PRESERVING OUR AMERICAN HERITAGE: Pennsylvania Avenue NHS Environmental Assessment





PENNSYLVANIA AVENUE

National Mall & Memorial Parks

NPS Planning

Informational Meeting EA being prepared

July 24, 2013 at Penn Quarter Neighborhood Association

PRESERVING OUR AMERICAN HERITAGE: Pennsylvania Avenue NHS Planning Area





As transferred from Pennsylvania Avenue Development Corporation (PADC) to NPS in 1996

PRESERVING OUR AMERICAN HERITAGE: Pennsylvania Avenue Development Corporation



PL 92-578 October 27, 1972 PADC Established

 Pennsylvania Avenue 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.

- Pennsylvania Avenue Plan 1974/1993 (the plan in place)
 - Plan objectives stated
- Plan Amendments 1990

1974 Pennsylvania Avenue Plan: Plan Objectives to be Achieved



1. Reinforce the physical and symbolic link between the White House and the Capitol.

- 2. Make the Avenue function as a bridge not a barrier between the monumental Federal core and downtown to the north;
- 3. Transform the Avenue into an attractive and pleasant place for residents and visitors alike;
- 4. Provide a mixture of cultural and commercial activities to attract a wide variety of people and activate street life;
- 5. Bring people back to live along the Avenue;
- 6. Introduce the best contemporary architectural and planning concepts;

7. Maintain a sense of historic continuity and evolution through preservation;

- 8. Bring jobs, shopping and business opportunities to the Avenue;
- 9. Reduce hardships to existing businesses by carefully staging redevelopment;
- 10. Ensure equal opportunities for minority businesses and workers;
- 11. Enhance the City's tax base;
- 12. Structure an overall development program that can be implemented in a timely fashion consistent with overall market demand in the area.

PRESERVING OUR AMERICAN HERITAGE: 1996 PADC Sunset – Transfer to Others



110 Stat - 1321 April 26, 1996 - PADC Sunset

- "Pennsylvania Avenue National Historic Park" transferred from PADC to NPS.
 - Deeds of Easement transfer

1996 Memorandum of Agreement

- GSA responsible for buildings and commercial holdings, development guidelines
- NPS responsible for parks, plazas, sidewalks, sculpture, etc.
- NCPC responsible to ensure development conforms to 1974 plan

PL 111-11, title VII. 7116 (k) (2) Stat. 1204 March 30, 2009 – Name Change

Revised to "Pennsylvania Avenue National Historic Site"

PRESERVING OUR AMERICAN HERITAGE: 2006-2008 Pennsylvania Avenue Scoping Summary



2006-2008 - Part of National Mall Plan

- Stakeholder and Public Meetings property owners, DCOP, NCPC, GSA, NPS
- Section 106 DCOP, Property owners, NTHP, BID, GSA, ASLA, NPS, National Coalition to Save Our Mall
- Summary of public comments related to Newsletters 1 and 3

General comments

- **Services** (restrooms, drinking fountains, food service) concerns about street vendors, provide educational signs
- **Design and Resource Protection** unity desired, retain history, improve appearance
- **Public Safety and Access** access important, homeless concerns, enclosed Pershing Park feels unsafe, physical obstacles
- Identity lack of awareness, needs signs

Stakeholder comments

- Integration desired with city, Federal Triangle and the National Mall
- **Transportation and Access** integrate transportation network, *pedestrian and bicycle safety improvements*, tour bus parking, way finding signs
- Partnerships collaboration encouraged

PRESERVING OUR AMERICAN HERITAGE: 2013 Pennsylvania Avenue Scoping Summary



2008-2013 – Periodic Agency meetings / NPS meetings

May 2013 Stakeholder and Public Meetings Issues

- GSA Stakeholders security and maintenance
- Downtown BID Stakeholders general interest and questions
- Public and Section 106
 - **Bicycling** safety concerns
 - Holistic planning needed
 - Access concern by neighbors that avenue closed too often
 - PADC former staff shared history, 1996 Sunset, and ideas for way forward

