Executive Director's Recommendation



Commission Meeting: February 2, 2017

PROJECT Dwight D. Eisenhower Memorial Modification

National Mall and Memorial Parks Bound by Independence Avenue, 4th Street, and 6th Streets, SW and by the Lyndon B. Johnson Department of Education Headquarters Building Washington, DC

SUBMITTED BY

United States Department of the Interior, National Park Service on behalf of the Dwight D. Eisenhower Memorial Commission

REVIEW AUTHORITY

Commemorative Works per 40 U.S.C. § 8905

NCPC FILE NUMBER 6694

NCPC MAP FILE NUMBER 1.71(38.00)44490

APPLICANT'S REQUEST Approval of comments on revised concept design

PROPOSED ACTION Approve comments on revised concept design

ACTION ITEM TYPE Staff Presentation

PROJECT SUMMARY

The National Park Service (NPS), on behalf of the Dwight D. Eisenhower Memorial Commission (EMC), has submitted a revised concept design for the Dwight D. Eisenhower Memorial. The project is located on a four-acre site in Southwest Washington, DC, that the National Capital Planning Commission approved in September 2006. The site is located one block south of the National Mall and approximately four blocks west of U.S. Capitol. It is bounded by Independence Avenue, SW to the north, 4th Street, SW to the east, 6th Street, SW to the west and the Lyndon Baines Johnson Department of Education Headquarters (LBJ building) to the south. The historic Maryland Avenue, which has a 160-foot-wide right-of-way, traverses the site from 6th to 4th Streets framing the viewshed to the U.S. Capitol, and bisecting the site into two triangular parcels. The site is surrounded by federal entities that have thematic relationships with Eisenhower's legacy. These include: the Smithsonian National Air and Space Museum to the north; the Wilbur J. Cohen Building, which houses Voice of America (VOA) as well as the Department of Health and Human Services to the east; and the Wilbur Wright Building, headquarters of the Federal Aviation Administration (FAA), to the west.

The final site and building plans for the Eisenhower Memorial, approved by the National Capital Planning Commission on July 9, 2015, entailed a composition of several memorial elements, including a centrally located memorial core; a large-scale stainless steel tapestry, supported by a monumental colonnade; two freestanding columns; a robust landscape design; and a 2,400 square-foot, one-story information center. In addition, the design included a new pedestrian promenade between the memorial and the Department of Education Headquarters, known as LBJ Promenade, which would distinguish the memorial from the LBJ building.

Since final approval, the applicant proposes three design modifications to the memorial:

- 1. Memorial Tapestry: Revising the artistic image on the tapestry, and the symbolic context of the story of Eisenhower from a landscape scene of Abilene, Kansas, Eisenhower's hometown, meant to honor Eisenhower's Midwestern core values of strength, modesty, and integrity, to a contemporary and peaceful scene of the Normandy coastline, from the sea looking towards the land. The image includes Omaha and Utah Beaches with Pointe du Hoc at the center, in remembrance of the sacrifices of D-Day. The coast of Normandy remains a symbolic reminder of this key event that led to peace and shaped our nation's history in the years that followed.
- 2. Young Eisenhower Sculpture: Relocating the statue of young Eisenhower from the Memorial Overlook to the LBJ Promenade near the Department of Education entrance to strengthen the thematic relationship between the memorial and the Department of Education. The sculpture will be seated on a three-foot-tall wall, which will include an inscription from Eisenhower's Abilene Homecoming speech.
- 3. Canopy Tree Plan: Removing approximately four canopy trees adjacent to the memorial core to increase the views of the revised tapestry image.

KEY INFORMATION

- On October 25, 1999, Congress created the Eisenhower Memorial Commission (EMC) to formulate plans for a permanent memorial to honor Dwight D. Eisenhower's contributions to the United States under Public Law 106-79, as amended.
- As part of the site selection process, the EMC in conjunction with the National Park Service (NPS) considered 26 potential sites and identified the current site as a preferred alternative due to its size; ability to accommodate a major presidential memorial; accessibility; and thematic connection between Eisenhower's legacy and the federal agencies that occupy the surrounding buildings.
- On September 7, 2006, NCPC approved the site for the Eisenhower Memorial conditioned upon the memorial design satisfying seven design principles developed in consultation with cooperating agencies during the environmental and historic preservation review processes. In addition, the design principles were incorporated as required mitigation in the Commission's Finding of No Significant Impact (FONSI).
- At its July 9, 2015 meeting, the Commission approved the final site and building plans for the Dwight D. Eisenhower Memorial. Concurrently, the Commission reviewed the associated street closure and transfer of jurisdiction to NPS of a portion of Maryland Avenue between 4th and 6th Streets, SW. The application also included a request to transfer jurisdiction of sidewalk spaces along Independence Avenue, 4th, and 6th Streets to NPS to create a unified site for the construction of the memorial and allow for maintenance to be conducted by one federal agency.
- Although the current design maintains several of the memorial elements that were approved during the Commission's final review, the applicant is proposing three modifications to the final plan based on consultation with the Eisenhower family. These revisions change the symbolic narrative of the memorial. The changes include revising the tapestry image from a composite view of Abilene, Kansas to a contemporary peacetime image of the beach at Normandy, France; relocating the statue of young Eisenhower from

the Memorial Overlook to the LBJ Promenade near the Department of Education entrance; and removing approximately four trees from the approved planting plan.

- The LBJ promenade is under the jurisdiction of the General Service Administration (GSA) while the rest of the memorial site is under the jurisdiction of NPS. Therefore, NPS and GSA will develop an agreement to allow NPS to maintain the relocated young Eisenhower statue and associated plinth along the LBJ promenade.
- The revised concept design will entail removal of four canopy trees, including one tree located along the Maryland Avenue Historic Cartway. However, the overall landscape design continues to respect the alignment of trees and frame the Maryland Avenue viewshed toward the U.S. Capitol.
- The US Commission of Fine Arts (CFA) reviewed and approved the revised concept design at its meeting on January 23, 2017; with the provision that mock ups of the revised tapestry and sculptures are provided before final approval. CFA recommended that the design team further study the relocation of the young Eisenhower sculpture, and consider alternative locations such as the entrance plazas at the northeast or northwest corners of the site. CFA noted that removing four trees from the landscape plan would not improve visibility to the tapestry, but instead it would impact the public space experience.

RECOMMENDATION

The Commission:

Comments favorably on the revised concept design for the Dwight D. Eisenhower Memorial.

Finds that the overall placement, scale and assembly of the primary memorial elements have not significantly changed since final approval, including the stainless steel tapestry and supporting colonnade, freestanding columns, memorial core, landscaping, and information center.

Finds that the revised memorial design concept continues to satisfy the site selection design principles adopted by the Commission in September 2006.

Requests additional visual studies and a mock-up of the revised tapestry that address any impacts to the Lyndon B. Johnson Department of Education Headquarters including views of the building through the tapestry, the memorial itself, and surrounding context.

Requests a revised lighting plan consistent with the overall lighting design for the memorial that considers the relocated young Eisenhower sculpture and its associated inscription wall.

Requests that the applicant conduct additional Section 106 consultation to ensure that the proposed design changes will not result in new or intensified adverse effects to historic properties.

PROJECT REVIEW TIMELINE

Previous actions	September 7, 2006 – Approval of memorial site and design principles.
	February 3, 2011 – Approval of comments on three concept design alternatives.
	October 6, 2011 – Information presentation on proposed design.
	April 3, 2014 – Disapproval of preliminary site and building plans on the account of the proposed scale and configuration of the tapestries and inconsistency with three design principles.
	September 4, 2014 – Information presentation on proposed revised preliminary design.
	October 2, 2014 – Approval of revised preliminary site and building plans including the Memorial Information Center.
	November 6, 2014 – Information presentation on lighting, perimeter security, and pedestrian circulation.
	July 9, 2015 – Approval of final site and building plans. Approval of comments to the Council of the District of Columbia on the proposed closing of Maryland Avenue between 4 th and 6 th Street, SW. Approval of transfer of jurisdiction of Maryland Avenue between 4 th and 6 th Streets, SW along with portions of the sidewalk along 4 th Street, 6 th Street, and Independence Avenue, SW to the National Park Service in order to create a unified site for the Dwight D. Eisenhower Memorial. (NCPC file No. 7684).
Remaining actions (anticipated)	 Approval of preliminary and final site and building plans

PROJECT ANALYSIS

Executive Summary

Staff's analysis of the revised concept design for the Dwight D. Eisenhower Memorial builds upon the analysis presented during previous review stages for the project, in particular the final site and building plans, approved by the Commission in July 2015. The analysis presented on the revised concept design focuses on the general planning issues and comments that the Commission raised throughout the project's review process. In addition, the recommendation considers whether the revised concept remains consistent with the seven design principles adopted by NCPC as part of the site selection process as well as the Comprehensive Plan for the National Capital, and other relevant NCPC plans and policies.

