

MEMORIALS AND MUSEUMS MASTER PLAN

NATIONAL CAPITAL PLANNING COMMISSION
September 2001

The National Capital Planning Commission, the Commission of Fine Arts, and the National Capital Memorial Commission are the three federal agencies responsible for approving the location and design of new commemorative works on federal land. Since 1997 these three agencies have worked together as a joint task force to explore the issues affecting future memorials and museums. Congress has directed the National Capital Planning Commission to develop this master plan in consultation with the other two review bodies. A team of nationally recognized planning and design professionals has assisted in this effort. The master plan was issued in draft form in December 2000 and widely circulated for public comments. The task force carefully considered those comments in the preparation of this final plan. Supplemental and technical master plan material can be found at www.ncpc.gov.

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West Potomac Park near the Lincoln Memorial and Memorial Bridge offers an appropriate setting for small scale future memorial features and potential water shuttle landing areas.

INTRODUCTION

The memorials and museums that define Washington's Monumental Core express America's connections to its past and aspirations for its future. They help us understand what it means to be an American. However, as the demand for new memorials and museums in the National Capital continues to grow, there are concerns that the unabated construction of these attractions will overwhelm the historic open space on the National Mall and surrounding area. The National Capital Planning Commission, in cooperation with the Commission of Fine Arts and the National Capital Memorial Commission, has prepared this Memorials and Museums Master Plan to guide the location and development of future commemorative and cultural facilities in the District of Columbia and its environs. The master plan preserves the capital's open space, ensures that future generations of Americans will have an abundant supply of preeminent sites for their own museums and memorials, and reflects public consensus on where those sites should be.

The master plan extends the vision for Washington's Monumental Core as expressed in *Extending the Legacy: Planning America's Capital for the 21st Century*, a long-range planning framework released by the National Capital Planning Commission in 1997. In the *Legacy* vision, new museums, memorials, and other public buildings, strategically distributed to all quadrants of the city, can help generate local investment and contribute to community renewal. This master plan builds on Washington's great urban design traditions of the L'Enfant and McMillan Plans and recognizes that the symbolic city can enrich the economic, social, and cultural life of those who live and work in it.

This master plan identifies 100 potential sites for future memorials and museums and provides general guidelines for their development. Through this plan, the review agencies responsible for public land and federal commemorative policies have taken a broad look to identify good locations for future facilities. The plan does not suggest which individuals or historic events are suitable subjects for

commemoration. Nor does it propose specific memorial designs or recommend funding strategies. Authorizing commemorative works is the responsibility of Congress. Design and funding are usually carried out by private sponsoring organizations.

The plan is intended to be a flexible, "living" document that can and should be revised as development opportunities and commemorative needs change. Some of the proposed sites are available now for new construction; others require significant infrastructure changes before they will be ready for new development. The sites in the plan's sensitive Area I are stipulated; however, the sites in Area II are simply recommended. For development proposals in Area I, the review commissions will consider only the 18 sites identified in this master plan. While the plan's sites in Area II are strongly suggested, memorial and museum sponsors are free to explore additional locations, although all sites are subject to final approval by the review bodies under the provisions of the Commemorative Works Act.

While the majority of master plan sites are located on federal land, some are on District or private land. The master plan calls for, and the commissions are committed to, full and timely consultation with all stakeholders—local residents, business and civic groups, and federal and city government agencies—as development proposals are considered. The master plan envisions future memorials taking many forms—gardens, plazas, cultural centers—all serving as city amenities for the enjoyment of visitors and residents.

The Memorials and Museums Master Plan is an effort to balance the need to protect the beauty and openness of Washington's Monumental Core with the desire of memorial and museum proponents to locate their attractions on prominent sites in the Nation's Capital. The plan offers a new landscape of commemoration that will strengthen and enhance Washington's unique character.

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A CALL TO ACTION

Background

From 1900 to 2000, an average of one new memorial was dedicated in the Nation's Capital each year. Presently, there are twelve memorials authorized by Congress under the Commemorative Works Act (CWA) that are in various stages of development. Four new memorial proposals were introduced in the 106th session of Congress. And, with each passing year, more and more new ideas surface for commemorative works in the city. In the past 20 years, Congress has authorized 21 new memorials, 7 of which have been built near the Mall. If past trends continue, there could be more than 50 additional memorials in the heart of the Nation's Capital by 2050. Interest seems to be growing as well among sponsors of new museums and cultural centers aimed at recognizing and displaying the contributions, traditions, and artifacts of American society.

Over the last several years, ideas for new museums representing such familiar aspects of American everyday life as health and medicine, sports, music, and news, and vocations such as law enforcement and military service have been promoted for sites in the close-in portions of the District of Columbia. With the completion of construction of the National Museum of the American Indian at 3rd Street and Maryland Avenue, SW, the McMillan Plan for the Mall will be complete. No undeveloped sites for major new museums within the area between 3rd and 14th Streets remain. Nevertheless, as evidenced by current proposals, efforts to establish new storehouses of our nation's treasures abound.

Demands are increasing for prime locations in the heart of the Nation's Capital for new memorials and museums. At the same time, many people believe that the Monumental Core may soon surpass its capacity to accommodate these activities. Some believe we are encroaching on the settings of existing memorials, threatening the loss of the historic designed landscapes and features that make the Mall and its adjacent areas special places for residents and visitors alike.

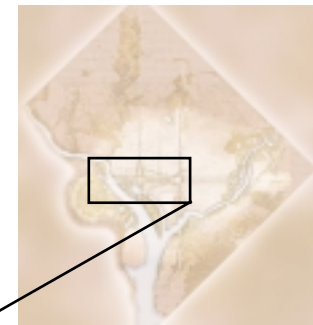
The goal of the Memorials and Museums Master Plan is to identify and promote new memorial and museum sites outside the Monumental Core—in accordance with *Extending the Legacy*, NCPC's vision for the 21st Century. Dispersing memorials and museums beyond the Monumental Core is seen as a way of protecting the Mall and adjacent areas while at the same time offering new opportunities for commemoration, education, and exhibition that are appealing to sponsors and that enrich the entire city. This master plan builds on the work of the Joint Task Force on Memorials (JTFM), an interagency group comprised of NCPC, the Commission of Fine Arts (CFA), and the National Capital Memorial Commission (NCMC). This master plan addresses the following issues:

- *Identifying the suitable sites in the Nation's Capital that are available to handle the memorials and museums that the nation will want to accommodate well into the 21st century.*
- *Developing concepts for new memorial and museum sites that reinforce the historic urban design features of the city, do not intrude upon the settings of existing memorials or museums, and result in minimal adverse environmental and transportation impacts and positive economic and other effects on the culture of local neighborhoods.*
- *Finding a way to make memorials and museums "work for a living" while also allowing them to be effective forms of commemoration or important centers of scientific and cultural information.*

The master plan is a planning tool to help guide the location and development of memorials and museums in the Nation's Capital. It identifies appropriate locations and sites for future memorials and museums, comprehensively evaluates potential sites, and offers ideas on specific actions and strategies that NCPC and others should take to achieve the goals of the plan.



Figure 1-1
The 1986 Commemorative Works Act distinguishes between Area I and Area II.



Commemorative Works Act

The Commemorative Works Act of 1986 (CWA) provides standards for the placement of memorials on certain federal land in the District of Columbia and environs. No such similar legislation exists to guide the establishment of museums in the city, although Congress frequently authorizes national museums on federal lands. The District Government is in the process of reestablishing its review process for memorials on District land. Congress must authorize memorials that are subject to the CWA. The CWA makes a distinction between the close-in portions of the Nation's Capital, where commemorative works of "preeminent historical and lasting significance" to the Nation may locate, and areas outside this zone where works of "lasting historical significance" can be placed.

The CWA refers to these two mapped precincts as Area I and Area II. These areas are shown on Figure 1-1.

A number of federal bodies are responsible for memorials in the city, hence their involvement in this master plan study. The CWA established the National Capital Memorial Commission (NCMC) to advise the Secretary of the Interior, the Administrator of the General Services Administration, and Congress on policy and procedures for establishing commemorative works in the District of Columbia and environs. The Director of the National Park Service (NPS) serves as Chairman of the NCMC, which is staffed by NPS personnel. NPS staff assists memorial proponents in the development of their proposals and in the review and construction of memorials once Congressional authorization has been granted. The Act requires that sponsors consult with NCMC in selecting sites and designs for commemorative works. In addition, Congress regularly consults with NPS and NCMC on memorial proposals and initiatives.

Before construction commences, memorials must receive the approval of NCPC, CFA, and either the Secretary of the Interior or the Administrator of the General Services Administration, as appropriate. In considering each memorial's site and design, the approval authorities are required to apply certain criteria, including the memorial's proposed setting, its potential encroachment on existing memorials, and the durability of its proposed materials. There is no such formal process for the establishment of national museums. Regardless, whether authorized by Congress or not, new museums locating on federal land in the District of Columbia must receive approval from NCPC and review by CFA.

Existing Memorials and Museums

As of June 2001, there were 155 memorials and 74 museums on public land in the District of Columbia and environs. Of the memorials, 59 are located in Area I and 96 in Area II (as shown in Figure 1-1). The vast majority of memorials can be found in the original L'Enfant City, mostly in the Northwest quadrant of the city. Five memorials are located in the Southwest quadrant and five in the Northeast quadrant—there are no memorials in Southeast Washington and, in terms of local political boundaries, there are no memorials in Wards 5, 7, and 8. Ward designations relate to present (2001) boundaries. Some ward boundaries will change in January 2002.