PRESERVING OUR AMERICAN HERITAGE: Pennsylvania Avenue - Change since 2008



- Bike lanes installed in center of the Avenue
- Federal Triangle Heritage Trail (16 stops and brochure)
- Visitor facilities (food and ice skating) closed at Pershing Park
- Jurisdiction transfers
 - Triangle (5th/Penn) transferred to the National Gallery of Art January 2013
 - Ben Franklin Plaza being transferred to GSA for OPO redevelopment
- GSA Federal Triangle Security
 - Federal Triangle Security Report
 - Commerce Building Security EA
- Additional sidewalk cafes
- OPO redevelopment; FBI relocation and potential redevelopment
- NPS mobile phone app for education

PRESERVING OUR AMERICAN HERITAGE: Pennsylvania Avenue - Primary Planning Questions



- Jurisdiction does jurisdiction affect ability to meet 1974 goals?
- Management
 - can management be simplified and improved?
 - can commercial vibrancy be enhanced?
- Special Street: Urban Design Character
 - can unified character be retained and PADC streetscape be adapted to meet today's needs?
 - can security requirements reinforce unified design?
- Inaugural Parade and other permitted activities can permitting be simplified?
- Maintenance can maintenance be improved?
- Cultural Resources what impact on historic properties and features?

Pennsylvania Avenue Key Issues: Multiple Jurisdictions



- NPS has jurisdiction over sidewalks, plazas and parks; affects commercial activities and permitting
- DC has jurisdiction over road or carriageway
- GSA jurisdiction fronts avenue; buildings primarily south of avenue, plus FBI to north; increasingly mixed use federal and commercial
- NGA has sidewalk jurisdiction (3rd to 6th)
 - National Gallery of Art triangle at 5th and Pennsylvania (January 2013)
- Transfer underway
 - Old Post Office Ben Franklin Plaza at 11-12th and Pennsylvania (underway)





Pennsylvania Avenue Plan Alternatives related to Jurisdiction



Jurisdiction

Objective: Simplify complicated jurisdictional issues so Avenue is bridge not barrier and can achieve PADC objectives



Portion of 1939 NCPC plan showing Pennsylvania Avenue

- **Limited transfer underway:**
 - No-Action
 - Alt A
- **Transfer requested**
 - **Draft Preferred Alt:**
 - NGA Melon Fountain
 - NARA 7th to 9th
 - Option: transfer sidewalks to DC if needed for efficient management with covenants
- Most transfer
 - Alt B
 - **NGA** and **NARA** requested
 - Sidewalks and other areas to DC with covenants 11

Pennsylvania Avenue Key Issue: Management



- NPS, GSA, NCPC part of 1996 transfer MOA
 - DC not a signatory
- Commercial use and vitality not an NPS mission
 - Some commercial easements transferred
 - Street vendors prohibited
 - Additional commercial use desired
- Permits multiple permits needed from DC and NPS (construction, events, commercial activities)
 - Multiple health inspections
- Federal regulations Presidential Inaugural Parade bleachers and public space defined
- Overlapping law enforcement
- 1996 transfer MOA authorized non-profit may raise funds for special events and programs
- Utilities may be within adjacent buildings





Pennsylvania Avenue Plan Key Issue: Management Alternatives



Management

Objective: Effective management to achieve 1974 PADC Plan objectives



- No Action: No management change, GSA, NCPC and NPS responsibilities continue per 1996 MOA (updated)
- Draft Preferred Alt:
 - Holistic collaborative approach
 - Update MOA to include everyone with jurisdiction (DC, GSA, NPS, NCPC, NGA, NARA)
 - Day-to-day management and programming by a non-profit partner, such as the BID
- Alt A: Assign NPS site manager/ update MOA with existing parties
- Alt B: More management given to DC/ update MOA

Pennsylvania Avenue Plan Key Issue: Commercial Vitality



Commercial Vibrancy and Activation – PADC priority

Objective: Simplify complicated legal authorities constraining NPS management of urban environment



