National Park Service
Cultural Landscapes Inventory

2018

The Mall
National Mall

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Inventory Summary

The Cultural Landscapes Inventory Overview:

CLI General Information:

Purpose and Goals of the CLI

The Cultural Landscapes Inventory (CLI) is an evaluated inventory of all significant landscapes in units of the national park system in which the National Park Service has, or plans to acquire any enforceable legal interest. Landscapes documented through the CLI are those that individually meet criteria set forth in the National Register of Historic Places such as historic sites, historic designed landscapes, and historic vernacular landscapes or those that are contributing elements of properties that meet the criteria. In addition, landscapes that are managed as cultural resources because of law, policy, or decisions reached through the park planning process even though they do not meet the National Register criteria, are also included in the CLI.

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 ParkService.

Scope of the CLI

CLI data is gathered from existing secondary sources found in park libraries, archives and at NPS regional offices and centers, as well as through on-site reconnaissance. The baseline information describes the historical development and significance of the landscape, placing it in the context of the landscape's overall significance. Documentation and analysis of the existing landscape identifies character-defining characteristics and features, and allows for an evaluation of the 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 and generates spatial data for Geographic Information Systems (GIS). The CLI also identifies stabilization needs to prevent further deterioration of the landscape and provides data for the Facility Management Software System

Inventory Unit Description:

The central area of the Mall, within this inventory's study boundaries, is a rigorously simple but monumental landscape that encompasses 135 acres between 3rd and 14th Streets, and Madison and Jefferson Drives, N.W., in the center of Washington, D.C. The National Park Service oversaw the implementation of the plan, mostly in the 1930s, with strong design support and legislative assistance from the National Capital Planning Commission; the 1930s plan followed the 1902 McMillan Plan, which sought to revive the conception of the 1791 L'Enfant Plan for a broad promenade lined by fine buildings and gardens that would form the center of the capital city's cultural and social life. The Periods of Significance extend from 1791-1792, the date of the L'Enfant Plan and its revision by Andrew Ellicott, and 1902-1975, extending from the date of the McMillan Plan to the year when the last tree panel on the Mall was planted, following the removal of the last temporary military buildings in 1971. The Mall retains a high level of historic integrity, and is in fair condition overall. The major problems affecting the Mall are soil compaction and chronic wear and tear on the turf caused by recurrent visitor use (both passive, individual use and far more intrusive organized activities); and the unevenness of the elm canopy, caused by later in-fill plantings, construction activities, over fifty years of Dutch elm disease losses, and the incompatible form of some replacement elms.

The creation of this linear landscape opened the view between the United States Capitol and the Washington Monument. The landscape, view, and spatial organization of the Mall are all interdependent and reinforce each other. Central grass panels are flanked north and south by panels planted with four rows each of American elm trees, almost six hundred in all. A few dozen elms remain from an early planting in the 1920s, and some portion of the rest date from the major planting in

1935. Others are replacements planted since the 1930s, many of them cultivars of a disease-resistant elm from the 1930s planting; there are a few other cultivars or varieties as well, and several trees of other species.

Behind the lines of elms, imposing museum buildings designed in Victorian, Beaux-Arts classical, and modern styles line the Mall on the north and south. Two sculpture gardens are located at the north and south along the 8th Street cross axis, designated as an important element on the L'Enfant Plan.

The landscape is overlaid with a grid of walks and cross walks. The two former inner Mall drives, parallel to Madison and Jefferson Drives, have been converted into gravel walks. Single or paired gravel and concrete walks follow the routes of most cross-axial streets, except 11th Street. Fourth and 7th Streets are surface roads that cross the Mall, and 9th and 12th Streets are tunneled beneath it. All street curbs are granite.

Benches designed in a historic, standard National Capital Region style are placed along the outer edges of the east-west walks and the inner edges of the walks along Madison and Jefferson Drives. All benches face the center of the Mall. Light standards in a style designed specifically for the Mall in the 1930s and trash receptacles designed in the 1960s are located between the benches along the inner Mall Walks. Other features include four small food service buildings and short sectionsof post-and-chain barriers.

A few constructed areas interrupt the continuity of the lines of elms, but do not detract from the monumental landscape. The Smithsonian Castle extends to within 300 feet of the Mall's center line. The sunken sculpture garden of the Hirshhorn Museum also extends into a Mall tree panel, and has its own varied planting palette. An entrance to an underground Metro station is located in a tree panel between the Freer Gallery of Art and the Department of Agriculture building, and a small permitted carousel is situated in the tree panel in front of the Arts and Industries building.

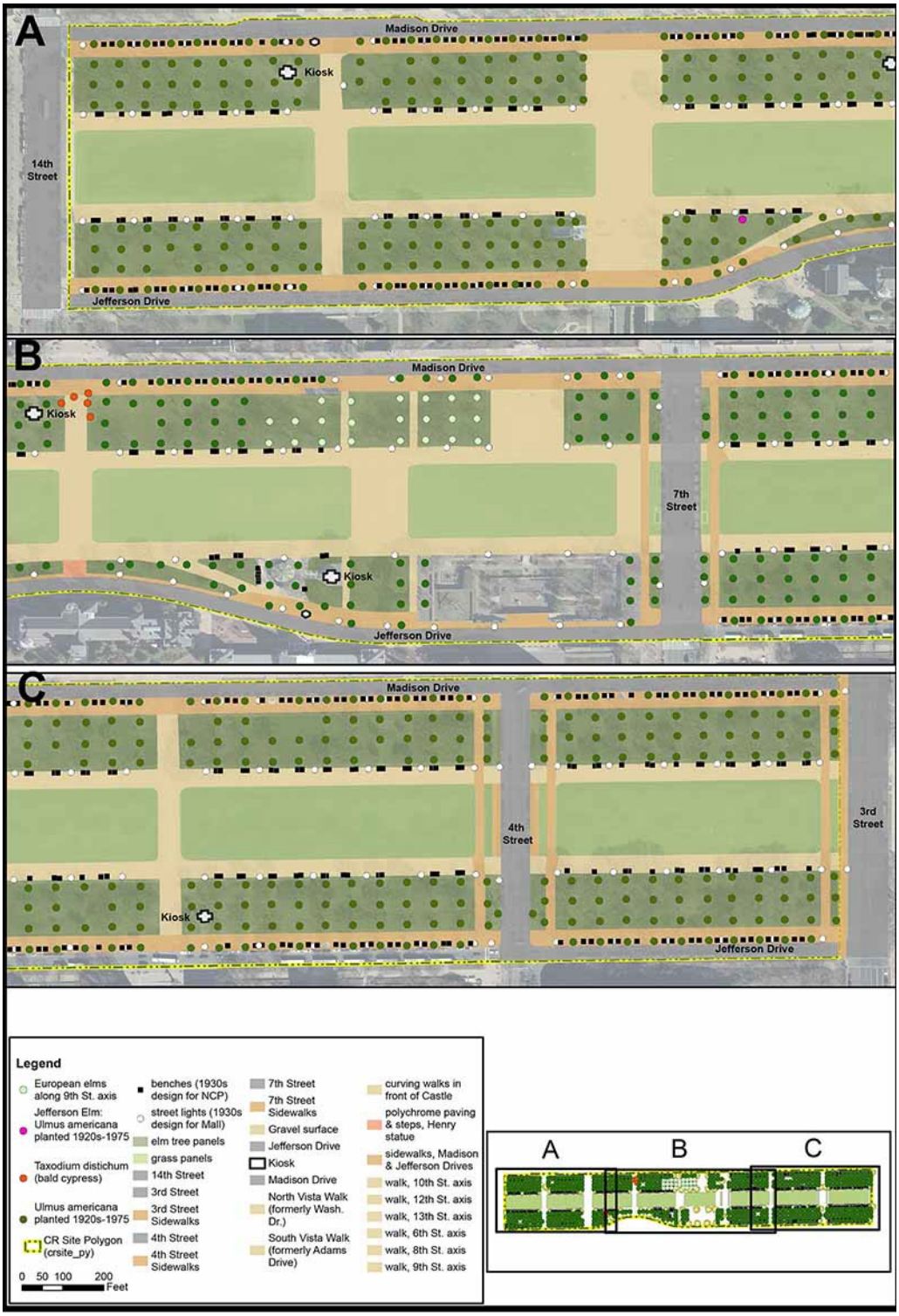
Property Level and CLI Numbers

Inventory Unit Name:	The Mall
Property Level:	Landscape
CLI Identification Number:	600213
Parent Landscape:	600213

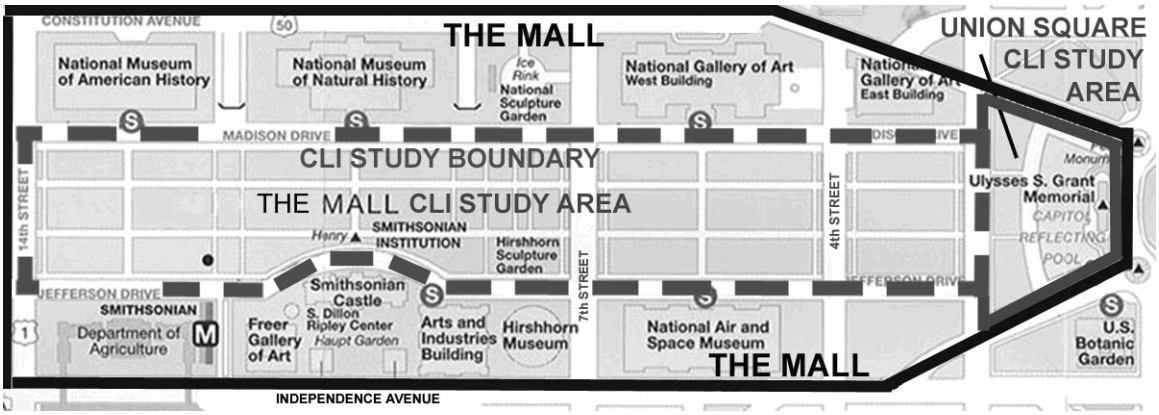
Park Information

Park Name and Alpha Code:	National Mall -NAMA
Park Organization Code:	3408
Park Administrative Unit:	National Capital Parks-Central

CLI Hierarchy Description



This graphic depicts the overall existing conditions of the Mall. A larger more legible version of this map has been added to the end of the document and to the CLI Database. The map conforms to NCR CR- GIS standards.



This graphic depicts the overall boundaries of the Mall, and the study boundaries used for both the Mall and Union Square Cultural Landscape Inventories. (CLP file "Mall hierarchy map 1 flat")

Concurrence Status

Inventory Status: Complete

Completion Status Explanatory Narrative:

The Mall Cultural Landscape Inventory was originally written by Kay Fanning, Ph.D., Landscape Historian with the Cultural Landscapes Program of the National Capital Region. Research material was gathered from the following repositories: Annual Reports of the Chief Engineer, Office of Public Buildings and Grounds (OPBG), Interior Library, Department of the Interior; Cultural Resource Files, National Mall & Memorial Parks (NAMA), National Capital Region (NCR); Beautification Files, Cultural Landscapes Program (CLP) files, NCR; NCP (National Capital Parks) files on the Mall, 1930s-1960s, from the Federal Records Center (FRC); maps and plans from the Technical Information Center (TIC) and Land Resources Program Center (LRPC), NCR; Mall photos, NCR Museum Resource Center (MRCE); Commission of Fine Arts (CFA) minutes from National Archives & Records Center (NARA); and National Capital Park & Planning Commission (NCPPC) Minutes from the National Capital Planning Commission (NCPC). Interviews were conducted with John Parsons, Associate Regional Director for Lands, Resources and Planning, NCR; Gary Scott, Regional Historian, NCR; James Sherald, Chief of Natural Resources and Science, NCR; and historians James Goode and Peter Penczer of the B.F. Saul Co. Many other professionals within the NPS (National Capital Region and Denver Service Center) reviewed the document and provided information and corrections.

The current version of this document reflects the CLI Update conducted in fiscal year 2018 and changes made by NCR CLI Coordinator Daniel Weldon .

Concurrence Status:

Park Superintendent Concurrence: Yes

Park Superintendent Date of Concurrence: 09/22/2006

National Register Concurrence: Eligible -- SHPO Consensus Determination

Date of Concurrence Determination: 09/05/2006

National Register Concurrence Narrative:

The State Historic Preservation Officer for the District of Columbia concurred with the findings of the Mall CLI on September 5, 2006, in accordance with Section 110 of the National Historic Preservation Act. It should be noted that the "National Register Concurrence Date" refers to this Section 110 Concurrence and not the date of listing on the National Register.

The Mall is listed in a separate nomination of May 19, 1981 and is included in the multiple-property nomination, "The L'Enfant Plan of the City of Washington," April 24, 1997. Neither provides sufficient information on the development, integrity, or current condition of the landscape. Only the latter nomination includes significance level and criteria considerations. While The Mall is not currently a National Historic Landmark, as the major component of the L'Enfant and McMillan Plans it is clearly of national significance. A draft National Historic Landmark nomination has been prepared for "The Plan of the City of Washington," and the DC SHPO is currently reviewing this document.

Concurrence Graphic Information:

United States Department of the Interior

NATIONAL PARK SERVICE
National Capital Region
1100 Ohio Drive, S.W.
Washington, D.C. 20242

August 7, 2006

Memorandum

To: Cultural Landscapes Inventory Coordinator, National Capital Region

From: Acting State Historic Preservation Officer, District of Columbia

Subject: Statement of Concurrence, The Mall Cultural Landscapes Inventory

I, David Maloney, District of Columbia Acting State Historic Preservation Officer, concur with the findings of The Mall Cultural Landscapes Inventory as submitted on August 2, 2006.
See attached comments in letter dated 9-5-06.

David Maloney
District of Columbia
Acting State Historic Preservation Officer

9-5-06
Date

Concurrence memo signed by the DC SHPO on 9/5/2006

United States Department of the Interior

NATIONAL PARK SERVICE
National Capital Region
1100 Ohio Drive, S.W.
Washington, D.C. 20242

September 19, 2012

Memorandum:

To: Cultural Landscape Inventory Coordinator, National Capital Region

From: Superintendent, National Mall and Memorial Parks

Subject: Statement of Concurrence, The Mall Cultural Landscape Condition Reassessm

I, Robert Vogel, Superintendent of National Mall and Memorial Parks, concur with the conditi reassessment for The Mall cultural landscape:

CONDITION REASSESSMENT: Fair

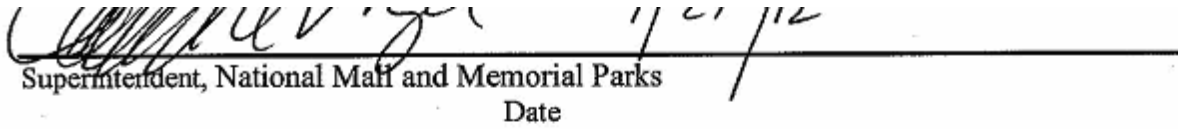
Good: indicates the inventory unit shows no clear evidence of major negative disturbance and dete by natural and/or human forces. The inventory unit's cultural and natural values are as well preser can be expected under the given environmental conditions. No immediate corrective action is requ maintain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

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

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

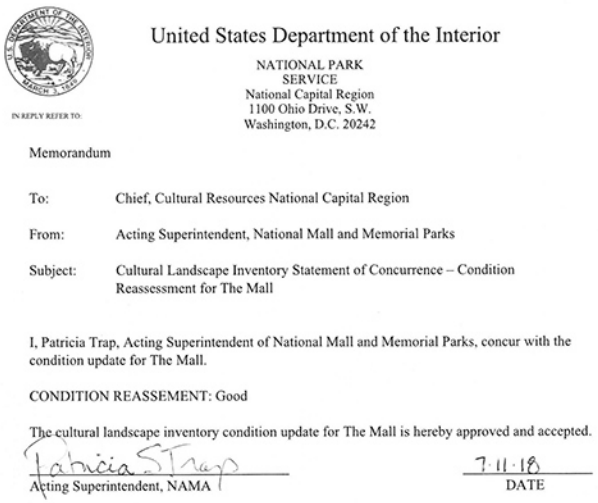
The cultural landscape condition reassessment for The Mall is hereby approved and accepted.

9/24/12



Superintendent, National Mall and Memorial Parks
Date

Concurrence memo signed by the NAMA Superintendent on 9/21/2012. This is a condition reassessment.



United States Department of the Interior

NATIONAL PARK SERVICE
National Capital Region
1100 Ohio Drive, S.W.
Washington, D.C. 20242

IN REPLY REFER TO:

Memorandum

To: Chief, Cultural Resources National Capital Region

From: Acting Superintendent, National Mall and Memorial Parks

Subject: Cultural Landscape Inventory Statement of Concurrence – Condition Reassessment for The Mall

I, Patricia Trap, Acting Superintendent of National Mall and Memorial Parks, concur with the condition update for The Mall.

CONDITION REASSEMENT: Good

The cultural landscape inventory condition update for The Mall is hereby approved and accepted.

Patricia S Trap
Acting Superintendent, NAMA

7-11-18
DATE

Concurrence Memo, CLI Update, signed by the NAMA Acting Superintendent (July 2018).

Revisions Impacting Change in Concurrence:

Other

Revision Date: 09/30/2018

Revision Narrative:

During the 2018 fiscal year, a reevaluation of the previously approved Cultural Landscape Inventory was completed by NCR Cultural Landscapes Inventory Coordinator Daniel Weldon. The reevaluation included a site visit to The Mall with NAMA FMSS Specialist Thomas Testa, NAMA Turf Management Specialist Michael Stachowicz, Cultural Resources Program Manager Michael Commisso and NCPE Intern Mikayla Raymond and occurred on Feb 13, 2018. The site visit conformed to the standards established by the Washington Support Office

Cultural Landscape Program and included the documentation of all contributing resources, a recording of visible deficiencies to the standards of FMSS, and the completion of a tree survey. This documentation process led to the generation of proactive preservation treatment recommendations and generated related work orders in FMSS. The documentation of resources, treatment, and work order are included in an appendix at the end of the document.

Updates were made to all required fields in the document as needed. Photographs from the site visit replaced the previously embedded existing condition photos. Additional photographs from the site visit are included in an appendix at the end of the document.

Updates to the document included revisions to the chronology, history narrative, existing condition photographs, and edits to the condition with stabilization recommendations. A pilot FMSS Work Order spreadsheet was completed and submitted to the park. This has been added to the Supplemental Documents portion of this entry.

The condition of the cultural landscape is noted as "Good" for FY 2018.

Geographic Information & Location Map

Inventory Unit Boundary Description:

The Mall extends from Constitution Avenue, N.W., and Pennsylvania Avenue, N.W., on the north to Independence Avenue, S.W., and Maryland Avenue, S.W., on the south, and from 1st to 14th Streets, N.W. and S.W. The Mall includes an area known as Union Square, bounded by Pennsylvania Avenue, N.W., Maryland Avenue, S.W., 1st Street, N.W. and S.W., and 3rd Street, N.W. and S.W. Though part of the Mall, Union Square was developed as a separate (though closely related) landscape design; therefore, it has been analyzed in a separate CLI.

This inventory of the Mall landscape examines only the central portion of the Mall, between Madison and Jefferson Drives and 3rd and 14th Streets, because this area was designed and developed as a single landscape. These are the study boundaries for this CLI, and they extend to the outer curbs of these streets. The physical history of the Mall discusses development of the entire Mall to provide context.

State and County:

State: DC

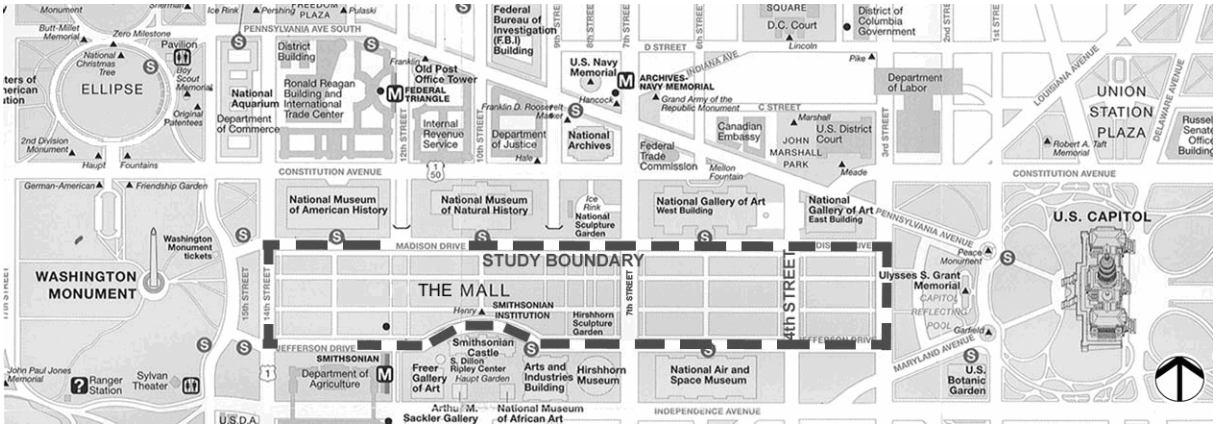
County: District of Columbia

Size (Acres): 135.05

Boundary Coordinates:

Source:	GPS-Differentially Corrected
Type of Point:	Point
Datum:	NAD 83
UTM Zone:	18
UTM Easting:	323,781
Source:	GPS-Differentially Corrected
Type of Point:	Point
Latitude:	-77.0318317082
Longitude:	38.8903511540
Source:	GPS-Differentially Corrected
Type of Point:	Point
Latitude:	-77.0319225203
Longitude:	38.8927282960
Source:	GPS-Differentially Corrected
Type of Point:	Point
Latitude:	-77.0153731199
Longitude:	38.8905283710
Source:	GPS-Differentially Corrected
Type of Point:	Point
Latitude:	-77.0153616105
Longitude:	38.8888976990

Location Map:



The Mall in relation to the Washington Monument, the Capitol, and Pennsylvania Avenue. (from USDOI NPS map "Washington: The Nation's Capital," GPO: 2000; CLP file "Mall new location map copy")

Management Unit: National Mall & Memorial Parks

Tract Numbers: 3, 3A, 3B, 4, 5, 6

Management Information

General Management Information

Management Category: Must be Preserved and Maintained

Management Category Date: 09/22/2006

Management Category Explanatory Narrative:

The Mall is the key component of the greater area called the National Mall, encompassing the Mall, the Washington Monument Grounds and West Potomac Park (which includes Constitution Gardens, the Vietnam Veterans Memorial, the Lincoln Memorial, the National World War II Memorial, the Korean War Veterans Memorial, the Franklin D. Roosevelt Memorial, the Thomas Jefferson Memorial, and the George Mason Memorial). The Mall was the central area of the city in the L'Enfant Plan, and it maintained this importance in the expanded Mall designed by the McMillan Commission Plan (Senate Park Commission Plan) of 1902.

The National Park Service is currently developing a management plan for the National Mall, The National Mall Comprehensive Management Plan. This CLI will provide background information for the plan. The Management Category Date for the Mall is the date the nomination for the L'Enfant Plan was listed on the National Register.

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

Maintenance Location Code: 3100

Agreements, Legal Interest, and Access

Management Agreement:

Type of Agreement: Concession Contract/Permit

Expiration Date: 12/31/2010

Management Agreement Explanatory Narrative:

Agreement with GSI, Inc., to sell refreshments for visitors to Mall

Type of Agreement: Concession Contract/Permit

Expiration Date: 12/31/2007

Management Agreement Explanatory Narrative:

Agreement with Tourmobile to operate tourist buses on the Mall; agreement can be extended to 12/31/2008

Type of Agreement: Memorandum Of Agreement

Management Agreement Explanatory Narrative:

Smithsonian Folklife Festival - agreement under negotiation in September 2006

NPS Legal Interest:

Type of Interest: Fee Simple

Public Access:

Type of Access: Unrestricted

Explanatory Narrative:

The Mall is open to the public at all hours with no restrictions. The Smithsonian Institution museums and the National Gallery of Art, which are under separate jurisdictions, have daily hours.

Adjacent Lands Information

Do Adjacent Lands Contribute? Yes

Adjacent Lands Description:

The buildings occupying adjacent lands are vitally important to defining the character of the central landscape of the Mall. For the purposes of this Cultural Landscape Inventory, the Mall landscape has been defined as limited by the outer curbs of Madison and Jefferson Drives and by 3rd and 14th Streets. The entire Mall occupies the land bounded by Constitution Avenue, 1st Street, Independence Avenue, and 14th Street. The Mall was built because of its location between the Capitol and the Washington Monument, with its central axis serving as an open vista between the two monumental buildings. Buildings lining the Mall axis, referred to by L'Enfant as the promenade or the Grand Avenue, played an important role in the L'Enfant Plan. The McMillan Plan called for structures along the Mall axis to be symmetrically disposed, defining walls that would shape and contain its space. These buildings were to house government and cultural institutions.

In the years following the publication of the McMillan Report, in 1902, former commission members Daniel Burnham and Charles McKim worked strenuously to ensure that new buildings would be set at the correct distance from the Mall's center line so that the mistake represented by the placement of the Smithsonian Castle, too close to the center line and encroaching on the space and vista of the Mall, was not repeated. They succeeded in securing President Theodore Roosevelt's approval to have the site of the new Department of Agriculture moved to the correct distance, even after foundations had been laid. This established the precedent that, with the oversight of the Commission of Fine Arts and other groups, has been observed by all construction since.

The succession of these monumental facades along the Mall, rising behind the lines of elms, further emphasizes the primary vista. The institutions they house attract millions of people annually from all over the world, making the Mall the lively center of the nation's capital city.

National Register Information

Existing National Register Status

National Register Landscape Documentation:

Entered Inadequately Documented

National Register Explanatory Narrative:

The Mall is listed on the National Register under the nomination “The National Mall” (1981) and “The L’Enfant Plan of the City of Washington, D.C.” (1997). Neither document adequately describes the current condition or the physical features of the Mall landscape.

Existing NRIS Information:

Other Names:	L'Enfant Plan of DC (97000332)
Primary Certification Date:	04/24/1997
Name in National Register:	National Mall
NRIS Number:	66000031
Primary Certification Date:	05/19/1981

National Register Eligibility

National Register Concurrence:	Eligible -- SHPO Consensus Determination
Contributing/Individual:	Contributing
National Register Classification:	Site
Significance Level:	National
Significance Criteria:	A - Associated with events significant to broad patterns of our history
Significance Criteria:	B - Associated with lives of persons significant in our past
Significance Criteria:	C - Embodies distinctive construction, work of master, or high artistic values

Period of Significance:

Time Period:	CE 1791 - 1792
Historic Context Theme:	Expressing Cultural Values
Subtheme:	Landscape Architecture
Facet:	The Early National Period
Time Period:	CE 1902 - 1975
Historic Context Theme:	Expressing Cultural Values
Subtheme:	Landscape Architecture
Facet:	The City Beautiful Movement
Time Period:	CE 1902 - 1975
Historic Context Theme:	Expressing Cultural Values
Subtheme:	Landscape Architecture
Facet:	The 1930's: Era Of Public Works
Time Period:	CE 1902 - 1975
Historic Context Theme:	Expressing Cultural Values
Subtheme:	Landscape Architecture
Facet:	Urban Planning in the Twentieth Century

Area of Significance:

Area of Significance Category:	Community Planning and Deve
Area of Significance Subcategory:	None
Area of Significance Category:	Landscape Architecture
Area of Significance Subcategory:	None

Statement of Significance:

The national significance of the Mall cannot be overstated. The central landscape itself, as defined for this inventory, constitutes the fundamental feature of the Mall, clarifying the vista and thus the symbolic relation between the Capitol and the Washington Monument, representing the legislative and executive branches of government (since the Washington Monument stands on axis with the White House) – the primary design intent of both the L'Enfant and the McMillan Plans. The Mall is therefore a symbol of American democracy. Conceived in 1791, modified in 1902, and constructed, for the most part, in

1932-36, the Mall lies at the very center of the plan of the federal city. The Period of Significance for the Mall includes two separate periods: 1791-1792, encompassing the year the L'Enfant Plan was created, and the subsequent year, when changes were made to the plan by L'Enfant's successor, Andrew Ellicott; and 1902-1975, extending from the publication of the McMillan Plan, encompassing the years 1932-1936 when the plan was revised and largely implemented, to the year when the final tree panel was planted with elm trees following the removal of the last temporary war building a few years earlier.

The Mall gains its significance not only from being part of the L'Enfant Plan, but also from its inclusion in the central area of the McMillan Plan, and the adaptation of this plan by Frederick Law Olmsted, Jr., and other planners in the 1930s. Olmsted, one of the leading twentieth-century American landscape architects, for many decades played a major role in the design of Washington and helped oversee the Mall's construction in 1932-36. This construction was authorized by an Act of Congress passed in March 1929, and funded by the Public Works Administration in the early years of President Franklin D. Roosevelt's administration. Today the Mall provides the setting for hundreds of public events each year, from political demonstrations to cultural celebrations, all of them expressions of American citizens' First Amendment rights of free speech and assembly.

The Mall was listed individually by name only on the National Register on October 15, 1966. The supporting nomination was prepared fourteen years later and listed on May 19, 1981, with the boundaries of the Mall – at that time called the "National Mall" – defined as "Constitution and Pennsylvania Avenues on the north, 1st Street, N.W., on the east, Independence and Maryland Avenues on the south, and 14th Street, N.W., on the west" (Sec. 7, p. 1, Donald C. Pfanz, "National Mall," National Register Nomination, May 19, 1981). These boundaries encompass a larger area than this Cultural Landscapes Inventory, and include Union Square, which has been treated as a separate landscape in the National Park Service's Cultural Landscapes database. Also, this nomination was prepared before Criteria, Criteria Considerations, and Periods of Significance were part of the nomination process. Instead, there was a category called "Specific Dates," which for the Mall were given as 1791-1976, with no explanation provided. The nomination includes very little landscape description.

The Mall is also listed on the National Register under the nomination, "The L'Enfant Plan of the City of Washington" (listed April 24, 1997). As defined in this nomination, the L'Enfant Plan as a whole and its constituent parts, including the Mall, are significant under Criteria A, B, and C:

The plan meets National Register Criterion A for its relationship with the creation of the new United States of America and the creation of a capital city; it meets Criterion B because of its design by Pierre L'Enfant, and subsequent development and enhancement by numerous significant persons and groups responsible for the city's landscape architecture and regional planning; and it meets Criterion C as a well-preserved, comprehensive, Baroque plan with Beaux Arts modifications. (Leach and Barthold, "The L'Enfant Plan in the City of Washington, D.C.," NR nomination, Section 8, page 2)

However, the description of the Mall in this nomination is limited to the following: "a flat open

greensward lined with evenly spaced elms to frame the reciprocal vistas between the Capitol and the Washington Monument." (L'Enfant Plan NR nomination, Sec. 8, p. 34)

The L'Enfant Plan National Register nomination was used as the basis for a draft National Historic Landmark nomination, "The Plan of the City of Washington," completed in 2000. Since the NHL is still a draft, assessment of the Mall's significance must follow the listed National Register nomination, but nonetheless the NHL draft nomination offers additional analysis clarifying Criterion C:

The historic plan of the City of Washington is the foremost example in the United States of two combined nationally significant planning styles – the Baroque and the City Beautiful. . . . the design and evolution of the two combined plans is even more outstanding as a unified entity that has no parallel in American city planning. ("The Plan of the City of Washington," National Historic Landmark Nomination, draft, July 14, 2000)

There have been no major changes to the concept of the Mall outlined in the McMillan Plan and constructed in 1932-36. The Mall retains much of its historic circulation system and many of its historic trees and small-scale features. The Mall possesses a high level of historic integrity and historic significance.

Chronology & Physical History

Cultural Landscape Type and Use

Cultural Landscape Type: Designed

Current and Historic Use/Function:

Primary Historic Function: Leisure-Passive (Park)

Primary Current Use: Leisure-Passive (Park)

Other Use/Function	Other Type of Use or Function
Leisure-Passive (Park)	Both Current And Historic
Urban Park	Both Current And Historic
Assembly Area	Both Current And Historic
Vista	Both Current And Historic
NPS Class VII Urban Parkway	Both Current And Historic

Current and Historic Names:

Name	Type of Name
The Mall	Both Current And Historic
The National Mall	Both Current And Historic
The L'Enfant Mall	Historic

Ethnographic Study Conducted: No Survey Conducted

Chronology:

Year	Event	Annotation
CE 1790	Land Transfer	The three city commissioners appointed by President George Washington were given jurisdiction over city reservations.
CE 1791 - 1792	Planned	Maj. Charles Pierre (Peter) L'Enfant created the grand plan for the City of Washington. The Mall was called the Grand Avenue. After Washington fired L'Enfant in March 1792, the plan was modified by his successor, surveyor Andrew Ellicott. Planner: Charles Pierre L'Enfant Planner: Andrew Ellicott Charles Pierre L'Enfant Andrew Ellicott
CE 1802	Land Transfer	Responsibility for the reservations was transferred from the three commissioners to a Superintendent of Public Buildings, also appointed by the president.
CE 1815	Engineered	The Washington City Canal was begun along the route of Tiber Creek, on the north side of the Mall. Engineer: Benjamin Henry Latrobe Benjamin Henry Latrobe
CE 1816 - 1849	Land Transfer	The Superintendent of Public Buildings was replaced by a Commissioner of Public Buildings, also under the authority of the president.

CE 1822	Land Transfer	A Congressional Act of May 7, 1822 allowed the District to lay out and sell lots on four new squares between 3rd and 6th Streets. The lots were bounded by the new Maine and Missouri Avenues, built to separate the private land from the federal Mall.
CE 1849 - 1850	Built	The Smithsonian Building (now the Castle), designed in the Norman Revival style, was built on the south side of Reservation 3, on axis with 10th Street. Adolf Cluss rebuilt the structure after a fire in 1865.
		James Renwick
CE 1849	Land Transfer	The office of the Commissioner of Public Buildings was transferred from the authority of the president to the new Department of the Interior.
CE 1851	Designed	Landscape gardener Andrew Jackson Downing was appointed in 1850 by President Millard Fillmore to create a landscape plan for the Mall (also Lafayette Park and the Ellipse). His picturesque, romantic vision of curving walks and clustered trees was carried out piecemeal over the next 30 years.
		Andrew Jackson Downing
CE 1855	Built	The Washington (Columbian) Armory was built at 6th St. and Independence Ave., SW. It held the munitions of volunteer militia companies. During the Civil War, the Armory became the core structure of a large hospital complex.
		Maj. William Haywood Bell
	Built	Congress authorized the Alexandria & Washington Railroad to lay tracks across the Mall along 1st St. leading north to the Baltimore & Ohio Depot at New Jersey Ave. and C St., NW
CE 1856	Built	A marble urn honoring the memory of Andrew Jackson Downing, who had drowned in 1852, was designed by his former partner and placed on the Mall in front of the Castle, along an elliptical walk.
		Calvert Vaux

CE 1867	Land Transfer	The D.C. reservations were transferred from the Department of the Interior to the Office of Public Buildings and Grounds, U.S. Army Corps of Engineers, War Department, inaugurating an era of rapid park development.
CE 1868	Built	The first Department of Agriculture building was built at Independence Ave. and 14th St., SW.
		Adolf Cluss
	Planted	The Department of Agriculture gardens were laid out with drives, walks, trees, shrubs, flower beds, pavilions, and greenhouses. The gardens lay between 12th and 14th Streets and extended north from the USDA building to the City Canal.
CE 1870	Destroyed	Because of siltation and odors, the Washington City Canal was filled in.
	Built	B Street North (now Constitution Ave.) was built on top of the main length of the filled-in Washington City Canal.
CE 1872 - 1873	Developed	Water pipes were laid in Armory Square, 6th to 7th Streets. A road was built through the square and then through the adjoining reservations, from 3rd to 4½ Streets, NW and SW.
CE 1873	Built	The Baltimore & Potomac Station was completed on the Mall at 6th St. NW. Its trainshed and tracks ran across the Mall. The depot obstructed views of the Capitoland the trains caused much noise and pollution.
		Joseph Miller Watson
CE 1873 - 1874	Graded	Armory Square (6th-7th Sts.) was graded and sown with bluegrass seed. The reservation to its east, bounded by 3rd and 6th Sts. and Missouri and Maine Aves. – the future Seaton Park – was also graded.
CE 1874 - 1875	Graded	Further grading was done on the reservation between 3rd and 6th Sts. to raise the ground level to match the adjoining streets.

	Developed	Further improvements were made to the Smithsonian Grounds. Gravel roads and walks were built and 63 gas lights were installed. Benches were moved there from a park on Capitol Hill (probably Lincoln Park), along with a music stand from the Capitol Grounds.
	Planted	Some deciduous trees were planted in the 3rd-6th Sts. reservation.
	Developed	Gravel roads and walks were built in Armory Square. An iron post-and-chain fence was installed along B St. South (now Independence Ave.).
	Planted	Trees were planted in Armory Square along B and 7th Sts.
	Planted	Trees were planted in the Smithsonian Grounds along B St. between 7th and 12th Sts.
CE 1875 - 1876	Developed	In the Smithsonian Grounds, iron post-and-chain fencing was installed along B St. and two more gas lights were added. In Armory Square, a gravel carriage road and several walks were built, and 27 gas lamps were erected. The reservations between 3rd and 6th Sts. were graded, pipes were laid, gravel walks were built, and six gas lamps were installed. An iron post-and-chain fence was placed along Missouri and Maine Aves. from 4½ to 6th Sts.
	Planted	500 more deciduous and evergreen trees were planted in the Smithsonian Grounds. In Armory Square, 190 trees were planted and a row of deciduous trees was planted along the main road. Evergreen and deciduous treesand shrubs were planted in the reservation between 3rd and 6th Sts; two large evergreen trees were moved there; sod was laid along walks and grounds were sown with bluegrass seed.
	Removed	Iron gates and a pair of stone pillars were removedfrom the entrance to the Smithsonian Grounds at 10th and B Streets.
CE 1876 - 1877	Developed	The banks along the main road in Armory Square received additional grading. Soil and sod were laid and gutters built along each side.

CE 1878 - 1881	Built	The Romanesque Revival National Museum (today the Arts & Industries Building) was erected by the Smithsonian Institution on Res. 3 between 9th and 10th Sts.
	Adolf Cluss	
CE 1878 - 1879	Graded	In the Smithsonian Grounds, gravel was added to roads to raise the grade and improve drainage. The reservation between 4½ and 6th Sts. and Maine and Missouri Aves. was graded.
	Developed	A main gravel road was built from 6th St. andMissouri Ave. to 4½ St. Some walks were built in this reservation.
	Planted	Mature trees were moved from the site of the National Museum and transplanted within the Smithsonian Grounds. Evergreen and deciduous trees were planted in the reservations between 3rd and 7th Sts.
CE 1879 - 1800	Planted	More trees and shrubs were planted in the reservations extending from Armory Square to the Botanic Garden.
CE 1800 - 1880	Planted	Landscaping of the National Museum grounds was completed in the summer of 1880.
CE 1880 - 1881	Developed	New gravel roads and walks were built around the National Museum.
CE 1881 - 1882	Developed	A new asphalt walk was laid along the south side ofthe main road through the Smithsonian Grounds. This road extended from 7th to 12th Streets, running in front of the Castle and the National Museum.
	Planted	Trees and shrubs were planted in the Smithsonian Grounds to replace those killed by a flood in Feb. 1881. Trees and shrubs were also planted in the reservations from Armory Square to the Botanic Garden, but these do not seem to have been replacements for storm-damagedplants.
CE 1882 - 1883	Developed	In the Smithsonian Grounds, hundreds of feet of new brick and cobblestone gutters were laid along the roads. New sewer pipes were also laid.

CE 1882	Memorialized	The Joseph Henry Statue, a bronze portrait statue honoring the first Secretary of the Smithsonian Institution, was unveiled during ceremonies on April 12, 1882. Moved during construction of the Mall roads in the 1930s, it now stands in front of the Castle.

