

HISTORICAL BACKGROUND, MANAGEMENT, AND URBAN DESIGN CHARACTER

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AN OVERVIEW OF PENNSYLVANIA AVENUE’S HISTORY

The history of Pennsylvania Avenue provides the basis for understanding today’s avenue, its issues and conditions. The following summary of the history of Pennsylvania Avenue is based on the 1974 PADC *Pennsylvania Avenue Plan*.

The L’Enfant Plan

L’Enfant’s 1791 plan for Washington, D.C., is based on two physical considerations — the overall topography of the city, and views from one topographical feature to another. The most prominent natural features of the city were to be used as sites for buildings of national importance, and four sites were identified. The two highest rises of land were set aside for the President’s House and the Capitol, which would be connected by a grand avenue. Other sites were identified for the Supreme Court (the site now occupied by the DC Court) and a national church (the site now occupied by the National Portrait Gallery). Views of different natural features would be provided by a radial system of avenues that would connect the city’s high points, revealing the underlying structural and aesthetic organization of the plan. Most of the

major avenues would radiate from the President’s House and the Capitol, emphasizing the symbolic importance of these structures, and what would become Pennsylvania Avenue would visually and physically connect these two sites.

L’Enfant imposed a grid system on the basic organizational structure that took advantage of views and open spaces. The grid system provided for efficient land use and was laid out in a way that took advantage of the city’s topography. Streets were kept as level as possible by orienting them north-south and east-west, reflecting the drop off of land from north to south (toward the Potomac River). However, over the next 200 years the radial and gridiron street systems created inevitable conflicts, both in terms of efficient circulation and the relationship of buildings to open areas.

L’Enfant intended that squares would be established at selected locations, usually high points, and avenues and grid streets would be arranged to intersect the squares. The sizes of the squares (many of which became circles) were to be proportional to the number of avenues leading to them.

Pennsylvania Avenue was to be a center of civic activity and was to be lined with residences and major buildings (executive department buildings, a theater, and a market exchange). Three squares were planned along the avenue between the White House and the Capitol. A western plaza at the intersection of Pennsylvania Avenue and 12th Street would face south to a broad view of the Potomac River. A central plaza at the intersection of Pennsylvania Avenue, Indiana Avenue, and 8th Street was intended to be the site of grand fountains and would offer views of the sites chosen for the principal government buildings — the Capitol, the White House, and the Supreme Court, as well as the national church. The eastern plaza between 4th and 5th Streets would provide a view north toward the Supreme Court and would be open to the south toward the Mall. When Andrew Ellicott took over planning responsibilities after L’Enfant was

dismissed, he moved the western plaza one block to the west, losing the view toward the Potomac River.

Development of Pennsylvania Avenue

Once the city plan was officially adopted, Pennsylvania Avenue was the first street to be cleared and graded. In 1803 President Thomas Jefferson ordered four rows of Lombardy poplars planted along the avenue. These trees were in place by 1805, when Jefferson rode from the Capitol to the White House after being sworn in for his second term as president and establishing the tradition of the Inaugural Parade.

The south portico of the Treasury Building was completed in 1860, blocking the planned visual connection between the Capitol and the President's House along Pennsylvania Avenue.

Pennsylvania Avenue became Washington's first downtown street with shops, markets, and a financial district growing along it in the 19th century, and by 1848 gaslights had been installed. In April 1865 the funeral cortege for President Abraham Lincoln traveled along Pennsylvania Avenue, followed one month later by a two-day victory parade for the Grand Army of the Republic.

Major improvements were made in the decade following the Civil War, including woodblock pavement that was laid along the length of the avenue in 1871. Numerous buildings were erected, with designs reflecting the eclectic styles popular in the late 19th century.

In the 1890s Pennsylvania Avenue had two sets of centrally located tram tracks, and 10 different streetcar companies served the city. Plans in 1892 referenced over 100 miles of street railway and described a model local rapid transit system.

An early attempt at improving Pennsylvania Avenue occurred in 1892 when Congress authorized the construction of a new combined Post Office Department and City Post Office building on 12th Street. Designed in the Romanesque Revival style, the building was completed in 1899. Its 315-foot tall clock tower remains a landmark and is a popular tourist attraction.

