

Figure 1-2 Adopted Commemorative Zones

The new policy affects only new memorial proposals, not those that already have received approval by the respective approval bodies. The policy (including the establishment of the *Reserve*) is part of proposed amendment to the CWA currently being considered by Congress. The amendments will clarify and strengthen the CWA and provide guidance to those responsible for establishing memorials in the Nation's Capital.

1.5 Purpose of Study

The Memorials and Museums Master Plan, which has been prepared in close cooperation with CFA and NCMC, builds upon the general principles laid out in the

Commemorative Zone Policy. This Master Plan has two major purposes. First, federal agencies responsible for memorials and museums in the city have an obligation to ensure that suitable memorial and museum sites are available for future generations. The plan contains inventories of existing memorials and museums within the District and its environs and a forecast of future requirements.

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

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

The recommendations contained in this plan are directed at national museums and major commemorative works of national significance (e.g., memorials subject to the Commemorative Works Act). The plan recognizes that there are individuals, groups, and events of local or regional significance that deserve recognition and that Washington, D.C. serves multiple purposes—National Capital, home to over 500,000 city residents, and the center of a growing metropolitan area of 4.5 million residents. While the master plan's focus is on national memorials and museums, the plan's recommendations can also help provide a framework for District of Columbia planning officials to meet local commemoration needs. In addition to the 13 District sites in this report, the District plans to identify other District sites suitable for local memorials.

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

1.6 Issues and Challenges

There is a longstanding tradition in the city and within the Monumental Core area for commemoration—a tradition that the American people clearly wish to see sustained. At the same time, there is a belief among many that the ceremonial core of the Nation's Capital, the Mall and the adjacent public areas, is being inundated with new proposals for commemorative features that, if not carefully managed, over time, will destroy the qualities that give the city its unique identity.

An important premise of the master plan is that we can best protect the special qualities of the Mall and its vicinity by establishing some limits on what can be placed within the center of the Core in the future. That is done, in part, through the task force's new Commemorative Zone Policy. But, at the same time, as increased constraints are imposed on the core area, there is a need to give prospective sponsors clear guidance and viable and attractive alternatives for locating memorials and museums beyond the Core.

The master plan provides information that will improve the decision-making processes related to locating memorials and museums in the Nation's Capital. The City of Washington offers vast opportunities for new memorials and museums. It is a planned city based on a carefully conceived landscape design. Parkland and other significant public open space lands can be found throughout. The design of the city, its natural features, and varied topography provide numerous prominent, highly visible, and distinctive spaces that are suitable for new memorials or museums. The primary challenge of the Memorials and Museums Master Plan lies in organizing potential sites in a coherent structure that builds on and reinforces the city's natural features, historic precedents, and planning objectives.

A key first step in the master planning process was the development of broad, organizing concepts, which are presented in the form of a framework. This framework was used to determine potential new and existing commemorative areas and to suggest how these areas could be symbolically and physically linked. The framework was also helpful in narrowing the list of potential memorial and museum sites to a short list of recommended sites within the designated areas. Another major challenge is the interaction between federal and local commemoration and the impact of federal decisions on local communities. Recently, the District of Columbia took steps to revive its Advisory Council on Memorials, a body composed of District officials responsible for reviewing requests for memorials or other commemorative features on District lands—property owned by or controlled by the District government.

The federal memorial process is guided by the Commemorative Works Act of 1986 and focuses on subjects of national importance. Frequently, federal memorial or museum decisions impact local residents. While the master plan is designed primarily to address issues related to the use of federal lands for memorials or museums, the structure and strategies in the plan could serve as a framework to address some local concerns and processes as well.



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

2. UNDERSTANDING THE CHALLENGE

2.1 Types of Memorials and Museums

For purposes of the Memorials and Museums Master Plan, the terms "monuments" and "memorials" are interchangeable. Memorials, the term used for both, can be either permanent pieces of *public outdoor art*, sculpture, landscape enhancements, or other civic improvements whose primary purpose is to honor a person, group, event, or other contribution significant to the history of the Nation. Buildings named after someone or other civic features, parks, or streets dedicated to particular events or persons are not necessarily memorials. All commemorative works authorized by Congress under the Commemorative Works Act of 1986, as amended, are considered memorials.

The master plan's focus is on museums of national—not local or regional-interest. National museums serve as storehouses for our national and cultural heritages, and a gathering place for our collective human experiences. As educational institutions, they indulge natural curiosity, help to expand cultural knowledge, and provide a greater appreciation of human accomplishments. As repositories, they serve as common ground for sharing resources and exploring ideas.

Memorials

There are 154 memorials on public land in the District of Columbia and environs. According to *The Outdoor Sculpture of Washington, D.C.*, by James M. Goode, the first outdoor sculpture in Washington was the Tripoli Monument, a sculptural group honoring those who served in the Tripolitan War of 1804-1805 in North Africa. It was erected in the Navy Yard in Southeast, Washington in 1807. The piece was later moved to the United States Naval Academy in Annapolis, Maryland. The oldest known memorial on public land in the city is an equestrian statue in Lafayette Park, erected to memorialize President Andrew Jackson, our 7th President. It was dedicated on January 8, 1853.

Memorials vary by type. They can be either a plaque or tree, a bust, sculpture, statuary group or fountain, a landscape feature (including a garden or grove), or a building or similar architectural feature. The work can be abstract, figurative, or allegorical. Most of the memorials in the city (68 percent) are comprised of sculptures or statuary groupings. Many of these were built before 1900 and are equestrian statues or standing figures on pedestals. Landscape memorials, such as the Vietnam Veterans Memorial, the Kahlil Gibran Memorial, and the Francis Scott Key Memorial, make up 15 percent of the total memorials in the city.

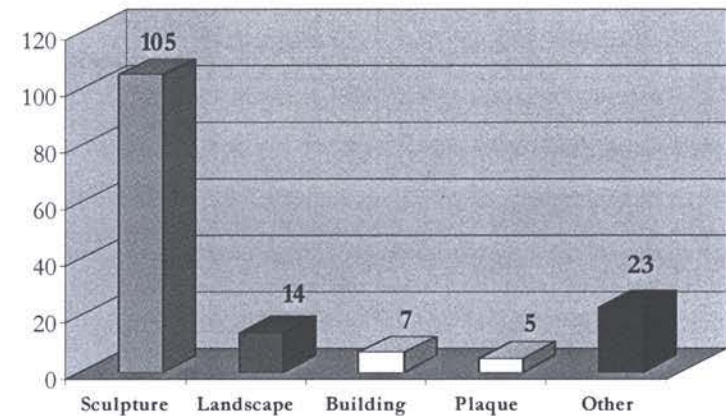


Figure 2-1 Existing Memorials by Type

With minor exceptions, most of the landscape memorials were completed in the period from 1976 to 2000. Only 5 percent of memorials are buildings, such as the Lincoln or Jefferson Memorials. Most of these were dedicated in the early part of the 20th century.

Museums

There are 74 museums in the Nation's Capital and close-in areas of Virginia. Included among these are museums devoted to the arts, science/technology, anthropology, natural history, children, women, aquatic life, space, botany, and news. Two outdoor garden/park type museums are the Enid A. Haupt Garden and the National Sculpture Garden with its sculptural pieces, landscape design, and distinctive setting. Based on the data collected as part of this master plan, most of the museums in the area are history-related, such as the Holocaust Memorial and Museum and the Woodrow Wilson House. Art museums comprise the next largest category.

2.2 Development of Memorials and Museums Over Time

Memorials

More memorials were built between 1901-1925 than any other period. The Grant Memorial (1922) and the Lincoln Memorial (1922) were constructed during this period. The 1951-1975 period also saw a relatively large number of new memorials built, although many were small in scale, such as those honoring Latin American figures along Virginia Avenue, NW near the Pan-American Union Building. In the last century, the 1940s and 1970s saw the fewest number of new memorials erected in the city, however one of the nation's most cherished memorials, the Jefferson Memorial, was dedicated in 1943.

The 1990s were a fairly active period for commemoration. Eleven new memorials were dedicated in this decade. Among the memorials of the 1990's are the Kahlil Gibran Memorial, the Navy Memorial, the National Law Enforcement Officers Memorial, the Korean War Veterans Memorial, the memorial to Women in Military Service to America and the Franklin Delano Roosevelt Memorial. In addition, several memorials received site approval in the 1990s which have yet to complete construction. These include the Black Revolutionary War Patriots Memorial, the Japanese-American Patriots Memorial, the Peace Garden, the George Mason Memorial, the Air Force Memorial, and the Mahatma Gandhi Memorial.

Museums

The Smithsonian museums came into existence in the Washington, D.C. area in 1846 through an Act of Congress. Their purpose was to carry out the terms of the will of James Smithson of England, who had bequeathed his estate to the United States of America, requesting that an institution be founded in Washington, D.C. for the purpose of increasing and diffusing knowledge. This gift led to the creation of the Smithsonian Institution.

The first building, "Castle on the Mall," was designed by James Renwick and constructed between 1847 and 1855. The building served as a museum and home to the first Secretary of the Smithsonian, Joseph Henry. It housed all Smithsonian facilities such as research and administrative offices, lecture halls, exhibit, library, and reading rooms.

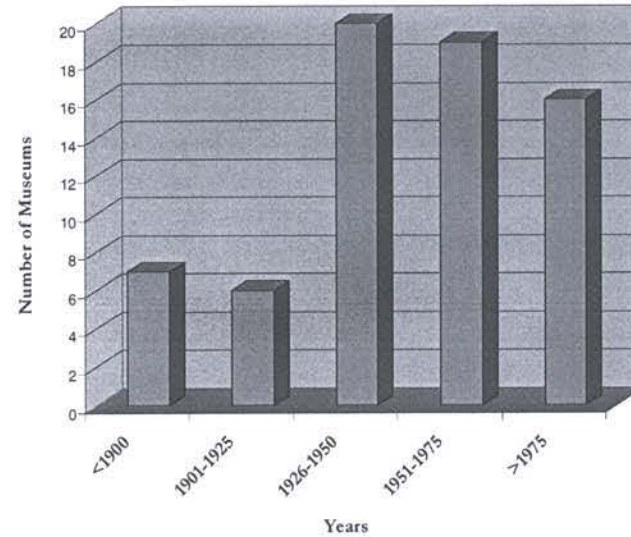


Figure 2-2 Museum Development Over Time

Today, the Castle houses the Smithsonian's administrative offices and information center. Additional museums opened under the auspices of the Smithsonian Institution over subsequent years, each with its own distinctive theme.

Many museums are maintained by private organizations and are located in residential neighborhoods and business districts. Nineteen museums, which constitute the majority of museums in this study, opened during the 1904 through 1936 period. From 1940 through 1961, 15 museums were established; from 1970 through 1980, 13 were established; and from 1961 through 1981, 12 were created. Only seven museums were established during the time periods 1792 through 1897 and 1962 through 1968.

2.3 Distribution of Existing Memorials and Museums

Memorials

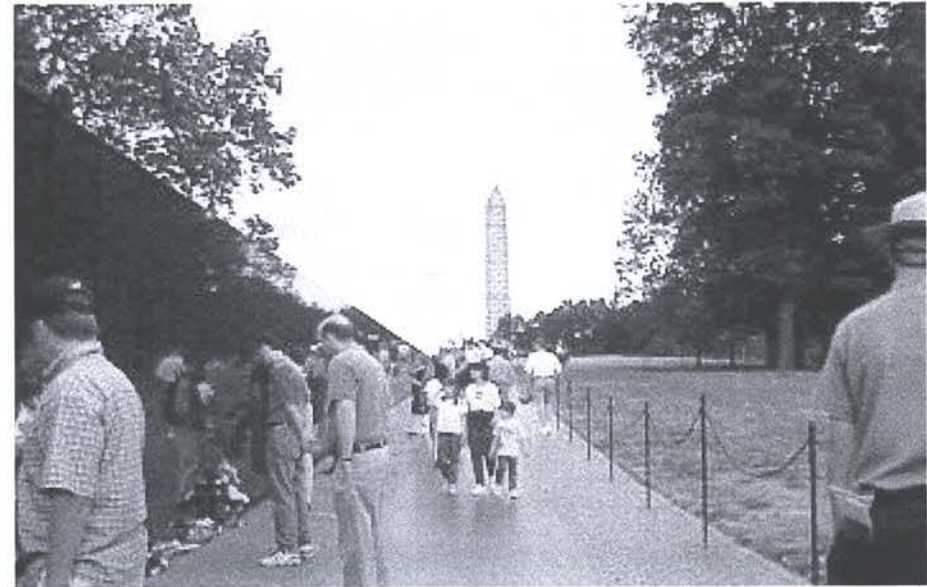
The Commemorative Works Act of 1986 makes a distinction between the close-in portions of the Nation's Capital where commemorative works of "pre-eminent historical and lasting significance" to the Nation may locate and areas outside this zone where works of "lasting historical significance" to the American people can be placed. Area 1 and Area 2, as they are referred to in the CWA, are shown in Figure 1-1.

In August 2000, there were 59 memorials in Area 1 and 95 in Area 2 (as shown in Figure 2-3). The vast majority of memorials are located in the original L'Enfant City with most of these located in the Northwest quadrant of the city. Five memorials are currently located in the Southwest quadrant and five are in the Northeast quadrant. There are no memorials in Southeast Washington. In terms of local political boundaries, Wards 5, 7, and 8 are without any memorials.

Most memorials are located in open space settings on National Park Service lands. Many are located within or near the green space west of 14th Street. Not surprisingly, the Mall is largely without memorials. This may be due, in part, to the existing restriction in the *Comprehensive Plan for the National Capital* prohibiting memorials in the tree panels and greensward of the Mall between 3rd and 14th Streets. East Potomac Park is also devoid of memorials although one yet-to-be-built memorial, the Peace Garden, has been approved for the southern tip of Hains Point. In Virginia, there are several memorials within Arlington National Cemetery, along Memorial Drive leading into the cemetery, and along the George Washington Memorial Parkway. Figures 2-3 and 2-4 show existing memorial and museum locations.

Museums

Many of the museums included in this study are under the control of the Smithsonian Institution and are located on the Mall (as shown in Figure 2-4). Others are in close-in residential neighborhoods and within downtown office districts. Several are located in the heart of the city. Although museums are not subject to the CWA, 28 museums are located in Area 1-along the Mall, Constitution Avenue in the area of 15th and 17th Streets, NW, and near the White House. Forty-eight museums are in Area 2. By ward, most museums are located in Ward 2. There are 45 museums in this precinct. There are no museums in Wards 5, 7, and 8.



Most of Washington's memorials, including the Vietnam War Memorial, shown above, and the Theodore Roosevelt Memorial, shown below, are located in parkland and open space settings.