Since final review, the applicant has proposed three modifications to the previously approved plan. These modifications include revising the artistic image on tapestry, from a composite view of Abilene, Kansas to a contemporary peacetime image of the beach at Normandy, France; relocating the statue of the young Eisenhower; and removing approximately four trees from the approved planting plan. Although the proposed changes will alter the symbolic context of the memorial, the physical and urban design elements of the memorial remain and continue to build a layered experience consisting of a memorial core within a park with a surrounding urban landscape.

Throughout the review process for the project, the Commission has been supportive of employing a modern and innovative approach to commemorating President Eisenhower. The revised concept plan continues to utilize a unique commemorative art element with a stainless steel tapestry supported on large columns. The colonnade and tapestry create an urban room within the scale of the surrounding precinct and frame the entire site to distinguish the Memorial in a unified space. The tapestry serves as a commemorative memorial element as well as an urban design element that creates a physical and symbolic narrative for the memorial. The tapestry, which is the unique defining element of Eisenhower memorial, continues to provide a backdrop to the memorial, while the freestanding northern columns still mark the park entry paths leading to the center of the memorial. The symbolic narrative of the tapestry has changed; the revised image depicts an image from the Normandy coastline as a symbol of global peace, Eisenhower's remarkable achievement. However, with the latest modifications, the design continues to balance the preservation of important historical and natural features of the National Capital, including the L'Enfant and McMillan Plans, with the desire to develop the site at a scale that is reflective of a major Presidential memorial. Therefore, staff recommends that the Commission comment favorably on the revised concept design for the Dwight D. Eisenhower Memorial.

<u>Analysis</u>

Memorial Concept as a Layered Experience

The overarching concept of the memorial is to commemorate Dwight D. Eisenhower's monumental achievements as a military general and 34th President of the United States within a setting that also honors the humble way in which he approached these roles using the set of Midwestern values he acquired during his upbringing in Abilene, Kansas. The applicant seeks to establish a layered experience that transitions visitors, through a series of defined spaces, from the busy urban environment, through active and passive park spaces, into an intimate commemorative core dedicated to Eisenhower as a President and General. To create the layered experience, the applicant has drawn inspiration from the temple-like organization of the Lincoln Memorial, and envisions the Eisenhower Memorial as a commemorative object placed within an "open-air temple" or "urban room" within a surrounding precinct.

Design Evolution

At its September 7, 2006 meeting, the Commission approved the site for the memorial provided that the applicant design the memorial to meet seven design principles. Along with being a

condition of NCPC's site approval action, the design principles were incorporated as required mitigation in the Commission's Finding of No Significant Impact (FONSI) issued for site selection. Since site approval, NCPC has provided comments on concept designs in February 2011, and reviewed preliminary plans for the memorial in April 2014 and October 2014. Between the formal Commission reviews, the applicant provided information presentations to update the Commission on the project. Lastly, in July 2015, the Commission approved the final plan for the memorial.

On February 3, 2011, the Commission provided comments on three concept design alternatives. In general, the Commission supported the applicant's modern and innovative approach to commemorate Dwight D. Eisenhower, including the possible use of woven stainless steel tapestries, but the Commission found that none of the alternatives satisfied the 2006 site selection design principles. In April 2014, the Commission disapproved the preliminary site and building plans for the memorial because of the scale and configuration of the tapestries. While noting its continued support for a modern and innovative approach to commemorating Dwight D. Eisenhower, including the possible use of the stainless steel tapestries, the Commission found the project inconsistent with the purposes of the National Capital Planning Act, the Commemorative Works Act, and three of the seven design principles. The Commission also requested the applicant to address specific planning issues related to pedestrian circulation, perimeter security, lighting, and public space.

In October 2014, the Commission approved the revised preliminary site and building plans for the memorial. The revised preliminary plans eliminated the east and west tapestries and proposed two freestanding columns as a replacement to define the memorial space. With these modifications, there was improvement to how the memorial would relate to Maryland and Independence Avenues as well as buildings to the east and west. With its preliminary approval, the Commission found the project to be consistent with the purposes of the National Capital Planning Act, the Commemorative Works Act, and all of the design principles. The Commission also found that approval of the revised preliminary plans would not have a significant impact on the human environment. The Commission also noted that as a preliminary design, the project would continue to evolve and recommended that the applicant strengthen the overall concept of the memorial as a layered experience, enhance the openness of the Maryland Avenue right-of-way/viewshed, and improve the symbolic and physical relationship to the LBJ Building.

Lastly, in July 2015, the Commission approved the final site and building plans for the Eisenhower memorial. At that time, the Commission confirmed that the final memorial design satisfied NCPC's adopted site selection design principles and that the Commission's action to approve the final plans would not have a significant impact on the human environment. In general, the Commission noted that the applicant had modified the design of the memorial to respond to the Commission's previous comments, in particular notes regarding pedestrian circulation, perimeter security, and lighting. Regarding durability and maintenance, the Commission noted that the applicant had the tapestry material and welds would continue to meet the durability criteria enumerated in the Commemorative Works Act. Lastly, the Commission noted that the applicant had submitted a maintenance plan, including operational protocols, which

addressed such matters as cleaning the tapestry and public safety concerns during accumulation of ice and snow.

In summary, the final site and building plans for the Eisenhower Memorial, approved by the National Capital Planning Commission at its July 9, 2015, included the following elements:

- A centrally located memorial core, where the public can view Eisenhower's legacy in a shaded intimate setting. This commemorative area of the site contains limestone bas-relief blocks, free-standing bronze sculptures, and quotations to commemorate Dwight D. Eisenhower's legacy and his role in American history as a Military General and as President of the United States;
- A large-scale stainless steel tapestry (80 feet high and 447 feet in length), supported by a monumental colonnade, with columns measuring approximately 10 feet in diameter and 80 feet high, along the southern edge of the site as a backdrop to the memorial core. The tapestry served both functional and commemorative purposes. Functionally, the tapestry and supporting colonnade were used to define the southern edge of the memorial and provide visual separation from the Lyndon B. Johnson Department of Education Building. As a commemorative element, the tapestry depicted landscape scenery of Abilene, Kansas, Eisenhower's hometown, and was meant to honor Eisenhower's Midwestern roots and core values of strength, modesty, and integrity.
- Two freestanding columns on the north side of the memorial defining a park space within the larger site and surrounding precinct. The freestanding columns were the same diameter and height as those supporting the tapestry, and were placed in alignment with each other, and with the end columns of the south tapestry approximately 155 feet to the north. The columns contributed to the layered experience of the memorial as they marked a threshold as one enters the site from the northwest and northeast.
- A landscape design that reinforced the tapestry imagery through plant materials characteristic of the Kansas plains. The landscape design is distinguished by tree species reminiscent of the Midwest that provided ample shade and definition to the street edges and open spaces in the park. The memorial ground plane included groomed lawn along the historic Maryland Avenue cartway, and slightly taller grasses throughout the rest of site. Several types of canopy and understory trees were arranged in clusters throughout the site to frame the Maryland Avenue viewshed and views of the memorial core and tapestry.
- A 2,400 square-foot, one-story information center placed in the southeast corner of the site. The building contained restrooms, a bookstore, and an NPS ranger contact station.
- A pedestrian promenade between the memorial and the Department of Education Building, known as LBJ Promenade. The purpose of the promenade was to serve as a new entry forecourt to the Department of Education Building and provide outdoor seating, exhibit areas, and a memorial overlook that could accommodate gatherings of various sizes.

