

Memorial Trends & Practice in Washington, DC

Prepared by the National Capital Planning Commission
in consultation with the National Park Service
and the U.S. Commission of Fine Arts

CONTENTS

Executive Summary **1**

Section I: A Legacy of Memorial Planning **3**

This section provides context behind the current commemorative planning process. It provides a summary of the major memorial planning milestones, an overview of various agency's roles involved in guiding the memorial process, and a snapshot of historical trends regarding the number and type of memorials.

A. The Evolution of Memorial Planning in Washington, DC **3**

B. Authorities and Agency Roles **5**

Section II: Key Challenges & Recommendations **7**

This section identifies key topics generated by the research where future work by the participating agencies is warranted.

A. Memorial Themes and Content **9**

B. Memorial Location **10**

C. International Gifts and Subjects **13**

D. Balancing Memorial and Park Uses **14**

Appendices (Available online at www.ncpc.gov/commemoration)

Appendix A: Technical Amendment to the Catalog

Appendix B: Study Catalog

Appendix C: Key Findings from Capital Cities Case Studies

Appendix D: Selected Addresses and Web Sites

Appendix E: Status of Pending Commemorative Works and Related Projects

Appendix F: Full Case Study Reports

Executive Summary

As more than 25 years have passed since the enactment of the Commemorative Works Act of 1986 (CWA) – which serves as the basis for making decisions on memorial authorization, siting, and design – it is appropriate to take stock of the current commemorative landscape in Washington, DC and its environs. The National Capital Planning Commission (NCPC), in consultation with the National Park Service (NPS) and the U.S. Commission of Fine Arts (CFA), developed this report to summarize findings from a study of the commemorative planning process in the nation’s capital.

The report includes:

- ◆ A summary of major plans shaping commemoration in Washington
- ◆ Roles of various agencies in the commemorative process
- ◆ Key historical trends, current conditions, and analyses of the city’s existing commemorative works
- ◆ Information from the practices of other capital cities
- ◆ An exploration of issues facing future commemorative proposals, including ideas for next steps by the involved agencies

The study, conducted over the course of two years, included a compilation of the publicly accessible 113 memorials on land administered by the NPS, classified by attributes such as theme, key dates and location (Appendix B)¹. In addition, it included research on commemoration planning in other capital cities around the world.

The detailed research and findings underpinning this report are available online at www.ncpc.gov/commemoration.

This research enabled a structured way of identifying how memorial content and locations changed over time and highlights trends such as:

- ◆ A concentration of memorials in the core of the city.
- ◆ A shift from commemoration of individuals towards the commemoration of groups and shared experiences and events.
- ◆ The expansion of the size and scope of memorial landscapes.
- ◆ An emphasis on military and political themes, such as statesman and founding fathers.

1) Lands owned by the U.S. Government and administered by the National Park Service.

Key Findings

The CWA provides a framework for establishing memorials in Washington, DC.

While no changes in the underlying legislation are recommended, several opportunities for the participating agencies to improve and clarify the existing process under the CWA were identified, including:

- ◆ Expand the current “24 Steps to Establishing a Memorial” guide into a more user-friendly manual that clearly explains the memorial process and agency roles and expectations.
- ◆ Develop siting guidance for international gifts from foreign countries in updates to the 2002 *Memorials and Museums Master Plan* and/or the Federal Elements of the *Comprehensive Plan for the National Capital*.
- ◆ Identify opportunities other than permanent commemoration for sponsors to explore subjects of interest, such as commemorative coins, exhibits for lobbies or cultural facilities, and events or temporary commemorative programs.
- ◆ Continue to improve agency guidance on memorial content and the historical significance of proposed memorials to sponsors and lawmakers through the National Capital Memorial Advisory Commission (NCMAC).

Additionally, the study identified trends associated with the subject matter themes of commemorative works in the nation’s capital. However, only Congress, and not the federal agencies, has the authority to approve memorial subject matter under the CWA.



The 1901 McMillan Commission Plan conceived the National Mall as we know it today, extending it from the Capitol to the Potomac River and complementing it with a system of parks that extend into and beyond the city.



NCPC's 1997 *Extending the Legacy* called for expanding the commemorative landscape and encouraged the distribution of new museums and memorials to all quadrants of the city.



The 2001 *Memorials and Museums Master Plan*, a collaborative effort by NCPC, CFA, and NCMAC, identified 100 candidate memorial site locations and successfully guided six recent projects to locations off of the National Mall.

The McMillan Commission Plan, *Extending the Legacy Plan*, and *Memorials and Museums Master Plan* all represent interpretations and extensions of Pierre L'Enfant's ideas.

A Legacy of Memorial Planning

The Evolution of Memorial Planning in Washington, DC

Pierre L'Enfant conceived of Washington as a symbolic landscape that would simultaneously serve as “the capital of this vast empire” and a physical example of the new democratic experiment underway in America. He laid a traditional street grid over a network of sweeping ceremonial boulevards that expressed the nation’s openness and grand aspirations. Where the two intersected, he proposed circles, squares, and other public spaces to serve as focal points of civic and community life.

The joint NCPC and CFA 2009 *Monumental Core Framework Plan* identified specific redevelopment strategies to bring *Extending the Legacy* to reality. The *Monumental Core Framework Plan* emphasizes that the city of Washington was conceived, planned, and built as the urban expression of the nation’s identity. The plan recognizes that the location of memorials and important civic spaces must contribute to the organizing principles of the city. It proposes to create new visual and physical connections by enhancing views and symbolic relationships and promoting strategies that combine sustainability and excellence in urban design.

Today, memorial planning in Washington continues to build on this legacy, while responding to the challenges and opportunities posed by a new generation of commemorative projects. The research contained in this report builds on the site-focused assessments of the *Memorials and Museum Master Plan* and the *Monumental Core Framework Plan* and, for the first time, provides an opportunity to look closely at trends related to memorial content. In addition, to develop a more comprehensive picture of memorial placement and design, research included case studies of practices in other state and national capitals. Several of these cities developed strategies to guide memorial content and related location policies.

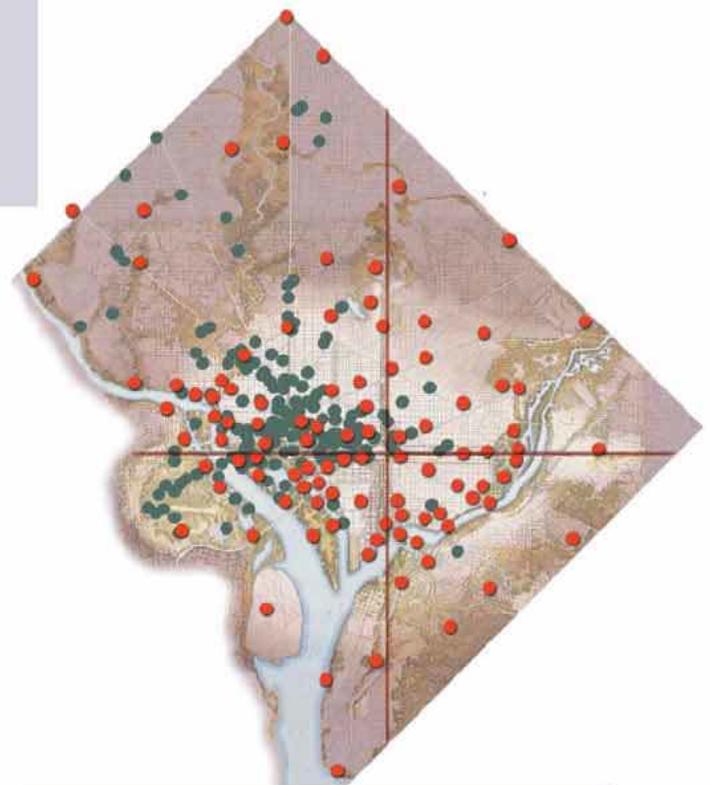


Figure 1.

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



Existing memorials



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

Snapshot: Memorials Process Over Time

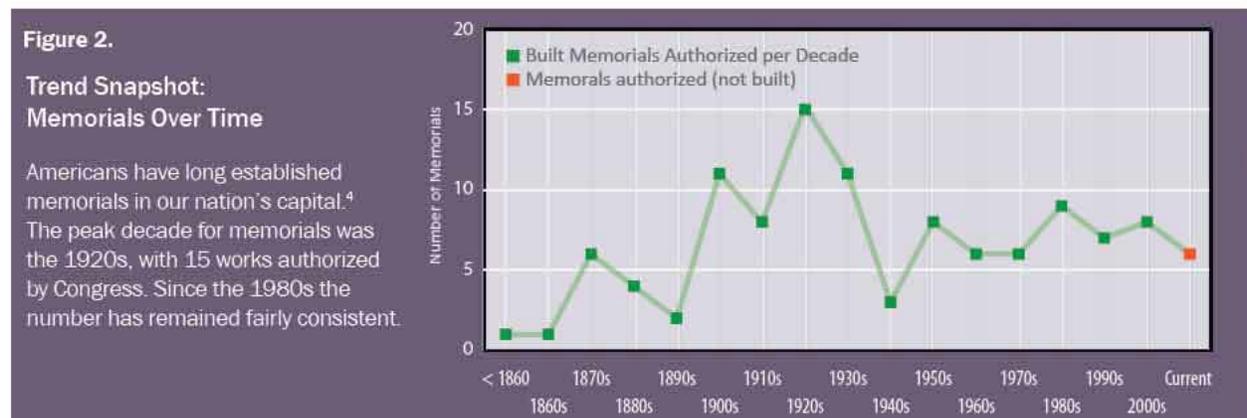
Prior to 1910, Congress appointed temporary commissions, primarily composed of laypersons, to oversee the development of new monuments and memorials.² In 1910, CFA was created with a board of architects, landscape architects, sculptors, and painters to review the location and design of proposed works. In 1952, NCPD joined in this review.