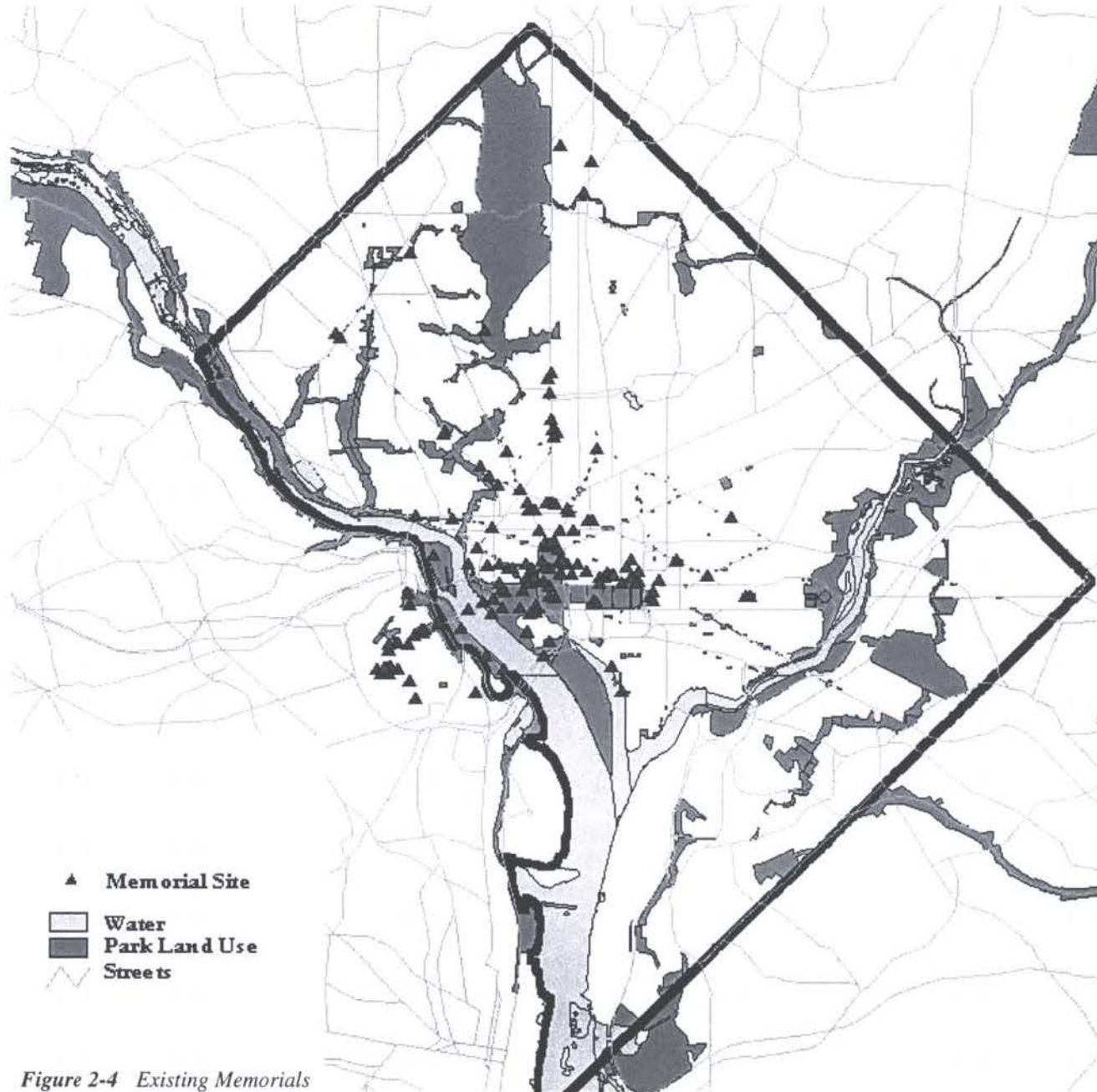


Figure 2-4 Existing Memorials

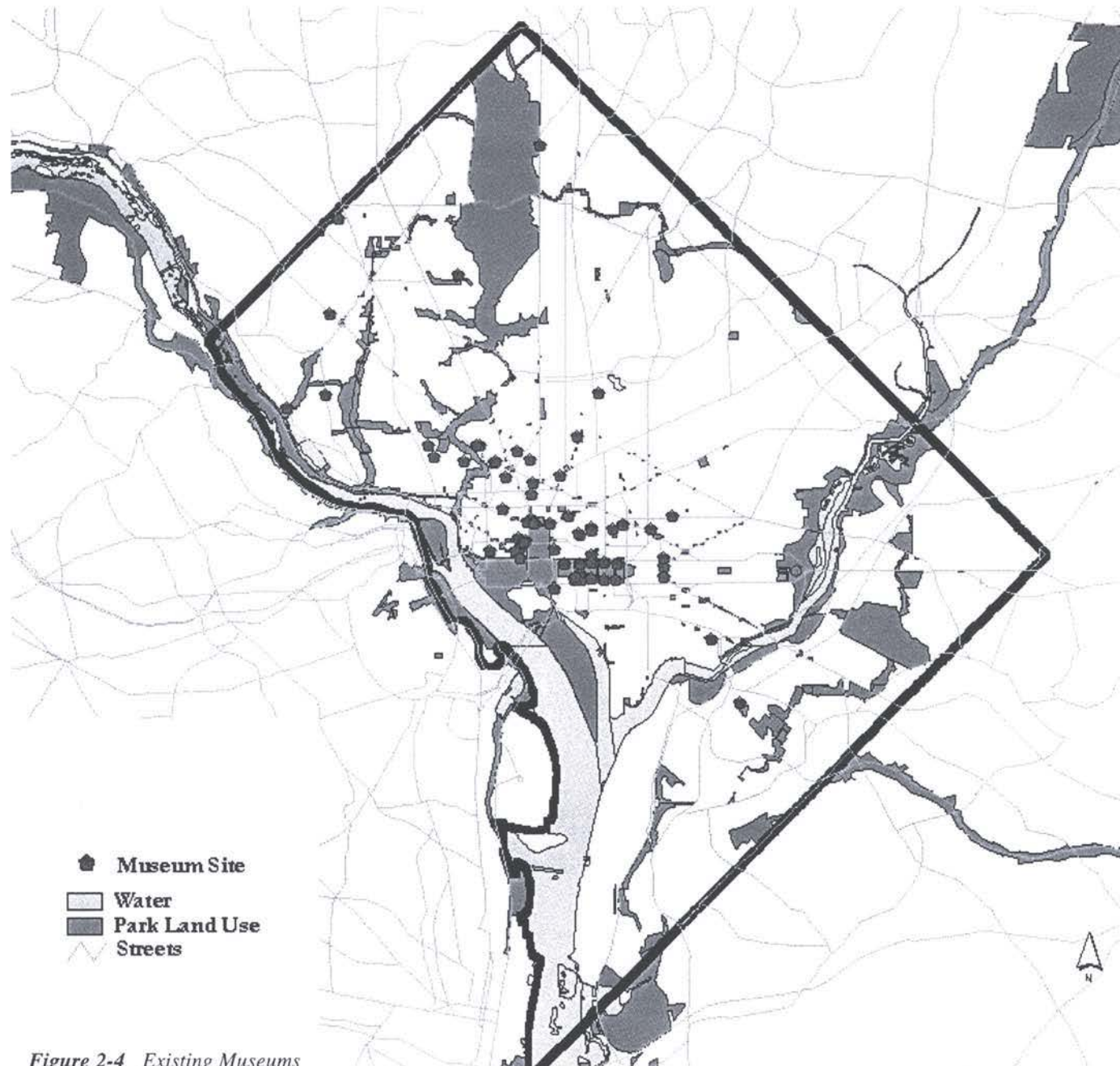


Figure 2-4 Existing Museums

2.4 Forecast of Future Memorials and Museums

Although the circumstances in the development of each particular museum and memorial are unique, there are overall patterns and trends that may provide guidance in projecting future needs. The projections, discussed in detail in the technical appendix, are based on long-term past patterns that are likely to continue in the future, as well as recent trends that suggest changes in future needs. Some trends pertain to memorials and museums separately, while other trends reflect the recent tendency toward the convergence of these categories.

Memorials

A. Rate of creation

Since the mid-nineteenth century, memorials in Washington, D.C. have been created at a fairly consistent rate of approximately one per year. This steady rate seems contrary to a perceived recent intensification of memorial creation, particularly since the Vietnam Veterans Memorial opened in 1982. But the perception is likely due to increased public interest in memorials, as well as an increase in proposals, rather than an upturn in actual construction. The required review process may also serve to limit the number of memorial proposals that reach an advanced stage. It is therefore reasonable to expect a continued dedication rate of approximately one memorial per year for the foreseeable future.

B. Site size

Although site size is a somewhat imprecise concept, it is nonetheless helpful for future planning to have a sense of the likely size requirements for future memorials. The size of a memorial should be in concert with its setting. There appears to be a general trend toward increased variety in site sizes over recent years. Traditional memorials have usually involved relatively small footprints, such as for statues, although the perceived grounds of these memorials are sometimes relatively large, such as entire L'Enfant circles (e.g. George Washington Memorial in Washington Circle, Dupont Memorial Fountain in Dupont Circle). Only a small number of older memorials occupy large sites, such as the Lincoln and Jefferson, typically expressing their exceptional significance. More recently, in addition to a mix of small and medium-sized sites, many memorials have been placed on relatively large sites, but often with horizontal or landscape designs that are not visually dominant (e.g., Vietnam Veterans Memorial, FDR Memorial).

C. Typology

There appears to be a recent shift in the typology of memorials, from traditional statuary forms to a variety of landscape and plaza designs as evidenced by the Korean War Veterans Memorial, the FDR Memorial, the National Law Enforcement Officers Memorial, the U.S. Navy Memorial, and the Memorial to African-American Soldiers Who Fought with Union Forces During the Civil War. All of these were constructed in the last 10 years. There is continuing interest in non-traditional types of memorial, such as outdoor plaza spaces, natural features, the re-use of existing pieces of the urban fabric, or attaching memorial significance to functional urban features. The high cost of memorial construction will likely also lead to an increased reliance on combining memorials with private-sector development projects, where a memorial can add value and significance to a development (e.g., Navy Memorial).

D. Subject matter

The Commemorative Works Act encourages a relationship between the site and the subject matter of a memorial. Providing such an association increases the effectiveness of the commemoration. This approach has been followed with several memorials, including: the National Law Enforcement Officers Memorial located at Judiciary Square which has strong historical associations with the courts and law enforcement; the Women in Military Service for America Memorial at the entrance to Arlington National Cemetery; the Mahatma Gandhi Memorial adjacent to the Indian Chancery at Massachusetts Avenue and Q Street, NW; the future Martin Luther King, Jr. Memorial on the Tidal Basin near the Lincoln Memorial; and a soon-to-be-constructed memorial to George Mason near the Jefferson Memorial.

Museums

There has been considerable speculation in recent years that technology will transform the traditional museum form through high-quality imaging and computer generated information. In practice, however, traditional museums in recent years appear to be holding steady, or even increasing, in popularity. As the seat of government, Washington, D.C. holds a special attraction for families, tourists, and student groups, providing a steady audience for museums regardless of technology changes.

A. Rate of creation

NCPC projections in the late 1980s predicted the need for 10 million square feet of additional museum space between 1990 and 2050—an annual average of 167,000 square feet (or one medium-to-large museum). Recent and currently planned museums suggest that a somewhat lower rate appears reasonable (perhaps an average of 100,000 square feet per year), with a few large museums (over 200,000 square feet) accounting for about half this projection, and various smaller museums for the remainder.

B. Source of creation

Many museums are located in Washington with its high national and international visibility as the Nation's Capital. The federal government is itself the generator of many museums. There are also many museums that are more typical of those found in any urban area, resulting from local philanthropy or regional needs. This rich variety of sponsorship for museums has continued in recent years, and appears likely for the future. The subject matter for museums (art, history, etc.) has also been quite varied, and this will likely continue.

C. Siting and Size

There continues to be demand for creation of new museums at a wide variety of scales. Some with extremely large programmatic needs must locate at the fringe of the region, where very large sites are available (such as the planned National Air and Space Museum-Dulles Center and the proposed U.S. Marine Corps Heritage Center at Quantico); such facilities are beyond the scope of this master plan. Within the urban core, large-scale museums (like those typically found on the Mall) generally locate on high-profile sites such as park settings or prominent sites in the urban fabric. Moderate-size museums tend to locate at somewhat less-prominent sites (with notable exceptions such as the National Archives and the Hirshhorn Museum). There is also demand for many smaller museums focused on more specialized topics.

A museum typically includes substantial back-of-house space in addition to public areas. This non-public space can range from minimal support to extensive research space that may exceed the area of public space. Even the public area can include much non-exhibit space, such as cafeterias and auditoriums. Each facility, regardless of whether it is called a "museum" in its entirety, has a unique program. One result of evolving programmatic needs is the recent trend toward developing dual-

site facilities: a high-profile showplace in the Monumental Core, and a suburban facility that can handle large-area or less public research and storage needs (such as the Archives and the National Museum of the American Indian).

Sites for large museums will generally need to be within the urban fabric, as part of city blocks rather than within open-space areas. (The Mall has successfully combined a parkland setting with large buildings, but such a balanced usage is rare.) Because of the public nature of museums, they are well suited for the most prominent urban sites. The siting characteristics of smaller museums are more varied. Some are located within larger buildings (new or historic) that have other primary uses (such as the MCI National Sports Gallery or the National Postal Museum). Sometimes a small building itself is the subject of the museum (such as the Peterson House where Lincoln died). Other small museums can locate within the general urban fabric.

D. Museum Configuration

The configuration of museums—stand-alone, shared structures, or minor supporting facilities—suggests the range of opportunities for future museum planning. Some museums occupy an entire building, including adjunct facilities such as a cafeteria, a gift shop, auditorium, research areas, and museum offices. These stand-alone museums can range from large-scale (such as the Air and Space Museum) to small-scale (such as the Peterson House where Lincoln died). Such single-use facilities may be necessary adjacent to the Mall and other parkland, where commercial uses may be inappropriate. Within the urban fabric, single-use facilities will depend on the museum's program, the size of the existing building to be used for the museum activity, or the site context for a proposed building (as well as zoning constraints).

Many other museums are a significant presence in a building, but share the structure with other uses. Examples include the National Building Museum (with other federal offices occupying some upper-floor space and the National Postal Museum (located in a building that also houses the Bureau of Labor Statistics). The proposed relocation of the Newseum to Pennsylvania Avenue will be another example, combining housing and the museum activities in a new building on a single site. Such combinations hold great promise by allowing a variety of economic arrangements on a site which can achieve a variety of land-use objectives. It is also interesting to note that these few examples show that this shared arrangement is feasible for public as well as privately-owned museums, and for historic buildings as well as new construction. Particular combinations are especially worth encouraging; separate uses that are somewhat related to the museum topic (such as the

Commission of Fine Arts offices located with the National Building Museum), or adding arts-related uses (such as art galleries). A third category is museums that are a relatively minor presence in a building that is primarily devoted to other uses. Examples include visitor centers or small exhibit areas within large federal facilities (such as the Department of the Interior's museum) and private facilities (such as at the American Red Cross Headquarters). The Lincoln and Jefferson Memorials also include small exhibit areas. Other examples include museums in office space (such as the Bead Museum) or in shop fronts. Such arrangements provide an appropriate and cost-effective solution for small museums that do not require high public visibility.

Reuse of Existing Features for Memorial or Museum Use

The master plan encourages the reuse of the existing built environment, where possible, for memorial or museum activities. There is a wide range of existing structures and site features in the Nation's Capital that could be adaptively reused for either new memorials, museums, or museum-related activities. Reusing these existing elements makes better use of existing resources, ensures that structures and site features that are considered architecturally or historically significant are preserved, and aids local neighborhoods in retaining their special identity. Furthermore, by adapting an existing structure or feature to a new purpose oftentimes a valuable, yet underutilized structure can be salvaged. Many times, these features are critical to preserving the image of an entire neighborhood. Historic properties, architecturally significant structures, strategically-placed commercial buildings, and distinctive site features such as parks, open spaces, fountains, benches, plants and trees, and other manmade elements have their own story to tell and coupled with a new use that complements the existing structure or feature can enhance the city. Where appropriate, elements such as these should be considered for possible dedication to significant events, individuals, or group of individuals.

Many existing structures that are suitable for memorial or museum uses are located in well-established centers that have recognizable character and scale, significant concentrations of visitors or day-time population, a mix of retail, offices, institutions, and other attractions, and good transportation systems. Consequently, many of the issues that typically confront memorial or museum sponsors at would-be locations are known in advance and, therefore, can be more easily incorporated in the building program or design. At the same time, there is recognition that not all existing buildings or features are suitable for reuse as a memorial or museum. The physical condition of the structure may not support a memorial or museum use, the mechanical systems may be antiquated, or the layout of the structure may preclude the program for which it is being considered. Nevertheless, reusing an existing

built feature for a commemorative use that can support other planning objectives should be considered where possible. Adaptively reusing existing buildings and built features for commemorative works or cultural facilities is not a new concept. In 1997, the Hemicycle located at the ceremonial entrance to Arlington National Cemetery was rededicated as the Women in Military Service for America Memorial. McKim, Mead and White's historic semi-circular stone retaining wall designed to hold back the hillside at the entrance to the cemetery had fallen into disrepair. Carefully restoring the wall and adding new memorial and interpretive activities in front of and behind the wall turned what had become an unattractive element into an inspiring tribute to women who served in the military.

Another example is the historic Pension Building, which was vacant and threatened with demolition in the 1970s. After surviving the wrecker's ball, the building was carefully restored by GSA to house the National Building Museum, a body dedicated to highlighting American achievements in architecture, urban planning, construction, engineering, and design. Another good example of the reuse of an existing building for museum activities is the National Museum of Women in the Arts, located at 1250 New York Avenue, NW. This former Masonic Temple near the White House was purchased in 1983 and carefully rehabilitated in accordance with preservation standards. The building's permanent collection, special exhibitions, and library and research center highlight the achievements of women artists from around the world and are highly visited. Existing structures or features that should be considered for reuse for memorials or museums include:

- *The Liberty Loan Building at 14th and D Streets, SW
(a new memorial or a museum could be built on this site should the existing World War I-era temporary building be torn down)*
- *The Auditor's Building, which is just north of the Holocaust Memorial Museum
(this building located in the heart of the Monumental Core presently houses Department of Agriculture employees but has great potential for reuse as a museum)*
- *Land at the Old Naval Observatory at 23rd and E Street, NW
(this prominent facility is strategically located at the entrance to the city and portions of it could accommodate museums or a major memorial if existing uses could be relocated)*
- *The District Court buildings which border the National Law Enforcement Officers Memorial.*

2.5 Economic Background

Introduction

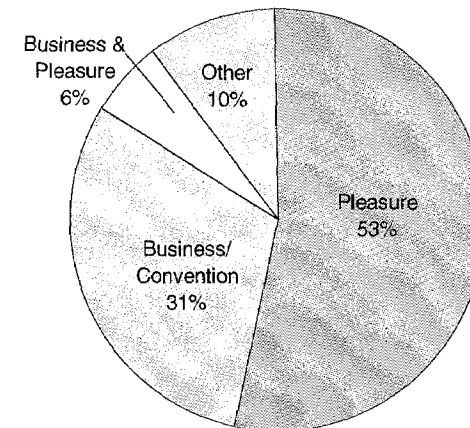
Over the course of the late 20th century, many cities and communities have come to view memorials and museums as economic development agents and as commemorative and cultural resources. Major capital cities throughout the world take advantage of their unique status by creating unique public "places" built around their cultural and commemorative resources. These draw millions of visitors each year and generate intense economic activity for these communities.

The economic support provided by Washington-area visitors is a leading contributor to the overall economic vitality of the region and an important determinant of the quality of life for many area residents. Beyond direct economic impact, Washington's memorials and museums enhance the character of the city's open spaces, parks, circles, and built environments and increase the appeal of local neighborhoods.

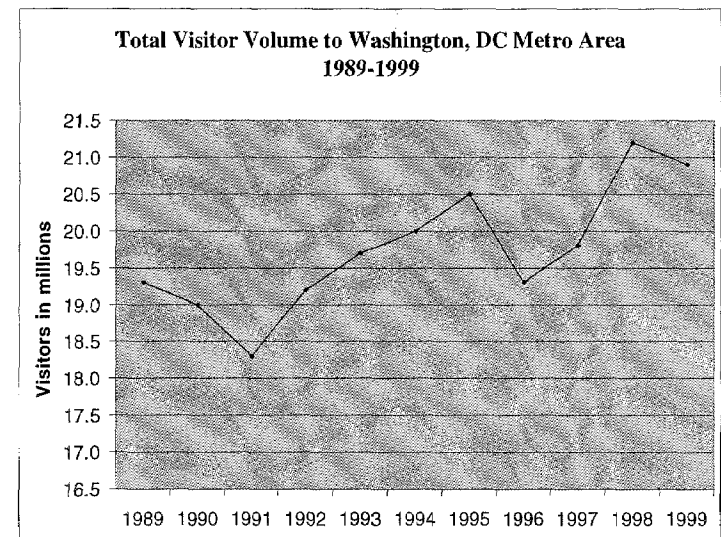
Memorials and museums in the Washington area are the primary destinations for twenty-one million annual visitors, who in turn create a tourism economy of \$4.2 billion for the region. As the second largest component (after government) of the Washington area economy, tourism provides crucial support for the region's hotels, restaurants, retail, transit, and service industries. Businesses and governments throughout the region depend on the visitor to serve as a pillar of their revenue, employment, and tax bases.

While the phenomenon of the heritage traveler is in many ways not new, the task of providing authentic tourist experiences for visitors is more organized, competitive, and important to local economies than ever before. Heritage tourists, who are drawn largely by cultural resources such as memorials, museums, and historic sites, constitute the leading growth sector in national tourism.

Main Purpose of Trip for Domestic Visits to the D.C. Metro Area



Total Visitor Volume to Washington, DC Metro Area 1989-1999



Given that many of the Nation's Capital's primary attractions are representative of these national tourism trends, Washington is well positioned for continued growth in its tourism economy. Recent statistics from the Travel Industry Association and the D.C. Heritage Tourism Coalition show that 61 percent of Washington's visitors, spanning both the business and pleasure traveler segments, cite American history and culture as a factor in deciding to visit. No other city in the United States sees a higher percentage of heritage travelers.

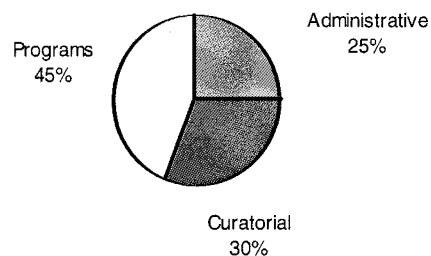
Economic effects spinning off from memorials and museums

The challenge in planning for tomorrow's memorials and museums is identifying future economic, physical, and environmental conditions in the Washington area and positioning economic catalysts in ways that lead market forces to locations that over the long run will create a healthier and more livable community.

