

FOUNDATION STATEMENT FOR THE NATIONAL MALL AND PENNSYLVANIA AVENUE NATIONAL HISTORIC PARK

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FOUNDATIONS FOR PLANNING AND MANAGEMENT

As parks begin planning for their future, it is imperative that everyone has a shared understanding of what is most important about the park, as identified in its purpose, significance, fundamental resources and values, and primary interpretive themes. It is also important to identify the constraints of special mandates on planning and management. The foundation statement is the first step of the National Park Service’s planning process, and its purpose is to help ensure that planning and management stay focused on what is most important. All alternatives to be considered in the planning process

must be consistent with and contribute to fulfilling the park’s purpose, significance, and mandates.

- **Purpose:** The park purpose is the specific reason that a particular park was established by Congress or the president. Statements of the park’s purpose are grounded in a thorough analysis of the park’s establishing legislation (or executive order) and legislative history, including studies prior to authorization. Purpose statements may go beyond a restatement of the law to document shared assumptions about what the law means in terms specific to the park.
- **Significance:** Park significance statements express why the park’s resources and values are important enough to warrant national park designation. Significance statements capture the essence of the park’s importance to our nation’s heritage. Statements of the park’s significance describe why an area is important within a global, national, regional, and systemwide context, and they are directly linked to the purpose of the park. These statements are substantiated by data or consensus, and they reflect the most current scientific or scholarly inquiry and cultural perceptions, which may have changed since the park’s establishment. Defining the park’s significance helps to identify the foundations for planning and values so that managers can make decisions that preserve the resources and values for which the park was established or that are necessary to accomplish the park’s mission.
- **Fundamental Resources and Values:** These are the most important ideas, tangible resources, or intangible values to be communicated to the public about a park and that warrant primary consideration during planning and management because they contribute to significance and are critical to

achieving the park's purpose. For the National Mall plan and other NPS planning, a fundamental resource and value is one that was specifically sanctioned by Congress in legislation (such as for a memorial or monument), an important element or remnant of one of the comprehensive plans (such as the L'Enfant plan), or an element without which the National Mall or Pennsylvania Avenue National Historic Park would be greatly diminished.

- **Primary Interpretive Themes:** These are the major messages that visitors to a park should receive during their visit, and they connect park resources to relevant ideas, meanings, concepts, contexts, beliefs, and values. They support the desired interpretive outcome of increasing visitor understanding and appreciation of the significance of the park's resources. Primary interpretive themes are based on the park's purpose and significance.
- **Other Important Resources and Values:** Additional resources and values may have particular importance and warrant special consideration during general management planning, even though they do not contribute directly to the purpose and significance of the park.

The above five foundational elements for the National Mall plan were developed as part of a Foundation Workshop for the larger National Mall & Memorial Parks held in July 2006. Only those foundation elements related to the National Mall plan are contained in this report.