The Commemorative Works Act of 1986 formalized the process for the review of proposed commemorations by CFA, NCPD, and the National Capital Memorial Commission (since renamed the National Capital Memorial Advisory Commission or NCMAC) and gave the CFA and NCPD authority to approve memorial sites and designs.

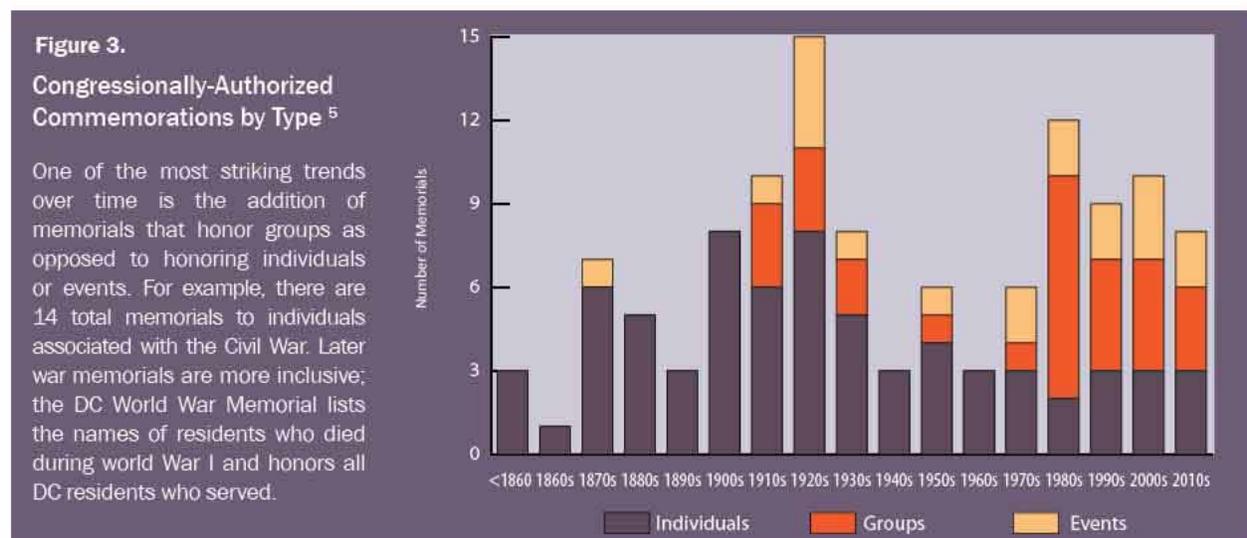
Commemorative works on NPS land encompass a broad array of sizes, types, and forms, and the memorials completed since passage of the CWA are no exception. These include plaques and/or additions to memorials in Area I and two gifts from foreign countries—the Mahatma Gandhi Memorial and the President Tomas G. Masaryk Memorial. These were also completed relatively quickly, at two and four years respectively. Overall, the median time interval between authorization and dedication is five years.³

2) Kohler, Sue A. (1996). *The Commission of Fine Arts: A Brief History, 1910-1995*. Washington: Government Printing Office, p. 1.

3) A “median” time interval reference is used instead of “mean,” or “average,” since the “average” time would be skewed by a few memorials that have taken an unusually long time due to exceptional circumstances. For example, the Peter Muhlenberg Memorial, authorized in 1928, was not completed until 1980. The longest time-frame to complete a work was for the Washington Monument. Authorized in 1783, it took 102 years to build.



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



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

Authorities and Agency Roles

The Commemorative Works Act of 1986 (40 U.S.C. §§8901 et seq.) governs the process for establishing commemorative works on NPS and U.S. General Services Administration (GSA) lands in the District of Columbia and environs. The CWA assigned responsibility for approving and coordinating design, issuing construction permits, and conducting longterm maintenance to the Secretary of the Interior or the Administrator of GSA, and review and approval roles to NCPC and CFA. NCMAC maintains a consultation role during authorization, site selection and design.

In summary, the CWA:

- ◆ Defines what is a commemorative work for the purposes of the Act.
- ◆ Provides guidelines for the content of commemorative works and precludes memorials that do not reflect lasting national significance to the American experience.
- ◆ Requires Congress to authorize each new commemorative work by separate law.
- ◆ Separates the legislative authorization process from the site selection and design approval process.
- ◆ Requires separate Congressional authorization to locate commemorations in a defined Area I.
- ◆ Establishes a Reserve, an area that Congress determined is “a completed work of civic art” and where no new commemorative works may be constructed.
- ◆ Establishes NCMAC, which advises the Secretary of the Interior, Congress, and sponsors on topics related to commemoration.
- ◆ Precludes the acknowledgement of donors on the sites of commemorative works.

Commemorative works on lands under the jurisdiction of the District of Columbia and other federal agencies, such as the Department of Defense, are not subject to the CWA.



The Reserve



Area I



Jurisdiction of the Architect of the Capitol

Figure 4.
Commemorative Area

In November 2003, the U.S. Congress passed amendments to the Commemorative Works Act which established a Reserve on the cross-axis of the National Mall where no new commemorative works can be located (shown in red at left). Area I (shown in yellow) was designated for a limited number of memorials. The area under the jurisdiction of the Architect of the Capitol area is not subject to the CWA.

Responsibilities of Federal Agencies as Outlined by the CWA

National Capital Memorial Advisory Commission

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

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

Membership of NCMAC is designated within the CWA and is composed of eight ex-officio members. The Chairman is the Secretary of Interior (or his/her appointee). The other members include representatives from:

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

Department of the Interior (through the National Park Service)

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

U.S. General Services Administration

GSA is the landlord for the civilian federal government. It provides leadership, policy direction, and standards in the areas of architecture, engineering, fine arts, historic preservation, construction services, and project management. The Commissioner of the Public Building Service sits on NCMAC, and in the District of Columbia, GSA lands may be considered for commemorative works under the CWA.

National Capital Planning Commission

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

U.S. Commission of Fine Arts

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

The Complexity of Commemoration

Today's memorials—like those of the past—are usually sponsored by non-profits groups or motivated citizens organizations. Most projects are constructed with private funds. One striking departure from past projects is the growing complexity of memorial designs and programs. Although some recent memorials continue the tradition of a modest statue or marker situated in a green, a number of recent projects are site specific and include multiple commemorative elements in a landscape design. Complex memorial proposals generally require more funds and land. Because many are located in historically or culturally significant parklands, the process includes careful design review and public consultation.



World War II Memorial, dedicated 2004

The Challenges of Commemoration

A. Memorial Themes and Content

Washington's memorial process is consistent with the aspects of American political life. Congress authorizes each new memorial subject by separate law, usually in response to a request by a committed citizens group organized to honor an event or individual. Only Congress – not federal agencies – authorizes new memorials and memorial content.