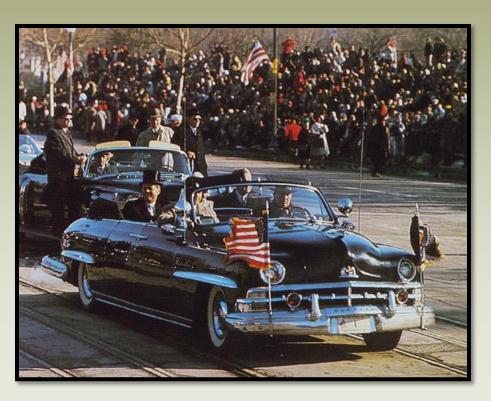
- Authorize existing commercial services and use historic leasing program (No Action)
 - Limited NPS authority
- Commercial permitting through city via partner (Draft Preferred Alt)
- Seek legislation to authorize commercial use of sidewalks by adjacent businesses (Alt A)
- Commercial permitting through city (Alt B)

Pennsylvania Avenue Plan Key Issue: Events and Permitting



Events and Inaugural Parade

Objective: activate avenue; increase flexibility; simplify permitting;





- Dual permitting continues (No Action and Alt A)
- Facilitate permitting with NPS and DC through a non profit partnership as allowed in 1996 transfer legislation (Preferred Alt)
- Transfer most permitting to city / single permit (Alt B)

Pennsylvania Avenue Plan Key Issue: Maintenance



Improved Appearance

Objective: attractive with improved maintenance so that America's Main Street is in excellent condition



Background:

- Staff stretched thin/care for many areas
- Aging areas and deferred maintenance
- Custom elements difficult to maintain

- Continue to maintain (No Action, Alt A)
- Day-to-day maintenance managed through a non-profit partner or others within jurisdiction (Draft Preferred Alt)
 - Rehabilitate collaboratively
- NPS maintains fewer sites as NPS transfers management to others (Alt B)

Pennsylvania Avenue Plan Key Issue: Maintaining Unified Urban Character

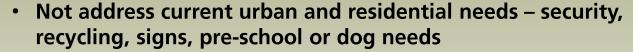




Monumental, grand, ceremonial avenue with unified design PADC design philosophy - public improvements attract private development/commerce

Unified modernist PADC special street was not evaluated in 2007 NR because not enough time had elapsed





- Feel dated; not meet today's standards or sustainability
- Custom elements difficult to maintain / replace

Future development will alter existing character

- FBI site redevelopment offers opportunities
- Future commemorative / cultural sites identified by NCPC
 - Freedom Plaza
 - 3rd and Pennsylvania, FBI





Pennsylvania Avenue Plan Alternatives: Unified Urban Character



Maintain Special Street Character

Objective: Unified design, flexible ceremonial, commercial and daily functionality

Regardless of jurisdiction Alternatives must address new needs or obsolete elements





Common to all Alternatives

- Update PADC square development guidelines as needed for redevelopment – GSA and NCPC
- Update Special Street design guidelines; address security and new needs; retain special street identity; develop guidelines for commercial use; and address sustainable approaches
 - Interagency group with NCPC as lead

Pennsylvania Avenue Plan Key Issue: Memorials



Existing and New Memorials

Objective: achieve NHPA/SOI standards; visitors enjoy memorials; accommodate planned memorials



Benjamin Franklin – one of many statues that have been relocated.

Alternatives Existing Memorials

- Retain and Preserve (No Action, Alt A)
- Define approach in agreements (Preferred and Alt B)
 - Retain and preserve
 - Transfer with covenants
 - Transfer area but retain memorial/ statue
 - Transfer but NPS maintains memorials through MOA
- Potential to move memorials
 - Pulaski

New Memorials

Accommodate 2M proposals (Common to all)

Pennsylvania Avenue Plan Largest future commemorative site



Freedom Plaza – Evolving Views

2M Goal: redesigned as nationally significant memorial

NCPC Goal: function as a civic plaza for national and DC activities



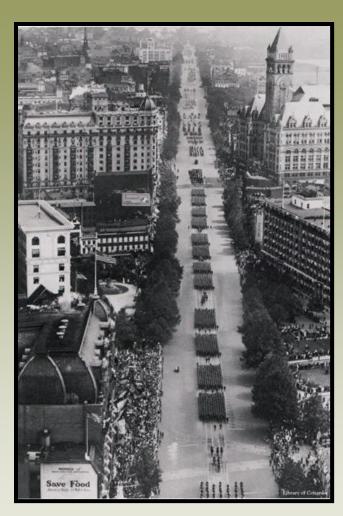
Background

- The 2001 NCPC Memorials and Museums Master Plan identified area for a nationally significant memorial
- The 2009 NCPC Monumental Core Framework Plan sees Freedom Plaza as the premier civic space for the city of Washington.

