



## Executive Director's Recommendation

Commission Meeting: September 6, 2012

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### PROJECT

#### **The Memorial to Victims of Ukrainian Manmade Famine of 1932-1933**

U.S. Reservation 78  
Massachusetts Avenue and F Street, NW  
Washington, DC

### SUBMITTED BY

United States Department of the Interior  
National Park Service

### REVIEW AUTHORITY

Approval  
per Public Law 109-340 and 40 U.S.C. § 8905

### NCPC FILE NUMBER

6863

### NCPC MAP FILE NUMBER

1.11(73.10)43613

### APPLICANT'S REQUEST

Preliminary and final approval of  
site development plans

### PROPOSED ACTION

Approve as requested

### ACTION ITEM TYPE

Staff Presentation

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## PROJECT SUMMARY

The National Park Service (NPS), on behalf of the Government of Ukraine, has submitted preliminary and final plans for the construction of the Memorial to Victims of the Ukrainian Manmade Famine of 1932-1933. The memorial site, Reservation 78, is bounded by Massachusetts Avenue, NW, and F and North Capitol Streets, NW, and a small historic building. The memorial termed, "Field of Wheat," contains a six foot tall bronze wall that transitions from a high bas relief of wheat on the east end to a deep negative relief on the west, symbolizing the loss of wheat and food.

## KEY INFORMATION

- The memorial is consistent with the Design Guidelines outlined as mitigation in the Executive Director's Finding of No Significant Impact, which concluded the site selection Environmental Assessment.
  - Through consultations with NCPC, Commission of Fine Arts, and District of Columbia State Historic Preservation Officer staffs, the sculpture element was moved north towards Massachusetts Avenue, NW to reduce the appearance of a wall along F Street, NW.
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## RECOMMENDATION

The Commission:

**Approves** the preliminary and final site development plans for the Memorial to the Victims of Ukrainian Manmade Famine of 1932 – 1933, located on U.S. Reservation 78, at the intersection of Massachusetts Avenue, NW and F Street, NW, Washington, DC.

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## PROJECT REVIEW TIMELINE

<b>Previous actions</b>	<b>October 2, 2008</b> – The Commission approved U.S. Reservation 78 as the site for the memorial.  <b>December 1, 2011</b> – The National Park Service presented two concept designs for the memorial to the Commission in an informational presentation.
<b>Remaining actions</b> (anticipated)	None

Prepared by C. Kelly  
August 30, 2012

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## I. PROJECT DESCRIPTION

### Site

Reservation 78 is an approximately 3,100 square foot triangular site located one block west of Union Station and five blocks north of the U.S. Capitol. The site is bounded on the south by F Street, on the north by Massachusetts Avenue, on the West by a small historic building and on the east by North Capitol Street. The site is owned and managed by the NPS and is maintained as a flat grassy area, defined by a brick paved walkway on its north and south sides and a sidewalk on its western edge. The edges of the site are defined by rolled concrete curbing.



Figure 1: Reservation 78 Location



Figures 2: Reservation 78 Existing Conditions

The general area surrounding Reservation 78 is characterized by office, government, institutional and some limited residential uses. The Postal Museum is across the street from the site and Union Station is one block east. Several hotels are in the immediate vicinity and two bars, with outdoor seating areas, are located directly across the street from the site to the south. Reservation 78 is one block southeast of the Memorial to Victims of Communism.

The small historic building, currently leased as a SunTrust bank and located to the west of the Reservation, is a defining element for the site. The structure, designed by William Van Alen in 1927, was originally a Childs' Restaurant. This open and visible site is situated in a busy and highly trafficked area that serves as a transition point between east and west Washington, DC.