In 1894 James Coxey, a businessman and reformer, led a group of unemployed Ohio

workers, known as Coxey's Army, to emphasize their plight. This was the first protest group to march on Washington.

The McMillan Plan

By the early 20th century Pennsylvania Avenue had become an eyesore. Tattoo parlors, rooming houses, and cheap hotels lined the street. One of the results of the 1901–2 McMillan Plan for Washington, D.C., was the identification of the area lying between Pennsylvania Avenue, Constitution Avenue, and the grounds of the White House as the location for federal buildings, an area known as the Federal Triangle. Around this time Constitution and Pennsylvania Avenues were finally connected west of the Capitol, when the B&O Railroad terminal was removed in accordance with the McMillan Plan.

In the 1920s slums and dilapidated buildings were demolished to allow the construction of buildings in the Federal Triangle. Twenty-three individual city blocks laid out by L'Enfant were removed, and the street layout plan was changed. Two important vistas in L'Enfant's plan were blocked — 8th Street south to the Mall, and Indiana Avenue to the original proposed location of the Washington Monument.

With the construction of the Federal Triangle, Pennsylvania Avenue became the dividing line between the federal government and the city of Washington. Massive government buildings were constructed to the south of the avenue, and the city's downtown area lay to the north. Over the years the city's business district continued to shift away from the avenue to the northwest area of the city. Few buildings were built along the avenue, and by the 1950s the avenue had lost its prominence in the economic and social life of the city.

Revitalization of Pennsylvania Avenue

Preliminary Planning Efforts

The Inaugural Parade of President John F. Kennedy on January 20, 1961, focused attention on the blighted condition of Pennsylvania Avenue. In 1962 the Ad Hoc Committee on Federal Office Space recommended to President Kennedy that Pennsylvania Avenue be redeveloped. Sub-

sequently President Kennedy appointed an Advisory Council on Pennsylvania Avenue, with Nathaniel Owings as chairman.

The advisory council published a master plan for Pennsylvania Avenue in 1964. The plan was intended to provide an illustrative pattern of development and to define major public improvements, which would then lead to more detailed development plans. The 1964 plan had six goals and objectives:

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 surrounding city in both its architecture and planning.
5. The avenue should be pleasant to traverse either on foot or by vehicle.
6. The avenue should be reclaimed and developed as a unified whole.

The plan specifically proposed that new buildings on the north side of the avenue be setback 50 feet from the avenue, providing space for three rows of trees and a broad sidewalk to encourage pedestrian use. On the south side the avenue was to be landscaped with a double row of trees. A new National Square was proposed for the western end of the avenue — an expansive open plaza with a large fountain to define the avenue's termination at the executive precinct. Presentation of the plan to the president was delayed after Kennedy's assassination, and it was formally submitted to President Lyndon Johnson in April 1964.

President Johnson established the President's Temporary Commission on Pennsylvania Avenue on March 26, 1965, to continue work on the plan; Nathaniel Owings carried on as chairman. That same year Secretary of the Interior Stewart Udall established Pennsylvania Avenue NHS in conjunction the commission's planning efforts. The NHS extends on either side of Pennsylvania Avenue to encompass such nationally significant landmarks as the Treasury Building, Ford's

Theatre, and the Old Pension Building (now the National Building Museum).

During 1965–66 the commission worked with the Federal Bureau of Investigation to reconcile the plans for a new FBI building with plans for the avenue. As a result, the new FBI building did not exceed the height of the Federal Triangle and it was setback 50 feet from the existing building line. The Capitol Reflecting Pool was built between 1968 and 1972 as part of the construction of the Center Leg Freeway project. In 1969 the President's Temporary Commission published a report describing the evolution of the 1964 plan. Funding for the commission ended in October 1969.

Pennsylvania Avenue Development Corporation

In 1972 Congress created the PADC to develop and execute a plan for the area adjacent to Pennsylvania Avenue between the Capitol and the White House, most of which was included in Pennsylvania Avenue NHS. Congress declared that it is in the national interest that this area “be developed, maintained, 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 the governmental buildings, monuments, memorials, and parks in or adjacent to the area” (40 USC 871 (1996)).