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Most memorials are sited in open space settings on National Park Service land, though few memorials are located on the Mall. This may be due, in part, to the existing restriction in the *Comprehensive Plan for the National Capital*, prohibiting memorials in the tree panels and greensward of the Mall, which is between 3rd and 14th Streets. In Virginia, there are several memorials within Arlington National Cemetery, along Memorial Avenue leading into the cemetery, and along the George Washington Memorial Parkway.

Many of the existing museums are under the control of the Smithsonian Institution and are located on the Mall. Others are in close-in residential neighborhoods; downtown office districts; and the heart of the city. Museums are not subject to the Commemorative Works Act, but it happens that Area I contains 28 museums—these are mostly located along the Mall, along Constitution Avenue (between 15th and 17th Streets, NW), and near the White House—and Area II contains 48 museums. There are no museums in Wards 5 or 7. The Anacostia Neighborhood Museum is located in Ward 8.

Joint Task Force on Memorials

In order to examine issues related to memorials in the Nation's Capital, NCPC formed a Memorials Task Force in 1996 and was joined in October 1997 by representatives of CFA and NCMC. Under the provisions of the CWA, these three federal bodies have review authority over memorials in the Nation's Capital. NCPC, which was first established in 1924, is the central planning agency for the federal government in the National Capital Region, which covers the District of Columbia and surrounding cities and counties in Maryland and Virginia. NCPC reviews and approves federal and District of Columbia government master plans and construction proposals, and engages in comprehensive and long-range planning for the federal government in the region. NCPC is responsible for approving memorials and museums on federal land.

CFA, which was established in 1910, is comprised of presidential appointees who review designs and locations of federal and municipal government projects, memorials on public lands, and private construction in the Georgetown area and on lands abutting the Monumental Core of Washington D.C. and Rock Creek Park. It also approves memorials authorized by Congress under the CWA.

NCMC was established in 1986 to assist Congress and the two principal memorial landholding agencies, the Department of the Interior and the General Services Administration (GSA), in implementing the Commemorative Works Act. The NCMC is an advisory board comprised of representatives from:

- *Federal agencies with either jurisdiction over land in the Monumental Core or review responsibilities for memorials placed therein*
- *The Mayor of the District of Columbia*
- *The Architect of the Capitol*
- *The American Battle Monuments Commission*

The NCMC advises Congress, the Secretary of the Interior, and the Administrator of GSA on the appropriateness of subjects for commemoration and on the location and design of memorials on land under their jurisdiction.

Functioning as the Joint Task Force on Memorials, representatives from these three agencies examined a broad range of issues related to memorials, including:

- *Locations and designs of memorials that preserve open space and historic resources in the Monumental Core, while distributing cultural and commemorative resources throughout the city.*
- *Potential changes to the boundaries of Areas I and II in the CWA.*
- *Actions by review and approval bodies to encourage memorial sponsors to locate in Area II.*
- *Consideration of a moratorium on new memorials in Area I—restrictions that would go beyond those already in place, as set forth in the Comprehensive Plan for the National Capital, for the area on the Mall between 3rd and 14th Streets.*

The task force, over the past three years, has addressed these issues. It has adopted a Commemorative Zone Policy that establishes a *Reserve* in the central portion of the Monumental Core in which no new memorial sites will be permitted. The task force has also developed ideas for dispersing memorials throughout the city and prepared recommended changes to the CWA aimed at improving the process of establishing national memorials. The task force has invited experts from around the country to share their ideas on how best to accommodate new memorials and museums. It has met with Congressional representatives, relevant committee staff, the Mayor's office, city council members and council staff, Arlington County representatives, and citizen groups and has regularly informed these parties of the task force's work and sought their comments.



Figure 1-2 Adopted Commemorative Zones

Memorial Zones

- The Reserve*
- Area I*
- Area II*
- Architect of the Capitol*

Commemorative Zone Policy

Based on the recommendations of the task force, NCPC, CFA, and NCMC, in independent actions, adopted a Commemorative Zone Policy in January 2000. The policy reflects input from the public, the District Council, representatives of the D.C. Office of Planning, and members of Congress. The policy does several things:

- *Preserves the integrity of the Monumental Core and its open space, recreation lands, and scenic qualities by limiting memorials in the close-in portions of the Core.*
- *Encourages memorials to locate in all quadrants of the city as a way of enhancing neighborhoods and supporting local revitalization efforts.*
- *Supports ideas in Extending the Legacy which call for increasing the public's use of the city's waterfronts and strengthening the important North, South, and East Capitol Street axes.*

The Commemorative Zone Policy calls for the establishment of an area termed the *Reserve*, which encompasses the central cross axis of the National Mall formed by its primary resources—the U.S. Capitol, Lincoln Memorial, White House, Washington Monument, and Jefferson Memorial. The White House, Washington

Monument, and Jefferson Memorial define the Reserve's north-south axis. (See Figure 1-2). The U.S. Capitol, Washington Monument, and Lincoln Memorial define the east-west axis.

Under the adopted Commemorative Zone Policy, no new memorial or museum sites will be approved for this cross-axial area. The new policy is designed to preserve the urban design integrity of the Nation's Capital and to encourage placement of new memorials and museums in strategic locations throughout the city. The policy does not apply to the grounds of the U.S. Capitol, which are under the jurisdiction of the Congress through the Architect of the Capitol. While these grounds are technically not part of the Reserve, the Commemorative Zone map on the following page recognizes that the Capitol Grounds are an inappropriate location for the construction of monuments or memorials. The policy also delineates an expanded boundary for Area I, which is federally-owned land surrounding the Reserve. Area I generally is bounded by Constitution and Pennsylvania Avenues to the north, the area surrounding the U.S. Capitol that is under the jurisdiction of the Architect of the Capitol to the east, Maryland Avenue and the 14th Street Bridge to the south, and Boundary Channel Drive and Arlington National Cemetery to the west. Area I was first delineated in 1986 in the CWA and this plan recommends expansion to the west of the Potomac River.



This Potomac River view of the Lincoln Memorial defines the dignity and setting of our nation's prominent memorials, whose purpose can be complemented by future commemorative actions.

Area I includes Constitution Gardens, the Smithsonian museums on the Mall, West Potomac Park, the Federal Triangle, Columbia Island, and portions of the Potomac waterfront. In the new policy, Area I is considered to be a sensitive area designated for commemorative works of preeminent historic and national significance. *Area II* encompasses the rest of the city with emphasis on the important North, South, and East Capitol Street axes, as well as circles and squares on major avenues, waterfronts, urban gateways, and scenic overlooks. It is in this area where the task force will encourage development of new commemorative works.

The policy recognizes that although the sponsors of new memorials are generally required to raise private funds for construction, any memorial locating on public land in the Nation's Capital or its environs receives an enormous subsidy in the form of irreplaceable federal property. Furthermore, the value of such land grows immensely as demand for close-in sites increases. Creating incentives for locating memorials on other sites (outside the *Reserve* and beyond *Area I*, where demand may not be as intense as it is for sites in the Core) could require an infusion of public funds to address unique site development issues.

The new policy affects only new memorial proposals, not those that already have received approval by the respective approval bodies. The policy (including the establishment of the *Reserve*) is part of proposed amendments to the CWA that have been transmitted to Congress. The amendments will clarify and strengthen the CWA and provide guidance to those responsible for establishing memorials in the Nation's Capital. In 2000, these amendments passed the Senate in S.311, but were not acted on by the full House of Representatives.

Purpose of Study

The Memorials and Museums Master Plan, which has been prepared in close cooperation with CFA and NCMC, builds upon the general principles laid out in the Commemorative Zone Policy. This Master Plan has two major purposes. First, federal agencies responsible for memorials and museums in the city have an obligation to ensure that suitable memorial and museum sites are available for future generations. The technical document accompanying this plan contains inventories of existing memorials and museums within the District and its environs and a forecast of future memorial and museum demands.

This plan also contains a recommended framework (based on historic planning influences, urban design considerations, and current planning and development initiatives) for locating future sites. Also included are general guidelines for where and how memorials and museums should be accommodated on key sites in the Nation's Capital over the next 50 years.

The plan's siting criteria, general guidelines, and implementation strategies are intended to serve as tools that federal decision-makers, local officials, community residents, and prospective memorial and museum sponsors can draw upon to help guide the future development of memorials and museums within Washington, D.C. and close-in portions of Arlington County.

The recommendations contained in this plan are directed at national museums and major commemorative works of national significance (e.g., memorials subject to the Commemorative Works Act). Nevertheless, the plan recognizes that there are individuals, groups, and events of local or regional significance that deserve recognition and that Washington, D.C. serves multiple purposes—National Capital, home to over 500,000 city residents, and the center of a growing metropolitan area of 4.5 million residents. While the master plan's focus is on national memorials and museums, the plan's recommendations can also help provide a framework for District of Columbia planning officials to meet local commemoration needs. In addition to the twelve District-controlled sites in this report, the District plans to identify other District sites suitable for local memorials.

Secondly, the master plan is intended to advance the vision for the Monumental Core expressed in *Extending the Legacy: Planning America's Capital for the 21st Century*, released by NCPC in November 1997. The Legacy Plan proposed placing memorials and museums and other federal activities outside the traditional core of the city, in locations that provide not only appropriate settings for commemorative works but also satisfy important local economic and neighborhood objectives. This master plan builds on *Legacy* and treats memorials and museums as more than simply objects or emblems. As important contributing elements within the urban landscape, they can enhance and strengthen civic spaces. A basic premise of this master plan is that memorials and museums, properly placed and sensitively designed, can provide a source of community identity and pride, bolster local neighborhood revitalization efforts, and serve as a means of expanding neighborhood-based tourism.