The applicant has made three modifications since the Commission's 2015 approval of final site and building plans for the Dwight D. Eisenhower. The proposed modifications include:

1. Revising the image on the tapestry from a landscape scenery of Abilene, Kansas to a contemporary peaceful scene of the Normandy coast, France at Pointe Du Hoc, depicting Omaha and Utah beach;

- 2. Relocating the statue of young Eisenhower from the overlook at the memorial core to the Lyndon B. Johnson (LBJ) Eisenhower Promenade near the Department of Education entrance; and
- 3. Removing approximately four canopy trees adjacent to the memorial core to increase the views of the revised tapestry image from the approved planting plan.

The current design is consistent with the original concept for the memorial and the memorial continues to provide a meaningful and functional urban park. In addition, staff finds that the overall placement, scale and assembly of the primary memorial elements have not significantly changed since final approval, including the stainless steel tapestry and supporting colonnade, freestanding columns, memorial core, landscaping, and information center.

2006 Site Selection Design Principles

In 2006, at the time NCPC approved the site for the memorial, the Commission adopted the following design principles to preserve and enhance the unique character of this site and establish a new green space within the context of L'Enfant's plan for Washington DC:

- 1. Preserve reciprocal views to and from the U.S. Capitol along Maryland Avenue, SW.
- 2. Enhance the nature of the site as one in a sequence of public spaces embellishing the Maryland Avenue vista.
- 3. Create a unified memorial site that integrates the disparate parcels into a meaningful and functional public gathering place that also unifies the surrounding precinct.
- 4. Reflect L'Enfant Plan principles by shaping the memorial site as a separate and distinct public space that complements the Department of Education Headquarters and other surrounding buildings.
- 5. Respect and complement the architecture of the surrounding precinct.
- 6. Respect the building lines of the surrounding rights-of-way and the alignment of trees along Maryland Avenue.
- 7. Incorporate significant green space into the design of the memorial.

As mentioned in the design evolution section above, in October 2014, when the Commission reviewed the revised preliminary design, the Commission found that the memorial design met these design principles. During final approval, in July 2015, the Commission confirmed that the final memorial design satisfied NCPC's adopted site design principles; as described in the analysis included in the previous Executive Director's Recommendation. In general, with the latest modifications, the design continues to meet the goals of the seven principles. The main intent of principles is to create a memorial within an urban park that reflects and respects key characteristics of the historic L'Enfant Plan by shaping view corridors and public spaces. In addition, to create a place for commemorative reflection that also functions as an active park that can accommodate public gatherings. As mentioned above, the placement and scale of key memorial components have not changed. Therefore, staff finds that the revised memorial design concept continues to satisfy the site selection design principles adopted by the Commission in September 2006.

Memorial Tapestry

Similar to the previously approved final plans, the revised concept for the memorial retains the stainless steel tapestry along the southern edge of the site. The tapestry assembly is consistent with previous submissions approved by the commission. The tapestry continues to be composed of stainless steel cable of various sizes, welded to create a drawing through the use of line and transparency. The image is inherent to the cable structure and is a two sided image (mirrored) which will change throughout the day with the passing light. The tapestry will attach to a cable net structural system which spans between the columns. The tapestry will have vertical and horizontal seams at a width of 3 feet and 15 feet in vertical length.

As described in the previous staff report, the proposed south tapestry remains approximately 447 feet long, supported by columns that are approximately 80 feet tall and 10 feet in diameter. The tapestry is centered on the LBJ Building approximately 71 feet from the building's north façade. The bottom of the tapestry is raised above the ground plane by approximately 20 feet to allow pedestrian passage underneath with the top of the tapestry aligned with the first cornice line of the LBJ Building, approximately 80 feet above grade. According to the applicant, functionally the tapestry is intended to help define the southern edge of the site and provide a degree of visual separation from the LBJ Building. The tapestry holds commemorative value as well.

During final review, the proposed tapestry included landscape scenery of Abilene, Kansas, Eisenhower's hometown, honoring Eisenhower's Midwestern core values of strength, modesty, and integrity. The current submission revises the artistic image on the tapestry, and the thematic context of the story of Eisenhower from a Kansas landscape to a peaceful scene of the Normandy coastline, from the sea looking towards the land. The contemporary scene, taken by a drone two months ago, also includes Pointe du Hoc at the center, and Omaha Beach and Utah Beach in remembrance of the sacrifices of D-Day, where the Allied invasion of Normandy took place during World War II. The invasion of Normandy was a critical moment in World War II and one of the most important engagements in military history. The coast of Normandy remains a symbolic reminder of this key event that led to peace and shaped our nation's history in the years that followed during the Cold War. This image symbolically represents the peace Eisenhower won as Supreme Allied Commander and the peace he nurtured as the 34th President during a unique time when the United States emerged on to the global stage. The tapestry frames the context of Eisenhower's service to the country and his enduring legacy as a key figure in the 20th century. The beaches of Normandy represent a heroic hinge point in history and Eisenhower's legacy and commitment to global peace.

During the review process, the design team analyzed the stainless steel tapestry extensively and created mockups to demonstrate the artistic quality, intent, and transparency established for this commemorative art element. The project team has technically developed the tapestry since 2011 when the mock-ups were initially created. During final review, NCPC found that the engineering and material testing demonstrated that the tapestry met the Commemorative Works Act durability criteria. Although the scale, assembly and placement of the tapestry is not changing, the design team should ensure that the revised stainless steel tapestry continues to create a legible image while maintaining a level of transparency. The applicant has indicated that the tapestry image is an abstraction and the design intent is to achieve an artistic feeling. The opacity levels established for

the original approved tapestry image will be maintained in the newly proposed design. The bottom 1/3 will be a maximum of 95 percent opaque, the middle 1/3 will be 50 percent opaque and the top 1/3 will be 20 percent opaque. As the design continues to evolve, staff recommends that the Commission request additional visual studies and an mock-up of the revised tapestry that address any impacts to the Lyndon B. Johnson Department of Education Headquarters (LBJ building) including views of the building through the tapestry, the memorial itself and surrounding context.

Young Eisenhower Sculpture Relocation from the Memorial Core to the LBJ Promenade

The current design modification includes the relocation of the statue of young Eisenhower from the overlook at the memorial core to the Lyndon B. Johnson (LBJ) Promenade near the Department of Education entrance. The revised figure will be seated on a low (3-foot-tall) wall toward the memorial core. The associated plinth will include an inscription from a homecoming speech that Eisenhower delivered in his hometown of Abilene after his victory as the Supreme Allied Commander. In this speech, Eisenhower reflects on his dreams as a young man and his Kansas roots, saying, "the proudest thing I can claim is that I am from Abilene." According to the submission materials, this figure invites young visitors to the memorial and the Department of Education to identify and connect with Eisenhower's personal journey as an American story. Furthermore, the applicant states that the revised location of Young Eisenhower sculpture strengthens the thematic relationship between the memorial and the Department of Education.

Memorial Core: During the final review stage, the design included a memorial core on axis with the LBJ Building entrances, containing the primary commemorative elements that honor President Eisenhower's legacy. The memorial core was the innermost layer of the proposed design and was where the commemorative experience occurred.

The memorial core continues to comprise a combination of freestanding bronze sculptures, bas relief blocks, and engraved quotations and speech excerpts to commemorate Eisenhower's military and Presidential achievements. This area is set apart from the rest of the site through the use of special paving that will define the limits of the commemorative core. Large trees set in pavement will also help define the core from the rest of the surrounding landscape. The freestanding sculpture will be cast bronze and measure approximately 8 - 10 feet in height. The sculptural relief blocks will consist of limestone and measure approximately 15 feet high. In addition, a 9 ¹/₂ foot high limestone lintel block containing an Eisenhower quotation is proposed atop each relief block.

The previously approved design included a sculpture of Eisenhower as a young man seated on the edge of the memorial overlook wall, along the southern edge of the memorial core, in front of the tapestry within the vast Midwestern landscape looking towards his future achievements as a General and President. The statue was intended to create a connection between the landscape imagery of Abilene, Kansas, Eisenhower's hometown, and the elements within the memorial core commemorating Eisenhower's future accomplishments as a General and President. Inspiration for this sculpture came from a quote taken from Eisenhower's homecoming speech following the his military service during World War II in which he reflected upon his achievements in life and the lifelong pride he held in being from Abilene, Kansas. The sculpture of Eisenhower as a young man established the narrative for the Memorial, creating the connection between the tapestry depiction

of the Kansas landscape that evoked his core values and his future accomplishments as a General and President.