Congress granted the PADC broad powers to develop and carry out plans for both public and private uses of the area, as well as programming and financing of necessary acquisitions, construction, reconstruction, and other activities.

The 1974 PADC Pennsylvania Avenue Plan

PADC released the *Pennsylvania Avenue Plan* in 1974 to establish a framework for revitalizing the avenue as a vital part of Washington, D.C., a ceremonial way between the White House and the U.S. Capitol, and a link between the governmental city and the private city.

The plan assessed or included land use, landmarks, an illustrative site plan, a preservation plan for squares, a housing plan, economic and financial programs, relocation and phasing, staging phases, and a regulatory implementation

PADC Legislation, Regulations, Plans, and Guidelines

Legislation:

- Pennsylvania Avenue Development Corporation Act of 1972, PL 92-578, Oct. 27, 1972, 86 Stat. 1266, as amended, 40 USC 871 — established PADC
- Chapter 67—Pennsylvania Avenue Development, Title 40—Public Buildings, Property, and Works, *United States Code* — transfer and assignment of PADC rights, authorities, title, and interests to GSA, NPS, and NCPC

Regulations:

- “General Guidelines and Uniform Standards for Urban Planning and Design of Development within the Pennsylvania Avenue,” 36 CFR 910

Plans

- *The Pennsylvania Avenue Plan* — 1974
- *Amendments to the Pennsylvania Avenue Plan*, November 1990
- *Historic Preservation Plan of the Pennsylvania Avenue Development Corporation*, March 1977
- “The Secretary of the Interior’s Review of the *Pennsylvania Avenue Plan — 1974*,” June 19, 1974

Guidelines

- PADC Square Guidelines
 - Square 225 — September 30, 1980
 - Square 254 — September 30, 1980
 - Square 291 — February 15, 1985
 - Square 322 — March 26, 1980
 - Market Square, Squares 407, 408, 431, and 432 — June 15, 1983; revised April 16, 1986; July 16, 1986; August 5, 1987
 - Square 458 West — September 30, 1980
 - Squares 459–460 — July 23, 1980; revised December 15, 1982
 - Square 491 — July 23, 1980; revised January 2003

program. Office buildings and hotels were to dominate the western sections, while the east end would be more residential.

The public spaces were to be completely re-landscaped to establish the avenue’s “identity as the main street of the nation,” a grand and dignified setting for ceremonial occasions. Unified paving, plant materials, and light fixtures on the broad tree-lined esplanade would invite pedestrians and provide a natural setting for shops, restaurants, and especially sidewalk cafés. The goal was to make the north sidewalk a magnet for pedestrian activity that would draw people into the downtown. The roadway was narrowed to 100 feet to provide for a double row

of trees. Wide outside lanes would have different paving material for buses and bicycles. Lighting would reinforce the vista and enhance pedestrian nighttime activity.

Accompanying the plan to provide general guidance were development controls and square guidelines for nonfederal blocks. During the design process the development vision was refined, and it varies from the illustrative plan, but the unified streetscape goals for public realm concept remained intact.

Activities along the avenue would include current and new uses that would help bring life to the area 24 hours a day. The avenue itself would be enhanced both by special landscaping and lighting and by providing a continuous frontage of retail activity along its north side.

The addition of two new parks at the site of the western plaza between 12th and 15th Streets NW — Freedom Plaza in 1980 and Pershing Park in 1981 — altered the L’Enfant Plan’s vistas along Pennsylvania Avenue. The design facilitated east-west traffic flow on E Street NW (now closed to public traffic within President’s Park) and created additional pedestrian oriented spaces within the small triangular spaces created by the L’Enfant Plan.

John Marshall Park at 4th Street between the U.S. District Court and the Canadian Embassy was dedicated in 1983. It was designed to open up views north toward Judiciary Square.