William Wetmore Story

CE 1882 - 1884	Developed	Additional gutters made of granite, cobblestones, and marble chips were laid along roads and walks in the Smithsonian Grounds, along with hundreds of feet of new drain pipes.
CE 1883 - 1884	Removed	Dead and dying trees were removed from densely planted groups in the Smithsonian Grounds.
CE 1885 - 1886	Developed	Many improvements were made to the Smithsonian Grounds, including the regraveling of main roads and the addition of gutters and drain pipes. In Armory and Seaton Parks, old walks were replaced with new walks following the routes of social trails. A road with cobblestone gutters was built through Seaton Park from the 6th St. bridge to the Botanic Garden.
CE 1886 - 1887	Developed	One-hundred new benches were placed in Smithsonian, Armory (now called Henry), and Seaton Parks.
	Built	The Baltimore & Pacific Railroad built a stone wall along the west boundary of the area used by the depot. A watchman's lodge was built in Seaton Park, near Maine Ave. in the southwest section.
	Paved	The main road through the Smithsonian Grounds, extending from 7th St. to the National Museum, was paved with asphalt.
	Planted	Evergreen trees were planted in Henry Park. A willow tree and flowers were planted in a circle in front of the Armory Building.
	Removed	In Seaton Park, a "dilapidated" brick house near 4½ St. and Missouri Ave. was torn down. The bricks were reused in the parks.

CE 1887	Built	The Army Medical Museum, a three-story brick Romanesque Revival structure, was built at Independence Ave. and 7th St., SW.

Adolf Cluss

CE 1887 - 1886	Built	A berm was built in Armory Square to hide the tracks of the B&P Railroad.
CE 1887 - 1888	Paved	In the Smithsonian Grounds, concrete pavement was laid from the B St. sidewalk to the Medical Museum, and a new road was built from the main road to the museum's south front. Asphalt replaced gravel on the main road from the National Museum to the Castle's west end.
	Planted	Twenty-one old and dying trees were removed from the Smithsonian Grounds. In Henry Park, 27 evergreens damaged by smoke from trains were transplanted to other parks in the city.
	Removed	Old shanties built by the Smithsonian that stood east of the National Museum were destroyed. Post-and-chain fencing was removed from the south sides of Smithsonian and Henry Parks and reused around other city parks. A "substantial" iron railing was installed around Henry Park this year or soon thereafter.
CE 1888 - 1889	Paved	In the Smithsonian Grounds, the main gravel road from the west side of the Castle to 12th St. was repaved in asphalt. Belgian block pavers were placed at intersections with gravel roads. A new gravel road was laid from the west side of the National Museum at B St. South to the main drive. Other new asphalt walks were built.
CE 1889 - 1890	Paved	Gravel walks and roads around the National Museum were repaved in asphalt. Asphalt was laid around the Army Medical Museum. In Henry Park, the road around the Armory Building – now housing the U.S. Fish & Fisheries Commission – was widened.
CE 1890 - 1891	Paved	Gravel roads and walks from the west end of the Castle to the Smithsonian Park entrance at 10th and B St. North were repaved in asphalt. In Henry Park, asphalt replaced gravel on the walk from the U.S. Fish & Fisheries Commission Building to 7th St.

CE 1891 - 1895	Paved	More gravel and board walks in Smithsonian Park were repaved with asphalt. By 1893, about a third of all roads and walks in the park were asphalt.
CE 1893 - 1894	Planted	More deciduous and evergreen trees were planted in Henry Park. Violent storms in August 1893 and Feb. 1894 damaged many trees and shrubs.
CE 1894	Built	The General Noble Redwood Tree House, the trunk of a 2000-year-old giant sequoia from California, was placed east of the Dept. of Agriculture building.
CE 1894 - 1895	Paved	In Henry Park, a new gravel walk was built from the main drive to 6th St. In Seaton Park, a stone sidewalk was laid along the south side of the main drive running between 3rd and 6th Streets.
CE 1901 - 1902	Planned	The Senate Park (McMillan) Commission developed a plan for the city. Focusing on the Mall area, the plan sought to recapture the spirit of the L'Enfant Plan through elimination of discordant elements while allowing for development of new buildings and parks designed on City Beautiful principles.
CE 1904	Built	The new National Museum (now the National Museum of Natural History) was built on the north side of Reservation 3 between 9th and 12th Sts., Constitution Ave., and Madison Dr., NW.
		Hornblower & Marshall
CE 1904 - 1908	Built	Two wings of the new Department of Agriculture building were built behind the original building.
		Rankin & Kellog
CE 1907	Removed	The Baltimore & Potomac Railroad Depot and its tracks were removed from Henry Park and 6th Street.
CE 1913 - 1923	Built	The Freer Gallery of Art was built on the south side of Reservation 3, east of 12th St., between Independence Ave. and Jefferson Dr., SW.
		Charles A. Platt

CE 1918	Built	When the U.S. entered World War I, temporary concrete structures, known as "tempos," were built on the east end of the Mall to house the offices of federal war workers. Other structures, such as a power plant, were also built.
CE 1921	Built	The foundation was laid for the George Washington Victory Memorial Building on the north side of the block between 4th and 7th Streets.
		Tracy & Swartwout
CE 1923	Built	By this year, the Department of Agriculture had built many new greenhouses along Constitution Ave.
CE 1924 - 1925	Land Transfer	The name of the Office of Public Buildings and Grounds was changed to the Office of Public Buildings and Public Parks, and the office was transferred from the Army Corps of Engineers to the office of the U.S. President.
CE 1930	Removed	The original Department of Agriculture building was razed.
	Built	The central pavilion of the Department of Agriculture was constructed on the site of the original building and connected with the two wings of 1904-1908.
		Rankin & Kellog
CE 1932 - 1936	Designed	Frederick Law Olmsted Jr. was the primary designer of the revised McMillan Plan scheme for the Mall. In the new design, wide lawns bordered by two rows of American elm trees extended between 3rd and 14th Streets, allowing a clear sightline between the Capitol and the Washington Monument.
		Frederick Law Olmsted Jr.
CE 1931	Removed	The Mall began to be cleared of most gardens and structures from 1st St. to 14th St., including Union Square from 1st to 3rd Sts., and Madison to Jefferson.
CE 1931 - 1939	Removed	Between c. 1931 and the late 1930s, most of the World War I tempos were demolished.

CE 1932 - 1936	Built	The majority of construction work on the Mall, from 3rd St. to 14th St., was carried out in these years, including grading, laying utilities, removing trees, planting American elms, laying sod, and constructing roads and sidewalks. Olmsted worked with numerous prominent planners to adapt the McMillan Plan design for modern requirements.
		Frederick Law Olmsted Jr.
CE 1933	Land Transfer	Under Executive Order #6166, June 10, 1933, all public lands and buildings were transferred to the Office of National Parks, Buildings, and Reservations, Dept. of the Interior. On March 2, 1934, the name was changed to the National Park Service. The Office of Public Buildings and Public Parks became National Capital Parks.
CE 1934	Land Transfer	The USDA Grounds, Res. 3B, south of the North Mall Drive was transferred to the Dept. of the Interior about April 7, 1934.
CE 1935	Planted	333 American elms were planted on the Mall in June, July, and August.
CE 1937	Destroyed	The foundation of the George Washington Victory Memorial Building was destroyed when the site was reserved for the construction of the National Gallery of Art (the West Building).
CE 1937 - 1941	Built	The National Gallery of Art was built on Reservations 4 and 5 (formerly Henry Park and Seaton Park West) between 4th and 7th Sts., Constitution Ave., and Madison Dr., N.W.
		John Russell Pope
CE 1940	Destroyed	The Department of Agriculture greenhouses along Constitution Ave. were demolished.
CE 1941	Built	Tempos to house federal war workers for World War II were erected on the west end of the Mall on Res. B, at the north end of the block between 12th and 14th Streets.
CE 1942	Land Transfer	The north part of the USDA Grounds, Res. 3B, was transferred to the Dept. of Interior on Feb. 3.

CE 1962	Built	The World War II tempos were removed and the National Museum of American History (originally The National Museum of History and Technology) was built on Reservation 3B, between 12th and 14th Sts., Constitution Ave., and Madison Dr., NW.
		Steinman, Cain & White
CE 1964	Destroyed	The former Washington Armory, the home of the U.S. Commission of Fisheries from 1881 to 1932, was demolished. The site is now occupied by the Air & Space Museum.
CE 1966	Planned	The "Washington Mall Master Plan" was developed by Skidmore, Owings and Merrill.
		Skidmore, Owings and Merrill
CE 1969	Destroyed	The Army Medical Museum was razed to free the site for the Hirshhorn Museum and Sculpture Garden.
CE 1971	Removed	The final tempo on the Mall, tempo C, between 4th and 6th Streets, SW, was removed.
CE 1972 - 1976	Built	The National Air & Space Museum was built on Reservations 4 and 5 between 4th and 7th Sts., Independence Ave., and Jefferson Dr., SW.
		Gyo Obata of HOK
CE 1973	Planned	The "Washington Mall Circulation Systems" plan by SOM was issued, adapting and enlarging on ideas presented in the 1966 "Washington Mall Master Plan." This serves as the current Mall Master Plan.
		Skidmore, Owings and Merrill
CE 1974	Built	The Hirshhorn Museum of Art and Sculpture Garden was built on Reservation 3A between 7th and 9th Sts., Independence Ave., and Jefferson Dr., SW.
		Gordon Bunshaft of SOM
CE 1974 - 1975	Paved	The asphalt Inner Mall Drives (Vista Drives) were removed and replaced with gravel walks.
CE 1975	Planted	The final tree panel on the Mall was planted with elms; this was probably where tempo C had stood. Plantings since then have been replacement elms.

CE 1978	Built	The East Building of the National Gallery of Art was constructed on Reservation 6 in the trapezoidal block formed by Pennsylvania Ave., 3rd and 4th Sts., and Madison Dr., NW.
		I.M. Pei
CE 1987	Built	Two underground museums, The Museum of African Art and The Arthur M. Sackler Gallery of Asian Art, were built beneath the southeast quadrant of the Smithsonian Quadrangle behind the Castle in Reservation 3, just north of Independence Ave., SW.
		Jean Paul Carlhian
CE 1987 - 1989	Built	The National Sculpture Garden concession building was completed on Reservation 3A between 7th and 9th Sts., Constitution Ave., and Madison Dr., NW.
		Charles Bassett of SOM
CE 1994	Built	Four new food service buildings were built on the Mall.
		Oehrlein & Associates
CE 1999	Built	The National Sculpture Garden was built on Reservation 3A.
		Olin Partnership
CE 2004	Built	The National Museum of the American Indian was erected near the east end of the Mall between 3rd and 4th Sts., Jefferson Dr., and Independence Ave.,SW.
		Douglas Cardinal
		John Paul Jones
		GBQC Architects
CE 2009	Planned	An improvement plan was developed for The Mall way finding system. The plan was to be implemented in three phases starting with the Lincoln Memorial moving east towards the Capitol. The plan was to implement signs that consistently matched (PEPC 24465).

CE 2009 - 2011	Planned	Between 2009 and 2011, the Turf Management plan was formulated for the cultural landscape. The plan proposed the excavation of the existing panels, the installations of basins, improvements to aeration, and the rebuilding of curbing at certain panels.
CE 2016	Planned	As a part of the District of Columbia Canopy Initiative, a plan to replant 40 percent of the tree canopy by 2032, the park identified a goal to participate by replanting in kind missing tree specimens (PEPC 66924).
CE 2012 - 2016	Rehabilitated	The turf panels of The Mall cultural landscape are rehabilitated. This included the development of a new mowing plan, the expansion of gravel panels, the introduction of granite curbing, the installation of underground cisterns, modifications to the time that temporary installations are allowed, and the use of access rotation and plastic decking to allow the turf to grow.

Physical History:

1791-1799: The L'Enfant and Ellicott Plans

The Constitution had provided for the creation of a federal city, and the new capital city of Washington, D.C., was located on the Potomac River as a compromise between Northern and Southern interests to settle Southern war debts. On July 16, 1790, President George Washington signed the Residence Act, creating the District of Columbia; in the fall of that year, Washington examined many sites along the Potomac River, finally choosing a location at the confluence of the Potomac with the smaller Eastern Branch (now known as the Anacostia River), several miles north of his estate at Mount Vernon, Virginia. In January 1791, Washington appointed three commissioners to administer the district. Ten years later, on December 1, 1800, the federal government moved from Philadelphia to the District.

The District included the City of Washington, set within the bowl-shaped area bounded by the shorelines of the Potomac and Anacostia Rivers and Rock Creek, and the northern escarpment soon marked by Boundary Road (now Florida Avenue). The remainder of the District was occupied by Alexandria County, on the west shore of the Potomac, and Washington County, on the east shore.

The site of the new city lay on the Potomac River's fall line, marking the furthest navigable extent of tidal waters from Chesapeake Bay and the ocean. The Potomac offered a transportation route into the country's western lands beyond the Appalachian Mountains, and connection with the extensive trade route of the Mississippi and Missouri Rivers.

Flat land lay along the eastern shore of the Potomac and extended for some distance north. to a steep escarpment that ran in a curving line from east to west. Numerous stream valleys cut through the river terraces. (Gutheim 1977:19) Much of the land in the District was wooded, with occasional clearings carved out for farms or roads. Historian Frederick Gutheim recounts the impressions of several visitors to Washington in the 1790s:

Isaac Weld, Jr., reported in 1796 that "excepting the streets and avenues and a small part of the ground adjoining the public buildings, the whole place is covered with trees." A few locations, wrote Thomas Twining in the same year, "assumed more the appearance of a regular avenue, the trees having been cut down in a straight line." Francis Baily thought that perhaps half of the area projected for the city had been cleared of trees by the fall of 1796, and perceived the site as "broad avenues in a park bounded on each side by thick woods." (Gutheim 1977:21)

The area of the District had been settled in the second half of the seventeenth century, with land cleared for tobacco plantations. By the 1790s, these properties were occupied by second- and third-generation settlers, who farmed lands becoming exhausted by tobacco cultivation: "Many were poor and nearly all were eager to liquidate their real estate holdings." (Gutheim 1977:15) The future Mall lay in the watershed of Tiber Creek, also known as Goose Creek, whose waters rose in the lands of a plantation called Rome. (Gutheim 1977:20) Along the north shore of the Tiber, from the river to the foot of Capitol Hill, was the farm of David Burnes. In the marshes that bordered the creek grew "wild oats, reeds, and thickets of berry

bushes and other shrubs." (Joseph & Wheelock 1999:13)

Within the boundaries of the District were situated the village of Georgetown, established in 1751, and two small settlements, Carrollsburg and Hamburg, which had been laid out but had few houses. (Reps 1991:3) Alexandria (founded 1749) lay at the southern corner, on the Virginia side of the river. In March 1791, Washington succeeded in convincing the proprietors, or owners, of Carrollsburg and Hamburg to let their land be used for the new city:

". . . the proprietors offered to cede their land in trust to the president, gave him full powers to decide on and adopt a city plan, authorized the federal government to take title to all of the land in streets and to half of the city lots, and required payment only for sites reserved for the public buildings at a modest 25 pounds per acre. The remaining city lots would be distributed to the proprietors in proportion to their original holdings." (Reps 1991:4)

Sources vary as to the original proprietors of the land that would make up the Mall. The 1874 Toner Map shows the land lying within the holdings of David Burnes. A "recent reassessment" states that the Mall land lay within two large tracts: Beall's Levels, owned by James Williams and Uriah Forrest, and Cerne Abbey Manor, owned by Daniel Carroll. (see HABS DC-678, "National Mall and Monument Grounds," 1990-93:1)

The city's reservations were managed under several different jurisdictions from the establishment of Washington, D.C., in 1790 up through 1933 and their transfer to the National Park Service. From July 1790, the three district commissioners had this authority. Twelve years later, these positions were eliminated and the duties transferred to a Superintendent of Public Buildings, also appointed by the president. In 1816, the Superintendent of Public Buildings was replaced by a Commissioner of Public Buildings, at first acting under the authority of the president and then, after its creation in 1849, the Department of the Interior.

In late 1790 or early 1791, Washington hired the French engineer and architect Pierre (Peter) Charles L'Enfant to lay out the new city. In only a few months, L'Enfant created a unique city plan that forcefully symbolized the expectations of the American democracy using European, specifically French, Baroque models. (see Scott 1991:43) In the L'Enfant plan,

"[f]undamental tenets of the Constitution – the balance of powers inherent in executive versus legislative prerogatives and federal versus states rights – were built into the matrix . . . . The spatial complexity of the design, always viewed either as geometric ideal or as a response to the topography of the site, was also the means of expressing this fundamental iconographic program." (Scott 1991:37)

L'Enfant's plan combined a rectangular street grid with diagonal ceremonial boulevards connecting important sites and structures. Fifteen squares were dispersed throughout the city for development by the individual states. The focus of the plan was the visual relationship between the Capitol and the "President's House," joined by an avenue named for Pennsylvania, and also by a "grand avenue," an extension of the axes of the two buildings west and south, respectively. It is not known whether L'Enfant was influenced by a schematic plan sketched

by Thomas Jefferson in March 1791 that showed a small modular city laid out between Rock Creek and Tiber Creek, with public walks joining the Capitol and President's House somewhat in the manner of L'Enfant's grand avenue. (Scott 1991:39)

At least four drawings of the plan were prepared by L'Enfant. The only one to have survived is a version he gave to Washington in August 1791, which has greatly faded; a facsimile of it was prepared in 1887. (Reps 1991:20) Three primary sources give details on L'Enfant's intentions for the Mall: a letter from L'Enfant to Washington dated June 22, 1791; an official description appearing in the Gazette of the United States (Philadelphia), on January 4, 1791; and the anonymous "Essai sur la ville de Washington," published in New York in 1795. (see Scott 1991:40ff)

L'Enfant first described the Mall in the June 22, 1791 letter:

". . . I placed the three grand departments of States contiguous to the presidial [sic] palace and on the way leading to the congressional house the gardens of the one together with the park and other improvement on the dependency are connected with the publique walk and avenue to the congress House in a manner as must [most] forme a whole as grand as it will be agreeable and convenient to the whole city . . ." (Scott 1991:40)

The "public walk and avenue" would be a "place of general resort" with theaters, assembly rooms, academies, "and all such sort of places as may be attractive to the l[e]arned and afford diver[s]ion to the idle." (L'Enfant's "Report accompanying his 1st City Plan to the U.S. President," L'Enfant Papers, LOC. The paragraph is quoted in full in note 20 of Scott's 1991 essay, p. 40.) In another letter to Washington, dated August 19, 1791, L'Enfant "reiterated the importance of the 'publick walk' in giving to the city 'a superiority of agreements over most of the city of the world.'" (Scott 1991:40, note 21)

The official description of January 4, 1792 provided more details. The Mall, designated by H, is described as

"A grand avenue 400 feet in breadth, and about a mile in length, bordered with gardens ending in a slope from the houses on each side: this avenue lead to the monument A. and connects the Congress garden with the (I) President's park and the (K) Well improved field [today the Ellipse] . . . Every lot deep coloured red, with green plots, designates some of the situations which command the most agreeable prospects, and which are best calculated for spacious houses and gardens, such as may accommodate foreign ministers. & c."

L'Enfant used the site's existing topography for dramatic and architectural effect. He placed the Capitol on an elevation, Jenkin's Hill, about a mile removed from the river. He set the President's House on another rise, and connected these two governmental centers with a broad tree-lined boulevard named for the state where the constitutional conventions had been held and where the federal government was now sitting. The reciprocity of views between important structures was a major theme of the plan, visually and symbolically tying the city together. (Gutheim 1977:25)

L'Enfant ran axes composed of broad lawns, or tapis vert, due west from the Capitol and due south from the President's House. At their junction he placed a memorial equestrian statue honoring George Washington as commander of the Continental Army, which had been authorized by Congress in 1785. The axis running west from the Capitol was the "Grand Avenue." A promenade, 400 feet wide and about a mile long, ran down its center. Fine residences for ambassadors and other notables were situated along the promenade to the north and south, and it was lined by their sloping gardens.

All buildings on the Mall would have featured views of the river to the west, symbolizing the source of the country's future wealth. The view of the river "would 'acquire a new Swe[e]tness being had over the green of a field well level and made bri[li]ant by shade of [a] few tree[s] Artfully planted.'" (Scott 1991:42 and note 30; L'Enfant to Washington, June 22, 1791)

As described in the 1795 Essai, the Mall would be the "center of the economic and social life of the city", featuring "luxurious shops and residences"; the "facades on the north side facing the canal were integrated by an arcade, porticoes, and triumphal arches", and a "winter garden" and an "elegant shopping precinct [were] modeled on the Palais-Royal". A central garden featured a "piece d'eau [artificial pond] . . . bordered by allees and dense groves of trees." As Scott says: "The Mall was to become the meeting place for people of all states of the union and of all countries." (Scott 1991:40)

At the Mall's east end, an immense cascade was to flow down the western face of Capitol Hill. L'Enfant described this to Washington as follows:

"I propose . . . letting the Tiber . . . [issue] from under the base of the Congress building . . . [to] form a cascade of forty feet high, or more than one hundred wide, which would produce the most happy effect in rolling down to fill up the canal and discharge itself in the Potomac, of which it would then appear the main spring when seen through that grand and majestic avenue intersecting with the prospect from the palace [president's house], at a point . . . designated . . . for . . . a grand equestrian statue." (L'Enfant to Washington, June 27, 1791, in Reps 1991:20, citing Elizabeth Sarah Kite, "L'Enfant and Washington, 1791-1792," Baltimore: Johns Hopkins University Press, 1929)

At the foot of Capitol Hill, L'Enfant proposed locating a sculpture of his own design. Titled "Liberty Hailing Nature out of Its Slumber," it was to be a complex allegorical work expressing his iconographic theme for the city as a whole. (see Scott 1991:42 for details)

L'Enfant's unique and immensely complex plan had a myriad of probable sources. Foremost among these were the Baroque estates and city plans of France, including the avenues, public spaces, and gardens of Versailles, Paris, and Marly. French and English picturesque landscape theory also likely provided an influence:

"L'Enfant almost certainly intended that a large part of the greater public park focusing on the

Mall would be planted in the natural, picturesque style of landscape gardening, attested to by his few trees 'Artfully planted' on the monument grounds. . . . It is the fusion of the formal and picturesque elements that gives the L'Enfant plan its character." (Scott 1991:43; see also Gutheim 1977:27)

L'Enfant either resigned or was dismissed after he razed the foundations of Daniel Carroll of Duddington's new home on Capitol Hill late one night because they extended into the route of one of his planned boulevards, New Jersey Avenue. Andrew Ellicott, the city surveyor, was appointed to replace L'Enfant, and it was Ellicott's somewhat altered and simplified version of the L'Enfant plan that was engraved and used for land distribution. (Likely most or all of Ellicott's changes were made with the approval of Thomas Jefferson, and perhaps at his direction; Reps 1991:27; see also Kenneth R. Bowling, "Peter Charles L'Enfant")

Ellicott's version of the plan was printed in November 1792 by engravers Thackara and Vallance of Philadelphia, the "version that came to be regarded as the authoritative record of the government's intentions for the capital city." (Reps 1991:27; see also 4ff) As Gutheim writes,

What is commonly referred to as the "L'Enfant Plan" embraces not only the initial design by L'Enfant, but its transposition by Andrew Ellicott into the first official map of the city; the 1803 plats by the city surveyor, Nicholas King; various building regulations, by George Washington and others, to implement the plan; and several documents, particularly the manuscript map, that were drawn by L'Enfant and illustrate his intentions, permitting more detailed interpretation of his basic design. (Gutheim 1977:1, and reference to his Bibliographic Essay, pp. 373-403)

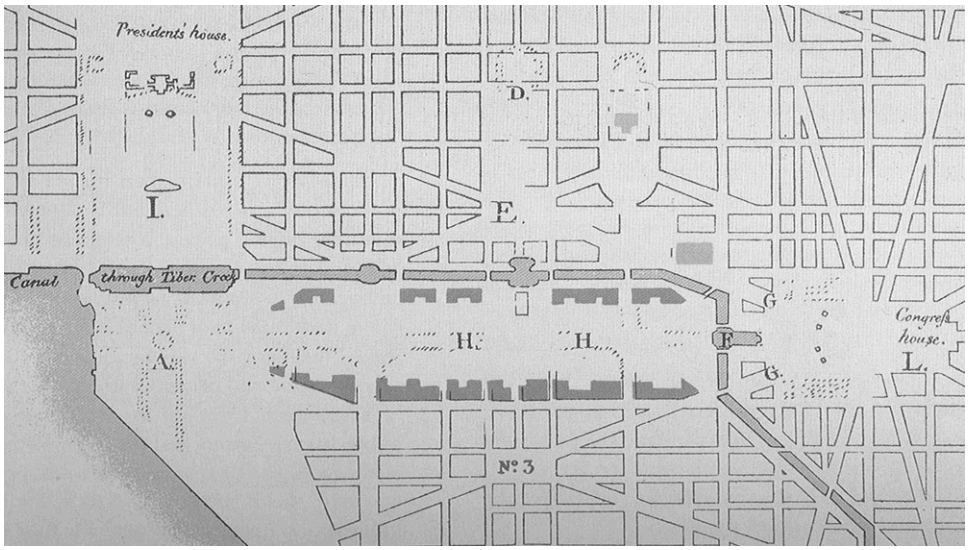
The function of two architectural features on the canal along the Mall is not known. They appear on the second map prepared by engravers Thackara and Vallance in the fall of 1792. The first feature, located between 7th and 9th Streets, was referred to in the January 1792 description as a fountain, "but its scale and architectural complexity suggest a more important function". (Scott 1991:41) The second, between 10th and 11th Streets, was a structure that was "probably for public entertainment and education – possibly a theater or a museum." (Scott 1991:41)

Little more happened to speed the development of the Mall for many decades. In October 1796, the commissioners advised Washington to construct an "elegant building" on the Mall to spur its use. (Scott 1991:46) In a letter of March 2, 1797, George Washington requested that streets, squares, lots, and parcels shown in the city plan be transferred to the three city commissioners for the use of the federal government. He noted that the Mall was to provide "for the health and ornament of the city". (Scott 1991:46) He defined the boundaries of the Mall, an area of 277 acres, as follows:

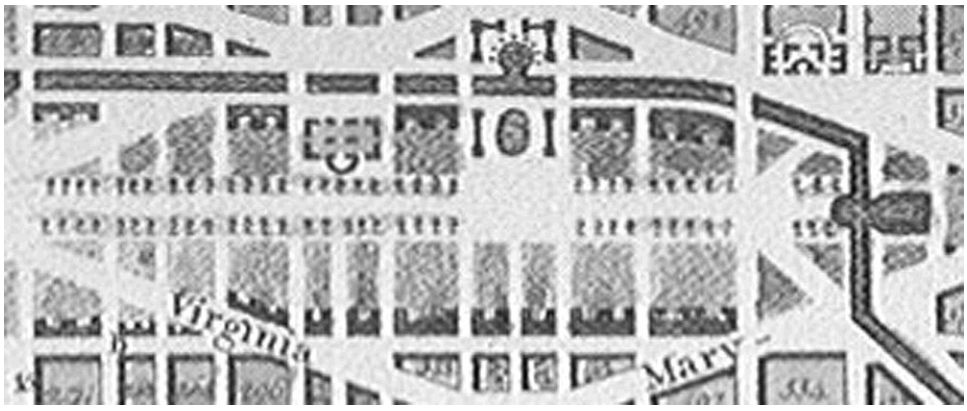
"the east side of First Street, West, [where] it intersects the north side of Maryland avenue, until it intersects the north side of South B Street [now Independence Avenue], thence west with the north side of South B Street, until it intersects the east side of Fifteenth Street, West, until it intersects the south side of Canal Street, drawn at the distance of eight feet on the south

side of said canal, thence east with the south side of said Canal Street, until it intersects the south side of Pennsylvania Avenue, until it intersects the east side of First Street, West." (Olszewski "Mall":5; Olszewski cites John B. Blake, Commissioner of Public Buildings, to the Hon. Jefferson Davis, Sec. of War, May 15, 1856, cited in Senate Executive Document No. 88, 34th Cong., 1st Sess., p. 14.)

Though its boundaries were thus delineated, it was many more decades before the Mall took shape.



At the center of his plan, L'Enfant placed two visual axes representing the relationship between the executive and legislative branches. Detail from 1887 facsimile of the L'Enfant Plan. (from Reps 1997:21; CLP file "Lenfant 1791 facs 1887 Mall BW 5")



Andrew Ellicott's 1792 version of the city plan clarified details of the L'Enfant Mall plan while retaining its fundamental elements. (from Reps 1997:39; CLP file "Thack & Val Mall detail BW")

1800-1866: Early Structures, the Downing Plan, and the Civil War

Almost nothing of L'Enfant's vision for the Mall was realized in the nineteenth century. No federal funds were allotted for development, and there was little impetus for construction. Buildings began to rise around the Capitol, the White House, and other existing structures that served as nodes of development, as well as on Pennsylvania Avenue. The view along Pennsylvania Avenue between the Capitol and the White House – one of the two critical views in the L'Enfant Plan – was soon hidden by the construction of the south wing of the Treasury Building in 1855-60.

The first use of the name "Mall" to refer to the axis extending west from the Capitol appeared in 1802 on a map, Washington City, in S.S. Moore and T.W. Jones, "The Travellers' Directory . . . of the Main Road from Philadelphia to Washington" (Philadelphia: Mathew [sic] Carey, 1802; in Reps 1991:60-61). The map shows a formal Mall lined by nonexistent trees. The name "Mall" came from the French game Paille Maille, meaning "ball-mallet", a game that resembled a cross between golf and croquet and was played on a long, narrow lawn lined with walls or trees. Imported into England in the seventeenth century and renamed "Pall Mall," it became a favorite pastime of Charles II, who played it in St. James' Park. A nearby road was renamed Pall Mall, and hence the word "mall" took on the connotation of a pleasure drive. (From McClure, "Brief Statement on the History and Use of the 17 Original Reservations," from memo to Director (NPS) from Director, National Capital Parks, re: Studies on National Capital Parks by Stanley W. McClure, recent updates, June 30, 1971, NARA files, also website toycrossing.com/croquet/ history.shtml)

Washington Canal

The Tiber Creek ran along the north edge of the Mall. As an aid to commerce, the creek was transformed into the Washington Canal by the private Washington Canal Company, chartered on May 1, 1802. The company hired architect Benjamin Henry Latrobe to design the structure, and his drawings were completed in February 1804. (As city surveyor, Latrobe prepared a plan for a national university to be located on the Mall between 13th and 15th Streets; this was never realized.) The City Canal was built by 1815. (NPS historian George Olszewski says between 1826 and 1842; Olszewski "Mall":7). To the west, the canal extended to 15th Street; to the east, it ran along the Mall to 5th Street, where it then followed Pennsylvania Avenue before turning south down 3rd Street and crossing the Mall. South of the Mall it branched, joined with the James Creek Canal, and then emptied into the Anacostia River at Buzzard Point. (on canal, see also Gutheim 1977:44, 48; Reps 1991:54, 190; and Scott 1991:47)

The city government bought the canal in 1831, and the following year it was widened from 80 to 150 feet (Act of Congress, May 31, 1832), further cutting into the Mall. (Scott 1991:47, note 58) An eight-foot-wide street was laid out along the canal's south side. These actions resulted in a strip of land seventy-feet wide being removed from the north edge of the Mall, which skewed the Mall's center line off the axis of the Capitol. (Scott 1991:47; Olszewski "Mall":7)

A bridge crossed the canal at 12th Street. In May 1822, the city was authorized to build one or

more additional bridges between 2nd and 6th Streets. (Statutes at Large, 3:391-392) Lack of money forced Latrobe to omit many of the ornamental water features L'Enfant had planned for the canal: a "turning basin at 8th Street," a "cascade down Capitol Hill," and a "settling basin at the foot of Capitol Hill." (Gutheim 1977:44)

The canal and its locks were lined with wood. Its shallow waters frequently became filled with silt, making navigation difficult. Sewage drained into it, and the canal ultimately proved to be a public nuisance. It failed to become important for commerce, "an indication in part of the federal government's unwillingness or inability to commit sufficient funds for the building structures to endure." (Gutheim 1977:47)

The Chesapeake & Ohio Canal, originating in Georgetown, was built beginning in 1828 and was joined with the City Canal at 17th and North B Streets by the mid-1830s: "The canal network and bustling ports oriented the city toward the river. The river basin flatlands were occupied by urban functions; the highlands remained devoted to farms and country or summer residences." (Gutheim 1977:49)

Other Uses of Mall Lands and Surrounding Areas

In the first half of the nineteenth century, Congress ceded federal rights over parcels of land on the Mall to private entities. An Act of May 7, 1822, allowed the city to lay out and sell building lots in an area at the east end of the Mall bounded by 3rd and 6th Streets and Pennsylvania and Maryland Avenues. Two new roads were created – Missouri Avenue, parallel to Pennsylvania Avenue, and Maine Avenue, parallel to Maryland Avenue (not to be confused with the contemporary streets named Maine and Missouri Avenues). (Olszewski "Mall":9-10) An Act of May 31, 1832, authorized the extension of three streets – 7th, 12th, and 14th – across the Mall. (Olszewski "Mall":11)

Other land on the Mall was used for private purposes. People raised produce in small gardens, grazed livestock, and stored lumber, firewood, and trash. (Scott 1991:46, note 48) In 1804 and 1805, agricultural fairs were held near the Market House on 7th Street. (Scott 1991:46, note 47) Just north of the Mall, in the triangular area bounded by Pennsylvania Avenue, 15th Street, and B Street North, a dense collection of wooden buildings grew up which became notorious as Murder Bay and, during the war, as Hooker's Division, home to many saloons and brothels. Just south of the Mall was a large slave market.

Baltimore & Ohio Railroad

Railways soon overtook canals as the main form of commercial transportation in the U.S. (Gutheim 1977:49) In February 1835, Congress granted permission to the Baltimore & Ohio (B&O) Railroad to run its line into the city. The railroad's first depot stood by the canal, at Pennsylvania Avenue and 2nd Street, N.W. (Olszewski "Mall":7) A later depot was built somewhat further north, at New Jersey Avenue and C Street. In 1855, Congress allowed the Alexandria & Washington Railroad to lay tracks along First Street, at the western foot of Capitol Hill, heading to the B&O depot.

Washington Monument

In 1785, Congress had proposed the erection of an bronze equestrian statue to Washington in the District of Columbia, depicting him as the commander of the Continental Army and the hero of the Revolutionary War. L'Enfant created a site for the statue at the intersection of the Mall and White House axes, but it was not until 1833 that the Washington Monument Society was founded and began soliciting designs for an architectural monument. In 1836 they selected the project of architect Robert Mills, featuring a gigantic 600-foot-high obelisk rising from a circular Doric colonnade that would house portrait statues and Washington'stomb.

In 1848, Congress granted the society a thirty-seven-acre site encompassing the crossing of the two axes. The cornerstone was laid on July 4. Construction began the following year on a simpler composition comprising the obelisk minus the colonnade. Because of political agitation and lack of money, work stopped in 1855 after the shaft had risen to 156 feet. Construction resumed in 1876 and the monument was finally completed in 1884.

However, the structure was set southeast of the true junction of the Capitol and White House axes. This may have been because of fears about the stability of the ground, though recent scholarship suggests that a more likely reason was that the planned colonnade would have required extending the Mall to the west, and it may have intruded upon the entrance to the Washington Canal. Time and money also were factors. (Scott 1991:51-52)

Smithsonian Institution

The act that changed the fortunes of the Mall was the creation of the Smithsonian Institution in 1846. The unusual bequest from the English scientist James Smithson in 1835, to establish a "society for the increase and diffusion of knowledge", set off years of wrangling over the money's proper disposition. In May 1840, Secretary of War Joel R. Poinsett established the National Institution for the Promotion of Science, intended to receive the Smithson legacy. In 1841, Poinsett directed Robert Mills to design a building and a botanical garden on the Mall between 10th and 12th Streets that "could accommodate either a National Institution or a Smithsonian Institution (whichever should be sanctioned by Congress first)." (Scott 1991:48)

Mills prepared a design that encompassed all of the Mall, from the grounds of the Capitol to the grounds of the Washington Monument, maintaining "strict axiality in respect to the center line of the Capitol". He developed two alternative designs in two different styles, picturesque and medieval, both having "maze-like parterres" and "specimen plantings". The Washington Monument Grounds and the Botanic Garden were laid out in the style of an "English picturesque park with serpentine walks, dense planting of clumps of trees, and vistas opening on garden pavilions." (Scott 1991:49)

A Congressional Act of August 10, 1846, gave the Smithsonian Institution land on the Mall between 9th to 12th Streets, extending almost 760 feet north from B Street South (Independence Avenue). Various negotiations followed, but eventually the Smithsonian Board

of Regents accepted the southern half of the Mall between 9th and 12th Streets, and decided on the site for their building on March 20, 1847. (Olszewski "Mall":11-14) James Renwick was chosen as architect, and his red sandstone Norman Revival building, today called the Castle, was set only 300 feet from the mid-line of the Mall.

Downing Plan for the Mall, 1851-1852

In 1850, Commissioner of Public Buildings Ignatius Mudd, Smithsonian Secretary Joseph Henry, banker William W. Corcoran, and others prevailed upon President Millard Fillmore to offer the renowned horticulturalist Andrew Jackson Downing the chance to prepare a landscape plan for the Smithsonian Grounds and "President's Park" – the Ellipse and Lafayette Square. (Gutheim 1977:54ff and O'Malley 1991)

The Downing plan for these lands was the first important public landscape design created in the United States. (Mount Auburn Cemetery in Boston, of 1831, the country's first picturesque garden cemetery, was one of its few private predecessors.) Downing laid down three objectives: "to form a National Park", "to give an example of the natural style of Landscape Gardening which may have an influence on the general taste of the country", and to create a "public museum of living trees and shrubs". (Gutheim 1977:53 and O'Malley 1991) Downing's Mall featured curving carriage drives, winding paths, and clusters of trees. Its origins lay in English picturesque landscape gardening of the eighteenth and nineteenth centuries; its immediate predecessor was the "gardenesque," the more homely, intimate gardens promoted by the prolific English author John Claudius Loudoun. The design, however, ignored the axis between the Capitol and the Washington Monument, and its mature plantings would have obscured the view.

(Downing brought with him to Washington an English gardener, John Saul [1819-97], to supervise the gardens' development. [Goode 2003:76] Saul resigned from this position in 1853 but stayed in Washington where he founded a nursery, and later established a farm, "Maple Grove," at 7th [now Georgia] and Emerson Streets, N.W. Saul "sold many trees and shrubs to the U.S. government for landscaping the Mall, the Ellipse, Lafayette Park, and other public grounds", and from 1873-97, he served as "one of the three commissioners to landscape the public streets of Washington." [Goode 2003:76])

Andrew Jackson Downing died in July 1852. A marble memorial urn to Downing, designed by his partner, Calvert Vaux, and donated by the American Pomological Society, was placed on the Smithsonian Grounds in 1856. (Later moved in front of the National Museum of Natural History, it now stands in the Enid A. Haupt Garden behind the Castle.) Congressional funding for implementing his Mall design was greatly reduced after Downing's death. However, the design for the Smithsonian Grounds was partially carried out, and it provided a blueprint for the work done on the reservations adjoining the grounds to the east. The result was a densely planted public garden that was antithetical to the L'Enfant vision for the Mall, and provided a major obstacle to its realization in the twentieth century.

