



Executive Director's Recommendation

Commission Meeting: December 1, 2016

PROJECT President Franklin D. Roosevelt Prayer Plaque World War II Memorial The National Mall Washington, DC	NCPC FILE NUMBER 7727
SUBMITTED BY United States Department of Interior National Park Service	NCPC MAP FILE NUMBER 00.00(73.10)44248
REVIEW AUTHORITY Per 40 U.S.C § 8905 and Public Law 113-123	APPLICANT'S REQUEST Approval of comments on concept design
	PROPOSED ACTION Approve comments as requested
	ACTION ITEM TYPE Staff Presentation

PROJECT SUMMARY

Public Law 113-123 authorizes the placement of a plaque or inscription with the words that President Franklin D. Roosevelt prayed on D-Day in the vicinity of the World War II Memorial, in accordance with the Commemorative Works Act (40 U.S.C. 8905 et seq.) (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 National Park Service (NPS), on behalf of the Friends of the World War II Memorial, submitted to NCPC the FDR D-Day Prayer Design Concepts, which include criteria for site selection and design and two preferred concept alternatives within the Circle of Remembrance. The two design alternatives include:

- Alternative I: Planter Edge (plaque dimensions: 2' tall, 4.5' wide, and 8' long)
- Alternative II: Circle Edge (plaque dimensions: 2.5' tall, 3.5' wide, and 14' long)

In November 2015, the Commission provided planning comments identifying the Circle of Remembrance as a preferred site location for the FDR Prayer Plaque. Now, the Commission is providing comments on the concept design and refinement of the prayer plaque location within this preferred site. Both alternatives modify the character of the Circle of Remembrance with proposed material changes that are more consistent with the primary memorial precinct.

Based on the approximate 500-word length (over 2,000 characters) of the FDR prayer and necessary size for legibility (3/8" tall letters), the plaque has a proposed surface area of between 20 and 27 square feet. The Friends of the World War II Memorial contracted with Oehme van

Sweden (OVS), the landscape architects for the World War II Memorial, for the plaque site location and design.

KEY INFORMATION

- The 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 U.S. General Services Administration (GSA). This site is under the jurisdiction of DOI and is managed by the National Park Service (NPS).
- In general, in accordance with the CWA, the key benchmarks for authorizing a new memorial are summarized below:
 - (1) Congress authorizes each new memorial purpose (subject) and a memorial sponsor by separate federal law.
 - P.L. 113-123 directs the Secretary of the Interior to install a plaque or inscription of FDR's prayer in the area of the World War II Memorial.
 - (2) The sponsor consults with the National Capital Memorial Advisory Commission (NCMAC) on alternative sites and design concepts.
 - NCMAC commented favorably on Site A at its September 14, 2015 meeting.
 - (3) NCPC must approve the site and design for new commemorative works.
 - The FDR D-Day Prayer Design Concepts, which is the subject of this EDR, is the next step towards these approvals.
 - CFA commented favorably on Site A, subject to the review of the plaque design, at its October 15, 2015 meeting.
 - NCPC commented favorably on Site A (Circle of Remembrance) in November 5, 2015.
 - CFA commented favorably on Alternative II, subject to future design review, at its November 17, 2016 meeting.
 - (4) NPS must approve and permit the final site and design for each new memorial, after the steps above are completed. NPS is responsible for the long-term maintenance and interpretation of memorials.
- The two design alternatives propose changing the material character of the Circle of Remembrance to be more consistent with the primary memorial precinct. The flagstone retaining wall and wood and metal park benches would be replaced by granite retaining walls and benches.
- The two design alternatives propose the plaque as a stand-alone element at the entry to the Circle of Remembrance. To accommodate the entire prayer in a legible manner, Alternative

I proposes 20 square feet of surface area, and Alternative II proposes 27 square feet of surface area.

- In addition to the CWA site location criteria, the NPS, on behalf of the Friends of the WWII Memorial, developed additional site location and design criteria for this project. These site location criteria highlight locating the prayer plaque in a manner that creates opportunities for quiet contemplation. The design criteria evaluate the aesthetics and visitor experience of the D-Day Prayer.

RECOMMENDATION

The Commission:

Supports Alternative II, at the edge of the Circle of Remembrance, as the preferred location and design of the President Franklin D. Roosevelt prayer plaque.

