



Executive Director's Recommendation

Commission Meeting: December 7, 2017

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| PROJECT National Desert Storm and Desert Shield Memorial Washington, DC | NCPC FILE NUMBER 7745 |
| SUBMITTED BY United States Department of the Interior National Park Service | NCPC MAP FILE NUMBER 00.00(73.10)44649 |
| REVIEW AUTHORITY Per 40 U.S.C. 8905, Public Law 113-291 and Public Law 115-18 | APPLICANT'S REQUEST Approval of comments on site selection |
| | PROPOSED ACTION Approve comments as requested |
| | ACTION ITEM TYPE Staff Presentation |

PROJECT SUMMARY

The National Park Service (NPS), in collaboration with the National Desert Storm War Memorial Association (the Association), has submitted potential sites for the proposed Desert Storm and Desert Shield Memorial for Commission review and comment. The Association is the project sponsor of the memorial. Congress authorized the establishment of the memorial in Public Law 113-291, which states the Association may establish the National Desert Storm and Desert Shield Memorial as a commemorative work on Federal land in the District of Columbia to commemorate and honor those who, as a member of the Armed Forces, served on active duty in support of Operation Desert Storm or Operation Desert Shield.

Through Public Law 115-18, Congress authorized the memorial to be located within Area I as defined by the Commemorative Works Act (CWA). The CWA defines approval requirements related to the location, design, and construction of commemorative works in the District of Columbia and its environs. The National Capital Planning Commission (NCPC) and the U.S. Commission of Fine Arts (CFA) approve site and design for new commemorative works.

The Association, along with NPS, developed a series of site selection criteria in order to evaluate potential locations for the proposed memorial. The criteria were applied to the potential memorial sites listed in the *Memorials and Museums Master Plan*. After several rounds of evaluation, including consultation with the National Capital Memorial Advisory Commission (NCMAC), two sites were identified for further consideration. The two sites include an area near the Memorial Circle, located near Arlington National Cemetery, and the terminus of Constitution Avenue, located near 23rd Street, NW, north of the Lincoln Memorial. The Commission provided comments on these two sites in July 2017. Subsequently, the applicant has reviewed additional memorial locations and proposes to add two sites for consideration, including Walt Whitman Park and the Belvedere along Rock Creek and Potomac Parkway. The applicant will retain the Constitution Avenue terminus for further study, and will no longer pursue the Memorial Avenue Circle site.

KEY INFORMATION

- Operations Desert Storm and Desert Shield resulted from the 1990 invasion of Kuwait by Iraq. An international coalition was assembled to liberate the country and prevent further conflict.
- The Commemorative Works Act (CWA) establishes requirements for building commemorative works on federal lands within the District of Columbia and its environs. It applies to lands under jurisdiction of the U.S. Department of the Interior (DOI) and the US General Services Administration (GSA).
- In addition to the CWA site location criteria, the sponsor, in coordination with NPS, has developed more refined site location criteria for the project.
- In general, in accordance with the CWA, the key benchmarks for authorizing a new monument are summarized below:
 - (1) Congress authorizes each new monument purpose (subject) and a monument sponsor by separate federal law.
 - Public Law 113-291 states the Association may establish the National Desert Storm and Desert Shield Memorial as a commemorative work, on Federal land in the District of Columbia to commemorate and honor those who, as a member of the Armed Forces, served on active duty in support of Operation Desert Storm or Operation Desert Shield.
 - Public Law 115-18 authorizes the memorial to be located within Area I as defined by the CWA
 - (2) The sponsor consults with the National Capital Memorial Advisory Commission (NCMAC) on alternative sites and design concepts.
 - NPS, in collaboration with the Association, submitted two potential memorial sites for consideration, including the Memorial Circle area and the Constitution Avenue terminus near 23rd Street, NW in Washington, DC.
 - NCMAC commented favorably on advancing both sites for further evaluation at its May 16, 2017 meeting.
 - (3) NCPC, CFA, and the DOI must each approve the site and design for new commemorative works.
 - The site selection analysis of potential memorial locations is an early step towards these approvals.
 - NCPC reviewed the Constitution Avenue and Memorial Circle sites on July 13, 2017 and provided comments to NPS and the applicant.

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- CFA first reviewed the proposed sites on July 20, 2017, providing comments on both the Memorial Circle and Constitution Avenue sites. Subsequently, on October 27, 2017, the CFA endorsed advancing the Walt Whitman Park, Constitution Avenue and Belvedere sites for further study.
- (4) NCPC, CFA and DOI must approve and permit the final site and design for each new memorial, after the steps above are completed. NPS is generally responsible for the long-term maintenance and interpretation of monuments and memorials.
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RECOMMENDATION

The Commission:

Notes the proposed memorial area will occupy less than one-quarter of an acre.

Regarding the Constitution Avenue site:

Finds the site has a strong thematic connection to the Vietnam Veterans Memorial.

Notes the site is located at the edge of West Potomac Park, near the National Mall, approximately seven blocks from the Foggy Bottom Metrorail Station.

Recommends the applicant consider how the proposed memorial design might respond to the future re-establishment and extension of Constitution Avenue.

Notes that several major infrastructure projects are proposed for the Constitution Avenue site that may affect the memorial design, including the DC Water Potomac River Tunnel and Army Corps of Engineers Potomac Park Levee improvements.

Finds the Constitution Avenue site may allow for the addition of other thematically-related memorials or commemorative elements in the future, due to its size and location; however, the area may require substantial improvements to the street and pedestrian network to establish a cohesive and functional precinct.

Regarding the Walt Whitman Park site:

Notes the site was identified in the Monumental Core Framework Plan as part of a linear commemorative park connecting the White House and Kennedy Center.

Notes the site is located within an urban context, surrounded by variety of office and commercial uses, approximately five blocks from the Farragut West Metrorail Station.

Notes the site is separated from the grouping of 20th Century war memorials located on the National Mall, but is near other sites, such as the U.S. Department of State Headquarters, the U.S. Diplomacy Center, and White House, that are also relevant to the memorial in terms of diplomacy and international cooperation.

Finds the site would permit the addition of other thematically related memorials or commemorative elements in the future due to its size, and would need only limited improvements to establish a cohesive and functional precinct.

Regarding the Belvedere site:

Finds the Belvedere site has limited opportunity for contemplative space and challenging access; however, the location does allow for a thematic connection to Arlington National Cemetery which is visible across the river.

Regarding the Memorial Circle site:

Finds the Memorial Circle site provides a thematic connection to Arlington National Cemetery and other nearby military memorials, but is currently challenged by pedestrian – vehicular conflicts.

Notes the site is located between the travel lanes of the George Washington Parkway and Washington Boulevard, and the adjacent road network may detract from a contemplative and safe environment necessary for a successful memorial;

Supports the applicant's decision to dismiss the Memorial Circle site from further consideration; and further

Notes the U.S. Commission of Fine Arts found the Memorial Circle site “layered with many other commemorative associations” and suggested a “site less laden with established commemorative meaning would provide a better setting” for the proposed memorial.

Regarding all sites:

Supports advancing the Constitution Avenue, the Walt Whitman Park, and the Belvedere sites for further study.

Requests that the applicant develop one or more alternative design concepts for the three sites, including variations in scale, placement and orientation. The next submission should provide details about the physical relationship of the memorial to the surrounding context, including access and preservation of historic landscapes, and provide information about program needs at each site.

PROJECT REVIEW TIMELINE

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| Previous actions | – July 2017 – Comments on Site Selection |
| Remaining actions (anticipated) | <ul style="list-style-type: none">– Review of concept memorial design(s) within proposed site(s)– Approval of preliminary memorial and site development plans– Approval of final memorial and site development plans |

PROJECT ANALYSIS

Executive Summary

NPS, in collaboration with the National Desert Storm War Memorial Association, has submitted the site selection analysis of potential memorial locations. The analysis and sites have been updated following the Commission's initial review in July 2017. The applicant wishes to retain the Constitution Avenue terminus for further study, and will no longer pursue the Memorial Avenue Circle site. Two additional memorial locations have been added for consideration, including Walt Whitman Park and the Belvedere along Rock Creek and Potomac Parkway.

Staff have analyzed the sites in accordance the CWA's guidance on siting commemorative works and the site selection criteria established by the applicant. The three sites have the potential to be successful memorial locations. The potential constraints identified through the staff analysis will require further evaluation as the memorial design advances. As such, staff recommends the **Commission support advancing the Constitution Avenue, Walt Whitman Park, and the Belvedere sites for further study; and also request that the applicant develop one or more alternative design concepts for the three sites, including variations in scale, placement and orientation. The next submission should provide details about the physical relationship of the memorial to the surrounding context, including access and preservation of historic landscapes, and provide information about program needs at each site.**

Analysis

Staff analyzed this project using guidance in the Commemorative Works Act (CWA), the Comprehensive Plan, and in consideration of the applicant's site selection criteria. A general principle set forth in the Comprehensive Plan is to protect and improve the open space character of the Monumental Core and the integrity of each memorial and park element. Further, the Comprehensive Plan includes policies to enhance the quality of the visitor experience to the Nation's Capital, particularly at major cultural sites, such as Arlington National Cemetery and the Monumental Core.

The CWA (40 U.S.C. 8905) includes decision criteria for site approval:

- Surroundings – to the maximum extent possible, a commemorative work shall be located in surroundings that are relevant to the subject of the work.
- Location – a commemorative work shall be located so that it does not interfere with or encroach on, an existing commemorative work, and to the maximum extent practicable, it protects open space, existing public use, and cultural and natural resources.

