

National Park Service  
**Cultural Landscapes Inventory**



**Pennsylvania Avenue, NW-White House to the Capitol**

National Mall and Memorial Parks-L'Enfant Plan Reservations

**May 10, 2016**

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## Inventory Unit Summary & Site Plan

### Inventory Summary

#### The Cultural Landscape Inventory Overview:

##### Purpose and Goals of the CLI

The Cultural Landscapes Inventory (CLI), a comprehensive inventory of all cultural landscapes in the national park system, is one of the most ambitious initiatives of the National Park Service (NPS) Park Cultural Landscapes Program. The CLI is an evaluated inventory of all landscapes having historical significance that are listed on or eligible for listing on the National Register of Historic Places, or are otherwise managed as cultural resources through a public planning process and in which the NPS has or plans to acquire any legal interest. The CLI identifies and documents each landscape's location, size, physical development, condition, landscape characteristics, character-defining features, as well as other valuable information useful to park management. Cultural landscapes become approved CLIs when concurrence with the findings is obtained from the park superintendent and all required data fields are entered into a national database. In addition, for landscapes that are not currently listed on the National Register and/or do not have adequate documentation, concurrence is required from the State Historic Preservation Officer or the Keeper of the National Register.

The CLI serves three major purposes. First, it provides the means to describe cultural landscapes on an individual or collective basis at the park, regional, or service-wide level. Secondly, it provides a platform to share information about cultural landscapes across programmatic areas and concerns and to integrate related data about these resources into park management. Thirdly, it provides an analytical tool to judge accomplishment and accountability.

The legislative, regulatory, and policy direction for conducting the CLI include:

- *National Historic Preservation Act of 1966 (16 USC 470h-2(a) (1))*. Each Federal agency shall establish...a preservation program for the identification, evaluation, and nomination to the National Register of Historic Places...of historic properties...
- *Executive Order 13287: Preserve America, 2003*. Sec. 3(a)...Each agency with real property management responsibilities shall prepare an assessment of the current status of its inventory of historic properties required by section 110(a)(2) of the NHPA...No later than September 30, 2004, each covered agency shall complete a report of the assessment and make it available to the Chairman of the Advisory Council on Historic Preservation and the Secretary of the Interior... (c) Each agency with real property management responsibilities shall, by September 30, 2005, and every third year thereafter, prepare a report on its progress in identifying...historic properties in its ownership and make the report available to the Council and the Secretary...

- *The Secretary of the Interior's Standards and Guidelines for Federal Agency Historic Preservation*. Programs Pursuant to the National Historic Preservation Act, 1998. Standard 2: An agency provides for the timely identification and evaluation of historic properties under agency jurisdiction or control and/or subject to effect by agency actions (Sec. 110 (a) (2)(A)).
- *Management Policies 2006*. 5.1.3.1 Inventories: The Park Service will (1) maintain and expand the following inventories...about cultural resources in units of the national park system...Cultural Landscape Inventory of historic designed landscapes, historic vernacular landscapes,... and historic sites...
- *Cultural Resource Management Guideline, 1997, Release No. 5, page 22 issued pursuant to Director's Order #28*. As cultural resources are identified and evaluated, they should also be listed in the appropriate Service-wide inventories of cultural resources.

Responding to the Call to Action:

The year 2016 marks the 100th anniversary of the National Park Service. A five-year action plan entitled, “*A Call to Action: Preparing for a Second Century of Stewardship and Engagement*” charts a path toward that second century vision by asking Service employees and partners to commit to concrete actions that advance the agency’s mission. The heart of the plan includes four broad themes supported by specific goals and measurable actions. These themes are: Connecting People to Parks, Advancing the NPS Education Mission, Preserving America’s Special Places, and Enhancing Professional and Organizational Excellence. The Cultural Landscape Inventory relates to three of these themes:

- *Connect People to Parks*. Help communities protect what is special to them, highlight their history, and retain or rebuild their economic and environmental sustainability.
- *Advance the Education Mission*. Strengthen the National Park Service’s role as an educational force based on core American values, historical and scientific scholarship, and unbiased translation of the complexities of the American experience.
- *Preserve America’s Special Places*. Be a leader in extending the benefits of conservation across physical, social, political, and international boundaries in partnership with others.

The national CLI effort directly relates to #3, Preserve America’s Special Places, and specifically to Action #28, “Park Pulse.” Each CLI documents the existing condition of park resources and identifies impacts, threats, and measures to improve condition. This information can be used to improve park priority setting and communicate complex park condition information to the public.

### Responding to the Cultural Resources Challenge:

The Cultural Resources Challenge (CRC) is a NPS strategic plan that identifies our most critical priorities. The primary objective is to “*Achieve a standard of excellence for the stewardship of the resources that form the historical and cultural foundations of the nation, commit at all levels to a common set of goals, and articulate a common vision for the next century.*” The CLI contributes to the fulfillment of all five goals of the CRC:

- 1) *Provide leadership support, and advocacy for the stewardship, protection, interpretation, and management of the nation’s heritage through scholarly research, science and effective management;*
- 2) *Recommit to the spirit and letter of the landmark legislation underpinning the NPS*
- 3) *Connect all Americans to their heritage resources in a manner that resonates with their lives, legacies, and dreams, and tells the stories that make up America’s diverse national identity;*
- 4) *Integrate the values of heritage stewardship into major initiatives and issues such as renewable energy, climate change, community assistance and revitalization, and sustainability, while cultivating excellence in science and technical preservation as a foundation for resource protection, management, and rehabilitation; and*
- 5) *Attract, support, and retain a highly skilled and diverse workforce, and support the development of leadership and expertise within the National Park Service.*

### Scope of the CLI

The information contained within the CLI is gathered primarily from existing secondary sources found in park libraries and archives and at NPS regional offices and centers, as well as through on-site reconnaissance of the existing landscape. The baseline information collected provides a comprehensive look at the historical development and significance of the landscape, placing it in context of the site’s overall significance. Documentation and analysis of the existing landscape identifies character-defining characteristics and features, and allows for an evaluation of landscape’s overall integrity and an assessment of the landscape’s overall condition. The CLI also provides an illustrative site plan that indicates major features within the inventory unit. Unlike cultural landscape reports, the CLI does not provide management recommendations or treatment guidelines for the cultural landscape.

**Property Level and CLI Numbers:**

Inventory Unit Name	Pennsylvania Avenue, NW-White House to the Capitol
Property Level:	Component Landscape
CLI Identification Number	600217
Parent Landscape:	600215

**Park Information**

Park Name and Alpha Code:	National Mall and Memorial Parks- L'Enfant Plan Reservations-NAMA
Park Alpha Code	NAMA
Park Org Code	3400
Park Administrative Unit:	National Mall and Memorial Parks - NAMA

**Landscape/Component Landscape Description:**

Pennsylvania Avenue, NW, cultural landscape consists of the National Park Service's property along Pennsylvania Avenue between 3<sup>rd</sup> and 15<sup>th</sup> Streets, NW, in Washington, DC. This 1.2-mile road corridor and public parkland area shares the same boundary as the Pennsylvania Avenue National Historic Site, an administrative unit of National Mall and Memorial Parks (formerly National Capital Parks-Central). The Pennsylvania Avenue, NW, cultural landscape encompasses Pennsylvania Avenue—lined with a unified streetscape of site furnishings, tiered lighting, paving, and street trees, and a series of parks and plazas, including Pershing Park (U.S. Reservation 617), Freedom Plaza (U.S. Reservations 32 and 33), Market Square Park (U.S. Reservations 35 and 36), Indiana Plaza (U.S. Reservation 36A), Mellon Park (U.S. Reservation 546), John Marshall Park, and Meade Plaza (U.S. Reservation 553). Within these public spaces are numerous memorials and statues that commemorate those individuals who contributed great military or political achievements to the country (refer to site plans).

**Significance Summary:**

Pennsylvania Avenue, NW, cultural landscape lies within the Pennsylvania Avenue National Historic Site, which was administratively added to the National Register of Historic Places on October 15, 1966, with the passage of the National Historic Preservation Act. It is also listed on the National Register of Historic Places as part of the L'Enfant Plan of the City of Washington, DC, National Register Nomination (1997) and Pennsylvania Avenue National Historic Site National Register District (2007). A draft National Historic Landmark nomination entitled, "The Plan of the City of Washington" is also being prepared that will update and amend the L'Enfant Plan of the City of Washington, DC, National Register Nomination. (Note: the Pennsylvania Avenue National Historic

Site National Register District boundary is much larger than the NPS managed Pennsylvania Avenue National Historic Site boundary) (Figure 1).

The Pennsylvania Avenue, NW, cultural landscape is significant under Criterion A in the areas of community planning and development (urban planning), and politics/government, and under Criterion C in the area of art and landscape architecture. It also meets Criteria Consideration G for having achieved significance in the past 50 years of exceptional importance.

Under Criterion A, the Pennsylvania Avenue, NW, cultural landscape is significant for its role in major city planning milestones in the United States. The Avenue was one of the major elements in Pierre L'Enfant's plan for the development of the nation's capital and was further elaborated and enhanced as part of the 1901-1902 McMillan (Senate Park Commission) plan. Later, an innovative public-private partnership streetscape improvement campaign was initiated for the avenue by President John F. Kennedy in 1964 and carried out by the Pennsylvania Avenue Development Corporation (PADC). In addition, the Pennsylvania Avenue cultural landscape is significant for its role in the development of historic preservation in D.C. and the nation. As initially conceived, the PADC development plan raised public concerns about urbanism and historic preservation, which led to the defeat of certain aspects of the plan (National Square) and the preservation of historic buildings along Pennsylvania Avenue, and ultimately contributed to the rise of the historic preservation movement both locally and nationally. The Pennsylvania Avenue, NW, cultural landscape is also the symbolic passage that simultaneously links and separates the executive and legislative branches of government, embodying the check and balance system, as well as serving as a site of important political and ceremonial events.

Under Criterion C, the Pennsylvania Avenue, NW, cultural landscape is significant as it contains numerous statues and memorials that illustrate the artistic styles of the periods in which they were created or that commemorate the military and political achievements of individuals. The site also represents an innovative approach to urban design that utilized modernistic principles of landscape architecture to unite social, economic, and political issues associated with the avenue, while still retaining its historic fabric and dignity as a ceremonial route. The design intent for the avenue was to visually strengthen the link between the Capitol and White House through the creation of a more unified streetscape vocabulary of street furniture (lighting, seating, etc.), paving, and vegetation, with consistent building heights, broad setbacks, and a series of open spaces. Finally, the Pennsylvania Avenue, NW, is significant as it retains several modern and post-modern parks that were initiated by the PADC and executed by leading figures in American architecture and landscape architecture, including Daniel Urban Kiley, Hideo Sasaki, M. Paul Friedberg, Robert Venturi, Denise Scott Brown, George Patton, Carol Johnson, Wolfgang Oehme and James van Sweden.

While much of Pennsylvania Avenue, NW, cultural landscape was built less than fifty years ago (1976-1990), its significance in landscape architecture and community development has been confirmed by substantial scholarly evaluation. As a result, the avenue is exceptionally important, thereby meeting the National Register's Criteria Consideration G.

The nomination for the Pennsylvania Avenue National Historic Site National Register district identifies architecture, social history, and military as areas of significance. However, with exception of the military related statuary covered under the "art" area of significance, these areas of significance pertain to resources that fall outside the boundaries of the National Park Service- managed Pennsylvania Avenue, NW, cultural landscape

#### Period of Significance:

The proposed overall period of significance for the Pennsylvania Avenue, NW, cultural landscape is 1791 to 1996. The earlier date encompasses Pierre Charles L'Enfant's design of Washington, which shows Pennsylvania Avenue as a broad diagonal street. The terminus for the period of significance is tied to the date Congress dissolved the Pennsylvania Avenue Development Corporation (PADC) and new construction along the avenue was complete. This time span extends beyond the period of significance listed on the nomination for the Pennsylvania Avenue National Historic Site National Register district which lists the end date as 1962. This cultural landscape inventory accounts for the modern transformation of the national historic site under the direction of the PADC and finds that the PADC's work remains evident today in the in the streetscape and in the individual parks and plazas located along the avenue between the Capitol and the White House.

#### Analysis and Evaluation Summary:

Despite some changes in vegetation, circulation, and small-scale features, the Pennsylvania Avenue, NW, cultural landscape still retains many landscape characteristics and features from the period of significance. The most important characteristics are spatial organization (Pershing Park, Freedom Plaza, Market Square Park and U.S. Navy Memorial, Indiana Plaza, Mellon Park, John Marshall Park, and Meade Plaza); circulation (Pennsylvania Avenue sidewalk); vegetation (Pennsylvania Avenue street trees); buildings and structures (General John J. Pershing Memorial, Bex Eagle, Brigadier General Count Casimir Pulaski Statue and Wall, The United States Navy Memorial, Major General Winfield Scott Hancock Memorial, Franklin Delano Roosevelt Memorial Stone, Dr. Benjamin Stephenson Grand Army of the Republic Memorial, and General George C. Meade Memorial); views and vistas (axial view from Treasury Building to the Capitol along Pennsylvania Avenue, from southeast to northwest, axial view of Smithsonian Museum of Natural History, along 10th Street, north-south, cross axial view of the National Archives, along 8th Street, north-south, axial view towards the Stephenson monument from the intersection of 6th Street and C Street, axial view from Pennsylvania Avenue to the District of Columbia Superior Court (formerly Old City Hall) and the National Building Museum, along 4th Street/ John Marshall Park, north-south, and axial view



along Constitution Avenue towards the Potomac River, from Meade Plaza at 3rd Street and Pennsylvania Avenue, east-west); constructed water features (Temperance Fountain, Andrew W. Mellon Memorial Fountain) and small-scale features (PADC tiered light fixtures, PADC site furnishings, and Pennsylvania Avenue Saratoga Lights). The Pennsylvania Avenue, NW, cultural landscape retains overall integrity of location, design, setting, materials, workmanship, feeling, and association.

Pennsylvania Avenue, NW, cultural landscape has minor impacts that affect its overall condition. These impacts include some structural deterioration and deferred maintenance associated with concrete features, including retaining walls, and sinking and lifting of the brick pavers along the avenue's sidewalks. The refreshment pavilion and fountain/pool at Pershing Park is also no longer operable. Over the years, street trees along the avenue have been removed, but the stumps remain. In addition, the health of many existing trees is compromised due to the trunks having grown into the tree grates. Many grates have also been removed. Skateboarding has damaged stonework, walls, steps, and sculptures in many areas, in particular at Freedom Plaza and Meade Memorial. Finally, since Pennsylvania Avenue is shared by multiple agencies with different management practices, it is difficult to address many interrelated issues that will collectively contribute to a more vibrant and cohesive streetscape. If left to continue without appropriate corrective action, the cumulative effect of the deterioration of many of the landscape characteristics will cause the property to degrade to a poor condition.

#### **CLI Hierarchy Description**

Pennsylvania Avenue, NW, cultural landscape is under the administrative unit of National Mall and Memorial Parks (formerly National Capital Parks-Central) and a part of the L'Enfant Plan for the City of Washington. The landscape consists of the following Reservations: Pershing Park (U.S. Reservation 617), Freedom Plaza (U.S. Reservations 32 and 33), Market Square Park (U.S. Reservations 35 and 36), Indiana Plaza (U.S. Reservation 36A), Mellon Park (U.S. Reservation 546), John Marshall Park, and Meade Plaza (U.S. Reservation 553).

## Concurrence Status

### Inventory Status:

Complete

### Completion Status Explanatory Narrative:

This Cultural Landscape Inventory was edited and updated by Michael Commisso, National Park Service (NPS) National Mall and Memorial Parks (NAMA) Cultural Resources Program Manager; Martha Temkin, NPS National Capital Region (NCR) CLI Coordinator, and Maureen Joseph, NPS NCR Regional Historical Landscape Architect, with substantial review comments from Perry Wheelock, NPS NCR Associate Regional Director Resource Stewardship and Planning and Catherine Dewey, NPS NAMA Chief of Resource Management. The preliminary draft was researched and written by Karina Bishop, Research Associate, University of Pennsylvania, CESU cooperative agreement. Primary and secondary source material from within the National Park Service and local repositories was utilized to complete the inventory and is listed in the bibliography. Research and editorial assistance was provided by Martha Temkin and Randall F. Mason, Associate Professor and Chair, Historic Preservation, University of Pennsylvania. Maps were prepared by Janice Vogel, Cultural Resources GIS, Faculty Research Assistant, University of Maryland, CESU cooperative agreement.

Additional research assistance was provided by Deirdre Doran, Librarian, Sasaki Associates, Watertown, MA; Marcella Brown at National Capital Planning Commission, Washington D.C.; Kay Fanning, Ph.D., Historian, U.S. Commission of Fine Arts, Washington, D.C.; Rick Blondo, Management and Program Analyst, National Archives and Records Administration; and National Mall and Memorial Parks staff including Eliza Voigt, AICP, Planner; Jeff Gowen, Landscape Architect; Alison Dixon, former Museum Technician; and Kristen Hamilton, former Environmental Protection Specialist.

**Park Superintendent Concurrence: 10/29/15 (see attachment)**

**Park Superintendent Concurrence Date: 10/29/15**

## Geographic Information & Location Map

### Inventory Unit Boundary Description:

The area discussed in this CLI consists of the National Park Service's property along Pennsylvania Avenue between 3<sup>rd</sup> and 15<sup>th</sup> Streets N.W. in Washington D.C. This 1.2-mile road corridor and public parkland area lies within the NPS managed Pennsylvania Avenue National Historic Site, flanking the avenue between the White House grounds and the foot of the Capitol Hill. In 1996, the Pennsylvania Avenue Development Corporation (PADC) transferred jurisdiction of the avenue to the National Park Service (NPS) for management of the sidewalks and small parks, plazas, trees, sculpture and memorials along the north and south sides of the road, while DC administers the paved roadway. Due to the avenue's diagonal cut through the rectilinear street grid, as laid out by L'Enfant in his plan for the city from 1791, many of the blocks along the avenue form triangular or rectilinear spaces that have been given over for public use.

Within this corridor lie seven landscapes, including Pershing Park (Reservation 617); Freedom Plaza (Reservations 32 and 33); Market Square Park, including the Franklin Delano Roosevelt Memorial Stone (Reservation 35), the U.S. Navy Memorial (Reservation 36); Indiana Plaza (Reservation 36A); Mellon Park (Reservation 546); and Meade Plaza (Reservation 553). These public spaces are connected by a cohesively designed streetscape that includes the sidewalks, lighting, plantings and street furniture.

**State:** DC      **County:** District of Columbia

## **Management Information**

### **Management Category**

Must be Preserved and Maintained

### **Management Category Date: 10/29/15**

### **Management Category Explanatory Narrative:**

Pennsylvania Avenue, NW, cultural landscape lies within the Pennsylvania Avenue National Historic Site, which was administratively added to the National Register of Historic Places on October 15, 1966, with the passage of the National Historic Preservation Act. Pennsylvania Avenue National Historic Site is also listed on the National Register of Historic Places as part of the L'Enfant Plan of the City of Washington, DC, National Register Nomination (1997) and Pennsylvania Avenue National Historic Site District (2007). A draft National Historic Landmark nomination entitled, "The Plan of the City of Washington" that will update and amend the L'Enfant Plan of the City of Washington, DC, National Register Nomination is also being prepared.

The Management Category Date is the date this CLI was first approved by the park superintendent.

### **Adjacent Lands Information**

Yes – Adjacent lands do contribute

### **Adjacent Lands Description**

The lands to the north and south of this CLI's project boundaries comprise the rest of the Pennsylvania Avenue National Historic Site National Register district, and are therefore contributing. Within this historic district, the District of Columbia manages the roadways and the majority of the buildings are managed by the General Services Administration (GSA).

### **NPS Legal Interest**

Fee Simple

### **Public Access to Site**

Unrestricted

## **Existing National Register Status**

### **National Register Landscape Documentation**

Entered – Landscape Inadequately Documented

### **National Register Explanatory Narrative**

On September 30, 1965, the segment of Pennsylvania Avenue between 15<sup>th</sup> and 3<sup>rd</sup> streets, NW, and its historically related environs was designated as Pennsylvania Avenue National Historic Site by the Secretary of the Interior Stewart L. Udall. The designation was ratified and confirmed by Joint Resolution of Congress on June 9, 1966. In 1972 Congress created the Pennsylvania Avenue Development Corporation (PADC) to develop and implement a plan for Pennsylvania Avenue and the adjacent areas. On April 1, 1996, Congress passed Public Law 104-134, which dissolved the Pennsylvania Avenue Development Corporation. The legislation called for the formation of Pennsylvania Avenue National Historic Park, which was placed under the jurisdiction of the National Park Service. In order to make the name consistent with the National Park Service naming conventions, it was renamed Pennsylvania Avenue National Historic Site in 2008.

Pennsylvania Avenue, NW, cultural landscape lies within the Pennsylvania Avenue National Historic Site, which was administratively added to the National Register of Historic Places on October 15, 1966, with the passage of the National Historic Preservation Act. The Pennsylvania Avenue National Historic Site is also listed on the National Register of Historic Places as part of the L'Enfant Plan of the City of Washington, DC, National Register Nomination (1997) and Pennsylvania Avenue National Historic Site district (2007). A draft National Historic Landmark nomination entitled, “The Plan of the City of Washington” is also being prepared that will update and amend the L'Enfant Plan of the City of Washington, DC, National Register Nomination.

The L'Enfant plan of the City of Washington nomination form identified national significance under Criterion A in the areas of community planning and development, politics and government, and transportation, for its relationship with the creation of the new United States of America and the creation of a capital city; it met Criterion B because of its association with Pierre L'Enfant, and subsequent development and enhancement by numerous significant persons and groups; and finally it identified significance under Criterion C in the area of landscape architecture as a well-preserved, comprehensive, Baroque plan with Beaux Arts modifications. The period of significance was listed as 1790 to 1942. The documentation identified the open spaces that contained Pershing Park (Reservation 617), Freedom Plaza (Reservations 32 and 33), and Market Square (Reservations 35 and 36). It also identified the Pennsylvania Avenue, its cross streets, the numerous memorials and statues that are found along the avenue, as well as major and minor views and vistas along these streets.

The draft National Historic Landmark nomination for the L'Enfant Plan identifies national significance under Criterion 1 (association with events that represent the broad national patterns of United States history) and Criterion 4 (embodying the distinguishing characteristics of a period, style, or method of construction). The proposed period of significance begins with 1791 (the year in which L'Enfant presented his plan to President Washington) and ends in 1942. The terminal watershed year was selected because the entry of the United States into World War II in December 1941 essentially halted the implementation of the McMillan Plan as the framework for public building and park development.

In 2007, the nomination for the Pennsylvania Avenue National Historic Site National Register district was revised to reevaluate the significance of the National Historic Site and the constantly evolving features within it. The period of significance was listed as beginning in 1791 with the creation of the L'Enfant's Plan for the City of Washington when the diagonal alignment of the avenue was first laid out and ending in 1962, the year President John F. Kennedy's Ad Hoc Committee on Federal Office Space published its influential Report to the President that included a section on the redevelopment of Pennsylvania Avenue. However, the revised nomination stated that the period of significance was not extended beyond President's Kennedy's initiative because "it seems undeniably early to judge the role of PADC" so the nomination did not assess the significance of the PADC era. The nomination included a total of 161 features, including 84 contributing buildings, 22 contributing objects, 4 contributing sites, 1 contributing structure, 38 noncontributing buildings, 6 noncontributing objects, and 6 noncontributing sites. Significant views and vistas were also identified, but were not included in the resource count because they are not among the property and resource types recognized by the National Register of Historic Places. (Note: the Pennsylvania Avenue National Historic Site National Register district boundary is much larger than the NPS owned Pennsylvania Avenue National Historic Site boundary).

According to research conducted for this CLI and the categories of National Register documentation outlined in the "CLI Professional Procedures Guide," the Pennsylvania Avenue, NW, cultural landscape was inadequately documented based on the existing National Register documentation. While the majority of the resources are documented, features related to the Pennsylvania Avenue Development Corporation have been identified as non-contributing and were not assessed for their historical significance because the majority of the features were less than 50 years old. Therefore, for purposes of the CLI, the property is considered "Entered-Inadequately Documented."

### **Register Eligibility**

Eligible – SHPO Consensus Determination

**National Register Eligibility Concurrence Date (SHPO/Keeper): 2/11/16 (see attachment)**

### **National Register Concurrence Explanatory Narrative**

The State Historic Preservation Officer for the District of Columbia concurred with the findings of the Pennsylvania Avenue, NW-White House to the Capitol CLI on February 11, 2016. It should be noted that the Date of Eligibility Determination refers to State Historic Preservation Officer concurrence with the Section 110 inventory findings and not the date of National Register Eligibility, since that is not the purview of a cultural landscapes inventory.

### **Statement of Significance**

The National Park Service has established extending the period of significance for the cultural landscape as 1962 to 1996, to include the resources related to the design and development of Pennsylvania Avenue by the Pennsylvania Avenue Development Corporation (PADC). The Pennsylvania Avenue, NW, cultural landscape is significant under Criterion A in the areas of community planning and development (urban planning), and politics/government, and under Criterion C in the area of art and landscape architecture. It also meets Criteria Consideration G for having achieved significance in the past 50 years of exceptional importance.

Under Criterion A, the Pennsylvania Avenue, NW, cultural landscape is significant for its role in major city planning milestones in the United States. The Avenue was one of the major elements in Pierre L'Enfant's plan for the development of the nation's capital and was further elaborated and enhanced as part of the 1901-1902 McMillan (Senate Park Commission) plan. Later, an innovative public-private partnership streetscape improvement campaign was initiated for the avenue by President John F. Kennedy in 1964 and carried out by the Pennsylvania Avenue Development Corporation (PADC). In addition, the Pennsylvania Avenue cultural landscape is significant for its role in the development of historic preservation in D.C. and the nation. As initially conceived, the PADC development plan raised public concerns about urbanism and historic preservation, which led to the defeat of certain aspects of the plan (National Square) and the preservation of historic buildings along Pennsylvania Avenue, and ultimately contributed to the rise of the historic preservation movement both locally and nationally. The Pennsylvania Avenue, NW, cultural landscape is also the symbolic passage that simultaneously links and separates the executive and legislative branches of government, embodying the check and balance system, as well as serving as a site of important political and ceremonial events.

Under Criterion C, the Pennsylvania Avenue, NW, cultural landscape is significant as it contains numerous statues and memorials that illustrate the artistic styles of the periods in which they were created or that commemorate the military and political achievements of individuals. The site also represents an innovative approach to urban design that utilized modernistic principles of landscape architecture to unite social, economic, and political issues associated with the avenue, while still retaining its historic fabric and dignity as a ceremonial route. The design intent for the avenue was to visually strengthen the link between the Capitol and White House through the creation of a more

unified streetscape vocabulary of street furniture (lighting, seating, etc.), paving, and vegetation, with consistent building heights, broad setbacks, and a series of open spaces. Finally, the Pennsylvania Avenue, NW, is significant as it retains several modern and post-modern parks that were initiated by the PADC and executed by leading figures in American architecture and landscape architecture, including Daniel Urban Kiley, Hideo Sasaki, M. Paul Friedberg, Robert Venturi, Denise Scott Brown, George Patton, Carol Johnson, Wolfgang Oehme and James van Sweden.

While much of Pennsylvania Avenue, NW, cultural landscape was built less than fifty years ago (1976-1990), its significance in landscape architecture and community development has been confirmed by substantial scholarly evaluation. As a result, the avenue is exceptionally important, thereby meeting the National Register's Criteria Consideration G.

The nomination for the Pennsylvania Avenue National Historic Site National Register district identifies architecture, social history, and military as areas of significance. However, with exception of the military related statuary covered under the "art" area of significance, these areas of significance pertain to resources that fall outside the boundaries of the National Park Service- managed Pennsylvania Avenue, NW, cultural landscape

*Period of Significance:*

The proposed overall period of significance for the Pennsylvania Avenue, NW, cultural landscape is 1791 to 1996. The earlier date encompasses Pierre Charles L'Enfant's design of Washington, which shows Pennsylvania Avenue as a broad diagonal street. The terminus for the period of significance is tied to the date Congress dissolved the Pennsylvania Avenue Development Corporation (PADC) and new construction along the avenue was complete. This time span extends beyond the period of significance listed on the National Register nomination for the Pennsylvania Avenue National Historic Site district which lists the end date as 1962. This cultural landscape inventory accounts for the modern transformation of the national historic site under the direction of the PADC and finds that the PADC's work remains evident today in the in the streetscape and in the individual parks and plazas located along the avenue between the Capitol and the White House.

**Criterion A**

*Community Planning and Development:*

The Pennsylvania Avenue, NW, cultural landscape is nationally significant under Criterion A in the area of community planning and development (urban planning) as a major element in L'Enfant's plan for the development of the United States Capital. As stated in the L'Enfant Plan National Register nomination (1997), the historic plan for the capital surpassed the social, economic, and cultural balance of an ordinary city. It served as the model for American City planning and a symbol of government power to be seen by other nations. Some of the important aspects of the plan can still be



seen today within the National Historic Site, specifically with the intended placement and orientation of Pennsylvania Avenue, the public squares and/or reservations, and vistas. This Avenue was considered the most important artery in the new federal city when the capital was planned in 1791. Beyond its national significance, as the sole comprehensive Baroque urban plan in the United States, it influenced the appearance of subsequent planned capitals in this country and elsewhere (L'Enfant Plan National Register Nomination [1997], Section 8, Pages 2-4).

The 1901-02 McMillan (Senate Park Commission) plan had a profound impact within the nation's capital influencing the development of many large-scale projects, such as the Federal Triangle on the southern side of Pennsylvania Avenue. However, within the Pennsylvania Avenue, NW, cultural landscape, civic improvements were limited to the installation of statues and the construction of federal buildings and memorials which enhanced the vistas identified within the L'Enfant plan. One such vista was 8<sup>th</sup> Street, where a federal building, the National Archives, was placed on axis with the Patent Office (NPS 2007: 88).

The Pennsylvania Avenue, NW, cultural landscape is also nationally significant under Criterion A in the area of community planning and development for its role in the innovative public-private partnership streetscape improvement campaign that was initiated by President John F. Kennedy in 1962, as well as in the controversies over historic preservation that the initial plan engendered. Substantially revised in response to public controversy and evolving views of historic preservation, the final plan was carried out over decades by the Pennsylvania Avenue Development Corporation (PADC). In response to the neglect and decay along Pennsylvania Avenue in the 1960s, the Ad Hoc Committee on Federal Office Space, formed by the Kennedy Administration to study federal space requirements in the district, recommended that the government "should formally undertake the redevelopment of Pennsylvania Avenue." Shortly thereafter, President Kennedy appointed an Advisory Council on Pennsylvania Avenue. The council produced a plan in 1964 entitled, *Report of the President's Council on Pennsylvania Avenue* that called for a new image for the avenue, which proposed simplifying intersections, building new public spaces, and opening up vistas. With exception of the Federal Bureau of Investigation (FBI) Building, major physical changes along the avenue resulting from the Kennedy initiative were never realized, largely due to public opposition and citizen protest over the demolition of historic buildings, namely the Old Post Office Pavilion. In 1972, Congress formed the PADC to promote the development and revival of the avenue and surroundings. In 1974, the PADC published the *Pennsylvania Avenue Plan: 1974* based in part on the recommendations set forth in the 1964 report. The plan proposed key ideas to strengthen views, establish visual and physical continuity along the avenue, provide refurbishments, and resolve problems with traffic and pedestrian circulation. The PADC's mission was to catalyze the economic development of Pennsylvania Avenue through the implementation of high quality urban design. Over the course of two decades, the PADC established consistent guidelines for setbacks and buildings heights, and a coordinated palette of streetscape furnishings (lighting, paving, vegetation, street

furniture, etc.) for new construction. The guidelines also accommodated historic preservation such as the preservation of the Old Post Office Pavilion, the Willard Hotel, and the Evening Star building, in a way that profoundly shaped the cultural landscape of the avenue. At the time of its dissolution in 1996, the PADC had successfully created a series of vibrant, pedestrian friendly settings along the avenue, developed new ways to use federal investment to encourage private development, and initiated innovative partnerships with developers and that ultimately generated millions in private investment. The success of the Pennsylvania Avenue Development Corporation was further highlighted when it received the 1988 “White House Presidential Design Award for Federal Design Achievement.” The jury narrative stated, “Established by an act of Congress in 1972, the Pennsylvania Avenue Development Corporation developed a detailed plan to restore the decaying avenue between the U.S. Capitol and the White House. Implementation of the plan is scheduled to be completed by 1992, but the success of the plan as an outstanding example of urban redevelopment can be seen today in the well-designed and actively used public spaces and the major private investment in adjacent real estate along the avenue. America's ‘Main Street’ has been restored through the implementation of a plan with strong design guidelines. The result is a visually harmonious and economically viable area. This once- blighted avenue has been refurbished with wide brick sidewalks, well-chosen new street lights, furnishings, and plantings to create a framework for a series of new public parks and private buildings. Both the plan and its implementation set a standard in design quality and public-private partnerships that should inspire cities across the country.”

