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**Memorial to Victims of the Ukrainian  
Famine of 1932-1933  
Site Selection  
Environmental Assessment**



**July 2008**

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# **Memorial to Victims of the Ukrainian Famine of 1932-1933 Site Selection Environmental Assessment**

**Washington, DC**

*Responsible Federal Agency:*  
**National Park Service (NPS)**

*Prepared in association with:*  
**National Committee to Commemorate the 75<sup>th</sup> Anniversary  
of the Ukrainian Genocide of 1932 -1933**

**Abstract:**

**Send direct comments on the EA by August 28, 2008 to:**

Office of Lands, Resources and Planning  
National Capital Region  
National Park Service  
1100 Ohio Drive SW  
Washington, DC 20242

**Electronic Comments:**

You may submit electronic comments on the National Park Service's Planning, Environment, and Public Comment Web Site: <http://parkplanning.nps.gov/> Search for National Mall and Memorial Parks, Environmental Assessment for the Memorial to Victims of the Ukrainian Famine 1932-33

Or go directly to:

<http://parkplanning.nps.gov/projectHome.cfm?parkid=463&projectId=228>



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# **1.0 Purpose and Need**

**Memorial to Victims of the Ukrainian  
Famine of 1932-1933  
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## **1.0 Purpose and Need**

### **1.1 Introduction**

In 2006, Congress authorized the Government of Ukraine to establish a memorial to honor the victims of the Ukrainian famine in accordance with the Commemorative Works Act. The National Park Service (NPS) and the National Committee to Commemorate the 75<sup>th</sup> Anniversary of the Ukrainian Genocide of 1932-1933 (the National Committee) are cooperating, under the legislation, to establish an international memorial as a tribute to millions of Ukrainians who suffered as a result of the Soviet-forced famine in 1932-1933. The National Committee is part of the Ukrainian Congress Committee of America, Inc. (UCCA), a non-partisan, not-for-profit organization that has represented the interests of America's ethnic Ukrainians for over sixty years. The UCCA's mission is to support cultural, educational, and humanitarian activities that emphasize Ukrainian American heritage and to provide support for Ukraine's newly developing democracy.

The National Committee was formed for the purpose of commemorating the 75<sup>th</sup> anniversary through a year of events, beginning with a National March of Remembrance in New York City on November 17, 2007, culminating with the selection and dedication of a site for the Ukrainian Famine Memorial (the Memorial) in the Nation's Capital in the fall of 2008. The selection of a site for the purpose of establishing the Memorial is the subject of this Environmental Assessment (EA).

#### NEPA

The NPS and the National Committee have prepared this EA in compliance with the National Environmental Policy Act of 1969, as amended (NEPA), the Council on Environmental Quality (CEQ) regulations implementing NEPA [40 Code of Federal Regulations (CFR) 1500-1508], and the NPS Director's Order-12 (as reflected in the DO-12 Handbook). This EA is also consistent with the requirements of the National Historic Preservation Act of 1966, as amended (NHPA).

This EA seeks to document and describe the proposed sites for the Memorial, determine the potential impacts on the natural and man-made environment, and recommend mitigation measures related to its implementation. The EA also evaluates a No Action Alternative, as required by CEQ. The EA addresses: 1) short-term construction-related impacts, 2) long-term operational impacts, and 3) cumulative impacts that would result from this and other projects that have been completed recently, are currently under development, or are proposed within the study area.

## **1.2 Project Background**

Ukraine experienced a devastating famine in the early decades of the 20<sup>th</sup> century. Unknown to many in the world at that time and even today, the famine was an engineered-famine, induced by the totalitarian regime of Josef Stalin in the Soviet Union between 1932 and 1933. During the famine, 7 to 10 million Ukrainians were deliberately and systematically starved to death by the Soviet Union. The Soviet Government introduced unrealistically high quotas on grain and other agricultural products, which were strictly enforced by Red Army troops. Only when the Ukraine restored its independence from the Soviet Union in 1991, did the Ukrainian people begin openly discussing the events of 1932-1933, with witnesses coming forth to tell of the horrors they experienced during the famine.

To bring focus of the Ukrainian Famine to the world's attention, the Ukrainian government sought to build a memorial in Washington, DC to honor the victims of this largely-unknown holocaust. During its years of subjugation by the Soviet Union, the United States remained a beacon of hope that eventually Ukraine and its people will live free and be sovereign in their own country. Today, this gesture of goodwill presented to the American people will signify the relevance of Ukraine's tragedy 75 years ago. America's long-standing role as the foremost champion of human rights in the world makes Washington, DC the best location for a memorial to this tragedy.

### **1.3 Purpose and Need for the Proposed Action**

The purpose of the proposed Memorial is to honor the millions of Ukrainians who lost their lives due to the Ukrainian Famine that occurred in 1932-1933. The proposed Memorial would coincide with the 75<sup>th</sup> anniversary of this tragic event and bring awareness to man-made famine, as well as serve as a reminder of the need to prevent such tragedies in the future. The National Committee is working with the Embassy of Ukraine and the NPS to identify an appropriate location for this Memorial.

Unfortunately, the world has not yet learned the cruel lessons of the Ukrainian Famine and food continues to be used as a political weapon. Apathy and ignorance of history will ensure that the mistakes of the past will be repeated. It is not enough, however, to speak of famine in the abstract. We must cite specific events such as the Ukrainian Famine in order to put a human face on such crimes. To do otherwise, is to dismiss the murder of millions as a mere “statistic.” The permanent memorial in Washington, DC is necessary to continue to tell the story of the Ukrainian Famine to future generations and to reaffirm America's commitment to human rights for all people.

## 1.4 Planning Process

The planning process for the proposed Memorial began with the enacting of legislation authorizing such a commemorative work. Passed on October 13, 2006, Public Law 109-340 authorized the Government of Ukraine to “establish a memorial on Federal land in the District of Columbia to honor the victims of the man-made famine that occurred in Ukraine in 1932-1933” in accordance with the Commemorative Works Act.

The National Committee has also conducted a site selection review of more than 100 potential sites and identified two alternative sites, which are reviewed in this EA. The National Capital Memorial Advisory Commission gave their recommendation to two preferred sites on July 9, 2008. As part of the overall planning process, including site selection, environmental review, and design processes, approvals and concurrence will be sought from federal and district agencies as required.

The Memorial authorized by this legislation is intended to honor the memory of the millions that lost their lives as well as serve as a tangible reminder for the need to prevent such tragedies in the future. The legislation authorizes the Memorial as a gift from Ukraine to the people of the United States and specifies that no federal money will be used to build or maintain the Memorial. The goal is for the Memorial site to be dedicated by the 75<sup>th</sup> anniversary of the Famine in 2008.

## 1.5 Agency and Public Coordination

As part of the overall planning process for the Memorial, the appropriate agencies have been formally and informally consulted for input, feedback, and scoping. Coordination has included meetings and/or correspondence with the:

- National Park Service (NPS); (lead agency)
- National Capital Planning Commission (NCPC);
- National Capital Memorials Advisory Commission (NCMAC);
- Commission of Fine Arts (CFA);
- District of Columbia Department of Transportation (DDOT);
- District of Columbia Office of Planning (DCOP); and
- District of Columbia State Historic Preservation Office (DC SHPO).

## **1.6 Environmental Issues Assessed**

This EA has been prepared to examine the potential impacts associated with the selection of a site for the proposed Memorial with respect to socio-economic, cultural, viewshed, aesthetics, transportation resources, natural resources, and utilities and infrastructure. Through an initial evaluation of potential impacts, including feedback received during the scoping process, the following resource areas were determined to require detailed impact analysis within this EA:

- Visual and Cultural Resources, and
- Visitation.

Due to the location of the sites being considered for the proposed Memorial, several environmental issues were determined not to require further analysis. These include:

- Demographic and Economic Resources, and Environmental Justice;
- Archaeological Resources;
- Water Resources (Groundwater and Surface Water);
- Hazardous Materials; and
- Climate and Air.

## 1.7 Cumulative Relationship of Nearby Projects

Ongoing and planned projects in the vicinity of the alternative sites could result in cumulative construction and operational impacts when considered together with the effects of the proposed action. Projects in the Downtown East area include the reopening of F Street NW and the development of NoMA

### Reopening of F Street NW

A key action identified in the Downtown Action Agenda is the plan to extend F Street and to develop the I-395 Air Rights site, thereby revitalizing and reconnecting the surrounding urban fabric. The plan states: “Office development with active street-level uses should be encouraged to extend eastward along F Street and span the air rights over I-395. This infill office development is the most economically viable approach to creating a continuous corridor of development from Downtown to Union Station.”

**Figure 1-1: View looking West down F Street NW**



### Development of NoMA

The NoMA area is the subject of a redevelopment initiative that aims to transform the historically underdeveloped area into a major, vibrant, mixed-use community that will act to reconnect surrounding neighborhoods. The NoMA planning area covers approximately 358 acres and 50 city blocks much of which is either vacant or slated for redevelopment. According to the NoMa Vision Plan and Development Strategy, the development potential in the NoMa planning area could range between 20 and 26 million square feet.

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## **2.0 Alternatives Considered**

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## 2.0 Description of Alternatives

This chapter describes the potential sites being considered for the establishment of the Ukrainian Famine Memorial; summarizes the alternative site locations considered but eliminated by the Committee; describes the design objectives, constraints, and opportunities for developing the potential sites for the Memorial; and defines the No Action Alternative. The impacts of the proposed Memorial on the two alternative sites and surrounding areas will be assessed based on the potential physical development of the site, rather than a specific memorial design. The formal design process for the Memorial will be conducted subsequent to this environmental review process and will include reviews and approvals by the National Capital Planning Commission (NCPC), the Commission of Fine Arts (CFA), and other agencies as appropriate.

### 2.1 Consideration of Potential Sites

#### Site Selection Criteria

The Ukrainian authorities view a future Ukrainian Famine Memorial in Washington, DC not only as a token of recognition by the United States of those tragic events, but also as a reminder to a wider international community about the importance of the right to life, the freedom of speech, and political responsibility. Therefore, the Memorial should be sited in a public place exposed to the greatest extent possible to the eyes of both residents and visitors.

The National Committee conducted comprehensive comparisons of the location, physical characteristics, and surroundings of the potential sites for the Memorial based on a variety of criteria. The three most important factors considered include accessibility to the public/tourists; nexus of thematic relationships through relevance to the neighborhood; and landscape parameters and natural constraints.

#### Phase 1: Initial Sites Considered

The site selection process conducted by the Ukrainian Embassy in the United States and the National Committee began with an overview by the National Park Service (NPS) and a presentation of sites identified in the NCPC's *Memorials and Museums Master Plan*. These sites are located in Area II, outside of the Core, and are listed in the Plan as candidate sites for memorials.

