

# FEDERAL VISITORS ELEMENT DRAFT UPDATE

## NARRATIVE & POLICIES

Goal: The federal government will support and plan for commemorative activities that honor significant people and events while ensuring that these and other attractions provide a positive experience for all visitors to the National Capital Region.

### Introduction

Washington, DC is the symbol of the nation. As the seat of the national government, it includes places and activities central to the nation's history, culture and civic identity. The Visitors and Commemoration Element identifies the Commission's policies for visitor destinations that include federal and cultural institutions; attractions such as memorials, monuments, national landmarks; and spaces for national events and public gatherings. The Element takes into account existing federal and local efforts designed to enhance visitor access to these sites, including transportation services and visitor amenities.

Each year the National Capital Region hosts over 15 million visitors, with close to 2 million from foreign countries. Economically, travel and tourism contribute approximately \$5 billion annually to the regional economy. An estimated one-fifth of this contribution comes from national parks. In the District of Columbia, the hospitality industry ranks as the second largest industry and employer after the federal government.<sup>1</sup>

National cultural institutions and memorials are leading visitor destinations. In 2010, Smithsonian Institution museums within Washington, D.C. recorded approximately 30 million visits.<sup>2</sup> The region's many national parks are major attractions with ten parks hosting at least one million visitors each in 2010.<sup>3</sup> The National Mall and other nearby national parks are not only recreational and commemorative spaces but also gathering space for citizens to exercise their First Amendment rights. The National Park Service receives 6,000 applications for demonstrations, celebrations, and special events on the National Mall each year.<sup>4</sup>

In the past 25 years, Congress has authorized 24 new memorials; eight have been built near the National Mall. In 2012, construction began on the National African American Museum of History and Culture at a site bordering the Washington Monument. Other new memorial projects include the American Veterans Disabled for Life Memorial and three projects in various stages of planning: the President Dwight D. Eisenhower, President John Adams and General Francis Marion memorials. If past trends continue, there could be more than 30 additional memorials in the nation's capital by 2050.<sup>5</sup> There is also continuing interest in locating new national museums in the region. And the National Museum of the Army which opened in 2012 at Fort Belvoir, Virginia, is an example.

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<sup>1</sup> Destination DC. "Washington, DC's Travel and Tourism Industry Reports Significant Gains in 2010: Domestic Visitor Count Rises 5.1%, Spending Rebounds to \$5.68 Billion Upping Tax and Job Creation" May 10, 2011

<sup>2</sup> Destination DC. "Washington DC's 2010 Visitor Statistics"

<sup>3</sup> National Park Service. "System Stats" accessed on December 5, 2011.

<sup>4</sup> National Park Service. National Mall Plan: Summary. Fall 2010.

<sup>5</sup> NCPCC. Memorials and Museums Master Plan, 2001



The Visitor and Commemoration Element acknowledges the federal government's role in supporting a memorable experience to those visiting the nation's capital. It recommends policies that support accessibility and openness for visitors; and encourages improvements to visitor amenities, circulation, and information-sharing. The policies in the Element respond to the growing number of visitors and the continuing demand to accommodate new events, commemorative works, museums and other attractions. The Element supports planning for commemorative works in a manner that reflects their role in shaping the visitor experience in Washington while spurring development in neighborhoods and providing quality public spaces. The Element also recognizes the role of special events, public art and temporary commemorative programs as important functions that support the visitor experience while also providing an amenity to local residents.

### **Federal Policy Framework**

The policies set forth in the Element are based on laws, regulations, guidelines and plans the federal government has developed to best accommodate visitors and cultural attractions and work in concert with efforts of local jurisdictions. The Element's policy framework looks regionally but also pays particular attention the area centered on the National Mall, an important symbol of national pride. Many plans emphasize the importance of protecting the National Mall's historic open space and urban design qualities for future generations.

The vision of a symbolic and attractive capital city core is grounded in the 1791 L'Enfant Plan. The 1901 McMillan Plan subsequently expanded the framework of the L'Enfant Plan. Responding to unplanned intrusions into the National Mall and its surroundings, the McMillan Plan envisions a combined civic and cultural place that is at once a national front lawn and a public forum.

NCPC's 1997 *Extending the Legacy: Planning America's Capital for the 21st Century* (Legacy Plan) placed renewed emphasis on protecting the symbolic core of Washington while connecting this core with its adjacent neighborhoods and business districts. The plan also recommends locating memorials, museums, and other federal facilities along key corridors, such as North and South Capitol Streets, 10th Street, SW and the redeveloping Potomac and Anacostia riverfronts. By dispersing federal visitor destinations into emerging areas of the city, the plan recognizes their role as potential catalysts for development.

Additional plans and regulations guide the implementation of the L'Enfant, McMillan and Legacy plans. The 2001 *Memorials and Museums Master Plan* (2M Plan) sets forth guidelines for locating future commemorative and cultural attractions throughout the Washington, DC and identifies 100 sites for future commemorative development. NCPC's 2009 *Monumental Core Framework Plan* builds on the Legacy ideas by recommending enlivening infrastructure and public space improvements in federal precincts around the National Mall. The Framework Plan, together with the *National Mall Plan*, prepared by the National Park Service, and the District of Columbia's *Center City Action Agenda*, sought to connect the National Mall with surrounding federal and downtown neighborhoods to improve the visitor experience and provide opportunities for future federal attractions and other development.