*Politics and Government:*

The Pennsylvania Avenue, NW, cultural landscape is also nationally significant under Criterion A in the area of politics/government as the symbolic passage that simultaneously links and separates the executive and legislative branches of government, embodying the check and balance system which is the foundation of American democracy. Today it is also known worldwide as site of important political and ceremonial events, including presidential inaugural parades, state funerals, and celebrations of military victories, along with high-profile protests and marches.

**Criterion C**

*Art:*

The Pennsylvania Avenue, NW, cultural landscape is nationally significant under Criterion C in the area of art for the many statues and memorials along Pennsylvania Avenue. The works illustrate the artistic styles of the periods in which they were created. Many serve as a means of commemorating those individuals who contributed great military or political achievements to the country, including the statues of Brigadier General Count Casimir Pulaski (1910), George G. Meade (1927), Winfield Scott Hancock (1896), and Dr. Benjamin F. Stephenson Grand Army of the Republic Memorial (1909). The Benjamin Franklin statue (1889) is excluded from this cultural landscape inventory since it is not owned by the National Park Service at this time. National monuments within the boundaries

of the cultural landscape include the John J. Pershing Memorial (1983) in Pershing Park and the United States Navy Memorial (1987) in Market Square Park. Other works within the national historic site include the Franklin Delano Roosevelt Memorial Stone (1965), Temperance Fountain (1884), Mellon Fountain (1952), and Bex Eagle sculpture (1982) (NPS 2007:91).

*Landscape Architecture:*

The Pennsylvania Avenue, NW, cultural landscape is nationally significant under Criterion C in the area of landscape architecture as a contributing element within the portion of the city laid out by Pierre Charles L'Enfant using Baroque design principles. L'Enfant's 1791 plan for the capital consisted of an orthogonal street plan overlaid with radiating avenues, parks, and vistas. The avenues radiated from the locations L'Enfant identified as the President's House and the Congress House (Capitol). Streets extending from the President's House intersected with squares, circles, and other public spaces. L'Enfant identified 15 circles and squares on his plan where he proposed commemorative or decorative features, such as columns and obelisks, could be erected. Pennsylvania Avenue, its cross streets, and Market Square (Originally identified in L'Enfant Plan as No.7) were among those that were identified within the original plan. Pennsylvania Avenue also appears in Andrew Ellicott's 1792 map, which reproduced and modified L'Enfant's plan (L'Enfant Plan National Register Nomination [1997], Section 8, Pages 8).

Under Criterion C, Pennsylvania Avenue, NW, cultural landscape is also nationally significant in the area of landscape architecture as it represents an innovative approach to urban design that utilized modernistic principles of landscape design to address the social, economic, and political issues along the avenue, while, in response to public reaction, still retaining historic fabric and its dignity as a ceremonial route. In response to the physical deterioration along Pennsylvania Avenue in the 1960s, President John F. Kennedy appointed an Ad Hoc Committee on Federal Office Space, which in its 1962 report committed to revitalizing Pennsylvania Avenue. Shortly thereafter, in 1964, a *Report of the President's Council on Pennsylvania Avenue*, outlined a design vision and urban design principles for public and private development along the avenue. As stated in *Civic Art: A Centennial History of the U.S. Commission of Fine Arts*, the plan focused primarily on the dilapidated north side of Pennsylvania Avenue and proposed visual devices to create a more uniform monumentality: a shared cornice line, broad setbacks, special paving and street furniture, and raised terraces for parade viewing. New buildings along the north would incorporate arcades to provide shade for foot traffic, and a triple row aerial hedge of clipped linden trees would give more shade and architectural definition (Civic Art, 2013: 244). However, similar to other urban renewal projects throughout the U.S., the plan called for the demolition of many notable historic landmarks. The controversies surrounding the proposed demolition resulted in major revisions to the plan, such as the elimination of National Square which would have occurred at the intersection of Pennsylvania Avenue and E Street just east of the White House grounds. These ideas would not be fully realized until Congress created the PADC in 1972. Using the 1964 plan as the foundation, the PADC developed a refined

design concept for the avenue that reflected a new approach to urban design redevelopment. The 1974 plan adopted earlier elements to strengthen the visual continuity of the corridor, such as the fifty-foot setbacks and consistent building heights, as well as the unified palette of site furnishings, lighting, paving and vegetation.

To carry out PADC's design vision, the landscape architecture firm of Sasaki and Associates, along with several other consulting firms, was brought in by the PADC in 1976 to develop a framework for the improvements to the streetscape and guidelines for their implementation. Around this time Hideo Sasaki was breaking new ground in the landscape architectural community by practicing process-oriented planning, which considered zoning, local attitudes, and physical capacity for the land. According to Sasaki and Associates the goals for Pennsylvania Avenue was to: enhance, but not distract, from the street's primary vista of the Capitol and Treasury Buildings; preserve L'Enfant's plan; and to create a welcoming atmosphere for pedestrians. Sasaki designed a unified vocabulary of landscape elements in order to "minimize the impacts of diverse architectural forms." This goal was achieved in particular through a unified suite of street furniture, the planting of multiple rows of willow oak trees, decorative and concealed lighting, sidewalks paved with square pavers (purposely laid on a diagonal with soldier courses at the edge and circular tree pits) and brick crosswalks. The choice of willow oaks relates back to Jefferson's decision to use this tree instead of poplars. Sasaki also designed the cast-iron benches with wood slat seats that influenced the entire suite of urban furniture along the Avenue. Specialty designed tree grates and benches, designed by craftsman Albert Paley, were also added to complement the suite of street furnishings. Finally, drinking fountains and trash receptacles were designed by in-house staff and installed in 1983. The drinking fountain design was based upon the ornamental tree grates, while the trash bins were utilitarian and functional in their design (NPS 2007: 189).

By 1981, the PADC hired the Washington based firm of Oehme, van Sweden & Associates as the PADC's planting consultants to give a "unified image, introducing the character of one kind of garden throughout" the avenue's landscape (*Process Architecture*, no. 130, August 1, 1996). The team brought a unique horticultural knowledge to Pennsylvania Avenue, implementing a new planting concept, later referred to as "the new American garden." The planting palette consisted of tulips for the spring, junipers for the winter and grasses, annuals, perennials and water plants for the summer installed in planters, pools and existing planting beds at Pershing Park, Freedom Plaza, and Meade Plaza, and in 180 planters along the entire length of the avenue. The plants selected were displays of "urban-tough species that attract attention even when viewed from a passing automobile (*Process Architecture*, no. 130, August 1, 1996)."

Lighting was also a critical component in the overall plan for Pennsylvania Avenue. Designed by the Philadelphia firm Raymond Grenald Associates, the lighting was intended to solidify the street's linearity and to emphasize its two significant terminuses. It was developed as a three-tiered system

that encouraged pedestrian usage during the day and provided a safely lit environment at night. They included, interstate spotlighting to illuminate the streets; Washington globe lights with eagle finials as decorative elements that tied the avenue to the surrounding historic urban fabric; and uniquely designed twin-headed decorative lampposts—modeled after Paley’s street grates—for pedestrian use along the sidewalk.

In 1994, The Urban Land Institute awarded the PADC its Award for Excellence for the implementation of The Pennsylvania Avenue Plan of 1974. The Award’s citation read: “Through foresight and patience, the Pennsylvania Avenue Development Corporation has revamped a downtrodden and unsightly segment of the nation’s capital. It overcame the area’s negative image and attracted private capital for renovation and new construction. The PADC has helped build the kind of Main Street that taxpayers can be proud of.” (National Park Service 2007: 205).

The Pennsylvania Avenue, NW, cultural landscape is also locally significant under Criterion C in the area of landscape architecture as it retains several modern and post-modern parks that were initiated by the PADC and executed by leading figures in American architecture and landscape architecture. During the time that these parks were completed, the designers followed the tenets of the modern and postmodern movements, which had a tremendous influence on landscape architecture. For example, Pershing Park, developed by M. Paul Friedberg, and John Marshall Park, designed by Carol Johnson and Associates, followed modernistic design principles that were characterized by simple designs, integration of all elements of design, strong geometric lines in composition, rectilinear forms, use of the latest materials, exposed structure, little or no ornamentation, largely open plans, and spaces based on function rather than aesthetic considerations. On the other hand, Freedom Plaza, designed by Robert Venturi, Denise Scott Brown, and George Patton, exemplifies postmodern design, which emerged as a departure from modernism’s ideological belief in a singular purpose and focus on form and function. Postmodern landscapes were closely tied to the historic preservation movement, which placed a strong emphasis on cultural heritage, historic styles and building materials, and place-making as a means to revive and celebrate the past.

### **Criteria Consideration G**

According to *National Register Bulletin 22: Guidelines for Evaluating and Nominating Properties That Have Achieved Significance Within the Last Fifty Years*, “As a general rule, properties that have achieved significance within the last fifty years are not eligible for National Register listing because the Register is intrinsically a compilation of the nation’s historic resources that are worthy of preservation. The National Register does not include properties solely for their contemporary impact and visibility, and it rarely is possible to evaluate historical impact, role, or relative value immediately after an event occurs or a building is constructed. The passage of time is necessary in order to apply the adjective ‘historic’ and to ensure adequate perspective.” However, the National Register Criteria

for evaluation encourages nomination of recently significant properties if they are of exceptional importance whether the scale of that context is local, State, or national.

The Pennsylvania Avenue, NW, cultural landscape meets Criterion Consideration G for the significant contributions of the Pennsylvania Avenue Development Corporation (PADC) and its influential role national, in the modern transformation of America's Main Street and creation of modernist parks and plazas along the avenue. The PADC set a precedent as a cooperative venture between the federal government and private enterprise, founded on the premise that "a strong public commitment [could] stimulate an even greater amount of private initiative and investment." (National Park Service, 2007: 183). The organization's innovative mission was to catalyze the economic development of Pennsylvania Avenue through the implementation high quality urban design. Over the course of two decades of work, the PADC responded to the historic preservation movement and created a series of vibrant, pedestrian friendly settings along the avenue, developed new ways to use federal investment to encourage private development, and created innovative partnerships with developers and investors. Some of the successful ventures resulting from this system of partnership were Market Square, the Willard Hotel, and Gallery Row (National Park Service, 2007: 205). Over \$2 billion in public and private funding was invested in the implementation of the PADC's projects, making it one of the "largest federally initiated development projects in U.S. history." (Miller: 62). Additionally, the PADC's plan of 1974 "reflected a new approach to urban development" for its insistence on the preservation and adaptive reuse of historic resources as a basis for the economic revitalization of the area (Department of the Interior, 1974: 9). This was a pioneering mission in an era when urban renewal was the reigning policy in many cities throughout the country where historic resources were often destroyed to revitalize the urban landscape.

Under the direction of the PADC several parks and plazas were designed and created by leading iconic architects and landscape architects. While these works have not yet been determined individually eligible for the National Register, together they represent an extraordinary collection of modernist and postmodernist landscapes. In recent years, there has been a dramatic increase in scholarly works with a focus on recent landscape architectural history, such as the two *Preserving Modern Landscape Architecture (1999 and 2004)* publications that were produced by the National Park Service Historic landscape Initiative, and *Forum Journal, Modern Landscape Architecture: Presentation and Preservation (Winter 2013, Volume 27, No.2)*, as well as the thematic issues *Process Architecture*—each written by the designer, which included the works by M. Paul Friedberg and Dan Kiley, both having contributed greatly to the redevelopment along Pennsylvania Avenue. There has also been an increase National Register designations of several works of landscape architecture from the recent past, including the first National thematic study to recognize the contributions of a living landscape architect—Dan Kiley. In March 2000, the iconic Miller Garden in Columbus, Indiana, was designated an NHL as part of the thematic study, "*Modernism in Architecture, Landscape Architecture, Design and Art in Bartholomew County, Indiana, 1942-1999.*"

Robert Venturi's Franklin Court in Philadelphia is also a contributing property within the Independence National Historical Park, and was a precursor to his design for Western Plaza on Pennsylvania Avenue. In 2012, M. Paul Friedberg's Peavey Plaza in Minneapolis, Minnesota was also listed on the National Register, which specifically identified Pershing Park as one of Friedberg's best known works. Based on the scholarly analysis of these and other contextual histories, the local significance of the parks and plazas along Pennsylvania Avenue—notably Pershing Park, Freedom Plaza, and John Marshall Park—are well established.

**National Register Significance Level**

National

**National Register Significance – Contributing/Individual**

Contributing

**National Register Classification**

District

**National Historic Landmark Status**

No

**National Register Significance Criteria**

A-Associated with events significant to broad patterns of our history

C-Embodies distinctive construction, work of master, or high artistic values

Criterion Consideration G

**National Register Period of Significance**

1791-1996



## Chronology & Physical History

Primary Historic Function – Major Category: Landscape

Primary Historic Function – Category: Leisure-Passive (Park), Plaza/Public Space (Square),  
Functional Landscape

Primary Current Use – Major Category: Landscape

Primary Current Use – Category: Leisure-Passive (Park), Plaza/Public Space (Square), Functional  
Landscape

### Cultural Landscape Types

Designed

### Chronology

Start Year of Major Event	Start Era of Major Event CE/BCE	End Year of Major Event	End Era of Major Event CE/BCE	Major Event	Major Event Description
1791	CE	1791	CE	Planned	March 1791, Pierre L'Enfant, a French military engineer, is appointed by President George Washington to plan a capital fit for the new democratic nation. L'Enfant's plan notably connected the "President's House" (now known as the White House) and the "Congress House" with a "Grand Avenue" cutting diagonally through the southeastern portion of the city.
1792	CE	1792	CE	Platted	Andrew Ellicott and Benjamin Banneker first laid out Pennsylvania Avenue. Clearing of the route began on April 14, 1792.
1801	CE	1801	CE	Urbanized	The city's first fresh produce market, located in Lafayette Square is replaced with a new structure called Center Market located on Pennsylvania Avenue

<b>Start Year of Major Event</b>	<b>Start Era CE/BCE of Major Event</b>	<b>End Year of Major Event</b>	<b>End Era CE/BCE of Major Event</b>	<b>Major Event</b>	<b>Major Event Description</b>
					between 7 <sup>th</sup> and 9 <sup>th</sup> Streets.
1803	CE	1803	CE	Urbanized	President Thomas Jefferson initiated improvements to the Pennsylvania Avenue. The street is graded and paved, drains installed and four rows of Lombardy poplars were planted
1805	CE	1805	CE	Urbanized	On March 4, 1805, the first inaugural parade is held on Pennsylvania Avenue for Thomas Jefferson's second term as president
1807	CE	1815	CE	Destroyed	Stemming from the bed of the Tiber Creek, which flowed across the avenue's far eastern side, the City Canal is constructed as a means of linking the city's downtown with the Chesapeake and Ohio Canal. The canal's eastern terminus was in Georgetown. Flooding from both canals washed away many of the attempts to pave the avenue.
1817	CE	1817	CE	Built	Pennsylvania Avenue between the Congress and the President's House is lit with gas lamps by 1817, and would remain the only illuminated street in Washington until 1849.
1830	CE	1839	CE	Planted	The Lombardy poplar street trees are replaced with elms.
1830	CE	1830	CE	Built	The City Hotel, now known as the Willard Hotel, was built.
1832	CE	1833	CE	Paved	Congress passed bills to macadamize avenue at a total cost of \$131,630.

<b>Start Year of Major Event</b>	<b>Start Era CE/BCE of Major Event</b>	<b>End Year of Major Event</b>	<b>End Era CE/BCE of Major Event</b>	<b>Major Event</b>	<b>Major Event Description</b>
1832	CE	1832	CE	Engineered	Pennsylvania Avenue's first water main is laid by Irish laborers.
1836	CE	1869	CE	Built	The Department of the Treasury building, designed by Robert Mills in the Greek Revival style, is constructed at 15 <sup>th</sup> Street and Pennsylvania Avenue. The new building's south façade obstructed the line of vision which L'Enfant intended between the President's House and Congress.
1845	CE	1848	CE	Paved	Pennsylvania Avenue is lined with cobblestone, which soon became an unpopular surface for carriage riders.
1853	CE	1853	CE	Paved	Horace P. Russ submitted a proposal for the conversion of the avenue into a pedestrian mall paved in a checkerboard pattern. The proposal was illustrated in a lithograph printed by Endicott & Co. NY.
1854	CE	1854	CE	Urbanized	Buildings along the avenue are assigned numbers and given street signs.
1862	CE	1862	CE	Built	The first of the Washington and Georgetown Railroad Co.'s horse-drawn street cars traversed the tracks where it is laid down the center of the avenue.
1871	CE	1874	CE	Paved	Under the tenure of Alexander Shepherd, the vice-president of the Board of Public Works, the avenue is successfully paved and Tiber Creek and the City Canal were rerouted into underground pipes.

<b>Start Year of Major Event</b>	<b>Start Era CE/BCE of Major Event</b>	<b>End Year of Major Event</b>	<b>End Era CE/BCE of Major Event</b>	<b>Major Event</b>	<b>Major Event Description</b>
1872	CE	1872	CE	Paved	Shepherd began a \$2 million imitative to improve the avenue. Improvements included paving the street with wooden blocks. The city of Washington D.C. celebrated these improvements with a large parade.
1874	CE	1874	CE	Paved	Pennsylvania Avenue is paved with asphalt and brick.
1884	CE	1884	CE	Built	The Temperance fountain is constructed on the northeast corner of 7th street and Pennsylvania Avenue, purposefully located in front of the Apex Liquor Store. The fountain is conceived and sponsored by Dr. Henry Cogswell, who wished to encourage soberness among the patrons of Washington's largest liquor store.
1886	CE	1886	CE	Memorialized	A statue a statue of Civil War General John A. Rawlins is moved from U.S. Reservation 13 and placed on the eastern triangle to be known as U.S. Reservation 35
1889	CE	1889	CE	Memorialized	A statue of Benjamin Franklin is installed at 10th and D Street, NW, near Pennsylvania Avenue.
1892	CE	1892	CE	Built	Congress authorized the construction of a new headquarters for the Post Office Department and the City Post Office, located at 12 <sup>th</sup> and Pennsylvania Avenue. The building is designed in the Romanesque Revival style by Willoughby J. Edbrooke.

<b>Start Year of Major Event</b>	<b>Start Era of Major Event CE/BCE</b>	<b>End Year of Major Event</b>	<b>End Era of Major Event CE/BCE</b>	<b>Major Event</b>	<b>Major Event Description</b>
1894	CE	1894	CE	Platted	The Office of Public and Grounds published an official list of reservations, which is still in used today.
1896	CE	1897	CE	Memorialized	A statute of Major General Winfield Scott Hancock is constructed by 1896 in the center of the reservation 36. In 1897, a low granite wall is built around the statue.
1898	CE	1898	CE	Urbanized	An electric street car system replaced the horse-drawn cable cars.
1901	CE	1902	CE	Planned	Senate Park Commission report, otherwise known as the McMillian Plan of 1901-1902, is prepared and drew upon L'Enfant's original Baroque vision for the city, while also guiding the city's growth into the 20 <sup>th</sup> century with City Beautiful era planning principles.
1909	CE	1909	CE	Memorialized	A statue commemorating Dr. Benjamin F. Stephenson, a surgeon with the 14th Illinois Infantry Regiment during the Civil War, and the Grand Army of the Republic (GAR) is constructed at the intersection of Louisiana (now Indiana) Avenue and 7th and C Streets, known as Reservation 36A.
1910	CE	1910	CE	Memorialized	A statue of Count Casimir Pulaski, the Revolutionary War general is installed on Reservation 33, at the southeastern corner of 13 <sup>th</sup> Street and Pennsylvania Avenue, NW.

<b>Start Year of Major Event</b>	<b>Start Era of Major Event CE/BCE</b>	<b>End Year of Major Event</b>	<b>End Era of Major Event CE/BCE</b>	<b>Major Event</b>	<b>Major Event Description</b>
1928	CE	1928	CE	Purchased	With the support of the newly established Public Buildings Commission and President Coolidge, seventy acres to the south of the avenue and north of the Mall were purchased for redevelopment under the auspices of the Federal Triangle project. It was the largest federal building project in American history at the time.
1928	CE	1932	CE	Demolished	In Square 226, numerous commercial structures built in the late nineteenth and early twentieth centuries, are razed to provide unobstructed views of the newly constructed Department of Commerce Building (Commerce Building occupies the entire block between 14th and 15th streets, Constitution Avenue, and E Street, NW)
1931	CE	1931	CE	Demolished	As a result of the Federal Triangle project, the Center Market on the avenue between 7 <sup>th</sup> and 9 <sup>th</sup> Streets is demolished in order for the National Archives building to be constructed.
1931	CE	1931	CE	Moved	As a result of the Federal Triangle Project, the Rawlins statue is relocated back to its original location in U.S. Reservation 13, on bounded by E Street, and 19 <sup>th</sup> and 20 <sup>th</sup> Streets, NW.
1933	CE	1933	CE	Land Transfer	Various Pennsylvania Avenue, NW public reservations along with all D.C. public reservations, jurisdiction is transferred from the Office of Public Buildings and Public Parks to the

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					National Park Service.
1942	CE	1942	CE	Built	A temporary “Information Building” is constructed in Square 226, one of the many temporary buildings constructed on parkland during World War II.
1952	CE	1952	CE	Built	Mellon Park and fountain is dedicated to Andrew W. Mellon, on a triangular plot created by Pennsylvania and Constitution avenues at 6 <sup>th</sup> Street, NW. The site is chosen because of it is adjacent to the National Gallery Art, which Mellon help found in 1936 with an endowment and art collection.
1952	CE	1959	CE	Established	Reservation 33 is renamed Pulaski Park.
1955	CE	1955	CE	Demolition	In Square 226, the temporary World War II Information Building is demolished.
1956	CE	1956	CE	Memorialized	Public Law 84-461 on April 2, 1956 approved the American Battle Monuments Commission’s proposal for a memorial to General John Joseph Pershing at Pennsylvania Avenue and 14 <sup>th</sup> Street.
1960	CE	1960	CE	Planted	NPS designed and implemented planting plan for Pulaski Park.
1961	CE	1961	CE	Planned	On January 21, 1961 at John F. Kennedy’s inauguration, the President expressed disappointment in the

<b>Start Year of Major Event</b>	<b>Start Era of Major Event CE/BCE</b>	<b>End Year of Major Event</b>	<b>End Era of Major Event CE/BCE</b>	<b>Major Event</b>	<b>Major Event Description</b>
					deteriorated state of the avenue.
1962	CE	1962	CE	Urbanized	On January 28, 1962, the last electric street car ran across the avenue.
1962	CE	1962	CE	Planned	The Ad Hoc Committee on Federal Office Space Report is published. This report singled out the redevelopment of Pennsylvania Avenue as an integral component to the revitalization of downtown Washington D.C.
1963	CE	1974	CE	Planned	Location of the new Federal Bureau of Investigation (FBI) headquarters was approved and bounded by Pennsylvania Avenue and E Street, and 9 <sup>th</sup> and 10 <sup>th</sup> Streets, NW.
1963	CE	1963	CE	Planned	The President's Council on Pennsylvania Avenue is appointed. Chaired by the architect Nathaniel Owings, of Skidmore, Owings and Merrill, the council also included a selection of architects, planners and landscape architects: Frederick Gutheim, Douglas Haskell, Frederick Holborn, Daniel Urban Kiley, Daniel Patrick Moynihan, Chloethiel Woodward Smith, Paul Thiry, Ralph Walker, and William Walton.
1964	CE	1964	CE	Planned	The President's Council on Pennsylvania Avenue Report is published. The report set forth a cohesive vision for the redevelopment of the Pennsylvania Avenue which involved the large scale



<b>Start Year of Major Event</b>	<b>Start Era of Major Event CE/BCE</b>	<b>End Year of Major Event</b>	<b>End Era of Major Event CE/BCE</b>	<b>Major Event</b>	<b>Major Event Description</b>
					demolition of many of the area's 19 <sup>th</sup> century buildings. The report also emphasized that a cohesive monumentality should be restored, which would involve creating uniform cornice lines, setbacks and street furniture.
1965	CE		CE	Preserved	On September 30, 1965, the Secretary of the Interior issued an Order of Designation establishing the Pennsylvania Avenue area as a National Historic Site. It is bounded by 15 <sup>th</sup> Street, E Street, 3 <sup>rd</sup> Street, and Constitution Avenue.
1965	CE	1965	CE	Planned	President Johnson passed Executive Order 11210 to establish the Temporary Commission on Pennsylvania Avenue, an organization, led by Nathaniel Owings as Chairman and Daniel Patrick Moynihan as Vice Chairman.
1964	CE	1968	CE	Established	The Beautification Program of President Johnson, supported by Lady Bird Johnson, oversaw a variety of urban improvement projects around Washington D.C.
1965	CE	1968	CE	Planted	The NPS designed a landscape plan and improved Pershing Park (Square 226) with season flowers, shrubs, trees, paths and outdoor furniture, as part of the Beautification Program.
1965	CE	1965	CE	Memorialized	A memorial stone to Franklin Delano Roosevelt is installed at the corner of the Pennsylvania Avenue and 9 <sup>th</sup> Street, NW.

<b>Start Year of Major Event</b>	<b>Start Era of Major Event CE/BCE</b>	<b>End Year of Major Event</b>	<b>End Era of Major Event CE/BCE</b>	<b>Major Event</b>	<b>Major Event Description</b>
1967	CE	1974	CE	Built	FBI building is constructed as the first new building to conform to the 1964 guidance of the Pennsylvania Avenue Advisory Council.
1968	CE	1968	CE	Destroyed	Following the assassination of Martin Luther King, Jr. Washington D.C. erupted in riots. Many buildings near Pennsylvania Avenue, particularly along 14 <sup>th</sup> , F, 7 <sup>th</sup> and P streets, are looted and burned.
1969	CE	1969	CE	Planned	The Temporary Commission on Pennsylvania Avenue, issued an update of the 1964 plan where it acknowledged contemporary construction projects initiated since 1964, such as the FBI building.
1972	CE	1972	CE	Planned	The Pennsylvania Avenue Development Corporation (PADC) is established by act of Congress in October 1972. Pennsylvania Avenue will be developed and used in a manner suitable to its ceremonial, physical and historic relationship to the legislative and executive branches of the Federal Government and to government buildings, monuments, and memorials.
1972	CE	1972	CE	Planned	On April 14, 1972, Federal efforts on improving the avenue renewed.
1972	CE	1972	CE	Planned	On July 21, 1972, the President's plan was published.
1974	CE	1974	CE	Planned	The Pennsylvania Avenue Plan was published.

<b>Start Year of Major Event</b>	<b>Start Era CE/BCE of Major Event</b>	<b>End Year of Major Event</b>	<b>End Era CE/BCE of Major Event</b>	<b>Major Event</b>	<b>Major Event Description</b>
1974	CE	1974	CE	Planned	On October 25, 1974, the Pennsylvania Avenue plan is approved.
1976	CE	1976	CE	Planned	In April, the United States Commission of Fine Arts (CFA) reviews and approves a conceptual redesign of western sector of the avenue
1977	CE	1979	CE	Preserved	The Pennsylvania Avenue Historic Preservation Plan is published.
1977	CE	1977	CE	Planned	In May, the PADC issued a set of guidelines for the development of the western sector of Pennsylvania Avenue which provides a framework for the designers.
1977	CE	1977	CE	Planned	In July, the CFA approved PADC design guidelines as the foundation for the final designs.
1979	CE	1981	CE	Built	Pershing Park is designed by M. Paul Friedberg and dedicated.
1979	CE	1979	CE	Designed	In September, the final plan of Western Plaza by architect, Robert Venturi and landscape architect George Patton was approved and construction began.
1980	CE	1980	CE	Built	The Western Plaza opened.
1981	CE	1984	CE	Built	Improvements for the Pennsylvania Avenue's streetscape are installed including willow oak street trees, square brick paver sidewalks and benches designed by Sasaki Associates and the tree grates designed by Albert Paley.

<b>Start Year of Major Event</b>	<b>Start Era of Major Event CE/BCE</b>	<b>End Year of Major Event</b>	<b>End Era of Major Event CE/BCE</b>	<b>Major Event</b>	<b>Major Event Description</b>
1981	CE	1981	CE	Established	The National Capital Planning Commission (NCPC), the CFA and the PADC Board of Directors approves the relocation of the Major General George C. Meade memorial.
1981	CE	1996	CE	Designed	Oehme & Van Sweden redesigned the avenue's Planting Plan, as well as the plantings at Pershing Park and Western Plaza.
1983	CE	1983	CE	Memorialized	The memorial to General John Joseph Pershing is installed in the southeast corner of the Pershing Park.
1983	CE	1983	CE	Built	John Marshall Park is designed by Carol Johnson and Associates and dedicated on May 10, 1983.
1983	CE	1983	CE	Designed	Drinking fountains and trash cans designed by PADC staff were manufactured and installed.
1983	CE	1983	CE	Built	Washington Metropolitan Area Transit Authority opens Metrorail station within Market Square, at 7 <sup>th</sup> Street between Pennsylvania and Indiana avenues. The station is called "Archives" because of its proximity to the National Archives south of Pennsylvania Avenue.
1984	CE	1984	CE	Altered	PADC realigned the intersection of 3 <sup>rd</sup> street, Pennsylvania and Constitution avenues, and Meade Plaza is constructed around the Meade Memorial.
1984	CE	1984	CE	Designed	Meade Plaza is designed by Bernard Johnson, Inc. and Gruen Associates and incorporates reinstalled the Memorial to

<b>Start Year of Major Event</b>	<b>Start Era of Major Event CE/BCE</b>	<b>End Year of Major Event</b>	<b>End Era of Major Event CE/BCE</b>	<b>Major Event</b>	<b>Major Event Description</b>
					Major General George C. Meade.
1987	CE	1987	CE	Built	U.S. Navy Memorial is designed by Conklin Rossant and dedicated on October 13, 1987.
1988	CE	1988	CE	Moved	The Dr. Benjamin Stephenson Grand Army of the Republic Memorial and Temperance Fountain are relocated as part of the new Indiana Plaza.
1988	CE	1988	CE	Built	Pedestrian lighting designed by Raymond Grenald Associates is installed along the avenue.
1988	CE	1988	CE	Designed	Federal Design Achievement, Presidential Design Award for implementation of the Pennsylvania Avenue Plan lead by the PADC effort to rehabilitate and revitalize the nation's symbolic Main Street and the corporation's planning, designing guidelines and land-acquisition policies made the avenue a model of excellence in urban design.
1988	CE	1988	CE	Established	The Western Plaza is renamed Freedom Plaza in honor of Martin Luther King, Jr.
1990	CE	1990	CE	Built	Indiana Plaza is designed by Tippetts-Abbett-McCarthy-Stratton and dedicated on December 11, 1990.
1992	CE	1992	CE	Memorialized	Bronze plaque memorializing the 200 <sup>th</sup> anniversary of the Bill of Rights is installed in John Marshall Park

<b>Start Year of Major Event</b>	<b>Start Era CE/BCE of Major Event</b>	<b>End Year of Major Event</b>	<b>End Era CE/BCE of Major Event</b>	<b>Major Event</b>	<b>Major Event Description</b>
1994	CE	1994	CE	Designed	The Urban Land Institute awarded the PADC its Award for Excellence for implementation of <i>The Pennsylvania Avenue Plan</i> .
1995	CE	1995	CE	Altered	In May, concerns for the potential of a car or truck bomb attack directed at the White House, cause the closure of Pennsylvania Avenue to vehicular traffic between 15 <sup>th</sup> and 17 Streets, NW. Temporary concrete barriers and guard stations are used.
1996	CE	1996	CE	Land Transfer	In April, 110 Stat – 1321 Deeds of Easement Transfer are issued by the PADC, transferring Pennsylvania Avenue National Historic Park from PADC to the National Park Service (NPS).
1996	CE	1996	CE	Land Transfer	From the time of the transfer, the General Services Administration (GSA) is responsible for buildings and commercial holdings, development guideline, the NPS is responsible for parks, plazas, sidewalks and sculpture and the NCPC is responsible for ensuring that development conforms to 1974 plan.
2004	CE	2004	CE	Established	The Archives-Navy Memorial Metrorail station is renamed Archives-Navy Memorial-Penn Quarter to more closely identify the stations with the neighborhoods they serve.
2007	CE	2007	CE	Preserved	The Pennsylvania National Historic Site National Register Nomination

<b>Start Year of Major Event</b>	<b>Start Era of Major Event CE/BCE</b>	<b>End Year of Major Event</b>	<b>End Era of Major Event CE/BCE</b>	<b>Major Event</b>	<b>Major Event Description</b>
					established the period of significance 1791-1962, excluding the PADC era.
2008	CE	2013	CE	Paved	Bike lanes are installed in center of the avenue. Additional sidewalk cafes are added.
2008	CE	2008	CE	Removed	Visitor facilities are closed at Pershing Park (ice skating rink and food kiosk).
2009	CE	2009	CE	Planned	The NPS Announced in the fall of 2009 that Pennsylvania Avenue was being removed from the National Mall Plan.
2012	CE	2012	CE	Land Transfer	The NPS transfers jurisdiction of triangle at 5 <sup>th</sup> street and Pennsylvania Avenue to the National Gallery of Art.
2013	CE	2013	CE	Land Transfer	The Benjamin Franklin Plaza was transferred to Trump Old Post Office Inc. for the redevelopment of the Old Post Office Building into a luxury hotel.
2014	CE	2014	CE	Memorialized	In December 2014, Congress authorized the U.S. World War I Centennial Commission to establish a new memorial at Pershing Park.