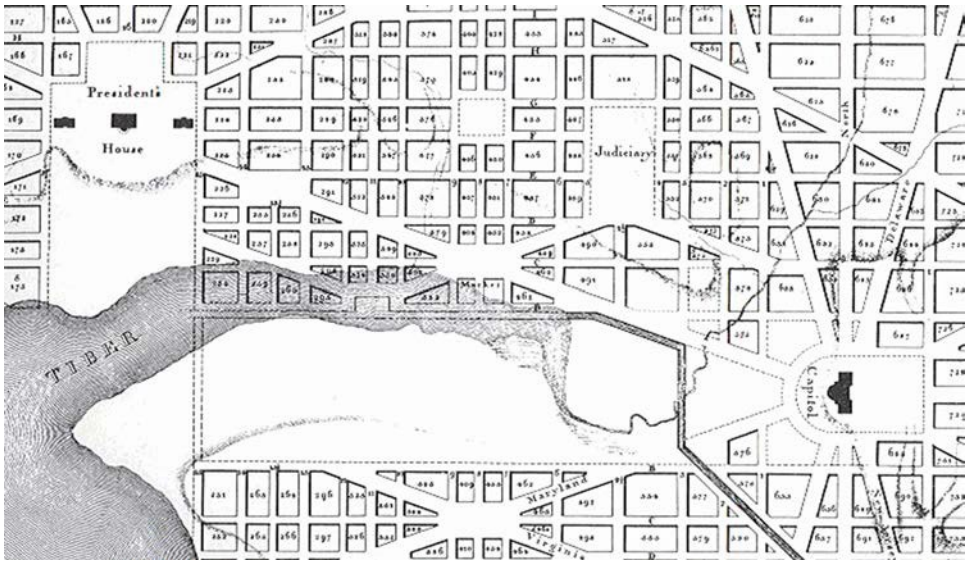
Washington Armory Building

After the Castle, the next structure built on the Mall was the neoclassic brick Washington Armory (also called the Columbian Armory), built in 1855 at Independence Avenue and 6th Street, S.W. (now the site of the Air and Space Museum). Designed by Major William Haywood Bell of the Army's Ordnance Department, it served as the armory for the city's volunteer militia, and housed a museum of old armaments. Because of this structure, the section of the Mall between 6th and 7th Streets soon became known as Armory Square. (Goode 2003:351)

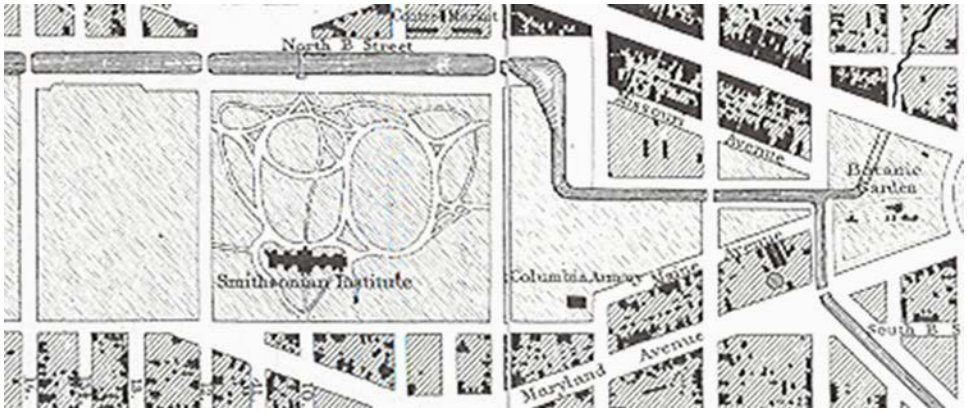
The Civil War

The Civil War had a tremendous impact on the capital city. It transformed Washington: "Before the war the city was as drowsy and as grass-grown as any old New England town. . . . the general aspect of things was truly rural. The war changed all that in a very few weeks." (Noah Brooks, quoted in Reps 1991:156) Thousands of Union soldiers, free blacks, escaped slaves, and others rushing to aid the war effort descended on the city. Dozens of barracks and hospitals were erected on reservations and other open land. At the Washington Monument grounds, a "remount depot" for horses was set up, and also a cattleyard for the slaughtering of beef.

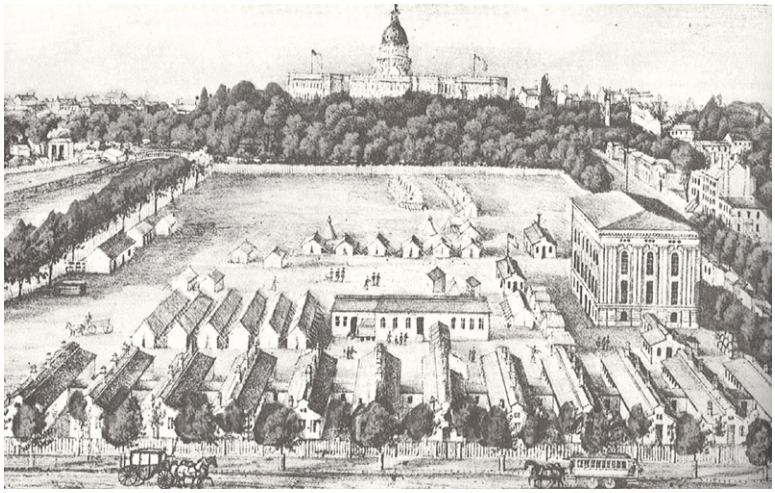
On the Mall itself, the enormous Armory Square hospital complex occupied the width of the Mall between 7th and 8th Streets. The Armory Building served as the nucleus of a group of structures containing 50 wards (barracks), a morgue, a church, and quarters for nurses, a chaplain, and escaped slaves. (Olszewski "Mall":24; Goode 2003:351) As historian James Goode writes, "President Lincoln had the hospital, considered to be a model one, placed as close as possible to the Southwest steamboat landings, to receive the badly wounded from the Virginia war front." (Goode 2003:351) Armory Square was one of the Washington hospitals where poet Walt Whitman served as a nurse.



The Robert King map of 1818 depicted the former route of Tiber Creek as well as the Washington City Canal. (from Reps 1997:67; CLP file "Robert King 1818Mall")



Albert Boschke's mid-century map shows the new Maine and Missouri Avenues, at right, as well as the structures that were being built adjacent to them. (from Reps 1997:139; CLP file "Boschke 1861")



The Armory Hospital complex spread north across the Mall from the Washington Armory building. (from Junior League 1992:218; CLP file "Armory Square Hospital, Junior League," p. 218)

The slope from the Mall up to the Smithsonian Castle is apparent in this 1860 image of the façade from the northeast, showing newly planted trees and a field of flowers in the foreground . (CLP file "MRCE from NARA" – image from National Archives)

1866-1900: Park Development under the Office of Public Buildings & Grounds

Note: The Annual Reports of the Chief Engineer, Office of Public Buildings and Grounds, were submitted to Congress at the end of the fiscal year, typically the end of June. It is therefore often difficult to say whether an action took place in that year or the preceding, and so it has been necessary to write, for example, "1868/69."

The Office of Public Buildings and Grounds

The Civil War ended in April 1865. Slowly, the temporary war structures in Washington were dismantled, and buildings requisitioned by the Army were returned to private use.

In 1867, authority over public buildings and grounds in the District of Columbia was transferred once again, from the Commissioner of Public Buildings, Department of the Interior, to the Chief of Engineers of the U.S. Army, War Department. An Engineer Officer was placed in charge of the new Office of Public Buildings and Grounds (OPBG).

The first two Engineer Officers, Nathaniel Michler (served 1867-1871), and Orville Babcock (1871-1877), were responsible for a wide range of dramatic improvements to the city parks. Their work began under the auspices of the Territorial Government. In existence only from 1871 through 1874, the Territorial Government, under the leadership of Alexander "Boss" Shepherd (as vice president and later governor), was responsible for a host of radical changes to the city's infrastructure, particularly the paving of streets, the laying of gas and power lines, and the planting of street trees throughout the central city.

As Engineer Officer, Orville Babcock – a protégé of President Ulysses S. Grant, and a member of the advisory panel to the Board of Public Works – in particular oversaw the implementation of considerable physical improvements to the reservations during a critical period in the city's history. Gutheim writes: "under Babcock's direction, the city's public parks were drained, gas pipes were laid for lamps, water pipes were laid for irrigation, drainage, and drinking purposes, the walks traversing the parks were graveled, and grounds were planted and augmented with . . . furniture." (Gutheim 1977:86) Two new sewers were laid along the City Canal: one, from 6th to 3rd Streets, emptied into the canal, and the other, from 7th to 17th Streets, drained into the Potomac.

The Mall Reservations

Improvements to the reservations by the OPBG began in 1868. Judging by the Annual Reports of the OPBG, the Mall received the most attention of any of the city's parks. The Mall at that time comprised six separate reservations: the Botanic Garden, from 1st to 3rd Streets, and Pennsylvania to Maryland Avenues; two reservations, between 3rd and 4½ Streets and between 4½ and 6th Streets, designated in reports by their bounding streets until 1885, when they were renamed Seaton Parks East and West (Seaton Park East was bounded on the north by Maine Avenue and on the south by Missouri Avenue, while Seaton Park West was bounded by B Street North and B Street South – today Constitution and Independence Avenues);

Armory Square, from 6th to 7th Streets and B Street North to B Street South (named after the Washington Armory, which stood at its southeast corner); the Smithsonian Grounds, from 7th to 12th Streets and B Street North to B Street South; and the Department of Agriculture Grounds, between 12th and 14th Streets and B Streets North and South. Improvements had already begun to be made to the Botanic Garden, the Smithsonian Grounds, and the Agriculture Department grounds. (The street between 3rd and 5th Streets was called 4½ rather than 4th Street. It was renamed "4th Street" in the twentiethcentury.)

The Washington Canal divided the reservations between 3rd and 4½ Streets, and between 4½ and 6th Streets, both bounded on the north and south by Maine and Missouri Avenues, into two triangular areas each. The land between Missouri and Pennsylvania Avenues, and between Maine and Independence Avenues, soon became filled with residential and commercial structures. The canal bed was finally filled in in 1871, allowing improvements to be made. By 1872, the reservation from 3rd to 4½ Streets to Missouri Avenue was enclosed by a wood fence and was "used as a propagating garden" for the parks. The reservation from 4½ Street to 7th Street to Maine Avenue was also enclosed by a wood fence but was unimproved, though it may have had some trees and shrubs. (AR 1872:23) Entrances to the Smithsonian grounds were located at 7th Street South, and at 10th Street and B Street North, while the entrance to Armory Square was at 7th Street.

In his first Annual Report as Chief Engineer, Nathaniel Michler broadly discussed the entire Mall area as a unified park and the development of its circulation. (AR 1868:10, also in AR 1867) He noted the difficulty posed by the streets that cut across it from north to south, and the problems and expense of tunneling beneath level ground. Michler recommended laying out carriage roads and bridle and foot paths on the Mall "as if the different parts formed a unit." At intersections with city streets, there should be "handsomely paved" crossings and gates with lodges provided for gatekeepers and groundsmen.

Typical Course of Park Improvements

The work of improving the city's parks and reservations under the OPBG followed a consistent pattern. The ground was graded and sewer and other pipes were laid for drainage, particularly necessary in the low, marshy grounds along the canal which comprised much of the Mall. The ground was then covered with topsoil and sown with grass seed (typically bluegrass on the Mall) or covered with sod; sod was usually laid along the margins of walks and roads. Fences of wood or iron posts and chains were installed. The OPBG used a particular style of post and chain throughout the parks. The posts were short, squat columns shaped like fasces – rods bundled around an ax, a conventional classical Roman symbol of authority – with molded bases and caps. The caps bore either the initials "OPBG" or afinial.

After grading, walks and drives were excavated and paved in gravel, which was often taken from Reservation 17 on Capitol Hill (now Garfield Park). Heavier gravel was laid in the bottom of the excavation, with lighter gravel on top to bind, and the pavement was then rolled. Gravel walks presented many maintenance difficulties. They had to be regularly rolled and frequently weeded. The gravel needed constant replenishment because it would be washed off or kicked

by feet or wheels into the grass. Pooling water created damp, muddy areas; temporary plank walks were placed over these in the fall and removed in the spring. Gutters along walks and drives were made of bricks or cobblestones.

Trees and shrubs were then planted. Gas lamps were installed, and sometimes drinking and decorative fountains. Benches were placed along paths and fastened to the ground. In 1871/72, one hundred benches of the type used in Druid Hill Park, Baltimore, were purchased for D.C. parks. These had iron frames and seats and backs made of ash-wood slats. Also purchased were 375 other seats "of the close pattern" – presumably this means a similar pattern. (AR 1872:10)

In 1872/73, in Lafayette Square and the Smithsonian Grounds, terra cotta markers giving common and botanic names as well as "indigenous locality" were put on trees, shrubs, and other plants. Most were stolen, and the next year "polished, painted, and lettered" iron markers were tried instead. (AR 1873:8) One hundred pairs of German and English sparrows, the offspring of sparrows in New York City, were purchased and released in the D.C. reservations. Birdhouses were placed in trees throughout the parks. (AR 1872:10) Vandalism was a continual problem. Wood fences, birdhouses, and benches were broken and stolen; grass was worn by walking; flowers and limbs were broken off trees; birds were stoned; and dogs ran freely over the lawns. (AR 1872:11-12)

The first "landscape gardener" for the city parks was George H. Brown. Brown traveled widely for his job, visiting nurseries to select deciduous and evergreen trees, bulbs, and other plants, looking for the "finest specimens . . . at lowest prices". (AR 1872:11) In 1874, Brown went to nurseries in Maryland, New York, and Pennsylvania, made purchases in Virginia, and bought elms and maples from Illinois. (AR 1875:10) In 1887, "forty-six thousand five hundred bulbs were purchased for stock for nursery and planting in the parks." (AR 1888:2832)

Increasingly, plants were raised in the four acres of greenhouses and nurseries on the Washington Monument grounds. In 1888 and 1889, about 390,000 "ornamental foliage and flowering plants of about forty different varieties" were raised in these gardens. In summers, "palms, crotons and other sub-tropical plants" grown there were set out in the parks. (AR 1888:2832) The propagating gardens had large tanks for water lilies and other aquatic plants, along with goldfish, which were used to ornament park fountains during the summer months. In 1893, it was noted, "nearly 500,000 plants are annually propagated at the greenhouses for use in the summer and autumn decoration of the public parks". (AR 1893:4320) An excerpt from the 1894 Annual Report suggests the range of plants grown in the propagating gardens:

"About 400,000 bedding plants of about 300 varieties were propagated for spring planting in the public grounds, and particular attention was again given to chrysanthemums for autumn bloom; in the autumn 11,078 plants, consisting of roses, smilax, carnations, heliotrope, geraniums, poinsettias, pansies, candytuft, etc., and 22,250 bulbs, consisting of hyacinths, freesia, lilies, tulips, narcissus, and lilies of the valley, were planted for winter forcing and early spring bloom; about 69,000 bulbs were planted in the public parks for spring bloom." (AR1893:3276)

On the Mall, flower beds were created in front of the National Museum (1878, now the Arts and Industries Building of the Smithsonian Institution) and in front of the Armory Building when it was occupied by the U.S. Fish Commission. Typically, in the summer the beds would hold "handsome foliage and flowering plants", and in the autumn they would be planted with chrysanthemums.

Park staff provided constant maintenance. Trees required regular thinning and pruning. Limbs were staked and wired when necessary. Dead and decayed trees were removed. Lawns also needed the regular addition of new seed and sod, and mowing and fertilizing. While the canal existed, muck dredged from its channel was added to manure and lime and used as topdressing. (AR 1872:10) Later, guano came into use, along with ground oyster shells. In summer, lawns and roads were sprinkled with water to discourage dust.

Social trails, created when people trespassed across lawns or walked along the margins of paths, presented a continual problem in upkeep. Social trails were regularly raked and resown with grass seed; those along walks and roads were covered with sod. In some reservations, existing gravel walks were removed and new walks were laid along the routes of social trails.

Development of the Reservations between Third and Sixth Streets

After the war, the public grounds immediately west of the Botanic Garden were intended to be used for the propagation of trees, shrubs, and other plants to use in the city's parks. These reservations were bounded at the north and south by Missouri and Maine Avenues, and divided by the Washington Canal. The grade of these streets was raised several feet in 1873/74, leaving the reservations themselves below street grade. Water drained off the streets and pooled on the land. (AR 1874:5) Draining, laying of pipes, grading, and planting of lawns was done over the following year or two.

In 1874/75, rows of deciduous trees were planted from B and 6th Streets to 3rd Street, and from 3rd Street and Missouri Avenue to 4½ Street. Some trees remaining from the former propagating gardens were moved to the nursery in the Washington Monument Grounds. (AR 1875:6) The next year, six gas lamps were installed, including two that combined a lamp with a drinking fountain. Two large evergreens from the former agricultural gardens were planted. Aspens and soft maples lined Maine Avenue. Twenty benches stood along the walks. (AR 1876:9-10)

Basic improvements were also made to the reservation between 4½ and 6th Streets along Maine Avenue in 1875-76. Iron post-and-chain fencing "of the park-pattern" was placed along Missouri and Maine Avenues between 4½ and 6th Streets, and ten "settees," or benches, were installed. (AR 1876:10) Between 3rd and 6th Streets, 859 evergreen and deciduous trees and shrubs were planted.

The north section of the reservation between 4½ and 6 Streets had formerly held the Agricultural Department's experimental garden. In 1877, the land was partially graded, some walks were excavated, and a post-and-chain fence was erected. The area south of the main

road was improved except for completion of the plantings. (AR 1877 vol. 2:12) Evergreen and deciduous trees were planted in the eastern reservations in 1878/79, and planting continued there and in Armory Square in subsequent years. Topsoil came from Judiciary Square, where the city jail had been demolished. The main road was extended from 6th Street and Missouri Avenue to 4½ Street. Walks were partially built, and post-and-chain fencing was placed along Missouri Avenue. (AR 1879:1879 [sic])

Development of Armory Square

Removal of the dozens of hospital buildings and warehouses occupying Armory Square began in 1867/68 so that it could "then be laid out according to the plans originally adopted." (AR 1868:8) Vacant after the war, the Armory building then served a multitude of purposes, from warehouse to aquarium. Objects from the Philadelphia Centennial Exhibition were stored there until the National Museum (now the Smithsonian's Arts and Industries Building) was built nearby in 1878-1881. In 1881 the armory became the headquarters of the U.S. Fish & Fisheries Commission, which remained there until moving to the Department of Commerce building in Federal Triangle in 1932. (Goode 2003:351)

Work on Armory Square began in earnest in 1872 or 1873. The land was subdrained, and water pipes were laid. A thirty-five-foot-wide gravel road was built, leading from 7th Street "opposite the main entrance to Smithsonian grounds". From 7th Street, it curved across the park for 1300 feet to 6th Street. (AR 1873:4)

By the mid-1870s, Armory Square had been graded and sown with bluegrass. Its gravel walks and roads "harmonize[d] with those in the Smithsonian grounds". (AR 1875:7) Trees had been planted along B Street South to 4½ Street, and from B Street North along 7th Street to B Street South. The old wooden fences were removed and iron post-and-chain fencing was installed along B Street South. Already by 1874, OPBG Engineer Officer Orville Babcock was describing the Armory Building of 1855 as "old and unsightly" and recommending that it be sold at public auction. (AR 1874:5)

In 1875/76, deciduous trees were planted along the main road and "one hundred and ninety other trees, of various varieties, were planted throughout the grounds." (AR 1876:9) Twenty-seven gas lamps were installed, making the grounds "thoroughly lighted." (AR 1876:9) A marble fountain bowl moved from the west Capitol Grounds was placed at the intersection of two carriage roads, and a smaller, broken fountain near 7th Street was removed. Twenty benches were placed along the walks.

Armory Square and the adjoining reservations were often rented to circuses and menageries. Some of the proceeds from these shows would be donated to the Soldiers and Sailors' Orphan Asylum and Children's Hospital.

Development of the Smithsonian Grounds

For 25 years after the Downing plan for the Smithsonian Grounds was drawn up, many delays

had hindered its implementation. The grounds' location south of the canal meant they were "remote [. . .] from principal improved sections of the city". (AR 1877 vol. 2:14) Yearly appropriations were not large enough to meet development costs. With only two watchmen patrolling the grounds at night, and none during the day (except for occasional visits by the metropolitan police), there was not enough security to ensure visitor safety. (AR 1877 vol. 2:14)

Of the Smithsonian Grounds, Michler wrote: "Only one portion has been tastily arranged in accordance with the design of Mr. Downing, and a great deal of work remains to be executed before perfecting it." (AR 1868:8) Gravel walks meandered across the lawns. The area south of the Smithsonian Building had not yet been graded or otherwise improved. The grounds to the north were surrounded by a wood paling fence. A wood fence ran along the canal, and surrounded Armory Square. These fences were whitewashed; beginning in 1871/72, wooden fences around the other reservations were coated with brownwash instead, because it hid the dirt and did not cause glare under the summer sun. (AR 1872:9)

In 1874 and 1875, the section of the Smithsonian Grounds south of the Castle was improved with walks and roads that followed the Downing plan as closely as possible. Further improvements were made to the north part also: unimproved areas were given drains, and pipes for gas and water; benches were set out, and trees and shrubs wereplanted. Ground reclaimed from the filling in of the Washington Canal resulted in the creation of about five new acres between 7th and 12th Streets. This land was soon improved. Some large trees, described as valuable, were transplanted within the Smithsonian grounds; other trees were planted twenty-five feet apart along B Street North. (AR 1875:8) A watchman's lodge was built on 7th Street, probably at the entrance.

To quickly achieve the abundance of planting envisioned on the Downing Plan, large, fast-growing trees had been planted to fill out groups while "trees of slow growth, now overcrowded, attained their maturity". (AR 1877 vol. 2:14) The faster-growing trees, and those not on the plan, now needed to be removed: "In the early planting of the grounds the trees were planted close together, anticipating that in time it would be necessary to thin them out. This is done with great care, and unless a tree is in very bad condition or is manifestly injurious to better and handsomer trees in the immediate vicinity it is never disturbed." (AR 1887:2585) Wood fences around the grounds began to be removed.

In spite of the two watchmen assigned to patrol the Smithsonian Grounds, vagrants caused problems, and visitors avoided the park at night. Sixty-three gas lamps were installed in 1874-75 so that "[t]here is now," Babcock wrote, "no portion of the walks and roads upon which a light does not shine . . ." (AR 1875:7) Benches from "the East Capitol park" (probably Lincoln Park) that were "not needed there in the new improvements" were moved to the Smithsonian Grounds. A music stand was moved from the East Capitol grounds, and the Marine Band began offering concerts on Wednesday afternoons. (AR 1875:7)

Graveling of the new roads was finished in 1875/76. The iron gates and stone pillars at the 10th Street and North B Street entrance were removed, "thus opening to these grounds an entrance

for carriages." (AR 1876:8) A section of iron railing on 9th Street, opposite the Center Market, was removed to provide a new entrance that was convenient for shoppers. Iron post and chain was placed along B Street – probably B Street North – comprising 265 posts and 2775 pounds [sic] of chain. (AR 1876:8)

In 1875/76, 500 new deciduous and evergreen trees were planted, most on the newly graded land along B Street North. So many trees and shrubs grew on the grounds that grass had to be cut with a scythe instead of a lawn mower (in the 1870s, lawn mowers could have been either horse-drawn or hand-operated). There were twenty-five benches.

Development of the Department of Agriculture Grounds

In 1866, Congress granted Reservation 3B (B Street North to B Street South between 12th and 14th Streets) to the Department of Agriculture (USDA). Costs of developing and maintaining the grounds were probably borne by the Department, not the OPBG. (Olszewski Mall:27-28) A structure to house the Agriculture Department was built directly on the Mall in 1868; like the Smithsonian Castle, it was located only 300 feet from the Mall's center line. Designed by German-American architect Adolf Cluss, it was a three-story brick structure surmounted by a polychrome mansard roof. A large greenhouse stood to its west. In front were walled, terraced formal gardens with flower beds and a pair of pavilions marking the east and west ends. In all, thirty-five acres of formal and experimental gardens extended from the Agriculture building to B Street North, planted on what had been the site of an experimental garden. Drives and walks in the Agriculture Grounds were paved in concrete, gravel, sand, and ashes. Entrances to the Agriculture Department gardens were first built at 12th and 14th Streets. Another entrance, with a large gate, was later built at 13th and B Streets, south of the Washington Canal.

Since 1862, the gardens had been overseen by Superintendent William Saunders (1822-1900). According to Goode, "[Saunders'] contributions in the field of horticulture were enormous"; among them were the invention of the Washington navel orange, "the basis for the establishment of the orange industry in California", and designs for cemeteries, including Gettysburg National Cemetery. (Goode 2003:358)

In 1874, two gatehouses and several gateposts, attributed to Charles Bulfinch, one of the first Architects of the Capitol, were moved from the Capitol Grounds to B Street North (Constitution Avenue). A panoramic photograph from c. 1877 taken from the Castle looking towards the White House suggests there were at least six of the gateposts along B Street North, with four possibly used at an entrance into the USDA grounds (photo in collections of NCR Museum Resource Center, MRCE). The two gatehouses and all existing gateposts now stand on the Washington Monument and White House grounds, except for a gatepost located at 7th Street and Constitution Avenue on land transferred from the NPS to the National Gallery of Art in August 1991. The post has a square rusticated shaft with projecting alternate courses and a capital formed of volutes. According to the National Register nomination for these structures, the "gateposts and gatehouses were designed to harmonize with the basement story of the Capitol." (Dillon 1973:4)

North of the Mall: The Canal and the Market

When the 13th and B Street entrance to the Agriculture Grounds was planned, in 1868, Nathaniel Michler recommended building a bridge over the canal, and noted the many obstructions lying in the neighborhood to its north:

". . . market stalls extend over the pavements, houses protrude beyond the building lines, piles of lumber block up the way, junk shops encroach upon the public grounds, rubbish is allowed to accumulate, and only within the last few weeks permits have been granted to erect stalls and shops on a prolongation of the center of one of the streets which will entirely obscure the Smithsonian grounds from view. . . . The same remarks are applicable to the north and south sides of B, or Canal street, between Sixth and Thirteenth streets west . . . The canal is a sufficient nuisance without adding to its nauseousness." (AR 1868:9)

Michler bemoaned the canal's "filthy, pestilential condition". It was "extremely disgusting to both sight and smell. It is nothing more than an open sewer, constantly generating noxious gases which are most deleterious to those not only residing immediately along its banks, but to the inhabitants of the entire city." (AR 1868:16) Make it a real canal, Michler wrote, or make it a sewer: "What a great advantage it would be to the Mall, as the approaches from a very large section of the city lead over the canal to the public grounds." (AR 1868:16)

The original market, named the Market House but reviled as the "Marsh Market" because of its soggy ground, had been designed by James Hoban (architect of the White House) with Clotworth Stevens, and stood on the southwest corner of Pennsylvania Avenue and 7th Street. Numerous additions over the years had made it an "eyesore." (Goode 2003:302) In 1871-72 it was replaced by the imposing new Center Market, a brick Romanesque Revival structure by Adolf Cluss that stretched for 300 feet along Pennsylvania and Constitution Avenues and 7th and 9th Streets, N.W. (now the site of the National Archives). The location was ideal, since 7th Street was an important thoroughfare, "the principal connection between the waterfront and Bladensburg Road, a turnpike and post road leading to Baltimore and points further north." (Gutheim 1977:76) Wings were added to the market building in the 1880s. The market held over a thousand stalls for selling meat, fish, and produce, with eight electric elevators, a "spacious café," and the city's "first cold-storage vaults": it was "acclaimed as the largest and most modern food market in the United States when it opened in 1872." (Goode 2003:302-303)

Baltimore & Potomac Railroad

One of the largest incursions on the Mall was the construction of the Baltimore & Potomac Depot in 1872. Congress gave the railroad free use of a site on the Mall itself, partly on the route of the old Washington Canal, which had been filled in by the Territorial Government in 1871 and replaced with a trunk sewer. Construction of a temporary wooden depot allowed passenger service to begin on July 2, 1872, the same day the new Center Market opened across Pennsylvania Avenue. Construction of the new, permanent depot began the following July, and it was probably in use by late December. (Belanger 15) An article on the "New

Washington" in Harper's magazine exulted: "Where the old creek yawned through the heart of the old commercial city a noble Mall, grand market, and depots were revealed. . ." ("Harper's," Feb. 1875; quoted in Belanger 15)

The railroad was antithetical to the pastoral nature of the Downing landscape recently begun to the east, and damaging to the open views intrinsic to the L'Enfant Mall. The train shed, 130 feet by 510 feet, extended almost halfway across the Mall. Mounds of coal were piled by the tracks where empty rail cars idled or parked. The multiple tracks feeding the busy station crossed the Mall on grade, causing a noisy, smelly, dangerous presence that spelled progress and prosperity to some Washingtonians but angered many others for years, as did the federal underwriting of this private enterprise. (Belanger 5)

After the First Improvements: Changes to the Mall Parks after 1877

The greatest improvements to the city parks were made during the tenure of Orville E. Babcock. At the end of his six years' service, in 1877, Babcock reviewed his accomplishments, taking

"a pardonable pride in reverting briefly to the work that has been accomplished in the way of improving and beautifying the various public reservations in the national capital. Many of these reservations were commons and public dumping-grounds when I assumed the duties of this position." (AR 1877:13)

Babcock claimed that the Mall reservations were largely complete. Armory Square was one of twenty-five reservations he listed as entirely improved, while the Smithsonian Grounds were partially improved. (AR 1877 vol. 1:13) Annual reports written by Babcock's successors amend his optimistic view slightly, as they note continuing improvements. However, much of the work was finished, and the parks were now given routine maintenance. Gravel walks and roads were rolled, and more gravel was added almost yearly; snow and ice were removed in winter. Trees and shrubs were thinned, pruned, staked, headed back, or removed, as necessary, and lawns were mown. Benches were repainted, repaired, and refastened to the ground; the decorative iron vases in some reservations were filled with ornamental plants and flowers in the spring, and with evergreens in the winter. In the fall, water was turned off in the fountains, and "the bowls were filled with leaves swept from the lawns, and the copings were thatched with evergreens to protect them from injury by frost". (AR 1877 vol. 1:9) The only fountain in the Mall reservations may have been the small one in Armory Square that was soon moved to Folger Park, replaced by a marble fountain from the grounds of the Capitol.

Work began in 1878 or 1879 on the site for the Smithsonian's new National Museum (today the Arts and Industries Building). Like the Central Market and the Department of Agriculture, this was a Romanesque Revival structure designed by Adolf Cluss. Its brick shell surrounded a light, open framework of iron trusses. Exterior walls were ornamented with terra cotta and polychrome brick. Some "valuable trees" on the National Museum's grounds that were not too large to move were transplanted, probably elsewhere in the Smithsonian grounds. (AR 1879:1878 [sic]) Landscaping, including the laying of gravel roads and walks, was completed in

the summer of 1880.

For years, large annual appropriations were made for development and upkeep of the Smithsonian Grounds, “its great extent of lawns and roadways requiring large expenditures to keep them in order.” (AR 1880) The initial dense planting of trees and shrubs was thinned. Extensive drainage improvements were made in the early 1880s. Thousands of feet of new and replacement gutters were laid, along with new drain traps and pipes. (AR 1884:2341)

In the early 1880s, asphalt began to replace gravel as the material used for new and repaved walks and roads in the Mall reservations, probably because they required less maintenance. The first was laid in 1881 or 1882, an “asphaltum” walk that ran from 7th to 12th Streets along the southern margin of the main road passing in front of the Smithsonian Castle and the new National Museum. (AR 1882: 2735)

On April 19, 1882, a bronze statue of Smithsonian Secretary Joseph Henry, designed by sculptor William Wetmore Story, was unveiled in front of the Smithsonian Building. The OPBG landscaped its site. By this year, two watchman’s lodges had been built in the Smithsonian Grounds. Another lodge was built in the southwest corner of Seaton Park, near Maine Avenue, in 1886/87.

In June of 1883, the Baltimore & Potomac Railroad, at the direction of Congress (17 Statutes p. 14, May 21, 1872), began building an iron bridge for vehicles and pedestrians over the railroad tracks on 6th Street. The bridge, with a road forty-feet wide and flanked by twelve-foot-wide sidewalks, was opened for travel on December 1. It connected Armory Square with reservations to the east,

"thus forming a continuous and beautiful drive from the west front of the Botanical Garden through the reservations to Sixth street, through Armory Square, the Smithsonian, Agricultural, and Monument grounds to the Executive Mansion and Pennsylvania avenue, of some two miles in length, and carries out the original plan of connecting the Executive Mansion and the Capitol by drive-way through the line of Government reservations." (Babcock in AR1873:4)

Four years later, again at the behest of Congress, the railroad built an “ornamental stone wall along the western boundary line of that portion of the reservation used for depot purposes”. (AR 1887:2573)

In 1885, the two reservations east of the B&P depot and tracks, between 6th and 3rd Streets, were named Seaton Park East and West, after W.W. Seaton, former Washington mayor and editor of the early D.C. newspaper, the National Intelligencer, “who was so greatly interested in the welfare and prosperity of this city”. (AR 1885:2504) The following year, Armory Square was renamed Henry Square after Joseph Henry. Both changes were made on the recommendation of the Chief Engineer of the OPBG, at that time John M. Wilson.

In 1885/86 a central road, flanked by cobblestone gutters, was built through Seaton Park, leading from the 6th Street bridge to the Botanic Garden. Older walks were removed and

sodded over in Henry Park, with new walks laid "on regular lines of travel as indicated by trespass-paths." (AR 1886:2078) Construction began in 1885 or 1886 on a mound to hide the depot from view of "drivers" in Henry Park; it was completed ten years later.

By the mid-1880s, an iron fence stood along the Smithsonian Ground's north boundary. Pairs of stone pillars flanked the entrances, including two entrances at the north. Another pair stood at the north entrance to Henry Park. These may have been the Capitol gateposts, described above. (AR 1887:2573)

Another Romanesque Revival building on the Mall designed by Adolf Cluss was the Army Medical Museum, built in 1887 on the Smithsonian Grounds at Independence Avenue and 7th Street, S.W. A three-story brick structure on a raised basement, it had a central gabled pavilion and wings with hipped roofs and monitor windows. It housed displays of medical equipment and specimens. (Goode 2003:366) (The building stood until 1969, when the site was cleared for the Hirshhorn Museum. At that time, the Dr. Samuel D. Gross Memorial, by sculptor A. Sterling Calder, which had stood in front of the structure since 1897, was sent on loan to the Thomas Jefferson University in Philadelphia.)

The 1887 Annual Report provided detailed descriptions of most parks in the city. All the Mall parks were described as "highly improved". Smithsonian Park, with over fifty-eight acres, had not only the Castle and the National Museum, but also the Army Medical Museum. Its grounds were enclosed partly with post-and-chain and partly with a "substantial iron railing", and had gravel roads and walks "in good condition". Repaving with asphalt "has been commenced during the present season" (AR 1887:2594). There were two drinking fountains and one watchman's lodge. Henry Park, at over fourteen acres, had the Armory Building, now being used for storage by the U.S. Fish & Fisheries Commission. This park was also enclosed with both post-and-chain fencing and an iron railing, and had gravel roads and walks "in good condition". The mound along the tracks, still under construction, would be planted with evergreen and deciduous trees and shrubs. (AR 1887:2594)

Seaton Park was still described in two parts: West, with somewhat over twelve acres, between 4½ Street and Maine and Missouri Avenues, and East, with over six acres. Both were surrounded by post-and-chain fencing, were lighted with gas lamps, and had "gravel roads and walks in good condition, lawn surfaces partly planted with ornamental evergreen and deciduous trees and shrubs." Seaton Park East had two drinking fountains, both probably the combination gas lamp-fountain (one was soon moved to McPherson Square). (AR 1887:2594-2595)

In 1887/88, the OPBG post-and-chain fence was removed from the south sides of Smithsonian and Henry Parks to reuse in smaller city parks. In Henry Park, twenty-seven "handsome evergreen trees" near the railroad that were being "injured by the smoke from the locomotives" were transplanted to other parts of the city; they were not replaced. (AR 1888:2774)

In the 1880s, reclamation of over 600 acres of land from the Potomac River began just west of the Washington Monument Grounds, under the direction of Peter C. Hains of the U.S. Corps of Engineers. This work resulted in the creation of West Potomac Park, where the Lincoln

Memorial and Reflecting Pool were built in the 1920s, as well as East Potomac Park and the Tidal Basin.

By 1893, paved roads and walks covered nine of Smithsonian Park's fifty-eight acres. The Annual Report stated: "The extensive lawns of this park are planted with a great variety of deciduous and evergreen trees, many of them being the largest and most perfect of their kind to be found in park planting in the United States." (AR1893:4321)

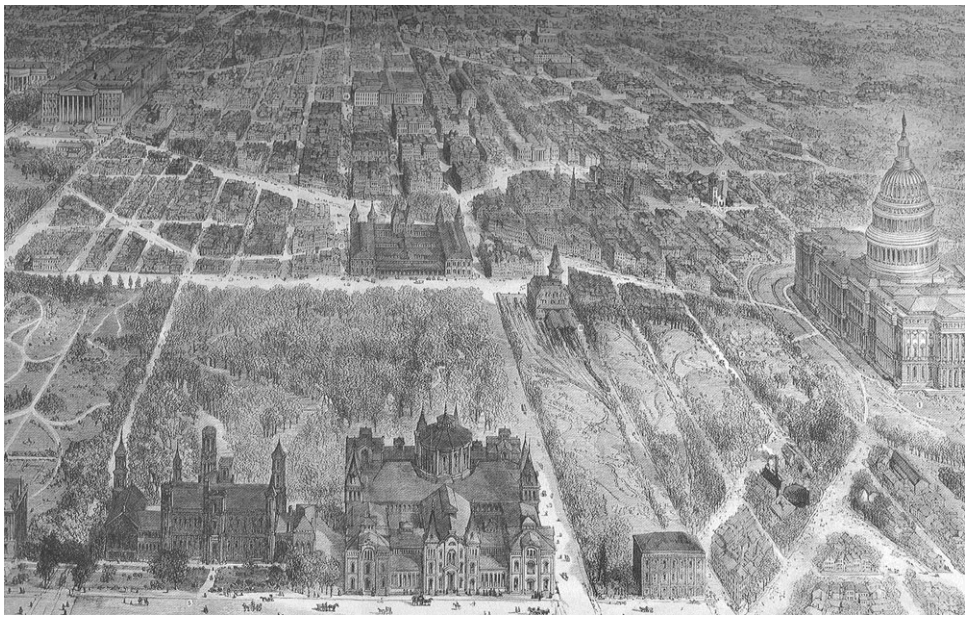
The 1893 report decried the "heavy and continuous travel" on the roads through the grounds, not only on the chief north-south thoroughfares but on roads leading to the "principal city markets, the center market, the hay, straw, and grain markets." It continued: "On the public space just north of the park is the hucksters' market, and the debris from this place, which is blown or thrown into the park, entails a great deal of additional labor to maintain it in sightly condition." (AR 1893:4321)

In 1893, planting of Henry and Seaton Parks had not yet been completed. They were mostly lawns, with only about three acres of gravel roads and walks. (AR 1893:4322) The Chief Engineer recommended extending "the system of asphalt roads and walks commenced in the Smithsonian Park . . . throughout the reservations and the mound west of the depot . . . without further delay." (AR 1893:4322) The mound hiding the depot in Henry Park was completed in 1895/96 and sown with grass seed, and twenty-six maple trees were planted on it.

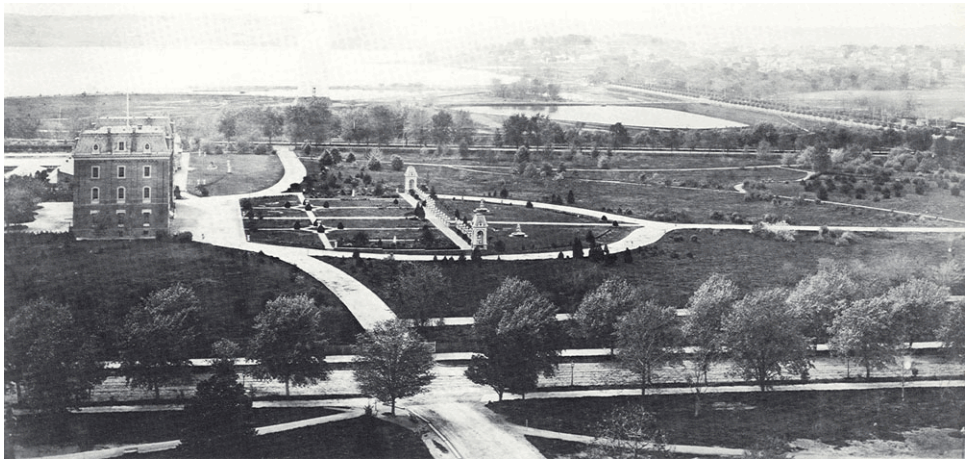
An 1884 publication described the Department of Agriculture Grounds as

"beautifully laid out in spacious gardens in which are grown over 2,000 varieties of plants and flowers arranged in strict botanical order. A portion of the ground is laid out as an arboretum, and contains a choice collection of trees and hardy shrubs. The front gardens are adorned with a low terrace wall, and numerous rustic vases and statues. About ten acres of the rear gardens are devoted to the raising of seeds and the testing of small fruits. From the front of the building a charming view of the business section of Washington can be obtained." (Joseph West Moore, Picturesque Washington [Providence, 1884]; quoted in Olszewski Mall:27-28)

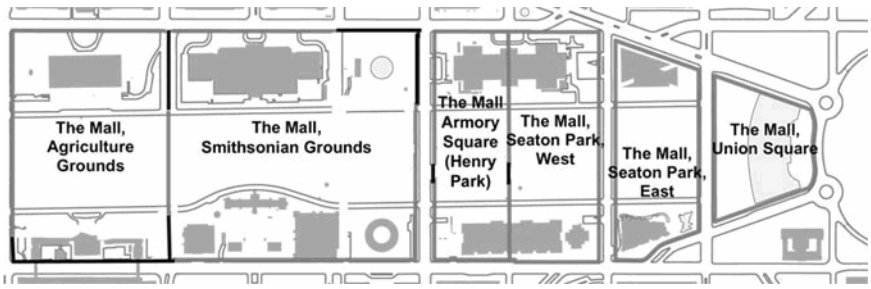
One oddity of the Agriculture gardens was the General Noble Redwood Tree House, a section of the trunk of a 2000-year-old giant sequoia, named after John W. Noble. As Secretary of the Interior from 1889-93 under Benjamin Harrison, Noble had helped preserve millions of acres of federal forests in the West. The 300-foot tree had been felled in 1892 in General Grant National Park (now part of Kings Canyon National Park), California. The trunk, fifty-feet high and twenty-six feet in diameter, had been hollowed out, cut into sections for transport, and displayed at the 1893 World's Columbian Exposition in Chicago. The next year the trunk was shipped to Washington and set up east of the Agriculture Department building; a conical roof with redwood shingles and four dormer windows was added. (Goode 2003:368) When the new administration building was erected for the Department of Agriculture, in the early 1930s, the trunk was placed in storage. It was finally destroyed in 1950. (Finnan to Fritz 1/2339 FRC9 & Kelly to Brown 4/13/52 FRC12; Goode 2003:368. For a key to the abbreviations for the FRC files, see Supplemental Information.)