The Association has adopted additional site selection criteria to result in a memorial that would:

- Establish a prominent place of honor. The site should be deemed a lasting and preeminent commemorative place suitable for recognizing the unique and historically significant role of Desert Shield/Desert Storm in history.
- Complement existing attributes of the site. These include topography and vegetation, notable surrounding and nearby buildings and monuments, views into and out of the site, pedestrian and vehicular access routes to/from the site, universal accessibility, drainage and floodplains, and solar and wind exposure.
- Maintain the civic quality of open space. The memorial should be sited so that open space can continue to serve the general public as gathering and/or recreation areas, rather than an area serving solely as a memorial precinct.
- Respect the established context. The site should recognize its existing historic context, viewsheds, and cultural landscapes while offering potential for integration of other commemorative associations; the site should not preclude the presence of future memorials.
- Allow for future connections. The site area should be adaptable to new physical and programmatic approaches to civic space, including open space, infrastructure, or ceremonial linkages.
- Enable a compact design with a low, horizontal profile. The scale and design of each alternative will be studied in relation to site attributes, but will occupy less than one-quarter of an acre.
- Create an intimate visitor experience. The memorial should include a meaningful, sacred space for reflection and healing; the sense of contemplation should be protected by sensitive buffers that minimize disruption to visual and acoustic quality.

The Association had previously indicated their preference for a site at least 1.5 acres in size. The proposed site area has been reduced, and therefore staff recommends the **Commission note the proposed memorial area will occupy less than one-quarter of an acre.**

Operation Desert Storm and Desert Shield represented a coalition of 34 countries, an unparalleled international effort led by American Armed Forces to liberate Kuwait. Almost 700,000 American service members participated, and ultimately several hundred members gave their lives in protection of their country. The operations were an unqualified combat success that restored faith in the prowess of the US military. As such, the event holds a unique place in history by helping

close the wounds of the Vietnam War, including the treatment of returning service members, and offering the respect given now to veterans of Iraq and Afghanistan.

The analysis that follows describes each of the three proposed sites, and the rationale for advancing each for further study and design. An analysis of the Memorial Circle site is also included. Staff notes the applicant also evaluated several other sites, include the Memorial Avenue niches, the intersection of Pennsylvania and Constitution Avenue, and Freedom Plaza, but these were dismissed from further study.

Constitution Avenue Terminus

The Constitution Avenue site is located southwest of the intersection of 23rd Avenue, NW and Constitution Avenue, just north of the Lincoln Memorial. The site area is approximately 3.8 acres, and is currently open lawn utilized for recreational purposes. Exit ramps from the Theodore Roosevelt Bridge (I-66) form the northern boundary of the site, while ramps to the E Street Expressway and Rock Creek Parkway form the western boundary. The southern boundary is defined by the limits of the Reserve, as defined in the CWA. As provided by the Congressional authorization, the memorial may be in Area I only. The U.S. Institute of Peace is located to the north, the future Vietnam Veterans Memorial Visitor Center to the east, and the Lincoln Memorial to the south. A combination of road infrastructure and recreational areas are located to the west. Sidewalks provide pedestrian access along the north and eastern portions of the site. At one time, Constitution Avenue extended to the west and terminated at the Belvedere overlooking the Potomac River. That connection no longer exists due to the network of roads and ramps that currently traverse the area.

Of the sites under consideration, this location provides the strongest thematic connection. As noted previously, the welcoming response to returning service member following Desert Storm and Desert Shield is seen as an important closure to the Vietnam War-era. The location near the Vietnam Veterans Memorial and future visitor center would help reinforce this connection. Staff therefore recommends the **Commission find the Constitution Avenue site has a strong thematic connection to the Vietnam Veterans Memorial.** In addition, this location has close proximity to other significant visitor destinations, as well as other 20th Century war memorials. Pedestrian access is possible through the existing sidewalk network along the east and south portions of the site. Access to Metrorail is provided by 23rd Street to the north. Given this setting and context, staff recommends the **Commission note the site is located at the edge of West Potomac Park, near the National Mall, approximately seven blocks from the Foggy Bottom Metrorail Station.**

The site's location at a gateway to the monumental core and in a location of both existing and proposed infrastructure also poses a number of challenges. The existing roadway network and system ramps does not create an attractive entry into the city. Reprogramming and reconfiguration this area as a memorial site could improve the general character, and also serve as a catalyst for the programing of the adjacent interstitial greenspaces within the roadway infrastructure that dominates the area. Improving circulation and pedestrian activity to this site may in turn make these other adjacent greenspaces and sites more viable for development for memorials or other

public uses. The re-extension of Constitution Avenue in its historic alignment would be particularly beneficially. As such, staff suggests the **Commission recommend the applicant consider how the proposed memorial design might respond to the future re-establishment and extension of Constitution Avenue.**

As discussed during the previous review, two other possible infrastructure projects have the potential to affect the Constitution Avenue site, and therefore may impact the location and configuration of any proposed memorial. DC Water, as part of its Clean Rivers Project, is currently working with NPS on the potential alignment of the Potomac River Tunnel. This tunnel, similar to that currently under constructed along the Anacostia River, will help control combined sewer outfalls. The project would be implemented between 2020 and 2030, and the site would be restored to lawn after completion, as the majority of the work will be underground. Based upon recent discussions with NPS and DC Water, the potential impacts of the project may be less significant than previously believed. However, further coordination will still be required.

In addition, the Army Corps of Engineers is currently evaluating the site for the Potomac Park Levee. The earthen berm would vary in height, but would generally be no more than five feet above the adjacent grade. Ultimately, the flood protection system would extend and connect to the 17th Street levee that was recently constructed. Given the need for coordination, staff recommends the **Commission note that several major infrastructure projects are proposed for the Constitution Avenue site that may affect the memorial design, including the DC Water Potomac River Tunnel and Army Corps of Engineers Potomac Park Levee improvements.**

Finally, given the size of the site and the opportunities to improve the road network and pedestrian accessibility, the Constitution Avenue site could allow for the integration of future memorials in the vicinity, if appropriate. Therefore, staff recommends the **Commission find the Constitution Avenue site may allow for the addition of other thematically-related memorials or commemorative elements in the future, due to its size and location; however, the area may require substantial improvements to the street and pedestrian network to establish a cohesive and functional precinct.**

Walt Whitman Park

Walt Whitman Park is located in the E Street corridor, near the intersection with 19th Street, NW. The site is primarily grass, and includes large shade trees around the perimeter. A gathering area and former playground occupies the east end of the block. The White House is located three blocks to the east, and the Department of State is located two blocks to the west. The context is urban, with a variety of other uses, both public and private, surrounding the site. Staff recommends the **Commission note the site was identified in the Monumental Core Framework Plan as part of a linear commemorative park connecting the White House and Kennedy Center.**

Walt Whitman Park is easily accessible by a variety of modes of transportation. In particular, pedestrian, bicycle and bus access is significant. The Farragut West Metrorail Station is located several blocks to the north. On-street parking surrounds the site. The park is generally surrounded by a mixed of uses typically in a downtown setting. As such, staff recommends the **Commission**

note the site is located within an urban context, surrounded by variety of office and commercial uses, approximately five blocks from the Farragut West Metrorail Station.

Thematically, Walt Whitman Park is more removed from the other 20th Century war memorials located further to the south. For example, the Vietnam Veterans, World War II, and Korean War Memorials are located on the National Mall. However, the site does have the opportunity to provide thematic connections to other aspects of the Operations. In particular, the roles of diplomacy and international cooperation could serve as the source of connection to other facilities and institutions. Therefore, staff recommends the **Commission note the site is separated from the grouping of 20th Century war memorials located on the National Mall, but is near other sites, such as the U.S. Department of State Headquarters, the U.S. Diplomacy Center, and White House, that are also relevant to the memorial in terms of diplomacy and international cooperation.** Other institutions that reflect international coordination, such as the World Bank and International Monetary Fund are also located nearby.

Finally, given the size of the site, and its relatively unencumbered nature, Walt Whitman Park also provides the opportunity to integrate future memorials, and develop its own thematic story. As such, staff recommends the **Commission find the site would permit the addition of other thematically-related memorials or commemorative elements in the future due to its size, and would need only limited improvements to establish a cohesive and functional precinct.** Staff notes that the E Street corridor has previously been identified as the potential location of future presidential memorials, due to the connection between the White House and Kennedy Center. However, this concept has yet to be implemented.

The Belvedere

The Belvedere is located along Rock Creek and Potomac Parkway, adjacent to the Potomac River. It is immediately across from the confluence of several busy streets and active recreation. The Kennedy Center is located north of the site and across the elevated Theodore Roosevelt Memorial Bridge. The site is comprised of a circular landscape island approximately 45 feet in diameter, separated from Rock Creek Park trail by a vehicle lay-by. The promontory that forms the belvedere is made up of a grassy area approximately 25 feet wide and 140 feet long. Two benches can be found on either side of the belvedere, facing the paved trail.

This location holds limited opportunity for an intimate visitor experience as the adjacent roadway and nearby active recreational uses do not lend themselves to peaceful reflection. Further, the site is not easily accessible for a variety of users and abilities. Although the lay-by could be utilized for vehicular drop-off and pick-up, this would directly intrude on the solemnity of the memorial site. On-street parking is located over 250 feet to the south of the site. Pedestrian access is provided along the Rock Creek Park trail, or through a complex network of paths that lead from the National Mall. Many of these require navigating the off-ramps and roadways connecting I-66, Rock Creek Parkway, Ohio Drive and Constitution Avenue. Like the Constitution Avenue site, this location would also need to address floodplain impacts.

The site provides some views of the Arlington National Cemetery grounds, located across the Potomac River. Therefore, the monument could have some relationship to the backdrop provided by the Cemetery. The site is also intended to be the visual terminus of Constitution Avenue, and could be a prominent location for a sculptural element. As such, staff recommends the **Commission find the Belvedere site has limited opportunity for contemplative space and challenging access; however, the location does allow for a thematic connection to Arlington National Cemetery which is visible across the river.**

Memorial Circle Area

The Memorial Circle site is located on Columbia Island, west of the Potomac River and just south of the traffic circle created by the intersection of Memorial Avenue and the George Washington Memorial Parkway. The site area is approximately 9.3 acres, and is currently open lawn and landscaping. The site is bounded by a series of highly traveled roads and ramps. Arlington National Cemetery (ANC) is located to the west and the Arlington Memorial Bridge is located to the northeast. The closest pedestrian access is along Memorial Avenue to the north, but it does not enter the proposed site. The site is visually prominent and near several other significant memorials and historic sites, including the Women in Military Memorial and Arlington House, along with the Cemetery.