## **Physical History**

### **L'ENFANT'S PLAN AND THE CREATION OF PENNSYLVANIA AVENUE (1791-1792)**

In 1791, President George Washington appointed Pierre Charles L'Enfant, a French military engineer, to conceive a grand, cohesive plan for the country's newly established capital city. The design was inspired by the Baroque style of European urban planning with diagonal avenues, named after the newly formed states, cutting through a grid of numbered and lettered streets. The diagonals provided sweeping vistas of monuments and significant buildings, while the intersection of the streets and the avenues created opportunities for ornamented greens spaces filled with fountains or statues dedicated

to military and political heroes. L'Enfant's plan was heavily influenced by his time in France, in particular the boulevards of Paris and the work of Andre Le Notre at the gardens of Versailles (Reps 1992: 8-9).

The street was first referred to as Pennsylvania Avenue in a letter written by Thomas Jefferson in 1791. While the origins of the street names remain unknown, there is a geographic logic to how they are laid out, with New York and Connecticut to the north of Pennsylvania, and Maryland and Virginia to the south (Hoover 1993: 4). It is also thought that Pennsylvania was given such an important position within the city's plan in recognition of the state's role in the founding of American Democracy (Longstreth 1991: 39-41).

L'Enfant evocatively rendered his design for the city in the Plan of 1791. In this map, Pennsylvania Avenue stands out as one of the city's most important thoroughfares, stretching across the majority of the southwestern quadrant of the plan (Figure 2). This mile-long central portion of the street is shown to physically and symbolically connect the residence of the country's leader, labeled the "President's House," with the headquarters of the newly established democratic government or the "Congress House." While linking these two democratic entities, the avenue simultaneously provided a separation between the branches of government (Wiebenson 2003: 64). L'Enfant also allotted for several public spaces within the urban plan. These include three plazas along Pennsylvania Avenue shown in the approximate locations of present day Freedom Plaza, Market Square Park and Meade Plaza.

In order to build the grand capitol that L'Enfant and President Washington envisioned, large swathes of land in what was then Prince George's County, Maryland needed to be acquired from private landholders. On June 28 and 29, 1791, fifteen men signed deeds transferring portions of their land to the government, and the signers became known as the original proprietors of the city of Washington D.C. (National Park Service 2007: 97). The portion which would become downtown Washington and the site of Pennsylvania Avenue, was part of a seventy-acre parcel owned by David Burnes, who had inherited the property from his father in 1764 (McNeil 1991: 42 and Historic American Buildings Survey, Pershing Park, HABS No. DC-695: 3).

Several months later in 1792, the surveyors Andrew Ellicott and Benjamin Banneker set to work realizing L'Enfant's plan on the ground. The clearing for the course of Pennsylvania Avenue, which was cluttered with timbers, logs, and alders, began on April 14, 1792 (Hoover 1993: 4).

### **Summary:**

During the period of significance, the diagonal layout of Pennsylvania Avenue was determined by L'Enfant's plan. However, the street on the ground did not live up to L'Enfant's grand vision for the Baroque Avenue. The thoroughfare, much like the rest of the nascent city itself, was occupied primarily by vast tracts of rural farmland and scattered buildings. By 1791, work on the avenue began



with the clearing of timber. By 1800, the avenue was completed making it one of the city's first functional roadways. Given its early significance to the transportation network of Washington D.C., the street soon became the nexus for residential and commercial development.

### **EMERGING CAPITAL CITY (1801-1835)**

The federal government moved from Philadelphia to Washington in 1800, facilitating the growth of the entire city and the further development of Pennsylvania Avenue. When President John Adams arrived in Washington that same year, the construction of the two main government buildings, the Capitol and the White House, was well underway. Small buildings were erected near the White House to serve as the headquarters of the fledgling government's five departments of State, Treasury, War, Navy, and the Post Office. Indeed, arrival of the government did not spur immediate growth; pockets of forests could still be found within the city limits in the early years of the nineteenth century, and most of the streets from L'Enfant's plan had not yet been laid out. (NPS 2007: 103). In fact, for several decades, the White House and Capitol were the only public buildings located on Pennsylvania Avenue. As a result of its important placement as the most direct route between the city's two main government buildings, the avenue became the logical location for boarding houses, hotels, and shops, most of which were modest buildings." (National Park Service 2007: 103).

In the winter of 1800-01, the avenue was cleared of stumps and refuse, and was widened to its intended width of 160 feet (Cable 1969: 25). In 1800, one of the first Congressional appropriations, \$10,000, was spent by the District's Commissioners to complete the footpath on the north side of the avenue from the Capitol to Georgetown. The path, made of chips from the stone blocks used to build the Capitol, was wide enough to accommodate two people walking abreast. As a result, the avenue became the "active scene of house building," which included some residences and many boarding houses, especially on the paved northern side, which was favored since the south side bordered the undrained tidal flats (President's Council on Pennsylvania Avenue 1964: 11 and Cable 1969: 24).

In 1801, Washington's first fresh produce market, known as Center Market, was relocated from Lafayette Square to a large brick building on Pennsylvania Avenue between 7<sup>th</sup> and 9<sup>th</sup> Streets. The relocation of the Center Market established the avenue as a commercial enclave, an identity that would flourish over the rest of the 19<sup>th</sup> century.

In 1803, during the first term of his presidency, Thomas Jefferson initiated the first attempt to beautify Pennsylvania Avenue with the help of city surveyor Nicholas King. "The existing thoroughfare consisted of one "stone pavement" [sidewalk], only six feet wide, which was located on one side of a gravel road." (NPS 2007: 104). King's plan specified a central passage for carriages and horses, flanked by brick sidewalks (NPS 2007: 105). Jefferson also allotted one-quarter of the city's improvement budget for the planting of four rows of Lombardy poplar trees flanking either side of the

avenue from the Capitol to the White House (Highsmith 1988: 53). Poplars were selected because they were known as a fast-growing species, but ultimately Jefferson wanted them to be replaced with willow oaks (NPS 2007: 105) (Figure 3).

In addition to introducing improvements to the avenue, a campaign that would continue over the next two centuries, Jefferson also originated the national tradition of the inaugural parade along the street, which first processed from Congress to the President's House after Jefferson's second inauguration on March 4, 1805.

After the War of 1812 ravaged the city, rebuilding efforts centered around Pennsylvania Avenue; and in an effort to more firmly establish the nation's capital in Washington, many new government buildings were constructed between the White House and the Capitol. In 1815, the Washington City Canal was constructed in order to connect the western and eastern branches of the Potomac River, running from the base of the Capitol along what is now Constitution Avenue. The canal's floodwaters hindered the initial attempts to pave Pennsylvania Avenue. The portion of the street between Congress and the President's House was lit with gas lamps by 1817, and would remain the only illuminated street in Washington until 1849 (NPS 2007: 106 and 107).

In the 1830s, Jefferson's poplars, many of which had been felled for firewood during the depression of 1820, were replaced with elms. Between 1832 and 1833, the avenue was macadamized (NPS 2007: 114). Congress appropriated \$62,000 for macadamizing the avenue in 1832 and \$69,630 the following year for paving, guttering, and removal of remnants of poplars in preparation for a new 45-foot-wide carriageway (NPS 2007: 106). Shortly thereafter, the avenue was repaved with cobbles between 1847 and 1849.

By 1835, almost all the lots along the avenue were occupied; many by Federal style row houses that were used for residential and commercial uses. Some of these structures were later converted into boarding houses, an institution which remained popular until the end of the 19<sup>th</sup> century. (NPS 2007: 116).

### **Summary:**

With the progression of the 18<sup>th</sup> century came slow aesthetic improvements to the avenue. L'Enfant's vision was a long way from being fully realized, as the French traveler; La Rochefoucault-Liancourt noted in 1797, the plan was "nothing but a dream" (Highsmith 1988: 55). Although Pennsylvania Avenue was cleared and functioned as a roadway at this point, President Thomas Jefferson initiated the first aesthetic improvements to the street in the early 19<sup>th</sup> century, with the planting of Lombardy poplar allées flanking the avenue. The road itself, although it was one of the only streets in the city to be consistently maintained throughout the nineteenth century, was filled with ruts, puddles, dust and

mud, making it notoriously difficult to traverse. By the 1830s, the first attempts to pave the avenue were implemented (HABS DC 695: 2).

### **DEVELOPMENT OF THE CITY'S COMMERCIAL CENTER (1836-1883)**

By the 1830's, three decades after L'Enfant's Plan of 1791, many aspects of his grand vision for the capital and Pennsylvania Avenue were neglected in pursuit of the city's rapid development (Figure 4). The most significant alteration to L'Enfant's intended Baroque axis along Pennsylvania Avenue came with the construction of the Treasury Building between 1836 and 1869, at 15<sup>th</sup> Street and the avenue. Designed by Robert Mills, the south façade of the Greek Revival building permanently obstructed the view between the White House (as the "President's House" became known) and the Capitol ("Congress House"), and thus L'Enfant's intended reciprocity of sight along the avenue was obliterated (Robinson & Associates, Inc. 2001: 60). In addition to the Treasury, several other large building projects were initiated in the 1830s and 1840s, and overseen by Robert Mills. These included Old City Hall (later converted to the Supreme Court of the District of Columbia) at 3<sup>rd</sup> and C Streets, the Old Patent Office (now the National Portrait Gallery) at 8<sup>th</sup> and F Streets, and the General Post Office at 7<sup>th</sup> and E Streets.

Responsibility for improvements to the city's infrastructure fell to the Commissioner of Public Buildings between 1849 and 1867, when the Army Corps of Engineers gained control of the Office of Public Buildings and Grounds. In 1849, Commissioner Ignatius Mudd requested funds for the enclosure of several triangles created by the course of Pennsylvania Avenue through the street grid (NPS 2007: 114). In 1853, Congress eventually granted \$5,000 to the Department of the Interior in order to develop the two triangles formed by the diagonal of Pennsylvania Avenue cutting between 14<sup>th</sup> and 15<sup>th</sup> Streets. Meanwhile in that same year, Horace P. Russ submitted an unrealized proposal for the conversion of the avenue into a pedestrian mall paved in a checkerboard pattern. The plan was evocatively illustrated in a lithograph printed by Endicott & Co. of New York (Figure 5). By 1854, the buildings along Pennsylvania Avenue, as well as other major streets throughout the city, were assigned numbers and given street signs (Gutheim 1976: 57).

In 1862, Congress granted permission to build and operate the city's first street car system. The line ran from the Capitol to the Willard Hotel at 14<sup>th</sup> Street along the center of Pennsylvania Avenue. This addition signaled the city's investment in the quality of the avenue's public space, not just as a commercial venture (NPS 2007: 131). At the onset of the Civil War, Pennsylvania Avenue was the "oldest and most densely settled portion of the city, closely built up with houses, inns, hotels, churches, and public buildings" (NPS 2007: 125).

Following the Civil War, the city of Washington was in poor condition. Trees had been felled, roads destroyed, and buildings left in disarray. However, by 1871, Congress created the Board of Public

Works to improve the municipality of Washington. Its first major project, led by vice-president of the Board of Public Works, Alexander “Boss” Shepherd, was the filling in of the Washington City Canal. This ultimately eliminated the frequent flooding of the adjacent avenue and allowed for it to be effectively paved in the following years (Hoover 1993: 7). The filling of the canal was also of great importance since the stagnant, sewage-filled water often caused health problems. A sewer pipe was eventually laid along the former canal’s route to act as an outlet, and the resulting street was paved and renamed B Street (now Constitution Avenue). Shepherd is credited with “changing Washington from a swamp to a modern, paved city” (NPS 2007: 132).

Despite improvements by Alexander “Boss” Shepherd and the fact that Pennsylvania Avenue “remained the city’s principal street,” its “physical appearance did not in any way connote the grandeur of an urban ceremonial way” (Gutheim 1976: 78). At that time, the streetscape along Pennsylvania Avenue consisted of a brick sidewalk and the roadway was largely unfinished with some sections paved in cobblestones. However, it soon became apparent to Shepherd and others that the avenue needed to be resurfaced. In early 1871, the local government passed a plan to replace the stone cobbles along the avenue with wooden blocks, running from Rock Creek to 8<sup>th</sup> Street, S.E. Wooden blocks were a strange choice because by this time, asphalt was known to be a more effective paving material. The blocks were installed by February 1871. Due to the objection of the Washington & Georgetown Railroad Company, which did not want a wood surface for their horses’ footing, they were not installed between horse car rails located in the center of the avenue. As a result, the cobblestones were left in place between the two pairs of rails. The city celebrated the installation of the new wooden pavement with a two-day carnival held February 20 and 21, 1871, during which President Grant proceeded down the avenue in his carriage (Figure 6). Unfortunately, the wooden blocks were short-lived as it proved to be a disaster within a year due to the poor fit of multiple blocks used by four different contractors, splintering, rotting, and dirtiness (National Park Service 2007: 134). Finally, in 1874, the avenue was successfully re-paved with asphalt and brick. Shepherd also planted trees along the avenue to beautify the corridor and to provide shade (Gutheim 1977: 85). The avenue was repaved with asphalt in 1890, and resurfaced again in 1907 (NPS 2007: 134).

In the following years, Shepherd aggressively sought to improve the city. The streets were paved and fifty thousand shade-trees were planted. Yet by 1872, the city had acquired substantial debts and Shepherd was largely to blame for his mismanagement of funds. As a result, the District was put under Congressional management. However, public improvements initiated by Shepherd continued, including the installation of irrigation, drainage, drinking fountains, gas lamps, plantings, and new furnishings. Around this time, the triangular parcel of land at the northeast corner of the intersection of 8<sup>th</sup> Street and Pennsylvania Avenue, later referred to as U.S. Reservation 36, was improved as a park and two other parcels on either side of 9<sup>th</sup> street south of Pennsylvania Avenue were enclosed with fences and planted with trees. By 1886 a cast-iron fountain was constructed on the eastern triangle and a statue of Civil War General John A. Rawlins was moved from U.S. Reservation 13 and

placed on the eastern triangle to be known as U.S. Reservation 35. (1887 Annual Report of the Chief of Engineers: 2581)

**Summary:**

During this era, Pennsylvania Avenue became not only the political, but also the commercial center of Washington, DC. Several major government buildings were constructed along Pennsylvania Avenue during this period, including the Treasury, the Patent Office and the General Post Office. Efforts to pave the avenue were finally successful. The area also became home to many boarding houses, hotels and restaurants frequented by politicians. These were soon interspersed with other developments, such as banks, offices and entertainment venues.

**SYMBOLIC AVENUE (1884-1900)**

The area surrounding Pennsylvania Avenue became the city's central entertainment district with the establishment of the Washington Theater, Poli's Opera House, the Canterbury Music Hall, the National Theater and most notably Ford's Theater, all located on or a few blocks from the avenue. Several of these buildings existed from the earlier part of the 19<sup>th</sup> century and were rehabilitated as entertainment venues. In addition to theaters, the avenue became home to the city's most fashionable hotels, including the National Hotel and the Willard Hotel (1847), which served as the setting for inaugural balls and as a temporary residence for politicians. In 1884, the Washington Light Infantry purchased a vacant lot on the corner of 15<sup>th</sup> and E Streets (the future site of Pershing Park) in order to construct a Romanesque style armory. The second floor of this immense building was occupied by one of the area's most popular theaters, the Albaugh Opera House, later known as Poli's Theater (HABS- Pershing Park: 2). The building was surrounded by the Federal-style rowhouses that were typical along the length of Pennsylvania Avenue at this time (Figure 7) (HABS- Pershing Park: 2).

Around this time, a fountain dedicated to the spirit of Temperance was constructed on the northeast corner of 7<sup>th</sup> street and Pennsylvania Avenue, purposefully located in front of the Apex Liquor Store. The fountain was conceived and sponsored by Dr. Henry Cogswell, who wished to encourage soberness among the patrons of Washington's largest liquor store (Hoover 1993: 31). The structure functioned as an ornamental public drinking fountain, with the intention of providing citizens with an alternative to alcohol beverages. The fountain resembles a miniature open temple, with four granite columns supporting a square, stepped granite canopy topped with a bronze heron (Hoover 1993: 29). Each of the four sides of the fountain is inscribed with words Faith, Temperance, Charity and Hope. Beneath the canopy were two intertwined dolphins that served as the fountain's faucets.

On January 11, 1889, a statue of Benjamin Franklin was installed at 10<sup>th</sup> and D Street, NW, near Pennsylvania Ave. Stilson Hutchins, journalist and founder of the newspaper, *The Washington Post*, donated the statue and its location was appropriately located across from the newspaper's first offices.

Sculpted by Jacques Jouvenal after the design of Ernest Plassman, the 11-foot statue stood on a pedestal designed by architect J.F. Manning (NPS, List of Classified Structures, Reservation— Benjamin Franklin Statue). In 1892, the nearby triangular parcel of land that eventually became Reservation 36 was improved with the installation of granite curbing and new gravel paths and was planted with evergreen and deciduous shrubs. By 1896, a statue of Major General Winfield Scott Hancock was constructed in the center of the reservation. Sculptor Henry Jackson Ellicott depicted Hancock, a Union hero at Gettysburg, astride his horse in the uniform of an Army officer, facing west. The nine-foot-tall, seven-foot-wide bronze statue, dedicated in the same year stands on a classically inspired, red granite pedestal. A low granite retaining wall was installed in 1897 to support the landscaped setting of the statue.

In 1894, the Office of Public Buildings and Grounds published an official list of reservations, using the same numbering system that is used today. Around this time, they also conducted a survey of the two triangles formed by the Pennsylvania Avenue at 14<sup>th</sup> and 15<sup>th</sup> Street, now known as Reservations Number 32 and 33. The 16,270 square foot area was planted with grass, ornamental evergreen and deciduous shrubs, and lined with a granite curb.

**Summary:**

By the late 19<sup>th</sup> century, Pennsylvania Avenue rapidly became the commercial and entertainment center of downtown Washington. The city's most popular shops, hotels, theaters, boarding houses and restaurants headquartered themselves along the bustling avenue. Several of the triangles created by the avenue's diagonal intersection with the rectilinear grid were formally landscaped as public squares at this time. Also during this period, just after the end of the Civil War, Pennsylvania Avenue's symbolic function as a location for memorializing military heroes was solidified.

**MCMILLAN PLAN (1901-1933)**

The McMillan Plan of 1901-02 was organized by the Senate Park Commission, and drew upon L'Enfant's original Baroque vision for the city, while also guiding the city's growth into the 20<sup>th</sup> century with City Beautiful era planning principles. It included the reclamation of land for waterfront parks, the creation of parkways, improvements to the Mall, the establishment of monuments, and the construction of government buildings.

Aside from the buildings that were constructed along Pennsylvania Avenue, during the early 20<sup>th</sup> century, Pennsylvania Avenue was further embellished by the installation of several statues and construction of memorials commemorating military heroes and important political individuals. On July 3, 1909, a statue commemorating Dr. Benjamin F. Stephenson, a surgeon with the 14<sup>th</sup> Illinois Infantry Regiment during the Civil War, and the Grand Army of the Republic (GAR) was constructed at the intersection of Louisiana (now Indiana) Avenue and 7<sup>th</sup> and C Streets (Hoover 1993: 23). This

triangular space had been created as Reservation 36A by 1903, with a corresponding public space on the south side of C Street, where the Temperance Statue stood. The GAR, of which Stephenson was a founding member, commissioned John Massey Rhind to design the sculpture for the site. A statue of Count Casimir Pulaski, the Revolutionary War general was installed on Reservation 33, at the southeastern corner of 13<sup>th</sup> Street and Pennsylvania Avenue in 1910. The statue, sculpted by Polish artist Kazimierz Chodzinski, was placed on a nine-foot tall granite pedestal designed by architect Albert Randolph Ross (Goode 1974: 366).

In the years following World War I, the massive Federal Triangle project along the southern side of the Pennsylvania Avenue posed a stark contrast to the deterioration on the northern side. With the onset of the Great Depression in 1929, many of the stores that had been headquartered in the area since the 19<sup>th</sup> century went out of business, leaving behind an array of abandoned buildings.

The goals of the McMillan Senate Commission's plan however, were not fully realized until several decades later. In the 1930s, at the suggestion of the plan, the buildings on Square 226, the future Pershing Park, to make way for a proposed public park. The 1930 "Report" by the Senate Commission suggested, "clearing this irregular square is necessary in order to furnish an unobstructed view of the north elevation of the new Department of Commerce Building." (HABS Square 226 & Reservation 32 & 33: 3). Also suggested in this plan was the addition of a large fountain, donated by the state of Pennsylvania (HABS Square 226 & Reservation 32 & 33: 3) which was never realized. In 1931, in order to make way for the National Archives Building, as a part of the McMillan Commission's Federal Triangle Project, the Center Market, a large brick pavilion which had stood on Pennsylvania Avenue between 7<sup>th</sup> and 8<sup>th</sup> streets since 1801, was demolished and the Rawlins statue was moved once more, back to U.S. Reservation 13 (1932 Annual Report of the Director of Public Buildings and Public Parks: 39).

### **Summary:**

During this period, the McMillan Plan provided the conceptual framework for the redesign for the city's monumental core, calling for a complete renovation of the National Mall, and the implementation of a parkway system to connect important landscapes across the entire the city. The Plan's most significant effect on the Pennsylvania Avenue cultural landscape involved the Federal Triangle Project, which called for the demolition of all buildings located in the area south of the avenue and north of the Mall, in order to make way for a centralized federal building complex. The massive project began in 1926 and was completed in the late 1930s.

## **NEW DEAL, WORLD WAR II AND POST WAR YEARS (1933-1959)**

In 1933, the National Park Service (NPS) acquired jurisdiction of all federal reservations, eight of which were along Pennsylvania Avenue. In 1942, a “Information Building” was erected on Square 226, the future Pershing Park, one of the many temporary buildings constructed on parkland during World War II (NPS 2007: 193). Pennsylvania Avenue continued to decline into the mid-20<sup>th</sup> century, a trend which was compounded by the onset of World War II when all private construction in Washington was halted in order to support the war effort (Hoover 1993: 11).

In July 1947, Public Law 80-194 sanctioned the creation of a memorial in honor of Andrew W. Mellon at the triangular plot created by the intersection of Pennsylvania and Constitution avenues at 6<sup>th</sup> Street. The act also established the Andrew W. Mellon Memorial Committee, comprised of Mellon’s friends, including J. Frank Drake, the chairman of Gulf Oil, who privately funded the memorial’s construction (Hoover 1993: 4). The plot was purposefully chosen because it is adjacent to the National Gallery of Art, an institution that Mellon helped to found in 1936 with a sizable endowment and a donation of his priceless art collection. Mellon also served as Secretary of the Treasury and oversaw the Public Buildings Commission during the construction of the Federal Triangle, which lies west of Mellon Park. The memorial itself was designed by Otto R. Eggers of the architecture firm Eggers and Higgins with the sculptor Sidney Waugh, and consists of a three-tiered bronze fountain atop a pool made of Swenson’s Pink Granite (Goode 1974: 144). The lowest of the three bronze bowls is engraved with signs of the zodiac. A granite walkway and high-backed granite bench surround the fountain. The fountain is set within a landscape originally designed by the landscape architects Clarke, Rapuano, and Holleran. Mellon Park was dedicated in May 1952.

In the 1950s, Reservation 33 was renamed Pulaski Park, in honor of the statue of Pulaski which was located on the plot’s eastern border. Despite the two-lane roadway that cut through the triangle’s western edge, the National Park Service landscaped Pulaski Park in 1960. New plantings designed by Albert Rutledge, incorporated azaleas, Japanese holly, English yew, magnolias, with evergreen wintercreeper and carpet bugle as groundcover (HABS, Western Plaza: 5).

On April 2, 1956, Congress passed Public Law 84-461, which approved the American Battle Monuments Commission’s memorial to General John Joseph Pershing, the United States’ General of the Armies during World War I (National Park Service 2007: 192). The National Capital Planning Commission approved the memorial’s placement on Square 226, the southwestern corner of 15<sup>th</sup> Street and Pennsylvania Avenue on March 8, 1957. The architect Wallace K. Harrison of the New York-based architecture firm, Harrison & Abramovitz, completed the first design for the memorial in 1959. However, funds were not then made available for construction. The temporary World War II “Information Building” located on Square 226 was demolished in November 1955 leading the way for improvements on this parcel. (NCR Land Files “Temporary Buildings”)



### **Summary:**

Development along Pennsylvania Avenue came to a virtual standstill through the duration of World War II. The first projects to be initiated after the war were two memorial projects, the Mellon Fountain in honor of Andrew W. Mellon and the Pershing Memorial dedicated to General John Joseph Pershing. However, funds were not immediately available for the implementation of the Pershing Memorial.

### **PRESIDENT KENNEDY'S VISION (1961-1964)**

By the time of President John F. Kennedy's inauguration on January 20, 1961, Pennsylvania Avenue had fallen into a severe state of deterioration. After viewing the blighted condition of the street up close during his inaugural parade, President Kennedy vowed to revitalize "America's Main Street" during his first term (Figure 8). He viewed the condition of the avenue as a symbolic "failure of [the] government" (Wiebenson 2003: 64). The first step toward the eventual creation of the Pennsylvania Avenue Development Corporation (PADC) came on April 4, 1961, when Kennedy ordered a survey of federal office space. An Ad Hoc Committee of Federal Office Space was formed to create a set of design guidelines for new federal buildings and public spaces.

One of the first actions taken to make way for Kennedy's vision of the future redeveloped Pennsylvania Avenue was the removal of the electrified cable car line in January 1962. The cable car tracks, which originated at the Navy Yard and bisected Georgetown, had been in continuous use since they were installed down the center of the street in 1892 (Figure 9) (NPS 2007: 131).

On June 1, 1962, the Committee's findings were published in the *Report to the President by the Ad Hoc Committee on Federal Office Space*, which included a section on the redevelopment of Pennsylvania Avenue between the White House and the Capitol. The report warned that "care should be taken not to line the north side with a solid phalanx of public and private office buildings which close down completely at night and on weekends, leaving the Capital more isolated than ever. Pennsylvania Avenue should be lively, friendly and inviting, as well as dignified and impressive." (Ad Hoc Committee on Federal Office Space 1962: 15) (Figure 10). The report also suggested that new construction be supported by both public and private efforts, a principle that would continue as a guiding force begin the PADC's development projects in the coming decades.

In addition to guidelines for architecture along Pennsylvania Avenue, the report underscored the importance of aesthetically cohesive landscapes and public spaces. The report stated that, "The object should be to produce an avenue on which it is pleasant to walk as well as possible to drive. The use of benches, arcades, sculpture, planting and fountains were also encouraged (Ad Hoc Committee on Federal Office Space 1962: 16). In June 1962, under the recommendation of Secretary of Labor Arthur Goldberg and his assistant Daniel Patrick Moynihan, Kennedy authorized the creation of the

President's Council on Pennsylvania Avenue. The group included some of the country's most prominent architects, landscape architects, planners, politicians and artists. Nathaniel A. Owings, a founder of the architecture firm Skidmore, Owings and Merrill, was appointed as Chair of the Council. The rest of the appointees included, Frederick Gutheim, Douglas Haskell, Frederick L. Holborn, Dan Kiley, Daniel Patrick Moynihan, Chloethiel Woodward Smith, Paul Thiry, Ralph Walker, and William Walton.

Following the assassination of President Kennedy on November 22, 1963, his vision for Pennsylvania Avenue was carried out by the members of the President's Council with the completion of a plan, entitled, *Pennsylvania Avenue: Report of the President's Council on Pennsylvania Avenue* (often called the 1964 plan or the "Green Book"). The plan laid out six principles for future development of the "Grand Avenue" (President's Council on Pennsylvania Avenue 1964: 18-19):

1. Pennsylvania Avenue is inseparable from its adjoining area.
2. The avenue, as the Nation's ceremonial way, should have a special character.
3. The avenue should do honor to its lofty destinations.
4. The avenue should be harmonious in itself and linked with the City around it in both its architecture and its planning.
5. The avenue should be pleasant to traverse either by foot or by vehicle.
6. The avenue should be reclaimed and developed as a unified whole.

The plan specified that the dimensions of the roadway would be largely unaltered, but the south sidewalk would be widened 5 feet for 'grandstanding' effects but the building line would remain the same. Along the north side of the avenue, the new building line was to be set back 50 feet from the existing line and the north sidewalk would be widened to approximately 75 or 80 feet. Daniel Urban Kiley, a landscape architect who was appointed to the President's Council in 1962, designed the report's proposed landscape plan, which was published two years later as *A Report on the Detail Paving and Landscaping of Pennsylvania Avenue* in July 1966. A required fifty-foot setback for new construction made space for Kiley's allée of clipped linden trees. Kiley's vision of a European boulevard, with two rows of trees on the south side and three on the north side of Pennsylvania Avenue, is one of the primary elements of the original 1964 plan that endures to the present day (Figure 11) (Kiley 1966). The plan also recommended a unified paving scheme for the street itself saying that it should be "rich but subdued", with "hard brick [square pavers] laid over concrete with a wide permanent granite median." ("Pennsylvania Avenue," *Architectural Forum* vol. 121, July 1964). Construction north of the avenue all conformed to a uniform building height of 110 feet to balance the height of the Federal Triangle buildings. An additional element of the plan was the clarification of Pennsylvania Avenue's vehicular circulation. The avenue's diagonal cut through the gridiron created a series of awkward intersections littered with uneven traffic islands. This simplification of the

avenue's route was part of a larger effort to reorganize the traffic patterns throughout downtown Washington.

