

DRAFT
WASHINGTON AS COMMEMORATION
Capital Cities Case Study Research Study

**Developed by the National Capital Planning Commission,
in conjunction with the National Park Service**

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Introduction

As part of the *Washington as Commemoration* study, staff from the National Capital Planning Commission (NCPC) and the National Park Service (NPS) are researching practices for establishing commemoration in other international and domestic U.S. capital cities. *This research is not scientific* and is intended to generally place Washington’s practice for establishing commemoration on federal lands within a broad comparative context.

A short summary document, “Key Findings,” is followed by detailed case studies as appendices. Each summarizes the policies and processes involved with commemoration in each city. Research is based on interviews with key officials and other sources (as noted). This research is ongoing; additional case studies may be added in the future.

The following cities were selected as the first case studies:

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Approach

Note: Interviews are conducted in a conversational format and are not scientific.

Staff interviewed public officials in each city and the discussion centered around the following questions and topic areas:

1. How are new national commemorations in the city selected?
 - a. Who generally proposes new commemorations?
 - b. Who are the key decision-makers?
 - c. Are commemorations considered one at a time or en masse?
 - d. What role do the public and elected officials play in the process (formally or informally)?
2. Are there guidelines regarding the types of commemorations appropriate for public land? If so, who implements these?
3. Are there broad national themes/narratives that commemorations should complement? If so, how was that guidance developed?
4. How are commemorations paid for and maintained? (private or public sponsorship)
5. When does funding come into the process? (proposal, design, construction, maintenance)
6. Are there strategies for developing commemorations intended to honor current and future events (for example, a memorial to all wars or a memorial to all victims of communism)?
7. How many commemorations does the city average every 5, 10 years?
8. How do the other capital cities address “gifts” from foreign governments?
9. Do the cities utilize functional elements, such as streets, plazas, etc. to commemorate?
10. Are monuments ever decommissioned? If so, where do they go (i.e. museums)? Process?
11. Are there commemorations that are “added on to” with interpretations from subsequent generations or events?
12. In the opinion of the interviewee, what recent commemorations in his/her city are most successful?
13. What themes/stories are absent?

Key Findings from Capital Cities Case Studies

The summary below outlines some of key common features that characterize how each city approaches commemoration.

THE BASICS: Who proposes / approves / funds new commemorations?

- **In all cities, citizens and organizations are the primary initiators of ideas for new works.** On rare occasions, government agencies or leaders have proposed monuments.
 - In four cities, it is standard practice for monument proponents to fund development and maintenance of new commemorations (Ottawa, London/Westminster*, Boston, St. Paul). In Canberra, monument proponents fund development, but perpetual maintenance is through public funding. In Boston, a majority of works receive partial funding from a public trust managed by the city. In Berlin, most major memorials are funded by the federal government in reparation for WWII.
- **The governing body responsible for approving new commemorations varies widely.** The list below is generally organized from the highest level of elected officials to appointed officials:
 - Berlin: Bundestag or Senate of Berlin
 - Canberra: Canberra National Memorials Committee (CNMC) – members include Prime Minister, majority and opposition leaders in the Senate, etc.
 - St. Paul: Capitol Area Architectural and Planning Board (CAAPB) – 12 members including Lt. Governor, 4 state House and Senate representatives, etc.
 - Salt Lake City: City Council
 - London (City of Westminster): Public Art Advisory Commission (subset of the City Council, federal agencies have oversight depending on location and nature of work)
 - Ottawa: National Capital Commission (NCC) Executive Board
 - Boston: Public Art Commission (appointed by the mayor)
- **Five cities require the subject of a commemoration to be approved by the governing body first before design and siting occurs.** In each city, the same governing body has approval authority over the subject matter, location, and design of the work (Ottawa, London/Westminster, Boston, St. Paul, Salt Lake City). The CNMC implicitly endorses subject matter as part of its site selection and design review process.
- **All of the cities have staff dedicated to provide background information and recommendations.** Two cities also have standing outside advisory expert panels of historians, architects and/or landscape architects (Ottawa, St. Paul). In Ottawa, the Advisory Committee on Planning, Design and Realty, reviews all major NCC or external party projects that require federal land use and design approval.

SITE MATTERS: Policies related to location

- **Two cities have passed moratoriums on new commemorations in their most prominent locations** (Boston, London/Westminster) and three have developed informal practices or formalized policies to divert new works to other areas (Ottawa, Canberra, St. Paul).
 - Both cities with moratoriums have added new commemorations despite the policy against new works (Boston: 9/11 Memorial, London/Westminster: Princess Diana, 7/7 Memorial).
 - Ottawa has developed a 3-tier hierarchy of available sites with specific evaluation criteria used to determine to which tier a proposed memorial subject belongs.

* Westminster contains the bulk of greater London's central area, including the most important royal and government buildings.

CONTENT MATTERS: Policies related to subject matter and themes

- **Two cities have catalogued existing works based on subject matter or theme** (Ottawa, Canberra). Both cities try to locate new works near related institutions or commemorations with similar subject matter.
 - St. Paul also tries to co-locate commemorations based on shared subject matter, although this is a much easier task since there are only 12 existing or planned works on the capitol grounds.
 - London/Westminster requires a historical connection between the site and the subject of commemorations. Berlin distinguishes between works located on historically-accurate sites and “sites of national memory,” such as the Monument to the Murdered Jews of Europe.
- **Ottawa is the only city that has a policy to actively encourage new commemorations with underrepresented themes.** Key officials in three cities said they remain neutral regarding the subject matter for new works (Boston, Canberra, London/Westminster, St. Paul).
- **Three cities have specific restrictions against the duplication of subject matter** (Ottawa, Canberra, St. Paul). Boston is at the opposite end of this spectrum due to its communities and neighborhoods with strong ethnic identities; for example, each of four different neighborhoods has its own commemoration to the Vietnam War.

THE ROLE OF DIPLOMACY: Foreign gifts and works related to international people or events

- **All of the national capitals noted challenges in accepting gifts from other nations or establishing memorials to leaders of other nations.** Some examples include:
 - Both Ottawa and Canberra turned down proposals to erect a statue of Mahatma Gandhi on federal land because the peace did not have direct historical ties to the host country. In Canberra, the statue was eventually erected on private or locally-owned public land.
 - A memorial to the Victims of Totalitarian Communism memorial is under development in Ottawa, but the NCC required the work to focus on Canada’s role as a land of refuge. The NCC used a similar approach with the proposed memorial to Ukrainian poet Taras Shevchenko; however, the proponents decided to locate the work on private property to retain more control over the design and message.
 - The issue of foreign gifts is one of the reasons that the City of Westminster’s new commemoration policy requires a historical connection to the physical location of a new monument.

OTHER FEATURES

Waiting period - Four cities impose a minimum waiting period of 10 years after an event or death of an individual before the subject can be proposed for commemoration (Ottawa, Canberra, London/Westminster, St. Paul). Salt Lake City and Boston permit commemoration of living individuals. Many interviewees described increasing pressure to commemorate victims immediately. In Berlin, most commemorations for the last 20 years have been related to WWII.

Alternatives to permanent commemoration - A number of cities have proposed interesting alternatives to permanent monuments:

- London: policy suggests that monument proponents consider trees, gardens, events, memorial endowments or two-dimensional memorials such as trees or plaques
- St. Paul: has developed a Court of Honor with small plaques that can be purchased to honor a military group, individuals or events
- Salt Lake City: has developed a list of public assets that can be named to honor a person or event

Relocation - Four cities specifically allow works to be relocated or renamed if their useful life outlasts the desire for commemoration or if the land needs to be expropriated for major civic works (Canberra, London/Westminster, Ottawa, Salt Lake City).

Design Competition - Five cities advocate or require design competitions for new works (Berlin, Boston, London/Westminster, Canberra, St. Paul).

Data Collection - Boston has a database of 600 existing works (includes both public art and commemorations) with approximately 20 active proposals at any one time. In Ottawa, the NCC has a database to manage existing works (includes commemorations, public art, plaques and interpretation panels) and a second database with a list of potential sites for future commemorations with detailed information and photos for each location.

Acknowledgements

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Ms. Nancy Stark and Mr. Paul Mandell, Capitol Area Architectural and Planning Board (St. Paul)

Mr. Carlton Christensen and Ms. Karen Halladay, City of Salt Lake City

Mr. Philip Davies, English Heritage (London/Westminster)

APPENDIX A: OTTAWA, CANADA

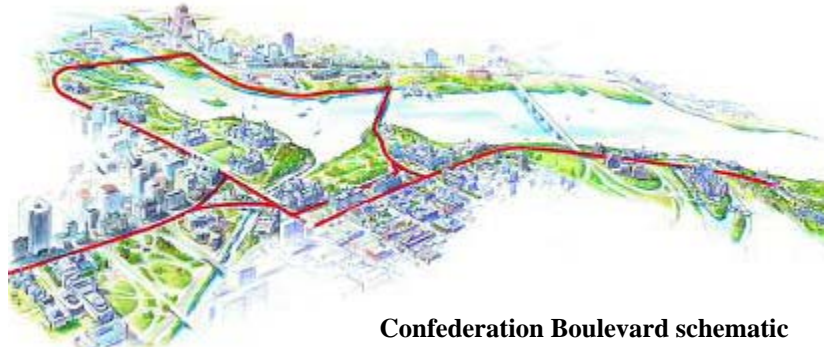
Ottawa is the capital of Canada and the second largest city within the province of Ontario.
City Population: 812,129; Metropolitan Area Population: 1.3 million

Commemoration Planning in Ottawa

The National Capital Act of 1958 created the National Capital Commission (NCC) to oversee federal land. Today, the NCC operates as a Crown corporation, a special status that allows the NCC “to function at arm’s length from the central government...[to occupy] a kind of middle ground between the flexibility of private enterprise and the more structure environment of government departments.”¹ With approximately 400 employees, the NCC has a broad range of responsibilities including planning for federal elements, coordinating with local and provincial governments, sponsoring national celebrations, and managing real estate in the in the National Capital Region.²

The NCC has assumed responsibility for commemoration planning on federal land in Canada’s Capital Region for the past 20 years. Before this time, the Department of Public Works and local organizations established monuments at will and the NCC accepted them as capital assets if the federal government acquired the land on which they were located. Several public agencies and private entities administer complementary commemorative programs including Canadian Heritage, Parks Canada, the Historic Sites and Monuments Board of Canada, Public Works and Government Services Canada, Veterans Affairs Canada and National Defense.³ The municipal government for the City of Ottawa also maintains commemorations of mostly local, rather than national, character with a few exceptions, such as the Canadian Human Rights Memorial.