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Figure 2-1 L'Enfant Plan for Washington, 1791



THE FRAMEWORK

Washington is blessed with a great number and wide variety of public open spaces, from waterfront parks to urban plazas. As a result, there are literally hundreds of possible commemorative sites in the District. To help select the most appropriate sites, NCPC, in consultation with CFA and NCMC and expert urban design consultants, developed a commemorative framework based on established design considerations. This framework provides an organizational hierarchy of sites for today and for the future.

Planning Influences

Several bold concepts set forth in historic and current plans strongly influenced the development of the framework and the identification of potential sites. The most important plans include the L'Enfant Plan, the McMillan Plan, the Federal Elements of the *Comprehensive Plan for the National Capital*, and NCPC's *Extending the Legacy*.

The L'Enfant Plan of 1792 established the physical layout of Washington. Located within the confines of the Anacostia and Potomac Rivers, the Florida Avenue escarpment, and the Anacostia Hills, the Plan recognized the importance of natural features.

Although various components have been lost or intruded upon over the last 210 years, the L'Enfant Plan continues to be the single greatest urban design influence in the District of Columbia. The central positions of the Capitol Building and the White House, the basic shape of the original L'Enfant City, and the urban grid are shown on the L'Enfant Plan. Figure 2-1 depicts the broad urban design direction of the L'Enfant Plan.

The McMillan Plan was a continuation and expansion of the L'Enfant Plan and, in response to growth, an early effort aimed at comprehensively planning the City of Washington. Prepared in 1902, the McMillan Plan grouped public buildings, including the Federal Triangle, to accommodate and organize governmental activities.

The McMillan Plan also stressed the importance of open space in the city. It established a park system and proposed connecting the Civil War forts that encircled the city with a parkway. The McMillan Plan also concentrated resources in key locations throughout the city. Through these and other efforts, the Plan expanded the city past the boundaries of the L'Enfant Plan. Figure 2-2 illustrates many of the urban design concepts proposed in the McMillan Plan for the Monumental Core. The *Comprehensive Plan for the National Capital*, published jointly by NCPC and

the District of Columbia government, is the principal planning document guiding federal development in the National Capital Region. The Plan includes policies that recognize and protect the most important components of both the L'Enfant and McMillan Plans. The Comprehensive Plan protects the historically significant and symbolic avenues, streets and parkways, reservations, squares, and circles that contribute to the spatial organization of the city by designating them as Special Streets and Special Places. Special Streets provide important symbolic and physical connections between key areas of the city; Special Places serve as places of public amenity and as focal points for important civic activities.

Extending the Legacy was prepared in 1997 by NCPC. *Legacy* proposes to re-establish the U.S. Capitol as the center of monumental Washington by guiding federal activities and civic features to portions of North, South, and East Capitol Streets, thereby extending redevelopment into each quadrant of the city. In addition, the plan recommends removing intrusive elements that interrupt the L'Enfant Plan, such as surface freeways and rail lines. *Legacy* also promotes the enhancement of natural resources and waterfront lands. It removes barriers that have divided communities and hampered mobility throughout the city, while proposing new connections between neighborhoods. Figure 2-3 illustrates the planning guidance included in *Extending the Legacy*.

Figure 2-2 The McMillan Plan



Framework Intent

Washington, D.C. is a symbolic city where many of the nation's values—democracy, opportunity, diversity, and mobility—were born and are defended and redefined. As the primary showplace for the nation's commemorative works and most treasured artifacts, the National Mall plays an important role in symbolizing these core values. The special commemorative and cultural resources present in the Mall area, the careful planning that has shaped its development over time, and its unique appearance make it an enduring Special Place. The primary purpose of the Master Plan Framework is to establish and illustrate an organizational hierarchy for identifying and evaluating current and future commemorative sites consistent with the urban design traditions of Washington. The framework:

- *Highlights the special character of key locations outside the Monumental Core.*
- *Utilizes existing natural features, including waterways, natural areas, and urban spaces, as a physical foundation.*
- *Balances the magnificent distances of the L'Enfant Plan with the concentrated core and connected open spaces of the McMillan Plan.*
- *Incorporates selected Special Streets and Special Places from the Comprehensive Plan to re-center the city around the U.S. Capitol and the White House.*
- *Encourages revitalization of urban areas in a manner that is consistent with the Legacy vision.*

This distribution to key points in the city can serve as a catalyst for revitalization of long-neglected areas and as focal points for community pride. By integrating ceremonial spaces with everyday spaces, the framework also recognizes that Washington, D.C. must function as both a national capital and as a hometown. The framework includes a strong commitment to ecological protection, environmental stewardship and historic preservation. It reconnects the built environment with the natural surroundings, focusing on the waterfront and places where the axial geometry crosses topographic high points. The framework's emphasis on the waterfront offers numerous opportunities for environmental protection and reclamation, and proposes to increase public access to the city's long-neglected, but valuable, water resources. The framework also emphasizes the important role that memorials and museums can play in fostering neighborhood revitalization throughout the city.

Figure 2-3 *The Legacy Plan*

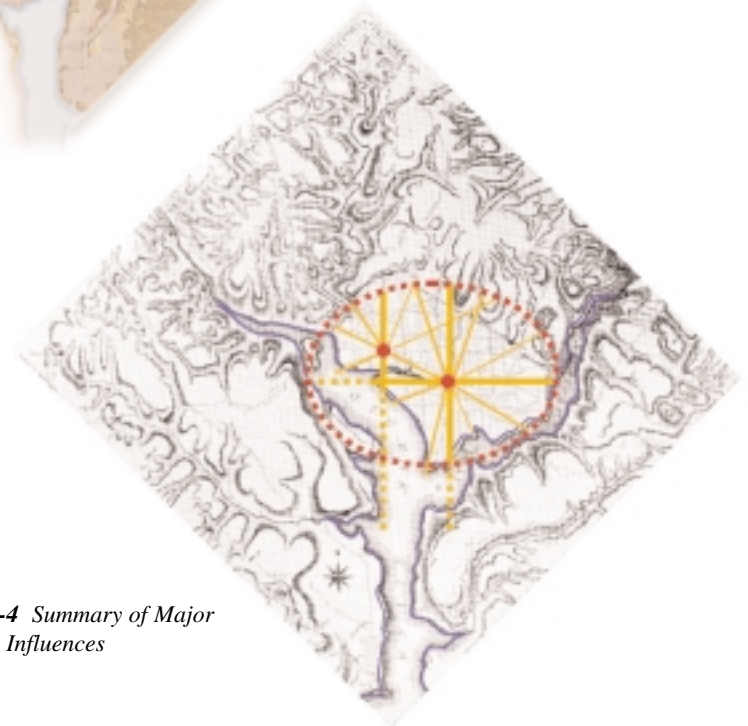


Figure 2-4 *Summary of Major Planning Influences*

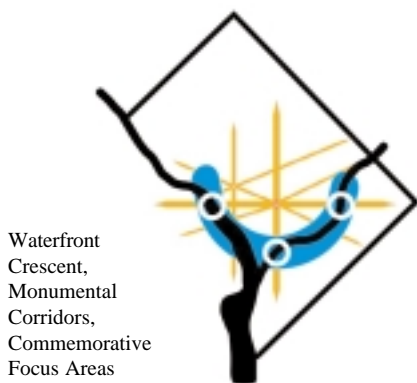
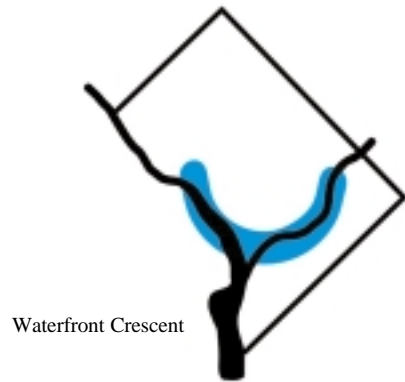


Potential view within the North Capitol Street Monumental Corridor as proposed public space improvements could redefine the character and vitality of this important L'Enfant street.

The framework recognizes that memorials and museums can be powerful tools for bolstering economic development. By providing a neighborhood with civic beauty and giving residents a sense of ownership and pride, memorials and museums can further revitalization efforts. Such benefits have been realized in the area surrounding the Navy Memorial. As a long-term guide, it focuses on redefining key areas and reclaiming lost opportunities throughout the city. The framework has been designed to offer policymakers the flexibility to accommodate change over time. The framework honors the past, embraces the natural setting of the Nation's Capital, and recognizes important economic activity areas and neighborhoods. It is a framework upon which the nation's history, values, and dreams can be exhibited for future generations. It connects key economic activity areas and neighborhoods throughout the city with the Monumental Core.

The framework continues and builds upon the historical foundations of the early planning efforts and urban design traditions that make Washington, D.C. a renowned capital city. It honors the past, yet responds to modern-day realities and needs. It does not attempt to create one or more new Malls. Rather, the framework preserves the historic open space of the traditional Monumental Core area and, in new ways, creates a special character in other strategic places throughout the city.

By dispersing memorials and museums beyond Washington's traditional federal precincts and bringing the benefits of these national attractions to city neighborhoods and commercial districts, the framework supports fundamental American values. Rather than concentrate cultural resources in traditional federal precincts, the framework places them in all quadrants of the city.

Figure 2-5 Framework Components

Framework Components

The framework incorporates, and is based upon, the natural landforms and physical features that formed the boundaries of the original city, supported by an internal network of distinctive urban features that offer appropriate locations for future memorials and museums. The physical foundation has three elements: a crescent-shaped band that follows the general alignment of the Potomac and Anacostia Rivers along the southern border of the Monumental Core; the principal roadways that radiate from the White House and U.S. Capitol; and focal areas that are formed by the intersection of these major streets with the waterfront.