The National Committee reviewed the 83 sites presented in the *Memorials and Museums Master Plan* that are located outside of the Reserve, and worked to narrow down the list of potential sites through the application of selected criteria including:

- I Sites should be easily accessible and highly visible to the public;
- II Sites should not be in a predominantly residential area due to the lack of connection between the subject matter and a neighborhood;
- III The size and location should be appropriate for the subject matter; and
- IV The site should not be located in proximity to an area predominantly used for entertainment purposes.

The elimination of sites for consideration through the application of the criteria is listed in Table 2-1.

**Table 2-1: Potential Memorial Sites Eliminated from Consideration during Phase 1**

<b>Criteria</b>	<b>Sites Eliminated</b>
I: Remote Locations	4, 9, 14, 15, 16, 17, 20, 21, 22, 23, 28, 29, 30, 31, 36, 37, 38, 39, 40, 41, 49, 50, 53, 54, 58, 63, 64, 65, 66, 67, 68, 69, 71, 72, 73, 74, 75, 76, 77, 78, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89, 90, 91, 92, 93, 94, 96, 99, 100
II: Residential Areas	8, 32, 33, 34, 35, 46
III: Obscure, Small, or Poorly Accessible Site	11, 27, 42, 43, 45, 47, 51, 52, 59, 60, 61, 62, 79, 97, 98
IV: Proximity to Entertainment Area	7, 57

After applying the above criteria, two sites identified in the *Memorials and Museums Master Plan* remained as options. Site 26 is reserved as the future site of the American Veterans Disabled for Life Memorial; therefore, it was eliminated from consideration. The only remaining site, Site 44, was carried forward for further consideration in Phase 2 of the site selection process.

## Phase 2: Site Selection Coordinated with NPS

During the second stage in the site selection process, the Ukrainian Embassy and the National Committee worked in close cooperation with the NPS. A total of 24 potential sites were discussed and inspected by the Embassy, the Committee, and the NPS. These potential sites included nearly a dozen that were identified in the *Memorials and Museums Master Plan*, as well as ten additional Federal Reservations, and three additional sites favored by the National Committee.

- Site 32 - NE corner of Maryland and Constitution Avenue, NE
- Site 33 - NE corner of Maryland Avenue, NE
- Site 45 - Franklin Square, between I, K, 13<sup>th</sup> and 14<sup>th</sup> Streets, NW
- Site 26- Washington Avenue and Canal Street at 2<sup>nd</sup> Street, SW
- Site 34 - NE Corner of Pennsylvania and Independence Avenue, SE
- Site 46 - Rock Creek Park between M Street and Pennsylvania Avenue, NW
- Site 52- Northern end of Key Bridge at M Street, NW
- Site 57- Potomac River at the foot of Wisconsin Avenue, NE
- Site 60 - 25<sup>th</sup> Street on Pennsylvania Avenue, NW
- Site 61 - Washington Convention Center at Mount Vernon Square
- Site 62- Intersection of New York and New Jersey Avenues, NW
  
- US Reservation 072 - Massachusetts Avenue and 6<sup>th</sup> Street
- US Reservation 073 - Massachusetts Avenue at 6<sup>th</sup> Street, NW
- US Reservation Site 067 - NE corner of Massachusetts Avenue and M Street, at Thomas Circle
- US Reservation Site 074 - Massachusetts Avenue and 5<sup>th</sup> Street, NW
- US Reservation Site 078 - Intersection of North Capitol Street, Massachusetts Avenue, and F Street, NW
- US Reservation 172 - along New York Avenue and intersecting H and 13<sup>th</sup> Streets; in front of the “Lincoln” Presbyterian church
- US Reservation 195 - across from the Victims of Communism Memorial):
- US Reservation 328/329 - along Massachusetts Avenue, NW across from St. Sophia’s Greek Orthodox Church:
- Along Massachusetts Avenue, NW - across from British Embassy
- Shevchenko Monument - P and 22<sup>nd</sup> Streets, NW

As a result of this process, the list of potential sites was ultimately narrowed down to three sites found by the Committee:

1. US Reservation 30, at Pennsylvania Avenue between 18<sup>th</sup> and 19<sup>th</sup> Streets, NW identified as Site 44 in the *Memorials and Museums Master Plan*.
2. US Reservation 82, at the intersection of Massachusetts Avenue, 2<sup>nd</sup> and D Streets, NE
3. US Reservation 173, at the intersection of New York Avenue, 12<sup>th</sup> and I Streets, NW

The National Committee documented its findings in the *Site Selection Report*, dated October 2007. The 24 sites considered during this stage of the process are illustrated in Figure 2-1.

**Figure 2-1: Potential Memorial Sites Considered**



### Phase 3: Site Selection Guided by NCMAC

On October 23, 2007, the National Capital Memorials Advisory Commission (NCMAC) did not approve one of the three sites offered by the Committee. NCMAC instead suggested a site adjacent to the existing Shevchenko Memorial, and as an alternative, recommended a series of sites along Massachusetts Avenue.

The Committee rejected the notion of locating the Memorial adjacent to the existing Shevchenko Memorial. As a result, on February 26, 2008, the Committee presented three sites to the NCMAC:

- Walt Whitman Park Site at E Street NW – (Reservation # 715)
- New York Avenue Site at 12<sup>th</sup> Street NW – (Reservation # 173)
- Louisiana Avenue Site at 1<sup>st</sup> Street NW – (*Memorials and Museums Master Plan Site # 25*)

NCMC eliminated the Walt Whitman Site as too large, and again endorsed sites located along Massachusetts Avenue (near New Jersey Avenue). NCMC also suggested further study of the New York Avenue Site (Reservation #173) and the Louisiana Avenue Site (*Memorials and Museums Master Plan Site # 25*).

In response, the Committee prepared a detailed addendum to its previous site selection studies. The analysis included the consideration of contextual factors (surrounding uses, site orientation, distant views, and vehicular circulation) and physical condition factors (developable boundaries, existing vegetation, close-up views, and pedestrian circulation).

The Committee then presented four sites for consideration by NCMAC:

- New York Avenue at 12<sup>th</sup> Street NW (Reservation # 173)
- Louisiana Avenue at 1<sup>st</sup> Street NW (*Memorials and Museums Master Plan* Site # 25)
- Massachusetts Avenue at North Capitol Street NW (Reservation # 77A)
- New Jersey Avenue at 1<sup>st</sup> Street NW (Reservation # 196)

On July 9, 2008, NCMAC considered the four sites and recommended the New Jersey Avenue Site for the placement of a memorial to the Ukrainian Famine of 1932-1933. NCMAC also recommended the Massachusetts Avenue Site as an alternative location.

## 2.2 Selected Alternative Sites

Two alternative sites are being considered in this EA for the establishment of the Ukrainian Famine Memorial, referred to as the New Jersey Avenue Site and the Massachusetts Avenue Site.

### New Jersey Avenue Site

The New Jersey Avenue Site (US Reservation 196) is located within a 3,800 square-foot triangular parcel defined by its bordering roadways, 1<sup>st</sup> Street on its west side, F Street on its north side, and New Jersey Avenue, NW on its east side. The parcel is positioned directly in front of the National Association of Realtors building, known for its modern architecture and high rating for sustainability.

The New Jersey Avenue Site is located two blocks from Union Station and approximately four blocks from the US Capitol Building. The general area is characterized by office and government buildings. The site also borders the Georgetown University Law School campus. Several luxury hotels are located in the vicinity of the parcel.

### Massachusetts Avenue Site

The Massachusetts Avenue Site is located within a 3,100 square-foot triangular parcel defined by its bordering roadways, Massachusetts Avenue on its north side, North Capitol Street on its east side, and F Street on its south side. The site is located just one block from Union Station and in the vicinity of the US Capitol Building, which is approximately four blocks to the south.

The general area is characterized by office and government buildings and institutional and retail uses. The site is located within Downtown East and borders the NoMA redevelopment area.

## 2.3 Proposed Memorial

Although the proposed Memorial has not yet been designed, it is anticipated that the commemoration of this event will consist of a small-scale element such as a figurative sculpture. The open character of the site would be maintained and the Memorial would include typical memorial features such as an abstract or allegorical element in a landscaped setting.

## 2.4 No Action Alternative

Under the No Action Alternative, a site would not be selected for the establishment of the Ukrainian Famine Memorial at this time. The New Jersey Avenue and Massachusetts Avenue Sites would remain available for development until a subsequent development proposal could be approved and implemented.

Given that the authorizing legislation directs the National Committee to establish the Ukrainian Famine Memorial in the District of Columbia, under the No Action Alternative, the National Committee would need to continue to explore other potential sites for the Memorial.



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## **3.0 Affected Environment**

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### 3.1 Socio-Economic Resources

#### 3.1.1 Land Use

Two potential sites are being considered for establishment of the proposed Memorial, referred to in this EA as the New Jersey Avenue Site and the Massachusetts Avenue Site. While these two potential sites are not identified by site number in NCPC's *Memorials and Museums Master Plan*, the characteristics of both the New Jersey Avenue and the Massachusetts Avenue Sites are consistent with the purpose and intent of the Plan.

##### Alternative A: New Jersey Avenue Site

The New Jersey Avenue Site, US Reservation 196, is located in the northwest quadrant of Washington, DC. The site is situated within a triangular parcel measuring 0.1 acres and is bordered by 1<sup>st</sup> Street NW on its west side, F Street NW on its north side, and New Jersey Avenue NW on its east side. The approximately 3,800 square-foot (sf) triangular site is an undeveloped, open, landscaped parcel with flat terrain, defined by a paved walkway on its east and west sides. One large, mature oak tree anchors the parcel and is surrounded by a mix of flowers, grass, and shrubs. All three sides of the parcel are fenced in with two foot high black iron fencing.

The site is situated in front of the National Association of Realtors (NAR) headquarters building. Known for its modern architecture, the building is rated LEED Silver and sets an example of sustainability. The general area is mixed-use and dominated by government and office buildings. Land uses in the immediate vicinity include commercial (luxury hotels), institutional (the Georgetown Law School campus), cultural (several small memorials, US Post Office Museum) and government and office buildings. In addition, two notable attractions nearby include Union Station (two blocks away) and the US Capitol Building and Grounds (four blocks away).

Various commercial uses are located within the study area, mostly in the form of ground floor retail below office buildings and luxury hotel uses. Figure 3-1 provides an illustration of the site with its proximity to prominent features in Washington, DC.