Notes that Alternative II completes the geometric form of the circle while incorporating the plaque as a free-standing element, separated from the circular wall enclosure by two pedestrian pathways.

Notes that both Alternatives propose changing the materials of the retaining wall, benches, and pavers to granite in order to be consistent with the primary memorial precinct.

Recommends that the sponsor continue to refine the design of the prayer plaque, ensuring that the plaque is:

- complementary in scale and material with the proposed retaining wall and benches encompassing the Circle of Remembrance.
- formed with a height and size that promotes legibility while discouraging unintended uses such as sitting or sleeping.
- made of a material and color that harmonizes with the surrounding landscape context.
- planted with adjacent vegetation that promote long-term legibility and ease of maintenance.
- located to protect existing views to the National Mall, including views to the World War II Memorial primary precinct, the Washington Monument, and Constitution Gardens.

PROJECT REVIEW TIMELINE

Previous actions	November 5, 2015 – Approval of comments on site selection.
Remaining actions (anticipated)	Approval of design (preliminary and final).

PROJECT ANALYSIS

Executive Summary

NPS, on behalf of the Friends of the World War II Memorial, has submitted the FDR D-Day Prayer Design Concepts. The submission includes two design alternatives for locating the words of President Franklin D. Roosevelt's D-Day Prayer as a free-standing plaque at the entry to the Circle of Remembrance. Both alternatives alter the character and material of the Circle of Remembrance to be more consistent with the primary memorial precinct. However, Alternative II completes the geometric form of the circle while incorporating the plaque as a free-standing element, separated from the circular wall enclosure by two pedestrian pathways. Staff recommends the Commission approve comments on the selection of Alternative II for the location and design of the President Franklin D. Roosevelt D-Day Prayer.

Analysis

Staff analyzed the location and design of 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 National Mall 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 the World War II memorial. Therefore, staff's comments on the site selection and design emphasize the importance of successfully integrating the inscription in a manner that is responsive to its surrounding context.

The CWA 40 U.S.C. 8905 includes decision criteria for site and design 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.
- Material – a commemorative work shall be constructed of durable material suitable to the outdoor environment.
- Landscape features – landscape features of commemorative works shall be compatible with the climate.

The NPS and Friends of the World War II Memorial, with the assistance of Oehme van Sweden (OVS), the landscape architects of the World War II Memorial grounds, established the following

criteria for evaluating the design alternatives. The first four relate to locating the D-Day Prayer at the Circle of Remembrance, and the last four relate to the aesthetics and visitor experience.

- Contemplative character.
- Vegetative screening.
- Compatibility with existing circulation and visitation patterns.
- Ease of long-term maintenance.
- Visual connection with the WWII Memorial
- Adherence with original WWII memorial design intent
- Comfort and legibility
- Adherence to original intent/prayer format

Staff supports the criteria proposed by the NPS and Friends of the World War II Memorial. Staff particularly supports the criterion for a site to provide opportunities for quiet contemplation and peaceful reflection and adherence with the original WWII memorial design intent.

The NPS and Friends of the World War II Memorial have proposed two potential locations and designs for the FDR prayer plaque. Based on the approximate 500-word length (over 2,000 characters) of the FDR prayer and necessary size for legibility (3/8" tall letters), the plaque has a proposed surface area of between 20 and 27 square feet.

The material palette at the Circle of Remembrance consists of rusticated fieldstone retaining walls and Victorian park benches. These materials are unlike the primary memorial precinct which consists of various types of granite and metal embellishments. Both design alternatives include additional modifications to the landscape retaining wall, benches, and pavers at the Circle of Remembrance in order to be consistent with the primary memorial precinct, as was the original WWII memorial design intent. Both design alternatives propose additional small multi-stem flowering trees along the perimeter of the Circle of Remembrance to enclose the space.

Each design alternative is analyzed according the above criteria.

Alternative I: Planter Edge

This alternative locates a nearly square (4' tall, 5' wide), free-standing bronze plaque within the existing vegetative planter at the entry to the Circle of Remembrance. The plaque and granite tablet with the following dimensions: 2' tall, 4.5' wide, and 8' long, would be located at shallow angle close to the ground and projecting toward the center of the planter. This alternative does not alter the existing circulation and visitation patterns. Visitors could read the plaque inscription from the sidewalk adjacent to the existing planter. However, the low height and configuration of the plaque could inhibit legibility.