At the same time, the immediate needs of the community often lure those catalysts to already thriving neighborhoods to capitalize on existing economic security. The result is a clustering of economic vitality, leaving parts of the area's tapestry of neighborhoods underserved. Sound planning and incentives are needed to break this cycle and grow our community in equitable and responsible ways.

Nowhere is this phenomenon more apparent than in the process of locating our memorials and museums. The success of Washington's memorials and museums, both in direct economic terms and in city design terms, is remarkably localized today.

Sample Washington area museum staffing profile



The Mall's historic landscape setting and adjoining open space areas (where many memorials and most of the large museums are located) limit development opportunities, commercial interactions, and incentives for visitors to leave behind taxable dollars. Economic benefits from any transactional activity traditionally fall into three categories: direct, indirect, and induced. For memorials and museums, the same categories apply. Direct economic benefits deriving from memorials and museums encompass all new dollars brought into the area by visitors from outside, as well as all dollars spent at a memorial or museum site.

For example, museum shop retail sales, on-site museum restaurant revenues, gated attraction ticket sales from IMAX and other shows, and facility rental fees all fall under direct economic benefits. In addition, new dollars spent on hotel, restaurant, transportation, and retail purchases are considered direct economic benefits when they arise from non-local visitors. Secondarily, indirect economic benefits include the memorial and museum staff salaries and wages supported by direct expenditures, personal and business tax revenues, and the purchasing of retail goods and food for museum operations. Finally, induced economic benefits extend to the permanent impact on supplier employment, taxes on the increased resident income base, and increased local spending as a result of the greater wealth.

On-site direct economic benefits accruing from dollars spent at memorials and museums in the Washington area are constrained in several ways that prohibit them from acting as significant sources, of economic impact today. Smithsonian facilities average \$1.24 per visitor in museum shop spending, a justifiable figure given the free admission structure of the Smithsonian museums, but well behind many large visitor attractions across the country that charge admission fees and generate revenue through visitor attendance. In addition, the restricted parklands and green spaces adjacent to the Mall limit restaurant activities near many of Washington's leading museums. As a result, the ability of the restaurant industry to capitalize on Mall visitor traffic is diminished.

Off-site direct economic benefits from new memorial and museum visitor dollars are a significant contributor to overall memorial and museum economic impact. However, given the abundance of memorials and museums that already draw visitors to the region, the incremental change in visitor dollars associated with a new memorial or museum is lesser than it might be in a city with fewer existing attractions. Factors such as visitor length of stay and local spending are likely to show modest rather than dramatic increases arising from a new memorial or museum.

Because the Mall area represents an existing concentration of Washington visitor attractions, the primary economic rationale for spreading commemorative resources throughout the Washington area is to create new destination pockets in the region, thereby expanding and distributing direct economic benefits to neighborhoods.

Typical memorial and museum staffing can vary from several hundred employees at a single large museum to nearly zero incremental employees at a new memorial. The most prominent museums in the Washington area carry payrolls equivalent to large corporations, with almost all of those jobs permanently located in the region. For example, a typical new destination museum in the Washington area may pay over \$4 million in annual wages to employees occupying more than 100 new jobs.

1.3 million jobs are attributed to the not-for-profit arts sector across the country, of which memorials and museums are a significant contributor. The Americans for the Arts cites research showing a nationwide economic impact for the not-for-profit arts sector of \$3.4 billion at the federal level, \$1.2 billion at the state level, and \$790 million at the local level.

Focusing on the region as a whole, indirect and induced benefits from memorials and museums contribute in an aggregate, rather than localized, manner. Re-spending of new dollars is repeated throughout the region and creates new jobs. Estimating these impacts requires a thorough understanding of the construction costs and operational expenses attached to a given memorial or museum proposal. Since this is not possible within the scope of this study, examples can prove illustrative.

Two types of marginal economic benefits are ordinarily quantified for memorial or museum projects: one-time design and build benefits and ongoing annual operating benefits. Multipliers for the investment inputs, or final-demand changes, resulting from a new memorial or museum can be estimated based on published and calculated multipliers for public assembly facilities, arenas, and educational institutions. As an example, a new memorial or museum will typically produce:

- *One-time design and build economic benefits for the Washington area greater than the commemorative resource's design and build costs;*
- *Several hundred new design and build-related jobs;*
- *Based on a distribution of jobs and materials inside and outside the region, an impact multiplier between 1.4 and 1.8; and*
- *Local income and sales taxes.*

Example: ongoing annual operating benefits for a sample \$100 million memorial or museum

New visitors to region (100,000 annually)	\$50 million
Direct impact, \$179 per visit day	\$18 million
Lodging multiplier, 1.5	\$12 million
Food and beverage multiplier, 2.0	\$15 million
Retail multiplier, 2.1	\$ 5 million
Marginal increase in length of stay	\$15 million
Taxes	<u>\$ 4 million</u>
Total annual operating impact	\$69 million

Example: one-time design and build benefits for a sample \$100 million memorial or museum

Initial design and build investment:	\$100 million
Employment, 40% of investment	\$40 million
Materials, 60% of investment	\$60 million
Regional design and build investment:	\$62 million
Employment, 80% regional	\$32 million
Materials, 50% regional	\$30 million
Regional economic and fiscal impact:	\$106 million
Average area design and build multiplier, 1.6	\$99 million
9% income tax and 5.5% sales tax	\$7 million

More importantly, a memorial or museum may generate, year after year, operating economic benefits equal to 50 to 100 percent of the one-time initial design and build investment itself, based on historical tourist spending patterns in Washington, D.C. and industry multipliers between 1.5 and 2.1 for various visitor-related activities. Thousands of new jobs can result from indirect and induced economic activities resulting from a new memorial or museum.

Case study: U.S. Navy Memorial

Dedicated in 1987, the U.S. Navy Memorial is an excellent example of the new kind of memorial that can contribute to community renewal. Developed as part of the Pennsylvania Avenue Development Corporation Plan that restored "America's Main Street" to its former glory, the memorial is a vibrant urban plaza where office workers, tourists, and residents gather to view naval ceremonies, listen to concerts and band performances, dine in the cafes that surround the memorial, enjoy commemorative fountains and sculptures, and watch the passing city scene. Directly across Pennsylvania Avenue from the National Archives, this animated public space is the focal point for the newly revitalized east end of Washington's old downtown. The memorial anchors the arts and entertainment activities of the surrounding neighborhood, which has become one of the most successful mixed-use redevelopment areas in the city.

Mixed-use development in the six square blocks immediately surrounding the memorial has been dramatic in recent years. Newly constructed and planned development within this area (the memorial's "sphere of influence") includes over 300,000 square feet of retail space, and more than 2.8 million square feet of office space, and 1,275 housing units. This development translates into more than 12,000 new office jobs (calculated at one office job per 220 square feet of office space) and 600 new retail jobs (calculated at one new retail job per 500 square feet of retail space). Shops, restaurants, galleries, and theaters bring daytime and evening street activity to the neighborhood seven days a week. Obviously, not all of this development can be directly attributed to the memorial. The Pennsylvania Avenue Plan targeted this portion of Washington's East End for revitalization and it can be assumed that much of the redevelopment would have occurred even without the memorial. Some of this development preceded construction of the memorial. However, it is apparent that this large, well-designed, and strategically located plaza with its benches, fountains, art, and daily military and cultural performances has supported, strengthened, and perhaps accelerated the redevelopment.

Research on memorials, museums, and heritage travelers

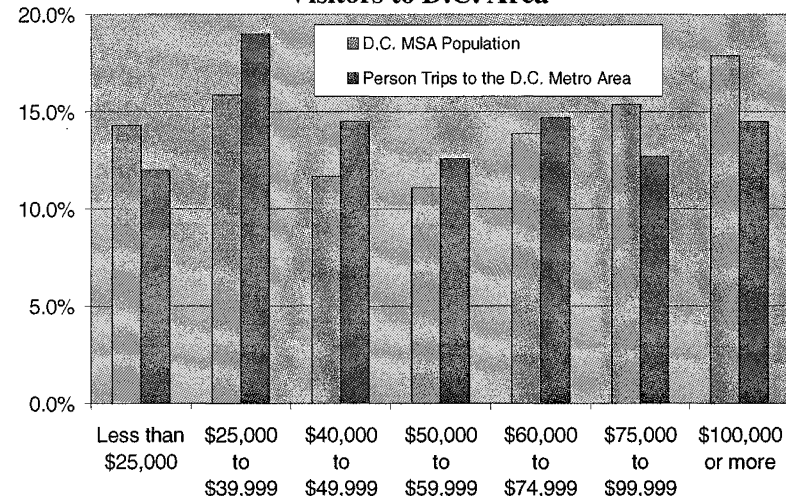
The limited amount of existing research on memorial and museum economic benefits tends to focus on individual collecting institutions or on entire industries. Informative examples in this study include: the D.C. Heritage Tourism Coalition's "Capital Assets"; the Virginia Center for Urban Development's "Understanding the Economic Importance of Art Museums"; the Americans for the Arts' ongoing advocacy research on the not-for-profit arts sector; the Virginia Association of

Museums' "Report on the Impact of Museums on the Commonwealth of Virginia"; and the New England Council's "The Creative Economy Initiative." The Virginia Center for Urban Development's work shows four types of economic benefits deriving from art museums. Adapting this work to memorials and museums in the Washington, D.C. region, we find that:

- (a) Memorials and museums are effective attractors for visitors.
- (b) Memorials and museums are direct sources of jobs for local residents.
- (c) Memorials and museums are secondary incentives for new businesses or individuals to locate in the immediate area of a site.
- (d) Memorials and museums themselves are consumers of local goods and services.

For memorials and museums, the secondary effect they have on businesses' or individuals' locational decisions {item (c) above} is the most important economic benefit in the context of the *Memorials and Museums Master Plan*. The secondary incentive creates induced benefits, and in this vein memorials and museums can be powerful economic tools. The magnitude of total economic impact for heritage tourism visitors, which comprise a large share of the memorial and museum audience, is compelling. The historic and cultural visitor market segment averages \$615 in spending nationally, as compared to \$441 for the combined sample of all non-heritage and heritage travelers to the Washington area.

Household Income of D.C. Metro Population vs Visitors to D.C. Area



Research shows that historic and cultural visitors spend more while visiting, stay on average, at least one extra night, and are heavily represented among Washington D.C. visitors. Given these patterns it can be concluded that the non-heritage travelers carry less impact than the average Washington area visitor, while the heritage, memorial, and museum travelers carry greater than average impact.

Historic sites, which attract visitors with demographic characteristics similar to visitors to memorials, show an astoundingly high market penetration rate of 44.1 percent among people 16 and older and 58.1 percent among college graduates, based on visits made over a 12-month period. By way of comparison, many large market cultural attractions across the country see an annual local market penetration rate of less than 5%.

Importantly, within these groups, the rate of visitation rises in direct correlation to disposable income. Higher income heritage visitors bring more outside dollars to the Washington, D.C. region helping to spur regional growth. All these factors bode well for the multiple economic sectors that benefit from spending related to commemorative and cultural resources in the Washington, D.C. region.

Visitor behavior in the Washington, D.C. area

As the number one destination for visitors to the Washington area, the Smithsonian Institution is an invaluable resource for understanding how and when tourists impact our area. In calendar year 1999, the Smithsonian counted 28.4 million visits to its museums and facilities. This number, while a slight decrease from calendar year 1998, includes several of Washington's most visited attractions.

In fact, 77 percent of all Smithsonian visits are to three museums: the National Air and Space Museum, the National Museum of American History, and the National Museum of Natural History. Although tourists normally visit more than one attraction per trip, the Smithsonian estimates that its 28.4 million visits in 1999 were composed of nearly 10 million different visitors, making the Washington area one of the world's leading museum destinations.

For purposes of future planning, it is important to note that the vast majority of Smithsonian visits are to the Mall museums, and that they occur primarily in the spring and summer. Other major Washington area attractions, such as Union Station (8.5 million visitors), the National Gallery of Art (6.2 million visitors),

General Travel Characteristics of Historic/Cultural Travelers versus Travelers to D.C. Metro Area		
Trip Purpose	Hist/Cult	% of total visitor trips
		D.C.
Pleasure	72%	53%
Business	17%	37%*
Other	11%	10%
Mode of Transportation		
Automobile	70%	56%
Airplane	22%	37%
Other	8%	6%
Season/Quarter of Travel		
Winter/First Qtr.	15%	18%
Spring/Second Qtr.	24%	30%
Summer/Third Qtr.	38%	28%
Fall/Fourth Qtr.	23%	24%
Lodging		
Hotel/Motel/B&B	46%	41%
Private home	33%	26%
Other	7%	6%
No overnight stay	14%	27%
Party Size and Composition		
Avg. party size	2.0 persons	2.2 person**
Child on trip	21%	23.5% ¹
Nights Away from Home		
Avg. nights away	4.7 nights	3.8 nights ¹
Spending		
Less than \$100	18%	27%
\$100 to \$499	45%	44%
\$500 to \$1,000	19%	18%
Over \$1000	18%	11%
Avg. spent	\$615	\$441

*Includes Business/Convention and Business & Pleasure

** Average party size for pleasure trips, avg. size for business trips is 1.2 persons

¹ Source: 1995 American Travel Survey

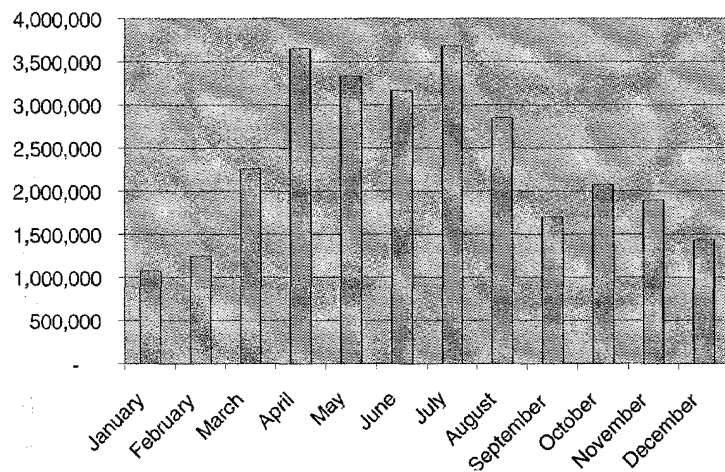
Source: Profile of Travelers Who Participate in Historic and Cultural Activities, TIA; 1999 Annual Report and Travel Trends, WCVA

and the U.S. Capitol (8.5 million visitors, 1 million tours) are centered on or near the Mall area as well. Major museums located beyond the Mall area with high visitation rates include the Anacostia Museum and Center, the National Arboretum, National Geographic Explorers Hall, and the Navy Museum. The seasonality of Smithsonian Institution visits is significant but is consistent with overall tourism trends for indoor attractions in Washington. Over 65 percent of Smithsonian visits occur in the six-month period from mid-March to mid-September.

Although different counting methodologies make it difficult to compare memorials and museums, the Washington Convention and Visitors Association has been able to place Arlington National Cemetery (5 million visitors), the Vietnam Veterans Memorial (1.8 million visitors), and the Lincoln and Jefferson Memorials (1.6 million and 953,000 visitors, respectively) among the top fifteen visitor attractions in the Washington area. The National Park Service, which calculates total visits rather than individual visitors, lists the Vietnam Veterans Memorial as its top 1999 Washington visitor destination, followed by the Lincoln Memorial, FDR Memorial, Korean War Veterans Memorial, and Jefferson Memorial. Notably, all five of these Park Service sites are on or near the National Mall.

In terms of length of stay, the largest category of Smithsonian Institution visitors (37 percent) stays in the area for three to six days. Daytrippers comprise the next largest category (36 percent). Two-day visitors and those staying a week or more make up the remaining visitor volume (13 percent and 14 percent). By comparison, the average length of stay for all travelers to Washington, D.C. was 2.5 days in 1999. Only 29 percent of visitors constituted "daytrippers." Therefore, it appears that overnight museum visitors to the Washington area stay significantly longer, and by implication, spend more than do other overnight visitors. However, the museums in Washington also attract more daytrippers, who make less of an economic impact than do those who travel to the Washington area for other reasons.

Smithsonian Institution 1999 visits



Neighborhoods and communities

While the direct economic benefits of memorials and museums boost multiple sectors of our regional economy, those same direct economic benefits are not equally spread throughout the metropolitan area. The Monumental core area of Washington, D.C. and Virginia sees the vast majority of Washington's visitor activity, but offers limited opportunities to capitalize on visitor spending. Little direct on-site visitor spending occurs in the neighborhoods and communities in which the majority of residents live.

Neighborhoods are becoming an important consideration in economic planning for Washington's memorials and museums. With the National Mall almost fully programmed, city planners and memorial and museum sponsors are looking to existing neighborhoods, new developments, revitalizing areas, and other appropriate urban sites as suitable locations for commemorative resources. The greater integration of symbolic and ceremonial elements throughout the city and area is both historically and economically appropriate.

In contrast to their commemorative and stewardship functions, the preponderance of the economic benefits created by Washington's memorials and museums are produced off-site. A negligible amount of the economic benefit of a memorial or museum is generated at the resource itself. As a result, these resources can ultimately have more of a planning impact on the wider surrounding neighborhoods than on the immediate site. For the most part, the dollars and cents spent inside of a museum's walls or at a memorial site are not significant parts of neighborhood economies. This is not to say, however, that memorials and museums cannot play a role in economic revitalization. They are highly effective participants in broader revitalization efforts. The U.S. Navy Memorial is an example of the kind of mixed-use memorial/ retail/residential development that can create immense economic benefits for an area.

Commemorative and cultural resources in the National Capital area vary greatly in their built forms and constituencies. Some commemorative resources will be of a physical scale and draw visitors in magnitudes that they will serve as economic anchors for growing neighborhoods. Others will be smaller and serve as part of the texture of the city. In addition, the massing of attractions is a consideration in locating new memorials and museums.