THE NATIONAL MALL & MEMORIAL PARKS

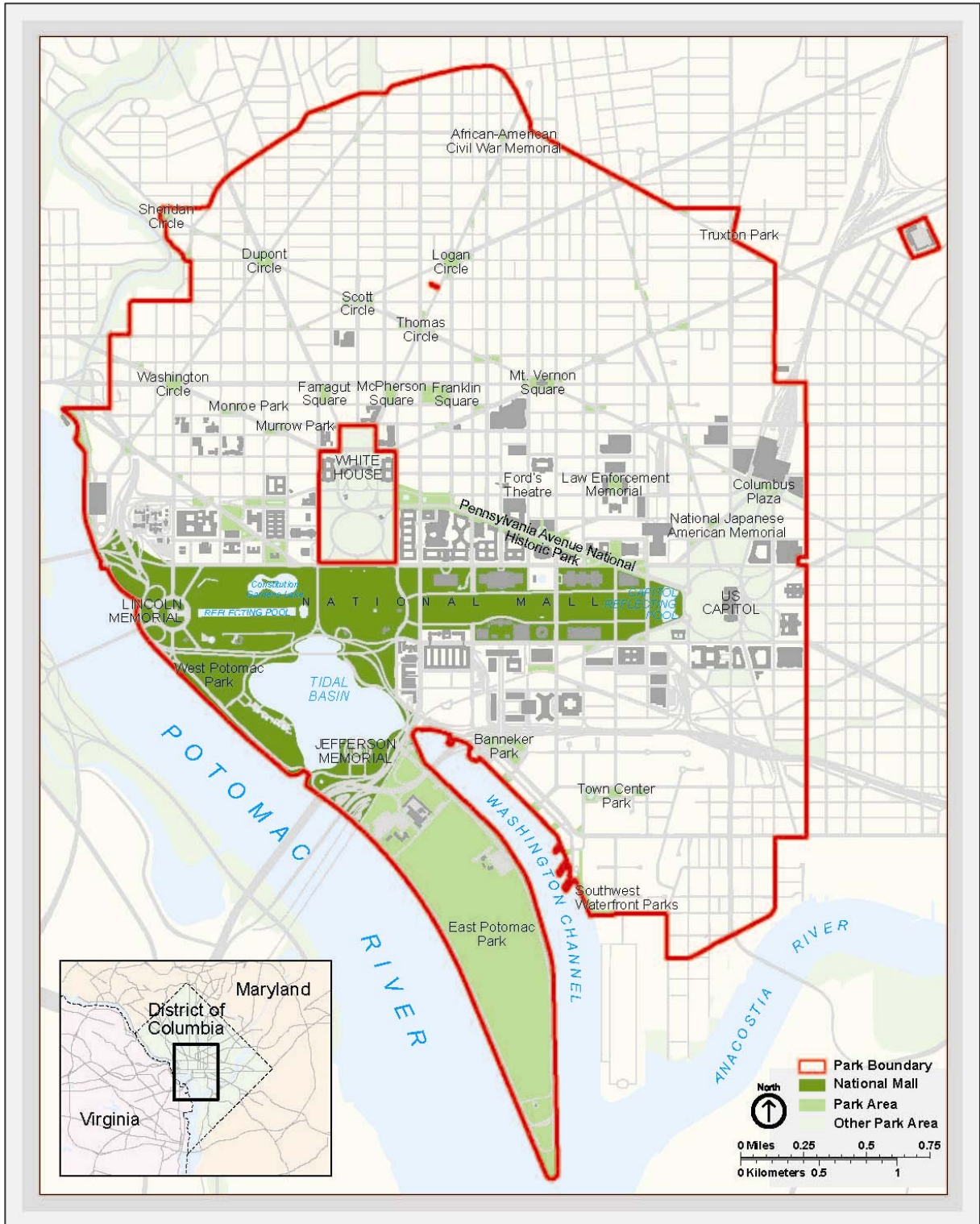
The first step in developing foundation elements for the National Mall plan is to understand the purpose and significance of the National Mall & Memorial Parks (the area managed by the National Mall & Memorial Parks is shown on the accompanying map). The National Mall & Memorial Parks includes the National Mall and Pennsylvania Avenue National Historic Park, as well as sites unrelated to

this planning effort, such as Ford's Theater National Historic Site and numerous circles and squares throughout the city containing monuments, memorials, and fountains, such as those at DuPont, Logan, and Washington circles.