- NPS retains (No Action, Alt A)
 - NPS retains Freedom Plaza until future memorial approved
- Collaborate to achieve goals (Pref Alt)
- Transfer Freedom Plaza to DC (Alt B) with agreements on future commemoration
- Pulaski Statue potentially relocate as Freedom Plaza redesigned

Pennsylvania Avenue Plan Pref. Alt Summary: Collaborate Across Jurisdictions





- Update the 1996 Memorandum of Agreement between NPS, GSA and NCPC to include all parties with jurisdiction
- Additional Agreement topics to be identified by NPS, GSA, NCPC, DC, the BID or other agencies.
- Any transfer would include stipulations to address historic preservation, commemoration, commission reviews, commercial use, security and Inaugural Parade requirements.
- Redevelopment would follow updates to Special Street Design Guidelines or Square Guidelines

PRESERVING OUR AMERICAN HERITAGE: Historic Preservation





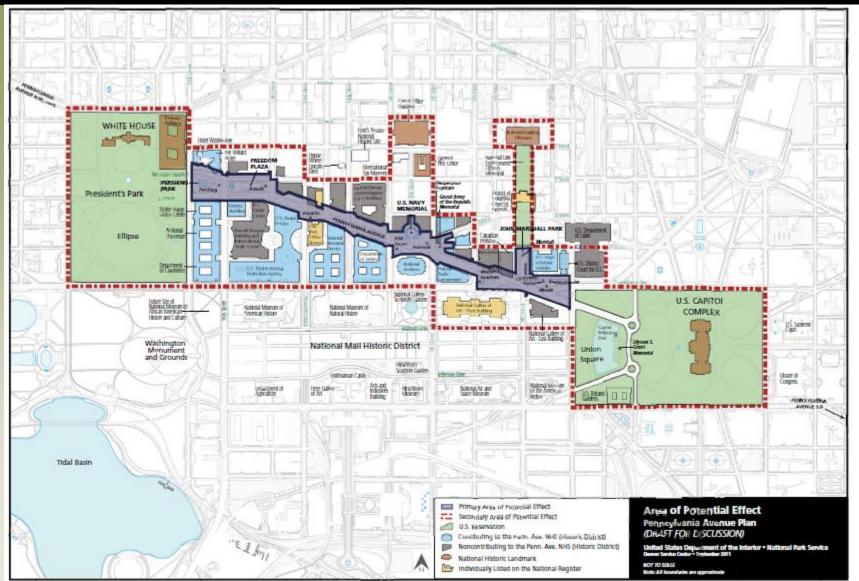
PENNSYLVANIA AVENUE

National Mall & Memorial Parks

- Consultation with DC SHPO
 - Re-initiated on May 23, 2013
- Public comment has not identified concerns with cultural resource preservation
- Maps identify Area of Potential Effects and Historic Districts
- EA lists historic properties
 - Buildings
 - Monuments, Statues, and Objects
- EA identifies impacts on historic resources
- EA assesses effects