The framework suggests key opportunity areas and potential sites that have distinction and that can accommodate new memorials and museums. Figure 2-5 illustrates the principal framework elements in a sequence of images that depicts their relationship and context to the city's natural and cultural features.

The framework's most important element is the *Waterfront Crescent*. The Waterfront Crescent is aligned on major waterfront lands along the Potomac and Anacostia Rivers. These open spaces along the District's waterfront offer prime, visible areas for commemoration, especially at points where major axes that radiate from the U.S. Capitol intersect the waterway.

The framework's crescent shape is strengthened internally by a lattice of *Monumental Corridors*. These Corridors include Special Streets and the circles, squares, reservations, and corner parks formed by the intersection of the city's diagonal avenues with the orthogonal grid system.

The intersection of the Waterfront Crescent and the major Monumental Corridors offers a special opportunity for a concentration of commemorative works. These *Commemorative Focus Areas* include the three areas where the Waterfront Crescent intersects with the western extension of the National Mall, with South Capitol Street, and with East Capitol Street.

Inherent in the framework are several urban design principles that can be used to organize commemorative opportunity areas. These principles are based on symbolic prominence, visual linkages, and aesthetic quality. For example, to reinforce the focal importance of the U.S. Capitol and the White House, the framework includes areas that have symbolic axial relationships to either central element. The framework also includes areas that have strong visual connections with other existing major commemorative resources. Also included in the framework are areas with distinct identities and unique aesthetic qualities, such as natural beauty, notable architecture, and clusters of civic art. Although the master plan framework is based largely on the *Waterfront Crescent*, *Monumental Corridors*, and *Commemorative Focus Areas*—key elements of the Monumental Core—it recognizes that commemoration should not be contained within the bounds of the original L'Enfant City.

**Figure 2-6 Framework Summary Diagram**

The framework's extension of the roadway lattice reaches out to include various distinctive communities, such as neighborhoods, historic resources, and natural areas beyond the Monumental Core. Inclusion of these important, vibrant communities is crucial both to the economic and social development of the communities themselves and to the overall vitality of Washington, D.C.

Furthermore, the framework does not preclude the selection of site areas that are located beyond the framework elements. This framework is not a tool for including or excluding possible sites; rather, it is an attempt to organize and promote certain areas as suitable locations for commemorative and cultural resources. Figures 2-6 and 2-7 illustrate the generalized elements of the master plan framework.

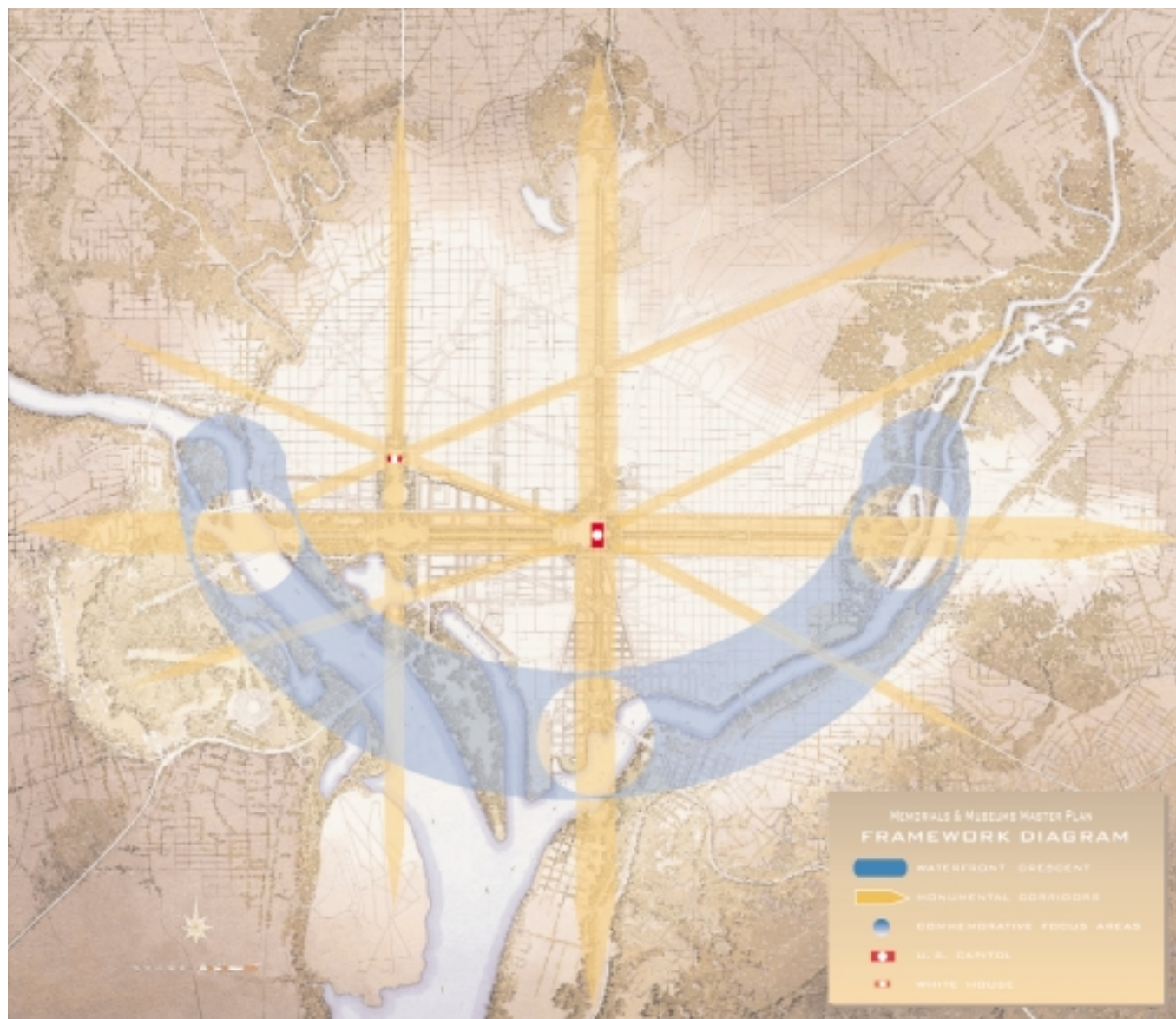


Figure 2-7 The Framework Diagram summarizes planning considerations for directing the location of future memorials throughout the District of Columbia.



Washington's monumental core, viewed from the Arlington Ridge vicinity with the Iwo Jima Memorial in foreground, capturing the city's riverfront and parkland character

S I T E S E L E C T I O N

A major component of the master plan is the identification and compilation of potential future memorial and museum sites in the District of Columbia and environs.

The process that was undertaken in the initial identification, evaluation, and short-listing of the potential locations was, by necessity, iterative. The initial list of locations was both expanded and reduced on several occasions resulting in a final list of locations that was agreed upon for purposes of additional evaluation and refinement. A select list of prime locations was also identified and all sites were categorized as to prominence, size, availability, and numerous other factors.

The initial list of potential locations was a compilation of sites:

- *Identified by the National Park Service*
- *Suggested by NCPC*
- *Included in the NCPC Legacy Plan*
- *Identified because they would complete or restore missing elements of the L'Enfant Plan*
- *Added by consensus of the JTFM and consultant team*

Combining sites from each of these processes resulted in a total of 402 potential sites for initial evaluation.

Identification of Potential Sites

Of the 100 candidate sites, 20 are identified as prime sites. Nine of these are considered to be current Prime Sites, or sites available for immediate development with minimal changes while the other 11 Prime Sites are either dependent on implementation of Legacy proposals or would require some other modifications to enable development in the future. Twelve Prime Sites are under the jurisdiction of the NPS. Although most of the Other Candidate Sites (those not designated as Prime) are on National Park Service or General Services Administration lands, approximately 34 of the recommended sites are located on non-GSA or NPS lands (i.e., other federal land, District of Columbia, WMATA, or private lands). Only 8 of the recommended sites are on private property.

Identification of Candidate Sites

Initial Short-Listing of Candidate Sites

NCPC conducted an initial analysis of the selected 402 potential memorial and museum locations for the purpose of preparing a short-list of approximately 100 candidate locations that would undergo more detailed urban design, transportation, environmental, and economic evaluation. The process of preparing this short-list of "Candidate" locations, as they were called, incorporated the following steps:

- *Identifying and mapping various planning criteria identified as applicable to the description and analysis of potential sites.*
- *Developing site-specific evaluation criteria and preparing associated reference databases and maps.*
- *Applying evaluation criteria to potential locations.*
- *Weighing and ranking the potential locations.*
- *Short-listing candidate locations.*
- *Gathering JTFM and agency review and comments on candidate locations.*
- *Obtaining consensus.*

Candidate Sites Relative to the Design Framework

The site selection process also evaluated the candidate locations relative to elements of the framework. Each location was assigned a level of significance based on the planning and urban design principles described earlier in this report. The elements of the framework were placed in the following order of importance:

- *Waterfront Crescent*
- *Monumental Corridors (Gateway Boulevards and Principal Avenues)*
- *Commemorative Focus Areas*

Final Candidate Sites and Site Locations

A brief summary of each site was distributed to the members of the JTFM and other interested parties, including the Committee of 100, Advisory Neighborhood Commissions, District Council Members and staff, select staff from Congressional oversight committees, etc. After review and comment, a consensus was reached and the final short-list of 100 Candidate memorial and museum sites was completed. Figure 3-1 illustrates these sites with respect to the master plan framework. These 100 sites and site locations then underwent detailed analysis and evaluation by the consultant team.