The Baltimore & Potomac Railroad depot and its tracks extending south across the Mall are shown at the center of this image from the 1880s. (Davis, "Our National Capitol," Harper's Weekly, 5/20/82, from Reps 1997:197; CLP file “Davis 1882 reduced BW”)



The USDA grounds featured a circular terraced garden on axis with 13th Street with a central walk. A connecting road ran across 12th Street to the Smithsonian Grounds. (from NARA, reprinted in Kelly p. 118; CLP file “view Mall and Ag Dept 1870s”)



This graphic depicts the nineteenth-century Mall reservations overlaid on the current Mall. (CLP file "Mall res overlay final")

1901-1928: The Senate Park Commission Charts a New Direction

The Senate Park Commission

In the 1890s, both private citizens and the government developed plans for the improvement of central Washington. These plans were of varying degrees of sophistication, but they fired the ambition of architect Glenn Brown, appointed Secretary of the American Institute of Architects (AIA) in 1898, to arrange for the AIA to devote its annual meeting in December 1900 to the issue of Washington's redesign. The talks included an address by Frederick Law Olmsted Jr. that was "one of the first attempts by an American designer to define the role of landscape architecture in the planning and improvement of cities." (Reps 1966:89; Olmsted, "Landscape in Connection with Public Buildings in Washington," in Glenn Brown, "Papers," pp. 25+.) The meeting resulted in the formation of an AIA committee on legislation, which lobbied Congress to undertake serious examination of the city's design problems. With the aid of Senator James McMillan, chairman of the Senate District Committee, the AIA committee helped bring about the formation of the Senate Park Commission in 1901. (Reps 1967:Chapter 3. For more details on the workings of the McMillan Commission, see Moore, "Senate Park Report," 1902; Reps, "Monumental Washington"; Gutheim, "Worthy of the Nation"; and "The Mall in Washington, 1791-1991," ed. Longstreth.)

A joint resolution introduced by McMillan in December 1900 had proposed the creation of a committee to study the arrangement of public buildings in Washington and the development of a comprehensive park system. This was defeated, apparently because of the opposition of the powerful, conservative Republican Speaker of the House, Joseph "Uncle Joe" Cannon of Illinois, a vehement opponent of using federal funds for the aesthetic improvement of the District of Columbia.

McMillan sidestepped this obstacle by having a Senate Resolution passed in executive session in March 1901, which mandated the use of Senate funds for a redesign of the park system only, though McMillan clearly intended to include public architecture. (Reps 1967:92-93) McMillan succeeded in establishing the Senate Park Commission, but his political maneuvering, particularly the bypassing of House approval, led to continuing problems in getting specific portions of the plan enacted.

Congress appointed the Senate Park Commission – popularly known as the McMillan Commission – that month. Its members included architects Daniel Burnham and Charles McKim, landscape architect Frederick Law Olmsted, Jr., and sculptor Augustus Saint Gaudens. All the commission members had been involved in the creation of the 1893 Columbian World's Exposition in Chicago, a landmark of City Beautiful design. They were assisted by Charles Moore, McMillan's secretary and Clerk of the District Committee.

The term "City Beautiful" refers to a broad set of progressive beliefs and practices espoused in the late nineteenth and early twentieth centuries concerning ways to improve urban communities – from the creation of new municipal centers to the installation of neighborhood playgrounds. City Beautiful architectural design relied on the principles taught at the Ecole des Beaux-Arts in Paris, which was attended by many of the era's leading architects and wielded enormous influence. Beaux-Arts architecture focused on the planning of monumental civic buildings that embodied hierarchical and symmetrical arrangements of spaces and structures, using dominant axes and subordinate cross-axes. The buildings were commonly designed in classical styles, and often employed all the traditional visual arts: architecture, sculpture, and painting.

The McMillan Commission applied City Beautiful precepts to the redesign of Washington's central core. As laid out in a report published in 1902, their plan attempted to recapture the fundamental principles of the original L'Enfant plan for the Mall; to establish and maintain design standards for this area; and to extend the District of Columbia's park system to protect views, natural and scenic features, and the city watersupply.

The Commission began meeting in April 1901. That summer, the members (with the exception of Saint Gaudens) took a seven week journey to Virginia and then Europe for the intensive study of the greatest classical urban ensembles of the Western tradition, the American estates and cities that would have been familiar to Washington and Jefferson, and the European sources on which L'Enfant may have based his plan. (Reps 1967:94-98; Streatfield 1991:123) Among the European cities they visited were Paris, Rome, London, Vienna, and Frankfurt. Designs that proved particularly influential in their conception of the Mall were the grounds of Hatfield House and Bushy Park in England, and the great seventeenth-century French landscapes by Andre le Notre at Vaux-le-Vicomte and Versailles.

On their return, the commission members set to work in their respective cities. They arranged an extensive publicity campaign and sought the backing of important political figures. They prepared large format color renderings and three enormous models, which were exhibited in Washington's Corcoran Gallery of Art in December 1901. McMillan presented the commission's report to Congress on January 15, 1902. (Reps 1967:103-108)

One critical victory won by the commission was securing the removal of the Baltimore & Potomac Railroad and the construction of a new Union Station, shared with the Baltimore & Ohio Railroad, on a site north of the Capitol. (Reps 1967:97-100) On the Mall, key sites were reserved for memorials to Grant, at the east, and Lincoln, at the west. McKim redesigned the

Washington Monument grounds with walled terraces ornamented by small temples and pools to emphasize the intersection of the two controlling axes and to highlight the fundamental relations between the legislative and executive branches of government. (Reps 1967:97)

The McMillan Plan showed monumental classical buildings housing the offices of congressmen and serving as a frame for the Capitol, and proposed a new building for the Supreme Court. It widened the Mall to 1600 feet, almost 200 feet more than previously, and realigned its east west axis twenty-five feet to the south to conform with the deviation caused by the placement of the Washington Monument. The Mall was to be transformed into a grassy lawn bordered by carriage drives and ranks of elm trees, dotted with fountains and places to sit, rest, and enjoy the view.

Inspiration for the grounds of the Washington Monument and Lincoln Memorial came from Italian and French Renaissance villas. According to Moore, the commission members believed "the effects produced by tree crowned terraces should be sought where the configuration of the land permitted." (Reps 1967:97)

The Fight over the Department of Agriculture Building, 1904

The first major test of the McMillan Plan was the siting of the new building for the Department of Agriculture. Secretary of Agriculture James Wilson had approved a plan that set the new structure only 300 feet from the Mall's center line, the same distance as the original building by Cluss and as the Smithsonian Castle, and not the 450 feet called for by the McMillan Commission. President Theodore Roosevelt had inadvertently approved the building, ignorant of the setback issue. Senator Francis G. Newlands of Nevada introduced a resolution that no building on the Mall should occur within 400 feet of the center line. Burnham and McKim spoke at the March 12 hearing, and Burnham's testimony clearly set forth the commission's reasoning:

"In order to make more sure and to check ourselves, as we felt the very grave importance of the recommendations to the Senate, we had flagpoles erected through the Mall so that we could see them from the steps of the Capitol and from the Monument itself. We tried two hundred and fifty feet, then four hundred feet, and the three hundred feet space was plainly the best. . . .

"Having determined that a three hundred foot opening is necessary between the greatest monument in the world and one of the greatest domes in the world, the discussion went to supporting it by trees on each side. There again we examined every notable avenue in Europe. We found that not less than four trees constituted an avenue. Three trees produced a bad effect, because no space is left in the centre and the composition becomes lop-sided. People walk either on one side or the other, whereas with four trees there is a valley under the trees with a great promenade on either side.

"Then the distance apart for planting elms was considered, and many hundreds of elm trees were measured in order that we might not make a mistake in the distance which the trees

should be placed apart, lengthwise or crosswise; and the result (fifty feet) represents our conclusion after a careful study. The effect of four trees is rich. There are some notable avenues in England which have six or even more, and there is a certain richness and beauty that convinced us of the propriety of recommending not fewer than four trees on each side of the central parkway vista. We felt that the scheme had better not be executed if only two trees on the sides were planted. It would be better not to attempt the development because the line of trees would be so thin and ineffective as to make this city a laughing-stock, instead of obtaining such an effect as the entire country has the right to expect of Congress. . . .

"It is not proposed by us, and has never been proposed by us, to build in the Mall a central avenue for traffic. We propose a great open vista and that vista is the great architectural feature if we may speak of landscape work as architectural. The centre is to be grass, like a green carpet, with roadways on each side, overhung by trees. The width of the Mall from building to building is a little greater than the length of the Capitol, as it should be. The Mall buildings form the architectural lines which lead up to the Capitol.

"I want to say once more, in order to impress it upon the Committee, that the great height of the Monument, 555 feet, and the dome of the Capitol, influenced us. Things must be in proportion. If the Mall were short, a narrow parkway two hundred feet in width could be made, but such a narrow parkway would appear mean and insignificant in a park of the length and magnitude of the Washington Mall." (Text taken from the report prepared by National Capital Planning Commission City Planner Charles Eliot II, entitled “Mall Building Lines,” 1/20/32 FRC12. See Supplemental Information for key to Federal Records Centermaterials.)

The 800-foot width of the Mall won Senate and then presidential support. Following this, another decision was made to uphold the level grade called for in the McMillan Plan. As Gutheim writes: “Thus, in piecemeal decisions on closely fought issues a national commitment to the key provisions of the McMillan plan was built up over the years.” (Gutheim 1977:131; see also Reps 1967:145-150)

Even so, the chief construction engineer for the Agriculture Department building began excavating foundations for the new structure at the 300-foot setback, with a ground level rising eight feet higher than recommended by the McMillan Commission and thus higher than the base of the Washington Monument. McKim said: “One of the most important elements in the Mall plan is the continuous up grade from the Grant Statue to the Washington Monument.” (quoted in Reps 1967:147; Reps gives this story in full)

Secretary Wilson refused to change it, however, and McKim paid a visit to Secretary of War William Howard Taft, who arranged a joint meeting with McKim, Wilson, and the president. The political maneuvering at this meeting won a final victory for the McMillan Plan, establishing that it was to be followed in this and subsequent development. (Reps 1967:149)

The marble classical revival building of the Department of Agriculture, designed by Rankin & Kellogg of Philadelphia, was built in stages. Two wings were begun in 1904 and completed in 1908, behind the original brick building. Construction of the center section was delayed by

World War I and not completed until 1928-1930, when the original building was destroyed. The new section was built on the 400-foot setback recommended by the McMillan Plan.

The Commission of Fine Arts

In 1909, during the last days of his presidency, Theodore Roosevelt created a Council of Fine Arts, but this was quickly dissolved by Congress. Then, in 1910, President William H. Taft established a Commission of Fine Arts (CFA), created by Congress in Public Law 61-181, to act in an advisory capacity on new construction in the central area of Washington and adjoining federal properties, in accordance with the City Beautiful precepts laid down in the McMillan Plan.

The Commission of Fine Arts became the "guardian of the McMillan Plan." (Thomas 415) The first members were clearly its supporters: Daniel Burnham was appointed chairman, with Frederick Law Olmsted Jr., Charles Moore, architect Cass Gilbert, sculptor Daniel Chester French, and painter Frank Millet. The new commission did not, strictly speaking, have absolute veto power, but its advice was to be followed in the majority of cases (until the Jefferson Memorial in the 1930s). So, through the Commission of Fine Arts and other means, "The McMillan Commission members maintained a role as unofficial advisory board and arbiter of design". (Gutheim 1977:131)

New Construction on the Mall

The Smithsonian's new National Museum was built in 1903-1910 directly north of the Castle on the axis of 10th Street. A domed classical revival building designed by the firm of Hornblower & Marshall, the museum – now the National Museum of Natural History – established the 400-foot setback for the north side of the Mall. After the National Museum, new construction on the Mall followed the building line set by the McMillan Commission, though over the years some latitude was taken in interpretation (see below, 1929-1936, Construction of the Mall: Siting of Buildings).

World War I Tempos

For decades, the Mall was marred by the presence of the large, cheaply constructed buildings, popularly known as "tempos," which had been built to provide offices for workers during World War I and were then kept for other purposes, including offices during World War II. The World War I tempos were built with the future of the Mall in mind. They were placed by architect Horace Peaslee so that their circulation system of paths and roads was aligned with the system projected in the McMillan Plan. Because of this, it was possible to lay out the two inner Mall roads between 3rd and 4½ Streets soon after World War I. (Ickes to Garner 12/19/33 FRC3) As the 1923 Annual Report of the CFA said:

"That section of the Mall between Third and Four and a Half Streets has been laid out and planted with elms in accordance with the plan of 1901, and Congress has provided for putting in roadways. The temporary war buildings in the Mall were so located that upon removal the roadways will be in accordance with the Mall plan and as fast as the buildings are razed the

planting of trees can be made. The space between Four and a Half and Sixth Streets will be so improved and restored during the fiscal year beginning July 1, 1921." (CFA, "Ninth Report" 1923:16)

Under the Urgency Deficiency Act of October 6, 1917, three large tempos – designated A, B, and C – were built in Henry Park in 1918 to house the War and Navy Departments. Each stuccoed wood structure consisted of a 474-feet long, forty-four-foot wide "head house," oriented east to west, and had six fifty-one-foot-wide north-south wings of different lengths. There was also an administration building, a "mechanical force" building, and a restaurant. Under the Urgency Deficiency Act of March 28, 1918, two more structures to house War Department offices were built in Seaton Park. The one to the north was made of wood, that to the south of concrete. The same act provided for the construction of a stuccoed wood tempo on the Smithsonian Grounds at the northwest corner of 7th Street and B Street North. ("Park Areas Occupied . . ." [from OPBG Annual Reports] no author, no date FRC12)

Freer Gallery of Art
The small Italian Renaissance-Revival Freer Gallery of Art, by architect Charles Platt, was built between 1923 and 1928, on a site just west of the Smithsonian Castle.

Changes to Agriculture Department Grounds
By 1923, the Department of Agriculture had replaced its single large old greenhouse with a row of thirty-five-foot-long greenhouses facing Constitution Avenue, between 12th and 14th Streets, N.W. Some greenhouses "were open to the public and housed displays of acid-soil plants, tropical ornamental plants, cacti, roses, carnations, orange trees, and various species of grapes." (Goode 2003:358) Others provided quarantine space for imported seeds and plants, and rooms for public demonstrations of milking, cheese and ice cream making, pickling, and other domestic tasks.

The George Washington Memorial Building
Construction began on a massive memorial building dedicated to George Washington in 1921, at the corner of 6th Street and Constitution Avenue, N.W. Designed by Tracy & Swartout of New York, the George Washington Memorial Building would have had a three-story Ionic colonnade stretching in front of a recessed façade and terminating at either end in pavilions. (Goode 2003:376)

The George Washington Memorial Association had arranged to have the structure placed under the auspices of the Smithsonian, and had been granted congressional authorization to build it on federal land. The marble memorial would have contained a large auditorium, with meeting halls, offices, and reception rooms for contributing states. After World War I, the name of the project was changed to the George Washington Victory Memorial Building and the program was expanded, with the addition of a military museum andlibrary.

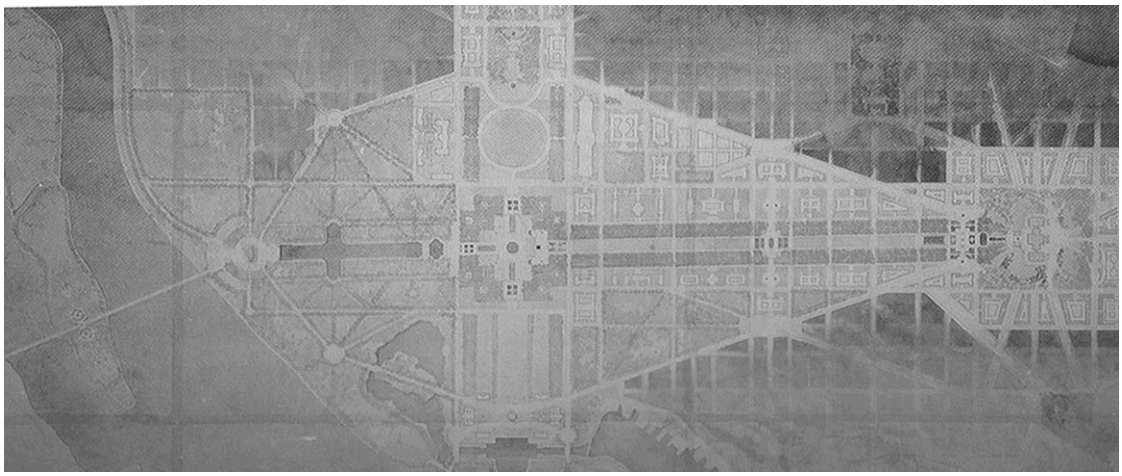
Only the foundation was built. Sufficient funds were never raised to complete the building, and in 1937 the foundation was demolished when the site was chosen for the National Gallery of Art.

The Office of Public Buildings & Public Parks

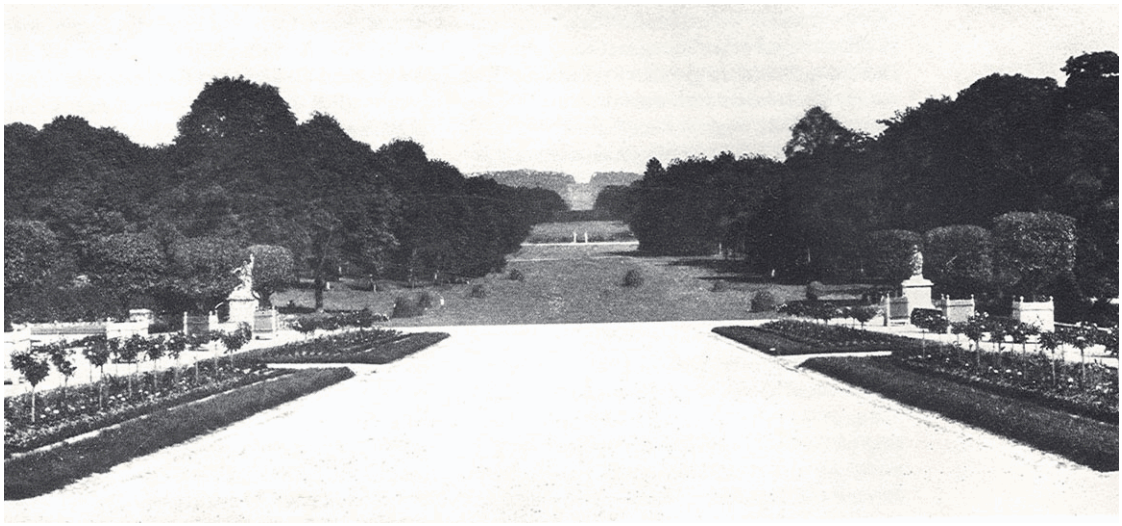
After 1920, the annual reports of the Engineer Officers, Office of Public Buildings & Grounds, no longer included many details on individual reservations. In February 1925, Congress created the Office of Public Buildings and Public Parks of the National Capital, and moved responsibility for D.C. parks and reservations from the Army's Chief of Engineers to this office. Its director reported directly to the President. Less than ten years later, on June 10, 1933, these duties were transferred to the Department of the Interior, to the Office of National Parks, Buildings, and Reservations, renamed the National Park Service in 1934. Since then, the National Park Service has overseen the National Capital Parks, a name first officially used in the D.C. Appropriations Act of June 4, 1934, and now known as the National Capital Region. (Olszewski "Franklin":1-3)

The National Capital Park and Planning Commission

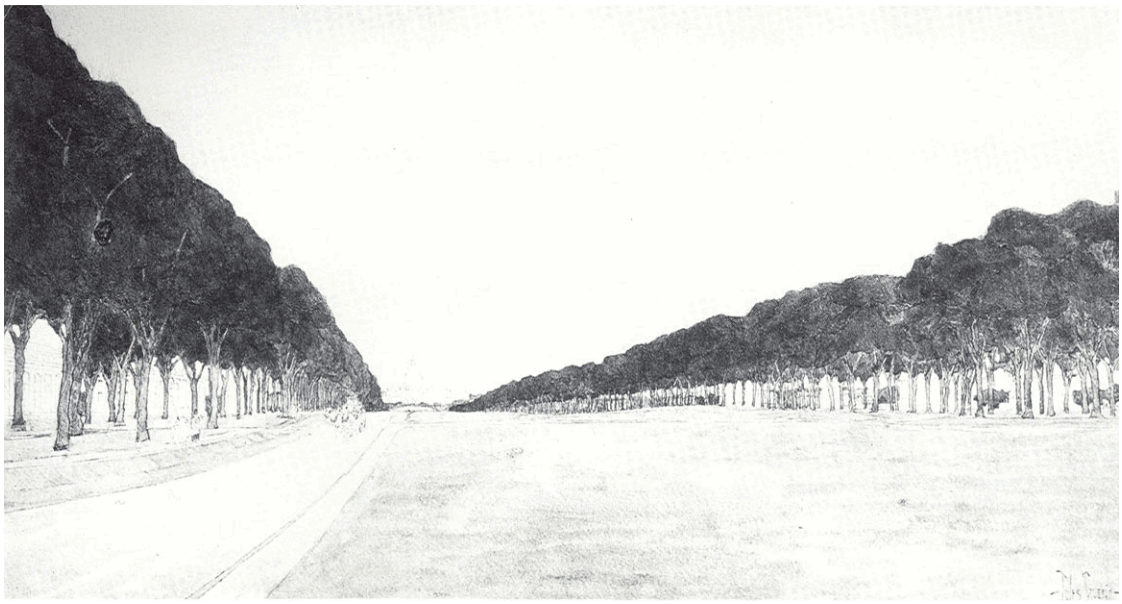
The National Capital Park Commission was created by Congress in 1924, with authority to acquire land for municipal parks and parkways. Two years later, by an amendment to its authorizing legislation, it was replaced by the National Capital Park and Planning Commission (NCPPC; renamed the National Capital Planning Commission in 1952) and its mandate was changed to allow for comprehensive planning for the District. (On the NCPC and NCPPC, see Gutheim 1977:169-174) The same year, the Public Buildings Act was passed, authorizing $50 million to be spent primarily on construction of a new Supreme Court and for the Federal Triangle complex of office buildings, in the area bounded by Constitution Avenue, 15th Street, and Pennsylvania Avenue, N.W., the former Murder Bay and Hooker's Division. Though concerned with an increasingly broad array of urban issues, the NCPPC made completion of the McMillan Plan Mall one of its first priorities. Frederick Law Olmsted Jr. was one of the NCPPC's original members.



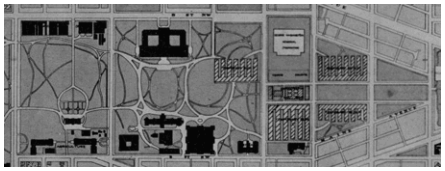
The McMillan Commission prepared exquisite plans and renderings. Most of the improvements recommended by the commission for the Mall from 3rd to 14th Streets were implemented in the 1930s. (from Reps 1991:253; CLP file "McM Plan BW 200")



One of the images of European landscape allees used to illustrate the Senate Park Commission Report, showing a long greensward flanked by rows of trees. (CLP file, "Avenue de Beaumont, Compiegne," from Senate Park Com. Report, 1902: facing p. 44)



Rendering in the McMillan Commission Report of the view looking east down the Mall from 6th Street towards the Capitol. (CLP file "SP view Mall from 6th" from 1902 Report facing p. 42)



Map prepared by the Public Buildings Commission in 1927 showing existing structures before new grading and landscaping began. The two large tempos at the bottom of the map remained until c. 1971. (MRCE; CLP file "Mall & Vicinity 1927 200 dpi crop 2")

1929-1936: Construction of the Mall

A Note on Sources

A great deal of primary information regarding the creation and development of the Mall in the 1930s was found in contemporary National Capital Parks files pulled from the Federal Records Center (FRC). The files extend from the late 1920s through the 1960s, with the majority of documents dating from the 1930s and 1940s.

This material has some limitations. It does not provide a complete record. Excerpts of relevant minutes and other documents from the NCPPC and CFA are often, but not always, included. Some documents produced by other commissions are only referred to in passing. Planned actions are discussed more frequently than completed actions, making it difficult at times to state for certain just when work projects took place.

The time available for producing a CLI precludes thorough search and review of primary source material. Therefore, some gaps in the story outlined by these FRC files are inevitable and many questions cannot be answered at this time, though additional research in CFA and NCPPC minutes was conducted. Nonetheless, the FRC documents provide a new window on the creation of the Mall, and suggest the challenges faced by the city's leading planners as they tried to revive a plan from a previous era and prove its relevance for the modern world.

For a key to the abbreviations for the FRC files referred to in parenthetical notations, see Supplemental Information.

The Mall in the 1920s

At the end of the 1920s, the Mall remained a relic of Victorian Washington. Several eclectic Victorian buildings stood on the Mall's south side: Renwick's sandstone Norman Revival Castle and three red brick Romanesque Revival structures by Adolf Cluss – from east to west, the Army Medical Museum, the old National Museum (today the Arts and Industries Building), and the Department of Agriculture headquarters. Both the Castle and the Agriculture Department lay only 300 feet from the Mall's center line. The temporary World War I buildings erected at the east end of the Mall still remained, though the structures and their connecting walks had been laid out in anticipation of the grades of the McMillan Commission's street plan. A couple of new buildings had been constructed that conformed to the placement and architectural styles recommended by the McMillan Plan: the new National Museum (now the National Museum of Natural History, completed 1904), on the axis of 10th Street, due north of the Smithsonian Castle; and the Freer Gallery of Art (completed 1928), immediately west of the Castle, on the axis of 11th Street. The foundation of the George Washington Memorial Building lay at the north end of Armory Square.

Between all the structures there remained the dense tree and shrub plantings and the curving paths and roads built over the preceding fifty years by the Office of Public Buildings and Grounds, obscuring most views between buildings. The 1930 Annual Report of the Commission of Fine Arts noted also the pressures that were being brought to bear on the Mall by new means of transportation:

"The disastrous effects brought forward by the so-called temporary structures in producing a depressing air of slovenliness is exemplified in the case of the Mall buildings: The spaces at the back are receptacles for trash; the entire Mall Park (including the Smithsonian grounds) has become an open-air garage; in the Department of Agriculture grounds automobiles are parked on the grass; even the President's Park (or the Ellipse) is given over to all-day parking, with the result that these spacious park spaces designed for the satisfaction of all the people of the country are monopolized by a comparatively few persons, nineteen out of twenty of whom live in the District of Columbia." ("Eleventh Report of the CFA," Jan. 1, 1926 to June 30, 1929. 1930, p. 31)

Changes in the federal government and in municipal planning enabled local officials to realize

the Mall design of the McMillan Plan in the 1920s and 1930s. The creation of the National Capital Park Commission in 1924, and its reorganization as the National Capital Park and Planning Commission in 1926, had established a civic body entrusted with the authority to enact urban improvements. In March 1929, authorization of the use of federal funds to rebuild the Mall, as approved in principle at its January 1929 meeting, was included in an act for enlarging the Capitol Grounds. Franklin Delano Roosevelt's presidency, beginning in March 1933, led to the institution of the New Deal, and New Deal programs, particularly the Public Works Program, made available millions of dollars for the thorough rehabilitation of federal parks in the District of Columbia. Lafayette Park, Franklin Park, Folger Park, Lincoln Park, and the Mall all benefited from these relief funds. Roosevelt's Secretary of the Interior, Harold Ickes, also served as the administrator of the Public Works Administration.

Four months after his inauguration, on June 10, 1933, Roosevelt signed Executive Order #6166, which transferred all public reservations and buildings, including National Capital Parks, to a new Office of National Parks, Buildings, and Reservations, in the Department of the Interior. On March 2, 1934, the Office of National Parks, Buildings, and Reservations was renamed the National Park Service. The Office of Public Buildings and Public Parks became National Capital Parks (now the National Capital Region).

The rebuilding of the Mall in the 1930s required not only New Deal funds but the sustained efforts of several planners and designers whose careers and connections bridged Victorian Washington, Beaux-Arts Washington, and the beginnings of Modernism in Washington. The landscape architects among them also had roots in the beginnings of landscape architecture as a profession. These men included the landscape architect Charles Eliot II, the first city planner for the NCPPC (and also the nephew and namesake of Charles Eliot, a pioneer landscape architect and former partner in the firm of Olmsted Brothers); Frederic A. Delano, Chairman of the NCPPC from 1929 to 1942, and the uncle of Franklin D. Roosevelt; Ulysses S. Grant III, the grandson of the president memorialized at the east end of the Mall, and the head of the Office of Public Buildings and Public Parks (the precursor to the National Capital Region of the NPS), as well as the director of the NCPPC in the 1940s, after Delano; and, most importantly, the landscape architect Frederick Law Olmsted, Jr., the son of the designer of the U.S. Capitol Grounds, a founding member of the NCPPC, and the last surviving member of the McMillan Commission.

The 1929 Authorizing Act

Congressional sanction to rebuild the Mall was provided by Public Law No. 1036 (70th Cong., H.R. 13929), "An Act to provide for the enlarging of the Capitol Grounds," passed on March 4, 1929. This provided authorization for a commission created by an earlier act (April 11, 1928) to carry out the plan for enlarging the grounds laid out in Scheme B of their report to Congress (House Document 252, 70th Cong., 1st Sess.). The work focused on new lands acquired north of the Capitol, between the Capitol and Union Station: demolishing buildings, closing streets, new landscaping, etc. However, Section 5 of the act addressed authorization of work on the Mall and transfer of its jurisdiction:

"The Director of Public Buildings and Public Parks of the National Capital is hereby authorized and directed to proceed with the development of that part of the public grounds in the District of Columbia connecting the Capitol Grounds with the Washington Monument and known as the Mall parkway, in accordance with the plans of Major L'Enfant and the so-called McMillan Commission, with such modifications thereof as may be recommended by the National Capital Park and Planning Commission and approved by the Commission for the Enlarging of the Capitol Grounds. . . . For the purpose of carrying out the provisions of this section, jurisdiction over that part of the public grounds the development of which is herein authorized shall be transferred to the Director of Public Buildings and Public Parks of the National Capital at such time as may be approved by the Joint Committee on the Library."

Organization of Planning and Work

Plans for the Mall were developed by Olmsted and the NCPPC (Olmsted had sole responsibility for the general plan for Union Square). They were reviewed and approved by the CFA and the Commission for the Enlarging of the Capitol Grounds (CECG). The NCPPC coordinated and approved plans prepared by the different agencies involved, and acted as a liaison with the Smithsonian and the Department of Agriculture. Funding came through the National Capital Parks of the National Park Service. NCP staff also provided advice, developed work plans, let contracts, and probably oversaw the work. Roads were built by the Bureau of Public Roads.

The NCPPC developed what they termed a "plan for the ultimate development of the Mall." A version showing 6th to 14th Streets, with locations for roads, walks, and trees, grading, and underpasses at 12th and 14th Streets, was sent to landscape architect Henry Hubbard of Olmsted's firm, Olmsted Brothers, in May 1932. Hubbard served on the NCPPC from 1932 to 1947. (Grant to Hubbard 5/23/32 FRC7)

Olmsted had been a member of NCPPC since its founding in 1926. He worked out both general and specific design plans for the Mall. He prepared general plans at both a fifty-foot and sixty-foot scale, showing grades, the width and location of roads, and the spacing and location of trees. These plans did not show many details, such as grade intersections. (Nolen to Cammerer 10/13/33 FRC3)

A "Mall Coordinating Committee" was formed by November 1933; it is not clear how long it remained in existence. Members were primarily representatives from the NPS and NCPPC. At the first meeting, on November 18, a list of priorities for Mall work was drawn up: removing streets from the center panel; moving or cutting trees between 7th and 12th Streets, and staking out the two central roads in this area; deciding on lighting; closing Maine and Missouri Avenues; designing Union Square; and making plans for Mall contracts. (Minutes 11/18/33 FRC7) Several other documents produced in 1933 and 1934 also outlined the various steps needed to complete the Mall.

Siting of Buildings

One of the early documents on the Mall rebuilding was written by planner Charles Eliot II for the NCPPC. “Mall Building Lines” discussed the importance of following the correct setbacks in the construction of future buildings on the Mall. (Eliot “Mall Building Lines” 1/20/32 FRC12) Eliot included much of the testimony that had been delivered by architect Daniel Burnham in the hearings on the Newlands bill in 1904, during the controversy over the Department of Agriculture building (quoted earlier in this CLI; see History p. 49), and he then reviewed the placement of Mall buildings constructed since that time.

Since 1901, Eliot wrote, all plans had set building lines 445 feet from a center line drawn between the Capitol and the Washington Monument. The façade of the National Museum (National Museum of Natural History) followed the recommended building line, but its entrance portico projected twenty-five feet beyond, and its two proposed wings were to project twelve feet. (Eliot “Lines” 1) The foundations of the George Washington Memorial Building projected about twenty feet into the Mall. (Eliot “Lines” 3-4) Most of the Freer Gallery’s façade projected eight feet into the Mall, and the central entrance pavilion projected even further.

“It is thus seen,” wrote Eliot,

"that there have been two entirely contradictory interpretations of the Mall building line. In one case it has meant the furthest forward point of any structure or approach beyond which no projections were permitted. In all the other cases it is [has] meant the main wall ofthe structure or furthest recess anticipating projections forward of the line. The purpose of the first of these two kinds of building lines is that explained by Messrs. Burnham and McKim in the hearings during the fight over the location of the Agriculture Building, that is – to secure an absolute minimum of open space between buildings. The purpose of the second kind of line – anticipating projections, is to secure relative continuity of a façade [with adjoiningstructures].

"In the case of the Mall, the park-like setting of the [National] Museum Building makes the second kind of line relatively unimportant while the assurance of a minimum open space along the Mall between buildings is vital to the conception of L’Enfant and to the whole scheme for the Mall development.

"It is recommended that the Commission assert and uphold an interpretation of the building line in the Mall as indicating the furthest forward point of any structure or approach beyond which projections will in no case be permitted." (Eliot “Lines” 1)

Grading Studies and Road Construction

Plans developed by both the National Park Service and NCPPC from 1934 until at least 1966 show the Castle removed, and the lines of elms and Jefferson Drive continuing in straight lines from 3rd to 14th Street, interrupted only by a break at the 8th Street axis. (NPS, 802/81002, 1934; NCPPC, 802/80068, April 1942) This scheme was not abandoned until the early 1970s, when the second Master Plan for the Mall by Skidmore, Owings & Merrill were developed. The emphasis of the 8th Street axis was retained in most, or all, plans for the Mall; L’Enfant had shown a turning basin on the canal at 8th Street and had placed a National Church several

blocks north of the Mall along the same axis, keeping open the view between Mall and church.

However, the biggest problem facing the planners in the 1930s was the topography of the Mall's west end, from 9th to 14th Streets, and particularly the old Agriculture grounds, between 12th and 14th. The land here had a pronounced east-west ridge along its south side, and sank almost 30 feet in elevation from south to north down to Constitution Avenue.

Olmsted and Eliot wrote a series of reports on the problems posed by this area, exploring different solutions to several pressing questions. Should the existing topography be accepted as is? Or should the ground be entirely raised at this end of the Mall and the whole made a level plateau? At what grade should the four new Mall roads – particularly the two northernmost roads – be built? Should they be constructed at the current grade and later rebuilt, if necessary?

They also weighed the question of where to set the grading of the monumental building site due north of the Department of Agriculture – at its natural grade, or at the same level as the National Museum of Natural History, about 12 feet higher, or somewhere in between. Any decision about this site would affect the imminent construction of the North Mall Drive west from Natural History, and how the four Mall drives would meet the cross streets of 12th and 14th. If the grade were raised, should 12th and 14th Streets be sunk in underpasses? If so, should these underpasses should be open trenches or decked? Or should 12th and 14th Streets be raised to cross at the new ground level?

At first, in early 1927, Olmsted took the same position that he had held in 1901, as a member of the McMillan Commission – that it would be wise "to follow the natural surface at most points very closely" because the varying height of Independence Avenue above Constitution Avenue would make it difficult to have a "geometrically perfect" surface. He was also concerned that it would be poor public relations to grade so much land and remove so many trees from a beloved park all at once; he believed it would be better to proceed gradually, constructing new buildings at new grades and preserving their existing surroundings, while slowly removing trees along the central axis to open the vista between the Capitol and the Washington Monument.

But within a few months Olmsted changed his mind, agreeing with Charles Eliot and Frederic Delano of the NCPPC. It was decided to risk public censure and raise the north end of the Mall to create a broad, flat plateau.

Tons of fill were laid and virtually every tree was moved. Many were transplanted to the grounds around the new Department of Agriculture, south of Jefferson Drive. Some trees were temporarily kept in the Mall, with tree wells built around some. Whether it was thought these trees would be incorporated into the final design, or whether this was just a temporary measure until new locations were found, is not known. Grade separations were discussed for certain cross streets – 9th, 12th, 14th, and sometimes 15th – depressing these roads into tunnels beneath the Mall, which would continue level above them. (Nolen to Cammerer 9/2/33 FRC3)

The CFA approved the Mall road construction plans on May 28, 1931. (Moore to Grant 6/2/31 FRC7) It was determined that the March 1929 Act (and the accompanying hearings) limited

construction to the outside roads only. (Jennings to Director 9/3/31 FRC7) The Commission for the Enlargement of the Capitol Grounds approved the Mall road plans on January 4, 1934. Whether these were the same or revised versions of the plans as those approved by the CFA almost three years earlier is not known. (Garner to Ickes 1/15/34 FRC3) Grading and paving of the Mall drives between 7th and 14th Streets was underway in January 1932.