Purpose

The purposes of the National Mall & Memorial Parks are to

- Preserve, interpret, and manage federal park lands in the national capital on the land delineated by the L'Enfant plan and the 1902 *Senate Park Improvement Plan* (commonly referred to as the McMillan plan), including green spaces, vistas, monuments, memorials, statues, historic sites, cultural landscapes, and natural and recreation areas. (Source: L'Enfant and McMillan plans, Potomac Park 1897 legislation, NPS Organic Act, 1933 act transferring D.C. parks to NPS administration, and other implementing legislation.)
- Preserve places where important events in U.S. history occurred (e.g., Ford's Theater, the Petersen House, Pennsylvania Avenue).
- Provide opportunities for visitor contemplation, celebration, commemoration, citizen participation, recreation, and demonstration, where the full expression of the constitutional rights of speech and peaceful assembly occur. (Source: DC Circuit Court, *U.S. Code*, and *Code of Federal Regulations*.)
- Maintain space for the symbols and icons of our nation and its ideals (e.g., equality, freedom, and democracy). (Source: Commemorative Works Act as amended, DC Circuit Court.)
- "Washington, D.C. is more than the seat of government and residence of nearly one million citizens. It is a second home to every American, and the symbol of this nation to the world." (Source: House *Congressional Record* October 14, 1972, p. 36439 related to 1972 Pennsylvania Avenue Development Corporation Act, Public Law 92-578.)



Significance

The National Mall & Memorial Parks are significant because

- The areas under NPS stewardship are some of the oldest public lands in our nation, dating from 1791 when the District was established; the L'Enfant plan guided the creation and development of park areas.
- Much of the area managed by the National Mall & Memorial Parks reflects the physical expression of historic L'Enfant and McMillan plans for the federal city.
 - The L'Enfant plan of the capital represents the states as bound together by the constitutional authority.
- The areas managed by the National Mall & Memorial Parks are vital components of the historic federal city — the singular designed urban core that from inception has physically expressed its political role as the American national capital city and seat of government.
 - The park retains the major design features of the historic plan of Washington, the sole American example of a comprehensive baroque city plan with a coordinated system of radiating avenues, parks, and vistas laid over an orthogonal grid, which was both symbolic and innovative for the new nation.
 - The 1902 McMillan plan, the first comprehensive plan for modern city development, resulted in the most elegant example of City Beautiful tenets.
 - The McMillan plan conceived ideas for West Potomac Park on the reclaimed Potomac Flats with gardens and spaces for commemoration. (Source: Senate Park Commission Report, sec. 8, p. 32–33).
 - In the 1870s a major public works project enclosed Tiber Creek within the sewer system and created West Potomac Park
- The National Mall & Memorial Parks preserve the stage upon which historic events of national significance occurred, such as the assassination of Lincoln at Ford's Theater and the "I Have a Dream" speech of Dr. Martin Luther King Jr. at the Lincoln Memorial.
- The iconography, architecture, and open spaces within the National Mall & Memorial Parks are a source of national pride and symbolize our cherished values and ideals, and they commemorate individuals and events that symbolize our cherished values and ideals: democracy, freedom, justice, compassion, equality, unity, diversity, service, healing, citizenship, civil rights, liberty, service, dedication, courage, sacrifice, innovation, unity, and diversity, as well as struggles of the international community for freedom and democracy. A visit to the park sites is a pilgrimage to find inspiration among the principal symbols of America's heritage.
- The National Mall & Memorial Parks are the setting for national celebrations, parades, festivals, ceremonies, and rallies, as well as local and regional events.
- The National Mall & Memorial Parks comprise a globally recognized platform to exercise democratic First Amendment rights.
- The states within our nation are illustrated in:
 - street names and layout from the L'Enfant plan and successor plans
 - state stones in the Washington Monument
 - state listings on the Lincoln Memorial façade, the World War II Memorial, and the 56 Signers of the Declaration of Independence
 - state flags at Columbus Circle

- African American personages, history, and events have taken place or are commemorated here (Benjamin Banneker, Pearl Incident, segregation and desegregation, Marian Anderson, 1963 March of Washington, Dr. Martin Luther King Jr., Rosa Parks state funeral, headquarters of the National Council of Negro Women).
- The District of Columbia, as the capital of the nation, is an international city that is a melting pot where many cultures and languages come together.