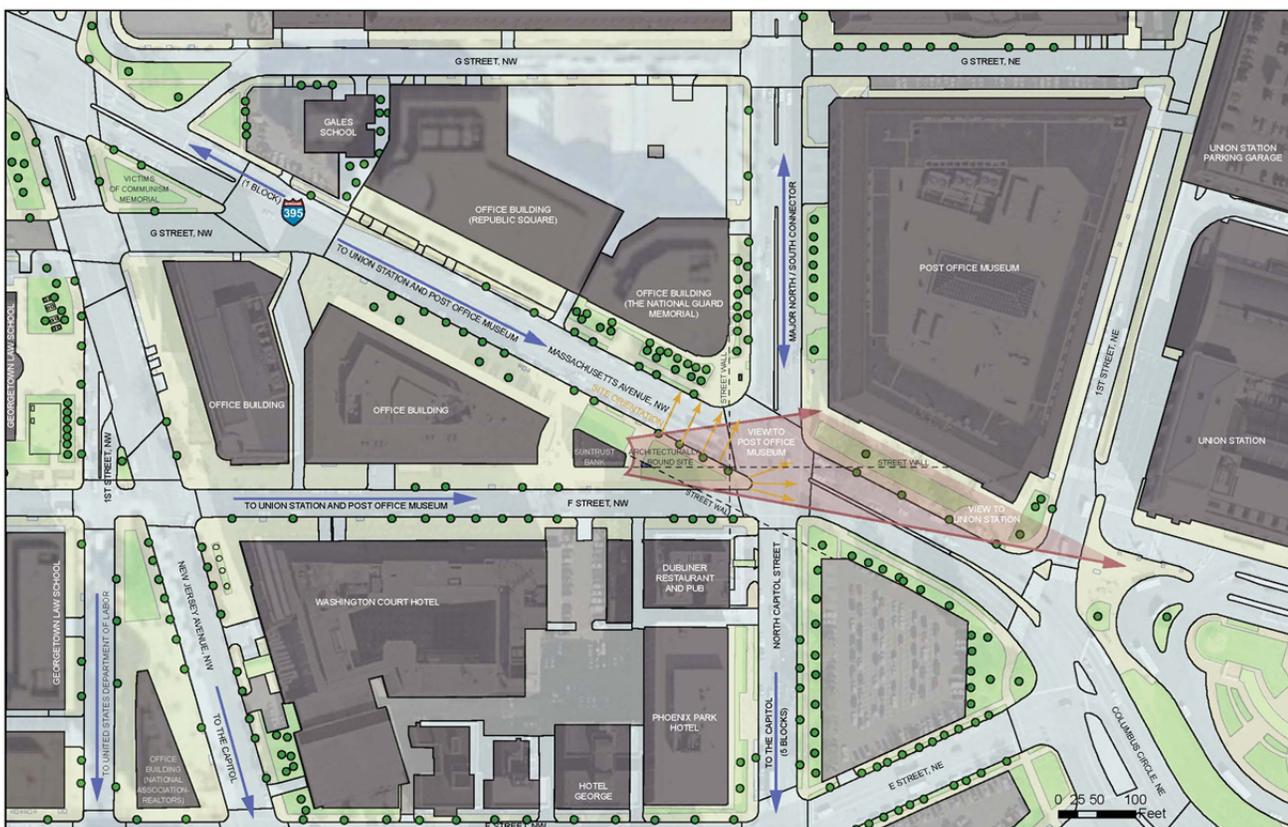


Figure 3: Reservation 78 Context and Sightlines

## Background

Public Law 109-340, signed in 2006, authorized the Government of Ukraine to establish a memorial on Federal land in the District of Columbia to honor the victims of the manmade famine that occurred in Ukraine in 1932-1933. The law required the memorial to be in accordance with the “Commemorative Works Act” (40 U.S.C 8900 et seq.), with exception to the following sections: 8902(a)(1), 8906(b)(1), 8908(b)(2), and 8909(b), which do not apply with respect to the memorial. In summary, these exceptions remove the requirement that the

commemoration be “an event or other significant element of American history.” The exceptions also remove the requirement that the NPS maintain the site. According to P.L. 109-340, the Ukrainian government, rather than the NPS, is to maintain the site in perpetuity.

In 2008, The National Park Service completed an Environmental Assessment (EA) for the site selection phase for the Memorial to Ukrainian Victims of Manmade Famine Memorial. In the EA, the Park Service considers three alternatives: two action alternatives and a no action alternative. NCPC was a cooperating agency on the EA and the Executive Director issued a Finding of No Significant Impact (FONSI) for the approval of Reservation 78 as the site for the Memorial to Ukrainian Victims of Manmade Famine. The FONSI included six design guidelines to protect park and visual resources and the socio-economic environment.

At its October 2, 2008 meeting, the Commission approved Reservation 78 as the site for the memorial contingent upon the applicant's adherence to the design guidelines outlined as mitigation in the in the Executive Director's FONSI.

After the approval of the site, in 2009, the Ministry of Culture and Tourism in Ukraine conducted a design competition for the design of the memorial. According to the submittal, the competition guidelines required, “incorporating green elements into the project proposals; the use of durable construction materials to endure the climate of Washington, DC; accessibility (openness) for pedestrians; as well as ascertaining the proper dimensions to be esthetically-consistent with the surrounding environs.”

Fifty-two submissions were received as part of the competition. A twenty-two-member jury comprised of Ukrainian nationalists and Ukrainians from the United States and Canada narrowed the submissions to five finalists:

- “Destroyed Sphere” by Olesandrs Diachenko
- “Field of Wheat” by Larysa Kurylas
- “Ritual Cloth” by Boris Danyluk
- “Tear Drops on a Wheat Field” by Iulii/Lev Synkevych
- “Shooting Hands” by Igor/Liudmyla Grechanyk



*Figures 4: Tear Drops on a Wheat Field Design*

The NPS and the Embassy of Ukraine evaluated the five finalists against the design criteria outlined in the NCPC FONSI and determined a preferred design, the “Field of Wheat” design, and a second alternative, the “Shooting Hands” design. At the Commission's December 1, 2011 meeting, the NPS presented the two concept designs to the Commission as an informational presentation.