Developed with a 20-year horizon, *Canada’s Capital Commemoration Strategic Plan (Strategic Plan)* recommends policies to “locate commemorations where subjects are appropriate to the nature, significance and environment of the site” and promote underrepresented themes in public art and commemorations.⁴ In addition, the NCC recognized a need to encourage new commemorations in areas away from Parliament Hill, the traditional location for national monuments, and preserve high-profile sites for future generations. The 7.5-kilometer Confederation Boulevard around the heart of the core area is intended as an opportunity to expand the focus of commemorative activity and support the NCC’s “flagship urban development project of the past several decades,” augment the Boulevard as an elegant landscape for important federal buildings, and national celebrations, and create an attractive visitor destination.⁵



Confederation Boulevard schematic

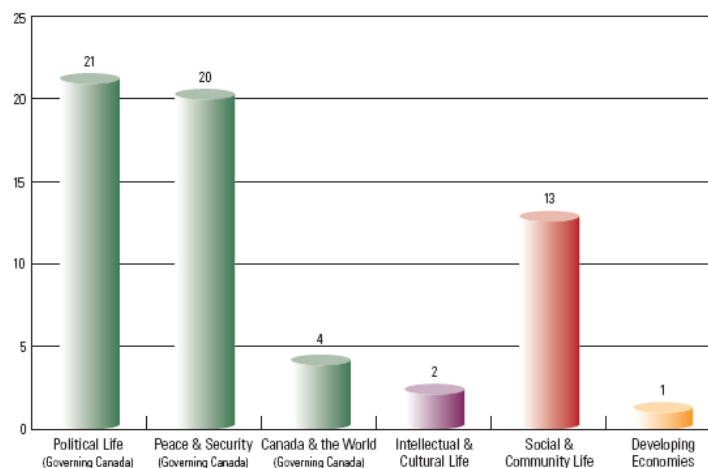
Commemorative Subject Matter and/or Thematic Analysis

The *Strategic Plan* creates a thematic framework “to clarify where a potential subject fits within the full range of Canadian ideas and endeavors.”⁶ Guided primarily by the categories developed by Parks Canada to classify historic sites, the plan identified six broad themes and 25 suggested subthemes to categorize current commemorations or subjects that should be encouraged with new works. Four underrepresented Priority Thematic Areas that cut across themes were also identified: 1) Aboriginal Peoples; 2) Ethnocultural Communities; 3) Women; 4) Environment.⁷

CANADA'S CAPITAL PROPOSED THEMES	
The following is a system to classify themes and examples of related sub-themes by categories:	
<p>Political Life (Governing Canada)</p> <ul style="list-style-type: none"> • Politics and Political Process • Government Institutions • Confederation • Political Groups 	<p>Peace and Security (Governing Canada)</p> <ul style="list-style-type: none"> • Military and Defence • Community Protection
<p>Intellectual and Cultural Life</p> <ul style="list-style-type: none"> • Learning and the Arts • Philosophy and Spirituality • Sports and Leisure • Architecture and Design 	<p>Canada and the World (Governing Canada)</p> <ul style="list-style-type: none"> • Diplomacy • International Organizations • Multilateral Affairs
<p>Social and Community Life</p> <ul style="list-style-type: none"> • Migration and Immigration • Settlement • Social Movements • Education and Social Well-Being 	<p>Developing Economies</p> <ul style="list-style-type: none"> • Communications and Transportation • Environmental Science • Health Care • Industry • Scientific Discoveries • Labour • Trade and Commerce • Extraction and Production

The *Strategic Plan* also categorizes the core area’s 61 existing federal commemorations by theme to “determine the degree of balance and comprehensiveness in the range of Canadian ‘stories’ covered to date.”⁸ As shown in the chart below, the thematic analysis revealed that most subjects fell into only two themes, Political Life and Peace and Security with the remaining four themes “seriously underrepresented.”⁹

Distribution of Memorials by Theme in Ottawa’s Core Area



Initially, planners considered dividing the downtown area into segments to locate commemorations with common themes together and near related institutions; however, they ultimately determined that this approach would unnecessarily force new works into sites that may not be appropriate. Where possible, commemorations are still located where they make “contextual sense.”¹⁰

The *Strategic Plan* also includes an inventory of almost 90 potential sites for new memorials to show sponsors that highly-visible locations are available away from the core area. Like NCPC’s *Memorials*

and Museums Master Plan, the plan describes the physical characteristics, historical site context and other important features of each site. In addition, the inventory also categorizes the sites within a three-tier hierarchy, which will help the NCC preserve sites near major entrances for commemorations by future generations.¹¹ A summary of the tiered orders are as follows:

- **Order One:** Primary sites at the most visible, preeminent locations in the capital that should be reserved for large-scale commemorations to ideas and events of overarching themes of national and international importance.
- **Order Two:** Sites along the monumental Confederation Boulevard that should be reserved for “people, events and ideas of national symbolic importance to Canada and Canadians” and may offer the potential to include a “linear presentation on a series of thematically related commemorations.”¹²
- **Order Three:** Smaller-scale sites that can accommodate more “intimate” commemorations, which should still represent subjects of national symbolic importance. This order also recognizes the opportunity to create a corridor of thematically-related commemorations, such as Canadian inventors.

Order One sites are expected to take 2-5 years to develop and cost “upwards of five million dollars,”¹³ although the NCC planners estimate the total costs to be more in the “\$10 million plus” range.¹⁴ These guidelines are intended to help “manage expectations” for monument proponents unfamiliar with the process, not to steer monuments into one category or another.

Despite the *Strategic Plan’s* efforts to identify and encourage under-represented themes, most incoming proposals for new works are still military-related.

Comprehensive Commemoration Program and Policy

Released concurrently with the *Strategic Plan*, the NCC’s *Comprehensive Commemoration Program and Policy (Commemoration Policy)* establishes the procedure for the development of new works while “seeking to ensure a more balanced representation of the themes and subjects of commemorations” within the 20-year planning horizon.¹⁵

The *Commemoration Policy* is limited to commemorations that are public, tangible and national in interest. A national commemoration is one which “ensures that the memories represented have both historical integrity and a level of shared meaning for all citizens of the country.”¹⁶ Types of commemorations can include figurative statues, “classical” non-representative commemorations (such as triumphal arches or Greco-Roman temples), “land art” commemorations (which specifically cites Washington’s *Vietnam Veterans Memorial* as an example), fountains, plaques and medallions, mementos, and commemorative spaces (such as plazas, squares, streets or gardens). “Dedications,” or functional elements like paving stones, trees, benches, and park furnishings, are specifically excluded from the policy, even if they are commemorative in nature. The NCC plans to address these types of works with a separate policy at a later date.

Process to Establish New Works

Once an application for a new commemoration is received, the NCC staff evaluates the proposed subject in consultation with subject experts, community leaders and other appropriate federal agencies. In the past year, the NCC issued an open call for nominations and qualifications and assembled a voluntary standing committee of four eminent Canadian historians to provide advice and research regarding proposed commemoration subjects and sites. The NCC Board of Directors can consider these recommendations when deliberating authorization of new commemorative subjects. On occasion, the Canadian Parliament passes a resolution in support of a particular project, which carries political influence but does not constitute statutory authority.

The *Commemoration Policy* presents mandatory evaluation criteria to be considered in the review of proposed commemorative subjects:

- Subjects must be of “national symbolic importance” (see criteria below).
- Commemorations must be proposed a minimum of 10 years following the death of an individual or last surviving member of a group.
- Ideas, principles, concepts or events with “an exemplary and positive influence on the lives of Canadians.” Events should “signify key turning points in the evolution of Canada” and may not be proposed for at least 20 years.
- Commemorations to military events should recognize major military conflicts and collective efforts, such as branches, rather than individuals.
- Commemorations with duplicative subject matter on federal lands are not normally considered.¹⁷

To ascertain the degree of national symbolic importance of a proposed work and the extent to which the subject contributes to capital’s representation of all Canadians, the NCC considers the following factors:

1. Underrepresented theme: the degree to which the subject corresponds to thematic priorities as identified in the *Strategic Plan*.
2. Geographic reach: the geographic impact of the subject assessed by the number of provinces, territories or regions of Canada affected.
3. Level and intensity of impact: the degree to which the subject had a seminal or fundamental impact, or changed national policy and direction.
4. Quality of impact: the degree to which the subject has contributed in a positive way to the well-being of Canadian society, the quality of our life and the health of the nation.
5. Education and inspirational potential: the degree to which the subject can inform and inspire Canadian society through its example and contribute to the understanding of what defines Canada.
6. Prominence in a given field: the degree to which subjects are widely known and respected, both inside and outside their field.
7. Duration or longevity: the degree to which the subject demonstrates importance over a long period of time.
8. Number of people affected: the impact that the subject has had on all segments of society.
9. Inclusiveness: the degree to which the subject helps to broaden the full breadth of the story of Canada so that commemorations reflect all Canadians from all regions, and from all backgrounds.¹⁸

Following approval of the commemorative subject, the NCC consults with memorial proponents to identify a suitable site for the memorial. The NCC also consults with city planning and cultural affairs officials in Ottawa and Gatineau and other federal agencies, as appropriate.