##### Alternative B: Massachusetts Avenue Site

The Massachusetts Avenue Site, US Reservation 078, is a triangular parcel measuring approximately 0.1 acres and located in the northwest quadrant of Washington, DC. The site is bordered by Massachusetts Avenue on its north side, North Capitol Street NW on its east side, and F Street on its south side. The 3,100 sf triangular site is composed of a flat grassed area, defined by a brick paved walkway on its north diagonal and south sides and a sidewalk on its western edge. The edges of this undeveloped site are defined by rolled concrete curbing..

The general area surrounding the Massachusetts Avenue Site is characterized by office and government building uses, institutional and retail uses, cultural destinations, and transit infrastructure. Of these land uses, some of the more notable examples are the office building for the National Guard Memorial, the US Post Office Museum, Union Station, and the Washington Court

Hotel. Union Station is located one block immediately to the east. The site is also in the vicinity of the US Capitol Building, which is located approximately four blocks to the south. Massachusetts Avenue is informally identified as having an international character due to the presence of Embassies, international organizations (non-profit groups), and other cultural features along this roadway.

This site borders the new NoMA redevelopment area, which covers 358 acres and 50 city blocks. The intent of the NoMA redevelopment effort is for this section of the District, north of Massachusetts Avenue, to become DC's newest vibrant, mixed-use neighborhood. The NoMA Vision Plan and Development Strategy outlines a redevelopment initiative that aims to transform the historically underdeveloped area into a revitalized mixed-use community that will act to reconnect surrounding neighborhoods and be home to over 20 million square feet of new development.

**Figure 3-1: New Jersey Avenue Site**



**Figure 3-2: Massachusetts Avenue Site**



Figure 3-3: Location of Potential Memorial Sites



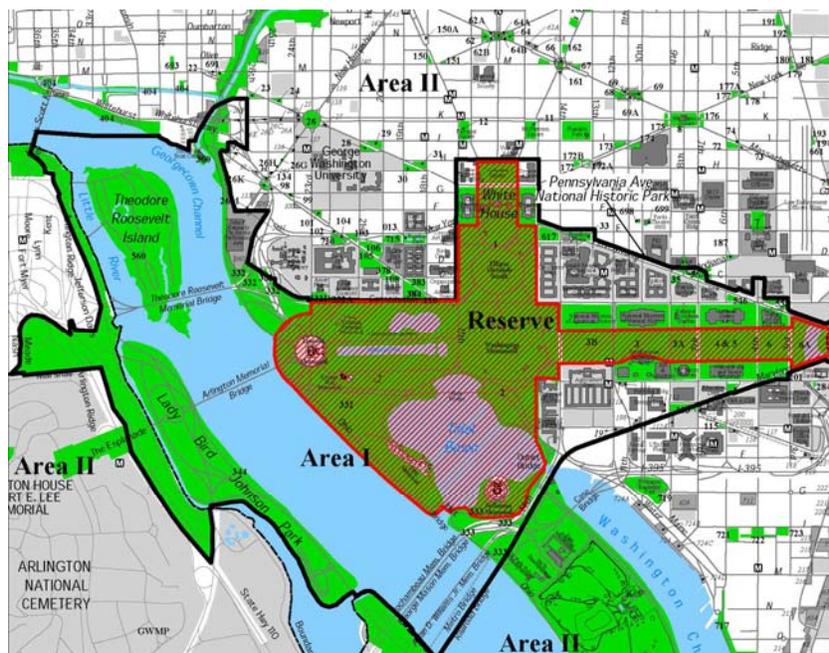
### 3.1.2 Planning Controls and Policies

Because both potential sites are under federal ownership, they are not subject to local zoning regulations. Development of federal property is under the purview of the National Capital Planning Commission pursuant to the District of Columbia Zoning Enabling Act of 1938. For federal projects, National Capital Planning Commission (NCPC) has approval authority for use, open space, height, and bulk.

#### Commemorative Zone Policy

NCPC, the Commission of Fine Arts (CFA), and the National Capital Memorial Advisory Commission (NCMAC) adopted the Commemorative Zone Policy in 2000 as an effort to guide placement of new memorials to strategic locations throughout the District of Columbia. The Policy is intended to provide a framework for locating new memorials beyond the central core of the District, in order to preserve the symbolic landscape of Washington, DC and to encourage the placement of memorials throughout all quadrants of the District.

The Commemorative Works Act of 1986 serves as the basis for the location of memorials on federal lands within the District of Columbia. Three memorial zones are delineated in accordance with the policy. The three areas, the Reserve, Area I, and Area II, were established to preserve the symbolic urban design integrity of the Nation's Capital (see Figure 3-2). The Reserve is designated as an area where no new memorials or museums are to be permitted. The area is defined by the major cross axes extending from the US Capitol to the Lincoln Memorial and Lafayette Park to the Jefferson Memorial and squares of major avenues, urban gateways, and scenic overlooks. Areas I and II are located outside the reserve and include both the District of Columbia and Northern Virginia. The Plan evaluated the 100 candidate sites for their suitability and appropriateness for a commemorative feature. Both of the potential sites being considered are located within Area II.

**Figure 3-4: Commemorative Areas Map**

### Comprehensive Plan for the National Capital

The Comprehensive Plan for the National Capital, Federal Elements (1977-1984, updated 2004) is the principal planning document adopted by NCPD for the planning of federal facilities. The following Federal Elements include goals, objectives, and policies relevant to the proposed project:

*The Parks and Open Space Element* states that “it is a goal of the federal government to conserve and enhance the park and open space system of the National Capital Region, ensure that adequate resources are available for future generations, and promote an appropriate balance between open space resources and the built environment.” Relevant policies in support of these goals include maintaining and conserving federal open space as a means to shape and enhance urban areas; and siting memorials in monumentally designed parks in compliance with the *Memorials and Museums Master Plan*.

*The Preservation and Historic Features Element* states that “it is a goal of the federal government to preserve and enhance the image and identity of the Nation’s Capital and region through design and development respectful of the guiding principles of the L’Enfant and McMillan Plans, the enduring value of historic buildings and places, and the symbolic character of the capital’s setting.” Relevant policies in support of this goal include adhering to the high aesthetic standards already established by the planning and design legacy of the Nation’s Capital; protecting and enhancing the vistas and views, both natural and designed, that are an integral part of the National Capital’s image; and providing and maintaining street trees to help frame axial views and reinforce the historic green character of the Nation’s Capital.

*The Visitors Element* states that “it is a goal of the federal government to accommodate visitors in a way that ensures an enjoyable and educational experience, showcases the institutions of American culture and democracy, and supports federal and regional planning goals.” Relevant policies in support of this goal include protecting the Monumental Core by locating and designing new memorials and museums in accordance with NCPC’s *Memorials and Museums Master Plan*; and providing visitor attractions within walking distance of public transportation stations and routes.

### District of Columbia Pedestrian Master Plan

The District of Columbia is in the process of finalizing their first *Pedestrian Master Plan*, in response to the growing need to improve pedestrian conditions in the Nation’s Capital. The Plan presents a framework for future actions aimed at addressing pedestrian needs throughout the city, and improving the overall “walkability” of the District. The vision statement of the Plan is as follows:

“Washington, DC will be a city where any trip can be taken on foot safely and comfortably, and where roadways equally serve pedestrians, bicyclists, transit users and motorists.”

A principal goal of the *Pedestrian Master Plan* is to improve pedestrian safety and conditions in the Nation’s Capital as a whole with special focus on the District’s primary arterials. With this goal in mind, the Plan identifies several “Priority Pedestrian Corridors” in order to direct efforts to the pedestrian areas in greatest need of improvement.

The two sites being reviewed in this EA are not located within a Plan specified “Priority Pedestrian Corridor” but are included in the Plan’s broader city-wide objectives. The Plan specifies the intersection of Massachusetts Avenue and New Jersey Avenue within the study area of the potential sites as a “High Pedestrian Activity/High Deficiency Roadway.” The pedestrian circulation and experience in these deficient areas will improve according to the vision of the Plan.

### **3.1.3 Visitation**

Washington, DC is one of the most popular tourist destinations in the United States. The metropolitan area offers both public amenities and commercial attractions, which include federal buildings, monuments and memorials; museums, art galleries and cultural institutions; educational attractions; seasonal festivals and special exhibitions; sports and entertainment events; and numerous smaller historic, cultural, and recreational opportunities.

The estimated number of annual visitors to the region reached a level of 26 million in 2004. According to the Washington, DC Convention and Tourism Corporation, the majority of visitors in 2004 came to Washington, DC for leisure, and the most popular activity was touring museums and historic sites.

### 3.1.4 Community Facilities and Services

#### Alternative A: New Jersey Avenue Site and Alternative B: Massachusetts Avenue Site

Both sites being considered for the establishment of the proposed memorial currently serve as small urban parks, providing a passive recreational use for nearby office building tenants. The New Jersey Avenue Site is inviting to visitors in that has a fountain and a group of modern tables and chairs situated immediately abutting the parcel from the south side, enhancing the possibilities for passive recreational use. Community facilities in the study area include several informal parks in the form of small green spaces similar to the sites being considered. Nearby cultural destinations including the US Post Office Museum and several small miscellaneous memorials such as the Victims of Communism Memorial. Public restrooms are available within the museum and are also available within Union Station. A number of retail and dining options that have restroom facilities are also located in the area.

### 3.1.5 Public Safety

#### Alternative A: New Jersey Avenue Site

Public areas near the New Jersey Avenue site are patrolled both by local and federal law enforcement agencies. The US Secret Service Uniformed Division is responsible for securing federal properties in the vicinity of the US Capitol Building which is located approximately four blocks southeast of the site. The streets immediately surrounding the site are under the jurisdiction of the DC Metropolitan Police Department. The nearest police station is the First District Station, located at 415 4<sup>th</sup> Street SW.

The District provides fire protection and emergency medical services for the area within the study area. The closest fire station is the Engine 3 Station located at 439 New Jersey Ave NW. Additional fire protection services are provided by the Engine 2 Station located at 500 F Street NW.

#### Alternative B: Massachusetts Avenue Site

The Massachusetts Avenue site and surrounding area are patrolled by both local and federal law enforcement agencies. Locally, the site is under the jurisdiction of the DC Metropolitan Police Department. The nearest police station is the First District Station, located at 415 4<sup>th</sup> Street SW. The US Secret Service Uniformed Division is responsible for patrolling and securing the area in the vicinity of the US Capitol Building which is located approximately four blocks south of the site.

The District provides fire protection and emergency medical services for the area within the study area. The closest fire station is the Engine 2 Station at 500 F Street, NW.