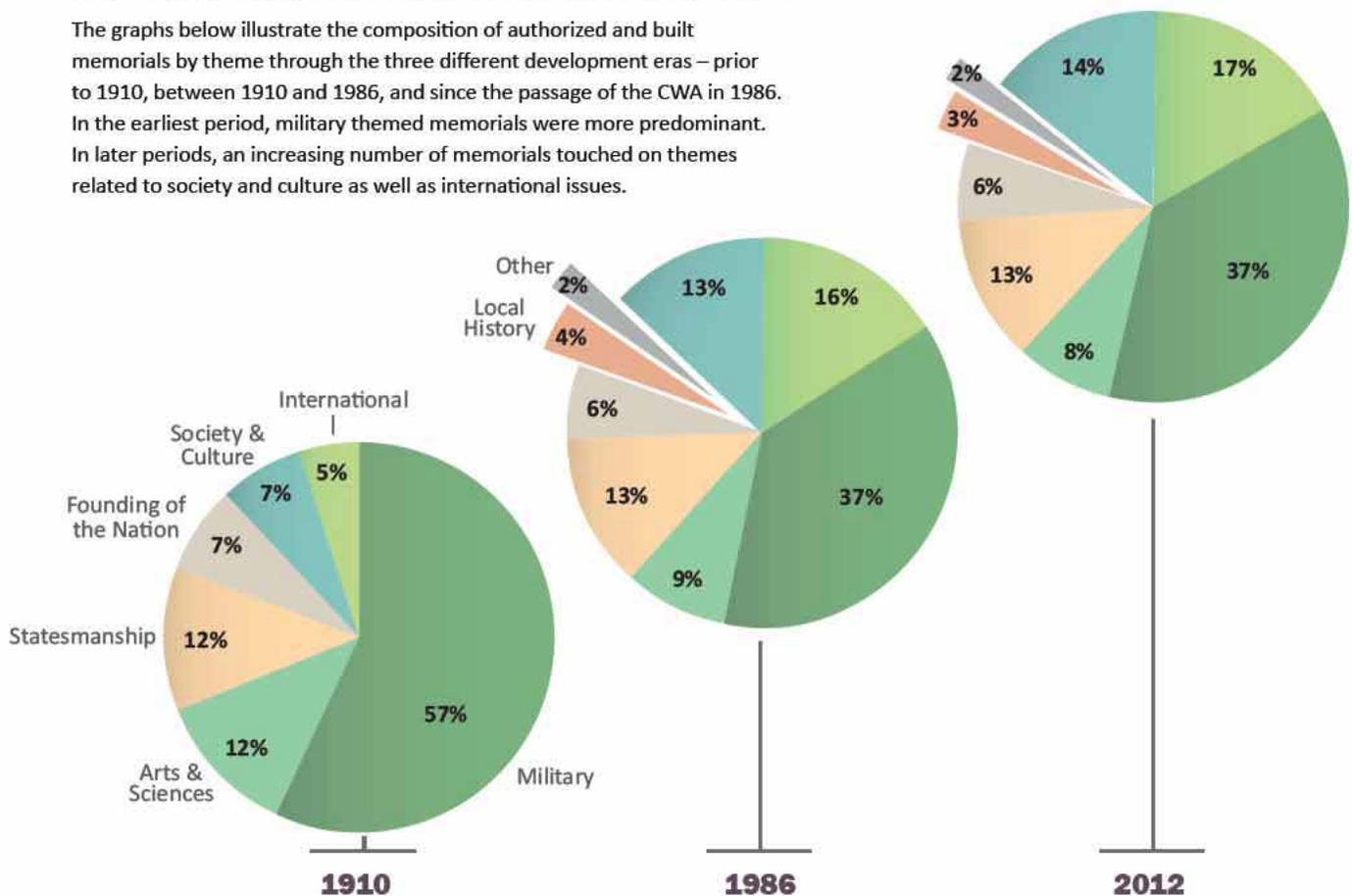
This project by project approach encourages pluralistic, “bottom up” initiatives, and each proposed subject is weighed individually for compliance with the provisions of the Commemorative Works Act. This process is much different from the way a librarian or a curator builds a collection or archive, which generally requires that each proposed work be reviewed both on its own merits and how well it complements or strengthens the existing collection. Also, new additions to the collection might be simultaneously weighed against other candidates prior to selection.

In practice, the CWA does not promote this “broader collections” perspective. For example, new proposals are not required by law to preclude subjects that are already reflected in the existing memorial landscape nor is there incentive to authorize memorials to new or under-represented subjects.

Memorial content can be explored from the finest grain to the broadest context. As a first step to better understanding Washington's existing memorial content, the research developed for this report took a snapshot of the broadest existing themes. Future work may include a much more detailed subject matter analysis. See Appendix B (online at www.npc.gov) for more information about the full catalog of memorials.

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

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



Thematic Distribution of Memorials on NPS land

There are a 113 commemorative works on NPS land representing a range of themes. Overall, military works are reflected in nearly half of these memorials, more than twice the percentage of any other theme. However, its comparative share has diminished over time as shown in Figure 5. Thirty-six memorials, or nearly one third of the total, commemorate some aspect of the American Revolutionary or Civil Wars.

Although the narratives of an increasingly diverse set of Americans have been documented in historical scholarship and museum interpretation over the last 50 years, preliminary analysis of the research suggests some important gaps in our commemorative landscape. For example, of the 113 completed memorials under study, approximately 6% prominently feature women. Two American women have been individually commemorated on NPS land: Washington, DC activist Sarah Rittenhouse (dedicated in 1953) and educator and civil rights leader Mary McLeod Bethune (1960). Other examples include: a foreign gift, Joan of Arc (1922), Nuns of the Battlefield (1918), Women Who Served in Vietnam (1988), and Women in Military Service for America Memorial (1997). First Lady Eleanor Roosevelt is featured in the memorial to President Franklin D. Roosevelt (1997). Finally, a grove once known as Columbia Island was renamed in honor of Lady Bird Johnson and her campaign to beautify Washington D.C. The site, chosen by Mrs. Johnson, is a location where the Johnsons often stopped to admire the city.⁶

What We Learned From Other Capital Cities



A strategic planning tool for some capital cities is a catalog organized by subject matter or theme, similar to the one developed by NCPC (see Appendix B). For example, memorial information catalogued by agencies in Ottawa, Canada and Canberra, Australia helps them locate new works near related institutions and encourages clustering of commemorations with similar subject matter.

The catalog is also used to support those two capitals' prohibitions on new projects that duplicate themes of existing works. Ottawa's analysis revealed that a majority of commemorative works fell into only two categories – political life and security/peace. Memorial planners then sought to “ensure a more balanced representation” by identifying and encouraging several under-represented themes by using this as one factor in assessing the national symbolic importance of proposed projects. Overall, these catalogs can be useful ways to reveal trends and make data about both historical works and works in progress more publicly accessible.



National Japanese American Memorial to Patriotism During World War II, 2000

⁶ The sponsor of the National Adams Family Memorial, authorized in 2001 but not yet built, intends to honor Abigail Adams and Louise Adams along with their respective husbands Presidents John Adams and John Quincy Adams.

Ideas for Future Directions

Congress established the National Capital Memorial Advisory Commission to provide guidance regarding a proposed memorial's purpose and its significance in American history and culture in a public forum. Recommendations in this report focus on improvements that NCMAC may make to ensure that the agencies are providing the best possible input to new proposals and inviting the public to comment on those proposals. Under the CWA, only Congress – not federal agencies – may authorize new memorials or may directly address questions of under-representation in Washington's memorial landscape.

- ◆ *Where appropriate, invite a historian or historians to provide comments to NCMAC regarding the historical significance of proposed commemorative works.* The National Historic Landmark designation program utilizes a panel of historians to help evaluate new entries to the program and to ensure that each project meets a threshold of significance.⁷ Each new memorial merits a high level of scrutiny because of its symbolic significance, lasting place within the capital's iconic landscape, and the limited federal open space in Washington. NCMAC follows the guidelines of the Federal Advisory Committee Act which provides that the Chairman of NCMAC may convene a subcommittee of subject matter experts to advise NCMAC on any matter under its jurisdiction. NCMAC could avail itself of this opportunity to research or address the question of "significance" for the subject or theme of each commemorative work, and to advise also on Area I considerations when NCMAC considers findings and recommendations of proposals to be located in that precinct relating to the project's "lasting historic significance" and "pre-eminent and lasting historic significance."

To supplement the analysis, sponsors may be required to complete a study demonstrating their subject's national significance and submit it for consideration by lawmakers. This process could be modeled on existing procedures required for additions to the National Park system, in which NPS picks an independent panel of experts to assess whether or not the site merits inclusion in the system.

- ◆ *Develop formal theme studies of existing and potential memorials.* The memorial catalog developed for this report is the first step of a more rigorous thematic analysis. The National Historic Landmarks nominations process uses "theme studies," which help determine which stories or themes are already well represented among landmarks and where additions might be needed. Though in practice under CWA the government responds to proposals brought forward by citizens rather than dictating memorial subjects, a theme study might be a useful resource for review agencies and lawmakers when asked to support proposed legislation.
- ◆ *Improve public engagement regarding memorial subjects.* The American public is interested in the content of national memorials. NCMAC should provide the public forum where citizens can provide their views on new memorials. It should develop a web site and expand its outreach.

7) For more information, see <http://www.nps.gov/history/nhl/tutorial/Workshop9/presenting2.htm> and <http://www.nps.gov/nhl/ADVBRD.htm>

B. Memorial Location

Memorials are often built within some of Washington's most historically significant settings, and the agencies carefully consider sites for new memorials that meet the sponsor's goals as well as planning and design considerations. Thus, the site selection process is rigorous, requiring consultations and approvals, as well as environmental and historic preservation compliance. It also requires the active involvement of several agencies and organizations, including NCMAC, CFA, and NCPC. The agencies and memorial sponsors generally consider several criteria when evaluating potential locations for new memorials:

- ◆ **Nexus.** The CWA states that “to the maximum extent possible, a commemorative work shall be located in surroundings that are relevant to the subject of the work.”
- ◆ **Encroachment.** The CWA states that new memorials cannot encroach upon an existing memorial.
- ◆ **Planning, Historic Preservation, and Design Issues.** Depending on the scale, location, and project type, a range of planning and design issues will be considered during review. These include impacts to open space, historic views, and other infrastructure, and how well the project meets the surrounding community's goals.