Finally, in recent years security needs have changed the visitor experience at federal destinations throughout the capital region, through permanent or temporary security features, changing access, or alterations to buildings and public spaces. The federal government has a responsibility to ensure that federal visitor attractions are safe, publicly accessible, and aesthetically pleasing. NCPC has policies and guidelines addressing these issues, including policies in the Federal Urban Design Element, the 2002 *National Capital Urban Design and Security Plan*, the 2005 National Capital Urban Design and Security Plan Objectives and Policies and the 2003 Policy on Design and Review of Physical Perimeter Security Improvements are NCPC's official policies regarding security barrier design and placement.

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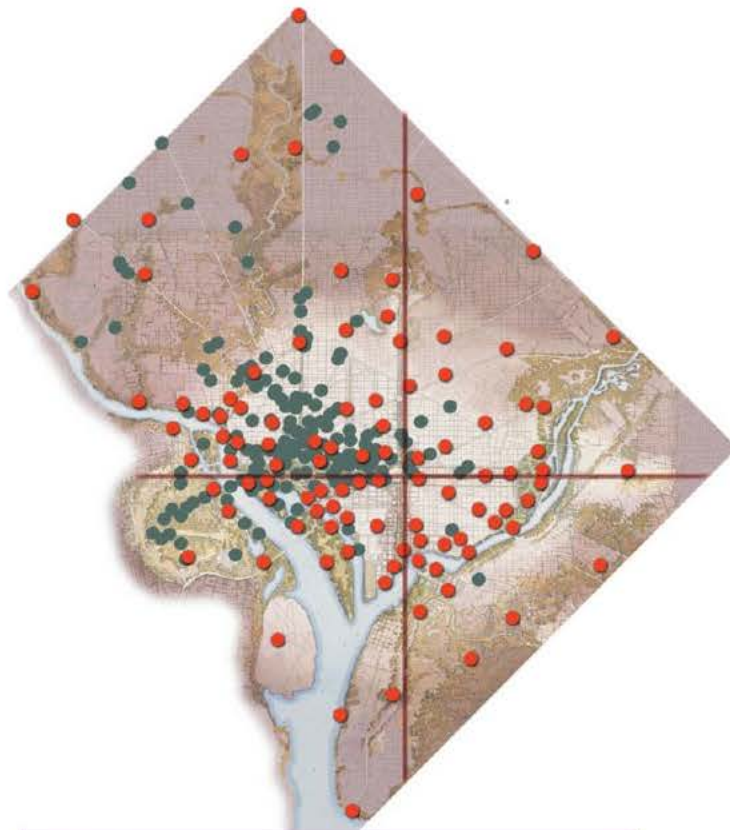
### **Memorials and Museums Master Plan**

In 2001 NCPC, in cooperation with the Joint Memorial Task Force, published the *Memorials and Museums Master Plan* (2M Plan). The 2M Plan achieved two important goals. First, it identified a Reserve area, which includes the great cross-axis of the National Mall, where no new memorials may be built. Congress subsequently enlarged and codified the Reserve in the 2003 Commemorative Works Clarification and Revision Act. The Reserve maintains the Mall's open spaces and existing memorial landscapes that are admired and enjoyed by Americans today.

The Plan also helps sponsors visualize opportunities for their projects, protects the National Mall, and disperses cultural destinations to neighborhoods in all four quadrants of the city. The 2M Plan identifies 100 potential sites for future memorials and museums throughout Washington, DC. Each location is evaluated and includes such information as size, transit connections, cultural and historic resources, and neighborhood setting. This helps sponsors and review agencies evaluate whether a given project is suitable for a particular location. The Plan identified developing areas such as the South Capitol Street corridor as a potential location for new museums or memorials.

The 2M Plan has successfully guided six projects to superb locations off the Mall, including memorials honoring President Eisenhower, the U.S. Air Force, Czechoslovakian President Thomas Masaryk, the Victims of Communism, the Victims of the Manmade Ukrainian Famine-Genocide, and American Veterans Disabled for Life.

The follow-up *Memorial Trends and Practice Study of 2012* found that memorials are still concentrated in the western quadrants of the city. Only four percent of federal memorials are located in the eastern quadrants of the city. While the 2M Plan provides strong policy direction for distributing memorials throughout the city, work remains to achieve this goal.



**Figure 1.**

NCPC's catalog shows that the core of the city has traditionally been a popular place to site memorials. The *Memorials and Museums Master Plan* envisions a broader distribution throughout the city.



Existing memorials



The location of candidate sites from NCPC's *Memorials and Museums Master Plan*

## **VISITOR TRANSPORTATION**

As the number of visitors to the region continues to increase steadily, it's important to improve access and mobility, particularly as sponsors build attractions beyond the National Mall. Automobiles, Metrorail, and tour buses are the primary transportation modes used to access many activities. The federal government should support transit alternatives such as specialized shuttle service, water transportation, walking, and bicycling, which alleviates demand on the area's road network and limited parking capacity.



Curbing the use of private automobiles as a means of travel for visitors continues to be an important goal for the region. In a recent survey by the National Park Service, 36 percent of respondents indicated that they used a private vehicle for travel to and from the National Mall.<sup>6</sup> To further reduce traffic, visitors are encouraged to use public transportation and related mobility alternatives.

Fortunately the region offers a number of transportation alternatives including Metrorail, the Circulator, commuter rail, and local buses. Visitors are increasingly using public transportation to experience Washington with over 50 percent of National Mall visitors taking transit.<sup>7</sup> The region also benefits from personalized transportation alternatives, including bike-sharing, pedicabs, and motorized transport systems like Segway®.