A.H. Hanson, a landscape architect with the Branch of Forestry, National Capital Parks, described the fill preparations needed for grading the west end of the Mall:

"In going over the area with Mr. Olmsted it was decided in general to spread out (or feather) out the edges of the fill. This will necessitate the welling up and the building up of a porous fill over the present ground surface about 1-1 ½ feet deep and extending out to or a little beyond the tips of the lower branches. This porous fill can be made of cracked-up concrete, co[a]rse cinders, brickbats or anything which will provide breathing spaces for the surface roots after the fill is in. On top of this co[a]rse fill should be about 3 or 4 inches of a finer material such as cinders, sand or gravel to act as a cushion between the co[a]rse material and the earth fill. From this co[a]rse material should extend upward about 4 pipes to act as “breather” or ventilating pipes for the tree roots. There are about 4 such large trees to be treated." (Hanson consistently spelled “coarse” as “course.” Hanson to Acting Chief 10/8/31 FRC7)

Additionally, Hanson advised keeping the gingkoes growing along “upper 15th Street” in case they were needed as substitutes in front of the USDA building; moving a large maple (#23) to the southeast corner of 12th Street and the “present park road”; and placing “tentative grade stakes” east of 13th Street. (Hanson to Acting Chief 10/8/31 FRC7) The work was probably carried out by the National Excavating and Contracting Company of the District. (“Will Move Giant Mall Trees” [clipping c. 1931; no paper, no date] FRC9)

Eliot submitted another report to the NCPPC, entitled “Mall Roads” and dated May 21-23, 1931. This noted that the Independent Offices Appropriations Act would be giving the OPBPP $100,000 on July 1, 1931, to be used for the “outer drives or cross-drives”. Federal funds had been deemed appropriate for this work because these roads would serve federal buildings. Work would be concentrated on the block of 12th to 14th Streets “so as to bring this portion of the Mall as near as possible to completion at an early date as an example of what the remainder of the Mall will later become.” Road construction would also be carried out in front of the National Museum, between 9th and 12th Streets. This work was approved at an informal conference of the OPBPP and the CECG before funds were appropriated, and presumably was carried out in this year. (Ickes to Garner 12/19/33 FRC3) By December 1933, NPS had approved the cutting of trees in the locations of roads and sidewalks with currently available funds. Construction of roads was dependent on receiving approval from the CECG. National Park Service Director Arno Cammerer was reluctant to approve cutting other trees, unless they were dying, without consulting Olmsted. (Cammerer to Finnan 12/15/33 FRC3)

Budgets

A total amount of $833,625 had been proposed for the Mall and Union Station work in FY34, but apparently the president himself recommended instead a total of either $500,000 or $600,000. In an undated memo to Ickes sent on the letterhead of the Federal Emergency Administration of Public Works, FDR wrote: "It seems to me especially important that in addition to the roadways we should move all of the trees which are now in the wrong places to their permanent positions." He further recommended holding the grade separations of 12th and 14th Streets "in abeyance" for now. (Presumed authorship of this memo by the president is based on the presence of a blank line under which is typed FDR's name; FDR to Ickes, no date [copy to Nolen 9/30/33] FRC3)

The Public Works Administration disbursed $600,000 for the Mall and Union Square work in FY34 to the Office of National Parks, Buildings, and Reservations (which had replaced OPBPP in 1933). The National Park Service proposed dividing this, allocating $373,500 for the Mall "proper," from 2nd to 14th Streets, and $226,500 for Union Square. (Cammerer to Ickes 9/19/33 FRC3) In FY1935, $350,250 was allotted for work on Mall from 2nd to 14th Streets, covering road construction, tree moving, grading and landscaping, water supply, and drainage. (Burlew to Cammerer 11/5/34 FRC3)

Tree Removals

National Capital Parks staff and Olmsted attempted to save as many trees as possible. All the trees on the Mall were surveyed. Those that were diseased or too large to transplant were removed. Between November 10, 1931, and March 18, 1932, Wescott Nursery of Fairfax, Virginia, cut down ninety-one trees, and moved or transplanted nineteen trees and a number of shrubs ("11 shrubs [6 large shrubs or equivalent thereto and 5 groups of small shrubs [or] evergreens]"). They transplanted a huge magnolia, thirty-six inches in diameter, for $4947, moving it from the middle of the Mall near 14th Street to a spot about 400 feet to the northwest, off the Mall but still near 14th Street. A local paper reported: "It is said to be one of the biggest jobs of its kind in the world". ("Will Move Giant Mall Trees" [c. 1931; no paper, no date] FRC9) Westcott also built tree wells around twelve trees for a cost of $12,984. (Memo re: Westcott 4/19/32 FRC7)

A later assessment stated that, in all, sixty sound trees, one-and-a-half to forty inches in diameter, were cut on the Mall, along with 166 that were "decayed, sickly or ill-shaped". The cost of cutting trees and removing their stumps was $23,335. In addition, fifty-seven trees had been transplanted within the Mall or to contiguous areas for a cost of $18,952.50. ("Plans" [no author, no date] history of Mall project p. 3 FRC4)

Consultations were held with representatives of the Smithsonian Institution on tree-cutting work to be done in the Smithsonian Grounds. In one such meeting, in early 1932, Grant stated: "I think you will find that this plan embodies what we all decided upon the day that you, Mr. Delano, myself and others went over the ground, which was that the road would be so arranged that the least amount of cutting would be involved." (Grant seems to have been referring to the North Outer Drive; Grant to Wetmore 2/10/32 FRC7)

The trees standing near the National Museum seem to have been of particular concern. While Smithsonian officials had no objection to removing trees within the routes of minor roads or the center panels, they requested that as many trees as possible outside of the inner roads be kept, especially in front of the east part of the National Museum – perhaps because that wing was to be built soon. Grading of the Smithsonian Grounds was all done at the same time. "The general feeling of the Smithsonian people," reported Nolen to Director Cammerer, "is . . . resignation." (Nolen to Cammerer 12/8/33 FRC3)

(After the tree work was completed, National Capital Parks Superintendent C. Marshall Finnan wrote to a citizen concerned about the loss of trees: "As to the destruction of valuable trees, I am afraid that you have been misinformed on this subject. A most careful survey was made of every tree on the Mall before work started. More than 50 of the finest trees have been transplanted at this time, and we only destroyed those trees which had been weakened by disease or other causes and those which were so large it was a mechanical impossibility to move them. Please be assured that other valuable trees in the line of the Vista will be saved and will be transplanted elsewhere for safe keeping." Finnan to Johnson p. 2, 9/4/34 FRC3)

Further work on the Mall was spurred by the imminent completion of the Federal Triangle in the fall of 1933. In September, in a letter to Arno Cammerer, Director of the NPS, John Nolen of the NCPPC projected two phases to the Mall work: 1) completion of the Mall roads, including grading, landscaping, and the planting of trees; 2) opening the central vista. The temporary World War I buildings C, E, and F were to be kept for the time being, since they housed people employed in emergency relief work. The design was worked around them. Nolen wrote:

The most important thing about the whole Mall project is, of course, to get the central vista opened up from the Capitol to the Monument, the chief obstacles in the way of this being the old heating plant, which is necessary as long as the temporary buildings are occupied, and certain large trees in front of the Smithsonian which it would be unwise to remove until the final grading makes it absolutely necessary and self-evident. (Nolen to Cammerer 9/2/33 p. 2 FRC3)

Nolen noted that the Mall projects would provide labor under emergency relief plans, estimating that they would employ 350 laborers for eighteen months. (Nolen to Cammerer 9/2/33 p. 3 FRC3)

At the request of the CFA, by October 1933 the architectural firm of Bennett, Parsons and Frost had drawn up plans and profiles for the Mall roads in connection with the Federal Triangle construction (plans numbered NCPPC 1.5-70, 1.5-78, and 1.5-81). Bennett, Parsons and Frost wielded a great deal of influence on federal projects around the Mall in the 1930s. As a young architect, Edward H. Bennett had been employed in Daniel Burnham's office, working on Burnham's plan for Chicago, before establishing his own firm. He eventually became an architectural advisor to Treasury Secretary Andrew W. Mellon (since federal building projects were the responsibility of the Treasury Department) and Chairman of the Board of Architectural Consultants for Federal Triangle. Bennett counseled Mellon on the

"Federal Triangle, the Mall, the site for the [National Gallery of Art], the Legislative Group, the site for the Supreme Court Building, and proposed memorials." (Gutheim 1977:174) The firm designed what was then the final structure of the Federal Triangle, the Federal Trade Commission Building, located at the triangle's apex between Constitution and Pennsylvania Avenues and 6th and 7th Streets, N.W.

For the CFA, Bennett, Parsons and Frost studied the 8th Street cross axis, where L'Enfant had placed the National Church, and which the L'Enfant and McMillan plans had developed with fountains and other features; NCPPC plans had continued to show it as open. Tempo F had been built here, extending to the Inner Mall Drive. This axis was to be anchored on the north by the new National Archives building (architect John Russell Pope). However, the eight rows of elm trees continued uninterrupted across the axis. Bennett, Parsons and Frost recommended removing them to leave open the vista to the Archives. (BPF to Lynn 12/8/33 FRC3) But, as late as 1942, "scraggly" trees remained on the north side of the 8th Street axis, blocking this view. (Fowler to Kutz 4/3/1942 FRC6)

Further Clearing and Completion of Work

The Department of Agriculture gardens were removed in 1931, though demolition of the USDA greenhouses along Constitution Avenue did not begin until February 28, 1940. (Gillen 2/27/40 FRC12) The major part of Reservation 3B, except for the northern section bounded by Constitution Avenue, the route of the Outer Mall Drive, and 12th and 14th Streets, was transferred from the USDA to the Department of the Interior about April 7, 1934, the date of Land Transfer Order No. 70. (The northern section was transferred to Interior on February 3, 1942. Information from Joe Cook)

By June 1934, NPS/NCP had developed cost estimates for major items: grading, topsoiling and seeding the Mall from 3rd to 12th Streets, planting elms from 3rd to 14th, moving trees between 7th and 14th, construction of Mall roads from 3rd to 14th Streets (and South Drive from 3rd to 9th Streets), and construction of sidewalks along three of the Mall roads (North Drive, North Vista Drive, South Vista Drive) from 3rd to 14th Streets. Estimates also covered installing sprinklers on the Mall, moving the Joseph Henry statue out of the route of the South Inner Drive, and demolishing some buildings on the Botanic Garden site. ("Mall Proper Cost Estimate" 6/8/34 FRC3)

A water and drainage system had been installed between 3rd and 7th Streets by June 1934. (Memo re: Ellis 8/22/34 FRC3) The underground sprinkler system had 1500 jets, each spraying four gallons per minute and covering 524 square feet. It was believed that using the sprinklers once a week would be sufficient in normal weather to keep the lawn green. (Press release ". . . Mall Is Nearing Completion" p. 4 no date FRC1. The system worked into the 1990s, and remains in the ground to this day.)

In July, NCP Superintendent Finnan wrote to Spelman of the Bureau of Public Roads that the NPS withheld their "concurrence on plans for construction of the outer Mall drives", believing that, with limited funds, these were of lesser importance than completing the inner drives

between 3rd and 14th Streets, grading 7th to 12th Streets, adding top soil and seed to the "entire center panel", and planting elms "wherever possible". (Finnan to Spelman BPR 7/12/34 FRC3)

Bennett, Parsons and Frost made recommendations on materials for Mall sidewalks, suggesting the use of concrete with a "gravel-revealed surface" as had been specified for new walks in the enlargement of the Capitol Grounds. These walks would have expansion joints about 25 feet apart and no scored markings. (BPF to Lynn 12/8/33 FRC3) In April 1935, NPS landscape architect Malcolm Kirkpatrick wrote to Olmsted Brothers: "it has been definitely decided to use a dark colored exposed aggregate concrete for sidewalk construction throughout the Mall development. . . ." (Kirkpatrick to Olmsted Brothers p. 2 4/18/35 FRC6)

Even after clearing and grading began, a miscellany of structures and activities remained on the Mall. In April 1935, a police lodge still stood between 3rd and 4th Streets, near the former Missouri Avenue. Mall tempos housed relief activities, such as a women's sewing project, in an area at Missouri Avenue and 6th Street known as "the Woodyard." A proposal in July 1934 to build a shed here, where the unemployed could make mattresses for distribution to people on relief, inspired the NCPPC to pass a motion against building any more tempos on the Mall. They recommended that the District remove all activities housed in tempos, and that the tempos themselves finally be removed when jurisdiction over the Mall land was transferred. (Clark to Finnan 7/18/34, NCPPC Minutes 7/26-27/34 FRC 12)

A contract for demolishing the heating plant and the other WWI tempos on the Mall was let in May 1935. (May FRC Bx 66A1097, 25, AMP 2) The powerhouse was apparently one of the last of these structures to be demolished, at least apart from the tempo at the south end of the 6th Street axis. ("Plans" [no author, no date] history of Mall project p. 5 FRC4; also historic photos)

Construction of the Mall is noted on a press release as being more than 90% completed by about September 1936. This included the construction of the four roads and the planting of 333 elms. (The date of September 14, 1936, is handwritten at the top of the Interior Department press release, "Federal Public Works Project . . ." c. Sept. 1936 FRC1)

American Elms

The McMillan Commission had first proposed the use of American elms to line the Mall, and Olmsted remained committed to the use of American elms. U.S. Grant III wrote to Hubbard of Olmsted Brothers in May 1932:

The proposed formal rows of elms as indicated on the plan will, of course, require the removal of all the existing trees. This arrangement of trees in formal rows is opposed by Mr. William A. Delano and Dr. Wetmore, of the Smithsonian Institution, both of whom would prefer an informal planting of trees in the panels with a straight, clipped edge on the side facing the "allee". If this scheme is adopted, the grading could be adjusted to save a considerable number of the existing trees between 9th and 12th Streets. (Grant to Hubbard 5/23/32 FRC7)

The elms were supplied and planted on the Mall by Leissler Nurseries of Connecticut on thirty-eight days in June, July, and August of 1935. (Hanson to Gist 2/4/36 FRC9) A press release issued in the fall of 1936 (probably by the National Park Service) stated that the Mall work was nearly complete, and the rest was underway with current PWA funds. Three-hundred and thirty-three American elms, propagated in Connecticut, had been planted. (Press release ". . . Mall Is Nearing Completion" no dateFRC1)

Problems with the elms soon became apparent. Finnan wrote to Hanson:

"I do not believe it would be advisable at this time to replace the older elms growing between Third and Fourth Streets south of the Vista Drive on the Mall. . . . While the character of these trees is undeniably wrong, they do give a reasonably satisfactory mass effect and I hesitate to condemn them when we have such a vast number of doubtful trees recently supplied us by the Leissler Nursery."

This indicates as well that there were elms already growing on the Mall. (Finnan to Hanson 10/7/1936 FRC9) Many of these elms still exist in the block from 3rd to 4th Streets. Seeding of the lawn panels took place in March 1936. (Gillen to Gartside 3/6/1936 FRC9)

The rest of the Mall elms were planted gradually, apparently over the next few decades. The last of the tree panels to be planted with elms (that is, excepting replacements) were planted in 1975. (See following History section.)

Renaming of Reservation 3A

In 1933, the NCPPC voted to rename Reservation 3A, the block of the Mall along the 8th Street axis, bounded by 7th and 9th Streets and Constitution and Independence Avenues. The side north of the Mall's center line would be called "L'Enfant Square" and the side to the south would be called "Ellicott Square." The CFA recommended naming the entire block for L'Enfant and "L'Enfant Square" became the official name. (NCPPC Minutes 4/21/33, 6/14/33, OPBPP Land Transfer Order #33 6/22/33 FRC1)

Mall Lighting

A new and unique type of street light was developed for the Mall in 1934-1935 by designer J.W. Gosling of the General Electric Company. Discussions about lighting among National Capital Parks staff and members of the CFA and the NCPPC concerned design, spacing, handling of lighting on cross streets, and light intensity.

In a letter of April 1934 to the D.C. Commissioners, NCP Superintendent Finnan wrote that "The major objective of the Mall plan is to keep open an unrestricted vista from the Capitol to the Monument." He requested that street lights on cross streets be kept "back of the outside line of the two concrete walk-ways paralleling the inner roads." (Finnan to Commissioners, April 26 1934 FRC14) GE recommended using refractors of the "B symmetric type" at cross streets to spread light evenly up and down the street. Street lights were to be aligned with the

Mall lights. (Nolen to Finnan April 30, 1934 FRC14)

Early alternative designs were presented to the CFA in May 1934 by Finnan and representatives of GE. Finnan noted that “the intensity of the light will not be so great as to make it visible at a distance and the arrangement of the posts will be such that one will not see a line of lights up and down the Mall.” The CFA recommended “that the lights should be evenly spaced” so that street corners were not emphasized and also that lights be placed a few feet in front of the lines of elms. (CFA minutes May 28 1934 p. 9)

In May, the NCPPC agreed on the following general principles to govern Mall lighting, including street lighting:

"The Commission feels that in order to get proper and harmonious lighting for the Mall, the design for the lights on the cross streets between the north and south Mall drives should be considered as part of the Mall lighting scheme, and the lights so located, designed and maintained; the operation, maintenance and spacing of the lights between the cross streets on the Mall drives should be in orderly relation to the trees, and as far as possible away from them; so far as traffic lights are concerned, they should be placed in the normal positions, subject to minor adjustments to make coincident use of the same pole for street lights and traffic lights; that the lights on the cross streets should be in line with the Mall lighting; and that all lights to illuminate the Mall proper and the cross streets should be in a true straight line and no lighting should be within the vista between those lines." (NCPPC minutes May 17-18 1934)

On July 26, 1934, the CFA and the NCPPC inspected lamps of the proposed design that had been erected on the Mall at 3rd Street. The Commission of Fine Arts approved the location on the Inner, or Vista, Drives and the “double light standard” (noting that details of the posts would be submitted later). The commission recommended using 400 rather than 600 watt bulbs, and using a thicker, off-white glass globe so that the light would be more diffused. (H.P. Cammerer to Finnan, Aug. 14, 1934, FRC14)

At the CFA’s September meeting, Gosling showed sketches for lamp posts. These included “double light standards with drop lights and vertical lights; also single lamp standards.” The CFA approved one of the single lamp standard designs to “be used on all of the Mall drives and on all cross roads between Independence and Constitution Avenues.” (CFA minutes Sept. 17 1934 p. 10) They formally approved the design in December. (Moore to Finnan, Dec. 4, 1934, FRC14)

Pepco installed the Mall lights between about April and June 1936. (M. McColligan, NCP, to Finnan, Memo, April 6, 1936 FRC14) Thirty-three 600-candlepower lamps and 153 400-candlepower lamps, costing $273 each, were placed three feet forward of the lines of elms, for a total of 186 lights. (The distribution was shown on plan file #35-226; the plan has not been located and so the TIC number, if any, is not known. Finnan to Pepco, May 18, 1936 FRC14) Finnan reported to the CFA that “by means of reflectors the light is kept down so that from a distance the lights look rather dim, but the lighting near the posts is very good. [National Capital Parks] tried to subordinate the Mall lighting to that of the Monument and the Capitol.”

(CFA minutes May 1, 1936 p. 10)

After the installation was complete, National Capital Parks issued a press release, probably in September:

"Another noteworthy feature of the new Mall development is the lighting installation. The posts are 21 feet high and are made of fluted bronze. The lamp is a cylinder of glass inner frosted to prevent glare. It is bordered with bronze at the top and bottom, but the cylinder proper is unobstructed, permitting an even distribution of illumination. The inside top of the cylinder is a mirror which controls reflection and the spread of the light rays. The technical features were developed in the laboratories of the General Electric Company and the lamps are considered by engineers to be the most efficient type of street light yet produced. In general appearance, by both day and night, the lights contribute generously to the beauty of the Mall development. In this respect it is interesting to note that their design was approved by the National Commission of Fine Arts, perhaps the first occasion upon which that exalted body passed upon an object formerly considered purely utilitarian." ("Federal Public Works Project for Development of the Mall Is Nearing Completion" c. Sept. 1936 p. 5 FRC1)

Originally, the posts were owned by Pepco and rented to the government, at that time a standard arrangement in the National Capital Parks. The last twenty-four gas lights on the Mall, located between 7th and 12th Streets, were not removed until in 1939. (Gartside to Wash. Gas Light Co., June 9, 1939 FRC14)

View looking east from the Washington Monument. Some elms have been planted; trees remain on the Smithsonian Grounds and where grading is still to be carried out along 14th Street. (from MRCE; CLP file "Mall showing progress 1934")

By the summer of 1935, more trees had been removed and the slope graded. Trees still grew in the Smithsonian Grounds and the power plant remained. The encampment may have been for the CCC. (from MRCE; CLP file "Gov buildings and Mall 1935")

By 1936, the power plant had finally been removed. This photograph was probably taken early in the year. (from MRCE; CLP file "Mall from Wash Mon 1936")

Grading and the laying of utilities on the Mall. In the distance can be seen some of the tree wells built around mature trees to be moved. (from MRCE; CLP file "Mall grading 7-12 Sts")

In 1935, concrete sidewalks were built along the outer edges of the Mall Vista Drives. (from MRCE; CLP file "Mall laying sidewalk 1935")

1937-1966: Incremental Changes to the Mall Landscape

By 1936, much of the Mall landscape had assumed its current form. The grade had been

raised and leveled, most of the streets and sidewalks had been built, the grass panels had been sown, and many of the elms had been planted. The old Smithsonian Grounds, however, still retained many of the older trees. These were not entirely replanted until the 1960s; photographs from 1964 and 1966 suggest that many of the elms had been planted by the latter date, though as late as 1966 a variety of tree species remained in front of the Natural History Museum, at least. The final tree panel was not planted with elms until 1975.

Apart from the elms, little remained to complete the McMillan Plan for the Mall except for the construction of appropriate buildings along its north and south sides. Maintenance needs of the new landscape needed to be identified and carried out. Over the succeeding decades, however, new management issues arose, particularly the accommodation of increased vehicular traffic and parking. The health and longevity of the Mall elms has also presented a continuing concern.

Renaming and Realignment of Mall Roads

After Missouri and Maine Avenues were closed, there were attempts to use these names for the Mall Vista Drives (also known as the Inner Drives). A joint resolution to this effect was introduced in the House and the Senate. Various reasons were given in support: the utilitarian use of these roads to service Mall buildings was similar to the use of other state avenues; and to avoid confusion over the similar names of the inner and outer Mall drives (North Drive, North Vista Drive, South Vista Drive, South Drive) (FRC1)

On the recommendation of Frederic A. Delano, Director of the NCPPC, Secretary Ickes approved naming the four Mall drives after the first four presidents. The North Mall Drive became Madison Drive, the North Vista Drive became Washington Drive, the South Vista Drive became Adams Drive, and the South Mall Drive became Jefferson Drive. (Memo to Finnan 5/12/37 FRC6)

Sixth and 13th Streets remained open between Madison and Jefferson Drives until at least February 1942 (TIC 802/80079, “The Mall, Existing Conditions”). By this time, Jefferson Drive had been rebuilt in its current alignment, but Madison Drive still curved into the Mall southeast of the National Museum of Natural History.

New Construction and Clearing

The original building of the National Gallery of Art opened in 1941 on a site at the north end of the historic Armory Square, between 4th and 7th Streets and Constitution Avenue and Madison Drive. The site had previously been occupied by the foundations of the George Washington Memorial Victory Building and, before that, by the Baltimore & Pennsylvania Railroad station. The Roman neoclassical Beaux-Arts structure of the National Gallery of Art’s West Building is the work of architect John Russell Pope, designer of many prominent monumental structures near the Mall as well as numerous grand residences in Washington. The main entrance, facing the Mall,, is through a portico set at the top of a high monumental stairway, leading into a domed rotunda in the building’s elevated main floor. The actual ground floor of the gallery is

reached through at-grade entrances off Constitution Avenue, 4th Street, and 7th Street, N.W.

Demolition of the USDA greenhouses along Constitution Avenue began on February 28, 1940. (Gillen 2/27/40 FRC12) These were removed to make room for temporary buildings housing Army and Air Force intelligence detachments. (Goode 2003:358) Apart from these, no other new building opened on the Mall for twenty years, until the National Museum of History and Technology – since renamed the National Museum of American History – was completed in 1964. Designed by Steinman, Cain & White, the successor firm to McKim, Mead & White, this was the first Modernist structure facing the Mall. It retained the monumentality, symmetry, and stone – in this case, marble – facing typical of earlier Mall buildings. Its main, south entrance is set at the raised Mall grade constructed in the mid-1930s, and its north entrance is a floor lower, off Constitution Avenue. The east and west sides of the basement floor are exposed, and retaining walls extend below Madison Drive.

Tunneling of 12th Street
The 12th Street expressway, including the tunnel under the Mall, was opened on July 31, 1962, after almost three years of construction. The highway led north from the new Washington Channel Bridge to Constitution Avenue. ("Wash. Star" 8/01/62:B1)

Mall Elms

A significant addition to the staff of National Capital Parks was made with the hiring of Plant Pathologist Horace Wester in 1937. Wester was instrumental in developing the city-wide Dutch elm disease control program, and he monitored the elms for forty years, remaining with the NPS until the 1970s. Wester was the first to notice that an elm on the Mall in front of the Freer Gallery of Art developed leaves earlier in the spring and held its leaves later in the fall than the surrounding elms. Later studies by the NPS and the USDA Agricultural Research Service found the tree to be resistant to Dutch elm disease and named the cultivar 'Jefferson.' The 'Jefferson' elm has been incorporated into the elm population of the parks administered by National Mall & Memorial Parks, including the Mall, for the last couple of decades (see Vegetation).

A plan from 1938 (TIC 802/80041) shows the trees planted by Leissler's Nursery of Connecticut. It also shows the locations of a dozen or more elms that had been planted by Gude & Sons, Co., a Rockville, Maryland-based nursery (Baltimore Sun, 6/9/2007), in March 1937. Additionally, the plan depicts trees that were realigned in January 1938 and perhaps other dates in 1938 (the legend lists symbols for trees "realigned in January 1938" and "realigned in 1938"); it also indicates trees still needing to be realigned, and trees that were to be planted in the spring of 1938.

On this plan, Madison Drive is shown curving into the tree panel in front of the National Museum of Natural History, preventing the complete planting of the outside line of elms; the road went around two small islands, kept to preserve existing trees. Additionally, Jefferson Drive curved into the Mall not only in front of the Castle but also to its east, in front of the Arts and Industries Building (the Old Museum), so that only the two inner rows of elms extended all

the way east to 9th Street. Both drives retained these alignments at least until 1942. (TIC 802/80065)

More problems with the Mall elms had become evident by 1945. In this year, A.H. Hanson, landscape architect with NCP Branch of Forestry, conducted an inspection and submitted a report which gives a detailed picture of the state of the elms nine years after their planting:

". . . In developing their shape the branches have grown outward or crossed over and become so irregular that they will by no means support the original idea whereby the trees were to grow in an upright shape so that the gentle arching branches would meet between rows of trees and form a high overhead arch, reminiscent of the nave of a large church or cathedral. . . .

"Some question may arise as to the advisability of replacing apparently healthy trees with smaller trees of better shape. It is most certain that these unshapely trees will obstruct the vista between rows of trees, and it would be much better to remove them now than when they become so large that replacement trees cannot catch up to others in growth. All the Mall trees measure from 10 inches to 1 foot in trunk diameter. Considering that they were practically 3 inches in diameter [when] they were planted indicates a growth of about 9 inches in 8 years.

"It is recommended that the largest size of tree that can be planted without a ball of earth be used for replacement. The size of such a tree, affording the greatest margin of safety for successful planting, would be between 2½-3 inches in trunk diameter measured 2 feet above the ground line. They should not be taller than 14 feet.

"The paramount condition in the specifications for obtaining the true type vase shaped elm would be the actual selection of the tree in the nursery row irrespective of whether the tree was grown from seed or asexually propagated. After all it is the way a tree grows that counts and not its ancestry. . . .

"It is therefore strongly recommended that the elm trees now growing in the Mall as part of the Mall scheme, which show a decidedly averse tendency to growing into the typical shape of a vase shaped elm, shall be removed and replaced with actual vase shaped elms, that they shall be actually selected for their shape from the nursery row, shall be shipped bare rooted about 2½-3" in trunk diameter. With dead and missing trees a total of 80 trees should be purchased." (Hanson to Sager 10/2/45 FRC9)

Soon, about forty of the elms were replaced with "new and younger elm trees more of the American Elm type." (NCPC staff meeting 12/5/45 FRC9)

Beautification Program, 1964-1968

In 1964, President Lyndon B. Johnson established the Beautification Program, an effort inspired and led by the First Lady, Lady Bird Johnson. Officially in existence until 1968 (though continuing in fact into the 1970s), 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. The National Park Service established a Beautification Task Force in National Capital Parks, where work was handled by staff landscape architects.

On the Mall, Lady Bird Johnson and Secretary of the Interior Stuart Udall unveiled plans for Beautification plantings. Historic photographs show beds installed on either side of a walk connecting the Smithsonian Castle and the National Museum of Natural History, the axis of 10th Street. These beds were the first of the "floral displays" added to D.C. parks under the Beautification Program. They were called "seasonal floral displays" because the plantings were changed seasonally – tulips were planted in the fall for spring bloom, followed by annuals in summer and chrysanthemums in fall. It is not known if there were other floral displays on the Mall; in any event, no projects carried out on the Mall under the Beautification Program remain. (The first reservation entirely redesigned under the Beautification Program lies just south of the Mall, Reservation 201, bounded by 3rd Street, Maryland Avenue, and Independence Avenue, S.W. A plaque commemorating Lady Bird's involvement in the program, dedicated on March 9, 1965, is located here.)

Floral displays were added along the walk connecting the Natural History Museum and the Castle. Lady Bird Johnson is in center, Interior Sec. Stewart Udall stands at right. (from MRCE, photo by Abbie Rowe; CLP file "Beautification Planting 9073-J 1965")

View of the completed beds along this walk in autumn. Benches of the standard NCP type had also been added. (from MRCE, photo by Abbie Rowe; CLP file "Mall flower beds 1965 9060-82")

1966-1976: Completion of the Mall Landscape and the Skidmore, Owings and Merrill Plans

Completion of the Mall Landscape

Removal of the Tempos

The Mall was not completed until the last World War I tempos were removed and the last elm trees planted. Tempos C and E stood at the southern end of the block between 5th and 7th Streets, tempo C to the east and E to the west, just south of Washington Drive and north of Independence Avenue. Tempo E is visible fronting the Mall in a 1964 photograph looking east down the Mall from 7th Street (Abbie Rowe, MRCE photo, "Mall from 7 St., 8879-#1964"). Tempo E was the last to be removed, in 1971. Ground was broken for the National Air and Space Museum on part of the tempo's footprint on November 20, 1972. The last tree panel was planted with elms in the spring of 1975.

Tunneling of 9th Street

Work on the tunnel for south-bound 9th Street beneath the Mall began in January 1967 and the tunnel was opened on December 20, 1971. (Information from Joe Cook, NCR Lands Office; "Wash. Post" 12/21/71:D2)

Bicentennial Projects

Certain changes were made to the central Mall landscape for the Bicentennial year, following the master plan of 1973 developed by the architectural firm Skidmore, Owings and Merrill, which expanded on the recommendations of a master plan prepared by the same firm in 1966.

Both are discussed below. Another Bicentennial project was the construction of four temporary food service buildings in about 1976. In 1993, these were replaced on the same locations by four permanent structures.

Playground Equipment
S. Dillon Ripley, Secretary of the Smithsonian Institution from 1964-1984, sought to enliven the Mall. Ripley was responsible for the creation of the Smithsonian Folklife Festival and Smithsonian Magazine. He also added a couple of new objects for the entertainment of children, the Smithsonian carousel (see Buildings and Structures) and the fiberglass dinosaur known as “Uncle Beazley.” (Ripley obituary "Smithsonian" May 2001)

In 1967, Ripley arranged for a twenty-five-foot-long life-size fiberglass model of a triceratops to be placed among the elms in a tree panel in front of the National Museum of Natural History. It was one of nine dinosaur models that had been created by artist Louis Paul Jonas for the pavilion of the Sinclair Oil Corporation, whose symbol was the dinosaur, at the 1964 New York World’s Fair. When the fair closed, the dinosaurs were taken around the eastern United States to promote Sinclair Oil. In 1967 they were donated to American museums, and the triceratops was given to the Smithsonian. The following year, it was used to portray the character “Uncle Beazley” in the NBC TV adaptation of the children’s book, The Enormous Egg. This tells the story of a boy on a New England farm who hatched a triceratops from a chicken egg. He then consulted with the Smithsonian about his unusual pet, eventually donating it to the “National Museum.” The model was used as playground equipment in front of the museum until the early 1980s but was removed because of tort claims by parents whose children had fallen off. In 1990, Uncle Beazley was moved to the National Zoo (Goode 1974:260; communication with historian Amy Ballard, Smithsonian Institution, 8/06). Mr. Beazley underwent significant repairs and conservation work in 2011, and resides in his own garden near Lemur Island at the National Zoo (NPR “Uncle Beazley is on the Move” 2/16/2011 https://www.npr.org/sections/pictureshow/2011/02/16/133806945/uncle-beazley-is-on-the-move, Smithsonian Newsroom Press Release “National Zoo’s Beloved Uncle Beazley Will Soon Get a Facelift” 2/27/2011 https://nationalzoo.si.edu/news/national-zoos-beloved-uncle-beazley-will-soon-get-facelift).

"Report of the President’s Council on Pennsylvania Avenue," 1964

The story has it that, while traveling along Pennsylvania Avenue during his inaugural parade on January 21, 1961, President John F. Kennedy expressed dismay about the rundown appearance of the historic street. The following year, Kennedy appointed a team of architects, planners, and other experts to prepare recommendations for improving Pennsylvania Avenue and imparting greater dignity to its appearance. The result was the "Report of the President’s Council on Pennsylvania Avenue," issued in 1964 after Kennedy’s assassination. Though never implemented, the report served as an “idea book” for the Pennsylvania Avenue Development Corporation (founded 1972). (interview with Parsons 4/06) It was also the genesis of many design proposals made for the Mall in succeeding reports, among them the Capitol Reflecting Pool and the redesign of Union Square, and the addition of new rows of trees along the inner lines of the Mall elms.

The President's Council on Pennsylvania Avenue was headed by architect Nathaniel Owings of the prominent Modernist architectural firm, Skidmore, Owings & Merrill (SOM), and one result of the plan was the retention of SOM by the National Park Service to prepare a master plan for the Mall. This work was also inspired by the approach of the Bicentennial. Owings may have been the chief designer, along with architect David Childs; landscape architect Dan Kiley and traffic engineer Wilbur Smith & Associates served as consultants. Two reports were submitted, in 1966 and 1973, and several iterations of the drawn plan were prepared from 1966 to about 1976. The two plans differ in details, but share common aims: removing automotive traffic and parking from the Mall; visually strengthening the central vista; and adding outdoor visitor attractions along the Mall and on the grounds of the memorials.

"The Washington Mall Master Plan, 1966"

The 1966 Master Plan report examined the "basic conflicts of types and volumes of circulation, lack of visitor amenities, fragmentation of land uses and unplanned future facilities." (SOM 1966:1) The new plan was presented as "a bolder and more comprehensive landscape structure" with "contrasting elements . . . which deny the monotony of slavish formality." (SOM 1966:8) Envisioning a greatly altered Mall, the designers presented new arrangements not only for Union Square and the Mall proper, but also for the Washington Monument Grounds, the Lincoln Memorial Grounds, and the areas around the Jefferson Memorial and Tidal Basin.

The key recommended change was the removal of roads and roadway parking, and their replacement with a system of shuttle and tour buses and an increased number of pedestrian walks: "The threat [to the Mall] now lies in road and freeway structures which can permanently destroy the beauty and proper use of the Mall." (SOM 1966:6) Underground parking was to be provided on the Mall and satellite parking some distance away. From parking lots at RFK Stadium, Union Station, and the Pentagon, shuttle buses would bring visitors to one of two new gathering points, either the east front of the Capitol or a Mall Orientation Center near the Lincoln Memorial, where tourists would board sightseeing buses that followed one of seven different routes.

In the Mall area, pedestrian and automotive traffic would be separated. All four Mall roads – Jefferson, Adams, Washington, and Madison Drives – would be removed and replaced by walks. Visitor centers would be located at strategic points – the Capitol Grounds, the Mall at 6th Street, an "Overlook Terrace" at 14th Street, and a large underground Orientation Center with a reception room, an "elegant" restaurant, and rose gardens located northeast of the Lincoln Memorial (the site now occupied by Constitution Gardens). All would have large parking garages, some underground. (SOM 1966:14, 17)

The 1966 plan recognized the importance of Union Square – called the "Grant Overlook Terrace" – as a foreground to the Mall that provided dramatic views of the Washington Monument. First, 2nd, and 3rd Streets would be entirely removed, replaced by a major reflecting pool near the Grant monument and a single, curving eight-lane road on the route of

2nd Street, designated primarily for ceremonial use and therefore named “Ceremonial Drive.” (SOM 1966:10)

The lawns and tree plantings of the Mall would begin west of the new road. From 4th to 14th Streets, the central lawn would be depressed a few feet below the ground plane and lined on either side by sloping banks that would be planted with flowers. (This configuration may have been meant to resemble L’Enfant’s design for the Grand Avenue, though the report does not mention this; SOM 1966:11) The rows of trees would be doubled, so that there would have been eight trees on either side, with the inner row composed of a few different species; this change is shown in the model but not discussed in thetext.

Fourth, 9th, 12th, and 14th Streets would be tunneled; most other cross-axial streets were eliminated. Walks would run along some cross axes, with fountains placed on the central Mall axis at 6th, 8th, and 13th Streets. The traditional importance of the 8th Street axis would be denoted by its larger fountain, set within a paved plaza surrounded by a composition of trees and lawns.

Underneath the 8th Street alignment would be an underground garage with parking for 2000 cars. (SOM 1966:11) Another large underground garage would occupy the block between 12th and 14th Streets, beneath the former Department of Agriculture Grounds. Fifteenth and Seventeenth Streets would be merged into a tunneled 14th Street, above which was another Visitor Center with a viewing terrace and ramps leading up to the Washington Monument. (SOM 1966:12)

"The Washington Mall Circulation Systems," 1973

It does not appear that any part of the 1966 report was implemented, with the exception of a Tourmobile interpretive tour bus service, inaugurated in 1969. In October 1973, with the Bicentennial imminent, SOM prepared a second report, building on the same principles, titled "The Washington Mall Circulation Systems." Defining the Mall as extending between 1st and 15th Streets, the report enumerated the problems with the design that had become apparent by the 1960s: the four carriage drives had become “parking lots for charter buses and cars”; Dutch elm disease and nearby construction had harmed the elms; and the museum restaurants were “inadequa[te]” while the open-air food stands led to a large amount of trash. (SOM 1973:3)

Circulation was still key. The primary goal was removing cars and buses from the Mall and, as in the previous plan, recapturing the “pedestrian character” of the L’Enfant and McMillan Plans. The four Mall drives would be removed. Walks would replace the inner drives, while two twenty-foot-wide roads, reserved mainly for the use of Tourmobiles, would replace the thirty-five-foot-wide outer drives, Jefferson and Madison. These new roads would be paved in a modular material, such as stone pavers or brick, “to create a human scale and temper the roadway’s linear character”. (SOM 1973:19) Grade crossings would be extended over 4th, 7th, 14th, and 15th Streets. Visitors who drove would park at remote locations and take shuttle buses to the Mall. Charter buses would load and unload from museum entrances on

Constitution and Independence Avenues, located off the Mall. (SOM 1973:10)

The seven separate Tourmobile loops of the 1966 plan had been reduced to three "interlocking" figure-eight-shaped loops. The main Tourmobile terminal would be at Union Station. (SOM 1973:7) A "tourmobile interchange and pedestrian gathering point" was developed in the block between 14th and 15th Streets, entailing some regrading of both streets. (SOM1973:5)

Once again it was proposed to build a Ceremonial Drive, now replacing 3rd Street instead of 2nd. The removal of 3rd Street would allow the Mall tree panels to be extended east by 100 feet, creating room for two additional rows of trees. Along the west side of Ceremonial Drive would run a forty-five-foot-wide walk made of "crushed compacted stone" and lined with bollards to discourage people from crossing except at Pennsylvania and Maryland Avenues. (SOM 1973:14) The use of this material was inspired by walks in Parisian gardens, such as the Tuileries. First Street would be closed to all vehicles other than Tourmobiles. Only 9th and 12th Streets would be tunneled. The fountains on the cross-axes were eliminated.