During its previous review, the **Commission found the Memorial Circle site provides a thematic connection to Arlington National Cemetery and other nearby military memorials, but is currently challenged by pedestrian–vehicular conflicts.** The Commission also noted the site is located between the travel lanes of the George Washington Parkway and Washington Boulevard, and the adjacent road network may detract from a contemplative and safe environment necessary for a successful memorial. Given these challenges and the opportunities afforded by the two additional sites under consideration, staff recommends the **Commission support the applicant's decision to dismiss the Memorial Circle site from further consideration.**

The Commission of Fine Arts (CFA) also highlighted the significance of the Memorial Circle site as a part many other commemorative relationships, including George Washington Parkway, the great symbolic axis of the Lincoln Memorial and Arlington House, and Lady Bird Johnson Park. As such, staff recommends the **Commission notes the Commission of Fine Arts found the Memorial Circle site “layered with many other commemorative associations” and suggested a “site less laden with established commemorative meaning would provide a better setting” for the proposed memorial.**

CONFORMANCE TO EXISTING PLANS, POLICIES AND RELATED GUIDANCE

Comprehensive Plan for the National Capital

As noted above, the planning and design comments are designed to ensure the proposal meets basic goals of the Comprehensive Plan.

Commemorative Works Act

The Commemorative Works Act (CWA) contains a set of foundational level decision criteria that NCPC is required to use when considering site and design proposals for commemorative works. Specifically, the CWA states that in considering site and design proposals, NCPC shall be guided by a number of criteria, including surroundings, location, material, landscape features, and site specific guidelines. As noted above, the planning and design comments are designed to ensure the proposal broadly meets the CWA criteria.

Memorials and Museums Master Plan

The 2001 Memorials and Museums Master Plan ("2M Plan") provides guidance regarding the placement of future commemorative works. In particular, the Plan seeks to reinforce the historic urban design features of the city, minimize intrusion on existing memorials, and reduce adverse environmental and transportation impacts and enhance positive economic and other effects on local neighborhoods. The Plan states that memorials, when properly placed and sensitively designed, can provide a source of community identity and pride, while bolstering revitalization efforts. The sites currently under consideration are identified as sites for memorials within the 2M Plan.

National Historic Preservation Act

NCPC and NPS each have an independent responsibility to comply with Section 106 of the National Historic Preservation Act (NHPA). NCPC will complete the requirements of Section 106 prior to the Commission's final approval of the project.

National Environmental Policy Act

NCPC and NPS will each have an independent responsibility to comply with the National Environmental Policy Act (NEPA); NCPC's responsibility stems from its approval authority over the site and design of the monument. NPS will prepare an Environmental Assessment (EA) to identify alternatives and assess the potential impacts of the proposed memorial. NCPC is a cooperating agency for purposes of the EA, and NCPC staff will provide comments during the scoping period. A number of topics will be evaluated during the NEPA process, including urban design and visitor experience, historic and cultural resources, transportation systems and sustainability.

With its current review and action, the Commission is providing comments on the concept design for the project. Final NEPA documentation is not required at this time, but will be completed prior to the Commission's action on the final site and memorial design.

CONSULTATION

Coordinating Committee

The Coordinating Committee reviewed the proposal at its November 15, 2017 meeting. Without objection, the Committee forwarded the proposed comments on site selection to the Commission with the statement that the proposal has been coordinated with all participating agencies. The District of Columbia State Historic Preservation Office (DC SHPO) noted that their coordination is conditioned upon satisfactory completion of the Section 106 review process. The participating agencies were: NCPC; NPS; the District Department of Transportation; the District Department of Energy and Environment; the DC SHPO; the General Services Administration; and the Washington Metropolitan Area Transit Authority.

U.S. Commission of Fine Arts

The U.S. Commission of Fine Arts (CFA) reviewed the proposed sites for the memorial on July 20, 2017. At that time, the CFA indicated the Memorial Circle site would not be an appropriate location due to the variety of existing memorial associations. Subsequently, on October 27, 2017, the CFA endorsed advancing the Walt Whitman Park, Constitution Avenue and Belvedere sites for further study.

National Capital Memorial Advisory Commission

Section 8905(a)(1) of the Commemorative Works Act requires memorial sponsors to consult with the National Capital Memorial Advisory Committee (NCMAC) on the selection of alternative sites and design concepts prior to submitting the project to NCPC for formal review. NCMAC reviewed the site selection analysis on January 28, 2016 and May 16, 2017. Initial site selection included 18 sites, with the two finalist sites were advanced with NCMAC support. NCMAC has not reviewed the revised site selection. However, the proposed memorial design on the selected site will be submitted to NCMAC for review prior to final approval by NCPC.

ONLINE REFERENCE

The following supporting documents for this project are available online:

- Submission Package
- Submission Letter
- Project Synopsis

Prepared by Matthew Flis
11/30/2017

POWERPOINT (ATTACHED)

NCPC File #7745

National Desert Storm and Desert Shield Memorial

Site Selection

National Park Service

Concept Review

NATIONAL DESERT STORM AND DESERT SHIELD MEMORIAL

Introduction

Operation Desert Storm/Desert Shield, involving more than half a million American servicemen and women, is the largest major military conflict of the 20th Century without a memorial. In 2014, the U.S. Congress authorized a memorial to commemorate and honor those, who, as a member of the Armed Forces, served on active duty in support of Operation Desert Storm or Operation Desert Shield to be placed on federal land within the District of Columbia in Public Law 113-291. In 2017, Congress authorized the potential location of the commemorative work within Area I in Public Law 115-18. This future memorial intends to create a meaningful and deeply moving sequential experience that informs visitors about the historical events of the operation. This commemorative work would memorialize the Americans who sacrificed their lives, reflect the unique environmental and battle conditions experienced by servicemen and women, and leave visitors with an enduring memory of the historical significance and moral accomplishments of Operation Desert Storm and Operation Desert Shield.

NATIONAL DESERT STORM AND DESERT SHIELD MEMORIAL

Purpose and Need

Purpose of the Memorial

- ▶ To commemorate and honor members of the Armed Forces who served on active duty in support of Operation Desert Storm or Operation Desert Shield

Need of the Memorial

- ▶ To carry out Public Law 113-291 and address the current lack of a formal place for commemoration of those who served during Operation Desert Storm or Operation Desert Shield



NATIONAL DESERT STORM AND DESERT SHIELD MEMORIAL

Site Selection Background

The National Desert Storm War Memorial (NDSWM) Association, the sponsoring organization for the NDSWM, conducted a site selection study in 2015-2016. The Association and the National Park Service (NPS) developed a series of criteria in order to identify a suitable location for the memorial on a site and that supports the stated purpose of the memorial. These criteria were then applied to the 100 potential memorial sites listed in the National Capital Planning Commission's *Memorials and Museums Master Plan*. Many of the sites in the document did not meet the criteria; however, the Board identified fourteen sites and areas that merited further consideration based on overall location and size. The list was later narrowed to ten sites and areas for more intensive analysis.

The Association presented its finding to the National Capital Memorials Advisory Commission (NCMAC) on January 28, 2016 and again on May 16, 2017. The Association presented the site selection process, including criteria at the 2016 meeting and NCMAC recommended the siting of the Memorial within Area I as defined by the Commemorative Works Act. Congress authorized siting within Area I in January 2017.

The full Site Selection Study evaluated a total of 18 sites. Two sites were selected as the most appropriate for further analysis and to explore potential concepts for how the site could accommodate a memorial. The two finalist sites, the Memorial Circle Area, Site 1, *Memorials and Museums Master Plan* and the Constitution Avenue Terminus Area, Site 6, *Memorials and Museums Master Plan* are analyzed in this submittal.

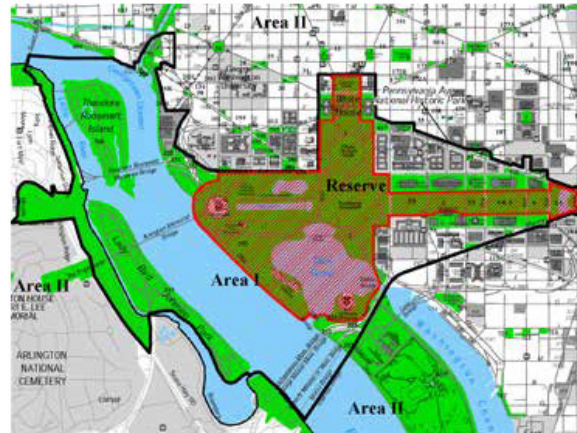
Memorial Background

In the wake of the end of the Cold War, international cooperation faced an uncertain future. Saddam Hussein's invasion of Kuwait in 1990 prompted the world to act, and the result was an unprecedented coalition that joined to liberate that country and prevent further violence and bloodshed. Upon return after a rapid victory, U.S. service members were greeted with a welcome of excitement and gratitude not seen in decades. Though 293 Americans perished or are missing and never returned from Operation Desert Storm/Desert Shield, not only did the conflict liberate an occupied country with broad international support, but it also revived the public's faith in the U.S. military and helped to heal the wounds of the Vietnam War.