LBJ Promenade: The previously approved design for the memorial included an elevated area in front of the Lyndon B. Johnson building that became a new forecourt for the Department of Education and a pedestrian promenade with programming that supported outreach, outdoor seating, and gathering areas. The pedestrian promenade between the memorial and the LBJ Building, referred to as LBJ Promenade, was intended to create a distinct zone separate from the memorial that recognized the formal entrance to the Department of Education, and served as a transition area into the memorial similar to the entry plazas proposed at the northeast and northwest corners.

During final design, the promenade was broken into three areas that have specific purposes. On the west end of the promenade was an area designed to provide permanent exterior exhibit space for the Department of Education to display information about its mission or curate children's artwork as part of the programming of this area. Steps at the west end address the grade change between the promenade and the memorial and could be used as seating areas and small gathering spaces. The east end of LBJ Promenade, adjacent to the existing Department of Education cafeteria, would provide opportunities for outdoor seating. Finally, the center portion of the promenade, which was set apart from the east and west areas by two large planters, provided access to the LBJ Building entrances and was designed as an open area that could be used for gatherings. This area extended further north than the rest of the promenade to create a memorial overlook. A set of stairways and ramps on either side of the overlook allow visitors to transition down into the memorial core.

LBJ Promenade would also serve a security function, providing a 50-foot security buffer between the north façade of the LBJ Building and the memorial. Much of the security barrier had been integrated into the north retaining wall of the promenade. Since the Commission's preliminary approval, the overlook stairs were modified to eliminate the need for some bollards by reducing the stairs along the east and west side, in front of the tapestry columns. In addition, the terraced seating at the west end of the promenade was revised to eliminate the need for bollards by adding a structural wall at the top of the seating. The LBJ Promenade is another threshold as the promenade will be a separate and distinct experience. The promenade will serve the occupants of the LBJ Building, but also engage memorial visitors with a view out to the memorial.

Since the image on the tapestry will be revised from a Kansas landscape, which represented his childhood and humble beginnings, to a Normandy coast scene, representing his achievements and the most complex military action in history, the relationship between the young Eisenhower sculpture and the image of his hometown is no longer relevant. Therefore, staff supports the proposed young Eisenhower statue relocation and encourages the applicant to continue to coordinate with the Department of Education and GSA. The design slightly modifies the memorial organization, based on the notion of an object within a temple within a surrounding precinct, similar to the Lincoln Memorial. However, staff finds that the relocation of the statue from the memorial core to the promenade will open new opportunities to reinforce the thematic connection between Eisenhower and the Department of Education.

The sculpture will still be in close proximity to the memorial core, retaining the axial relationship with the LBJ Building entrances, and will provide a friendly transition between the monumental tapestry and the human scale at the pedestrian promenade. The revised young Eisenhower sculpture will be life size, the same size as the previously approved sculpture on the overlook. The relocation of the sculpture will provide a more informal yet intimate setting that welcomes visitors into the promenade to learn more about the Department of Education. The sculpture relocation is consistent with the proposed programming of the promenade. The young Eisenhower sculpture will now be located on a low wall, and will be more approachable to pedestrians, instead of looking up to the overlook wall where it was previously seated, the sculpture can be appreciated at eye level.

While GSA will dispose of a portion of the LBJ Building plaza to NPS prior to construction of the memorial, GSA will retain control of a 50-foot buffer area along the north façade of the LBJ Building. Following construction, NPS will be responsible for the long-term operation and maintenance of the memorial. At this time, NPS has indicated they will also be responsible for the maintenance of the young Eisenhower sculpture even though it will located on GSA land. While a specific agreement has yet to be negotiated, the parties agree in principal.

Landscape Design

In respond to the revised tapestry image, four canopy trees adjacent to the memorial core have been removed to allow more space between the landscape and tapestry and increase the views of the revised tapestry image.

Overall, the final landscape plan, approved in 2015, introduced a substantial amount of new green space, and was intended to reinforce the commemorative message of the memorial by complementing the Kansas landscape scenery depicted on the tapestry proposed along the southern edge of the site. The majority of the modifications during final review related to the tree canopy, selection of tree species, and street tree pattern. The intent of the landscape plan was to establish a micro-climate that is both sunny and shaded and reminiscent of the landscape found around Abilene, Kansas. The ground plane continues to be treated simply with a groomed lawn along the 50-foot Maryland Avenue cartway and a more casual, un-groomed lawn throughout the remainder of the site. The granite curb along Maryland Avenue has increased in width. The increase in width will enhance the demarcation of the historic cartway and separate the groomed turf from the taller grasses on either side of Maryland Avenue.

The final tree canopy was made up of a layered arrangement of informal groves that related to the informal Kansas landscape depicted on the tapestry. Since the Commission's preliminary approval, the tree canopy has been refined and there are now fewer trees to allow more sunlight for the groundplane. The tree species have been modified to amplify the layered experience of the memorial with larger trees located in the center of the memorial. The tree species selected complement each other and will consist of a number of specimens that are particular to Kansas though suitable to the Washington, DC microclimate. Generally, the larger canopy trees will consist of Hackberry, Oak, London Plane, and River Birch. Understory trees will consist of Dogwood, Ironwood, Redbud, and Hophornbeam, and Holly. In addition, the openings in the tree canopy along Independence Avenue looking towards the memorial core have been eliminated. By

eliminating these openings, Maryland Avenue will be strengthened as the primary open space and view corridor. In addition, the potential for mid-block circulation patterns to develop will be minimized with the elimination of the openings.

The final landscape design included modifications to the street tree placement along Independence Avenue, 4th, and 6th Streets. The street trees along the perimeter of the site will follow city standards and have been evenly spaced along Independence Avenue and re-spaced along 4th and 6th Street. The street tree placement will connect the memorial to the larger urban precinct. The revised concept will entail removal of four canopy trees, including one tree located along the Maryland Avenue Historic Cartway. The removal of four canopy trees will affect the urban tree canopy and shade along the proposed public space; however, the impact will not be significant. In addition, staff finds that the overall landscape design continues to respect the alignment of trees and frame the Maryland Avenue cartway, framing the Capitol vista.

Lighting

The lighting plan for the memorial approved in 2015, took into consideration the lighting of other memorials and icons such as the U.S. Capitol. At the time, the lighting plan considered the Eisenhower Memorial as part of a larger network of memorials and avenues within the city. The lighting of the memorial and the site did not detract from the prominence of the U.S. Capitol, as the building remained the focal point of the Maryland Avenue viewshed. The memorial core included a continuous linear uplight to define each element. For example, the statue of young Eisenhower was illuminated from above and behind creating a subtle edge glow. Staff recommends that the Commission request a revised lighting plan consistent with the overall lighting design for the memorial that considers the relocated young Eisenhower sculpture and its associated inscription wall.

Recommendation Summary

The image on the tapestry, as the main element of the design that ties all the memorial elements together, has been modified to capture Eisenhower's full legacy. The Normandy coast scene represents a powerful symbol of global peace. The memorial reframes its focus and symbolic narrative, not only honoring Eisenhower's childhood and modest origins but also his highest professional achievement. Overall, the physical and urban design elements of the memorial have not changed since final approval.

CONFORMANCE TO EXISTING PLANS, POLICIES AND RELATED GUIDANCE

Comprehensive Plan for the National Capital

The Dwight D. Eisenhower Memorial Modification is consistent with the policies in the Federal Elements of the *Comprehensive Plan for the National Capital* adopted by the Commission in 2016. In particular, the project meets the objectives of the Urban Design; Federal Environment; Historic Preservation; Visitors and Commemoration; and Parks and Open Space Elements.

As noted in previous recommendations, the Preservation and Historic Features Element encourages the placement of memorials along L'Enfant avenues in a manner that protects historic views and vistas, the settings of historic properties, and the openness of L'Enfant rights-of-way. The policies place a heavy emphasis on protecting the integrity, form, and design of the L'Enfant Plan's system of streets and reservations from inappropriate new buildings and physical incursions. The two freestanding columns that have replaced the previously proposed east and west tapestries have reduced the impacts on the L'Enfant Plan. The number of memorial elements that encroach into the Maryland Avenue right-of-way and viewshed has been minimized when compared to earlier designs for the memorial. The western end of the tapestry and eastern freestanding column remain in the Maryland Avenue 160-foot right-of-way, but the view towards the Capitol has increased from 95 to 135 feet in width and retains a horizontal orientation. The final design was successful in balancing an appropriate scale for a Presidential memorial with the surrounding historic context. The revised concept does not change the scale, and placement of key memorial elements, therefore the project remains consistent with the Comprehensive Plan.