New plantings would include, most importantly, "a new row of trees along each of the inner pedestrian walkways" to provide a clean, regular edge, compensating for the irregular appearance of the elms. (SOM 1973:5) To emphasize the importance of the 8th Street axis, the plan recommended planting double rows of trees on the west side of 7th Street and on the east side of the pedestrian walks that followed the alignment of the tunneled 9th Street, and then extending the rows north of the Archives Building and up through Market Square. (SOM 1973:14) New "informal" plantings between the tourmobile roads and museums would also be developed, increasing the amount of screen plantings to hide service structures and service drives. (SOM 1973:19)

Areas under the elms, both lawns and sidewalks, would be zoned for "visitor services". Next to the Tourmobile road, a forty-five-foot-wide pedestrian "allee" would run beneath the elms. Concessionaires in kiosks would dispense information and sell Tourmobile tickets and film; there would also be room for bike racks, benches, drinking fountains, and trash receptacles. The inner twenty feet of the allee would provide a cool, shady pedestrian walk between the two rows of elms. (SOM 1973:20)

The ground beneath these rows would be reserved for temporary activities: "exhibitions, informal concerts, performances" by historical re-enactors, and so forth, "in character with the dignity of this part of the Mall". (SOM 1973:21) Aware of the threats posed to the elms by soil compaction, events would be of limited duration and located where roots would not be harmed. Measures would be taken to protect the trees: the soil would be spiked for aeration and a "range of protective surfaces" would be used – wood chips on peat moss, wood platforms on piers, or precast concrete slabs on crushed rock that could remain in place for up to a year. Grass strips would provide buffers between activity areas and pedestrian walks, and woodchips would be laid over grass to protect routes to the activities. Even so, it was recognized that the grass would be worn, but the grass under the elms was "not first quality grass – which cannot grow under conditions of constant shade – and it will never present a perfectly groomed appearance." (SOM 1973:22) Reseeding or resodding would be a

necessary part of normal maintenance.

Crosswalks would lead to building entrances, and there would be wheelchair accommodation "of some kind". Walks would be made of "compacted crushed stone", providing a softer surface, better for walking (than concrete or asphalt, presumably). (SOM 1973:20) Four-inch agricultural drain tile would be laid beneath the paths for good drainage, eliminating puddles and mud, and aerating the ground and tree roots. Three-foot-wide granite borders were tobe placed around each of the center grass panels, giving them clear, sharp edges.

Perhaps the most radical change recommended was the planting of an inner row of American lindens alongside the Mall elms. American lindens, the report explained, would create a colonnade, with branches arching overhead, allowing an "unobstructed view across and down the broad Mall greensward." (SOM 1973:23) This new row of trees was recommended for two reasons: because of the loss of elms to Dutch elm disease, and because removal of the east-west drives "would change the proportional relationships between the tree panels and the greensward". (SOM 1973:23) According to SOM's analysis, the elms served two uses: they provided shade for visitors and a contrast with the open center panel; and they defined the edges of the center panel. The loss of elms was destroying the formal character of the Mall, making it more pastoral, like the Washington Monument grounds: "Much of the aesthetic pleasure of the Mall landscaping is derived from this very juxtaposition of the romantic pastoral landscape with the more formal garden, and the contrast should be preserved." (SOM 1973:24) However, the Mall axis still required a strong edge.

The report discussed the problems facing an elm monoculture, stating that there was a difference between the Mall elms and the "classic American elm". (SOM 1973:26) The latter would achieve a minimum height of eighty to ninety feet. American lindens may grow to a similar height, but had a different form from the classic elm, with the elm having a mushroom shape and a broad crown and the linden a bell shape with a tapered crown. If lindens grew to the same height as the classic elms, they would not be in scale with each other. However, the Mall elms would not reach their typical height. The elms planted in the 1930s had been seedlings, not "clones" – cuttings from the tops of trees – and seedlings did not grow as well or as tall. By the early 1970s, the Mall elms had grown to forty or fifty feet, and it was not believed that they would grow higher than 50 or 60 feet. (SOM 1973:26; the report referred to the work of Horace Wester.)

Changes were recommended for 14th Street, which "slashes on a constant downward grade from Independence Avenue to Constitution Avenue, wholly denying the broad flat plane of the Grand Axis and creating a barrier to pedestrians as they approach the Washington Monument." (SOM 1973:14) Since it had not yet been tunneled, the road could be flattened in time forthe Bicentennial to make it relate better to the Mall. Fifteenth Street would be realigned and given a symmetrical curve, complementing Ceremonial Drive at the east. (SOM 1973:17)

The block between 14th and 15th Streets formed a "natural gathering area" for visitors to the Washington Monument. "Outdoor refreshment stands" and restrooms would be provided (SOM 1973:12); it was recommended that no outdoor food be offered east of 14th Street

because of the trash problems caused by such a large number of visitors, and that no new restrooms be built on the Mall because they were "inappropriate" for such "valuable land" and led to security problems. (SOM 1973:14).

The formal tree panels would be carried across this block, concealing Tourmobile loading lanes and other tourist services. Additional landscaping would recognize its character as a transitional zone between the formal landscape to the east and the picturesque informality of the Washington Monument and other grounds to the west. (SOM 1973:18)

Results of the Plans

Only a few of the recommendations contained in the SOM plans were carried out. While Washington and Adams Drives were removed, Jefferson and Madison were retained. Automobile traffic and parking continued on the two remaining Mall drives and on the cross streets. The paving of walks was changed in 1975 from concrete to gravel. Union Square, between 1st and 3rd Streets at the Mall's east end, was largely rebuilt to the SOM plan, with the result that much the of landscape designed by Frederick Law Olmsted Jr. and dating from 1935 was eliminated (see the CLI for Union Square).

A major issue for the 1973 document was the addition of the inner row of linden trees. Both the Commission of Fine Arts and the National Capital Planning Commission disapproved of the introduction of a fifth line of trees, as well the introduction of another species to the American elms. (Parsons 4/06)

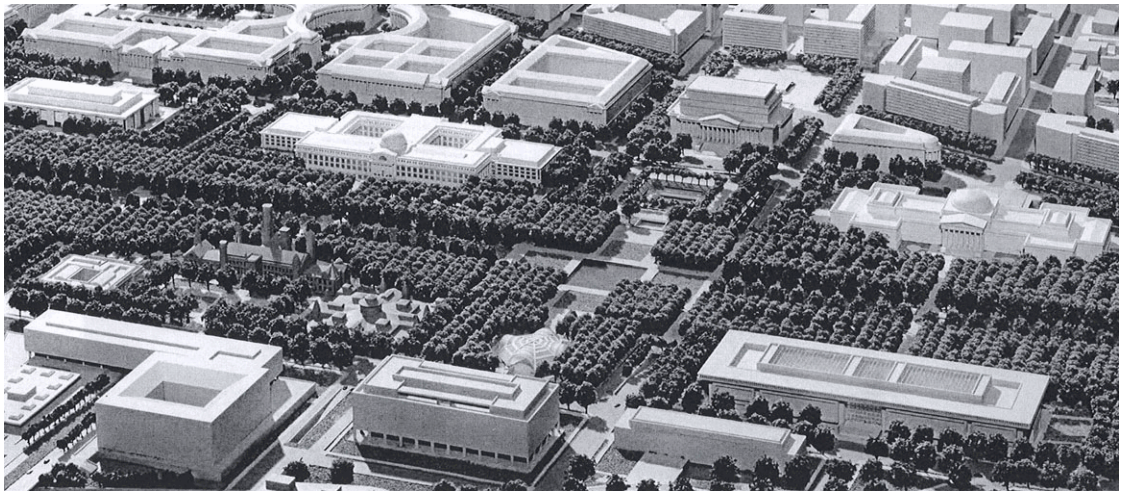
After construction bids were out on work to remove the inner Mall drives, a lawsuit was filed by a group of Smithsonian employees, charging that the NPS had failed to carry out an Environmental Impact Statement. The suit ended up costing the NPS nine monthsand $900,000 in lost time and wages, with the result that not enough money remained to build the granite borders around the grass panels. (Parsons 4/06)

In about 1972, President Lyndon Johnson was approached by Joseph Hirshhorn, who offered to leave the nation his art collection and a building to house it, providing it could be located on the Mall. The only available site on the 1966 SOM plan was at the south end of the 8th Street axis. The initial proposal had a trench connecting the new gallery's sunken garden with the National Gallery of Art sculpture garden proposed for the north side. George Hartzog, newly appointed director of the NPS, managed to get this provision defeated. (Parsons 4/06) The Hirshhorn Museum and Sculpture Garden, designed by Gordon Bunshaft of SOM, was completed in 1974 at the south end of the 8th Street axis. The reductive geometry of Bunshaft's concrete cylinder can be interpreted as having precedents in the severity of eighteenth-century European Neoclassicism.

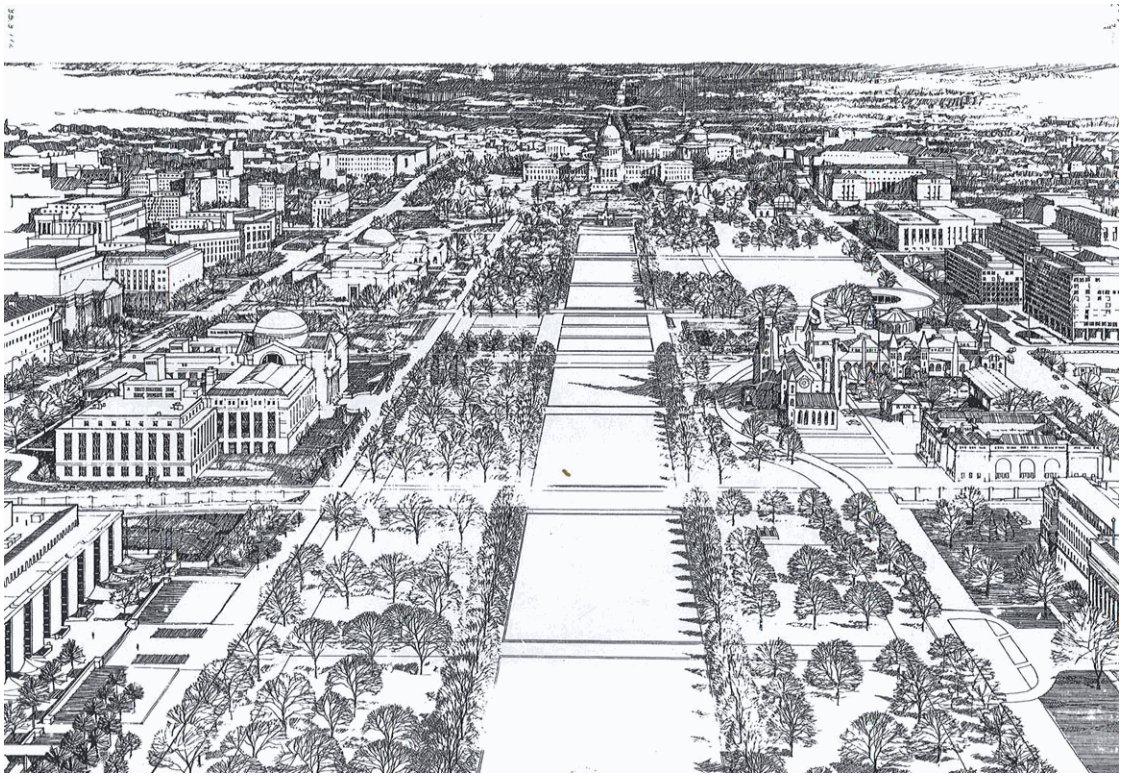
After 9th and 12th Streets had been tunneled in the 1960s and early 1970s, scars were left on the Mall landscape as seen from Constitution Avenue and Madison Drive. Because of this, tunneling of additional streets was reconsidered. Fourteenth Street had utility problems that precluded easy tunneling. (Parsons 4/06)

Detail of birdseye view from 1940s shows the World War I Tempo E remaining on the Mall between 5th and 7th Streets, above center of photo. Many trees on the Smithsonian Grounds had not yet been removed. (MRCE; CLP file, "LM to Capitol 1940s crop")

This view of the Mall looking east from 7th Street shows the World War I tempo still fronting the Mall in 1964. (MRCE, photo by Abbie Rowe; CLP file "Mall from 7 St. 8879-D 1964")



View of the large model prepared for the 1966 "Washington Mall Master Plan," looking north. Note the elaboration of the 8th Street axis and the additional rows of trees along the greensward. (CLP file "SOM 1966 following p. 10")



The 1973 "Circulation Systems" report included a graphic of the recommended treatment, showing the drives converted to walks and a row of American lindens providing a more uniform inner edge to the tree panels. (CLP file "SOM 1973 following p. 23")

1976-2006: The Mall Since the Bicentennial

Since 1976, great changes have been made to the surroundings of the Mall landscape, but relatively few changes to the Mall itself. Four small food service buildings, designed by architect Mary Oehrlein, have been built, in front of the National Museum of American History, the National Museum of Natural History, the Arts and Industries Building (next to the Smithsonian carousel), and the Air and Space Museum. An entrance to the Metro subway was opened on the Mall itself southeast of the Freer Gallery of Art in 1976. Regular maintenance has been carried out on the Mall: lights and benches have been repaired or replaced as necessary, and various new signs have been erected. About half of most walks have been repaved in exposed aggregate concrete of similar color and appearance to the existing gravel to make them accessible, so that many walks are composed of parallel sections of gravel and concrete. These issues are covered in more detail under the appropriate sections in Analysis and Evaluation.

Museum Buildings along the Mall

Many new museum buildings have been erected on empty sites along the Mall. East of the Hirshhorn, the National Air and Space Museum (designed by Gyo Obata for Hellmuth Obata Kassabaum) was built between 1970 and 1976 on the former site of the Army Medical Museum. The severe Modernist structure took cues from the Roman neoclassicism of Pope's National Gallery of Art facing it to the north, such as the five-part façade division and the use of marble as a veneer.

In 1978, the East Building of the National Gallery of Art (architect I.M. Pei) opened immediately east of the Pope structure, in the constricted trapezoidal block formed by Pennsylvania Avenue, 3rd and 4th Streets, and Madison Drive. Its series of interlocking triangles derived from the peculiarities of its site. The marble sheathing came from the same Tennessee quarry which had supplied the stone for the original gallery. (The National Gallery of Art, the Smithsonian Institution, and the National Park Service are separate federal organizations.) At the insistence of the NPS, the tennis courts on the National Gallery site were relocated to East Potomac Park as part of the projectcosts.

On the opposite side of the National Gallery West Building, designated by the SOM plans for a sculpture garden, a concession building designed by Charles Bassett of SOM was built in 1987-1989 to serve the National Mall skating rink, which had opened in 1973. The block between Constitution Avenue, 7th Street, Madison Drive, and 9th Street was transferred from the National Park Service to the National Gallery of Art in 1991. The National Gallery of Art Sculpture Garden did not open here until 1999, when the installation of numerous modern sculptures in a landscape designed by the Olin Partnership was completed. In the warm months, the skating rink becomes a fountain. It is surrounded by a formal planting of a double row of pleached lindens.

Two underground Smithsonian museums were constructed in 1987. Access to the Museum of African Art and the Arthur M. Sackler Gallery of Asian Art (both designed by Jean Paul Carlhian of Shepley, Bulfinch, Richardson, and Abbott) is through small pavilions situated in the Enid A. Haupt Garden behind the Smithsonian Castle.

The most recent addition to the Mall is the National Museum of the American Indian (architects Douglas Cardinal, John Paul Jones, and GBQC Architects of Philadelphia), completed in 2004 on the last empty site facing the Mall, between 3rd and 4th Streets, and directly south of the East Building of the National Gallery of Art. More than any of its predecessors, this structure broke with aesthetic precedent, its curving stone walls suggesting a geologic formation rather the classical, historical architectural prototypes recalled by most of the other twentieth-century Mall structures. Similarly, the landscape garden, designed by landscape architects with EDAW, that wraps around its irregular footprint evokes specific ecosystems instead of drawing from the landscape design tradition of the Mall. The museum introduced a slightly different and yellow-tinged stone color to the palette of the buildings facing the Mall.

In 2006, a site on the northeast side of the Washington Monument Grounds, in the block between 14th and 15th Streets, was selected for the National Museum of African American

History.

The Smithsonian Folklife Festival and Other Uses

The Smithsonian Festival of American Folklife is held on the Mall for two weeks every July. Tents and other venues are set up on the grass and tree panels in front of the museums, particularly in the blocks between 7th and 14th Streets. The festival employs hundreds of people and attracts many thousands of visitors.

The festival has had a number of different locations. First held in 1967 on the Mall itself, it remained there through 1972. From 1973 through 1976, it was held in West Potomac Park on the north and south sides of the Reflecting Pool. From 1977 through 1981 the festival was staged on the Washington Monument Grounds between 14th and 15th Streets, adjacent to Constitution Avenue, with some activities on the Mall itself; also, from 1977 to 1980, it was held in the fall, around Columbus Day weekend, rather than in the summer. In 1982, the festival was moved back to the Mall, where it has remained ever since. (Information provided by Smithsonian Center for Folklife and Cultural Heritage.)

The intensive use of the Mall during the Folklife Festival, and its effects on the health and longevity of the elms and turf, have caused National Park Service staff great concern. A moratorium on use of the Mall was considered, but never instituted. Studies on these issues have been conducted for both the NPS and the Smithsonian Institution and conclusions have varied. Different means of handling the perceived problem of overuse have been considered over the years. A few of these are outlined below.

In 1975, an Environmental Impact Statement on “The Proposed Rehabilitation of the National Mall” was prepared. The NAMA Cultural Resource files contain a copy of an undated notice in the Federal Register amending NPS regulations of the 36 Code of Federal Regulations. Effective in September 1989, it announced the prohibition of the use of the “National” Mall for “activities . . . which would tend to exacerbate or accelerate the deterioration of the appearance and condition of the turf areas and half-century-old elm trees which serve to outline the open grass spaces stretching from the Capitol to the Washington Monument.” NCR staff had surveyed the area, and determined that the heavy use of various marches and events, from the

Pope’s Visit in 1985 to the Folklife Festival, had produced “excessive soil compaction”, threatening the health of the elms and turf and damaging the Mall’s “aesthetic quality”. It continued:

"If uncontrolled use of this area continues, this trend will be irreversible. In balancing First Amendment Freedoms of speech and expression against the rights of the park visitor to utilize this historic area for aesthetic purposes, alternative sites have been selected nearby where such rights may be freely exercised." (NAMA CR file, “National Mall – Description/Research”)

In May 1989, the Regional Director of Operations sent a memo to the Superintendent of

National Capital Parks – Central recommending a temporary but long-term closure of the Mall. The memo includes the following:

"Therefore, from August 15, 1989, through August 15, 1991 all public use and access to certain designated turf panels will be barred so to allow renovation, restoration and preservation to occur. After August 15, 1991 organized games, special events, and those demonstrations which adversely impact the turf areas will be prohibited due to the more destructive nature such activities have caused to the turf panels. The proposed restrictions affect only certain turf and tree panels of the National Mall. It will not apply to the wide pedestrian walkways that criss-cross the National Mall. During renovation of the panels, these walkways will be open to pedestrian traffic and demonstrations will be allowed to continue so that persons may communicate their views on these walkways. Furthermore, beginning on August 15, 1991, when it is anticipated that the turf panels can withstand limited types of activities and recognizing the importance of First Amendment activities, demonstrations will be permitted within the turf panels to the extent that such events may be conducted without damage to the panels.

"As to certain designated tree panels, from August 15, 1989 through August 15, 1991, all public use and access will be barred so as to allow the renovation, restoration and preservation of the elm trees." (Associate Regional Director, Operations, to Superintendent, NACC, re: Proposed Draft Regulations – "National Mall Closure," May 23, 1989, pp. 6-7, from NAMA CR file "National Mall – Internal Memos/Correspondence")

It is not clear whether this was done. None of the people the author has spoken with at NAMA or NCR remembers this prohibition taking effect, or activities ever being barred from the Mall.

In August 1990, the Acting Superintendent of National Capital Parks – Central (now National Mall & Memorial Parks) sent a memo to the NCR Regional Director stating that studies prepared on the Mall all indicated that the Folklife Festival and similar activities damaged the Mall landscape and that such activities should not be held on the tree panels. He recommended that "all Special Event activities, including the Festival of American Folklife, be barred from the Mall, and relocated to areas less fragile and better suited to restoration." (Memo, to Regional Director, NCR, from Acting Sup., NACC, re: proposed Mall usage Policy, Aug. 21, 1990, NAMA CR file "National Mall – Description/ Research". The documents referred to included "The Mall Master Plan" [1966], "The Mall Circulation Systems" [1973], Philip J. Craul, Ph.D., "The Condition of the Soil and Vegetation on the Mall", and recommendations of the NPS Center for Urban Ecology Chief Scientist William Anderson. The "Circulation Systems" plan did not, in fact, recommend eliminating activities from the tree panels, but recommended safer strategies for their use.)

A briefing statement prepared for Secretary of the Interior Manuel Lujan, Jr., titled "Special Events on the National Mall," is dated March 5, 1991. (NAMA Cultural Resource Files, folder "Internal Memos/Correspondence.") This states: "The festival of American Folklife is the single largest contributor to the degradation of Mall's most significant horticultural resources:

the American elm trees and the carefully manicured turf panels", because of the numbers of visitors, the "extensive networks of utilities trenches," and the use of "heavy vehicles". Though the Festival ran for only "two weeks in July," the entire set-up and removal activities took over three months, and harmed the health of the elms and the appearance of the Mall for the entire summer, and "acceptable appearance is never fully attained before the next year's Festival is underway."

The Lujan statement cited a 1990 study by Dr. Philip J. Craul, Harvard University, and NPS and private studies "dating back to 1973 . . . [that] concluded without exception that serious and ongoing damage to the landscape features of the Mall is being inflicted as a result of the continued intensive usage." Soils have been compacted to the "density of concrete . . . [and] drastically shortened the expected life span of the trees, and already resulted in either death or heightened susceptibility to disease" . . . To "reverse this decline" and allow the soil to be improved and trees and turf to recover, events needed to be limited, with the most damaging events, particularly the Folklife Festival, relocated.

In October 1993, the representatives of the National Park Service met with officials from the Smithsonian to discuss the Mall and Folklife Festival. (NAMA Cultural Resource Files, folder "Internal Memos/Correspondence.") The NPS sent a memo dated March 22, 1994, to the Smithsonian on regulations for the festival; this noted that a "long-term agreement" was now being drafted for signing by the officials of both institutions. The memo outlined "major issues" and suggested solutions.

In the mid-1990s, the National Capital Region and the Smithsonian developed a cooperative agreement regarding mutual responsibilities for the Folklife Festival. "High-impact events" would be held in the center grass panels, while "low-impact activities" that do not require structures needing trenching, and that seated 75 people or fewer, could be held in the tree panels. The agreement stressed the importance of rotating uses among the panels to allow time for maintenance, and of using protective measures, such as mulch and platforms. (draft copy, cooperative agreement, fax, April 19, 1994, from NAMA CR files, "National Mall – Contracts & Projects")

The Mall Elms

The first case of Dutch elm disease in Washington was reported in 1947 on an elm growing on the Lincoln Memorial grounds. Overall, except for a burst of cases in the late 1970s, the ability to control Dutch elm in the NCR parks has been good. One to two percent of the Mall elms contract and/or die from Dutch elm disease each year, an acceptable percentage. Other trees die from other causes. Replacements include the species Ulmus americana, as well as DED resistant U americana cultivars such as 'Jefferson' and 'Princeton.' 'Jefferson' elms are currently being produced at the NCR nursery on Daingerfield Island. The cultivar was jointly released by the USDA Agricultural Research Service and the National Park Service National Capital Region in February 2005, and and became commercially available in 2010. (interview with Sherald 3/06, U.S. National Arboretum Plant Introduction; Ulmus americana 'Jefferson.')

A far more prevalent disease threatening the Mall elms is bacterial leaf scorch (BLS), caused by Xylella fastidiosa. BLS affects trees in mid- to late summer, reducing growth and causing leaf scorch and dieback. The pathogen is likely spread by xylem-feeding leaf-hoppers. Scorch puts trees under moisture stress so that they are more susceptible to breeding attacks by the European elm bark beetle which transmits the DED pathogen. Unlike DED, BLS is a chronic disease that affects elms over many years. Since the disease spreads slowly within a tree and only affects it late in the summer, trees are allowed to remain until they become unsightly or contract DED. The removal of BLS-affected elms may not have a significant impact on disease spread since the vectors may be transmitting the pathogen from herbaceous hosts to trees rather than from tree to tree. The specific vectors and their host preferences have not been determined. (Sherald 3/06 & 7/06)

Elm yellows, caused by a phloem-inhabiting phytoplasma, is the most serious threat to the elm population. In the late 1990s a yellows epidemic occurred in eastern West Virginia. So far no cases have been found in Washington, D.C. Unfortunately, there is little that can be done to control a yellows epidemic once it begins. (Sherald 7/06)

National Mall & Memorial Parks staff has numbered each tree and recorded its location with GPS. NAMA staff closely monitors the elms, and each summer a crew, assisted by students, documents their condition. Trees infected with DED are either treated or removed; fungicide therapy is one technique that is sometimes successful. (Sherald 3/06 & 7/06)

Current Maintenance

A regular maintenance routine is followed for the Mall. NAMA maintenance staff fertilizes, aerates, seeds, and irrigates grass panels, and mows and edge-trims turf in season. There is a regular regime to allow grass panels to rest, described in more detail under Analysis & Evaluation: Vegetation. In addition to regular litter pick up, trash is removed twice daily from the Mall, three times daily during events. The irrigation system, benches, trash receptacles, and street lights are regularly repaired and parts replaced as needed. (McLarty and Kennealy 3/06)

The sprinkler system installed by National Capital Parks in the 1930s worked into the 1990s, and still remains in the ground. The center panels had a mist spray, and the tree panels had lines that hoses could be connected to. More recently, in the 1970s, pop-up sprinkler heads were installed in the center grass panels; quick-couplers to which hoses can be attached were installed in the tree panels. (McLarty & Kennealy 3/06)

Recent Legislation and Current Issues Affecting the Mall

Over the last twenty years, several important legislative acts have protected changes to the Mall and the greater Mall area. The Commemorative Works Act of 1986 declared that events and individuals could not be memorialized in the area of the Mall until twenty-five years after the termination of an event or the death of an individual. In 1989, the NCPC adopted a policy that precluded the construction of any new memorials on the Mall between 3rd and 14th Streets. The NCPC Legacy Plan of 1997, prepared by the National Capital Planning

Commission, identified new areas for growth and commemorative works in the city beyond the monumental core. Specific areas were presented in greater detail in NCPC's "Memorials and Museums Master Plan" (2001).

The terrorist attacks of September 11, 2001, on New York City and the Pentagon have led to landscape changes throughout Washington, such as restrictions on and the closing of walks and roads and the addition of various kinds of bollards and barriers. Barrier walls were recently added to the Washington Monument Grounds, and the parking lot at the Jefferson Memorial has been closed. The Smithsonian Institution is currently implementing a security system, designed by the architectural firm Beyer, Blinder, Bell, for each of their museums. No such changes have been made on the Mall itself.

In 2003, a not-for-profit fundraising group, The Trust for the National Mall (TNM), was established via a formal agreement with the NPS for the purpose of restoring, revitalizing, and maintaining the National Mall in Washington, D.C. The area covered by the TNM agreement includes the NPS-managed areas of the National Mall and public areas of President's Park.

In 2003, Congress amended the Commemorative Works Act. In Section 202 of the amendments, Congress declared the area containing the National Mall to be a "substantially completed work of civic art" – and labeled the area as the Reserve, to which no new or unapproved memorials or visitor centers could be added. Previously approved (and still authorized) memorials and visitor centers include: the Martin Luther King, Jr., Memorial; the Vietnam Veterans Memorial Center; and the National Museum of African American History and Culture. These sites include the edge of the Tidal Basin in West Potomac Park, the Lincoln Memorial grounds, and the Washington Monument Grounds – not on the Mall, the focus of the CLI.

In Section 206 of the amendments, Congress directed the National Park Service, the responsible federal agency, to begin planning. The NPS National Mall Comprehensive Management Plan/Environmental Impact Statement is underway. The NPS plan is a fifty-year plan for use and management of the National Mall and adjacent Pennsylvania Avenue Historic Park. This CLI study is one of several studies providing background information for the planning.

A view of the Mall from the Washington Monument in 1977 shows the new inner walks, and the Metro entrance at center right. All the elms had been planted. By this date, the Mall landscape was complete. (from MRCE; CLP file "Mall 12103-E Aug.1977")

2007 to 2018

Starting in 2010, a collaborative, including the design firms of HOK, Construction Consultants, Inc, Heritage Landscapes LLC, Irrigation Consulting, Inc., Urban Trees +Soil, and Wiles Mensch Corporation, in partnership with the National Mall and Memorial Parks began the formulation of a schematic design for the reconstruction of the turf panels of The Mall. The plan identified a study area bound by 14th Street on the west and 3rd Street to the east. Madison Drive and Jefferson Drive formed the northern and southern borders of the project respectively. The heavily used and declining character of The Mall, as well as the lack of any restoration to the landscape since the Bicentennial, were all sighted as the impetus for the project.

The goals for the project included the need to restore and maintain the soil health of the space, accommodate the high visitation, improve storm water absorption, preserve the historic landscape character, and improve the visual quality of the Mall. In order to achieve these goals, the following design strategies were proposed: the overall improving of surface and subsurface drainage, the amending of the existing soil to reduce soil compaction, the reduction of temporary structures on the grass panels, the addition of a turf manager to the Mall staff in

order to monitor the fertilization, aeration, irrigation, and day to day management of the vegetation, and the installation of a reliable watering method (Reconstruct Turf and Soil on the National Mall 2010: 6-10).

Modifications to the site included the regrading of the panels in order to promote runoff into newly installed rain basins and cisterns housed under the panels that would be used to water the turf. Subsoil were replaced with materials that prevented compaction. Granite curbing was added to the edge of the turf panels. The overall configuration of the turf panels were modified with larger gravel panels installed at the crossing of 7th Street, 9th Street, the axis between the Smithsonian Castle and the Smithsonian National Museum of Natural History, and at 12th Street (Reconstruct Turf and Soil on the National Mall 2010: 12-21). Additional turf saving measures, including the installation of plastic decking during events and the rotational rest of the panels were implemented to maintain the character of the restoration.

A review of PEPC Project ID 28606 – Reconstruct Turf and Soil on the National Mall indicates that the project was reviewed by the Commission of Fine Arts, the National Capital Planning Commission, the DC State Historic Preservation Office, with comments from the Advisory Council for Historic Preservation. The DC SHPO had a finding of No Adverse Effect for the project. An EA FONSI was signed by the RD as a result of the project. Correspondence and modifications to the proposal ensued following consultation with the other agencies.

Following the necessary approvals, Phase I of the National Mall turf restoration process was completed in 2012, and restored 11.3 acres of grass panels between 3rd and 7th streets (Trust for the National Mall website: nationalmall.org). According to the Trust for the National Mall, a friends group, "All the elements of the turf restoration project were designed to create a healthy and water efficient landscape. The irrigation system was an essential part of the project, which also included re-engineered soils to resist soil compaction and improve drainage, large underground cisterns for rainwater harvesting, drought resistant turf varieties, and beautiful granite curbing to protect the lawn edges."

Phase II of the turf restoration began in October 2014, and includes the turf panels from 7th to 12th Streets (Trust for the National Mall). By September of 2016, the final phase of the 40 million dollar restoration was complete with the conclusion of the panels between 12th Street to 14th Street. According to the Washington Post, in 2016 a custom grass mix consisting of 90 percent by volume tall fescue and 10 percent Kentucky bluegrass was created for the space. The soil character for the Mall was changed to 80 percent sand, 10 percent topsoil, and 10 percent peat. As a part of the restoration, the crossing paths of the Mall were expanded from a width of 45 feet to a width of 60 feet. The exception being the 12th Street axis, which was expanded to a width of 105 feet. 4 new cisterns with the holding capacity of 250,000 gallons of water each were installed under the grass panels. A maintenance plan that included a twice weekly mowing plan, targeted watering , a weekly over-seeding regimen from mid- May to October, and compost application in March, April, September, and October was reported to the newspaper (Washington Post 2016: Gardening Column).

For additional information regarding the turf restoration, the reader is encouraged to contact the park.

While plans were formulated for the turf restoration, in 2007 the parcel of land bound by Constitution Avenue NW, 14th Street NW, Madison Drive NW, and 15th Street NW, was transferred from the jurisdiction of the Secretary of the Interior to the Acting Secretary of the of the Smithsonian Institution, Dr. Cristian Samper, for the establishment of the National Museum of African American History and Culture (Secretary of the Interior Memo May 30, 2007). The museum was designed by renowned architects David Adjaye, Philip Freelon, and J. Max Bond Jr. and opened to the public on September 24, 2016.

Analysis & Evaluation of Integrity

Analysis and Evaluation of Integrity Narrative Summary:

The central Mall landscape is bounded by four roads: 3rd Street, Madison Drive, 14th Street, and Jefferson Drive. Madison and Jefferson Drives are both one way east-west streets, and provide access to the many museums lining the Mall. Third, 4th, and 7th Streets cross the Mall on grade; 9th and 12th Streets, leading between the city's downtown and I-395, have been tunneled. All streets have granite curbs and curb cuts.

The Mall is defined by its primary view, the grand vista between the Capitol and the Washington Monument. Without this vista, the Mall would not exist in anything like the form it has today. The potential vista is what inspired L'Enfant to plan a Grand Avenue connecting the Capitol building with the equestrian monument to George Washington he anticipated would be located near the Potomac River. L'Enfant placed buildings, walks, and gardens along this avenue to reinforce the visual corridor. The McMillan Commission adapted this idea as the basis for their Mall plan. The essential features of the 1930s version of the McMillan Commission's plan – the grass panels, the eight rows of elms, and the orthogonal arrangement of walks and buildings – all lead the eye from the Capitol to the Washington Monument, and from the Washington Monument to the Capitol. Since the monument had been built southeast of the actual crossing of the two axes, the axis of the Mall was slanted to the southwest to place the monument directly on line with the Capitol.

The 135-acre central landscape of the Mall offers a continuous series of other views along its length. People moving along the Mall or under the trees add movement and color, an effect sought by the McMillan Commission. Views of the monumental building facades and vistas up the walks and cross streets also enliven the scene.

One of the most intensively used public spaces in the country, the Mall has become the setting for rallies, marches, and demonstrations, for concerts, exhibits, and displays, and for the Folklife Festival, cosponsored by the Smithsonian Institution and the National Park Service, each June and/or July. Visitors walk between museums and surrounding memorials and buildings. People run, bike, fly kites, play pick-up games (soccer, football) and watch the scene from benches. Mounted U.S. Park Police officers patrol the Mall, and vehicles, from carts to trucks, used by the NPS, the Smithsonian Institution, and their concessionaires and vendors, drive on the Mallwalks.

The Mall has been thoroughly altered from its original condition of marshy, often flooded fields spreading along the banks of the Tiber Creek, and is an entirely constructed landscape. All the vegetation has been planted. The topography is nearly entirely level but rises slightly east to west. At the west end is a slight slope descending north to Madison Drive and to 14th Street. A small terrace extends east-west in the narrow tree panel in front of the Smithsonian Castle.

The interdependence of the space with the view and the landscape helps give this design its drama. The lines of elms to the north and south, reinforced by the facades of the imposing monumental museum buildings behind them, create the spatial corridor, which expands out at the ends, into Union

Square at the east and into the sloping grounds of the Washington Monument at the west. Along the Mall beneath the elms is a more filtered space, with subordinate spatial openings along the lines of the cross streets.

Overlaid on the Mall landscape is an intricate grid of pedestrian walks. Along the streets run wide sidewalks. The former inner Mall drives, Adams and Washington Drives, were replaced in the 1970s with wide graveled walks. Single or paired walks also follow the alignments of most cross axes created by the city's grid of numbered streets. Walks are composed of a natural beige-toned compacted gravel/sand/clay mix. Many are half gravel, half exposed aggregate concrete installed to meet unusual access requirements. On the slope in front of the Castle are two curved gravel walks and a number of social trails; other occasional social trails run parallel to Mall walks.

The Mall has a simple vegetative palette, composed of central grass panels flanked north and south by panels planted with American elm trees, nearly 600 in all. Most of the tree panels have four rows each of elms, planted fifty feet on center. The American elm tree was specified in the McMillan Plan and in the 1930s revised plans for its vase shape. The rows of columnar trunks and arching branches form natural arcades. Some portion of the existing elms on the Mall date from the original planting of 333 elms in 1935; the rest are from later plantings over the next forty years or are replacements. The large elms on the south side of the block between 3rd and 4th Streets, and perhaps some others at the Mall's east end, were planted in the 1920s.

There are a few limited variations in the vegetation. No elms are planted in the historically important 8th Street axis, where there are sculpture gardens at the north and south, each with its own landscaping. The Smithsonian Castle extends into the tree panel in front of it, so that it narrows to a single row of elms. The Joseph Henry statue in front of the Castle stands in its own small planting bed. Five bald cypress trees grow in front of the National Museum of Natural History. One cypress is located in the north-south walk leading between Natural History and the Castle, intruding into that view corridor. Two oak trees grow along 14th Street, one of them directly in the view corridor between the Capitol and Washington Monument.

The Smithsonian Institution museums and the National Gallery of Art are under separate jurisdiction from the Mall, which is administered by the National Park Service. Each museum building facing the Mall has its own landscaping scheme on its immediately surrounding property. Many of the landscapes were designed in relation to the Mall landscape. The NPS retains jurisdiction over the sidewalks in front of the museums and the adjacent land up to the face of the curbs on Madison and Jefferson Drives.

Large buildings help define the Mall's edges, but within the CLI study boundaries, the only buildings are small utilitarian structures, including four food service buildings set within the tree panels in front of the National Museum of American History, the National Museum of Natural History, the Arts and Industries Building, and the National Air and Space Museum. A hexagonal Tourmobile ticket kiosk is located along Madison Drive, and another stands on Jefferson Drive. An entrance to an underground Metro station, surrounded by a wall, hedge, and chain-link fence, is located on the Mall northwest of

the Freer Gallery of Art. The Joseph Henry statue, a bronze figure of the first Smithsonian Secretary stands on a granite pedestal in front of the Smithsonian Castle, in the sloping tree panel just off Jefferson Drive. A carousel owned by the Smithsonian Institution occupies the tree panel in front of the Arts and Industries Building. All of these buildings and structures arenon-contributing.

The Mall has only a few types of small-scale features. Contributing features include the "Mall" benches and the "Olmsted" street lights.

All benches used on the National Mall are the standard design developed for the National Capital Parks in 1934/35. The benches are located along the walks along the Mall's east-west axes. Facing towards the center of the Mall, they are bolted to concrete pads set into the walks next to the lawns, or within the walks, in some cases.

The type of street light used on the Mall was designed by General Electric especially for this site as part of the 1930s construction. A twenty-one-foot high steel fluted post is topped by a cylindrical lamp suspended from two supports. With its simplified geometric ornament abstracted from classical motifs, the street lights are late Art Deco in style. The lights are placed along Madison and Jefferson Drives, and along the inner walks of the Mall, next to the inner rows of elm trees, spaced about 100 feet apart, alternating between the benches with trash receptacles. Trash receptacles on the Mall are the "tulip" type, with vertical wood slats and plastic liners, supported on a central steel post. Post-and-chain barriers have been erected in certain areas to protect the grass.

Seven characteristics are used to assess historic integrity for landscapes that are listed on, or are eligible for, the National Register of Historic Places: location, setting, design, materials, workmanship, feeling, and association. Analysis of the Mall landscape according to these characteristics shows that the Mall retains its historic integrity.

Location – The location of the Mall has not changed.

Setting – The setting of the Mall has changed substantially since 1935 with the addition of seven new museum buildings (not including the underground museums behind the Castle), but this conforms generally to the development planned for in the McMillan Plan and its 1930s revisions, in that these are large buildings housing prominent cultural institutions. While many are Modern structures, they face the Mall and share a common cornice line.

Design – The design of the Mall has not greatly changed since 1935, when a little over half the elms had been planted. The remaining elms were planted over the following forty years. Some original elms have been replaced with different cultivars. A few new structures have been added, such as the food service buildings and the Metro entrance, but these are relatively minor alterations, and the spatial relationships remain the same. The Inner Mall Drives have been converted into gravel walks.

Materials – The simple palette of materials that make up the Mall landscape have not greatly changed. The original concrete paving of the walks has been replaced with a combination of gravel and exposed

aggregate concrete, and certain modifications have been made to the mix of elm varieties.

Workmanship – This characteristic is not applicable to the Mall.

Feeling – The feeling of the Mall can be defined as a landscape that manifests the grandeur and monumentality of the Capitol and Washington Monument, allowing visitors to draw a visual connection between the two structures and to understand the relationship between what they represent regarding American history and democracy. This feeling remains.