The U.S. Navy Memorial and Naval Heritage Center was erected at 8th Street between Pennsylvania Avenue and Indiana Avenue, across from the National Archives. Developed at L’Enfant’s site for Market Square, it was dedicated in 1987.

Dissolution of PADC

Once the redevelopment plan for Pennsylvania Avenue had been implemented by 1996, Congress disbanded PADC and assigned its rights, properties, and authorities to GSA, NPS, and NCPC. Following the dissolution of PADC, these agencies signed an MOA to ensure that future development and redevelopment of the Pennsylvania Avenue area would comply with the 1974 *Pennsylvania Avenue Plan*, as amended.

MANAGEMENT

A Historical Overview and Context

Pennsylvania Avenue and adjacent areas have been under the management and jurisdiction of various federal and DC agencies over the years. On May 20, 1932, Congress passed legislation (47 Stat. 161; 40 USC 8124) that simplified the process of transferring jurisdiction of all or parts of properties among and between federal agencies and DC, as mutually agreed on and recommended by the National Capital Park and Planning Commission (subsequently NCPC):

Federal and District authorities administering properties with the District of Columbia owned by the United States or said District are hereby authorized to transfer jurisdiction over part of all or such properties among or between themselves for the purposes of administration and maintenance under such conditions as may be mutually agreed on.

Federal parks and monuments within DC were transferred from the Office of Public Buildings and Grounds to NPS by Executive Order 6166 (41 Stat. 1517; June 10, 1933). The transfer included the following six parcels along Pennsylvania Avenue:

- Reservation 553 at 3rd and Pennsylvania Avenue (now site of the Blackstone statue and the relocated Meade Memorial)
- Reservation 36A at 7th and C Streets, which contained the Grand Army of the Republic Memorial by Benjamin Franklin Stephenson
- Reservation 36 at 7th Street, which contains the General Winfield Scott Hancock statue
- Reservation 35 at 9th Street at extension of Indiana Avenue (now the location of the Franklin Delano Roosevelt Memorial Stone)
- Reservation 33 at the 13th Street triangle and containing the Casimir Pulaski statue (now part of Freedom Plaza)
- Reservation 617 (block 226) at 14th Street (now Pershing Park)

Public Law 292 of August 21, 1935, declared that it is a national policy “to preserve for public use historic sites, buildings, and objects of national

significance for the inspiration and benefit of the people of the United States.”

Subsequent to the establishment of Pennsylvania Avenue NHS in 1965 and PADC in 1972, a 1982 memorandum of agreement between PADC and NPS contained a pledge by the corporation to obtain legislation for long-term maintenance of the avenue by NPS, including land not already transferred to NPS jurisdiction.

An undated document (post 1982) titled, “The Management and Maintenance of Pennsylvania Avenue Today and Tomorrow,” explored the issue of succession after PADC ceased operation. The study explored two options: (1) NPS management of sidewalks and DC management of streets and traffic lights; and (2) downsized PADC total management. The study recommended the second option because of the corporation’s ability to manage commercial real estate, work with community groups, and monitor compliance with the plan. It was felt that there were too many competing demands on a large federal agency like NPS to successfully manage Pennsylvania Avenue. Both agencies agreed that a single management entity would best allow for unified maintenance, management, and protection of resources. NPS recommended that if it was not wholly responsible for management of the avenue, then jurisdiction should be transferred to the agency that was.

On November 16, 1994, the NPS National Capital regional director supported DC Council Bill 10-657, which called for placing parks along Pennsylvania Avenue, along with other parks in the District, under the jurisdiction of DC. Skateboarding was not to be permitted.

As previously discussed, PADC was dissolved by an act of Congress on April 26, 1996, and management responsibilities were transferred to GSA, NPS, NCPC, and DC. While NPS, GSA and NCPC signed a MOA, DC and the National Gallery of Art (NGA), both of which have jurisdiction along the avenue, were not.

In January 2013 NPS transferred jurisdiction of a triangular area south of the avenue near 5th Street to NGA, since it was constructed in 1977 as part of the East Building. NGA already had jurisdiction over adjacent sidewalks to the curb.

