



## **FINDING OF NO SIGNIFICANT IMPACT**

### **Lincoln Memorial Rehabilitation**

### **National Mall and Memorial Parks**

The National Park Service (NPS) at the National Mall and Memorial Parks (the Park) proposes to rehabilitate the Lincoln Memorial (the Memorial). The purpose of this project is to improve accessibility, enhance the chamber experience, improve visitor services, and improve the efficiency of operations at the Park. In addition, this project will introduce the experience of the undercroft in order to expand the overall interpretive and educational visitor experience of the Lincoln Memorial. This project will provide a new experience to visitors at one of the most heavily visited sites on the National Mall and will allow the Park to tell new and expanded stories related to the Memorial and its construction while respecting the historic character and intended solemnity of the Memorial.

The NPS prepared an environmental assessment (EA) to evaluate alternatives for this rehabilitation of the Memorial. The EA described three alternatives: a no-action alternative (alternative A), the proposed action and NPS preferred alternative (alternative B), and another action alternative (alternative C). The EA also analyzed the potential impacts these alternatives would have on the natural, cultural, and human environment.

The EA and this finding of no significant impact (FONSI) have been prepared in accordance with the National Environmental Policy Act of 1969 (NEPA), as amended [42 United States Code (USC) 4332(2) (C)]; the implementing regulations of the Council on Environmental Quality (CEQ) [40 Code of Federal Regulations (CFR) 1500-1508.9]; the Department of the Interior NEPA regulations (43 CFR Part 46); and NPS Director's Order (DO) 12: *Conservation Planning, Environmental Impact Analysis and Decision-making* (DO-12) and the accompanying NPS NEPA Handbook. As required by NPS *Management Policies 2006*, a finding of non-impairment is included as attachment A.

### **NPS SELECTED ALTERNATIVE**

The alternative selected by the NPS for implementation is alternative B (the NPS preferred alternative), as described on pages 17–24 of the EA. The following summarizes the NPS selected alternative. Please see the EA for details of the NPS selected alternative. Figures 8–11 of the EA depict the changes that will occur under the NPS selected alternative.

Under alternative B, the NPS will rehabilitate the exhibit level, substantially increase the public space in the exhibit level, and rehabilitate some of the existing NPS and public spaces at the chamber level.

Both the south and north doors will be widened to 72-inches wide with 36-inch double doors in each opening (see figure 11 of the EA). Each door height will be increased to ensure proper proportions and visual symmetry between the two doors. The full opening required in the masonry will be approximately 80 inches wide for the north and south doors and, due to a difference in grading, approximately 97 inches high for the south door and approximately 94 inches high for the north door.

In the chamber level, the south elevator and vestibule will be renovated in their existing locations, and the elevator will be replaced. The existing bookstore on the north side of the chamber level will be removed. In its place, a second elevator and vestibule will be installed in a similar configuration as the south elevator. The new elevator on the northeast side will require a new opening in the floor and new steel beams to support the adjacent floor slabs. See figure 8 of the EA for a plan view of the chamber level.

In the exhibit level (figure 9 of the EA), two vestibules will be created on the interior at the north and south doors. The floorplan for public areas will be the same on both the south and north sides of the exhibit level. The lobby areas will be larger than what currently exists. On the exhibit level, some of the original concrete slab of the raised terrace area under the north plaza area will be removed and restructured to create the required ceiling height for the exhibit level. Additionally, the existing beams of the raised terrace area will be removed and replaced with beams of a shallower profile. Many of the beams to be removed will be non-original steel beams that were installed during previous projects to reinforce the original concrete in 1921 and again in 1993 (QEA 2017a).

The interpretive space will be approximately 4,020 square feet, and at its southern and northern extents will transition into the lobby areas for an integrated visitor experience. A glass curtain wall will be installed along the western edges of the interpretive area allowing an expansive view of the undercroft level. This glass curtain wall will extend from the exhibit level floor up to the underside of the chamber floor structure above. A viewing platform with tiered seating will be created at the front and center of the interpretive space. Different types of interpretive exhibits will be installed throughout the interpretive space. See page 23 of the EA for additional details.

The retail space will be relocated from the chamber level to the central, eastern side of the exhibit level, as shown on figure 9 of the EA. The retail space will be approximately 1,820 square feet and will have a dedicated office and a storage room located at the eastern corners of the space.

New, larger restrooms will be constructed on both the south and north ends of the exhibit level, with one men's restroom, one women's restroom, and two family restrooms on each end of the exhibit level.

The undercroft level that will not be visible to the public will be used for new heating, cooling, and ventilation system; new ductwork; electrical upgrades; and plumbing upgrades. New openings for small vertical air ducts within the existing chases in the corner rooms of the chamber level may be required for air circulation and to properly condition the rooms on the chamber level. See page 23 and figure 10 of the EA for additional details.

Access into the undercroft for construction activities and equipment will be from Lincoln Memorial Circle on the west side of the Memorial, via existing removable granite-block gates. The grounds west of the Memorial will be used for construction staging. See page 24 of the EA for additional details.

Construction is expected to last approximately 24 months.

## **RATIONALE FOR DECISION**

The NPS identified the selected alternative (alternative B in the EA) for implementation because it will provide the most improved visitor experience and expanded accessibility while minimizing impacts on historic material to the extent practicable. Implementing the NPS selected alternative will improve accessibility, enhance the chamber experience, improve visitor services, and improve the efficiency of operations at the Park. The NPS selected alternative will also provide a new experience to visitors at one of the most heavily visited sites on the National Mall and will allow the Park to tell new and expanded stories related to the Memorial and its construction, while respecting the historic character and intended solemnity of the Memorial. Alternative A (no action) would not meet the project's purpose and need because, while the site would continue to provide some accessibility, interpretive opportunities, and visitor services, the current configuration is insufficient for the heavily visited site. Under alternative A, no

rehabilitation efforts would be undertaken to improve accessibility, enhance the chamber experience, provide an opportunity to view the undercroft, nor improve the efficiency of operations at the park. Though alternative C would meet the purpose and need of the project, the actions would result in less visitor-related improvements (including a moderate increase in restrooms and limited opportunity for viewing the undercroft) when compared to the NPS selected alternative. The NPS selected alternative has been refined through coordination with the DC State Historic Preservation Officer, the National Capital Planning Commission, and the Commission of Fine Arts.

## MITIGATION

A variety of mitigation measures will be instituted as the actions are taken to implement this alternative. The NPS will implement an appropriate level of monitoring throughout the construction process to help ensure that protective measures are being properly implemented and are achieving their intended results.

Although the exact mitigation measures to be implemented will depend upon the final design and approval of plans by relevant agencies, the following is a list of actions that could take place:

- Any openings required for air circulation and ventilation will be as small as practicable, will be visually screened to the extent practicable, and will be located in areas of lesser significance, namely outside of the statuary chamber.
- Instruct contractor employees on the sensitivity of the general environment and monitor their activities. Staging of construction equipment will be restricted to identified previously disturbed areas to avoid impacts on natural and cultural resources.
- Use the minimum size equipment needed to complete the actions laid out in the alternatives. Minimally intrusive methods may be specified to minimize damage to cultural or natural resources.
- Implement standard noise abatement measures during construction. Standard noise abatement measures could include the following elements: a schedule that minimizes impacts on adjacent noise-sensitive uses, the use of the best available noise control techniques wherever feasible, the use of hydraulically or electrically powered impact tools when feasible, and location of temporary noise sources as far from sensitive uses as possible.
- Minimize soil erosion by limiting the time that soil is left exposed and by applying other erosion control measures such as construction matting, as appropriate.
- Any vegetation damaged by construction activities will be replaced in-kind, consistent with the cultural landscape report.
- Follow the Secretary of the Interior's Standards for the Treatment of Historic Properties for all preservation and rehabilitation efforts to historic structures, to the extent practicable for the majority of project elements.

