational fields provide a tremendous amount to the people in this city, and there will be a fire storm if you try and take that away. There's got to be a balance. But that will be warfare when you try and get rid of this golf course. One of our regional directors, Jack Fish, tried to get rid of nine holes of that golf course once to make more picnic areas, had it bulldozed, had it flattened, he was called by Tip O'Neill and before you know it there's money in the next budget to put the golf course back, and they did. They rebuilt the golf course. So it's – recreation is very important. We have much of the recreation inventory in this city. We have all the golf courses, we have most of the ball fields. We have tennis stadiums and tennis courts and, you know, start playing around with that and you've got a constituency revved up just like they did on this nine hole golf course, and they found a way to get it put back. So yes, it's a challenge. It's going to be interesting. It won't unfold for another 10 years, 20 years, but that's down the road, what's going to happen with these spaces. I'm not going to be here to find out, but that's going to be a challenge.

(GS) It's been happening in Anacostia.

(JL) Yes. Well, you're right. We have a big land transfer with the District. Are you talking about that, that land transfer bill? Yes, where acreage is going to be turned over to the District of Columbia for redevelopment and other needs over at Poplar Point. I don't know how many acres. That should happen in this Congress, that transfer.

(TK) So how have things changed in the region since you've been here? What things were important that get more important?

(JL) I think the same things are important. I think maintaining our properties, preserving these resources, making sure that people have an opportunity to learn about the resources, have good – we have good interpreters out there. I think there is more of an emphasis now on education where we're involving youth in our – in educational efforts. We're trying to sort of change the demographics of our work force by involving youth in YCC [Youth Conservation Corps] and SCA [Student Conservation Association] programs, and education programs in high school with high school students. So I think there is more of an emphasis on education. I think interpretation is going to continue to evolve because of the technology that's out there. We're going to have Ipod interpretation, we're going to have cell phone interpretation. All that's coming because I

think that's how this next generation – that's the only way they're going to receive their information. So I think that's on our doorstep. But the basic values haven't changed in terms of when I came in here in 1972. We have this mandate to preserve these things, these special places, these memorials for who comes next, and I think everybody takes that seriously. That's primary. The mode of interpretation might change, the makeup of our work force might change, but as long as we have those values of preservation, interpretation, compatible use, we'll be fine. Wouldn't you say, Gary? You might see it a little differently.

I think the work force has changed. I will say that. And I don't mean this to be negative, but I think it's the Generation X, Generation Y kind of phenomenon. And I think this is not just the Park Service, this is society at large – a job is a job is a job. It's a way of getting money so I can buy my house, do my things, take care of my family. It's much less of a career, and I think some of the dedication that was a real driver 10, 15, 20, 30 years ago, maybe that's not so prevalent, and that's a generalization. We still have a tremendous amount of new people coming to this organization that are driven. That's all they want to do. This is what they believe in, and they'll do anything for it, but probably less of a percentage than used to be. That's just my surmise. I think that's a societal observation. I think it affects us as well. I talk to some of the maintenance foremen who I came up through the ranks with, and they share that with me that, you know, it used to be that these guys would just kill themselves. It didn't matter what time of day, what time of night. Don't give me comp time, don't give me overtime. I've got to get this job done. We lost some of that. I think that's a societal change.

(GS) How do you represent to the other regional directors the whole sort of notion that we have recreational aspects, we have performing arts aspects that oftentimes they don't?

(JL) No, they don't. I think – I'm not so concerned about them understanding it. You know who understands it very well? The director. Fran Mainella, who is our recently retired director – I don't know how many meetings she has said to me, "You know, your job in that region is special and it's difficult." And there's an understanding at that level and with the Secretary, believe it or not, and the assistant secretaries, they understand what happens in this region compared to other regions. So I'm not so worried about my other regional directors, but the bosses over here seem to have a real understanding of National Capital Region, how it's different, why it's special, the special influences and pressures we have, and they are trying to help us, believe it or not, because they do understand.

I've spent a lot of time with our new acting assistant secretary, David Verhey. He's the deputy assistant secretary but he's now acting because that job is vacant. I've been in a meeting with him twice a week on various issues. He really has an appreciation for this job, and he's said it to me several times. He loves National Capital Region, he experiences it, he sees what we're dealing with. So there is an understanding at the highest levels of the pressures, the intricacies, the challenges of this job, which is good. That's what I care about because then we get the support we need. They'll back us on a position because they understand what we're trying to accomplish. So it's the director's office, and the assistant secretary's office, even up to the secretary, that they understand what goes on here by and large. By and large they're supportive and understanding.

**John Parsons,
Associate Regional Director for Land, Resources, and Planning
National Capital Region, National Park Service
Interviewed by Judith H. Robinson and Tim Kerr, Robinson & Associates,
and Gary Scott, Chief Historian, National Capital Region
October 12, 2006
Transcribed by Judy Hutchinson, Kingstowne Business Services
for Robinson & Associates, Inc.**

Gary Scott (GS): This is Gary Scott [National Capital Region Historian], and it is October 12, 2006, and this will be an oral history interview of John Parsons, who is Associate Regional Director, National Capital Region, National Park Service, for Land, Resources, and Planning.

I. Introduction

John Parsons (JP): I'm John Parsons, and I came to the Park Service in 1967. I graduated from the Rhode Island School of Design in 1965 as a Landscape Architect, and started a private practice there at the same time that I was employed as the Chief Landscape Architect for the Rhode Island Highway Administration. I found that very unrewarding. Essentially, I was landscaping over engineering mistakes, like putting lipstick on a pig. I also found that my residential private practice was enjoyable, but very transient. I got caught up in President Kennedy's suggestion that we do something for our country and learned about the National Park Service. I really wasn't familiar with the Park Service because I grew up and vacationed in New England, and the only park I knew was Acadia, which is still one of my favorites.

Through personal connections, I reached a fellow named Ed Peetz, who was setting up an NPS service center here in Washington. At that time there were service centers in Philadelphia, Washington, and San Francisco. He was desperate to hire a landscape architect, and hired me in a two-minute – I repeat – two-minute telephone conversation, to come to work in Washington in his office of planning.

Judith Robinson (JR): What year was that?

(JP) It was June of 1967. So I picked up my family and we moved from a \$3,600-a-year job to a \$9,000-a-year job and came here to Washington. I worked in the Office of Planning there in the [Washington] Service Center in Rosslyn and found that very frustrating because I wasn't close enough to what was going on in the real world. Although I did some fine things there, I needed to be closer to the parks.

Tim Kerr (TK): What was the kind of work?

(JP) I participated in creating a master plan for Mammoth Cave, Cowpens, Fort Pulaski, Moores Creek, and Colonial and produced the first guidelines for the Appalachian Trail. Of course, that was before the days of environmental impact statements and real public involvement, so things were easily changed as they went up the line in review. This I found very frustrating. I also

found the people very difficult in the Service Center – a lot of unmotivated people who were bickering and complaining rather than accomplishing anything. So I quit the Park Service because I still had good contacts with the Federal Highway Administration, and they needed somebody here in Washington to work on billboard control. I thought, with Ladybird Johnson's interest, that that would be a good thing to do. Ray Freeman called me, who was the assistant director for professional services. He was a friend I had met through the ASLA [American Society of Landscape Architects], and he said, "What are you doing? Why are you leaving the Park Service?" I said, "Well, I find that it just isn't doing it for me." So he found me a job here in 1971 and saved me from myself, for which I am very grateful. I came to the same office I'm in now, and I've loved it and loved this city ever since. So my idea of coming down here from Rhode Island for two or three years to – like joining the Peace Corps – fell apart. I'm still here and enjoying every minute of it. I have to thank my wife Sue for agreeing to coming to Washington in the first place and then sticking with and supporting me all these years.

When I first came here, the region was a much different place. The director of the Park Service had an Office of National Capital and Urban Park Affairs, and a fellow named Ted Swem was our director. Everything that we did in the region was approved and all letters were signed by Ted Swem. So anything we were negotiating was in his hands. Our superintendent was Russ Dickinson; that is, there was not a regional director here. He was our liaison, if you will, between Ted Swem and our office. The superintendents of the parks were actually maintenance supervisors. I don't mean that for the outlying parks, but George Washington Parkway, and East, North, and Central. North was today's Rock Creek. My initial job in the Office of Special Projects was to build the Metro system as it crossed through parklands. That is, we signed an agreement with Metro in 1971 as to how we would do business together, and I'll cover that a little later.

So that's how I got here, and I was working for a fellow named Whitey Rowell, who was a division chief. He was terribly upset when Dick Stanton, who I'd known from the Service Center as chief of lands there, was made the associate regional director by George Hartzog and Russ Dickinson. Whitey actually walked out the door, but came back in 24 hours as Russ's special assistant. So I became Dick Stanton's deputy associate regional director. Dick left in 1977, and I became the associate regional director of what we called Land Use Coordination in June.

There was one organizational change in 1995, and I'll still never forgive my peers for doing it. When Terry Carlstrom became the deputy regional director, they abolished his job as associate regional director for professional services. They combined my office of Land Use Coordination, which dealt strictly with external affairs, with his office of cultural resources, natural resources, and planning. Two years later, natural resources was spun off under Jim Sherald. The reason I was so upset is I didn't think that decision-makers understood that I had a sizable job to do in land use coordination. I don't feel I've done justice to cultural resources while I've had that responsibility. I just don't have time to spend on it.

Fortunately, we've got a good team who are working their buns off, if you will, but it's just not something I can pay enough attention to, and natural resources, fortunately, was carved out of our portfolio of activities and has grown immensely since that time. I am proud that we have

established a good cultural landscape program under the able guidance of Maureen Joseph. We have also added a stone and metal conservator, Catherine Dewey, who is giving our statues and structures the attention they deserve.

So let me get to some themes that I wanted to discuss – who we are, where we’ve been and so forth. I’ve divided this up into about eight sections.

II. Parks as Part of a Larger Community

(JP) In urban and suburban areas, the Park Service is a member of a larger community, and it’s in direct contrast to the parks in the rest of the country. Because, if you’re managing even a small park elsewhere in the country, you are a dominant factor in that community. Here we are a member of a very complex urban and suburban structure, which frustrates many people who come here, including the Secretary of Interior when she – or he – realizes that we are not in control of the planning and development of our parks. What I mean by that is that the National Capital Planning Commission, which was established in 1926, has approval authority over any development we propose. Elsewhere, the superintendent is the decision maker. Congress established this commission to ensure that all federal facilities were planned and designed in a proper manner. We’re not subject to local zoning or any other building permits in the District of Columbia, so Congress established a federal agency to make sure things were done properly. They also established the Commission of Fine Arts in 1910 to look at the aesthetic of this place. Although they are advisory, everybody takes the advice of the Commission of Fine Arts. The only exception to that is the Jefferson Memorial, which they opposed, and it took FDR to say, “Move forward.” We also have a very sophisticated Historic Preservation Review Board, and of course, everything we manage is historic, and requires compliance with Section 106 of the National Historic Preservation Act, and they are a major factor in our development proposals. We also have 560 members of Congress and their staffs, who use our parks every day and they have opinions. I don’t mean just the authorizing committees and those who are interested in our business on a routine basis. It’s about a senator who walks down the Mall and doesn’t like what he sees. Similarly with the Secretary of Interior, the director of the Park Service, and all of their lieutenants who provide advice and counsel and direction on a daily basis. So we have plenty of help making decisions.

To me, all of this control is a plus because I’ve been in that system for so long. I’m not frustrated by it. That is, we build better designed projects as a result of the laborious process. This is most frustrating to our partners when we are designing a national memorial. When most people who go through this with us get to the dedication of their finished product, after the complaining is behind us and the party is over, they say “You know, this is a better project as a result of the process.”

I have sat on the Zoning Commission since 1977. I also represent the Secretary as a member of the National Capital Planning Commission. Thus, we are not only an applicant to the Planning Commission, we vote on it, which from time to time result in a little dust-up. That is, in controversial projects which we submit to NCPC, the public asks, “How is it that the applicant can be voting on his own project?” But that’s what Congress intended when they established the

commission. In these contentious situations, I find that opponents to our project want me to recuse myself. Many lawyers have concluded that it is not necessary as we are there to project the interests of the department.

By an act of Congress, the director of the National Park Service has been a member of the District of Columbia Zoning Commission since 1935. The Commission is a five-member panel, three appointed by the mayor, the Architect of the Capitol, and the director. This positions us to have a hand in the approval of private development in the city.

Approximately 25 to 30 percent of the cases before the Zoning Commission affect parks in some way. It could be a small triangle across the street, or Rock Creek Park, but it's good to have a hand in that because we're able to protect the parks from scenic encroachment, or storm water runoff, and get some amenities for the parks out of these projects. It is a very gratifying aspect of my job. I don't think anybody else in the Park Service understands the importance of it. It's just an invisible thing that goes on that John does. This requires two nights a week on my part, Mondays and Thursdays, with hearings and then plenty of homework on the weekends.

The National Capital Planning Commission had the authority for the planning of this city up until 1973. They were responsible for producing the Comprehensive Plan. In 1967, the plan determined what parks in Washington were of national and local significance. Now, I should point out that the District Department of Recreation had been managing many of the facilities that we had built, such as community centers, swimming pools, playgrounds, and other recreational facilities under an agreement that was signed in 1948. We built the facilities and they managed them, which was a pretty good relationship. There were two things at work: First, should the National Park Service, the taxpayers of the nation, be paying for local recreation in the Nation's Capital, and secondly, anticipating home rule, which finally came in 1973, shouldn't we give the District management over their own recreational facilities? So that plan analyzed this in some detail, and in 1971 we transferred 350 parks, or about 750 acres, to D.C. We still manage 6,400 acres of parks in this city. It was determined that the four areas of national significance were the old city, containing the L'Enfant parks and reservations, triangles, circles, and squares up to Florida Avenue; Fort Circle parks, as the defenses of Washington during the Civil War; the river parks of the Potomac and Anacostia; and what I'll call the tributary parks of Rock Creek and Glover-Archbold.

(TK) Did the National Capital Region participate in the study that made this determination?

(JP) Oh, yes. The Planning Commission, as they always do, have an interagency task force, and we definitely participated in that. In 1973 the Home Rule Act then gave planning for the city – not the federal aspects of it but the privately owned city – to the District government.

At about the same time, we began to see that we were having a different relationship with the District of Columbia. I think the most startling example was in 1975. When the Potomac and Anacostia Rivers were very polluted, the District Department of Health told us they were going to shut down our marinas because we did not have bathroom facilities with showers in them. That is, if people fell in the water, they needed a shower, and it literally was an emergency for us. We

built six comfort stations, which still exist. I don't think the showers have ever been turned on, but they literally had the authority to do it, and we had to really scramble to accomplish this unfunded need.

Another example of our relationship with the District is a different kind of story, but it really started in 1969. In Anacostia Park there was a burning dump at Kenilworth that generated a constant pall of smoke over that section of the city and was something that people had wanted to close down for years. I can't remember the year when a young boy burned to death while playing in the dump. His death was enough to get everybody's attention. The dump was closed, and in this emergency we gave land to the District to build an incinerator, which is right next to Benning Road. Then we got into an arrangement with them to help us build a golf course in a place called Oxon Cove. Most of Oxon Cove Park is in Maryland, with about 40 acres in the District. Most notably the Oxon Hill Children's Farm is there. The park is 327 acres, and it came to us in 1959 from HUD [Department of Housing and Urban Development] who had declared it surplus as part of St. Elizabeths Hospital for the Mentally Ill. The patients there used this as training for farming and providing milk and produce for the St. Elizabeths Hospital. At the same time, a conceptual plan was done for the park in 1967 by Larry Halprin which called for a golf course. So we entered into an agreement with the District in late 1969 to take the fly ash from the incinerator and build the subgrade for the golf course, which is something we would probably never do today. The ash coming out of an incinerator was placed over the farmland to create a golf course. It's just unbelievable what was allowed. But the point of the story is this cooperation that we have with our sister, the District of Columbia.

The golf course filling operation went on for two years, and they never had the money to finish the golf course. Since then, the incinerator ash, in a more sensible way, is hauled away to other locations, including the Lorton landfill. But the saga continues because shortly thereafter, there was a major expansion of Blue Plains Sewage Treatment Plant, and a lot of excavation had to occur there. So we entered into an agreement with a contractor who brought over excavated material in an effort to finish the golf course for us. So he graded it out for the tees and the sand traps and the greens, which are still there, all 18 of them, with the understanding that we would get the funds for constructing the golf course or have a concessioner do that. At about the same time, golf was a sport that was dying. Tennis was the sport of that era. Our golf courses were under-utilized, and there was just no reason to move forward. Well, what's happened in the meantime, of course, is, 25 years later, you've got habitat there. There are bald eagles, not nesting, but using the place. It's not a forest yet, but it's maturing. Whether a golf course will ever be built there, I don't know.

So let me move, then, to our relationship with two other entities. One is WMATA – the Metro system as we know it. We signed an agreement with them in 1971 that when they came through our parklands to build things such as the Smithsonian entrance on the Mall; on-grade tracks and stations along the George Washington Memorial Parkway from Rosslyn to the airport; and under Rock Creek Park, they would pay us fair market value for that property, and we have used those funds to buy replacement parklands. I spent a lot of effort on Metro during my first two years here, and my biggest *faux pas* there was their crossing at Twelfth Street on the Mall. They had to cut down eighteen elm trees to get that done. They were coming across to build the

Smithsonian/Agriculture station from Federal Triangle. So the first issue was where to build the subway entrance. My notion was, and I wasn't alone, that the place to put this was directly in the center panel so that when users came up out of the subway they would either see, depending on which way we aimed it, if you will, they would see the Capitol or the Washington Monument. Unfortunately, nobody in the approval process had the courage to do that. I regret that, but those who prevailed decided that the greensward of the Mall shouldn't have been interrupted by a small structure like that. In the end it was stuck in the trees, and now people come up out of the Metro stop escalator, and they don't quite know where they are.

As we were nearing construction I asked our experts in Natural Resources what we should do to restore it, and they wanted the soil returned. That is, they wanted the same soil that was out there, so that these replacement elm trees would not be growing in a different soil which could result in different characteristics. So I negotiated this mess to give them the center panel of the mall between Twelfth and Fourteenth Street for storage of our dirt. That's two blocks of the Mall. Can you believe it? I naively did that, and they fenced it off and went over to National Capital Parks-East and talked to the superintendent. He gave them a permit to store the dirt on National Children's Island, or Kingman Island, as it's known, without my knowledge. So what ended up in the yard that was supposed to have dirt with grass on it during that period was a work storage facility with steel beams, trailers, and subway parts which was a naïve decision but the biggest embarrassment of my career. Surprisingly, nobody complained about it but me. However, I can't imagine doing that today. It was surprising to me how far decisions of that kind were delegated, but people apparently trusted me.

(TK) So what happened to the dirt?

(JP) The dirt is still on Kingman Island, and that's another story I'll tell you later. It got worse because the other contractors, who were hauling dirt around for Metro, wondered why they couldn't competitively bid to get the privilege of dumping on the island, believe it or not. We had to let other contractors come in and store dirt there.

Another example of working with others in an urban environment began in 1972 when the Pennsylvania Avenue Development Corporation was established. At that time, there was no development activity in this city east of Fifteenth Street because it was moving up Connecticut Avenue. Now, of course, thirty-five years later, we're filled out to North Capitol Street thanks to PADC.

So PADC came along and developed a plan in 1974 that proposed \$80 million dollars worth of improvements on Pennsylvania Avenue, for the sidewalks, street trees, lights, and benches, as well as Freedom Plaza, Pershing Park, John Marshall Park, and Indiana Plaza. By law, the Secretary of the Interior was a member of the board. It became obvious to all that we should be the managers of these parks. Thus we were very involved with extensive negotiations over the design of these parks. These parks were dedicated as follows: Freedom Plaza, 1980; Pershing, 1983; John Marshall, 1983; and Indiana, 1988. Maj. Gen. George Meade was placed in what the McMillan plan called Union Square, which was never fully developed.

I think we should build Union Square, and get rid of the Capitol Reflecting Pool. But that's another generation. And Meade sat there where the McMillan plan called for a statue, on the northwest corner of that area, and he had to be moved to build the Capitol Reflecting Pool. So he was placed in storage in 1965. The tricky part about this is the legislation, which is unusual for a memorial, because it said he had to be at the corner of Third and Pennsylvania Avenue. So in order for us to find another location, we would have to get an act of Congress. It was too hard, and he remained in storage. So I was in a meeting with the PADC board in the late seventies, and we were trying to deal with the intersection of Pennsylvania Avenue and Constitution, and you know how that's configured now. So we had this bumpout in front of the courthouse, and I said, "Bingo! Third and Pennsylvania." So PADC paid for moving Meade. Of course, he used to be in a plaza 150 feet square, and those stones are still in storage, but I believe he has his appropriate place in history on Pennsylvania Avenue.

George White, former architect of the Capitol, tells a related story about this relocation in his book, *Under the Capitol Dome*. There's a medallion on the top of that the statue that's probably eighteen inches in diameter, and we lost it. When we re-erected it, it wasn't there. George knew the sculptor, Walter Hancock, and he said, "John, we've got to put that medallion back there. I mean, it's just wrong." We looked everywhere, because I didn't want to embarrass anybody with this missing medallion. We looked in storage yards and under bridges and couldn't find it.

So Walker created another one. We had a little ceremony. You were there, Gary, right? It was cold that day, but there's Walker, and we got it done. Years don't matter, I guess. It's just kind of a nice story. Years later they were working on the east end of the Whitehurst Freeway rebuilding the ramp so that Washington Harbor could be built, and Gary Birch, who was the chief engineer for the D.C. Highway Department, called me, "John, we found this medallion in the bulkhead under the freeway. Yep. We were in there and somebody said, 'What's that in the corner?'"

(TK) Somebody knew what it was?

(JP) No, they knew enough to call.

(GS) Yeah, Glenn Demarr and I went to look at it. It was there, and with it were the carvings that were to go on the panels of the Roosevelt Bridge, these really sinuous, athletic figures that I don't think would ever go over today. I don't know what happened to all of that, whether they're still under there or not.

(JP) Well, we got the medallion. What did you do with it, Gary?

(GS) We gave it to Mr. Newman. We gave the medallion to William I. Newman [NCR Maintenance Division, Brentwood].

Pershing Park was designed by Paul Friedburg, a New York landscape architect, and is a lovely space. He used topography to shield the park from Pennsylvania Avenue. However, prior to his design, there was a long discussion as to where a building should go there to frame the plaza, which was called Western Plaza, now Freedom Plaza. The Park Service chief historian Ernest

Connally was the leading proponent of the notion of a building at this location. He made an impassioned plea at the PADC board meetings to build a building there. Pennsylvania Avenue originally went in front of the Willard Hotel and Pershing Park became a substantial park when the board decided to build Freedom Plaza and to move Pennsylvania onto E Street. This, of course, is still debated as to whether that was a good idea, and I'm sure future generations should take care of that. So the park is a lovely oasis, but it was also designated as a site for the World War I memorial, and that charge was given to the American Battle Monuments Commission in 1920. So the American Battle Monuments Commission joined forces, if you will, with the PADC and built this modest memorial to General John Pershing as part of the park. This went on without controversy that goes with most war memorials in the city. The design is a traditional American Battle Monuments Commission treatment of battle maps inscribed on the walls and a standing sculpture of the general.