*The "Field of Wheat" Concept*

The main element of the memorial in the "Field of Wheat" concept design was a six foot tall bronze sculptural wall that was about 34 feet in length. The sculptural wall was a bas relief of wheat that protrudes on the left and slowly recedes as one moves to the right to symbolizes the loss of wheat and food. The words "Holodomor 1932 – 1933" would be located on the bottom of the sculpture.



Figure 5: Field of Wheat Concept

The sculptural wall sat on top of a low granite wall that is 1'6" tall. The low wall outlined the southern edge of the walkway and is approximately 100 feet in length. On the north side of the walkway, opposite of the sculptural wall, was a stone bench. The sixteen foot wide walkway followed the orientation of Massachusetts Avenue, NW and then straightened out to follow the orientation of F Street, NW.

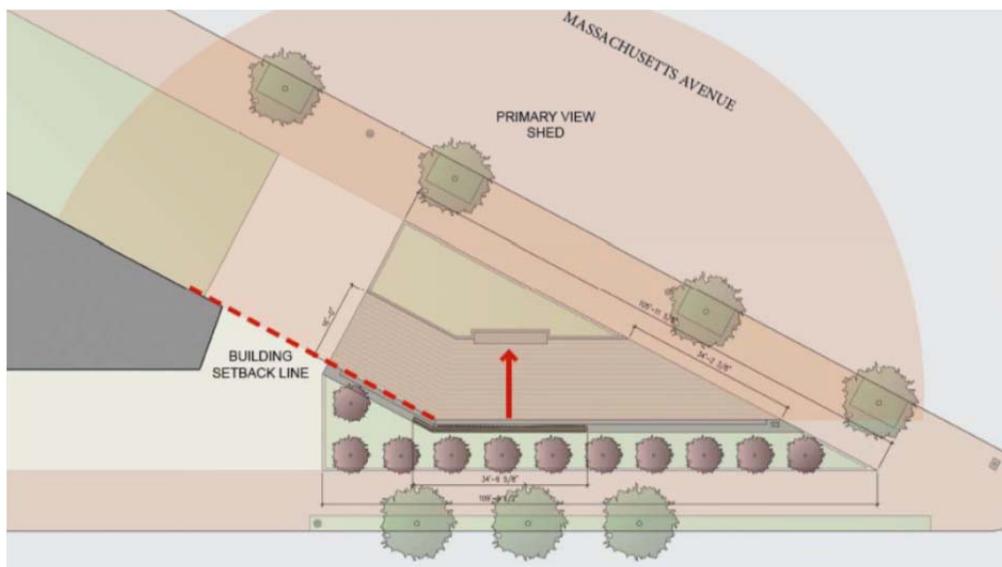


Figure 6: Field of Wheat Concept Site Plan

Between the sculptural element and the sidewalk on F Street, the design proposed eleven Red Obelisk European Beech trees. The Beech tree is native to the western region of Ukraine. The Red Obelisk European Beech could reach a height of ten to twelve feet and a width of three feet. The intent of the trees in this location was to provide a backdrop to the proposed sculptural element.

*The "Shooting Hands" Alternative*

The second alternative the NPS presented at the information presentation was the "Shooting Hands" concept. This concept included a ten foot tall bronze hands sculpture in the center of a circular granite plaza. The plaza could be accessed from both Massachusetts Avenue, NW and F Street, NW. The circular plaza also included three benches that follow the curve of the plaza.