A short guide prepared by the NPS called “24 Steps to Establishing a Memorial” explains the process, including site selection. Research and public comments suggest a more descriptive manual that includes the responsibilities and interests of the agencies involved in the process would help sponsors anticipate the key issues that will be explored during site selection and design.

In addition to project-specific review work, NCPC and its agency partners develop studies designed to support site selection. One of the central themes of NCPC's work has been to protect the National Mall from overbuilding, which may diminish the distinctive openness of this symbolic place. In response to concerns to protect the Mall's unique urban design character and its existing memorial landscape, NCPC in coordination with CFA and NPS developed the *Memorials and Museums Master Plan* in 2001.

The *Memorials and Museums Master Plan* achieved two important goals. First, it identified a Reserve area where no new memorials may be built. Congress codified the Reserve, (See graphic, page 5) which includes the great cross-axis of the Mall, in the 2003 Commemorative Works Clarification

and Revision Act. NCPC strongly supports the Reserve, which maintains the Mall's open spaces and existing memorial landscapes that are admired and enjoyed by Americans today.

The Master Plan also identified 100 potential sites for future memorials and museums throughout Washington. This strategy protects the Mall, helps sponsors visualize opportunities for their projects, and introduces cultural destinations to neighborhoods in all four quadrants of the city. The master plan helped successfully guide six projects to superb locations outside of the Reserve, including memorials honoring President Eisenhower, the U.S. Air Force, Czechoslovakian President Tomas Masaryk, the Victims of Communism, Victims of the Ukrainian Famine-Genocide of 1932-1933, and American Veterans Disabled for Life.

Although the master plan has had success, there is a long way to go towards introducing memorials to all quadrants of the city. Figure 1 shows the spatial concentration of the memorials on NPS land in the four quadrants of Washington, DC. The majority of the memorials—77 percent—are in the Northwest quadrant. 18 percent of the memorials are located in Southwest Washington (most around the Monumental Core), and the remaining 5 percent of memorials are in the Northeast and Southeast quadrants combined.

Nexus

The CWA states that “to the maximum extent possible, a commemorative work shall be located in surroundings that are relevant to the subject of the work.” Although linking the subject of a memorial to its surroundings can reinforce and strengthen the meaning of a memorial, in practice the process of establishing nexus is challenging. What characteristics should be considered when determining whether a proposed memorial has a subject that is relevant to a particular site? Possibilities include the history, use, and significance of a site, or historic buildings, parks, or other memorials located nearby.

A strong documented relationship between subject and site should be an important influence during site selection consultation. However, there are other considerations that are also important – including whether the memorial program and scale fit the location. Sponsors and review agencies should consider all these issues when evaluating sites to ensure that a proposed memorial can meet sponsors' goals while also fitting into the context of Washington's unique urban landscape.

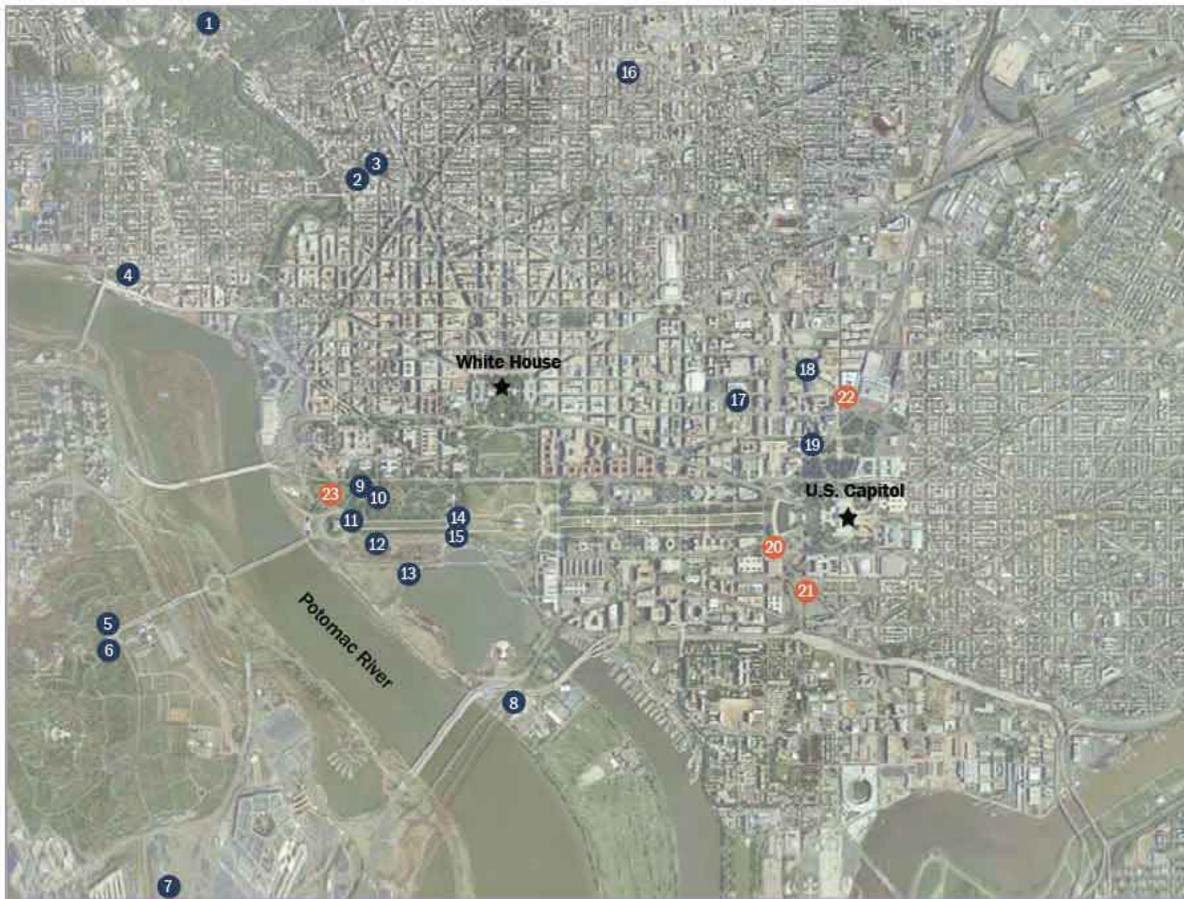


Figure 6.

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

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

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

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

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

Sponsors should consider a range of locations during site consultation. The following questions exemplify the kinds of issues sponsors should consider during site consultation, depending on the project's complexity and scale.

Geographic Context:

- ◆ What are the physical attributes of each location?
- ◆ Does the physical geography influence the design and planning?
- ◆ What is the surrounding context of each site under consideration? (Neighborhood setting, business district, etc.)
- ◆ Is there a connection between the memorial's subject and each location under consideration?
- ◆ What is the site's historic significance?

Theme:

- ◆ To what national historical time period was the commemorative event or person related—is there an associated National Register area of significance?
- ◆ What themes are associated with these areas of significance?
- ◆ How are these themes visible within the landscape and current site design features of the locations under consideration?

Ideas for Future Directions

- ◆ ***Publish a Memorial Process Manual.***

This manual will provide detailed information about the memorial process, including the areas of interest and submission requirements for participating agencies. The manual should be designed to help memorial sponsors anticipate the range of planning and design issues that may be considered during project review. The guide should also inform the site studies and the environmental documentation required during site consultation and approval.

- ◆ ***Update the Memorials and Museums Master Plan.***

The *Memorials and Museums Master Plan* should be updated periodically to reflect current planning guidance as found in the *Monumental Core Framework Plan* and other efforts, and to remove candidate sites as they become occupied. More detailed guidance regarding potential planning and design considerations may be appropriate for selected sites.

The memorial to Czechoslovakian founding father Tomas G. Masaryk, located near Dupont Circle, demonstrates the positive visual and thematic contributions an international gift can make to a diplomatic district. The work complements and gains resonance from the surrounding foreign missions and the nearby Mahatma Gandhi Memorial erected by the government of India. It also contributes to a corridor of statues and international institutions that have developed along Massachusetts Avenue, NW.



Tomas G. Masaryk Memorial



Mahatma Gandhi Memorial

What We Learned From Other Capital Cities



Each capital city developed policies to address the challenges inherent in accepting foreign gifts or establishing memorials to international subjects. Ottawa, Canberra, and London each take an active role in ensuring that foreign memorial subjects demonstrate a strong historical tie to the host country and/or the specific memorial location. Canberra, Australia has developed strategies regarding the potential of foreign gifts to enhance the national capital; in some cases it has worked with embassies to develop commemorative gifts that fulfill an identified infrastructure need, such as a dance square proposed by several Latin American countries.



Japanese Lantern, dedicated 1958

C. International Gifts and Subjects

As a global diplomatic center, Washington, DC hosts the diplomatic missions of more than 180 countries (out of the world's 191). This diplomatic presence lends unique prestige and vibrant character to the capital city. Washington has a long history of accepting memorial gifts from other countries that honor foreign distinguished persons and significant events.

Some international gifts—though not all—are sited and designed as commemorative works. A subject matter nexus between memorial and site is not always clear in the case of a foreign gift. An area for further study is the feasibility of developing a zone or zones dedicated to honoring distinguished subjects with an international theme. Defining what federal land is most suitable for international commemoration purposes, and establishing provisions applicable to memorial gifts from foreign governments, would provide guidance where none presently exists.