Alternative II: Circle Edge

This alternative locates a rectangular (3' tall, 9' wide), free-standing bronze plaque at the edge of the Circle of Remembrance. The plaque and granite wall with the following dimensions: 2.5' tall, 3.5' wide, and 14' long, would be located at the edge of the Circle of Remembrance and conform

to the geometry of the circle. The bronze plaque and curved granite wall would be separated from the circular retaining wall and benches by two pedestrian pathways. This alternative slightly alters the existing circulation and visitation patterns. The sidewalk leading to the entry of the Circle of Remembrance would be widened and the existing planting area would be reduced and shifted westward to aligned with the outside edge of the circle and curved granite wall. Visitors could read the plaque inscription from within the Circle of Remembrance. This alternative integrates the addition of the free-standing plaque in a manner that is geometrically and materially related with improvements to the Circle of Remembrance.

Staff notes that a program for the plaque has not been defined and that the applicant should consider what types of ceremonies, services, or events might be planned and how much visitation the plaque or inscription will receive once it is in place. However, staff recommends that Alternative II is the best location and design for the FDR prayer because it formally and materially integrates the prayer plaque with the Circle of Remembrance, it complies with the original WWII design intent, and it allows the D-Day prayer to be read comfortably from a standing position.

At a future date, NPS will submit the plaque for preliminary and final approval. Staff recommends that the sponsor continue to refine the design of the prayer plaque, ensuring that the plaque is:

- complementary in scale and material with the proposed retaining wall and benches encompassing the Circle of Remembrance.
- formed with a height and size that promotes legibility while discouraging unintended uses such as sitting or sleeping.
- made of a material and color that harmonizes with the surrounding landscape context.
- planted with adjacent vegetation that promote long-term legibility and ease of maintenance.
- located to protect existing views to the National Mall, including views to the World War II Memorial primary precinct, the Washington Monument, and Constitution Gardens.

CONFORMANCE TO EXISTING PLANS, POLICIES AND RELATED GUIDANCE

Comprehensive Plan for the National Capital

As noted above, the planning comments are designed to ensure that this projects meets basic goals of the Comprehensive 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). NPS initiated consultation the District of Columbia State Historic Preservation Officer (DC SHPO) on October 1, 2015 and identified the Circle of Remembrance (Site A) as their preferred site. NPS determined selection of the Circle of Remembrance would have no adverse effect on historic properties and will continue consultation as the design phase of the project proceeds. The DC SHPO determined selection of the Circle of

Remembrance would have no adverse effect on historic properties conditioned upon DC SHPO's opportunity to review and comment on the selection of the final location and designs and that any such comments will be incorporated into the project. NCPC will complete the requirements of Section 106 prior to the Commission's final approval of the design phase 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 FDR prayer plaque. With its current review and action, the Commission is providing comments on the location and design alternatives. Final NEPA documentation is not required at this time and NPS and NCPC are evaluating the appropriate level of NEPA documentation for the project. Final NEPA documentation will be completed prior to the Commission's action on the final site and design of the FDR prayer plaque.

CONSULTATION

Coordinating Committee

Without objection, the Committee forwarded the proposed comments on concept design to the Commission with the statement that the proposal has been coordinated with all participating agencies. The SHPO noted that a formal submittal is still required to fulfill requirements of DC SHPO memo of November 10, 2015.

U.S. Commission of Fine Arts

The U.S. Commission of Fine Arts (CFA) reviewed the project at its November 17, 2016 meeting. The CFA commented favorably on Alternative II. Previously, CFA reviewed the project at its October 15, 2015 meeting and supported the selection of Site A, subject to the review of the plaque design.

National Capital Memorial Advisory Commission

The National Capital Memorial Advisory Commission (NCMAC) has not reviewed the current submission of the refined site location and design within the Circle of Remembrance. However, the NCMAC reviewed the project at its September 14, 2015 meeting. The NCMAC commented favorably on Site A (Circle of Remembrance) and did not support the selection of Site C.

ONLINE REFERENCE

The following supporting documents for this project are available online:

- World War II Memorial: FDR D-Day Prayer Design Concepts.
- DC State Historic Preservation Office Federal Agency Section 106 Review Form.
- Public Law 113-123.