## OTHER ALTERNATIVES CONSIDERED

In addition to the NPS selected alternative described above, the EA analyzed a no-action alternative (pages 11–17 of the EA) and one other action alternative (pages 24–29 of the EA).

## FINDING OF NO SIGNIFICANT IMPACT

As described in chapter 3 of the EA, the NPS selected alternative will result in beneficial and/or adverse impacts on several park resources, including historic structures, cultural landscapes, and visitor use and experience. No significant impacts were identified that require analysis in an environmental impact statement, as described in chapter 3 of the EA. Anticipated impacts that will occur to the affected resources are summarized below.

***Historic Structures and Cultural Landscapes.*** The selected alternative will result in adverse and beneficial impacts on historic structures and cultural landscapes. There will be a loss of historic fabric for

several improvements. The removal of the existing doors on the east façade and replacement with new, larger doors will result in an adverse impact due to the loss of those character-defining features. However, the proposed doors will be designed to be similar to the existing doors and sympathetic to the overall historic structure and landscape in terms of materials, color, and design. Because the doors on the east façade will be taller and wider than the existing, they will be more visible to visitors on the approachway and from about halfway down the Reflecting Pool to the east. However, the change will only be visible from a short distance when compared to the distance from which the Memorial itself is visible in West Potomac Park, the National Mall, and surrounding areas.

On the interior, notable changes will be made to the historic structure. Some of the intended solemnity of the chamber level will be restored with relocation of the bookstore, a beneficial impact. The installation of a second elevator on the north will require a new opening in the chamber level floor, which will be a loss of historic material. New steel beams installed to support the adjacent floor slabs will result in the introduction of modern materials into the mostly concrete and masonry historic structure. However, this loss of historic material and introduction of modern materials will not be visible to the public and will not detract from the overall appearance or character of the chamber. The expansion of the exhibit level will result in changes to the character of the undercroft and the introduction of modern materials and new structures. Because the majority of the exhibit level features will be located in the raised terrace portion of the undercroft, the cathedral-like character of the undercroft, as well as the arched ceiling will be mostly preserved.

Temporary adverse impacts on the cultural landscape will also result from the presence of construction equipment and materials in the staging area as well as the required excavation for construction access to the west of the Memorial.

Although adverse impacts on the historic and cultural resources within the project area will occur, there will be no major changes in the site's design, obstruction of significant views or viewsheds, or destruction of character-defining features. All work will conform to the *Secretary of the Interior's Standards for the Treatment of Historic Properties* to the extent practicable, and will be done in such a way as to minimize impacts on, and allow preservation of, the remaining historic fabric. The Memorial and cultural landscapes will retain their historic integrity and will continue to be eligible for listing in the National Register of Historic Places. Additionally, adverse effects on these historic properties will be mitigated through the memorandum of agreement signed by the NPS and the DC state historic preservation officer, and the National Capital Planning Commission (see attachment C).

**Visitor Use and Experience.** The selected alternative will result in both adverse and beneficial impacts on visitor use and experience. Beneficial impacts will generally result from expanded visitor services on the exhibit level that improve visitor comfort (increased bathroom capacity, expanded space in which to navigate the exhibit level), provide additional opportunities to experience and understand the historic context and setting, and provide a redundant elevator for access to the chamber level. Even without stopping at any exhibits, visitors requiring the elevator will be able to begin their experience of the Memorial through the exposed concrete columns and glimpses of the undercroft within view, which will be a direct beneficial impact on their experience. Temporary adverse impacts will also result when some of the project area is closed for construction and visitors will be unable to experience that portion of the site. Any risk to public safety during construction will be minimized by implementing measures such as fencing and monitoring to block visitor access to areas when needed.

**Cumulative Impacts.** As described in chapter 3 of the EA, cumulative impacts were determined by combining the impacts of the actions associated with the NPS selected alternative with other present and reasonably foreseeable future actions. Cumulative actions include Washington, DC and Vicinity Flood Risk Management Project Improvements, Thomas Jefferson Memorial Targeted Accessibility Improvement Program, and the Washington Monument Security Screening Building Project. Impacts of the NPS selected alternative on historic structures, cultural landscapes, and visitor use and experience

were identified. When considered with the actions identified above, the adverse impact of the expanded doors of the selected alternative on the historic structure and cultural landscapes would slightly contribute to the overall adverse impact of the other actions. However, these changes in the overall landscape would be relatively small when compared with the overall character of the landscape that would remain. Therefore, the overall cumulative impact on the historic structure and cultural landscapes would be slightly adverse. When considered with the actions identified above, the beneficial impact of improved visitor services and accessibility at these three prominent landmarks on visitor use and experience outweighs the adverse impacts of construction activity and closures because these projects would allow for visitors of all abilities to have improved experiences for the foreseeable future. Therefore, the overall cumulative impact on the visitor use and experience would be greatly beneficial.

## **AGENCY CONSULTATION**

During the scoping period, the NPS consulted with the DC State Historic Preservation Office (SHPO) and the Delaware Nation via letters dated March 17, 2017. These letters also served as notice of initiation of the NHPA section 106 process. The NPS notified these parties that section 106 compliance will be completed concurrently but separately from this EA. The NPS coordinated with the DC State Historic Preservation Office, the Advisory Council on Historic Preservation, the US Commission of Fine Arts, and the National Capital Planning Commission during the development of the alternatives at a consulting parties meeting held on July 24, 2017. The NPS provided a copy of the EA to these parties. A memorandum of agreement was established among and signed by the NPS, the National Capital Planning Commission, and the DC State Historic Preservation Officer (see attachment C) to address and mitigate the adverse effect on historic properties that will result from implementation of the selected alternative. The NPS will continue to coordinate with these agencies, commissions, and tribe as needed throughout the project. In the event of an unanticipated discovery during the construction phase of the project, the NPS, in accordance with 36 CFR Part 800, will notify the SHPO and follow the steps for post-review discoveries outlined specifically in Section 800.13.

## CONCLUSION

In light of the impacts described in the EA for the project and with guidance from NPS *Management Policies 2006*, natural and cultural resources information, professional judgment, and consideration of agency and public comments, the NPS has decided to implement the NPS selected alternative, presented as alternative B (NPS preferred alternative) in the EA.

The NPS selected alternative does not constitute an action meeting the criteria that normally requires preparation of an environmental impact statement and, as noted above, impacts resulting from implementing the action will not have a significant effect on the human environment. Based on the foregoing, it has been determined that an environmental impact statement is not required for this project and thus will not be prepared.

**Recommended:**

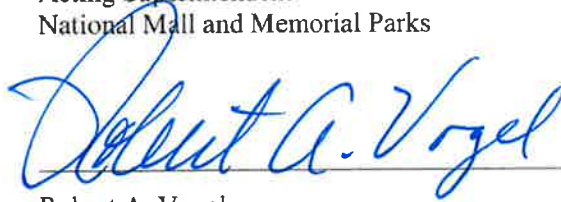


Patricia Trap  
Acting Superintendent  
National Mall and Memorial Parks

6-18-18

Date

**Approved:**



Robert A. Vogel  
Regional Director  
National Capital Region

6-22-18

Date

## **ATTACHMENT A: NON-IMPAIRMENT DETERMINATION**

The National Park Service (NPS) has developed *Guidance for Impairment Determinations and the NPS NEPA Process* (September 2011). That guidance builds upon the statutory direction of the NPS Organic Act to manage resources “unimpaired for future generations” and the interpretation by the NPS of legislative direction in the *NPS Management Policies 2006*.