### 3.2 Cultural Resources

This section documents the historic and visual resources that are present on the potential Memorial sites and within the surrounding area. For the purposes of this section, the Area of Potential Effects (APE) for historic resources for each of the sites includes the streets that border the sites, as well as resources that may be visible along the diagonal streets. The study area for visual resources is identical to the APE for historic resources.

#### Historic Context

Washington, DC is home to hundreds of museums and memorials, honoring and commemorating significant people, actions, and events throughout history. Memorials are built as a living reminder of America's freedoms. Monumental structures, such as the Lincoln and Jefferson Memorials, pay homage to the nation's greatest leaders, while smaller scale memorials in the form of statuary art can be found scattered throughout the District, honoring both national and international events. Visitors often come to Washington, DC to learn about the nation's history and enjoy the opportunities to appreciate both the past and present events of the world.

#### *L'Enfant and McMillan Plans*

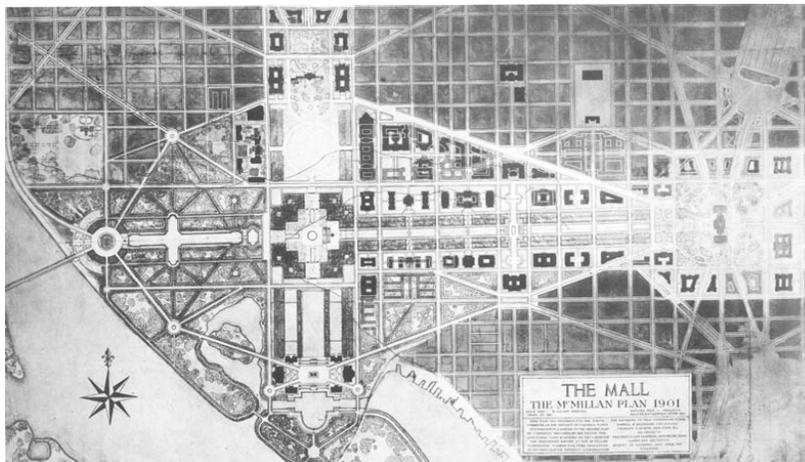
Recognized as one of the country's most notable achievements in urban planning, the 1791 Plan of the City of Washington, designed by Pierre Charles L'Enfant, includes a coordinated system of radiating avenues, vistas, and parks overlaid upon an orthogonal grid of streets. According to the L'Enfant Plan, east-west streets are designated with alphabetic names, north-south streets are numbered, and diagonal avenues are named for states. In its totality, the Plan defines the physical and symbolic character of the capital city through its arrangement of buildings, parks, and views.

**Figure 3-5: 1791 Plan of the City of Washington (L'Enfant Plan)**



The Senate Park Commission of 1901, known as the McMillan Commission, expanded on the L'Enfant Plan, creating a powerful statement of City Beautiful ideals. It emphasized the creation of formal settings for buildings and the organization of important spaces along central axes. In addition, it extended the boundaries of the National Mall one mile to the west to create a site for the Lincoln Memorial. The McMillan Plan is significant because it represents the first effort to conduct systematic, comprehensive urban planning for a major city. It was intended to guide the development of the capital city for years to come.

**Figure 3-6: Detail of the McMillan Plan of 1901**



The Plan of the City of Washington is listed in the National Register of Historic Places, and is also a city landmark, listed in the District of Columbia Inventory of Historic Sites. The National Register nomination identifies historic streets, reservations and appropriations, and vistas. The alternative sites are both reservations defined by the intersection of L'Enfant grid streets and diagonal avenues.

### 3.2.1 Historic Resources

#### Alternative A: New Jersey Avenue Site and Alternative B: Massachusetts Avenue Site

The New Jersey Avenue Site, Reservation 196, is a contributing element within the L'Enfant and McMillan Plans. It is defined by the intersection of a diagonal arterial avenue, New Jersey Avenue, and two grid streets, 1<sup>st</sup> and F Streets, NW. These roadways are also considered contributing elements within the L'Enfant Plan. In addition, the vista southeast to the US Capitol Building along New Jersey Avenue has been identified as a contributing feature.

The Massachusetts Avenue Site, Reservation 078, is also a contributing element within the L'Enfant and McMillan Plans. The triangular site is defined by the intersection of Massachusetts Avenue, a major L'Enfant axis, and F and North Capitol Streets NW. These roadways are considered contributing elements within the historic plan. The vista southeast along Massachusetts Avenue that visually connects with the US Post Office Museum and Union Station is also a contributing element within the L'Enfant Plan.

## Nearby Historic Resources

### *Gales School*

The Gales School, located at 65 Massachusetts Avenue, is a former DC public school. The school, named for the eighth mayor of Washington, Joseph Gales, Jr., served lower North Capitol Street residents until 1994. The building was constructed in 1881 and added to the DC Inventory of Historic Sites in 2002.

### *Government Printing Office*

Located between G and H Streets NW, the Government Printing Office (GPO) was constructed between 1899 and 1904. The facility was constructed as the headquarters for the US government printer, who had been located at this site since 1861. The GPO was added to the DC Inventory of Historic Sites in 1964.

### *City Post Office*

The City Post Office Building, located at the northwest corner of Massachusetts Avenue and North Capitol Street, NW was constructed between 1911 and 1914, with a major addition during 1923-1935. The building formerly served as the Washington, DC post office from 1914 to 1986 and currently contains the National Postal Museum. The City Post Office is a major element in the three-part building composition planned for Columbus Plaza and was listed on the DC Inventory of Historic Sites in 1964.

### *Union Station and Plaza*

Union Station, located at the intersection of Massachusetts, Louisiana, and Delaware Avenues NW was constructed between 1903 and 1908. Union Station is listed in the DC Inventory of Historic Sites and the National Register of Historic Places, and according to the National Register nomination, “this imperial station with its vast interior spaces was literally the cornerstone of the McMillan Commission’s efforts to revive L’Enfant’s original plan of the city, creating a monumental gateway to the nation’s capital.” Union Station was designated as an historic landmark by the District of Columbia Joint Committee on Landmarks in 1964. The Union Station and plaza complex are designated as a Special Place in the Comprehensive Plan.

### *Columbus Fountain*

Columbus Fountain is located on the central axis of the plaza in front of Union Station, at Massachusetts and Delaware Avenues NW. This landmark site sits at the focal point of vehicular and pedestrian traffic exiting Union Station or approaching the terminal from First Street, Massachusetts, Delaware and Louisiana Avenues. The Fountain was designed to symbolize the Old and New Worlds while Union Station represents the “mastery of the North American continent.” Columbus Fountain is sited within the elements of the L’Enfant Plan and was added to the DC Inventory of Historic Sites in 1964 and listed on the National Register in 1980.

### *Engine Company No. 3*

Engine Company No. 3, located at 439 New Jersey Avenue NW, was the longtime home of the city's most prestigious firefighting units, charged with protection of the Capitol. The structure was built in 1916 to house the Columbia Volunteer Fire Company, organized in 1806. Engine Company No. 3 was listed on the DC Inventory of Historic sites in 1994.

### US Capitol Building and Grounds

Alternative A, the New Jersey Avenue Site, is located approximately four blocks northwest of the US Capitol Building and Grounds. Alternative B, the Massachusetts Avenue Site, is located approximately four blocks north of the US Capitol Building and Grounds. The Capitol Building is significantly higher than any other occupied building in the Nation's Capital and its dome is one of the most prominent features visible from the proposed Memorial sites and throughout DC. The building was designed in the Neo-classical Style in 1793 and constructed in 1827. The Statue of Freedom sits atop the dome, crowning the US Capitol. The bronze statue is of a female figure standing 19 feet, 6 inches tall. Her dress is of flowing draperies, secured by a brooch inscribed with "US". In her left hand, she holds a laurel wreath of victory and the shield of the United States, while her right hand rests on a sword. The cast iron globe on which she stands is inscribed with the national motto *E Pluribus Unum*.

**Figure 3-7: US Capitol Building and Grounds**



### 3.2.2 Visual Resources

#### Alternative A: New Jersey Avenue Site

The New Jersey Avenue Site, US Reservation 196, is a level triangular landscaped parcel defined by its bordering roadways, one diagonal avenue (New Jersey Avenue) and two grid streets (F Street NW and 1<sup>st</sup> Street NW). On the north edge of the site, a line of low shrubs and lush flowers backed by an iron fence divides the New Jersey Avenue, F Street NW, and 1<sup>st</sup> Street NW sidewalks from the balance of the parcel. The south side of the triangular parcel is anchored by one existing, mature oak tree that is centered along the rear boundary. The open landscaped character of the New Jersey Avenue Site contrasts with the high density office and commercial buildings, and hotel uses that surround it.

**Figure 3-8: New Jersey Avenue Site**



The New Jersey Avenue Site is positioned at the end of significant view corridors within the city. Visitors standing at the apex of the triangular parcel are afforded views of Union Station and the US Post Office Museum looking east down F Street, and views of the US Capitol Building looking southeast down New Jersey Avenue. The four lane thoroughfare of New Jersey Avenue is lined with multi-story commercial buildings, runs northwest/southeast diagonally, and ultimately terminates at the US Capitol Building Grounds. The view corridor on 1<sup>st</sup> Street NW is framed by multi-story buildings on either side.

**Figure 3-8: View Along New Jersey Avenue Southeast Towards the US Capitol Building**



**Figure 3-9: View South on 1<sup>st</sup> Street NW**



**Figure 3-10: View East on F Street NW to US Post Office Museum**

### Massachusetts Avenue Site

The Massachusetts Avenue Site is a level triangular grassy parcel defined by the intersection of a major avenue (Massachusetts Avenue) and two grid streets (F Street and North Capitol Street). The north diagonal and southern edge of the parcel are flanked by sidewalks with brick pavers. The western edge of the parcel is bordered by a wide concrete sidewalk that also fronts the main façade of Suntrust Bank. The parcel is punctuated with a flagpole positioned to the rear and center of the site. The Massachusetts Avenue Site is an undeveloped, open, grassy parcel and provides contrast to the tall commercial structures running adjacent to the site along Massachusetts Avenue and F Street NW.

**Figure 3-11: Massachusetts Avenue Site Looking West**

Within the study area, Massachusetts Avenue offers a significant view corridor, affording visitors looking to the east views of the US Post Office Museum, Columbus Circle NE, and the front façade of Union Station. Views along the Massachusetts Avenue corridor are generally framed by street trees and tall commercial structures. Views are also afforded north and south along North Capitol Street, but are more tightly framed due to the narrow street and sidewalks. Views west along F Street are narrowed significantly due to a smaller one-way street width and parallel parking running along both sides. Additionally, views west along F Street are terminated just beyond the intersection of 1<sup>st</sup> Street NW. This view will be extended pending the reopening of F Street NW envisioned in the Downtown Action Agenda that was summarized in Chapter 1 of this EA.