Prepared by Meghan Spigle
[11/22/2016]

POWERPOINT (ATTACHED)

NCPC File 7727: President Franklin D. Roosevelt Prayer Plaque

World War II Memorial

Submitted by the National Park Service

Concept Review

Commission meeting date: December 1, 2016

NCPC review authority: Commemorative Works Act (40 U.S.C. 8905) & Public Law 113-123

Applicant request: Concept Review

Delegated / consent / open / executive session: Open

NCPC Review Officer: M. Spigle

NCPC File number: 7727

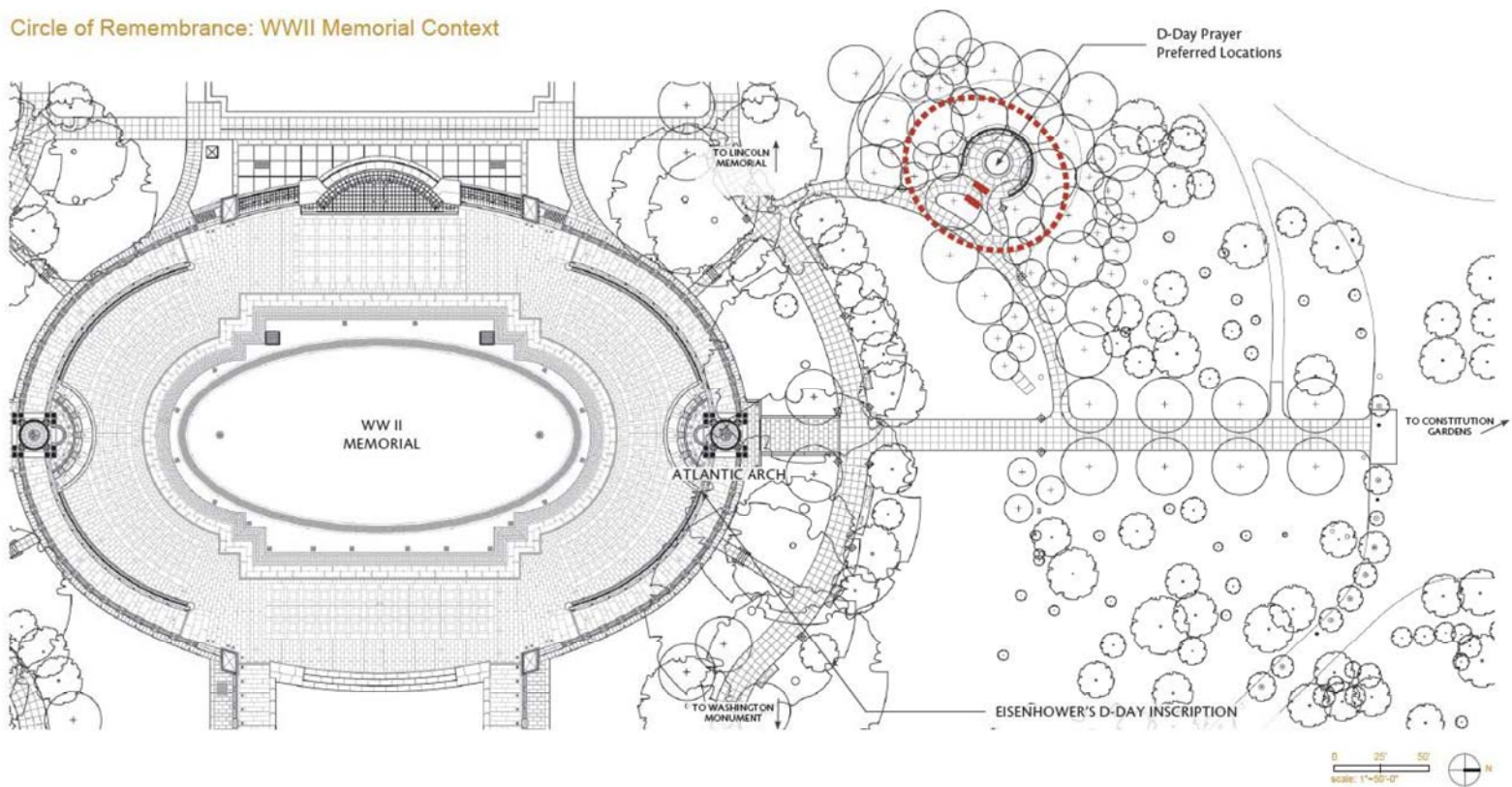
Project summary:

Public Law 113-123 authorized placement of a plaque or inscription in the vicinity of the World War II Memorial with the words that President Franklin D. Roosevelt prayed with the United States on D-Day, June 6, 1944. The Commemorative Works Act sets forth approval requirements related to the design and placement of the plaque. In accordance with the CWA, NCPC approves site and design for new commemorative works.