Circulators or similar transit alternatives, such as streetcars, expand travel options and complement existing Metrorail and Metrobus service, providing better access for visitors to other vibrant areas of the District of Columbia and in the region. The Visitor Element policies encourage the development of new-modes of transportation, such as shuttle service between transit stations and visitor destinations. The policies also recommend improved trails and sidewalks to facilitate an enjoyable, sustainable, and healthy alternative means to visit attractions.

Tour buses are another important means to access the area's attractions; estimated to serve as many as one-third of the visitors. During the peak tourist season, up to 1,000 tour buses are in the District of Columbia every day. While tour buses are a desirable alternative to the private automobile, they often idle in already congested roadways in the city. A recent US Department of Transportation Study developed in partnership with NCPC and several other agencies determined that a tour bus parking management system for D.C. should be developed.<sup>8</sup> The study recommended a consolidated parking facility or facilities to free up roadways, particularly within the downtown area. Tour buses usually frequent those high-density areas where parking space is at a premium; however, residential communities are also sensitive to issues of parking.

## **SECTION A: VISITOR TRANSPORTATION POLICIES**

Federal agencies should:

1. Locate federal visitor attractions within walking distance of public transportation stops.
2. Meet local streetscape planning and design standards to maintain a universally accessible, consistent and safe pedestrian realm by developing, pathways, streetscape enhancements,

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<sup>6</sup> National Park Service. The National Mall 2008 Visitors Study: Destinations, Preferences, and Expenditures. August 2009.

<sup>7</sup> National Park Service. The National Mall 2008 Visitors Study: Destinations, Preferences, and Expenditures. August 2009.

<sup>8</sup> US Department of Transportation Research and Special Programs Administration. "District of Columbia Tour Bus Management Initiative Final Report." Prepared for District of Columbia Department of Transportation, National Capital Planning Commission, Washington Convention and Tourism Corporation, Downtown DC Business Improvement District, Office of DC Councilmember Sharon Ambrose. Prepared by Volpe National Transportation Systems Center. October 2003.



ground level retail, interpretive signage, and virtual information resources. Perimeter security should be located in a manner which does not obstruct public space.

3. Support increased access to visitor attractions through improvement or expansion of Metrorail, premium bus service, pedestrian and biking improvements, or other affordable, efficient, and effective transportation alternatives.
4. Encourage increased use of public transit and other sustainable transportation alternatives (car sharing, bicycles, and organized tours) to access attractions in the region.
5. Major new federal attractions should provide parking for an average day demand. For peak demand periods, make provisions for additional parking space demand off-site through shared parking arrangements while also promoting the use of transit.
6. Work with federal, state and local governmental agencies and other organizations to provide appropriate sites for effective and coordinated satellite parking facilities for tour buses.
7. Develop tour bus management strategies to reduce traffic congestion in and around the visitor attractions throughout the National Capital Region.
8. Improve distribution of information to visitors about long-term parking facilities and transportation alternatives.
9. Work with local governments to promote water transportation, such as water taxis, as a way of accessing and viewing attractions from the water.
10. Support public art and commemorative works at transportation facilities, where appropriate.

## **VISITOR SERVICES AND INFORMATION**

The nation's capital is a major destination for domestic and international visitors, and a center of civic, historic, and cultural attractions, and special events and activities. Indoor and outdoor food service facilities are located throughout the Mall complex and close-in areas of the core area to handle anticipated demand. However, there are areas that lack adequate food service facilities. Vendors selling food and other tourist-related items can help to fill the gap and provide an important visitor service, but they can also impede pedestrian and vehicular traffic and may adversely impact the visual and physical qualities of the monumental core. If carefully located and designed, food service facilities and vendors could serve visitors while avoiding any adverse visual or environmental impact to these locations.

As visitor numbers increase and new federal visitor attractions are located throughout the city and region, encouraging tourism and providing coordinated information to these attractions will become even more important. A coordinated and comprehensive visitor information service,



providing information about events, activities, shopping, transportation, and parking would help visitors better plan and enhance their travel experience.

Meeting many the needs of those looking to experience Washington begins with the development of information centers placed at key locations—both in the District of Columbia and the region—to orient, inform, and educate visitors about special features, activities, locations and events at federal attractions. Both large, comprehensive orientation centers and small kiosks can be developed to provide essential information to visitors that can contribute to a more informative, interesting, educational, comfortable, and convenient visit. Spread throughout the city, these facilities can further educate the visitor about a wider variety of activities that can be found throughout the District of Columbia and the region.

Visitor information can include a wide variety of dining and lodging options, arts and entertainment, sports schedules, and special events. Programs that tell the story of our nation's capital can heighten the experiences of visiting school children. Programs and services should respond to and accommodate the wide variety of facilities located throughout the region. Visitors for example, could benefit from improved access to the riverfront and boat slips. Reasonable restroom accommodations should be provided at federal employment centers, heritage sites and other publicly accessible federal facilities. Popular attractions, including parks should respond to their visitation levels by planning for adequate numbers and varieties of food and beverage outlets. Maps, signage, and other information resources should be accessible to visitors with special needs, such as non-English speaking persons.

## **SECTION B: VISITOR AMENITIES AND INFORMATION SERVICES POLICIES**

Federal actions should:

1. Support the dissemination of information at regional locations frequented by visitors (e.g., hotels, restaurants, Metrorail stations, and major transportation centers). Information should include federal and local visitor attractions, events, tours, and commercial, retail, and restaurant opportunities.
2. Encourage visitor interest in visitor attractions, including less frequently visited attractions in the region, by employing the use of brochures and multimedia materials.
3. Encourage multilingual information services and the establishment of foreign currency exchange facilities for international visitors in the vicinity of federal visitor centers and at key transportation centers.
4. Develop information visitor centers, kiosks, exhibits, and other educational programming and in public areas of government facilities and other appropriate locations in the National Capital Region to inspire and educate visitors about the role of government and national attractions.