The identified site is subject to federal land use review by the NCC to assess (1) the specific land use implications of the project, (2) its conformity with existing federal plans and policies, (3) its impact on existing site conditions, and (4) its relationship to and impact on the surrounding land uses. The NCC may require environmental assessments or other studies for proposed sites. For larger projects, the NCC’s Advisory Committee on Planning, Design and Realty reviews the proposed site and makes a recommendation to the NCC’s Board or Directors for final site approval.

Using the *Strategic Plan*’s guidelines and hierarchy of sites, the NCC earmarks the selected site for up to three years to allow the proponent to develop the project and carry out fundraising. In cases where the identified site is not on NCC-owned property, the NCC will assist in negotiations with the managing federal agency.

Commemoration design typically occurs after site selection. While some proponents submit a complete design, the NCC may require a national design competition for large scale commemorations. The NCC

develops urban design guidelines to aid the integration of the work into its setting. The design is also subject to review by the NCC's Advisory Committee on Planning, Design and Realty and final approval by the Board of Directors. In some cases, land use review and design are approved concurrently.

At the time of application, the proponent must submit a letter of intent to raise funds for the commemoration, estimating the project cost and completion date. The NCC must be satisfied that the proponent is able to complete the fundraising before the design stage can commence. All fundraising must be complete before construction can begin. The *Commemoration Policy* specifies that the principal proponents can be acknowledged by means of a plaque at the commemorative site, but donors cannot be recognized.¹⁹

Once the monument has been fully installed, the NCC accepts ownership of the work and assumes responsibility for perpetual maintenance. Proponents must contribute 10% of the construction value of the work, less design fees, for this purpose. This policy was established in 2006, following Washington's example, and has not been challenged by proponents. The maintenance funds are intended for "life cycle repairs," such as preventative maintenance or minor restoration activities. In the event of significant damage or deterioration of the structure, the NCC reserves the right to permanently remove the work.

The *Commemoration Policy* notes that "because of the changing nature of urban environments, the siting of a commemoration may, in time, no longer be appropriate."²⁰ In such a case, the agency reserves the right to relocate a work to a site of similar scale and visibility at its own expense. Although relocation is a rare occurrence, one recent example is the statue of French explorer Samuel de Champlain and a native scout. The scout was supposed to be seated in a canoe, but it was never completed. Consequently, the scout appeared to be subserviently crouching at Champlain's feet. In 1997, the Chief of the Assembly of First Nations successfully petitioned the NCC to relocate the scout to a nearby park.

The policies surrounding ownership maintenance and relocation of commemorations are described in the NCC's required Donation Agreement with monument proponents upon completion of the work.

Selected Commemorations in Ottawa

While the recent policies have helped to clarify expectations and streamline the process for proponents, some challenges still arise. In some cases, the commemorative intent is reworked to better match the NCC's subject approval criteria; in other instances, proposals are turned down. For example, despite recognizing the under-representation of cultural monuments in Ottawa, the NCC reluctantly rejected a proposal for a monument to Mahatma Gandhi because it lacked a clear nexus to events of national symbolic importance in Canada. The monument was eventually located on city land.

a. Victims of Totalitarian Communism

A future memorial to the Victims of Totalitarian Communism is now in its planning stages. The initial project proposal moved forward on the basis that the theme and title would be modified to emphasize the Canadian context and Canada's role as a land of refuge for those fleeing repression. The NCC used a similar approach with the proposed Ukrainian poet Taras Shevchenko monument and requested that the Ukrainian Canadian community's contribution to the development of the country become the primary message. The proponents, however, decided to locate the work on private property in order to pursue their original intentions.

b. Canadian Navy Monument

Although most monuments in Ottawa are privately financed, there are occasional exceptions, such as when a federal government agency is the primary proponent. The Canadian Navy Monument is an example whereby, on the occasion of the Navy's centennial, the Department of National Defense has mandated the NCC to oversee the entire project.

In 2009, the NCC launched a two-phase national design competition to select a winning design. In the first round, design teams were chosen to compete by a jury based on qualifications and past experience. Of the 50 selected teams, five finalists were selected to submit concept designs for the memorial. The jury considered comments from the public, a technical committee and the NCC's advisory committee on planning, design and realty before deciding on the winning design (shown at right).

The \$1.5 million memorial will be located on the bank of the Ottawa River at the west end of Parliamentary Hill and is scheduled to be completed by May 2011.



Winning design for the Navy Monument

Photo Credits

Winning Navy Monument design – CBC News

<http://www.cbc.ca/gfx/images/news/photos/2009/10/29/ot-naval%20monument.jpg>

APPENDIX B: CANBERRA, AUSTRALIA

Canberra is located in the Australian Capital Territory (ACT), which became a self-governing territory in 1989. It does not have a separate municipal government.

Population: 300,000

The Commonwealth government is still a major landowner in the ACT and continues to maintain some control over territorial affairs as related to Canberra's role as the national capital. The National Capital Authority (NCA) is the Commonwealth agency charged with administering planning activities at that ensure Canberra and the ACT are planned and developed in accordance with their national significance. While the ACT government prepares its own comprehensive Territory Plan, it must be consistent with the National Capital Plan issued by the NCA. The long-range National Capital Plan is continually updated to address development in the Parliamentary Zone, land owned by the Commonwealth, and other designated areas of significance.

Commemoration Planning in Canberra

The *National Memorials Ordinance 1928 (Ordinance)* establishes the Canberra National Memorials Committee (CNMC) to oversee the location of character of national memorials in the ACT. The CNMC is composed of:

- the Prime Minister, who serves as Chair
- the Minister responsible for the *Ordinance* (currently the Minister for Regional Services, Territories and Local Government)
- the Leader of the Government in the Senate
- the Leader of the Opposition in the Senate
- the Leader of the Opposition in the House of Representatives
- the Secretary of the Department
- an officer appointed by the Minister (currently the Secretary of the Department of Veterans Affairs)
- two residents of the ACT appointed by the Governor-General

The NCA supports the CNMC and the Minister responsible for the *Ordinance* with recommendations, technical assistance and project management services.

Traditionally, national monuments and memorials have been located on ANZAC Parade, the ceremonial boulevard between the Parliament House and Mount Ainslie. Constructed in 1941, the Australian War Memorial was the first monument on ANZAC Parade. The memorial honors the 100,000 military deaths in WWI and WWII. While only a few military-related monuments were installed during the 1970s and 1980s, six new works appeared in the period from 1990 to 2003, two of which were controversial because they were not conventional military memorials.²¹

The debates over these monuments prompted the NCA to develop a framework to guide the selection and placement of new commemorations in the ACT and to offer alternative locations to ANZAC Parade. In 2002, the NCA published its *Guidelines for Commemorative Works in the National Capital (Guidelines)* to



ANZAC Parade looking towards Parliament House; Australian War Memorial at bottom

encourage a commemorative representation of the broad range of Australian cultural narratives with “as wide a range of subjects and themes as possible, ensuring that all the ‘nationally significant’ areas of Australian history, heritage and culture are properly represented.”²²

The *Guidelines* provide two levels of assessment criteria for commemorative subjects. The Mandatory Criteria include provisions that:

- Individuals, ideas and events will only be considered for commemoration at least 10 years after person’s death or conclusion of the event.
- Groups and organizations will only be considered for commemoration at least 10 years after their termination. Groups with a continuing history of at least 10 years are considered on a case-by-case basis.
- A commemorative proposal must not duplicate the themes or subject matter of an existing commemorative site.
- Natural disasters are not normally commemorated.

The Evaluation Criteria states that a person, group, organization, idea or event must:

- have cultural significance for the nation;
- closely reflect the evolving values, ideas and aspirations of the Australian community;
- contribute to the education of all Australians by enhancing a national sense of place and increasing understanding of cultural diversity; and
- exemplify Australia’s unique heritage.

Since the NCA typically remains neutral on the selection of commemorative subject matter because “the CNMC has in effect decision making power” and the “capital belongs to all Australians,” the Evaluation Criteria provides at least some guidance and political cover for decision-makers, monument sponsors and planners.²³ For example, proposed monuments to Mahatma Gandhi and the Great Irish Potato Famine were rejected because they were not “part of the collective experience of Australia.”²⁴ The Gandhi memorial was eventually erected on ACT-owned or private property. Other rejected commemoration ideas include memorials to victims killed because they were prevented from owning handguns.

On at least one occasion, the criteria have been superseded by popular need to commemorate highly emotional events. Within the first year following adoption of the *Guidelines*, there was overwhelming pressure to commemorate victims of the Bali bombing in 2002, in which 88 Australians died. Led by the Prime Minister, a memorial on the Parliament House grounds was unveiled on the one year anniversary of the bombing.

Nevertheless, the *Guidelines* address some of the key challenges that the NCA has recognized since the 1990s. The NCA is receiving more requests for commemorative works with duplicative subject matter and tragedies that have happened in the community, such as car accidents, rather than national events. To partially address this issue, the NCA had originally proposed a minimum timeframe of 20 years before subjects could be commemorated but 10 years was accepted as a political compromise.

Commemorative Subject Matter and/or Thematic Analysis

The *Guidelines* also provide a spatial framework for locating new works based on several broad “thematic clusters,”²⁵ including:

- sites that honor military sacrifice, service and valor
- sites that honor non-military sacrifice, service and achievement
- sites that honor Australian achievement and endeavor
- sites that honor non-Australian achievement and endeavor, and Australia’s international commitments

The *Guidelines* recommend that works honoring military and non-military sacrifice, service, valor and achievement be located north of Lake Burley Griffin. Works honoring Australian and non-Australian

achievement and endeavor are generally located south of the lake. Within the broad categories, the *Guidelines* present a list of parks, campuses and other siting areas where future commemorations with more specific, shared thematic ideas can locate together.

To develop these recommendations, the NCA considered the existing commemorative works, institutions and relevant activities in the area. The universities on the south side of the lake, for example, invite memorials related to scientific achievement and academic or artistic endeavor, while the expansive parkland on the north side of the lake allows for a greater number of memorials and works that are larger in scale. One recent commemoration is a plaque celebrating 100 years of the age pension, which provides financial assistance to elderly and disabled Australians.