Figure 7: Shooting Hands Sculpture Concept

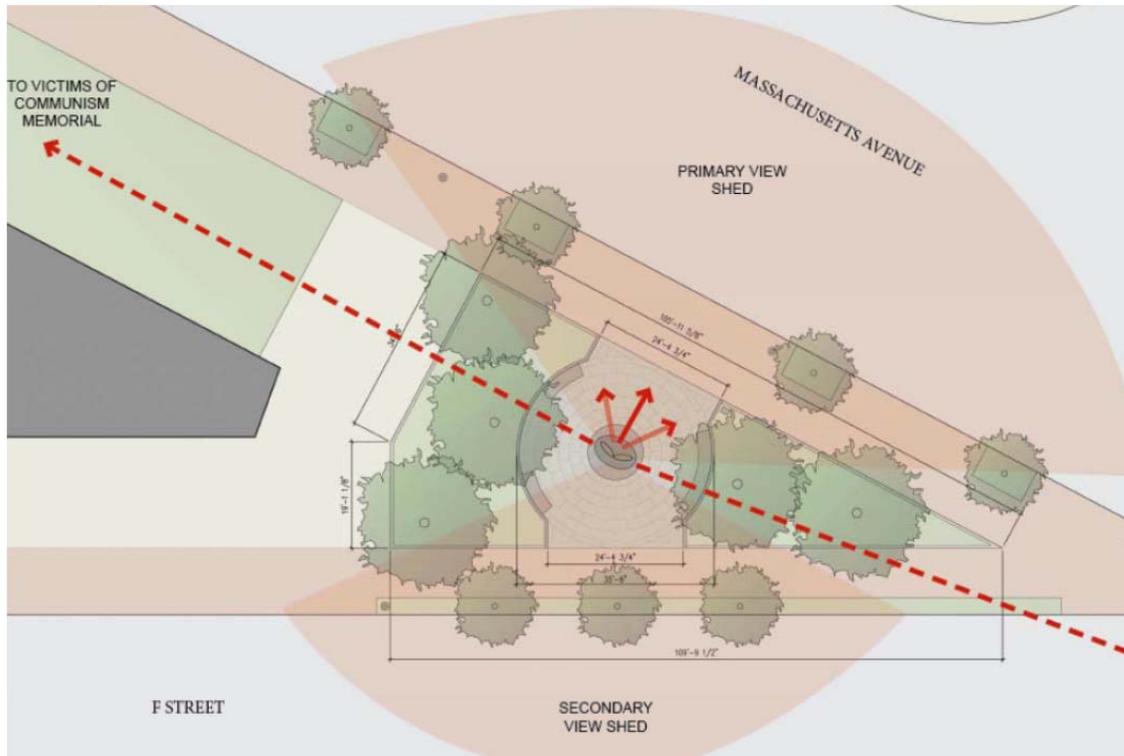


Figure 8: Shooting Hands Concept Site Plan

The design also included the planting of five Ash, Beech, or Hornbeam trees for shade. These types of trees can be found growing throughout Ukraine. The proposed trees could grow to a size of thirty feet tall and twenty-five to thirty feet wide and will have yellow color foliage in the fall.

The Commission provided comments on the informational presentation. Most comments pertained to the NPS preferred alternative, the Field of Wheat concept. Concerns were raised regarding the sculptural element's appearance along F Street, NW in terms of height and design. At that time, the design of the back of the sculptural element was not determined and created a blank wall along F Street, NW. Regarding the height of the sculpture, concern was raised about having the appearance of a wall, which may create an uninviting experience along F Street, NW. Also, the proposed tall cylindrical trees between the sculpture element and F Street, NW could also create a large vegetation wall that may overwhelm pedestrians. The applicant and the design team took these concerns into consideration as they developed the design further.

### **Proposal**

The NPS, on behalf of the Government of Ukraine, has submitted preliminary and final site development plans for the construction of the Memorial to the Victims of the Ukrainian Man-made Famine of 1932 to 1933 on Reservation 78. The NPS and the Ukrainian Government determined to move forward with the "Field of Wheat" alternative. The main element of the memorial remains from the concept design. The memorial element transitions from a high bas relief on the east end to a deep negative relief on the west and depicts the fading of wheat. The words "HOLODOMOR 1932-1933" transition from a negative relief on the east to a high bas relief on the west. On the panel to the right of the sculpture is a short description titled "Famine-Genocide in Ukraine" and includes language to the victims of the man-made famine in English and Ukrainian. The orientation of the sculpture is toward Massachusetts Avenue.



Figure 9: Field of Wheat Final Design

The remainder of the site includes:

- A 1,155 square foot plaza in front of the memorial sculpture that is paved with slate that will run in an linear pattern to be reminiscent of a wheat field;
- A bench on the western edge of the site;
- A 430 square foot planting area to the west of the bench;
- A 965 square foot planting area behind the sculpture along F Street, which will include 7 redbud trees and nandina as lower plantings; and
- Extension of the sidewalk along Massachusetts Avenue, NW. The NPS will use brick pavers to extend the Massachusetts Avenue sidewalk to the U.S. Reservation 78 property line.