5. Conserve, enhance, communicate, and promote an understanding of the significance of heritage features, landmarks and the natural environment in the NCR.
6. Support the location of information kiosks and visitor centers at federal facilities throughout the National Capital Region.
7. Enhance visual and functional connections to visitor attractions through well-designed and coordinated signage, pathways and parkways, streetscaping, wayfinding tools, and programming.
8. Develop and maintain a safe, comfortable and pleasant environment that offers a range and distribution of amenities, services, and access throughout the area (i.e. lighting, accessible restrooms, concessions, and information).
9. Ensure that any supporting facilities such as restrooms or concessions stands do not detract from the aesthetics or accessibility of the commemorative element and its grounds.
10. Support a variety of food, retail, and supporting services on federal lands or in adjacent buildings where high levels of pedestrian activity exist or are encouraged.

## **VISITOR PROGRAMS AND SPECIAL EVENTS**

The federal government, in coordination with the government of the District of Columbia, has a role in supporting special programs, festivals, parades, concerts, fine arts presentations, and entertainment events that educate visitors and contribute to a memorable and enjoyable visitor experience.

In addition to a burgeoning residential population, approximately 380,000 people work in Washington's downtown.<sup>9</sup> On any given evening as many as 50,000 people are attending downtown area events.<sup>10</sup> Special events at central downtown locations including Freedom Plaza, the U.S. Navy Memorial, and nearby activity nodes (e.g., D.C. Convention Center, Verizon Center), are ideally located to allow these visitors and residents to enjoy special programs and events. However, special events require adequate support services such as restrooms, safety services and accessible public transportation.

The federal government should continue to be an active participant with local governments in supporting events and activities at traditional gathering places and on federal property, such as parkland and urban plazas. Special events related to the federal government such as the inaugural parade, should be adequately supported by the federal government. The Visitor and Commemoration Element provides policies which reflect the benefits to the federal government of having special events and programs in the capital city and the need for adequately supporting such events.

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<sup>9</sup> Downtown DC Business Improvement District. "State of Downtown DC 2010" 2011.

<sup>10</sup> Downtown DC Business Improvement District. "Transportation Issue Brief Number 2" 2007.



## **POLICY SECTION C: VISITOR PROGRAMS AND SPECIAL EVENTS POLICIES**

Federal agencies should:

1. Actively partner with public and non-profit entities on programs which can enrich the visitor experience and provide educational services related to the history and role of the capital city.
2. Regularly sponsor displays, special events, and arts, cultural, and recreational activities in, on, and around federal facilities throughout the National Capital Region.
3. Design and execute events or other public programming in a manner that's respectful of its location and minimizes impacts on the local vicinity.
4. Assist in providing support services for special events and programs where appropriate.

### **COMMEMORATION**

Commemorative works, including monuments, memorials, ceremonial gardens and plaques are often located among Washington's high-profile structures, viewsheds, and promontories. This civic art form preserves and celebrates many important aspects of American history and culture. When designed well, memorials can inspire and broaden civic engagement; enhance their surroundings; and introduce cultural resources to neighborhood parks.

The Visitor and Commemoration Element guides the federal government's goals regarding memorials and other cultural resources. For each memorial project, NCPC and other agencies involved in the process strive to ensure that the process is responsive and transparent. More broadly, the agency's goal is three-fold: to ensure that Washington's commemorative landscape explores the diverse, rich stories of American history; to meet the expectations of millions of Americans who visit the nation's capital; and to plan for future generations to have excellent locations for their memorial projects.

Under the Commemorative Works Act (CWA), The Secretary of the Interior or the Administrator of the General Services Administration along with the Commission of Fine Arts and NCPC approve the site and design for each new commemorative work that Congress authorizes. NCPC works with memorial sponsors and the Secretary of the Interior or the Administrator of the General Services Administration along with other review bodies, including the National Capital Memorial Advisory Commission (NCMAC) and the U.S. Commission of Fine Arts (CFA), to ensure that memorials are located and designed in a manner that supports its commemorative purpose and enhances its surroundings.

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Responsibilities of Federal Agencies as Outlined by the Commemorative Works Act (CWA)



### National Capital Memorial Advisory Commission

NCMAC serves as a consultation focal point for those seeking to establish memorials on federal land that is subject to the CWA in the nation's capital. NCMAC was originally established as a Federal Advisory Committee of the Department of Interior. The CWA reestablished the Committee as the NCMAC and directed it to report to Congress as well as the Secretary of the Interior and the GSA Administrator on matters relating to commemoration in the District of Columbia and its environs when federal property administered by the Secretary of the Interior or GSA is used. The purpose of NCMAC is:

- To prepare and recommend to the Secretary or the Administrator criteria, guidelines, and policies and procedures for memorializing persons and events.
- To examine each memorial proposal for adequacy and appropriateness.
- To make recommendations to Congress in conformance with the CWA.
- To make recommendations to the Secretary or the Administrator with respect to site locations on federal land in the District of Columbia and its environs that are under the provisions of the CWA.
- To consider each memorial proposal seeking a site within Area I for appropriateness, and make recommendations to the Secretary or the Administrator with respect to preeminent and lasting historical significance to the nation.