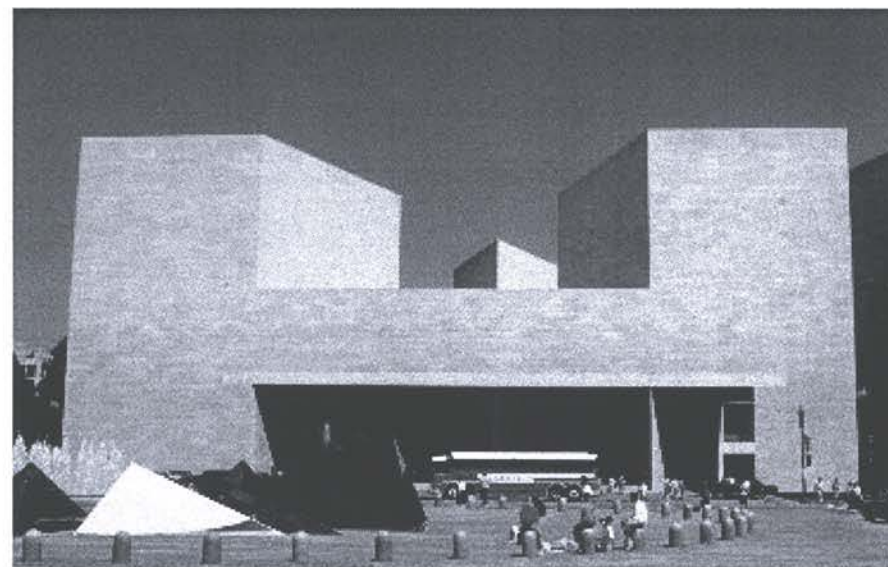
A small, isolated memorial or museum without a large natural constituency is unlikely to draw the visitation necessary to build economic impact. However, clusters of commemorative resources, mixed with retail and residential development plans, can be effective revitalization tools. In any event, organizing new memorial and museum sites to reinforce planning and other public and privately-led revitalization efforts will be essential to support District and regional economic development objectives.

Conclusions

The economic benefits of museums tend to be more easily quantifiable, and perhaps on average reach a broader cross-section of the economy, than do the economic benefits of memorials. In part, this is because museums have staffs and marketing departments while memorials are often unstaffed urban design features. In addition, museums often rely on annual public or private grant funding while memorials are rarely separated as line items in public funding budgets. As a result, museum sponsors are more often called upon to develop economic impact studies than are memorial sponsors.

This report analyzes the master plan sites themselves rather than particular project proposals. In general terms it appears that museums tend to generate greater direct economic benefit because of employment requirements and length of stay effects, but are comparable to memorials in terms of induced and indirect spending. Several large-scale memorials near or in the Monumental Core are able to attract visitors on the magnitude of the major museums, but most memorials show lighter visitation than the area's collecting institutions.

While the precise, quantified magnitude of the potential economic benefit from a future memorial or museum at one of the recommended sites is not predictable without a specific program proposal that reflects visitation and operational estimates, the master plan framework recognizes the importance of memorials and museums in supporting economic development objectives.



Cultural attractions within the National Mall and throughout the District of Columbia generate significant economic benefit to the local economy. The National Gallery of Art East Wing, shown above, is one of many familiar destinations on the National Mall, while Washington Harbour in Georgetown, below, has brought visitors and economic vitality to the Georgetown waterfront. New memorials could add to the area's appeal.





Aerial perspective of Washington depicting several 'Extending the Legacy' proposals for building on L'Enfant's vision to redefine waterfronts, neighborhoods, and corridors within the Capital

3. THE FRAMEWORK

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

3.1 Planning Influences

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

3.1.1 L'Enfant Plan

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

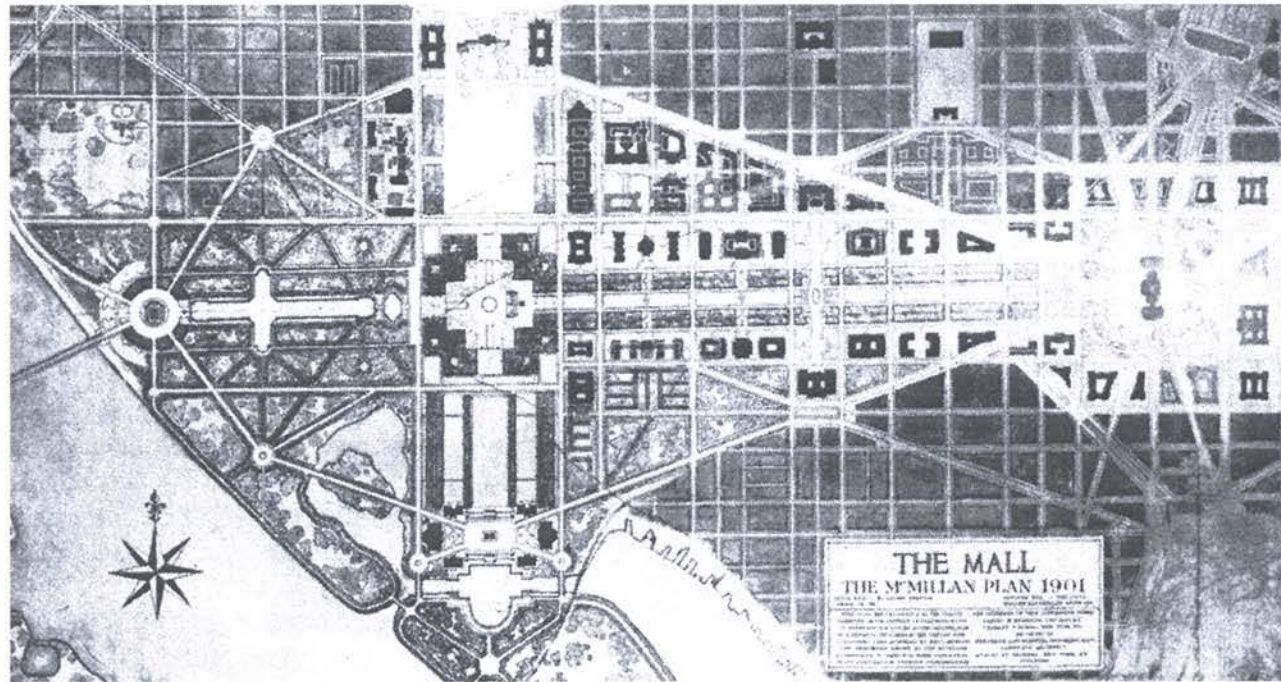
The L'Enfant Plan provided a framework for transforming an area of farms and forests into a city of broad avenues, grand vistas, and active public spaces. Centered on the Capitol Building, the Plan juxtaposes the geometric symmetry of an urban grid with broad avenues that radiate toward the edges of the city like spokes of a wheel. This juxtaposition created various circles, squares, and other reservations within the urban fabric that provided special places for important commemorative and civic resources. In addition to these geometrically located reservations, the Plan dispersed public spaces and civic buildings on topographic high points throughout the city.

Although various components have been lost or intruded upon over the last 210 years, the L'Enfant Plan continues to be the single greatest urban design influence in the District of Columbia. The central positions of the Capitol Building and the White House, the basic shape of the original L'Enfant City, and the urban grid are shown on the L'Enfant Plan. Figure 3.1 depicts the broad urban design direction of the L'Enfant Plan.



Figure 3-1 L'Enfant Plan for Washington

Figure 3-2 The McMillan Plan



3.1.2 McMillan Plan

The McMillan Plan was a continuation and expansion of the L'Enfant Plan and, in response to growth, an early effort aimed at comprehensively planning the City of Washington. Prepared in 1902, the McMillan Plan grouped public buildings, including the Federal Triangle, to accommodate and organize governmental activities. The Plan also redefined and expanded the National Mall from the site of the Washington Monument to the location of the Lincoln Memorial. The Plan proposed a Memorial Bridge uniting the Lincoln Memorial on the District side with the Lee Mansion on the Virginia side, as a symbolic gesture of the reunification of the North and the South after the Civil War.

The McMillan Plan also stressed the importance of open space in the city. It established a park system and proposed connecting the Civil War forts that encircled the city with a parkway. The McMillan Plan also concentrated resources in key locations throughout the city. Through these and other efforts, the Plan expanded the city past the boundaries of the L'Enfant Plan. Figure 3.2 illustrates many of the urban design concepts proposed in the McMillan Plan for the Monumental Core.

3.1.3 Comprehensive Plan for the National Capital

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

Comprehensive Plan policies also reinforce important natural components of the L'Enfant and McMillan Plans. The *Comprehensive Plan* emphasizes the Potomac and Anacostia River waterfronts, identifies various gateways into the city, and promotes the preservation of significant visual corridors and aesthetic features.

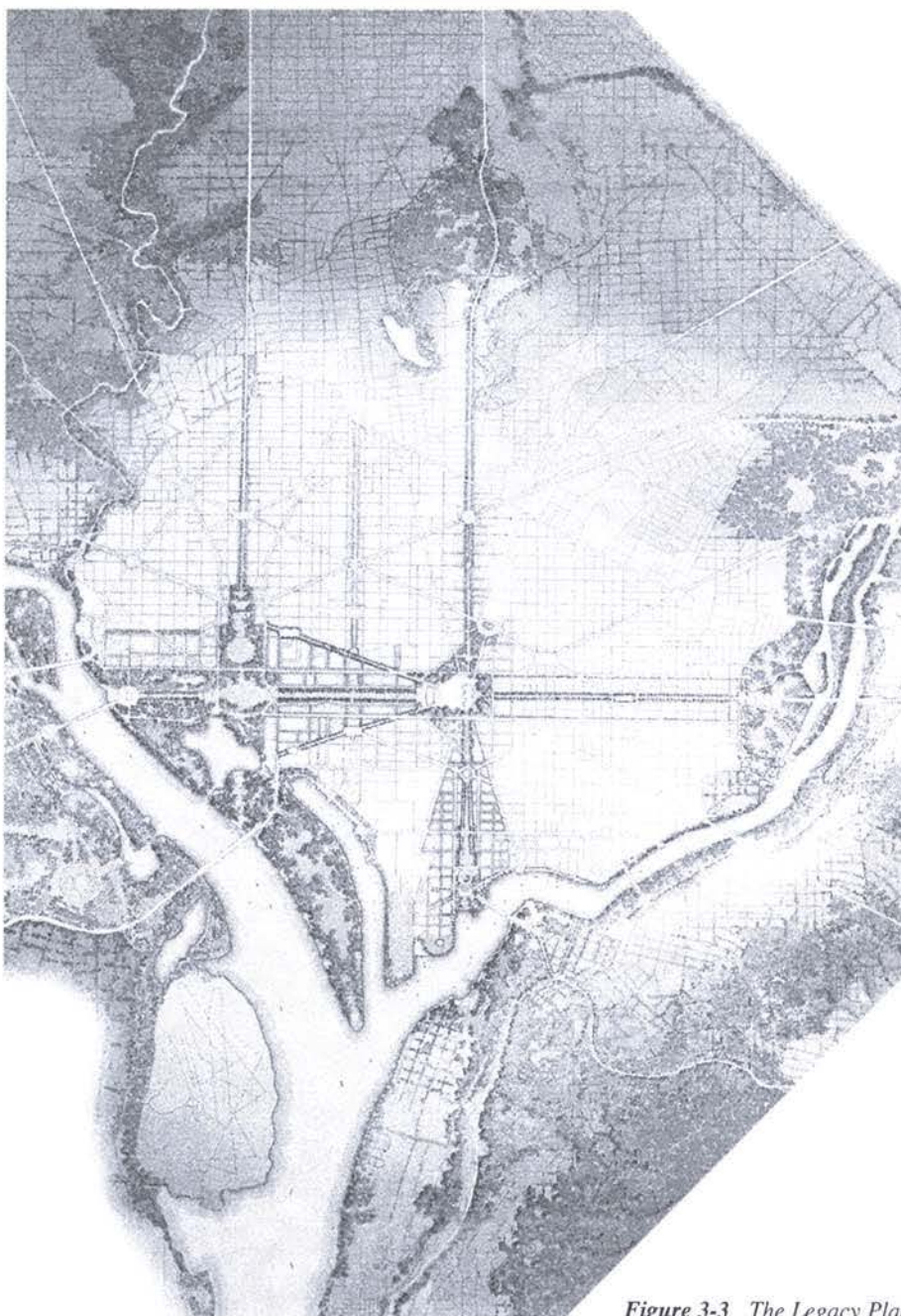


Figure 3-3 The Legacy Plan

3.1.4 Extending the Legacy

Extending the Legacy was prepared in 1997 by NCPIC. *Legacy* proposes to re-establish the U.S. Capitol as the center of monumental Washington by guiding federal activities and civic features to portions of North, South, and East Capitol Streets; thereby extending redevelopment into each quadrant of the city. In addition, the plan recommends removing intrusive elements that interrupt the L'Enfant Plan, such as surface freeways and rail lines. *Legacy* also promotes the enhancement of natural resources and waterfront lands. It removes barriers that have divided communities and hampered mobility throughout the city, while proposing new connections between neighborhoods. Figure 3.3 illustrates the planning guidance included in *Extending the Legacy*.

3.1.5 Other Influences

In addition to historic plans, a variety of current or proposed development projects throughout the city were considered in the preparation of the Framework concepts. Communities with existing or emerging identities that are supported by Metrorail, such as Shaw and Anacostia, are important components of the Framework. These communities provide distinct opportunities for special civic or local neighborhood commemorative resources.

A variety of public and private planning initiatives and development projects also have been incorporated into the Framework and used to identify potential future memorial and museum sites. Local programs and initiatives incorporated into the Framework include the D.C. Transportation Plan, the Downtown Action Plan, the Urban Scenic Byways Program, the Anacostia Waterfront Initiative, the M Street Streetscape Improvements Plan, the District of Columbia's New York Avenue Corridor Plan, and the Kennedy Center Access Study. Specifically, the Framework incorporates initiatives regarding water taxis and gateways from the D.C. Transportation Plan; addresses Pennsylvania Avenue and Canal Road, which are part of the Urban Scenic Byways Program; and emphasizes E Street, which is an important component of the Kennedy Center Access Study. Finally, the Framework prominently addresses the importance of waterfront lands, as emphasized by the Anacostia Waterfront Initiative.

Other key programs include GSA's plans for the redevelopment of the Southeast Federal Center, designated Washington Metropolitan Area Transit Authority (WMATA) Joint Development Projects, and various proposed public and private development projects including the ATF Headquarters, Washington Gas Light, and Florida Rock projects.

3.1.6 Summary of Major Influences

Analysis of these historic planning concepts reveals enduring aspects of the L'Enfant and McMillan Plans and Legacy that should be emphasized. These aspects include the natural features that helped shape the original layout of Washington; the focal prominence of the Capitol Building and White House; the geometric balance and strong visual connections created by axial relationships; the role of public spaces in establishing the city's character; the need for revitalizing waterfront lands; and the contributions of neighborhoods to the vitality of the city. Figure 3.4 depicts the relationship between natural features and Washington's urban layout. Topographic features form a bowl-shaped area that spans from the Anacostia River in the east to the Potomac River in the west. The U. S. Capitol and White House are shown as major points within the layout of major streets and boulevards.

3.2 Framework Intent

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

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

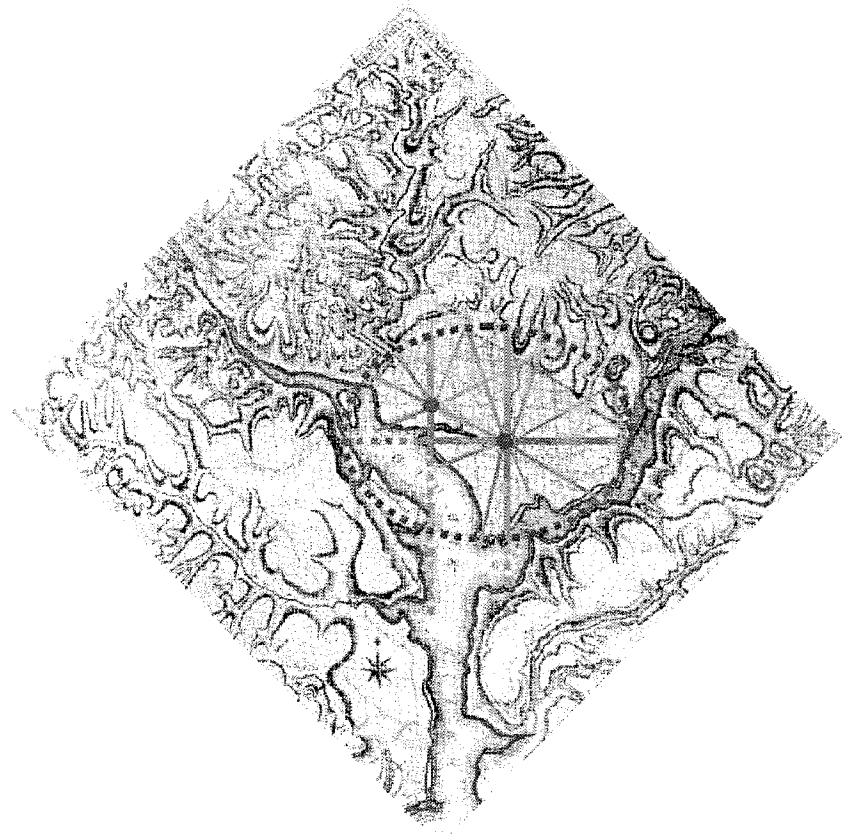
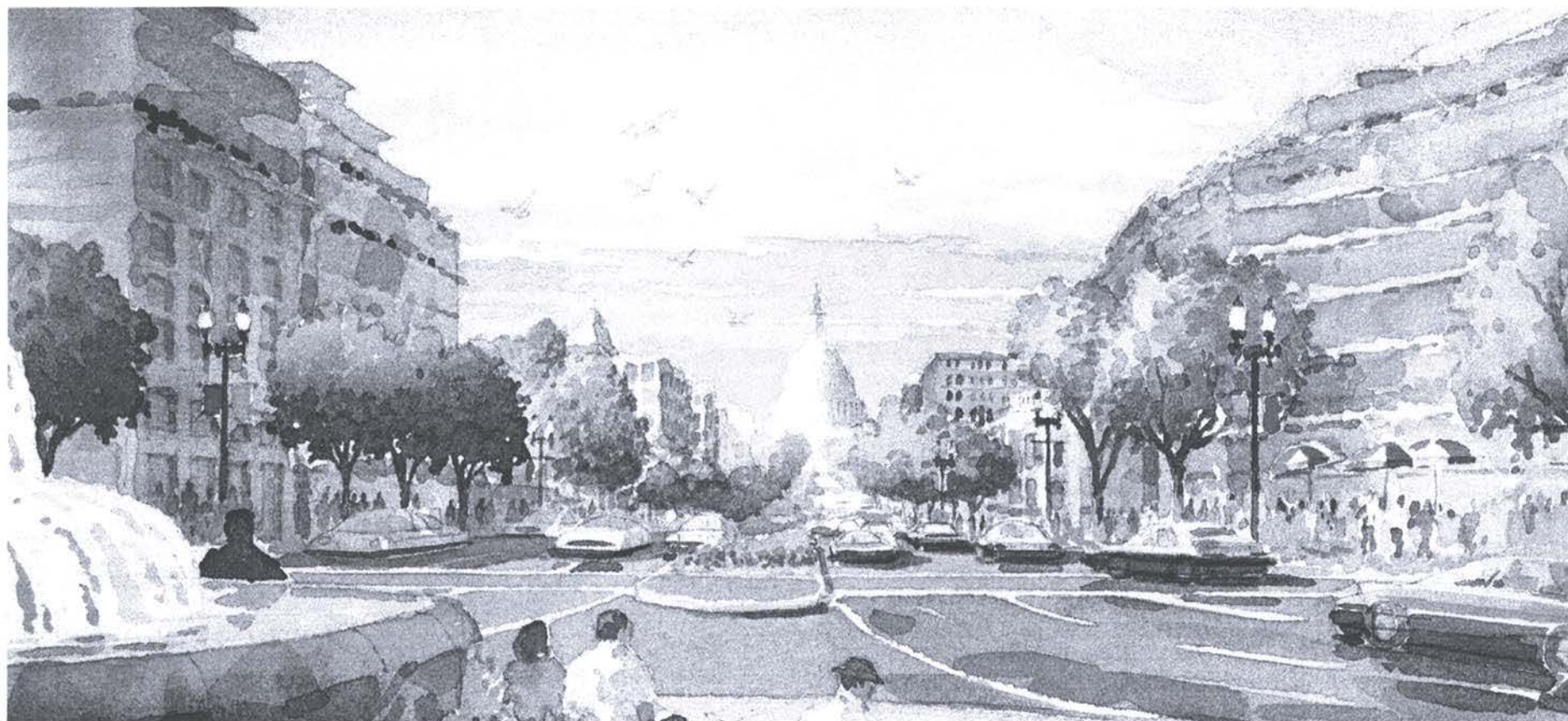


Figure 3-4 Summary of Major Planning Influences

The framework continues and builds upon the historical foundations of the early planning efforts and urban design traditions that made Washington, D.C. a renowned capital city. It honors the past, yet responds to modern day realities and needs. It does not attempt to create one or more new Malls. Rather, the framework preserves the historic open space of the traditional Monumental Core area and, in new ways, creates a special character in other strategic places throughout the city. By dispersing memorials and museums beyond Washington's traditional federal precincts and bringing the benefits of these national attractions to city neighborhoods and commercial districts, the framework supports the fundamental American values. Rather than concentrate cultural resources in traditional federal precincts, the framework places them in all quadrants of the city.