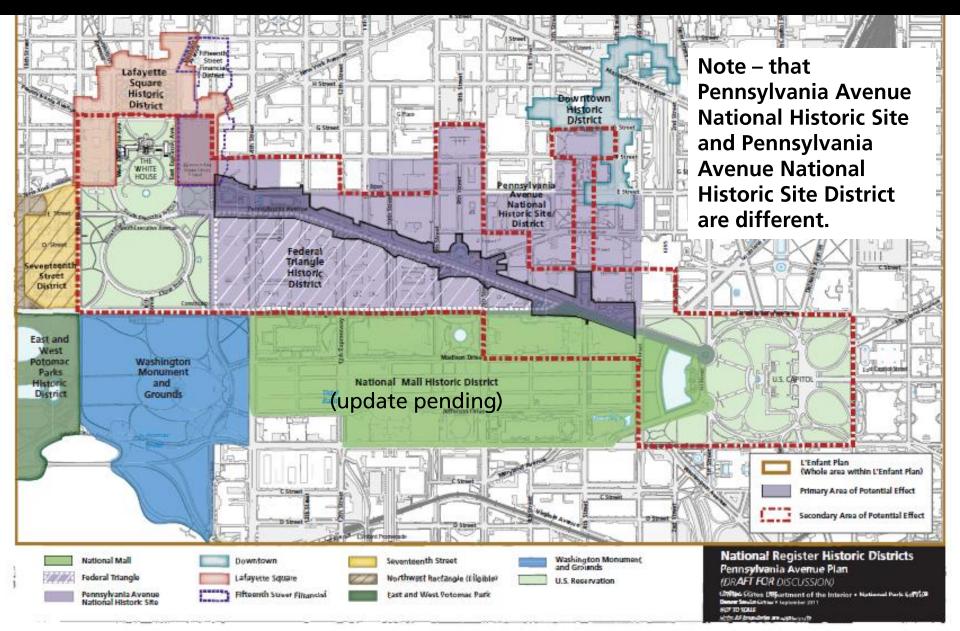
PENNSYLVANIA AVENUE NHS EA Areas of Potential Effect





HISTORIC DISTRICTS





PRESERVING OUR AMERICAN HERITAGE: Section 106 Background



- NPS has identified NR listed or eligible cultural resources.
- PADC special street elements were not assessed because they were less than 50 years old
- Resources would continue to be maintained in accordance with the NHPA, either by NPS, another federal agency or District.
- NPS doesn't anticipate impacts beyond the negligible to minor range from visitor-caused wear and tear or minor indirect visual impacts from new signage, etc.
- NPS does not anticipate adverse effects on transfer of jurisdiction with placement of covenants, etc.

Historic Resources identified in EA: Contributing and Non-Contributing



Buildings

Building	Address	Date	NRHP Status	
North Side				
Department of Labor Building	Pennsylvania Avenue between 2nd and 3rd Streets	1974	Noncontributing to Pennsyl- vania Avenue NHS	
E. Barrett Prettyman Federal Courthouse	Constitution Avenue and 3rd Street	1948-52	Contributing to Pennsylvania Avenue NHS	
Canadian Chancery	5th Street and Pennsylvania Avenue	1982-88	Noncontributing to Pennsyl- vania Avenue NHS	
The Newseum	6th Street and Pennsylvania Avenue	2008	Noncontributing to Pennsyl- vania Avenue NHS	
601 Indiana Avenue	601 Indiana Avenue	1961	Noncontributing to Pennsyl- vania Avenue NHS	
625 Indiana Avenue	625 Indiana Avenue	Circa 1985	Noncontributing to Pennsyl- vania Avenue NHS	
633 Indiana Avenue	633 Indiana Avenue	1963-65	Noncontributing to Pennsyl- vania Avenue NHS	
637 Indiana Avenue	637 Indiana Avenue	Circa 1826	Contributing to Pennsylvania Avenue NHS	
639 Indiana Avenue	639 Indiana Avenue	1812-24	Contributing to Pennsylvania Avenue NHS	
641 Indiana Avenue	641 Indiana Avenue	1812–24	Contributing to Pennsylvania Avenue NHS	
601 Pennsylvania Avenue	601 Pennsylvania Avenue	1985	Noncontributing to Pennsyl- vania Avenue NHS	
625 Pennsylvania Avenue	625 Pennsylvania Avenue	1853–54	Contributing to Pennsylvania Avenue NHS	
627 Pennsylvania Avenue	627 Pennsylvania Avenue	1853-54	Contributing to Pennsylvania Avenue NHS	
Market Square	701 and 801 Pennsylvania Avenue	1984-90	Noncontributing to Pennsyl- vania Avenue NHS	