Memorials and Museums Master Plan

Since the overall placement, scale and assembly of the primary memorial elements have not significantly changed since final approval, our earlier determination remains valid, and the revised concept plans continue to be consistent with the 2M Plan. As noted in the July 2015 and October 2014 staff recommendations, elimination of the east and west tapestries reduced the perceived mass and scale of the memorial in a manner that is more balanced with regard to the treatment of the Maryland Avenue viewshed. Additionally, the 2M Plan promotes a memorial on this site that allows for public gatherings as well as a commemorative reflection. The use of the two freestanding columns defines the perimeter of the park space within the larger site and surrounding urban environment. The overall result is a memorial to President Dwight D. Eisenhower and the need to protect public open space in the District of Columbia by having this site also function as a public park. The revised plan does not affect the notion of a memorial within a park and continues to allow both public gatherings as well as a commemorative reflection.

National Historic Preservation Act

Both NCPC and NPS have an independent responsibility under Section 106 of the National Historic Preservation Act. The National Park Service's undertaking is the issuance of the construction permit once the EMC has received final approvals from NCPC and the U.S. Commission of Fine Arts. NCPC's undertaking is the approval of the memorial site and design.

NPS and NCPC consulted with the District of Columbia State Historic Preservation Officer (DC SHPO) and several other consulting parties through the Section 106 process. Collectively, it was determined that the undertaking would have an adverse effect on the L'Enfant and McMillan Plans, the National Mall, the LBJ Building and its northern plaza, the Wilbur Wright Federal Building, the National Air and Space Museum, and the Wilbur J. Cohen Building, which are listed or eligible for listing in the National Register of Historic Places. As a result of this determination, the NPS,

NCPC, DC SHPO, and the Advisory Council on Historic Preservation entered into a Memorandum of Agreement (MOA) in 2012.

Following the Commission's preliminary approval, NPS continued consultation under Section 106 of the National Historic Preservation Act in accordance with the MOA. NPS held a Section 106 meeting December 9th, 2014 for signatories and consulting parties. Following this consultation, NPS circulated their final determination of effect on the final design for the project. NPS has issued a Final Determination of Effect, per Stipulation 11 of the MOA, on May 8, 2015. In the final determination of effect, NPS concluded that "no new or intensified adverse effects on historic properties would result from the final design for the memorial." The DC SHPO concurred with NPS' final determination of effect and noted that the adverse effects had been minimized sufficiently to achieve the goals of the Section 106 process.

In order to fulfil the design consultation stipulations included in the MOA, staff recommends that the **Commission request that the applicant conduct additional Section 106 consultation, and coordination with the General Service Administration (GSA) and the Department of Education to ensure that the proposed design changes will not result in new or intensified adverse effects to historic properties.**

National Environmental Policy Act

To fulfill its obligation under the National Environmental Policy Act (NEPA), NPS, in association with EMC, completed the Dwight D. Eisenhower Memorial Design Environmental Assessment (EA), which analyzes three design alternatives and a no action alternative. The EA prepared for the memorial design tiers off of the project's 2006 Site Selection EA. NCPC also has an independent NEPA obligation resulting from its approval authority over the project, and thus was a cooperating agency in the preparation of the EA. GSA was also a cooperating agency. The EA analyzed each of the alternatives for impacts to the following environmental topic areas: cultural resources; including aesthetics, viewshed, archeological, and historic; hazardous materials and waste; park operations and management; soils; transportation systems; vegetation; visitor use and experience; and water resources.

The NPS solicited public input on the scope and content of the EA byway of public meetings and its Planning, Environment, and Public Comment website. The final EA was also made available for a 30-day public comment period from September 19, 2011, to October 19, 2011. On March 6, 2012, following review and consideration of the comments received, NPS issued a Finding of No Significant Impact (FONSI) for implementation of EA Alternative #3, Maryland Park/Tapestry alternative.

NCPC relied upon the Site Selection EA to issue its August 31, 2006, Finding of No Significant Impact which found approval of the memorial site would not significantly affect the human environment on the condition that the applicant design the memorial using the design principles. NCPC's FONSI incorporated these design principles as required mitigation. In October 2014 with its preliminary approval the Commission found that an action to approve the memorial design would not cause significant impacts to the human environment based upon on the content of the two EAs prepared for the project, and the finding that the memorial design satisfied the required mitigation contained in the 2006 Site Selection FONSI. With the final approval for the project, in July 2015, the Commission confirmed that the action to approve the final plans would not have a significant impact on the human environment.

National Capital Planning Act

The National Capital Planning Act established NCPC as the central planning agency for the federal government in the National Capital Region for purposes of preserving the important historical and natural features of the nation's capital. NCPC carries out this important mission partly through its mandate to develop, jointly with the Mayor of the District of Columbia, a Comprehensive Plan for the National Capital. In addition to various polices intended to protect and enhance parks, open space, and the natural environment, the Comprehensive Plan contains several policies intended to preserve historic and potentially historic resources. Several of these policies aim to protect the historic L'Enfant and McMillan Plans. In October 2014, the Commission found the preliminary plans for the memorial to be consistent with the purposes of the National Capital Planning Act. In July 2015, the Commission found that the final plans remained consistent as the adverse effects on the L'Enfant Plan had been minimized as the extent to which memorial elements encroach on the Maryland Avenue right-of-way had been reduced. As noted in previous staff reports, the final plans emphasized the horizontal orientation of the viewshed along Maryland Avenue and staff recognized that there was a balance between establishing a Presidential memorial on the site and recognizing its historic setting. Since the physical elements included in current subsmission did not significantly changed the concept, the design remains consistent with the National Capital Planning Act.

Commemorative Works Act

The purposes of the Commemorative Works Act (CWA) are to preserve the integrity of the comprehensive design of the L'Enfant and McMillan Plans for the Nation's Capital, to ensure the continued public use and enjoyment of open space in the District of Columbia, and to encourage the location of commemorative works within the urban fabric of the District of Columbia.

In addition to providing the regulatory framework by which commemorative works are located in the District of Columbia and its environs, which in part is intended to help ensure commemorative works are appropriately designed, constructed and located, the CWA also contains a set of decision criteria that must be used by the agencies involved in making decisions on commemorative works. Specifically, the Act requires that agencies be guided, but not limited by, the following criteria:

- **Surroundings** To the maximum extent possible, a commemorative work shall be located in surroundings that are relevant to the subject of the work.
- Location A commemorative work shall be located so that:
 - It does not interfere with, or encroach on, an existing commemorative work; and
 - To the maximum extent practicable, it protects open space, existing public use, and cultural and natural resources.
- **Material** A commemorative work shall be constructed of durable material suitable to the outdoor environment.

- Landscape features Landscape features of commemorative works shall be compatible with the climate.
- **Museums** No commemorative work primarily designed as a museum may be located on lands under the jurisdiction of the Secretary in Area I or in East Potomac Park.
- Site-specific guidelines¹ The National Capital Planning Commission and the Commission of Fine Arts may develop such criteria or guidelines specific to each site that are mutually agreed upon to ensure that the design of the commemorative work carries out the purposes of this chapter.
- **Donor contributions** Donor contributions to commemorative works shall not be acknowledged in any manner as part of the commemorative work or its site.

In October 2014, the Commission found the memorial successfully met each of the specific decision criteria of the CWA. The Commission also noted its prior request that at the final review stage the applicant demonstrate the following:

- The tapestry material and welds continue to reach the same durability standards as fabrication methods are further refined.
- The recommended maintenance regimen, including cleaning, will not cause weld failure if carried out properly.
- The operational protocols that will be employed to avoid danger to the public during instances where snow and ice has accumulated on the tapestries.