Few subject matter ideas have been turned down by the CNMC, in part because proponents engage in considerable lobbying efforts before the monument is considered with CNMC representatives, most of whom are nationally-elected officials. Any public debate usually emerges after monuments have been approved by the CNMC because there is little media coverage until the design or construction stage.

Process to Establish New Works

The NCA guides monument proponents through the procedure to establish new commemorations on federal land.

The first step is for prospective proponents to meet with NCA staff to discuss their ideas. The NCA informally assesses whether the project is viable based on the subject matter and the proponents' organizational structure and capacity to fundraise. The NCA may also seek comment from other government agencies to establish the validity of claims made by the proponents. After working with proponents to refine the monument concept and identify an appropriate location for the work, the NCA presents the monument to the CNMC, which must approve both its location and overall character.

The NCA strongly recommends that proponents hold an open competition to determine the final design for the commemoration, which is also reviewed by the CNMC. Until recently, the NCA provided project management services at no cost to oversee the design process and installation of the work. These services gave the NCA significant oversight for the project and helped resolve issues with monument development. The NCA may offer these services through a cost-recovery system in the future. The final monument design must also be approved by CNMC.

While monument proponents are fully responsible for financing the cost of the memorials, historically, the NCA has assumed responsibility for maintenance upon completion of the memorial. In some cases, the NCA has obtained some contributions from proponents for maintenance, but these funds are generally insufficient to cover long term maintenance costs. The NCA is currently examining ways to ensure sufficient funding is provided for the perpetual maintenance of memorials.

Selected Commemorations in Canberra

a. WWI and WWII Memorials

Several contributing factors led to the public call for new memorials to commemorate WWI and WWII, which are overwhelmingly responsible for the 102,000 deaths in Australia's military history. The Australian War Memorial on ANZAC Parade, originally built around the onset of WWII, has been expanded several times to honor subsequent conflicts and incorporate a museum and other programmatic features. In addition, several of the buildings, swimming pools and other infrastructure projects named after WWII leaders have reached the end of their functionality and are being replaced. Finally, and perhaps most importantly, individual monuments have subsequently been built to the Boer, Korean and Vietnam Wars, which has triggered confusion and discord as to why WWI and WWII have not been commemorated. Proponents have expressed urgency about completing the monument in the lifetimes of the remaining veterans.

The winning design from the open competition is shown at right. The towers are angled to allow light to pass through at significant moments on Anzac Day, Remembrance Day and the anniversary of the date ending the WWII Battle of Kokoda.



Winning design for the proposed WWI and WWII Memorials

Proponents are still far short of the estimated \$21 million needed to complete the monument. The NCA has reserved the sites for the memorials until June 2010.

b. International Gifts

Canberra has only received a few commemorative gifts, mainly from other commonwealth nations. Canada, for example, commissioned a work of art for Australia's centennial and has planted a maple tree. The NCA typically works with the embassy in a "consultative" process to determine an appropriate gift that will enhance the national capital. In some instances, the gifts take the form of infrastructure installations for which Canberra has identified a need, such as a dance square proposed by several Latin American countries. Since these works are more celebratory in nature, they do not follow the CNMC review process.

Photo Credits

ANZAC Parade – from the Australian Boer War Memorial website;
http://www.bwm.org.au/images/anzac_parade.jpg

Proposed WWI and WWII Monuments – from the Monument Development Committee website;
<http://www.mdc.org.au/>

APPENDIX C: BERLIN, GERMANY

Population: 3.4 million

Commemoration Planning in Berlin

Germans distinguish between *gedenkstätten* (place of national memory) and *denkmale* (statues or historical markers). Gedenkstätten are usually larger installations that include staff and/or an educational component, while denkmale are used to mark the location of a specific historical event, though some are not necessarily in the exact place where the event occurred. All of Berlin's gedenkstätten pertain to the Nazi crimes of the 20th Century, but are also accurately located where the suffering and death took place (e.g. the Topography of Terror and the House of the Wannsee Conference). The single exception is the Memorial to the Murdered Jews of Europe.²⁶ The memorial is centrally located on the "no-man's-land" on either side of where the Berlin Wall once stood.²⁷

Since the opening of the Berlin Wall, there have been nine new memorials for the victims of Nazism, six large monuments dedicated to the same theme and more than 3,000 "stumble stones" (shown at right) to commemorate specific locations where Jews lived. The stones include names, deportation and death dates.



Stumble stones in Berlin

Rainer Klemke, the key official interviewed for the case study, explains that "our experience is such that with a narrower focus, the acceptance of a memorial increases," so a dedicated to *all* victims or *all* wars would probably be too general because people are drawn to memorials that has particular meaning for them. The Berlin Wall is perhaps the most general, as it is dedicated to "the Memory and Victims of the Berlin Wall from 1961-1989 and the victims of communist violence."

Narrowly-focused memorials result in more works, however. Since the Monument to the Murdered Jews of Europe, there are now calls for monuments in the neighborhood of the Brandenburg Gate for monuments to gay and gypsy victims. Similarly, the memorial to the victims of Tiergarten 4 ("T4") was expanded to include homosexual victims in 2008.²⁸ The T4 monument emerged from significant public discussion about the importance of memorials and monuments dedicated to various groups. A similar decision-making process driven by public discussion took place around a proposed monument to Georg Elser, the first person to try to assassinate Hitler, which has now been approved for construction.

Foreign gifts are a difficult and diplomatically-delicate topic in Berlin. While, in principle, these monuments are erected only on the grounds of artistic worth, but many artists and states would like to make a gift directly to Berlin and see it located on an important location in the city. Some gifts are still accepted on diplomatic grounds.²⁹

Process to Establish New Works

Ideas for new works are proposed by groups of interested citizens, sometimes contrary to the *politik* of the day (e.g. political opposition or counter-cultural groups). Through public hearings, "podium discussions" and formal participation by the relevant state offices, historians and other experts, victims' organizations and interested citizens, "civil servants" (planners, bureaucrats) work to develop concepts to be presented to the German Parliament or Senate of Berlin. Different parties often work out political agreements regarding monuments and their advisors negotiate the details. Ultimately, the national Bundestag or the Berlin Senate decide whether the concept and location are sound and in the interest of a public undertaking.

The federal government or the Berlin Senate exclusively finance gedenkstätten and their perpetual maintenance, but smaller memorials and tablets are occasionally established by private individuals or groups.

A set of guidelines has been developed for commemorations of national importance following lengthy public discourse (available upon request, in German).

Selected Commemorations in Berlin

a. Memorial to the Murdered Jews of Europe

The Memorial to the Murdered Jews of Europe is Berlin's most significant and controversial commemoration honoring the six million Jews killed by Adolf Hitler's Nazi government. The memorial is a field of 2,711 concrete slabs or "stelae" unevenly arranged in a grid pattern on a 4.7-acre site.



Memorial to the Murdered Jews of Europe

According to the memorial's designer, American architect Peter Eisenman, the stelae produce an uneasy, confusing atmosphere and suggest that "when a supposedly rational and ordered system grows too large and out of proportion to its intended purpose, it in fact loses touch with human reason. It then begins to reveal the innate disturbances and potential for chaos in all systems of seeming order, the idea that all closed systems of a closed order are bound to fail."³⁰ Although the monument clearly calls to mind the image of a graveyard, the stelae do not correspond to any literal symbolism such as the number of Holocaust victims. Rather:

In this monument there is no goal, no end, no working one's way in or out. The duration of an individual's experience of it grants no further understanding, since understanding is impossible. The time of the monument, its duration from top surface to ground, is disjoined from the time of experience. In this context, there is no nostalgia, no memory of the past, only the living memory of the individual experience. Here, we can only know the past through its manifestation in the present.³¹

A memorial to Jewish victims of the Holocaust was first championed by television journalist and producer Lea Rosh and historian Eberhard Jäckel. Rosh remained an active advocate for the controversial project for the next 17 years until the memorial was completed in 2005.

The Bundestag passed a resolution in 1992 that the memorial would only be devoted to the Jewish victims of the Holocaust and selected prominent site in the center of the newly-unified city of Berlin, near the Brandenburg Gate and the remains of the bunker where Hitler committed suicide.³² The memorial was to be completed by 2001, the year the German government would return to Berlin.

In 1994, Chancellor Helmut Kohl announced an open design competition with a 30-member jury of historians, city planners and other representatives from his government, the city of Berlin and Rosh's group. The design chosen from amongst the 523 submissions was an enormous concrete slab with the names of the Jewish victims, which was immediately rejected by the public and eventually Chancellor Kohl. Continued public discussion and arduous debate led to a second, limited, design competition in 1997. This time, the 5-member jury disclosed a conceptual plan for the memorial to address many of the underlying political and conceptual ambiguities related to the memorial. As James E. Young, a Holocaust memorial expert and the only American or Jew on the jury, explained:

“[W]e would be clear, for example, that this memorial will not displace the nation's other memorial sites, and that a memorial to Europe's murdered Jews would not speak for the Nazis' other victims but may, in fact, necessitate further memorials to them. Nor should this memorial hide the impossible questions driving Germany's memorial debate. It should instead reflect the terms of the debate, the insufficiency of memorials, the contemporary generation's skeptical view of official memory and its self-aggrandizing ways.”³³

The design by Peter Eisenman and Richard Serra was eventually chosen and approved by a majority of the Bundestag in 1997. This design was also incredibly controversial because of its likeness to a graveyard. After Kohl lost the national election to Chancellor Gerhard Schroeder, the process nearly devolved into a third competition. The Bundestag, which had taken over responsibility for selecting the final design, considered a completely new memorial by Richard Schröder in 1999, a small monument inscribed with the phrase "Thou Shalt Not Murder."³⁴ In a 314-209 vote, the Bundestag approved Eisenman's modified memorial. The final design included a visitor center beneath the memorial, reduced the number of stelae by almost half, lowered the height of the stelae and removed the plans to imprint the names of the victims on top of columns.