Internal Revenue Service Building	Constitution Avenue between 10th and 12th Streets	1928-35	Contributing to Pennsylvania Avenue NHS
United States Post Office Building	Southwest corner, Pennsylvania Avenue and 10th Street	1934	Contributing to Pennsylvania Avenue NHS
Old Post Office	1100 Pennsylvania Avenue, NW	1892–99	Individually listed; contributing to Pennsylvania Avenue NHS
Ronald Reagan Building and International Trade Center (D.C. Visitor Center)	1300 Pennsylvania Avenue	1989-98	Noncontributing to Pennsylvania Avenue NHS
District Building (John A. Wilson Building)	1350 Pennsylvania Avenue	1904-08	Contributing to Pennsylvania Avenue NHS
Department of Commerce Building (White House Visitor Center)	14th and 15th Streets, Pennsyl- vania and Constitution Avenues	1926-32	Contributing to Pennsylvania Avenue NHS
	7		**

Building	Address	Date	NRHP Status	
J. Edgar Hoover Building	Pennsylvania Avenue between 9th and 10th Streets	1967-72	Noncontributing to Pennsyl- vania Avenue NHS	
1001 Pennsylvania Avenue	1001 Pennsylvania Avenue	1980-86	Noncontributing to Pennsyl- vania Avenue NHS	
Evening Star	1101 Pennsylvania Avenue	1898-99	Contributing to Pennsylvania Avenue NHS; individually listed	
1111 Pennsylvania Avenue	1111 Pennsylvania Avenue	2001	Noncontributing to Pennsyl- vania Avenue NHS	
1201 Pennsylvania Avenue	1201 Pennsylvania Avenue	1984	Noncontributing to Pennsyl- vania Avenue NHS	
1275 Pennsylvania Avenue	1275 Pennsylvania Avenue	1953-54, 1987	Noncontributing to Pennsyl- vania Avenue NHS	
Warner Theatre	1299 Pennsylvania Avenue	1924	D.C. historic site, but not NRHI eligible; outside Pennsylvania Avenue NHS boundary	
1301 Pennsylvania Avenue	1301 Pennsylvania Avenue	1981	Not NRHP eligible; outside Pennsylvania Avenue NHS boundary	
The National Theater	1321 Pennsylvania Avenue	1922	Not NRHP eligible; outside Pennsylvania Avenue NHS boundary	
J. W. Marriott Hotel	1331 Pennsylvania Avenue	1984	Noncontributing to Pennsyl- vania Avenue NHS	
The Willard Hotel	1401 Pennsylvania Avenue	1901-04	Contributing to Pennsylvania Avenue NHS	
Hotel Washington	Northeast corner, Pennsylvania Avenue and 15th Street	1917–18	Contributing to Pennsylvania Avenue NHS	
Treasury Building	1500 Pennsylvania Avenue	1836-42, 1852- 69	National historic landmark; contributing to Pennsylvania Avenue NHS:	
American Security and Trust	1501 Pennsylvania Avenue	1905	Individually listed, contributing to Fifteenth Street Financial District; outside Pennsylvania Avenue NHS boundary	
Riggs National Bank	1503-05 Pennsylvania Avenue	1824, ca. 1840	Individually listed; contributing to the Fifteenth Street and Lafayette Square Historic Dis- tricts; outside Pennsylvania Avenue NHS boundary	
The White House	1600 Pennsylvania Avenue	1803, 1818, 1902, 1909, 1952	National historic landmark; outside Pennsylvania Avenue NHS boundary	
South Side				
U.S. Capitol Complex	Constitution Avenue and Independence Avenue	1807, 1857/59, 1863	National historic landmark; outside Pennsylvania Avenue NHS boundary	
National Gallery of Art, East Wing	Constitution Avenue between 3rd and 4th Streets	1981	Not eligible; outside Pennsyl- vania Avenue NHS boundary	
National Gallery of Art, West Wing	Constitution Avenue between 4th and 7th Streets	1941	Individually listed (West Wing only); outside Pennsylvania Avenue NHS boundary	
Federal Trade Commission Building (Apex Building)	600 Pennsylvania Avenue	1937-38	Contributing to Pennsylvania Avenue NHS	
National Archives	Between 7th and 9th Streets, and between Pennsylvania and Constitution Avenues	1931-37	Contributing to Pennsylvania Avenue NHS	
Department of Justice	Pennsylvania Avenue between 9th and 10th Streets	1931-35	Contributing to Pennsylvania Avenue NHS	