Ideas for Future Directions

- ◆ *Develop siting guidance for international gifts in an update to the Memorials and Museums Master Plan and/or the Federal Elements of the Comprehensive Plan for the National Capital.*

Although sponsors of international gifts may consider any site under the jurisdiction of the CWA by law, sponsors should be encouraged to actively consider locations in and around related embassies and cultural institutions, where a clear subject matter nexus exists. The agencies may also explore identifying a single site or several locations that would be appropriate for foreign gifts and subject matter.

In addition, visually or culturally prominent sites, including the Prime Sites of the *Memorials and Museums Master Plan* and sites along Pennsylvania Avenue, should be reserved for significant memorials of American history and culture.

- ◆ *Identify opportunities other than permanent commemoration for sponsors of international gifts to explore subjects of interest.* These include commemorative coins, exhibits for lobbies or cultural facilities, and events or temporary commemorative programs.

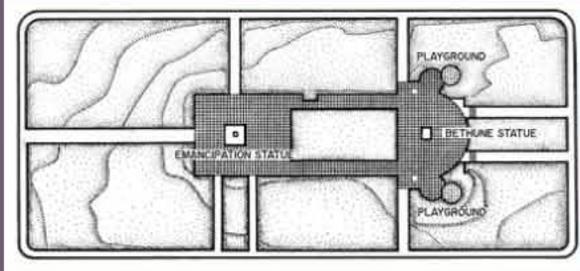
D. Balancing Memorial and Park Uses

Washington's historic federal parks—from the National Mall to the Fort Circle Parks—are a unique collection of urban, neighborhood, and monumental spaces. Unlike a cemetery or national historic site designed to function primarily as a commemorative or interpretive setting, Washington's parks serve many dynamic uses such as demonstration, celebration, education, and recreation. Indeed, Congress introduced the CWA in part to strike a balance between commemoration on public lands throughout the District of Columbia and the various activities enjoyed by residents and tourists.⁸

The CWA requires new projects throughout the capital to avoid, to the extent possible, encroaching on open space, existing public uses, and cultural and natural resources. In addition to retaining space for a diversity of uses, all of Washington's parks should retain an ambiance conducive to enjoying our existing memorials and room for the memorials of future generations.

Size and Scope of Commemorative Projects

Several highly publicized and admired projects inspired a “new paradigm” of memorial design, in which landscape and hardscape encompassing much of the site work together to convey the commemorative message. In contrast to some of the more intimate and multi-functional memorial sites of decades past, many sponsors now consider large and elaborately landscaped settings to be the most appropriate way to commemorate their subject. Works of this nature may involve multiple acres of land. These sizable projects require extensive fundraising campaigns (which can result in the need to seek reauthorization due to passage of time) and maintenance costs.



Lincoln Park 1974 Reconstruction Plan

Lincoln Park is one mile east of the U.S. Capitol within the National Register's Capitol Hill Historic District. Today this historic park functions on many levels, including commemoration, recreation, and passive activities. It includes two small memorials, two small playground areas, a large panel, and seating.

Increased Interest in Visitor Amenities and Interpretive Programs

In recent years, some larger memorial projects have included bookstores, restrooms and other visitor amenities. While these elements can support the visitor experience, they also require more land and must be integrated in a manner that is not visually or functionally obtrusive to the commemorative work itself. Furthermore, the 2003 amendments to the CWA prohibited visitor centers in the Reserve. An alternative strategy to providing visitor amenities on the site of a memorial is to locate such facilities in existing nearby buildings. The Navy Memorial is an excellent example of an urban commemorative project that includes a heritage center located in a building adjacent to the memorial. This center provides an opportunity to learn more through exhibits and programming, while ensuring that the commemorative elements can be the focus of the visitor experience. Where there are several commemorative works or visitor destinations, such as the National Mall, current plans encourage consolidated visitor amenities that can serve multiple locations.

An interesting area for further study would be learning from the many museums and historic sites that employ new media in their interpretive strategies. Tools such as online museums, audio tours, digital kiosks and smart phone applications could allow sponsors to enrich and modify their narratives without expanding their impact on the built environment.

Ideas for Future Directions

- ◆ *Update the Memorials and Museums Master Plan and the Federal Elements of the Comprehensive Plan for the National Capital to provide guidance on the CWA restrictions regarding bookstores, visitor, or education centers.*
Policies should promote the intent of the CWA and direct sponsors to utilize surrounding amenities when considering ancillary features.
- ◆ *Develop an online tool kit that showcases alternatives to permanent interpretive exhibits.*
The tool kit should provide examples of new media, web-based, or other electronic interpretive opportunities.

8) See CRS Report *Commemorative Works in the District of Columbia: Background and Practice*, February 25, 2011, pp. 7-8. According to the CRS Report, on March 11, 1986, Rep. William Hughes introduced H.R. 4378 “a bill to govern the establishment of commemorative works within the National Capital Region of the National Park System.” The committee's report indicated that legislation was necessary because of the “numerous groups” seeking to place additional commemorative works in the District of Columbia and the need to strike a balance between different uses of park land. The report also indicated that “[b]alance needs to be achieved between commemorative works on National Park land and the myriad of activities that occur there.”

What We Learned From Other Capital Cities



Each national capital reported intense pressure to develop memorials in its most highly symbolic spaces. Like Washington, DC, London has passed a moratorium on new projects in its most prominent locations and Canberra and Ottawa have also taken measures to promote locations outside their traditional core areas. Ottawa has the most formal procedures for matching subject to site, with a three-tier hierarchy of available sites with specific parameters outlined for the scale and scope of memorials in each category.

In addition, some national and state capitals have developed interesting opportunities for commemoration that go beyond the typical statue. These alternative strategies may allow sponsors a more expedient and affordable method of commemoration and can also support place-making and other community planning goals. In London, for example, sponsors are encouraged to consider honoring their subjects through trees, gardens and even non-physical options such as events or memorial endowments.

Both London, United Kingdom and St. Paul, Minnesota, offer an option of small plaques in designated honorary zones. As part of its policy on commemoration, Salt Lake City, Utah has developed a list of public assets, such as parks and recreational amenities, which may be named after subjects or events considered appropriate.



Beyond Granite: Exploring Alternative Forms of Commemoration

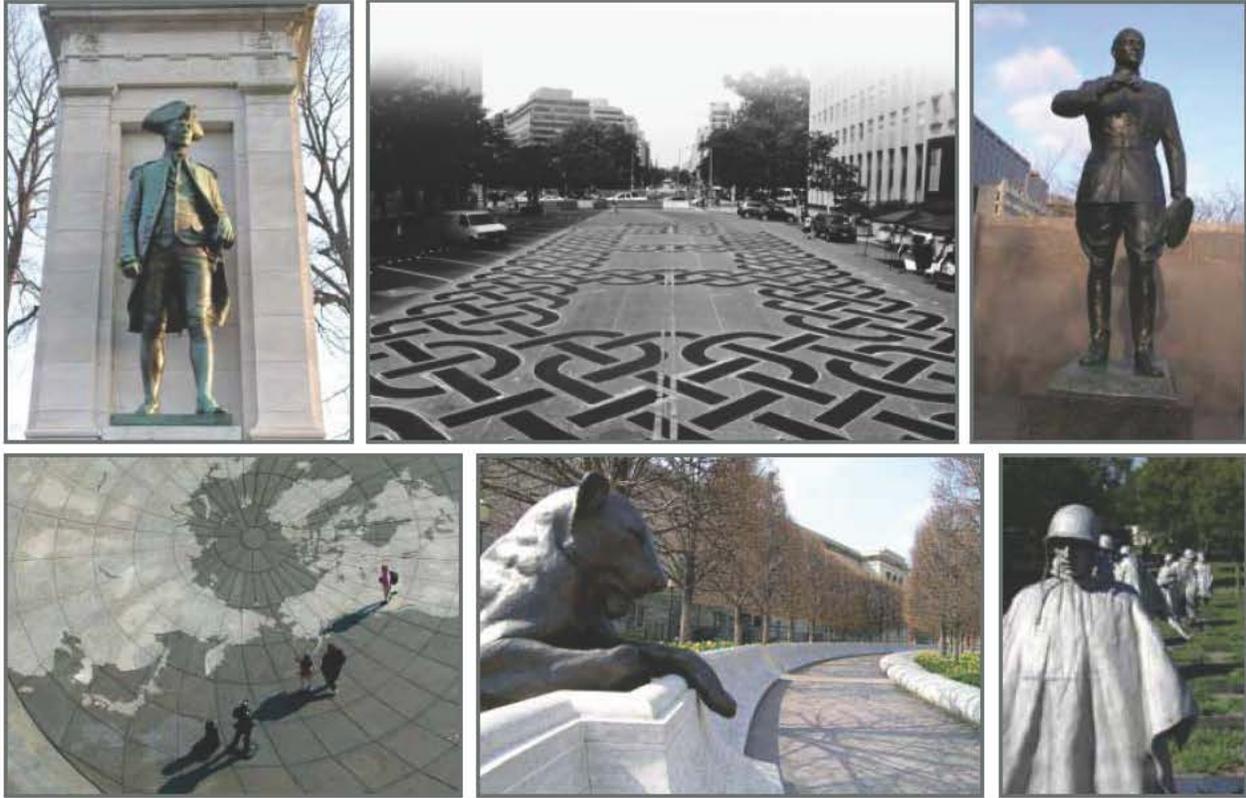
In a city well known for grand works of stone and mortar honoring subjects long past, the AIDS Memorial Quilt is a stunning reminder of alternative but equally powerful approaches to remembrance.