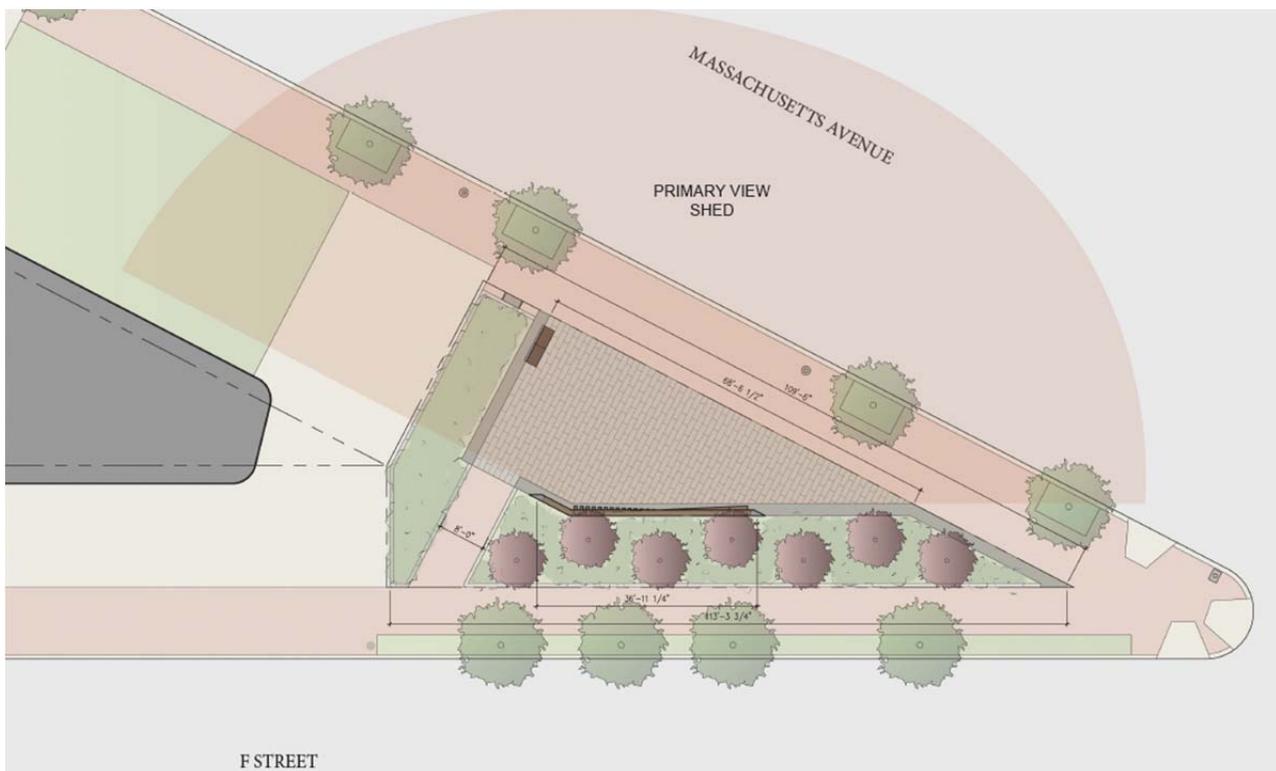


Figure 10: Field of Wheat Final Site Plans



Figure 11: South Elevation (F Street, NW view) of the Memorial Element

## II. PROJECT ANALYSIS/CONFORMANCE

### Analysis

Staff is recommending that the Commission approve the preliminary and final plans for the Memorial to Victims of Ukrainian Manmade Famine 1932-1933. The NPS and the Government of Ukraine has conducted multiple consultation meetings to discuss the design with NCPC, Commission of Fine Arts (CFA), and the District of Columbia State Historic Preservation Officer (DC SHPO) staffs in order to ensure compliance with the NCPC design guidelines and to address concerns on the appearance of the wall from F Street, NW.

With regards to the design guidelines, staff finds the memorial design to be compliant with all six design guidelines. Staff also reviewed the changes to the sculpture appearance along F Street, NW and finds the new location and the design of the back of the memorial to be an improvement over the concept design.

### *Design Guidelines*

As noted in the background section, at the time of the site selection the Executive Director signed a Finding of No Significant Impact (FONSI) to conclude the site selection Environmental Assessment (EA). The FONSI mitigation included design guidelines and the requirement for an archeological survey. Staff evaluated the final design against the six design guidelines, listed below:

1. *First create a successful and functional public space that befits this site's prominence in the National Capital and embraces its natural openness and place within significant L'Enfant rights of way. Any free-standing memorial element must be secondary in nature.*

The proposed memorial would replace grass panel, flagpole, and two small trees with a plaza, vegetation, and a sculpture element. The proposed design improves an underused U.S. reservation and creates a space that can be used and enjoyed by the public.

2. *Respect the scale of the site and incorporate an understated design, as defined for representative sites of similar size and position in the Memorials and Museums Master Plan;*

The memorial sculpture is a long linear sculpture that will be about 7' ½" tall (on the plinth) and is modest in height to the surrounding structures. The memorial design is intended to be at pedestrian scale. Pedestrian interaction with the sculpture is allowed, people will be allowed to touch the sculpture element and people sitting on the bench will not be overpowered by the memorial due to its lower height.