Identification of Prime Sites

All of the candidate sites are prominent locations capable of accommodating memorials or museums of national importance. Nevertheless, the relative significance of each site or site location varies depending upon how the site relates to the principles that underlie the framework. These principles include symbolic prominence, visual linkages, and aesthetic quality. The Prime Sites are those of the highest order. Because of their high visibility and strong axial relationships with the U.S. Capitol and the White House, they should be reserved for subjects of lasting historical and national importance.

The remaining 80 candidate sites are not ranked. This is not to suggest, however, that they are not important sites. They are highly recommended because of either their linear visual connections between key existing and future commemorative features, their role in reinforcing the overall design structure of the Nation's Capital, or the support they could provide to federal and local planning or development objectives.

Site Evaluation Criteria and Process

Site evaluations were performed on the 100 candidate sites to document the physical and contextual characteristics of each site relative to its suitability and appropriateness for a commemorative feature.

The site evaluation included:

- *factors to consider in evaluating each candidate site*
- *Several specific questions for each factor*
- *Values assigned to the potential responses to each criteria*

To assist in evaluating site suitability, the technical evaluation applied: (1) Planning and Urban Design Criteria; (2) Economic Criteria; (3) Transportation Criteria; and (4) Environmental Criteria. A brief description of each criterion follows. For more detailed background on the site evaluation criteria and process, consult the technical master plan document.

Planning and Urban Design Criteria

The physical characteristics, visual quality, and the presence of historic or cultural resources were evaluated as part of each site analysis. The site's relevance to the master plan framework, along with its attractiveness and suitability as a potential memorial or museum destination, factored into the evaluation.

Economic Criteria

The nature of a memorial or museum—that is, who or what is being commemorated or displayed—influences its associated economic status. However, for the purposes of the master plan, economic analysis focused on the ways in which adding a memorial or museum to a candidate site would economically benefit the surrounding area, and the region as a whole. The evaluation included analysis of a site's existing economic uses (e.g., offices) and amenities (e.g., retail).

Transportation Criteria

The evaluation of transportation at candidate sites addressed access requirements and constraints; the general magnitude of development that might be accommodated, given resources at the site; and potential transportation improvements. Six modes of transportation were evaluated: Metrorail; Metrobus; pedestrian; water-based vehicles; the *Legacy* circulator; and passenger vehicles. Access to each site, via these modes, was assessed based on factors such as walking distances, parking availability, and proximity to the waterfront and key roadways.

Environmental Criteria

In its environmental evaluation, the task force identified a number of environmental issues pertaining to each site. Such issues include: sensitive ecological resources; land uses and regulations; required physical alterations; environmental contamination; and necessary infrastructure improvements. For the Prime Sites, the task force consulted existing environmental documents and information.



Many of the Candidate Sites feature direct views to Washington's major monuments.



Figure 3-1 Candidate Site Locations

With Prime Sites listed first, the 100 candidate sites are:

Candidate Memorial and Museum Sites

No. General Location/Description

Note: Sites #1 through 20 represent the Prime Sites

- 1 Memorial Avenue at George Washington Memorial Parkway
(west of Memorial Bridge)
- 2 E Street expressway interchange on the east side of the Kennedy Center
- 3 Intersection of Maryland and Independence Avenues, SW
(between 4th and 6th Streets)
- 4 Kingman Island (Anacostia River)
- 5 Freedom Plaza on Pennsylvania Avenue, NW between 13th -14th Streets
- 6 Potomac River waterfront on Rock Creek Parkway
(south of the Theodore Roosevelt Bridge)
- 7 East Capitol Street east of 19th Street
(north of the Armory - current west entrance to RFK)
- 8 South Capitol Street terminus at the Anacostia River, SE/SW
(Florida Rock 'amenity' site)
- 9 10th Street Overlook at south end of L'Enfant Promenade, SW
- 10 Constitution Gardens south of Constitution Avenue
- 11 Walt Whitman Park along E Street between 19th and 20th Streets, NW
- 12 On the Tidal Basin on Maine Avenue west of 14th Street, SW
(north of Outlet Bridge)
- 13 In East Potomac Park on the Potomac River
(at the current railroad and/or Metrorail bridges)
- 14 The intersection of New York and Florida Avenues
(and new Metrorail Station)
- 15 Pennsylvania Avenue and the Anacostia River
(at west end of the Sousa Bridge)
- 16 Anacostia River waterfront south shore in Anacostia Park, SE
(old Architect of the Capitol nursery)
- 17 West of North Capitol Street on McMillan Reservoir Grounds, NW
(former sand filtration plant)
- 18 South of Ash Road at the NPS horse stables site, West Potomac Park
- 19 The intersection of Maryland and Virginia Avenues, SW
(between 7th and 9th Streets)
- 20 Federal Building #2, north of Washington Boulevard, Arlington, VA