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

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

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

3.3 Framework Components

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

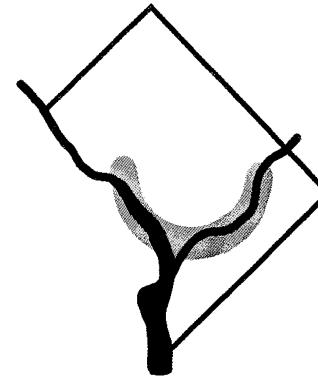
The framework suggests key opportunity areas and potential sites that have distinction and that can accommodate new memorials and museums. Figure 3.5 illustrates the principal framework elements in a sequence of images that depicts their relationship and context to the city's natural and cultural features.

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

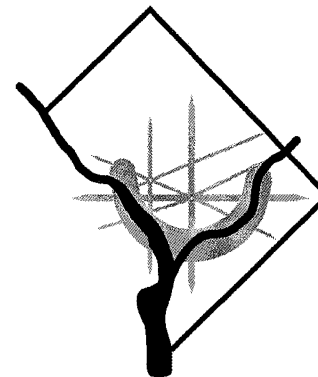
The framework's crescent shape is strengthened internally by a lattice of *Monumental Corridors*. These Corridors include Special Streets and the circles, squares, reservations, and corner parks formed by the intersection of the city's diagonal avenues with the orthogonal grid system.

The intersection of the Waterfront Crescent and the major Monumental Corridors offers a special opportunity for a concentration of commemorative works. These *Commemorative Focus Areas* include the three areas where the Waterfront Crescent intersects with the western extension of the National Mall, with South Capitol Street, and with East Capitol Street. Inherent in the framework are several urban design principles that can be used to organize commemorative opportunity areas. These principles are based on symbolic prominence, visual linkages, and aesthetic quality. For example, to reinforce the focal importance of the U.S. Capitol and the White House, the framework includes areas that have symbolic axial relationships to either central element. The framework also includes areas that have strong visual connections with other existing major commemorative resources. Also included in the framework are areas with distinct identities and unique aesthetic qualities, such as natural beauty, notable architecture, and clusters of civic art.

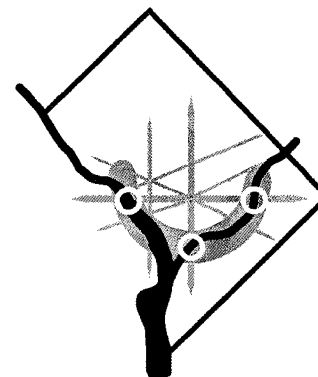
Figure 3.5 Framework Components



Waterfront Crescent



Waterfront Crescent, Monumental Corridors



Waterfront Crescent, Monumental Corridors, Commemorative Focus Areas

Although the Master Plan Framework is based largely on the *Waterfront Crescent*, *Monumental Corridors*, and *Commemorative Focus Areas*—key elements of the Monumental Core—it recognizes that commemoration should not be contained within the bounds of the original L'Enfant City.

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

Furthermore, the framework does not preclude the selection of site areas that are located beyond the framework elements. This framework is not a tool for including or excluding possible sites; rather, it is an attempt to organize and promote certain areas as suitable locations for commemorative and cultural resources. Figures 3.6 and 3.7 illustrate the generalized elements the master plan framework.

3.3.1 Waterfront Crescent

The framework's most fundamental element is the *Waterfront Crescent*, which is aligned along the Potomac and Anacostia Rivers. These two rivers form a unifying waterway that connects key waterfront lands. Public lands and open spaces along the District's waterfront offer the largest and most visible areas that would be suitable locations for future commemorative resources. Within the Waterfront Crescent, the prime opportunity areas are located where the major axial vistas and bridges that radiate from the U.S. Capitol intersect the waterways. These prime opportunity areas include:

- *Potomac and Anacostia Waterfronts and Adjacent Parks*
- *South Capitol Street Corridor*
- *Anacostia Park and Old Anacostia*
- *Pennsylvania Avenue and Sousa Bridge area*
- *RFK Stadium/DC Armory area*

Commemoration at West Potomac Park could take advantage of the axial vista from the National Mall across the Potomac to Virginia. East Potomac Park, at the confluence of the Potomac and Anacostia Rivers, also can be a major gateway location into the city and prime location for commemorative works. Toward the southern point of the Waterfront Crescent, areas along the South Capitol Street corridor and into Anacostia offer important opportunities for commemoration. The waterfront



Figure 3.6 Framework Summary Diagram

areas near South Capitol Street contain the Southeast Federal Center and the Washington Navy Yard, both of which have been the focus of recent redevelopment initiatives that could complement commemoration efforts. The Anacostia waterfront, which includes Anacostia Park and the Old Anacostia Historic District, offers acres of open waterfront, grand views, and an abundance of wildlife. These water features and views, along with the historic character of the nearby communities and a well-located Metrorail station, provide opportunities for commemoration of this important section of the city.

Farther east, the area encompassing both sides of the Anacostia River near the Pennsylvania Avenue Bridge could be enhanced to acknowledge the importance of this scenic roadway. In conjunction with recent employment initiatives at Washington Navy Yard and redevelopment of the Washington Gas site, commemorative works and civic improvements could contribute to economic activity in this area. At the eastern edge of the Waterfront Crescent, commemoration around RFK Stadium and DC Armory could enhance the civic function of this area, while working within the context of existing environmental resources of the Anacostia River.

3.3.2 Monumental Corridors

The framework is strengthened by a supporting lattice of selected L'Enfant roadways. The public squares, circles, and open spaces located at intersecting avenues and Special Streets form an internal network of urban open spaces and opportunity areas. In the Monumental Corridor element of the framework, the largest and most prominent opportunities for commemoration are located along the broad streets and avenues that originate from the Capitol or the White House. These streets and avenues include:

- *South Capitol Street corridor*
- *North Capitol Street*
- *East Capitol Street*
- *Pennsylvania Avenue NW and SE*
- *Maryland Avenue NE and SW*
- *New York Avenue NW and NE*
- *16th Street NW*

Of all the Monumental Corridors, South Capitol Street has the greatest need and potential for redevelopment. With careful planning and strongly supported revitalization efforts, South Capitol Street can offer a unique opportunity for a lively mixed-use development including residential, retail, and federal and private offices, public open space including memorials and museums (a viable and prominent alternative to the National Mall). New Jersey and Delaware Avenues, which flank South Capitol Street, offer additional commemorative opportunities at their intersection with the water's edge and with M Street.

These Monumental Corridors also include intersections with the east-west streets, north-south streets, and non-axial avenues that form the roadway lattice. Several of these local streets are important because of their existing spatial characteristics and because they are being emphasized and enhanced through ongoing planning initiatives. These supporting streets, which also offer urban opportunities for local commemorative site areas, include:

- *Florida Avenue, NW/NE, recognizing that its alignment served as the original northern boundary of the L'Enfant City;*
- *7th Street, NW/SW, strengthening its Arts Walk designation and because it extends from Maine Avenue, SW to Florida Avenue, NW and beyond as Georgia Avenue; and*
- *M Street, SW/SE, recognizing the multi-jurisdictional initiative to enhance its streetscape as the central roadway in the Near Southeast area.*

3.3.3 Commemorative Focus Areas

The concept behind the Commemorative Focus Area is that there are key locations within the National Capital where major elements of the Master Plan framework converge. Within these areas, the framework elements work together to give each precinct a distinctive identity, increase its visual interest, and enlarge its potential for accommodating significant civic activities or commemorative features. The intersection of the major framework elements, the Waterfront Crescent and the major Monumental Corridors, offers special focus for commemoration. These Commemorative Focus Areas include the areas at which the following elements intersect:

- *The western extension of the National Mall and the Waterfront Crescent*
- *South Capitol Street and the Waterfront Crescent*
- *East Capitol Street and the Waterfront Crescent*

The western extension of the National Mall and symbolic western terminus of Constitution Avenue intersect with the Waterfront Crescent. Building upon existing concentration of commemorative resources on the National Mall and in West Potomac Park, this Commemorative Focus Area can accommodate several Prime Commemorative Sites that would reclaim waterfront lands and connect the existing resources in the area. Specifically, West Potomac Park offers an appropriate setting for commemorative works, particularly at its waterfront edges. Furthermore, public lands across the Potomac River and near the John F. Kennedy Center for the Performing Arts offer excellent locations for commemorative works.

Freeing the space around the Kennedy Center from half-completed freeways and interchanges would allow the area to be reconnected to a landscaped E Street that extends to the White House grounds. New museum and memorial activities on a newly created deck east of the Center could add needed vitality to the area.

The stretch of South Capitol Street from the Capitol to the Anacostia River is an important component of Legacy and has been identified as a Commemorative Focus Area in the Plan. Strategically located at the crossroads of major transportation resources (i.e., the South Capitol Street Bridge, I-295, I-395, the confluence of the Anacostia and Potomac Rivers), this area could include vibrant institutional areas, residential character, and natural open areas. Good views are possible from waterfront and potential reciprocal views could be provided along a redeveloped South Capitol Street corridor. With renewed focus on the waterfront and the Southeast Federal Center, the area on the west bank of the Anacostia offers an opportunity to provide a riverside focus for a primary concentration of museums, and other cultural facilities.



Figure 3.7 The Framework Diagram summarizes planning considerations for directing the location of future memorials throughout the District of Columbia

Efforts to transform South Capitol Street into a monumental boulevard could be continued to the waterfront. East of the Anacostia River, Old Anacostia is notable as the city's first planned suburb and the home of one of the nation's most prominent 19th century African Americans, Frederick Douglass. Old Anacostia has been placed on the National Register of Historic Places for its wooden Gothic cottages and for its role as a working class community. Anacostia's beautiful views of the waterfront, small town flavor, and African American history provide great opportunities commemoration.

The intersection of East Capitol Street with the Waterfront Crescent also provides a focus area for commemoration. Memorials or museums could be located near the existing Stadium/Armory Metrorail station to build on the civic function of RFK Stadium and the DC Armory. Memorial development could also integrate with the residential character of the neighborhood, which features two-story rowhouses, colorful awnings, and a federally owned golf course (Langston). In addition to these neighborhood areas, both sides of the Anacostia waterfront include a variety of natural resources and environmentally sensitive areas, such as Kingman Island.

Commemorative works with a landscape orientation could be located in this portion of the Commemorative Focus Area to link to and extend existing green spaces, such as Congressional Cemetery, Kennilworth Aquatic Gardens, National Arboretum, Children's Island, and Anacostia Park. Together, these existing spaces and potential sites for future commemorative works could establish a continuous natural area on the east side of the city similar to Rock Creek Park on the west.

3.3.4 Supporting Elements of the Framework

Washington includes a number of communities with a variety of scales and unique identities. Some of these communities are existing hubs of social and economic activity and some are emerging economic generators. Some of the communities are mostly residential and some are primarily commercial.

Placement of commemorative works in these local communities is vital both to the integrity of the framework and to the future of the individual communities. In terms of the framework, location of commemorative works in communities reinforces the Waterfront Crescent and Monumental Corridors. In terms of the individual communities, location of memorials or museums in these communities can bolster their existing and emerging identities and provide opportunities for economic growth and civic pride.

Distinctive Neighborhoods

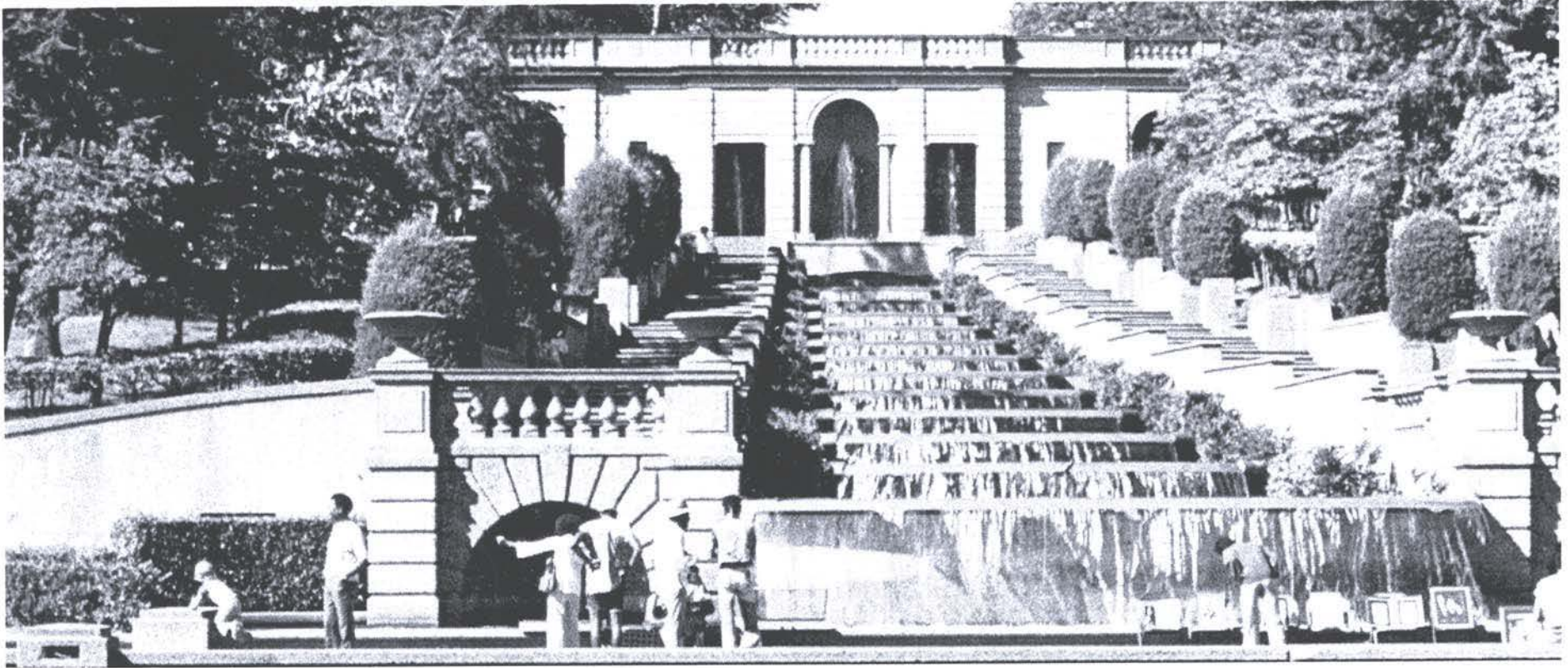
Within the bounds of the original L'Enfant city, the Shaw/U Street area is an example of an existing, distinctive neighborhood that could be enriched with memorial and museum development. From 1900 to the 1950s, Shaw was the hub of African American education and culture in Washington. As Washington's Black Broadway, U Street showcased great African American entertainers, such as its most famous local son, Duke Ellington.

The Shaw/U Street area is unique because it features the nation's only African American Civil War Memorial and the only archives for Black Women's History, which are housed in the Mary McLeod Bethune Council Historic Site. The Shaw/U Street area also includes Howard University, which has produced eminent African American leaders in science, law, and the arts. The Shaw/U Street community provides an excellent opportunity to link history with economic activity, through commemorative works that focus on African American history, arts, and music.

However, commemoration should not be limited to the original L'Enfant City. The framework reaches out to include neighborhood settings across the Anacostia River and beyond the Florida Avenue escarpment. Two such neighborhoods include Marshall Heights and Brookland. Through the efforts of an active community development organization, Marshall Heights is emerging as a residential neighborhood and commercial center with a strong identity. Brookland, which is a solid residential neighborhood that dates back to 1887, has a character that revolves around its numerous Catholic institutions and its strong African American history.

As a stable, racially mixed neighborhood with a history of social activism, Brookland and Marshall Heights can serve as models for other residential areas. These and other communities are important to the dynamism of Washington. Their association can be enhanced through the identification of strategic locations for commemorative works and civic art that reinforce the distinct character of the areas and their role in the history of the city and the nation. Location of commemorative works in these communities would complement and enhance community vitality, while providing broader interpretation of Washington's cultural fabric.

Figure 3.8 *Meridian Hill Park on 16th Street, NW embraces the city's natural terrain*



Topographic High Points

In addition to neighborhoods, "communities" can assume a variety of other forms. For example, communities can be the topographic high points, ridges, overlooks, stream valleys, and parks that are located along the fall line of the Florida Avenue escarpment (Boundary Drive in the L'Enfant Plan) and that define the northern edge of the original L'Enfant City. Some of these specific communities include Rock Creek Park, the Kalorama Overlook, Meridian Hill, McMillan Reservoir, Prospect Hill Cemetery, Brentwood Park, and the National Arboretum. At selected communities, the high points and lower-elevation intersections function together as special gateways to the L'Enfant City and offer a unique experience to the visitor. For example, 16th Street and Meridian Hill Park sequentially provide a dramatic vista that gives a sense of discovery, followed by a sensation of descending into a hub of activity and, finally, actual arrival into the heart of the Capital.