Fundamental Resources

- The landmark L'Enfant and McMillan plans, which have become preeminent international examples of land use planning and design.
 - The plan of the City of Washington was designed in 1791 by Pierre L'Enfant and was mapped the following year by Andrew Ellicott. The L'Enfant plan, a 200-year-old plus baroque city plan, has a coordinated system of radiating avenues, parks, and vistas laid over a grid road system. Vistas for the most part relate to the course of avenues, street grid, monuments, and sites within the parks and the airspace up to the legal height-limit of Washington, D.C.
 - The McMillan plan components called out in subsequent law include the Lincoln Memorial and the Reflecting Pool, a site for a hero (the Thomas Jefferson Memorial), and the Arlington Memorial Bridge.
- Numerous authorized commemorative sites, such as Ford's Theater National Historic Site, Pershing Park, Freedom Plaza, U.S. Navy Memorial, General Meade statue, the Mellon fountain, Franklin D. Roosevelt Memorial, Franklin statue, Pulaski statue, General Pershing statue.

Fundamental Values

- Park aesthetics, which contribute to the character of the capital city and its relationship with the people of the United States.
- Monuments and memorials that honor individuals and events and that reflect the core values of the country (citizenship, freedom, diversity, equality, civil rights, liberty, service, dedication, courage, sacrifice, innovation, unity, emotional healing, and struggles of the international community for freedom and democracy).
- Citizenship activities, visitor enjoyment, educational and recreational activities, as defined by the Constitution, laws, regulations, and judicial rulings.
- Opportunities for personal or emotional connections to the park.
- Public access and ownership and a sense of belonging.

Primary Interpretive Themes

- The national capital belongs to all citizens, and it provides citizens a sense of belonging to a nation.
- The National Mall & Memorial Parks tell stories about ideas, people, and events that have changed and guided our nation and that are commemorated here.
- The National Mall & Memorial Parks sites offer fundamental citizenship experiences so that all may understand, celebrate, and participate in being American.
- The National Mall & Memorial Parks provide the stage where constitutional rights of speech and peaceful assembly find their fullest expression.
- The L'Enfant and McMillan plans guided city development.
- The park is a national park, part of the larger national park system of public ownership and stewardship of America's treasures.

Other Important Resources and Values

- The river systems surrounding the park are critical to the city’s setting. The confluence of the Potomac and Anacostia rivers is at Hains Point.
- Park roads generally provide scenic driving experiences and open and unimpeded access across public land in the middle of the District of Columbia, in accordance with historic plans.

THE NATIONAL MALL

The National Mall stretches from the grounds of the U.S. Capitol west to the Potomac River, and from the Thomas Jefferson Memorial north to Constitution Avenue. It is home to the great symbols of our country — national icons such as the Washington Monument, the Lincoln Memorial, and the Thomas Jefferson Memorial. It also includes memorials to the veterans of Vietnam, the Korean War, and World War II, as well as lesser known memorials to American heroes, such as the 56 signers of the Declaration of Independence, George Mason, and John Paul Jones. The National Mall also boasts beautiful open spaces such as the Tidal Basin, where the blossoming of thousands of cherry trees heralds spring. (Note: The museums and facilities of the National Gallery of Art and the Smithsonian Institution, as well as the U.S. Department of Agriculture, line the eastern end of the National Mall. They are commonly referred to as being on the National Mall. However, they are not managed by the National Park Service).