Figure 12: Site Section

The Memorials and Museums Master Plan states that memorials should reinforce key design features of the L'Enfant Plan, including major streets and avenues. It also says that new memorials must not encroach on neighboring memorials and open space. The propose memorial would be located along Massachusetts Avenue, NW, a major L'Enfant avenue. The memorial defers to the avenue by placing the linear sculpture at the southern portion of the site and facing Massachusetts Avenue, NW. The memorial provides open space through a plaza area.

3. *Incorporate significant green elements;*

The site includes two planting beds that totally to approximately 1,400 square feet of planting or about forty-five percent of the site. The intent of this design guideline was to ensure that the site, which is grass panel today, did not become entirely hardscape. Staff finds the memorial incorporates a landscape plan that will improve the site with trees and shrubbery.

4. *Integrate the site's apex with the small historic building to the west and with the rest of the block;*

The linear sculpture has a bent panel that is approximately aligned with the Massachusetts Avenue build-to line, which marks the end of the right-of-way, and the northern façade of the Childs Restaurant building. Additionally, the placement of the sculpture and the landscape design allow views between the site's apex and the entrance to the Childs Restaurant building.

5. *Remain open and integrated into the surrounding built environment and rights of way and remain accessible to passers-by;*

A portion of the sculpture would be approximately aligned with the Massachusetts Avenue, NW orientation and the Childs Restaurant building. The site is accessible along Massachusetts Avenue, NW and F Street, NW. Since the informational presentation, the NPS has added a pathway from the memorial plaza area to F Street, NW, to provide the connection between F Street, NW, and the memorial.

6. *Respect the building lines of the surrounding rights of way, particularly along Massachusetts Avenue; if a vertical element is anticipated, orient its center along the building lines of Massachusetts Avenue and avoid vertical elements in the approximately 30 foot space from the building lines to the Reservation edge (40 feet from the building line to the curb along Massachusetts Avenue); if a more horizontal feature is anticipated, retain a low profile, which respects the Massachusetts Avenue right of way and views of the Postal Museum and Union Station).*

The memorial design includes a linear sculpture that is horizontal in nature. At a maximum height of 7' ½" the memorial is low in profile. Due to the placement of the memorial on the site along F Street, NW, views of the Postal Museum and Union Station from Massachusetts Avenue, NW, remain intact.

#### *Sculpture Element's Impact on F Street, NW*

The main concern raised by the Commission at the December 2011 informational presentation was the experience along F Street, NW in that the memorial sculpture element gave the appearance of a blank wall close to the F Street, NW sidewalk. Since the December meeting, the applicant has had multiple consultation meetings with NCPC, CFA, and DC SHPO staffs to discuss options on how to make the sculpture element less overpowering on F Street, NW. As a result of these discussions, the NPS:

- Added a pattern to the back of the memorial to provide visual interest and texture. The Pattern was extrapolated from textile patterns in Ukraine in the 1930's.