The *NPS Management Policies 2006*, Section 1.4.4, explains the prohibition on impairment of park resources and values:

While Congress has given the Service the management discretion to allow impacts within parks, that discretion is limited by the statutory requirement (generally enforceable by the federal courts) that the Park Service must leave park resources and values unimpaired unless a particular law directly and specifically provides otherwise. This, the cornerstone of the Organic Act, establishes the primary responsibility of the NPS. It ensures that park resources and values will continue to exist in a condition that will allow the American people to have present and future opportunities for enjoyment of them.

### **WHAT IS IMPAIRMENT?**

*NPS Management Policies 2006*, Section 1.4.5, What Constitutes Impairment of Park Resources and Values, and Section 1.4.6, What Constitutes Park Resources and Values, provide an explanation of impairment.

Impairment is an impact that, in the professional judgment of the responsible NPS manager, would harm the integrity of park resources or values, including the opportunities that otherwise would be present for the enjoyment of those resources or values.

The NPS has discretion to allow impacts on park resources and values when necessary and appropriate to fulfill the purposes of a park (*NPS Management Policies 2006*, Section 1.4.3). However, the NPS cannot allow an adverse impact that would constitute impairment of the affected resources and values (*NPS Management Policies 2006*, Section 1.4.3).

Section 1.4.5 of *Management Policies 2006* states:

An impact to any park resource or value may, but does not necessarily, constitute impairment. An impact would be more likely to constitute impairment to the extent that it affects a resource or value whose conservation is:

- Necessary to fulfill specific purposes identified in the establishing legislation or proclamation of the park
- Key to the natural or cultural integrity of the park or to opportunities for enjoyment of the park, or
- Identified as a goal in the park’s general management plan or other relevant NPS planning documents as being of significance.

An impact would be less likely to constitute impairment if it is an unavoidable result of an action necessary to preserve or restore the integrity of park resources or values and it cannot be further mitigated.

Per Section 1.4.6 of *Management Policies 2006*, park resources and values that may not be impaired include the following:

- the park’s scenery, natural and historic objects, and wildlife, and the processes and conditions that sustain them, including, to the extent present in the park: the ecological, biological, and physical processes that created the park and continue to act upon it; scenic features; natural visibility, both in daytime and at night; natural landscapes; natural soundscapes and smells; water and air

resources; soils; geological resources; paleontological resources; archeological resources; cultural landscapes; ethnographic resources; historic and prehistoric sites, structures, and objects; museum collections; and native plants and animals;

- appropriate opportunities to experience enjoyment of the above resources, to the extent that can be done without impairing them;
- the park's role in contributing to the national dignity, the high public value and integrity, and the superlative environmental quality of the national park system, and the benefit and inspiration provided to the American people by the national park system; and
- any additional attributes encompassed by the specific values and purposes for which the park was established.

Impairment may result from NPS activities in managing the park, visitor activities, or activities undertaken by concessioners, contractors, and others operating in the park. Impairment may also result from sources or activities outside the park, but this would not be a violation of the Organic Act, unless the NPS was in some way responsible for the action.

### **HOW IS AN IMPAIRMENT DETERMINATION MADE?**

Section 1.4.7 of *Management Policies 2006* states, "[i]n making a determination of whether there would be an impairment, an NPS decision-maker must use his or her professional judgment." This means that the decision-maker must consider any environmental assessments or environmental impact statements required by the National Environmental Policy Act of 1969; consultations required under Section 106 of the National Historic Preservation Act ; relevant scientific and scholarly studies; advice or insights offered by subject matter experts and others who have relevant knowledge or experience; and the results of civic engagement and public involvement activities relating to the decision.

*Management Policies 2006* further define "professional judgment" as "a decision or opinion that is shaped by study and analysis and full consideration of all the relevant facts, and that takes into account the decision-maker's education, training, and experience; advice or insights offered by subject matter experts and others who have relevant knowledge and experience; good science and scholarship; and, whenever appropriate, the results of civic engagement and public involvement activities related to the decision."

The *Lincoln Memorial Rehabilitation Environmental Assessment* analyzes impacts to the following resources: historic structures and cultural landscapes and visitor use and experience. *NPS Guidance for Non-Impairment Determinations and the NPS NEPA Process* states that:

*The impairment determination does not include discussion of impacts to visitor experience, socioeconomics, public health and safety, environmental justice, land use, park operations, etc., as those do not constitute impacts to park resources and values subject to the non-impairment standard.*

As a result, for purposes of this document, impairment findings are required for historic structures and cultural landscapes.

### **NON-IMPAIRMENT DETERMINATION FOR THE SELECTED ALTERNATIVE**

This non-impairment determination has been prepared for the NPS selected alternative described on pages 17–24 of the EA. A non-impairment determination is made for all relevant resource impact topics analyzed for the selected alternative.



## Historic Structures and Cultural Landscapes

There will be no impairment to the park's historic structures or cultural landscapes under the selected alternative. The Memorial is a fundamental resource of the park, as listed in the 2010 *Final National Mall Plan/Environmental Impact Statement* (2010 National Mall plan). Under the NPS selected alternative, exterior changes to the doors at the east façade will result the removal of historic material and a change to character-defining features of the façade. However, the changes under the selected alternative will not alter the historic integrity such that the Memorial could no longer convey its significance. The Lincoln Memorial will continue to convey its significance as the foremost memorial to the 16th American President, as an original example of Neoclassical architecture, and as the formal terminus to the National Mall in accordance with the 1901 McMillan Plan. The proposed doors will be designed to be similar to the existing doors and sympathetic to the overall historic structure and landscape in terms of materials, color, and design. The design of the doors will be developed in consultation with the DC Historic Preservation Officer, the National Capital Planning Commission, and the US Commission of Fine Arts. The NPS selected alternative is consistent with the *Comprehensive Plan for the National Capital* goal of respecting the historic physical form of the city and the enduring value of its historic structures.

The removal of some historic material and the introduction of modern material in the undercroft for the expanded exhibit level will diminish the historic character of the undercroft level. However, the overall Memorial will retain its character and integrity because these changes will be primarily located in areas of lesser significance, namely outside of the statuary chamber level. In the undercroft, the majority of the expansion of the exhibit level will be focused in the undercroft raised terrace area, which is not considered a character-defining feature due to previous alterations. This will allow many of the character-defining features of the undercroft statuary chamber to be retained, including the soaring arched ceiling and unfinished appearance. Additionally, the expanded exhibit level under the NPS selected alternative will enhance educational opportunities for visitors, which is a fundamental value of the National Mall as identified in the 2010 National Mall plan. The intended solemn character and historic integrity of the statuary chamber will be preserved and enhanced due to the relocation of the bookstore to the undercroft level. Changes to the undercroft will not alter the historic integrity such that the Memorial could no longer convey its significance. The Memorial will remain eligible for listing in the National Register of Historic Places and will remain a fundamental resource of the park.