The National Park Service (Department of the Interior) on behalf of the Friends of the World War II Memorial, is submitting two design alternatives for the proposed site at the Circle of Remembrance, to the National Capital Planning Commission for concept review. In November 2015, the Commission commented favorably on the Circle of Remembrance (Site A) for the location of the prayer plaque. On September 14, 2015 the National Capital Memorial Advisory Commission provided comments on the site study. On October 15, 2015 the U.S. Commission of Fine Arts provided comments on the site study. CFA will review the proposed site concept again on November 17, 2016. These comments will be included in the record.



Circle of Remembrance: WWII Memorial Context



Criteria for Evaluating the Design Alternatives

Several criteria were developed to evaluate the design alternatives for the D-Day Prayer Memorial within the Circle of Remembrance. The first four criteria listed below were carried forward from the Site Analysis because they are pertinent to locating the Prayer within the Circle of Remembrance site. The final four criteria were developed specifically to evaluate the aesthetics and visitor experience of the D-Day Prayer Memorial.

Criteria for siting the D-Day Prayer Memorial within the Circle of Remembrance

CONTEMPLATIVE CHARACTER

The D-Day Prayer shall be sited to allow contemplation and reflection. Concepts for the Prayer shall preserve the contemplative character and purpose of the Circle, while allowing for quiet reflection and solemnity called for by the Prayer itself.

VEGETATIVE SCREENING

The D-Day Prayer shall be sited with consideration for preservation of existing mature vegetation and selective inclusion of new planting to provide a sense of comfortable enclosure and filter viewsheds to the bustling primary Memorial precinct.

COMPATIBILITY WITH EXISTING CIRCULATION AND VISITATION PATTERNS

The siting of the D-Day Prayer shall limit disturbance to the existing circulation patterns and shall not require additional walkways. In addition, the D-Day Prayer shall be sited so that visitors can easily locate it.

EASE OF LONG-TERM MAINTENANCE

The D-Day Prayer shall be designed and sited with consideration for long-term maintenance. The NPS has requested that the D-Day Prayer be inscribed in bronze rather than stone for ease of maintenance. Also, the D-Day Prayer shall be sited in a location where it can be elevated (and not flat on the ground) for ease of maintenance.

Criteria for evaluating the design of the D-Day Prayer Memorial

VISUAL CONNECTION WITH THE WWII MEMORIAL

The D-Day Prayer shall be sited to allow visitors to have views of the WWII Memorial while reading the Prayer.

ADHERENCE WITH ORIGINAL WWII MEMORIAL DESIGN INTENT

The design of the D-Day Prayer presents an opportunity to more closely align the Circle of Remembrance with the WWII Memorial in material and character. The proposed concepts shall incorporate the granite and bronze used at the WWII Memorial.

COMFORT AND LEGIBILITY

The D-Day Prayer shall be inscribed or engraved in a size and location sufficient for legibility of the text and with enough space for visitors to gather while visiting the Prayer.

ADHERENCE TO ORIGINAL INTENT / PRAYER FORMAT

The text of the D-Day Prayer shall be displayed in a manner that is consistent with the tone and language of FDR's original delivery of the Prayer.

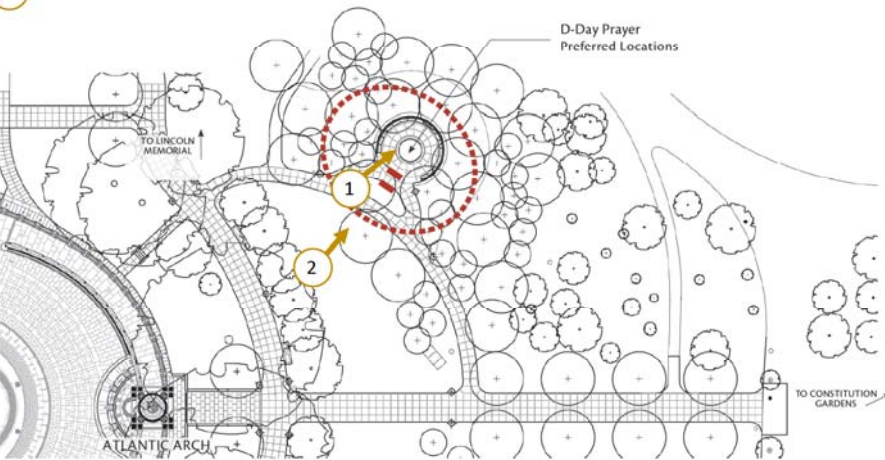
Exiting Conditions: Circle of Remembrance