**Figure 3-12: View East along Massachusetts Avenue to US Post Office Museum and Union Station**



### **3.3 Natural Resources**

#### **3.3.1 Geophysical Resources**

Washington, DC lies within the Potomac River watershed which discharges into the Chesapeake Bay. Two physiographic provinces comprise the District, the Piedmont Plateau and the Coastal Plain. The New Jersey Avenue and the Massachusetts Avenue Sites are located within the Atlantic Coastal Plain Physiographic Province.

According to the US Geological Survey (USGS) topographic map of the District of Columbia, the elevation at both potential sites is approximately 20 feet above mean seal level (msl). The Soil Survey for the District of Columbia shows that both potential sites have a slope of approximately 0-8% and contain Urban Land (Ub) soils. The soils have been severely impacted by past human activities and are not in their natural condition. The permeability and drainage class of the soils are variable.

#### **3.3.2 Vegetation and Land Cover**

The study area is situated within a highly urbanized environment, the natural condition of which has been eliminated by decades of development. The sites are relatively small (0.5-acre or less) and are surrounded by roadways.

##### Alternative A: New Jersey Avenue Site

The New Jersey Avenue Site is 0.1 acres in size and contains one existing mature oak tree near the center of its southern border. Manicured grass, low-lying shrubs, and an abundance of flowers predominate the rest of the triangular parcel. Newly established DC Street trees line New Jersey Avenue along the eastern flank of the parcel.

##### Alternative B: Massachusetts Avenue Site

The Massachusetts Avenue Site is 0.1 acres in size and is a flat open grassy area. The site does not contain any trees or shrubbery; however, three newly established DC street trees line F Street NW along the southern flank of the site. One established DC Street tree is situated close to the intersection of Massachusetts Avenue and North Capitol Street NW.

### **3.3.3 Wildlife**

Both of the sites being considered are located in an urban setting surrounded by roadways and office buildings. No wildlife was observed during site visits; however, it may be assumed that wildlife typically found in an urban setting may visit this area. Common urban species include squirrels, chipmunks, raccoons, pigeons, and sparrows.

### 3.4 Transportation Resources

This section presents an overview of the existing transportation system and parking facilities in the vicinity of the sites being considered for the proposed Memorial. The assessment is based on available data and field observations of existing vehicle and pedestrian travel patterns in the area. In determining the study area road network to be evaluated, the following assumptions were made regarding vehicle trip generation:

- Visitor traffic would consist mainly of pedestrians originating from nearby office buildings and other cultural attractions.
- Visitor trips to the Memorial site would occur largely during the off-peak periods; and because most visitors would be coming from other cultural attractions such as the National Mall, from nearby office buildings, or from Union Station, Memorial visitors would include a large percentage of public transit, pedestrian, and other non-private vehicle trips (i.e., tour buses).
- Trips by private vehicles and taxis would provide access for several occupants at a time.

#### 3.4.1 Roadways and Traffic

##### Alternative A: New Jersey Avenue Site

The New Jersey Avenue Site is a traffic triangle bordered by New Jersey Avenue, F Street NW, and 1<sup>st</sup> Street NW, which all provide direct access to the site. Regional access to this area is provided by Interstate 66, Interstate 395, the Baltimore/Washington Parkway (I-295), and other principal arterials including Connecticut Avenue and K Street NW.

The key features of the local access roadways are provided below:

- New Jersey Avenue NW: New Jersey Avenue is a minor arterial running northwest-southeast through the District and is a four-lane divided street as it passes by the New Jersey Avenue Site. New Jersey Avenue is an essential element of the historic L'Enfant Plan and provides both a direct physical and visual connection to the US Capitol.
- F Street NW: F Street NW is an eastbound minor arterial roadway that intersects New Jersey Avenue at the site. Currently, F Street NW is closed off west of 1<sup>st</sup> Street NW, and runs eastbound from 1<sup>st</sup> Street NW passing by the northern flank of the site. As it passes the New Jersey Avenue Site, F Street is a one-way roadway with two travel lanes and parallel parking on both sides.
- 1<sup>st</sup> Street NW: 1<sup>st</sup> Street, NW is a minor arterial, runs north/south, and has two travel lanes as it passes by the New Jersey Avenue Site.

##### Alternative B: Massachusetts Avenue Site

The Massachusetts Avenue Site is a traffic triangle bordered by Massachusetts Avenue, North Capitol Street NW, and F Street, NW. Regional access to the area is provided by Interstate 395 as well as several principal arterials including Massachusetts Avenue and K Street NW.

Immediate access to the site is provided via Massachusetts Avenue, North Capitol Street NW, and F Street NW. The key features of these local access roadways are provided below:

- **Massachusetts Avenue NW:** Massachusetts Avenue is a principal arterial running northwest/southeast through the District and is a four lane divided street as it passes the Massachusetts Avenue Site. Massachusetts Avenue is an important element of the historic L'Enfant Plan with a notable international character.
- **North Capitol Street NW:** North Capitol Street, NW is a two-way north and southbound principal arterial with four travel lanes as it passes the Massachusetts Avenue Site.
- **F Street NW:** F Street NW is an eastbound minor arterial roadway that runs along the southern border of the Massachusetts Avenue Site. Currently, F Street NW is closed off west of 1<sup>st</sup> Street NW, and runs eastbound from 1<sup>st</sup> Street NW flanking the Massachusetts Avenue Site to the south as it terminates at the intersection of North Capitol Street NW. As it passes the New Jersey Avenue site, F Street is a one-way roadway with one travel lanes and parallel parking on both sides.

### **3.4.2 Vehicular Parking**

#### Alternative A: New Jersey Avenue Site

The parking supply in the immediate vicinity of the New Jersey Avenue Site is limited to on-street metered parking. Metered parking is provided on both sides of New Jersey Avenue NW, F Street NW, and 1<sup>st</sup> Street NW. Immediately surrounding the site is a total of 28 street spaces. The two-hour meters are enforced Monday through Friday 7:00 am to 6:30 pm. There are no designated on-street handicapped-accessible spaces in the vicinity; however, handicapped persons are eligible for up to four hours of free parking in DC metered spaces.

#### Alternative B: Massachusetts Avenue Site

The parking supply in the immediate vicinity of the Massachusetts Avenue Site is limited to on-street metered parking. Metered parking is provided on both sides of Massachusetts Avenue and North Capitol Street NW, as well metered spaces lining F Street NW. Immediately surrounding the project site is a total of 46 street spaces. The two-hour meters are enforced Monday through Friday 7:00 am to 6:30 pm. There are no designated on-street handicapped-accessible spaces in the vicinity; however, handicapped persons are eligible for up to four hours of free parking in DC metered spaces. Additionally, there are two Zipcar spaces located at the intersection of F Street NW and North Capitol Street NW.

### **3.4.3 Public Transit**

#### Alternative A: New Jersey Avenue Site and Alternative B: Massachusetts Avenue Site

The New Jersey Avenue and the Massachusetts Avenue Sites are easily accessible via the Union Station stop from Metrorail's red line. The rail station is located two blocks northeast of the New

Jersey Avenue Site and a number of Metrobus lines serve the area with stops on North Capitol Street, Massachusetts Avenue, and New Jersey Avenue NW. The Georgetown-Union Station Line of the DC Circulator also has several stops along Massachusetts Avenue NW in proximity to both of the sites.

#### **3.4.4 Pedestrian and Bicycle Circulation**

##### Alternative A: New Jersey Avenue Site and Alternative B: Massachusetts Avenue Site

Typically, a moderate to high volume of pedestrian traffic can be observed in the vicinity of the New Jersey Avenue and Massachusetts Avenue Sites. The majority of pedestrian traffic in the area is due to the high concentration of commercial office and government buildings in the area, as well as restaurants, cultural destinations such as the US Post Office Museum, and Union Station. No formal bicycle lanes are present on the roadways bordering the sites.

### **3.5 Utilities and Infrastructure**

#### **3.5.1 Stormwater Management**

Stormwater drainage patterns on the potential sites are such that the stormwater dissipates across the grass surface of the parcels. Stormwater from the surrounding paved surface runs off the site, and is directed into the storm sewer system. It is assumed that significant components of the sewer system pass in the vicinity of the sites. The sites are not located within the Potomac River 100-year floodplain, therefore flooding of the sites is not a concern.

Stormwater in the vicinity of the potential sites is managed via an urban combined sewer system conveying both stormwater and sanitary sewage. This type of system is common in older parts of the District, and results in occasional combined sewer overflows (CSOs) into Rock Creek and the Potomac and Anacostia Rivers during heavy rain events. The DC Water and Sewer Authority has adopted a Long Term Control Plan to address this issue. Planned measures to limit the number of CSOs include construction of storage tunnels, rehabilitation of existing pumping stations, and separation of combined sewers where feasible.

#### **3.5.2 Site Utilities**

The potential sites are not currently served by gas, electricity, or telecommunications. District lightposts border the proposed sites, within the DC planting strips. No other public utilities have been located at the sites.

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## **4.0 Environmental Consequences**

**Memorial to Victims of the Ukrainian  
Famine of 1932-1933  
Environmental Assessment**

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## 4.1 Socio-Economic Resources Impacts

### 4.1.1 Land Use Impacts

#### Alternative A: New Jersey Avenue Site

Selection of the New Jersey Avenue site would allow for the eventual establishment of the Ukrainian Famine Memorial on this site and transform the triangular parcel into a landscaped commemorative space. Creating a point of interest for visitors on the site would improve the open space and encourage visitors to admire the Memorial while offering them a place of contemplation. Selection of the site for the future placement of the proposed Memorial would result in a slight positive impact on the site.

Locating the proposed Memorial along New Jersey Avenue away from the Monumental Core would help to strengthen and complement the cultural character of the surrounding area. A new commemorative memorial land use would be consistent with similar uses, including the Victims of Communism Memorial located one block north of the New Jersey Avenue Site at the intersection of Massachusetts Avenue NW, New Jersey Avenue NW, and G Street NW. The addition of a new memorial to the area would also help to diversify the land uses and complement the character and presence of other cultural facilities in the area such as the US Post Office Museum.

**Figure 4-1: New Jersey Avenue Site Study Area Land Uses**



### Alternative B: Massachusetts Avenue Site

Selection of the Massachusetts Avenue Site would allow for the eventual establishment of the Ukrainian Famine Memorial on this site and transform the underutilized triangular parcel into a landscaped commemorative space. The site is currently an undeveloped, open grassy parcel available for passive recreation. Creating a point of interest for visitors on the site would improve the open space, which is currently lacking any defining characteristics. The addition of commemorative elements would improve the space and encourage visitors to admire the Memorial while offering them a place of contemplation. Selection of the site for the future placement of the proposed Memorial would result in a positive impact on the site.