NPS recently transferred the Benjamin Franklin Plaza at 12th and Pennsylvania to GSA to facilitate adaptive reuse of the Old Post Office.

Management of Specific Sites

Meade Memorial / Meade Plaza

On January 21, 1915, Congress adopted a joint resolution (38 Stat. 1222) forming a commission to locate a memorial to Maj. Gen. George Meade. The site selected and approved was the northwest corner of the Botanic Gardens. The statue was dedicated October 19, 1927, and was removed in 1966 to accommodate the interstate freeway tunnel; it was to be relocated through the Highway Trust Fund. A 1971 proposal to relocate the statue within tree panels on the Mall was rejected as setting a precedent for a continuous row of statues. In 1979 there was a resolution to relocate the statue to Fort Meade, but this was rejected in favor of the current location (Reservation 553) on Pennsylvania Avenue, where it was placed in 1981.

John Marshall Park

John Marshall Park, a PADC project, was developed at John Marshall Place (formerly 4½ Street NW) between Pennsylvania Avenue and C Street, which was converted to a park space and was dedicated May 10, 1983.

Franklin Delano Roosevelt Memorial Stone

The memorial stone on Reservation 35 was dedicated April 12, 1965. There was no congressional authorization. NARA has requested that the stone and related area be transferred to its jurisdiction.

Mellon Fountain

On July 16, 1947, Congress authorized the Andrew W. Mellon Memorial Committee to design and construct a memorial fountain on public grounds in the vicinity of the intersection of Constitution and Pennsylvania Avenues at no expense to the government (PL 80-194). The memorial was dedicated May 9, 1952. NGA has requested that the area be transferred to its jurisdiction.

Indiana Plaza

Indiana Plaza (Reservation 36A) was redeveloped as a PADC project.

Temperance Fountain

The Temperance Fountain was erected as an ornamental drinking fountain on the northeast corner of 7th and F Street facing west. It was a gift from Dr. Henry Cogswell (1884), authorized by a joint resolution of Congress on July 6, 1882, and erected at government expense. It was unveiled January 11, 1889, and was originally under DC jurisdiction. The fountain was deactivated in the 1940s and moved to its current location by PADC in 1987 (its location was switched with the Grand Army of the Republic Memorial).

Grand Army of the Republic Memorial

A commission was authorized on March 4, 1907, (34 Stat. 1434) to select a site in DC for a memorial to the Grand Army of the Republic. It was dedicated on July 3, 1909, and it was moved to its present location in 1987.

U.S. Navy Memorial

The U.S. Navy Memorial was undertaken as a PADC project. It was authorized on October 27, 1972, by PL 92-578 on an easement at Market Square. Legislation on March 5, 1980 (PL 96-199) authorized the U.S. Navy Memorial Foundation to erect a memorial on public grounds in DC. The memorial was dedicated October 13, 1987.

General Winfield Scott Hancock Statue

Legislation on March 2, 1889 (25 Stat. 972), authorized a location for a statue of General Winfield Scott Hancock. It was dedicated on Reservation 36 at 7th and Pennsylvania Avenue on May 12, 1896. The statue is adjacent to and southeast of the U.S. Navy Memorial.

Benjamin Franklin Statue

A resolution by Congress on July 19, 1888 (25 Stat. 627), authorized the erection of a statue of Benjamin Franklin donated by Stilton Hutchins. The statue was placed at 10th and Pennsylvania Avenue NW and placed in front of a newspaper

office, dedicated on January 17, 1889, and inscribed “Printer.” The statue was relocated to its current location at 12th and Pennsylvania in 1982 by PADC. The statue and adjacent area were recently transferred to GSA, removing them from NPS jurisdiction.

Freedom Plaza

Western Plaza was developed as a PADC project and was dedicated November 1, 1980. It was renamed Freedom Plaza April 22, 1988, to commemorate the accomplishments of Dr. Martin Luther King Jr., and a time capsule containing documents and King artifacts was placed beneath the paving.

A statue of Revolutionary War hero Casimir Pulaski was authorized by Congress on February 22, 1903 (32 Stat. 908) to be constructed on a triangle at 13th and Pennsylvania Avenue (Reservation 33). The statue was dedicated May 11, 1910. The triangle area was subsequently incorporated into Freedom Plaza, which is directly to the west.