While the primary defining feature is topography, these communities also feature stream valleys and parks, many of which are small and located in residential areas, and historic elements, such as Florida Avenue and Howard and Gallaudet Universities. Memorial development could highlight the important topographical and historic role that these communities have had in Washington D.C.'s and the nation's history. Within the 16th Street Monumental Corridor, Meridian Hill Park represents an excellent example of the city's topographic high points. The historic park's formal terraces and water features embrace the dramatic changes in elevation that characterize this location. Figure 3.8 illustrates these conditions which feature vistas of the Washington Monument and other landmarks from the high-points within the park.



Figure 3.9 A natural setting on the Potomac River in the vicinity of potential memorial sites near Arlington National Cemetery, Roosevelt Bridge, Key Bridge, and Georgetown

Natural Areas and Historic Forts

As supporting elements of the framework, communities can also include the historic resources, historic forts, and natural areas that are located at the edges of the Monumental Core. By embracing these components, the framework can reinforce the previous plans of protecting natural resources and extending commemorative works throughout the city.

These resources, many of which are located within communities, include Glover Archbold Park, Fort Reno, Military Road, Fort Slocum, Fort Totten, Barnard Hill, Fort Lincoln, Kenilworth Aquatic Gardens, Fort Mahan, Fort Chaplin, Fort Dupont, Fort Stanton, Fort Davis, Daingerfield Island, and Arlington Cemetery. Communities can also include the area around key Metrorail portals, such as at the Georgia Avenue/Petworth, Eastern Market, and Congress Heights Metrorail stations.

Several opportunities for locating future commemorative elements within natural areas are present in the vicinity of the Roosevelt Bridge, Arlington National Cemetery, Key Bridge and Glover Archbold Park. Figure 3.9 illustrates the natural character associated with the parklands and open spaces found along the Potomac River near Georgetown.

Linkages

All of these neighborhoods and communities are connected to each other and to the Monumental Core through open space and circulation linkages such as Special Streets, parkways, and scenic roads that extend beyond the Monumental Core. These linkages include Canal Road, 16th Street, North Capitol Street, New York Avenue, East Capitol Street, Pennsylvania Avenue, and the extension of the South Capitol Street corridor via the Anacostia Freeway. Protected ridgelines, stream valleys, parks, hiking trails, and visual corridors also connect communities to the Monumental Core. These linear green spaces include the C&O Canal, Georgetown Waterfront, Rock Creek Park, Piney Branch Park, the U.S. Soldiers' and Airmen's Home, Kenilworth Aquatic Gardens, Anacostia Park, Fort Dupont Park, Pope Branch Park, Suitland Parkway, and the George Washington Memorial Parkway.

By reaching to embrace all of these communities, the framework recognizes that Washington is far more than a system of streets and monuments. The acknowledgement of these communities embraces the spirit, vitality, and cultural components of Washington that can best be experienced within the city's neighborhoods. Figure 3.10 illustrates the extent of framework linkages considered for the master plan.

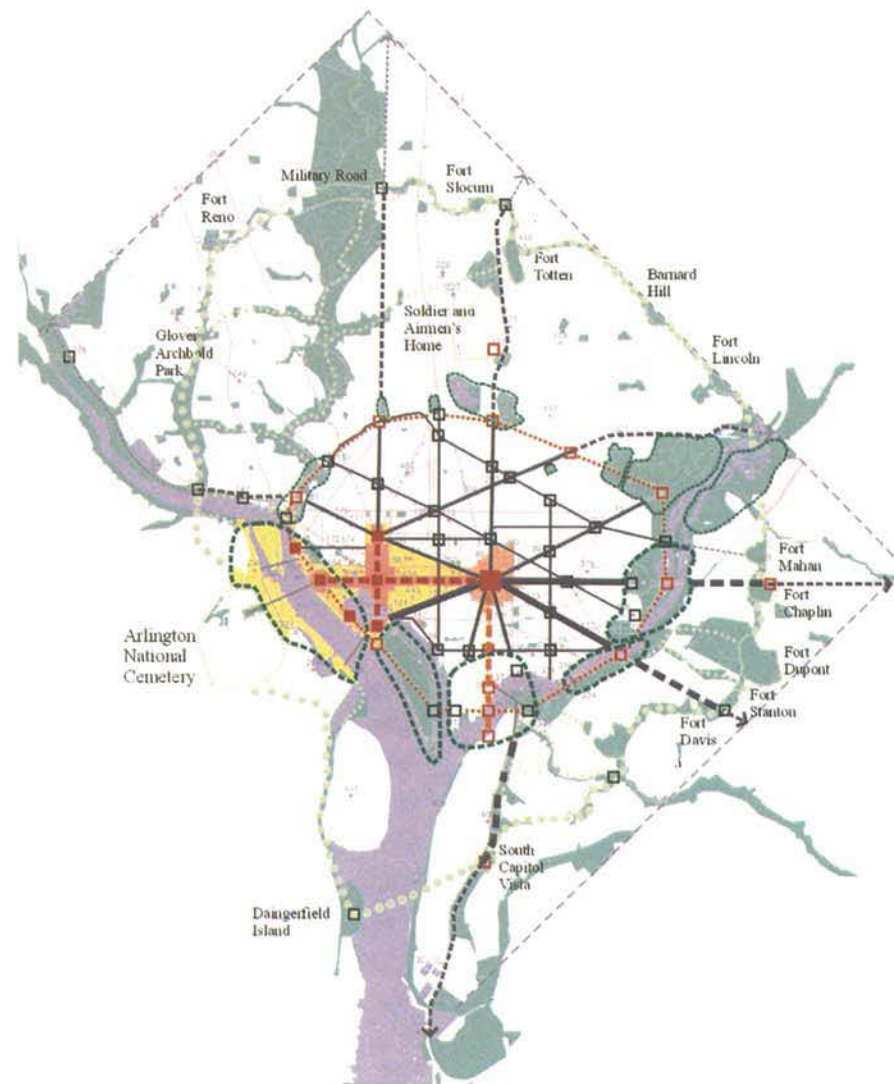


Figure 3.10 Supporting Elements of the Framework: Neighborhoods, High Points, Historic Forts, and Linkages



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

4. SITE SELECTION

The master planning process includes several tasks that synthesize and build upon the Framework. These tasks include the identification of candidate sites from a universe of potential sites, determination of priority sites from the candidate sites, technical evaluations of each candidate site, and the selection of "Prime" or primary sites for special emphasis.

4.1 Identification of Potential Sites

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

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

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

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

NPS Sites

The National Park Service maintains a map entitled the "Park System of the Nation's Capital and Environs" that identifies parkland under the jurisdiction of the National Capital Region of the National Park Service. Using this map, NPS identified all existing monuments and memorials within the jurisdiction of NPS and those reservations that are potentially available for the siting of future memorials. NPS identified 176 potential sites.

The majority of these sites consist of small reservations that result from the L'Enfant Plan's intersection of the diagonal avenues with the orthogonal street grid.

Other site locations are more general in nature and include opportunities in East and West Potomac Parks, Rock Creek Park, Anacostia Park and many of the Fort Circle parks (the former Civil War forts that encircle much of the city).

Legacy Sites

The identification of significant future commemorative site opportunities was integral to the development of *Extending the Legacy*. To achieve the objective of extending the Monumental Core into all quadrants of the city, the plan advocates reinforcing the North, South, and East Capitol Street axes and other primary L'Enfant Avenues, specifically Pennsylvania Avenue, SE, Maryland Avenue, SW, and New York and Florida Avenues, NE. Extending the Legacy also envisions the enhancement of the Potomac and Anacostia River waterfronts.

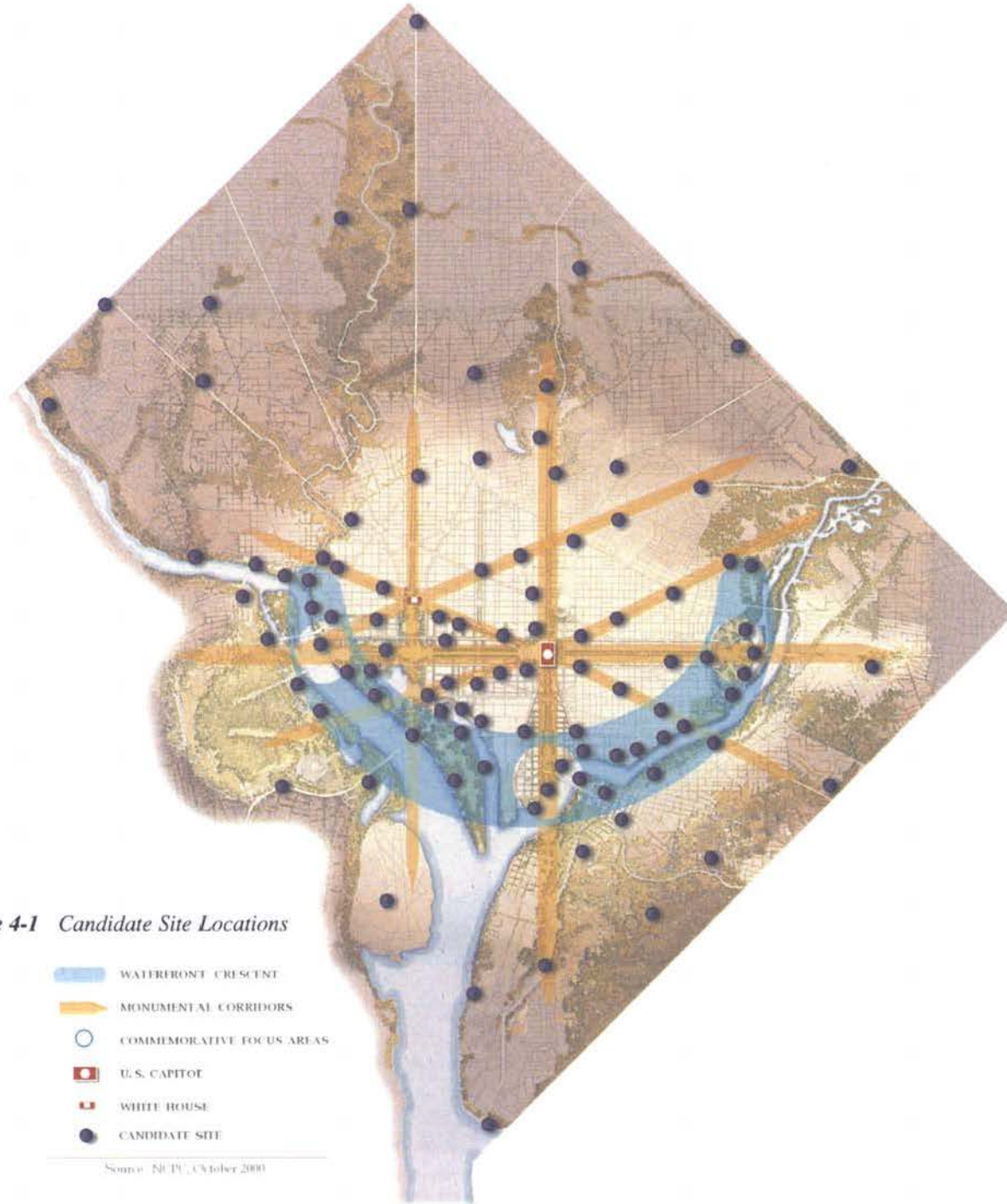
The intersections of these axial boulevards and monumental avenues with the rivers provide opportunities for the placement of significant civic features. Seventy-two potential future memorial and museum sites were illustrated throughout the Legacy Plan. Twenty-eight of these sites are also identified as NPS potential sites.

L'Enfant Plan Sites

In the evolution of the L'Enfant Plan, a number of the features of the plan have been lost. These include entrance gateways, squares, circles, small parks, plazas, and some sites specifically designated for fountains and memorials. In a report published in 1930, the National Capital Parks and Planning Commission identified 31 specific lost features in the following categories: city entrances, state squares, monumental columns, and fountains. A number of these locations present opportunities for siting future memorials and they were included in the initial list of potential sites.

Consensus Sites

In addition to the above, with the assistance of staff from other agencies and the consultant team, NCPC staff identified 97 additional sites to be included in the initial listing of potential future candidate sites. The basis for the inclusion of these additional sites ranged from policies contained in the Comprehensive Plan for the National Capital to current public (federal and local) and private planning initiatives and development projects throughout the District of Columbia. Combining sites from each of these processes resulted in a total of 402 initial potential sites for initial evaluation.



4.2 Identification of Candidate Sites

4.2.1 Initial Short-Listing of Candidate Sites

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

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

This process resulted in the identification of 167 Candidate locations.

Sites vs. Site Locations

In addition to specific sites (e.g., quarter acre triangular NPS reservations on Pennsylvania Avenue), the Master Plan includes some general locations that may contain several specific site opportunities (e.g. the area along the waterfront in East Potomac Park). Therefore, the final short-list of candidate sites is a list of both specific sites and more general site locations.

4.2.2 Candidate Sites Relative to the Design Framework

The next step in the process was to evaluate the Priority locations relative to key elements of the Framework. Each candidate location was assigned a specific level of significance based on the planning and urban design principles described earlier in this report. The elements of the design framework were placed in the following order of importance:

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

This resulted in both the addition and deletion of several locations and a revised short list of 134 candidate locations.

4.2.3 Final Candidate Sites and Site Locations

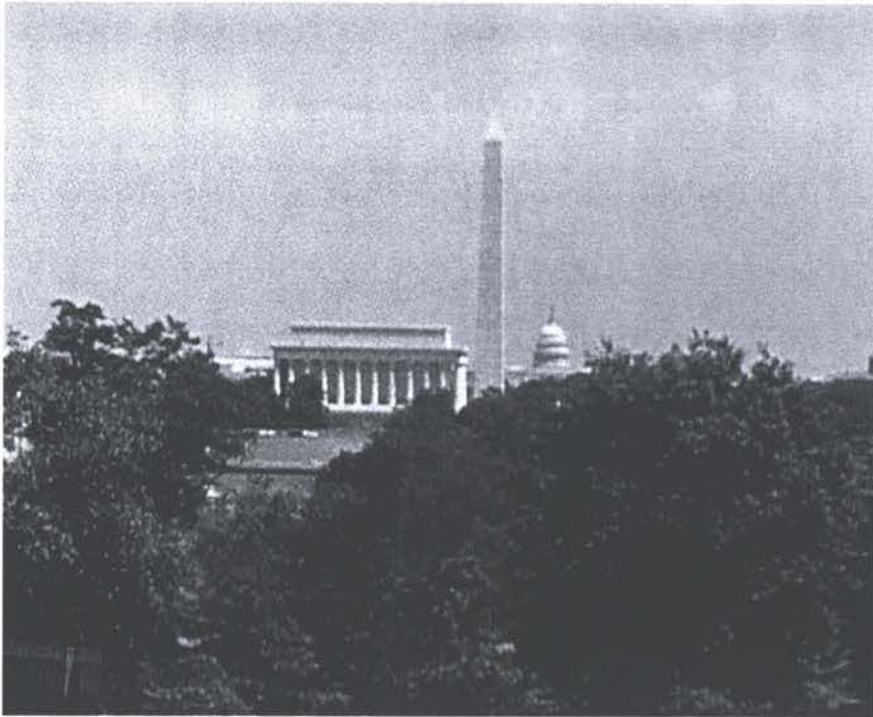
The 134 candidate locations were described and mapped. A brief summary of each site was distributed to the members of the JTFM and other interested parties including: the Committee of 100, Advisory Neighborhood Commissions, District of Columbia Council Members and staff, select staff from Congressional oversight committees, etc. After review and comment a consensus final short-list of 102 Candidate Memorial and Museum Sites was completed. Figure 4.1 illustrates these sites with respect to the Master Plan Framework. These 102 sites and site locations then underwent detailed analysis and evaluation by the consultant team.

4.2.4 Identification of Prime Sites

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

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

Of the 102 candidate sites, 19 are identified as Prime Sites. Nine of these are considered to be current Prime Sites, or sites available for immediate development with minimal changes while the other 10 Prime Sites would require some modifications for development in the future. Twelve Prime Sites are under the jurisdiction of the NPS. Although most of the Other Candidate Sites (those not designated as Prime) are on Park Service or General Services Administration lands, approximately 35 of the recommended sites are located on non-GSA or NPS lands (i.e., other federal land, District of Columbia, WMATA, or private lands). Only 8 of the recommended sites are on private property.