Locating the proposed Memorial away from the Monumental Core would strengthen the cultural character of the area surrounding the Massachusetts Avenue Site. A new commemorative use would be consistent with the existing cultural features in the area, including the Victims of Communism Memorial located just one block northwest along Massachusetts Avenue. The addition of a new memorial to the area would also help to diversify the land uses and complement the character and presence of other cultural facilities such as the US Post Office Museum. Additionally, the proposed Memorial, with its international subject, would strengthen the already established international character of Massachusetts Avenue.

Development of the proposed Memorial on this site would also be consistent with the planned NoMA redevelopment initiative that would effectively transform the land uses of over 358 acres and 50 city blocks in the area surrounding Union Station. The NoMa Vision Plan and Development Strategy aims to transform the historically underdeveloped area into a major, vibrant, mixed-use community that will act to reconnect surrounding neighborhoods and be home to over 20 million square feet of new development. Development of the proposed Memorial at this site would be consistent with the current plans for redevelopment. Selection of this site for improvement as the Memorial site would provide a positive impact on the site and general area.

Figure 4-2: Massachusetts Avenue Site Study Area Land Uses



No Action Alternative

Under the No Action Alternative, a site for the placement of the Ukrainian Famine Memorial would not be selected at this time. The positive impact expected from designating a site for the Memorial would not occur at this time and the National Committee would need to continue its search for an appropriate Memorial site.

#### 4.1.2 Planning Controls and Policies Impacts

##### Alternative A: New Jersey Avenue Site and Alternative B: Massachusetts Avenue Site

###### *Commemorative Zone Policy*

Selection of either alternative site for the proposed Memorial would be in compliance with the Commemorative Works Act of 1986, which established standards for locating works of commemorative value in the Monumental Core. Both sites are located within Area II as defined by the Act, where works of “lasting significance can be placed.”

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

Selection of either alternative site for placement of the proposed Memorial would generally be consistent with NCPC’s *Memorials and Museums Master Plan*. While these sites are not specifically identified by site number in the Plan, the characteristics of the sites are consistent with the purpose and intent of the Plan.

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

Selection of either the New Jersey Avenue Site or Massachusetts Avenue Site for establishment of the proposed Memorial would be consistent with the Federal Elements of the Comprehensive Plan. Specifically:

- Selection of either site for the proposed Memorial would enhance an existing urban open space, as identified in the Parks and Open Space Element, by creating an identifiable commemorative feature.
- Locating the Memorial on either alternative site would enhance the general views along adjacent vistas and prominent locations by creating a special feature along either the New Jersey or Massachusetts Avenue corridor, meeting the goals of the Preservation and Historic Features Element.
- The proposed Memorial would meet the goals of the Visitors Element by providing visitors to the District of Columbia with a new cultural attraction within walking distance of a Metrorail station and in proximity to a popular Tourmobile stop.

###### *District of Columbia Pedestrian Master Plan*

Selection of the New Jersey Avenue Site or the Massachusetts Avenue Site for the establishment of the proposed Memorial would be consistent with the goals and vision of the District’s *Pedestrian Master Plan*. The Plan presents a framework for future actions aimed at addressing pedestrian needs throughout the city, and improving the overall “walkability” of the District. The net result of a more pedestrian-friendly city will be an increase in the amount of foot traffic, especially along significant arterials such as New Jersey Avenue and Massachusetts Avenue. The addition of a memorial on either of the potential sites, along with the broad recommendations of the Pedestrian Master Plan, will act to further enhance the pedestrian experience for visitors, DC residents, travelers to and from Union Station, and the many office and government workers who populate the general area.

In terms of cumulative impacts, pedestrian circulation and safety would be improved with the opening of F Street NW, further supporting the goals of the Pedestrian Master Plan and resulting in positive cumulative impacts.

### 4.1.3 Visitation Impacts

#### Alternative A: New Jersey Avenue Site and Alternative B: Massachusetts Avenue Site

Selection of either potential site for the establishment of the Ukrainian Famine Memorial would be unlikely to add significantly to visitation levels in Washington, DC. As a result of the sites' locations along prominent axes and in proximity to the US Capitol Building, the Memorial would likely draw visitors from other tourist venues to the site, including from the Monumental Core. Visitation at the both the New Jersey Avenue site and the Massachusetts Avenue site would likely increase substantially following completion of the reopening of F Street NW and the NoMA redevelopment projects.

In addition to the dedication of the Memorial and anniversary celebrations, it is anticipated that the proposed Memorial would be the site of special events or demonstrations, which would be permitted and coordinated by NPS. It is expected that there would be a moderate increase in visitors to the area during these periods. As a distinct destination and novel attraction near the National Mall, the Memorial would most likely experience greater than average visitation in the first few years before becoming stabilized at a more typical visitation level. This has been the general experience with other new memorials in Washington, DC.

Overall, the establishment of the proposed Memorial at either site would enhance the visitor experience to the area and contribute to other nearby tourist attractions. Overall, positive impacts to the visitor experience would result.

#### No Action Alternative

Under the No Action Alternative, a site for the placement of the Ukrainian Famine Memorial would not be selected at this time. The sites' potential as an area of interest to visitors would not be realized at this time.

### 4.1.4 Community Facilities and Services Impacts

#### Alternative A: New Jersey Avenue Site and Alternative B: Massachusetts Avenue Site

There would be no impacts to recreational or educational resources as a result of the selection of either of the alternative sites. The selection of either of the alternative sites would result in positive impacts to cultural facilities in the vicinity of the two sites, as it would provide another cultural venue in the area. It is not anticipated that public restrooms would be included as part of the proposed Memorial. Thus, a slight impact on nearby community facilities may result from increased visitation to the area.

In terms of cumulative impacts, establishment of the proposed Memorial in conjunction with an increase in population of the area resulting from redevelopment of the area to the west (the 395 Air Rights development) and to the north (NoMA redevelopment) would increase the need for community facilities and services, resulting in minor adverse impacts.

### No Action Alternative

Under the No Action Alternative, existing conditions would not be modified. Therefore, there would be no increased demand and no impact on existing community facilities and services.

#### **4.1.5 Public Safety Impacts**

##### Alternative A: New Jersey Avenue Site

The long-term operation of a Memorial at the New Jersey Avenue Site could result in a slight increase in demand for safety services by increasing the number of people accessing the area. Because this area already experiences high levels of visitation, it is anticipated that the existing level of police patrol, fire protection, and emergency medical service provided would be sufficient to handle the potential increase in demand. Should an increase in services be needed, it would be coordinated between the US Park Police and District Police.

##### Alternative B: Massachusetts Avenue Site

The long-term operation of the Memorial at the Massachusetts Avenue Site could result in a slight increase in demand for safety services by increasing the number of people in an area that currently receives few or no visitors. This could potentially increase the need for police patrol, fire protection, and emergency medical services provided by the US Park Police. Any increase in services needed would be coordinated between the US Park Police and District Police.

### No Action Alternative

Under the No Action Alternative, there would be no increase in demand for public safety services.

## 4.2 Cultural Resource Effects

### 4.2.1 Historic Resources Effects

The National Historic Preservation Act of 1966 (NHPA), as amended, establishes standards for evaluating potential effects on historic resources. The NHPA defines “effect” as an “alteration to the characteristics of a historic property qualifying it for inclusion in or eligibility for the National Register” (36 CFR 800.16) and requires that the lead agency, in consultation with the SHPO, determine whether the effect is adverse. According to the NHPA, an “adverse effect” occurs “when an undertaking may alter, directly or indirectly, any of the characteristics of the historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property’s location, design, setting, materials, workmanship, feeling, or association” (36 CFR 800.5).

Section 101(b)(4) of NEPA requires federal agencies to coordinate and plan proposed actions to, among other goals, “preserve important historic, cultural, and natural aspects of our national heritage.” The White House Council on Environmental Quality (CEQ) regulations implementing NEPA also require an evaluation of effects on historic resources as part of an Environmental Assessment (EA) or Environmental Impact Statement (EIS). In accordance with the Advisory Council on Historic Preservation (ACHP) regulations implementing Section 106 of the NHPA, effects on cultural resources are identified and evaluated by (1) determining the area of potential effects, (2) identifying cultural resources present in the area of potential effects that are either listed in, or eligible to be listed in, the National Register of Historic Places, (3) applying the criteria of adverse effect to affected resources, and (4) considering ways to avoid, minimize, or mitigate adverse effects.

Potential effects to historic resources include direct and indirect effects. The alteration, physical displacement, or demolition of a resource is a direct adverse effect; changes in the use, operation, or character of a resource can be either direct or indirect effects; and changes to the visual context are considered indirect effects. ‘Impacts’, as used under NEPA, and ‘effects’, as used under NHPA, are synonymous.

#### Alternative A: New Jersey Avenue Site

Selection of the New Jersey Avenue Site for establishment of the proposed Memorial would be consistent with the principals of the L’Enfant and McMillan Plans. In addition, it is expected that the Memorial would be located near the center of the landscaped parcel and thus would not adversely affect views along New Jersey Avenue. It also would not adversely affect views looking east along F Street NW toward Union Station. Overall, selection of the New Jersey Avenue Site for the establishment of the proposed Memorial on the New Jersey Avenue Site would have positive effects on historic resources due to its consistency with the L’Enfant and McMillan Plans.

Overall, cumulative positive effects on historic resources would result from the reopening of F Street, a contributing element of the L'Enfant Plan.

*Mitigation*

- The final Memorial design will be subject to a thorough review by the appropriate public agencies prior to construction.

Alternative B: Massachusetts Avenue Site

Selection of the Massachusetts Avenue Site for the proposed Memorial would be consistent with the principals of the L'Enfant and McMillan Plans. In addition, it is expected that the Memorial would be located near the center of the landscaped parcel and thus would not adversely affect views along Massachusetts Avenue. Overall, selection of the Massachusetts Avenue Site for the establishment of the proposed Memorial would have positive effects on historic resources due to its consistency with the L'Enfant and McMillan Plans.

*Mitigation*

- The final Memorial design will be subject to a thorough review by public agencies prior to construction.

No Action Alternative

Under the No Action Alternative, neither the New Jersey Avenue Site nor the Massachusetts Avenue Site would be selected or approved for the establishment of the proposed Ukrainian Famine Memorial. Thus, the positive benefits that would result from the establishing the proposed Memorial on a L'Enfant Reservation would not occur.