The AIDS Memorial Quilt is a dynamic memorial, sewn by hand and designed to incorporate the many voices affected by HIV/AIDS. In addition to challenging notions of the types of materials used in commemorative display, the Quilt also expands the understanding of how people experience memorials. The Quilt has been displayed in over 25,000 different locations around the world. Combined with a strong online component, the Quilt's ability to travel enables visitors to access it in a way that is distinct from traditional permanent artworks.



The United States Navy Memorial (dedicated in 1987) is a model of a commemorative work that does not stand apart from its urban context. Designed to be a "living park," the site is heavily used and flexible, providing a venue for formal ceremony, social engagement, and simple relaxation.

One memorial sponsor, the Victims of Communism Memorial Foundation, scaled back its original plans for a museum in favor of a modest statue and a complementary virtual online museum available through the internet and mobile technology.



Looking Ahead

The National Capital Planning Commission prepared this report as part of its mission as the central planning agency for the federal government in the National Capital Region. Staff developed this study in cooperation with the National Park Service and the U.S. Commission of Fine Arts. These agencies work together to protect and enhance the extraordinary historic, natural, and symbolic resources – including commemorative works – of the nation’s capital.

This report is designed to support an ongoing dialog with the public about Washington’s commemorative works. Memorials contribute to the civic life of the nation, honor important topics of American history, and function as a central design element in the form of the nation’s capital. Millions of Americans visit Washington’s memorials each year. As part of NCPC’s commitment to an open government, it is dedicated to providing research and information to the public about all aspects of the planning process in the nation’s capital, including commemorative works.

Moving forward, NCPC will incorporate report recommendations into the Federal Elements of the *Comprehensive Plan for the National Capital* and will continue to collaborate with other agencies involved in the memorial process to further explore identification, siting, and design of future memorial projects.

Acknowledgements

National Capital Planning Commission

L. Preston Bryant, Jr., Chairman, Presidential Appointee

John M. Hart, Presidential Appointee

Elizabeth Ann White, Presidential Appointee

Arrington Dixon, Mayoral Appointee

Robert E. Miller, Mayoral Appointee, NCPC Vice Chairman

The Honorable Leon E. Panetta, Secretary of Defense;
Represented by Bradley Provancha

The Honorable Ken Salazar, Secretary of the Interior;
Represented by Peter May

The Honorable Dan Tangherlini, Acting Administrator of
General Services; Represented by Mina Wright

The Honorable Joseph I. Lieberman, Chairman, Committee on
Homeland Security and Governmental Affairs, United States
Senate; Represented by Elyse Greenwald

The Honorable Darrell Issa, Chairman, Committee on Oversight
and Government Reform, United States House of Representatives;
Represented by Howard A. Denis

The Honorable Vincent C. Gray, Mayor, District of Columbia;
Represented by Harriet Tregoning

The Honorable Phil Mendelson, Chairman, Council of the District
of Columbia; Represented by the Honorable Tommy Wells,
Member, Council of the District of Columbia

Executive Staff

Marcel Acosta, Executive Director

Barry Socks, Chief Operating Officer

Michael Sherman, Director, Policy and Research Division

Julia Koster, Director, Office of Public Engagement

Project Team

Lucy Kempf, Project Manager

Andrea Lytle, AICP, Research Assistant

Christian Madera, Editor

Paul Jutton, Graphic Design

Consultant

Elizabeth Morton, PhD, Professor,
Virginia Tech School of Public and International Affairs

National Park Service

Peter May, Associate Regional Director for Lands,
Planning and Design, National Capital Region

Glenn DeMarr, Memorials Project Manager

David Hayes, Regional Planner

Gary Scott, Regional Historian (retired)

Nancy Young, Legislative Affairs Coordinator

U.S. Commission of Fine Arts

Thomas Luebke, Secretary

Tony Simon, Architect

Appendices

APPENDIX A: Technical Amendment to the Catalog or Research Approach

What's included in the catalog?

The catalog includes major and many minor statues, monuments, memorials, plaques, landscapes, and gardens located on National Park Service and other federal land in Washington, DC. Most were established by separate acts of Congress, unless otherwise noted.

In addition, the catalog also includes a supplementary list of selected works:

- In Cemeteries / Arlington National Cemetery and Congressional cemetery.
- On land under jurisdiction of DOD, the District of Columbia, other federal agencies, or entities in Washington, DC, and Virginia.
- In interior courtyards of federal buildings.
- Near embassies (in publicly accessible spaces).
- As authorized by Congress but not necessarily under the CWA.

What's not included in the catalog?

- Buildings, parks, bridges or other infrastructure features that have been named in honor of important persons
- Plaques honoring important historical events, unless authorized under the CWA
- Museums that commemorate cultural heritage or document critical events in human history (e.g. the planned Smithsonian National Museum of African American History and Culture and the U.S. Holocaust Memorial Museum)
- Building facades or other decorative features
- Public art, usually located on museum grounds

Catalog Features:

- The catalog can be mapped in GIS for spatial analysis. The public user map, Memorials in Washington DC, Interactive Map is located at www.ncpc.gov.
- The extensive online catalog can be sorted.
- Primary sources include:
 - The authorizing law, if available, which identifies the subject. Most authorizing laws include one-line explanations for why the subject is being authorized.
 - physical inscriptions on the commemoration;
 - The Outdoor Sculpture of Washington, DC (Goode);
 - Sculpture in the Parks (NPS)
- Notes about authorizations and completions.

Development of the themes:

- Memorials are multi-dimensional and can be considered from a number of different perspectives. The common themes identified here are the broadest possible category for describing a memorial and/or why the subject may have been identified. The intent is to provide a general snapshot of the types of subjects noted for commemoration as evident from historical records.
- NCPC developed the themes with the National Park Service. 1-year public comment period was provided.
- Some commemorations have two themes, which were treated equally.

Selection of the international case studies

- Staff from the NCPC and NPS examined practices for establishing commemorative works in four other national capitals and three American state capitals with representative issues for study.
- Staff engaged embassies and conducted online research to identify appropriate points of contact.
- Researchers collected information through interviews with key officials in each capital. Additional material was gathered from public documents and web sites. Staff from NCPC or NPS interviewed public officials in a conversational format. Although the approach was not scientific, the discussions were generally centered on the following topic areas: authorization process, funding, site selection, design, and new policy directions.

APPENDIX B: STUDY CATALOG



Appendix C: Key Findings from Capital Cities Case Studies

Introduction

Staff from the National Capital Planning Commission (NCPD) and the National Capital Region of the National Park Service (NPS) examined practices for establishing commemorative works in four other national capitals and three American state capitals with representative issues for study. Although this research is not scientific, it begins to place Washington's practices for establishing commemorative works on federal lands within a broad comparative context.

International Capitals:

- Ottawa, Canada
- Canberra, Australia
- London/City of Westminster, England
- Berlin, Germany

U.S. State Capitals:

- Boston, Massachusetts
- Saint Paul, Minnesota
- Salt Lake City, Utah

RESEARCH METHODOLOGY

Researchers collected information through interviews with key officials in each capital, public documents and web sites. Staff from NCPD or NPS interviewed public officials in a conversational format. The discussions were generally centered on the following questions and topic areas:

1. How are new permanent memorials in the capital established?
 - a. Who/what entity typically proposes new memorials?
 - b. Who are the key decision-makers?
 - c. Are commemorations considered one at a time or as part of a group?
 - d. What role do the public and elected officials play in the process (formally or informally)?
2. Are there guidelines or policies regarding the types of memorials appropriate for public land? If so, who implements these?
3. Have broad national themes/narratives for commemorative works been identified? If so, how were they developed and how do they influence the policies about new works?
4. How are memorials paid for and maintained? What are the private and public sector responsibilities? If privately financed, at what phase in the process does fundraising commence?
5. Are there strategies for developing memorials that anticipate and encompass current and future events (for example, a memorial to all wars or to specific groups)?
6. How many permanent memorials does the city average every 5 or 10 years?
7. How do the other capital cities address commemorative gifts from foreign governments?
8. Do the cities utilize functional elements, such as streets, plazas, etc., as commemorative opportunities?
9. Are monuments ever decommissioned? If so, what is the process for deciding and where do these works ultimately go?
10. Are there commemorations that have been "added on to" with interpretative material from subsequent generations or events?
11. In the opinion of the interviewee, what recent commemorations in his/her city are most successful?
12. What themes/stories are absent in the commemorative landscape of each capital? Are these addressed as a matter of policy?