1 View into Circle, Constitution Gardens beyond



2 View from the lawn in front of the Circle of Remembrance



Concrete Paving



Granite Planter Curb ("Greene County" granite)



Wood Bench with Cast Iron Frame and Arm Rest



Fieldstone Wall



Trash Receptacle



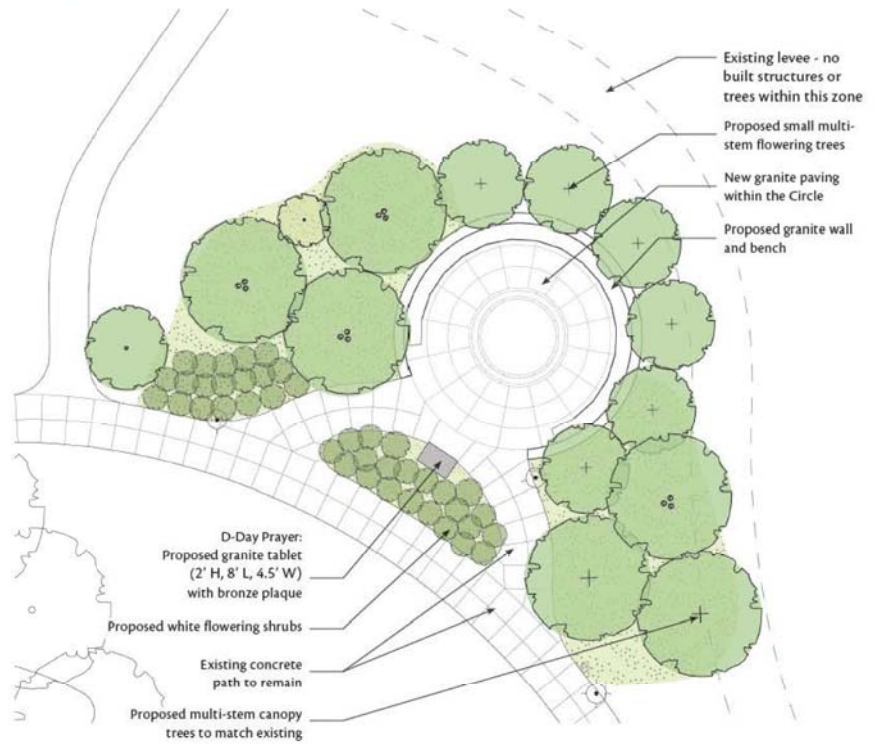
Light Pole

D-Day Prayer Design Alternative I

Concept Description

The D-Day Prayer is sited along the internal edge of the planter at the entrance to the Circle of Remembrance. The Prayer is inscribed onto a bronze plaque which is embedded into a granite tablet. The tablet is approximately 2' tall, 4.5' wide and 8' long.

Panel Dimensions

[illegible]

D-Day Prayer Design Alternative I

Design Alternative I was selected as a preferred concept because the placement of the Prayer provides a strong visual connection with the WWII Memorial and the subtle design is harmonious with the existing pathways and planting.