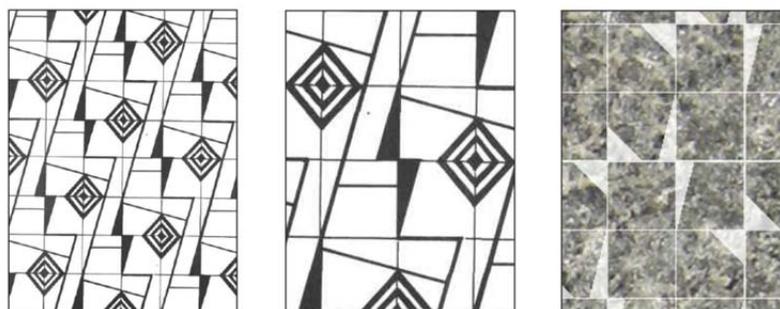


Figure 13: Wall Pattern Precedent

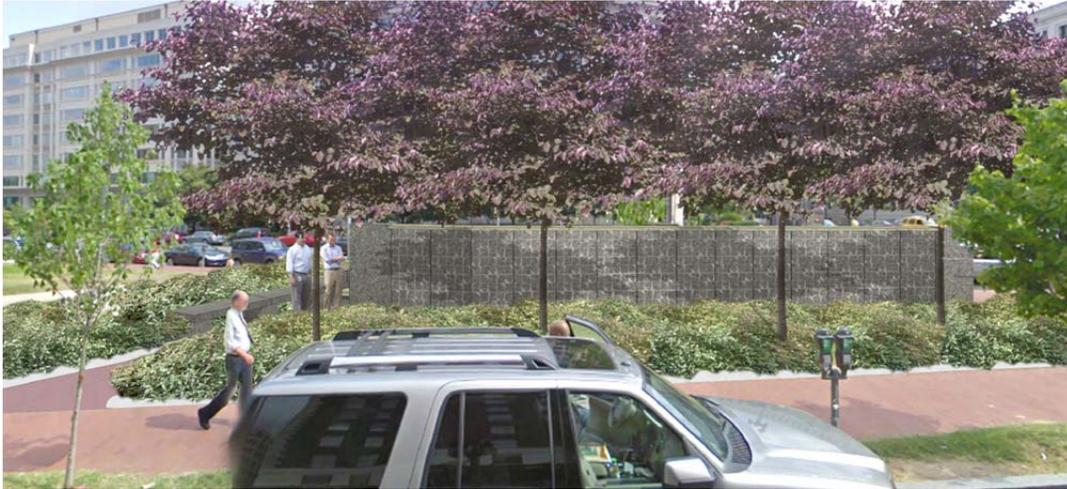


Figure 14: F Street, NW Rendering

- Moved the sculpture northward towards Massachusetts Avenue, NW. This created a larger planting bed between the sidewalk and the sculpture element.
- Changed the landscaping in the planter bed; the tall beech trees that may have created a vegetative wall appearance were replaced with red bud trees that provide views to the memorial site and allow for understory plantings.

The renderings below show the view of Reservation 78 looking both east and west along F Street, NW. The renderings show that the new proposed location of the wall is not overpowering to pedestrians on F Street, NW and the memorial provides an adequate landscaping area that enhances the pedestrians' experience on F Street, NW by providing landscape for visual interest and shade on a street that lacks trees.



Figure 15: Rendering of view on F Street, NW looking west



Figure 16: Rendering of view on F Street, NW looking east

### **Comprehensive Plan for the National Capital**

The proposed project is not inconsistent with Comprehensive Plan for the National Capital. The following policies apply:

#### Parks and Open Space Element

- Maintain small urban parks primarily as historic parks and designed landscapes with fountains, monuments, memorials, tree cover, and other features of civic art (Policy #2, Page 109).
- Site memorials in monumental designed landscape parks in compliance with the *Memorials and Museums Master Plan* (Policy #3, Page 109).

#### Preservation and Historic Features Element

- Express the dignity befitting the image of the federal government in the national capital. Federal development should adhere to the high aesthetic standards already established by the planning and design legacy of the nation's capital. (Policy #1, Page 161).
- Plan carefully for appropriate uses and compatible design in and near the monumental core to reinforce and enhance its special role in the image of the nation's capital. (Policy #2, Page 161).
- Protect and enhance the vistas and views, both natural and designed that are an integral part of the national capital's image. (Policy #5, Page 161).

- Develop the monumental core in accordance with the principles of the Legacy Plan and the policies of the Memorials and Museums Master Plan. The National Mall's historic open space and monumental character should be respected and preserved for the benefit of future generations. (Policy #1, Page 166).
- Promote continuity in the historic design framework of the nation's capital by protecting and enhancing the elements, views, and principles of the L'Enfant Plan. (Policy #2, Page 166).
- Provide and maintain street trees to help frame axial views and reinforce the historic green character of the nation's capital. (Policy #14, Page 166).

### **CapitalSpace**

Upon completion, the memorial will advance several of the CapitalSpace Plan's recommendations for small urban parks within Washington. Consistent with the CapitalSpace planning concepts of "Celebrating Urban Parks," the memorial will enhance an underutilized small urban park and create open space that offers commemorative and cultural value.

### **National Environmental Policy Act (NEPA)**

National Park Service signed a FONSI on August 2, 2012 to conclude the EA on the design of the memorial. The EA evaluated two action alternatives and a no action alternative. NCPC was a cooperating agency on the EA and the Executive Director signed a FONSI on August 31, 2012.

### **National Historic Preservation Act (NHPA)**

The NPS initiated Section 106 consultation with a letter to the District of Columbia State Historic Preservation Officers (DC SHPO) on November 25, 2011. Following the initiation of Section 106, NCPC participated in Section 106 consultation meetings and concurred with the primary and secondary Area of Potential Effects that was established as part of the EA process. Historic properties located in the APE include the following resources: L'Enfant Plan of the City of Washington, the Gales School, Old Engine Company Number 3, Old City Post Office, Union Station and Plaza, Columbus Fountain, and the former Chiles Restaurant.

NCPC found that elements of the memorial would be visible from all the historic resources except for the Old Engine Company Number 3. Elements of the memorial would be visible and impact the view corridor of the L'Enfant Plan as well as views towards the site from historic properties located in the APE. However, based on the placement and scale of the memorial elements, impacts would be minor and would not alter the setting of historic properties in the APE.