Association – The Mall embodies an association with the 1791 L'Enfant Plan for Washington. The 1902 McMillan Commission Plan interpreted rather than recreated this plan, retaining what they defined as its essential principles – a linear landscape of gardens and monumental structures forming a view corridor between the Capitol and a monument honoring the commander of the Revolutionary Army and the nation's first president. The 1930s plans which led to the construction of the McMillan Mall plan adapted it for modern needs without changing its essential elements. The Mall, therefore, retains its association with these uniquely important city plans.

Aspects of Integrity:

Location

Association

Design

Setting

Feeling

Materials

Landscape Characteristic:

Topography

Much of the work that was done in the 1930s to create the modern Mall involved the grading of its west end, from 9th to 14th Streets. Olmsted wrote a number of reports discussing the irregular, "wobbly" condition of the ground, the "longitudinal" slope – apparently south to north – and the marked hump in front of the Department of Agriculture site. From his initial recommendation to leave much of the ground plane in its natural state, Olmsted soon came to agree with the position taken by Charles Eliot, William Delano, and others that the Mall should be raised with fill where necessary – particularly at the west end – to create an even grade.

Today the Mall is generally level. The grade rises slightly from east to west. Between 12th and 14th Streets there is a discernable downward slope from south to north. The west end of the Mall slopes down to 14th Street; this is particularly steep at the northwest corner. The land north of the Mall, beyond Madison Drive and its north sidewalk, slopes steeply down to Constitution Avenue, and the National Museum of American History (1964) and the National Museum of Natural History (1904) were built into this slope, so that their main, north facades are entered from Madison Drive on the Mall (a high stair leads up to the elevated entrance of

the National Museum of Natural History), and their exposed basement stories are entered from Constitution Avenue.

East of 9th Street, the Mall was more or less level with the surrounding land as a result of grading in the nineteenth century, and little regrading seems to have been necessary. A small slope or terrace extends in front of the Castle, occupying the narrow tree panel, probably because the Castle was an existing building that intruded into the Mall, and its original grade had to be accommodated.

Archeological Sites

No archeological surveys have been carried out within the study boundaries of this CLI for the Mall, but this area has the potential for archeological remains. The route of the Washington Canal, beneath Constitution Avenue, N.W., defined the north side of the greater Mall area and crossed south over the study area around 3rd Street. Densely packed rows of houses and other structures stood between 3rd and 4½ Streets, in blocks bordered by the former Maine and Missouri Avenues. During the Civil War, the Armory Hospital complex stretched across the center of the Mall between 6th and 7th Streets. From 1873 to 1907, the busy Baltimore & Potomac Railway Depot stood at 6th Street, N.W., with its tracks extending south across the Mall.

Some discoveries of nineteenth- and twentieth-century glass, ceramics, dishes, and pavers have been found through excavation for road projects and new memorials adjacent to the Mall. These discoveries have not resulted in any significant finds or further archeological study. The 1995 National Capital Area Archeological Overview and Survey Plan states that the park areas of the National Mall & Memorial Parks “do not have high archeological potential due to the infilling of much of the land from swamp.” (p. 296) The highest priority archeological project for the park was identified as the Shoreline Study of the Potomac and Anacostia Rivers, outside of the project area of this CLI. However, recent archeological surveys by John Milner Associates, Inc., on the site of the National Museum of the American Indian, uncovered many remains of former nineteenth-century inhabitants.

Land Use

The Mall is one of the most intensively used public spaces in the country. Certainly it is the most heavily used park in Washington, D.C. The National Capital Region issues thousands of permits each year for groups to use the Mall for a wide variety of events. Rallies, marches, and demonstrations by many different political constituencies and for a myriad of causes are held on the Mall. It is the setting for concerts, exhibits, displays of houses and buildings, of military equipment, public events associated with presidential inaugurations, and state funerals. For many years, the Smithsonian Folklife Festival has been held on the Mall in June and/or July, essentially in the museums’ front yard.

The Mall is one of the primary places in the country where citizens exercise their rights under the First Amendment. The question of how these issues affect the Mall has been summarized by the Solicitor for the Department of the Interior:

Any governmental regulation of demonstration and sales activity is subject to First Amendment jurisprudence, and the NPS regulation of demonstration/sales activities on Federal parkland has been the subject of extensive First Amendment litigation for many years. While recognizing the importance of the National Mall and its nearby monuments and memorials, the United States Court of Appeals for the District of Columbia Circuit has stated that "the Mall is more than home to these enduring symbols of our nationhood' in that 'its location in the heart of our nation's capital makes it a prime location for demonstrations. . . . As the court has stated before, 'It is here that the constitutional rights of speech and peaceful assembly find their fullest expression.'" (Friends of Vietnam Memorial v. Kennedy, 116 F.3d 495, 496 (D.C. Cir. 1997), quoting ISKCON of Potomac v. Kennedy, 61 F.3d 949, 952 (D.C. Cir. 1995)) In thecontext of such longstanding First Amendment jurisprudence, and consistent with NPS regulations and policies that allow demonstration/sales activities under certain conditions, the various demonstration sites which engage in permitted sales, must be considered to be at least legally consistent with the special nature and sanctity of the Mall.

Nearly every day of the year the Mall is crowded with pedestrians. Visitors walk between museums and the memorials to the west, or government offices or buildings that surround the Mall area. People use the walk system but also cross over the grass panels. Anunderground Metro stop is located directly on the Mall at 12th Street, between the Freer Gallery of Art and the Department of Agriculture.

Since March 1969, Tourmobile buses have offered visitors interpretive tours around the Mall as well as to other popular destinations nearby. The buses are shuttles on continuous looping routes, with passengers allowed to embark and disembark at designated points along the route.

Runners and bikers use the Mall walks. People rest on the benches, and have picnics on the lawns under the elms. Others fly kites on the central grass panels, or enjoy impromptu games of frisbee, softball, and soccer.

Mounted U.S. Park Police officers patrol the Mall. Many vehicles used by the NPS, the Smithsonian Institution, and their concessionaires and vendors drive on the Mall walks – small service vehicles, vans, and trucks and tractors for setting up and taking down activities. A few small vendor carts sell food.

Vegetation

The Mall has a simple vegetative palette, but it may present the most exacting maintenance challenges of any park in the National Capital Region. Lawns, American elm trees, and several bald cypress trees retained from the pre-1930s landscape comprise the vegetation of thislarge park. The only additional planting features are a hedge around the Metro entrance and the landscaping of shrubs and trees around the Hirshhorn Sculpture Garden. Neither of these are maintained by the National Park Service.

The Mall landscape is composed of flat grass panels and American elm trees (Ulmus americana). The linear landscape extends from 3rd to 14th Streets and is bounded on the north by Madison Drive and on the south by Jefferson Drive. On the north and south are tree panels

planted with four rows each of elms, planted fifty feet on center. Between the tree panels, extending down the center of the Mall, are grass panels. These center lawn panels, framed by the elms, create the Mall vista, which extends along the line of sight between the Capitol and the Washington Monument. A number of trees (mostly elms but including two red oaks on 14th Street) grow in the strips of grass between the sidewalks and roadways along cross streets – 3rd, 7th, and 14th Streets; these trees and the grass strips are probably under D.C. jurisdiction. (The National Capital Region has jurisdiction over all sidewalks on Mall cross streets; whether NCR also has jurisdiction over the grass strips depends on the street right-of-way. Information from Joe Cook, NCR Lands Specialist.)

Currently, there are 585 elm trees growing on the Mall. About eight spaces for elms are unoccupied; if planted, these would bring the total number of elms to 593. (information from Brad Conway, GIS Specialist, NAMA) There are a few local variations in the regular ranks of elms: along the 8th Street axis; in front of the Smithsonian Castle; in front of the National Museum of Natural History; at the Mall's southwest corner along 14th Street; and at the base of the Joseph Henry statue.

No elms are planted between the parallel walks along the 8th Street axis. This cross-axis to the Mall was given particular importance in the L'Enfant Plan, where a site for a National Church was shown several blocks north of the Mall and a large turning basin was located at the canal. The significance of the axis was retained in the McMillan and the 1930s plans. This importance is noted in the landscape by the omission of elms and the resulting open views of the Hirshhorn and National Gallery Sculpture Gardens. The sunken Hirshhorn Sculpture Garden, under the jurisdiction of the Smithsonian Institution, actually extends into the Mall's tree panel, and has its own landscape of trees and shrubs defining its perimeter. The Castle, located only 300 feet from the Mall's center line, and the section of Jefferson Drive in front of the Castle intrude into the tree panel, narrowing it so that in front of the Castle there is only room for one line of elms. Five bald cypress trees (Taxodium distichum) grow in front of the Natural History Museum, in an irregular pattern, somewhat interrupting the regularity of the tree lines. These were retained from the earlier picturesque landscape when the Mall was replanted in the 1930s; some may date from the nineteenth century, while two are young and may be recent replacements. One cypress is located within the cross-walk between the Natural History Museum and the Castle. The only other variation in the planting occurs at the end of the Mall, in the grass strip along 14th Street, where two red oak trees (Quercus rubra) grow. One is aligned with the inner edge of the south row of elms (next to it on the south is a single elm); the other oak is near the center line, the only intrusion into this visual line along the entire length of the Mall. Judging by historic photographs and surveys, these oaks do not appear to have been retained from the original Mall planting, but seem rather to have been planted by the city as street trees, probably in the 1940s. As said above, they are probably under D.C. jurisdiction. They will not be replaced when they die. (The planting around the base of the Joseph Henry statue is discussed in Buildings and Structures.)

The central panels are planted with tall fescue, a strong, tolerant grass that does well in the sun

but needs to be reseeded every year or so due to the impact of visitor use. Under the elms is a bluegrass mixture that grows well in the shade and rejuvenates better than the fescue. Seed rather than sod is typically used. (McLarty & Kennealy, 3/06)

Under the turf management program for the Mall, the tree and lawn panels are closed in two sections, from 3rd Street (actually, from the Capitol Reflecting Pool in Union Square) to 7th Streets and from 7th to 14th Streets, alternating year to year. With some exceptions, they are closed from early September to the end of March. The closure allows for aeration of the soil, grading, soil replacement and amendment, seeding, irrigation, and establishment. The work and closures are necessary to mitigate the soil compaction resulting from the heavy visitation on the Mall.

The American elm tree was specified for use in the McMillan Plan and in the 1930s revised plans because of its growth habit. The columnar trunks of this native species and the arching, spreading branches were believed to form a natural equivalent of an architectural arcade, giving a pleasing combination of formal regularity and a picturesque openness. Though the use of other species or a combination of species was suggested in the 1930s, Frederick Law Olmsted Jr. strongly defended the original choice of the American elm (see letters in Supplemental Information.)

It is not known what percentage of the existing elms on the Mall date from the original planting of 333 elms in 1935, and what percentage were planted between 1935 and the mid-1960s, or are replacements. The elms on the south side of the block between 3rd and 4th Streets date from the 1920s and are today noticeably larger than the other elms.

Some of the Mall elms are a cultivar of the American elm called 'Augustine Ascending.' These trees have an upright, fan-shaped form, distinctly different from and taller than the surrounding elms. They were replacement trees purchased in the 1960s or earlier; it was probably not known what their ultimate form would be. They are highly susceptible to Dutch elm disease, and when they die, they are replaced with the species Ulmus americana, or DED-resistant U. americana cultivars such as 'Jefferson' or 'Princeton.' (Sherald 3/06 & 7/06)

Along the alignment of 9th Street are four rows on each side of European elms (perhaps Ulmus X hollandica). These were installed as part of the construction of the 9th Street underpass, probably to plant elms on the Mall that were less susceptible to Dutch elm disease. They have a rounder crown than American elm trees. (Sherald 3/06)

Since 1988, the cultivar 'Jefferson' has occasionally been planted. The parent tree grows in front of Freer Gallery of Art. It was first recognized by NPS Plant Pathologist Horace Wester for its habit of coming into leaf earlier and holding its leaves longer than other elms on the Mall, and also because it has a U-shaped, rather than a V-shaped, crotch. This particular tree was found to be resistant to Dutch elm disease through trials conducted by the NPS and the USDA

National Arboretum. When infected with the Dutch elm disease pathogen, the infection spreads only a few feet before the tree recovers. While American elms are tetraploid and European and Asiatic elms are diploid, this particular elm is a triploid (these terms refer to having, respectively, four, two, and three times the basic number of chromosomes per cell). In February 2005, 'Jefferson' was jointly released to the nursery trade by the USDA Agricultural Research Service and the NPS National Capital Region. 'Jefferson' will soon be available commercially. (Horace Wester found another DED-resistant elm on the Mall, but unfortunately the parent tree was cut down during a construction project. A few progeny from this tree remain and it has been named 'Washington.' Sherald, 3/06) Over the years, other disease-resistant elm cultivars have been planted on the Mall to increase disease resistance in the population. (Sherald and DeFeo 7/06)

It is possible that the American elms on the Mall have not developed the form anticipated by Olmsted. Their branching might be more irregular than was desired for the vase-shaped American elm. In October 1936, NCP Superintendent Finnan noted: "While the character of these trees [at the south end of the 3rd-4th Street block] is undeniably wrong, they do give a reasonably satisfactory mass effect and I hesitate to condemn them when we have such a vast number of doubtful trees recently supplied us by the Leissler Nursery." (Finnan to Hanson 10/7/1936 FRC9) In 1945, NCP Branch of Forestry landscape architect A.H. Hanson surveyed the elms and wrote:

In developing their shape the branches have grown outward or crossed over and become so irregular that they will by no means support the original idea whereby the trees were to grow in an upright shape so that the gentle arching branches would meet between rows of trees and form a high overhead arch, reminiscent of the nave of a large church or cathedral. . . . It is most certain that these unshapely trees will obstruct the vista between rows of trees . . . (Hanson to Sager 10/2/45 FRC9)

About forty of the elms were soon replaced. (NCPC staff meeting 12/5/45 FRC9)

Of course, there has been attrition of the original elms due to disease and other factors. The trees now are of various sizes because the total number of original trees were planted over a period of about forty years, and also because dead or diseased trees have had to be replaced periodically. Olmsted and others likely anticipated greater uniformity. Further study of historic documents might provide more specific information on the character Olmsted, and others, sought for the elms.

Each building or site facing the Mall has its own landscaping scheme on its immediately surrounding property. Many of the landscapes were designed in relation to the Mall landscape – the Department of Agriculture landscape was actually designed by Frederick Law Olmsted Jr. under a contract with the USDA in the years Olmsted was working on the Mall, using trees moved from the Mall and conceived to complement it. Similar intentions motivated the original landscape plan of the National Gallery of Art West Building: "We are particularly anxious to

have our arrangement of trees fit into existing tree plantings, and in general to have this new work conform to the spirit of the Mall development." (Landscape Architect Malcolm Kirkpatrick, for Geiffert Landscape Architecture firm, to Cammerer 6/15/39 FRC9) Further analysis and information about these and other adjoining landscapes are beyond the purview of this inventory.

Character-defining Features:

Feature: grass panels

Feature Identification Number: 109948

Type of Feature Contribution: Contributing

Feature: elm tree panels

Feature Identification Number: 109950

Type of Feature Contribution: Contributing

Feature: Ulmus americana planted 1920s-1975

Feature Identification Number: 109952

Type of Feature Contribution: Contributing

Feature: Ulmus americana cultivars repl orig elms

Feature Identification Number: 109954

Type of Feature Contribution: Contributing

Feature: Ulmus americana 'Augustine Ascending'

Feature Identification Number: 109960

Type of Feature Contribution: Non contributing – compatible

Feature: European elms along 9th St. axis

Feature Identification Number: 109962

Type of Feature Contribution: Non contributing – compatible

Feature: Taxodium distichum (bald cypress)

Feature Identification Number: 109956

Type of Feature Contribution: Non contributing – compatible

Feature: Two Quercus rubra along 14th St.

Feature Identification Number: 109964

Type of Feature Contribution: Non contributing – compatible

Feature: street trees under D.C. jurisdiction

Feature Identification Number: 109966

Type of Feature Contribution: Non contributing – compatible

Feature: hedge around Metro entrance

Feature Identification Number: 109968

Type of Feature Contribution: Non contributing – compatible

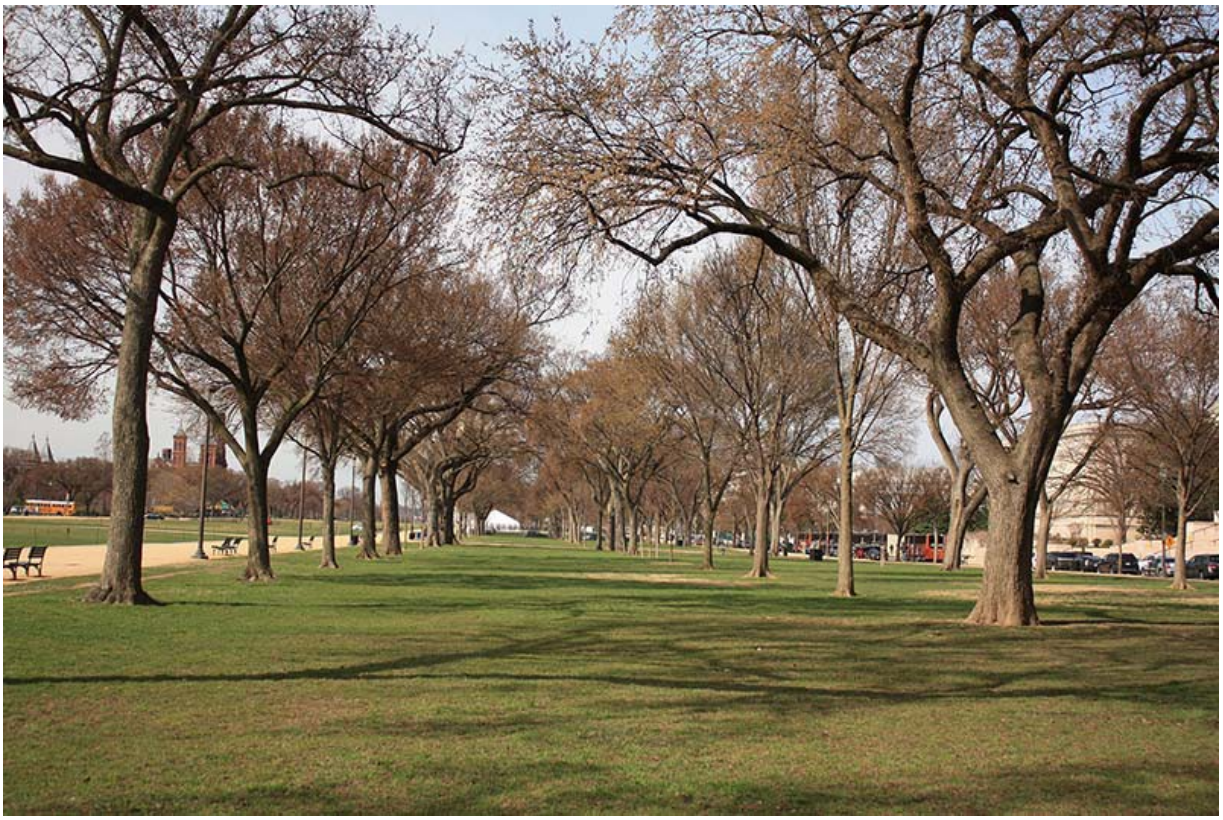
Feature: landscaping, Hirshhorn Sculpture Garden

Feature Identification Number: 109970

Type of Feature Contribution: Non contributing – compatible

Landscape Characteristic Graphics:

The Jefferson Elm (NCR CLP 2018).



Representative Elm panel (NCR CLP 2018).

Bald cypress trees south of the National Museum of Natural History

Spatial Organization

The Mall is a great channel of space, running between two fixed points, the Capitol and the Washington Monument, and framed on either side by lines of elm trees, which form visual walls. This vista and the landscape that forms it are integral to the spatial organization; it is this mutual interdependence that gives this design its profound drama. The lines of elms to the north and south are reinforced by the facades of the imposing monumental museum buildings behind them. This channel of space expands out at the ends, into Union Square at the east, with its Capitol Reflecting Pool and Grant Memorial set at the foot of Capitol Hill, and into the sloping grounds of the Washington Monument at the west. Along the Mall beneath the elms is a more filtered space, regularly defined by the ranks of trunks but permeable, allowing physical passage between the trees and filtered views of the buildings. Other interruptions in the main space occur on the cross streets and the axis of 8th Street, where there are gaps in the lines of

elms and view corridors open up to the north and south. None of these, however, undermine the continuity or power of the main spatial volume.

Views and Vistas

The Mall is defined by its primary view, the grand vista between the Capitol and the Washington Monument. This vista was an integral component of L'Enfant's plan for a Grand Avenue or promenade connecting the Capitol building, set on Jenkins Hill and facing west to the Potomac River, with the equestrian monument to George Washington he anticipated would be placed near the river, at the point where the Capitol axis intersected with the axis drawn south from the White House. L'Enfant placed other features – residential and other buildings, walks, and gardens – along this promenade, framing and reinforcing the visual corridor.

The McMillan Commission adapted this idea of the visual corridor reinforced by larger buildings and landscaping as the basis for their Mall plan. Retaining L'Enfant's axial promenade, they placed institutional buildings in near symmetry on either side of the central corridor of space. The essential features of the 1930s version of the McMillan Commission's Mall plan – the grass panels or tapis vert, the eight rows of elms, and the orthogonal disposition of walks and buildings – all lead the eye inexorably from the Capitol to the Washington Monument, and from the Washington Monument to the Capitol. There are also important views from the east end of the Mall to Union Square and the Grant Memorial at the foot of Capitol Hill.

Unlike L'Enfant, the McMillan Commission and the planners of the 1930s had to work with a monument to Washington that had been placed southeast of the actual crossing of the two axes, out of alignment with the cardinal directions. They adjusted the axis of the Mall, canting it to the southwest, so that the Washington Monument would be directly on line with the Capitol. The Mall is thus slightly off a true east-west alignment.

The Mall offers a continuous series of other significant views along its length. The sight of people moving along the Mall animates the vista, adding movement and color. Views of the flanking elms and, beneath their branches, glimpses of monumental building facades and of people on the sidewalks, all add to the pageantry. Vistas along the cross axes of museum facades, framed by elms and facing each other across the Mall, provide points of emphasis. Broader views also open up along corridors of the cross streets. The vista along the 8th Street axis, an important design feature of the L'Enfant Plan, is opened by the omission of elms. The red oak (Quercus rubra) on 14th Street is an intrusion in the major east-west vista; likewise, the bald cypress (Taxodium distichum) growing in the walk in front of the Natural History Museum intrudes into this north-south cross-axial vista.

Photographs and videos of views to the Mall (including East and West Potomac Parks) from vantage points around the city define the nation's capital and, to some extent, the nation, providing an instantly recognizable image of the United States. These are too many and too diffuse to be calculated, but some significant vantage points can be mentioned: the view from the U.S. Marine Corps War Memorial grounds in Arlington, Virginia, to the Mall, with which it shares a common east-west axis; and the view from Arlington National Cemetery, particularly from the grave of President John F. Kennedy.

Character-defining Features:

Feature: vista, Capitol to Washington Monument

Feature Identification Number: 109972

Type of Feature Contribution: Contributing

Feature: views to elms from walks & grass panels

Feature Identification Number: 109974

Type of Feature Contribution: Contributing

Feature: views to building facades from Mall

Feature Identification Number: 109976

Type of Feature Contribution: Contributing

Feature: views up cross streets

Feature Identification Number: 109978

Type of Feature Contribution: Contributing

Feature: views from Mall to Union Square

Feature Identification Number: 109980

Type of Feature Contribution: Contributing

Landscape Characteristic Graphics:

The Washington Monument Panorama

View towards the Capitol (NCR CLP 2018).

View to the National Gallery with the modified gravel path (NCR CLP 2018).

View from the turf panels to the Natural History Museum

Circulation

One of the intentions for the Mall in the 1930s plans was that it would form a great parkway, part of a larger scenic circulatory route that brought automotive traffic into the District from Baltimore, where it joined with Rock Creek and Potomac Parkway, leading to the northwest, and Arlington Memorial Bridge, leading west into Virginia. Thus one reads of the "Mall parkway" in 1930s documents produced by the National Capital Planning Commission.

Streets

The Mall is bounded by four asphalt-paved roads: 3rd Street, Madison Drive, 14th Street, and Jefferson Drive. Fourteenth Street and 3rd Street run north-south and have two-way traffic. Madison and Jefferson Drives are both one way: Madison Drive on the north side of the Mall runs west and Jefferson Drive on the south runs east. These two long roads, each thirty-five feet wide on average, provide access to many museums. Fourth and 7th Streets cross the Mall on grade; 9th and 12th Streets, leading to and from downtown to Interstate 395, have been tunneled, so that the entire area from 7th to 14th Streets is unbroken. All streets have granite curbs; handicap curb cuts are also granite. Metered parking is available along the north-south streets, 3rd, 4th, and 7th, and free parking is available along Jefferson and Madison Drives.

Walks

The current Mall walk system dates from the 1930s. The original walks were concrete, as is evident in historic photographs and references in a few historic memos and letters (for example, MRCE photo "Mall laying sidewalk 1935," showing sidewalk next to North Vista Drive, and MRCE photos of Beautification plantings showing walk on 10th Street axis 9060-82 1963;

9060-A, 9073-H & 9073-J 1965; and 9060-9k 1966). These inner roads and their walks were repaved with gravel in 1975. Wide sidewalks run along all the streets. Those along the north-south streets are exposed aggregate concrete, and have grassed tree planting strips separating sidewalk and street. Jefferson and Madison Drives have wider sidewalks, paved for half their width in gravel, half in exposed aggregate concrete.

The former Adams and Washington Drives, built in 1934/35, originally known as the Inner Mall or Mall Vista Drives, ran parallel to Jefferson and Madison Drives. They were removed in 1975 following the recommendation of the 1973 SOM plan, The Washington Mall Circulation Systems, and replaced with wide graveled walks that run along the inner edges of the rows of American elms. The asphalt roadbeds were not removed for this work. Instead, the asphalt was punctured in many places to allow for drainage, and gravel was laid on top of the existing asphalt beds. It is not known whether the curbs were removed at this time or whether they are still in place. Since the walks are forty-feet wide, they probably encompass the original sidewalks also, which were located along the drives' outer edges only. (Harry Olinger, Roads and Trails Supervisor, NAMA, through Alice McLarty) The inner walks run between the inner edges of the rows of American elms and the grass panels of the central vista.

Walks also follow the alignments of all cross axes created by the city's grid of numbered streets, except for the 11th Street axis, which has no walk. Some cross-axial walks are single walks, others are paired. Most connect the central entrances in the symmetrical building facades facing each other across the Mall. One of the bald cypresses retained from the original Mall planting is located in the walk on the 10th Street axis, running between the National Museum of Natural History and the Smithsonian Castle.

Walks are composed primarily of natural beige-toned gravel, though sections of many walks have been repaved in exposed-aggregate concrete that uses an aggregate matching the gravel walks in color and size. Therefore, many walks have parallel sections of gravel and concrete. The gravel is composed of coarse and fine aggregate, quartz and quartzite with smaller amounts of quartznose sandstone and other materials, bound with clay. It is spread on a prepared base in two or more layers, each no more than two inches deep, and then rolled for compaction. Purchased from Aggregate Industries of Greenbelt, Maryland, the gravel is known as the "Mall mix."

The gravel tends to be kicked and washed off, requiring regular raking and top-dressing. Following numerous complaints from the public, the parallel concrete sections were installed in phases over the last ten to fifteen years to create an accessible walking surface.

In front of the Castle are two curved gravel walks, leading from concrete aprons at the sidewalks, that run down the slope to the Mall walk, the former Washington Drive. It is not clear if these were planned walks or replaced social trails, but the latter seems more likely. On each side of the Joseph Henry statue are triple flights of steps leading from the sidewalk down to the Mall walk. The stairs, and the area of sidewalk immediately behind the statue, have a

polychrome design made of red granite diamonds and bands on a field of buff limestone. The stairs and this paving have been installed since 1965; see under “Buildings and Structures.”

Social Trails

Several eroded social trails also cross this slope in front of the Castle. In some areas, other social trails run through the grass or tree panels immediately parallel to the east-west walks.

The corners and edges of many of the grass panels are worn and eroded, particularly near the Metro entrance on the 12th Street alignment. In these places the gravel has spread into the lawns, eroding the formal distinction between walks and panels.

Contribution of Mall Walk System

The pattern of the Mall circulation system is contributing. The materials of roads and walks are not contributing; this includes the gravel and concrete of the walkways and sidewalks, which replaced the original concrete walks in 1975 and later. Little information has been found about the historic width of roads and walks. Since the gravel was laid directly on top of the asphalt of the Inner Mall Drives when they were converted into walks, it seems likely that the width did not change substantially.

Character-defining Features:

Feature: 4th Street Sidewalks

Feature Identification Number: 183025

Type of Feature Contribution: Non contributing – compatible

Feature: 3rd Street Sidewalks

Feature Identification Number: 183027

Type of Feature Contribution: Non contributing – compatible

Feature: 7th Street Sidewalks

Feature Identification Number: 183029

Type of Feature Contribution: Contributing

Feature: Gravel Panels

Feature Identification Number: 183031

Type of Feature Contribution: Non contributing – compatible

Feature: Jefferson Drive

Feature Identification Number: 109994

Type of Feature Contribution: Contributing

IDLCS Number: 46875

LCS Structure Name: Jefferson Drive, SW

LCS Structure Number: 85000000

Feature: Madison Drive

Feature Identification Number: 109984

Type of Feature Contribution: Contributing

IDLCS Number: 46874

LCS Structure Name: Madison Drive, NW

LCS Structure Number: 84000000

Feature: 3rd Street

Feature Identification Number: 109990

Type of Feature Contribution: Contributing

Feature: 4th Street

Feature Identification Number: 109996

Type of Feature Contribution: Contributing

Feature: 7th Street

Feature Identification Number: 109998

Type of Feature Contribution: Contributing

Feature: 14th Street

Feature Identification Number: 110000

Type of Feature Contribution: Contributing

Feature: North Vista Walk (formerly Wash. Dr.)

Feature Identification Number: 110002

Type of Feature Contribution: Contributing

Feature: South Vista Walk (formerly Adams Drive)

Feature Identification Number: 110004

Type of Feature Contribution: Contributing

Feature: sidewalks, Madison & Jefferson Drives

Feature Identification Number: 110006

Type of Feature Contribution: Contributing

Feature: walk, 5th St. axis

Feature Identification Number: 110008

Type of Feature Contribution: Contributing

Feature: walk, 6th St. axis

Feature Identification Number: 110010

Type of Feature Contribution: Contributing

Feature: walk, 8th St. axis

Feature Identification Number: 110012

Type of Feature Contribution: Contributing

Feature: walk, 9th St. axis

Feature Identification Number: 110014

Type of Feature Contribution: Contributing

Feature: walk, 10th St. axis

Feature Identification Number: 110016

Type of Feature Contribution: Contributing

Feature: walk, 12th St. axis

Feature Identification Number: 110018

Type of Feature Contribution: Contributing

Feature: walk, 13th St. axis

Feature Identification Number: 110020

Type of Feature Contribution: Contributing

Feature: social trails

Feature Identification Number: 110022

Type of Feature Contribution: Non contributing – compatible

Feature: curving walks in front of Castle

Feature Identification Number: 110024

Type of Feature Contribution: Non contributing – compatible

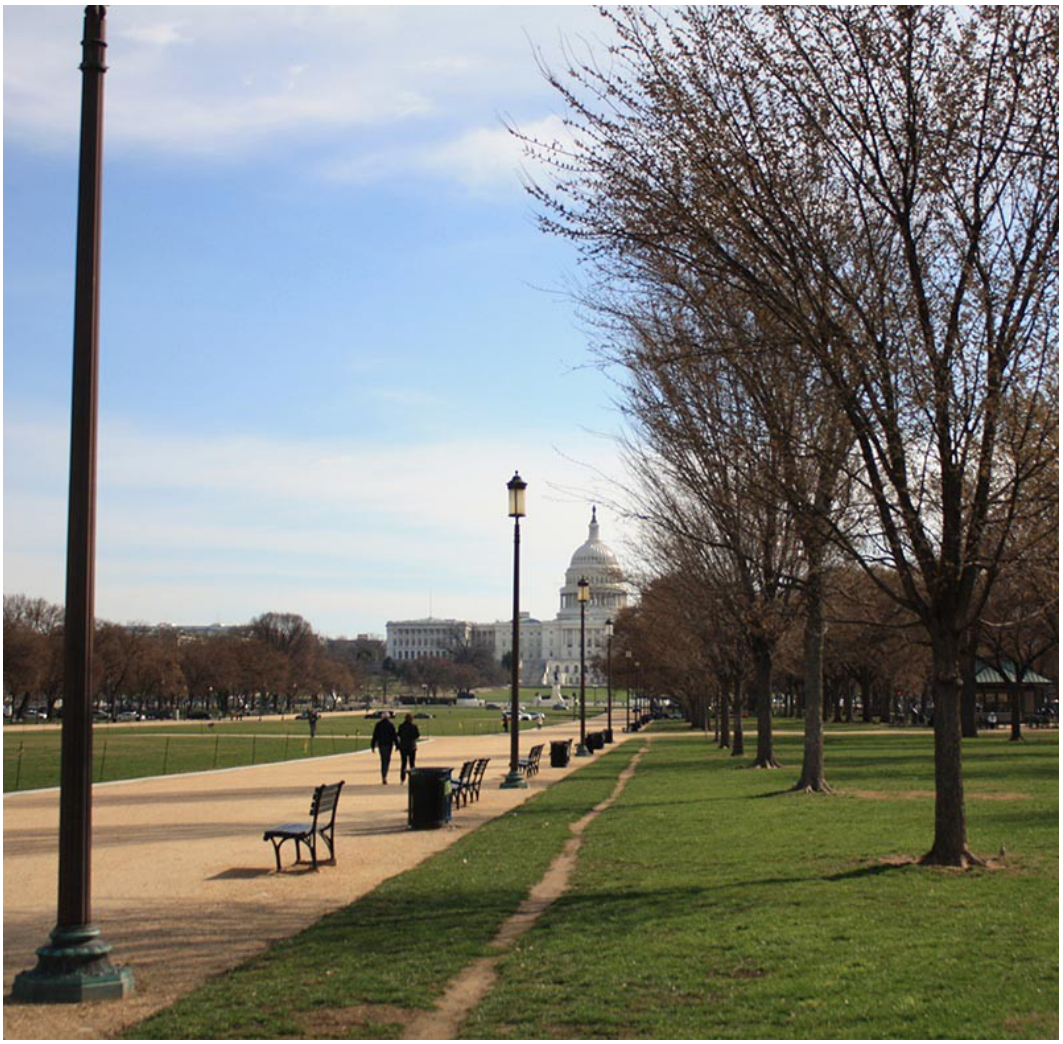
Feature: polychrome paving & steps, Henry statue

Feature Identification Number: 110026

Type of Feature Contribution: Non contributing – compatible

Landscape Characteristic Graphics:

Pathway in the Elm Panels



The central walks with an example of the social trails that are found in the cultural landscape (NCR CLP 2018).

Buildings and Structures

The Mall has no contributing buildings or structures. On the Mall, the landscape itself and its major view have primacy. Large buildings help define the edges, but within the park's boundaries, the only buildings are small utilitarian structures. The Joseph Henry statue stands in front of the Smithsonian Castle. The Smithsonian carousel is located in front of the Arts and Industries Building.

Joseph Henry Statue

Scientist Joseph Henry served as the first Secretary of the Smithsonian Institution, from 1846 to 1878. Henry was the "first individual to have a statue in Washington who had not served as president or in the military" (Barsoum 2005). The bronze statue of Henry, completed by sculptor William Wetmore Story in 1883, has had at least two locations near the Castle. The statue originally faced the Castle's west wing. It stood in the route of the planned South Mall Drive, so in 1934 it was moved out of the roadbed and located in the tree panel, facing the entrance of the Castle. Finally, in May 1965, it was rotated to face the Mall, at the request of Smithsonian Secretary S. Dillon Ripley. (Information from historian Peter Penczer, citing article by Rick Stan in "Smithsonian Preservation Quarterly," Winter 1995, also NARA photograph caption, and Penczer's own manuscript for book on Mall. A draft National Register of Historic Places nomination has been prepared for the statue by Eve Barsoum, as part of the multiple property nomination "Memorials in Washington, D.C.," but has not been moved forward.)

The statue stands on an octagonal red-and-gray granite pedestal facing the Mall, just off the sidewalk along Jefferson Drive at the top of a low slope. On each side, triple flights of granite steps lead from the sidewalk down to the Mall walk. The stairs, and the area of sidewalk immediately behind the statue, have a polychrome design made of red granite diamonds and bands on a field of buff limestone. These stairs have been installed since the mid-1960s since different stairs appear in a photograph from 1965 ("Mall Flowers 9060-A 1965" in MRCE). The stairs are maintained by National Mall & Memorial Parksstaff.

The small area between the stairs is planted and maintained by the Smithsonian. Yews (Taxus sp.) spread around the base of the pedestal. The sloping ground below is planted with flowers; in the summer of 2006, yellow-foliaged plants formed the Smithsonian Institution's sun logo, surrounded by a field of blue flowers. This planting bed also does not appear in the photograph referenced above.

Smithsonian Carousel

The carousel, owned by the Smithsonian and operating in front of the Arts and Industries Building, was placed in 1981 to replace an earlier, smaller carousel placed on the site in 1967. Both carousels were built by the New York-based Allan Herschell company in 1922 and 1947,

respectively. The current carousel was built for Gwynn Oak Amusement park near Baltimore, which was was famously desegregated after nearly a decade of peaceful protests on August 28th, 1962-- the same day that Dr. Martin Luther King Jr. gave his "I Have a Dream" speech on the steps of the Lincoln Memorial. The first ride taken on the newly desegregated carousel by a young African American child, Sharon Langley, made headline news alongside the March on Washington for Jobs and Freedom. In 2013, the owners of the carousel identified the horse on which Langley took her first ride and marked it with a plaque. A plaque was also installed on the surrounding iron fence that outlines the carousel's connection to the civil rights movement. (Amy Nathan for the Washington Post, "The March and the Merry-go-Round" August 23, 2013. Smithsonian Institution Archives, Mitch Toda "A Favorite- the Smithsonian Carousel" April 11, 2013.)

Food Service Buildings

Four small structures designed by Oehrlein & Associates Architects were built on the Mall in 1993. They stand in front of the National Museum of American History, the National Museum of Natural History, the Arts and Industries Building, and the National Air and Space Museum, and replaced earlier temporary concession stands. In these buildings, employees of Concessionaire Guest Services, Inc., sell snacks and light meals.

The buildings are identical and Greek cross in plan. Exposed wood structural members, painted dark brown, frame cream-colored panels covered with stucco. Standing-seam metal roofs have a slight convex curve.

Tourmobile Kiosk

A small, hexagonal ticket kiosk, painted blue and white and surmounted by tall convex pyramidal roofs, stands on the Mall along Madison Drive in front of the National Museum of American History. Another, disused, kiosk, painted white, is located on the Mall, on Jefferson Drive in front of the Arts and Industries Building. (This type of kiosk, with a roof suggesting a park ranger’s hat, was designed in the 1960s and have been used for a variety of purposes; larger versions are located at the Vietnam Veterans and the Korean War Memorials.)

Metro Escalator

On the Mall, a short distance northwest of the Freer Gallery of Art, three escalators lead underground to the Smithsonian stop on the Metro’s Orange and Blue Lines. A wall surrounds the escalators on three sides, and the wall, in turn, is surrounded by a hedge and a chain-link fence.

Hirshhorn Sculpture Garden

The sunken Hirshhorn Sculpture Garden occupies the tree panel between 7th Street and the 9th Street axis. It is not related to the Mall landscape and is non-contributing.

Character-defining Features:

Feature: Metro entrance

Feature Identification Number: 110028

Type of Feature Contribution: Non contributing – compatible

Feature: four food service buildings

Feature Identification Number: 110034

Type of Feature Contribution: Non contributing – compatible

Feature: two Tourmobile kiosks

Feature Identification Number: 110036

Type of Feature Contribution: Non contributing – compatible

Feature: Smithsonian carousel

Feature Identification Number: 110040

Type of Feature Contribution: Non contributing – compatible

Feature: ticket booth for carousel

Feature Identification Number: 110042

Type of Feature Contribution: Non contributing – compatible

Feature: Hirshhorn Sculpture Garden

Feature Identification Number: 110046

Type of Feature Contribution: Non contributing – compatible

Landscape Characteristic Graphics:

Representative example of the refreshments stands located on The Mall (NCR CLP 2018).