Membership of NCMAC is designated within the CWA and is composed of eight ex-officio members. The Chairman is the Director of the National Park Service (or his/her appointee). The other members include appointees from:

- The Architect of the Capitol
- The Chairman of the American Battle Monuments Commission
- The Chairman of the National Capital Planning Commission
- The Chairman of the U.S. Commission of Fine Arts
- The Commissioner of Public Buildings Service, General Services Administration
- The Mayor of the District of Columbia
- The Secretary of Defense

### Department of the Interior (through the National Park Service)

Although in the District of Columbia memorials are typically proposed and paid for by private groups, once built, memorial sites are generally maintained and interpreted in perpetuity by the National Park Service. NPS coordinates and assists with memorial proposals in the District of Columbia and environs. NPS, on behalf of the Secretary of the Interior, reviews and approves sites and designs and issues construction permits.

### U.S. General Services Administration

GSA is the landlord for the civilian federal government. It provides leadership, policy direction, and standards in the areas of architecture, engineering, fine arts, historic preservation, construction services, and project management. The Commissioner of the Public Building



Service serves on NCMAC, and in the District of Columbia, GSA lands may be considered for commemorative works under the CWA.

#### National Capital Planning Commission

NCPC provides planning guidance for federal land and buildings in the National Capital Region, which includes the District of Columbia. The 12-member Commission includes three Presidential appointees, and representatives from Congress, federal agencies, and the District of Columbia. With respect to commemorative works, NCPC, like CFA, is authorized to approve sites and designs for new memorial projects and is represented on NCMAC.

#### U.S. Commission of Fine Arts

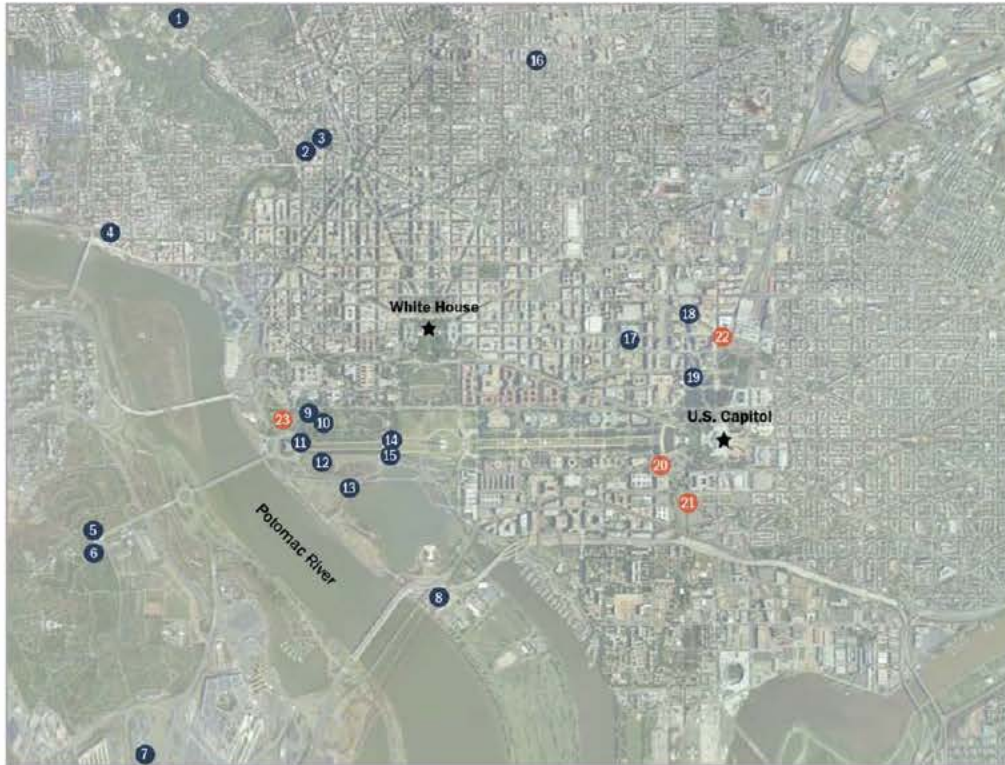
CFA was established to advise the government on matters of aesthetics and design, including the location and design of statues, memorials, and public buildings erected by the federal and District governments in the nation's capital. The President appoints seven members to serve a four-year term on the commission. CFA is authorized to approve sites and designs for new commemorative works and is represented on NCMAC.

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In addition to NCPC's project specific work, the agency works with federal and local partners to develop studies designed to support the memorial process and plan for the next generation of memorials. In recent years, one of the central themes of NCPC's work has been to protect the National Mall from overbuilding, which may diminish the distinctive openness of this symbolic place. In response to concerns to protect the Mall's unique urban design character and its existing memorial landscape, NCPC and its agency partners developed the *Memorials and Museums Master Plan* and the *Monumental Core Framework Plan*.