John Marshall Park is an interesting little story. Henry Berliner, an attorney, was the chairman of PADC at that time. Fourth Street went through this space, and they retained Carol Johnson, landscape architect from Cambridge, Massachusetts, to design this new park. She designed it as an urban park, not as a memorial to John Marshall. George White and Henry Berliner got together because this statue of John Marshall sat on the west front of the Capitol at the base of the stairs. George wanted to get rid of it because it was the one exception to a policy he had of no memorials on the Capitol grounds, except for the Taft Carillon. He felt if he could get John Marshall moved out of there, he could successfully argue with those who wanted somebody to be memorialized on the Capitol grounds. So as it turned out, he couldn't move it from the Capitol grounds. He moved it to the Supreme Court. It's in the basement there now, with nice interpretive panels about Marshall. But PADC made a copy and placed him in this park. So now we have a group of people from the Marshall Foundation from his home in Richmond who want to embellish the park and turn it into a memorial park. So we've retained Carol to help us with that. I insisted that we go back to the original landscape architect rather than bring in somebody new. She's delighted, and we're having a good time with the redesign.

We moved Benjamin Franklin. He was at Tenth and D Streets, on the opposite side from the post office where he stands now. The historic Evening Star building needed an addition, and that triangle just didn't seem to fit into the urban design of the Pennsylvania Avenue setback and so forth. So we moved him across the street, which gave him a much better setting. People have now talked about moving him around the corner onto Twelfth Street, into that ellipse. Some master plans have already named it Franklin Circle, but I think he belongs on Pennsylvania Avenue.

(TK) Can I ask you about all that work? In these individual parks that we've been talking about, it seems like there are different sorts of influences on decisions being made. Do you see an overall approach of PADC to these kinds of issues? How much is functional, making the street work, and the traffic, and so on, and how much is aesthetic design?

(JP) Well, Pennsylvania Avenue is much too wide for the traffic it carries. There was a lot of discussion as to whether we should take the parking lane and expand the sidewalk to make it more grand, if you will. Of course, if we had done that, maybe the City Council wouldn't be

parking on it. One of the tragedies of our evolution was that Congress abolished PADC in 1996, in 90 days. They apparently had to do something to reduce federal government. So they abolished PADC, which was a real shame, because they had a great deal of influence. The board was impressive. The mayor was on it, and the Secretary of Interior, HUD, and transportation. I can assure you, if PADC was still in business today, the City Council wouldn't be parking on the street. Now we've got this wall of steel, if you will, going down the south side of the avenue because it's free parking. When we approved the Reagan Building we made sure there were enough parking spaces in the basement for the District of Columbia officials. There's space in the Reagan Building, but they've got to pay for it. Hello. It's free on the street. So my point is that while PADC was around, the chairman could make a phone call and take care of things like that, but now those phone calls go unanswered.

As I mentioned earlier it is much too wide for the traffic it carries. Anybody who uses it knows that there is never any substantial traffic on it. The primary traffic is north-south, not east-west. However, the debate over narrowing it didn't last very long because preserving the historic cartway won out. But the most controversial public space decision by the PADC is Freedom Plaza. Denise Scott Brown designed that plaza and the original idea was to have two 90 foot high steles or pylons framing the reciprocal view between the White House and the Capitol. She also proposed, where the imprints are in the L'Enfant plan of the Capitol and the White House, sculptures, not replicas, simulating the Capitol and the White House.

That's the classic case of the Commission of Fine Arts and the National Capital Planning Commission being too nervous about something that bold. So we now have this platform, which was designed to support those elements. I can remember Nat Owings, who was on the board as well, arguing at the last minute to put in the footings for those steles just in case, and I think most people agree it's a failed urban space. It's used for festivals and that kind of thing, but it's just inhumane. It shouldn't be perched up that high. It needs trees. Of course, you can't plant trees there because you're interrupting the view, so a lot of people argue that we ought to put Pennsylvania Avenue back through the middle of it, returning to the two triangles, one with Casimir Pulaski that we now manage on the northeast and Boss Shepherd situated in the southwest corner triangle.

PADC had a design subcommittee that I served on, and there were about ten of us that spent hours and hours with these park designers before we would go to the CFA and the NCPC. The continuous thread, if you will, is the landscape and the sidewalks with their lighting, willow oaks, street furniture, and paving. The lighting, which I'm not sure is too successful, is composed of the arching cobras to light the streets, the decorative Washington globes along the curb, which are purely decorative, and the sidewalk lights, which were absolutely critical with the shade of the oak trees above. A lot of people have opined that these are foreign objects in the landscape of Washington, and we should tear them down and do something more Victorian – another decision for future generations.

Glen Echo Park was an old fashioned amusement park that was closed because of racial riots in 1965. The owners of the amusement park got aligned with the developer to build high-rise apartments there, looking down the Potomac. Steward Udall, the Secretary of the Interior, went

nuts and said, “Wait a minute. You’re going to ruin the gorge of the Potomac with high-rise apartment buildings? Stop this!” So he got the GSA, Government Services Administration, to come in and do a land exchange with them for a piece of property on New York Avenue in DC. So here we are in 1969 with Glen Echo – roller coasters, bumper cars, house of mirrors, merry-go-rounds, a ballroom, and what are we going to do with this place? So slowly but surely we tore down most of the temporary rides and buildings, but never had the wherewithal, the money, the purpose, or the desire to upgrade it. So we encouraged artists to occupy the buildings with studios, art classes, a small theater for children. But it kept limping along because we never had the resources or money to even upgrade the infrastructure. Along came the [Montgomery] county saying, “We’d like to manage this.” There was a lot of distrust and concern by the Glen Echo citizens, figuring they’d want to make a major cultural center, larger traffic demands and so forth, so there was a lot of suspicion. But we completed a plan to administer the park jointly in a partnership in 2000, and have signed an agreement with the state of Maryland, who provided some funding, and Montgomery County to jointly manage this as an arts venue. As a result, the Spanish Ballroom has recently been restored and is a marvelous structure which hosts ballroom dancing, art exhibits, and other local events throughout the year.

The District has just completed its third edition of a comprehensive plan to delineate what the city is going to look like in the future. I think it’s a fabulous document. We finally have a mature city administration which has come a long way since the first plan was done in 1984.

In 1999 we started a planning process for the 1100-acre Anacostia Park to replace Larry Halprin’s 1967 design for the park, most of which was never built. However, in the spring of 2000, Mayor Williams assembled a team of people called the Anacostia Waterfront Initiative to do a plan for the Anacostia, on both sides of the river. All of the land owners and regulators, we all put down our pencils – that is, the Navy, Army, EPA, Corps of Engineers, GSA, and everybody else – and joined together in an agreement to do a plan for the Anacostia River parks and environs, and that resulted in the Anacostia Waterfront Framework Plan, which was approved by the City Council in 2003. It called for a major park at Poplar Point, but also allowed for some fringe private development along the edge of it. It was this AWI plan that stimulated the idea for a transfer of federal lands to the District of Columbia which they could put to better use for economic development. This was an agreement between President Bush and Mayor Williams which was based on the fact that 50% of the land base in the city is non-taxable because it is in public, institutional, or international use. This effort consumed our office for almost two years especially my deputy Sally Blumenthal who spent countless hours negotiating this lands transfer act with the numerous parties involved.

Reservation 13, which has D.C. General Hospital on it, owned by GSA, is one of the parcels. Poplar Point is another. We’re also going to be transferring what we call boathouse row on the Anacostia River, which goes from Eleventh Street to the CSX Railroad Bridge. There are numerous smaller parcels going to D.C. as well. We in turn are getting miscellaneous properties that we’ve wanted for a long time, most of which are streets that have never been closed, many of them in Fort Circle Parks, so there’s a bit of a *quid pro quo* here. We put caveats in the transfer of Poplar Point to make sure that a major 70-acre park is created and maintained there. It will require the relocation of all of the Park Service facilities at the District’s expense – to another site,

or to locate it on the edge of the park. The idea is to take a six-foot sewer which goes through the middle of this – not a combined sewer, but just a storm water sewer that goes through in a pipe – and do what they call daylighting, which is to open it up and make it a tidal marsh, and that most likely will become the Frederick Douglass Memorial Gardens site.

I should back up before I finish this discussion and talk about what, in my judgment, is a lack of commitment to the recreational needs of the citizens of this city by the Park Service. We have spent virtually nothing in Washington on improving the recreational facilities in our parks for the residents in the last 30 years. For the bicentennial in 1973, -4, and -5 we built a roller skating pavilion in Anacostia Park and an ice skating pavilion in Fort Dupont. But since then virtually all of the resources that we have received for construction are focused on the infrastructure of the Lincoln Memorial, the Washington Monument, and Meridian Hill Park. We have also expended millions of dollars on road improvements – but none for recreational use here in the city. Thus, members of Congress, the administration, and others are suggesting transfer of our park land to D.C. to satisfy this need for recreational facilities. So we are transferring to the District of Columbia these potential parks along the Anacostia River in such a way that the city will have an absolute jewel of a park in a place where we have administrative facilities. We have not done anything for the public with that hundred acres in 22 years.

Another planning effort we're working on is called Capital Space, which is a look at the District of Columbia parks and the Park Service parks together. This hasn't been done since 1967 which may result in other transfers of parkland to the city who, as you may know, has spent somewhere in the neighborhood of \$50 million on upgrading park facilities here in the District in the last five years.

III. Protecting the Parks from Adjacent Land Use

I wanted to move on to another important aspect of my work here involving the growth in the region, how it's threatened our parks, and what we've done about it. It's been interesting working with the county elected officials and planning directors, and watching how their values change. What I mean by that is Fairfax County is pretty sophisticated, and Prince William is becoming that way. When I first worked with Prince William County in the 1970s, the elected officials never saw a subdivision they didn't like, because residential growth was just getting started there. That's what is going on in Loudoun County now. They soon learn – and I've watched each county learn it – that a county government can't survive on residential taxes. They need the higher taxes from office complexes to make it work. Then they respond with slow growth in residential subdivisions, while they go after commercial development. On the other hand if you go to outlying West Virginia and talk about zoning and land use controls, they think you're a socialist because the suburban sprawl hasn't arrived yet.

(JR) What is your relationship with the counties?

(JP) Well, in trying to defend these parks we need to convince them that they've got a resource here that is not just an amenity for the citizens where they can fly kites or have a picnic. Rather it's something they ought to look at as a major tourist attraction. We had the most problems with

that misunderstanding at Manassas Battlefield in Prince William County. They just felt that there should be a golf course there or something of recreational interest. In fact, a proposal was made to turn Manassas Battlefield over to the Veterans Administration to convert it to a national cemetery. In the mid-1970s, the leadership felt that the park had no value to the citizens of their community. They felt that the tourists who came didn't spend a dime in the hotels, and they concluded there's just no value to it. So we had a real problem there, as we do with many battlefields. The Department of the Army bought these places up after the Civil War but in many cases didn't acquire the sacred ground where the battle occurred. So I spent a great deal of time here in the seventies and eighties trying to work with these jurisdictions, and in most cases the only way to do it was to expand the boundaries of the battlefields and we did that.

It's very controversial in Prince William County because we were removing commercially zoned property from the tax roles. But in 1980 we expanded the boundary to take in what is called the Wheeler Farm, which is in the southeast corner along [Interstate] 66. We had an owner there that wanted his farm to be part of the park, and he wanted to sell it to us. We had no authority to acquire it, because we didn't have a boundary around it. So our director, George Hartzog, came up with a creative solution to that. Although it was only a million bucks, it was a lot of money in the 1970s. I mentioned earlier the Metro account that we have, and he borrowed from that account, which was held by the National Park Foundation. So we bought the Wheeler Farm, and we didn't pay the Metro account back for ten years, until we could expand the boundary in 1980. That boundary expansion was very controversial because the Marriott Corporation decided they were going to get into the theme park business and build what they called Great America theme parks. They had one in the suburbs of Chicago, and they decided to build on what is now called the Stewart's Hill Tract. They acquired that tract which is the area to the south of [U.S.] 29 on the west edge of the park. Needless to say the county supported the theme park which influenced the Assistant Secretary of the Interior, Nat Reed, who instructed me to back off.

The problem at the time was that the boundary contained the first battle, but we had none of the ground for the second battle. So the Brawner Farm, which was north of 29, opposite the proposed theme park, and the Wheeler tract were included, but I couldn't convince the Secretary that we should spend money to buy out Marriott.

Marriott fortunately made the decision not to build theme parks anymore, not just here but everywhere. Apparently the one in Chicago didn't work out. But that didn't stop us. I mean, I still wanted to make sure that we did the right thing here, and we needed that tract. So by the mid-1980s, the interest in the Civil War outside of our organization was building with re-enactments and so forth, and there was a constituency which we didn't have before. Prior to that it was just us and the county and Congress. So along came a developer named Til Hazel, of the Hazel Peterson Company, and he decided he wanted to build a mixed-use development there, and again we had an administration that was more supportive of the county and private development than I would agree with. But, you know, they come and they go. So my instructions from Secretary Hodel were to work with Hazel to get a development that would not be visible from the park and would not bring any traffic through the park. So I tried to negotiate those things out. However, there was this section of the plan in the southwest corner on what was historically Stuarts Hill labeled as "future development," where he claimed he didn't know what he was

going to do. When he got to the hearing of the county board on his development is when he announced that he wanted to build a shopping mall on Stuarts Hill. A lovely woman named Annie Snyder, who is now dead, lived across the road from the park. She was a former Marine sergeant, just a wonderful person but aggressive. She took up the banner and became our hero and led the charge to “stop malling Manassas.” It got national attention. Fortunately, we got that tract after 20 years of controversy, in 1994, when Congress, under the leadership of Representative Frank Wolf, accomplished this by legislative taking to stop Til Hazel from building houses on the battlefield.

Let me move to Antietam. A phenomenon was occurring in Antietam in the mid-seventies where the farmers were selling to gentlemen farmers, if you will; that is, people who wanted a farm to dabble in on the weekends. However, at the same time, some of the farmers were beginning to sell for subdivisions, which was difficult because the Antietam Battlefield visitor enjoyed the views of much of the battlefield that were owned by others. We had severe restrictions at Antietam because it was a 1,800-acre boundary, and we could only own 600 of that in fee. We bought scenic easements on the rest, but it was not enough to stop subdivision. So we spent a lot of time trying to expand the boundary, and we couldn't convince the people who had come to settle, if you will, on weekends, that scenic easements were a good thing. They thought if they wanted to paint their barn a different color, the superintendent would get in their business, or he would tell them they couldn't store their equipment outside the shed and that kind of thing, and they just didn't want that.

So we got engaged with the open space program in the state of Maryland, and the timing was perfect. What I didn't know is that Governor William Donald Schaefer, when he was in college, had a very memorable visit to Antietam. During this experience he began to realize the importance of the Civil War and returned there many, many times throughout his life and loved the place. So we got engaged with the state of Maryland's Project Open Space, and what these new farmers really wanted was to sell their development rights. In other words, they had the right to subdivide down to two-acre lots, and that's worth money to them. That right to subdivide also increases their taxes. So what they wanted to do was to sell their development rights to a public agency or land trust, and we were concerned because it did not give us the control that a scenic easement would give us for about the same purchase price. We wanted a boundary expansion to acquire scenic easements, and that battle went on for about eighteen months. I finally gave up and said what am I doing here. I decided to send a very important letter to the governor saying we will not propose boundary expansions at Antietam again if you commit to acquiring the development rights. So they acquired the development rights around that battlefield over properties way beyond the boundary we had proposed. It's just a great story of things coming together at the same time, and common objectives met. I just read in the paper the other day the state has another 10 million to go out and buy more. So it's spreading. So that rural, agrarian piece of Washington County, Maryland, is very well protected from subdivisions in the future.

Piscataway Park was established in 1961 and was a controversial proposal because what we were doing is protecting somebody else's view. The Mount Vernon Ladies Association has managed Mount Vernon for centuries – and here was this view that George Washington enjoyed across the Potomac River in Maryland. A congresswoman named Frances Bolton from Ohio, was the head

regent, as they call them of the Mount Vernon Ladies Association, got together with a fellow named Bob Strauss who lived on the other side of the river and worked toward getting this legislation to establish Piscataway Park. They did that in 1961. But they didn't get enough property on the north and south. One is the Fort Washington Marina and the other is Marshall Hall, and at that time Marshall Hall was an amusement park of the old type. We're not talking Disney here, but roller coaster, and ferris wheels, and things like that. If you went to the right side of the balcony where George used to sit and you looked downriver in the winter, you could see a roller coaster. You couldn't see it in the summer because it was protected by trees. So there were still members of Congress that didn't think this was a good idea anyway, you know. If we buy this guy's view, or George Washington's view, we'll be buying Jefferson's view at Monticello and where does it go from there? Well, it never happened, but that was the speculation that we were going to get into the view business. But thankfully it was established.

In 1974, we had a dilemma with a fellow named Joe Goldstein, who owned these two properties, and he wanted to upgrade his theme park so he would be more relevant to those potential customers who preferred Disney. I don't know if either of you ever went there, but you used to get on a boat here on the Washington Channel and go to Marshall Hall. It was quite attractive – not as a place, but as a place to go to. He came to us and said, "Look, I'm going to do something here." The Mount Vernon Ladies got ahold of this and said, "Wait a minute, we can't have a theme park across the river from Mount Vernon." So our Director, George Hartzog, went about trying to figure out how we could do this, and he wasn't getting any support on the Hill to expand this viewscape protection. He came up with an idea of a land exchange. Because Joe wanted to build a theme park, George came up with the idea of exchanging Greenbelt Park for Marshall Hall and Fort Washington Marina. I was given the unbelievable assignment one weekend to design a theme park for Greenbelt. Ben Howland, our Chief of Professional Services, just a jewel of a guy, was a landscape architect, and he and I spent the weekend designing the theme park and writing an environmental assessment for a congressional hearing that was to occur on Monday morning at eight o'clock. If you follow Congress, you know they don't ever have hearings on Monday morning.

So there I was on Monday morning, well rested from my weekend in the office. George Hartzog, myself, and Joe Goldstein sat at the table with chairman Senator Alan Bible going to form legislation to conduct this exchange. Of course, the citizens of Greenbelt know nothing about this, nor did anybody else. Just before the gavel fell for the chairman to say, "This hearing will come to order," the door swung open – the door in that room is very heavy - and banged against the wall. In walked Nat Reed, assistant secretary of Interior, and he said, "Mr. Chairman, the administration has just learned of this ridiculous proposal and we are totally opposed to it. I demand this hearing be adjourned." Senator Bible said, "Gentlemen, I think that concludes this morning's proceedings." But that's not the end of the story. So Joe got upset and said, "I know what I'm going to do. I've got eighteen very large sycamore trees on the shoreline here screening my roller coaster from Mount Vernon, and I'm going to cut one tree down a day until somebody does something." He cut six of them down, and it worked because Congress, in a very unusual move, did what's called a legislative taking. They did it in the Redwoods to stop the redwoods from being cut down, and they used it here as well. In other words, we owned the property the minute the president signed the bill. Subsequently, we talked about reimbursing him which is the

complete reverse of how you normally do business. That's the same technique that was used at Manassas to stop Til Hazel from constructing his residential subdivision. From that point forward Nat Reed became my hero and favorite assistant secretary of all time. He served from May 1971 to January 1977 and was closely involved in many issues in NCR, most notably Constitution Gardens. He stopped the NPS's long-term practice of filling dyke marsh on the Potomac River with construction debris.

I want to describe how we work with jurisdictions to protect parks in ways other than just expanding boundaries. Some of them are unusual. In 1974, there's an area just south of the Woodrow Wilson Bridge in Maryland called Smoot Cove, and directly across the beltway is Oxon Cove Park, which we talked about earlier. Smoot Cove is named Smoot Cove because the Smoot Sand and Gravel Company mined the gravel out of it. That's why it's a cove. It used to be fast land. The Fort Washington Parkway, which was never built, was supposed to extend from Oxon Cove Park all the way down to Fort Washington and be a companion to the George Washington Parkway on the other side in Virginia. In 1959 Congress decided that we shouldn't build that parkway and prohibited us from acquiring any more land to achieve that goal. It's really a tragedy because now the entire shoreline is in private residential development.

In 1970 the Smithsonian proposed to fill Smoot Cove back up and build a museum to the military. It had battleships and tanks and all that military hardware. That fell apart. It was a kind of a half-baked bicentennial idea. In 1978, the Smoot Company came to me and said we'd like to sell you this cove and ninety acres of shoreline for \$3 million dollars. That was a lot of money then. Of course, it's a lot of money now if it's in your own bank account. The only source we had was this WMATA account, and it just didn't have that kind of money in it. So we had to let that pass.

That was followed by a young developer who wanted to build what he called the Bay of the Americas, and then along came a fellow named Jim Lewis, who wanted to build what became called Port America. We worked with him because he had to work with us. Lo and behold, we owned 55 acres on the south side of the beltway, which he would need to get access to his project. It was actually surplus property left over from the building of the Woodrow Wilson Bridge that was given to us when the bridge was finished. They wanted an access off the beltway to get into this big project, so that's why they had to play nice with us. So we were talking about a legislative transfer to them because we can't give parkland away. We had a congressional hearing, and Jim came to the hearing. It was kind of like dealing with Til Hazel, because he had proposed this low-slung development down there along the waterfront. However, standing outside the hearing room was this model of a building which was probably four feet high in reflective mirrored glass. I said, "Jim, what is this?" He responded, "Oh, this is the building I want to build on top of the hill." Seven hundred and fifty feet high, 200 feet higher than the Washington Monument. And I said, "You can't do this to us. We've worked hard with you on this." And it was just like Til Hazel only shockingly more outrageous.

So I started a personal vendetta to get this defeated. It was designed by Phillip Johnson, the great architect. He designed the "shopping bag" structure out at Tyson's Corner. So I got the Planning Commission involved, the Commission of Fine Arts involved, and a lot of publicity. And finally,

for some reason, it caught [California] Senator [Alan] Cranston's eye, and he thought it was ridiculous, that we were going to look down on Washington, D.C., from this tower down there in Maryland. So I was trying to figure out how to make the point to people. I got the Park Police to go down there with their helicopter and hover at 750 feet with its floodlight on, spotlight on. And then I had guys all over the place with cameras. We even got – I got permission to go in the White House, and we had one guy out there on the Truman Balcony, and back came the pictures of what this sucker would look like. This was before computer photo simulations and so forth. We took a picture of his model and did this really homemade photo simulation of what it would look like from all these places. Long story short, Cranston had a hearing, and Maryland Congressman Steny Hoyer was really upset with me. So Cranston was bashing Hoyer, and Hoyer was pushing back. You know, “You're building these TransAmerica towers out there in San Francisco, why can't we put our image on the map?” Well, as it turned out, poor Jim Lewis, who was a nice guy, he really was, got caught up in the recession and went bankrupt, and there went the building. And then came Milt Peterson, who is now developing National Harbor.