This initial plan was “bold and destructive”, themes indicative of 1960s urban renewal-style planning and design (Brodie 2005: 14). In addition to landscape improvements, the plan proposed a “National Square”, located at 15<sup>th</sup> Street and Pennsylvania Avenue. The giant ceremonial space, inspired by Place de la Concorde in Paris, intended to provide a more direct view from the White House to the Capitol, which was permanently altered by the construction of the Treasury Building in the mid-19<sup>th</sup> century (Figure 12). Such a grand plaza would also give the avenue a monumental terminus, while also providing a ceremonial arrival space for the White House. The “National Square” was ultimately rejected because such a large un-shaded space would have been inhospitable during Washington's long, hot summers. Another, perhaps more significant reason for the rejection of “National Square”, was that the massive space would have required the demolition of the historic Willard and Washington Hotels, indicative of the contemporary era's policies of urban renewal which led to the destruction of many historic American buildings (Bednar 2006: 230). The success in saving the Willard and Washington, as well as the Old Post Office, galvanized local preservation activists and provided ammunition for the movement on a national level. Though never fully implemented, the tenets set out in the plan of 1964 would serve as guidance for Pennsylvania Avenue's development in future years.

The first test of this guidance was for the site for the new headquarters for the Federal Bureau of Investigation (FBI), bounded by Pennsylvania Avenue and E Streets and Ninth and Tenth Streets, NW. The Pennsylvania Avenue Advisory Council recommended that the General Services Administration (GSA) who were overseeing the design and construction of the new building, conform to the council's guidance. The final design incorporated some of the tenets of the 1964 plan including a fifty-foot setback along the avenue, an arcade-like façade on the first floor, and an open second floor to accommodate spectators during major parades (although for security considerations, the building these spaces were never used as they were attended. (<<https://www.fbi.gov/about-us/history/hq>> Accessed 2015 Oct 23)

### **Summary:**

This era marks the movement toward the redevelopment of Pennsylvania Avenue. At the bequest of President John F. Kennedy, the Ad Hoc Committee on Federal Office Space and the President's Council on Pennsylvania Avenue was created. The first plans for the redevelopment of the avenue reflected the 1960's urban renewal method of mass destruction of historic fabric. Later in the decade, the preservation movement had taken hold on the local and national level, which led to the preservation of several of Pennsylvania Avenue's historic buildings.

## **RISE OF THE PRESERVATION MOVEMENT, TEMPORARY COMMISSION AND BEAUTIFICATION (1965-1971)**

As a result of the 1964 plan and the proposed demolition of numerous historic resources along Pennsylvania Avenue, including the Willard and Old Post Office, numerous efforts were initiated to preserve the area's buildings. This resulted in studies by historic preservation experts, the formation of the city's Joint Committee on Landmarks in 1964, and the creation one of the city's first local preservation groups, the D.C. Preservation League (initially known as "Don't Tear It Down) in 1971. The culmination of these efforts and the rise of the preservation movement in contemporary culture, led to the designation of Pennsylvania Avenue as a National Historic Site by Secretary of the Interior Stewart L. Udall on September 30, 1965. Shortly thereafter, with the passing of the National Historic Preservation Act in 1966 and the creation of the National Register of Historic Places, the site consisting of several blocks north and south of Pennsylvania Avenue between the White House and the Capitol, was administratively listed on the National Register of Historic Places on October 15, 1966.

Following Pennsylvania Avenue's designation as a National Historic Site, the Johnson administration continued efforts to fulfill Kennedy's vision for Pennsylvania Avenue's rejuvenation. On March 25, 1965, President Johnson passed Executive Order 11210 that established the Temporary Commission on Pennsylvania Avenue, an organization that would act as the precursor to the Pennsylvania Avenue Development Corporation (PADC). This group had a small, full-time staff which included alumni from the previous commission, and was led by Nathaniel Owings as Chairman and Daniel Patrick Moynihan as Vice Chairman.

Aside from President Johnson's commitment to fulfilling Kennedy's vision, a citywide Beautification Program was created. As part of this initiative, several spaces along Pennsylvania Avenue were improved (Historic American Buildings Survey, Pershing Park, HABS No. DC-695: 3). Established in 1964, under the direction of the First Lady, Lady Bird Johnson, the Beautification Program "focused on projects in Washington, D.C., with a broad mandate for landscape improvements and park rehabilitation. Projects included the planting of trees, shrubs, and floral displays; the creation or rehabilitation of playgrounds; and highway beautification" (National Park Service 2006: 85). Through this initiative the plots of land that would become Pershing Park and Freedom Plaza were improved with seasonal flowers, shrubs, trees, paths and outdoor furniture (Historic American Buildings Survey, Pershing Park, HABS No. DC-695: 3).

One of the first additions to Pennsylvania Avenue after the death of President Kennedy was the installation of the Franklin Delano Roosevelt Memorial Stone located at the corner of the avenue and 9<sup>th</sup> Street. Designed by architect Eric Gugler, the memorial is comprised of a block of Imperial Danby white marble, 6 feet 10 inches long, 3 feet 8 inches wide, and 3 feet 3 inches high, on which is

inscribed “In Memory Of/Franklin Delano/Roosevelt/1882-1945.” (Hoover 1993: 107). The memorial was dedicated on April 12, 1965, the twentieth anniversary of Roosevelt’s death (Hoover 1993: 21). In May of that year, the plot of land on which the memorial stands was transferred from the General Services Administration (GSA) to the National Park Service (Hoover 1993: 21).

Violent riots broke out in Washington following the assassination of Martin Luther King, Jr. in April of 1968. Many of the remaining business establishments along Pennsylvania Avenue and in the surrounding area along F, 7<sup>th</sup>, 10<sup>th</sup>, and 14<sup>th</sup> Streets were looted and set on fire (Hoover 1993: 12). The subsequent decline of the avenue’s lauded identity was further cemented by the closure of the iconic Willard Hotel on July 15, 1968. These traumatic events only emphasized the need for the President’s Council’s plans to be realized.

In January 1969, the Temporary Commission issued an updated version of the 1964 plan as the *Pennsylvania Avenue: Report of the President’s Temporary Commission on Pennsylvania Avenue*, commonly referred to as the “Blue Book”. This document acknowledged contemporary construction projects which had been initiated since 1964, such as the Federal Bureau of Investigation (FBI) Building. The streetscape in front of the FBI Building in particular, was designed with the guidelines from the 1964 plan in mind, such as the setbacks and the three rows of trees. The updated plan also drastically reduced the size of the proposed National Square.

After the Temporary Commission’s funding lapsed in April 1969, President Nixon’s administration proposed a bill that would establish a government-operated corporation to facilitate Pennsylvania Avenue’s redevelopment. This bill would create the Pennsylvania Avenue Development Corporation (PADC) and was proposed in October 1969, but was not passed by Congress until October 27, 1972 (National Park Service 2007: 184).

### **Summary:**

The proposed 1964 plan influenced the efforts of many individuals and organizations to preserve the historic resources along Pennsylvania Avenue, which ultimately led to the Pennsylvania Avenue being designated a National Historic Site. At the same time, President Johnson continued to uphold Kennedy’s vision for the redevelopment of the avenue. An updated plan for the avenue was published in 1969 and that same year, President Nixon proposed the bill that would lead to the creation of the Pennsylvania Avenue Development Corporation (PADC) in 1972.

### **CREATION OF PENNSYLVANIA AVENUE DEVELOPMENT CORPORATION AND 1974 PLAN (1972-1974)**

On October 27, 1972, Congress established the Pennsylvania Avenue Development Corporation (PADC) as a cooperative venture between the federal government and private enterprise. The newly

created PADC was given the power of eminent domain and the ability to enforce architectural guidelines on private developments. The act also established the governing body of the organization, a fifteen member Board of Directors made up of design and real estate professionals as well as the Secretary of the Interior and the Mayor of Washington. President Nixon appointed Elwood Quesada, a real estate developer as the board's first chairman, as well Nathaniel Owings, who had been involved as the chair for both the President's Council on Pennsylvania Avenue and the Temporary Commission on Pennsylvania Avenue in the 1960s.

The government agencies that had a stake in the redevelopment of Pennsylvania Avenue were also allowed to send representatives to the board meetings as non-voting members. These included the National Capital Planning Commission (NCPC), the Commission on the Arts (CFA), the Archivist of the United States, the Architect of the Capitol, the Director of the National Gallery of Art (NGA), and the Secretary of the Smithsonian Institution. One of the most powerful advisory members was J. Carter Brown, who as chairman of the CFA and the Director of the NGA, was authorized to hold two positions on the committee (Luebke 2010: 306).

The PADC Act of 1972 stated that the revitalization of the street was of national importance and delineated the corporation's jurisdiction of the avenue itself as well as several blocks above and below it. The corporation was charged with creating a new comprehensive plan for the area's redevelopment, maintenance and future use, which would be "suitable to its ceremonial, physical, and historic relationship to the legislative and executive branches of the Federal Government and to the governmental buildings, monuments, memorials and parks in or adjacent to the area" (Hoover 1993: 15).

The passing of the PADC Act of 1972, gave the Corporation up to one million dollars in federal funding to revise the redevelopment plan. The new plan, referred to as *The Pennsylvania Avenue Plan: 1974*, stipulated that the avenue's revitalization going forward must: (1) strengthen its unique role as the physical and symbolic link between the Capitol and the White House; (2) make the avenue function as a bridge instead of a barrier between the monumental Federal core to the south and the city's downtown to the north; (3) bring new economic life—jobs, shopping and business opportunities, while reinforcing existing economic activity along the avenue and in the adjacent downtown core; (4) enhance the tax base of the city through more intensive use of land in this location; (5) making the avenue an attractive and enjoyable place for residents and visitors—a place that will be a center of activity around the clock instead of just during the day; (6) maintaining the historic continuity of the avenue by preserving buildings representative of different eras and styles that give tangible evidence of the avenue's development and use over the years; (7) introducing new buildings on currently under-utilized land that will represent the best of modern architectural and planning concepts while complementing and enhancing the existing fabric; and (9) structuring a development program that can be implemented in a timely fashion and is consistent with the overall

market demand in that area. These general objectives reinforced the original design principles laid out by President Kennedy's Ad Hoc Committee a decade before (Hoover 1993: 17; NPS 2007: 186).

A major component of the plan was a desire to reestablish residential uses on the avenue. Overall, the 1974 plan proposed the transformation of the northern side of the avenue into a ceremonial element equal to the Federal Triangle area to the south. To achieve uniformity on the north side, the plan proposed the use of the 50-foot setback called for in the 1964 plan, which allowed for the placement of a third row of trees. It also proposed that any existing buildings on the north side alter their front facades to maintain a consistent setback (the Evening Star building was one of the few buildings called out to be preserved in its existing configuration). In addition to new development, the plan also called for the renovation the Willard and Washington Hotels and the preservation of the Old Post Office, the Evening Star, National Bank and Central Bank buildings. While the previous plans reflected the modernist notions of urban planning from the 1960s, the 1974 Plan avoided the large-scale demolition of historic structures, reflecting the shift in values towards preservation rather than destruction (NPS 2007: 186).

The primary goal of the 1974 plan was still to aesthetically improve the deteriorated state of Pennsylvania Avenue. The plan highlighted issues that plagued the avenue including, "the lack of visual focus, the inefficient and awkward relationship of streets, buildings and open spaces, and poor traffic conditions." The PADC's solution was to maintain consistent setbacks and building heights, establish a unified streetscape vocabulary of street furnishings, lighting, paving and vegetation, and create public spaces that would add structure and useable spaces to the streetscape. The PADC intended for these improvements to make the neighborhood more attractive to new residents and businesses.

### **Summary:**

The activity during this period was initially focused on planning, rather than physical construction and then finished with the implementation of the streetscape plan and other major parklands (Western Plaza and Pershing Park). The PADC Act was passed in 1972, which established the permanent organization funded by both federal and private entities. The organization solidified its mission and in 1974, introduced a comprehensive plan for the area's redevelopment, maintenance and future use.

## **IMPLEMENTATION OF THE PADC PLAN (1974-1996)**

### **Streetscape Improvements by the PADC:**

Ronald Reagan's 1981 inaugural parade was set as the deadline for the completion of the first phase of improvements along Pennsylvania Avenue, which were implemented under the supervision of the PADC's Public Improvements Program (The project was completed in phases between 1978 and 1989). The landscape architecture firm of Sasaki Associates, along with several other consulting

firms, Grenald Associates Lighting, Tibbetts-Abbott-McCarthy-Stratton Engineering and Wilbur Smith and Associates Traffic Engineering, were brought on by the PADDC in 1976 to design a framework for the improvements to the streetscape and guidelines for their implementation (Simo 2001: 81) (Figure 13).

Sasaki Associates, a Boston based firm, were exceptionally qualified to take on a project of this scale since they were one of the largest and most successful landscape architecture practices in the United States. The firm was founded in 1953 by Hideo Sasaki, who as a professor and former chair of the landscape architecture department at Harvard, served as one of the leaders in the revolution in landscape architecture during the mid-20<sup>th</sup> century (Simo 2001: 10). Sasaki, and his contemporaries Peter Walker and Dan Kiley, set a new trajectory for landscape architecture, as a field uniquely prepared to solve the urban infrastructural issues of modern day life (Walker and Simo 1996: 7). Rather than simply designing decorative gardens, Sasaki's firm tackled large-scale infrastructural issues through the planning of new corporate headquarters, highways, universities, and urban renewal projects such as the redevelopment of Pennsylvania Avenue.

According to Sasaki Associates, their work on the avenue had three main goals: to enhance, but not distract, from the street's primary vista of the Capitol and Treasury Buildings, to preserve L'Enfant's plan, and to create a welcoming atmosphere for pedestrians (Simo 2006: 161). Sasaki designed a unified vocabulary of landscape elements in order to "minimize the impacts of diverse architectural forms" (Simo 2006: 161). This goal was achieved in particular through a unified suite of street furniture, the planting of multiple rows of willow oak trees, decorative and concealed lighting, sidewalks paved with square pavers (purposely laid on a diagonal with soldier courses at the edge and at circular tree pits) and brick crosswalks. The choice of willow oaks relates back to Jefferson's decision to use this tree instead of poplars. Sasaki also designed the cast-iron benches with wood slat seats that influenced the entire suite of urban furniture along the avenue (Figure 14).

The first improvements began with the installation of new sidewalks on the southern side of Pennsylvania Avenue between 13<sup>th</sup> and 15<sup>th</sup> streets. The improvements were extended to 10<sup>th</sup> street in late 1981. During this phase, a decorative sidewalk, designed by artist Aleksandra Kasuba, was installed in front of the Old Post Office at the corner of Pennsylvania Avenue and 12th Street. Around this time, the sidewalk on 13<sup>th</sup> Street between Pennsylvania Avenue and E Street was completed, as well as the reconstruction and realignment of the avenue between 14<sup>th</sup> and 15<sup>th</sup> Streets. By 1982, the streetcar tracks between 6<sup>th</sup> and 10<sup>th</sup> Streets were also removed from the roadway and new sidewalks were constructed. By 1984, all sidewalk improvements were completed.

Aside from the improvements to the sidewalks, street furnishings were also added to the avenue in 1981. The new cast-iron benches, designed by Sasaki, were installed in single and double versions and the tree grates, designed by Albert Paley were added at the base of the 700 willow oaks that were



planted. Paley was a craftsman known for his large-scale sculptures and architectural metalwork, including the Portal Gates at Renwick Gallery of the Smithsonian Museum of American Art. The PADC tree grates are inspired by the organic forms of the Art Nouveau movement (Kuspit 2006: 11). Drinking fountains and trash receptacles were designed by PADC staff and installed in 1983. The drinking fountains design was based upon the ornamental tree grates, while the trash bins were utilitarian and functional in their design (NPS 2007: 189) (see Figure 14).

In addition to the allées of willow oaks were planted along Pennsylvania Avenue, the only other landscape elements were poorly maintained “plastic-looking hedges, trimmed at the sidewalk edge to look crisp, neat and properly institutional” (Highsmith 1988: 141). In 1981 PADC’s executive director, Tom Regan hired the Washington based firm of Oehme, van Sweden & Associates as the PADC’s planting consultants to improve the appearance of the avenue’s landscape (Process Architecture, no. 130, August 1, 1996: 70). Regan had been particularly moved by the firm’s work at the Virginia Avenue Garden at the Federal Reserve Annex, which rejuvenated an abandoned plaza above a parking garage on Virginia Avenue at 20<sup>th</sup> Street.

The team brought a unique horticultural knowledge to Pennsylvania Avenue, as Wolfgang Oehme trained as a horticulturalist and landscape architect in Berlin, and James van Sweden as a landscape architect in the Netherlands (Highsmith 1988: 141). Northern European landscape traditions are known for their use of wild grasses, and Oehme and van Sweden enlivened the avenue with an array of these soft plantings. Over 200 plantings along the avenue were changed with the seasons, tulips for the spring, junipers for the winter and grasses and perennials for the summer (Highsmith 1993: 142). They were pioneering this planting concept, later referred to as “the new American garden” along Pennsylvania Avenue. At the time the Washington Post remarked that Oehme and van Sweden’s concept was a “landscape revolution.” (Highsmith 1993: 142).

In April 1988, a pedestrian lighting plan designed by the Philadelphia firm Raymond Grenald Associates, was installed from 3<sup>rd</sup> to 15<sup>th</sup> Streets. Grenald had previously worked on several projects of national importance, including the relighting of the National Park Service’s Carlsbad Caverns in Carlsbad, New Mexico and Boathouse Row on Philadelphia’s Schuylkill River (Mondo Arc International Magazine for Architectural Retail and Commercial Lighting, no. 48, May 2009). Grenald’s plan for Pennsylvania Avenue encouraged pedestrian usage during the day and provided a safely lit environment at night (Raymond Grenald Associates, 1988). It also hoped to solidify the street’s linearity and emphasize its two significant terminuses (Mondo Arc International Magazine for Architectural Retail and Commercial Lighting, no. 48, May 2009). Grenald also established a scheme for the floodlighting of significant buildings, as well as accent lighting on specific monuments, fountains, and statues (Grenald 1988: 11-12). Unable to find lighting fixtures on the market that suited his vision, Grenald designed the twin-headed, decorative lampposts himself. The lamp’s geometricized, organic design compliments Paley’s Art Nouveau street grates. A series of more

traditional Washington Globe lamps were also added along the Pennsylvania Avenue as part of Grenald's plan. These lights originated from a 1923 design for the illumination of Washington and the Mall (Raymond Grenald Associates, 1977: 1). These lamps were found on significant streets throughout downtown Washington, particularly around Union Station, and would therefore tie Pennsylvania Avenue to the surrounding historic urban fabric. Grenald deemed these lamps as "aesthetically pleasing, historically appropriate and of the right scale" in order to suitably blend with the modern decorative lamps (Raymond Grenald Associates, 1988).

Finally, as part of the new Pennsylvania Avenue streetscape plan, the PADC incorporated statues or memorials that were erected along the avenue in the 19<sup>th</sup> and early 20<sup>th</sup> centuries. The location of many of these objects shifted slightly during the PADC redevelopment, in order to accommodate the new landscape designs for the avenue. The only memorial to remain in its original location was the Casimir Pulaski statue at 14<sup>th</sup> street, which was incorporated into the design of Western Plaza (later referred to as Freedom Plaza). Although only recently transfer from NPS to GSA, the 1889 statue of Benjamin Franklin by Jacques Jouvenal and Ernest Plassman was moved in 1982 from its original location at the intersection of 10<sup>th</sup> Street and Pennsylvania Avenue to the plaza in front of the Old Post Office (See Figure 15) (List of Classified Structures, Reservation – Benjamin Franklin Statue).

### **Creation of Parks and Plazas:**

Besides the unification of the streetscape, another major effort of the PADC was the improvement of existing parks and the creation of new parks along the avenue. Between 1979 and 1993, the PADC created five public spaces out of federal right-of-ways (Freedom Plaza, Market Square, Indiana Plaza, John Marshall Park and Meade Plaza), completely redesigned an existing park (Pershing Park), and renovated an existing public space (Mellon Park) (National Park Service 2007: 190). In an effort to add variety to the public spaces—all of which were connected by the sidewalks, light fixtures, street furniture, and trees, the PADC hired nationally renowned architects and landscape architects, who included Robert Venturi, Denise Scott Brown, Wallace K. Harrison, M. Paul Friedberg, George Patton, Carol Johnson, Wolfgang Oehme and James van Sweden. Today, these landscapes collectively embody modernistic and post-modernistic design principles popularized in the mid to late twentieth century.

The following description of the parks and plazas along Pennsylvania Avenue are organized based on their geographic location along the avenue within the cultural landscape inventory boundary (beginning on the western boundary).

#### *Pershing Park*

Previously known as Square 226, bounded by 14<sup>th</sup> and 15<sup>th</sup> Streets and Pennsylvania Avenue, this five-sided trapezoidal space was improved in the mid-1960s through the citywide Beautification Program. Established in 1964, under the direction of the First Lady, Lady Bird Johnson, the

Beautification Program “focused on projects in Washington, D.C., with a broad mandate for landscape improvements and park rehabilitation. Projects included the planting of trees, shrubs, and floral displays; the creation or rehabilitation of playgrounds; and highway beautification” (National Park Service 2006: 85). Through this initiative, seasonal flowers, shrubs, trees, paths and outdoor furniture were added to Square 226 (Historic American Buildings Survey, Pershing Park, HABS No. DC-695: 3). Despite these improvements, it was not until 1979, after the PADC had taken over the management of the space, when plans for a formally designed park were set in motion. PADC commissioned landscape architect M. Paul Friedberg as the designer. At the time, Friedberg’s was one the most prominent and avant-garde designers in America, who was known for his urban public spaces. His other well-known public landscapes included Riis Plaza in New York City, Peavey Plaza in Minneapolis and Fulton County Government Plaza in Atlanta. Friedberg’s design for the park was approved by the PADC, Department of the Interior, CFA, and NCPC in 1979 and construction began shortly after. The park was completed in early 1981 and was dedicated on May 14 of that year (Figure 16) (Hoover 1993: 11).

Pershing Park’s brick and rough-cut concrete terraces surrounding a sunken plaza/pool are signature elements of Friedberg’s work, evoking the rough materials and water features at Peavey Plaza in Minneapolis, which was built several years before. The Pershing pool, which was fed by a waterfall, functioned as a neighborhood skating rink during the winter until 2008. It was closed due to issues with the rink’s water pump (National Park Service, Pennsylvania Avenue Environmental Assessment: 177). The waterfall concealed a storage room for the skating rink’s Zamboni (M. Paul Friedberg Oral History Video, The Cultural Landscape Foundation, 2008). A food kiosk was also installed on the northern side of the park, but it also closed in 2008. Friedberg’s original planting plan established a bosque—a formal planting of trees planted in strict regularity—of honey locusts along the park’s constructed berm, paper birches around the pool and daffodil bulbs inter-planted with Baltic ivy under the birches, and crape myrtles along the top edge of the berm. A specimen copper beech was the only plant selected for Pershing Memorial plaza. . The park’s varied terrain and vertical character was designed to contrast the flat, horizontal expanse of Venturi’s Western Plaza (later referred to as Freedom Plaza) across the street.

In 1981, Wolfgang Oehme and James van Sweden designed a new planting plan for Pershing Park. At the same time the designers were also working on new plantings for the streetscape of Pennsylvania Avenue, as well as Freedom Plaza. While preserving the berm of honey locusts, Oehme and van Sweden installed a diverse set of plantings, including wild grasses to soften the roughness of the concrete terraces, these included, blue rug juniper (*Juniperus horizontalis* ‘Wiltonii’), black-eyed-Susan’s (*Rudbeckia*), and fountain grasses (*Pennisetum*) (*Process Architecture*, no. 130, August 1, 1996: 70). Water lilies (*Nymphaea*), lotuses (*Nelumbo nucifera*), water canna lily (*Canna indica*) and Borg plants (*Selenicereus gradiflorus*) were introduced in the pool (*Process Architecture*, no. 130, August 1, 1996: 70). Friedberg later acknowledged that the addition of the grasses, while not

originally his intention, provide a temporal contrast to the permanent frame of the surrounding stone steps (M. Paul Friedberg Oral History Video, The Cultural Landscape Foundation, 2008).

The memorial to General John Joseph Pershing, the United States' General of the Armies during World War I is located in the southeastern corner of Pershing Park. Originally designed by Wallace Harrison in 1959, the memorial concept, which included a water feature, statue and walls, was eventually revised to reflect the PADC's new vision for Pennsylvania Avenue and to fit within the larger park setting designed by Friedberg in 1979. Harrison's 20-foot walls were reduced by half, to 10 feet. The final design for the memorial consists of a plaza with one lone specimen beech tree, two granite walls inscribed with maps and quotes, which enclose the statue of Pershing sculpted by Robert White. A bench occupies the western side, while the northern edge remains open. While Pershing Park was dedicated on May 14, 1981, the statue of the general was not installed until 1983 (NPS 2007: 193).

#### *Freedom Plaza (Western Plaza)*

Although this space was intended as an open rectangle in both the L'Enfant and Ellicott plans, by the early nineteenth century, the future Western Plaza remained two triangles diagonally bisected by Pennsylvania Avenue. At the beginning of the PADC's redevelopment of the avenue, Reservations 32 and 33 were combined to form the rectangle that L'Enfant had intended nearly two centuries earlier. In the first PADC plan from 1964, the plaza was a component of the massive National Square. This plan was eventually vetoed, as it would have required the demolition of the historic Willard and Washington Hotels. The eventual creation of the plaza entailed combining the two triangular reservations and traffic islands and closing a portion of the avenue. This made way for an entirely new rectangular-shaped reservation designed by the Philadelphia architectural firm architect Venturi, Rauch, and Scott Brown with landscape architect George Patton (Figure 17).

The team presented their plans to the PADC in May 1978, with the primary intention of creating "an open, urban, hard-edged space" which would provide a contrast to the lush greenery planned for Pershing Park, or Square 226, across the street. (Venturi & Rauch and George E. Patton 1978: 1). The plaza would be paved in white marble and black granite that depicted a monumental version of Pierre L'Enfant's Plan of Washington. On the edges of the plaza were larger pavers carved with thirty-nine quotes about the city of Washington D.C. On the eastern end of the plaza along 13<sup>th</sup> Street was the statue of Count Casimir Pulaski, erected in 1910 and enclosed by pin oaks and rosebushes. Venturi adapted his plaza design to incorporate this memorial.

The original planting plan of Western Plaza was designed by Philadelphia-based landscape architect, George Patton, who merged offices with the firm Venturi & Rauch to work on the project. Patton and Venturi were close friends who collaborated on many projects in the Philadelphia area. Patton was particularly well suited for the Western Plaza project; he was skilled in stone work and often

incorporated limestone, granite and marble in his projects. This skill proved useful in order to work with the large expanse of marble for the Western Plaza design (Arnold and Regnier: 115).

Patton bordered the open plaza on all four side with planting beds and urns. The custom-designed, wide, aluminum urns were filled with tulips (*tulipa*) and pansies (*viola tricolor hortensis*) in the spring, wax begonias (*Begonia oblique*) in the summer, chrysanthemum (*Dendranthema x grandiflorum*) in the fall, and Scotch pine (*Pinus sylvestris*) in the winter. Venturi envisioned the urns as resembling an Edwardian woman's hat topped with a dramatic flower (Brownlee and DeLong: 74). To achieve such an aesthetic, Patton specified that the center of the urn be planted with the vibrant tropical plant, yucca (*Yucca filamentosa*). The plan also stipulated the planting of five English oak (*Quercus robur*) trees at the southwestern corner entrance to the plaza at Pennsylvania Avenue and 14<sup>th</sup> Street. Eight English Oak trees were also planted on the eastern end of the plaza surrounding the Casimir Pulaski statue (Western Plaza Planting Plan 1979).

In June of 1978, the designers presented a model of the plaza that depicted several vertical elements as part of their scheme. These included miniature models of the White House and Capitol, two large framing pylons and a Richard Serra sculpture, which were intended to contrast the flatness of the horizontal plaza. Wooden versions of the building models were installed on a temporary basis, but were ultimately rejected by the PADC as they appeared too much like "toys" (Highsmith, 1988: 130). Serra's sculpture and the pylons were also vetoed, and two flagpoles were the only remaining vertical elements of Venturi's design. With the rejection of the vertical elements, the plaza as built represents only half of Venturi's intended vision (Highsmith 1993: 130-131).

In 1981, the landscape architecture firm of Oehme and van Sweden designed a new planting plan for Western Plaza. At the same time the designers were also working on new plantings for the streetscape of Pennsylvania Avenue, as well as the adjacent landscape of Pershing Park. Later in 1981 and 1982, Oehme and van Sweden's plan was implemented at the plaza. Their new scheme included perennials, such as Russian sage (*Perovskia atriplicifolia*), and ornamental grasses that adapted well to the plaza's sunny environment (Highsmith 1993: 142). Oehme and van Sweden consulted with George Patton and Venturi to make sure that their updated plantings did not disrupt the designers' original plans. Oehme and van Sweden thus proposed annual plantings of lantana, a hearty heat friendly plant, surrounded by red geraniums and white begonias, topped with tropical yucca (Highsmith 1993: 142). The effect was a colorful hat topped by a flowering feather. The team also added cattails and water iris to the fountain on the western side of the plaza.

In 1988, Western Plaza was renamed Freedom Plaza in honor of Dr. Martin Luther King, Jr. The space currently serves as one of Washington's primary locations of civic gatherings in Washington D.C., as its primarily open expanse can accommodate thousands of people. The plaza exemplifies the

democratic notion of freedom of speech by acting as the setting for a variety of events, including cultural festivals, musical performances, rallies and protests (Bednar: 222).

*Market Square and U.S. Navy Memorial:*

From the Old Post Office plaza to 9<sup>th</sup> Street, Pennsylvania Avenue maintains its unity with a cohesive landscape design, consisting of willow oak allées, brown brick and granite paving and the PADC's custom designed street furniture. Between 8<sup>th</sup> and 9<sup>th</sup> Streets, the avenue opens up to accommodate Market Square Park, which encompasses the U.S. Navy Memorial, Hancock statue, and access escalator to the "Archives" Metrorail station on the north side and across the avenue, the Franklin Delano Roosevelt (FDR) Memorial Stone on the south. This space corresponds to one of the three open squares reserved on Ellicott's Plan of 1792. Prior to the redesign of the square in the late 1980s, the Washington Metropolitan Transit Authority opened an access point to the Archives Metrorail station located along 7<sup>th</sup> Street between Pennsylvania and Indiana avenues, NW.

The U.S. Navy Memorial, designed by the architecture firm of Conklin Rossant, was dedicated on October 13, 1987, the Navy's 212<sup>th</sup> birthday (Hoover 1993: 19). The creation of this open green space required the closure of 8<sup>th</sup> Street between Pennsylvania Avenue and D Street. Upon the memorial's dedication, Market Square was transferred to NPS jurisdiction, as it had previously been a public street. The circular plaza is paved in granite and etched with a 100-foot map of the world. A sculpture called *The Lone Sailor* (1987) by Stanley Bleifield stands in the northwest quadrant of the map. The plaza is bordered by identical terraced waterfall fountains on the north and vertical jet fountains on the south. Granite walls edging the southern fountains support relief sculptures, eleven on each fountain, which depict Navy history and life – from the opening of Japan and the Great White Fleet to women in the Navy and Naval medicine. The 22 relief panels were completed by 11 different sculptors between 1987 and 1991. The memorial's open plan maintains the vista along 8<sup>th</sup> Street from the Smithsonian American Art Museum/Portrait Gallery at F Street to the National Archives on the southern side of Pennsylvania Avenue (National Park Service 2007: 10) (Figure 18).