The \$35.7 million memorial finally opened to the public in May 2005, two days after the 60th anniversary of the end of WWII in Europe.

b. Berlin Wall Commemorations

Commemorating the Berlin Wall has proven to be a uniquely difficult challenge for the reunified city. In the jubilation following the wall's demolition in 1989, the overriding national objective was to politically, economically and physically reunite the city and country, which led to rapid building development at the former site of the wall.³⁵ Within a few years, the wall's path through the city had almost completely disappeared.

Over time, a number of new commemorative sites related to the Berlin Wall began to appear. In 1994-1995, the federal government held a competition to design a memorial for the victims of the Berlin Wall. With ongoing controversy about whether and how to commemorate the Berlin Wall, the federal government eventually approved three projects along Bernauerstrasse, the main street where the Wall divided the city: a memorial, a documentation center, and the Chapel of Reconciliation which was demolished during the construction of the wall. In conjunction with these plans, the Berlin Senate prepared an overall



The Berlin Wall Memorial allows visitors to look down on a stretch of the wall from a watchtower.

concept plan for all projects related to the Berlin Wall, such as open-air exhibits at Checkpoint Charlie and the Alexanderplatz, where the Wall was first opened during the Peaceful Revolution. Along the Spree River, the Wall's graffiti and murals are being restored through the East Side Gallery project.

The Berlin Wall is also commemorated through the Berlin Wall Trail and History Mile. The 96-mile hiking and biking trail follows the path of the Wall encircling West Berlin. The History Mile includes 29 different stations with informational boards that recount in words and photos the history of the city, the construction and destruction of the Wall, and other aspects of life in the divided city.



Information kiosk along the Berlin Wall History Mile

The controversy over the crosses at the Checkpoint Charlie Museum exemplifies the German commitment to locating monuments and memorials in historically-authentic sites. In 2004, the private museum erected more than 1,000 wooden crosses commemorating each of the victims who died trying to flee East Germany. The Cultural Senate of the City of Berlin immediately demanded that the crosses be removed because it was not the exact location where the victims died.³⁶ Eventually, the crosses were removed in 2005 because the German bank that owned the vacant lot on which the memorial was located refused to renew the expiring lease on the property. Even so, angry protests took place when the crosses were dismantled with several people briefly chaining themselves to the memorial. A €37 million decentralized commemoration concept was subsequently developed and implemented by the Berlin Senate.

Photo Credits

Memorial to the Murdered Jews of Europe –

<http://upload.wikimedia.org/wikipedia/commons/9/93/HolocaustMahnmalLuft.jpg>

Berlin Wall Memorial –

http://images.google.com/imgres?imgurl=http://upload.wikimedia.org/wikipedia/commons/4/46/BerlinWallBernauerStrasseMarch2005.JPG&imgrefurl=http://commons.wikimedia.org/wiki/File:BerlinWallBernauerStrasseMarch2005.JPG&usq=__gFleV9e4S9JOe8OVc_Qkael2MI=&h=1200&w=1600&sz=398&hl=en&start=33&um=1&tbnid=f5LAC6JMqQC11M:&tbnh=113&tbnw=150&prev=/images%3Fq%3D%2522berlin%2Bwall%2Bmemorial%2522%2Bbernauer%2Bstrasse%26ndsp%3D18%26hl%3Den%26rls%3Dcom.microsoft:en-US%26sa%3DN%26start%3D18%26um%3D1

Berlin Wall History Mile information panels - <http://www.berlin.de/mauer/geschichtsmeile/index.en.html>

APPENDIX D: BOSTON

City Population: 589,000; Metropolitan Area Population: 4.4 million

Commemoration Planning in Boston

Historically, the premiere location for commemorative works has been the Boston Common (one of the oldest public parks in the U.S.), the adjacent Boston Public Garden (the first U.S. botanical garden) and along Commonwealth Avenue Mall, which links them to the rest of Frederick Law Olmstead's seven miles of linear parks known as the Emerald Necklace. Today, these locations are considered "complete" and a city moratorium has been placed on new commemorations, although a few works have been added despite the prohibition.

The Boston Arts Commission (BAC) has the legal authority to approve, locate and preserve all interior and exterior public art on property owned by the City of Boston, including monuments and other commemorative works. First established in 1890, the BAC is appointed by the Mayor and consists of five Boston residents nominated by cultural institutions in the city.

Commemorative Subject Matter and/or Thematic Analysis

With the highly visible locations off-limits to new commemorations, proposals for new works have shifted to parks, libraries and other community facilities in Boston's neighborhoods, many of which continue to maintain a strong ethnic or cultural identity. As a result, commemorative subject matter is sometimes repeated across neighborhoods. There are at least four Vietnam War memorials in adjacent or nearby neighborhoods, for example. Typically, 60-70% of the approximately 20 or so works in the development pipeline at any one time are commemorative in nature. Commemorations often have greater difficulty than contemporary works in securing outside funding, which is a key reason that many proposed works are never constructed.

Although there are currently more than 600 public art and commemorative works in the BAC's database, themes of Boston's commemorations have not been systematically analyzed. Many of the works are related to military events or political figures because these subjects are readily accepted by the communities. Unlike other cities, however, Boston has not seen many requests to commemorate local victims or tragedies, such as car accidents, even though there is no minimum time lapse required before a subject can be commemorated.³⁷

With so many memorials proposed by community groups for their own neighborhoods, the BAC rarely takes a position on subject matter. The BAC's official policy guidelines state only that the "BAC is more likely to support proposals for artwork which are place specific and contextually appropriate," but do not provide more detailed criteria.

Process to Establish New Works

The BAC's *Guidelines for Permanent Public Art Installation in Boston (Guidelines)* outlines the steps for locating new public works of art or commemorations on city property. The *Guidelines* have been modified repeatedly over the past few years.

One unique feature of Boston's commemoration process is the city-maintained trust that can fund new public art and commemorations. The Edward Ingersoll Browne Fund was established in 1892, when the successful Boston attorney directed in his will that one-third of his estate be set aside in a special open space improvement fund for the City of Boston.³⁸ Although the board administering this trust is independent, the BAC does have some representation.

Monument proponents can apply to the Browne Fund twice during the development of their proposals; once for financial assistance in the planning and design phase and again for construction funding. The Browne Fund accepts applications for funding twice per year. In most cases, the maximum amount the Browne Fund grants is \$20,000 for planning and design and \$75,000 for fabrication. Since the total cost of new works typically ranges from \$150,000 to \$300,000 including landscaping, monument proponents usually need to raise additional capital to complete the work. The City of Boston rarely contributes financially to development or maintenance of public art unless it is independently undertaking a public works project that would support it.

The *Guidelines* set forth a detailed set of step-by-step instructions for the development of new monuments and memorials in Boston. A synopsis of this process is as follows:

Step 1: Application for planning funds

- Applicants can apply for planning and design funds for the artwork from the Edward Ingersoll Browne Fund, a public trust of the City of Boston.
- Applications are accepted twice per year.
- Applications may proceed without funding from the trust.

Step 2: Informational meeting with BAC staff

- BAC staff explains the process and may ask for more information from the applicant about the “goals for the artwork” and plans to date.

Step 3: Artist selection

- All public art proponents are required to select an outside “BAC-approved advisor” to help guide the proposal through the process.
- Proponent has 3 options for selecting an artist:
 - Open competition
 - Request for Qualifications
 - Invitational process with at least 3 candidates
- The proponent’s selection committee, at minimum, must include the following:
 - 1 BAC-appointed liaison
 - 2 neighborhood or community representatives with a “vested interest in the project”
 - 1 visual arts professional
 - 1 representative of the host agency or site owner
 - 1 project designer (if the artwork is part of a larger development project)
- Competition finalists or artists who are invited to prepare a detailed proposal will be paid a stipend for their creative work (typically funded by the planning funds the proponent has acquired from the Browne Fund).

Step 4: Submission of preliminary design concept

- Proponent and artist meet with BAC for feedback on final design.
- Proponent must also provide a fundraising strategy to create an endowment for routine maintenance (Note that the Browne Fund allows capital repair every 5 years).

Step 5: Application for implementation funds

- Proponent can apply to the Browne Fund for development of artwork.
- Applications are accepted twice per year.
- Funding is not disbursed until BAC approves final design.

Step 6: Final design development

- Artist develops final design with help of a BAC-approved conservator.
- Conservator approves the materials and schedule for maintenance of the artwork, which determines the endowment for perpetual maintenance.

- BAC appoints a project manager from the Mayor’s Office of Arts, Tourism, and Special Events to coordinate intermediate meetings with city departments, as appropriate.
- Proponent must hold at least one community meeting and public display of the proposed artwork.

Step 7: Application for BAC design approval

- Proponent presents final design to BAC, which approves design (and location) or recommends changes within 30 days.
- Proponent has two additional opportunities to satisfy BAC.
- If approved, Browne funding is disbursed.

Step 8: Project fabrication and interim reports

- Artist develops work and submits interim reports to BAC regarding progress and any changes to approved design.
- BAC must approve final design and location in writing before installation.

Step 9: Documentation record and accession

- After the artwork is installed, the proponent submits a “documentation record” to the BAC detailing the artwork, which remains on record along with all other documentation for the project.
- City formally accepts the artwork into its collection.

Selected Commemorations in Boston

a. Boston Women’s Memorial

The Boston Women’s Memorial, dedicated in 2003, received an unusually significant amount of press coverage and support from City Hall, in part because the Mayor strongly supported the work and his wife served on the commission to develop it. Despite the moratorium, the work was placed on the Commonwealth Avenue and features three Bostonian women: First Lady Abigail Adams, women’s rights activist Lucy Stone and African-American poet Phyllis Wheatley. The sculpture group has received some criticism because the bronze statues are composed in a conversational circle even though they were not alive during the same time periods.



Boston Women’s Memorial

b. 9/11 Memorial

The 9/11 Memorial is located adjacent to the lagoon in the Boston Public Garden famous for its swan boats (shown at right). Dedicated in 2004, the landscape memorial is so subtle that the BAC had to include it in their recently released Art Guide because visitors were having trouble finding it. City officials recall no opposition to the work despite the presence of multiple conservation groups that have reacted strongly against other proposed



9/11 Memorial

commemorations within the park. The \$250,000 memorial was paid for through private donations and a \$100,000 grant secured by the late Senator Edward Kennedy.