The real killer of the Port America tower was the FAA [Federal Aviation Administration], and they were concerned. Even though the tower was as far away from the flyway as the Washington Monument is, they decided that it should not be built. Although there was a lot of influence by other people, that killed it because once FAA rules that a building is a hazard to navigation it's uninsurable. This story just shows the value of agencies cooperating together to stop these things.

We weren't so successful in Rosslyn. Cecil Andrus was our Secretary of the Interior in 1978, and he was anti-development. He told me a number of times how the downtown of his hometown of Boise was ruined by developers, and they weren't going to do it to Washington, D.C. So we sued the bastards. We sued Arlington County in 1978 for their approval of the two shiny aluminum towers that appear to be on the shoreline that had Gannett and USA Today in them. The point of it was that they had a zoning regulation that we were quite comfortable with, where buildings would get no higher than fifteen stories in Rosslyn. While we were asleep, they passed an amendment to that which said, “unless there are public benefits.” So if a developer came in and said hey, I'll build this, I'll do that, I'll do this, all I need is a little height to offset the cost, they could approve it. So they approved those two buildings in 1977, and we were at the hearing to testify against them. But at this point it was too late in the game. You can't jump into a hearing context at the end of a movie that's been going on for five years and have any effect. We all know that.

It was an interesting concept, and it really had to do with the Gettysburg Tower, believe it or not. There's a principle of law called nuisance, and nuisance is opening a rendering plant that stinks to high heaven adjacent to a residential community. So nuisance law had been tried many times in this country, but not aesthetic nuisance. So the claim was the aesthetic impact on the Mall was such that these buildings would intrude on that vista and should not be built. The judge dismissed the case saying that we lacked standing because we were from a different state. However, we made some definite inroads with the county, although they were very upset with us. We still watched Rosslyn grow, but we are actively participating in its development. Our office is in every decision made in Rosslyn, and we're trying to keep it at a reasonable height. We tried the FAA there, but it's just unbelievable that they would not weigh in there, because we've all come

down the river in an airplane, and they say that buildings could go to 700 feet there, and that's frightening. I mean, that's 150 feet higher again than the Washington Monument. Fortunately, I think we're almost built out in Rosslyn, at least for this generation, and they haven't proposed buildings of that height.

(TK) Do you know of many other parks or regions that are that involved in local development?

(JP) Many of our battlefields are because they're so spread out and thin. Fredericksburg is a good example. If Fredericksburg had been as aggressive as we were at Antietam, Manassas, and Harper's Ferry, they would have been ready for sprawl. Richmond is also strung out all over the place. They're engaged to try to control the subdivisions, to keep the heights down and protect whatever vistas they've got, but not to the degree we have. I mean, the office that I managed was called Land Use Coordination and that was its function. That's what we still do, but it's not called that anymore. We decided to change the name from Cooperative Activities, because we weren't being very cooperative, to Land Use Coordination. Anyway, I think Cooperative Activities was a term of the Park Service in the seventies, and it had more to do with grants and trail studies and the external programs of the Park Service. So it was kind of a misnamed function for us.

IV. Land Exchanges as a Park Protection Tool

We've been engaged in a number of land exchanges with private owners to try to protect park resources. It's an often misunderstood tool we have, because the public perceives us as getting engaged with private enterprise, and turning parkland over to private use and that kind of thing. It's an unfortunate perception and very controversial, so we use it on a limited basis. Although we have some great examples, I do want to talk about the one that went bad.

We had a land exchange in 1969 that I tried to undo for 30 years. There was a fellow named Charles Fairchild who owned a piece of Dyke Marsh, which is on the Potomac River near Mount Vernon, and he decided he wanted to build a "Palm Beach" development, which is canals, yachts out front, and so forth. It was close to Mount Vernon, possibly could have been seen from Mount Vernon. We had no money to buy him out, so again, George Hartzog, our director, got involved. I'm not blaming him for this, it just shows that the director of the Park Service was really running this region from this standpoint, like the Greenbelt exchange for lands at Piscataway.

So he decided a land exchange was the solution to this, and he gave Fairchild access to the George Washington Memorial Parkway, just north of Alexandria, at the entrance to the Daingerfield Island Sailing Marina, a full interchange to whatever development he wanted to build in exchange for Dyke Marsh. What he wanted to build was the size of Crystal City, and it would be literally forty feet from the edge of the parkway. Enormous traffic impacts would occur to the parkway because of the full interchange to the facility. So I tried to figure out a way to stop this, even though the agreement was complete. Charlie was quite a guy. I remember I was sitting in my office one day in 1971 and Charlie dropped by and said, "I came here to pick up my permit for the interchange." What? And our relationship lasted for a long period time. Anyway, we had a great deal of support from citizens in Alexandria who didn't want this – Ellen Pickering in particular. So in 1976 I decided an environmental assessment was necessary, came to the

conclusion that we had to give them the access. So the Daingerfield Island Protective Society – DIPS – sued us, and we finally did an EIS and finished that in '91, and all the time Charlie threatening to drive me off a cliff and so forth. But my lawyers kept advising me, “John, you haven't got a chance here. I mean, this thing was cooked in 1969. He's got unlimited access to this parkway, and you have no right to say he can't have it.”

Well, Charlie died from a brain tumor, the poor soul. Along came a new developer, Commonwealth Atlantic Properties, and by this time the city government had matured, the City of Alexandria, and had decided that that level of density wasn't something they wanted. Commonwealth came to us and said we want to extinguish the easement for the interchange. With the creativity and tenacity of our solicitor Rick Robbins and our chief of lands, Joe Cook, we entered into an agreement with them to extinguish that access, so the interchange will never be built. This is similar to what has happened in other circumstances I've described to you, like Governor Schaefer stepping in to protect Antietam from out of the blue. I call them career projects because they last twenty or thirty years while you wait for the stars to line up.

Another career project is the Alexandria waterfront shoreline settlements. When the District of Columbia was established in 1791, the Congress took land from the state of Maryland and Virginia, to create the District of Columbia. In 1846, we gave back the Virginia portion. But unlike most rivers, the Potomac River is not divided down the thread of the stream, the center of the stream, but rather the Virginia shoreline was the Maryland boundary. So we own the bed of the Potomac River in Washington, D.C., which extends to Alexandria shoreline. Over the years people had filled and created fast land for themselves in the bed of the Potomac River, and it was getting annoying. So in 1973 we sued all of the owners on the Alexandria waterfront, to stop the filling, and did this bizarre series of test borings to determine where the 1791 line was. They drilled down, and, “Oops – no, no, move over a little bit. That's a brick from 1850. We want to know where the shoreline was in 1791.” So we were pretty confident where the shoreline was. I said, “Look, we own everything on this side, and we're taking it back.” So at the same time growth was occurring in Alexandria, and all of the landowners lined up to fight the lawsuit. However, they began to realize that the residential market in Alexandria was so hot, they wanted to get on with it. So we settled with all these people, eleven of them. And, of course, if you drive down or walk down along the Alexandria waterfront now, you'll see wonderful parks, the buildings are set back and there is shoreline continuity. So we did land exchanges with each of them. We said all right, “You build on this half, but you're going to build and maintain a shoreline park in perpetuity on the other half.” So we've got a nice park system down there, and we don't have any management responsibility for it. Without the efforts of Jim Draude at the Justice Department and my deputy Jack Benjamin, these complex settlements would not have occurred. We've got five left to settle. The problem with these owners is the parcels are too small to economically develop but they're all located together on the strand. That's where the Dandy boat's lot is located. We're hoping to settle with them soon, because fortunately the city is buying them all now to create a park there. So we'll be settling with the city as opposed to these individual holdouts, if you will. It's the longest running lawsuit in the justice department's history, and the judge just refused to hear the case. He just refuses and instructs the parties to “Go settle it.” We have never figured out why because we think we've got an excellent case. They're arguing that it's the riparian custom in this country to fill a river and create land. I mean,

people have been doing it for centuries. Why is it wrong here? I don't think he wants to deal with that issue. But we're going to get it resolved through settlements.

We have used a lot of land exchanges in Georgetown along the C&O Canal. In 1974, the Zoning Commission changed the zoning in Georgetown, and established W-1, -2, and -3 zones to replace industrial zoning. We protected the Canal with a W-2 zoning, which is a lower density than W-3, obviously. Thus it became a very hot real estate market. In many cases the developers needed us as they were building new mixed use projects along the C&O Canal. There were eleven of them, and we entered into land exchanges with all of them. The early proposals were, "Let's make this like San Antonio." Wow, huh? Restaurants, and people walking about, and lights in the trees and all that kind of stuff. Many people were supportive of that, believe it or not. "Could be another M Street. What a great commercial corridor this could be." So we made the decision with the assistance of the C&O Canal Commission that we would not do that, but rather we would try to give the feeling of its industrial heritage. We would not light it at night, for instance. There was a safety reason for not lighting it at night. You can get down along the towpath and have a sense of entrapment pretty easily. So we don't want to invite people down there. So we ended up with this industrial feeling. Even though they may be residential, shopping or office, the buildings are not cute and do not face onto the canal with their main entrances.

We also had a major land exchange with Washington Harbor, which is Arthur Cotton Moore's masterpiece on the Potomac. In 1978, the CSX Corporation owned that property and were getting into real estate development, and a group of citizens wanted us to acquire the property for a park. The asking price was \$25 million dollars. A group of citizens decided to approach Secretary of the Interior Rogers Morton and ask him to buy it. Well, \$25 million dollars was a lot of money in the seventies. It still is. But the idea was to create a park, rather than what's there now, and he told them he just had to spend the money in the Everglades, Big Cyprus, and so forth, and he couldn't support their proposal.

However, we owned a height restriction over a portion of their property along Rock Creek. That is, nobody could build higher than 38 feet on that parcel which now is the Swedish Embassy. It was an agreement negotiated by the Planning Commission to protect Rock Creek Park in 1935. We were fearful that Washington Harbor would become a gated community, and we wouldn't have public access to the shoreline. So our mission was to negotiate a land exchange with them where they would gain 18 feet of additional height along Rock Creek. In exchange they would give us public access along the river, the setback of the buildings from the river, and an easement precluding their future infill of Thomas Jefferson Street which is privately owned here. They also gave us a small pathway that now goes along Rock Creek. They owned all the way to the edge of the creek shoreline, so we set the building back and got a pathway there. So we have this shrink-wrap easement around Washington Harbor in exchange for this 18 feet that we gave them in height. It was very controversial at the time because people couldn't understand why we were cooperating with the developer to create this "beast."

(TK) Have the National Capital Region and the Park Service been progressive in their use of things like land exchange and so on? It seems like there have become many ways to get what you

want land-wise other than outright purchase. Is that something that you think the Park Service has done well at, using the means at their disposal?

(JP) I think we have made excellent and responsible use of our land exchange tool. However, the personal problem I have with it is the public perception of me as a representative of the National Park Service in this varied job that I have. People who follow the Zoning Commission or the Planning Commission see me as one personality defending the parks and others who oppose a land exchange see me as a give-away artist. The Casey Mansion is a good example. Mrs. Betty Casey gave the city \$50 million dollars to build a mansion for the mayor, and she bought an acre of property out on Foxhall Road. We own a park directly adjacent to it called Whitehaven Parkway. It was bought by the National Capital Planning Commission to build a road across Glover-Archbold called Whitehaven Parkway, to connect Foxhall with Wisconsin. Of course, we never completed the road. Whitehaven Parkway was built on the east side of Glover-Archbold, but not the west side, and it's a piece of parkland that our maintenance people didn't even know we owned. It is a very unusual piece of land that doesn't even have a trail through it, not even a volunteer trail.

The Casey people were being advised that if you're going to build a mayoral mansion, the mayor needs a rear entrance to get out, in emergencies or otherwise. The front entrance was to be on Foxhall Road, but they needed an access to get out. So they came to us and they said, "We want a driveway for the Casey Mansion." And we said, "Well, we can do it two ways. We can do a land exchange," which was my preference. We would get an easement over that entire property so that if for some reason the mayor's mansion was abandoned or if it was decided fifty years from now it wasn't appropriate, we would protect the site from the encroaching on Glover-Archbold Park by precluding developing it for residential or other uses. Well, they didn't like that because they weren't too certain about the future. So the other tool we have in our bag is a transfer of jurisdiction. So we proposed to transfer the little parcel for the driveway, not the whole park, to the city so that they could build a short driveway, and you'd think we were proposing a nuclear power plant. I mean, the citizens came after me like I was some kind of a monster, giving away parkland to create the mayor's mansion. I never understood it. I still don't understand it. So we gave up. She decided not to build a mansion for the mayor. She gave the land to the Salvation Army, who sold it to the Phillips School for \$16 million dollars. Now all the trees are cut down as they're building a high school, and 23 houses, which was a property I voted on at the Zoning Commission. I said to the citizens, "You know, you got what you asked for." It's a tragedy. So, on the one hand I become the public enemy of not protecting parkland and on the other a fierce defender of them. The reality is everything I do is in defense of parkland. So it's a curious circumstance. What I have learned is that land exchanges have to be done in the same community. In other words, if there is a removal of parkland the exchange has got to be a benefit right there. You can't say I'll give you Greenbelt for Marshall Hall. It's like a bizarre Monopoly game.

V. The Growth of the Park System

Let's talk about the growth of the park system since 1970. A little story, but kind of a fun one is the Legacy of Parks Program, which is something President Nixon started in 1971. It was a

campaign to look at surplus federal property and convert those lands into parks. The first one was here in Washington at what we now call Claude Moore Farm, which is out along the George Washington Memorial Parkway at Turkey Run in McLean. The Federal Highway Administration has a testing facility out there, and they have this extra acreage, I think it was 90 acres, and John Erlichman, who was the assistant to the president for domestic affairs got very interested in this program, as well as this particular little parcel of land. Although I never met him, I was told that the reason was when he came to Washington in a Winebago with his family he couldn't find a place to camp. They slept at Tyson's Corner. So he decided when he heard about this program coming along, "We're going to build campgrounds for visitors to Washington."

So again in one of these all-night workathons we designed a campground for Turkey Run for Erlichman to champion. So I think it was August of that year, a hot day, with this great program with Erlichman and Mrs. Nixon was out there kicking off the Legacy of Parks Program, and talking about the campground and so forth. Well, you can imagine what the citizens of McLean felt about a campground. Smoke and trash. So again George Hartzog came up with this idea to do something a little different. He had just been down to visit the Oxon Hill Children's Farm, which he thought was just wonderful. But what we would do here is build for the Bicentennial a farm as it would have looked in 1776. So we went about building a log cabin, and we got one of our best masons to build the chimney. No farmer would have been able to build a masterpiece chimney like this. Of course, the historic preservation community of the National Park Service just went nuts because we were creating this phony colonial farm. So it's just kind of a cute story, and it was a minor expansion of the park system of the Nation's Capital.

The biggest new park we've established, of course, is the C&O Canal, and that was also in 1971 and is 20,000 acres stretching 190 miles to Cumberland, Maryland. The Canal is only 185, but as the river flows it's 190. It was part of – it was one-half of the Potomac National River, which was a product of LBJ [Lyndon Baines Johnson] and Secretary of the Interior Stuart Udall. They felt that we should establish this great scenic and recreational river from Cumberland all the way to Washington. Of course, we already had the GWMP going out to Great Falls, and we had the C&O Canal as a national monument. Fifty-three hundred acres were acquired from the railroad in 1935, and President Eisenhower declared it a national monument. It was managed by George Washington Memorial Parkway from Georgetown to Seneca, and from Seneca to Cumberland it was managed by Antietam National Battlefield, and not much was happening, believe me. We went through a parkway period in the Park Service which dated the idea of a pre-interstate highway system, where we were going to build a system of parkways through the east. One linked Lincoln's birthplace in Illinois with Washington, D.C. So there was a parkway proposed along the Canal, and Supreme Court Justice William O. Douglas took up the challenge to stop that. I'm glad that he did, but that then folded into this idea of making a national park out of it, but at the same time, shouldn't we do something about the other side of the river? And, of course, the West Virginians thought this was just something that shouldn't happen. Senators Jennings Randolph and Robert Byrd pushed back, and it was just hopeless.

So the Potomac National River boundary was used for the C&O Canal Park, and there were major areas of that park that were imagined as state parks with marinas that would be built on the river. One of the Park Service's justifications to Congress for the park was active recreation. So

when you look at its boundary and the land that we acquired it is much more than we need for its scenic protection. Praether's Neck is a big example of that. It's a large meander of the river at Four Locks where, you wonder, "What are we going to do with all this land?" The opposition to the idea of creating state parks in the C&O Canal Park was overwhelming. The C&O Canal Commission which was established as part of the 1971 act felt that the canal should be dominant and that any recreation should be subservient to that function. It's an historic park, not a recreational park. The first meeting of the C&O Canal Commission in 1972 was bashing the Park Service and its irresponsible development ideas we had for the C&O Canal Park. So I was given the assignment in 1972 to do a plan for this park and settle the waters down, if you will. I'm quite proud of that plan which is still in place, and I think is still valid. Not many general management plans last for 35 years in the Park Service. I've talked to Superintendent Kevin Brandt about the plan, and I think he's comfortable with it.

In 1974, the Red Cross decided to give us the Clara Barton House. Clara Burton, of course, was the founder of the Red Cross, and the mansion or the house that she built there at Glen Echo was rumored to contain some wood from the Johnstown flood. I can remember how devastated they were when we came to the congressional hearing to consider the establishment of it as a unit of the system. Even though it was an outright donation, when we reported, after our historic architects went out and looked at it, that we were going to have to spend something like \$375,000 to rehabilitate it, they were furious. It just implied that the Red Cross had let this place go to ruin. I mean, they were really nasty during their testimony because they were so surprised and startled by it. My naïve mistake was I didn't have the courtesy to tell them ahead of time that Congress wants to know how much it would cost for us to bring this up to standard for handicap accessibility and those kinds of things, and put a new roof on it.

Similarly with the Sewell Belmont House, which is a different kind of a unit of the park system. In 1974 it became an affiliated area. We offer grants to the National Womens Party which owns the house. So there's no real management responsibility or cost to the Park Service, except an occasional grant that comes through Congress.

The Mary McLeod Bethune Council House came to us in 1982, which was owned by the National Council of Negro Women. Mary McLeod Bethune was a very active person during the FDR administration, working on civil rights. She established the National Council of Negro Women which had their offices there and lived there.

Dorothy Height is a wonderful woman. She was there and is still alive. She's still going strong in her late eighties. I was visiting with her one day, and we were talking about getting the legislation through. Of course, she was most anxious as to what we were going to pay her for the property. Not having an appraisal I dodged the question and changed the subject by saying, "I think we should restore the inside of the house. I mean you were there, and although there's not much in the way of furnishings left maybe we could try to furnish it as it looked." She said, "Oh, we don't want to do that. It just – it just – no, you wouldn't want to know how we lived. We were on cots up in the attic. You don't want that, John. You don't want any of that."

So that's been a struggle for us because the furnishings were limited to two upholstered chairs and one desk. But if you've been there, we interpret the history of her work and the National Council, and it's a nice facility. We hope to expand that. We've got a plan now to acquire the house next door because there's no way we can make the house accessible to the handicapped because of the front stairs. You can't rip them out or put in some kind of a crude ramp. So we intend to acquire the building next door and use that to insert an elevator, so it will give us access by boring holes in the walls to connect the buildings, to give accessibility. Then we'll have office space for the employees and space for research of her collection of papers which are currently housed in the carriage house in the rear yard.

The Potomac Heritage Trail was established in 1983 as part of a package of trail bills that went through Congress. This trail will extend from the Chesapeake Bay to Pennsylvania along the Potomac to celebrate the heritage of the corridor. Most national trails in this country follow an historic trace of some nature. This trail has no historic route. The C&O Canal towpath as well as the Mount Vernon Trail along the George Washington Memorial Parkway were designated as federal sections of the trail by Congress. They precluded a number of things. The act precluded any designation of the trail in West Virginia, which was a fallout from the Potomac National River proposal 20 years earlier. The West Virginians presumed this was the Potomac National River in disguise. They had nothing to fear because the law prohibited land acquisition by the federal government.

So what we've got here is a trail that's going to be managed by local government, unless the trail is on federal land. The only federal lands we've got are those that are already designated. I was still trying to keep the C&O Canal/Potomac National River controversy at bay. The act told us that we had to establish an advisory council of 35 members to delineate the trail and I just said no, I'm not going to do it. My colleagues in the trail business of the Park Service never forgave me. They would threaten, "What have we got to do, get an act of Congress to tell you to do it?" They'd get the director to call the regional director occasionally. The controversy of designating a trail in western Maryland and southern Virginia by a group of federal advisors was nonsense. This had to be a bottom up process. So finally a fellow named Don Briggs showed up, who is our current superintendent of the trail, who I had met through his rivers and trails experience, and I said, this is the guy that can do it. The timing was right because many of the local counties were doing trail plans, and our job was to make sure that they came together at their common boundary. So his job is to go out as a circuit rider and work with the counties, and he's knitting this thing together. The way it works is the county makes an application to us to designate a corridor they select as a section and we certify that. They get no money from us, and they build the trail. He's linking this thing together in Maryland and Virginia. By fluke of circumstance, the railroad abandonment – abandoned railroad from Pittsburgh to Cumberland – has become a trail, so now this Potomac Heritage Trail reaches all the way to Pittsburgh.

(TK) So is the Potomac Heritage Trail, is that – how unusual is that of all of those trails?

(JP) You know, I don't have enough experience with other trails to know. Of course, the Appalachian Trail is the classic. That's what started this, and that's much different. We actually acquired the land all the way, 2,000 miles. But I don't know. I should, but I just don't.

Establishing the Monocacy Battlefield was a curious thing. In 1938, it was established by Congress with no boundary and authorized \$10,000 to buy suitable places for monuments, and nobody ever did anything. They didn't give the responsibility to the Secretary of the Interior or anybody else. The act just says this shall be one and everybody forgot about it. In the 1970s the Frederick County planners proposed a beltway around Frederick, like Washington has, and it went right through the battlefield.

So there was a judge that lived there, Judge Clapp, who lived directly in line with this freeway that was going to go through his farm. So he went to Goodlow Byron, a congressman at the time, and said, "Goodlow you've got to help us out here. We don't want this beltway, and there's this battlefield." So Goodlow came to us, and we established a little advisory commission, and we set about establishing a boundary. So I worked with our preeminent Civil War historian Ed Bearrs, and we said, "We're not going to make the same mistake we made in Antietam and Manassas. We're going to get the whole enchilada here." So we drew a boundary. It went to the ridgeline so the visitor wouldn't be standing out in the middle of the battlefield looking up at some intrusion in the future. It was real aggressive, and we nominated it to the National Register of Historic Places and went through that process. Then Goodlow took over and said he was going to establish this battlefield. So normally you establish a boundary and you get on with it. But he didn't want to do that. He wanted to do it a little piece at a time. So in 1976 Congress established a boundary and amended it in 1978, 1980, and again in 1991. He started with the Clapp Farm which is called Araby.