KEY FINDINGS

I. What entities propose, approve, and fund new memorials?

- In all cities, citizens and organizations are the primary initiators of new works. Based on interviews, only rarely do government agencies or leaders proposed memorials.

- In most cases, project proponents are responsible for raising funds for memorial development and construction, but responsibility for maintenance varies.

- In four cities, it is standard practice for proponents to fund development and maintenance of new memorials (Ottawa, London/Westminster, Boston, and St. Paul). In Canberra, memorial proponents fund development, but perpetual maintenance is provided through public funding. In Boston, the majority of works receive partial funding from a public trust managed by the city. In Berlin, most major memorials are funded by the federal government.

- The governing bodies responsible for approving aspects of new commemorations vary widely. The list below is generally organized from the highest level of elected officials to appointed officials:
 - a. Berlin: Bundestag or Senate of Berlin
 - b. Canberra: Canberra National Memorials Committee (CNMC), which includes the Prime Minister, majority and opposition leaders in the Senate, etc.
 - c. St. Paul: Capitol Area Architectural and Planning Board (CAAPB), a body of 12 members, including the Lieutenant Governor, 4 state House and Senate representatives, etc.
 - d. Salt Lake City: City Council
 - e. London/Westminster: Public Art Advisory Commission, which is a subset of the City Council. Federal agencies have oversight of some projects, depending on the location and nature of the work.
 - f. Ottawa: National Capital Commission (NCC) Executive Board
 - g. Boston: Public Art Commission, appointed by the mayor

- Five cities require the subject of a commemorative work to be approved by the governing body first before design and site selection; in each of these cities, the same governing body has approval authority over the subject matter, location, and design of the work (Ottawa, London/Westminster, Boston, St. Paul, Salt Lake City).

- All of the cities studied have staff dedicated to providing background information and recommendations to the governing bodies for commemorative works. Two of the capitals also have standing outside advisory expert panels of historians, architects and/or landscape architects (Ottawa, St. Paul). Ottawa's panel, the Advisory Committee on Planning, Design and Realty, reviews all major NCC or external party projects that require federal land use and design approval.

II. Location

- Two cities have passed moratoria on new permanent memorials in their most prominent locations (Boston, London/Westminster) and three have developed informal practices or formalized policies to divert new works to areas beyond the traditional monumental zones (Ottawa, Canberra, St. Paul).
 - Despite their policy against new works, both cities with moratoria have added new commemorations within their “core;” examples include Boston’s 9/11 Memorial and London/Westminster’s memorials to Princess Diana and the victims of the July 7, 2009 London subway bombing.
 - Ottawa has developed a 3-tier hierarchy of available sites with specific evaluation criteria used to determine the appropriate type of location for proposed memorial subjects.

III. Subject Matter/Theme

- Two cities have catalogued existing works based on subject matter or theme (Ottawa, Canberra) and try to use this data to locate new works near related institutions or commemorations with similar subject matter.
- Three other capitals also try to site memorials in locations with a historical connection to the subject matter or with related commemorative works. London/Westminster requires new works to demonstrate a link between the site and memorial subject. St. Paul tries to co-locate commemorations based on shared subject matter, although this is a relatively easy task since there are only 12 existing or planned works on the Capitol grounds. Berlin distinguishes between works located on historically accurate sites and “sites of national memory,” such as the Monument to the Murdered Jews of Europe.
- Ottawa is the only city that has a policy to actively encourage new projects commemorating underrepresented themes.
- Three cities have specific restrictions against the duplication of subject matter (Ottawa, Canberra, St. Paul). Boston, by contrast, has a number of duplicating memorials. This trend may be due in part to its many neighborhoods with strong ethnic or cultural identities. For example, at least four neighborhoods have erected their own memorials to the Vietnam War.

IV. Foreign gifts and works related to international subjects

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

V. Other Policies

- Waiting period - Four cities impose a minimum waiting period of 10 years after an event or death of an individual before the subject can be proposed for commemoration (Ottawa, Canberra, London/Westminster, St. Paul). Overall, many interviewees described increasing pressure to commemorate victims immediately after their deaths. Salt Lake City and Boston do not have waiting periods and in fact permit commemoration of living individuals. In Berlin, most commemorations for the past 20 years have been related to World War II.
- Alternative vehicles for commemoration – Several cities have proposed interesting ways to memorialize subjects that go beyond traditional sculptures:
 - London/Westminster’s policy encourages project proponents to consider trees, gardens, events, memorial endowments or two-dimensional memorials such as plaques.
 - St. Paul has developed a Court of Honor for military-related commemorations, with small plaques that can be purchased to honor groups, individuals or events.

- Salt Lake City has developed a list of public assets that can be named to honor a person or event.
- Relocation - Four cities specifically allow works to be relocated or renamed if their useful life outlasts the desire for commemoration or if the land needs to be expropriated for major civic works (Canberra, London/Westminster, Ottawa, Salt Lake City).
- Design Competition - Five cities require or advocate for design competitions for new commemorative works (Berlin, Boston, London/Westminster, Canberra, St. Paul).
- Data Collection - Boston maintains a database of 600 existing works (both public art and memorials), which includes approximately 20 active proposals at any given time. In Ottawa, the NCC has developed one database to manage existing works (commemorations, public art, plaques and interpretation panels) and a second database to list potential sites for future commemorations (with detailed information and photos for each location).

.....

Acknowledgements

NCPC and NPS wish to thank the following individuals for their participation in interviews, research assistance and review of the information presented in these case studies:

Dr. Mark Kristmanson and Ms. Sylvie Tilden, National Capital Commission (Ottawa)

Mr. Andrew Smith, National Capital Authority (Canberra)

Mr. Rainer Klemke, Cultural Senate of Berlin

Ms. Karin Goodfellow, City of Boston

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

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

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

Appendix D: Selected Addresses and Web Sites

ARLINGTON NATIONAL CEMETERY

Arlington National Cemetery
Arlington, VA 22211
Tel: (877) 907-8585
<http://www.arlingtoncemetery.mil/VisitorInformation/Default.aspx>

NATIONAL PARK SERVICE

National Capital Region
Office of Lands, Resources, & Planning
1100 Ohio Drive, SW
Washington, DC 20242
Tel: (202) 619-7097
<http://www.nps.gov/ncro>

NATIONAL CAPITAL PLANNING COMMISSION (NCPC)

401 Ninth Street, NW, Suite 500
Washington, DC 20576
Tel: (202) 482 7200; Fax: (202) 482 7272
<http://www.ncpc.gov/index.html>

U.S. COMMISSION OF FINE ARTS (CFA)

401 F Street, NW, Suite 312
Washington, DC 20001-2728
Tel: (202) 504 2200; Fax: (202) 504-2195
<http://www.cfa.gov>

NATIONAL CEMETERY ADMINISTRATION (NCA)

U.S. Department of Veterans Affairs
810 Vermont Avenue, NW
Washington, DC 20420
Tel: (800) 827 1000
<http://www.cem.va.gov/index.htm>

APPENDIX E: Status of Pending Commemorative Works

Memorials Constructed under the Commemorative Works Act (CWA)

Law Enforcement Officers Memorial(1)(2)
P.L. 98-534 (10/19/1984)

Memorial to Kahlil Gibran(1)
P.L. 98-537 (10/19/1984)

Francis Scott Key Memorial - P.L. 99-531 (10/27/86)

Memorial to Honor Women who Served in Vietnam
P.L. 100-660 (11/15/1988)
Area I: P.L. 101-187 11/28/1989

Korean War Veterans Memorial - P.L. 99-572 (10/28/1986)
Area I P.L. 100-267 3/28/1988

Memorial to Women in Military Service for America
P.L. 99-610 11/6/1986

American Armored Forces Memorial - P.L. 99-620
(11/6/1986)

George Mason Memorial - P.L. 101-358 8/10/1990
Area I: P.L. 102-277 4/28/1992

Memorial to African Americans in Union Forces(2)
P.L. 102-412 10/14/1992

Memorial to Japanese American Patriotism in WWII
P.L. 102-502 10/24/1992

Mahatma Gandhi Memorial
P.L. 105-284 10/26/1998

“I Have a Dream” Plaque at Lincoln Memorial(3)
P.L. 106-365 10/27/2000

Thomas Masaryk Memorial
P.L. 107-63 11/5/2001

Memorial to Members of the Armed Forces who Served in World War II P.L. 103-32 5/25/1993;
Area I: P.L. 103-422 10/25/1994

“In Memory” Plaque at the Vietnam Veterans Memorial(3)
P.L. 106-215 6/15/2000

U.S. Air Force Memorial(2) - P.L. 103-163 12/2/93;
P.L. 107-107 12/28/2001

Memorial to Victims of Communism
P.L. 103-199 12/17/1999

“Senator Robert Dole” Plaque at the World War II Memorial(3) P.L. 111-88, 10/30/2009

Martin Luther King, Jr., Memorial
P.L. 104-333 11/12/1996
Area I: P.L. 105-201 7/16/1998