Curving around the Navy Memorial, are twin neoclassical-style buildings designed by Hartman and Cox. The mixed-use structures have 100,000 square feet of retail on the ground floor, 580,00 square feet of office space in the center and 210 residential units on the top four floors (Brodie 2005: 15). This development is a realization of one of the original goals of the PADC's 1974 Plan, which called for 1,500 residential units east of the FBI Building (Hoover 199: 22). The housing envisioned in the 1974 Plan was a superblock complex inspired by the Italian hill town of San Gimignano (Highsmith 1988: 136). The PADC abandoned this concept in January 1981, which made way for the approval of the Navy Memorial. These changes to the 1974 Plan, directed Congress to amend the PADC Act of 1972 in October 1983 (Hoover 1993: 21). The amendments stated that any adjustments to the plan must be submitted to Congress for review.

Directly adjacent to the Navy Memorial at 7<sup>th</sup> Street and Pennsylvania Avenue, slightly south of the Archives-Navy Memorial Metro Station, is the Major General Winfield Scott Hancock Statue (at some point after the dedication of the Navy Memorial, the Archives Metro Station was renamed to include the “Navy Memorial” in the title). The bronze statue, sculpted by Henry Hackson Ellicott was erected in this location in 1896. In 1987, with the new design of Market Square Park, the memorial was landscaped with grass and trees. Low, metal walk-lights illuminate this pathway. A low granite retaining wall, constructed in 1987, supports the landscaped setting of the statue. With the closure of the portion of Indiana Avenue between Pennsylvania Avenue and 9<sup>th</sup> Street, a small triangular plaza at the northern edge of the National Archives was created, where the FDR Memorial Stone had been located since 1965 and which was dubbed by the PADC as Market Square south. The site around the stone was landscaped with turf and boxwoods in order to relate it to the adjacent National Archives Building (National Park Service 2007: 12). In 1992, the bronze plaque describing the creation of the memorial stone was moved closer to the Pennsylvania Avenue sidewalk and given a new granite base (National Park Service 2007: 201). In an effort to visually unify Market Square Park, both the Hancock Statue and FDR Memorial Stone are linked by a walk of Belgian block pavers that follow the former diagonal course of Indiana Avenue.

#### *Indiana Plaza:*

Indiana Plaza was completed in 1988 and dedicated on December 11, 1990. The PADC set out to alter the historic arrangement of streets and public space in order to create the plaza, as was done by the redesigns at Freedom Plaza and Market Square Park. This urban oasis was designed by Tippetts-Abbett-McCarthy-Stratton (TAMS) and constructed in order to complement two PADC building restoration projects that surrounded the site, the Central National Bank Building (1858) and the National Bank of Washington (1889) (National Park Service 2007: 203). The TAMS design involved the closing C Street between 6<sup>th</sup> and 7<sup>th</sup> Streets, narrowing Indiana Avenue, relocating two historic statues and adding new paving and landscaping designs (Kohler 1996: 143). The Dr. Benjamin Stephenson Grand Army of the Republic Memorial, which had stood on Reservation 36A between Indiana Avenue, C Street, and 7<sup>th</sup> Street since 1909, was relocated to the redesigned plaza in 1988. The statue was moved fifty feet to the south in order to provide a vista of the statue down C Street. The new space also incorporated the Temperance Fountain (1884), which originally stood on the traffic island opposite to the Stephenson Memorial at 7<sup>th</sup> Street and Pennsylvania Avenue, just to the south of its current site. The fountain was dismantled and moved 75 feet to the north and reassembled in its new location (Hoover 1993, 32).

#### *John Marshall Park*

Named for Chief Justice John Marshall, who patronized a boarding house on the site during the mid-nineteenth century, this park was part of the Pennsylvania Avenue Development Corporation's second phase of renovations along the eastern portion of the avenue. The space occupies the former 4<sup>th</sup> Street between Pennsylvania Avenue and C Street, one of the primary north-south axes L'Enfant

envisioned in the Plan of 1791. The site was originally slated to become a parking lot and driveway for the adjacent Canadian Chancery to the west, but in 1983, the PADC were ultimately convinced to convert the street into a public green space (Johnson 2001: 107). The PADC commissioned Carol R. Johnson and Associates of Boston to design the park. Johnson was one of the first women to earn a landscape architecture degree at Harvard University, graduating in 1957. The clean minimalist lines of John Marshall Park evoke Johnson's training at Harvard University during the height of the modernist revolution in landscape architecture. By the time Johnson was chosen by the PADC, she was bestowed the prestigious honor of Fellow from the American Society of Landscape Architects and would later go on to become the first woman to receive the ASLA's Gold Medal (The Cultural Landscape Foundation Website). Johnson's park maintained the integrity of the street's open vista, which looks north to Old City Hall, now the District of Columbia Superior Court (National Park Service 2007: 15).

John Marshall Park is divided into three sloping terraces, created in response to the 10-foot topographic change from C Street down to Pennsylvania Avenue (Johnson 2001: 106). Johnson sought to create level spots to ease the transition in topography (Figure 19). The lowest terrace closest to the avenue is surfaced with granite pavers in a diagonal pattern intended to evoke L'Enfant's radial avenues. This terrace is also bordered by bosques of trees and lined with green metal mesh benches (Johnson 2001: 107). The central terrace is planted with a large turf panel, while the upper level along C Street is paved in brick. The edges of all three terraces are defined by low granite walls and planting beds of trees and shrubs. Carol Johnson's landscape plan detailed plantings that would border the park's open lawns in order to leave the central vista open. The major trees that were specified included: sweetgum (*Liquidambar styraciflua*), willow oak (*Quercus phellos*), Red Oak (*Quercus rubra*), Japanese pagoda (*Styphnolobium japonicum*), and greenspire lindens (*Tilia cordata*). Minor tree species included: American holly (*Ilex opaca*), sweetbay and saucer magnolias (*Magnolia virginiana* and *Magnolia x soulangena*), and Carolina silverbell (*Halesia carolina*). In the planting beds beneath these trees lay an understory of green shrubs, including English yew (*Taxus baccata*), and azaleas (*Rhododendron*).

John Marshall Park also includes several notable pieces of public art. The focal point is a bronze statue of a seated Justice Marshall that was installed near C Street in October 1985. The sculpture is a replica of William Wetmore Story's 1883 statue; the original is located inside the Supreme Court (Goode 2008: 245). Features relating to the life of Marshall, such as inscriptions and plaques and a copy of the sundial from his home in Richmond, Virginia, further animate the park's terraces. A life-size statue of The Chess Players by Lloyd Lillie occupies the wall of the middle terrace, and David Phillips's Lily Pond Fountains is at C Street. The fountain, filled with small bronze frogs, turtles, fish and dragonflies, marks the location of a spring which supplied the first piped water to downtown Washington D.C. in 1808 (Goode 2008: 245). John Marshall Park was dedicated on May 10, 1983. In



1992, a bronze plaque memorializing the 200<sup>th</sup> anniversary of the Bill of Rights was installed at the central terrace (National Park Service 2007: 198).

*Meade Plaza:*

Also in 1981, the PADC realigned Third Street, Pennsylvania Avenue and Constitution Avenue in order to create one of the three open spaces along the avenue envisioned by L'Enfant, now known as Meade Plaza. The National Park Service suggested that the memorial to Major General George C. Meade, a Union hero at Gettysburg, be moved to this location. The 22-foot tall memorial was removed from its original location at Union Square in 1966, in order to make way for the Interstate 395 tunnel and the Capitol Reflecting pool (Union Square CLI: 20). It was placed in an NPS storage facility for almost twenty years. Finally, in 1981 it was moved to its present location. Sculpted by Charles Grafly, it depicts Meade surrounded by a cast of allegorical figures (NPS, List of Classified Structures, Meade (General George C.) Statue – Res. 553) (Figure 19).

In 1984, Bernard Johnson, Inc. and Gruen Associates redesigned Meade Plaza (National Park Service 2007: 199). The team designed new granite paving to surround the large circular statue. The granite benches originally located at the base of the sculpture were moved to the adjacent sidewalk because the newly formed plaza was slightly smaller than the previous space (Hoover 1993: 89). A new planting plan by Oehme and Van Sweden was also implemented at this time introducing a border of tulips and lily-flowering Mariette in the spring, and Moonbeam, Yucca and 'Gateway' in mid-summer (*Process Architecture*, no. 130, August 1, 1996: 70).

Between 1983 and 1984, shortly after the realignment of the Meade Plaza intersection, the southwestern intersection of Constitution Avenue and Pennsylvania Avenue was also reconfigured (Hoover 1993: 90). Constitution Avenue shifted so that it no longer traversed the length of the National Gallery's full northern façade, but curved around the western edge of Mellon Park to meet Pennsylvania Avenue on the northwest. The small triangular traffic island, previously separated from the National Gallery's West Wing by Constitution Avenue was absorbed into the museum's campus when the jurisdiction for management was transferred from the NPS to the National Gallery of Art in 2012 (NPS Land Record LR0905). In plan, the space appears as a continuation of the triangular angle of the East Building, designed by I. M. Pei. Pei returned to subtly improve the space, by adding a turf panel surrounded by a Tennessee Marble retaining wall (Figure 20).

**Summary:**

The work of the PADC addressed both the buildings and the landscape along Pennsylvania Avenue. Major initiatives included establishing a consistent building height and setbacks. The PADC oversaw all public improvements along the avenue, which included repaving the street, establishing a unified streetscape of square brown pavers, site furnishings, light fixtures, and street trees. The PADC also

guided the development of a series of modern and post-modern parks and plazas along the avenue that were designed by notable architects and landscape architects.

### **DISSOLUTION OF THE PADC AND NATIONAL PARK SERVICE MANAGEMENT (1996-2015)**

In the mid-1990s, after the completion of certain remaining blocks on the north side of Pennsylvania Avenue, Congress declared the rehabilitation of Pennsylvania Avenue a success. In 1994, the Urban Land Institute granted the PADC with their prominent Award for Excellence for successfully implementing The Pennsylvania Avenue Plan. The Award's description read: "Through foresight and patience, the Pennsylvania Avenue Development Corporation has revamped a downtrodden and unsightly segment of the nation's capital. It overcame the area's negative image and attracted private capital for renovation and new construction. The PADC has helped build the kind of Main Street that taxpayers can be proud of." (Pennsylvania Avenue Development Corporation, 1994 Annual Report: 1). Indeed, during its tenure, PADC developed new ways to use federal investment to encourage private development and created innovative partnerships with developers and investors. Some of the successful ventures resulting from this system of partnership are Market Square, the Willard Hotel, and Gallery Row. Since 1972, PADC, in partnership with private developers, "spurred one of the largest federally initiated development projects in U.S. history, with more than \$2 billion invested." (Miller, "Pennsylvania Avenue: What Went Wrong?" *Historic Preservation*, September/October 1987: 62 and National Park Service 2007: 205).

On April 1, 1996, Congress passed Public Law 104-134, which dissolved the corporation. Property holdings were transferred to the GSA, and the NCPC gained responsibility for ensuring that future development in the area conformed to the 1974 plan (National Park Service 2007: 206). The NCPC predicted in its 1998 newsletter that the PADC vision for the avenue "will continue to evolve, reflecting the diverse culture and values of future generations of visitors and residents in the Nation's Capital." (National Park Service 2007: 206). The Pennsylvania Avenue Development Plan is now administered jointly by the GSA, the NCPC, and the NPS. Specific responsibilities include:

- In creating Pennsylvania Avenue National Historic Park (now referred to as Pennsylvania Avenue National Historic Site), Congress explicitly gave the NPS the assigned right, title, and interest to property related to Pennsylvania Avenue National Historic Site, including parks, plazas, sidewalks, special lighting, trees, sculpture, and memorials. The National Park Service responsibilities include management, administration, maintenance, law enforcement, visitor services, resource protection, interpretation, and historic preservation. The National Park Service could transact with other agencies or DC to conduct special events, festivals, concerts, or other art and cultural programs. It could also establish a nonprofit foundation to solicit amounts for those management activities;

- GSA will address leases, covenants, agreements, and easement, and property not transferred to the NPS. Its responsibilities include collection of revenue from leases or sales; repayment of the Treasury; disposition of real estate; payments of defined benefits, and managing assets and liabilities. General Services Administration can acquire land, improvements, and property; modify the plan; maintain insurance programs; request closure of alleys for plan completion; and use all funds transferred to complete development projects; and
- The NCPC is responsible for ensuring that development is carried out in accordance with the *1974 Pennsylvania Avenue Plan*.

In addition to these transfers, Congress stipulated that jurisdiction of Pennsylvania Avenue and all other roadways from curb to curb are to remain with DC.

Since the completion of PADC's work, changes along the avenue have been minimal. However, in recent years, the avenue's streetscape has deteriorated. Benches are falling apart, sidewalk pavers are missing in some areas, tree roots are upheaving tree grates, and trees have been lost. Security measures have also adversely affected the appearance of Pennsylvania Avenue with the placement of large concrete planters along the route.

The NPS is also in the final stages to transfer jurisdiction for U.S. Reservation 546 and the Mellon Fountain to the National Gallery of Art. As per the transfer covenants, the area will continue to be managed in compliance with the guidelines for the preservation of the Pennsylvania National Historic Site.

**Summary:**

By the 1990s the transformation of Pennsylvania Avenue under the PADC was complete, and Congress transferred its properties and responsibilities to the General Services Administration, the National Capital Planning Commission, and the National Park Service. In creating Pennsylvania Avenue National Historic Park (now referred to as Pennsylvania Avenue National Historic Site), Congress explicitly gave the National Park Service responsibility for “management, administration, maintenance, law enforcement, visitor services, resource protection, interpretation, and historic preservation” (40 USC 6702I (2)). Congress also authorized the National Park Service to arrange for “special events, festivals, concerts, or other art and cultural programs” (40 USC 6702I(3)).

## Analysis & Evaluation of Integrity

### Analysis and Evaluation of Integrity Narrative Summary:

The Pennsylvania Avenue, NW, cultural landscape is defined by significant landscape characteristics, including spatial organization, land use, circulation, vegetation, building and structures, views and vistas, constructed water features, and small-scale features. In this CLI, each of the landscape characteristics is evaluated by comparing its historic condition to its existing condition to determine whether it contributes to the historic character of the landscape.

The physical integrity of Pennsylvania Avenue, NW, cultural landscape is evaluated by comparing landscape characteristics and features present during the period of significance (1791-1996) with current conditions. Many of the landscape's historic characteristics and features are still intact. Situated between the White House and Capitol (between 3<sup>rd</sup> and 15<sup>th</sup> Streets), Pennsylvania Avenue—lined with a unified streetscape of site furnishings, lighting, paving, and street trees, continues to serve as a ceremonial route that visually, symbolically, and physically connects the legislative and executive branches of government.

Since the historic period, many trees and grates have been removed and security needs for federal facilities necessitated the installation of concrete planters along the avenue. Furthermore, many site furnishings and paving have fallen into disrepair. Despite these changes in circulation and small-scale features, the Pennsylvania Avenue, NW, cultural landscape retains overall integrity of location, design, setting, materials, workmanship, feeling, and association.

#### INTEGRITY:

Integrity is the ability of a property to convey its historic identity or the extent to which a property evokes its appearance during a particular historic period, usually the period of significance. While evaluation of integrity is often a subjective judgment, particularly for a landscape, it must be grounded in an understanding of a property's physical features and how they relate to its significance. The National Register program identifies seven aspects of integrity including location, design, setting, materials, workmanship, feeling, and association. Retention of these qualities is essential for a property to convey its significance, though all seven qualities of integrity need not be present to convey a sense of past time and place.

#### Location:

Situated between 3<sup>rd</sup> and 15<sup>th</sup> Streets, NW, in northwestern Washington, DC (between the U.S. Capitol and the White House, the Pennsylvania Avenue, NW, cultural landscape, specifically Pennsylvania Avenue, remains in the same location as it did when it was delineated in L'Enfant and

Ellicott's 1792 plans for Washington, DC. Later, but still during the historic period new parks and plazas were created along the avenue, including Pershing Park (U.S. Reservation 617), Freedom Plaza (U.S. Reservations 32 and 33), Market Square Park (U.S. Reservations 35 and 36), Indiana Plaza (U.S. Reservation 36A), Mellon Park (U.S. Reservation 546), John Marshall Park, and Meade Plaza (U.S. Reservation 553). Within these public spaces are numerous memorials and statues that commemorate those individuals who contributed great military or political achievements to the country. Today, the linear park still retains its configuration and purpose as America's "Main Street," a ceremonial route that physically connects the legislative and executive branches of government. Along the avenue, the series of parks, plazas, statues, and memorials remain in the location chosen during the historic period.

#### Design:

The Pennsylvania Avenue, NW, cultural landscape continues to evoke the design principles of L'Enfant and Ellicott, as well as the later design ideals espoused by the McMillan Commission. The design of Pennsylvania Avenue as a major roadway was a central element used by both L'Enfant and Ellicott in their designs for Washington in the late 18<sup>th</sup> century. In the ensuing years, the avenue was further developed, maintained, and enhanced in a manner compatible with the L'Enfant Plan purpose, which was visually, symbolically, and physically connect the legislative and executive branches of government. This design remains today.

Beginning in 1972, under the direction of the PADDC, Pennsylvania Avenue was redeveloped following a coordinated design that unified street furnishing, paving, and light fixtures, preserved historic buildings, respected the scale landmarks, provided sign standards, enhanced views, and included the creation of new parks and plazas. The parks and plazas were designed by notable architects and landscape architects and reflected modernist and postmodernist principles.

#### Setting:

The Pennsylvania Avenue, NW, cultural landscape continues to be set within an urban landscape that largely retains its historic land uses of vehicular and pedestrian transportation, symbolic and commemorative use, and passive recreation. Additions, removals, and changes have occurred to circulation, and some of the small-scale and vegetative features since the historic period, but overall have not diminished the site's setting.

#### Materials:

The majority of the existing streetscape, including within the parks and plazas, were completed by the Pennsylvania Avenue Development Corporation (PADDC) between 1974 and 1996. The PADDC developed guidelines and agreements as well as a suite of site furnishings. These furnishings incorporated a tiered system of light fixtures, new square pavers, seating, and other elements. While some features have been lost over the years, the majority of the original features and materials are still

extant today. Aside from the streetscape, older statues and memorials, such as Pulaski, Hancock, Grand Army of the Republic, Temperance Fountain, and Mellon Fountain all retain their existing materials. Finally, the original materials in the parks and plazas are extant.

#### Workmanship:

Within the Pennsylvania Avenue, NW, cultural landscape, workmanship remains evident in the design aesthetics of the streetscape, parks, plaza, statues and memorials.

#### Feeling:

As it was during the historic period, today Pennsylvania Avenue continues to serve as America's "Main Street." In 1791, Pierre L'Enfant conceived of a grand ceremonial avenue physically connecting the legislative branches of our government. Despite some deferred maintenance in recent years, the avenue remains the national stage for historic events. Pennsylvania Avenue, NW, cultural landscape continues to be the place where the nation comes together to celebrate the inauguration of a new president, to march in protest, or to commemorate the passing of an American hero.

#### Association:

Pennsylvania Avenue, NW, cultural landscape continues to convey its association with its purpose and function as a linear park that serves as a national ceremonial route. Collectively all of the landscape features and elements embody the historic purpose and vision of Pennsylvania Avenue as seen by L'Enfant and Ellicott as well as the Pennsylvania Avenue Development Corporation (PADC).

### **Landscape Characteristics and Features**

The section below presents an analysis of landscape characteristics and their associated features and corresponding List of Classified Structures names and numbers, if applicable. It also includes an evaluation of whether the feature contributes to the property's National Register eligibility for the historic period (1791-1792 and 1962-1996), contributes to the property's historic character, or if it is non-contributing, undetermined, or managed as a cultural resource. Items listed with an (\*) in the tables are described in the National Register documentation. For the purposes of this CLI, features of parks and plazas along Pennsylvania Avenue are not individually listed within feature tables unless they are identified in the List of Classified Structures Database (LCS) or a congressionally authorized monument or memorial.

## SPATIAL ORGANIZATION

### **Historic and Existing Conditions:**

The primary spatially organizing element of the Pennsylvania Avenue, NW, cultural landscape is the strong diagonal axis of the street. The portion of the avenue between 3<sup>rd</sup> and 15<sup>th</sup> Streets was composed as a great “channel of space, running between two fixed points” (The Mall CLI: 119). The continuity of this space was reinforced by the allées of willow oaks on either side and the generally uniform cornice line of the facades behind them, two organizing elements that were the primary goals of the PADC’s work. The “channel of space” expanded at certain points into individual parks and plazas where the diagonal avenue intersected with the rectilinear street grid. Shooting off from this central channel, which runs northwest to southeast, were several north-to-south axis that cut through the avenues diagonal. These interruptions to the diagonal did not, however, undermine the continuity, or power, of the main spatial organization. The main composition of the spatial organization of the Pennsylvania Avenue cultural landscape remains mostly extant, as an open “channel of space, running between two fixed points.” The individual parks and plazas which branch off from the main diagonal and which date to the PADC era also maintain the integrity of their spatial organization. (The Mall CLI: 119).

#### *Pershing Park (U.S. Reservation 617)*

Landscape architect M. Paul Friedberg designed Pershing Park as an urban oasis, whose spatial organization was composed of a sunken plaza/ pool surrounded by amphitheater-style seating sides. The memorial to General John Joseph Pershing was located in the southeast corner of Pershing Park, which includes a statue and walls where it fits within the larger park setting designed by Friedberg. Another commemorative item, the Bex Eagle statue, was installed near the corner of 15<sup>th</sup> Street and Pennsylvania Avenue. Friedberg orchestrated the interior of the landscape as a secluded space that could only be accessed by a set of steps that led to an upper terrace bordering the exterior of the park’s trapezoidal block (for additional information on Pershing Park, refer to the physical history section of this report; and for additional information on the Pershing Memorial and Bex Eagle, refer to the buildings and structures, analysis and evaluation section of this report).

#### *Freedom Plaza (U.S. Reservations 32 and 33)*

Freedom Plaza, formerly Western Plaza, was designed as a flat, rectangular plaza in order to accommodate the monumental paving pattern depicting L’Enfant’s Plan of Washington D.C. Sidewalks on all four sides bordered the plaza. A circular fountain in a rectangular base was also placed on the western border of the block, separated from the central paving design by a sloping paved area. On the eastern end of the block was the Casimir Pulaski statue, around which George Patton designed a semi-circular grass plot and a bosque of trees. The diagonal of Pennsylvania Avenue hit Freedom Plaza’s southeastern corner, and the street itself was straightened in order to adhere to the rectangular street grid. The diagonal vista however was allowed to continue over the

flat, open plaza, and is mimicked by the paving design (for additional information on Freedom Plaza, refer to the physical history section of this report; and for additional information on the Pulaski statue, refer to the buildings and structures, analysis and evaluation section of this report).

*Market Square and U.S. Navy Memorial (U.S. Reservations 35 and 36)*

The U.S. Navy Memorial required the closure of 8<sup>th</sup> Street between Pennsylvania Avenue and D Street. The circular plaza was paved in granite and etched with a 100-foot map of the world. A sculpture called The Lone Sailor by Stanley Bleifield stands in the northwest quadrant of the map. The plaza was bordered by identical terraced waterfall fountains on the north and vertical jet fountains on the south. The memorial is surrounded by twin neoclassical-style buildings designed by Hartman and Cox. These structures were designed to emphasize the circular nature of the landscape's spatial organization. A non-descript escalator down to the Archives-Navy Memorial-Penn Quarter Metrorail station is located due east of the Navy Memorial. Just south of the opening to the metro is the Hancock statue. Across the avenue, in the southeast corner is the Franklin Delano Roosevelt (FDR) Memorial Stone. This space for Market Square corresponds to one of the three open squares reserved on Ellicott's Plan of 1792 (for additional information on Market Square features, refer to the physical history section of this report; and for additional information on the U.S. Navy Memorial, Hancock statue and FDR Memorial Stone, refer to the buildings and structures, analysis and evaluation section of this report).

*Indiana Plaza (U.S. Reservation 36A)*

Indiana Plaza is a triangular space formed by two historic buildings, the Central National Bank Building (1858) and the National Bank of Washington (1889), and the diagonal slope of Pennsylvania and Indiana avenues. The Dr. Benjamin Stephenson Grand Army of the Republic Memorial was relocated to the redesigned plaza in 1988 in order to provide a vista of the statue down C Street. The new space also incorporated the relocated Temperance Fountain to the north of the Stephenson Memorial. The new design was initiated by the PADC, and also called for the closure of C Street between 6<sup>th</sup> and 7<sup>th</sup> Streets, which gave the plaza a central rectangular arm (for additional information on Indiana Plaza, refer to the physical history section of this report; for additional information on the Stephenson Memorial, refer to the buildings and structures, analysis and evaluation section of this report; and for additional information on the Temperance Fountain, refer to the constructed water features, analysis and evaluation section of this report).

*Mellon Park (U.S. Reservation 546)*

Mellon Park is located at the triangular plot created by the intersection of Pennsylvania and Constitution avenues at 6<sup>th</sup> Street. The memorial, to Andrew W. Mellon, consists of a three-tiered bronze fountain atop a granite pool (Goode 1974: 144). A granite walkway and high-backed granite bench surround the fountain. The fountain is set within a landscape originally designed by the landscape architects Clarke, Rapuano, and Holleran. Mellon Park was dedicated in May 1952 (for



additional information on Mellon Park, refer to the physical history section of this report; for additional information on the Mellon Fountain, refer to the constructed water features, analysis and evaluation section of this report).

*John Marshall Park (4<sup>th</sup> Street between Pennsylvania Avenue and C Street, NW)*

John Marshall Park is a rectangular landscaped plaza created from the closure of the former 4<sup>th</sup> Street between Pennsylvania Avenue and C Street. Designed by Carol Johnson, the park was divided into three sloping terraces, created in response to the 10-foot topographic grade change oriented from north to south in order to maximize the vista of Old City Hall, now the District of Columbia Superior Court. The lowest terrace was a trapezoid whose southern border is created by the diagonal of Pennsylvania Avenue. The upper two terraces were rectangles. Two parallel walkways followed the western and eastern borders of the park, leading from the avenue up to C Street. John Marshall Park also includes a replica bronze statue of a seated Justice Marshall that was installed near C Street (for additional information on John Marshall Park, refer to the physical history section of this report).

*Meade Plaza (U.S. Reservation 553)*

Meade Plaza is located on a triangular plot of land that was created by the realignment of Constitution Avenue and Third Street. Located within the plaza is the Major General George C. Meade statue. Granite paving surrounds the large circular statue and granite benches are located along the adjacent sidewalk at the northern boundary of the space (for additional information on Meade Plaza, refer to the physical history section of this report; for additional information on the Meade statue, refer to the buildings and structures, analysis and evaluation section of this report).

*Note: Items listed with an (\*) in the tables are described in the National Register documentation. For the purposes of this CLI, features of parks and plazas along Pennsylvania Avenue are not individually listed within feature tables unless they are identified in the List of Classified Structures Database (LCS) or a congressionally authorized monument or memorial.*

Feature Name	Feature Contribution	LCS Name	LCS Number
Pershing Park (U.S. Reservation 617)*	Contributing		
Freedom Plaza (U.S. Reservations 32 and 33)*	Contributing		
Market Square Park and U.S. Navy Memorial (U.S. Reservations 35 and 36)*	Contributing	U.S. Navy Memorial – Res. 36	046841
Indiana Plaza (U.S. Reservation	Contributing		

36A)*			
Mellon Park (U.S. Reservation 546)*	Contributing		
John Marshall Park (4 <sup>th</sup> Street btw Pennsylvania Ave. and C St., NW)*	Contributing		
Meade Plaza (U.S. Reservation 553)*	Contributing		

## LAND USE

### Historic and Existing Conditions:

The diagonal Pennsylvania Avenue has served as an integral component of the city’s transportation and circulation system by guiding traffic from the southeastern quadrant of Washington D.C. to the northwestern quadrant. In addition to the avenue’s basic function as a street, early on in its history it came to serve as the setting for inaugural parades, state funeral processions and celebrations of military victories, protests and marches. The first inaugural parade to be held on the avenue was for Thomas Jefferson on March 4, 1805. Jefferson rode up the avenue to the Capitol on horseback, establishing a beloved ritual that since its inception has been followed by each newly elected president. The avenue has also been the route for the funeral processions of seven of the presidents who have died in office (William Henry Harrison, Zachary Taylor, and Warren G. Harding, Abraham Lincoln, James A. Garfield, William McKinley, and John F. Kennedy).

Other significant processions have been held for honored statesmen, military heroes, and noted personalities, such as General John J. Pershing in 1919, Charles Lindbergh in 1927, and John Glenn in 1962, and celebrations marking victory in four major wars, the Civil War, the Spanish American War, World War I and World War II. Finally, countless marches and protests, such as the Suffragist parade of 1913, the Bonus March of 1932, and the civil rights protests of the 1960s, were held on the avenue, adding to its reputation as a place to make public voices heard. Throughout all of these events, the avenue and its buildings, open spaces, and monuments, served as a monumental stage (National Park Service: 90).

The avenue’s different landscapes were also designed with commemorative uses in mind. War heroes and political figures are represented at every individual park and plaza these include: General John J. Pershing, Casimir Pulaski, Benjamin Franklin, Franklin D. Roosevelt, The Grand Army of the Republic, The U.S. Navy, General Winfield Scott Hancock, Andrew Mellon, Justice John Marshall, and General George C. Meade.

The PADC’s vision for the avenue’s land use was predicated on enlivening the area with pedestrian street life. The basic land use concept concentrated on “large scale office, retail, and hotel structures in the area west of the FBI Building...while east of the FBI, where many lower scale historical

structure will be retained and land values are somewhat lower, less intensive residential development will be the predominant use.” (Sasaki Associates, Indiana Plaza: Design Objectives and Guidelines).

Pershing Park was intended as a secluded peaceful setting for passive recreation and is a popular spot for local office workers to eat lunch. The park’s central pool was designed as an ice skating rink in the winter (complete with a built-in shed for a Zamboni beneath the waterfall). The glass-enclosed circular pavilion on the northeast corner of the park housed a refreshment stand. Indiana Plaza was designed as a well-defined, enclosed, small-scale space (bordered by two large buildings), which meant it was singled out by Sasaki as a calm, enclosed oasis with a distinct identity from the rest of the bustling avenue (Sasaki Associates, Indiana Plaza: Design Objectives and Guidelines). John Marshall Park was envisioned more as a “quiet environment,” convenient to, but removed from Pennsylvania Avenue and Constitution Avenue (Sasaki Design Guidelines, 1980).

One aspect of the PADC’s mission was to diversify the land use of the Pennsylvania Avenue corridor by encouraging the development of not only government buildings but commercial and residential buildings. Shifting away from exclusively governmental presence, which originally led to the abandonment of the area in the evenings, the redevelopment plans encouraged commercial and residential use of buildings in the area. Ground level spaces were planned for use as restaurants and shops. Market Square is the culmination of this mixed-use model, with 100,000 square feet of retail on the ground floor, 580,00 square feet of office space in the center and 210 residential units on the top four floors (Brodie 2005: 15). A Metrorail station located near the Navy Memorial provided easy commuter access to this area.

Today, the land use along Pennsylvania Avenue remains the same as during both periods of significance. It continues to display land use of transportation (pedestrian, bicycle and vehicular), commemoration and celebration and recreation (primarily passive). Presidential inaugural parades continue to use the route of Pennsylvania Avenue from the Capitol to the White House. While Pershing Park retains its primary land use as a peaceful oasis on the avenue, the secondary land uses of active recreation have changed since the period of significance, as the skating rink is no longer in operation. Freedom Plaza in keeping with its name in honor of Martin Luther King, Jr., is used as a setting for public gathering, where citizens exercise their First Amendment rights. It also is a place enjoyed by visitors, local residents and neighborhood workers and a popular location for skateboarders. Indiana Plaza retains its unique feeling as an enclosed, small-scale space for quiet contemplation. Market Square in addition to its cafes and Navy Memorial landscape, also provides the only access point on Pennsylvania Avenue to the Metro at the Archives-Navy Memorial-Penn Quarter Station. John Marshall Park has proved to be a less popular lunch spot for local office workers than intended, perhaps because of the lack of nearby cafes, but the level turf areas serve as a space for leisure activities, and even the occasional group of preschool children and dog walkers enjoying the open area.