As the symbolic heart of the capital, most sponsors envision their memorial being located on the National Mall. Over the last 25 years, many memorial projects have been sited on or adjacent to the National Mall. The following map depicts the location of the most recent 25 commemorative works that Congress authorized by public law:





**Figure 6.**

**Most Recent Commemorative Works Authorized by Public Law** (most constructed under CWA, see liner notes below)

- |   |  |
|---|--|
| <ul style="list-style-type: none"> <li>1. Khalil Gibran Memorial (1)</li> <li>2. Tomas Masaryk Memorial</li> <li>3. Mahatma Gandhi Memorial</li> <li>4. Francis Scott Key Memorial</li> <li>5. Memorial to Women in Military Service for America</li> <li>6. American Armored Forces Memorial</li> <li>7. U.S. Air Force Memorial (2)</li> <li>8. George Mason Memorial</li> <li>9. "In Memory" Plaque at the Vietnam Veterans Memorial (3)</li> <li>10. Memorial to Honor Women who Served in Vietnam</li> </ul> | <ul style="list-style-type: none"> <li>11. "I Have a Dream" Plaque at Lincoln Memorial (3)</li> <li>12. Korean War Veterans Memorial</li> <li>13. Dr. Martin Luther King, Jr., Memorial</li> <li>14. National World War II Memorial</li> <li>15. "Senator Robert Dole" Plaque at the World War II Memorial (3)</li> <li>16. Memorial to African Americans in Union Forces (2)</li> <li>17. National Law Enforcement Officers Memorial (1) (2)</li> <li>18. Memorial to Victims of Communism</li> <li>19. Memorial to Japanese American Patriotism in World War II</li> </ul> |
|---|--|

**Commemorative Works Authorized by Public Law not yet constructed (as of 2012)**

- 20. President Dwight D. Eisenhower Memorial
- 21. Memorial to American Veterans Disabled for Life
- 22. Victims of the Ukrainian Famine-Genocide of 1932-1933
- 23. Vietnam Veterans Memorial Visitor Center (3) (4)
- 24. General Francis Marion Memorial (site is not selected)
- 25. President John Adams Memorial (site is not selected)

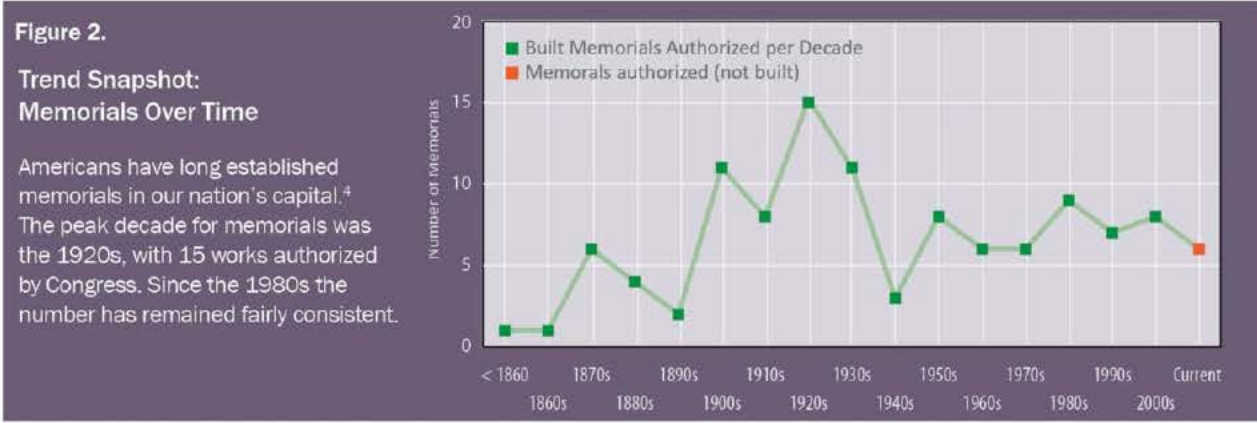
(1) 1984 authorities which predate CWA but contain review and sunset provisions similar to CWA.  
 (2) Not authorized on parkland  
 (3) Located in Area I by exemption to CWA.  
 (4) Not a memorial but required to conform to provisions of CWA.

As a way to relieve pressure for commemorative development on the National Mall, NCPC and the U.S. Commission Fine Arts published the *Monumental Core Framework Plan* in 2009. This plan identifies strategies to extend the civic qualities of the National Mall and the vitality of the city into the federally dominated precincts throughout the monumental core. In doing so, the



*Framework Plan* identifies several strategies to make potential locations for new cultural destinations located off of the National Mall more attractive to museum and memorial sponsors. Examples include the precinct south of Independence Avenue, including 10th Street, SW and its terminus at Banneker Overlook. New cultural projects in these areas can serve as anchors that spark investment; add high-quality public spaces and buildings; and provide destinations that introduce visitors to new parts of the city. NCPC coordinated closely with the National Park Service (NPS) to ensure that the *Framework Plan*'s goals and recommendations were consistent with the *National Mall Plan*. These plans provide the long-range vision memorial sponsors need to consider areas beyond the National Mall.

The nature of commemoration in Washington has changed over time. In terms of new commemorative works, the 1920's signified the peak decade for memorial authorizations with 15 new memorials authorized by Congress. In recent decades, this number has remained fairly consistent. The following graph reflects the trend of memorial authorization in Washington DC<sup>11</sup>.



4) This chart does not include works located on NPS lands but not authorized by Congress. These include: the Temperance Fountain, President Franklin Delano Roosevelt (located at the National Archives), the First Airmail Flight Marker, and the Fort Stevens Markers.

Over the recent decades, the type of memorial has changed. In the 19<sup>th</sup> Century, memorials tended to focus on commemorative individuals. However, in the last century memorials have shifted their focus to honoring groups or particular events in America's history or culture. The following chart summarizes this trend.