- (1) 1984 authorities which predate CWA but contain review and sunset provisions similar to CWA
- (2) Not authorized on lands under jurisdiction of the National Park Service
- (3) Located in Area I by exemption to CWA
- (4) Not a memorial but required to conform to provisions of CWA
- (5) Reintroduced in a previous Congressional session but did not pass

Bills Proposed or Reintroduced in the 112th Congress

World War I(5)
(H.R. 938)(S. 253)

World War I Memorial in Constitution Gardens
(H.R. 6364)

National Liberty Memorial(5)
(S. 883) (H.R. 2181)

Peace Corps Memorial(5)
(H.R. 854) (S. 1421)

Memorial to Patriots of American Revolutionary War and War of 1812 (H.R. 1559)

MADE Act (CWA Amendment)
(H.R. 1619)

Gold Star Mothers Memorial(5)
(H.R. 1980)

Gold Star Mothers Memorial on U.S. Army property
(H.R. 4310, Sec. 2864)

National Mall Revitalization and Designation Act(5)
(H.R. 1972)

FDR “D-Day Morning” Prayer Plaque @ WWII Memorial
(H.R. 2070)(S. 3078)

Korean War Memorial addition
(H.R. 2563)

Fair Housing Movement Memorial(5)
(H.R. 3278)

National Desert Storm & Desert Shield Memorial
(H.R. 5914)

Rachel Carson Nature Trail Designation
(H.R. 6071)

Vietnam Veterans Memorial Center Donor Contribution Recognition (H.R. 6291)

APPENDIX F: Full Case Study Reports

AVAILABLE ONLINE

OTTAWA, CANADA

Ottawa is the capital of Canada and the second largest city within the province of Ontario.

City Population: 812,129; Metropolitan Area Population: 1.3 million

Commemoration Planning in Ottawa

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

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

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

Commemorative Subject Matter and/or Thematic Analysis

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

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

Distribution of Memorials by Theme in Ottawa’s Core Area

Initially, planners considered dividing the downtown area into segments to locate commemorations with common themes together and near related institutions; however, they ultimately determined that this approach would unnecessarily force new works into sites

that may not be appropriate. Where possible, commemorations are still located where they make “contextual sense.”

The Strategic Plan also includes an inventory of almost 90 potential sites for new memorials to show sponsors that highly-visible locations are available away from the core area. Like NCCPC’s Memorials and Museums Master Plan, the plan describes the physical characteristics, historical site context and other important features of each site. In addition, the inventory also categorizes the sites within a three-tier hierarchy, which will help the NCC preserve sites near major entrances for commemorations by future generations. A summary of the tiered orders are as follows:

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

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

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

Comprehensive Commemoration Program and Policy

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

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

Process to Establish New Works

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

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

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

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

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

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

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

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

Commemoration design typically occurs after site selection. While some proponents submit a complete design, the NCC may require a national design competition for large scale commemorations. The NCC develops urban design guidelines to aid the integration of the work into its setting. The design is also subject to review by the NCC’s Advisory Committee on Planning, Design and Realty and final approval by the Board of Directors. In some cases, land use review and design are approved concurrently.

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

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

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

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

Selected Commemorations in Ottawa

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

A. Victims of Totalitarian Communism

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

B. Canadian Navy Monument

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

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

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

Photo Credits

Winning Navy Monument design – CBC News

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

CANBERRA, AUSTRALIA

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

Population: 300,000

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

Commemoration Planning in Canberra

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

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

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

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

The debates over these monuments prompted the NCA to develop a framework to guide the selection and placement of new commemorations in the ACT and to offer alternative locations to ANZAC Parade. In 2002, the NCA published its Guidelines for Commemorative Works in the National Capital (Guidelines) to encourage a commemorative representation of the broad range of Australian cultural narratives with "as wide a range of subjects and themes as possible, ensuring that all the 'nationally significant' areas of Australian history, heritage and culture are properly represented."

- ◆ The Guidelines provide two levels of assessment criteria for commemorative subjects. The Mandatory Criteria include provisions that:
 - ◆ Individuals, ideas and events will only be considered for commemoration at least 10 years after person's death or conclusion of the event.
 - ◆ Groups and organizations will only be considered for commemoration at least 10 years after their termination. Groups with a continuing history of at least 10 years are considered on a case-by-case basis.
 - ◆ A commemorative proposal must not duplicate the themes or subject matter of an existing commemorative site.
 - ◆ Natural disasters are not normally commemorated.

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

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

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

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

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

Commemorative Subject Matter and/or Thematic Analysis

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

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

The Guidelines recommend that works honoring military and non-military sacrifice, service, valor and achievement be located north of Lake Burley Griffin. Works honoring Australian and non-Australian achievement and endeavor are generally located south of the lake. Within the broad categories, the Guidelines present a list of parks, campuses and other siting areas where future commemorations with more specific, shared thematic ideas can locate together.

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

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

Process to Establish New Works

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

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

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

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

Selected Commemorations in Canberra

A. WWI and WWII Memorials

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

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

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

B. International Gifts

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

Photo Credits

ANZAC Parade – from the Australian Boer War Memorial website;

http://www.bwm.org.au/images/anzac_parade.jpg

Proposed WWI and WWII Monuments – from the Monument Development Committee website;

<http://www.mdc.org.au/>

BERLIN, GERMANY

Population: 3.4 million

Commemoration Planning in Berlin

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

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

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

Narrowly-focused memorials result in more works, however. Since the Monument to the Murdered Jews of Europe, there are now calls for monuments in the neighborhood of the Brandenburg Gate for monuments to gay and gypsy victims. Similarly, the memorial to the victims of Tiergarten 4 ("T4") was expanded to include homosexual victims in 2008. The T4 monument emerged from significant public discussion about the importance of memorials and monuments dedicated to various groups. A similar decision-making process driven by public discussion took place around a proposed monument to Georg Elser, the first person to try to assassinate Hitler, which has now been approved for construction.

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

Process to Establish New Works

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

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

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

Selected Commemorations in Berlin

A. Memorial to the Murdered Jews of Europe

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

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

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

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

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

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

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

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

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

B. Berlin Wall Commemorations

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

Over time, a number of new commemorative sites related to the Berlin Wall began to appear. In 1994-1995, the federal government held a competition to design a memorial for the victims of the Berlin Wall. With ongoing controversy about whether and how to commemorate the Berlin Wall, the federal government eventually approved three projects along Bernauerstrasse, the main street where the Wall divided the city: a memorial, a documentation center, and the Chapel of Reconciliation which was demolished during the construction of the wall. In conjunction with these plans, the Berlin Senate prepared an overall concept plan for all projects related to the Berlin Wall, such as open-air exhibits at Checkpoint Charlie and the Alexanderplatz, where the Wall was first opened during the Peaceful Revolution. Along the Spree River, the Wall's graffiti and murals are being restored through the East Side Gallery project.

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

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

Photo Credits

Memorial to the Murdered Jews of Europe –

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

Berlin Wall Memorial –

http://images.google.com/imgres?imgurl=http://upload.wikimedia.org/wikipedia/commons/4/46/BerlinWallBernauerStrasseMarch2005.JPG&imgrefurl=http://commons.wikimedia.org/wiki/File:BerlinWallBernauerStrasseMarch2005.JPG&usq=__gFleV9e4S9JOe8OVc_Qkae1f2MI=&h=1200&w=1600&sz=398&hl=en&star t=33&um=1&tbnid=f5LAC6JMqQC11M:&tbnh=113&tbnw=150&prev=/images%3Fq%3D%2522berlin%2B wall%2Bmemorial%2522%2Bbernauer%2Bstrasse%26ndsp%3D18%26hl%3Den%26rls%3Dcom.microsoft:en-US%26sa%3DN%26start%3D18%26um%3D1

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

LONDON, UNITED KINGDOM

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

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

Commemoration Planning in London and Westminster

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

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

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

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

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

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

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

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

Commemorative Subject Matter and/or Thematic Analysis

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

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

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

Process to Establish New Works

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

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

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

Selected Commemorations in London

A. Fourth Plinth

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

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

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

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

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

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

One & Other

2,400 individuals were given one hour on the plinth

for an activity of their choice, broadcast online

in real-time, July – October 2009

Nelson's Ship in a Bottle Commemorates the Battle of Trafalgar, May 2010 - Present

B. Nelson Mandela

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

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

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

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

Photo Credits

Ronald Reagan statue – London Evening Standard,

<http://i.thisislondon.co.uk/i/pix/2009/05/regan-statue-415x565.jpg>

Alison Lapper Pregnant – Synergy Sponsorship,

<http://www.synergy-sponsorship.com/blog/wp-content/uploads/alison-lapper-pregnant.jpg>

Model for a Hotel – The Guardian blog, http://blogs.guardian.co.uk/art/category/politics_v_the_arts/

One & Other – The Guardian,

<http://www.guardian.co.uk/artanddesign/2009/jul/10/fourth-plinth-one-and-other>

Ship in a Bottle – PropertyWeek.com,

<http://www.propertyweek.com/nelsons-ship-in-a-bottle-to-sit-on-fourth-plinth/3145711.article>