As it turned out, the judge didn't want to be bought. He just wanted to be protected, and I couldn't get him to sell. He just wouldn't do it. I made a mistake thinking I could work with his wife. She was a delightful person, very bright, and I thought maybe we could work this out and so forth. One morning, I got a call from Goodlow and he said, "John, you've got to go up and meet with Judge Clapp. He's very upset." "What about?" "I don't know. Go see him." So I went to his chambers and it was just unbelievable. So here he is sitting at his desk, and I'm sitting in a chair on the other side of the desk, and behind him, sitting up against the wall in a straight-back chair is his wife with her hands folded. And he says to me, "Let's get one thing straight, son. If you're going to deal with this family, you're dealing with me, not her." I said, "Never again." It was just awful, you know. She just sat there with her arms folded, poor thing. They're now both dead, I can tell the story. The judge died in the early 1990s and we were able to acquire the farm and we gave her life tenancy. Under the current General Management Plan we will convert this large farmhouse to the park headquarters.

The other aspect of this was the family of Maryland Senator Charles M. Mathias, who owned the Thomas Farm, and so he did not want to help with the legislative process. He said, "Look, let Goodlow run this one. I'm not going to get involved," and that was wise because the farm was very important to the battlefield

We finally completed the acquisition of the park in the late 1990s, and I think we've got a well-protected battlefield there. I'm very proud of that, actually, but we couldn't have accomplished

this without the enormous efforts of our chief of land resources, Joe Cook, who essentially acquired the entire battlefield over the past 15 years.

The George Washington Parkway on the Maryland side, from Great Falls to Chain Bridge was always very confusing for people. If a person from out of town had an accident on that section and they were able to call the police, they were on the parkway but they didn't know what state they were in. So there was talk about renaming it for Martha Washington. There they would be lying side by side on the Potomac. So Connie Morella, congresswoman [from Maryland], got the idea that we should name it Clara Barton Parkway. I thought that was a bad idea, because what I had hoped that we would do is to rename the BW Parkway, the Suitland Parkway, and this parkway for the founders of our country such as Jefferson or Adams, as gateways to the Nation's Capital. These parkways were only named because of their destination. So I just didn't feel Clara Barton rose to the level of historical significance for two units of the National Park System named after her as a national figure. Well I became dubbed as anti-women and I just gave up and decided it wasn't worth it. So we now have the Clara Barton Parkway.

In a similar move, in 1988, there was this delightful woman named Gladys Noon Spellman, who was chairman of the county council in Prince George's County. She had been an elected official for a number of years and was visiting a school for some event and suffered a stroke and never regained consciousness. I think that was almost five years before she actually died. So Steny Hoyer wanted to name the Baltimore-Washington Parkway the Gladys Noon Spellman Parkway, and I had the same reaction. We're talking about a local politician here. Isn't there some way that we could save this for a much greater purpose? Well, you can imagine the reaction I got to that. So the compromise we struck was that it would be dedicated to her, and that's what it is. There was an act of Congress in 1988 that dedicated the Baltimore-Washington Parkway to her, so you'll see signs out there that do that. So it's still the B-W Parkway, which I don't think has the dignity it deserves, but again, something for future generations.

In 1996, the Pennsylvania Avenue Development Corporation was abolished by Congress, and nobody anticipated this. They learned about it in November, and they were gone in December. It was crazy. The goal was to reduce the size of government so these 30 people were terminated even though their job was not complete. So on their way out the door they transferred to us all of the parks that I've previously described, and the sidewalks, to us, essentially creating a national historical park, but it isn't designated as one. So we need to do something legislatively to get a legislative purpose for this place, and we'll do that in the future. PADC was supplementing our budget, helping us maintain those parks, and when they left, we had to stop floral displays and holiday lights.

VI. Creating National Memorials

(JP) The numerous memorials that have joined the Park Service family here over the past 35 years all have their own unusual story. Most of them are built by the private sector and donated to us to maintain and interpret. Thus, we get heavily involved in the legislation which authorizes them as well as the siting, design, and construction to ensure we will be managing

commemorative works that will last through the ages symbolically and structurally. So I wanted to describe a few of those to you, or all of them if I have time.

The first one was erected in 1853, to President [Andrew] Jackson, in Lafayette Park. So you can see we dedicate about one a year and that's been true during the Depression as well as war period. However, if you listen to a lot of our critics, they would lead you to believe that we have "monumentitis," and we are just flailing about, building memorials like they're going out of style, and it's not true. Let me review each memorial that has been erected over the last 35 years.

One of my career projects is the Franklin Delano Roosevelt Memorial, which was first authorized by Congress in 1959. The Congress set aside a large portion of West Potomac Park, from Independence Avenue to the Inlet Bridge, from the Tidal Basin to the Potomac, as FDR Park, and said that a memorial of no more than 28 acres could occupy that 60-acre site. They established a congressional commission composed of members of Congress from the Senate and the House, and members appointed by the president as well. The commission initially held a design competition in the 1960s which attracted architects and architectural solutions, and all of them were way out of scale. They were, in some cases, larger than the Jefferson Memorial and were summarily rejected by the Fine Arts Commission and others.

This whole effort was plagued with a story told by Supreme Court Justice Felix Frankfurter. He and FDR had returned to the Oval Office from a funeral, and Frankfurter asked him about his desire to be memorialized. Reflecting on the recent battle they had over the design of the Jefferson [Memorial], he told Frankfurter that he wanted something about the size of his desk in granite in front of the [National] Archives on Pennsylvania Avenue in that little triangle. This memorial was erected by family members and friends in 1962. Thus this whole memorialization effort was plagued with people saying he never wanted such a large memorial. The commission responded that it should be his successors who decide how to memorialize him, not the man himself.

So a very frustrated commission came to, once again, George Hartzog as director and asked if he would help with their design problem. So their legislation was amended in 1971 to authorize the Park Service to assist in the design and construction of this project. So we conducted an invited competition because free and open competitions had been a disaster here, and we wanted to solicit landscape architects. So we asked seven landscape architects from all over the country of high reputation to enter the competition, and the winner was Larry Halprin. The design that he offered is completely different than the one that you see out there today, but still has his signature fountains.

So his design matured and was first submitted to the Commission of Fine Arts and the National Capital Planning Commission in 1976 and was finally approved in 1978. The design was reduced significantly in two respects. Its original entrance was off of Ohio Drive. That is, on axis with the Washington Monument from Ohio Drive at the Potomac River, towards the Washington Monument, was a grand entrance walk, and a major visitor center with an auditorium that would have shown newsreels of his, fireside chats and memorabilia. This was a full blown visitor center, with a cafeteria overlooking the Tidal Basin, and a major maintenance and

administrative facility. It was enormous. The Secretary of the Interior cut that out. He just said it was too much, and I'm glad he did. It was the tail wagging the dog because it just got out of hand as more things were included. The struggle we had was not with the design, which is typical of many memorials, but rather the funding. Individual members of Congress get no benefit in their home jurisdictions by funding something in Washington, D.C. It is just counterintuitive because they are supposed to be getting money for their own district. So members of the commission that played a major role in that were former Congressman Gene Keogh, from New York, Senator Mark Hatfield from Oregon, and Senator Daniel Inouye from Hawaii. They were able to get a few a hundred thousand dollars here and there to keep Larry going in the design, and working towards the construction documents.

It was finally at a hearing in 1991, with our appropriations committee, that action to fund the memorial occurred. Congressman Claude Pepper, from Florida, was in the National Institute of Health (NIH) at the time, dying, but nobody really knew it. He literally came from his hospital bed to testify at this hearing. He went on for 45 minutes, describing the importance of FDR to this country and the necessity of building this memorial in what was an absolutely powerful speech. The room was dead silent when he finished.

It was spectacular. Illinois Congressman Sid Yates, who was our Interior subcommittee chairman, took a minute to recover and finally said, "Claude, that's the most moving speech I've heard in these chambers in my tenure." It was just an incredible experience in my lifetime. President George Bush, "41" as they call him, went to visit Pepper just before he died at NIH, and Pepper asked him to make a commitment to put money in the budget in 1992 for construction of the memorial. He did that and got it rolling. We were fully funded and started construction in 1994 and dedicated it in 1997.

The design of this place is not a traditional memorial. It's the story of four [presidential] terms told on the walls which what Larry calls the pages of the book, with the inscriptions of FDR and the water which was important to his life not only as a sailor and secretary of the Navy in the 1920s, but so important to him after he was stricken with polio, and the baths at Warm Springs. It is a chronological history of what was going on in the country and the world, as told through sculpture. Larry selected four sculptors, which were with him from the beginning. They were selected by a panel of experts who Larry enlisted to assist him and the Commission in selecting sculptors who worked in bronze. So we had a recommendation for Robert Graham, George Segal, and Leonard Baskin. Neil Estern, from New York, who did FDR and Eleanor, and Tom Hardy, from Oregon, who did the presidential seal for the first inaugural, were added to the team by Chairman Keogh and Vice-Chairman Hatfield respectively. God bless them, they all lived through this long delayed effort, from 1974 to 1997, and came to the dedication. That was our biggest fear, of course, is somehow along the line we'd lose the continuity of one or more of them because the sculpture was created during the last part of this effort as funds became available.

We struggled for a long time with how FDR should be recognized, and the commission determined that he should be commemorated the way he was known to the public when he was in office – that is, not as a disabled person but as an able-bodied individual. So Neil Estern did the statue of him in the third room, which shows him seated, and made subtle gestures to recognize his disability with a withered leg penetrating the cape, and using a chair from Hyde Park, but it's

a dining room chair with wheels on it. That's how he moved around for ceremonial purposes. He had a wheelchair that was manufactured at the brace shop in Warm Springs, which was simply a kitchen chair with the legs cut off and wheels adapted to it. He had that made so he could maneuver through the narrow hallways at Hyde Park, because the traditional cane, large-backed wheelchairs just didn't work.

So as time went on towards construction, the disabled community of this city and national organizations came to the commission and said, "You've got to recognize him in a wheelchair. FDR is our hero because he was the only disabled president. You can't do this to us. This is the 1990s, not the 1930s, and we demand an image of him in a wheelchair to celebrate his disability rather than camouflage it." The answer from the commission was no. So lo and behold, the National Organization on Disabilities got the attention of Congress. You may remember when President Clinton fell down the stairs in Florida and messed up his knee. He came to the dedication on crutches, giving the disabled more momentum, of course, and it wasn't too long thereafter, the day after the dedication, that Congress passed a law directing us to recognize FDR in his wheelchair, or as a disabled person.

So Larry was beside himself, and I convinced him to stay on and work with us on this, and not have somebody else come in and design this addition to his masterpiece. Fortunately, he agreed, and we decided that Bob Graham would be the best sculptor for the job. So we established a small panel as a subcommittee of the National Park Advisory Board of people including the Roosevelt family, and others, to decide what to do and where to do it. After extensive dialogue with the disabled community, we determined that because he was disabled prior to being president, in 1921, that the proper place chronologically would be to put him in the beginning of the story in a freestanding wheelchair rather than bas relief. So Larry created a fifth room, if you will. The wall that he sits in front of now was not there originally. That was just a forecourt, a place of assembly for visitors. We couldn't find a quotation from him about his disability because he never talked about it. So we found one from Eleanor, and we did that in bronze because the rest of the inscriptions in the memorial are his and they're incised in the granite. So this is a bronze quotation about the strength that he gained from his handicap. Larry is not very pleased with the result, and I agree, but there FDR sits. The disabled community insisted he be on grade, that we not make him larger than life, so people would understand what it's like to be disabled. That is, the disabled are looked down upon, not emotionally, but physically. Life-size sculpture fails outdoors, and it's something that I hope may be fixed by future generations.

We have 154 memorials on parkland in the city. There are others managed by other people – the military, American Red Cross, the U.S. Capitol, and other locations.

In 1972, the Seabees Memorial was authorized and was dedicated in 1974. This memorial was designed by sculptor Felix de Weldon, and he completed it, ready to install, if you will. He did the same thing with Iwo Jima, without any approvals from anybody. Just, "Here it is, take it, and put it somewhere." So my job was to ride around in a truck with a mock-up of this thing trying to find a place for it. It was nuts. Absolutely nuts. I mean, it was completely backwards. So we finally sandwiched it in on Memorial Drive. As you may be aware, Memorial Drive was designed as an avenue of heroes, with a holly hedge along its length and niches in for military

heroes. However, this was too big for the niche and most agreed that it just looks out of place. It was the only place that we could get the Planning Commission and Fine Arts to agree to put it. So there it is.

Now, the LBJ [Lyndon Baines Johnson Memorial] Grove was a product of Ladybird [Johnson], and was authorized by Congress in 1973. She raised the money for it, which was dedicated in 1974. It is a very simple design by Meade Palmer, landscape architect from Warrenton [Virginia], and he came up with the notion of a meandering path to the central piece of granite that came from Texas, with modest inscriptions, and it is a lovely, strolling garden. Importantly, it was the first case where we had a landscape solution to a memorial. That is, most of the memorials we manage were sites given to us by L'Enfant, which are circles and triangles and squares, which have dimension to contain them. As we moved into the seventies, we had run out of prime locations like that. So people were designing memorials, like Halprin and Meade Palmer, to fit in an unconstrained park space, and as a result memorials evolved from a central piece of sculpture in a geometric environment to landscape solutions which were also larger.

Mary McLeod Bethune in Lincoln Park was authorized in 1960, but not erected until '74, and shows her as a teacher with children. The sculptor's first name I can't remember – [Robert] Berks. It is a good piece of sculpture and a great symbolic balance to the proclamation, Lincoln's statue at the other end of the park. These two memorials are in scale with their setting.

General Jose de San Martin was the liberator of Argentina, and his statue was located in Judiciary Square up until Metro came along to build their station there, and it was the desire of the Argentines to relocate to Virginia Avenue, because what Virginia Avenue had become was a Spanish corridor of memorials from South America, Pan American countries, and Spain. So we moved San Martin to the corner of Virginia Avenue at Twentieth, to a triangle there at the expense of Metro and Argentina.

In 1976 I had the chore of trying to find a place for the American Legion Freedom Bell, which was created for the Bicentennial by the American Legion, which was manufactured from copper pennies melted down from kids all over the country. This bell, which is twice as big as the Liberty Bell, which in a ridiculous way was to show, after 200 years, we could build a bigger bell. It's just kitsch, it's awful. It went on the Freedom Train throughout the country during 1976, and it was placed in the last car so people could see it when the train came back to Washington, and the American Legion asked, "What are we going to do with it? Well, let's give it to the Park Service and they'll take care of it." We were very active at that time in managing Union Station as the National Visitor Center, and we decided to put it there behind Columbus' statue at the entrance, and there it sits. I'm not very proud of that one. I worked hard to get it into the suburbs without success. Fortunately, the scale of the place can handle it and most visitors don't notice it.

Moving back to Memorial Drive, in 1977, we dedicated the 101st Airborne Screaming Eagles Memorial which was authorized in 1976. They, too, came to us prior to the design stage. It's a much better scale than the seabees.

I want to move back to Virginia Avenue and Bernardo de Galvez, who was a Spanish governor of Louisiana. That is, Spain had jurisdiction there during the Revolutionary War and assisted us in fighting in the Revolutionary War. Thus, although it appears to be a Spanish story, it's really an American story. In February of 1976, the Spanish ambassador came to us and said, "We want to put up a statue to Galvez." And we said, "Oh, well, we have a process. You need an act of Congress." "Oh, okay. We'll take care of that." "And when did you want to do this?" "Oh, we want to do it in November." We said, "Well, geeze, it can't be done." "Mr. Parsons, King Juan Carlos is coming to dedicate this memorial in November." The tradition in Spain is to put sculptures of this kind in the bow of a ship, and that's true of the Columbus statue here. And I just couldn't imagine, aesthetically, this general on a horse in the bow of a ship. So we said no, with the assistance of the Commission of Fine Arts and the Planning Commission. There were very limited sites left on Virginia Avenue, and half of this little triangle is over the E Street tunnel, and horses are heavy in bronze and you can't put them on top of a tunnel. So we literally went out there with the Highway Department and drove a stake in the ground, and they came in and built it in two weeks, and here came the king. There it is. The act of Congress passed one month before the dedication. It was just bizarre.

We built a memorial to Justice [William O.] Douglas in 1977 on the C&O Canal to honor his efforts to save the canal from an NPS proposed parkway. A life-size bust of him sculpted by Wendy Ross, was the appropriate thing to do at the appropriate place. It's at the barge landing there in Georgetown.

Fifty-Six Signers of the Declaration of Independence was an inspiration of John Warner who was chairman of the American Bicentennial Commission when they came to the end of their service. They had some money left over and selected Constitution Gardens as a place to build this memorial. Constitution Gardens was built for the Bicentennial celebration and was named because it was on Constitution Avenue. The design concept was a strong garden similar to Hyde Park in London or Central Park in New York. It was English in design in contrast to the French landscape that L'Enfant and MacMillan brought to the National Mall. It was to host the American Folklife Festival, arts and music festivals, with a major food service/beer garden pavilion at its east end. One thing we didn't want was to fill it up with memorials and make a cemetery out of it. So we decided if we're going to have one memorial here, it ought to be on the island so that we can say we're not creating a memorial garden. It was designed by landscape architects EDAW and has a granite stone for each of the signers, with their signature engraved in them, and it is a nice place to sit and contemplate the concept of declaring independence and the bold risk taking of these 56 men.

In 1979, I met a young man named Jan Scruggs, and Jan had an idea to build a memorial to his fallen comrades in Vietnam. Joe Ronsisvalle, who worked for me at the time, and was helping with memorials, took Jan over to Memorial Drive and showed him the Seabees Memorial, and said, "Mr. Scruggs, how would you like to have one of the niches here along Memorial Drive?" Next we heard from the director of the Park Service who instructed [National Capital Region Director] Jack Fish and me to go up to meet Maryland Senator [Charles] Mathias, and that's where I met Jan Scruggs. He seemed to want me to understand that what he had in mind was a little larger idea than something along Memorial Drive. He picked Constitution Gardens, and we

said no for the same reason we almost said no to John Warner about the Fifty-Six Signers. As a matter of fact, this particular part of Constitution Gardens was supposed to be the place where concerts would occur. There's a rise to the east where people would sit like the great lawn of Central Park. So when we said no to that location, he asked Congress to pass a law instructing us to build it somewhere in Constitution Gardens. He succeeded in securing a law which said two acres in Constitution Gardens. We then reluctantly agreed to the site now occupied by the memorial. He then held the most successful design competition in history. What I mean by that is the outcome, because most design competitions, in my view, are failures and don't result in a design that is actually built.

So this genius, Maya Lin, who was a senior in Yale Architecture School, submitted drawings that were pastels, a green background with this black image of the wall in it, and nobody could understand it. People with design training could, but people couldn't understand what the design was about. She wrote a powerful narrative on the submission drawings that described this rift in the earth. So Paul Spreiregen, who was running the competition for Jan, decided he had to build a model of this design before they made the announcement or nobody would get it. Jan was having trouble getting donations early on, and Ross Perot gave him approximately \$160,000 for the competition. So Ross felt he had some say in this because he paid for it. He's the kind of guy who has a maquette of Iwo Jima on his desk. So he couldn't understand this design, and he wanted some statuary in it, some heroic stuff, and others did too. So this very nasty and personal controversy resulted in criticisms that this design was burying the war, it would be a black ditch of shame.

Many memorials are controversial, but this got out of hand with the kind of personal attacks on Maya and Jan. The major issue was that the emotions of the war had not healed and the veterans were confused as to what this memorial was meant to be. That is, it was not traditional. Of course, as soon as it was finished, everybody said, "My god, look at this spectacular, emotional memorial." In order to get a building permit issued, Secretary Watt struck a compromise with Senator John Warner that we would add an American flag and a heroic sculpture. The idea was to put a flag at the top of the wall, at its apex, like a miniature golf course hole, with a statue out front of marines with bayonets drawn, defending their fallen comrades right at the apex. It was just awful! Finally it was Joe Brown of EDAW and Rick Hart, the sculptor, who came up with the idea of a group of soldiers returning from patrol, looking at their fallen comrades on the wall with the flagpole behind them. This worked pretty well, but I think it's very cluttered and detracts from Maya's masterpiece. Soon after the statue dedication in 1984 the women in Vietnam came forward and proposed a second memorial to them because they weren't recognized in Rick Hart's sculpture. The Native Americans came forward with a maquette that they wanted added to the sculpture. Scout dog handlers wanted a German shepherd there by the knee of one of the men. In an effort to include the majority, Rick Hart included a Hispanic-American, a black American, and a Nordic-American. Before we were done I thought we were going to have a platoon in the woods. However, we were able to persuade all but the women to seek recognition elsewhere. This, of course, is the problem with representational sculpture which we discouraged in all memorials that are commemorating groups of people or events.

In 1988, Diane Carlson Evans, who was a nurse in Vietnam and wanted to make sure that the women were recognized, secured an act of Congress authorizing that. The first alternative we explored was to place a woman into the composition done by Rick Hart. That made no sense. So we did an alternative site study. Diane was from Minnesota, and she was absolutely a woman on a mission to raise the necessary funds to build a suitable memorial. So we slid that memorial over on axis with the center of the wall. As you may know, that's the way Maya Lin wanted people to approach the Vietnam Veterans Memorial. She envisioned no walkway at all. She almost quit on us we told her we were going to put a walk parallel to the wall. Which I'm glad she didn't, but she just wanted people to walk over the grass, down to the memorial wall, find their fallen one on the wall, and we said it's just not going to work. Glenna Goodacre from Santa Fe is the sculptor of the three nurses assisting the wounded soldier. Reginald Griffith who was the Executive Director of NCPC at the time, objected to the use of the classic religious shape of the composition, but both Commissions approved it. I enjoyed working with Glenna. I went to her studio with my wife Sue, while we were on vacation where we reviewed the full-size clay she was finishing up at the time. She decided to move the soldier's hand during our visit. She's just a wonderful person.

We installed an "In Memory" plaque at the Vietnam Veterans Memorial in 2004. This was authorized by Congress in 2000, and its godmother is a woman named Ruth Coder Fitzgerald. She is a delightful woman from Fredericksburg, Virginia, whose son died of Agent Orange after he returned from Vietnam, and she thought that something should be done to recognize those men who had come home in apparently good health and then died. We spent a lot of time trying to get the right design for this, and there's a small stone, approximately 18 by 24 inches, out in front of the soldiers on the plaza. It just says "In memory of the men and women who served in the Vietnam War and later died as a result of their service. We honor and remember their sacrifice."

Now we're working on an underground education center. Jan and I have been jousting for many years. First, he took exception to me defending Constitution Gardens from his memorial. He really got upset with me when I opposed his visitor center idea because I thought it would intrude on the sanctity of the memorial. He originally proposed it to the west of the wall along Bacon Drive, which would have been a vast intrusion on the wall. At the congressional hearing he introduced me to a group of 100 school children as "Public Enemy Number One," and he nominated me to the American Institute of Architects. At another congressional hearing I suggested that the center be placed underground and that concept was specified in the law. Jan and I have been getting along pretty well since then.