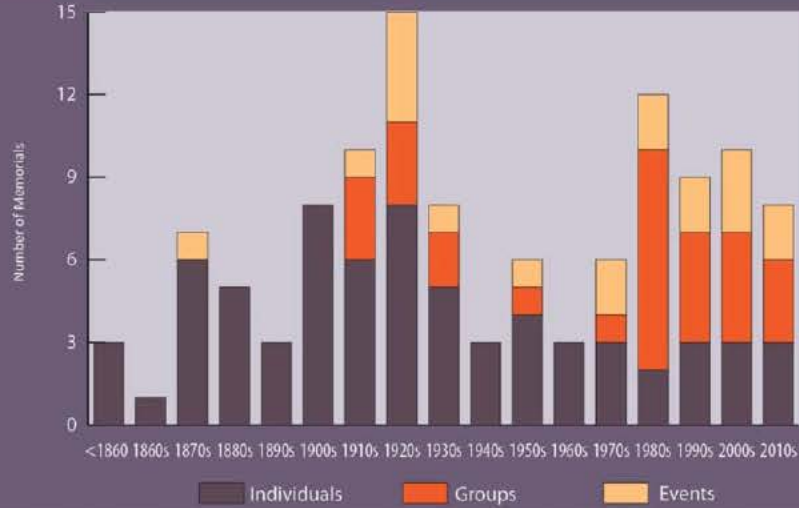
<sup>11</sup> The median time interval between authorization of a new memorial and its completion and dedication is approximately five years.



**Figure 3.**

**Congressionally-Authorized Commemorations by Type <sup>5</sup>**

One of the most striking trends over time is the addition of memorials that honor groups as opposed to honoring individuals or events. For example, there are 14 total memorials to individuals associated with the Civil War. Later war memorials are more inclusive; the DC World War Memorial lists the names of residents who died during world War I and honors all DC residents who served.

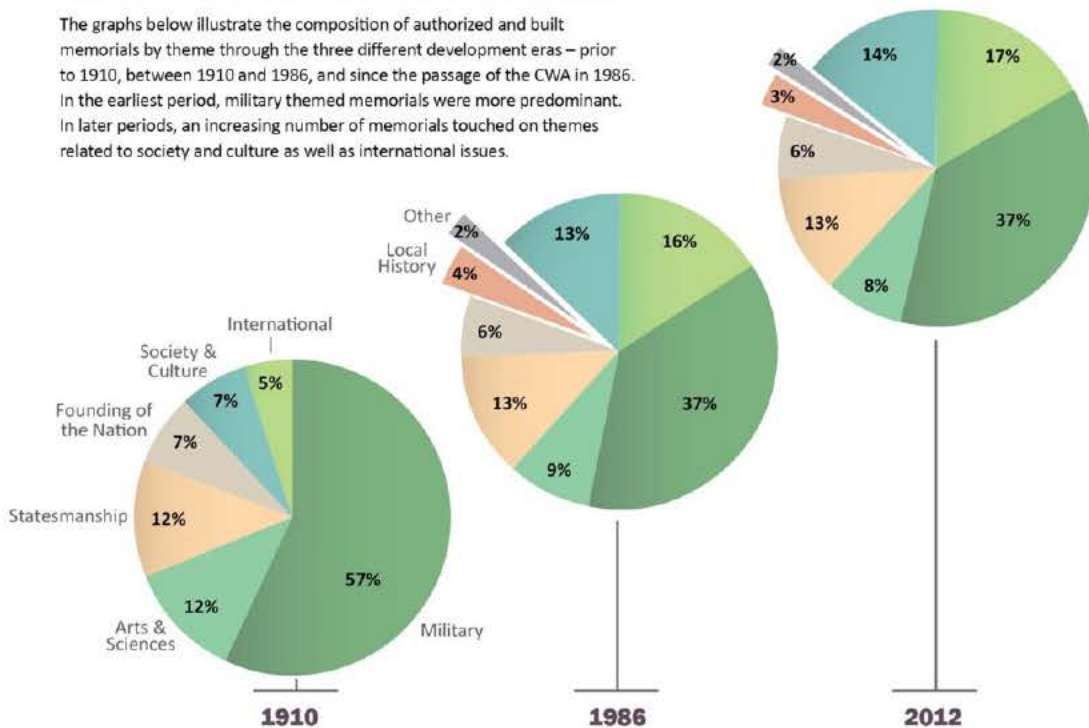


5) Note: memorials may be counted in more than one category

In terms of themes, memorials have also traditionally focused on military related events. However, commemorative themes have begun diversifying with issues related to society, culture and international themes have become regularly commemorated.

**Figure 5. Memorials by Broadest Theme on NPS land in Washington, DC**

The graphs below illustrate the composition of authorized and built memorials by theme through the three different development eras – prior to 1910, between 1910 and 1986, and since the passage of the CWA in 1986. In the earliest period, military themed memorials were more predominant. In later periods, an increasing number of memorials touched on themes related to society and culture as well as international issues.



NCPC and its partners continue to refine the approach for designing and building commemorative works in Washington. In 2012, NCPC completed *The Memorial Trends and*



*Practice in Washington, DC.* This study includes a publicly accessible catalog and online map of existing memorials on National Park Service land in Washington. It also includes analyses of how other capital cities in the United States and abroad plan for memorials. This information is designed to better equip the agencies and the public to consider the critical policy and planning decisions associated with memorial development. Study recommendations include developing siting guidance for international gifts and identifying commemorative opportunities for sponsors other than permanent commemoration.

The National Memorial AIDS quilt, for example, returned to Washington in 2012 for the 25th Anniversary of the display on the National Mall. This poignant living memorial evolves over time and includes programming, events, and a digital application. The quilt is a powerful reminder that there are opportunities to explore topics worthy of commemoration outside of the traditional permanent commemorative works process. In addition to nontraditional works and temporary display, sponsors can explore commemorative activities such as solemn gatherings and community festivals. (Page 15 inset from Commemorative Report)

The Visitor and Commemoration Element policies establish guidelines to sensitively locate and design commemorative work while respecting the limited land resources in the nation's capital. Specific policies address pre-existing uses, context, viewsheds, sustainability, and accessibility.