Although there will be a change in the character-defining exterior doors on the east façade, this change will only be visible from a short distance when compared to the distance from which the Memorial itself is visible in West Potomac Park, the National Mall, and surrounding areas. The proposed changes to the exterior doors, though an adverse effect, will not result in overall changes to character-defining features of the cultural landscapes with which the Memorial is associated, including the Lincoln Memorial Grounds, West Potomac Park, and the National Mall. In accordance with the 2010 National Mall plan, the purpose and significance of the National Mall will remain unchanged under the NPS selected alternative. The Memorial will remain a fundamental resource to the National Mall and will continue to contribute to the National Mall's significance as the home to the enduring symbols of the United States, as an enduring heart of the nation's capital since the L'Enfant Plan, and as a preeminent national landscape. West Potomac Park will remain a public park for the recreation and enjoyment of the people, which is identified as a purpose of the National Mall in the 2010 plan, and which will be consistent with the *Comprehensive Plan for the National Capital* goal of preserving public parks and open spaces within the District. There will be no changes to the important views and vistas from and into the project area under the NPS selected alternative. Therefore, there will be no impairment to park resources under the NPS selected alternative.

This page intentionally left blank.

**ATTACHMENT B:  
PUBLIC COMMENT RESPONSE**

The *Lincoln Memorial Rehabilitation Environmental Assessment* was released for public review on February 5, 2017, and was available via the park's Planning, Environment, and Public Comment (PEPC) website (<http://parkplanning.nps.gov/LincolnMemorialRehab>) and at the park headquarters. An open public comment period was held from February 5 through March 7, 2017. During the comment period, a total of 12 correspondences were received, including 1 letter mailed to the National Park Service (NPS) and 11 entered directly into the park's PEPC website.

According to NPS policy, substantive comments are those that 1) question the accuracy of the information in the EA, 2) question the adequacy of the environmental analysis, 3) present reasonable alternatives that were not presented in the EA, or 4) cause changes or revisions in the proposal. The discussion below includes concern statements expressed in the comments and topical responses to those concerns.

**CONCERN**

A couple of commenters suggested that an interpretive theme to be incorporated as part of the proposed rehabilitation is the role that the Lincoln Memorial has played in history, having been the backdrop of many speeches.

**Response**

This theme may be considered as planning for the interpretive exhibits continues. Such consideration does not require a change in the analysis of potential impacts contained in the environmental assessment.

This page intentionally left blank.

**ATTACHMENT C:  
MEMORANDUM OF AGREEMENT**

**MEMORANDUM OF AGREEMENT  
AMONG  
THE NATIONAL PARK SERVICE  
THE DISTRICT OF COLUMBIA STATE HISTORIC PRESERVATION OFFICER  
THE NATIONAL CAPITAL PLANNING COMMISSION  
AND  
THE ADVISORY COUNCIL ON HISTORIC PRESERVATION  
REGARDING  
THE LINCOLN MEMORIAL REHABILITATION PROJECT  
WASHINGTON, DC**

**WHEREAS**, the National Park Service (NPS), at the National Mall and Memorial Parks (NAMA), is proposing to rehabilitate the Lincoln Memorial to improve accessibility, improve visitor services within the undercroft, improve the efficiency of park operations and, enhance the chamber experience (Rehabilitation Project); and

**WHEREAS**, the Project Area of the Rehabilitation Project is located at the Lincoln Memorial and its grounds in West Potomac Park, which is under the jurisdiction of NAMA, a unit of the NPS, as shown in Appendix B; and

**WHEREAS**, after detailed study of various alternatives to avoid and minimize adverse effects of the proposed Rehabilitation Project, the NPS has defined the preferred option as Alternative B: Proposed Action in the *Lincoln Memorial Rehabilitation Environmental Assessment* as reflected in the plans attached hereto as Appendix A; and

**WHEREAS**, the Rehabilitation Project would include:

- the widening and replacement of the north and south exterior doors on the east façade from 36 inches to 72 inches each; and
- the removal of the bookstore from the chamber level and the installation of a second elevator to the undercroft level in its place; and
- the expansion of the exhibit space on the undercroft level including installation of a glass curtain wall making visible the unfinished undercroft; and
- the replacement of the existing and addition of new restrooms on the undercroft level; and
- the creation of a retail space on the undercroft level; and

**WHEREAS**, the proposed Rehabilitation Project constitutes a federal Undertaking subject to Section 106 of the National Historic Preservation Act (NHPA) (54 USC § 306108; formerly 16 USC § 470f) and its implementing regulations (36 CFR Part 800); and

**WHEREAS**, the NPS is entering into this Memorandum of Agreement (Agreement) pursuant to 36 CFR 800.6(c) to fulfill its responsibilities under Section 106; and

**WHEREAS**, the National Capital Planning Commission (NCPC) approval of projects constitutes a federal Undertaking subject to Section 106 of the NHPA and the NCPC Undertaking is the approval of the design of the Rehabilitation Project under its authorities specified in the National Capital Planning Act; and

**Memorandum of Agreement  
The Lincoln Memorial Rehabilitation Project**

**WHEREAS**, the NPS and NCPC have agreed that NPS will be the lead agency pursuant to 36 CFR 800.2(a)(2) for the Undertaking to fulfill their collective Section 106 responsibilities;

**WHEREAS**, the NPS initiated Section 106 consultation with the District of Columbia State Historic Preservation Officer (DCSHPO) ; and

**WHEREAS**, the NPS, in accordance with 36 CFR 800.2(c)(2)(ii), invited the Delaware Nation by letter dated March 17, 2017, to participate in Section 106 consultation on the Rehabilitation Project and the Delaware Nation expressed support for the rehabilitation; and

**WHEREAS**, the NPS has consulted with other parties including, but not limited to, the US Commission of Fine Arts (CFA), the Committee of 100 on the Federal City, the National Trust for Historic Preservation, the DC Preservation League, and Eastern National (see appendix C for complete list of consulting parties); and

**WHEREAS**, the NPS notified the public and conducted a combined National Environmental Policy Act (NEPA) scoping and Section 106 consultation meeting on June 27, 2017, to inform the public of the Rehabilitation Project and solicit comments, followed by Section 106 consultation meetings held on July 24, 2017 and February 21, 2018 to provide additional opportunities for the Consulting Parties to comment on historic preservation concerns regarding the Rehabilitation Project; and

**WHEREAS**, in accordance with 36 CFR 800.4, the NPS and DCSHPO defined the Undertaking's Area of Potential Effects (APE) to include the structures, buildings, cultural landscapes, and viewsheds surrounding the project area and to encompass the geographic areas within which the Undertaking may directly or indirectly cause alterations in the character or use of historic properties, as shown in Appendix B; and

**WHEREAS**, The Lincoln Memorial and its setting, are key features of historic, architectural, and symbolic significance in the East and West Potomac Parks Historic District, a property listed in the National Register of Historic Places (NRHP), and the main feature in the Lincoln Memorial Cultural Landscape, determined eligible for the NRHP, as well as a contributing element of several other designated historic districts, including the National Mall Historic District; and

**WHEREAS**, the NPS, in consultation with the DCSHPO, NCPC and the Consulting Parties has determined that the Undertaking will have adverse effects on the Lincoln Memorial, as described in the Summary of Adverse Effects Determination in Appendix D; and

**WHEREAS**, in accordance with 36 CFR 800.6(a)(1), the NPS has notified the Advisory Council on Historic Preservation (ACHP) of the adverse effects determination and provided the documentation specified in 36 CFR.11(3) and the ACHP elected to participate in the consultation; and

**Memorandum of Agreement  
The Lincoln Memorial Rehabilitation Project**

**WHEREAS**, the Signatories to this Agreement are the NPS, NCPC, DCSHPO and ACHP (Signatory or, collectively, Signatories); and

**WHEREAS**, on June 9, 2017 the NPS submitted the concept design for the Rehabilitation Project to the NCPC, and the NCPC provided comments and approved the concept design on July 13, 2017; and

**WHEREAS**, on July 6, 2017 the NPS submitted the concept design for the Rehabilitation Project to the CFA, and on July 20, 2017 the CFA "...expressed support for the proposal to increase the width and height of the two existing entrances into the undercroft on the east-facing walls of the memorial's base..."; and

**WHEREAS**, on February 5, 2018, the NPS released for public review and comment the *Lincoln Memorial Rehabilitation Environmental Assessment* pursuant to NEPA, which analyzed the potential environmental impacts of the proposed Rehabilitation Project; and

**NOW, THEREFORE**, the NPS and Signatories agree that the Undertaking shall be carried out in accordance with the following stipulations in order to take into account the effects of the Undertaking on historic properties.