In response to the Commission's request, the applicant submitted a supplement to the Eisenhower Memorial *Tapestry Engineering and Technical Data Summary* (February 5, 2014) which was provided for NCPC's preliminary review. A robust technical analysis regarding material durability, maintenance and operational protocols can be found in the April 2014 and July 2015 staff reports. Based on the information provided, the Commission noted in the 2015 approval action that the applicant had demonstrated that the tapestry material and welds would continue to meet the durability criteria enumerated in the Commemorative Works Act. In addition, with its final approval, the Commission noted that the applicant had submitted a maintenance plan, including operational protocols, that addressed such matters as cleaning the tapestry and public safety concerns when snow and ice accumulate on it. The applicant has indicated that the revised image on the tapestry will not alter its durability, maintenance and operational protocols.

¹ The criterion pertaining to site-specific guidelines is not applicable to this project as NCPC and the Commission of Fine Arts opted not to develop mutually agreed upon guidelines. Rather, NCPC's adopted design principles were developed during site selection and included as required mitigation in the Commission's Finding of No Significant Impact, issued under the National Environmental Policy Act, for approval of the site. The Commission of Fine Arts supported the intent of NCPC's guidelines, particularly the importance of maintaining the historic view corridor of Maryland Avenue, but decided against using guidelines in favor of leaving it to the design team to fully consider the appropriate treatment of the site in developing a concept for review.

CONSULTATION

National Capital Memorials Advisory Committee (NCMAC)

As required by the Commemorative Works Act, memorial sponsors must consult with the National Capital Memorials Advisory Committee (NCMAC) on the selection of alternative sites and design concepts prior to submitting the project to NCPC and CFA for formal design review. In fulfillment of this requirement, EMC made an initial presentation of the memorial design to NCMAC at its April 21, 2010 meeting. Two additional presentations took place on February 16, 2011 and September 14, 2011.

Coordinating Committee

The Coordinating Committee reviewed the proposal at its January 11, 2017 meeting. Without objection, the Committee forwarded the proposed revised concept design to the Commission with the statement that the proposal has been coordinated with all participating agencies. The participating agencies were: NCPC; the District of Columbia Office of Planning; the State Historic Preservation Officer; the District of Columbia Department of Transportation, the General Services Administration; the National Park Service and the Washington Metropolitan Area Transit Authority.

U.S. Commission of Fine Arts

The U.S. Commission of Fine Arts (CFA) reviewed the project pursuant to the Commemorative Works Act. In its meeting on June 18, 2015, CFA reviewed and approved the final design submission for the Dwight D. Eisenhower Memorial, subject to the inspection of additional mockups and material samples as the sculptures, tapestry, and other design elements were developed and documented to complete the final review process. Prior to its final approval, CFA reviewed the project on the following occasions: January 2011, September 2011, July 2013, November 2013, February 2014, October 2014, November 2014, February 2015, March 2015, April 2015, and May 2015.

At its meeting on January 23, 2017, CFA approved the revised concept design with the condition that mockups of the revised tapestry and sculptures are provided before final approval. With its comments, CFA encouraged the applicant to continue studying the reposition of the young Eisenhower sculpture to an alternative location, and consider placing the sculpture within a gathering space, perhaps at one of the proposed entrance plazas at the northeast or northwest corners of the site. Lastly, CFA expressed concerns about removing four canopy trees from the landscape plan, and stated that the removal of these trees would not increase visibility to the revised tapestry, but instead it would harm the public space experience.

ONLINE REFERENCE

The following supporting documents for this project are available online:

• Submission Package

Prepared by Vivian Lee 01/26/2017

LETTER FROM SUSAN EISENHOWER AND POWERPOINT (ATTACHED)

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Gettysburg Office 300 N Washington St, Box 2988 Gettysburg, PA 17325-1400 717.337.6685 • 717.337.8459 f ei@gettysburg.edu

The Eisenhower Institute Gettysburg College 818 Connecticut Ave., NW, Suite 800 Washington, DC 20006

January 26, 2017

The Honorable L. Preston Bryant, Jr. Chairman National Capital Planning Commission 401 9th Street, NW, North Lobby, Suite 500 Washington, DC 20004

VIA EMAIL

Dear Chairman Bryant,

My family and I wholeheartedly support the modified design concept for the Eisenhower Memorial, as proposed by the Eisenhower Memorial Commission and Gehry Partners/AECOM. We believe the proposed theme for the memorial, featuring Normandy in peacetime as the hinge point in Eisenhower's life and legacy, is both deeply meaningful and monumental.

The proposal offers a consensus choice, one which all Americans who loved the general and the president can support. It will pay special tribute to the World War II and Cold War veterans who, under Eisenhower's leadership, fought and won the peace. We are also pleased that the idea of the young Kansas boy is appropriately featured on the memorial site.

We thank you for this consideration.

With best regards,

Asan Eisenhouser / D.A.W.

Susan Eisenhower



NCPC File #: 6694 Eisenhower Memorial Modification

Bound by Independence Avenue, 4th and 6th Streets, SW, and by the Lyndon B. Johnson Building - Department of Education