Figure 3-2 Prime Candidate Site Locations

● Prime Candidate Site

Source: NCPC, June 2001

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- | | |
|---|--|
| <p>21 Maryland Avenue near Anacostia Park and Langston Golf Course, NE
(at 22nd Street)</p> <p>22 West shore of the Anacostia River at Massachusetts Avenue, SE</p> <p>23 Anacostia Park, SE south of Anacostia River near the Douglass Bridge</p> <p>24 Woodrow Wilson Plaza or Benjamin Franklin Circle
(12th or 13th Streets, south of Pennsylvania Avenue, NW)</p> <p>25 Northeast corner of Louisiana Ave and 1st Street, NW</p> <p>26 Washington Avenue (Canal Street) at 2nd Street, SW</p> <p>27 In East Potomac Park on Washington Channel, facing 7th Street, SW</p> <p>28 Daingerfield Island on George Washington Memorial Parkway
(south of Reagan National Airport)</p> <p>29 On the grounds of St. Elizabeths Hospital, SE</p> <p>30 On the north shore of Oxon Cove, SW</p> <p>31 Fort Davis Park north of Pennsylvania Avenue, SE
(Bowen Road and 38th Street)</p> <p>32 Northeast corner of Maryland and Constitution Avenues, NE</p> <p>33 Northeast corner of Maryland Avenue and D Street, NE</p> <p>34 Northeast corner of Pennsylvania and Independence Avenues, SE</p> <p>35 Intersection of Pennsylvania and South Carolina Avenues at D Street, SE
(near Eastern Market Metrorail Station)</p> <p>36 Circle at the intersection of Pennsylvania and Potomac Avenues, SE
(near Potomac Avenue Metrorail Station)</p> <p>37 Anacostia River waterfront in the Southeast Federal Center, SE</p> <p>38 On the north shore of the Anacostia River
(immediately east of the Douglass Bridge, SE)</p> <p>39 East Potomac Park on Washington Channel
(between golf course and Hains Point, SW)</p> <p>40 East Potomac Park on Potomac River
(between golf course and Hains Point, SW)</p> <p>41 East of 14th Street and north of I-395
(within the Portals Project, SW on Maryland Avenue extended)</p> <p>42 East side of Washington Channel at Water Street and 7th Street, SW</p> <p>43 Along Potomac River shoreline in West Potomac Park
(south of the Lincoln Memorial)</p> <p>44 Edward Murrow Park (18th/19th) or James Monroe Park (20th/21st),
(Pennsylvania Avenue, NW)</p> <p>45 Franklin Square
(between I, K, 13th, and 14th, Streets, NW)</p> <p>46 In Rock Creek Park between M Street and Pennsylvania Avenue, NW</p> | <p>47 Intersection of Massachusetts and Florida Avenues, NW at 22nd & Q Streets.</p> <p>48 Intersection of Pennsylvania and Constitution Avenues, NW at 3rd Street</p> <p>49 Intersection of Eastern Avenue and 16th Street, NW</p> <p>50 D.C. side of Chain Bridge, NW (on Canal Road)</p> <p>51 The intersection of Canal Road and Foxhall Road, NW
(in Glover Archbold Park)</p> <p>52 The northern end of Key Bridge at M Street, NW
(and the Whitehurst Freeway)</p> <p>53 North of Massachusetts Avenue, NW and Macomb Street
(at Glover Archbold Parkway)</p> <p>54 Tenley Circle Reservations
(at Wisconsin/Nebraska Avenues and Yuma Street, NW)</p> <p>55 Potomac River at Rock Creek Parkway at west side of Kennedy Center</p> <p>56 East side of Rock Creek at the end of Virginia Avenue, NW</p> <p>57 On the Potomac River at the foot of Wisconsin Avenue
(Georgetown Waterfront Park)</p> <p>58 North of the Pentagon North Parking area
(on Boundary Channel in Virginia)</p> <p>59 On the Virginia side of the Theodore Roosevelt Bridge</p> <p>60 25th Street on Pennsylvania Avenue, NW
(Either of two existing triangular parks on the Avenue)</p> <p>61 New Washington Convention Center at Mount Vernon Square
(Massachusetts and New York, NW)</p> <p>62 Intersection of New York and New Jersey Avenues and M Street, NW</p> <p>63 Anacostia River north shoreline east of 11th Street
(between the Martin Luther King Memorial and Sousa Bridges)</p> <p>64 South side of Martin Luther King Memorial Bridge
(11th Street, on the Anacostia River)</p> <p>65 Virginia side of the 14th Street Bridge
(location of former Twin Bridges Marriott)</p> <p>66 The intersection of New York, West Virginia, and Montana Aves, NE</p> <p>67 Pennsylvania Avenue east of the Sousa Bridge
(east intersection with the Anacostia Freeway on the Anacostia River)</p> <p>68 North shore of the Anacostia River in the Washington Navy Yard, SE</p> <p>69 North side of Martin Luther King Memorial Bridge
(11th Street, east of Washington Navy Yard, SE)</p> <p>70 Along Potomac River shoreline in West Potomac Park
(west of FDR Memorial)</p> <p>71 Intersection of Maryland and Florida Avenues and Benning Road, NE</p> |
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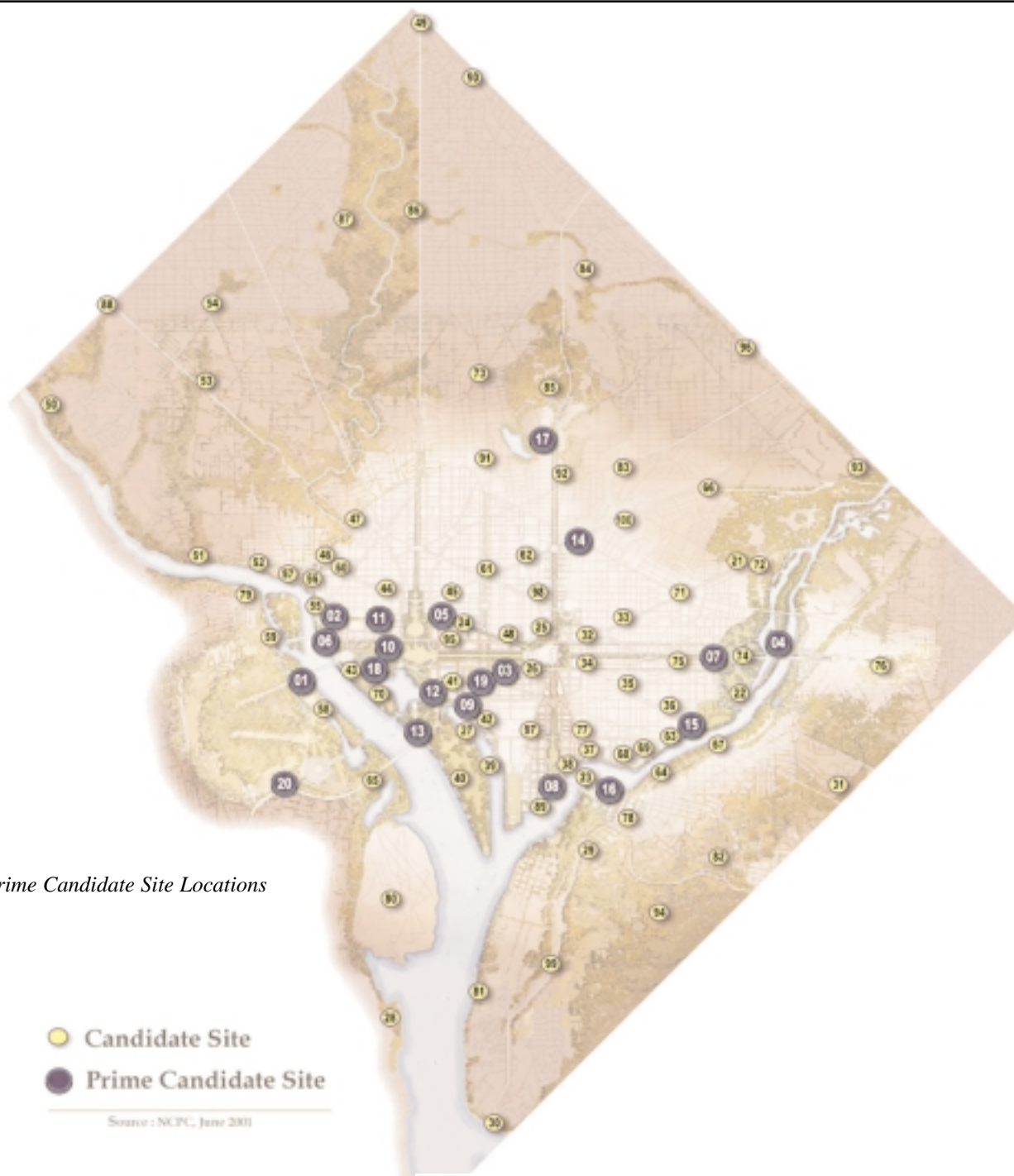
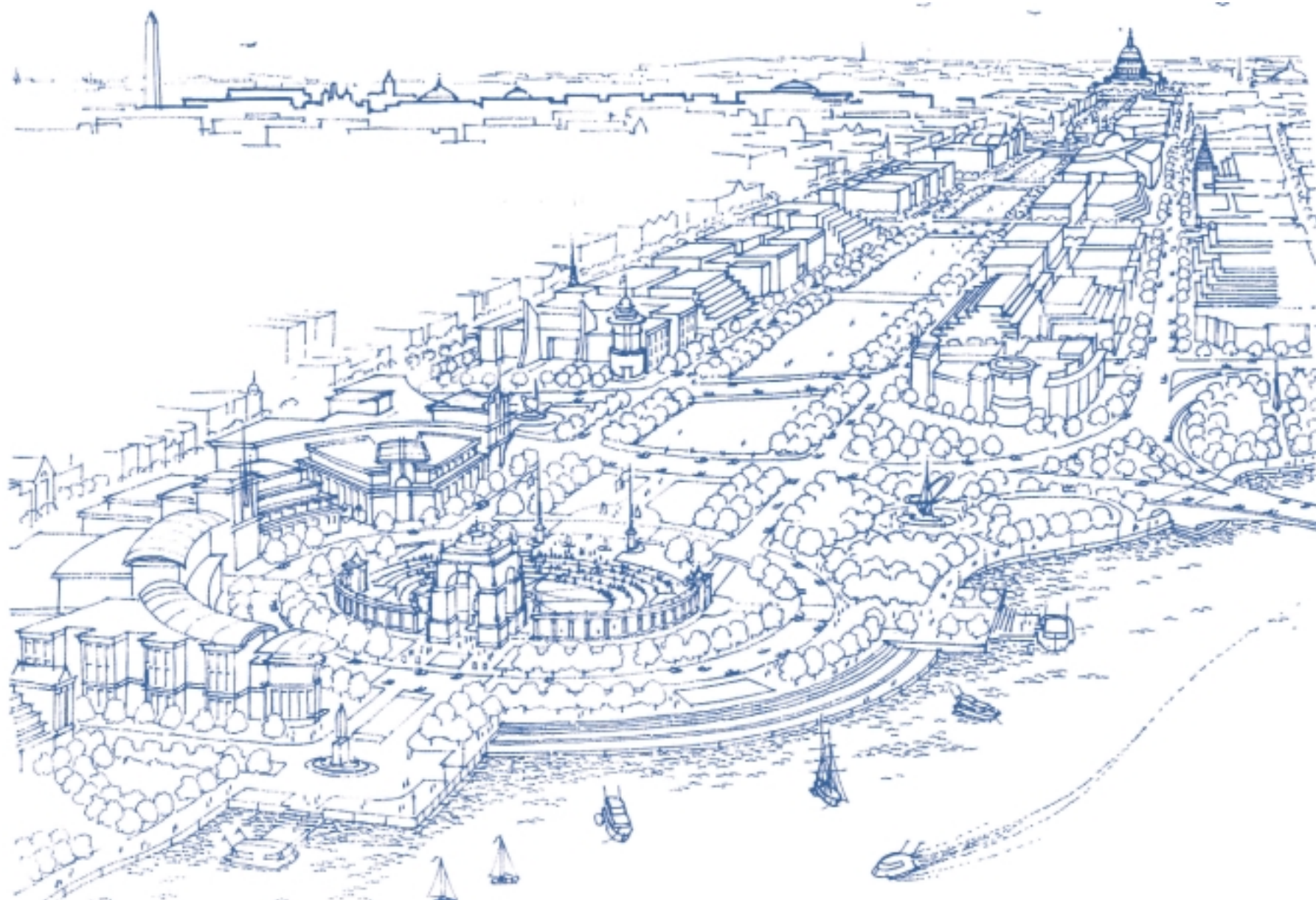


Figure 3-3 Candidate and Prime Candidate Site Locations

- 72 Maryland Avenue in the general location of the entrance to the National Arboretum
- 73 New Hampshire and Georgia Avenues, NW (Georgia Avenue-Petworth Metrorail Station)
- 74 West shoreline of Kingman Lake in the Anacostia River (NE and SE of RFK Stadium)
- 75 Intersection of Massachusetts, South Carolina, and Independence Avenues, SE
- 76 Fort Chaplin Park on East Capitol Street (at approximately Fort Drive, west of Benning Road)
- 77 Southeast Federal Center at M Street, SE
- 78 At Anacostia Metrorail Station south of Howard Road, SE (on either WMATA or federal property)
- 79 Rosslyn Gateway Park, Rosslyn Circle, or 1101 Wilson Boulevard (Arlington, VA)
- 80 Circle in front of entrance to historic terminal at Reagan Washington National Airport
- 81 Marina on the Potomac River in Bolling Air Force Base, SW (between Chanute and Edwards Places)
- 82 Fort Stanton Park north of Suitland Parkway, SE, near 20th Street
- 83 Rhode Island Avenue Metrorail Station
- 84 Fort Totten Metrorail Station (or located in Fort Totten Park)
- 85 On U.S. Soldiers' and Airmen's Home grounds, NW (west of North Capitol Street)
- 86 Northwest corner of 16th Street and Military Road, NW (in Rock Creek Park)
- 87 South of Military Road (at 27th Street) or north of Military Road, NW (west of Oregon Avenue)
- 88 Westmoreland Circle at Massachusetts and Western Avenues, NW (at entrance to Dalecarlia Parkway)
- 89 South of V Street, west of Half Street, SW
- 90 Intersection of Georgia and Eastern Avenues, NW
- 91 On 8th Street, NW on Barry Street (Banneker Recreation Center)
- 92 Glenwood Cemetery (north of Rhode Island Avenue and east of North Capitol Street)
- 93 Fort Lincoln north of New York Avenue, NE (west of the Anacostia River)
- 94 On north side of Alabama Avenue, SE immediately east of St. Elizabeths (near Congress Heights Metrorail Station)
- 95 On the north side of the National Museum of American History (14th Street and Constitution Avenue, NW)
- 96 On Eastern Avenue and Barnard Hill Drive, NE (between Rhode Island and Michigan Avenues)
- 97 At the intersection of M Street and Delaware Avenue, SW
- 98 Park triangles near the intersection of New Jersey and Massachusetts Avenues, NW
- 99 Intersection of South Capitol Street and Anacostia Freeway (I-295–east side)
- 100 Adjacent to the Brentwood Maintenance Facility, New York Avenue, NE. (east of Florida Avenue)



Near Reagan National Airport, Daingerfield Island represents one of many candidate sites located within parkland settings that could be suitable for a future memorial.