**STIPULATIONS**

The NPS and NCPC shall ensure that the following measures are carried out.

**1. DESIGN REVIEW**

The NPS shall review the proposed final design documentation focusing on any changes from the design as presented at the February 21, 2018 Consulting Parties meeting, and make a determination as to whether the proposed final design may result in new adverse effects that have not already been resolved and/or the intensification of known adverse effects on historic properties. If the NPS determines that a new or intensified adverse effect will result, the Signatories will consult further to determine whether additional mitigation and/or an amendment to this MOA will be necessary. Any such amendment will be addressed in accordance with Administration Stipulation d.

**2. MITIGATION**

**a. Bronze Door and Masonry Preservation and Documentation.**

The NPS shall retain the bronze doors and representative samples of the existing granite and concrete block that will be removed as part of the installation of the new 72-inch doors. The bronze doors and the representative granite samples will be added to the park museum collection in accordance to Director's Order 24: *NPS Museum Collections Management* and stored at the Museum Resource Center in Landover, MD. Prior to the removal of the existing bronze doors, the



**Memorandum of Agreement**  
**The Lincoln Memorial Rehabilitation Project**

NPS shall complete HABS documentation for existing conditions of the north and south plazas, including the east elevations of the Lincoln Memorial.

- b. **Historic Structure/Landscape Preservation Maintenance Plan.**  
Based on the historical documentation, analysis and treatment recommendations documented through the preparation of the West Potomac Park–Lincoln Memorial Grounds Cultural Landscape Report (CLR) and the Lincoln Memorial Historic Structure Assessment Report (HSAR), the NPS shall within seven (7) years of the execution of this agreement develop a preservation maintenance plan to guide the long-term care and stewardship of the historic structure and cultural landscape. The plan will prescribe maintenance procedures, techniques, strategies, and schedules that focus on preserving important individual features and the overall character of the memorial and landscape. The plan will facilitate maintenance operations by integrating preservation recommendations and guidance provided in the CLR and HSAR with field activities.
- c. **Conserve and Protect Historic Graffiti.**  
The NPS shall conserve and protect the graffiti in the undercroft that dates to the period of construction (see Appendix E) through the following:
  - (a) creating an archival record of the graffiti, which allows for a permanent record of the graffiti as a resource for future research, mitigation against loss or damage to the original, and use as a management tool to monitor both the graffiti and substrate.
  - (b) securing the graffiti from deterioration and vandalism.
- d. **Interpretative Materials.**  
The NPS shall prepare interpretative materials that broadly address the construction of the Lincoln Memorial, including the undercroft, and its grounds. Public interpretation may include, but not necessarily be limited to, exhibits within the undercroft visitors' center, ranger interpretation, and internet-based content. The type of materials produced and their method of distribution shall be determined by the Interpretation Division of NAMA.
- e. **Jules Guerin Murals.**  
The NPS shall develop a plan to conserve the "Unity" and "Emancipation" murals by artist, Jules Guerin. The plan will allow the park to prepare a scope of work for professional condition assessments and conservation, and to seek cost estimates and funding. Due to the significant cost associated with this conservation work, the plan would be executed in the future once full funding is secured for both the assessment and treatment.

**3. ADMINISTRATION**

- a. **Reporting.** The NPS will update the Signatories, the Consulting Parties, and the public on the actions taken to implement the terms of this Agreement and the status of the Rehabilitation Project by providing an annual report on or before the effective date of this Agreement. Annual reports shall be developed for the duration of this Agreement and posted on PEPC, at a

**Memorandum of Agreement**  
**The Lincoln Memorial Rehabilitation Project**

minimum. The NPS shall notify the Signatories, Consulting Parties and the public when such annual reports are available.

- b. **Duration.** This Agreement will be valid for a period of seven (7) years from the date of execution by the last Signatory. If the Rehabilitation Project has not been fully constructed after 5 years from the date of execution, the Signatories shall reconsider the terms of this Agreement.
- c. **Dispute Resolution.** Should any Signatory object in writing to NPS regarding any action carried out in accordance with this Agreement, the Signatories shall consult to resolve the objection. Should the Signatories be unable to resolve the disagreement, the NPS shall forward its background information on the dispute as well as the NPS's proposed resolution of the dispute to the ACHP. Within 45 days after receipt of all pertinent documentation, the ACHP shall provide NPS with written recommendations, which NPS shall take into account in reaching a final decision regarding the dispute, or notify NPS that it shall comment pursuant to 36 CFR 800.7(c) and then proceed to comment. NPS shall take the ACHP comments into account, in accordance with 36 CFR 800.7(c)(4). Any ACHP recommendation of comment shall be understood to pertain only to the subject matter of the dispute; NPS's responsibility to carry out all actions under this Agreement that are not subjects of the dispute shall remain unchanged.
- d. **Amendments.** This Agreement may be amended when an Amendment is agreed to in writing by all Signatories. The Amendment will be effective on the date of the last signature.
- e. **Termination.** If any Signatory to this Agreement determines that the terms of the Agreement cannot be or are not being carried out, that party shall so notify the other Signatories in writing and consult with them to seek resolution or Amendment of the Agreement. If within 60 days a resolution or Amendment cannot be reached, any Signatory may terminate the Agreement upon written notification to the other Signatories. If the Agreement is terminated, and prior to work continuing on the Undertaking, NPS must either execute a new Agreement or comply with 36 CFR Part 800 for any aspects of the Rehabilitation Project that have not yet been completed. NPS will notify each Signatory as to the course of action it will pursue.
- f. **Anti-Deficiency Act.** The obligations of federal agencies under this Agreement are pursuant to 31 USC 1341(a)(1), therefore nothing in this Agreement shall be construed as binding the United States to expend in any one fiscal year any sum in excess of appropriations made by Congress for this purpose, or to involve the United States in any contract or obligation for the further expenditure of money in excess of such appropriations.
- g. **Electronic Copies.** Within one (1) week of the last signature on this Agreement, the NPS shall provide each Signatory with one legible, color, electronic copy of this fully-executed Agreement and all of its attachments. Internet links shall not be used as a means to provide copies of the attachments since web-based information often changes. If the electronic copy is too large to send by email, the NPS shall provide each Signatory with a copy of this Agreement on an external digital storage device.

**Memorandum of Agreement**  
**The Lincoln Memorial Rehabilitation Project**

Execution of this Agreement and the implementation of its terms evidence that NPS and NCPC have taken into account the effect of their Undertakings on historic properties and afforded the ACHP a reasonable opportunity to comment, and thereby satisfy their Section 106 responsibilities.