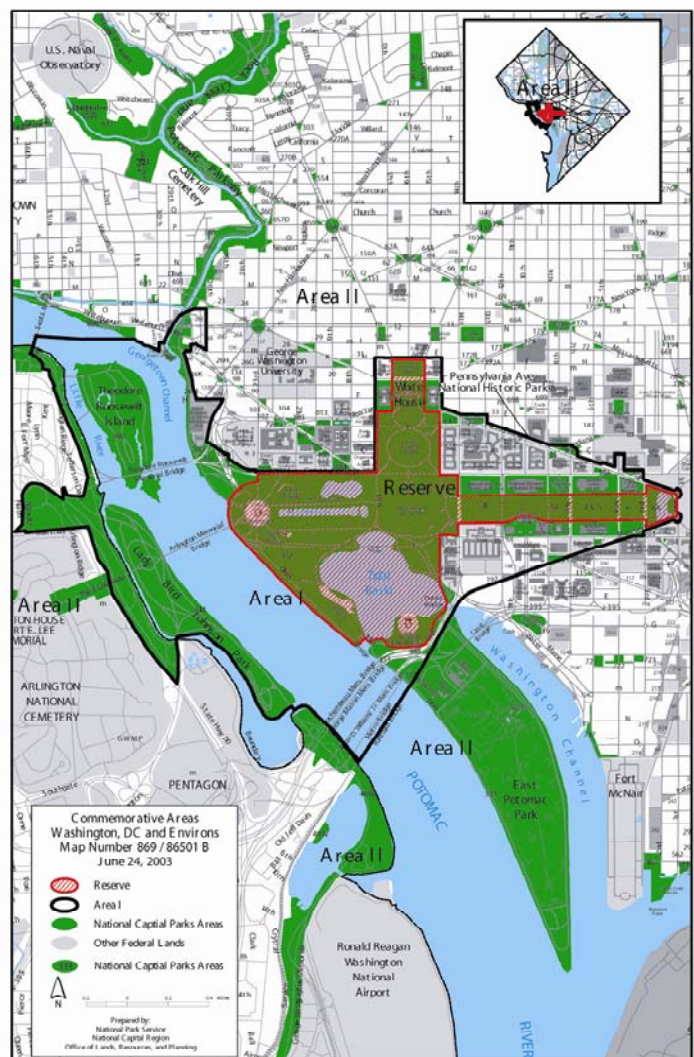
Purpose

The purposes of the National Mall are to

- Provide a monumental, dignified, and symbolic setting for the governmental structures, museums and national memorials as first delineated by the L’Enfant plan and further out-

lined in the McMillan plan. (Source: L’Enfant and McMillan plans.)

- Maintain and provide for the use of the National Mall with its public promenades as a completed work of civic art, a designed historic landscape providing extraordinary vistas to symbols of our nation. (Source: L’Enfant and McMillan plans, Commemorative Works Act, as amended.)
- Maintain National Mall commemorative works (memorials, monuments, statues, sites, gardens) that honor presidential legacies, distinguished public figures, ideas, events, and military and civilian sacrifices and contributions. (Source: various pieces of authorizing legislation.)



- Forever retain the West Potomac Park section of the National Mall as a public park for recreation and enjoyment of the people. (Source: Potomac Park 1897 legislation.)
- Maintain the National Mall in the heart of our nation’s capital as a stage for national events and a preeminent national civic space for public gatherings because “it is here that the constitutional rights of speech and peaceful assembly find their fullest expression.” (Source: D.C. Circuit Court, *U.S. Code, Code of Federal Regulations*.)
- Maintain the National Mall as an area free of commercial advertising while retaining the ability to recognize sponsors. (Sources: Commemorative Works Act, as amended, *NPS Management Policies*, and Director’s Orders.)
- *The National Mall is an inclusive and open environment where we celebrate our national identity and important events.* The National Mall, the nation’s foremost civic space, is the primary location for political demonstrations, First Amendment activities, rallies, parades, and numerous festivals. Visitors of every race, nationality, and faith come to the National Mall to celebrate, commemorate, demonstrate, or just have fun.
- *The National Mall is a preeminent national landscape, and its history and appearance have been enriched by gifts to the United States from other countries.* It is a combination of formal designed areas, such as the Mall and the grounds of the Washington Monument, and naturalistic areas, such as the Tidal Basin and West Potomac Park. Various trees and gardens symbolize cultural and diplomatic exchanges and gifts from other nations — such as the Japanese cherry trees, pagoda, and lantern, and the German-American Friendship Garden.
- *The National Mall is the center of our nation’s cultural heritage.* The National Mall is surrounded by many of the country’s most significant educational and cultural institutions, including the national museums of the Smithsonian Institution and the National Gallery of Art, along with the nearby National Archives, the U.S. Bureau of Engraving and Printing, and the U.S. Holocaust Memorial Museum.