### 4.2.2 Visual Impacts

The visual impact assessment for the proposed Ukrainian Famine Memorial addresses potential changes to views and vistas that can be attributed to the proposed action. Impacts to views and vistas are determined based on an analysis of the existing quality of the view, the sensitivity of the view (such as important views from historic and cultural sites) and the anticipated relationship of the proposed design elements to the existing visual environment.

Visual impacts in the analysis presented below are described in the following categories:

- **No visual impact** – The proposed Memorial would not result in any visual changes.
- **Minor visual impact** – The proposed Memorial would be visible, but would not interfere with views and would not change the character of the existing views.
- **Moderate visual impact** – The proposed Memorial would be visible and would interfere with existing views, but would not change the character of the existing views.
- **Major visual impact** – The proposed Memorial would be visible as a contrasting or dominant element that interferes with views and substantially changes the character of the existing views.
- **Positive visual impact** – The proposed Memorial would improve a view or the visual appearance of an area.

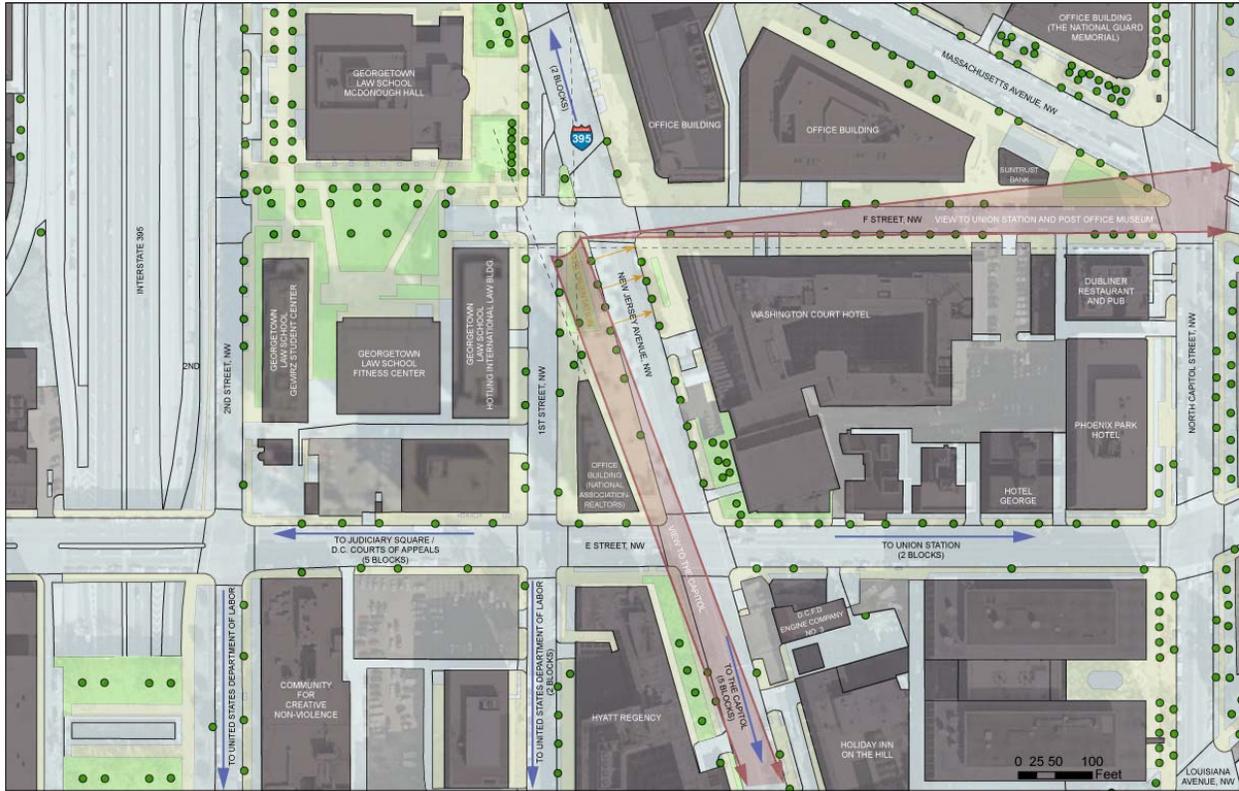
#### Alternative A: New Jersey Avenue Site

The existing open space is a small landscaped park located at the intersection of a major avenue, New Jersey Avenue, and two L'Enfant grid streets, F and 1<sup>st</sup> Streets, NW. Development of a cultural element on the New Jersey Avenue Site would enhance the visual quality of the parcel, providing a focal point within the park. The location of the Memorial along New Jersey Avenue could provide a visual and symbolic connection between the Memorial statue or sculpture and the US Capitol grounds to the southeast.

The Memorial would be designed such that existing views along New Jersey Avenue, and F and 1<sup>st</sup> Streets, NW would not be interrupted by the Memorial elements. In addition, it is anticipated that the green edges of the parcel would remain as components of these visual corridors. Overall, visual impacts resulting from the establishment of the Memorial on the New Jersey Avenue Site would be positive.

Additionally, positive cumulative impacts would occur as a result of the opening of the F Street view corridor as part of the 395 Air Rights site redevelopment.

Figure 4-3: Prominent Views from New Jersey Avenue Site



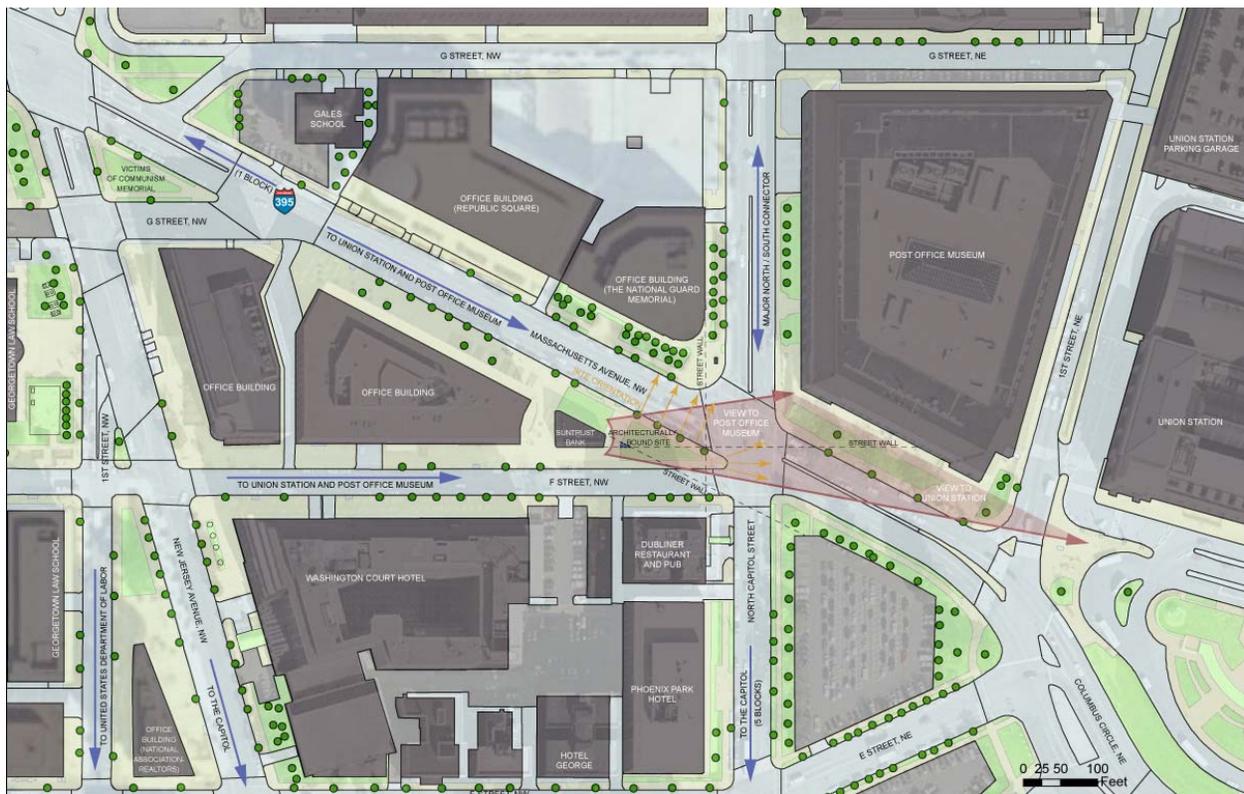
Alternative B: Massachusetts Avenue Site

The existing open space is a flat underutilized grassy area, located at the intersection of Massachusetts Avenue, and North Capitol and F Streets, NW. Development of the proposed Memorial on the Massachusetts Avenue Site would improve the visual quality of the parcel, providing a focal point within the park. In addition, the location of the Memorial on Massachusetts Avenue Site could provide a visual and symbolic connection between the Memorial statue or sculpture and the US Capitol Grounds to the south.

The Memorial would be designed such that existing views along Massachusetts Avenue, and North Capitol and F Streets, NW would not be interrupted by the Memorial elements. In addition, it is anticipated that the green edges of the parcel would remain as components of these visual corridors and would be enhanced through landscape elements, such as a small paved plaza on the site. Overall, visual impacts resulting from the location of the Memorial on the Massachusetts Site would be positive.

Additionally, positive cumulative impacts would occur as a result of the opening of the F Street view corridor as part of the 395 Air Rights site redevelopment.

**Figure 4-4: Prominent Views from Massachusetts Avenue Site**



No Action Alternative

Under the No Action Alternative, neither the New Jersey Avenue Site nor the Massachusetts Avenue Site would be selected or approved for the establishment of the proposed Ukrainian Famine Memorial. Thus, the positive benefits that would result from the visual improvement of the parcels would not occur.

### 4.3 Natural Resources Impacts

#### 4.3.1 Geophysical Resources Impacts

##### Alternative A: New Jersey Avenue Site and Alternative B: Massachusetts Avenue Site

Due to both sites' existing flat and level condition, construction of the Memorial would not require modification to the slope or contour. While it is not expected that the establishment of a Memorial on either site would require significant cut and fill of the landscape, surface soils may be reworked and recompact under potential structures, paving, and fill associated with the Memorial. The construction phase could contribute to erosion through the run off of soils as they are reworked and recompact. However, through the utilization of best management practices during construction, erosion and resulting runoff would be minimized.

##### No Action Alternative

Under the No Action Alternative, alterations to the alternative sites would not occur at this time, thus there would be no impacts to geophysical resources.