Photo credits

Boston 9/11 Memorial – Flickr user StarrGazer,
<http://www.flickr.com/photos/20197422@N00/169642640>

Boston Women's Memorial – Newington-Cropsey Cultural Studies Center,
http://nccsc.net/asset/original_filename/736/BERGMANN2LARGE.jpg

APPENDIX E: ST. PAUL, MINNESOTA

St. Paul has a current population of 287,151, making it the second largest city in Minnesota after Minneapolis. The Twin Cities metropolitan area is the 16th largest in the U.S. with a total population of 3.5 million.

Commemoration Planning in St. Paul

In 1967, the Minnesota state legislature created the Capitol Area Architectural and Planning Board (CAAPB) to oversee planning and zoning in the 60-block area surrounding the capitol. Today, the Commission is comprised of 12 members, including the Lt. Governor who serves as Chair, two state house members, two state senators, four gubernatorial, and three City of St. Paul appointees.

The CAAPB maintains architectural and design authority regarding new buildings or renovations in the district and enforces the state law limiting the height of buildings surrounding the capitol. The zoning regulations controlling land uses, setbacks, height limitations and architectural elements are provided by Minnesota state statute. The CAAPB also prepares the area's comprehensive plan and approves the new location and design of new monuments in the capital area once the subjects have been authorized by the Minnesota legislature.

Most of the recent commemorations in St. Paul are located on the capitol grounds and its approaches, specifically the Capitol Mall, within the CAAPB's jurisdiction. There are currently nine memorials on the Mall with three that are in the planning stages. In May 1993, the CAAPB approved the *Commemorative Works in the Capitol Area: A Framework for the Initiation, Evaluation and Implementation of Commemorative Works in the Capitol Area of Saint Paul (Framework)* for works within its area of jurisdiction after recognizing that "renewed interest in memorials has accelerated to the point where it is necessary to develop an overall plan for orderly and appropriate development of future commemorative works in the Capitol Area."³⁹ The plan was developed in support of the area's comprehensive plan, prepared by the CAAPB in 1986, and amended in 2009.

The *Framework* was produced in-house with assistance from the CAAPB architectural advisors. The CAAPB approved the plan without extensive public outreach. Staff anticipates the plan will be updated within the next few years to address limited space remaining for new memorials and other issues.⁴⁰

It should be noted that the City of St. Paul oversees the installation and maintenance of abundant public art throughout the rest of the city. Public art receives strong support from the community and active nonprofit advocacy organizations. Most of the new works under the city's jurisdiction constitute "art for art's sake" rather than commemoration.

Commemorative Subject Matter and/or Thematic Analysis

The *Framework* identifies different locations on the Mall and capitol grounds for works based on theme:

- Executive, Legislative, Judicial – immediately surrounding the capitol building
- Minnesotans – John Ireland Boulevard; a radial street approaching the state capitol from the SW
- Military Veterans – Mall area south of the capitol
- Culture – Cedar Street; a radial street approaching the state capitol from the SE
- Area in Transition – University Avenue; east-west thoroughfare north of the capitol building⁴¹

Within these themes, commemorations are often grouped near other works with common subject matter. Governors, for example, are located together at the base of the steps of the capitol. Another example is the planned "Minnesota Memorial to Special Forces in Laos," which will be located near the Minnesota Vietnam Veterans Memorial since the conflicts were related.

Aside from the identification of themes, CAAPB does not take a position on the subject matter for new commemorations because those decisions are made by the legislature. The *Framework* presents a few policy guidelines that CAAPB usually enforces successfully by working with memorial proponents and legislators. Subject matter must have statewide significance and cannot be captured by works elsewhere in Minnesota, for example. In addition, individuals cannot be considered for commemoration in the first 10 years following death.

In cases where proposed monuments do not meet these conditions, planners work with the City of Saint Paul or other entities to locate commemorations on city-owned or private property, as was the case with the proposed memorial to Bob Hope.

Process to Establish New Works

New commemorations on the Mall or elsewhere within CAAPB's jurisdiction may be authorized by the Minnesota state legislature. The CAAPB staff prefers that applicants discuss proposals with them first, but some bills are introduced without consultation so staff spend a significant amount of time following legislative news.

Early in the process, the applicant or the CAAPB conduct programming and feasibility studies to understand the scope and nature of the memorial and evaluate the proposal within the *Framework* guidelines. If the proposal meets the *Framework* requirements, the CAAPB proceeds with a site selection study, which considers the following questions in order to determine appropriate site selection criteria:

1. What is the symbolic significance of the site? Would the site reflect the level of significance of the commemorative work?
2. Does the commemorative work's site fit the thematic organization for commemorative works in the Comprehensive Plan, and is it suitable within the hierarchical organization of the Mall?
3. Will the commemorative work on this site provide an opportunity for urban design competition, that is, reestablish relationships with existing axes, vistas, entry points, and landmarks?
4. Is the site visible and accessible to the public? Are the levels of visibility and accessibility appropriate to the commemoration?
5. Will the utilization of this site interfere with, or encroach upon, any existing commemorative work?
6. Will selection of this site preserve and protect existing and proposed open space and its public use?⁴²

The *Framework* also includes a set of design criteria for new works, which evaluates the following characteristics: legibility and meaning, approachability, size and scale, spatial envelopes, relationship to other commemorative works, setting, materials, visual context, climatic context, and evening illumination.⁴³

The CAAPB Board must give preliminary approval to the site selection and criteria before the proponent can conduct a design competition or otherwise commission the work by an artist. Final design is approved by the CAAPB before construction can begin.

Memorial proponents often seek funding, usually a matching grant, from the Minnesota legislature. Sometimes state funding comes from lottery proceeds or vanity license plates authorized to support the memorial. While memorials vary in cost, recent works have ranged between \$200,000 and \$300,000. By law, projects exceeding \$1 million require a design competition; others may invite artists to compete or select a design team directly. All funding, including an additional 20% for maintenance must be raised before construction can begin.⁴⁴

As available space on the Mall has dwindled, size has become a major consideration resulting in smaller works and the use of landscaping and other functional elements has become more popular. The Minnesota Woman Suffrage Memorial, for example, is designed as a garden with a decorative fence along a walkway with text tables (shown right).



Minnesota Woman Suffrage Memorial

The state also owns the copyright to all memorials, which gives CAAPB authority over the final design and completed work. Exercising this authority allowed the CAAPB to reject a proposed addition to the Vietnam Veterans Memorial and add an explanatory plaque to the Roy Wilkins Memorial.⁴⁵

Selected Commemorations in St. Paul

CAAPB staff note the acceleration of monument proposals since the 1980s. Of the 12 existing memorials in CAAPB's jurisdiction, nine have been constructed since 1982, including:

- Monument to the Living (1982) – dedicated to returning veterans from Vietnam
- Charles Lindbergh (1985)
- Minnesota Vietnam Veterans Memorial (1992)
- Roy Wilkins Memorial (1995) – Minnesotan civil rights leader
- Peace Officers Memorial (1995) – Minnesota law enforcement officers who died in the line of duty
- Korean War Veterans Memorial (1998)
- Minnesota Woman Suffrage Memorial (1999)
- World War II Memorial (2007)
- Minnesota Workers Memorial (2010)



Minnesota Korean War Memorial

In addition, three planned memorials that have also been sited: the Hubert Humphrey Memorial, Minnesota Firefighters Memorial and the Minnesota Memorial to Special Forces in Laos.

a. Court of Honor

The Court of Honor presents an alternative to permanent statues or memorials for military-related memorials on the Mall. The wall contains plaques honoring individuals and groups (sample plaque shown at right). Plaques must be approved by the state legislature and cost \$5,000, all of which must be privately funded. Only five spaces remain available, however.

An unwritten policy allows families to commemorate a deceased relative by planting a tree on the capitol grounds. No plaque or other identification is permitted.

Photo Credits

Minnesota Woman Suffrage Memorial – Kevin D. Hendricks,
<http://www.flickr.com/photos/monkeyouttanowhere/2566305080/>

Minnesota Korean War Memorial – Joe Hoover,
<http://www.geomyidae.com/index.php?RollID=pxstatecaptial&FrameID=capitolm08>

APPENDIX F: SALT LAKE CITY, UTAH

Salt Lake City has a population of 181,700, making it the largest city in Utah. The Salt Lake City metropolitan area spans three counties and has a total estimated population of 1,115,700 as of July 2008.

The Salt Lake City Council has been a separate and equal branch of government since it became a mayor-council form of government in 1979. Council seats are divided into seven geographic districts and council members serve four-year terms. The Council employs a staff of 14 that research and analyze issues pertinent to city policies and work with constituents.

Commemoration Planning in Salt Lake City

Salt Lake City's commemoration planning efforts center on its *Naming of City Assets Ordinance*, which has been under development since November 2007.

A number of controversies related to naming city assets to honor individuals illuminated the need for a policy to address issues related to commemorative works. In one instance, heated community debate erupted over a grassroots movement to quickly rename the city's airport after a terminally-ill three-term governor before he died. Another controversy arose with a proposal to rename a street after the first fallen Iraq War soldier from Salt Lake City a few months after his death. Without knowing how long the conflict would last, some expressed concern over the precedent such a renaming would set. With the Mayor an outspoken opponent of the war, the issue became politically charged when President Bush came to meet with the soldier's family. Local boy scouts eventually raised money to rename a street near a ballfield where the soldier played as a child.

In April 2008, an ad hoc committee of Salt Lake City Council members, council staff and city administrators recommended that the city develop an ordinance to establish policy direction with regards to the naming, renaming and dedication of city assets. While much of the resulting ordinance focuses on the naming of existing infrastructure and buildings, the draft ordinance also includes new works that are primarily commemorative in nature.