## CIRCULATION

### **Historic Condition:**

The key historic circulation feature of the Pennsylvania Avenue, NW, cultural landscape was the avenue itself. While the street held significance as the symbolic link between the White House and the Capitol and an important element of the L'Enfant Plan, it was also a busy, functioning thoroughfare in downtown Washington. Initially, the avenue was a dirt road cutting through the vast tracts of rural farmland and scattered buildings that made up the city at the time. In 1791, the road was cleared of timber and by 1800 was widened to 160 feet, making it one of the city's first functional roadways. Given its early significance to the transportation network of Washington, the street soon became the nexus for residential and commercial development.

With the progression of the 18<sup>th</sup> century came slow aesthetic improvements to the avenue. The road itself, although it was one of the only streets in the city to be consistently maintained throughout the nineteenth century, was filled with ruts, puddles, dust and mud, making it notoriously difficult to traverse. By the 1830s, the first attempts to pave the avenue were implemented. (HABS DC 695: 2). After several previous attempts, the avenue was successfully paved in 1874 with asphalt and brick, providing a smooth surface for horses and carriages. "In 1892, a cable car system was installed which ran from the Navy Yard to Georgetown and a portion of the route was along Pennsylvania Avenue. The system was electrified the following year with the electric wires placed in the old cable system's underground conduit, which spared the avenue from unsightly overhead wires." (National Park Service 2007: 131). With the rise of the automobile and other forms of public transportation in the early twentieth century, the avenue's cable car line became obsolete, which ultimately led to the removal of the electrified cable car line in January 1962 (National Park Service 2007: 131).

Transportation along the street itself was an essential part of the PADC's redevelopment plans for the avenue. During the early 1980s, Wilbur Smith and Associates submitted a "Street Transportation Plan: Pennsylvania Avenue Environs". One of the primary goals of this plan was to "minimize the intrusion of the motor vehicle on areas of national interest and high pedestrian concentration" (Wilbur Smith 1981: 11). This involved ameliorating traffic circulation issues caused by the "superimposition of the avenue, a diagonal street on a grid system." Particular areas of focus were the intersection of the avenue between 14<sup>th</sup> and 15<sup>th</sup> streets (at Western Plaza, now Freedom Plaza) and the realignment of Constitution Avenue in front of the National Gallery and at Meade Plaza at 3<sup>rd</sup> Street (Wilbur Smith 1981: 9-15). In 1981, the PADC realigned 3<sup>rd</sup> Street, Pennsylvania Avenue, and Constitution avenues in order to create one of the three open spaces along the avenue envisioned by L'Enfant. This space became known as Meade Plaza.

Between 1983 and 1984, shortly after the realignment of the Meade Plaza intersection, the southwestern intersection of Constitution Avenue and Pennsylvania Avenue was also rerouted

(Hoover 1993: 90). Constitution Avenue was shifted so that it no longer traversed the length of the National Gallery's full northern façade, but curved around the western edge of Mellon Park to meet Pennsylvania Avenue on the northwest (see Figure 20). The small triangular traffic island, previously separated from the National Gallery's West Wing by Constitution Avenue was absorbed into the museum's campus. Both the 1964 and 1974 plans recommended the closure of Indiana Avenue between Pennsylvania Avenue and 9<sup>th</sup> Street. The PADC set out to alter the historic arrangement of streets and public space in order to create Indiana Plaza, which was dedicated on December 11, 1990. Designed by Tippetts-Abbett-McCarthy-Stratton (TAMS), the project involved closing C Street between 6<sup>th</sup> and 7<sup>th</sup> Streets, narrowing Indiana Avenue, relocating two historic statues and adding new paving and landscaping designs (Kohler 1996: 143). Finally, the creation of the U.S. Navy Memorial, which was dedicated in 1987, required the closure of 8<sup>th</sup> Street between Pennsylvania Avenue and D Street.

For much of the late 18<sup>th</sup> and early 19<sup>th</sup> century there was little effort put into circulation of pedestrians along Pennsylvania Avenue. During Thomas Jefferson's presidency, the need for a "more sophisticated urban standard" was recognized and he had city surveyor Nicholas King design improvements for Pennsylvania Avenue. The existing thoroughfare consisted of one "stone pavement" [sidewalk], only six feet wide, which was located on one side of a gravel road (NPS 2007: 104). During Alexander "Boss" Shepherd's tenure as the Chief of the Board of Public Works, great strides were taken to elevate city's built environment. Prior to Shepherd's improvements, there was a brick sidewalk, but there was talk of replacing it with a new material. However, none of the plans proposed were implemented.

During the PADC period, the sidewalks along Pennsylvania Avenue, as per Sasaki Associates' streetscape plan, were paved with a uniform smooth 8x8 inch brick pavers with correspondingly smooth joints to incorporate a more pedestrian scale feel for the wider sidewalks. The plan integrated the new 50-foot building set back limits on the north side of the avenue which provided "space for three rows of trees and a broad sidewalk to encourage pedestrian use," except in areas where existing historic buildings were preserved (Pennsylvania Avenue Plan 1974: IX)." A narrow strip of vertical, rectangular pavers create a "shoreline" between the sidewalk and the grey granite curb with the roadway beyond (*Side Street Improvement Plan*). Brick crosswalks were designed by Sasaki Associates, along with consultation by Wilbur Smith and Associates Traffic Engineering, as an integral part of the paving program within the streetscape plan. They were installed in 1981. The crosswalks are paved in a darker brick than the sidewalks and connect to granite pedestrian islands in the center of the street. While part of the original PADC-era design, these features lie outside NPS management and are considered part of contributing adjacent lands (they are managed by the District of Columbia along with the street.)

**Post-Historic and Existing Conditions:**

The portion of Pennsylvania Avenue from the White House to the Capitol is 1.2 miles, but the entirety of the avenue measures a total of 5.8 miles from Georgetown to the Anacostia River, making it a commuter route and a section of the national highway system. The street itself is a seven-to-eight lane, two-way roadway that runs northwest from 1<sup>st</sup> Street at the foot of the Capitol Hill, to 15<sup>th</sup> Street at the U.S. Treasury Building. Each lane is generally 10 to 11 feet wide. Around Freedom Plaza the road configuration changes with Pennsylvania Avenue becoming one-way between 13<sup>th</sup> and 15<sup>th</sup> Streets north of the plaza. The project area for this cultural landscape inventory is composed of the National Park Service’s properties along Pennsylvania Avenue between 3<sup>rd</sup> and 15<sup>th</sup> Streets N.W. This includes the individual parks and plazas and the sidewalk, but not the street itself or the building fronts, both of which are under different jurisdictions. Although the avenue is the organizing element of the cultural landscape, the actual street, or area between the two curbs, is managed by the District of Columbia.

The sidewalk along the avenue measures approximately 12 to 15 feet wide. It is set back 8 to 10 feet from the curb and 40 to 45 feet from the façade of neighboring buildings. Between 9<sup>th</sup> and 13<sup>th</sup> Streets, and a in front of the Canadian Embassy (west of John Marshall Park), the sidewalk is differentiated from the rest of the streetscape in that it is 30 feet wider allowing for a third row of trees (Figures 21). Bike lanes running from 3<sup>rd</sup> to 15<sup>th</sup> Streets were installed in the median of the avenue by the city in June 2010. The avenue’s character defining open corridor of space has been somewhat impacted by the addition of these bike lanes and central medians in the street, but the overall strength of the diagonal has not been modified. (Note: The bike lanes, since they are in the street, are on adjacent lands managed by the District of Columbia.).

*Note: For the purposes of this cultural landscape inventory, Pennsylvania Avenue is not listed in the below table as a contributing feature since it is not managed by the National Park Service. Items listed with an (\*) in the tables are described in the National Register documentation. For the purposes of this CLI, features of parks and plazas along Pennsylvania Avenue are not individually listed within feature tables unless they are identified in the List of Classified Structures Database (LCS) or a congressionally authorized monument or memorial.*

Feature Name	Feature Contribution	LCS Name	LCS Number
Pennsylvania Avenue Sidewalk*	Contributing		

## VEGETATION

### **Historic Conditions:**

The first planned vegetation along Pennsylvania Avenue was in 1803, when President Thomas Jefferson initiated the planting of four rows of Lombardy poplar trees flanking either side of the street. During the subsequent centuries, the vegetation along the avenue was never formally planned, except for consistent plantings of trees and shrubs and flowers surrounding memorials and statues. During the remainder of the 19<sup>th</sup> century and the first few decades of the 20<sup>th</sup> century, there was little formal landscape intervention along the avenue.

By President Kennedy's inaugural parade in 1961, the trees and minimal vegetation that did exist along the avenue were suffering as much neglect as the buildings and storefronts. Therefore, an integral part of the 1964 plan for the redevelopment of Pennsylvania Avenue was the instatement of a uniform landscape scheme of plantings. Daniel Urban Kiley, one of the United States' most prominent landscape architects who served on President's Council on Pennsylvania Avenue, gave essential guidance in the establishment of a new landscape vision for the street. In July 1966, Kiley published a supplemental report to the 1964 Plan, entitled "*A Report on the Detail Paving and Landscaping of Pennsylvania Avenue*" (Kiley, 1966: U.S. Commission of Fine Arts Archives). The report described his vision of a European boulevard, with two rows of trees on the south side and three on the north side of the avenue. Kiley's basic arrangement of trees is one of the primary elements of the original 1964 plan that was implemented over the course of the PADC-era and endures to the present day (see Figure 11).

Kiley's original plan was delayed along with the other redevelopment projects, and it was not until 1976, with the establishment of the PADC, that Sasaki Associates were hired to implement the new streetscape plan for Pennsylvania Avenue. Sasaki's work solidified the hierarchy of tree plantings in relation to the lighting and crosswalks. The firm's goal was to reestablish "simple visual frame for Pennsylvania Avenue's symbolic vistas" through the plantation of rows of willow oaks. These street trees emphasized the axuality of the street and created a uniform line of view which "minimized the impact of divergent architectural forms" (Simo 1997: 161). About five hundred trees were planted in allées on the north and southern sides of the avenue.

In 1981 PADC's executive director, Tom Regan hired the Washington based firm of Oehme, van Sweden & Associates as the PADC's planting consultants (Process Architecture August 1996: 77). The team brought a unique horticultural knowledge to Pennsylvania Avenue, as Wolfgang Oehme trained as a horticulturalist and landscape architect in Berlin, and James van Sweden as a landscape architect in the Netherlands (Highsmith 1988: 141). Northern European landscape traditions are known for their use of wild grasses, and Oehme and van Sweden enlivened the avenue with an array of these soft plantings. Over 200 plantings along the avenue were changed with the seasons, tulips for

the spring, junipers for the winter and grasses and perennials for the summer (Highsmith 1993: 142). Oehme and van Sweden were also engaged to work on new planting plans for three of the individual parks and plazas along Pennsylvania Avenue: Pershing Park, Freedom Plaza and Meade Plaza.

**Post Historic and Existing Conditions:**

The willow oaks from the Sasaki era remain the primary species of tree along the avenue. As of May 2013, the breakdown of street tree species included 416 willow oaks, 4 red oaks, 7 American elms, and 14 pin oaks. Many of the street trees have overgrown their surrounding custom tree grates, and such constriction has negatively impacted the trees’ health. In eight cases, unhealthy trees have been removed and only stumps remain (Figure 22).

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Feature Name	Feature Contribution	LCS Name	LCS Number
Pennsylvania Avenue Street Trees (Single Specimen)*	Contributing		

**BUILDINGS AND STRUCTURES**

Notable statues and memorials are found within the Pennsylvania Avenue cultural landscape. The works illustrate the artistic styles of the periods in which they were created. Many serve as a means of commemorating those individuals who contributed great military or political achievements to the country. All of those honored, namely Pershing, Hale, Franklin and Pulaski and Roosevelt, were long dead when the statues were erected. Washington D.C. also contains one of the greatest concentrations of Civil War statuary in the country, and that genre is represented on the avenue by monuments to generals George G. Meade (1927) and Winfield Scott Hancock (1896), as well as to Dr. Benjamin F. Stephenson and the organization of Civil War veterans he founded, the Grand Army of the Republic (1909). (National Park Service 2007: 91).

**Historic and Existing Conditions:**

*General John Joseph Pershing Memorial:*

The memorial to General John Joseph Pershing, the United States’ General of the Armies during World War I is located in the southeastern corner of Pershing Park. Designed by Wallace Harrison in



1959, the original design was reduced in size in order to make way for the adjoining landscape of Friedberg's park in 1979. Harrison's 20-foot walls were reduced by half to 10 feet. The memorial consists of two granite walls inscribed with maps and quotes, which encloses the statue of Pershing sculpted by Robert White. A bench occupies the western side, while the northern edge remains open. While Pershing Park was designed in 1979, built in 1980 and dedicated on May 14, 1981, the statue of General Pershing was not installed until 1983 (NPS 2007: 193).

*Bex Eagle:*

Prior to the 1983 installation of the Pershing statue, a bronze statue known as the Bex Eagle was installed in Pershing Park near the corner of 15<sup>th</sup> Street and Pennsylvania Avenue. It was dedicated on May 3, 1982. Brian Bex, president of the American Communications Network and a collector of eagle-related art, had worked to gain Congressional recognition for 1982 as the 200<sup>th</sup> anniversary of the selection of the American bald eagle as the country's national symbol. Senate Joint Resolution 121, passed on December 15, 1981, did just that. Bex commissioned sculptor Lorenzo E. Ghiglieri of Portland, Oregon, to fashion two eagle statues, purchased one for himself, and donated the other to the National Wildlife Federation (NWF). The NWF, in turn donated the sculpture to the National Park Service. It was placed in Pershing Park under the authority of the PADC. (NPS 2007: 194).

*Brigadier General Count Casimir Pulaski Statue:*

The statue of General Count Casimir Pulaski was constructed in 1910, in Reservation 33 at the intersection of 13<sup>th</sup> Street and Pennsylvania Avenue. Sculpted by the Polish artist Kazimierz Chodzinski, the statue was placed on a nine-foot high granite pedestal designed by architect Albert Randolph Ross. The bronze figure depicted Pulaski in the uniform of a Polish marshal. Pulaski wore his country's uniform while serving in George Washington's army during the American Revolution. The statue of Casimir Pulaski has remained in its original location since it was erected in 1910. It stands on the eastern end of Freedom Plaza within a partial circle carved out of the terraces. Robert Venturi and George Patton designed the plaza to envelope this historic statue in the late 1970s.

*Dr. Benjamin Stephenson Grand Army of the Republic Memorial, Indiana Plaza:*

The Dr. Benjamin Stephenson Grand Army of the Republic Memorial commemorates Stephenson, a surgeon with the 14<sup>th</sup> Illinois Infantry Regiment during the Civil War. The memorial, a 25-foot-high pink granite shaft, illustrates the three guiding principles of the Grand Army of the Republic (GAR), Fraternity, Charity, and Loyalty. On the west side, a soldier and sailor in Union uniforms stood together in Fraternity. The veterans were poised above a medallion portrait of Stephenson and badges representing the GAR. Loyalty is represented on the southeast side of the monument by a woman holding a shield and sword. A woman representing Charity, holding a child, was located on the northeast face of the monument. The bronze sculptures were designed by John Massey Rhind, the granite shaft by the architectural firm Rankin, Kellogg and Crane. It was erected originally in 1909

and shifted to its current location at Indiana Plaza in 1987. (Goode, *Outdoor Sculpture*: 360; List of Classified Structures, Stephenson (Dr. Benj.) Memorial; Hoover: 112-117.)

#### *The United States Navy Memorial*

The U.S. Navy Memorial was designed by the architecture firm of Conklin Rossant and was dedicated on October 13, 1987, the Navy's 212<sup>th</sup> birthday (Hoover 1993: 19). The creation of this space required the closure of 8<sup>th</sup> Street between Pennsylvania Avenue and D Street. The circular plaza was paved in granite and etched with a 100-foot map of the world. A sculpture called *The Lone Sailor* (1987) by Stanley Bleifield stood in the northwest quadrant of the map (National Park Service 2007: 10). The plaza was bordered by identical terraced waterfall fountains on the north and vertical jet fountains on the south (National Park Service 2007: 10). "Granite walls edging the southern fountains support relief sculptures, eleven on each fountain, which depict Navy history and life – from the opening of Japan and the Great White Fleet to women in the Navy and Navy medicine. The twenty-two relief panels were completed by eleven different sculptors between 1987 and 1991." (National Park Service 2007: 10). The memorial's open plan maintained the vista along 8<sup>th</sup> Street from the Smithsonian American Art Museum at F Street to the National Archives on the southern side of Pennsylvania Avenue.

#### *Major General Winfield Scott Hancock Statue*

The Major General Winfield Scott Hancock Statue lies directly adjacent to the Navy Memorial at 7<sup>th</sup> Street and Pennsylvania Avenue, atop the Archives-Navy Memorial Metro Station. The nine-foot-tall, seven foot-wide bronze statue was erected at its present location and dedicated in 1896. It stands on a classically inspired, red granite pedestal original to the 1896 installation. In 1987, with the new design of Market Square Park, the memorial was landscaped with grass and trees and a walk of Belgian block pavers. The walkway follows the diagonal former course of Indiana Avenue, and the pavers were recovered when a segment of that street was closed to add area to Market Square Park. Low, metal walk-lights illuminate this pathway. A low granite retaining wall, constructed in 1987, supports the landscaped setting of the statue. (National Park Service 2007: 11).

#### *Franklin Delano Roosevelt Memorial Stone*

One of the first additions to Pennsylvania Avenue after the death of President Kennedy was the installation of the Franklin Delano Roosevelt Memorial Stone located at the corner of the avenue and 9th Street. Designed by architect Eric Gugler, the memorial is comprised of a block of Imperial Danby white marble, 6 feet 10 inches long, 3 feet 8 inches wide, and 3 feet 3 inches high, on which is inscribed "In Memory Of/Franklin Delano/Roosevelt/1882-1945." (Hoover 1993: 107). The memorial was dedicated on April 12, 1965, the twentieth anniversary of Roosevelt's death (Hoover 1993: 21). In May of that year, the plot of land on which the memorial stands was transferred from the General Services Administration (GSA) to the National Park Service (Hoover 1993: 21). In 1992, the bronze

plaque describing the creation of the memorial stone was moved closer to the Pennsylvania Avenue sidewalk and given a new granite base (National Park Service 2007: 201).

*Dr. Benjamin Stephenson Grand Army of the Republic Memorial*

The Dr. Benjamin Stephenson Grand Army of the Republic memorial was placed in this location in 1987 along with the redesign of Indiana Plaza. It sits within a circular plaza paved with a star pattern. Surrounding the circle are three raised planting beds formed by a low granite wall. The wall is marked at intervals by granite blocks topped with granite spheres. Magnolia trees and ivy ground cover surround the circle, and the three entrances are flanked with lampposts. The Stephenson GAR memorial is listed on the National Register of Historic Places and on the District of Columbia Inventory of Historic Sites as part of the Civil War Monuments in Washington, D.C., multiple property listing (September 20, 1978; March 3, 1979).

*John Marshall Park*

John Marshall Park includes several notable pieces of public art. The focal point is a bronze statue of a seated Justice Marshall that was installed near C Street in October 1985. The sculpture is a replica of William Wetmore Story's 1883 statue; the original is located inside the Supreme Court (Goode 2008: 245). Features relating to the life of Marshall, such as inscriptions and plaques and a copy of the sundial from his home in Richmond, Virginia, further animate the park's terraces. A life-size statue of The Chess Players by Lloyd Lillie occupies the wall of the middle terrace. John Marshall Park was dedicated in 1983.

*General George C. Meade Memorial, Meade Plaza*

The General George C. Meade Memorial, a Union hero at Gettysburg, was sculpted by Charles Grafly in 1927 and depicts Meade surrounded by a cast of allegorical figures (Single Entry Report, List of Classified Structures, Meade (General George C.) Statue – Res. 553). It was originally erected at Union Square at the eastern end of the Mall, but was removed in 1966, in order to make way for the Interstate 395 tunnel and the Capitol Reflecting pool (Union Square CLI: 20). After a few years in storage, it was relocated to a location along Pennsylvania Avenue. In 1981, the memorial was moved to become the focal point of the newly created Meade Plaza, created by the realignment of Third Street, Pennsylvania Avenue, and Constitution Avenue in 1981 (Union Square CLI: 20).

Many of the monuments were originally placed at, or near, their current locations on the avenue in the 19<sup>th</sup> or early 20<sup>th</sup> century. During the PADC redevelopment of the street, the majority of these statues and memorials were shifted in location slightly in order to fit their newly designed landscape setting and often times to emphasize a vista along the avenue's axis. All of the monuments and memorials remain where they were placed or built during the period of significance. Upon the U.S. Navy Memorial's dedication, Market Square was transferred to National Park Service jurisdiction, as it had

previously been a public street. The Benjamin Franklin Statue and surrounding plaza is no longer owned or managed by the NPS.

While the structures within Pershing Park remain in their original locations, the circular glass refreshment pavilion is no longer in use and the fountain area no longer functions as a water feature or a skating rink.

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Feature Name	Feature Contribution	LCS Name	LCS Number
General John J. Pershing Memorial (includes Statue, Walls, and Bench)*	Contributing	Pershing (Gen. John J.) Square-Statue-Res.617; Pershing (Gen. John J.) Square-Walls-Res.617;	524017; 046817
Bex Eagle*	Contributing	Pershing (Gen. John J.) Square-Eagle-Res.617	046818
Brigadier General Count Casimir Pulaski (includes Statue, Wall, and Bench)*	Contributing	Pulaski (Count Casimir) Park – Statue – Res. 33; Pulaski (Count Casimir) Park – Wall – Res 33; Pulaski (Count Casimir) Park – Bench (14) – Res 33	007311; 046820; 046819
The United States Navy Memorial (includes Lone Sailor Statue, Fountain, Plaques, Ship Mast, and Map of the World)*	Contributing	U.S. Navy Memorial – Lone Sailor Statue – Res. 36; U.S. Navy Memorial – Fountain (4) – Res. 36; U.S. Navy Memorial – Plaques (22) – Res. 36; U.S. Navy Memorial – Ship Mast – Res. 36; U.S. Navy Memorial – Map of the World –	046842; 046844; 046843; 046845; 046846;

		Res. 36	
Major General Winfield Scott Hancock Memorial (includes Statue, Pathway, and Wall)*	Contributing	Hancock (Winfield Scott) Park – Statue – Res. 36; Hancock (Winfield Scott) Park – Pathway – Res. 36; Hancock (Winfield Scott) Park – Wall – Res. 36	007308; 046823; 046824
Franklin Delano Roosevelt Memorial Stone (includes Memorial Stone and Pathway)*	Contributing	Roosevelt (Franklin D.) Stone – Res 35; Roosevelt (Franklin D.) Stone – Pathway – Res 35	100067; 046822
Dr. Benjamin Stephenson Grand Army of the Republic Memorial*	Contributing	Stephenson (Dr. Benj.) Memorial – Res. 36A	006450
General George C. Meade Memorial	Contributing	Meade (General George C.) Statue – Res. 553	046840

## VIEWS AND VISTAS

### Historic Conditions:

Vistas are one of the most important features of Pennsylvania Avenue. Since the avenue was laid out by L'Enfant in the Plan of 1791, the central portion has provided a physical and symbolic link between the White House, then known as the “President’s House”, and the headquarters of the newly established democratic government or the “Congress House”, what is today the Capitol. The diagonal nature of the avenue, which cuts through a grid of numbered and lettered streets, was intended to further emphasize the direct sightline between these two landmarks. L'Enfant’s plan was inspired by Baroque European cities where diagonal boulevards provided sweeping vistas of monuments and significant buildings. L'Enfant was heavily influenced by his time in France, in particular the urban fabric of Paris and Andre Le Notre’s work at gardens of Versailles (Reps: 8-9).

After L'Enfant was terminated as the city’s planner, many aspects of his grand vision for the capital and Pennsylvania Avenue were neglected in pursuit of the city’s rapid development. The most significant alteration of Pennsylvania Avenue’s vista came in 1836 with the construction of the Treasury Building at the avenue and 15<sup>th</sup> Street. Designed by Robert Mills, the south portico of the

Greek Revival building permanently obstructed the intended axial vista from the Capitol to the White House by obscuring the view of the latter. (Robinson & Associates, Inc., “The Plan of the City of Washington”:60).

By 1962, L'Enfant's primary vista along Pennsylvania Avenue was compromised by the overall deteriorated state of the street. A primary goal of each subsequent PADC plan sought to ameliorate the avenue's lack of visual focus and to further strengthen the historic view along the avenue, through such design guidelines as matching cornice lines and building heights. The vista was further marred by the awkward hodge-podge of triangular traffic islands spread along its length, such as those at the intersection of Pennsylvania Avenue and 14<sup>th</sup> Street (National Park Service, 2007: 187). In addition to the primary vista along Pennsylvania Avenue itself, which runs southeast to northwest, three axial north-south views branching off from the avenue were reinforced during the PADC era. These other vistas are 8<sup>th</sup> Street, Indiana Avenue, and 10<sup>th</sup> street. In their management of the renovation of the streetscape, Sasaki Associates carefully carved out and plotted these views in conjunction with the avenue's landscape plan.

At Indiana Plaza, the design firm of Tippetts-Abbett-McCarthy-Stratton (TAMS) created an entirely new vista by rearranging the previously existing urban fabric, so that the vista west from the intersection of 6<sup>th</sup> Street and C Street would culminate in the Dr. Benjamin Stephenson Grand Army of the Republic Memorial. The statue had stood on Reservation 36A between Indiana Avenue, C Street, and 7<sup>th</sup> Street since 1909, and was relocated to the redesigned plaza in 1988. The statue was moved fifty feet to the south in order to provide a vista of the statue down C Street. The creation of Indiana Plaza also involved the closing of C Street between 6<sup>th</sup> and 7<sup>th</sup> Streets and narrowing Indiana Avenue (Kohler 1996: 143). The northern end of the realigned Indiana Avenue terminates at Old City Hall, now the District of Columbia Superior Court.

Along 8<sup>th</sup> Street, another previously existing view was enhanced by the open design of The U.S. Navy Memorial at Market Square. The memorial maintained the vista linking the Smithsonian American Art Museum and National Portrait Gallery (formerly the Patent Office) at F Street, to the National Archives on the southern side of Pennsylvania Avenue. The National Archives marked the halfway point between the Capitol and the White House, and thus the site was left open for the placement of a fountain in L'Enfant's Plan (National Park Service 2007: 163). While this vista was strengthened by the PADC's landscape plan, it was initially conceived by the McMillan Commission's Plan of 1901-1902, which “attempted to finish and augment the vistas of the L'Enfant Plan” (National Park Service 2007: 88). The National Archives was purposefully built at its current location in order to place it on axis with the Old Patent Office Building, which was constructed in 1836 on the block bound by F and G Streets and 7<sup>th</sup> and 9<sup>th</sup> Streets (National Park Service 2007: 88).

The design of John Marshall Park, which occupies 4<sup>th</sup> Street between Pennsylvania Avenue and C Street, was one of the north-south axes L'Enfant envisioned in the Plan of 1791. This view, however, did not reach its full potential until it was converted into a public landscape during the PADC era. The primary goal of Carol Johnson's design was to maintain and further heighten the integrity of the existing street's open vista, which looked north to George Hadfield's Old City Hall, now the District of Columbia Superior Court (Johnson 2001: 107). The natural north-to-south slope in topography from F Street down to Pennsylvania Avenue facilitated the force of this scenic view. Due to the preservation of this key vista from L'Enfant's plan, the site was deemed a contributing element in the draft National Register Nomination for the "Plan of the City of Washington" and the District of Columbia Inventory of Historic Sites nomination for L'Enfant Plan Elements (Robinson & Associates 2001: 24).

The PADC also clarified two smaller east-west vistas. From the George C. Meade Memorial at the corner of Pennsylvania Avenue and 3<sup>rd</sup> Street, the view along Constitution Avenue west toward the Potomac brings into focus the monumental Classicism of both the Federal Triangle buildings on the north and the buildings of the Smithsonian Institution on the south. The PADC's realignment of Constitution Avenue in the 1980s facilitated this new view from Meade Plaza by strengthening the connection between the Meade Memorial and the Mall and Potomac River to the south.

**Post-Historic and Existing Conditions:**

The view L'Enfant intended along the diagonal avenue was interrupted with the construction of the Treasury Building in 1869. Despite this interference with the western terminus of the avenue's vista, Pennsylvania Avenue has not lost its symbolic power as the openness along the rest of its diagonal vista east towards the Capitol retains integrity. The essential preservation of this view of the Capitol was designated a contributing element within the "Plan of the City of Washington DC" National Register nomination (Robinson Associates/National Park Service: 32). Finally, the views manipulated during the PADC era have not been dramatically altered and maintain Sasaki Associates intended connections between sites.

*Items listed with an (\*) in the tables are described in the National Register documentation.*

Feature Name	Feature Contribution	LCS Name	LCS Number
Axial view from Treasury Building to the Capitol along Pennsylvania Avenue, from southeast to northwest*	Contributing		
Axial view of Smithsonian Museum of Natural History,	Contributing		

along 10 <sup>th</sup> Street, north-south*			
Cross axial view of the National Archives, along 8 <sup>th</sup> Street, north-south*	Contributing		
Axial view towards the Stephenson monument from the intersection of 6 <sup>th</sup> Street and C Street*	Contributing		
Axial view from Pennsylvania Avenue to the District of Columbia Superior Court (formerly Old City Hall) and the National Building Museum, along 4 <sup>th</sup> Street/ John Marshall Park, north-south*	Contributing		
Axial view along Constitution Avenue towards the Potomac River, from Meade Plaza at 3 <sup>rd</sup> Street and Pennsylvania Avenue, east-west (diagonal)*	Contributing		

## CONSTRUCTED WATER FEATURES

### Historic and Existing Conditions:

#### *Temperance Fountain:*

In 1884, a fountain dedicated to the spirit of Temperance was constructed on the northeast corner of 7<sup>th</sup> Street and Pennsylvania Avenue, purposefully located in front of the Apex Liquors Store. The fountain was conceived and sponsored by Dr. Henry Cogswell, who wished to encourage soberness among the patrons of Washington's largest liquor store (Hoover 1993: 31). The structure functioned as an ornamental public drinking fountain, with the intention of providing citizens with an alternative to alcohol beverages. The fountain resembled a miniature open temple, with four granite columns supporting a square, stepped granite canopy topped with a bronze heron (Hoover 1993: 29). Each of the four sides of the fountain was inscribed with words Faith, Temperance, Charity and Hope. Beneath the canopy lay two intertwined dolphins that served as the fountain's faucets. In 1988, during the PADDC era, the Temperance Fountain was dismantled and moved 75 feet north (Hoover 1993: 32)



and incorporated into the newly redesigned Indiana Plaza. When it was reassembled in its new location, the fountain, which had not functioned since 1940, was restored to working order.

*Andrew W. Mellon Memorial Fountain:*

Since 1947, Mellon Park, the triangular plot created by the intersection of Pennsylvania and Constitution avenues at 6<sup>th</sup> Street, has been home to a memorial fountain designed in honor of Andrew W. Mellon. The plot was purposefully chosen because it is adjacent to the National Gallery of Art, an institution that Mellon helped to found in 1936. The memorial itself was designed by Otto R. Eggers of the architecture firm Eggers and Higgins with the sculptor Sidney Waugh, and consisted of a three-tiered bronze fountain atop a pool made of Swenson's Pink Granite (Goode 1974: 144). The lowest of the three bronze bowls was engraved with signs of the zodiac. A granite walkway and high-backed granite bench surrounded the fountain. The fountain was originally set within a landscape designed by the landscape architects Clarke, Rapuano, and Holleran. Mellon Park was dedicated in May 1952.