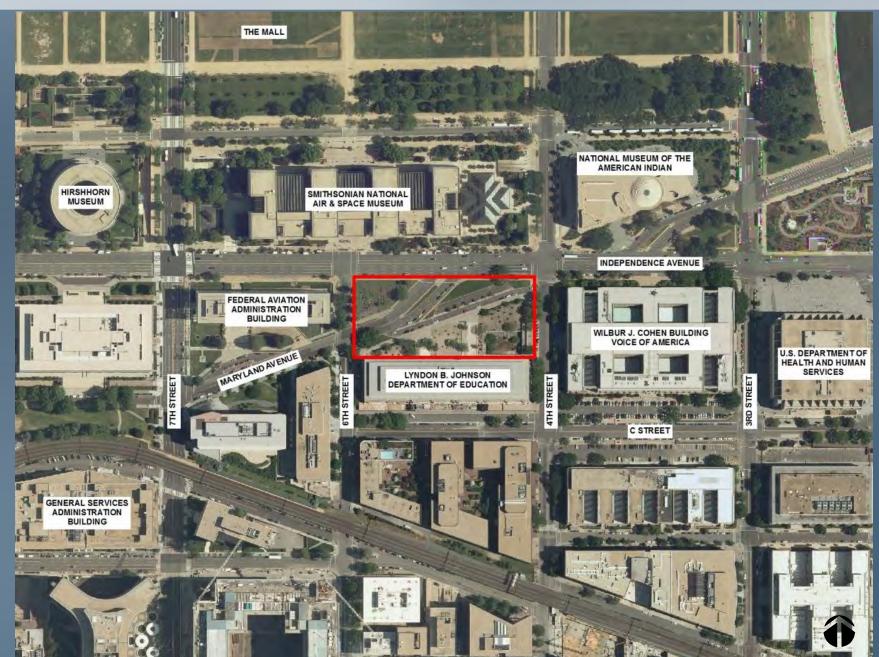
Washington, DC

National Park Service on behalf of the Dwight D. Eisenhower Memorial Commission

Revised Concept

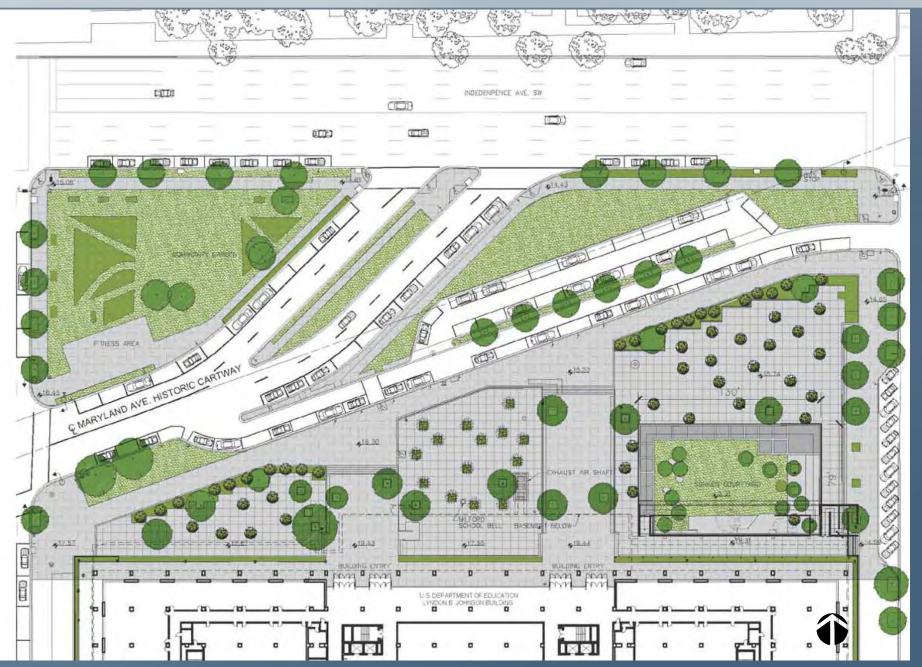


Site Location





Existing Conditions





Existing Conditions



VIEW TO SOUTH



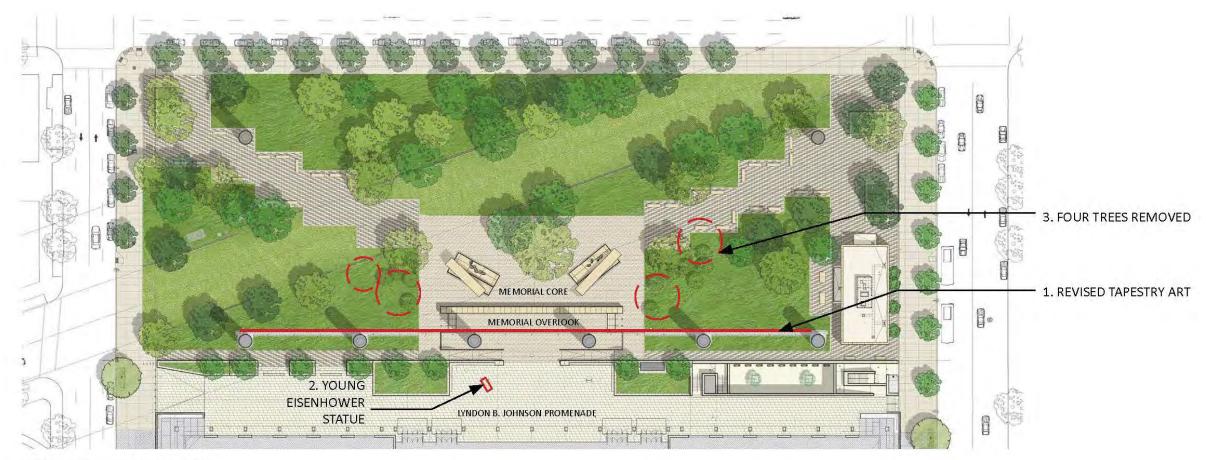


Memorial Site





Summary of Design Revisions since the July 2015 NCPC Final Approval



FEBRUARY 2017 DESIGN



Site Plan Review Process



July 2015 Approved Final Design

February 2017 Revised Concept Design



Memorial Components – July 2015



MARYLAND AVENUE VIEWSHED Trees line the historic Maryland Avenue cartway, framing the Capitol vista.



TAPESTRY MOCKUP The unique qualities of the stainless steel tapestry create a legible image while maintaining a level of transparency.



TAPESTRY & COLUMNS The unique defining element of Eisenhower Square. The tapestry provides a backdrop to the Memorial. The northern columns mark the park entry paths leading to the center of the Memorial.



MEMORIAL CORE The commemorative area of the site, where the public can view Eisenhower's legacy in a shaded intimate setting.



The Eisenhower Memorial will offer an urban park to an area of the District in need of open space.



Memorial Tapestry Review Process



OCTOBER 2014 - TAPESTRY COMPOSITION



JULY 2015 - TAPESTRY COMPOSITION



PROPOSED NEW IMAGE FOR THE TAPESTRY





Diagram of south tapestry showing estimated image densities (in percent solid) - October 2014



Diagram of south tapestry showing estimated image densities (in percent solid) - Current Design



Normandy Coast at Point Du Hoc, with Omaha and Utah Beach







PROPOSED NEW IMAGE FOR THE TAPESTRY

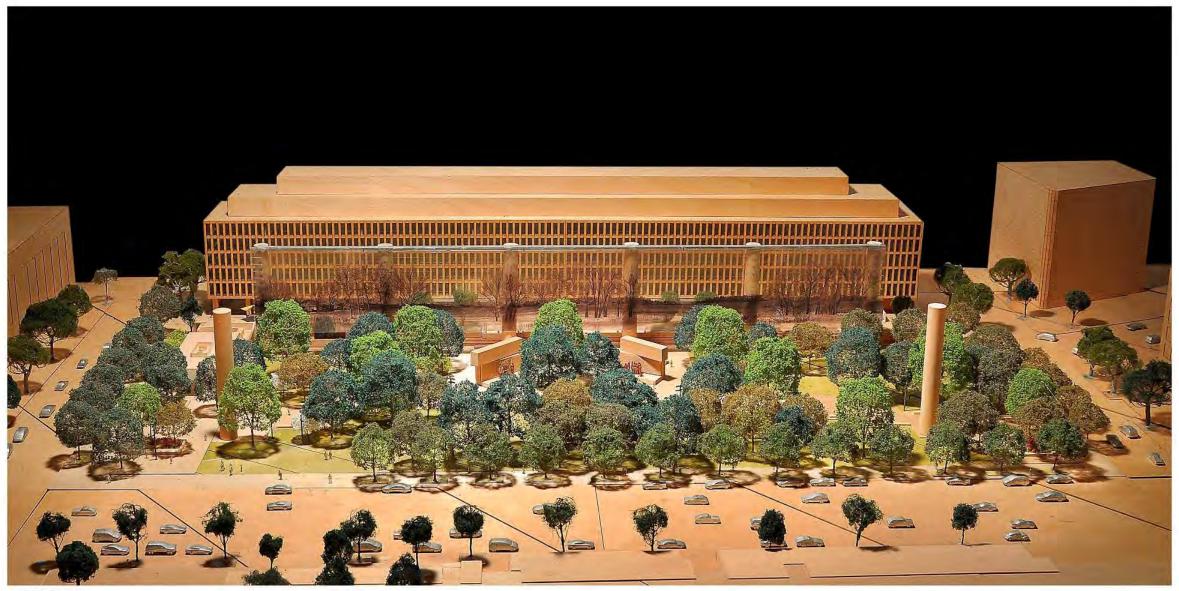




AERIAL VIEW



Approved Final Tapestry Design - July 2015



AERIAL VIEW







AERIAL VIEW OF THE MEMORIAL WITH THE REVISED TAPESTRY IMAGE



View of Memorial Core and Tapestry from Maryland Avenue





General Eisenhower Memorial Element



July 2015





July 2015

President Eisenhower Memorial Element





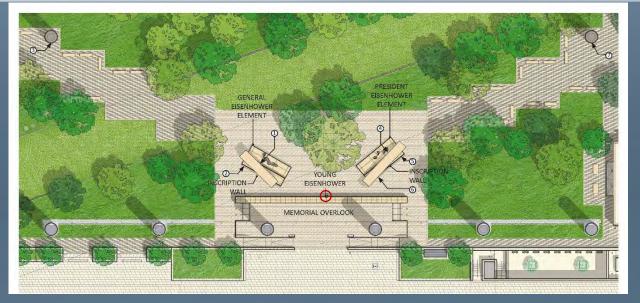
View of Memorial Core



July 2015



Lyndon B. Johnson Promenade Update: Young Eisenhower Sculpture



July 2015 Memorial Core – LBJ Promenade

MEMORIAL CORE PLAN

① General Eisenhower Lintel Inscription: D-Day Address To Troops
 ② General Eisenhower Inscription Wall: Guildhall Address
 ③ General Eisenhower Commemorative Column
 ④ President Eisenhower Lintel Inscription: Second Inaugural Address
 ⑤ President Eisenhower Inscription Wall: Farewell Address
 ⑥ President Eisenhower Inscription Wall: First Inaugural Address
 ⑦ President Eisenhower Commemorative Column