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

With Prime Sites and site locations listed first, the 102 candidate sites are:

4.2.5 Final List of Candidate Memorial/Museum Sites

No. General Location/Description

Note: Sites #1 through 19 represent the Prime Sites

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

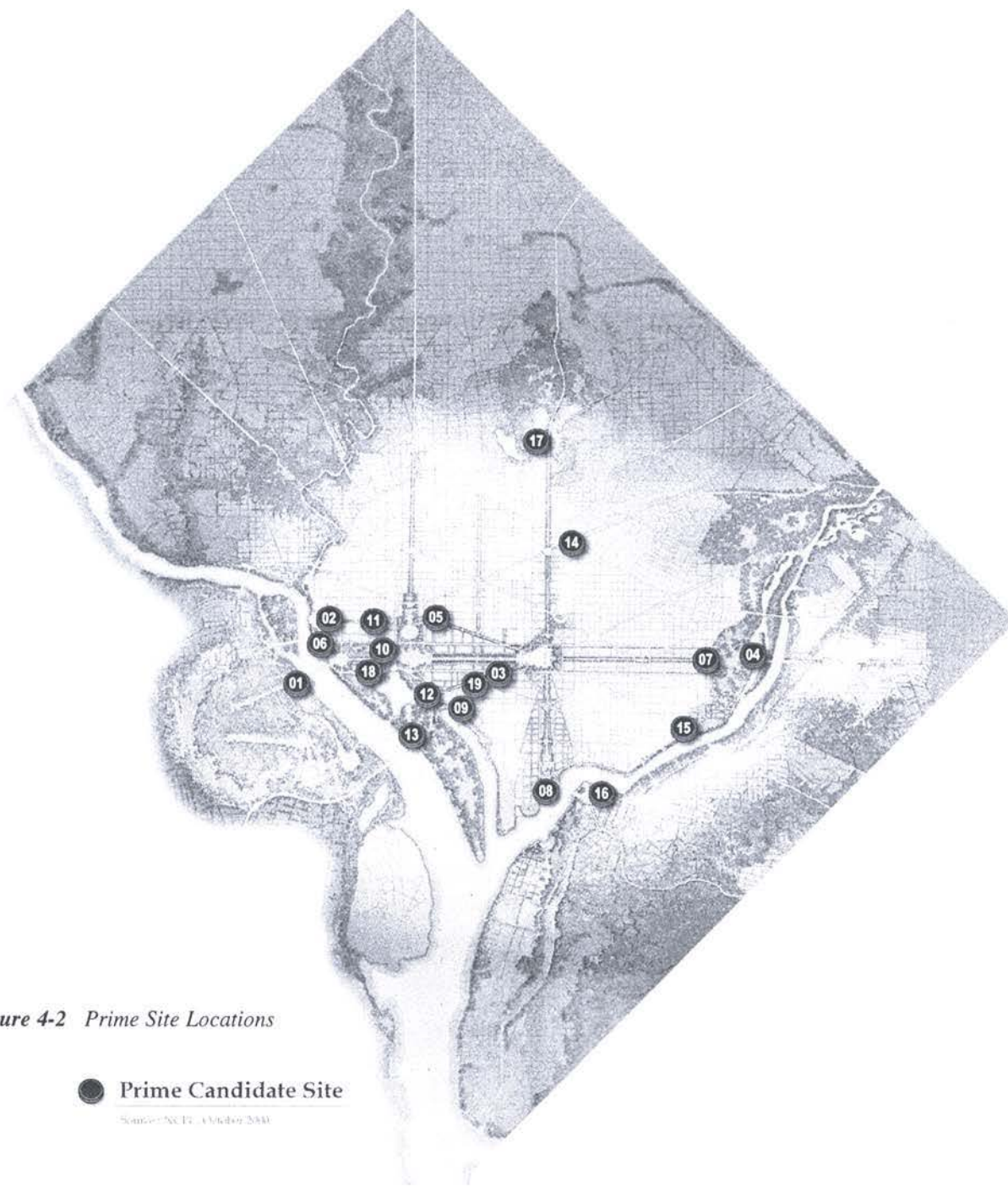


Figure 4-2 Prime Site Locations

● Prime Candidate Site

Source: NCP, A/M/01/2001

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

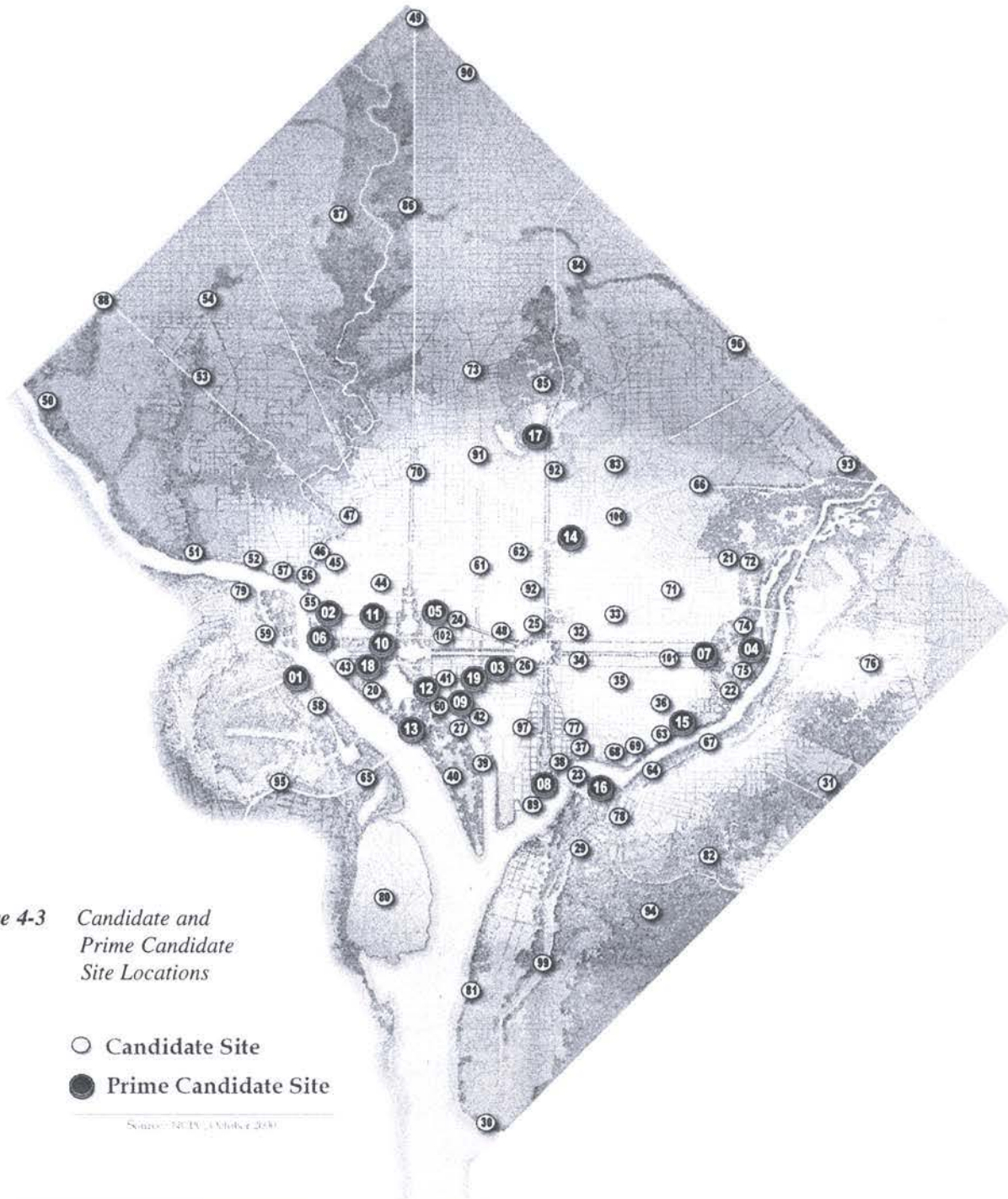


Figure 4-3 Candidate and Prime Candidate Site Locations

- Candidate Site
- Prime Candidate Site

Source: NCPDC, October 2000

- 72 Maryland Avenue in the general location of the entrance to the National Arboretum
- 73 New Hampshire and Georgia Avenues, NW (Georgia Avenue-Petworth Metrorail Station)
- 74 West shoreline of Kingman Lake in the Anacostia River (NE of RFK Stadium, NE)
- 75 West shoreline of Kingman Lake in the Anacostia River (southeast of RFK Stadium, SE)
- 76 Fort Chaplin Park on East Capitol Street (at approximately Fort Drive, west of Benning Road)
- 77 Southeast Federal Center at M Street, SE
- 78 At Anacostia Metrorail Station south of Howard Road, SE (on either WMATA or federal property)
- 79 Landscaped deck over I-66 at Key Bridge, Arlington (between Fort Myer Drive and Lynn Streets)
- 80 Circle in front of entrance to historic terminal at Reagan National Airport
- 81 Marina on the Potomac River in Bolling Air Force Base, SW (between Chanute and Edwards Places)
- 82 Fort Stanton Park north of Suitland Parkway, SE (20th Street)
- 83 Rhode Island Avenue Metrorail Station
- 84 Fort Totten Metrorail Station (or located in Fort Totten Park)
- 85 On U.S. Soldiers' and Airmen's Home grounds, NW (west of North Capitol Street)
- 86 Northwest corner of 16th Street and Military Road (in Rock Creek Park, NW)
- 87 South of Military Road (at 27th Street) or north of Military Road, NW (east of Oregon Avenue)
- 88 Circle at Massachusetts and Western Avenue, NW (at entrance to Dalecarlia Parkway)
- 89 South of V Street, west of Half Street, SW
- 90 Intersection of Georgia and Eastern Avenues, NW
- 91 On 8th Street, NW on Barry Street (Banneker Recreation Center)
- 92 Glenwood Cemetery (north of Rhode Island Avenue and east of North Capitol Street)
- 93 Fort Lincoln. On the north side of New York Avenue, NE (west of the Anacostia River)
- 94 On north side of Alabama Avenue, SE immediately east of St. Elizabeths (near Congress Heights Metrorail Station)



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

- 95 Federal Building 2, just north of Washington Boulevard (in Arlington, Virginia)
- 96 On Eastern Avenue and Barnard Hill Drive, NE (between Rhode Island and Michigan Avenues)
- 97 At the intersection of M Street and Delaware Avenue, SW
- 98 At the intersection of New Jersey and Massachusetts Avenues, NW
- 99 Intersection of South Capitol Street and Anacostia Freeway (I-295 - east side)
- 100 Adjacent to the Brentwood Maintenance Facility, New York Avenue, NE (east of Florida Avenue)
- 101 Intersection of Massachusetts, South Carolina, and Independence Avenues, SE
- 102 On the north side of the National Museum of American History (14th Street and Constitution Avenue, NW)

4.3 Policies for New Commemorative Works and Museums

The Memorials and Museums Master Plan establishes policies for the siting and design of new memorials and museums throughout the District of Columbia. Review agencies must consult these policies in evaluating proposals for new commemorative works in the Nation's Capital.

Sites

1. Preserving the integrity of the Monumental Core, its vistas, open spaces and recreation areas is the primary objective of limiting the number of new museums and memorials.
2. New memorials and museums are to be encouraged in all quadrants of the city as a way of reinforcing local communities and local revitalization efforts.
3. No new memorial or museum may be located within the Reserve, as defined in the Comprehensive Plan for the National Capital.
4. Only museums and memorials of the "highest historical and national significance" may be located in Area 1; however, no museums may be located in East Potomac Park or other park land in Area 1.
5. New memorials proposed for Area 1, as defined in the Commemorative Works Act, shall be limited to sites identified in this master plan. Those proposed for areas outside Area 1 should locate on sites identified in this master plan.
6. The U.S. Capitol grounds should be off limits to new memorials.
7. All new memorial and museum sites should be appropriate to their subject, and respectful of their immediate surroundings and neighborhoods.

Design

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

2. Special attention should be paid to locating new memorials and museums along major approaches to the District and the Monumental Core.
3. Placing new memorials along the Potomac and Anacostia Rivers will help reconnect Washington to its most important natural resource.
4. Prominent sites, such as promontories and broad intersections, should be reserved for significant memorials.
5. New memorials must not encroach on neighboring memorials and open spaces.
6. Recycling older buildings into new museums and memorials is sound planning, as shown by the success of the Pension Building in Judiciary Square and the Hemicycle at Arlington National Cemetery.
7. Essential visitor support services at memorial sites shall not detract from the commemorative purpose of the memorial, lessen the visitor's experience, nor interfere with views and vistas.

Connections

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

4.4 Site Evaluation Criteria and Process

Site evaluations were performed on the 102 candidate sites to document the physical and contextual characteristics of each site relative to its suitability and appropriateness for a commemorative feature. The technical evaluation applied (1) planning and urban design criteria, (2) economic criteria, (3) transportation criteria, and (4) environmental criteria to assist in evaluating site suitability.

The site evaluation included:

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

The criteria enable the sites to be sorted by different values using NCPC's Geographic Information System. The evaluation identified a range of potential candidate sites based on both individual and combinations of factors. Existing conditions (e.g., location, jurisdiction, ownership, use, size, etc.) were described and the requirements for site preparation, (e.g., displacement, relocation, infrastructure improvements, etc.) were noted. All of the candidate sites were also mapped.

Summary descriptions of the site evaluation criteria used to review each site are indicated below. A sample of the site evaluation checklist used to document field conditions has been included in *Section 6, Technical Site Evaluations* to provide additional detail to the review process.

The candidate sites were evaluated by applying the specific urban design, economic, transportation, and environmental criteria. Site evaluations are included in *Section 6, Technical Site Evaluations* for the 19 Prime Sites and the 83 other Candidate Sites.

4.4.1 Urban Design Criteria and Values

Each of the 102 candidate sites was evaluated as to its suitability and attractiveness as a future memorial or museum site. This evaluation considered the site's relevance to the Framework and to established urban design criteria. The review identified significant urban design issues, opportunities, and constraints, including physical characteristics of the site, visual quality, and the presence of historic or cultural resources.

The urban design evaluation includes the following criteria:

Physical Characteristics

Physical characteristics were considered important in describing the basic elements of a site. These characteristics included the site's location within the District of Columbia and surrounding area. For the purpose of this criterion, location is not based on a specific cross-street location but on general quadrants, gateways, and well-known sub-areas (such as the National Mall, Monumental Core, and Downtown). It was also considered important to describe the general shape of the site, specifically whether it is geometric or irregular, as well as its size. The overall character or "feel" of the site was felt to be important in order to help distinguish one site from another. This character or "feel" is based on a general sense of the site that includes such features as whether the site is open or closed and whether it is a more urban or natural setting.

- *Location* - These criteria describe the general geographic location of the site within the District.
- *Site Configuration* - These criteria describe the relative shape of the site.
- *Size* - These criteria describe the approximate area available for memorial development at the site.
- *Overall Character* - These criteria describe the general character or feel of the site.

Visual Quality

Visual quality is an assessment of the prominent views and vistas both to and from the site. Prominent views include those views to and from major federal or local landmarks, neighborhoods, natural features, or the Potomac and Anacostia Rivers. Vistas are axial relationships that exist between the site and other major public and private focal points. Vistas can be direct or indirect.

- *Views* - These criteria characterize prominent views to and from the site.
- *Vistas* - These criteria describe the axial relationships between the site and other prominent features.

Relationship to Urban Design Framework

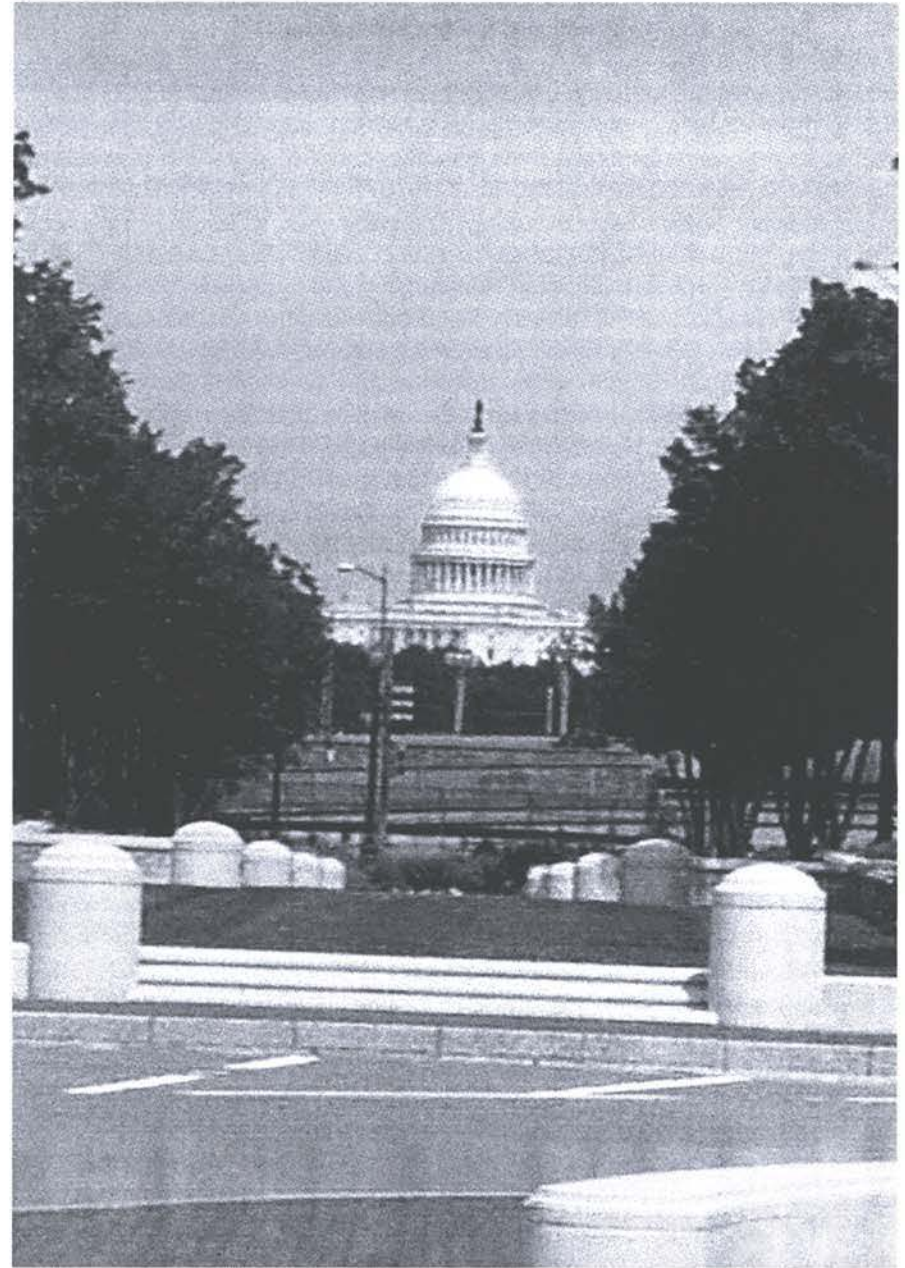
The candidate site's relationship to the Urban Design Framework is judged by its relative prominence, design symmetry, proximity to other memorials, and perceptual identity. Relative prominence is based on a general assessment of the site's symbolic importance and perceived value within the District and environs. Whether or not the site can build on existing or potential development or initiatives is also a contributing factor as regards its significance. Design symmetry is a measure of how well the site fits within the Urban Design Framework. If a site is located on a major element of the Framework or where two elements intersect (e.g., the Waterfront Crescent and the Monumental Corridors), it was judged to have greater potential for effectively accommodating a significant commemorative feature than a site not on the Framework. Proximity to memorials is the site's general distance to other commemorative works, measured generally in either walking or driving distance. The site's perceptual identity is determined by whether the site is in an area that has an established identity (i.e. the National Mall or L'Enfant Plaza) or a transitional identity.

- *Relative Prominence* - An assessment of the site's potential for establishing a distinctive identity.
- *Design Symmetry* - These criteria describe the location of the site relative to the Urban Design Framework.
- *Proximity to Memorials* - These criteria characterize the site's distance from existing commemorative works.
- *Potential Identity* - Describes the site's proximity to an area of strong identity

Historic and Cultural Resources

Historic and cultural resources can help establish the site's setting by conveying additional layers of information. Distinctive architecture and landscape can enhance an area's character by providing a meaningful context. At the same time, these resources may also create constraints to development in order to preserve these unique places. Resources can range from individual buildings and streets to entire districts that have historical or cultural significance.

- *Historic Resources* - Designated or eligible historic landmarks, districts, sites, contributing structures, Special Streets, Special Places, and other important resources on or adjacent to the site.
- *Cultural Context* - Nearby historic buildings, streets, landscapes, etc., that provide visual evidence of past time periods.