Today, the above mentioned constructed water features remain extant within the Pennsylvania Avenue cultural landscape. The U.S. Navy Memorial fountain, which is functioning as designed, is in good condition. The Temperance Fountain is in good structural condition, but no longer operates as a public drinking fountain, as the waterline has been sealed and the trough has been removed. The Andrew Mellon Memorial Fountain is currently inoperable, but work is underway to restore the fountain by 2017 for the National Gallery of Art's 80<sup>th</sup> anniversary. The transfer of Mellon Park to the National Gallery of Art is currently in process and will be finalized by the end of 2015.

*Items listed with an (\*) in the tables are described in the National Register documentation. For the purposes of this CLI, features of parks and plazas along Pennsylvania Avenue are not individually listed within feature tables unless they are identified in the List of Classified Structures Database (LCS) or a congressionally authorized monument or memorial.*

Feature Name	Feature Contribution	LCS Name	LCS Number
Temperance Fountain*	Contributing	Temperance Fountain	046825
Andrew W. Mellon Memorial Fountain (includes bench)*	Contributing	Mellon (Andrew) Park – Fountain – Res. 546; Mellon (Andrew) Park	007310; 007309

		- Bench - Res. 546	
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## SMALL SCALE FEATURES

### Historic Conditions:

The small-scale features along Pennsylvania Avenue are the most important characteristic that defines the work that was carried out during PADC tenure. The suite of site furnishings was set in place beginning in 1976, in conjunction with Sasaki Associates' streetscape plan for the avenue. According to Sasaki Associates, their work on Pennsylvania Avenue had three main goals: (1) to enhance, but not distract, from the street's primary vista of the Capitol and Treasury Buildings; (2) to preserve L'Enfant's plan; and (3) create a welcoming atmosphere for pedestrians (Simo 2006: 161). Sasaki designed a unified vocabulary of street furnishings in order to "minimize the impacts of diverse architectural forms" (Simo 2006: 161). This goal was achieved in particular through the implementation of a uniform set of small-scale features, as well as the planting of multiple rows of willow oak trees. In 1980 Sasaki published the "Design Guidelines" for the avenue, which firmly articulated that the "new brick paving on sidewalks and crosswalks, street furniture, lighting, and sculpture will give the avenue a special quality – a linear urban park, providing a grand and dignified setting for ceremonial occasions and lively center of activity for the people of the city... The trees, granite curb, brick paving, and lighting will provide the continuity and consistency necessary to give visual cohesion to the baroque avenue vista" (Sasaki Design Guidelines).

The locations of the various street furnishings were organized so as not to obstruct pedestrian movement along the sidewalks and within crosswalks. Convenient items such as trash receptacles, newspaper vending machines and telephones were placed near intersections, "where people generally congregate" (Sasaki Design Guidelines). The rest of the furnishings (benches and drinking fountains) were located in line with the trees along the avenue in order to minimize their intrusion on pedestrian walking areas. The round benches were installed close to bus stops to maximize the amount of seating for waiting passengers.

The furnishings were painted in three basic colors in order to define their "design family". Bench supports, fire hydrants, police and fire emergency call boxes, all of which were made of cast iron, were painted a brownish gray color. The custom designed modern trash receptacles, newspaper vending machines, telephone booths and bus shelters were painted deep brown. The bicycle racks were bronze. Mailboxes were allowed to remain standard blue ("Final Design for the Street Furniture of Pennsylvania Avenue", Letter to Mr. Anderson W. Barnes, from Reginald W. Griffith, July 31, 1980, Sasaki Archives).

Tree grates designed by the blacksmith Albert Paley, were added at the base of the 700 newly planted willow oaks (Pennsylvania Avenue Development Corporation 1984: 14). Paley was a craftsman known for his large-scale sculptures and architectural metalwork, including the Portal Gates at Renwick Gallery of the Smithsonian Museum of American Art, the PADC tree grates are inspired by the organic forms of the Art Nouveau movement (Kuspit 2006: 11).

In 1981, Sasaki also designed the cast-iron benches with wood slat seats that influenced the entire suite of urban furniture for the avenue. There are two types of these benches; 2-sided and single-sided. Cast iron round benches which encircle some trees, were designed by Albert Paley to compliment the tree grates. Other bench types include wire mesh seats, stone (granite and marble) benches and octagonal benches around trees (Pa Ave EA, NPS, 2013:102).

Drinking fountains and trash receptacles were designed by members of the PADC staff in order to complement Paley's tree grates, and were installed in 1983. The trash receptacle was manufactured by Canterbury Designs, Inc., a California-based company specializing in high-quality streetscape furniture (See Sasaki archives plans for design of trash receptacle). The cast-iron, barrel-shaped trash receptacles, topped by a frieze of open circles, blended so well with the existing streetscape that it became known as the PADC receptacle and continues to be produced by Canterbury today.

Several different types of light fixtures could be found along Pennsylvania Avenue. In addition to modern, twin-headed light fixtures that focus light downward for pedestrians, decorative "Washington Globe" lampposts were installed along the entire avenue. They differ from other lights of this type in that they have an eagle finial. The original Washington Globe lamps were designed for the city in the 1920s to illuminate major city streets and avenues along the Mall and near the memorials. Modern "cobra" lamps illuminate the street itself. These three lamps are laid out in a tiered system with a distinct rhythm in relation to the sidewalk and street. The PADC-era twin-headed lamps and the tall "cobra" streetlights are stepped back from the curb and placed in line with the trees, benches and planters. The historic "Washington Globe" lampposts are consistently placed closer to the street, setting them apart from the straight line of the rest of the street furnishings (Pa Ave EA, NPS, 2013). Four Saratoga lampposts are located outside the White House Visitor Center (NPS; 2006:95).

**Post-Historic and Existing Conditions:**

Various small-scale features have deteriorated in appearance and some have been removed from their original locations. As these features were custom-designed and produced it has proven difficult to manufacture replacements when necessary. This is especially detrimental to the integrity of the entire suite of street furniture, as they have needed numerous repairs with age (Figure 23). Many trees have overgrown their planting beds, causing the Paley-designed tree grates to rise out of place. This has caused a hazard for pedestrians, and most have been removed by the National Park Service.

According to an inventory of the tree grates on Pennsylvania Avenue conducted in May 2013 by the NPS, of a total 433 PADC-designed tree grates, 316 had been removed and of the 117 that were extant, only 32 remain in place and in good condition. The various benches remain largely extant, although their condition has been adversely affected by weather and skateboarders. The lighting features of the cultural landscape remain largely extant although some are damaged.

National Park Serviced directional and information signage and security planters are also ubiquitous along Pennsylvania Avenue. These were not part of the original design and are not in keeping with the aesthetics of the PADC-era small-scale features.

*Items listed with an (\*) in the tables are described in the National Register documentation. For the purposes of this CLI, features of parks and plazas along Pennsylvania Avenue are not individually listed within feature tables unless they are identified in the List of Classified Structures Database (LCS) or a congressionally authorized monument or memorial.*

Feature Name	Feature Contribution	LCS Name	LCS Number
PADC Tiered Lighting*	Contributing		
PADC Site Furnishings (Paley tree grates, benches, trash receptacles, and drinking fountains)*	Contributing		
Pennsylvania Avenue Saratoga Lights (Outside the White House Visitor Center) (2)	Contributing		
Security Planters	Non Contributing		
NPS Directional and Informational signage (includes waysides)	Non Contributing		

## Condition Assessment

**Condition Assessment:** Fair

**Condition Assessment Date:** 2014

**Condition Assessment Explanatory Narrative:**

Pennsylvania Ave, NW, meets the definition of “fair” because it shows clear evidence of minor disturbances and deterioration by natural and/or human forces, and some degree of corrective action is needed within 3-5 years to prevent further harm to its cultural and/or natural values. These impacts include some structural deterioration and deferred maintenance associated with concrete features, including retaining walls, and sinking and lifting of the brick pavers along the avenue’s sidewalks. The refreshment pavilion and fountain/pool at Pershing Park is also no longer operable. Over the years, street trees along the avenue have been removed, but the stumps remain. In addition, the health of many existing trees is compromised due to the trunks having grown into the tree grates. Many grates have also been removed. Skateboarding has damaged stonework, walls, steps, and sculptures in many areas, in particular at Freedom Plaza and Meade Memorial. Finally, since Pennsylvania Avenue is shared by multiples agencies with different management practices, it is difficult to address many interrelated issues that collectively will contribute to a more vibrant and cohesive streetscape. If left to continue without appropriate corrective action, the cumulative effect of the deterioration of many of the landscape characteristics will cause the property to degrade to a poor condition.

**Impacts to Inventory Unit**

Type of Impact	Impact Type – Other	Impact Explanatory Narrative	Internal or External
Impending Development		In 1996, the GSA, NPS and NCPC signed the Memorandum of Agreement which stipulated Pennsylvania Avenue’s future development would comply with the 1974 Plan. This MOA however did not provide a sustainable management structure for the multi-jurisdiction park. Several portions of the park, most recently the Old Post Office, have been taken over by other management partners. In 2001, NCPC’s <i>Memorials and Museums</i>	Internal

		<i>Master Plan</i> also identified Freedom Plaza as a potential site for “additional commemoration”, possibly a memorial to John Adams.	
Structural Deterioration		Many of the park’s concrete features show evidence of spalling, including the retaining walls. Unless addressed, this spalling will continue and cause additional damage that will result in the loss of structural integrity and irreparable damage to the park’s historic concrete features.	Both Internal and External
Removal/Replacement		Many of the trees planted as part of the Sasaki plan and the Paley-designed tree grates have been removed. The tree grates have been removed because often tree roots have outgrown the grates causing them to lift and/or break becoming a safety hazard.	Internal
Adjacent Land		Within this historic district, the District of Columbia manages the roadway, thus making pedestrian bicycling and parking issues on the adjacent sidewalk difficult to resolve.	External
Vandalism, Theft, Arson		Skateboarding activity has damaged paving, steps and walls at Freedom Plaza, the curb, base and steps at the Meade Memorial, and the marble retaining walls at the triangle in front of the National Gallery of Art.	External
Visitation		Grass panels are impacted by the development of social trails caused by visitors. A particularly noticeable trail leads from the Archives Metro Stop just north of the General Winfield Scott Hancock Statue toward	External

		the Navy Memorial.	
Structural Deterioration		The refreshment pavilion and fountain/pool/ice skating rink at Pershing Park are no longer functioning.	Internal
Structural Deterioration		The 8x8 square brick pavers of the sidewalks have in some places begun to sink, lift or separate, which in turn has caused adjacent tree grates to sink or lift.	External
Exposure to Elements		The majority of the wood benches are severely worn: their slats are splintering, the metal bases rusted, and have been further damaged by skateboarders. The custom metal-mesh benches in Pershing Park and John Marshall Park are slightly rusted.	External

## Treatment

### Approved Landscape Treatment

Undetermined

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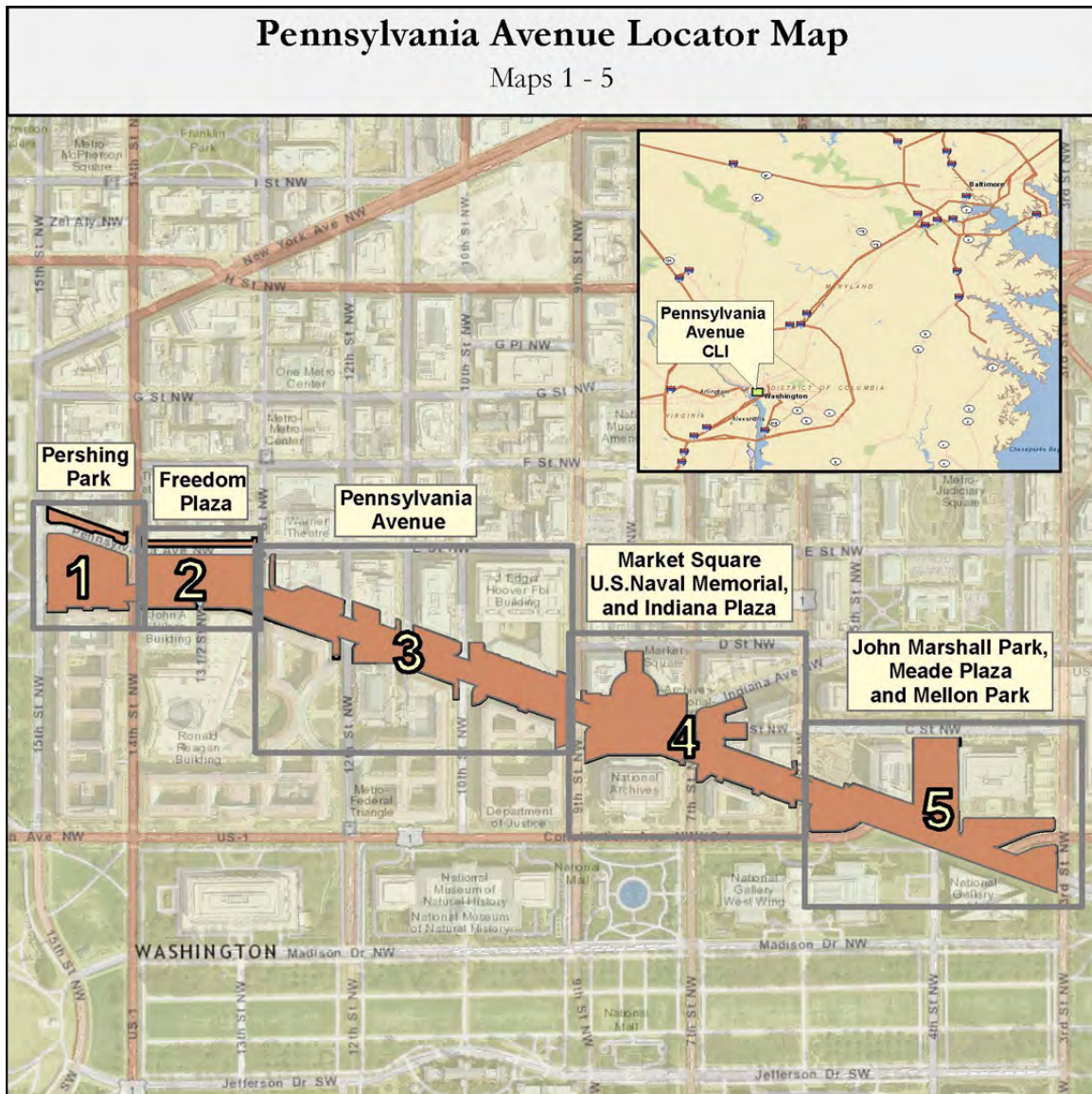
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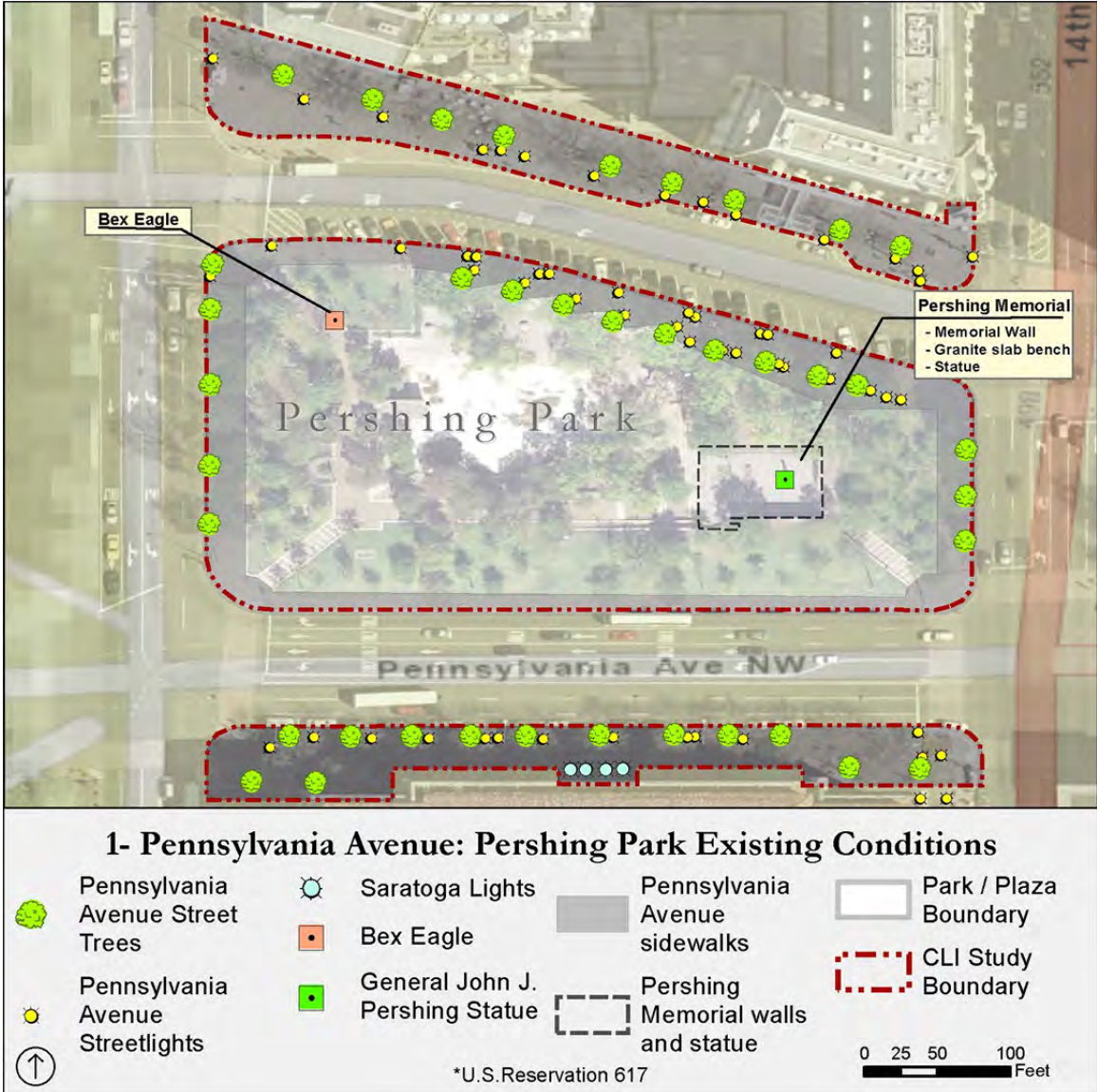
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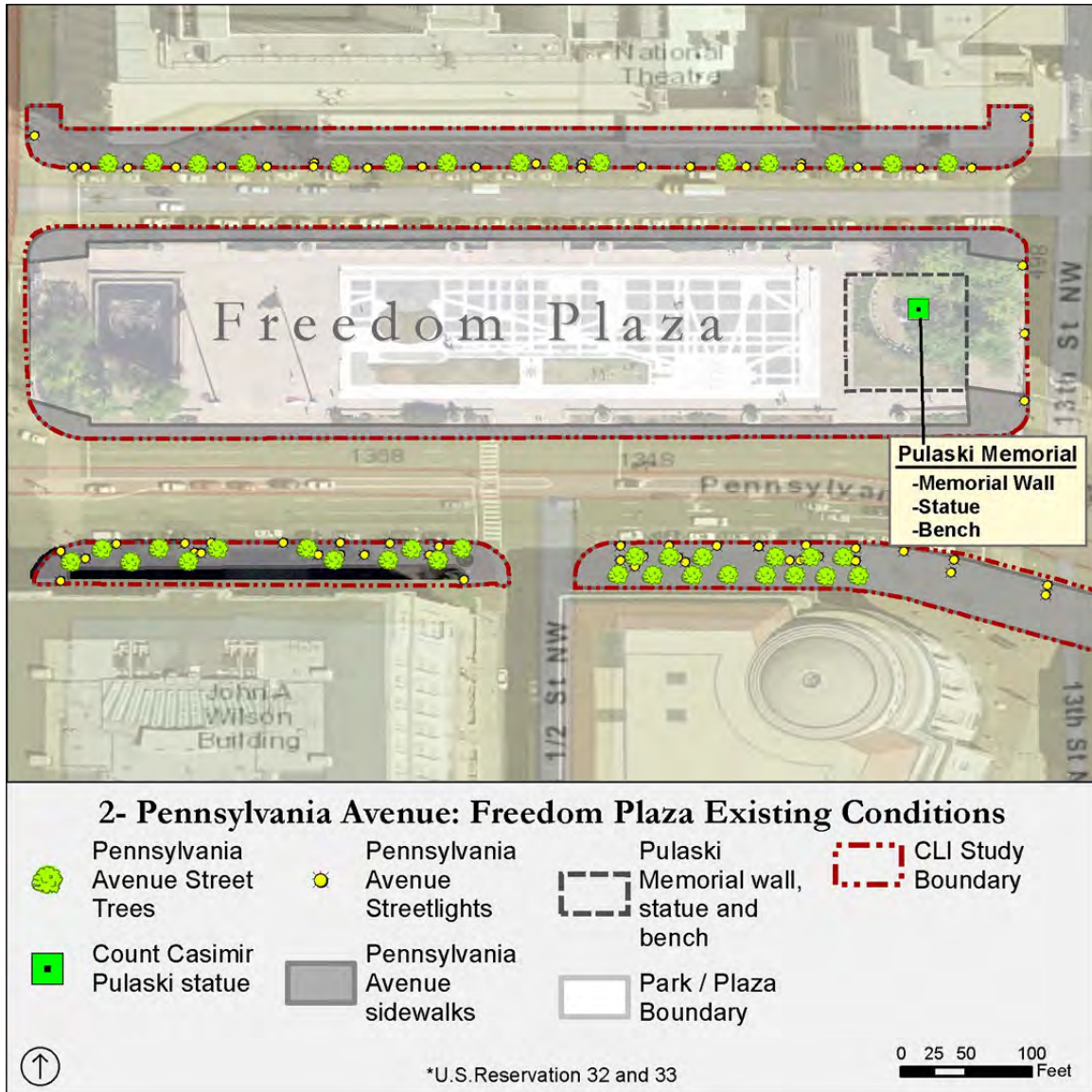
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**Pennsylvania Avenue, NW, CLI Site Plans and Figures**  
Site plan: Overall map (NCPC, NCR 2015).



Site plan: Pershing Park, Map 1 (U.S. Reservation 617) (NCR, 2015).



Site plan: Freedom Plaza, Map 2 (U.S. Reservations 32 and 33) (NCR, 2015).





Site plan: Pennsylvania Avenue, Map 3 (Between 13<sup>th</sup> and 9<sup>th</sup> Streets) (NCR, 2015).



Site plan: Market Square, U.S. Naval Memorial and Indiana Plaza, Map 4 (U.S. Reservations 35, 36, ad 36A) (NCR, 2015).



Site plan: John Marshall Park, Meade Plaza and Mellon Park, Map 5 (U.S. Reservation 553 and Mellon Park 546) (NCR, 2015).

Pennsylvania Avenue, NW-White House to the Capitol  
National Mall and Memorial Parks-L'Enfant Plan Reservations

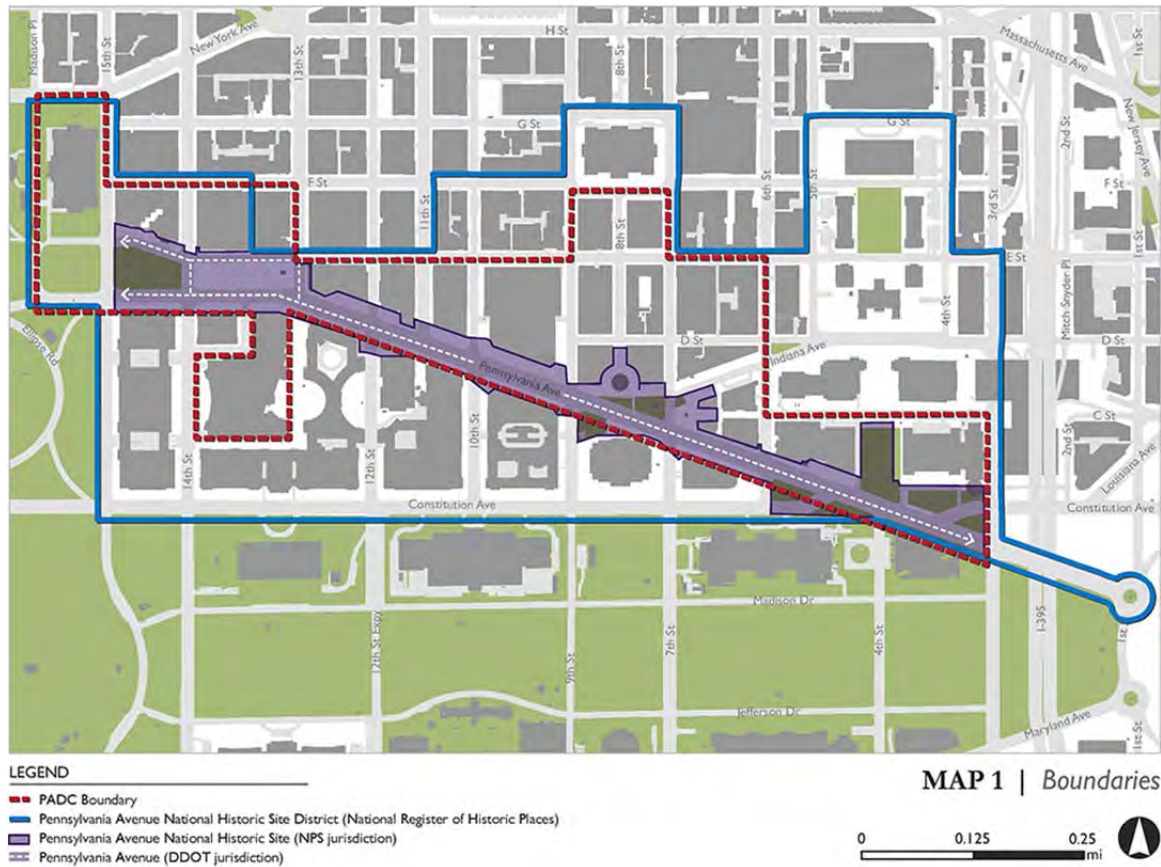


Fig. 1: Boundary map (NCPC, 2015).



Fig. 2: L'Enfant Plan of 1792 (nps.gov)



Jefferson's poplar trees lining Pennsylvania Avenue; "President's House" on Avenue, right rear.

Fig. 3: 1803 View of Jefferson's Poplar trees flanking the avenue (Highsmith)



Fig. 4: 1839, A View of the avenue in a rural state (Highsmith)



Fig. 5: 1853, Horace P. Russ's proposal for the repaving of the avenue, lithograph printed by Endicott & Co. of New York (Highsmith)



Fig. 6: The city celebrated the installation of the new wooden pavement with a two-day carnival held February 20 and 21, 1871, during which President Grant proceeded down the avenue in his carriage (Highsmith)



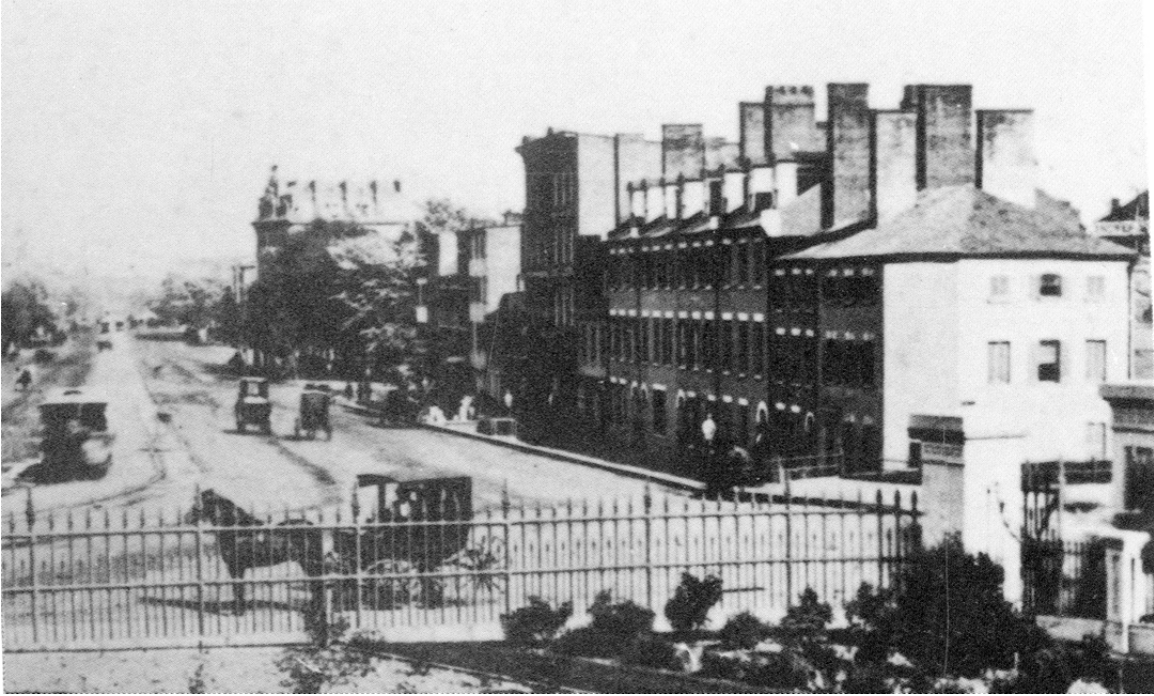


Fig. 7: 1875 view of Federal-style rowhouses along Pennsylvania Avenue which surrounded Poli's theater (Highsmith)



Pennsylvania Avenue seen in 1962 from Treasury Place, before removal of car tracks.