Pershing Park

Legislation on January 13, 1928 (45 Stat. 51), authorized the acquisition of private lands between 14th and 15th Streets and south of Pennsylvania Avenue for federal buildings and grounds. On November 25, 1938, NPS acquired block 226 pursuant to the legislation allowing land transfers between DC and federal agencies (47 Stat 161). A closed alley was transferred to DC.

The statue of Gen. John Pershing was authorized by PL 46 (70 Stat. 84) on April 2, 1956, which was to be under the care of the Department of the Interior. The legislation was amended on November 7, 1966 (80 Stat. 1377), to better define the parcel of land. Pershing Park was developed as a PADC project, and the statue was dedicated May 14, 1981, and the Bex eagle was added on May 3, 1982.

Current Management

Pennsylvania Avenue NHS is within a complicated urban framework where there are many overlapping jurisdictions. As previously explained, PADC functions were transferred by Congress to NPS, GSA, and NCPC in 1996. Planning responsibility was vested in all three

agencies, and the agencies signed an MOA; however, DC, which manages the roadway and the activities therein, did not sign the MOA.

When PADC was dissolved by Congress in 1996, conveyances to NPS and GSA pursuant to law were by deed conveying title to US/NPS and US/GSA. The “Jurisdictional Maintenance Boundaries and Easements” map (840-82441A) showed the boundaries. Typically the boundaries go to building façades, with the exception of building entryways and related elements such as stairs and planters. Some minor jurisdictional corrections need to be made in several areas and may include related map corrections: near 3rd Street NW and near the Commerce Building. The NPS National Capital Region Lands Office can accomplish these corrections without addressing them in the management plan.

Prior to the dissolution of PADC, both GSA and NPS had maintenance agreements with PADC to perform these functions along the avenue.

Utilities for the Pennsylvania Avenue streetscape may be located within adjacent buildings, resulting in maintenance access issues and clearance concerns. As a result, some federal agencies would prefer to maintain the adjacent sidewalks. Federal agencies along the avenue are also seeking ways to improve their perimeter security.

Easements include underground easements, access easements, Pepco easements, gas easements, exclusive surface easements, fire lane easements, and park easements, as well as an exclusive use easement to the government of Canada for access to the embassy. Additional easements are provided for sidewalk cafés or commercial uses, primarily on the north side of the avenue. The following easements were included in the transfer:

- Embassy of Canada (Square 491) — 40-foot-wide exclusive access easement
- Indiana Plaza — Washington Gas easement; fire lane access
- U.S. Navy Memorial/Market Square (Squares 408 and 432) — fire lane, Pepco underground access, nonexclusive underground access, exclusive surface access for commercial and pedestrian use

- Square 348 (10th to 11th Streets) — entire length of block, 50-foot-wide easement beyond 25-foot-wide sidewalk
- Evening Star Building (in Square 322) — 50-foot-wide easement beyond 25-foot-wide sidewalk for 114.97 feet at west end of block between 11th and 12th Streets
- 1201 Pennsylvania Avenue (Square 291) — 50-foot-wide easement beyond 25-foot-wide sidewalk in trapezoidal shape (187.94 feet at rear and 267.57 feet at the edge of the 25-foot-wide defined sidewalk)
- Square 225, which contains the Washington Hotel and the Willard Hotel — boundary includes land south of a straight line aligned with building window wells, plus an irregularly shaped outdoor paved space that extends to a raised outdoor plaza

Portions of some sidewalks or other areas are closely associated with adjacent federal facilities; for example, the Mellon Fountain area is closely related with NGA, and the Franklin Delano Roosevelt Memorial Stone is on the grounds of the National Archives. Both the NGA and NARA have requested that these areas be transferred to their jurisdiction. In addition, NPS recently completed a transfer to NGA of a small triangular piece of land on the south side of Constitution Avenue at 5th Street; this parcel was part of the design for the East Building, and it provides staff vehicular access to the gallery. NPS is completing the transfer of the Benjamin Franklin Plaza to GSA to facilitate the reuse of the Old Post Office.