**SIGNATURES FOLLOW ON SEPARATE PAGES**

**ATTACHMENTS**

Appendix A: Preferred Alternative  
Appendix B: Project Area and Area of Potential Effect  
Appendix C: List of Consulting Parties  
Appendix D: Summary of Adverse Effects Determination  
Appendix E: Examples of Historic Graffiti

**Memorandum of Agreement  
The Lincoln Memorial Rehabilitation Project**

**SIGNATORY PAGE**

**NATIONAL PARK SERVICE**



5/4/2018

---

Robin Nixon

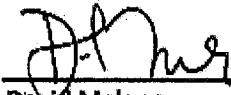
Date

Acting Superintendent, National Mall and Memorial Parks, National Park Service

**Memorandum of Agreement  
The Lincoln Memorial Rehabilitation Project**

**SIGNATORY PAGE**

**DC STATE HISTORIC PRESERVATION OFFICER**



David Maloney

District of Columbia State Historic Preservation Officer

5/2/2018

Date

**Memorandum of Agreement  
The Lincoln Memorial Rehabilitation Project**

**SIGNATORY PAGE**

**NATIONAL CAPITAL PLANNING COMMISSION**



5/7/19

---

Marcel Acosta

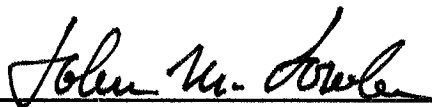
Date

Executive Director, National Capital Planning Commission

Memorandum of Agreement  
The Lincoln Memorial Rehabilitation Project

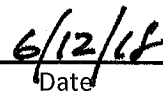
SIGNATORY PAGE

ADVISORY COUNCIL ON HISTORIC PRESERVATION



John M. Fowler

Executive Director, Advisory Council on Historic Preservation

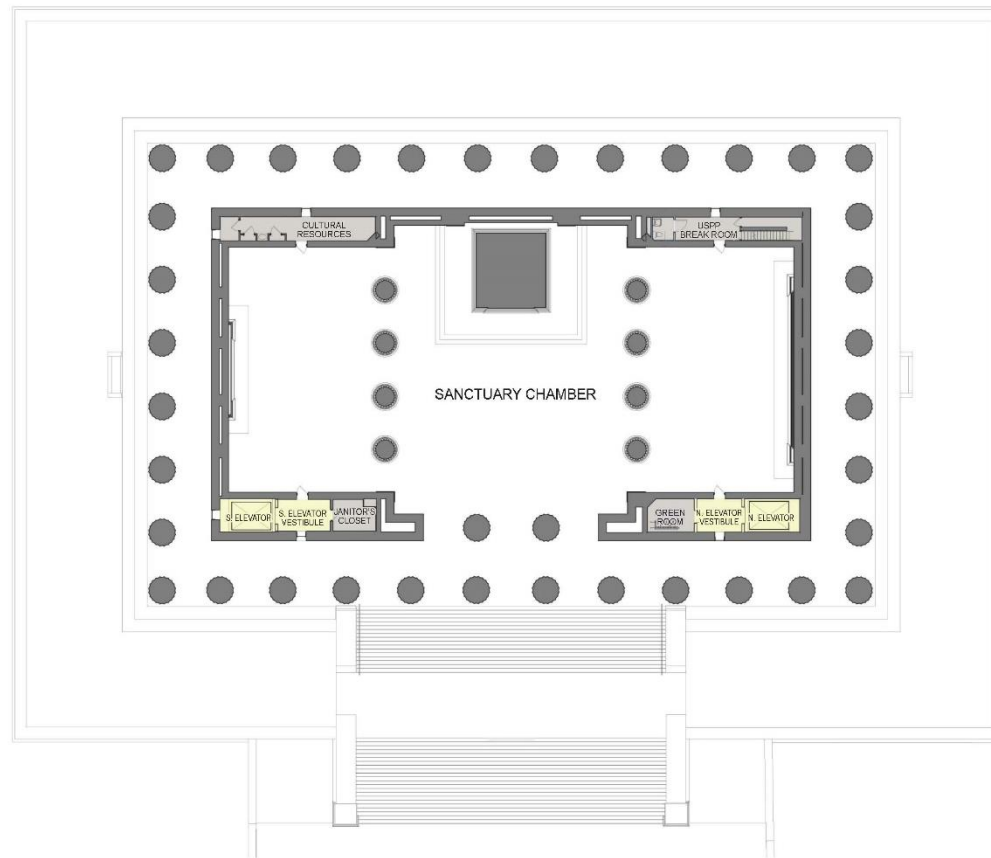


Date

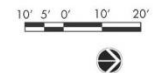
# Memorandum of Agreement The Lincoln Memorial Rehabilitation Project

## Appendix A: Preferred Alternative

National Park Service  
US Department of the Interior  
National Mall and Memorial Parks  
District of Columbia