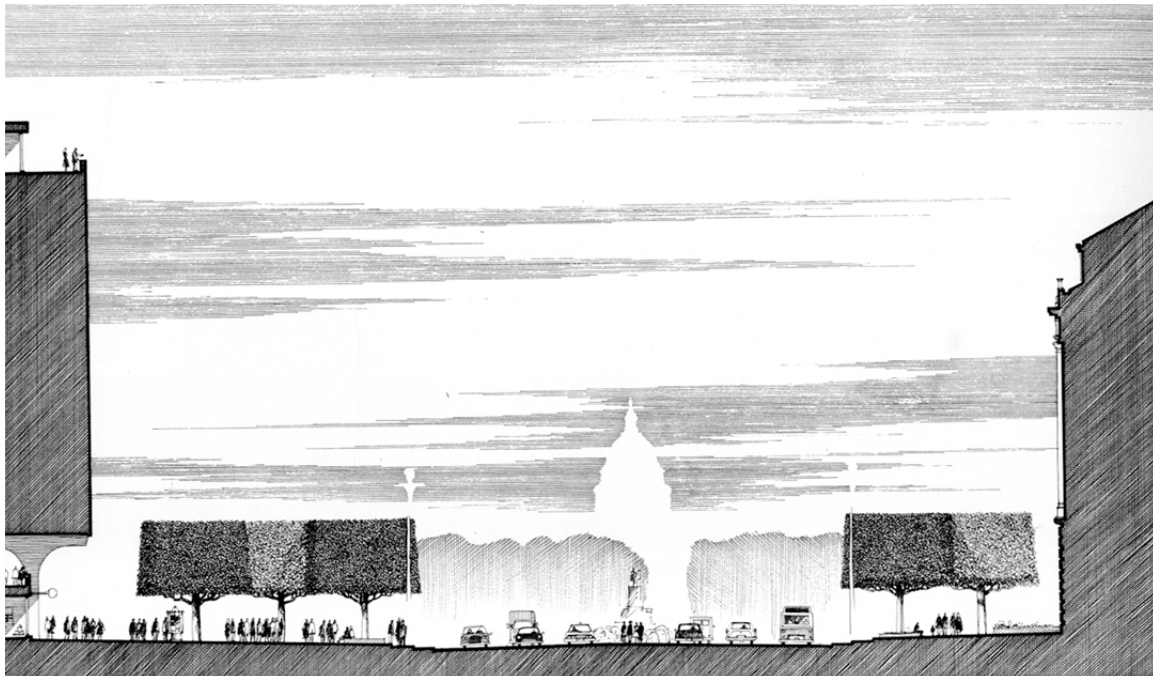
Fig. 8: 1962, view of Pennsylvania Avenue at the time of President Kennedy's inauguration, with streetcar tracks (Highsmith)



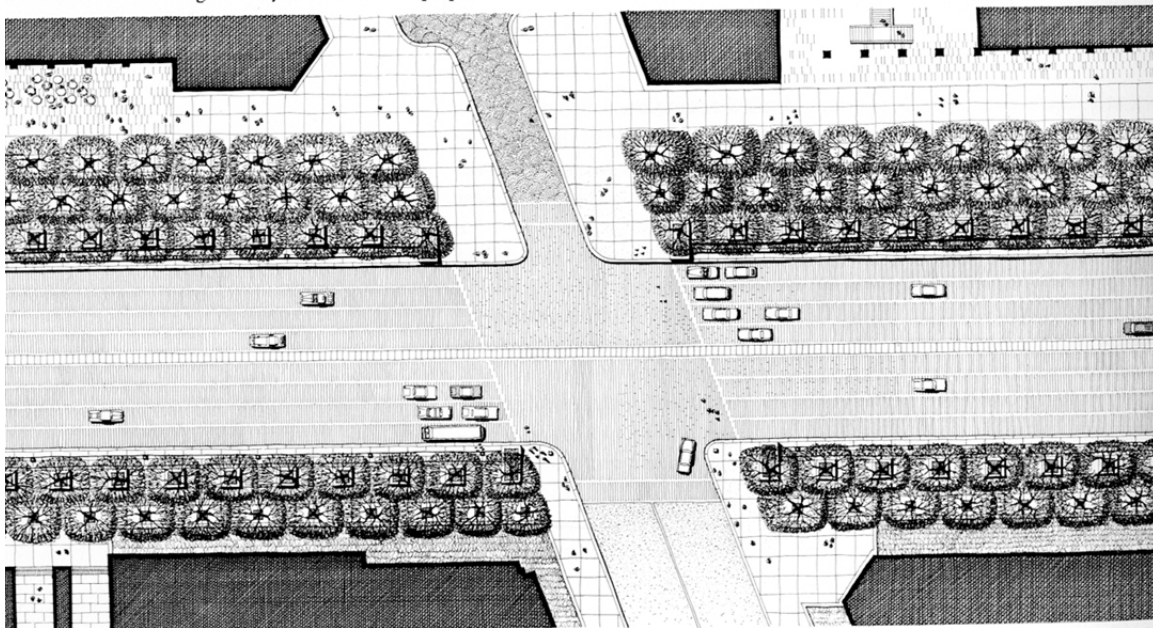
Fig. 9: View of streetcars from 1908 (Highsmith)



Fig. 10: View of the avenue looking west from 9<sup>th</sup> street, January 1963. The north side consisted of small-scale retail in deteriorating 19<sup>th</sup> century buildings while the south side was defined by the monumentality of the Federal Triangle (Highsmith)



1. Vertical section through Pennsylvania Avenue as proposed.



2. Typical crossing plan of Pennsylvania Avenue as proposed.

Fig. 11: Daniel Kiley's basic street tree layout, as published in the 1964 plan (NCPC Archive)

Pennsylvania Avenue, NW-White House to the Capitol  
National Mall and Memorial Parks-L'Enfant Plan Reservations

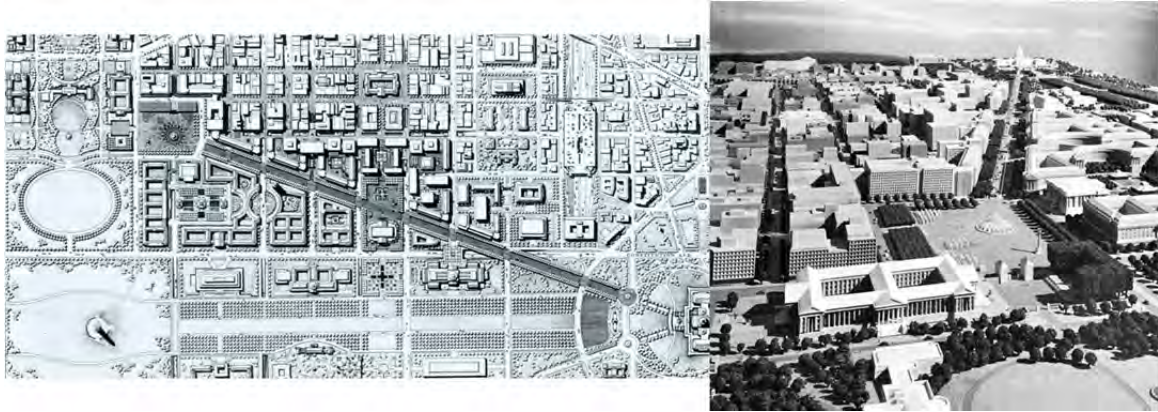


Fig. 12: 1964 Plan; National Square model (Civic Art)

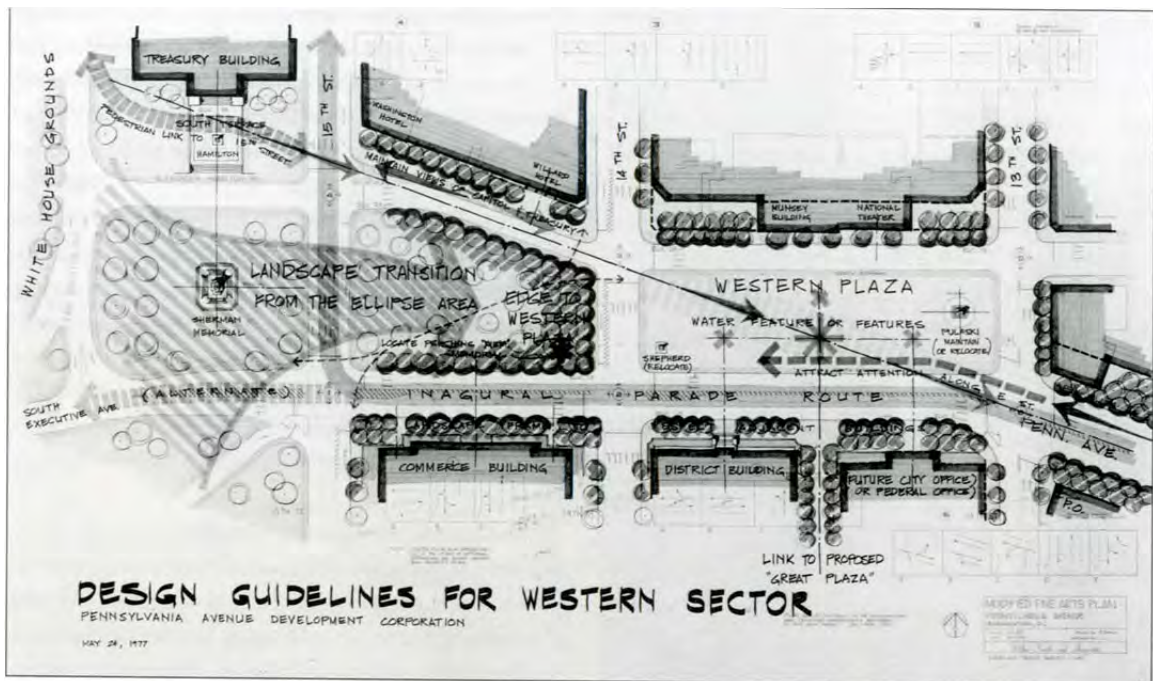


Fig. 13: Design Guidelines (NCPC Archive).



Fig. 14: All Street Furniture: Benches (Sasaki Archive and NCPC Archive); Paley Tree Grates (NCPC Archives); Drinking Fountains and Trash Receptacles; Light fixtures (NCPC)

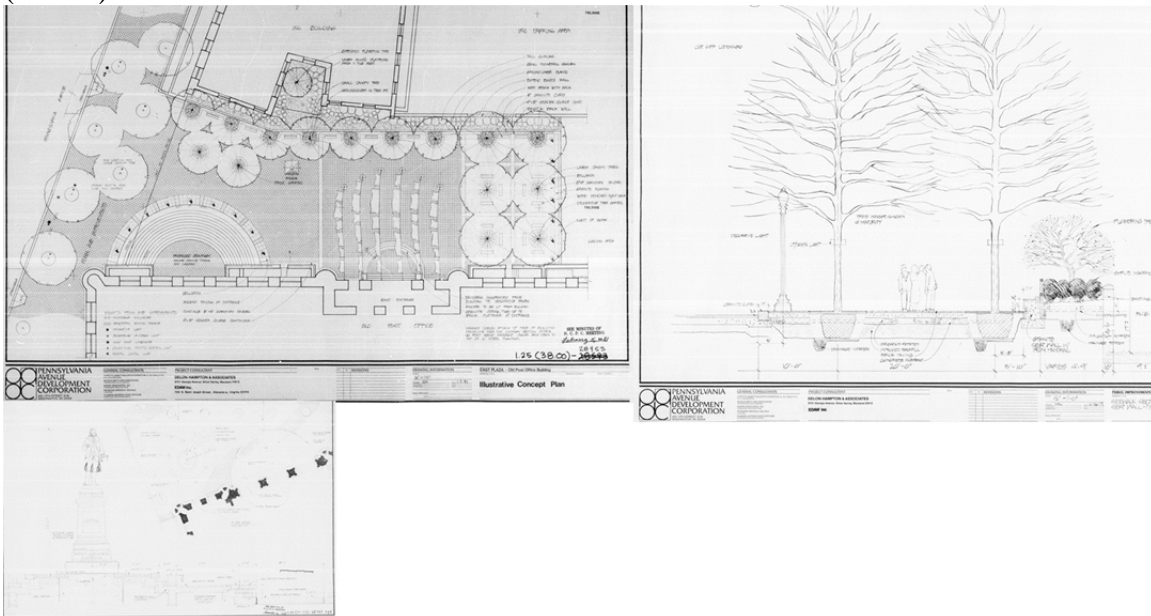


Fig. 15: Old Post Office Plaza Redesign, EDAW; Benjamin Franklin Statue placement (NCPC Archive)

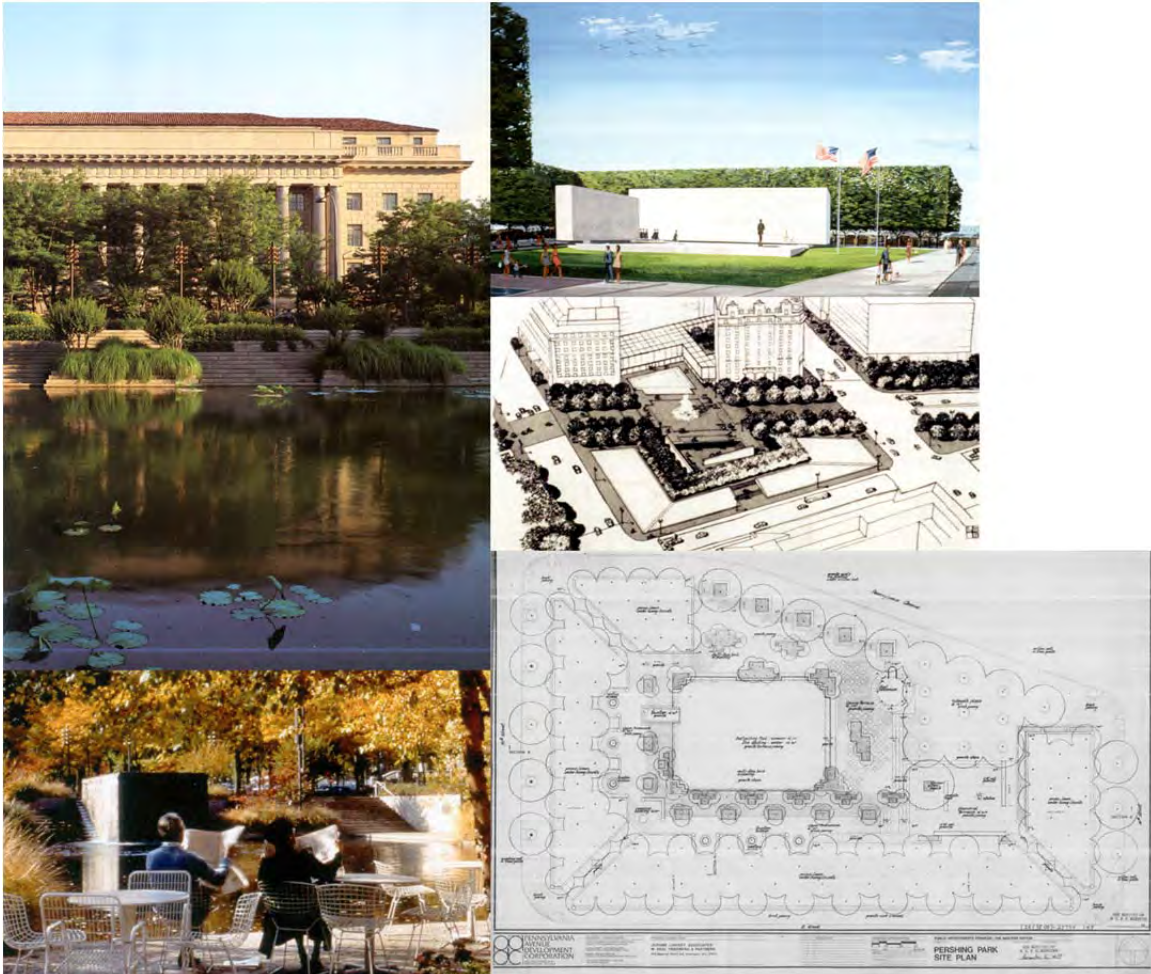


Fig. 16: Pershing Park Montage: Renderings (Civic Art), Plantings (Process Architecture and Highsmith)





Fig. 17: Freedom Plaza Montage: Patton & Venturi Planting Plan, 1978 (Penn Architectural Archives); Model with Richard Serra pylons (Penn Architectural Archives); Oehme and van Sweden's new plantings (Process Architecture)



Fig. 18: Market Square and Naval Memorial: View of National Archives down 8<sup>th</sup> street circa 1960 (Highsmith); View of Market Square and the Naval Memorial present day.

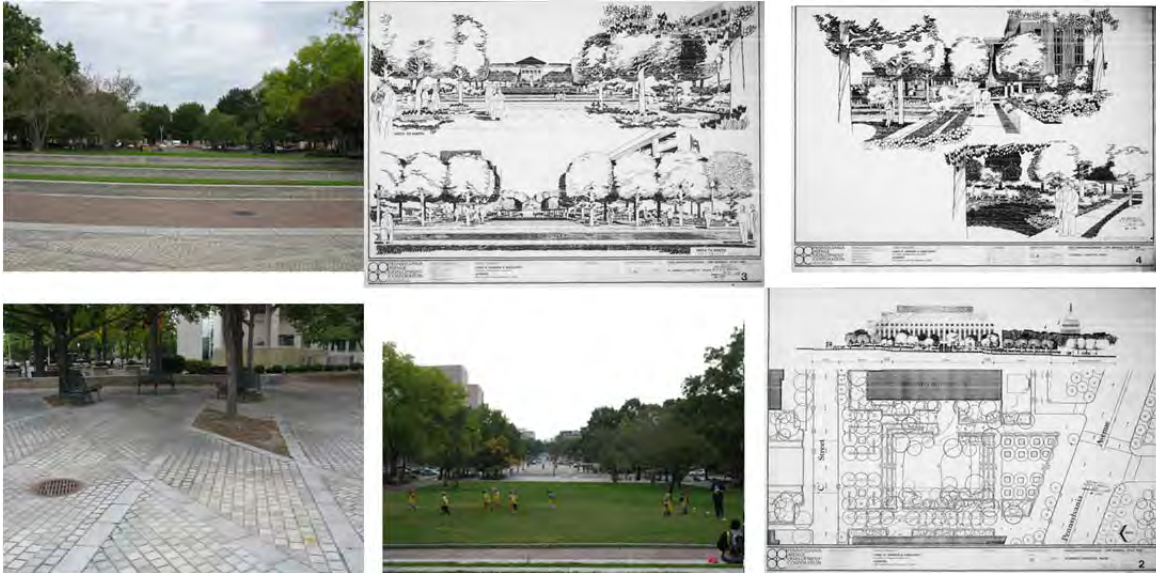


Fig. 19: John Marshall Park Montage: Plans and Renderings (NCPC)' View up the axis of C Street, through John Marshall Park; Land use at John Marshall Park: Soccer

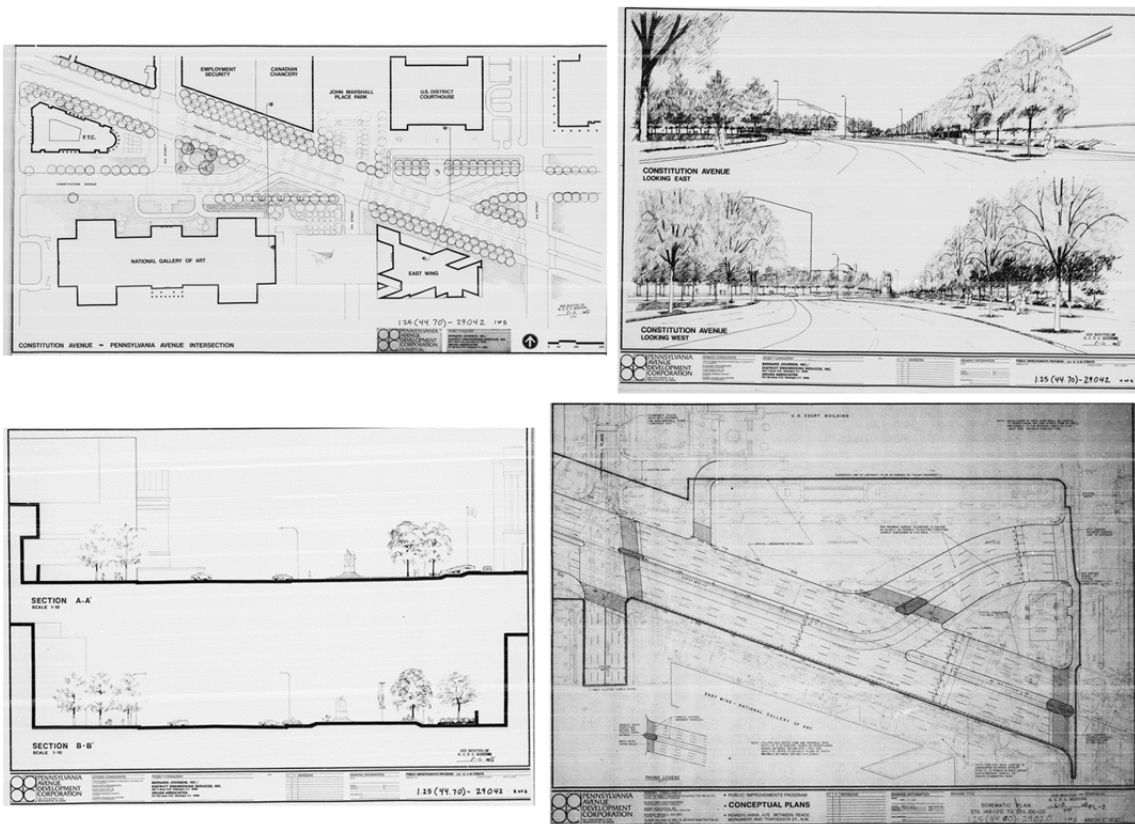


Fig. 20: Realignment of Constitution Avenue (NCPC Archive)



Fig. 21: Between 9th and 13th Streets, and in front of the Canadian Embassy (west of John Marshall Park), the sidewalk is differentiated from the rest of the streetscape in that it is 30 feet wider allowing for a third row of trees. This image illustrates the width of the sidewalk within the block occupied by the J. Edgar Hoover Building, between 9<sup>th</sup> and 10<sup>th</sup> Streets.



Fig. 22: Current Condition of Pennsylvania Avenue Street Trees. Many of the street trees have overgrown their surrounding custom tree grates, and such constriction has negatively impacted the trees' health. In eight cases, unhealthy trees have been removed and only stumps remain.



Fig. 23: Current Condition of Small Scale Features.



# United States Department of the Interior

NATIONAL PARK SERVICE

National Capital Region

1100 Ohio Drive, S.W.

Washington, D.C. 20242

National Capital

Memorandum:

To: Regional Landscape Architect,  
Region

From: Superintendent, National Mall and Memorial Parks

Subject: Statement of Concurrence, Pennsylvania Avenue National Historic Site Cultural  
Landscape Inventory

I, Gay Vietzke, Superintendent of National Mall and Memorial Parks, concur with the findings of the Cultural Landscape Inventory for the Pennsylvania Avenue National Historic Site, including the following specific components:

MANAGEMENT CATEGORY: Must be Preserved and Maintained

CONDITION ASSESSMENT: Fair

**Good:** indicates the inventory unit shows no clear evidence of major negative disturbance and deterioration by natural and/or human forces. The inventory unit's cultural and natural values are as well preserved as can be expected under the given environmental conditions. No immediate corrective action is required to maintain its current condition.

**Fair:** indicates the inventory unit shows clear evidence of minor disturbances and deterioration by natural and/or human forces, and some degree of corrective action is needed within 3-5 years to prevent further harm to its cultural and/or natural values. If left to continue without the appropriate corrective action, the cumulative effect of the deterioration of many of the character defining elements will cause the inventory unit to degrade to a poor condition.

**Poor:** indicates the inventory unit shows clear evidence of major disturbance and rapid deterioration by natural and/or human forces. Immediate corrective action is required to protect and preserve the remaining historical and natural values.

The Cultural Landscapes Inventory for the Pennsylvania Avenue National Historic Site is hereby approved and accepted.

  
Superintendent, National Mall and Memorial Parks

10/29/15  
Date

# PENNSYLVANIA AVENUE NATIONAL HISTORIC SITE CULTURAL LANDSCAPES INVENTORY

List of Contributing and Non-Contributing Characteristics and Associated Features  
October 2015

## ***CONTRIBUTING LANDSCAPE CHARACTERISTICS & ASSOCIATED FEATURES***

The following landscape characteristics and associated features contribute to the site's historic character. *(Note: The features listed below marked with an asterisk (\*) are described in the National Register documentation. For the purposes of this CLI, features of parks and plazas along Pennsylvania Avenue are not individually listed as a feature tables unless they are identified in the List of Classified Structures Database (LCS) or a congressionally authorized monument or memorial.)*

### **Spatial Organization**

#### Associated Features

- \*Pershing Park (U.S. Reservation 617)
- \*Freedom Plaza (U.S. Reservation 32 and 33)
- \*Market Square Park and U.S. Navy Memorial (U.S. Reservation 35 and 36)
- \*Indiana Plaza (U.S. Reservation 36A)
- \*Mellon Park (U.S. Reservation 546)
- \*John Marshall Park
- \*Meade Plaza (U.S. Reservation 553)

### **Land Use**

#### Associated Features

- Commemorative
- Passive Recreation
- Transportation

### **Circulation**

#### Associated Features

- \*Pennsylvania Avenue Sidewalk (varying widths)

### **Vegetation**

#### Associated Features

- \*Pennsylvania Avenue Street Trees (single specimen)

## **Buildings and Structures**

### Associated Features

- \*General John J. Pershing Memorial (includes statue, walls and bench) (LCS#524017 & #046817)
- \*Bex Eagle (LCS#046818)
- \*Brigadier General Count Casimir Pulaski (includes statue, wall, and bench) (LCS #007311, #046820, #046819)
- \*The United States Navy Memorial (includes Lone Sailor Statue, Fountain, Plaques, Ship Mast, and Map of the World) (LCS#046842, #046844, #046843, #046845, #046846)
- \*Major General Winfield Scott Hancock Memorial (includes statue, pathway, and wall) (LCS#007308, #046823, #046824)
- \*Dr. Benjamin Stephenson Grand Army of the Republic Memorial (LCS#006450)
- \*General George C. Meade Memorial (LCS#046840)

## **Views and Vista Features**

### Associated Features

- \* Axial view from Treasury Building to the Capitol along Pennsylvania Avenue, from southeast to northwest
- \* Axial view of Smithsonian Museum of Natural History, along 10th Street, north-south
- \* Cross axial view of the National Archives, along 8th Street, north-south
- \* Axial view towards the Stephenson monument from the intersection of 6th Street and C Street
- \* Axial view from Pennsylvania Avenue to the District of Columbia Superior Court (formerly Old City Hall) and the National Building Museum, along 4th Street/ John Marshall Park, north-south
- \* Axial view along Constitution Avenue towards the Potomac River, from Meade Plaza at 3rd Street and Pennsylvania Avenue, east-west (diagonal)

## **Constructed Water Features**

### Associated Features

- \*Temperance Fountain (LCS#046825)
- \*Andrew W. Mellon Fountain (includes bench) (LCS#007310 & #007309)

## **Small Scale Features**

### Associated Features

- \*PADC Tiered Lighting
- \*PADC Site Furnishings (Paley tree grates, benches, trash receptacles, and drinking fountains)
- Pennsylvania Avenue Saratoga Lights (outside the White House visitor center)

*NON CONTRIBUTING LANDSCAPE CHARACTERISTICS & ASSOCIATED FEATURES*

**Small Scale Features**

Associated Features

Security Planters

NPS Directional and Informational signage (includes waysides)



GOVERNMENT OF THE DISTRICT OF COLUMBIA  
HISTORIC PRESERVATION OFFICE



February 11, 2016

Ms. Perry Wheelock  
Associate Regional Director  
National Park Service - National Capital Region  
1100 Ohio Drive, SW  
Washington, DC 20242

RE: Pennsylvania Avenue NW Cultural Landscape Inventory

Dear Perry:

The D.C. Historic Preservation Office has received and reviewed the final draft of the Pennsylvania Avenue NW Cultural Landscape Inventory (CLI) prepared by the National Park Service. The report addressing Pennsylvania Avenue, NW from the White House to the Capitol is a well-researched document that offers invaluable history on the cultural landscapes of Pennsylvania Avenue. We appreciate the opportunity to review and learn from it.

As described in the report, the CLI includes only those properties owned or managed by the National Park Service along Pennsylvania Avenue, NW, within the NPS park unit named the Pennsylvania Avenue National Historic Site. The CLI identifies landscape features that contribute to the significance of the Pennsylvania Avenue NW cultural landscape, and makes the case that these landscapes, as a coordinated group developed by the Pennsylvania Avenue Development Corporation (PADC), meet the test for National Register eligibility. We believe the CLI supports that conclusion and concur with that determination.

The CLI does not evaluate other cultural landscapes within the larger National Register district called the Pennsylvania Avenue National Historic Site (designated 1966). Many of the cited landscape features noted in the CLI either were not addressed in that nomination (updated 2007), or fall outside of its period of significance.

We understand that the purpose of the CLI is to serve as an independent document that addresses NPS responsibilities for evaluation of National Register-eligible properties within its jurisdiction. We anticipate that it will serve as an excellent foundation for those duties. It is also an important first step toward a more complete evaluation of the entire Pennsylvania Avenue development project, both in its public improvements and real estate development components. However, we are not encouraging a further evaluation of or amendment to the National Register nomination at this time. The 1974 Pennsylvania Avenue Plan is still being implemented, most recently with

the FBI Building redevelopment, and we do not believe sufficient perspective of time yet exists for addressing the eligibility of PADDC's building program or of properties developed under its auspices.

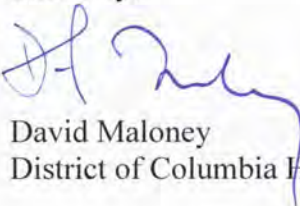
We very much appreciate your working so closely with our office on this document, as well as your continuing patience as we have considered its findings carefully from the standpoint of various SHPO responsibilities. As discussed recently with your staff, one of our primary concerns has been to avoid public and professional confusion by using terminology that distinguishes the cultural landscape along Pennsylvania Avenue, as evaluated in this document, from the remainder of the historic site listed in the National Register.

We have also suggested that the significance for the Pennsylvania Avenue NW cultural landscape from 1962 to 1996 should be considered to include its relevance to the growing influence of the historic preservation movement both nationally and locally. Preservation concerns significantly influenced the evolution of the landscape designs, as they simultaneously had even greater influence on the buildings developed along the Avenue. The abandonment of the proposed National Square, successive modifications to the sidewalk widening plans, and the Aleksandra Kasuba sidewalk art installation highlighting the restored Old Post Office are among those changes that took place under the national spotlight of changes to the "nation's Main Street." A fuller evaluation of those historic preservation issues should to await a future update of the National Register nomination.

The DC SHPO concurs with the Pennsylvania Avenue CLI and these findings:

- The Pennsylvania Avenue NW Cultural Landscape retains integrity to its period of significance, 1791-1996.
- The Pennsylvania Avenue NW Cultural Landscape is significant under Criteria A and C, and under Criterion Consideration G.
- The areas of significance are community planning and development, and landscape architecture
- The current landscape principally reflects the redevelopment of the Avenue within the last fifty years as a showcase exemplifying a modern and post-modern transformation of America's "Main Street" under the direction of the Pennsylvania Avenue Development Corporation and the presidential commissions that preceded it.
- The enumerated list of cultural landscape resources of the Pennsylvania Avenue NW CLI retain integrity and contribute to its historic character (see list).

Sincerely,



David Maloney  
District of Columbia Historic Preservation Officer

**Pennsylvania Avenue Cultural Landscapes Inventory**  
**List of Contributing and Non-Contributing Characteristics and Associated Features**

**Spatial Organization—Associated Features**

Pershing Park (U.S. Reservation 617)  
Freedom Plaza (U.S. Reservation 32 and 33)  
Market Square and U.S. Navy Memorial (U.S. Reservation 35 and 36)  
Indiana Plaza (U.S. Reservation 36A)  
Mellon Park (U.S. Reservation 546)  
John Marshall Park  
Meade Plaza (U.S. Reservation 553)

**Land Use—Associated Features**

Commemorative  
Passive Recreation  
Transportation

**Circulation—Associated Features**

Pennsylvania Avenue Sidewalk (varying widths)

**Vegetation—Associated Features**

Pennsylvania Avenue Street Trees (single specimen)

**Buildings and Structures—Associated Features**

General John J. Pershing Memorial (including statue, walls and bench)  
Bex Eagle  
Brigadier General Count Casimir Pulaski (including statue, walls and bench)  
The United States Navy Memorial (including Lone Sailor Statue, Fountain, Plaques, Ship Mast, and Map of the World)  
Major General Winfield Scott Hancock Memorial (including statue, pathway, and wall)  
Dr. Benjamin Stephenson Grand Army of the Republic Memorial  
General George C. Meade Memorial

**View and Vistas—Associated Features**

Reciprocal views between the White House and the Capitol along Pennsylvania Avenue, from northwest to southeast and vice versa  
View of Smithsonian Museum of Natural History, along 10<sup>th</sup> Street, north-south  
Reciprocal views between the National Archives and Patent Office, north-south along the 8<sup>th</sup> Street cross-axis of the L'Enfant Plan  
View towards the Stephenson monument from the east along C Street, NW  
View from Pennsylvania Avenue to the District of Columbia Superior Court and the National Building Museum, along 4<sup>th</sup> Street/John Marshall Park, north-south  
Views along Constitution Avenue, east towards Capitol Hill and west towards the Potomac River, from Meade Plaza at 3<sup>rd</sup> Street and Pennsylvania Avenue