- ▶ Congress authorized establishment of the National Desert Storm and Desert Shield Memorial in Public Law 113-291 on Federal land in the District of Columbia. This memorial is anticipated to be known as the National Desert Storm War Memorial
- ▶ Congress authorized the location of the commemorative work in Public Law 115-18 within Area I as defined under the Commemorative Works Act
- ▶ Work must be consistent with the Commemorative Works Act; Construction of the memorial will be sponsored and funded by the NDSWM Association
- ▶ The memorial will be maintained by the NPS

NATIONAL DESERT STORM AND DESERT SHIELD MEMORIAL

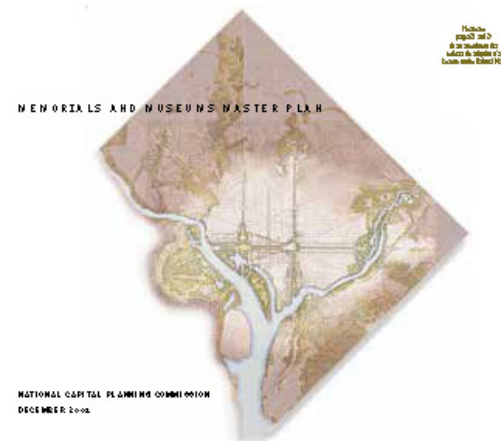
Regulatory Framework



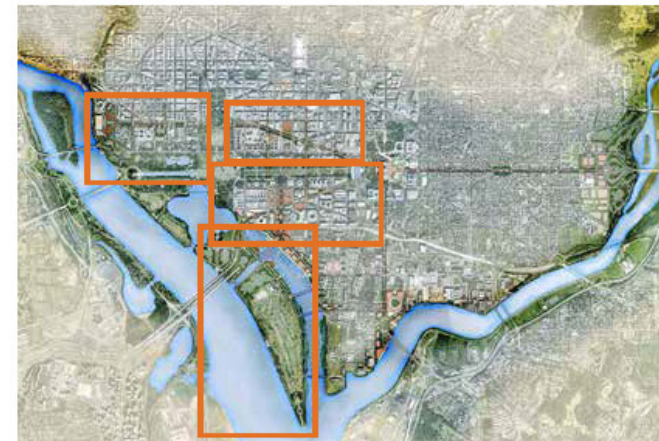
Commemorative Works Act (1986, amended 2003)



Extending the Legacy: Planning America's Capital for the 21st Century (1997)



Memorials and Museums Master Plan (2001)



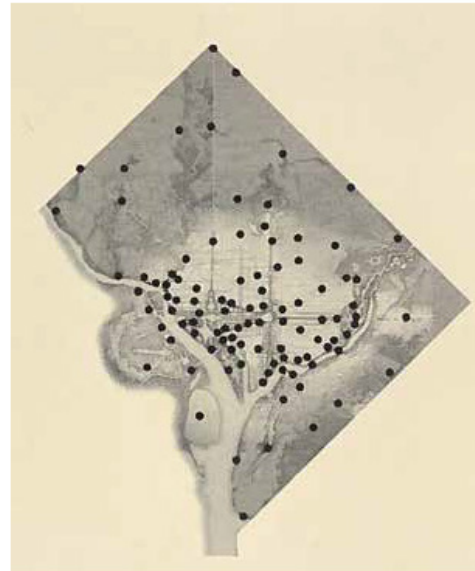
Monumental Core Framework Plan (2009)

Memorials and Museums Master Plan (2001)



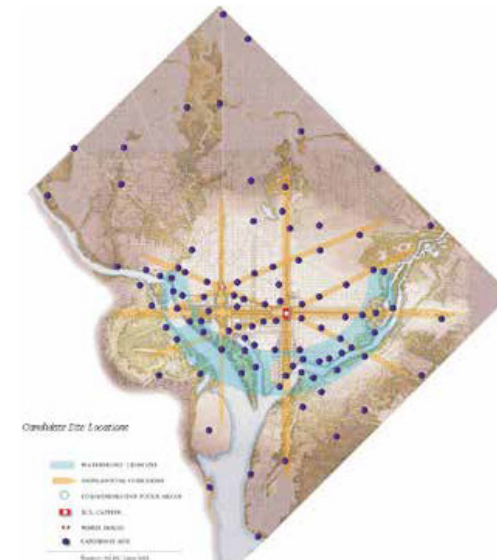
Existing Sites

- Of the 228 existing museums and memorials in Washington (at the time when the *2M Plan* was developed), the majority were clustered in or near the National Mall and Pennsylvania Avenue. This had been the pattern for more than 100 years.



Proposed Sites

- With the increased number of new museum and memorial proposals, the heart of the Mall, known as the Reserve, was declared off limits. Adjacent sites in Area I were and currently are restricted to works of "preeminent historic and national significance." The remaining sites identified in the *2M Plan* are spread throughout the city.

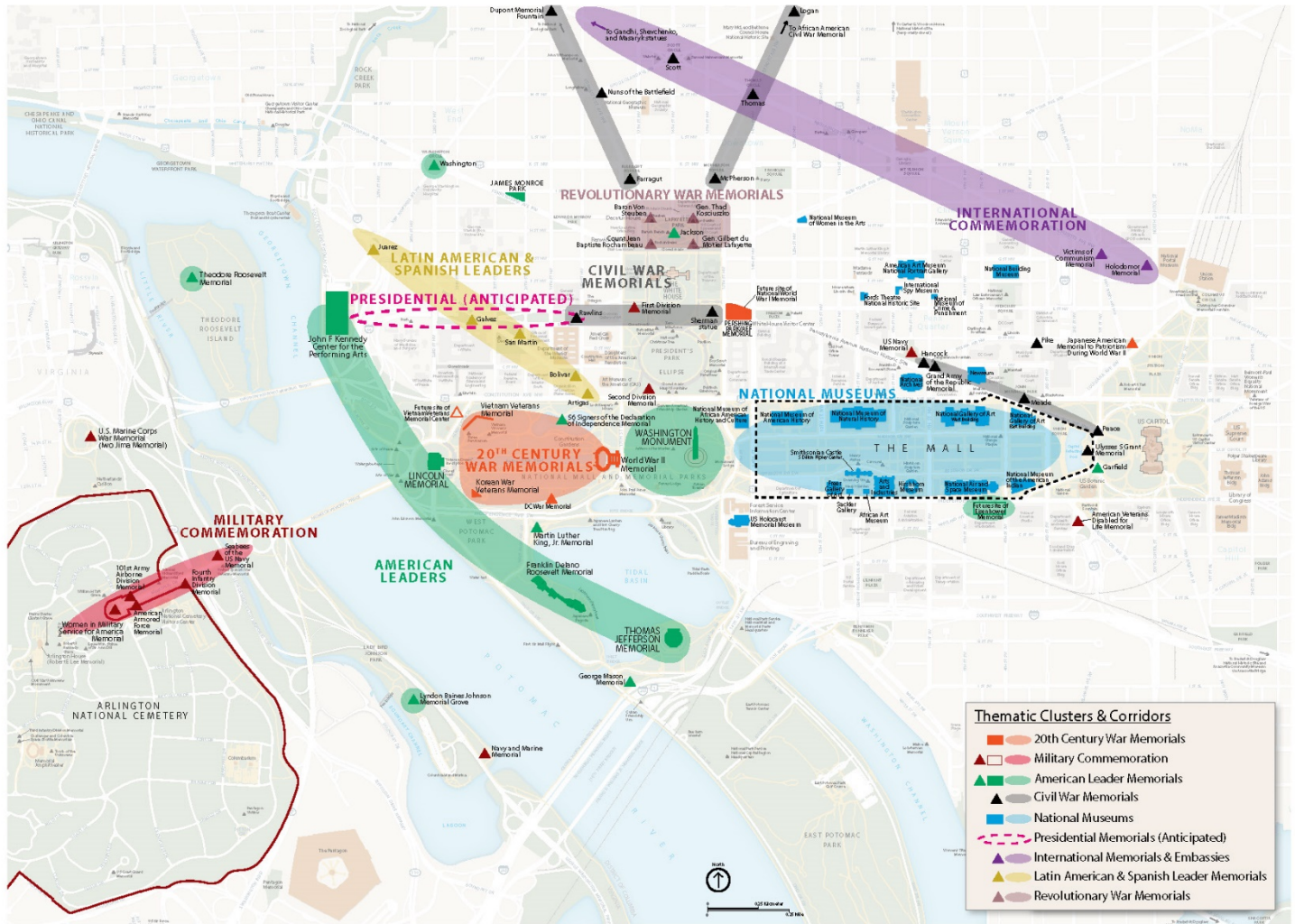


Prime and Candidate Site Locations

- The *2M Plan* established a framework for organizing the 100 candidate sites. This framework focused on the emerging waterfront and the key, radiating avenues of the L'Enfant plan. Twenty prime sites were identified for memorials of the highest order because of their high visibility and strong axial relationships with the U.S. Capitol and the White House. Six identified sites have been occupied by new memorials.