LEGEND  
RETAIL  
CIRCULATION  
RESTROOMS  
EXHIBIT  
BACK OF HOUSE  
LIMITED ACCESS/  
NOT VISIBLE



Lincoln Memorial Rehabilitation

Proposed Action, Chamber Level Plan



# Memorandum of Agreement

## The Lincoln Memorial Rehabilitation Project

National Park Service  
US Department of the Interior  
  
National Mall and Memorial Parks  
District of Columbia



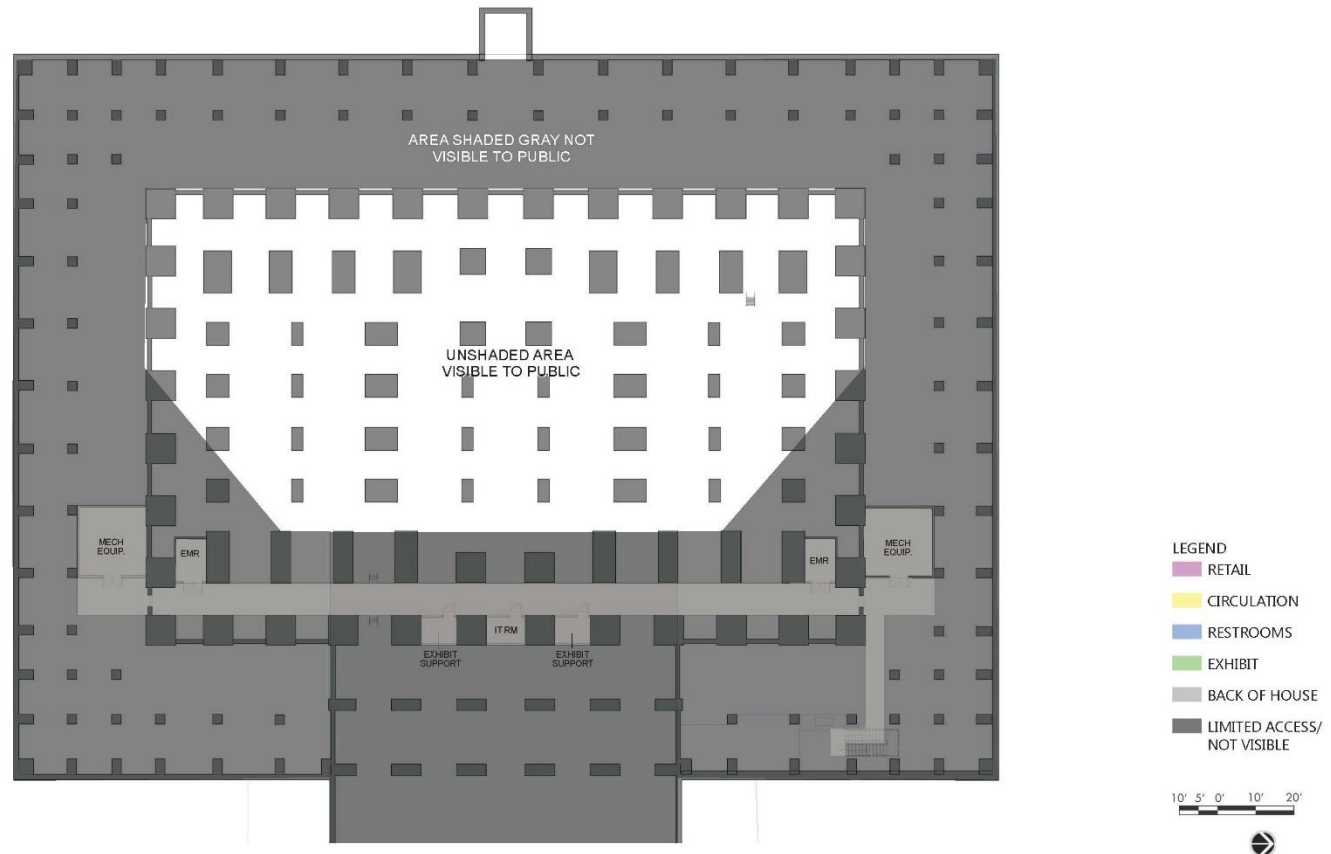
Lincoln Memorial Rehabilitation

Proposed Action, Exhibit Level Plan

# Memorandum of Agreement

## The Lincoln Memorial Rehabilitation Project

National Park Service  
US Department of the Interior  
National Mall and Memorial Parks  
District of Columbia

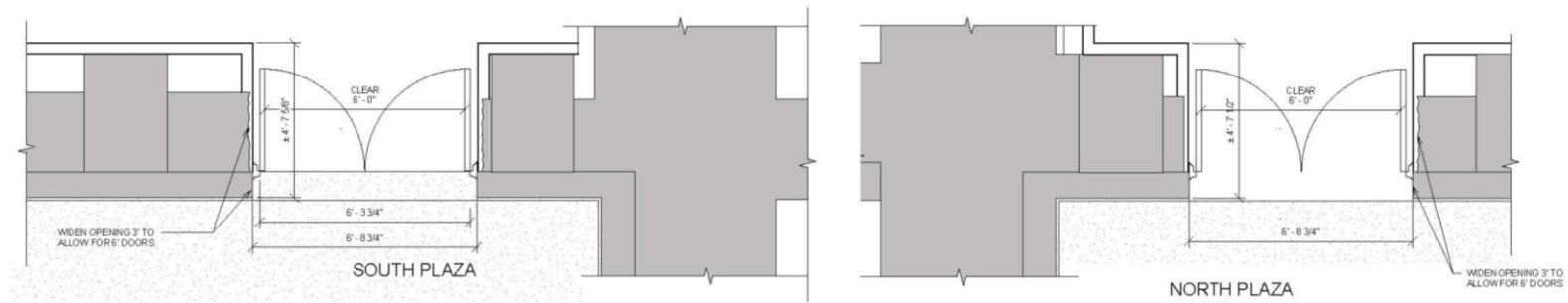


Lincoln Memorial Rehabilitation

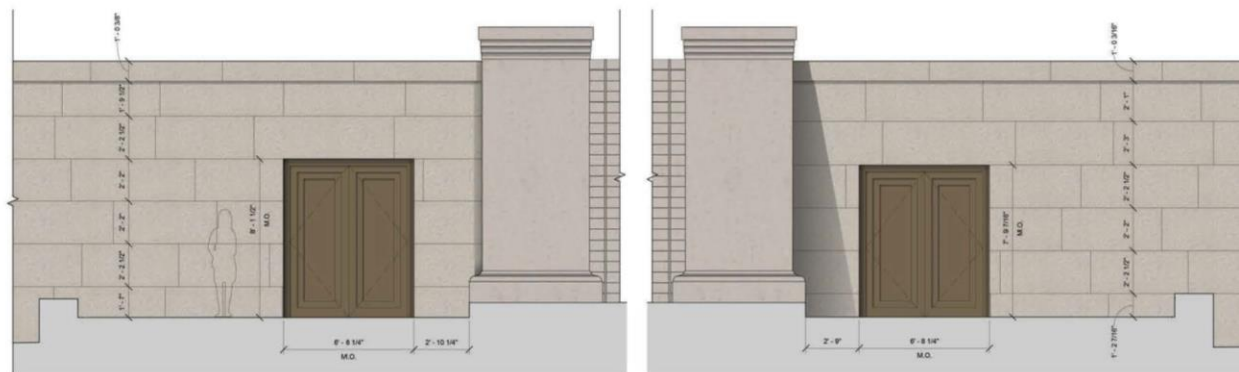
Proposed Action, Undercroft Level Plan

# Memorandum of Agreement The Lincoln Memorial Rehabilitation Project

National Park Service  
US Department of the Interior  
National Mall and Memorial Parks  
District of Columbia



Plan View



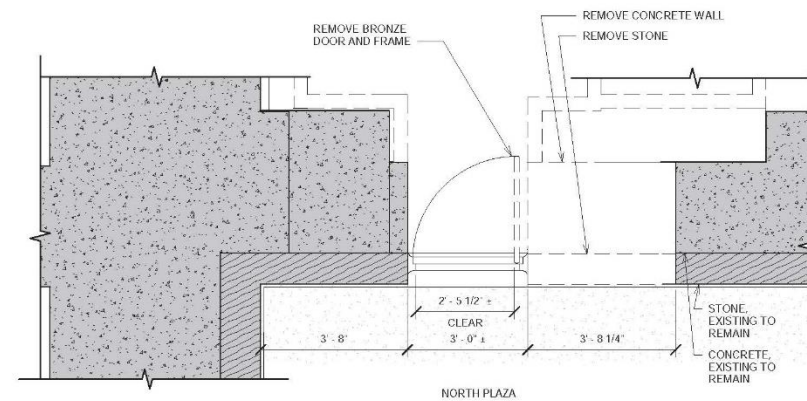
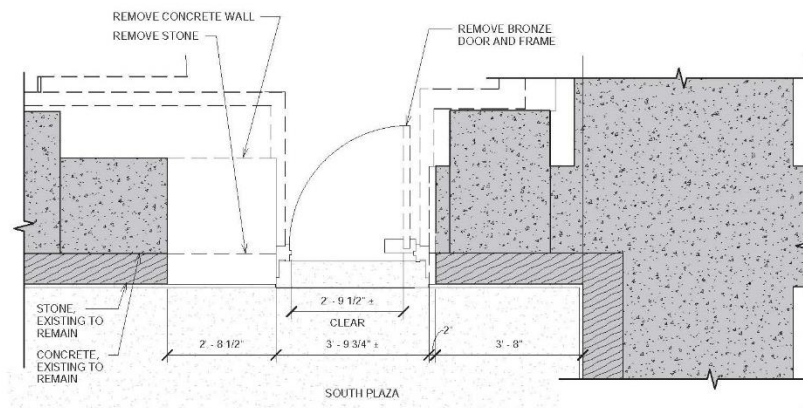
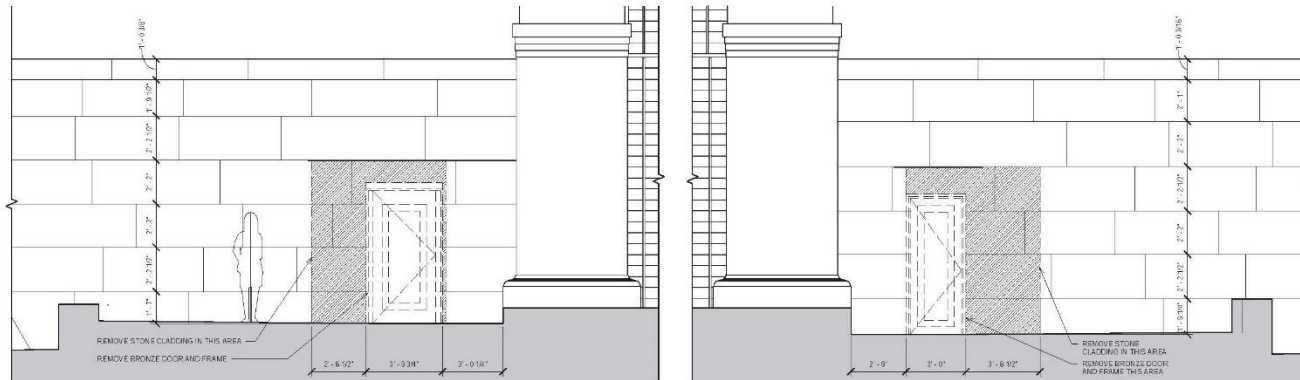
East Elevation