The Vietnam Veterans Memorial was so controversial that the whole idea of memorialization in the Nation's Capital gained the attention of Senator Bumpers, from Arkansas, and Representative Bruce Vento, from Minnesota, both of whom were chairmen of our authorizing committees, and they wanted to establish a process for creating memorials to replace the chaos that accompanied the Vietnam Veterans Memorial. The only thing that was required previously is that you had to have an act of Congress to build a memorial. Dave Sherman, who coordinated the proposed memorials for our office, and I worked with David Brooks of the Senate staff and Heather Huyer on the House to draft a bill and work through the details.

So in 1986 Congress passed the Commemorative Works Act, and it established major prohibitions and guidelines. We were worried that the generation of World War II veterans was interested in building memorials to their individual units, and the military told us there could be as many as 560 of those if every organization started to get competitive about it. So this new law precluded military memorials on Park Service property unless they are commemorating wars or branches of the service – Army, Navy, Air Force, and so forth.

The law also provides that Congress cannot authorize a memorial to commemorate a person until they have been dead 25 years and can not be commemorated for at least ten years after it has been declared over. There were two bills pending before the Congress at the time for the Law Enforcement Officers Memorial and the Women in Military Service. Both were passed and both were built, but they are memorials to professions, and the concern was that other professions of America would arise and propose memorials to teachers, the Peace Corps, nurses, National Park Service rangers, FBI agents, or other heroes. To preclude this nonsense, the law provides that unless every member of a group has been dead for 20 years, Congress can't authorize such a memorial. So they authorized the African American Civil War soldiers, but not today's soldiers fighting in the Middle East.

It established a very complex procedure for the major memorials. It identified two areas of the city, Area One and Area Two. Area One is essentially the monumental core of the city and starts at Third Street in front of the Capitol and goes along Pennsylvania Avenue to the White House, south on Seventeenth Street, and west along Constitution Avenue to the river, and includes West Potomac Park down to the Jefferson Memorial. That area is reserved for memorials of preeminent, lasting, historical significance. The rest of the city is reserved for lasting historical significance. The only way you can get into Area One is to convince the Secretary of the Interior to write to the Congress and say, "We believe this subject matter that you have authorized in a previous act is worthy of Area One designation." So it's the only law we can find that requires two acts of Congress in the country, and this was done to make it very difficult. A lot of proponents of memorials don't want that 18 month delay. They'll get their first piece of legislation and say, "Look, we've gained all this momentum in getting a bill through Congress, and now our focus is securing a board of trustees, organizing a staff, and getting on with it." But there are some who say, "My message is so important, I've got to be here."

The act also established the National Capital Memorial Commission, which is something that actually was established by the Secretary of the Interior in 1973, to bring together the Commission of Fine Arts, the Planning Commission, the Architect to the Capitol, the Secretary of Defense, GSA, the American Battle Monuments Commission, the mayor, and the director of the Park Service, who serves as chair, in a unique way. That is, the Congress imposed upon them that they would seek the views of the National Capital Memorial Commission on any bill that was introduced into Congress. Sometimes they're a little tardy about that, but we meet and send them a letter anyway. It's the only relationship with Congress that I've run into in the federal government where the Commission has a direct connection to the Congress. None of the opinions that we offer go through the Office of Management and Budget, or the Secretary of the Interior. They go directly to the Congress. We get involved in site selection, but don't get involved in design. It's an excellent way to surface during the earliest stages of the process,

whether one or another of these members has a problem with the site we're selecting, such as the Historic Preservation Officer, who has traditionally been on the Commission representing the Mayor. Having served as chairman for 30 years, I'm biased, but most would agree it's a very valuable tool. We meet at the call of the chair, when there is business before us, and it's proved very helpful to proponents along the way. I would be remiss if I didn't thank Nancy Young, who serves as secretary to the commission, for her organizational skills and attention to detail. Now, all the other memorials I'll discuss were established pursuant to this process by the Commemorative Works Act.

**John Parsons
Associate Regional Director for Land, Resources, and Planning
National Capital Region, National Park Service
Interviewed by Judith H. Robinson and Tim Kerr, Robinson & Associates,
and Gary Scott, Chief Historian, National Capital Region
October 18, 2006
transcribed by Judy Hutchinson, Kingstowne Business Services
for Robinson & Associates, Inc.**

Gary Scott (GS): This is the second session with John Parsons on his oral history during his entire career here at National Capital Region, National Park Service. The date is October 18, 2006.

John Parsons (JP): The Kahlil Gibran Memorial was authorized in 1984 and was dedicated in 1991. Gibran was the Lebanese poet who lived in Boston and wrote *The Prophet* in 1923, and the Lebanese Americans took interest in commemorating him as a great American citizen. We had a rough start with them because they wanted West Potomac Park, and fortunately the Memorial Commission decided that he wasn't of that caliber as a figure in our national heritage. Fortunately, Mary Ann Lash, the landscape architect who designed it, found this site out on Massachusetts Avenue across from the British Embassy, which is a delightful spot. It's a bit inaccessible because there's really no parking for it, but it's a good design and an appropriate memorial to him.

Also in '84 as I mentioned earlier, a memorial to law enforcement officers was passed by Congress, which was also dedicated in 1991. Although we opposed the bill because it was a group of existing individuals, Congress disagreed with us. Congressman [Mario] Biagi, who was the most decorated police officer in the history of New York City, was their godfather who got it through Congress, and he subsequently proposed a location on the Ellipse.

So we took a walk on the Ellipse, and Mr. Biagi told me that he wanted something about the size of the Third Division Memorial on the eastern panel to balance it symmetrically. I pushed back saying we didn't want to reduce the significance of President's Park by putting more memorials in it. He was polite but ignored me and retained the architect Davis Buckley, who produced a scheme which would have taken the entire Ellipse and dedicated it to the Law Enforcement Officers. It was to have a low wall around the entire Ellipse roadway with the names of fallen officers inscribed on it framed by a row of linden trees inside the row of elms. So I led the charge

against that and regretted it. I mean, I got a lot of very disturbing mail from people throughout the country who had lost members of their family as law enforcement officers. So we had some very difficult times for about six months while they were trying to overturn me. I was receiving letters that said, "Next time you need a cop, call yourself." Very nasty. But we prevailed, and I took their board of directors on a tour of the city, as we often do with memorial proponents. We do that very strategically and very carefully, and we ended up at the police court over at Judiciary Square. It took a lot of imagination on their part because in the eighties this was not really the place to be as it is today. They agreed to do adopt the site. Fortunately, it was accepted the way Davis Buckley designed it. Davis's concept of low walls containing the names of fallen police officers from the 1780's onward shaded by the linden tree sentinels, which are flanked on either end by lions symbolizing strength and valor. They were fretting over how to list the names because no accurate list was kept until 1945 by the FBI. That is, names would be added over time as they came to be known. I suggested listing them randomly and they did. At the time it was a parking lot for the judges with Metro elevators sitting in the middle of it, so our proposal was a great enhancement to that area.

In 1986, a second memorial which concerned us was called the Women in Military Service for America Memorial, championed by Gen. Wilma Vaught, Air Force General (Retired). Yet again, this was another group of people that were trying to commemorate themselves and their service, and this caught the attention of Arkansas Senator Dale Bumpers, the chairman of our authorizing committee. The Women in Military Service to America was passed, I believe, 10 days before the Commemorative Works Act in 1986, so as to let them through the wicket, if you will, and it was dedicated in 1997. This site, like so many that we have selected for new memorials, was an existing unnamed place that we felt would make a fine location at the gates to Arlington Cemetery. The Women's Memorial is a direct fit. It was designed by Marion Weiss and Michael Manfredi, an architectural husband and wife team from New York, through a design competition. The design was extremely offensive in the beginning because it had 10 glass pylons on top of the hemicycle which were to be illuminated at night. They were 15 to 18 feet high and were in direct competition with the Kennedy grave and its eternal flame, as well as Arlington House. But Wilma pushed on and it finally took just wrestling her down to get rid of those, because that to her was the signature of the memorial. Those were replaced with glass skylights above with the lettering of quotations from women in the military that reflect on the wall below, in the visitor facility.

We were also opposed to the visitor facility and actually have an agreement with the organization that, if they close the facility for lack of funds, we will not operate it. Whether future generations allow that to happen, I don't know, but we are pretty adamant that memorials should not be museums. We feel strongly that they are inspirational, not educational, and should not serve a dual purpose. Similarly the law enforcement officers are now designing a visitor facility across the street from the memorial because they want to tell their story.

The Francis Scott Key Memorial, which is at the north end of Key Bridge, was a product of a group of citizens in Georgetown who were tired of this as homeless habitat which was pretty scruffy. It was owned by the District of Columbia as it was part of the Key Bridge project. Jim van Sweden designed it, and I think it has matured nicely. John Dreyfus, a local sculptor who

lives a block away, did the bronze bust of Key. This site is near the location of the infamous lost Francis Scott Key House that was removed when the Whitehurst Freeway was built in 1948. All of the bricks from the house were carefully stored under Park Service care, and through lack of continuity we lost the bricks. Paul Imse and John McFarland were the people behind the effort. It still is a hangout for the homeless, but I think it's a nice oasis in an otherwise hectic place.

A small memorial to the Armored Forces was authorized in 1986 at the same time the Commemorative Works Act was passed. This violates the Commemorative Works Act because it's an individual unit. It was dedicated in 1991, and is over on Memorial Drive, on the south side. It is a black, polished granite slab with this new technique of laser etching. This is an artist's rendering of the First World War, the Second World War, and the Korean and Vietnam era, with images of the various weaponry that they used.

The Korean War Memorial, which was authorized in 1986 and completed in 1995, was a direct result of the Vietnam Veterans Memorial. I mean, the Korean War vets said, "My goodness, we've been called the forgotten war, and we're going to build a memorial, too." So this got a little strange because there was a great deal of controversy about the way the Vietnam Veterans Memorial was operated. That is, because of the controversy over the design, reporters were breeding suspicion over their organizational structure and whether they were properly dealing with donated funds. All of it was just nastiness. I mean, there was nothing irregular about it at all as far as we could see. But the American Battle Monuments Commission, which is a small federal agency established in 1928 to manage National Cemeteries all over the world, such as Normandy, Florence, Honolulu, and other places, decided they should build the Korean War Veterans Memorial to avoid such controversy.

Colonel Fred Badger was the representative of the Battle Monuments Commission on our National Capital Memorial Commission. He and his leadership made sure when the bill went through Congress they would manage the siting, design, and construction of it. They also went on to build the World War II memorial. So we weren't dealing with a private organization that had no experience, which is what happens with most of these memorials, but rather a federal agency that had the wherewithal and employees to deal with it. They established an advisory panel headed by retired Gen. Dick Stilwell, and they decided they wanted the east end of Constitution Gardens, and wouldn't have anything less. That location is a plaza overlooking the lake which was to have a major pavilion upon it with food service and souvenirs and bathrooms, but we ran out of money when we built the garden and couldn't afford it. It was all approved and ready to go, but we never were able to do it. So we were very concerned about turning Constitution Gardens into a war garden with Vietnam at one end and Korea at the other. We favored the site where it now exists in symmetry with the Vietnam Veterans Memorial because the similar nature of the two wars.

So once again I got into a very nasty relationship with a bunch of generals, most of them retired. But they're not used to hearing the word "no." They just aren't. I mean, it's just not in their vocabulary. At least not from somebody else. So they went to the White House and back, and fortunately, the Secretary and others supported me. They just didn't want to be down there in that damn low ground next to the stables. They went through a design competition that was a disaster

in two respects. First, the original proposal was 750 feet long. It's now a third that size. It had 38 soldiers instead of the 19 you see now. Thirty-eight was very important to the Korean War vets because the war was fought over the 38th Parallel and lasted 38 months, and a typical platoon was about 38 men. But they were walking up a long ramp in this winning design, which I think got up to around 15 feet high in that landscape, and then dropped quickly into a plaza that was granite, about 250 feet across in either direction. We told them it was way out of scale. However, they wanted the opinions of the Commission of Fine Arts and the Planning Commission. Well, they got it, and it was disapproved.

The competition was won by two professors and two students at the Penn State University School of Landscape Architecture, and they thought if they won the competition, their design would be built without change. They just couldn't understand it. You know, "Who is in charge here? We thought we were." After unsuccessful pleading with the Commission of Fine Arts to approve their design, they quit, which was really too bad because there were some ideas there that were worth pursuing. Then they sued the American Battle Monuments Commission for altering their design and lost. The Battle Monuments Commission retained the Cooper-Lecky Partnership in Georgetown, who had assisted Maya Lin as her architect of record at the Vietnam Veterans Memorial. So we worked towards keeping this notion of freestanding sculptures by reducing it down to 19 and including a wall which reflects those 19, resulting in the concept of 38. There was a major fire in 1973 in the Federal Records Center in St. Louis where all the records of the Korean War were destroyed. Thankfully, there was no record of those who served because the veterans had hoped to put the names on the wall just like Vietnam. As Ben Forgey, architectural critic for the *Washington Post* opined, "We're going through our wall period," you know, with Vietnam, and FDR, and now this.

The other thing we wanted to avoid was the problem we had in Vietnam of people being left out of representational sculpture. Frank Gaylord, the sculptor of the soldiers, solved the problem of which patches and insignias should be displayed on the uniforms by covering them up with ponchos. The result is excellent for the viewers eye is drawn to the faces which express anguish and fear. This is a very eerie composition at night which I encourage all to see. Further, they decided to take newspaper and *Life* magazine photos, which was really the way people saw the war, and put 2,500 images laser etched into the black granite wall. Certainly, no one was left out, and there's never been a complaint. Actually, there have been a few people who have come upon a picture of themselves, and it really startled them, not realizing it was there. The memorial was dedicated in 1995.

After the dedication, we ran into some real difficulties. The Corps of Engineers built the memorial for the American Battle Memorials Commission, and something went wrong during construction that I never fully understood. We didn't have the relationship that we have with other memorial proponents where we really were participating with them in decision-making during construction. We gave them a permit to construct it, and they put up a fence, locked the door, and said we'll see you when we get done. So they went through a decision-making process and changed the plumbing beneath the fountain from cast iron to plastic. And it wasn't long before we determined it wasn't working. It was leaking and killing the trees. That required a \$4 million repair because of the fact that the memorial was completed and you couldn't go in there

with mining equipment. I mean, they really had to pick it up and do it right. Fortunately, the American Battle Monuments Commission was able to get appropriations to fix that.

There's one thing about the Commemorative Works Act I forgot to mention. It requires that when we issue the permit, the proponent or the individuals authorized to build the memorial have to come forward with a check for 10 percent of the construction cost – not the planning and design, but the construction cost – that we put in an account for what we call catastrophic maintenance. What's meant by that is if a panel fell off the wall, we shouldn't sit around with our hands in our pockets saying, "Well, we need to get appropriations to fix it." We ought to be out there the next day. Now we've been successful in making amendments to the Commemorative Works Act to get that in an interest-bearing account, which was not originally the case. So inflation was beginning to chew these funds up. Anything that we get now is put into the National Park Foundation in an exclusive fund.

In 1987, a delightful woman from California, Elizabeth Ratcliff, came to town and saw all the war memorials, and said, "You know, this country is dedicated to peace, and we've got too many war memorials so I want to build a peace garden, a national peace garden." So she got an act of Congress, and we gave her the site at the tip of Hains Point where the Awakening is. After a false start with disapproved design by architect Edwardo Catalano resembling a 750 foot long olive branch, which was the result of a design competition, she got Bob Royston, a landscape architect from California, to design this 10 acre garden, and we got that through the approval process, and then she started to raise funds. She found very quickly that nobody wanted to donate to peace. There was no constituency for peace. She went to Northrup-Grumman and other war-oriented corporations, and they said, you know, we're in a different business here. She was very frustrated, and finally in February 2002 she wrote me a letter and said, "It must remain a magnificent dream for now, but one that was worthy of our devoted efforts."

Oh, another thing I forgot about the Commemorative Works Act is when somebody gets the authority, like Elizabeth did, to build this, they're given seven years to do it. The reason for that is so they won't hold onto a site in perpetuity. I mean, Hains Point is a perfect example. If you review the Memorials and Monuments Master Plan of the National Capital Planning Commission, you won't find Hains Point in that document. "Why not? It seems like a good site to me." Well, it's because Elizabeth had it tied up, and we couldn't put it into the document. But it's available now.

I'm most often asked how the Awakening got its site. We had an international sculpture conference here in 1989. We had 90 pieces of sculpture that were exhibited for six weeks, and that was one of them. Seward Johnson is the sculptor, which doesn't look like his normal work which is very realistic sculpture in clothing performing normal day-to-day functions. It's still privately owned by the Johnson Foundation and for sale if you'd like it. It's funny, I was leaving the building one Friday afternoon in 1989, and there's this man standing in the lobby here in our building. I asked if he needed some help. He said, "I'm trying to put my sculpture, the Awakening, in the park." And I said, "Well, where are you?" "I'm down at the end of the point here, and I don't know where to put it." So I said, "All right, let's go." So as you may recall, many years ago we used to have boat races in the Potomac, these Budweiser things with the big

rooster tails which made a lot of noise, running up and down the river between the Fourteenth Street Bridge and the airport. Well, this was their weekend, so they had this whole compound fenced off where the boats were, and it essentially went right down the middle from the end of the road to the point. So he asked, "Where can I put it?" And I said, "Do you have to do it this weekend?" "Yes, I've got to do it right now." And we had to put it over to the left. So when you drive down there now you wonder "Why isn't this located symmetrically? Why isn't this over here about 50 feet?" It was because of the damn races. But it's become a tradition for high school and other groups to go have their pictures taken, kind of like Einstein is, or Grant. So it's a very awkward circumstance because we have no authority to leave it there. That is, we cannot extend a special use permit like this for this many years, but there he sits – or lies. And, certainly, if the Peace Garden was to have been built, they were going to have to relocate it. I understand he's had many offers to buy it, but he wants it to be located in an open space like this, not in a shopping mall or a suburban office park. So we'll pass that problem on to future generations.

A fellow named Maurice Barboza, who lives here locally, has an aunt who researched her lineage and found that her great-great-grandfather fought in the Revolutionary War. She also became the first African-American to be a member of the DAR, as a result of her efforts. As it turns out, there were 5,000 blacks that served in the Revolutionary War – a story that certainly wasn't included in my history lessons when I was going through school. I was quite taken by this, and it's one of my favorite memorial proposals. It was one of our first decisions about to place a memorial in Area One. It was a big decision for us, but we thought it was a story that most Americans didn't know about, and we should not put it into Area Two. We picked a site in Constitution Gardens, directly across the lake from the island where the Fifty-Six Signers of the Declaration is located. We thought that was an appropriate linkage. The Commemorative Works Act provided that when we select a site for a memorial, it should have some nexus between the subject matter and its site, which led us to this place.

Maurice was excellent at getting an act of Congress, and very passionate about his subject, but had a great deal of difficulty with managing the project after it was authorized in October 1986. I never quite understood it, but he was fired or resigned by his board.

The project design is quite unique. It's by a sculptor named Ed Dwight from Denver. It's a 90-foot-long piece of bronze, which would be created in four sections. I'm not going to try to describe it here, but it portrays black people in slavery as well as people who were in uniform. It's quite a moving piece, and I was really taken by it. But the problem, once again, was the ability to raise money. Congress gave them two extensions on their seven-year timeframe. The last one lapsed in November 2006. Maurice was still engaged on the sidelines in an effort to try to keep this project alive. He tried to get a new act of Congress in 2006 to turn this whole project over to a new organization and give them another seven years with a new design but retain the same site. Our point of view is if he's going to start over again, we eliminate this site in the context of a new law that now would preclude a new memorial in this part of Area One.

George Mason was authorized in 1990 and was dedicated in 2002. Not many people pay much attention to the fact that the Fourteenth Street Bridge is named after somebody, but it is. Congress named it for George Mason, so it's technically the Mason Bridge, but nobody knows

that. There's a plaque on it. A woman named Mary-Lee Allen, who is on the Board of Regents of the George Mason home, Gunston Hall, which is in Northern Virginia on the Potomac, decided that we needed a memorial to George Mason. So I tried to talk her into building it over on the Virginia side because it was a Virginia story, and she kept saying that he was important to Thomas Jefferson. He wrote the Bill of Rights for Virginia, and a lot of it was used for the Bill of Rights of America. There was more of a nexus and relationship between Jefferson than there was between George Washington on the other side of the river – that is, George Washington Memorial Parkway. So she prevailed, and they erected it there. It was designed by Faye Harwell, a landscape architect from Rhodeside and Harwell, and is a perfect compliment to this setting. Here again, we had a place without a purpose. The pool existed before the Fourteenth Street Bridge was built. It was part of the design of West Potomac Park when it was first built and was called Fountain Four simply because there were four of them and this was the fourth. The rest were obliterated when the bridges were built.

So we adopted that, if you will. It had become known as the pansy bed because we put pansies around it every spring, which were delightful during the Cherry Blossom Festival. But Faye convinced us that a more sustainable approach would be perennials, and I think that's worked out quite well. It has a modest trellis. And a sculpture of him, done by Wendy Ross, a local sculptor, who placed him in a sitting position with his cane because he had difficulty standing due to gout. Tom Lainhoff was the executive director of Gunston Hall, and they had a difficult time raising funds as well. It's difficult raising funds for historic figures or events because there just is not a constituency for it.

Then comes the story of the Japanese Americans which originally came to us as a military memorial. They were trying to commemorate those who had served in the Second World War with great valor in Italy, and many of them – most of them volunteered to join the Army from the internment camps in the west. We said, "We're not going to build military memorials to individual units or members of the Armed Services anymore. However, isn't there a larger story to tell here?" Thus, Congress redirected this effort to tell the story of Japanese American patriotism during World War II. Little did I know the controversy I was headed into with this one. Mel Chiogioji was the chairman of the board of directors of the foundation. Norm Manetta, a former member of Congress, was also instrumental in helping us through this, because the story on the Japanese interment camps during World War II is still controversial in the Japanese American community. Many Japanese Americans feel that Mike Masaoka led them into the "concentration camps," as they called them. That is, he felt that they had their civic duty and responsibility to avoid harassment and suspicion about their motives and go to these facilities as a short-term measure, during the war, which would save them from discrimination and potential harm even though they were second- and third-generation Americans. However, many were resisting that because it was done in a pretty brutal fashion when they were taken from their homes and businesses. Many lost whatever they had in the way of resources.