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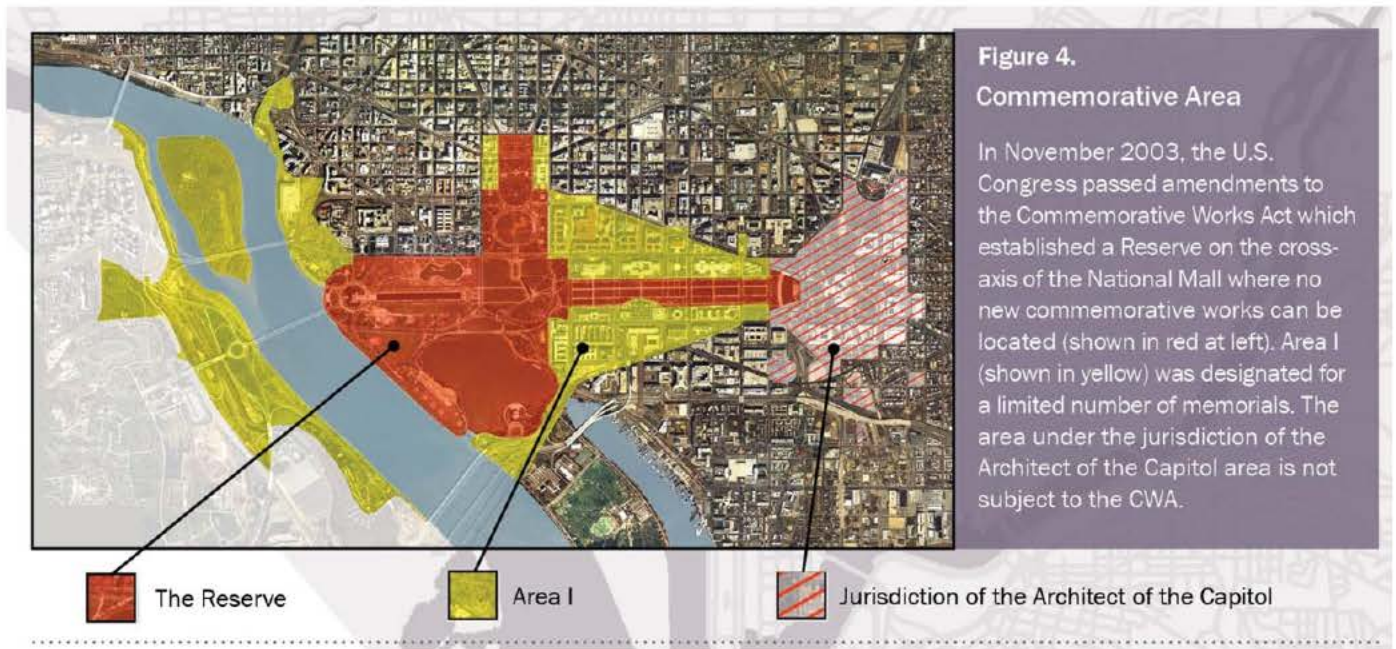
#### Commemorative Works Act

Created in 1986, the Commemorative Works Act guides the process for development, approval, and location of new memorials on federal lands administered by the National Park Service and U.S. General Services Administration in the District of Columbia and its environs. Congress authorizes each new memorial by separate law. Site selection and design are delegated to federal agencies, including the National Park Service on behalf of the Secretary of the Interior, the U.S. General Services Administration, the U.S. Commission of Fine Arts, and NCPC.

The Act also establishes the National Capital Memorial Commission, which advises the Secretary of Interior, the Administrator of the General Services Administration, Congress, and sponsors on topics related to commemoration and consults on matters relating to the siting and design of new memorials. Memorials located on other lands, such as the Department of Defense, follow a separate process.

As amended in 2003, the Act designates a "Reserve" area within the core of the great cross-axis of the Mall where the siting of new commemorative works is prohibited. The Reserve generally extends from the United States Capitol to the Lincoln Memorial and from the White House to the Jefferson Memorial. To protect the historic and cultural integrity of memorials, the Act also precludes the acknowledgement of donors. The following figure reflects The Reserve and other designated areas:





## **POLICY SECTION D: COMMEMORATION POLICIES**

Federal actions should:

1. When locating and designing new commemorative works, to the maximum extent practicable, protect open space, existing public use, and cultural and natural resources.
2. Locate new commemorative works in accordance with the Commemorative Works Act, in consideration of sites identified in the Memorials and Museums Master Plan.
3. In addition to Area I criteria, reserve visually or culturally prominent sites, including the Prime Sites of the Memorials and Museums Master Plan and sites along Pennsylvania Avenue, for significant memorials of American history and culture.
4. During site evaluation for international gifts, consider locations in and around related embassies or other cultural institutions.
5. Ensure that new memorials located in neighborhood settings are sited and designed in a manner that is consistent, where possible, with local land uses, activities and objectives.
6. Design commemorative works with durable materials and sustainable landscape features.
7. Prohibit donor recognition in any manner on the interior or exterior of a commemorative work, including the memorial elements or supporting structures.



8. If a supporting structure is contemplated, utilize surrounding amenities rather than construct additional buildings, where possible. Build new structures in a manner that is not visually or functionally obtrusive.
9. Accommodate visitor access by modes other than single-occupant vehicle.

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