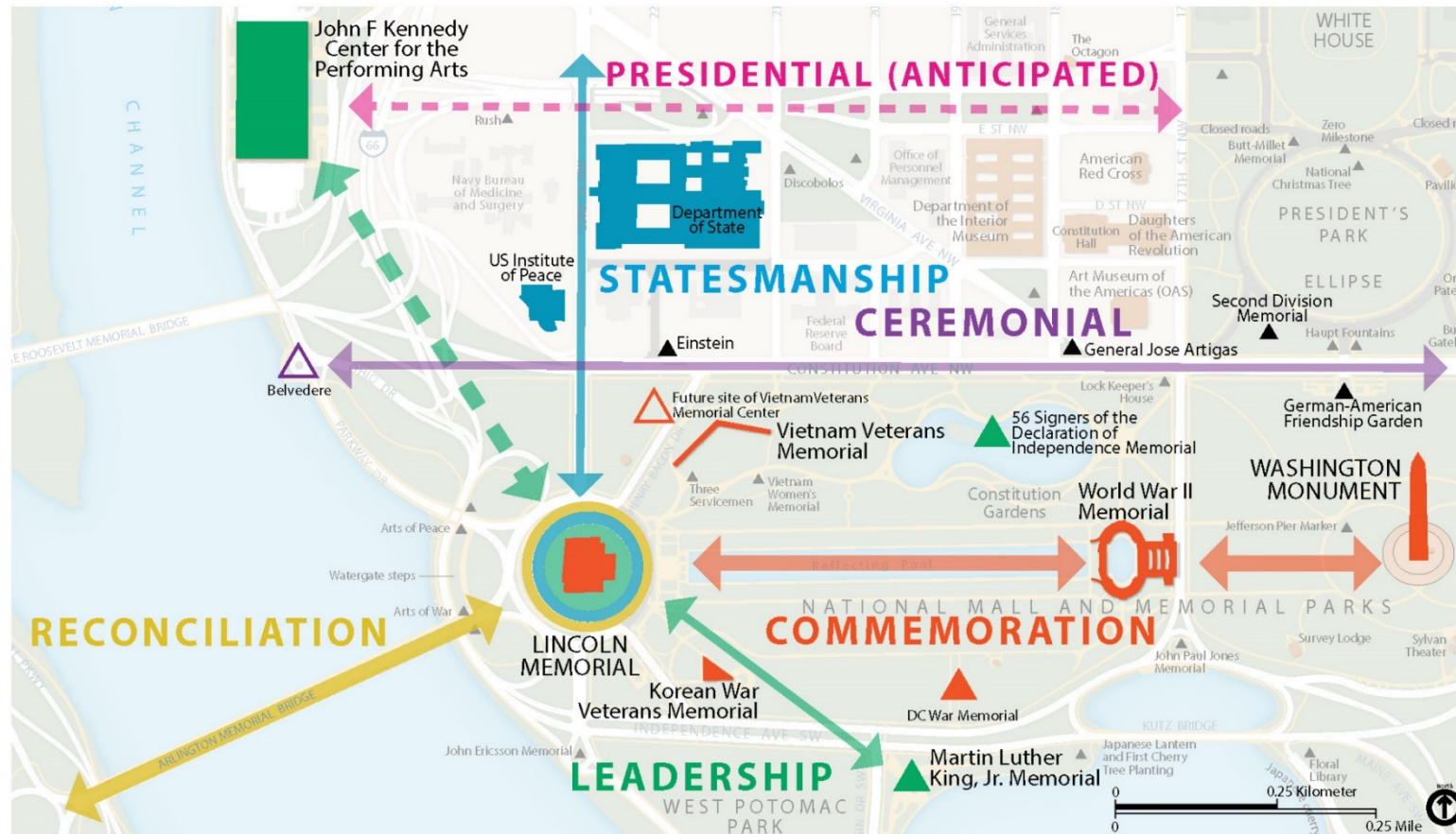
NATIONAL DESERT STORM AND DESERT SHIELD MEMORIAL

Thematic Clusters & Corridors



NATIONAL DESERT STORM AND DESERT SHIELD MEMORIAL

Existing Thematic Framework



NDSWM Site Selection Process

The National Desert Storm War Memorial (NDSWM) Association, the sponsoring organization for the Desert Storm Memorial, conducted a site selection study in 2015-2016 in cooperation with the NPS and staff from NCPC, CFA, and the DC State Historic Preservation Office (SHPO). The Association and the NPS developed a series of criteria in order to identify a suitable location for the memorial on a site that supports the stated purpose of the memorial. These site identification criteria included:

- ▶ Within the District of Columbia
- ▶ At least 1.5 acres in size and able to accommodate a minimum of 80-100 people
- ▶ Accessible to pedestrians, transit, and visitors and meet ABAAS standards
- ▶ **Near other visitor destinations**
- ▶ **Thematically connected to the content of the memorial**
- ▶ Minimal infrastructure improvements
- ▶ Appropriate environment for reflection
- ▶ Safe environment for both visitors and memorial features; minimal potential maintenance issues
- ▶ Resilient to the environment and the potential effects of climate change; enable sustainable practices

These criteria were applied to the **100 potential memorial sites** listed in NCPC's *Memorials and Museums Master Plan*. Many of the sites in the document did not meet the criteria; however, the Association and the NPS identified fourteen viable sites and areas that merited further consideration based on overall location and size. The Association presented its finding to National Capital Memorials Advisory Committee on January 28, 2016 and again on May 16, 2017. The Association presented the site selection process, including criteria at the 2016 meeting and **NCMAC recommended the siting of the Memorial within Area I** as defined by the Commemorative Works Act. Congress authorized siting within Area I in March 2017.

After multiple iterations, the full Site Selection Study evaluated a **total of 18 sites**. Two sites were selected as the most appropriate for further analysis and to explore potential concepts for how the site could accommodate a memorial. These two finalist sites include the Memorial Circle Area, Site 1, *Memorials and Museums Master Plan* and the Constitution Avenue Terminus Area, Site 6, *Memorials and Museums Master Plan*.

- ▶ The Desert Storm Memorial must be consistent with the Commemorative Works Act; Construction of the memorial will be sponsored and funded by the NDSWM Association
- ▶ The memorial will be maintained by the NPS
- ▶ The anticipated construction date for the memorial is 2021, which marks the 30th anniversary of Operation Desert Storm
- ▶ The memorial would serve as an additional attraction to the Washington, DC landscape

NDSWM Site Selection Process

The Association presented the Memorial Circle Area and Constitution Avenue Terminus Area sites to NCPC on July 13, 2017 and CFA on July 20, 2017.

NCPC found that the Memorial Circle Area site is “currently challenged by pedestrian – vehicular conflicts” and noted that the site’s “adjacent road network may detract from a contemplative and safe environment necessary for a successful memorial.”

CFA expressed concern about the suitability of the Memorial Circle Area site, noting that the site is “layered with many other commemorative associations” and “found that a site less laden with established commemorative meaning would provide a better setting for the Desert Storm and Desert Shield Memorial.”

Comments received during the site selection public scoping period noted that locating the Desert Storm Memorial at the Memorial Circle site would be disconnected and isolated from the other commemorative works both on the Washington and Arlington side of the Potomac River.

Based on this feedback, the Association found that the **Memorial Circle Area site poses difficult challenges** and removed the site from further consideration.

At the July 20, 2017 CFA meeting, the Commission encouraged further study of potential sites. Based on CFA's feedback, the Association conducted a **new comprehensive evaluation of five sites**, including three sites from the full Site Selection Study and two new sites, as well as a new approach to selecting a site for the memorial. The Association presented these five sites and new approach to CFA on October 19, 2017. CFA endorsed the further exploration of the Constitution Avenue Terminus Area site and Walt Whitman Park, Site 11, *Memorials and Museums Master Plan*, as well as recommended that the Constitution Avenue Belvedere site be included in the next phase of site selection.

NATIONAL DESERT STORM AND DESERT SHIELD MEMORIAL

Re-Evaluation of Sites (5 New and Reconsidered Sites)



 POTENTIAL NICHE AREAS EVALUATED

NATIONAL DESERT STORM AND DESERT SHIELD MEMORIAL

Updated Evaluation Criteria

As part of the site selection process, multiple considerations influence decisions related to the location of the memorial. In response to the thoughtful review comments received from NCPC and CFA, the evaluation criteria was updated to better inform the overall suitability of each potential memorial site.

The updated criteria would allow for a memorial that would:

- ▶ **Establish a prominent place of honor.** The site should be deemed a lasting and preeminent commemorative place suitable for recognizing the unique and historically significant role of Desert Shield/Desert Storm in history.
- ▶ **Complement existing attributes of the site.** These include topography and vegetation, notable surrounding and nearby buildings and monuments, views into and out of the site, pedestrian and vehicular access routes to/from the site, universal accessibility, drainage and floodplains, and solar and wind exposure.
- ▶ **Maintain the civic quality of open space.** The memorial should be sited so that open space can continue to serve the general public as gathering and/or recreation areas, rather than an area serving solely as a memorial precinct.
- ▶ **Respect the established context.** The site should recognize its existing historic context, viewsheds, and cultural landscapes while offering potential for integration of other commemorative associations; the site should not preclude the presence of future memorials.
- ▶ **Allow for future connections.** The site area should be adaptable to new physical and programmatic approaches to civic space, including open space, infrastructure, or ceremonial linkages.
- ▶ **Enable a compact design with a low, horizontal profile.** The scale and design of each alternative will be studied in relation to site attributes, but will occupy less than one-quarter of an acre.
- ▶ **Create an intimate visitor experience.** The memorial should include a meaningful, sacred space for reflection and healing; the sense of contemplation should be protected by sensitive buffers that minimize disruption to visual and acoustic quality.

NATIONAL DESERT STORM AND DESERT SHIELD MEMORIAL

Walt Whitman Park (E Street Corridor)



Walt Whitman Park, along E Street between 18th and 20th Streets, NW Site 11

Location:
The site location, along E Street between 18th and 20th Streets, NW, is in the Foggy Bottom area west of the White House. The site location is along the E Street Corridor at the intersection of the site location. The location is in the Foggy Bottom area west of the White House. The site location is along the E Street Corridor at the intersection of the site location. The location is in the Foggy Bottom area west of the White House.

Transportation Context:
The site location is along the E Street Corridor at the intersection of the site location. The location is in the Foggy Bottom area west of the White House. The site location is along the E Street Corridor at the intersection of the site location. The location is in the Foggy Bottom area west of the White House.