Significance

The National Mall is significant for the following reasons:

- *The National Mall is the home to the enduring symbols of our country.* It provides an inspiring setting for memorials, the backdrop for the legislative and executive branches of our government, as well as a visual connection between the branches of government, represented by the United States Capitol and the White House. The National Mall’s monuments, memorials, statues, and other commemorative works honor important personages, historical events, and the ideals of democracy. As a result, it offers emotional and intellectual connections that affect our national perceptions, consciousness, and identity.
- *The National Mall is the heart of our nation’s capital and has endured since the city’s original design by Pierre L’Enfant over 200 years ago.* The form and character of our planned national capital still reflect the historic L’Enfant and McMillan plans.

Fundamental Resources

Primary Memorials:

- Franklin Delano Roosevelt Memorial
- Korean War Veterans Memorial
- Lincoln Memorial and Reflecting Pool
- Thomas Jefferson Memorial
- Washington Monument
- World War II Memorial

- Ulysses S. Grant Memorial
- Vietnam Veterans Memorial, “In Memory” plaque, *The Three Servicemen* statue, *Vietnam Women’s Memorial*, catalog listing of names listed on the wall, the flagpole

Secondary Memorials:

- 56 Signers of the Declaration of Independence Memorial (Constitution Gardens and Lake)
- District of Columbia World War I Memorial
- First Air Mail Flight Marker
- George Mason Memorial
- John Ericsson Memorial
- John Paul Jones Memorial
- Martin Luther King Jr. Commemorative Plaque — “I Have a Dream” Speech (steps of the Lincoln Memorial)

Park Areas:

- Mall (1st/3rd to 14th Streets)
- Constitution Gardens and Lake
- German-American Friendship Garden
- Tidal Basin — first cherry tree planting, first planting plaque, inlet bridge, Japanese lantern, Japanese pagoda, Kutz Bridge, outlet bridge, seawall, paddleboat kiosk

Statues:

- *Arts of Peace* — Rock Creek Parkway entrance (the complementary sculpture *Arts of War* is part of George Washington Memorial Parkway)

Views:

- Hierarchy of internationally recognized symbolic views and vistas based on the L’Enfant and McMillan plans
- Key vistas defined or framed by vegetation, such as the formal rows of American elms on the Mall and along the Lincoln reflecting pool and the cherry trees around the Tidal Basin

- The primary east-west cross axis between the Capitol and the Potomac River and beyond, planned by L’Enfant and symbolizing potential westward expansion of the nation, and the north-south vista from the White House to the Thomas Jefferson Memorial

- The Washington Monument — a pivotal, central element of most views

Plans:

- “L’Enfant Plan of the City of Washington” (1791)
- “Ellicott Plan for the City of Washington in the Territory of Columbia” (1792)
- McMillan plan (1902)

Fundamental Values

- A majestic landscape and a fitting setting for the pomp and ceremony of state events, with the symbolism of strength, power, protection, and safety.
- A visible connection between the legislative and executive branches of government.
- Free and open public access, both to the physical space (which belongs to all citizens and is under the stewardship of the National Park Service) and to the government.
- The portrayal of our nation’s history in the monuments and memorials that bear testimony to the vision of the founding fathers, and the struggles and sacrifices of extraordinary leaders and ordinary citizens to achieve that vision.
- The nation’s premier civic space — a venue for First Amendment demonstrations, national celebrations, reflection and contemplation, recreation, and special events; a place to explore values and ideas that reflect how Americans see themselves; an area free of commercial advertising.