One of several recent concepts for a revitalized South Capitol Street with mixed land uses and new public spaces reaching from the U.S. Capitol to the Anacostia River waterfront

FROM PLAN TO ACTION

Implementing the Plan

This chapter focuses on making the plan a reality. It identifies: existing processes that can be strengthened to improve the way memorials and museums are built in the city; mechanisms and regulatory tools that can be used to reserve key sites for future commemorative activities; and ideas for assisting memorial or museum sponsors as they go about addressing their individual site-related commemorative needs, including major efforts the city and federal government should undertake to enhance the settings for commemorative resources and promote new commemorative activities. In order to ensure that future commemorative resources continue to be successful forms of commemoration while also serving as tools to promote broader federal and local objectives, several planning issues must be resolved or processes strengthened. These are organized under the following four headings.

- *Commemorative Proposal Process or the practices and procedures by which review bodies select the location and design of new commemorative resources in the Nation's Capital.*
- *Commemorative Site Acquisition or the actions necessary to preserve key lands in the city for future memorial and/or museum uses.*
- *Site Infrastructure Improvements or the major physical changes and enhancements to the built environment that are needed at key locations around the city to enhance the settings for commemorative resources and promote new commemorative activities.*
- *Community Linkages or ways commemorative resources can help local revitalization. This includes opportunities for strengthening the cultural and historic associations between commemorative resources and neighborhoods.*

The following section contains a summary of master plan implementation measures. A fuller discussion of each measure is contained within the technical document, which can be obtained from NCPC. While each recommended site would have its own unique set of implementation tools, the following provides a general overview of the effort required to encourage and advance the goals of the master plan. Where possible, the master plan identifies the public entity responsible for a particular action.

Commemorative Proposal Process

Like most long-range plans, realization of the vision is expected to occur over many years. One overriding concern of the Task Force is the extent to which federal and District of Columbia agencies and other affected parties take into consideration the new inventory of recommended commemorative sites as they consider individual development proposals on or near recommended sites. NCPC intends to revise the federal elements of the Comprehensive Plan to include the adopted Commemorative Zone Policy. NCPC and the District government, working with the NCMC, should also provide regular reports on the progress being made in implementing the master plan. This collaboration can provide an opportunity to suggest priority locations for memorials and for additions or revisions to the master plan that may advance local planning objectives. The following action should be undertaken.

- *NCPC and the District government should encourage the redistribution of new memorials and museums throughout the city through changes in the Comprehensive Plan for the National Capital.*

Unlike today, however, where an inventory of potential memorial and/or museum locations is not available to the public or prospective sponsors until after a proposal is being considered by review bodies, such information and other siting considerations will be publicly available in advance of the site selection process. By providing data on the constraints and/or opportunities that the review agencies have identified for 100 recommended locations around the city, the master plan represents public agency consensus on sites that are considered to be appropriate for commemorative resources.

- *NCMC, NCPC, CFA, and the District and Arlington County governments should provide guidance and support for commemorative proposals by directing prospective sponsors to sites that reinforce the master plan urban design framework.*

Amendments to the Commemorative Works Act, suggested by NCPC, CFA, and NCMC and passed by the Senate in July 2000, also provide improved guidance and direction for the process of establishing commemorative works in the Nation's Capital. The following actions are additional opportunities for advancing the master plan through process changes and other proposals:

- *NCMC should improve its notice procedures to local residents, ANCs, District elected officials, and officials from affected suburban jurisdictions of upcoming meetings to consider sites for commemorative works. This could include circulation of the proposal for comment to affected and interested agencies, the general public, and professional and civic groups and organizations.*
- *NCMC and the District of Columbia should identify and coordinate existing federal and District of Columbia commemorative works policies and planning actions to develop a more uniform and coordinated approach to locating new memorials and museums in the city and to better distinguish between national and local commemoration needs and interests.*

Commemorative Site Acquisition

The following actions are aimed at either advancing acquisition of key commemorative lands that are not presently under federal control or facilitating the *reservation* of key parcels of land as non-federal properties are redeveloped. Only the degree of restriction required to achieve the objective of safeguarding critical lands for future commemoration is envisioned. Unless acquired by the federal government, development of commemorative features on private lands should be arranged with the consent of property owners and development of commemorative features on lands under the jurisdiction of the District government should be arranged with the agreement of the District.

- *The federal and District governments should identify key parcels at recommended master plan locations that should be reserved for significant new commemorative features.*
- *The federal and District governments should utilize existing land management programs and regulatory controls (e.g. project planning/review authorities, zoning, planned unit development process, etc.) to preserve lands for commemorative resources at recommended master plan sites while also furthering desired redevelopment objectives.*
- *The National Park Service, NCPC, and/or General Services Administration (to the extent permitted by law) should purchase parcels located within the urban fabric of the District of Columbia for national commemorative action, if necessary. Only eight of the recommended master plan sites, seven in the District and one in Virginia, are privately-owned and are potential candidates for acquisition. The federal government should also identify government lands in its inventory to surplus or exchange or provide some other compensation to the District to account for potential loss of property tax and other revenue from possible federal purchases.*

Site Infrastructure Improvements

This section recommends strategies that build on the District's tradition of using public/private partnerships to undertake bold revitalization efforts to shape the city's appearance. A fairly recent example of effective government and private partnerships is the redevelopment record of the Pennsylvania Avenue Development Corporation. This agency successfully advanced redevelopment of America's Main Street, Pennsylvania Avenue, from the U.S. Capitol to the White House. Several new and reconfigured national commemorative features were developed in the Pennsylvania Avenue corridor through this partnership.

The following are several ways the public sector could support large-scale redevelopment and site improvements related to recommended commemorative locations:

- *In order to advance infrastructure improvements at potential memorial sites, the Secretary of the Interior should be authorized to seek appropriated funds for grants or loans to approved commemorative sponsors in order to defray the cost of correcting or improving extraordinary site conditions associated with potential sites within the urban fabric of the District.*
- *The District and federal governments should use existing local, regional, and federal environmental programs to improve the condition of the Anacostia and Potomac River waterfronts and advance the master plan vision.*
- *District and federal officials should work together to establish the necessary legislation and administrative authorities to revitalize and improve Monumental Corridors, Commemorative Focus Areas, and Special Streets and create within these settings areas of high visual quality, improved safety, and enhanced amenity.*

Transportation infrastructure improvements are also vital to realizing the master plan's vision. By providing better access to the city's waterfronts, monumental corridors, and communities, Washington can reduce its dependence on personal vehicles, while improving linkages to the city's commemorative features.



Possible transportation improvements include future bridge redesigns and a new water shuttle service that could improve access to memorials and museums.



The following suggested actions would provide improved transit access and circulation for Washington and its future commemorative sites:

- *As proposed in Legacy, the District and federal governments should initiate a river bridge revitalization and replacement program for the Theodore Roosevelt and 14th Street Bridges and for all bridges on the Anacostia River as they reach the end of their useful lives. Such a revitalization and replacement program could also provide opportunities to improve access to the waterfront, increase the visual prominence of selected areas of the city, and encourage opportunities for new commemorative features.*
- *The federal and District governments should support the efforts of the Downtown Business Improvement District to establish an alternative transit system (i.e., downtown circulator) that could provide greater access to central city and waterfront memorial and museum locations.*
- *The federal and District governments should ensure that sites for new memorials and museums, when selected, take maximum advantage of regional river transit and downtown circulator systems as they are established.*
- *The federal and District governments should improve bikeway and pedestrian routes along riverfronts and throughout the city to provide improved access to existing and proposed memorial and museum sites.*

More than 30 percent of the recommended commemorative sites are located along the city's waterfronts. Consequently, implementation of the plan would be benefited greatly by a river-based transit system. Similar access gains would be realized for downtown sites with the development of a downtown circulator transit system, complementing the existing Metrorail and bus systems, private vehicles, tour bus service, and taxis.