Neighborhood Context:
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Design:
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Walt Whitman Park, along E Street between 18th and 20th Streets, NW Site 11

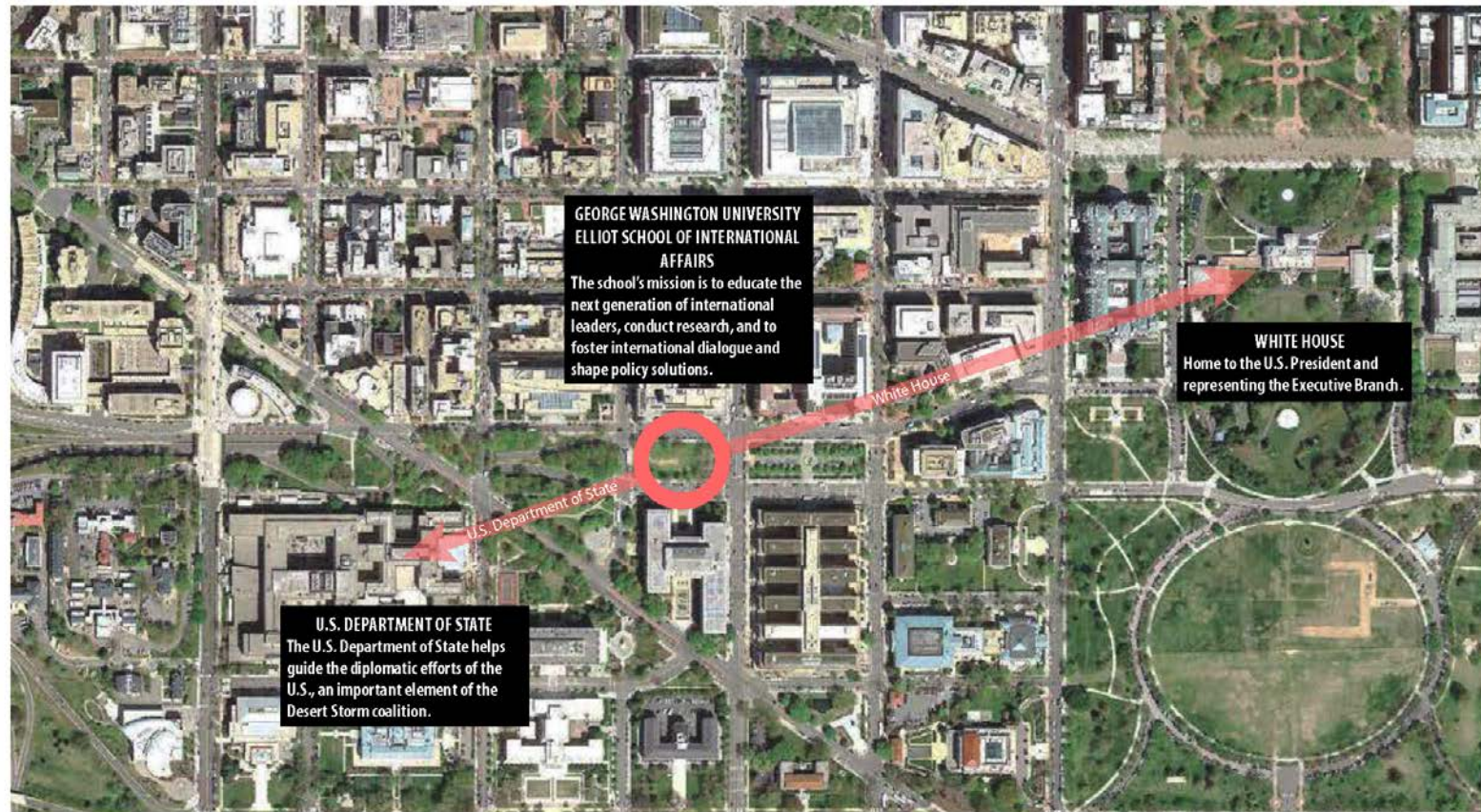
Contextual Information:
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NATIONAL DESERT STORM AND DESERT SHIELD MEMORIAL

Walt Whitman Park (E Street Corridor)

Thematic Context



NATIONAL DESERT STORM AND DESERT SHIELD MEMORIAL

Walt Whitman Park (E Street Corridor)

Access from Landmarks

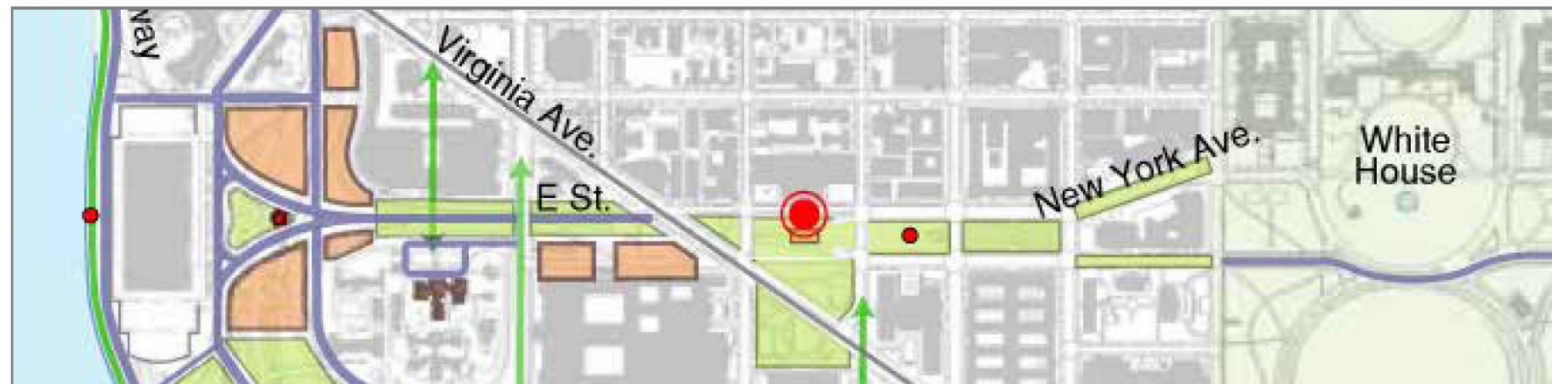


NATIONAL DESERT STORM AND DESERT SHIELD MEMORIAL

Walt Whitman Park (E Street Corridor)

Monumental Core Framework Plan: Proposed Vision

The Framework Plan proposes to "connect the Kennedy Center with the White House and President's Park by establishing the E Street corridor as a commemorative linear park."



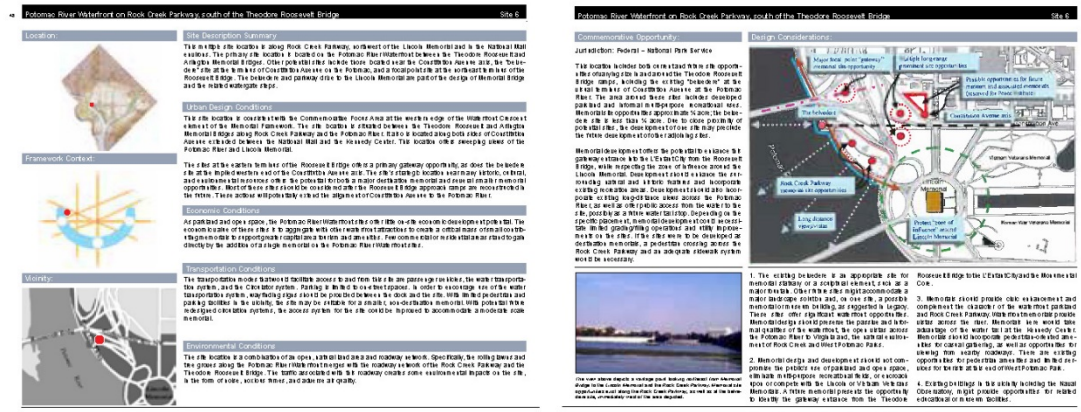
NATIONAL DESERT STORM AND DESERT SHIELD MEMORIAL

Walt Whitman Park (E Street Corridor)

Summary

| EVALUATION CRITERIA | NOTES |
|--------------------------------|--|
| Existing Site Attributes | Site would accommodate program, but is removed from existing visitor attractions |
| Civic Open Space | Memorial could minimally reduce the open space character of the area, but could maintain unprogrammed recreation space |
| Integration of Other Memorials | Site would not preclude integration of future memorials along the E Street corridor |
| Potential Connections | Site would not preclude future connections between the White House Grounds and the Kennedy Center |
| Compact Memorial Design | Site would accommodate a compact memorial design |
| Visitor Experience | Site could allow for an intimate visitor experience |
| Visual & Acoustic Buffers | Site would require visual and acoustic buffers through vegetation in area that receives moderate traffic activity |
| Other Considerations | Site is not proximate or directly linked to other visitor attractions and feels separated by an even greater distance |
| Conclusions | Site would accommodate memorial program but is removed from other, related memorials and attractions. |