- The ideas and values symbolized in commemorative works — freedom of speech, national union, democracy, courage to fight for ideals, citizenship, patriotism, leadership, invention / innovation, international friendship, justice, unity leading to nationhood, and the emotional connections that provide inspiration and healing.
- The physical and symbolic gateway of the nation’s capital, which was oriented to the west, representing national expansion.
- Educational opportunities (museums, cultural institutions, NPS interpretive programs).
- The visibility day and night of the National Mall’s architecture and designed landscapes from the sky.
- The contribution of the design and architecture to the city’s character, and landmarks that orient visitors to the city.
- Association with the preeminent names in late 19th and early 20th century landscape architecture, including Frederick Law Olmsted Jr.
- Healthy green infrastructure, ecosystems, and rivers.

Primary Interpretive Themes

- The history of our capital and the story of our nation
- The symbolic nature and unique purposes of civic space in the nation’s capital:
 - First Amendment freedom of speech
 - celebration and patriotism
- The National Mall and Reserve Area as a completed work of civic art
- L’Enfant and McMillan plans
- Themes directly related to commemorative works:
 - themes common to multiple memorials (presidential legacies, sacrifice, liberty,

equality, democracy, freedom, Civil War, etc.)

- the Lincoln Memorial at the west end of the National Mall and the Grant Memorial at the east end, which physically and symbolically represent the re-unification of the nation at the end of the Civil War
- Land reclamation by the U.S. Army Corps of Engineers and the creation of park lands for a range of recreational uses

Other Important Resources

- Washington Monument flagpoles, dedication flag, commemorative stones, plaques, elevation obelisk, Monument Lodge (tickets / bookstore), Survey Lodge (ranger station and information), Sylvan Theater, Bullfinch gateposts
- Museum collections and/or exhibits associated with the memorial sites — Washington, Jefferson, Lincoln, Franklin Delano Roosevelt, and Vietnam Veterans
- Character-defining historic site furnishings — historic seating (National Mall benches) and lighting (Olmsted plan, Washington globe, Twin Twenty and Saratoga lantern streetlights)
- First Air Mail Flight commemorative stone
- Lockkeeper’s house for the Washington Canal
- Rainbow Pool Fountain at the WWII Memorial renovated as a central feature
- West Potomac Park — Watergate Steps, Constitution Avenue Belvedere, riverfront, and seawall
- Trails and walks
- Active recreation space and athletic fields for the local workforce, residents, and visitors:
 - FDR and Washington Monument ballfields
 - JFK hockey fields

- Lincoln Memorial volleyball courts and ballfields
- activities such as bicycling, kite flying, Frisbee, baseball, softball, kickball, soccer, touch football
- Tidal Basin paddleboats

PENNSYLVANIA AVENUE NATIONAL HISTORIC PARK

Pennsylvania Avenue National Historic Park is America’s grand ceremonial avenue, designed to connect the United States Capitol and the White House. America’s history has marched, paraded, promenaded, and protested its way up and down the avenue, and the nation celebrates the election of a president every four years with the Inaugural Parade. Pennsylvania Avenue is more than just another city street, rather it is the place where the nation comes together to commemorate its tragedies and triumphs.

Purpose

The purposes of Pennsylvania Avenue National Historic Park are to

- Develop, maintain, and use the ceremonial avenue in a manner compatible with the L’Enfant plan purpose to visually and physically connect the legislative and executive branches of government. (Source: L’Enfant plan.)
- Maintain commemorative works and their settings; provide future commemorative

sites for nationally significant people or events. (Source: authorizing legislation, Commemorative Works Act, as amended.)

- Provide venues to view presidential Inaugural Parades and accommodate related activities. (Source: Presidential Inaugural Ceremonies Act.)
- “The Avenue functions as a bridge, not as a barrier, between the monumental Federal core to the south and city’s downtown to the north.” (Source: *The Pennsylvania Avenue Plan 1974*, p. 3).
 - Transform “the Avenue into an attractive and pleasant public place for residents and visitors alike.”
 - Provide “a mixture of commercial and cultural activities that will attract a wide variety of people and stimulate street life.”
 - Maintain “a sense of historic continuity.” Bring “new economic life — jobs, shopping, and business opportunities.”