D-Day Prayer Design Alternative II

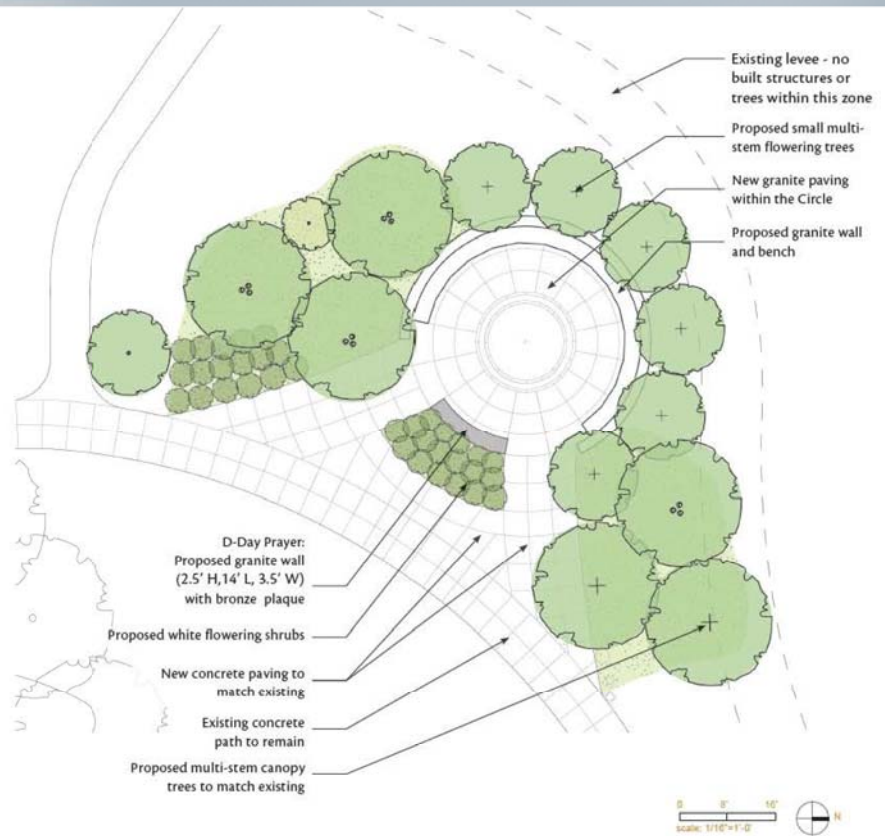
Concept Description

This alternative 'completes' the Circle, placing the prayer on a curved granite wall within the bounds of the Circle's circumference. Similarly to Alternative 1, The Prayer is inscribed onto a bronze plaque that is placed on top of the wall. The wall is approximately 2.5' tall, 3.5' wide and 14' long.

Panel Dimensions

<p>FRANZIS D. NOODGETS D-S&L PRIMER</p>			<p>1</p>
<p>MY FELLOW AMERICANS:</p>			
<p>YOU CAN JOIN ME IN THIS</p>			
<p>ALSO, YOU CAN JOIN ME IN THIS</p>			
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Alternative II: Four Panel plaque



D-Day Prayer Design Alternative II

Design Alternative II was selected as a preferred concept because it emphasizes the 'circular' form of the Circle of Remembrance and creates a strong visual connection with the WWII Memorial. This alternative would provide additional enclosure for the Circle, while creating a defined threshold.



WW II Memorial Material Precedents

Materiality and Design Intent

The proposed concepts for the FDR D-Day Prayer are designed to be consistent materially and aesthetically with the WWII Memorial.

Benches

The benches at the WWII Memorial are comprised of light grey 'Kershaw' granite with gently rounded edges. The walls and benches at the Circle of Remembrance and the FDR D-Day Prayer would reflect this design language.

The material of the new walls and benches could be the same 'Kershaw' granite or a medium grey granite, such as the 'Moss Green' granite used as a paving accent at the Memorial. This medium grey granite would provide a transition from the Memorial grounds to the 'park' landscape of Constitution Gardens.



Circle of Remembrance from Constitution Gardens pathway



'Kershaw' granite wall and benches at WWII Memorial



Detail of chamfered edge

WW II Memorial Material Precedents

Paving and Metalwork

The updated design for the Circle of Remembrance includes new granite paving within the 'circle' itself. The paving design will also take cues from the WWII Memorial in terms of material and pattern.

The concepts for the D-Day Prayer Memorial propose an inscription on a bronze plaque to provide legibility for visitors and to allow for long-term maintenance by the National Park Service. The plaque will be embedded or similarly attached to a granite tablet or wall, depending on the concept selected. The finish or patina of the bronze plaque will be consistent with elements present at the WWII Memorial.

Materials Key

- 1 'Kershaw' granite (vertical elements)
- 2 'Greene County' granite (primary paving material)
- 3 'Moss Green' granite (frame paving accent)
- 4 'Rio Verde' granite (center medallian paving accent)



Paving pattern at the Rainbow Pool edge, WWII Memorial



Paving pattern detail showing four types of stone used at WWII Memorial



Various bronze details from the WWII Memorial