- *The federal and District governments should initiate a study of waterfront transit landing areas to identify and encourage coordinated connections to new riverside commemorative sites while promoting new community amenities.*
- *Federal and District officials should work with the private sector to establish a water-based tour vehicle system operated by a private franchise. Such a system could support improved waterfront access and tourism related to commemorative resources.*

- *Not surprisingly, the success and expansion of public rail systems has led to a reassessment of the need for some existing and future highway projects. With an expanding transit system in place, access to many future national memorials and museums could be made accessible by way of Metrorail and other supporting transit systems. The planned New York Avenue Metrorail Station near Florida Avenue, NE, for example, could serve as a catalyst for community revitalization while providing access to potential nearby commemorative features.*
- *NCPC and the District government should work with WMATA to site memorials and museums at existing and planned Metrorail stations within the District of Columbia. Transit can provide improved access to the city's neighborhoods, employment centers, and waterfront areas.*

Community Linkages

The *Memorials and Museums Master Plan* identifies a number of potential commemorative sites within existing or potential neighborhood settings, including such neighborhoods as Anacostia, Shaw, Kingman Park, Brookland, and Marshall Heights. These neighborhoods are vibrant centers of residential, cultural, and commercial activity and their revitalization and linkage is crucial to the implementation of the master plan.

The following strategies address opportunities for linking the master plan to local revitalization:

- *The federal government should work with the District to encourage ongoing community revitalization efforts in areas near Prime Sites.*
- *The District of Columbia and NCPC's waterfront initiative should be advanced as a comprehensive strategy for revitalizing the city's principal waterfront areas and as a vehicle for furthering the master plan's urban design principles.*

Implementation of new commemorative resources within the city's neighborhoods must be closely coordinated with neighborhood plans prepared by local residents and elected officials. This coordination ensures that new features are appropriate in scale and use at each location. Local planning efforts could also help in identifying local and regional commemorative opportunities that could work well with the potential national commemorative opportunities that are described in this master plan.

The plan promotes the idea that the cultural and historic diversity of our Nation's Capital can become a focus for a broader commemorative experience, particularly within such historic locales as Anacostia, Brookland, Georgetown, Marshall Heights, and Shaw. The following implementation measures are designed to encourage the dispersal of future commemorative features (at an appropriate scale and expression) on sites beyond the core as a way of supporting and nurturing a greater appreciation of city-wide cultural and historic resources:

- *Federal and District of Columbia historic preservation agencies should inventory the historic urban design and cultural elements of the city and its waterfront areas as an initial step in restoring or complementing the historic features of related neighborhoods and local areas.*
- *Federal and District historic preservation agencies and the NCMC should coordinate to direct future commemorative features to sites offering supporting cultural and historic interpretive opportunities.*
- *The federal and city governments should encourage memorial sponsorship of existing historic neighborhoods, buildings, landscapes, and features in conjunction with future commemorative actions.*
- *The federal government should encourage the adaptive reuse of historic structures and settings, and underutilized federal properties, by integrating new memorial and museum activities within them, where appropriate.*



This concept for a redesign of civic spaces at the Anacostia Metrorail station area could provide potential locations for future memorials and museums.

Policies for New Museums and Memorials

The *Memorials and Museums Master Plan* establishes policies for the siting and design of new memorials and museums throughout the District of Columbia. Review agencies will consult these policies when evaluating individual proposals for new commemorative works in the Nation's Capital. The policies are as follows:

Sites

1. Preserving the integrity of the Monumental Core—its vistas, open spaces and recreation areas—is the primary objective of limiting the number of new museums and memorials.
2. New memorials and museums are to be encouraged in all quadrants of the city as a way of reinforcing local communities and local revitalization efforts.
3. No new memorial or museum may be located within the Reserve, as defined in the *Comprehensive Plan for the National Capital*.
4. Only museums and memorials of the "highest historical and national significance" may be located in Area I; however, no museums or education centers may be located in East Potomac Park or on other parkland in Area I.
5. New memorials proposed for Area I, as defined in the Commemorative Works Act, shall be limited to sites identified in this master plan. Those proposed for areas outside Area I should locate on sites in this plan.
6. New memorials shall not be located on the U.S. Capitol grounds.
7. All new memorial and museum sites should be appropriate to their subject, and respectful of their immediate surroundings.

Design

1. Memorials and museums should reinforce key design features of the L'Enfant and McMillan Plans, including major streets and avenues, waterfronts, and scenic overlooks.

2. Special attention should be paid to locating new museums and memorials along major avenues and Special Streets.
3. Placing new memorials along the Potomac and Anacostia Rivers will promote greater use and better public understanding of Washington's rivers and should be encouraged.
4. Prominent sites, such as promontories and broad intersections, should be reserved for significant memorials.
5. New memorials must not encroach on neighboring memorials and open space.
6. Adapting older buildings or structures for new museums and memorials should be encouraged.
7. Visitor services at memorials in Area I should be limited to only small information kiosks and restroom facilities and should not contain buildings or interior spaces housing exhibits, displays, collections, or other interpretive products and programs normally found in museums, visitor centers, or education centers.

Connections

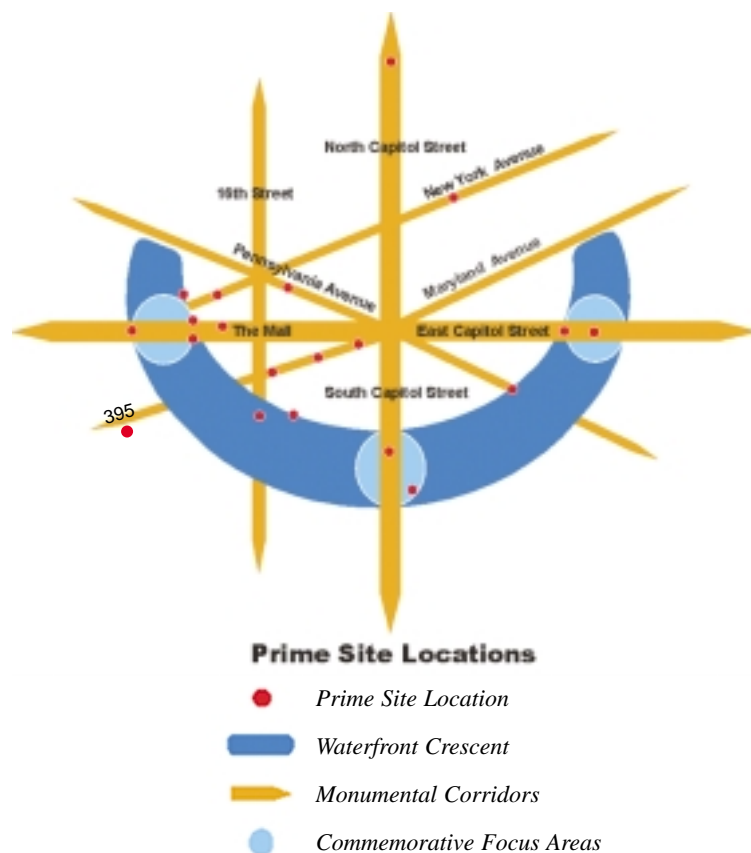
1. Whenever possible, new museums and memorials should serve as catalysts for economic development and for public and private urban design improvements.
2. Museums and memorials should enhance the image and identity of their surroundings. New museums and memorials should take advantage of existing infrastructure, especially public transportation.
3. Locating commemorative works close to other civic projects will likely increase tourism and educational opportunities.
4. Memorials and museums should support established land uses and local planning objectives.
5. The District government, appropriate Advisory Neighborhood Commissions, and neighborhood organizations must be consulted in planning museums and memorials outside the Monumental Core.

CANDIDATE SITES

Candidate sites were evaluated by applying the specific urban design, economic, transportation, and environmental criteria defined in Section 3 (also see Appendix for Site Evaluation Criteria). The following Prime Site evaluations were conducted based both on site reconnaissance and using data obtained from NCPC and other sources.

In addition to these 20 prime sites, 80 additional sites are considered within this master plan. Those additional sites are included at the end of the Prime Site evaluations and provide overview assessments of each site's potential to accommodate future memorials and museums.

The diagram below illustrates the approximate location of the 20 Prime Sites within the master plan framework's Waterfront Crescent, Monumental Corridors, and Commemorative Focus Areas.



With Prime Sites listed first, the 100 candidate sites are:

Candidate Memorial and Museum Sites

No. General Location/Description

Note: Sites #1 through 20 represent the Prime Sites

- 1 Memorial Avenue at George Washington Memorial Parkway (west of Memorial Bridge)
- 2 E Street expressway interchange on the east side of the Kennedy Center
- 3 Intersection of Maryland and Independence Avenues, SW (between 4th and 6th Streets)
- 4 Kingman Island (Anacostia River)
- 5 Freedom Plaza on Pennsylvania Avenue, NW between 13th -14th Streets
- 6 Potomac River waterfront on Rock Creek Parkway (south of the Theodore Roosevelt Bridge)
- 7 East Capitol Street east of 19th Street (north of the Armory - current west entrance to RFK)
- 8 South Capitol Street terminus at the Anacostia River, SE/SW (Florida Rock 'amenity' site)
- 9 10th Street Overlook at south end of L'Enfant Promenade, SW
- 10 Constitution Gardens south of Constitution Avenue
- 11 Walt Whitman Park along E Street between 19th and 20th Streets, NW
- 12 On the Tidal Basin on Maine Avenue west of 14th Street, SW (north of Outlet Bridge)
- 13 In East Potomac Park on the Potomac River (at the current railroad and/or Metrorail bridges)
- 14 The intersection of New York and Florida Avenues (and new Metrorail Station)
- 15 Pennsylvania Avenue and the Anacostia River (at west end of the Sousa Bridge)
- 16 Anacostia River waterfront south shore in Anacostia Park, SE (old Architect of the Capitol nursery)
- 17 West of North Capitol Street on McMillan Reservoir Grounds, NW (former sand filtration plant)
- 18 South of Ash Road at the NPS horse stables site, West Potomac Park
- 19 The intersection of Maryland and Virginia Avenues, SW (between 7th and 9th Streets)
- 20 Federal Building #2, north of Washington Boulevard, Arlington, VA