To date, the *Naming of City Assets Ordinance* has not been adopted by the City Council; however, the ordinance has been reviewed by outside legal counsel and city staff has recommended approval. At its November 2009 work session, the City Council referred the draft ordinance back to the ad hoc committee for a final review and to resolve several remaining issues.

The ordinance addresses both the naming of city assets, such as public buildings, parks or benches, and new works established primarily for commemorative purposes, such as memorials, statues or busts. As a result, the policy must respond to a wide range of issues, from corporate sponsorships of museums and stadiums to endowments for statue maintenance.

Commemorative Subject Matter and/or Thematic Analysis

The *Naming of City Assets Ordinance* broadly identifies three categories of subjects appropriate for commemoration:

- Sponsorships: naming rights for city assets in exchange for a cash or other contributions;
- City Recognitions: naming of city assets to recognize contributions to the city by a person, organization or "group of similarly situated persons" (e.g. law enforcement);
- Tributes and Memorials: naming of a minor city asset as a tribute to a "person, group, event or other thing."⁴⁶

Proposed subjects of commemoration must have made a significant contribution to Salt Lake City by:

- enhancing the quality of life and well-being of the City;
- contributing to the historical, cultural or societal preservation of the city, state, or U.S.;

- contributing a significant portion of property acquisition or development costs or project; or
- achieving personal or organizational excellence which represents Salt Lake City in a meritorious manner.⁴⁷

The ordinance clarifies that a religious figure can only be commemorated for his or her civic contributions, which is important in a city with such a distinctive religious foundation. The policy also aims to address previous conflicts by noting that commemoration proposals may be rejected if the subject “relates to or may create a controversial situation within the City.”⁴⁸ The ordinance does not designate a waiting period before memorial subjects can be proposed, but this issue will be revisited by the ad hoc committee.

To date, Salt Lake City has not conducted any thematic analysis of its existing commemorations.

Process to Establish New Works

Approval of new memorials and asset naming is currently handled by the Mayor’s office on an individual project basis. The proposed *Naming of City Assets Ordinance* would establish an Asset Naming List to identify all city assets, individually or within a class, which are eligible for naming. Such assets would include parks, landscape elements, public amenities, recreational elements, properties and buildings. One issue the ad hoc committee will reconsider is whether to establish standards for naming specific classes of assets based on cost, type, useful life cycle, prominence of the site.⁴⁹

The *Naming of City Assets Ordinance* would require proponents to submit a naming petition accompanied by documentation of the financial solvency required to construct and maintain the asset. Once the petition is circulated to City Departments for comment, the Mayor or City Council will have the authority to issue a final decision, depending on the asset. At present, the ordinance does not include public review process, but this is an issue that will be reconsidered by the ad hoc committee. The city may circulate the petition to the appropriate community council for comment in cases where a direct relationship exists with a current or former place of residence and an asset proposed for renaming.

There are no specific guidelines for location or design of new monuments or memorials.

Selected Commemorations in Salt Lake City

While public and private monuments (many sponsored by the LDS Church) are scattered across the city, several secular memorials are located on the grounds of the state capitol building or in the adjacent Memory Grove Park, which is owned by the city. The State of Utah added a Vietnam Memorial to honor the 388 Utahns killed in the war in 2008. In Memory Grove Park, monuments to commemorate WWI and WWII and are set around a large lawn and pond that honors sailors who died in service.

a. Celebration of Life Monument

In 2003, the Quest for the Gift of Life Foundation approached the Mayor’s Office with a proposal to build a monument to honor organ donors, encourage organ donations, and serve as a memorial for family members of whole-body donors who do not have remains for burial. The Mayor’s Office approved the request to build the monument on Library Square in front of the public library with the understanding that the Foundation would solicit and raise sufficient funds to pay for the monument.



Quest for the Gift of Life Memorial

The project became entangled with a public works project related to other improvements on Library Square when the permitted the same contractor to install plumbing lines to the monument. When the Foundation folded, the Salt Lake City government was left to pay more than half the of the construction costs to complete the \$650,000 monument. The experience contributed to the city's motivation to create procedures for the establishment and maintenance of new monuments and memorials through the *Naming of City Assets Ordinance*.

b. Summum / Seven Aphorisms

In 2009, the U.S. Supreme Court ruled in *Summum v. Pleasant Grove* that followers of the religious philosophy of Summum could not force the City of Pleasant Grove, Utah to accept and display a donated tablet celebrating their "Seven Aphorisms," even though the city already had a monument of the Ten Commandments in a public park that had been similarly donated. The Court found that "the placement of a permanent monument in a public part is best viewed as a form of government speech and is therefore not subject to scrutiny under the Free Speech Clause."⁵⁰

Although Salt Lake City was not involved the Supreme Court case, it has been sued over the same issue by the Summum group in the 1990s. In that case, the Tenth Circuit Court of Appeals ruled that Salt Lake City could continue to allow a Ten Commandments monument on public property surrounding the City-County building, as long as Summum was permitted to erect its own monument. The Salt Lake City Council opted to move the monument to private land.

Photo Credits

Celebration of Life Monument

Utah's Donate Life Coalition - <http://www.celebrationoflifemonument.com/tour.php?level=album&id=4>

APPENDIX G: LONDON, ENGLAND

With a population of 7.5 million, London is the largest metropolitan area in the United Kingdom and one of the largest urban zones in the European Union. The ancient City of London occupies one square mile at the center of the city with the rest of the metropolis divided into 32 boroughs. The Greater London Authority, headed by the Mayor, is the strategic authority for citywide initiatives, while the administration of most public services is carried out by the boroughs.

This case study focuses primarily on the City of Westminster, the only borough with city status. It contains the bulk of Greater London's central area and has proactively developed policy guidance regarding new commemorative works. Relevant information about monuments in Westminster maintained under other authorities is included where possible.

Commemoration Planning in London and Westminster

Westminster is home to the most important royal and government buildings and famous parks in London, including:

- the Palace of Westminster (Houses of Parliament)
- Buckingham Palace (official London residence of the British monarch)
- Whitehall (government precinct where many government offices are located)
- the Royal Courts of Justice
- Trafalgar Square
- four Royal Parks: Hyde Park (350 acres), Kensington Gardens (275 acres), St. James Park (58 acres), Green Park (47 acres), and Regents Park (410 acres).

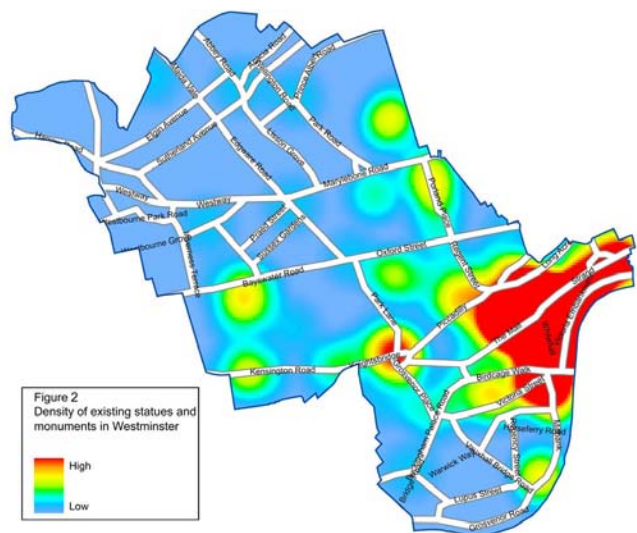
As the symbolic heart of the nation's capital, Westminster has been the traditional location for commemorative works. The city hosts more than 300 statues and memorials today with several major works added in recent years. The Royal Parks, for example, have developed the following memorials in Hyde Park alone:

- the Diana Princess of Wales fountain (2004)
- the 7 July Memorial (2009, dedicated on the fourth anniversary of the London subway bombing)

English Heritage secured the Australian War Memorial (2003) and the New Zealand Memorial (2006) as part of a wider strategy for the area around Hyde Park Corner.

Responding to increased public pressure for new monuments, particularly in Royal Parks, and recognizing that “new sites for free standing memorials have been diminishing rapidly,”⁵¹ the Westminster City Council approved the [*Statues and Monuments in Westminster*](#) report in 2008 to articulate its policy and procedures for new establishing new commemorative works. The policy updated a set of less detailed instructions for monument proponents.

The *Statues and Monuments* policy explains that nearly half (47%) of the existing memorials are situated on or near Whitehall, which is also the location requested by 70% of applicants for new works. The map at right shows the hot spots where commemorations are currently located.⁵²



Density of existing statues and monuments in Westminster

In light of these trends, the policy creates a “monument saturation zone” for Whitehall, the St. James area, and the Royal Parks where monuments will not normally be permitted. While this policy sets expectations for these areas, the interviewee from English Heritage notes that it has not diminished the intensity of interest in these locations.⁵³

Commemorative Subject Matter and/or Thematic Analysis

While English Heritage, the government’s statutory advisor on the historic environment, and other historical organizations maintain extensive records on individual works, a comprehensive thematic analysis of the commemorative landscape in London or Westminster has not been performed. *Statues and Monuments* notes that works in Westminster primarily honored individuals until the late 1800s, but following WWI, there has been an increase in the number of memorials dedicated to heroic events or groups of individuals.

The *Statues and Monuments* policy requires proposed commemorative subjects to have “a clear and well defined historical or conceptual relationship with the proposed location” noting that many past proposals have sought a location in Westminster “for reasons of prestige only.”⁵⁴ The City also reserves the right to relocate works to better conform to their historical context. For example, the Sir Walter Raleigh statue was relocated in 2001 from its site on Whitehall to the grounds of the former Royal Naval College (now the University of Greenwich) because the location has clearer maritime associations.

The policy also establishes a “10 year principle” following an event or death of an individual before approving a permanent commemoration in order to “allow partisan passions to cool and enable sober reflection, allow time for the careful selection of a site, for the raising of funds, and for commissioning of the best possible piece of work.”⁵⁵ Although exceptions have been granted (e.g. the Ronald Reagan monument approved in 2009 for location in front of the U.S. Embassy⁵⁶), the City typically prefers a temporary memorial, such as an event or planting within an existing garden, until ten years have elapsed.