This Maryland Avenue site's landscape setting provides direct views to the U. S. Capitol

4.4.2 Transportation Evaluation Criteria and Values

Transportation criteria were used to identify the existing transportation characteristics in the immediate area of each candidate commemorative site. The criteria address access requirements and constraints, the general magnitude of development that might be accommodated on candidate sites given transportation resources, and potential transportation improvements, if applicable (see Appendix A-8 for a full description of the criteria). Six modes of transportation are evaluated through the criteria. These modes are Metrorail, Metrobus, pedestrian, water-based vehicles, the Legacy circulator, and passenger vehicles. Access to each site, via these modes, was assessed based on factors such as walking distances, parking availability, and proximity to the waterfront and key roadways. The walking distance criteria are derived from studies of pedestrian flows, observations of other pedestrian-oriented facilities, and standards outlining acceptable walking distances in urban settings. The tolerable walking distance for visitors is dependent upon the type of site and the attraction level of the site. For example, visitors to commemorative sites with typically low visitation may not be willing to walk as far as visitors to commemorative sites with typically high visitation. The main purpose of using distances in the evaluation criteria is to provide a uniform measure to judge transportation characteristics at each candidate site. Notwithstanding this, a final determination of a given site's accessibility is not based solely on distances to transportation facilities, parking availability, or presence of sidewalks but is a combination of access-related factors that together define the quality of the access system. The sections below describe each of the evaluation criteria in more detail.

Vehicular Corridor

Major roadways within or in the immediate vicinity of the District were identified in *Extending the Legacy* as important in facilitating regional traffic flow. Sites along these corridors have direct regional access without having to utilize secondary roadways. In addition, these sites may have better visibility from major roadways than sites further removed thus increasing their prominence and potency as commemorative locations. Furthermore, sites with good proximity to these roadways will be more accessible by those visitors who drive. Sites not along major roadways may require wayfinding signs and other tools to direct motorists unfamiliar with the street network. Sites within 500 feet of major roadways were considered to have good proximity. Motorists using the regional roadways generally can easily find sites within this distance; sites beyond this distance may require additional provisions for wayfinding.

Metrorail Proximity

The evaluation criteria also consider the proximity of Metrorail stations to each candidate site. As was mentioned previously, acceptable walking distances vary depending on the visitor's preferences and the type of site. However, for the purpose of inventory and establishing an average tolerance, distances between stations and sites were rated as Very Good, Good, Fair, Poor, or None. A "Very Good" rating was given to those sites within 500 feet (less than 2 minutes walk time) of a Metrorail station. These stations would most likely have a high incidence of use. A "Good" rating means the site is between 500 feet and 1,000 feet (2-4 minutes walk time) of a Metrorail station and would also generate high levels of Metrorail users. A "Fair" rating means the site is between 1,000 feet and 2,000 feet (4-8 minutes walk time) of a Metrorail station and would not encourage Metrorail use as much as it would if it were closer, but may have good potential depending on the type of site. A "Poor" rating means the site is between 2,000 feet and 3,500 feet (8-14 minutes walk time) of Metrorail and would not likely generate a high volume of Metrorail users. It is possible, however, that increased Metrorail use would result from development on the site that would produce higher visitation particularly if other transportation modes are not encouraged. A "None" rating means that the site is over 3,500 feet from a Metrorail station and would most likely not see significant, if any, Metrorail use as a means of arrival to the site. Again, while quantitative standards provide a general guide for Metrorail availability, they are not the sole criteria used in evaluating potential Metrorail use. Other conditions unique to the site, such as the public's perception of safety in the area, surrounding densities and land uses, transit cost, and the relationship between the visitor's residence and the site location are equally important. Consequently, professional judgement weighed heavily in determining Metrorail proximity. WMATA continues to plan improvements to the Metrorail system. These improvements can vary from new portals at existing stations, to new stations on existing system lines, to new system lines altogether. Therefore, the results of the evaluation criteria may change over time and require periodic updates.

Metrobus Proximity

The Metrobus proximity to the sites was evaluated using the same criteria as was used to examine Metrorail proximity. (Refer to the Metrorail Proximity section for the description.) As with the Metrorail system, WMATA continues to plan improvements to the Metrobus system. These improvements generally include additional bus lines, route changes, or elimination of low demand routes or stops. As conditions change over time, periodic updates should be made to the candidate site inventory to keep the information on the Metrobus system current.

Pedestrian Access

For purposes of this study, the types of pedestrian amenities currently in place determined the quality of pedestrian access to each candidate site. The three primary pedestrian features addressed in these criteria are sidewalks, crosswalks at intersections, and traffic signal protection for those on foot, if applicable. All of these affect the ability of pedestrians to safely reach their destinations without conflicting with vehicular traffic. The three criteria are described as follows:

- *Sidewalks along Adjacent Roads* - During the site surveys, it was observed whether sidewalks were present along the roads bordering proposed candidate sites. The condition or design of the walks, particularly as they might limit pedestrian movement, was also noted. Connecting walkways between sites or locations that were part of a larger pedestrian circulation system were not identified. Closer site investigations should be made during the site selection process to determine the extent of the pedestrian circulation system in the area of each candidate site and the requirements for improvements.
- *Crosswalks on Adjacent Roads* - The presence or absence of crosswalks on adjacent roads was noted. Crosswalks should be present at any street crossing, regardless of whether an intersection is signalized. They provide refuge for pedestrians. As a rule, they should be wider than the incoming sidewalks since they are situated where two pedestrian streams intersect. Crosswalks on roads outside of the immediate candidate site area were not identified.
- *Pedestrian Push-Buttons and Traffic Signal Phases* - At intersections with traffic signals, there should be either pedestrian activated signals or a dedicated pedestrian phase to insure there is adequate time for pedestrians to cross streets. The majority of signalized intersections within the city operate with a dedicated pedestrian phase. Further investigation of signal timing should be done during the site selection process. Existing pedestrian facilities change in response to new demands and also require periodic maintenance. Therefore, site evaluations should be updated regularly as future development or modifications occur near a candidate sites.

Water Access

Extending the Legacy proposes a water-based transportation system with docking facilities along the Virginia and District of Columbia waterfronts. This system would operate on both the Potomac and Anacostia Rivers. The transportation analysis identified several sites near the waterfront that could be accessed by boats

and a docking facility. All of these are locations without considerable barriers between land and water. Any future development of docking facilities should take into consideration planned waterfront uses such as memorials and museums.

Parking Availability

In an effort to gauge parking availability for each candidate site, parking garages, surface lots and on-street parking opportunities were identified as part of the evaluation. These facilities were considered "available parking for visitors" if they were public facilities and were within approximately 2,000 feet of a candidate site (8 minute or less walk time), which is considered the walking distance average upper limit. Acceptable walking distances vary depending upon the destination and the individual walker and should be further evaluated during the site selection process. The majority of the parking garages and surface lots are pay parking and the majority of the on-street parking is metered parking. The capacity, cost, and the number of unused spaces within the parking garages and surface lots were not determined. These facts are dynamic and would be obtained when any site was studied further.

Legacy Circulator

Extending the Legacy proposes a transportation system called the "Circulator" that would operate as a supplementary transit system circulating through the Monumental Core. This system would connect key destination sites with Metrorail stations and water transportation docking facilities. While *Legacy* identifies a possible route for the Circulator, it is reasonable to believe that the implementation of this system will depend heavily on future site specific development and transportation decisions. Given the long-term nature of the Circulator, the evaluation highlights sites that are located in areas that have the potential of being served by the Circulator. At the appropriate time, consideration should be given to establishing Circulator routes that serve sites now being considered for memorials.

Legacy Intermodal Stations

An intermodal station is a place where passengers can conveniently transfer from one mode of transportation to another. Several of these currently exist in the city, with Union Station, being the best example. Future implementation of the *Legacy* Circulator has the potential to create many more intermodal stations that will increase the reach and convenience of Washington's transit system. This study identified those sites that are located near a potential future intermodal station.

4.4.3 Economic Criteria and Values

The economic impact of a memorial or museum can vary widely depending on a number of interrelated variables. For example, visitor volume, seasonality, length of stay, adjacent amenities, breadth of appeal, and clustering of attractions can all factor into economic impact. Memorials and museums can carry with them broader real estate implications such as urban redevelopment and revitalization. For this master plan, the focus of the economic analysis is on the candidate sites and their surrounding contexts rather than specified uses or concepts for memorials or museums. The candidate sites were evaluated for economic impact using qualitative information. The result is a general evaluation of the comparative economic benefit associated with locating an unspecified memorial or museum on each site. Because groups of sites can form economic clusters, the evaluation depends on urban design and redevelopment strategies as much as current context conditions.

The goal of the economic evaluation is to offer a comparative analysis of how the candidate sites and site clusters can create economic benefit for the National Capital Region as well as for surrounding areas of designated sites. The following criteria are used to make qualitative comparative economic evaluations:

Associated economic uses at/near the site:

- Commercial office, commercial warehouse, residential, institutional/governmental, deteriorated building stock, open space/park land.

Associated amenities at/near the candidate site:

- Availability of retail, restaurants and food service, consumer service businesses, lodging, public parking, visitor information sources.
- Retail quality level. (High, Moderate, Low)
- Food service quality level. (High, Moderate, Low)
- Consumer service business quality level. (High, Moderate, Low)
- Public transportation at/near the site. (Metrobus, Metrorail/subway, taxi stand)
- Are there existing civic/cultural facilities at/near the site? (Yes or No)
- Is the area around the site identified or targeted for redevelopment? (Yes or No)

Potential for economic development at/near the candidate site:

- Would the introduction of a memorial or museum increase visitor activity in the area? (Significant, Moderate, or Slight)
- Would the introduction of a memorial or museum increase economic activity in the area? (Significant, Moderate, or Slight)
- Would the introduction of a memorial or museum increase demand for amenities such as retail, food service, lodging, and consumer services? (Significant, Moderate, or Slight)



Benjamin Franklin Circle at the Old Post Office provides a unique potential memorial setting in association with economic uses at or near the site

4.4.4 Environmental Criteria and Values

For this master plan, each of the approximately 100 candidate sites was reviewed to identify potential environmental considerations. Based primarily on site inspections, the review identified significant environmental issues, including sensitive ecological resources, land uses and regulations, required physical alterations, environmental contamination, and necessary infrastructure improvements.

This section addresses potentially important environmental qualities of the candidate sites. To be consistent with general environmental analysis procedures, the criteria build on the other sections (urban design, economic, and transportation) of the site evaluations. As part of the environmental evaluation, existing environmental documents and information were consulted for the prime sites. The environmental evaluation considers the following categories:

Land Uses and Regulations

These criteria include an observation of the current state, specifically the existing use(s) of the site and of the areas adjacent to the site. The criteria then consider future use of the site, specifically in the context of how potential development of a memorial or museum would affect the site and surrounding area. The first criteria consideration is whether development would displace any existing uses, facilities, or activities. Then, the criteria assess whether development would affect any future development in the area. Finally, the criteria examine development potential to comply with plans and policies pertaining to the site, including NCPC's *Extending the Legacy Plan*.

- *Current Uses* - general land use of the site, including special use patterns
- *Potential Displacement* - potential of site development to displace existing land uses, facilities, or activities
- *Surrounding Uses* - general land uses of the area adjacent to the site
- *Compatibility with Future Development* - potential of site development to be compatible with future development in the surrounding areas
- *Plan Compliance* - potential of site development to comply with existing plans and policies pertaining to the site

Sensitive Ecological Resources

These criteria address ecological factors of the site, including topography, soil, groundcover, natural features, habitat, water resources, noise, and air quality. Consideration of these factors is important because they could affect development of the site by requiring extra permitting, design changes, or other mitigation measures.

- *Topography* - unique slope conditions that could constrain site development
- *Soil Limitations* - composition characteristics that could hinder site development
- *Groundcover* - general ratio of hardscape to softscape on site
- *Natural features* - existence of prominent trees or plant material on site
- *Habitat* - potential for site to be a habitat for plant or animal species
- *Wetlands and Other Waters* - presence of existing (tidal or non-tidal) wetland resources or habitat, floodplains, etc.
- *Noise* - proximity to major noise sources or sensitive noise receptors

Required Physical Alterations and Infrastructure Improvements

Depending on the findings from the criteria concerning existing land uses, regulations, and ecological resources, the potential use of the site could initiate certain alterations and improvements. If the site has uneven topography, there may be a need for grading or filling operations. If the site has steep slopes or is located adjacent to a shoreline, development may require certain stabilization measures. Depending on what utilities are existing on the site, development may require the installation or upgrading of certain utilities to accommodate development.

- *Grading or filling* - major site grading or fill operations needed for development
- *Slope and/or shoreline stabilization* - major stabilization operations needed
- *Utility Improvements* - potential of site development to require improvements to stormwater drainage or other urban systems

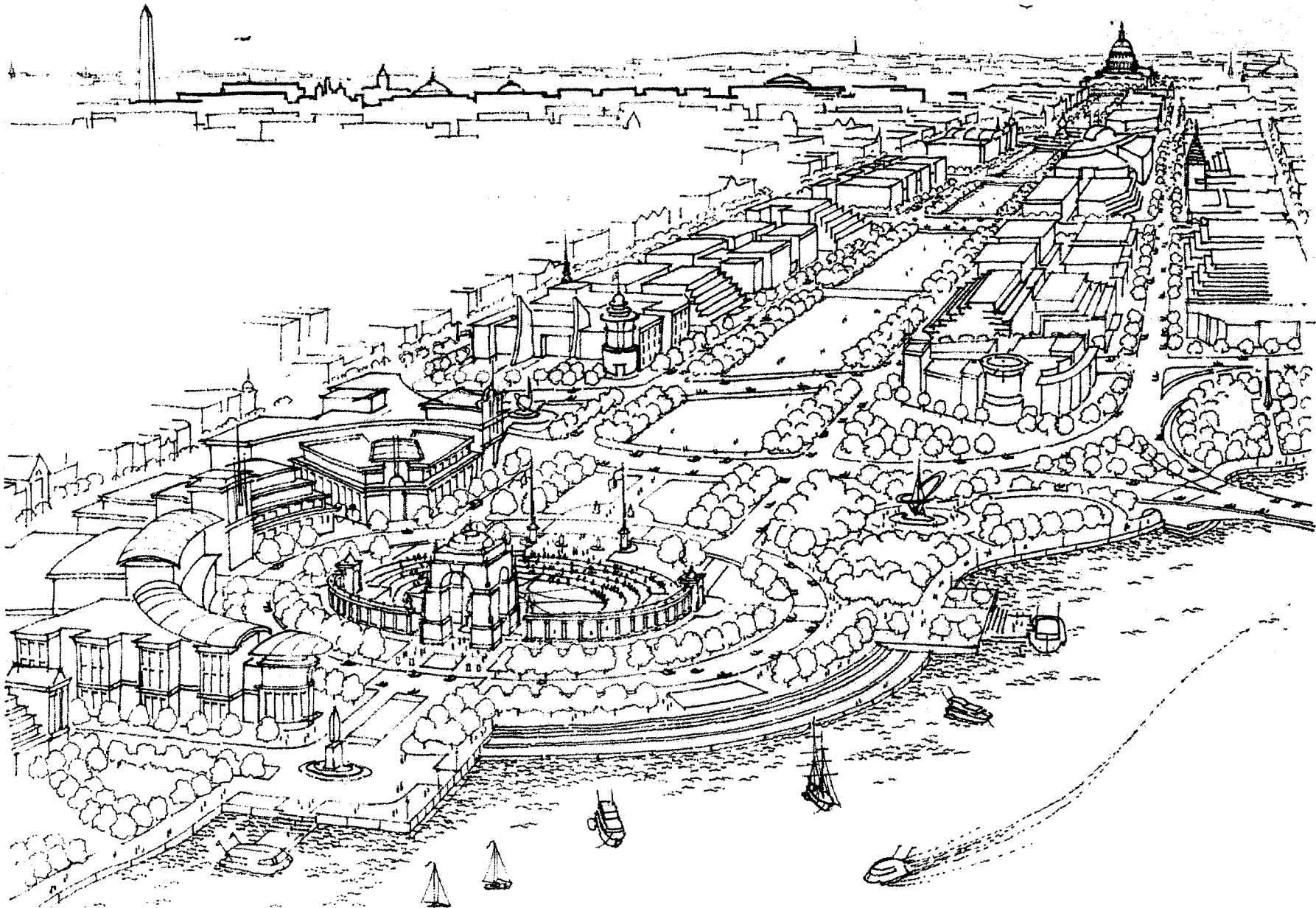
Environmental Contamination

Evidence of previous industrial or manufacturing uses on or near the site may mean that the site experienced environmental contamination. If environmental contamination is found to be present on the site, development may be curtailed until remediation is completed.

- *Previous Uses* - evidence of industrial or land uses on or near the site
- *Evidence of Contamination* - appearance of contaminated soils or other resources on the site; proximity to known sources of contamination

4.4.5 Site Evaluation

Candidate sites were evaluated by applying the specific urban design, economic, transportation, and environmental criteria defined in Section 4.4. Site evaluations are included in *Section 6, Technical Site Evaluations*. In addition to these 19 Prime Sites, 83 additional candidate sites were considered within this master plan. Those additional sites are included after the Prime Sites in Chapter 6.



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

5. FROM PLAN TO ACTION

5.1 Implementing the Plan

The previous chapters describe:

- *Existing memorials and museums in the City of Washington.*
- *Key issues pertaining to existing commemorative processes.*
- *A recommended framework for guiding the development of future memorials and museums in the city tied to the unique urban design features of the Nation's Capital.*
- *Recommended locations for commemorative works and museums.*

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

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

The following actions represent a range of master plan implementation opportunities. While each recommended site would have its own unique set of implementation tools, the following provides an overview of the effort that is required to encourage and advance the goals of the master plan. Where possible, the master plan identifies the public entity responsible for a particular action.

5.1.1 Commemorative Proposal Process

Like most long-range plans, realization of the vision is expected to occur over many years. One overriding concern of the Commission is the extent to which federal and District of Columbia agencies and other affected parties take into consideration the new inventory of recommended commemorative sites as they consider individual development proposals on or near recommended sites. While District and NCPC comprehensive plan and project review actions can assist in protecting and advancing the vision, they cannot ensure its attainment. Of equal importance will be the numerous other public and private planning and land use decisions and actions that together will determine the future appearance of the city. The master plan is a means of alerting Congress, neighborhood residents, federal and District officials, and prospective memorial and museum sponsors of the federal government's intentions with respect to locating future commemorative resources in the city. Consequently, it allows federal and District authorities to craft their plans and proposals to build upon this foundation. By including the *Memorials and Museums Master Plan* as one of the key factors in land use decision-making processes at an early stage, the potential impact of proposed development decisions on future commemorative sites can be considered as these processes proceed. "NCPC and the District government, working with the NCMC, should provide regular reports on the progress being made in implementing the master plan. This collaboration can provide an opportunity to suggest priority locations for memorials and for additions or revisions to the master plan that may advance the city's own planning objectives. The following action should be undertaken.

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

The *Memorials and Museums Master Plan* changes the way sites for memorials and museums will be selected in the future. Under the master plan, memorial and/or museum sponsors having received authorization to establish a new national memorial or museum in the city would, as they do today, contact the affected federal and, in some instances, District agencies (depending on whose land or jurisdiction was impacted) to discuss siting options and potential site issues related to