February 2017 Revised Memorial Core - Lyndon B. Johnson (LBJ) Promenade Update



Young Eisenhower Sculpture



EISENHOWER AS A YOUNG MAN VIEWED FROM MEMORIAL CORE

July 2015 Eisenhower Sculpture



EISENHOWER AS A YOUNG MAN SKETCH MAQUETTE BY SERGEY EYLANBEKOV



EISENHOWER AS A YOUNG MAN CONCEPT MAQUETTE BY SERGEY EYLANBEKOV

Revised Eisenhower Sculpture



Lyndon B. Johnson Promenade Update



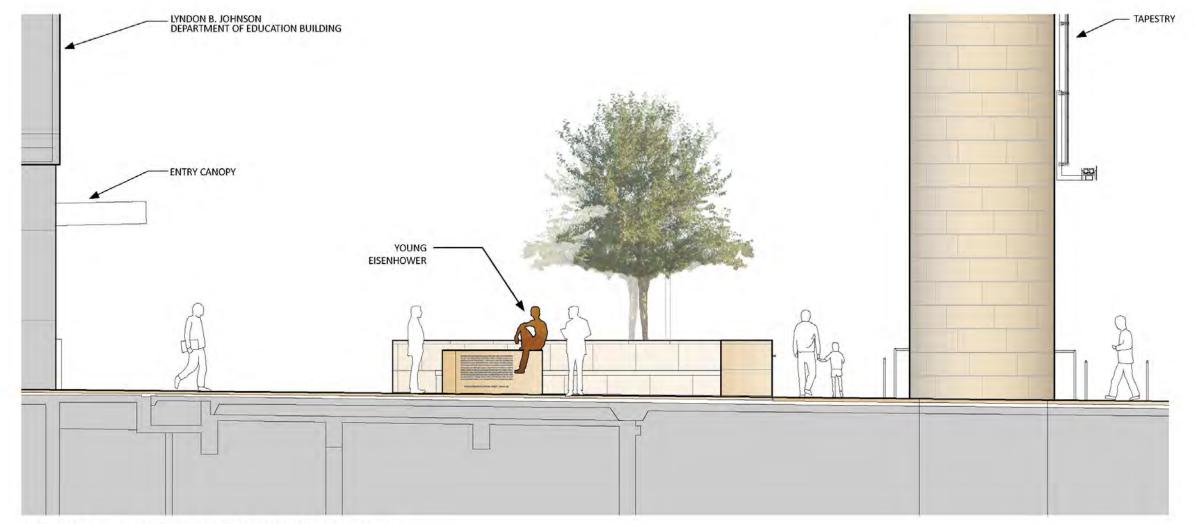
July 2015 – View of western section of the LBJ promenade looking west



Revised – LBJ promenade looking west at Eisenhower as a young man

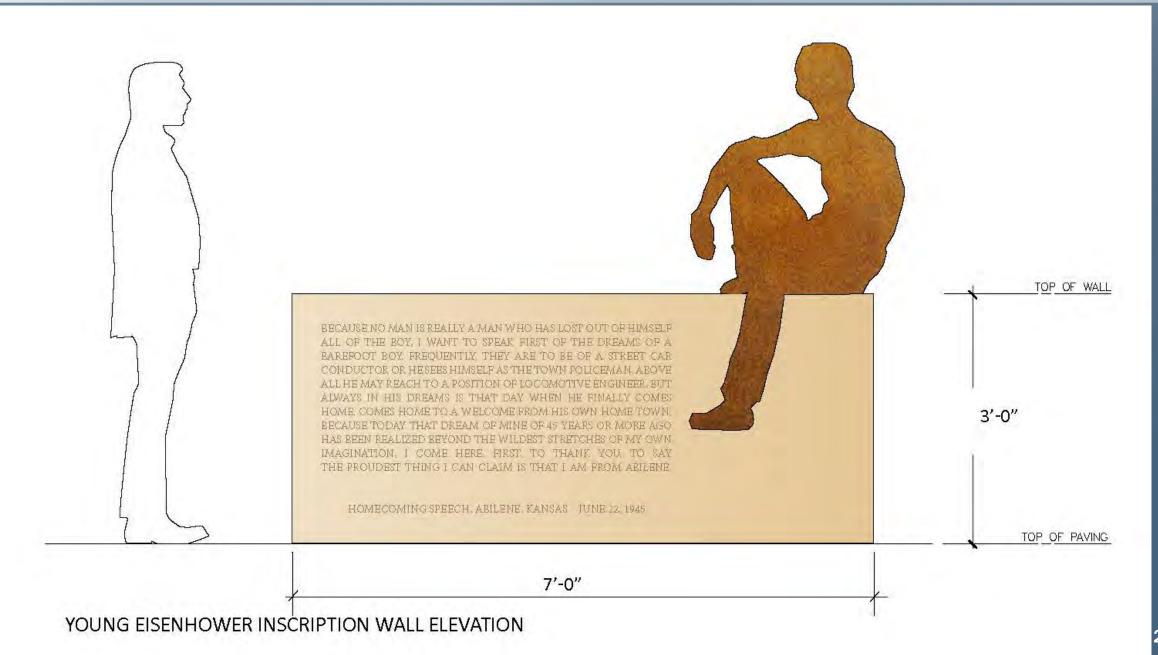


Lyndon B. Johnson Promenade Update: Section



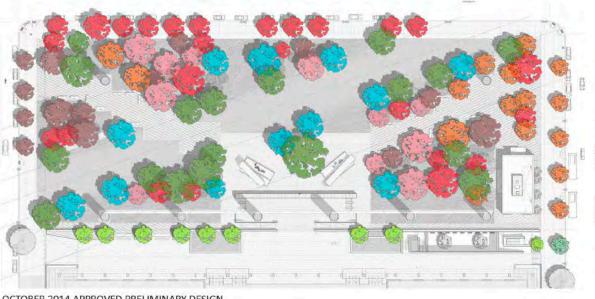
SECTION A THROUGH LYNDON B. JOHNSON PROMENADE



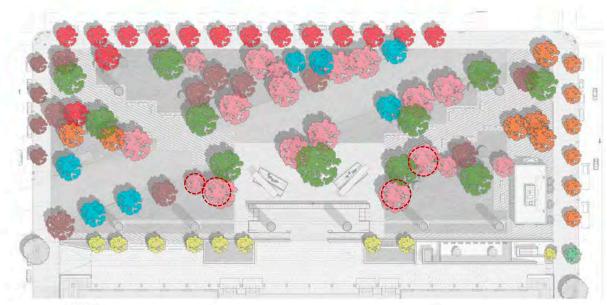




Landscape Design Update



OCTOBER 2014 APPROVED PRELIMINARY DESIGN

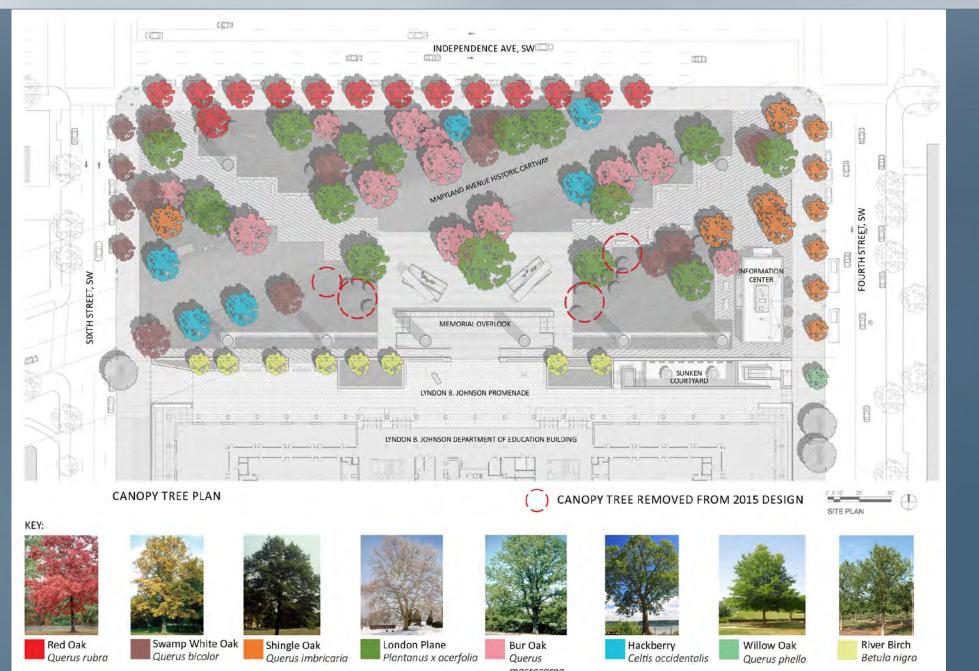




February 2017 Revised Canopy Tree Plan



Landscape Design Update



25