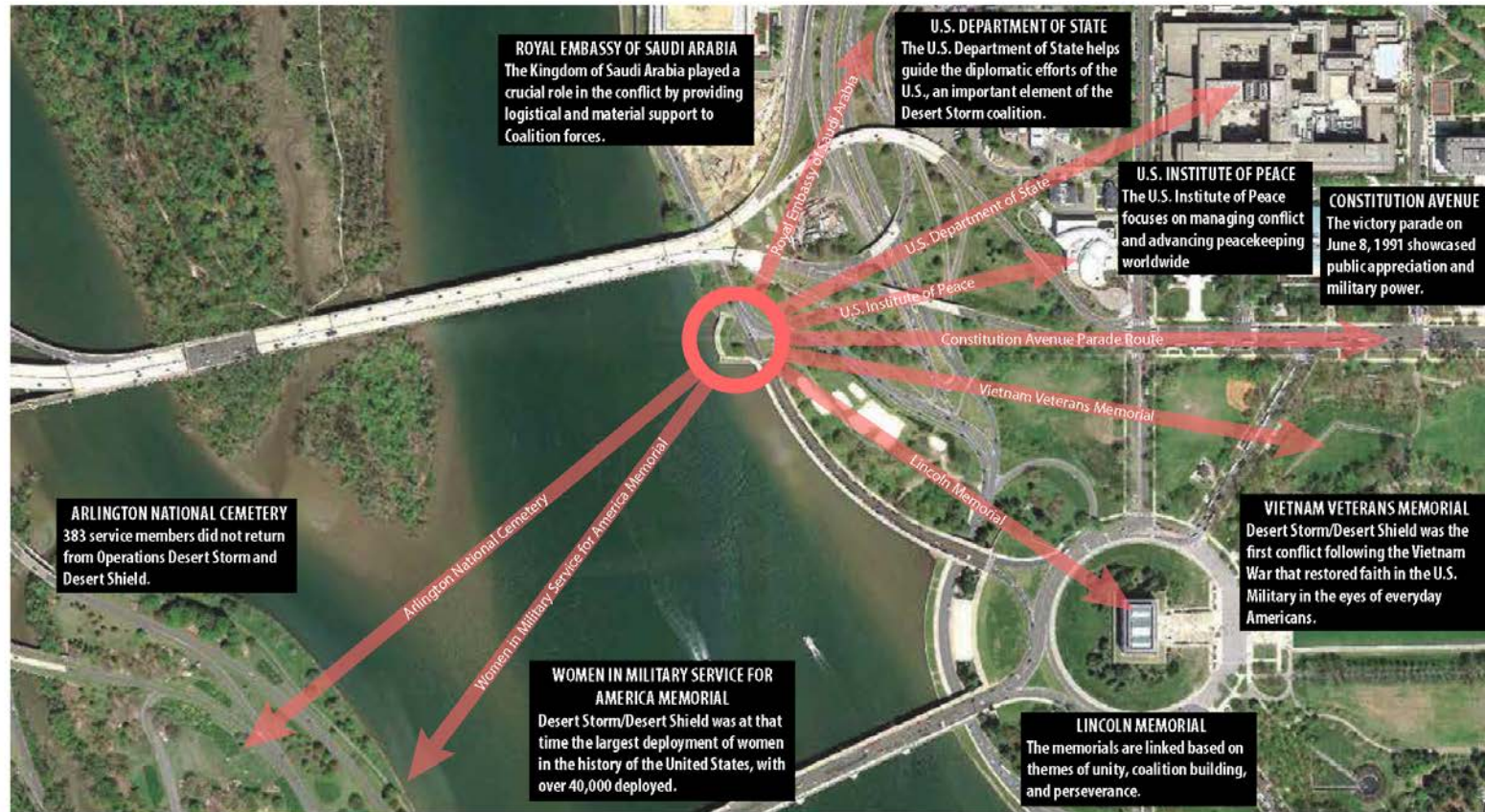




NATIONAL DESERT STORM AND DESERT SHIELD MEMORIAL

Constitution Avenue Belvedere

Thematic Context



NATIONAL DESERT STORM AND DESERT SHIELD MEMORIAL

Constitution Avenue Belvedere

Circulation and Constraints



NATIONAL DESERT STORM AND DESERT SHIELD MEMORIAL

Constitution Avenue Belvedere

Summary

| EVALUATION CRITERIA | NOTES |
|--------------------------------|--|
| Existing Site Attributes | Site could accommodate program; floodplain, access, and existing roadway network pose challenges |
| Civic Open Space | Memorial would improve site's civic open space character, which is currently focused on transportation |
| Integration of Other Memorials | Site would not preclude integration of future memorials, although direct adjacency could be limited |
| Potential Connections | Site would not preclude future connections, and could serve as a fitting terminus for a reconfigured Constitution Avenue |
| Compact Memorial Design | Site would accommodate a compact memorial design |
| Visitor Experience | Due to proximity to roadway, the creation of a meaningful visitor experience would be challenging |
| Visual & Acoustic Buffers | Site offers no visual or acoustic buffers |
| Other Considerations | Site's riverfront location is not consistent with Desert Storm Memorial identity |
| Conclusions | Site enables a compact memorial design, but would not offer the desired visitor experience. |



NATIONAL DESERT STORM AND DESERT SHIELD MEMORIAL

Constitution Avenue Terminus Area



Figure 6-1: National Desert Storm and Desert Shield Memorial

Location

The site is located on the east side of the Potomac River, adjacent to the Lincoln Memorial and the US Institute for Peace. The site is bounded by the Potomac River to the west, the Lincoln Memorial to the north, and the US Institute for Peace to the east. The site is bounded by the Potomac River to the west, the Lincoln Memorial to the north, and the US Institute for Peace to the east.

Design Considerations

The site is located on the east side of the Potomac River, adjacent to the Lincoln Memorial and the US Institute for Peace. The site is bounded by the Potomac River to the west, the Lincoln Memorial to the north, and the US Institute for Peace to the east. The site is bounded by the Potomac River to the west, the Lincoln Memorial to the north, and the US Institute for Peace to the east.

Framework Context

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Economic Conditions

The site is located on the east side of the Potomac River, adjacent to the Lincoln Memorial and the US Institute for Peace. The site is bounded by the Potomac River to the west, the Lincoln Memorial to the north, and the US Institute for Peace to the east. The site is bounded by the Potomac River to the west, the Lincoln Memorial to the north, and the US Institute for Peace to the east.

Transportation Conditions

The site is located on the east side of the Potomac River, adjacent to the Lincoln Memorial and the US Institute for Peace. The site is bounded by the Potomac River to the west, the Lincoln Memorial to the north, and the US Institute for Peace to the east. The site is bounded by the Potomac River to the west, the Lincoln Memorial to the north, and the US Institute for Peace to the east.

Figure 6-2: National Desert Storm and Desert Shield Memorial

Design Considerations

The site is located on the east side of the Potomac River, adjacent to the Lincoln Memorial and the US Institute for Peace. The site is bounded by the Potomac River to the west, the Lincoln Memorial to the north, and the US Institute for Peace to the east. The site is bounded by the Potomac River to the west, the Lincoln Memorial to the north, and the US Institute for Peace to the east.

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Constitution Avenue Terminus Area

Thematic Context

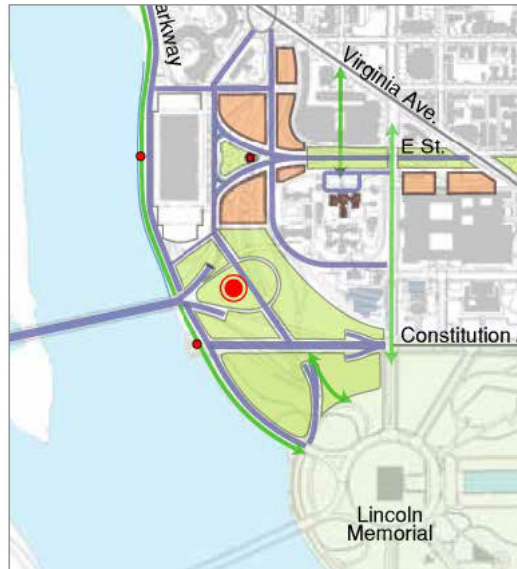


NATIONAL DESERT STORM AND DESERT SHIELD MEMORIAL

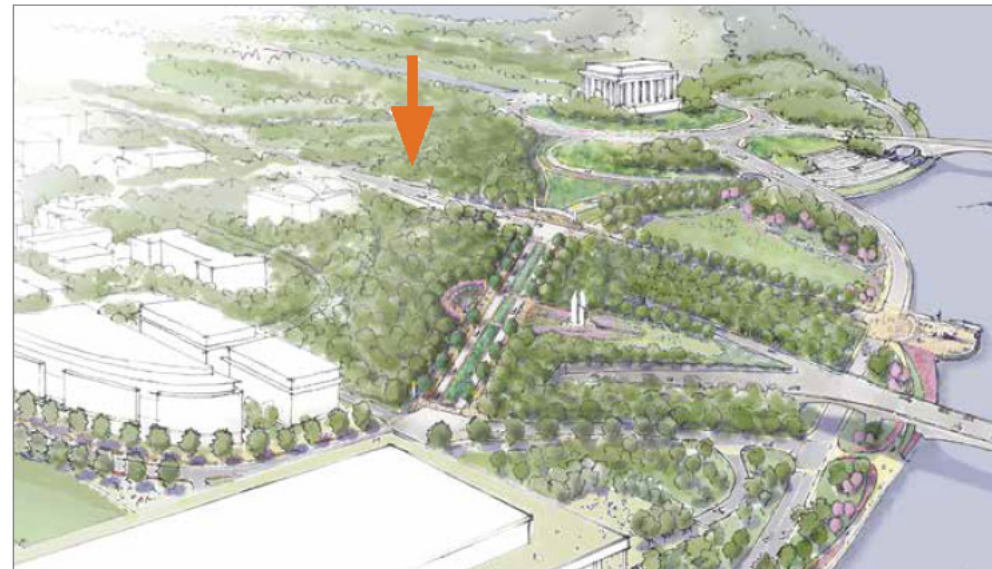
Constitution Avenue Terminus Area

Monumental Core Framework Plan: Proposed Vision

The Framework Plan proposes "a new ceremonial boulevard and commemorative landscape that will strengthen the visual and symbolic connection between the Kennedy Center and the Lincoln Memorial."