So when it came time to put quotations on the walls, which is always the most delicate part of commemoration, I got into this enormous national controversy between these two factions of the Japanese American community, and somehow the decision was coming to rest on the Park Service as to whether he was going to be included in these inscriptions. There was a lot of hate

mail, phone calls, and visits from people flying in from California to lobby me, on both sides of the issue. Anyway, the decision rested with us, so we made it, and I think we did the right thing. I leaned heavily on my old friend, [Hawaii] Senator [Daniel] Inouye, for guidance. I had a conversation with him and he said, "I think you should make the decision, in whatever you feel is in the best public interest and that is the nature of our culture to say, 'The decision is made and we'll move on.'" I was worried about the after-effect, and frankly there wasn't any. There were no demonstrations at the dedication, and all the things that I thought, including my removal from the Park Service, didn't occur. The Senator was right! The memorial was designed by Davis Buckley, which was controversial in itself. There are many people of Japanese American descent who have design talent. A couple of them, landscape architects who I know, said, "How did that happen?" I'm not sure I know, but nobody has complained to me since it was erected. Japanese American landscape architect and former president of ASLA, Dennis Otsuji, worked with Davis during final design and throughout the construction process. Ms. Cherry Tsutsumida was the executive director of the foundation and was a valuable counsel during the process. Davis's thoughtful design is focused on the containment of the walls inscribed with the names of and numbers within the 13 camps with Nina Akamu's sculpture of two cranes trying to free themselves from barbed wire. One can look out from this enclosure over the pool to the homeland symbolized by the three boulders.

The Black Civil War Soldiers Memorial was the idea of Councilman Frank Smith from the District of Columbia, which was dedicated in 1998. He worked on it for about five years. It's up in Shaw on Eleventh and Vermont and it tells the story, through a bronze sculpture at its center, by Ed Hamilton, from Louisville, Kentucky. Frank cobbled together money from the District budget and the Washington Metropolitan Area Transit Authority budget because there's a Metro stop there, and they had some obligation to fix our reservation which existed there previously. So he was able to bring together money from various sources to erect it. It was designed by local architects Devroaux and Purnell and is somewhat successful. I think the sculpture is much better than the actual design of the plaza and how that worked out. But Frank insisted that we include the names of the 185,000 soldiers. Vietnam is 53,000, so the font had to be reduced significantly. Inscribed in stainless steel, they are not very effective. But he felt it was very important to let people know just how many did fight, and the only way to do that was to impress people with the amount of names.

All of the research on the soldiers was done by John Peterson in the Washington office of the NPS. The Navy didn't keep very good records because there were no segregated units like there were in the Army. So the Navy isn't represented in the design. The bollards in front of the Metro stop were given a nautical theme to bring them into the memorial.

World War II was as controversial as the Vietnam Veterans Memorial. The biggest difficulty we have with memorials is getting the public interested in them while we're selecting the site. The public doesn't get interested in memorials until they see the design in the *Washington Post*. So when we select a site for a memorial, we go through the Memorial Commission, the Fine Arts Commission, the National Capital Planning Commission, and the State Historic Preservation Officer weighs in, which are all public meetings, but nobody's got time to deal with it. However, when they see the design, they say, "Who the hell made this decision? You never asked me. This

shouldn't be here. I'm not against the Second World War Memorial, but it shouldn't be here." And that site selection decision was made very, very carefully.

We initially selected the site, reluctantly, at the east end of Constitution Gardens that the Korean War Memorial had wanted. Carter Brown, chairman of the Fine Arts Committee, was pushing for Freedom Plaza on Pennsylvania Avenue. As a matter of fact, he even felt that the two steles that were part of the original design would be symbolically a Roman numeral II. Carter and I talked about that quite a bit. We began to focus on the Reflecting Pool at the east end of the Mall as the place to do it. Of course, that is the location of our great Civil War memorial to Grant, and maybe there was a way to blend these two together without damaging one another by either removing the Reflecting Pool or building it on either flank of it. The American Battle Monuments Commission had a major advisory panel headed by [General] P.X. Kelly, the former commandant of the Marine Corps, and that site required too much imagination. The easy thing to do is to find a nice patch of green with no complication to say that's where I can raise money and build a memorial. But Carter's point of view, and I shared that, is, "Let's find a site that has the same significance in this city as does the Washington Monument and Lincoln." That is, this event changed the course of history of this country. It brought us together from the damage that we still had from the Civil War in a unified way that was absolutely the major event of the 20th century.

We couldn't get agreement between NPS, NCPC, and CFA, but Carter and I kept going back to the Rainbow Pool because it was adjacent to our preferred site in Constitution Gardens. Hayden Williams, who was the chairman of ABMC's design committee said, "Well, maybe we could embellish it" because the fountains didn't work, and it was in bad shape and so forth. We went back and forth for over six months, and ABMC scheduled a groundbreaking ceremony for Veterans Day to push us along. Finally Carter and I and Harvey Gantt, who was Chairman of the Planning Commission at the time, had a conference call, in which we all agreed that we ought to go after the Rainbow Pool for that symbolic reason. Of course, that took a lot of homework in getting the other commissioners up to speed on it, and we made that decision at our September meetings, and nobody in the public paid any attention to that until they saw the design. This was a design competition, won by Friedrich St. Florian, and it was awful. It was two mounds of earth 50 feet high, which contained 100,000 square feet of underground visitor center and museum.

The problem was generated by the American Battle Monuments Commission themselves because we said, just like we said to the Women in Military Service to America, "There should be no museum here." They didn't listen to us. So when they put out the design competition package, it said provide 100,000 square feet of underground facilities for telling the story of the war. We were furious at them, but by that time it was too late because they had mailed it all over the world. So every design came back flawed because nobody, neither the Planning or Fine Arts commissions, nor us was going to approve the design with that in it. So all of the designers were handicapped as it were because they had to include this facility, and it just didn't work. So Friedrich was the only one who created a mounded environment to do that. In other words, he was the only one who came up with the concept of not burying it into the fill in West Potomac Park, but rather to give it air and allow daylight to penetrate it. But in order to do that, he had to cut all the elm trees down on either side of the Rainbow Pool with his fill and created these two

mounds, which he covered with white roses, and it was just a disaster. I can remember when Hayden Williams asked me to come over to the Cosmos Club and showed me this design. I said, "Hayden, this is awful." "Well, that may be your opinion, John, but we just had a design competition, and jurors said this was the best."

The genius of Friedrich's idea was lowering the Reflecting Pool. He was the only one that did that. He took the reflecting pool and shrunk it by one-third and put it down into a plaza to give this memorial a sense of place. So we removed the mounds and kept the columns which he had placed in front of these mounds. The notion was to show the unity of the country and its territories, fifty of them, which resulted during this event that caused the nation to come back together. The controversy then rolled on with, "Who made this decision and why? It must have been made in the dead of night, in total secret, and nobody participated." Or, "Let's move it to the Georgetown Waterfront," which was actually a suggestion, by the way. The design, then, as you see it there today are the elements of Friedrich's concept drastically changed. There was a long period of time where he was working on a much more transparent colonnade, other than the granite columns that are there now. A much more open, if you will, feeling, which a lot of people liked, but it really lacked commitment and strength, and therefore he went back to these columns with wreathes on either side. Sculptor Ray Kaskey's eagles are spectacular accents in the north and south entrances.

The National Association to Save Our Mall was formed to try to stop it because they felt it would intrude on the vista from Lincoln to Washington. While that was true of the original design, most would agree that the completed memorial does not. After many unsuccessful appearances before NCPC and CFA and the final approval by NCPC on September 21, 2000, they finally sued NPS, NCPC, and CFA on October 3. By October 17, Congress passed a resolution directing us to issue the permit, which set aside the lawsuit, and the ground-breaking ceremony was held on Veterans Day. It was a shame, in the short term because nothing was accomplished by them other than to generate a lot of controversy. However, their actions did contribute to the 2003 enactment of the reserve.

Other than scaling back the original design, the Park Service's main decision was whether to have an entrance or exit to the west. Where you now see waterfalls flanking the field of stars, some people wanted stairways. We argued that through-passage east west would intrude on the visitor experience especially at the field of stars. Further, we had this dilemma of the Reflecting Pool having a coping, which is 40 inches wide. Visitors, especially when they're moving from Lincoln to the Washington Monument would walk along it because the stairs at the west end lead you down to the pool luring them to walk along the Reflecting Pool. This caused a dirt path alongside the coping. So we naively thought that if we didn't have a stairway coming up from the memorial to align with the reflecting pool, we could discourage people from walking along the coping by diverting them to the shaded elm walks on either side, which was the original design intent. Well, of course, it didn't work. You go out there today and now the dirt path is not three feet wide, it's five feet wide. I think we'll just have to go through the laborious design process of widening that coping to accommodate the need because it's disgraceful the way it looks now.

Now we're working on a memorial that was authorized in a very strange fashion. In my judgment we wouldn't have memorials to the Korean War or World War II if it wasn't for the Vietnam Veterans Memorial, that is, one memorial breeds another. So when the Holocaust Memorial and Museum was dedicated, the idea for a similar tribute to the victims of Communism was born. The Holocaust Museum originally came to us asking to be on the Washington Monument grounds, on the south side between Fifteenth and Fourteenth, Jefferson and Independence, which is a treed knoll overlooking the Washington Monument grounds. We said no, and we talked to the executive director, whose name escapes me. We were out walking around the site, and I took him around the corner, and there were these buildings next to the Auditors Building that reminded him of the camps in Germany – low-slung red brick buildings, sloped roofs, and he got very emotional about it. He said, "Oh, my God. Look at this. We will build our museum here."

So we got together with GSA and they said, "Gee, we're really not using these buildings. Why don't we give them to the Holocaust?" And they assigned them. That's the term of art that they use when transferring property. They hired [James Ingo] Jim Freed, and lo and behold, the buildings weren't big enough for what Jim and Ralph Applebaum, the designer of the interior of the museum itself had in mind. "We'll have to take them apart, put them back together." So lo and behold, they were demolished. So the real reason for going there in the first place never came to fruition, but I'm glad we fended that off. To me, it's not an American story. I haven't visited it myself yet and probably never will. I just don't think it belongs in this city. At least it's not on the Washington Monument grounds.

So buried in a Defense Appropriations Act in 1993 was a Museum to the Victims of Communism, which pointed out that 100 million have lost their lives to Communism as opposed to 6 million who lost their lives in the Holocaust. They wanted to build a museum and decided to look for an existing federal building, including the Tariff Commission Building. Well, that's now a Monaco Hotel and I think a better use of it. That's what they were shopping for over almost 10 years. They had no seven-year legislative termination period because they didn't use the Commemorative Works Act. Finally, their board of directors collapsed, and a fellow named Lee Edwards came forward and said, "We're going to reduce this down in scale and build a memorial." The sculptor Thomas Marsh took the image of the Goddess of Democracy which was constructed by students in Tiananmen Square at 35 feet high, and reduced his piece to nine feet. He has erected a similar sculpture in San Francisco, in Chinatown, as the symbol of freedom from Communism. The Goddess of Democracy was fashioned after our Statue of Liberty. The designer of the memorial itself is Hartman-Cox, local architects.

The Air Force Memorial, which was dedicated last weekend on October 14, 2006, is quite a story. That was authorized under the Commemorative Works Act in December of 1993. The Air Force Association is located in Arlington. During their alternative site study, we led them to the park that contains Iwo Jima and the Netherlands Carillon. This parcel of land was originally acquired for a major veterans hospital, which would have overlooked the city. Then it was designated for a period of time for a major peace memorial. The point is, there was no memorial placed on the axis along the Mall which comes from the Capitol dome over the Lincoln Memorial to a site between Iwo Jima and the Carillon. So once again we selected the site, and nobody had any

problem with it. Jim Freed was the winner of a design competition, and he designed a memorial within our restriction that it could be no higher than 50 feet to respect the height of the flag of Iwo Jima.

Some people from the local community, who enjoy this park for sunbathing and other activities, decided they were going to stop this. It had nothing to do with design. They just didn't want this in their park. So they had an interesting strategy. Every Tuesday night during the summer, the Marines conduct a ceremony celebrating the history of the Marines. So they went over and set out a little card table every Tuesday night and showed the Marines what was about to happen, and it caught the attention of a lot of Marines who decided this was not the thing to do. Even though the Marines and the Air Force had supported one another for years, this was their hill and they didn't need the Air Force upon it. It got very nasty. We had two nights of public hearings in the Arlington library with endless testimony, including Felix de Weldon, the sculptor of Iwo Jima himself, who came to say how he had never envisioned this.

Of course, the story of Iwo Jima is a fun story too, you know. He sculpted that and then moved it around on a truck to find a place for it. It was in West Potomac Park for a while and Constitution Avenue while decisions were made to move it to Virginia.

So, he got stuck up on the hill, and now he owns it, and saying, "This was my vision," was ridiculous. But he was very old and very entertaining. So this got all the way to the secretary of defense, because he had these two warring branches of service. A good friend of mine, Beverly Byron, who was a congresswoman from Maryland was the only woman on the board of the Air Force Memorial Foundation. She said, "John, what are we going to do?" I said, "The place to build the memorial to the Air Force is behind the Pentagon on the hill overlooking the city." So I took her up there, and it took a lot of imagination to pick a memorial here. I mean, the Defense Department had just spent \$35 million renovating this building for one of the branches of the service, and we're standing in a small parking lot looking through a chain link fence out over the city. She said, "John, you're dreaming. Nobody will be able to find this place." I said, "Well, please keep it in mind," and surprisingly she convinced the board to take a look. After many months, an act of Congress gave them that site, called for tearing down the newly renovated building behind it, and converting the site to Arlington Cemetery. The law also stipulated that nothing can be constructed in Iwo Jima Park. The irony of that is the comfort station that we had proposed to replace the Jonny on the Spot Toilet for Marine ceremonies can't be built unless the law is changed. So the memorial that you see today will sit in the middle of the cemetery in the future. They had a second design competition for this site, and Jim Freed won again with a completely different design, which emulates the contrails from three jets sweeping into the sky in a missing man formation. Unfortunately, Jim never lived to see it built, but it's quite special with 27 foot high stainless steel shafts, it and offers a great view of the city from the plaza it sits upon.

One of my career goals is to get those damn red lights off the top of the Washington Monument. Retired Air Force General Ed Grillo is the executive director of the foundation who built the memorial. There's a red light on the top of the tallest shaft, and Ed struck an agreement with FAA that it only goes on if the white lights go off in an emergency.

So for years I've been trying to get our managers to get these damn blinking lights off the Washington Monument. "Not on my watch," was the response. So now we've got a precedent, and I'm going to get this done. It's just stupid to leave the red lights there. Photographers try to catch a picture of the Washington Monument at night and they can't avoid the red lights which were installed during the Second World War when the Bolling Air Force Base had a runway aimed at the monument.

The Martin Luther King Jr. Memorial was authorized in 1996, on the twenty-fifth anniversary of his death, which respected the provisions of the Commemorative Works Act. Actually, the siting of this memorial became the most difficult part of it. Everybody agreed that it should be in Area One, so they got a secondary act of Congress to permit that, and we began an alternative site study. We looked at one of my favorite sites in the city, the west end of Constitution Gardens lake, behind the mound that shields the Vietnam Veterans Memorial but looking at the Washington Monument – a spectacular site, which has a wonderful sense of place. We also looked at the parking lot for the Tidal Basin where we have the paddle boat parking. I've had another career goal to get rid of that parking lot, so I figured a memorial will do that. I don't know if you're aware of it or not, but we allow the Bureau of Engraving to park there in the winter because we don't have visitors to occupy it. We've just got to get rid of these things.

However the foundation got enamored with this idea that they should be on axis between Jefferson and Lincoln, on the edge of the Tidal Basin. Initially, they wanted the entire polo field, all the way to the Potomac from the Tidal Basin, and we said, "Hell no. We're not going to do that." And I kept pushing them back, and I became a problem. So I started getting calls from the director's office. Because the foundation decided that the reason I wouldn't support this site was because I had reserved the Tidal Basin for presidents, and I should get out of the way. So I said, "All right, let's see what my colleagues think." We established a task force of NPS, CFA, an NCPC to examine the alternatives, and my goal was to make sure that it didn't encroach physically or otherwise on the FDR Memorial.

The site is just upstream on the Tidal Basin from the entrance to FDR. It takes a little imagination because the road splits there and goes along the Tidal Basin, while another piece goes straight to intersect with a traffic light on Independence. Well, we're going to move that road over into the polo field and eliminate the one along the basin. So all that road surface, as well as the triangle that surrounds it, will be the memorial. It's not going to encroach on the Tidal Basin or the trees on the Tidal Basin.

So we established some very, very strict guidelines when we approved the site. It should be no higher than 24 feet, no more than a third of an acre could be paved, and the rest had to be landscaped. They were faithful to the guidelines, and the designers in the competition came back within the design guidelines. The winning design by the ROMA Group, Boris Dramov and Bonnie Fisher, a husband and wife team, architect and landscape architect, from San Francisco, is very powerful. I think when this one is unveiled, people are going to say, "Wow." The concept is a mountain of despair and a stone of hope removed from that mountain. These are 24 to 30 feet high. I'm really pleased with the design. I've gotten over the fact that I was the only one that was wrong on the site, and I think it will work out well.

In 1998, we got a proposal for a gift from the country of India to build a memorial to Mahatma Gandhi, and those require an act of Congress as well. Our tradition in the last few years has become that they can donate it to us, but they will maintain it in perpetuity. We try to find a site for these things that have some relationship to the subject. We had a reservation right out in front of the embassy on Massachusetts Avenue next to the Cosmos Club. They brought in this maquette of Gandhi walking along with his walking stick, and we took it to the Commission of Fine Arts and NCPA, and we spent a lot of time on how it should be oriented.

I was vacationing with my wife Sue in Lisbon where we were being toured around by a guide, and he went through the embassy section of the city. We came around a corner and there was the same Gandhi statue. I naively thought that this maquette they brought to us was an original work especially for Washington, D.C. I also saw another one in San Francisco. Anyway, I was quite startled and embarrassed, thinking that if the Commission of Fine Arts had said, "Put the walking stick in the other hand," the answer was going to be, "Hey, we've got a dozen on the truck, and we're not going to be able to do that." Anyway, President Clinton dedicated it in 2000 in a nice ceremony.

Now, Glenn DeMarr, who is a key member of our staff here, loves research and history, and he also manages our memorial program. That is, he works with all of these memorial proponents from start to finish. He went on a mission because the Cuban-American Friendship Urn was removed in 1942, when they built the Fourteenth Street Bridge, and it was stored up in Rock Creek Park for many, many years. He went and found the pieces and had it restored, and reinstalled it here, right next to the parking lot, very close to where it was before, with no fanfare. He had a little ceremony on a Saturday morning. He was concerned that somebody might construe this as a Park Service effort to bond with Cuba in contemporary times, and that's not what it was about. But Glenn was the hero. It was a memorial authorized in 1928, and removed in 1942, and Glenn put this back there in 1998. Bless him for it.

We're currently working on a memorial authorized to President Dwight D. Eisenhower in 1999 and have selected a site at the intersection of Maryland Avenue and Independence, between Sixth and Seventh, in an effort to create a major plaza there. Again, the idea is to use the creation of a memorial as an opportunity to improve upon a dismal urban space. Of course, now that we have a constituency that pays more attention to us, we've got some controversy raging about the site selection. It is the first time that I can recall that we've ever had total involvement in a memorial by a lot of people without a design. The issue is whether Maryland Avenue should go through this site, as Pennsylvania Avenue goes through Constitution Avenue on the north side of the mall, or whether it should be subservient as it is from a traffic standpoint. The argument is really in a plan view, or two-dimensionally, everybody goes running to the L'Enfant Plan to see what he thought. Well, he didn't have an Independence Avenue, so he didn't worry about it. The site is approved, and we'll see where we come out with a design which will most likely recognize the right of way of Maryland Avenue but will not have traffic on it.

We're also working on a Memorial to Disabled Veterans. Congress didn't listen to the advice of the Memorial Commission or the National Park Service that it violates the Commemorative

Works Act because it is a group of individuals who are memorializing themselves. Congress has a term they use quite often: “Notwithstanding any other provision of law” and that’s what was used here. This is the vision of a very caring woman named Lois Pope from Florida, who is dedicated to disabled veterans. She had a reaction to the Vietnam Veterans Memorial and said, “You know, these people died, but think of those thousands who came home maimed and disabled in some way.” So she went on her way to create this memorial. We found a great location for this, which is opposite the Bartoldi Fountain at the foot of the Rayburn Building there on Washington Street. The horrible mess of traffic islands and so forth will finally be configured in such a way that we can create something meaningful. Landscape architect Michael Vergason is designing it at this time.

We’re also working on one to Frederick Douglass, which was a surprise to us. This went through Congress without any hearings, and suddenly there’s a proposal to build a Frederick Douglass Gardens somewhere in the city. If we had been asked our opinion at the time, we would have offered that the Frederick Douglass Home National Historic Site is a fitting tribute to him and why do we need two memorials when memorial sites are dwindling in this city. So we’re working with a determined woman named Diane Dale who is head of the Anacostia Garden Club, who initiated the idea. She’s trying to protect an area called Poplar Point along the Anacostia River from over-development. She is concerned about the ideas for Poplar Point and felt if she got the authority to build the Frederick Douglass Gardens there, she could protect it as a park which is in concert with our thinking. We have not selected a site yet, and actually her seven-year term is running out as it was authorized in 2000.

Tomas Masaryk was the first President of Czechoslovakia and a promoter of democracy just after the First World War in this country. A fellow named Milton Cherny, who was Czechoslovakian-American and an attorney here, was the champion of this, and he worked with the Czechoslovakian government. This was dedicated in 2002. Congress stipulated that it was a gift which they would maintain in perpetuity. It was designed by EDAW, and the sculpture of Masaryk was done in the 1930s and was given to the Czechoslovakian government by a museum in Prague. We selected a triangle on Massachusetts Avenue and Twenty-third, across from the Cosmos Club, and about two blocks from the Czechoslovakian embassy.

VII. Struggling With Proposed Development on Park Land by Others

(JP) This is a series of projects that have occurred over the years by organizations or governments that want to build something on park land, and we have to accommodate it, mitigate it, or get rid of it.

Anacostia Park is an interesting story. Landscape architect Larry Halprin was hired in 1967 to do a master plan for Anacostia Park. The park, which is 1100 acres, was all created by the Corps of Engineers through filling the marshland along it. They built walls, dredged the river, and pumped the fill behind the walls. That operation really ended in the forties and fifties, but it wasn't until 1967 that Halprin was hired. He created a plan, much of which wasn't implemented because it was based on a freeway plan called the East Leg that was going to go up through the [Robert F.] Kennedy Stadium parking lots. One element of that was an amusement park on Kingman Island,

which is named after the colonel who was directing the reclamation project. The District of Columbia wanted to do something for the Bicentennial, which would create a major playground like Maryland-National Capital Park and Planning Commission has in so many of its parks. They got a couple of HUD grants and got help from the Seabees, went through a design process, and got it approved.