Features

Site	Location	Date	NRHP Status		
Peace Monument	Pennsylvania Avenue and 1st Street	1877	Contributing object		
Gen. George C. Meade Memorial	Meade Plaza, Pennsylvania Avenue and 3rd Street	1927, 1984	Contributing object		
Trylon of Freedom	In front of the E. Barrett Prettyman Courthouse, Constitution Avenue and 3rd Street	1954	Contributing object		
Lily Ponds	John Marshall Park, Pennsylvania Avenue between 3rd and 6th Streets	1982	Noncontributing object		
Chess Players Statue	John Marshall Park, Pennsylvania Avenue between 3rd and 6th Streets	ca. 1983	Noncontributing object		
John Marshall Statue	John Marshall Park, Pennsylvania Avenue between 3rd and 6th Streets	1985	Noncontributing object		
Andrew W. Mellon Memorial Fountain	Mellon Park, 7th Street between Pennsylvania and Constitution Avenues	1952	Contributing object		
Temperance Fountain	Indiana Plaza, 7th Street between Pennsylvania and Indiana Avenues	1880, 1987-88	Contributing object		
Grand Army of the Republic Memorial	Indiana Plaza, 7th Street between Pennsylvania and Indiana Avenues	1909, 1987-88	Contributing object		
Franklin Delano Roosevelt Memorial	Market Square Park, Pennsylvania Avenue between 7th and 9th Streets	1965, 1986-87, 1993	Contributing object		
U.S. Navy Memorial	Market Square Park, Pennsylvania Avenue between 7th and 9th Streets	1983-87	Contributing object		
Maj. Gen. Winfield Scott Hancock Statue	Market Square Park, Pennsylvania Avenue between 7th and 9th Streets	1896, 1986-87	Contributing object		
Benjamin Franklin Statue	Pennsylvania Avenue and 12th Street, southeast corner	1889, 1982	Contributing object		
Oscar S. Strauss Memorial Fountain	In front of the Ronald Reagan Building, 1300 Pennsylvania Avenue	1947	Contributing object		
Brig. Gen. Casimir Pulaski Statue	Freedom Plaza, Pennsylvania Avenue between 13th and 14th Streets	1910, 1980	Contributing object		
Bex Eagle	Pershing Park, Pennsylvania Avenue between 14th and 15th Streets	1982	Noncontributing Site		
General John J. Pershing Memorial	Pershing Park, Pennsylvania Avenue between 14th and 15th Streets	1981, 1983	Contributing object		
Alexander Hamilton Statue, Treasury Building	1500 Pennsylvania Avenue	1923	Contributing object		
General William T. Sherman Statue	Sherman Park, 15th Street and Hamilton Place	1903	Contributing object		

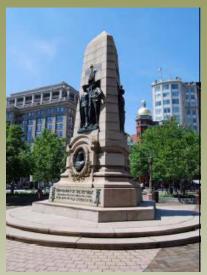
Lists within the Environmental Assessment

PRESERVING OUR AMERICAN HERITAGE: Contributing Historic Resources















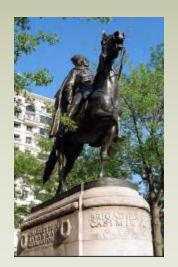
PRESERVING OUR AMERICAN HERITAGE: Contributing Historic Resources















PRESERVING OUR AMERICAN HERITAGE: 2007 National Register Nomination





PENNSYLVANIA AVENUE

National Mall & Memorial Parks

Did not assess following resources less than 50 years old

- John Marshall Park
 - John Marshall statue
 - Lily ponds
 - Chess players statue
- Pershing Park
 - Bex Eagle
- PADC Streetscape and portions of projects (1974-1996)
 - Note: The Cultural Landscape
 Foundation in 2012 recommended PADC components be recognized as contributing to NHS because of unique and significant components that are integral to site.

PRESERVING OUR AMERICAN HERITAGE: Resources not yet surveyed – less than 50 years





















PRESERVING OUR AMERICAN HERITAGE: Pennsylvania Avenue NHS EA



Historic Preservation

Conduct cultural landscape inventory to assess PADC resources

Environmental Assessment

- NPS is finalizing document
- Will notify association about availability
- 30 day review period at that time

Any questions?



PENNSYLVANIA AVENUE

National Mall & Memorial Parks