Model of Ronald Reagan statue to be installed at U.S. Embassy

Process to Establish New Works

At the inception of an idea for a new monument, the Westminster City Council’s Public Art Advisory Panel reviews the concept and provides recommendations about the design, location and other organizations that need to be contacted for consultation or permission (although the Panel has now been discontinued as a result of recent spending cuts). The United Kingdom Department of Culture, Media and Sport (DCMS) also approves monuments on public land and English Heritage reviews works that impact the setting of historic buildings or are located in a conservation area.

This first step is crucial considering that significant elements must be completed before proponents make official application to construct the work. Since the City Council prefers an open or limited design competition, it must be conducted before submitting the official application which requires site plans, scaled elevations, photographic montages, materials, inscription details and an estimate of associated construction costs. *Statues and Monuments* recommends proponents to allow at least one year to develop the idea before submitting the application.

Monument proponents must fundraise the entire cost of the work before the City Council approves construction. If the monument is to be gifted to the City of Westminster, the City Council requires an upfront, one-time payment equal to the estimated maintenance cost over 33 years using current prices. The policy advises that “the minimum cost for the future maintenance of a simple bronze life size figure would be in the region of £40,000” (64,000 U.S.).⁵⁷ A number of other agencies may accept maintenance, however, including DCMS, the Greater London Authority, English Heritage, Royal Parks or the landowners of the site. In such cases, the maintenance contribution must be negotiated.

Selected Commemorations in London

a. Fourth Plinth

The Fourth Plinth in London's Trafalgar Square was originally constructed in 1841 to display an equestrian statue, which was never completed due to insufficient funds. For the next 150 years, the plinth remained empty amidst public disagreement about an appropriate subject. In 1998, the Royal Society of Arts (RSA) commissioned a series of three contemporary art sculptures to be displayed temporarily on the Fourth Plinth. When the responsibility for Trafalgar Square was transferred to the Mayor of London and the Greater London Authority (GLA) in 1999, the program continued under the guidance of the Fourth Plinth Commissioning Group (FPCG). The FPCG, made up of nine outside art professionals and artists, is now responsible for commissioning works to be installed on the plinth.

For the two upcoming commissions, the Mayor's office and the FPCG developed an international list of approximately 30 artists capable of delivering artwork of the highest quality for the Fourth Plinth. Following initial submissions, a short list of six artists was selected to produce a maquette (scaled model) of their proposal. At present, the six candidate works are available on the Fourth Plinth [website](#), which includes video interviews with the artists and an opportunity for public comments which are automatically displayed. Two winning artists will be selected for commissions.

GLA budget documents estimate future plinth costs for the next two commissions as follows:⁵⁸

- Up to £1,000 (~\$1,500 US) for each of 30 artists to develop initial submissions;
- £6,000 (~\$8,880) for each of six artists to produce a maquette;
- Two winning artists will receive a prize of up to £32,000 (\$47,300) and a grant of up to £140,000 (\$207,000) to assist in the fabrication of the artwork and decommissioning expenses

Total: £410,000 (\$606,400 US). Note that this estimate does not include administration or publicity. The GLA expects to apply to Arts Council England for £80,000 (\$118,200 US) to defer some of the costs.

Since the RSA commissions, four new works have appeared on the plinth:



Alison Lapper Pregnant
Disabled artist who resides in London
September 2005 – November 2007



Model for a Hotel
Glass architectural model
November 2007 – May 2009



One & Other

2,400 individuals were given one hour on the plinth for an activity of their choice, broadcast online in real-time, July – October 2009



Nelson's Ship in a Bottle

Commemorates the Battle of Trafalgar
May 2010 - Present

b. Nelson Mandela

While there was little controversy or public interest during the development of *Statues and Monuments* in 2008, earlier intense debate over a statue of Nelson Mandela was a key factor in pushing the Westminster City Council to update the policy.⁵⁹

The Nelson Mandela statue was originally proposed for the top of the stairs on the north terrace of Trafalgar Square in 2003. The historical justification for this location was that South Africa House, the diplomatic mission from South Africa, is on the east side of Trafalgar Square and the square has been the site of many anti-apartheid demonstrations.

By the time English Heritage and Westminster City Council became involved in the review process, the sculptor had nearly completed the work. The review authorities were concerned that the statue's informal design was not appropriate in the formal context of the Square.

In the face of the Mayor's strong support for the Trafalgar Square location, there was substantial opposition from a range of other parties, including English Heritage, which led to the Secretary of State for Communities and Local Government calling in the application for his own determination following a public inquiry. The inquiry effectively elevated the final decision-making authority to the central Government rather than remaining at city level. The Secretary of State determined that the statue was inappropriate in Trafalgar Square and permission was refused. Subsequently, planning permission was granted by the City Council for a site in Parliament Square on the northwest side of the Palace of Westminster, amongst statues of Abraham Lincoln, Benjamin Disraeli and other British statesmen.

Photo Credits

Ronald Reagan statue – *London Evening Standard*,
<http://i.thisislondon.co.uk/i/pix/2009/05/regan-statue-415x565.jpg>

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- ¹¹ Kristmanson and Tilden, personal interview.
- ¹² http://www.canadascapital.gc.ca/data/2/rec_docs/9736_NCC-Plan2006E-WEB.pdf, p. 18.
- ¹³ http://www.canadascapital.gc.ca/data/2/rec_docs/9735_CommemorationPolicy_E.pdf, Section 4.2, p. 8.
- ¹⁴ Kristmanson and Tilden, personal interview.
- ¹⁵ http://www.canadascapital.gc.ca/data/2/rec_docs/9735_CommemorationPolicy_E.pdf, p. 2-3.
- ¹⁶ http://www.canadascapital.gc.ca/data/2/rec_docs/9735_CommemorationPolicy_E.pdf, p. 17.
- ¹⁷ Summarized from http://www.canadascapital.gc.ca/data/2/rec_docs/9735_CommemorationPolicy_E.pdf, Section 3.4, p. 6.
- ¹⁸ http://www.canadascapital.gc.ca/data/2/rec_docs/9735_CommemorationPolicy_E.pdf, Section 3.4, p. 7.
- ¹⁹ http://www.canadascapital.gc.ca/data/2/rec_docs/9735_CommemorationPolicy_E.pdf, Section 9.4, p. 16.
- ²⁰ http://www.canadascapital.gc.ca/data/2/rec_docs/9735_CommemorationPolicy_E.pdf, Section 8.3, p. 15.
- ²¹ One honors military nurses and the other was a gift from the New Zealand government to recognize the close bond between the two countries and honor the Maori people.
- ²² <http://downloads.nationalcapital.gov.au/corporate/publications/misc/CommemGuidelines.pdf>
- ²³ Smith, personal interview.
- ²⁴ Smith, personal interview.
- ²⁵ <http://downloads.nationalcapital.gov.au/corporate/publications/misc/CommemGuidelines.pdf>, Section 3.1, p. 9.
- ²⁶ The German name of the Memorial to the Murdered Jews of Europe uses “denkmal” however the interviewee described it using the word “gedenkstätten.”
- ²⁷ Ward, Janet (2005). “Holocaust Architecture in Washington and Berlin” in Daum, A. and C. Mauch’s eds. *Berlin – Washington, 1800-2000: Capital Cities Cultural Representation, and National Identities*. Washington: German Historical Institute and Cambridge University Press, p. 167.
- ²⁸ *Aktion T4* was a Nazi program that killed (“euthanized”) as many as 275,000 mentally or physically ill adults and children. The granite slab added to the memorial in 2008 includes a small window where visitors can view a video clip of two men kissing.
- ²⁹ Klemke, personal interview.
- ³⁰ <http://www.pbs.org/wgbh/pages/frontline/shows/germans/memorial/eisenman.html>
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- ³⁹ Capitol Area Architectural and Planning Board (May 1993). *Commemorative Works in the Capitol Area: A Framework for the Initiation Evaluation, and Implementation in the Capitol Area of Saint Paul*. Printed in-house, p. 10.
- ⁴⁰ Mandell and Stark, personal interview.
- ⁴¹ CAAPB planners anticipate future opportunities to expand commemorations along University Avenue as a light-rail line connecting Minneapolis and St. Paul is currently in the planning stages. The train would use the same corridor as the original streetcar.
- ⁴² CAAPB, p. 14.

⁴³ CAAPB, p. 15-16.

⁴⁴ The *Framework* says 10% but CAAPB now requires 20% as a more accurate reflection of the maintenance costs, especially landscaping.

⁴⁵ The plaque on the Roy Wilkins Memorial helped to clarify the symbolism because the Minnesotan civil rights leader is carrying an African spear.

⁴⁶ *Naming Opportunities* Policy, Section 14.56.030.

⁴⁷ *Naming Opportunities* Policy, Section 14.56.040.C.3.

⁴⁸ *Naming Opportunities* Policy, Section 14.56.040.B.3.e.

⁴⁹ <http://www.slcgov.com/council/agendas/2009agendas/Nov17/111709A7.pdf>

⁵⁰ Pleasant Grove City, Utah, et al v. Summum. (No. 07-665). <http://www.supremecourt.gov/opinions/08pdf/07-665.pdf>

⁵¹ *Statues and Monuments in Westminster*, p. 10.

⁵² *Statues and Monuments in Westminster*, p. 11.

⁵³ Davies, personal interview.

⁵⁴ *Statues and Monuments in Westminster*, p. 20.

⁵⁵ *Statues and Monuments in Westminster*, p. 22.

⁵⁶ <http://www.dailymail.co.uk/news/article-1186833/Ronald-Reagan-statue-erected-London--U-S-Embassy-unimpressed.html>

⁵⁷ *Statues and Monuments in Westminster*, p. 25.

⁵⁸ <http://static.london.gov.uk/mayor/mayor-decisions/docs/20100527-md523-4th-Plinth-Programme.pdf>

⁵⁹ Davies, personal interview.