We owned the land but had no motivation or money to build such a project. The Seabees built the bridges that are there today. They go across what has become known as Heritage Island, because it was part of this 1976 Bicentennial idea. And frankly, it floundered and didn't materialize in time for the Bicentennial. This is the same island which, I mentioned earlier, had received the fill from the National Mall, and one of the ideas was to push this fill around and create a series of rooms with the fill, if you will. It failed because of the lack of grants that were coming forward to assist it. But the board of directors decided they wanted to build it anyway and thought that they could get private sponsors to help them, "Coca-Cola, K-Mart, and others would be glad to chip in and help" they speculated. They did a number of studies as to whether Disney would want to be involved or Marriott and others who were building theme parks. Frankly, it started to roll in a commercial direction that we didn't like. Then they came across a princess whose name I cannot remember of Indian descent, not Native American, but Indian descent, who lived in England and loved children. And she spent \$10 million on this over a period of 12 years in an effort to get a design that people would agree to.

But it had gone way beyond this notion of a free playground for kids and was completely out of control. We had signed an agreement with the District to allow them to build this playground, but not a theme park. So with a lot of pressure at the Secretary's level, from fairly well placed lobbyists, we agreed to transfer this to the District of Columbia through the National Capitol Planning Commission. But there was no plan to go with it. That is, they weren't forthcoming with the design that they wanted to build. So the Planning Commission accepted the concept of a transfer. Citizens, who were very suspicious, sued the Planning Commission, saying that they hadn't done an environmental assessment and that nobody had any idea what this park was to be used for. The citizens won the lawsuit; that is, the Planning Commission had not complied with NEPA and nor had we. So the next approach of the proponents was to go to Congress and get an act of Congress to transfer it, which they did. But what I was able to do is to get into the act very strict guidelines – that they couldn't build more than so much of the island in hardscape, the buildings couldn't be more than 50 feet high, and on and on and on, with a lot of restrictions. And lo and behold, there was no way they could build it under the restrictions even though Congress had passed the law. So I think I was helpful in stopping that, which really nobody wanted except the princess and some commercial interests. So I thank the citizens for what they did, because I couldn't have done that alone.

Then came along the construction of the subway through Anacostia Park. They wanted to come across at the Navy Yard, which would have aligned them farther upstream than they are now. They had so much trouble in the Navy Yard with the costs of holding up the historic buildings that they moved to the south and went through the Southeast Federal Center and came across the river at a place called Poplar Point, which is right next to National Capital Parks-East Headquarters and the Park Police Training Facility. They went right through the Architect of the

Capitol's facilities which were adjacent to ours. The Congress took that 18 acres from Anacostia Park for the architect of the Capitol in 1918, and they had used it up until that time for greenhouse and nursery purposes. So they agreed to move the Architect of the Capitol, and he is relocated, at \$25 million cost to Metro, to a part of the D.C. Children's Village to the south. There was an act of Congress in 1984 that provided for the land to come to us, as well as the adjacent Lanham Tree Nursery, which was given to the District in 1923 by act of Congress, and that was to be returned to us as well. I am very proud of the results of those tough negotiations which are much more complex than I have space for here.

So now we have a hundred acres of park sitting there, and people couldn't wait to say, "Well, gee, I think I know what you should be doing with that." The first one was a relocated Metro bus garage, which is on M Street, S.E., and it's in the way of urban development. Because the law said some of the land could be used for transportation purposes, folks thought, "Oh, that's what it meant." And what it really meant is Metro parking and Kiss-n-Ride and that kind of thing. But it was never built. We had a proposal in 1984 from the Atlantic States Gay Rodeo Association. They wanted to build a stadium for that activity, and we respectfully declined that offer.

In 1984 along came the Barney Circle Highway Project. The abandoned freeway system in the city did not link the east side with the west side of the river. So if you come down Route 295 from Baltimore, you can't get to downtown Washington from there without going through the neighborhood. Currently we use Howard Road and come over the South Capitol Street Bridge, but the idea was to have a linkage across where the railroad bridge crosses and connect up with Barney Circle, where the southeast freeway ends. The freeway was supposed to go up through the stadium parking lots and keep on going until it hit the beltway. So this project was to connect that unused tunnel at Barney Circle with the freeway on the other side, and it was essentially a bridge across the river, but got dubbed the Barney Circle Freeway, as though it was some kind of a new freeway. It would have required 17 acres of park land, and Jeff Knoedler, who was our transportation coordinator, worked with the District on this and got them to commit to \$32 million worth of improvements to Anacostia Park as part of this project. We were very excited about that, because it crossed a part of the park that could accommodate this bridge without damaging either archaeological resources or natural resources of any significance. Certainly, we never would get that kind of money to rehabilitate and improve Anacostia Park. While I'm discussing Jeff, he was instrumental in developing a one million dollar escrow account for tree replacement in the parks which he negotiated with WMATA when they ran along and over the Suitland Parkway.

A lot of people disagreed with us. They disagreed more with the District than they did with us, but frankly, we were trying to mitigate the impacts and give major improvements to the park. The only real argument about this was that this would become the new interstate highway through the city and that people, seeing the Woodrow Wilson Bridge clogged to the south, would stay on 395, come right up over the Fourteenth Street Bridge, up through the city and out the other side. The District dropped the project in 1994 so we never got any of those improvements.

In 1988 along came Jack Kent Cook, who was the owner of the Redskins and wanted to build a new stadium, and he selected Langston Golf Course as the site. He did not want to rip down the

existing stadium because he wanted to play football while he was building a new one. The stadium was authorized in 1957 by Congress, and 180 acres was taken out of Anacostia Park and set aside for this purpose. It was completed in 1962 and the stadium itself is owned by the District of Columbia. We own the ground underneath it, and they own the doughnut, if you will, that sits upon it. We also lease the parking lots to them at no cost. That lease runs out in 2035, and it says you can only build one stadium there. So we knew if the Cook Stadium was going to be built, it would require another act of Congress. Based on strong opposition, Director Jim Ridenour told him that the golf course could not be taken for a stadium. He then changed his proposal to use a 30 acre portion of the course for a paved parking lot and an undetermined part for parking on the grass. He also wanted to park on Kingman Island. Finally, in 1991 Secretary Manuel Lujan told him, "Neither Langston nor Kingman Island was available." He then decided to build the stadium in RFK's north parking lot. Because of our ownership of the property, we, the Park Service, had to do an environmental impact statement for this new stadium, which gave Sally Blumenthal and me great personal grief because we were perceived as hyping Jack Kent Cook's stadium, not making any friends, and gaining a reputation for giving away parkland. But it was something we had to do that comes with the job. In 1993 we conducted hearings on our EIS. The Park Police escorted me to the public hearing because the situation was so volatile.

We couldn't talk him into a parking garage. He continued to want Langston Golf Course and Kingman Island for parking, because Kennedy Stadium is only 47,000 seats and the replacement was for 90,000. His ridiculous theory was that he wouldn't hurt the golf course because they would just park on it on eight days a year. But we said no to that. We're just not going to do it. So he came up with a scheme that everybody would come in small cars. He would have a small car section, and nobody would bring their Mercedes. It was nuts. It was absolutely nuts. So we had this congressional hearing as a preamble to Congress having to go through this, and Colorado Senator Ben Nighthorse Campbell was on our committee. Cook didn't come, but he sent his lieutenants of course. Senator Campbell assured them if there was going to be another stadium here, he was going to change the name of the team through the act of Congress authorizing it. Cook didn't get along with Sharon Pratt Kelly at all. She was the mayor of D.C. at the time, and I'm told he told her "I think we can work a deal, baby." While he gave her a pat on her fanny, and she didn't talk to him after that. The whole thing was bizarre anyway, and he finally saw too many hurdles, left town, and built his stadium in Laurel.

A group of citizens and environmental groups justifiably watched these proposals – Barney Circle, Cook Stadium, and Poplar Point with gay rodeos and Metro bus garages – and said, "Who's in charge here? The Park Service doesn't care anymore, and we're going to take over and do a plan for Anacostia Park." It was really nasty where it looked like we really didn't care about this place. What sent it over the edge was a place called Mystery Mountain. The Park Service allowed a hauler to come into the area of Anacostia Park upstream from the PEPCO plant to create a fill, so as to regularize an area which had previously been used for a landfill, and to create a better park environment. And it got out of control, where the hauler brought in too much dirt, and essentially built an enormous mountain, which is called Mystery Mountain, because the public didn't know how it got there. It was actually fill from the D.C. Convention Center excavation, and Superintendent Davis agreed to the fill because he thought a better park would result.

So that was the tipping point, when Mystery Mountain showed the citizens of _____ that we just didn't give a damn. So that is what motivated us to start a planning process for the park, which was interrupted by the Anacostia Waterfront Initiative.

There's a tennis stadium in Rock Creek Park that was quite controversial. We had always had tennis courts out in Rock Creek Park along Sixteenth Street, adjacent to Carter Barron. Carter Barron Amphitheater is out there as well, which has 4,000 seats, and was built in the fifties.

The tennis courts were used by the Washington Tennis Foundation, who trained kids how to play tennis, for free. The way to support this was to have a modest tournament, and they put bleachers around and maybe 2,500 seats or so around a couple of the courts, and they found that they couldn't be competitive nationally for tournaments. So they came to us with a proposal to build a stadium with 7,500 seats, and then they would be competitive. There were a lot of cities doing that including Cleveland and Chicago, and they were trying to be competitive. The problem, of course, is it's the middle of a residential neighborhood. We've got 900 parking spaces there. Seventy-five hundred seats doesn't seem to fit into 900 spaces, especially if Carter Barron is operating at the same time. So it was a mess and a bad idea. I tried to push them to build near Kennedy Stadium, just because there was existing parking there, and I was trying to kill the National Children's Island at the same time, but they had no part of it because they felt this was a Northwest Washington sport, and that's where it belonged. So that's where their audience was, and they were fearful they wouldn't come to Kennedy Stadium.

So we allowed that to happen. As a result, we had to do a major environmental impact statement effort in 1993, after it was built, to show how we would manage these tournaments – that is, fringe parking and that kind of thing so that it wouldn't invade the neighborhood with parking – and concluded that there should be only one tournament a year. This was very restrictive because they were talking about boxing matches, and concerts, because one tournament a year wasn't enough to fund the debt on the thing. It actually opened in 1989, and they recently transferred the stadium to us. That was the deal, that it would become the property of the Park Service after 20 years and that occurred in 2005.

There have been many proposals to “fix” the open air Carter Barron Amphitheater, to make it like Wolf Trap. That is, to cover it, to make sure it doesn't rain on people, and we generally come back and say I'm sorry, it's just fine the way it is. But in most of these covering proposals, people produce these architectural sketches and bring them to you and say, “Well, why don't you like it? Arthur Cotton Moore designed this. I mean, it's got to be good, right?” And, you know, there's canvas and, you know, tent-like structures, but in order to make it work economically, they need to bump it to 7,500 seats, and you just lose the whole scale of the place, the trees are gone, the stars are gone, and you just say no.

Cell towers are something we all want to make sure we can have coverage as we drive through Rock Creek Park, but we don't want them in Rock Creek Park, and we don't want them to be seen. So Verizon Company came to us and said, “We can't get any coverage in Rock Creek in the valley, especially around Boulder Bridge and Broad Branch Road. And we want to put in two

cell towers in the park.” “No!” was our first response. What we didn’t realize was that the phone industry was moving a bill through Congress because they were getting a lot of pushback nationally from federal agencies on cell towers. The result of that law was that if a phone company comes to a federal agency and said, “I want to build a cell tower,” they don’t have the right to say no. You only had the right to say no if it completely disrupted the purpose of the facility. If they wanted to put it in the courtroom, the judge could say, “I’m sorry, you know, it’s not going to work. Maybe try it on the roof.” But you had to have that kind of a reason. Of course, our park managers didn’t understand that, and so I was given the instruction to do an environmental assessment, get it done and get this thing built, and we essentially had to take it away from the park to do it because the director of the Park Service was concerned that if the Park Service got out of step with the rest of the federal agencies, that we would have legislation specific to us which might give us less discretion. We had oversight hearings, and it was quite clear unless we did this in 30 to 45 days, there was going to be national legislation for the Park Service. So we did that, and there are two which stand next to the tennis stadium and the maintenance yard. The park staff will never forgive me, but it was clear to me from Deputy Director Denny Galvin that if I didn’t get this done, the whole park system nationally would be suffering. It also had a lot to do with congressmen who were driving through the park and wanted coverage on their way to work. All decisions are local.

There was a proposal called the Western Bypass which really evolved in 1965. By that time, the Beltway, Interstate 495, was complete, and the planners were promoting another one farther out. Of course, all good cities, like Los Angeles, have these things, why don’t we?

So it crossed the C&O Canal at Seneca, went ripping up through Montgomery County to connect to [Interstate] 270 at Shady Grove, and went around and came back down just below Quantico Marine Base, I think. We opposed that, because of the C&O Canal crossing at the Potomac River. Fortunately, the concept was abandoned and has evolved now into something called the Western Bypass. This is a proposal by the Commonwealth of Virginia to go from Route 7 down to south of Quantico, but not cross the Potomac. So it’s a gun pointed at Montgomery County, where they have created this agricultural reserve area of western Montgomery County. So Montgomery County has no intent of ever allowing it to happen, and Virginia wants it to happen. It goes right past Manassas Battlefield, I mean right on the western edge. In the mid-80s, a group of developers came in from Northern Virginia. “Hi, there. We’ve got an idea to solve this problem in Maryland.” What they wanted to do was when this I-695 came across the Potomac, it would take a left and go west along the C&O Canal as a parkway for 11 miles to Point of Rocks. We would control the access so there wouldn’t be any interchanges to promote growth and after all the Park Service had proposed a parkway long the entire length of the canal only 15 years before.

Thus, it wouldn’t impact the agricultural section of Montgomery County, and when it connected up at Point of Rocks, and it would follow Route 15 to Frederick. What they were trying to avoid was using the Route 15 corridor in Virginia which is just a wonderful historic road. They didn’t dare propose a left in Virginia, and go out west Route 7 to Leesburg and come up to Point of Rocks, but they were willing to go into Maryland and didn’t do it. Anyway, we threw them out. We said, “You’ve got to be kidding. We had one bad parkway proposal and that’s enough.

We're not going to get involved in another." Then they came back and they said, "Well, what if we tunnel it?" "It's eleven miles long. Go home!" We haven't heard of the idea since then but the western bypass is still in some planners' dreams.

The City of Cumberland, Maryland's airport is in West Virginia, and the only way that they could get there is through a tunnel underneath the railroad tracks coming into Cumberland. The tunnel flooded three or four times a year. The constant complaining was that airport access was unpredictable, and the city couldn't attract businesses to locate there because of this issue. So they proposed a parkway on top of the C&O Canal for the last mile and a half, and we objected to that year after year after year. At one point I said, "Over my dead body" in a public forum. So the response was, "Should we kill him?" That kind of stuff. I mean, the elected officials of Cumberland and the state highway officials of Maryland just had me as public enemy number one. Lo and behold, Hal Kasoff, who was the head of the State Highway Administration, and his chief engineer, Niel Pederson, came up with an idea that had potential. Rather than use the C&O Canal, they would buy private property and build this road as a parkway adjacent to the canal. And so we got together with Governor Schaefer, and finally all agreed it was worth a look at. So after careful planning and design, they built what is called the Canal Parkway from the Potomac River crossing to West Virginia to downtown Cumberland, with only one crossing of the canal. As a part of that we conducted a major planning effort to restore the canal there, and that was completed last year. This occurred over a 20 year period. We had good assistance with the Corps of Engineers, and I think we're really going to have something very special at the terminus of that canal in Cumberland. The last two miles of the canal was heavily destroyed by the Corps of Engineers with their flood control devices in the 1950s trying to protect Cumberland from floods. But the last half mile we can restore which will help Cumberland celebrate its heritage as the terminus of the Canal.

I want to return to Oxon Cove Park for another chapter in its history. The District of Columbia decided to close Lorton Prison, which is down in Occuquon, Virginia, and all the prisoners there from the District of Columbia were going to have to go to West Virginia because there were no prison facilities here. So along comes a private corporation called Corrections Corporation of America (CCA), who is in the prison business. That is, they build and run prisons. So they decided they wanted to build this prison on a 40 acre piece of property we own in D.C. within Oxon Cove Park. Of course, three holes of this potential golf course were on this acreage. So if we allowed this to go forward, it would be a fifteen-hole golf course, which doesn't play very well.

They purchased a piece of property directly to the north of Woodrow Wilson Bridge, which I call Smoot Cove North because it was mined out for gravel, and they wanted to trade us, a land exchange where we would get this valued cove and they would get this prison site which was actually part of the fill from the fly ash that I described earlier. The cove property was 80 acres but 60 of it was under 10 feet of water and the other 20 were wetlands. So they got an act of Congress in 1997, and as much as we didn't like it, it directed us to exchange lands. Of course, a lot of my colleagues said, "What are you doing now, Parsons? Running a prison in the Parks program?" To which I would respond, "I'm following an act of Congress." So fortunately, they had to go get a zoning category for the property because federal land is unzoned. So I had to

recuse myself at the Zoning Commission because we were coapplicants with CCA, but my colleagues pulled through. After extensive contentious hearings, they made a milestone decision that because the District of Columbia comprehensive plan said this was a park, zoning it for another use was inconsistent with the comprehensive plan and they denied it. CCA went away. I don't know where the prisoners are. I don't really care. But the good news is, at our suggestion, the Woodrow Wilson Bridge project that's now being built came forward and bought that cove from CCA as mitigation for its impact on bald eagle habitat, and they gave it to us in 2001. So that was a happy ending to a very difficult period of time. The act of Congress still stands but obviously can't be implemented.

VIII. Planning, Development, and Protection of the National Mall

The Park Service retained Skidmore Owings and Merrill to produce a master plan and conducted a planning process that extended from 1966 to 1976. The first draft was released in 1966 and contained many very controversial proposals including an interstate highway tunnel under the Lincoln Memorial and Tidal Basin linking I-266 with I-395; elimination of Independence Avenue to the west of the Washington Monument grounds; closure of Seventeenth Street as it comes across the Mall at the World War II Memorial; tunnel Fourteenth Street and put a visitor center on top of it on the east west axis of the Mall; tunnel Twelfth, Ninth, Third, Seventh, and Fourth for a depressed sculpture garden linking the Hirschhorn and the National Sculpture Garden across the mall in a ditch. The only things that were built out of that list were the Capitol Reflecting Pool and the Third, Ninth, and Twelfth Street Tunnels. As soon as we saw what those looked like from Constitution Avenue, everybody said we can't have these ugly vomitories and the rest were removed from the plan. In 1976, we received approvals of the final version of the plan, which did not include the controversial proposals, and it's essentially as built now.

The Capitol Reflecting Pool was completed, but the connector road adjacent to the pool between Louisiana and Washington Street was never built. That's why the pool is configured the way it is. It's the typical two-dimensional planning that we get trapped into, you know, "Oh, this would look good." As I mentioned before, I really would like to get rid of the reflecting pool and create a real place of assembly there instead of what we've got. The District will love it because the tunnel ceiling won't leak anymore. The McMillan Plan called for Union Square here which would be a great civic space for demonstrations.

The Hirshhorn Museum was an interesting story. The Park Service played a critical role in this decision because Mr. Joseph Hirshhorn from Texas had a great sculpture and art collection that he wanted to display in the Mall, and President Johnson agreed that would be a good idea. Architect Gordon Bunshaft, from SOM, designed this structure, circular in nature, and a lot of people did not like it for a couple of reasons. First, they didn't like the design, but more importantly, they thought the Eighth Street cross-axis of the mall over to Archives should be clear, not have buildings in it, even though our 1966 master plan called for one. So NPS Director George Hartzog, who I have a great admiration for, was called upon by LBJ to get it approved in 1971. This was the first time I really saw him in action. He came and took the Secretary's seat at the Planning Commission. It was very unusual for the director of the Park Service to come to the Planning Commission, and he entered into this debate about the Hirshhorn and whether it should

be built or not, and he began to realize that he didn't have the votes to get it approved. He had a contingency plan all staged out. One of his staff members came up to him with a phone slip in the middle of the debate. "Oh, Mr. Chairman, I have a very important meeting, a telephone call I've got to respond to. Could we defer this debate and maybe you can go on with the agenda while I take care of this matter. I'm very, very sorry." "Well, all right." So Hartzog goes out of the room to call for help from the White House, and one by one, the Secretary of Defense has got an emergency phone call, the Administrator of GSA has an emergency phone call, Representatives of the House and Senate, as he assembled the votes. Hartzog returned and called the question, and it passed 7 to 5. I haven't seen anything like that at the Planning Commission since, but watching George arranging the federal family to take care of Mr. Hirshhorn's museum was poetry in motion.

The National Sculpture Garden was originally proposed in the 1966 Draft Plan. Laurie Olin designed a beautiful garden and the Cafritz Foundation funded it at \$13 million dollars. It was dedicated by the First Lady Hillary Clinton. This garden was originally an agreement in which the Park Service would build the National Sculpture Garden, and the National Gallery of Art would bring the art to it. We started that in 1974, and one of my first jobs here was to get that going. We only had enough money to build the pool, its surrounding pleached lindens trees, and the basement of the pavilion that you see there now. And we put these absolutely awful trailers on an unfinished first floor slab that sat there for 25 years and were an embarrassment. We were selling hot dogs out of them and renting skates in the winter. Absolutely low end. Just awful. So finally, working with J. Carter Brown, who was director of the [National] Gallery, we decided the best thing to do was to transfer this from the Park Service to the Gallery because we couldn't ever get any funding to construct the garden. It actually was Earl A. Rusty Powell III who, after Carter retired, was successful in getting the Cafritz to build this garden. It's really delightful, I think, and I'm glad we got out of the way because it just was too much for us to handle.

The East Wing of the National Gallery of Art was a site that had tennis courts on it, and part of the arrangement for the Park Service giving them that site was they built the tennis courts in East Potomac Park. Of course, they were quickly ripped up by Metro, which came through there in the early 80s. The tennis bubble is at an odd angle, and you say, "Why are these tennis courts at this weird angle where the others are perpendicular to Ohio Drive and Buckeye?" Well, it's because that's the alignment of Metro. Anyway, they built these tennis courts for us down here as part of the arrangement for building the East Wing.

The German-American Friendship Garden was an interesting episode. We did a plan for the Washington Monument grounds in the 1980s, and had shown gardens on the south side of Constitution Avenue to balance the Enid A. Haupt fountains on the other side, which are on the Ellipse. This was also an effort to get rid of the parking lot there on the Washington Monument grounds. This is not a memorial. Rather, it is part of the tricentennial of German-American friendship which was celebrated in 1988. A commission was established by Congress, and they felt they had to leave something permanent as a result of their efforts. We had a great deal of difficulty with them because they, like so many others, they wanted to have naming rights for elements in the garden. Over our objections they promised Lufthansa a walkway with their name on it like a runway, in exchange for their contribution. They agreed to have figurines on each that

they would [put on] the benches. We finally told them, “We’re not going to permit the whole project if this is the outcome.” So they wrote back all of their donors to whom they had promised naming rights. Only one, and they wouldn’t tell us who, a \$25,000 donor, said, “I want my money back.” So we solved it. We put a time capsule with names of the donors under the dedication plaque. Nobody knows that, but it met with the commission’s goal that donors’ names would be contained in the garden.