Lincoln Memorial Rehabilitation  
Environmental Assessment

Proposed Action, Exterior Doors

# Memorandum of Agreement The Lincoln Memorial Rehabilitation Project

National Park Service  
US Department of the Interior  
National Mall and Memorial Parks  
District of Columbia



Lincoln Memorial Rehabilitation  
Environmental Assessment

Demolition Impacts for 72-Inch Exterior Doors

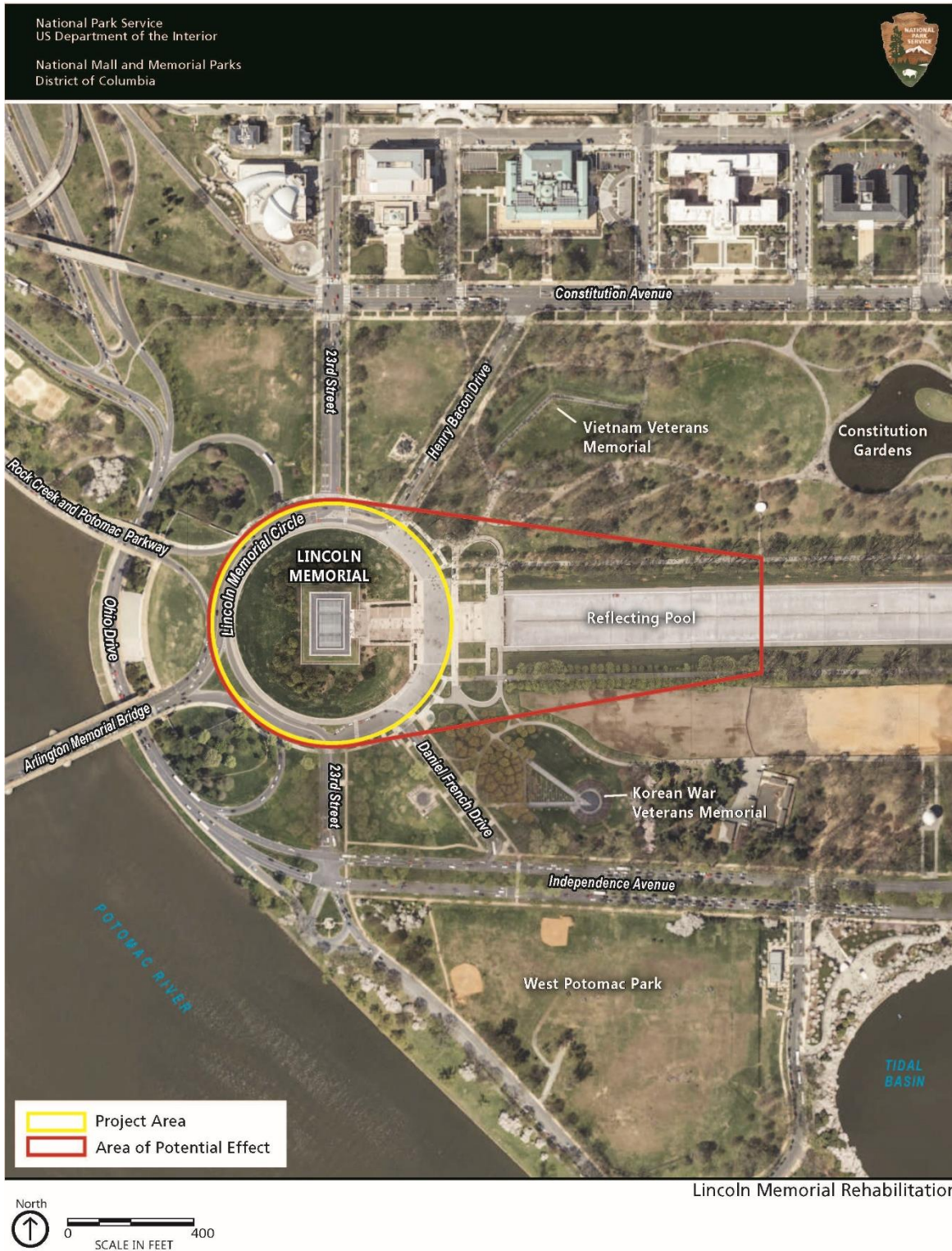






# Memorandum of Agreement

## The Lincoln Memorial Rehabilitation Project



Lincoln Memorial Rehabilitation

**Project Area and  
Area of Potential Effect**

**Memorandum of Agreement  
The Lincoln Memorial Rehabilitation Project**

**Appendix C: List of Consulting Parties**

Advisory Council on Historic Preservation  
DC Department of Transportation  
DC Preservation League  
District of Columbia State Historic Preservation Office  
Eastern National  
Guild of Professional Tour Guides  
National Capital Planning Commission  
National Coalition to Save Our Mall  
National Parks Conservation Association  
National Trust for Historic Preservation  
The Committee of 100 on the Federal City  
US Commission of Fine Arts

**Memorandum of Agreement**  
**The Lincoln Memorial Rehabilitation Project**

**Appendix D: Summary of Adverse Effects Determination**

<b>Historic Property</b>	<b>Alternative A: No Action</b>	<b>Alternative B: NPS Preferred</b>	<b>Alternative C: Improve Existing</b>
<b>Historic Structures</b>			
Lincoln Memorial Exterior	No effect	<i>Adverse effect</i> -Removal of historic material for door enlargement -Change in historic appearance due to larger doors	<i>Adverse effect</i> -Removal of historic material for door enlargement -Change in historic appearance due to larger doors -Less intense than Alternative B
Lincoln Memorial Interior	No effect	<i>Adverse effect</i> -Removal of historic material on chamber level for new elevator in areas not visible to public -Removal and replacement of historic material on the exhibit level for the new structural elements -Change in appearance and character of undercroft for installation of new exhibit area -Introduction of new materials and design in the undercroft	<i>Adverse effect</i> -Removal and replacement of historic material on the exhibit level for the new structural elements -Change in appearance and character of undercroft for expanded visitor area, but concentrated under raised terrace -Introduction of new materials and design in the undercroft
<b>Cultural Landscapes</b>			
Lincoln Memorial Grounds and West Potomac Park Cultural Landscape	No effect	No adverse effect	No adverse effect
The National Mall Cultural Landscape	No effect	No adverse effect	No adverse effect
Constitution Gardens Cultural Landscape	No effect	No adverse effect	No adverse effect
<b>Historic Districts</b>			
East and West Potomac Parks Historic District	No effect	No adverse effect	No adverse effect
<b>Archeological Resources</b>			
No archeological resources present in APE	N/A	N/A	N/A



**Memorandum of Agreement  
The Lincoln Memorial Rehabilitation Project**

**Appendix E: Examples of Historic Graffiti**