Monumental Core Framework Plan proposed future conditions for Constitution Avenue Terminus Area



Artist rendering from Monumental Core Framework Plan

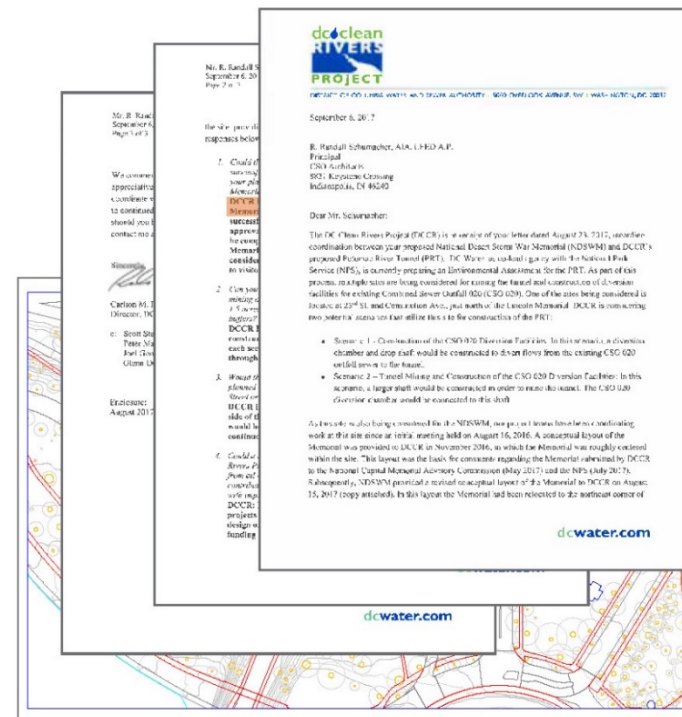
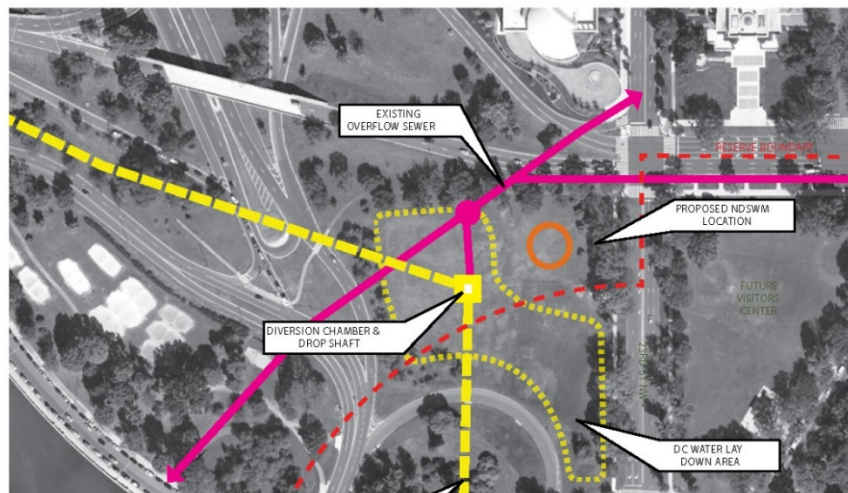
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Constitution Avenue Terminus Area

Integration with DC Water

Agreement

"There appears to be adequate space remaining south and west of the Memorial [at the Constitution Avenue Terminus Area site] to construct either PRT [Potomac River Tunnel] scenario."

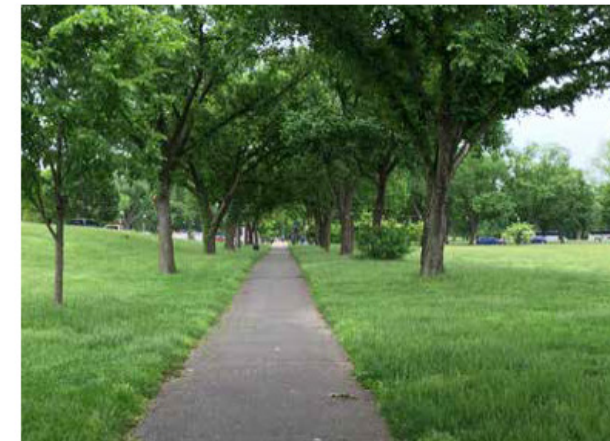


NATIONAL DESERT STORM AND DESERT SHIELD MEMORIAL

Constitution Avenue Terminus Area

Summary

| EVALUATION CRITERIA | NOTES |
|--------------------------------|--|
| Existing Site Attributes | Site benefits from surrounding context, but site attributes pose modest challenges |
| Civic Open Space | Site would slightly reduce the area of civic open space behind the Lincoln Memorial |
| Integration of Other Memorials | Site would not preclude integration of future memorials with in proximity of the Desert Storm Memorial |
| Potential Connections | Site would not preclude new connections between the Lincoln Memorial and the Kennedy Center as identified in the Monumental Core Framework Plan |
| Compact Memorial Design | Site would accommodate a compact memorial design |
| Visitor Experience | Site would enable a meaningful visitor experience |
| Visual & Acoustic Buffers | Site near roadway would require visual and modest acoustic buffer through topography and vegetation; upcoming levee design offers additional opportunity for buffering |
| Other Considerations | Site's potential infrastructure challenges (DC Water Clean Rivers and levee improvements) also serve as opportunities to address site holistically |
| Conclusions | Site would enable the desired visitor experience at a prominent site through a compact memorial design and reinforce thematic and physical connections. |



Site Selection Conclusions

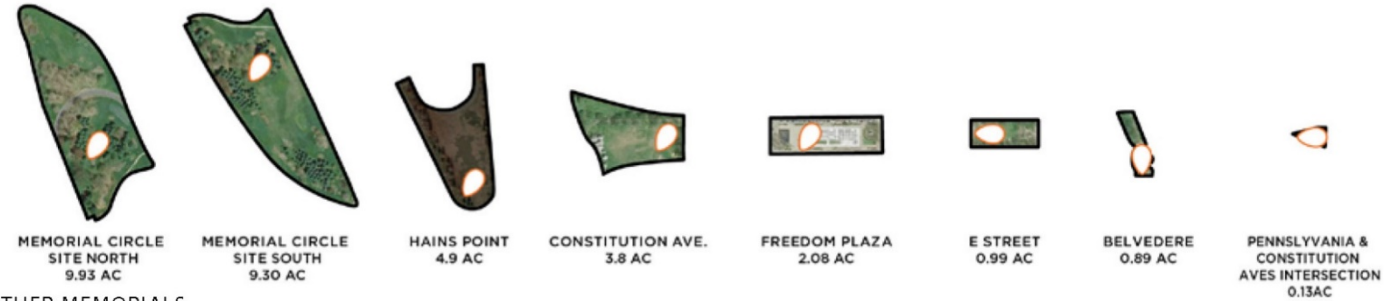
In response to CFA feedback, the Desert Storm Memorial team conducted a thorough and meaningful re-evaluation of the entire project, including the scale of the Memorial. This re-evaluation also included a re-look at the Mall, revisions to the evaluation criteria, a re-thinking of the sites (old and new), and consultation with historic scholars. Based on this comprehensive re-evaluation, we have reached the following conclusions:

- ▶ Memorial Circle Area is not appropriate for Desert Storm Memorial due to the existing cultural landscape and context
- ▶ Hains Point Area, as a waterfront site and removed from other visitor attractions would not be appropriate for a monument to Desert Storm
- ▶ Freedom Plaza site constrained by location within Pennsylvania Avenue and infrastructure challenges
- ▶ The Pennsylvania/Constitution Avenues Intersection site would not provide the desired visitor experience due to its unbuffered location between major roadways
- ▶ Niche locations would not accommodate desired program due to lack of gathering space and would not achieve the desired visitor experience
- ▶ Three sites provide appropriate settings and contexts for a compact and poignant memorial:
 - The **Constitution Avenue Terminus Area Site** provides multiple thematic links, consists of an appropriate size in proximity to other 20th Century war memorials
 - The **E Street Corridor** has thematic connections and would achieve program
 - The **Constitution Avenue Belvedere** could provide thematic links and proximity to other 20th century war memorials

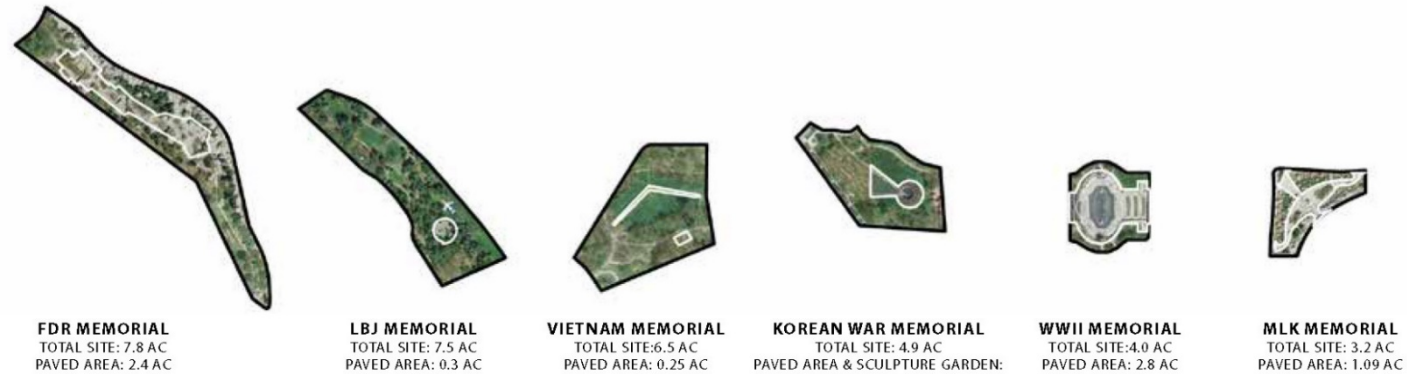
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Scale Comparison

STUDY SITES



OTHER MEMORIALS



NATIONAL DESERT STORM AND DESERT SHIELD MEMORIAL

Conclusion

For the purpose of building a memorial to commemorate and honor those who, as a member of the Armed Forces, served on active duty in support of Operation Desert Storm or Operation Desert Shield, the National Desert Storm Memorial Association requests comments on the selection of the following sites for establishment of the Desert Storm Memorial:

- ▶ Constitution Avenue Terminus Area
- ▶ E Street Corridor
- ▶ Constitution Avenue Belvedere