While several approved locations for sidewalk cafés were included in the transfer from PADC, NPS concession law does not generally allow adjacent businesses to use sidewalks for cafés. NPS has permitted sidewalk cafés north of Freedom Plaza and Pershing Park.

URBAN DESIGN CHARACTER / SPECIAL STREET

The grand character of Pennsylvania Avenue was initially set by the broad width of the public right-of-way — its walks and road — and later by the unified street character designed by PADC. These elements were identified by NCPC and they were approved as components of a “special

street.” Over the last two decades the addition of streetscape furnishings such as bus shelters, temporary security features, recycling containers, tables and chairs, as well as diverse media boxes, have altered the unified special street character. Also, some custom elements are no longer available.

Special Streetscape Elements

Many elements of the current design character of Pennsylvania Avenue date from work by PADC in the 1980s. The most notable elements — seating, paving, trash / recycling containers, and lighting — are described below.

Seating

Seating is well-distributed along Pennsylvania Avenue, with over 200 benches. Depending on the time of day and the season, seating is available in both sunny and shaded locations. Some locations have seating unique to the location such as wire mesh seating, stone benches, or octagonal benches around trees. Street furniture includes single and double cast-iron benches with wood-slat seats, designed by Sasaki Associates, and round benches and tree grates designed by craftsman and blacksmith Albert Paley.

Paving

The consistent use of materials and features promotes a continuity of space along Pennsylvania Avenue. Except for certain areas of public art custom paving, such as the apron of the Old Post Office and the U.S. Navy Memorial, the sidewalks consist of square, brown pavers edged with granite curbing. Some park areas have flagstone, marble, granite, or brick paving.

Trash / Recycling Containers

Custom-designed PADC trash containers are used along Pennsylvania Avenue. Trash containers in many areas of the National Mall and Memorial Parks have been replaced in recent years with flared-top metal containers, similar to those used throughout the city; blue versions are used as recycling containers. While the PADC trash container is the most common container along the avenue, several locations have site specific containers (wood, wire basket, plastic, met-

al, and concrete, or stone receptacle garages). There are around 100 containers along the avenue.

Lighting

Street and specialty lighting can be found along Pennsylvania Avenue. The lighting of memorials and water features creates a special nighttime ambience in select locations.

Nine different types of pole light fixtures are used along Pennsylvania Avenue. In addition to modern, twin-headed PADC light fixtures that focus light downward for pedestrians, decorative Washington globe lampposts with eagle finials line the street edge. The 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; however, the eagle finial is unique to the avenue. There are several additional poles with historic character, and special multi-globe fixtures at Pershing Park. Modern tall “cobra” lamps illuminate the street itself, and wall, ground / landscape, or fountain lighting contributes to the nighttime character.

Lighting along streets, walks, and at crosswalks helps visitors safely find their way during the evening. On the avenue, light fixtures are spaced far apart, leaving darker areas between pools of light. This situation causes many visitors to feel

uncomfortable because they cannot see walkway surface conditions or other people in the area.

Street Trees

More than 500 willow oaks line Pennsylvania Avenue and are integral to its character. In addition, there are American elms, birches, Chinese magnolias, crape myrtles, honey locusts, sugar maples, various oaks, mulberries, Japanese pagoda trees, a variety of evergreens, and lindens. Most of the over 750 trees on Pennsylvania Avenue are growing in planters or through openings in the sidewalk.

Some trees are historic or intrinsic to the landscape of specific areas of Pennsylvania Avenue, as well as integral to visitor experiences. NPS has a database with the location, species, condition, and other information for each tree; the database needs to be updated.

A general urban environmental factor in tree health is strangulation by tree grates when the trees have grown too large for the grate opening and trunks have grown into the grates. While many grates have been removed, there are also places where the grates are heaved and twisted by roots that have been confined. Insects, disease, salt, and other chemicals used for deicing, and/ or vandalism have also acted as stressors, affecting the health and vigor of trees along Pennsylvania Avenue.