#### 4.3.2 Vegetation and Land Cover Impacts

##### Alternative A: New Jersey Avenue Site

Current vegetation on the New Jersey Avenue Site consists of small low-lying shrubs, manicured grasses, flowers, and soils that would be disturbed during construction of the proposed Memorial. It is expected that the one existing mature oak tree located towards the rear and center of the site would be undisturbed by placement of the Memorial. Additionally, existing street trees surrounding the site would not be removed. Disturbance of soils, flowers, grasses, and low-lying shrubs on the site would result in a minor impact on vegetation and land cover.

##### *Mitigation*

- The design and construction of the proposed Memorial will include efforts to retain as much current vegetation as is possible to minimize disturbance.
- Existing vegetation on the site would be protected through appropriate coverings and buffers during the construction phase.

##### Alternative B: Massachusetts Avenue Site

Current vegetation on the Massachusetts Avenue Site consists of grasses and soils that would be disturbed during construction of the proposed Memorial. The existing vegetation is not ecologically significant and existing DC street trees surrounding the site would not be removed for the purpose of constructing the Memorial. While the establishment of the proposed Memorial would not require significant cut and fill of the landscape on site, surface soils may be reworked and recompact under structures, paving, and fill. Overall, under Alternative B, impacts to vegetation and land cover are not anticipated.

### No Action Alternative

Under the No Action Alternative, alterations to the potential sites would not occur at this time, thus impacts to vegetation and land cover would not result.

### **4.3.3 Wildlife Impacts**

#### Alternative A: New Jersey Avenue Site and Alternative B: Massachusetts Avenue Site

The limited wildlife currently visiting the potential sites would be displaced during the construction phases. However, none of the urban wildlife observed within the study area is listed as being endangered, threatened, or sensitive and should be able to adapt quickly and easily to habitats surrounding the site. Overall, negligible short-term impacts would result during the construction phase and no long term impacts would result once the Memorial is established.

### No Action Alternative

Under the No Action Alternative, wildlife observed within the study area and throughout the District would remain in their current state and impacts to wildlife would not result.

## **4.4 Transportation Resources Impacts**

### **4.4.1 Roadways and Traffic Impacts**

#### Alternative A: New Jersey Avenue Site

The movement of construction materials, equipment, and workers to the New Jersey Avenue Site would likely constrict roadways in the immediate area, on F Street and 1<sup>st</sup> Street NW in particular, thereby reducing roadway capacity and creating minor traffic delays on roadways within the study. However, if construction of the proposed Memorial should be completed prior to the reopening of F Street NW, west of 1<sup>st</sup> Street NW, then traffic impacts would be negligible as less through traffic would be passing by the site. Traffic heading southbound on 1<sup>st</sup> Street NW would be diverted to other roadway lanes or other roadways. Traffic heading southeast on New Jersey Avenue would likely experience some delays while passing the site. This would result in moderate, short-term increases in traffic congestion and delays on nearby roadway segments during peak traffic periods.

Although the design for the Memorial has not yet been determined, it is not expected that alterations to the existing roadways would occur as part of the proposed Memorial. Although there would be a direct increase in visitation and associated traffic volumes in proximity to the site, most visitors would not be attending the Memorial during peak hours. The Memorial would not likely add substantially to the long-term visitation and traffic to the area because most visitors will already be attending other local memorials and museums. As a result of the anticipated small scale of the proposed Memorial and its proximity to other memorials and museums, as well the availability of public transit options, the potential for impacts to roadways and traffic is minimal.

#### Alternative B: Massachusetts Avenue Site

Under Alternative B, the movement of construction materials, equipment, and workers to the site would likely constrict roadways in the immediate area, on F Street NW, and eastbound on Massachusetts Avenue, thereby reducing roadway capacity and creating minor traffic delays on roadways within the study area. Therefore, traffic would be diverted to other roadway lanes or other roadways to avoid conflicts. This would result in moderate, short-term increases in traffic congestion and delays on nearby roadway segments during peak traffic periods.

Although the design for the Memorial has not yet been determined, it is not expected that alterations to the existing roadways would occur as part of the proposed Memorial. Although there would be a direct increase in visitation and associated traffic volumes in proximity to the site, it is expected that most visitors would not be attending the Memorial during off-peak hours. The presence of the Memorial would not likely add substantially to the long-term visitation and traffic in the area because most visitors would already be attending other local attractions. As a result of the anticipated small scale of the proposed Memorial and its proximity to visitor attractions, as well the availability of public transit options, the potential for impacts to roadways and traffic is minimal.

### No Action Alternative

Under the No Action Alternative, a site for the Ukrainian Famine Memorial would not be selected at this time and no alterations to roadways or traffic would result.

#### **4.4.2 Vehicular Parking Impacts**

##### Alternative A: New Jersey Avenue Site and Alternative B: Massachusetts Avenue Site

The construction of a memorial on either site would temporarily constrain and/or close the metered spaces that border the site. In the long-term, the existing on-street parking would not be modified as a result of establishing a memorial on either site. The metered spaces bordering the New Jersey Avenue and the Massachusetts Avenue Sites would remain. Additional parking would not be necessary as it is expected that most visitors would access the site by walking from other nearby attractions or would be coming from local business or residential establishments.

In addition, adequate public transit is available in the immediate vicinity of both sites, including Metrorail and bus options, thus offsetting potential need for vehicular access and parking near the Memorial site.

Construction of a Memorial on either site would temporarily encroach on the roadways adjacent to the sites. This may require short-term use of the existing parking spaces on 1<sup>st</sup> Street NW and F Street NW at the New Jersey Avenue Site and along F Street NW and North Capitol Street NW at the Massachusetts Avenue Site.

Although minor short-term impacts would result during the construction phase, long-term impacts to vehicular parking area not anticipated.

##### *Mitigation:*

- Once the design for the Memorial is selected, the Committee will meet with DDOT to coordinate any potential changes to parking in the area, including the consideration for additional handicapped-accessible spaces.

### No Action Alternative

Under the No Action Alternative, neither site would be secured for establishment of a memorial at this time; therefore, there would be no impact on parking.

#### **4.4.3 Public Transportation Impacts**

##### Alternative A: New Jersey Avenue Site and Alternative B: Massachusetts Avenue Site

Establishment of a memorial on either site being considered would result in an increase in visitors to the site; however, the overall level of visitation to the area would not be expected to significantly increase because the Memorial would attract visitors already coming to nearby cultural facilities and the Mall. Therefore, ridership on the DC transit system is not anticipated to

increase due to establishing a memorial on either site and impacts to public transit would not occur.

#### No Action Alternative

Under the No Action Alternative, neither site would be secured for establishment of the Memorial at this time; therefore, there would be no change in transit activity in the area.

#### **4.4.4 Pedestrian and Bicycle Circulation Impacts**

##### Alternative A: New Jersey Avenue Site and Alternative B: Massachusetts Avenue Site

The sidewalks located along the periphery of either potential Memorial sites are used by pedestrians on a daily basis. The construction phase of establishing the Memorial on either site would temporarily disrupt pedestrian flow as well as traffic routes around the sites. However, circulation patterns would be restored, thus potential impacts would be minor. Over the long term, establishment of the Memorial on either site would extend pedestrian routes to the site and result in a slight increase in pedestrian traffic in the immediate area. This increase in activity would also likely improve the visitor experience as a result of adding a new point of interest to the area and improving visitor sense of safety.

##### *Mitigation*

- During the construction phase, proper signage, detour routes, and way-finding measures should be placed around the site so that pedestrians and traffic can be redirected to alternate routes. Construction barriers, such as fences, can be used to ensure that pedestrians do not enter the site during construction.
- If determined appropriate and necessary, the addition of a crosswalk to the Memorial site would be coordinated with DDOT.

#### No Action Alternative

Under the No Action Alternative, neither alternative site would be secured for establishment of a memorial at this time; therefore, there would be no change in pedestrian/bicycle circulation in either area.

## 4.5 Utilities and Infrastructure Impacts

### 4.5.1 Stormwater Management Impacts

#### Alternative A: New Jersey Avenue Site and Alternative B: Massachusetts Avenue Site

Although the Memorial design has not yet been determined, potential design elements may include paved areas for a plaza or engravings and inscriptions. Thus, it is anticipated that establishment of a memorial on either site would result in a minimal increase in the amount of impervious surface area. This addition of impervious surface area would result in a slight increased potential for impacts related to runoff.

#### *Mitigation:*

- The use of pervious paving materials should be encouraged as part of the design criteria for the Memorial.

#### No Action Alternative

There would be no impact on stormwater management systems under the No Action Alternative.

### 4.5.2 Utilities Impacts

#### Alternative A: New Jersey Avenue Site and Alternative B: Massachusetts Avenue Site

Although a design for the Memorial has yet to be determined, implementation of design guidelines will ensure that the Memorial would not include indoor areas requiring systems to support climate control. It is not anticipated that the Memorial would require any new electrical connections. Existing lightposts surrounding the sites would provide sufficient light to the Memorial.

There are currently no gas or telecommunications utilities serving either site; however, a need for these utilities is not anticipated as part of the Memorial. Establishment of the Memorial on either site would not require use of any new utilities, thus impacts to utilities would not result.

#### No Action Alternative

Under the No Action Alternative, no impacts to utility systems in the area would occur.

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# **5.0 APPENDIX**

**Memorial to Victims of the Ukrainian  
Famine of 1932-1933  
Environmental Assessment**

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## 5.1 REFERENCES

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## **5.2 LIST OF PREPARERS**

### **EDAW, Inc.**

Alan Harwood, Principal in Charge (Planning)/Planner

Roger Courtenay, Principal in Charge (Design)/Landscape Architect

Jeanette Studley, Project Manager/Planner

Stephanie Dyer-Carroll, Cultural Resources Specialist

PJ Benenati, Landscape Designer

Evan Featherstone, Planner

Yiding Guo, Landscape Designer

### **5.3 NOTIFICATION LIST**

#### **National Capital Planning Commission**

401 9th Street, NW  
Suite 500 – North Lobby  
Washington, DC 20576  
David Levy  
*Executive Director, Acting*

Gene Keller  
*Environmental Review Officer*

#### **Commission of Fine Arts**

National Building Museum  
441 F Street, NW Suite 312  
Washington, DC 20001-2195  
Thomas Luebke  
*Secretary*

#### **DC Department of Transportation**

2000 14th Street, NW  
6th Floor Washington, DC 20001  
*Director*

#### **DC Office of Planning**

801 North Capitol Street, NE  
Suite 4000 Washington, DC 20002  
Harriet Tregoning  
*Acting Director*

#### **DC Office of State Historic Preservation**

801 North Capitol Street, NE  
3rd Floor Washington, DC 20002  
David Maloney  
*Director*

#### **Advisory Neighborhood Commission (ANC)**

ANC 6C  
901 New Jersey Avenue, NW  
Washington, DC 20001  
Lawrence Thomas