Significance

Pennsylvania Avenue National Historic Park is significant because

- *Pennsylvania Avenue provides a national ceremonial avenue designed to physically connect the legislative and executive branches of government. Integral to Pierre L’Enfant’s plan for Washington, D.C., Pennsylvania Avenue offers vistas of the*



United States Capitol, and it is the address for the White House, which is just to the west of the national historic park.

- *Pennsylvania Avenue is the centerpiece of a national historic district.* As America's main street, Pennsylvania Avenue is nationally and internationally recognized as the location for Inaugural Parades, state funerals, and national celebrations. It is home to national monuments, memorials, historic sites, and parks. Space is available for commemorating nationally significant people and events in the future.
- *Street names recall the importance of the 13 original colonies.* The name for Pennsylvania Avenue underscores the importance of the Commonwealth of Pennsylvania to the creation of our nation.

Fundamental Resources

- Benjamin Franklin statue
- Franklin D. Roosevelt stone
- Freedom Plaza — paving illustrates the L'Enfant plan, along with numerous quotations related to Washington, D.C.
- Grand Army of the Republic Memorial
- General Hancock statue
- John Marshall Park / John Marshall statue
- General Meade statue
- Mellon fountain
- Navy Memorial / Naval Heritage Center
- Pershing Square / Pershing statue / World War I
- Pulaski statue
- Temperance fountain

Fundamental Values

- Part of the metropolitan circulation system.
- A venue for pomp and ceremony — the Inaugural Parade (representing the peace-

ful transfer of executive power), other parades, military functions, and space to honor or recognize patriotism, service, and sacrifice.

- Symbolic connection between the White House and Congress, representing the separation and balance of power.
- Unifying architectural character of the Federal Triangle “Beaux Arts” style (monumental scale, stone color, and material) for federal buildings (Archives, Justice, Commerce, Federal Trade Commission), as proposed by the McMillan plan.
- Efforts taken by the Pennsylvania Avenue Development Corporation (1972–1996), which was established to redevelop the avenue, prepare a plan with coordinated design and street furniture to unify development, foster development, preserve historic buildings, respect the scale of landmarks, provide sign and illumination standards, and include fine arts amenities (Source: *Pennsylvania Avenue Plan 1974*):
 - spaces for passive recreation, such as Pershing and John Marshall parks
 - site for demonstrations and public gatherings, such as Freedom Plaza
 - sense of place created through vistas, particularly of the U.S. Capitol

Primary Interpretive Themes

- L'Enfant and McMillan plans for the city and related vistas
- Historic preservation
- Values or stories represented by commemorative works or sites
- Ceremonial importance

Other Important Resources

- Old Post Office (tower tours provided by the National Park Service in accordance with a 1983 agreement with the General Services Administration):

- Bells of Congress, a gift from England to mark the nation’s Bicentennial
- views of the city from the tower
- key structure in the historic preservation movement
- Postal Service history
- International trade and commerce — represented by the Reagan Building, the Commerce Building, the Federal Trade Commission, and the Canadian Embassy
- Surrounding private facilities that provide cultural or historic context — National Theatre; relationship with hotels that have been important to statesmen and leaders (e.g., the Willard Hotel, where the term lobbyist was coined)
- District of Columbia Building — representative of the D.C. government.
- National ideals inscribed on the facades of many federal buildings
- Activities such as tours of embassies and the FBI, public performing arts, recreational value “stroll” events, destination visits, concerts, street fairs
- Unique fountains and streetlight fixtures (Washington globes with eagle finials) that contribute a sense of place
- Architectural diversity along the north side of the avenue that contrasts with the government buildings to the south
- Outdoor cafes
- The National Archives — an icon of American history and repository of culture and remembrance
- The critical role that efforts to save Pennsylvania Avenue played at the beginning of the national historic preservation movement
- Future home for the Newseum — the museum of news (under construction)