On February 6, 2012, the DC SHPO issued a no adverse effect determination for the memorial conditioned on the NPS continuing consultation and notifying the DC SHPO if any preservation-

related concerns are expressed by a consulting party. On July 30, 2012, NCPC informed the DC SHPO that it does not have any preservation-related concerns and has determined approval of the memorial will have no adverse effects on historic properties. The DC SHPO acknowledged receipt of NCPC's determination on August 7, 2012.

### **Commemorative Works Act**

The Commemorative Works Act (CWA) contains a set of foundational level decision criteria that NCPC is required to use when considering site and design proposals for commemorative works. Specifically, the CWA states: "In considering site and design proposals, the Commission of Fine Arts, National Capital Planning Commission, and the Secretary or Administrator (as appropriate) shall be guided by, but not limited by, the following criteria:

- Surroundings - To the maximum extent possible, a commemorative work shall be located in surroundings that are relevant to the subject of the work.
- Location - A commemorative work shall be located so that:
  - It does not interfere with, or encroach on, an existing commemorative work; and
  - To the maximum extent practicable, it protects open space, existing public use, and cultural and natural resources.
- Material - A commemorative work shall be constructed of durable material suitable to the outdoor environment.
- Landscape features - Landscape features of commemorative works shall be compatible with the climate.
- Museums - No commemorative work primarily designed as a museum may be located on lands under the jurisdiction of the Secretary in Area I or in East Potomac Park as depicted on the map referenced in Section 8902(2).
- Site-specific guidelines - The National Capital Planning Commission and the Commission of Fine Arts may develop such criteria or guidelines specific to each site that are mutually agreed upon to ensure that the design of the commemorative work carries out the purposes of this chapter.
- Donor contributions - Donor contributions to commemorative works shall not be acknowledged in any manner as part of the commemorative work or its site.

Reservation 78 is a significant entrance point from Union Station to Northwest DC through Massachusetts Avenue, NW, which is known for its international character, particularly in northwestern areas around Dupont Circle. Prominent areas of international significance include Embassy Row and several well-known commemorations, such as Winston Churchill, Khalil Gibran and Thomas Masaryk. The Victims of Communism memorial with its international elements is located a few blocks away. Staff finds the international narrative of the memorial is consistent with the character of memorials and uses along Massachusetts Avenue, NW.

Regarding the landscape features, the memorial landscape plan includes forest pansy redbud trees, harbour dwarf heavenly bamboo shrubbery, and firepower heavenly bamboo shrubbery. The landscape features are proposed to add color to the memorial site. The plantings are hearty and are appropriate for the Washington, DC temperate zone.



Figure 17: Proposed Plantings

Regarding the remainder of the CWA criteria, the requirement regarding museum locations do not apply to the memorial; however, the memorial is not located in Area I or the East Potomac Park. Regarding donor contributions, the plans do not include donor recognition and as indicated earlier, the memorial design is consistent with the NCPC design guidelines.

### III. CONSULTATION

#### Coordinating Committee

The Coordinating Committee reviewed the proposal at its August 15, 2012 meeting and forwarded it to the Commission with the statement that the proposal has been coordinated with all participating agencies. The participating agencies were NCPC; the District of Columbia Fire and Emergency Medical Services; the NPS; the General Services Administration; the DC SHPO, and the Washington Metropolitan Area Transit Authority.

#### National Capital Memorials Advisory Committee

Section 8905(a)(1) of the Commemorative Works Act requires memorial sponsors to consult with the National Capital Memorials Advisory Committee (NCMAC) on the selection of alternative sites and design concepts prior to submitting the project to NCPC for formal design review. NCMAC reviewed the two concept alternatives for the memorial at its December 14, 2012 meeting. NCMAC expressed preference for the sculpture element in the Field of Wheat

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alternative but recommended designing the site to be more open like the site layout in the Shooting Hands alternative. Since the concept design, the site plan has been modified to include a pathway connection to F Street.

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

On October 20, 2011, the applicant presented the concept designs to the U.S. Commission of Fine Arts (CFA). At the meeting, CFA supported the NPS's preferred alternative, the "Wheat Field" alternative. CFA made the following comments regarding the "Wheat Field" design: evaluate the treatment of the backside of the wall; evaluate the treatment of the wall (the frame around the wall); and evaluate the surrounding street trees as elements to the memorial.

At its July 19, 2012 meeting, CFA reviewed the final plans for the memorial. CFA approved the final design and delegated final details approval to staff. CFA expressed appreciation for the development of the preferred competition alternative to create a cleaner and more focused design. They recommended refinement of details of the design, such as the treatment of the stone frame surrounding the bronze panel to avoid a heavy appearance, as well as stone and inscription details, as part of the project's final documentation. The NPS will continue to work with CFA staff on these details.