The garden was designed by landscape architect Jim van Sweden. It isn’t finished because we just eliminated the parking lot in 2006, some twenty years later, which is a great victory and another career goal of mine. The design calls for a fountain in the middle of that entry for the abolished parking lot on the Sixteenth Street axis, and I don’t know where that money is coming from, but hopefully the German Americans will get excited about it someday.

The National Visitor Center was a major, major venture for the Park Service. The 1966 Mall Plan proposed the idea of having a National Visitor Center, which would be a place where everybody could go and receive an orientation and do proper planning for their visit to Washington, not just for the Mall, but for everywhere. So at the end of the 1960s and early 1970s, railroads were on the decline, especially passenger service, most of the freight traffic in Washington goes right through the city. Since there was limited use of Union Station, the planners said, “Well, this is a great place to adapt as a visitor center. It’s an intermodal transportation center. We’ve got Metro coming along, we’ll build parking garages in the back that will accommodate not only cars but buses, and we’ll give it to the National Park Service.” To make a long story short, there it was, ready for the bicentennial celebration.

We were instantly criticized because we went into the great hall, took the floor out, and dropped it down fifteen feet or so, and had an enormous slide show of Washington on the south side of this depression using ninety slide projectors. Can you imagine that nightmare? Boy, was it hot. I don’t mean the room, just the physical place where those projectors were all cooking together, showing images of Washington. The historic preservation community as well as our own historic preservation people went nuts because of our insensitivity to this glorious historic waiting room. Our experience was that very few visitors came to the National Visitor Center. Unlike a traditional national park where visitors stop for orientation, a visit to the city is more carefully planned and thus the need for a visitor center once you get there is not apparent.

So, in 1974, before we got this visitor center open, something called the energy crisis came along and upset the apple cart with the federal railroad administration saying, “Whoa! Wait a minute.” Trains are rolling again, and we want our station back, and they got it back. As a result, the destination retail, food court, and movie center is a great amenity to this city and something way beyond the Park Service’s jurisdiction, authority, or experience.

I think we learned from that, and we also learned from something we did during the Bicentennial. Kodak gave us a pavilion on the Washington Monument grounds towards the southeast corner, as a temporary theater which they operated for one year. Lorne Greene was featured in an excellent 20 minute film as George Washington in which he discussed the birth of a nation and the importance of democracy and freedom. And as much as we tried, nobody would go in it. I mean,

the point that Kodak finally put on the side of the building, “Air-Conditioned.” Remember like the old movie theaters when we were kids? “Air-Conditioned.” Like maybe people would come in if they thought they could cool off. But it was designed just like a World’s Fair exhibit. I mean, the doors opened on one side, you walked through, there were 300 seats. Vroom, in you go, and then you go out the other side, and the Kodak people would wait, and nobody came. The visitors have a limited amount of time to visit the attractions which they preplanned for, and they won’t be detracted by secondary facilities.

We found the same thing with the Discovery Center, which was in place while we were restoring the Washington Monument during the nineties. Discovery built a facility down on the northeast corner which had a festive tent shrouding two modular buildings. And there we said, “In order to get tickets to go up in the Monument, you need to go through this visitor facility.” They had very nice exhibits about the history of the Washington Monument, a little bit about George and the city, but nobody went there to see the exhibits. They went and got their tickets, walked briskly through, and waited in line because their destination was the monument. I just point these three experiences out because, in my judgment, visitors to Washington are prepared and don’t need or want their hosts to tell them what to do or how to do it. They apparently want to witness the icons of democracy and not spend 20 minutes watching Lorne Greene as George Washington.

So there is a visitor center now in the Smithsonian Castle and has been for, I guess, five to eight years, which seems to function pretty well. There are people pushing us, collectively – not the Park Service – to take the Arts and Industries Building and convert it into a visitor center because “people need it.” And I’m just giving a word of caution that maybe this isn’t needed, huh? Especially with the changing technology in the world, where people are going to be dialing up their cell phones to get interpretive messages, and they will respond with, “I’m doing fine myself, thank you very much.” So we’re doing this comprehensive plan for the National Mall now, and it’s going to deal with issues like this and hopefully have great public debate and discussion about it.

Constitution Gardens was a bicentennial project, and President Nixon and John Erlichman were absolutely essential in getting those horrible temporary buildings from World War I torn down here, to the point we thought we were going to call this place Nixon Gardens. But he got in a little trouble, and it just didn’t work out. But, he was our hero. He just told the Navy, “The hell with it, you’re going to Crystal City and that’s it. Get out of town.” And they did. So Skidmore, Owings, and Merrill designed this place, and Mrs. Nixon participated in it, I mean, she was intimately involved. The first design was a very structured French look much like Versailles and the Tuilleries gardens in Paris. It had a parking garage beneath it and a visitors center as we just discussed. I mean, it would have been a great garden, but very geometric, and she didn’t like it. And so it never even got to the Fine Arts and Planning commissions.

So they went to a completely English landscape solution which is curvilinear in nature with an organic shaded lake. The concept was that it would be a place where festivals would occur like the Folklife Festival. When you look at the walks, you’ll see there are spaces between them that were to have tents for displays, and it could also be used for art shows, small music festivals, that kind of thing, and has never been used for that. The Smithsonian had no interest. They wanted

their Folklife Festival on the Mall in front of the American History Museum which is understandable. Previously, in 1976, it was at what we call the hockey field, which is on the south side of the Reflecting Pool. That was where the Folklife Festival was, and the idea was, "Well, as soon as we get Constitution Gardens built, we'll move it over there." Of course, the festival is way out of scale for Constitution Gardens the way it is now, but that was the idea. I've talked elsewhere about the individual memorials we've placed here, but the garden just has never come together as a place to be. It's getting a lot more traffic now because of the traffic between the World War II and Vietnam Veterans memorials. So I don't know what its future is, but that's part of the comprehensive plan for the National Mall as well. A pavilion/beer garden that I mentioned before was proposed for the east end, and it might be appropriate now that there are more visitors.

I need to share a funny story. It's two o'clock in the morning getting ready for the Planning Commission presentation, and the SOM staff is on the floor designing the island in the middle of the lake. And they're really struggling with it. So David Childs has a size twelve foot, and he takes off his shoes, goes over, and puts his left foot down in the middle of the drawing and says, "Trace around it." Next time you go there you'll see that fifty-scale, twelve size foot. It works. It does, it really works. There is a small foot bridge over to the island, and that was paid for by the Congressional Wives Organization, and they dedicated it to President Eisenhower. There's a small plaque there that dedicates that.

The Washington Monument grounds has really been an amazing story because up until our recent renovation and rehabilitation of it, it really was just the way the Corps of Engineers left it when they finished the Monument itself. And J. Carter Brown used to say, "You know, as a contrast to the formality of the Mall and the Reflecting Pool, the Monument grounds speaks about mid-America as an open prairie on a hillside and we shouldn't fool with it, and try to make some French statement, or go back to the McMillan Plan." He was absolutely right. So we struggled with doing a planning effort in 1982, which we fortunately never had the money to build. We struggled along for 25 years with poor-quality random paths, the remnants of the road way where cars drove up to and around the base of the monument, a parking lot on the Sixteenth Street axis, which was left over from the temporary buildings that occupied the north west corner for 20 years and very poor grass. Then we came to the need to have security for the Washington Monument. In 1998 we put the Jersey Barriers 250 feet away from the Monument because experts told us that was the distance a blast from a truck bomb wouldn't damage the monument. So we did that, and it just looked like hell, and there they sat. After September 11 we got a little bit of money and I said, let's have a little design competition. So I called five landscape architects, and we had a little invited design competition, and Laurie Olin won it. We were in a hell of a hurry, with sudden interest from the administration and the hill to clean up this place. Laurie came up with this elegant design that you now see that really solved all of the problems we were trying to solve for years. Because none of the old walks were handicapped accessible, we were designing switchbacks to go up there, and Laurie came up with this graceful solution to have these curvilinear walks that move up there with dignity and grace. He then used the topography to install the seat walls which are the crash barriers but people don't realize it. He put them 400 feet away from the monument because that is where the topography of the hill meets the more gentle surrounding landscape.

We proposed an underground visitor screening facility that had a skylight in it, and you would think we had proposed a junkyard there for the opposition that was generated by that skylight. The more important aspect of that is we were going to run a tunnel from that facility into the Washington Monument, through the base of it. This seemed very risky but the best the experts in the world told us we could do it. But that risk didn't seem to generate the kind of controversy that the visitor facility did. We tried to obtain the support of the Fine Arts and Planning Commissions, and nobody was buying it, so it's not built, and maybe shouldn't have been. What we've got now is what we call the hut, which sits at the base of the monument. It was constructed as a stop-gap measure for screening of visitors, to search through their bags and put them through magnetometers before they go up into the monument. The security concern by experience is terrorists taking over the top of the monument and busting open those windows which would give them pretty much command of the monumental core of the city with rifles.

So that's the reason for this security facility. It's nothing to do with somebody coming up there to create mayhem by blowing the monument up. The reason for this proposed underground facility was to properly screen people and bring them to the monument with some kind of dignity. And now we're struggling with what to do. Hopefully, the hut will come out, and we can screen them in the historic Monument Lodge on Fifteenth Street. We just have to find a way to get the groups of 25 visitors up there after they have been screened and get their tickets. Hopefully they can be escorted without having to herd them.

In the mid-nineties I got very concerned about the future of the Mall. We were going through this period of more, larger memorials, but by that time we were running out of space for new memorials or museums. So I really pushed hard to get a planning effort going at NCPD knowing it was way beyond the authority, jurisdiction, or desire of the Park Service to do a plan for the Mall. Rather, it had to be done in a larger context, much like McMillan did. So the Commission worked from 1995 through 1997 and produced the Legacy Plan. Its name comes from the legacy, of course, of L'Enfant and McMillan. I'm very proud of this plan and what it does to protect the National Mall as a finished work of civic art. It was quite a battle to get agreement that East and West Potomac Parks as well as the National Mall be portrayed as horizontal landscapes rather than spaces for museums and memorials.

But there were a lot of alternative sketches during that process that would have taken East Potomac Park, for instance, and made it an extension of the Smithsonian Institution with large museums all over it. What the plan did was it shifted the idea of the growth of the city back to the center point of the Capitol and focused attention on North and South Capitol streets, and that's where growth is going. We're certainly hopeful that at the foot of South Capitol, at the Anacostia River, we'll have a very, very special memorial site there. The idea of the Legacy Plan was to stop building more on the National Mall and shifting that need to the east centered on the Capitol dome.

Subsequent to the approval of the Legacy Plan I worked towards two goals on separate paths. The first was to generate a Memorials and Museums Master Plan for the city. The purpose of this was to show that in lieu of the National Mall, where could these facilities be placed. Having no

funds of our own, I again sought the help of NCPC who pulled together an interagency Task Force and produced the plan from 1997 to 2001 which identified 100 sites most of which are on parkland, and we have used it extensively to locate new memorials. My second effort was to seek the assistance of Congress in planning the notion that the National Mall was a finished work of civic art into law. Our subcommittee chairman Senator Craig Thomas from Wyoming had taken an interest in commemorative works along the way so I went to him for assistance. Fortunately, he was willing. He joked with me that, "We have a little bit different interpretation of open space than you do here in Washington, John, but I'll help you protect it." He got no help from the House side who said, "You're just trying to stop a memorial to Ronald Reagan, who was our greatest President, on the Mall." So Senator Thomas realized how much the House committees wanted the Vietnam Veterans Memorial education center and he added amendments to the Commemorative Works Act to that bill when it was sent over from the House. The important thing that it did was to establish the Reservation on the National Mall where no new memorials can be sited. The Reserve extends from the Capitol to the Lincoln Memorial and the White House to the Jefferson Memorial. This proposal was signed into law.

After all of this effort and accomplishment what concerns me is those who are criticizing the Park Service for a lack of planning, ignore those plans and acts of Congress, and keep referring back to the McMillan Plan as though it had some substance and purpose. I mean, justifiably, so little of the McMillan Plan was built, that it's now been superseded. That doesn't mean we ought to ignore it, and that's why we named the plan for the next century the Legacy Plan, which was based on the L'Enfant and McMillan plans. But our critics, or those who are most vocal about protecting the Mall, keep referring back to McMillan, which is troubling because it contains some bad ideas. For example, the recent decision by the Smithsonian Institution to put the African-American Museum of Culture and History on the Washington Monument grounds is tragic and hopefully it will never be built there.

It came through a very strange process where the Board of Regents of the Smithsonian was able to make this decision without the approval of anybody else, including Congress. Congress set out a process where they identified four sites, including the Tenth Street Overlook, the Liberty Loan Building, the Arts and Industries Building, and the northeast corner of the Washington Monument grounds between Fourteenth, Fifteenth, Madison, and Constitution. The proponents of that site at the Washington Monument grounds then rolled out the McMillan Plan, and lo and behold, it had a building on that. However, our Mall master plan of 1976 and the Legacy Plan showed no building here. I made sure of that because the Holocaust Museum and others were beginning to eye these two panels or the Washington Monument Grounds as extensions of the Mall for museum. So the law provided that the Smithsonian had to make this decision "in consultation with" the chairmen of the Commission of Fine Arts and the Planning Commission, which they did. Even though the two chairmen both wrote very strong letters to the board of regents urging them not to select this site and favoring the Tenth Street Overlook. The Smithsonian's response was, "Thank you very much. We're moving on. We're going to pick this site."

Admittedly, the other sites had problems. They would have to tear down the Liberty Loan building and relocate the federal employees in it. They might have to tear down Arts and Industries too because it was designed as an exhibit hall not a museum. The Tenth Street

Overlook is complex because its got to link down to the waterfront, and there's a proposed parking garage for mall visitors beneath it that complicates construction. So they look at this beautiful patch of green over here on the Washington Monument grounds and you say, "This is a no brainer." The problem with the site is that it's too small for what they want to do, and what they want to do is build something the size of the Native American Museum. It has nothing to do with anything but "their museum isn't going to be bigger than ours." I've got on good authority the reason a museum of 350,000 feet has been proposed is "because the Indians aren't going to have a bigger museum than us." Unfortunately, they were misled by their consultants because they can't build something that big on this site. The setbacks that have been set by the Smithsonian buildings coming down the Mall from the east restrict the site. They've got to be set back from Fourteenth and Fifteenth streets as well, and I think they will find that they've got to go down in order to build that much square footage, if they need it. That's a very wet place to go down into because of the high water table and the old canal and so forth. More important is the urban design issue of intruding into the sanctity of the Washington Monument grounds with the behemoth. So I'm hoping that they will discover as they move on that this is the wrong site, unless they want to reduce their program significantly to something the size of the Freer Gallery of Art or less. But they need the approvals of the Commission of Fire Arts and the Planning Commission, who will, I hope, continue to protect this site.

IX. Planning the Parks

When I first came here from the Office of Planning in the Service Center, I was gung ho on doing plenty of general management plans and development concept plans like we do throughout the Park Service, and NCR Director Russ Dickenson took me aside one day and he said, "John, George Hartzog thinks planning limits flexibility in an urban environment, and we won't be doing any of that here." Okay, I'm getting the picture, and many of the stories I've relayed in these pages show what he meant by flexibility. However, there was some planning that we had to do out of necessity, and nobody objected to that. So in 1968, we did a plan for Teddy Roosevelt Island, and it still exists, basically because we were building a memorial to him there, and we called for the protection of the rest of the island as a wildlife preserve.

We did a plan for Turkey Run Farm in 1974 because we had received it under the Legacy of Parks Program, and it called for construction of the phony colonial farm and we did the plan I just described for the National Mall in 1976 for the Bicentennial. These planning efforts were motivated by proposals for development of one sort or another that needed the support of a plan. The C&O Canal General Management Plan was needed because it was a new area and still guides that park today. We did a master plan for Harper's Ferry in 1973 through 1978. Because we wanted to start a bus service from Cavalier Heights to the lower town to relieve the awful congestion in the historic area, we needed a plan to do that. The bus service has been in place for over 20 years now, and it's served the park very well. We were doing what were called Development Concept Plans, DCPs, although we weren't supposed to do those unless we had a GMP for the park. We didn't have enough money to do a GMP, and we had an issue that needed to be solved so we did DCPs. We did those for the National Colonial Farm within Piscataway Park, Camp Round Meadow at Catoctin in 1980, the Washington Monument grounds that failed in 1982, and East Potomac Park in 1982 as well.

Possibly the biggest fiasco was our plan for East Potomac Park. Golf was a sport that wasn't very popular in the early 1980s. Everybody was playing tennis. Our attendance was down, and we did this development concept plan for East Potomac Park that took out nine holes at the north end, and replaced them with softball fields, because there were so many people wanting to play softball, and we didn't have adequate fields. So after a lot of public discussion and the required approvals in place, we got the money and started. We tore out the tees, and the greens and started to put up backstops. Well, what we underestimated was the golfing community, and the course we were eliminating is the flattest of all the courses which has no rough, and is a good place for people to learn to play golf, and duffers that have difficulty playing the sport but can't learn to play golf but like to. Old guys also like this course too. They got Tip O'Neill, the Speaker of the House, to come down and play a round with them. This is before we tore up the tees, and we didn't know about it. So in our appropriations act for that year, he put in \$400,000 to put that damn golf course back, and we did. Only in Washington! I'm not sure we have the courage to tackle that again, but 36 holes of golf is a major commitment of land in this city to one particular sport, because we've also got Rock Creek and Langston golf courses. I would hasten to add that golf courses are a great way to protect open spaces. A cemetery is much more permanent, and nobody messes with them.

We did a DCP for West Potomac Park in 1983 because of the FDR Memorial. To me it was not a planning document at all. Because it didn't do anything. Somebody said if you're going to do an FDR Memorial, you better do an EIS for the whole park. So we did, and we said, "Everything you see here will remain the same except for FDR." It was silly. It really was. But we did that because we had to.

The DCP for Daingerfield Island was an interesting exercise from 1977 to 1983. There was an old surplus Army barracks down there that was literally towed in from National Airport. Our concessioner, Guest Services Inc. (GSA), had a food service facility in it. It had nine by nine-inch asphalt tile floors, and it was a great place to go have a beer. It really was. And Marina users loved it. So the proposal was to rebuild that marina clubhouse-like feeling. If we have a concession in a park, we have to determine that it's necessary and appropriate to the visit to that park. What I described to you was necessary and appropriate because after you've been out sailing, you want a Coke or a hot dog or whatever which is similar to what exists at Columbia Island Marina on the other side of the river here today. So instead, we allowed GSI to build a destination restaurant. It has nothing to do with necessary and appropriate to a visit to the park. It's a great place to be to watch the jets take off at Washington National Airport, and they've got \$22 entrees there. It's waiter-served, white tablecloth, and they serve a brunch there for \$28 bucks on Sundays. So the National Parks and Conservation Association sued us because they were using this little example to express their concern nationwide that the Park Service does plans, and then they change their mind without public notice. When we do a plan we comply with the National Environmental Policy Act, and write an environmental assessment, and go through a public decision-making process. We can't turn around later and say, "We didn't really mean that and we don't have time to tell the public." So they sued us, and although we prevailed, I think they were justified in doing that.

In 1984, we did a DCP for Kenilworth Park and Aquatic Gardens, trying to come to grips with ball fields that should be built on the old landfill there, which now exist. From 1979 through 1985 we produced a DCP for Piscataway Park at Fort Washington Marina. The legislation that acquired the marina told us to abolish it, so as to restore the view from Mount Vernon as George Washington saw it. So we started a planning process, and at the first public meeting we held, in came the Secretary of Natural Resources for the State of Maryland, out of the blue, and said, "We want to manage this Marina." We simply didn't anticipate the power that an organized group of 300 plus boaters would have on the state government. So we transferred it to them and designed it in such a way that they cannot expand it so it will encroach on the view of Mount Vernon.

I described the story for the establishment of Monocacy Battlefield earlier, where Ed Bearrs and I weren't going to make it too small. So we made it pretty big, and included the Gambrill house which had nothing to do with the battle at all. It was up on the hill, and I said, "What a great place for a visitor center. We won't be accused of building the visitor center on the resource, and we can see the battlefield from there." Further, the house was built after the Civil War so in my opinion it was non-historic. So my proposal was to tear this old mansion down so we could build a visitor center. There was a doctor who owned the house, Dr. Vavino, and he wondered why we were including it because he knew it was outside the battlefield and he just wanted to just stay there in this great mansion. I told him why, and he reluctantly sold us the house and property around it.

Then one day I met a very upset regional historian, Gary Scott, who had discovered my plan and he said, "Mansions of this kind aren't a dime a dozen, and it may not be nationally significant, it may have nothing to do with the battle, it may post-date the battle, but you guessed wrong, Parsons. That building is regionally significant and is not coming down." And it didn't, but it just showed a naïve planner, without historic preservation understanding, had decided something very improper. So we decided to lease this building because we had no purpose for it, and did a plan in 1986 to justify leasing it. We had a man who wanted to make a conference center out of it, and in order to do that he was going to have to build an ancillary restaurant building and motel buildings and so forth. Then it just got of hand, you know. It was just another bad idea. So along came the Williamsport Training Center, and they adopted it and meticulously restored it.

I'm embarrassed by the whole thing because it's the tail wagging Monocacy Battlefield's dog. We just now, after the battlefield has been established for 20 years, got money for a visitor center that's under construction. But there's this mansion on the hill that I never should have bought in the first place which has received significant funding for its restoration. It's locally significant, and it should have remained in private hands with a scenic easement to protect against subdivision of the parcel.

Another study we did, to expand the boundary of Harpers Ferry, ended up in a closet. Harpers Ferry, like the other historic parks was being threatened by a residential subdivision of adjacent farms, and we were trying to get an expanded boundary around it so we wouldn't be fighting with developers in the future. We were just about ready to release this, and the Assistant Secretary [of the Interior] called [West Virginia] Senator [Robert] Byrd's office and said, "You know, Senator, we've been working on this plan," and he said, "I don't want that released," and it was never

released. We had included in the boundary a quarry area, and we didn't realize that he wanted to build a training center there for the U.S. Fish and Wildlife Service, which was inside the expanded boundary of the park. He didn't want the Park Service declaring this area historic where he couldn't build it, and we didn't understand that at the time. So the USFWS bought the quarry for the project. Subsequently, they decided to move west of Shepardstown and abandoned the Harper's Ferry site. After a long planning process, in 2004, which Superintendent Don Campbell released, we now have a boundary which essentially is the same as the one that was in that study, which was but put in a box for good reason.

The lesson learned for this and many other experiences I've shared here is that timing is everything. It somehow takes 10 to 15 years to accomplish a planning process, which seems crazy, but unless you've got the right superintendent and the right elected officials and the right stars lined up, you don't produce a plan that will accomplish anything substantial for the park. Prince William has the record in the National Park Service: 15 years, from 1984 to 1999. And now we've got a plan that will work, but it just didn't come together until Superintendent Bob Hickman was at the helm.