Information kiosk (NCR CLP 2018).

Small Scale Features

The Mall has only a few types of small-scale features. Contributing features include benches, street lights, and trash receptacles. These features conform to the standards published in the Streetscape Manual: Interagency Initiative for National Mall Road Improvement Program (1993). The manual covers several types of small-scale features for the greater Mall area: benches, trash receptacles, light standards, drinking fountains, fire hydrants, post-and-chain barriers, and bike racks. It also discusses standards for features mentioned under Circulation: curbs, sidewalks, and wheelchair ramps.

There are no plans to change the type of light, trash receptacle, or bench used on the Mall, though the possibility of making the historic park bench ADA compliant through the addition of arms is being considered, if compatibility become necessary. (McLarty & Kennealy3/06)

Benches

All benches used on the National Mall are the standard style developed for the National Capital Parks in 1934/35 with Public Works Administration funds. It is not known whether the purpose of this design was to have a standard bench design for the Mall specifically or for all of the National Capital Parks. What proportion of the current benches are replacements in kind, or include replaced materials, is not known; probably most of the wood slats have been replaced over the years.

The benches have cast-iron frames and wood slat backs and seats. Curved struts join front and back legs, and the struts terminate in simple scrolls. The iron frameworks are painted black, and the slats are stained black.

The benches are located along the Mall's east-west axes: along the Mall outer walks running beside Madison and Jefferson Drives and along the inner walks (the former Washington and Adams Drives), next to the inner row of elms. All benches face towards the center of the Mall, except for seven, set on either side of the carousel-food pavilion grouping, which are perpendicular to the main axis. All benches are bolted to concrete pads or blocks set into the walks next to the lawns or within the walks along the curbs. The curb-side benches are placed singly, spaced evenly between trees, with trash receptacles or street lights between them. The benches along the central lawn are arranged in pairs, aligned generally with elm trees and with single or paired trash receptacles and street lights between them. Since the elms are planted fifty feet apart, all these features are spaced at roughly twenty-five-foot intervals along the grass panels.

There are no benches or trash receptacles directly in front of the Freer Gallery or the Castle, because of the narrowness of the tree panel in this area, or in front of the Hirshhorn, because of the Sculpture Garden. There are no benches on the cross-axial walks or streets (this was not always the case; photographs from the 1960s show benches along the walk that followed the 10th Street alignment between the Castle and the National Museum of Natural History). The arrangement of benches and other features reinforce the Mall's dominant east-west axis. Because of their placement, they are sometimes in full sun, sometimes in partial or full shade, depending on the season and time of day.

All benches along the inside boundaries of Madison and Jefferson Drives face in, towards the center of Mall. No benches are located on the 8th Street axis, and there are few benches along the inside boundary of Jefferson Drive, from the Department of Agriculture building to 7th Street.

Light Standards

The street lights used on the Mall were designed especially for this area as part of the 1930s

reconstruction. Though commonly referred to as the "Olmsted light," the light was designed by J. W. Gosling, a designer employed by General Electric laboratories. The design was approved by the CFA and the lights were installed in mid-1936. Street lights were to be aligned with the Mall lights and there were to be no lights directly in the vista. According to a contemporary press release, the "lamps are considered by engineers to be the most efficient type of street light yet produced." (Press release, author unknown, "Federal Public Works Project for Development of the Mall Is Nearing Completion." c. Sept. 1936 p. 5 FRC1)

Little information has been found regarding the planners' overall intent for the Mall lighting scheme. In April 1934, C. Marshall Finnan, Superintendent of National Capital Parks, stated that "The major objective of the Mall plan is to keep open an unrestricted vista from the Capitol to the Monument." (Finnan to D.C. Commissioners, April 26 1934 FRC14) Finnan also noted that "the intensity of the light will not be so great as to make it visible at a distance and the arrangement of the posts will be such that one will not see a line of lights up and down the Mall." (Finnan in CFA Minutes May 28 1934 p. 9) (See also the discussion under History.)

The lights have cast-iron bases. A twenty-one-foot high steel fluted post is topped by a cylindrical cast-iron luminaire, or lamp, suspended from two supports, which branch from the top of the post and are attached to either side of the entablature or cap. The cap has a domical top crowned by an acorn-like finial. A finial surmounts the post, directly beneath the cylindrical lamp. (undated c. 1980s "Specifications for Mall lighting units," NAMA CR files, folder "National Mall – Description/Research") With its simplified geometric ornament abstracted from classical motifs, the street lights are late Art Deco instyle.

The lights are placed along Madison and Jefferson Drives, and along the inner walks of the Mall, next to the inner row of elm trees, spaced about 100 feet apart. It appears that, in the 1930s, the light poles along the two Vista drives (now the inner walks) were aligned with alternate north-south lines of elms, and placed only a few feet in front of the trunks (see photo "Mall from 7 St. 8879-D 1964," MRCE). This placement has been changed, perhaps when the Vista drives were converted into walks in 1975. The poles are now located between the alternate north-south lines of elms. The typical arrangement along the inner walks is a lamp post, two benches, one or two trash receptacles, two benches, and another lamp post. Some posts along Madison and Jefferson Drives have cross arms attached for hanging banners.

Traffic lights (at least on 14th Street) are supported on the Washington standard post, a fluted classical post developed for the city's street lights in the 1920s. Traffic lights are not contributing features.

In 1986, it was recorded that incandescent lamps were used on the inside walks from 3rd to 15th Streets, and metal Halide bulbs were used along Jefferson and Madison Drives. (Ruback to Bandeberg, May 19, 1986, re: lighting on Mall, NAMA CR Files, "National Mall – Description/ Research")

Trash Receptacles

All trash receptacles on the Mall are the "tulip" type, with vertical wood slats connected by steel bands containing a removable plastic trash can liner and supported on a steel post. They are placed between benches along the curbs of Madison and Jefferson Drives and along the outer edges of the inner Mall walks. The receptacles date to 1966-68.

Barriers

Few barriers of any kind are used on the Mall. Varying lengths of post-and-chain barriers are erected in certain areas to discourage trespassing on the grass – for example, at the corners of some grass panels, along the walk leading to the Metro entrance from the Jefferson Drive sidewalk, along walks leading to food service buildings, and along the parking strip on 14th Street.

The post-and-chain barrier is currently used in many of the downtown parks and reservations. It is composed of simple steel posts surmounted by acorn caps, with chains attached to steel loops beneath the tops of the posts. The posts are coated with black vinyl and the chain is vinyl-coated steel. Some of the aluminum caps surmounting the posts are somewhat pointed, others are low and slightly rounded, but they are all called "acorn caps."

Sections of chain-link fence surround the walled escalator entrance to Metro, located just outside the hedge that runs along the wall. This fence was installed after an incident one year on the 4th of July, when, following the fireworks, long lines of people were waiting for escalators and some people jumped off the walls down into the crowd. Temporary snow fencing is erected to protect lawns when newly seeded or sodded, and for other purposes, such as channeling pedestrian traffic.

National Grange Plaque

One of the few anomalous features on the Mall is a small bronze plaque on a granite base, set on the west side of 4th Street, and marking the general location of the historic Department of Agriculture propagating gardens, where the National Grange of the Patrons of Husbandry was founded in 1867. The plaque dates from 1951.

Signs

There is a relatively small amount of signage on the Mall. All signs are confined to the edges of streets and walks or are set within the elm panels so as not to disrupt the view along the main axis. Parking and traffic signs stand along Jefferson and Madison Drives and the cross streets. A Metro pylon stands near the station, along with a tall locational map that depicts the

entire Mall area. The locational sign is in the form of a large narrow box on four legs, which have scrolled brackets. The structure rises above head height and is covered with a pyramidal roof. A few other such signs are located on the Mall. (There are currently plans to replace these locational signs.)

Other

Circular edgings of tan-colored bricks flush with the ground are used around some elm trees, if they are growing in gravel walks rather than lawn. Such edgings also surround some features along curbs. Handicap-accessible drinking fountains (Haws Manufacturing Co. "Frostproof") are placed along Madison and Jefferson Drives. The steel fountains have cylindrical basins extending on rectilinear arms from square posts and conform to the standards in the Streetscape Manual.

Some old metal bicycle racks, of a style different from what is currently required in the Streetscape Manual, can be found by the street curbs on the Mall sides of Madison and Jefferson Drives. Movable metal café tables and chairs are placed along the wide concrete walks leading to the food service buildings. Various utility boxes are located throughout the Mall, generally in grass strips along roads. Several Metro ventilation grates are set in the Mall walks near the station entrance and at other locations. There are also manhole covers and abandoned post holes. Inconspicuous black steel edging is placed around grass panels. Parking meters are set along the inside edges of the north-south cross streets.

Four Verizon pay phones are placed along the inside boundaries of the outer Mall drives, in front of Department of Agriculture, Air and Space Museum, West Building of National Gallery of Art, and National Museum of Natural History

Character-defining Features:

Feature: benches (1930s design for NCP)

Feature Identification Number: 110054

Type of Feature Contribution: Contributing

Feature: street lights (1930s design for Mall)

Feature Identification Number: 110058

Type of Feature Contribution: Contributing

Feature: trash receptacles

Feature Identification Number: 110086

Type of Feature Contribution: Non contributing – compatible

Feature: signs

Feature Identification Number: 110088

Type of Feature Contribution: Non contributing – compatible

Feature: utility boxes

Feature Identification Number: 110090

Type of Feature Contribution: Non contributing – compatible

Feature: post-and-chain barriers

Feature Identification Number: 110092

Type of Feature Contribution: Non contributing – compatible

Feature: chain-link fence around Metro entrance

Feature Identification Number: 110094

Type of Feature Contribution: Non contributing – compatible

Feature: grates and manholes

Feature Identification Number: 110096

Type of Feature Contribution: Non contributing – compatible

Feature: parking meters

Feature Identification Number: 110098

Type of Feature Contribution: Non contributing – compatible

Feature: traffic lights

Feature Identification Number: 110100

Type of Feature Contribution: Non contributing – compatible

Feature: bicycle racks

Feature Identification Number: 110102

Type of Feature Contribution: Non contributing – compatible

Feature: National Grange plaque

Feature Identification Number: 110104

Type of Feature Contribution: Non contributing – compatible

Feature: pay phones

Feature Identification Number: 110106

Type of Feature Contribution: Non contributing – compatible

Feature: fire hydrants

Feature Identification Number: 110108

Type of Feature Contribution: Non contributing – compatible

Landscape Characteristic Graphics:

Representative lamp on the Mall designed by General Electric (NCR CLP 2018).

Representative bench (NCR CLP 2018).

Condition

Condition Assessment and Impacts

Condition Assessment: Fair

Assessment Date: 09/21/2012

Condition Assessment Explanatory Narrative:

Because of the ongoing soil and turf project The Mall remains in Fair condition. Phase one of the three-phase project will be completed in December 2012. When the project is finished the landscape condition will be reassessed. Several measures have been taken to address the impacts reported during the last condition assessment and are outlined below.

The following measures are suggested to improve the landscape's condition.
Continue current practices of repairing or replacing damaged site furnishings. The turf management measures currently being implemented and developed, as well as the replacement of the gravel paving will address several of the impacts listed below (2012).

The condition of The Mall cultural landscape was reassessed in FY2012 The Revision Concurrence Date is the date the concurrence memo was signed by the park superintendent.

Condition Assessment: Fair

Assessment Date: 09/22/2006

Condition Assessment Explanatory Narrative:

The "Condition Assessment Date" refers to the date that the park superintendent concurred with the Condition Assessment when the CLI. was approved.

Condition Assessment: Good

Assessment Date: 09/30/2018

Condition Assessment Explanatory Narrative:

During FY 2018, the cultural landscape received a Condition Assessment of 'Good'

A Condition Assessment of 'Good' indicates that 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 currentcondition.

Problems identified included:

Improper or no edging.

The development of social trails.

The development of sink holes.

Inconsistent treatment of benches.

The need to clean Olmsted lights.

The general design of the trash cans.

Missing elms in the elm panels.

Measures that can be taken to improve/ maintain the condition are:

The development of an edging standard.

Developing a partnership with Casey Trees to replant missing elm trees.

Replanting grasses and aerating soil to address the social trails.

General cleaning of the Olmsted lights.

A more in depth list of treatment recommendations can be found at the end of the document.

The previous evaluation of the cultural landscape was FAIR. This assessment occurred in FY 2012.
During the previous assessment, problems identified included:

Social trails caused by visitation to the Smithsonian Museums

Deferred maintenance to landscape furnishing including the trashcans

Erosion around the edges and corners of grass panels

Improper drainage in pathways

Impacts to resources caused by the set up and take down of event features

Dutch elm disease

Improper species planting – Augustine Ascending

Impacts

Type of Impact:	Adjacent Lands
External or Internal:	External
Impact Description:	Development adjacent to the Mall continues to be a pressureon

the visual character of the cultural land. It is an ongoing issue (2018).

Measures have been taken to reduce impacts, such as social trails, caused by heavy visitation. See erosion section (2012).

The Smithsonian museums lining the Mall attract huge numbers of visitors (2006).

Type of Impact: Deferred Maintenance

External or Internal: Internal

Impact Description: The condition of benches and the state of the Washington Globe Lights continues to be an ongoing issue with the park (2018).

Victor Stanley S35 model black trash and blue recycling receptacles throughout The Mall have replaced previously damaged or old receptacles. Benches are regularly repaired and repainted (2012).

Trash receptacles and benches show signs of age and wear; some need replacement or repair of parts(2006).

Type of Impact: Erosion

External or Internal: Internal

Impact Description: The edges and corners of grass panels continue to be wornand eroded so that bare ground is exposed or covered by gravel from adjacent walks. The installation of post and chain fencing has remedied social trails created by visitors crossing lawn panels along to Jefferson Drive near the Smithsonian Castle (2018; 2012).

Because of heavy foot and vehicular traffic, the edges and corners of grass panels are worn and eroded so that bare ground is exposed or covered by gravel from adjacent walks. Social trails are eroding on slope in front of Smithsonian Castle (2006).

Type of Impact: Soil Compaction

External or Internal: Internal

Impact Description: The below practice will change following the implementationof new turf management practices (2018; 2012).

The many visitors and vehicles that travel the Mall compact the soil. Annually, between Sept. and March, NAMA takes half the Mall tree and lawn panels out of service to aerate and reseed. See Vegetation for details (2006).

Type of Impact: Visitation

External or Internal: Internal

Impact Description: Because of heavy pedestrian use, gravel migrates into thegrass panels where it damages or kills the vegetation. Storm water runoff also causes gravel migration onto the surrounding streets where the landscape slopes at 14th Street and Madison Drive. NAMA is currently studying alternatives to gravel for the walkways (2018; 2012).

Heavy visitation to the Mall throughout the year wears gravel off walks and results in large amounts of trash. NAMA annually installs c. 500-1000 tons of material on gravel walks, about 5% of total square feet of walks; trash collected at least twice daily every day 2006).

Treatment

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Supplemental Information

Title: Federal Records Center Files

Description: Description: These boxes containing historic records on the Mall and Union Square were requested from the Federal Records Center in October 2005. The author developed this key to assist in making parentheticalreferences.

64 – A – 42, Box 46 – The Mall

FRC1	1460/Mall, Nov. 1917-April 1955
FRC2	1460/Mall – 5 Admin, Main, & Prot, #1
FRC3	1460/Mall-5, Admin. Main. & Protection
FRC4	1460/Mall – 5, Adm. Main. & Prot. Supl.
FRC5	1460/Mall – 95 Traffic & ParkingFacilities

66A – 1097, Box 25 – The Mall

FRC6	1460/Mall – 5 Adm. Main. & Protection #2

66A – 1097, Box 26

FRC7	1460/Mall – 20 Grading & Drainage
FRC8	1460/Mall – 25 Land
FRC9	1460/Mall – 50 Plant & Landscaping #2
FRC10	1460/Mall – 60 Public Utilities
FRC11	1460/Mall – 70 Roads & Walks #2
FRC12	1460/Mall – (Buildings & Structures)
FRC13	1460/Mall – (Land Transfers)
FRC14	1460/Mall – (Lighting)

68A -3201

FRC15	Box 16 – The Mall Master Plan, 1/1/65 (copied one letter)
FRC16	Box 22 – The Mall 1963-1965 (not found)

Title: Letter from Frederick Law Olmsted Jr. to Frederick A. Delano on use of elms on Mall

Description: Description: Letter included in Appendix H to CFA Minutes, Nov. 17-19, 1932

CFA Minutes
Appendix H
November 17-19,1932
Meeting.

18th October 1932

Mr. Frederick A. Delano, Chairman,
National Capital Park and Planning Commission
Hibbs Building
Washington, D.C.

Subject: Mall Treatment; trees.

Dear Mr. Delano:

I have read with much interest your memorandum of October 7th to the members of the Park and Planning Commission. I am still unable to spend any considerable time in active work, but for the moment and until I can discuss the matter more at length I should like to make two remarks in regard to points raised in your memorandum.

First, in regard to the design for the Mall, when the Planning Commission took over this problem it endeavored to bring out in discussion all obtainable facts and opinions, so that the final decision should be based on the widest possible study. In this sense there has been much difference of opinion on the design of the Mall. But the design of the Mall as it now stands in essence is the design of the McMillan Commission, and was accepted unanimously by the Planning Commission. I personally approved of it and I still have no reason to believe, taking the situation as a whole, that any change since suggested would be a change for the better.

The second point I take up now, since I understand you would be glad to have at least a tentative opinion upon it from the Commission within a short time. It is proposed that the four rows of trees on each side of the open center of the Mall, stretching from the Capitol to the Washington Monument, be of different kinds. It seems to me that this is a very unfortunate suggestion. The essence of this part of the scheme is its reasonable formality. The McMillan plan contemplated American Elms, and even went so far as to consider carefully choosing these trees to avoid as much as possible individual variations.

The situation is not at all comparable to that, for instance, at Versailles where the allees appear to be cut through a bosquet of considerable extent, and where the view does not penetrate the bosquet and the trunks of the trees are not an element in the design. There are but four rows of trees on each side of the Mall and these are intended to form a sort of colonnade which is visible not only from the Mall but from the buildings along the Mall and to a very real extent in transverse and diagonal

glimpses through the colonnade from the four roadways of the Mall. It was considered therefore, at the beginning, that the similarity of these trees, their high canopy of foliage and the gothic arch effect of their branching were all essential parts of the design. Plainly it is undesirable to plant trees of different kinds and then spend money to give them a similar form by pruning and large scale topiary work.

I do not consider that there is any appreciably greater likelihood of a loss of good appearance through insect attacks if these trees are all of one kind than if there were of several kinds. This is not a case of forestry over a large area. It is possible on the Mall to give the trees such attention as will minimize any ordinary insect or fungus attack. Certainly there can be no question that in the past in Washington, even without very much care, elm trees have on the whole done well, and have reached a size where they can be studied as examples of the general scale of tree colonnade which was contemplated when the design for the Mall was first made.

I cannot see, therefore, that the suggestion of the use of trees of different kinds produces any considerable good result either aesthetic or economic, and to my mind it would produce a very distinct aesthetic loss to the design.

Sincerely yours,

(Sgd) Frederick Law Olmsted

Title: Letters from William A. Delano and Henry Hubbard to Ulysses S. Grant III on use of elms on Mall

Description: Description: Two letters among several included as Appendix in Dec. 1932 minutes of NCPPC

Delano and Aldrich, Architects
126 East 38th St.
New York

Nov. 25, 1932

Dear Colonel Grant:

May I ask that the opinions I expressed at our last meeting on November 19 and 20th, regarding the choice and manner of planting trees on either side of the Mall, be placed on our records.

I feel strongly that the Commission made a mistake in voting the adoption of elm trees at fifty foot intervals for this screen of trees. I base my opinion on the following reasons:

Practical considerations:

(a) That to gain the effect desired, these elm trees must be carefully selected to match, which means that they must be trees old enough to have assumed their final shape – say trees of at least ten to twelve inchcaliper.

(b) Allowing for replacements, it will require approximately one thousand trees from the Capitol to the Washington Monument, and it will be almost impossible, at any reasonable cost, to find so many matched and shaped trees of this size.

(c) That even if found, at reasonable cost, these trees may be stricken at any time with a disease or attacked by a pest, as the chestnut trees have been, which might wipe them all out or entail constant and expensive treatment to preserve them.

(d) All these trees cannot be planted at the same time so some will almost inevitably be smaller than others and the planting will not give the continuous effect anticipated.

(e) That it takes fifty to sixty years for an elm tree to reach perfection of growth and that its life is not much over two hundred years, so that at best we could only expect one hundred and fifty years of perfection.

Aesthetic Considerations:

(a) What we are seeking is a long quiet greensward from the Capitol to the Washington Monument, bordered by a high planting on either side. The fewer interruptions and diversions there are in this vista the more pleasing this effect will be, whether viewed from the Capitol or the Monument or points in between.

(b) By planting high branching elm trees at fifty foot intervals, instead of enclosing this greensward we are opening to view on either side a more or less heterogeneous lot of white buildings which will constantly take the eye off the two main objects – the Capitol and the Washington Monument. It will be disturbing rather than restful for those who go up and down the central portion of theMall.

(c) We are not planning a Village Green in New England, so often cited for its beauty, which no one can deny in its appropriate place – but a very long formal vista.

(d) There is altogether too much emphasis placed in Washington, it seems to me, on the value of glimpses here and there of everything. In consequence, no one gets a quiet restricted view of anything. In other words, we are letting a lot of minor effects spoil the possibility of a few major ones. Concentration on the major effect is on an aesthetic principle which I feel sure no artist willdeny.

For the above named reasons, I advocated a mixed random planting of English elms, red oaks, beech, pin oaks, lindens – planted among such trees as are already growing

in these long two hundred feet wide areas – with an undergrowth of rhododendron, kalmia, viburnum and hornbeam or beech on the edges – these edge trees trimmed to a height of thirty or forty feet. These would make a dense enough growth so that the eye could not penetrate except where alleys are intentionally cut through to lead to the main entrances of the buildings facing the Mall or where the streets cut across it. Such a plan would not entail the wholesale destruction of such trees as already exist, an operation which is sure to cause adverse comment. It could be accomplished for much less money. Such trees as died would not disfigure the planting as a whole for they would be insignificant as compared to the whole and could be replaced more easily and economically than matched elms, and by necessary replacements, the major effect of this planting could be continued for an indefinite period.

Respectfully submitted,

(Sgd) Wm. Adams Delano

Lieut. Col. U.S. Grant, 3rd,
Department of Public Buildings and Public Grounds,
Washington, D.C.

Olmsted Brothers
Landscape Architects
Brookline, Massachusetts.

December 15, 1932

Colonel U.S. Grant, 3rd,
National Capital Park & Planning Commission,
Navy Building,
Washington, D.C.

My dear Colonel Grant:

I have your letter of December 6th enclosing a copy of Mr. William Delano's letter about the elms on the Mall. I certainly do not wish to suppress discussion, but I am personally entirely convinced that the recent vote was correct, and that there is no sufficient reason contained in Mr. Delano's statement to warrant a change. If I may, I should like to take up his reasons one by one and make short remarks of my own. I suppose that I am justified in saying that on the score of practical knowledge in dealing with trees and in their arrangement for effects of this kind I can draw upon a considerable and varied experience.

It seems to me that if the records are to be complete and Mr. Delano's arguments are

recorded, then Mr. Olmsted's letter on this subject and my notes herein should be recorded also.

Taking up Mr. Delano's remarks in order.

Under Practical Considerations:

A. If we are willing to see a line of trees of the very various shapes and sizes which Mr. Delano suggests, we ought to be willing to see a line of elms varying no more than they would vary if they were not picked for similarity of form. As a matter of fact, however, there would be no considerable difficulty in picking elms to be sufficiently alike to give all the regularity and uniformity that ought to be shown. A minor amount of variation would be a good thing in anycase.

B. We are misinformed if we believe that it would be almost impossible to get 1,000 reasonably matched elm trees of 10" or 12" caliper at a price comparable to that of other good trees of the same size. It is perfectly possible to do it, and I would engage to do it within a year if it were necessary, starting at once. The chances are, however, that they will not all be needed at once and that the suggestion which has long been contemplated of establishing a nursery, even perhaps with fairly good-sized trees for a start, would still be an economy.

C. The chance of the elm trees being stricken with a disease which would really destroy them as the chestnut trees have been destroyed is almost negligible. No other such pest as the chestnut blight has appeared since the memory of man, and there is no reason to expect that if one did appear it would be any more likely to seize upon the elm than on any other one tree.

Certainly it can be mathematically shown on the theory of chances that the chance of having say 20% of the trees fatally stricken with a pest at any one time is greater with a mixed planting than it is with a pure planting. It should be remembered that we are not dealing with forest conditions. Any pest except such a deadly thing as the chestnut blight can be controlled without enormous expense, whether with several kinds of tree or with one kind.

D. It is quite true that all the elms probably cannot be planted at the same time. Changing the kind of tree or using several kinds of tree plainly has no effect on this consideration, unless we are willing to contemplate as the best solution an irregular mass of foliage running down the two sides of the Mall composed of trees of different kinds, different shapes and different sizes. Planting smaller trees first and larger trees later would largely meet the difficulty as to size if the ultimate size were the same for all, i.e. if they were all of the same kind.

E. Granting that we can expect only 150 years of perfection from an elm, what can we expect from anything else? We have no immortal trees, and the average life under

the contemplated conditions of some of the trees mentioned by Mr. Delano is shorter than the predictable life of an American elm under these conditions.

Under Aesthetic Considerations:

A and B. I believe that we are all agreed in essence on this point. I do not agree, however, that diversions are bad so long as they do not operate as interruptions. If you stand within the limits of the open space in the center of the Mall and look along the Mall either at the monument or at the capitol, it can be readily shown that the trunks of the trees will so foreshorten upon one another that any object outside of the quadruple row of trees will be blinded and broken up to such an extent that it would not unduly divert the attention from the main vista point at the end of the central vista.

C. We are indeed planning a very long formal vista. That is the reason why we should plant our trees formally and use a tree which reaches and maintains about a maximum height and spread.

D. No one would deny the validity of the aesthetic principle of concentration on the major effect. Personally, however, I do emphatically deny that the arrangement of planting contemplated by the McMillan Commission is a violation of this aesthetic principle.

As to Mr. Delano's recommendation.

There is available only 200 feet for the thickness of the planting. The two outer rows of trees must surely be straight. This leaves but 100 feet for random planting, that is, an average of two trees in the width. You cannot make an aesthetically random planting of five kinds of trees, spaced far enough apart so that they will grow well under such circumstances. If you were dealing with a forest this would be possible; if you were dealing with the large bosquets of Versailles, it would be sufficiently reasonable. But under the restrictions of this problem I am personally quite convinced that such an arrangement of trees forming the side of a formal mall would give a final effect not of formality pleasantly diversified but of a degree of wanton diversity which verged on messiness. As to the possibility of maintaining in Washington, under the kind of care that is reasonable to be expected, an undergrowth of rhododendrons, kalmia, viburnum, and hornbeam or beech beneath the shade of English elms, red oaks, beech, pin oaks, and lindens; I have not figured just what such an arrangement would cost per year, but I am perfectly sure that the cost of its up-keep in any condition not disgraceful and its policing for decency and safety would be many times greater than the up-keep of the elms as at present proposed.

All of this is respectfully submitted for the records or for discussion if the Commission shall desire to pursue the subject further.

Very sincerely,

(Sgd) Henry V. Hubbard

The Mall
National Mall and Memorial Parks
2018

National Mall & Memorial Parks

The Mall- Existing Conditions Post Site Visit

National Capital Region - Cultural Landscapes Program - Cultural Landscape Inventory - February 2018

A

Madison Drive

Kiosk

14th Street

Jefferson Drive

B

Madison Drive

Kiosk

7th Street

Kiosk

Jefferson Drive

C

Madison Drive

4th Street

3rd Street

Kiosk

Jefferson Drive

Legend

- European elms along 9th St. axis
- Jefferson Elm: Ulmus americana planted 1920s-1975
- Taxodium distichum (bald cypress)
- Ulmus americana planted 1920s-1975
- CR Site Polygon (crsite_py)
- benches (1930s design for NCP)
- street lights (1930s design for Mall)
- elm tree panels
- grass panels
- 14th Street
- 3rd Street
- 3rd Street Sidewalks
- 4th Street
- 4th Street Sidewalks
- 7th Street
- 7th Street Sidewalks
- Gravel surface
- Jefferson Drive
- Kiosk
- Madison Drive
- North Vista Walk (formerly Wash. Dr.)
- South Vista Walk (formerly Adams Drive)
- curving walks in front of Castle
- polychrome paving & steps, Henry statue
- sidewalks, Madison & Jefferson Drives
- walk, 10th St. axis
- walk, 12th St. axis
- walk, 13th St. axis
- walk, 6th St. axis
- walk, 8th St. axis
- walk, 9th St. axis

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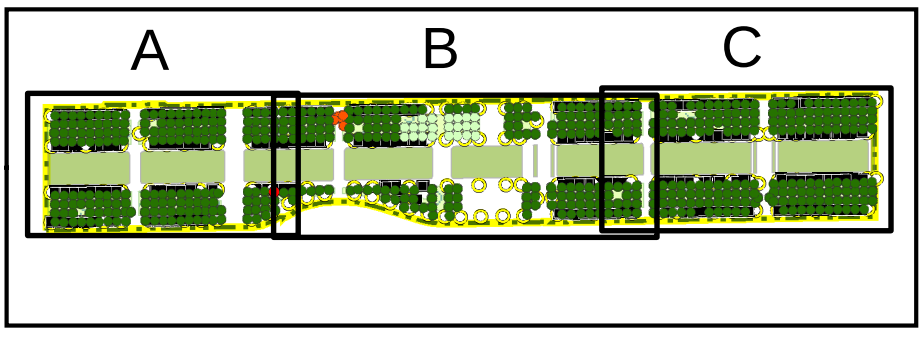

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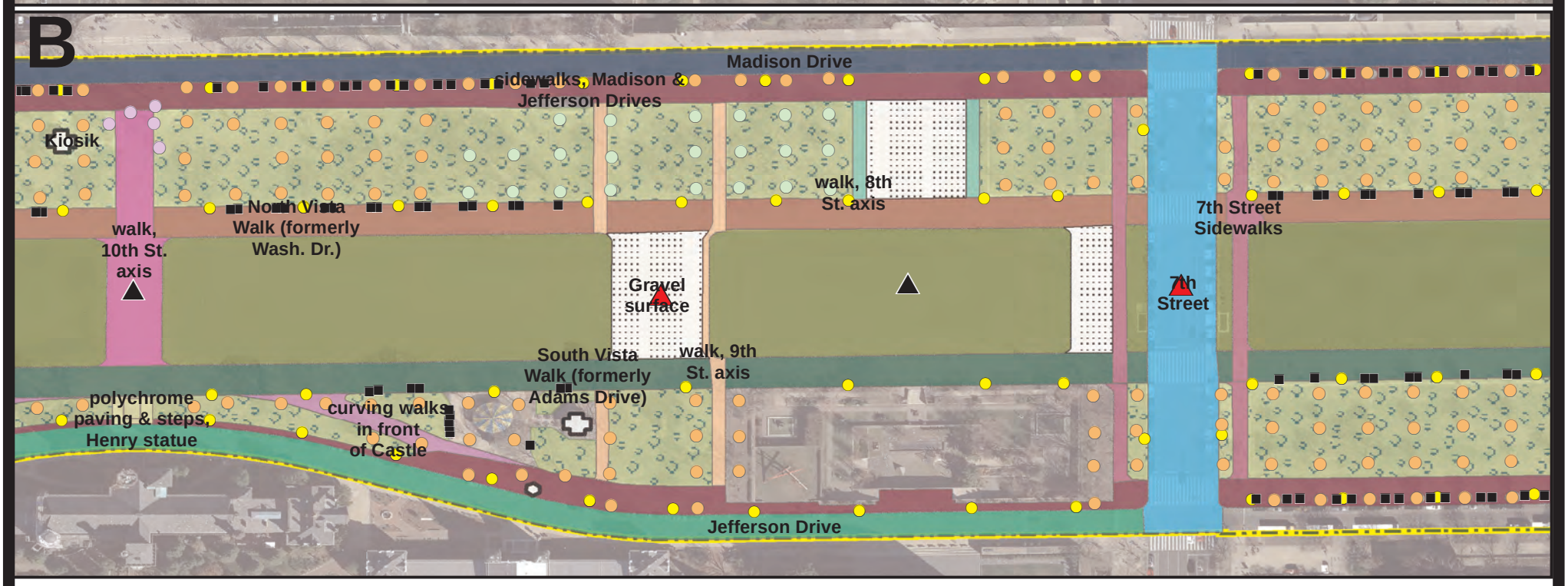
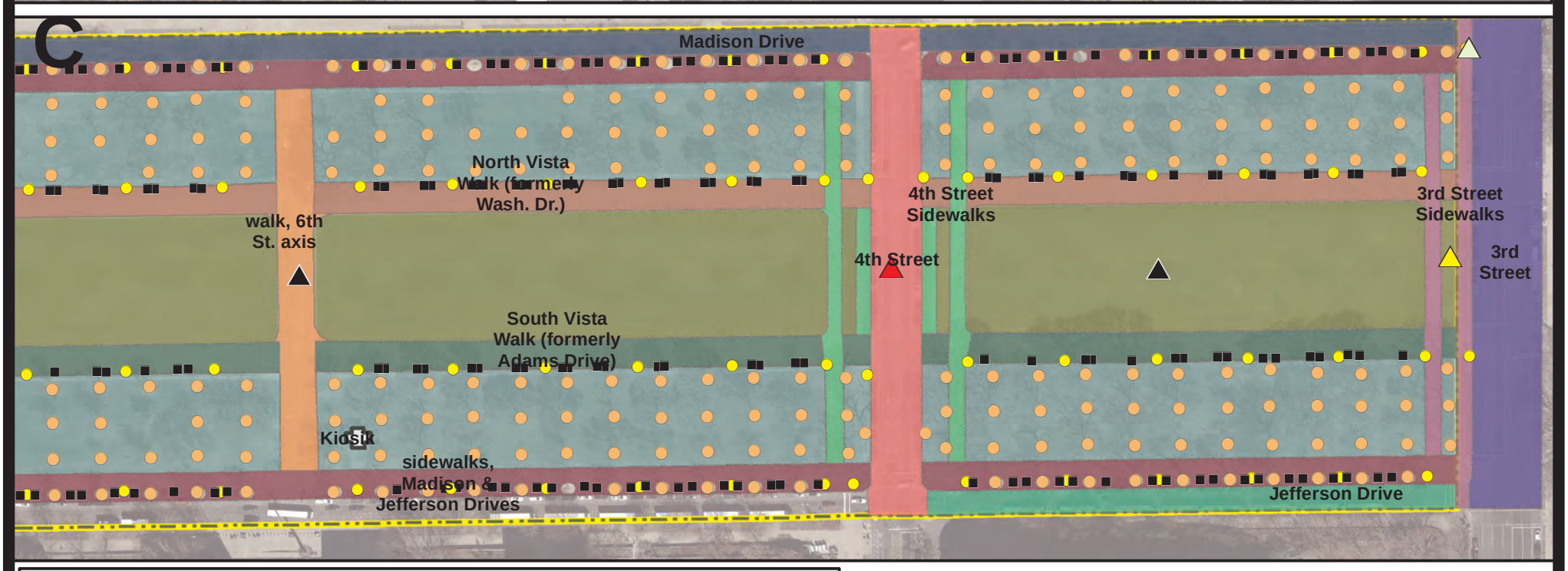
National Mall & Memorial Parks

The Mall- Existing Conditions Post Site Visit

National Capital Region - Cultural Landscapes Program - Cultural Landscape Inventory - February 2018





Legend

- European elms along 9th St. axis
- Jefferson Elm: Ulmus americana planted 1920s-1975
- Taxodium distichum (bald cypress)
- Ulmus americana planted 1920s-1975
- views from Mall to Union Square
- views to building facades from Mall
- views up cross streets
- vista, Capitol to Washington Monument
- benches (1930s design for NCP)
- street lights (1930s design for Mall)
- elm tree panels
- grass panels
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- 3rd Street
- 3rd Street Sidewalks
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- CR Site Polygon (crsite_py)

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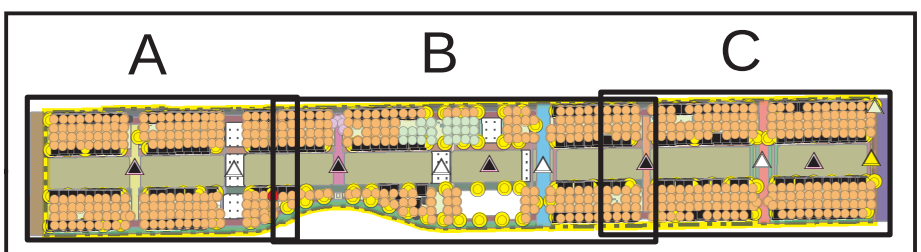
Draft Site Visit



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National Mall & Memorial Parks

The Mall- Existing Conditions Post Site Visit

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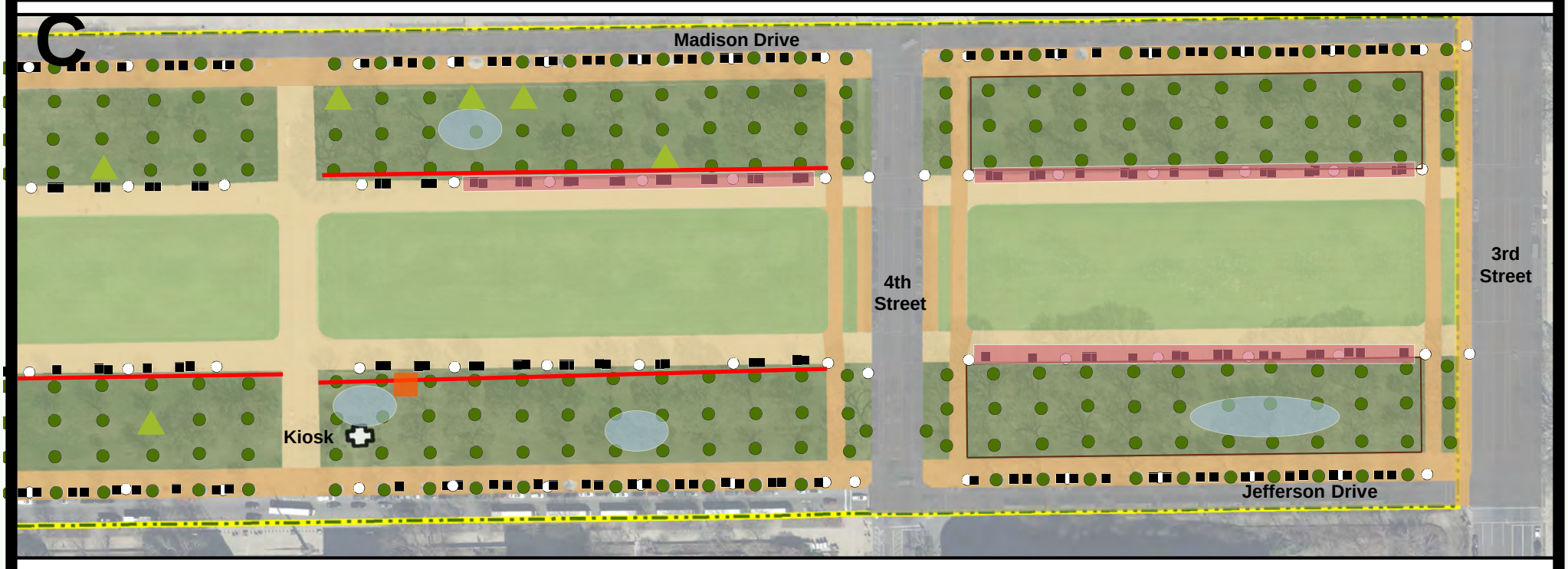

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Identified Problems

- Missing Trees
- Sink Hole
- Bare and Thinning Turf
- Rat Habitat
- Social Trails
- Temporary Fence
- Benches
- Polychrome Steps

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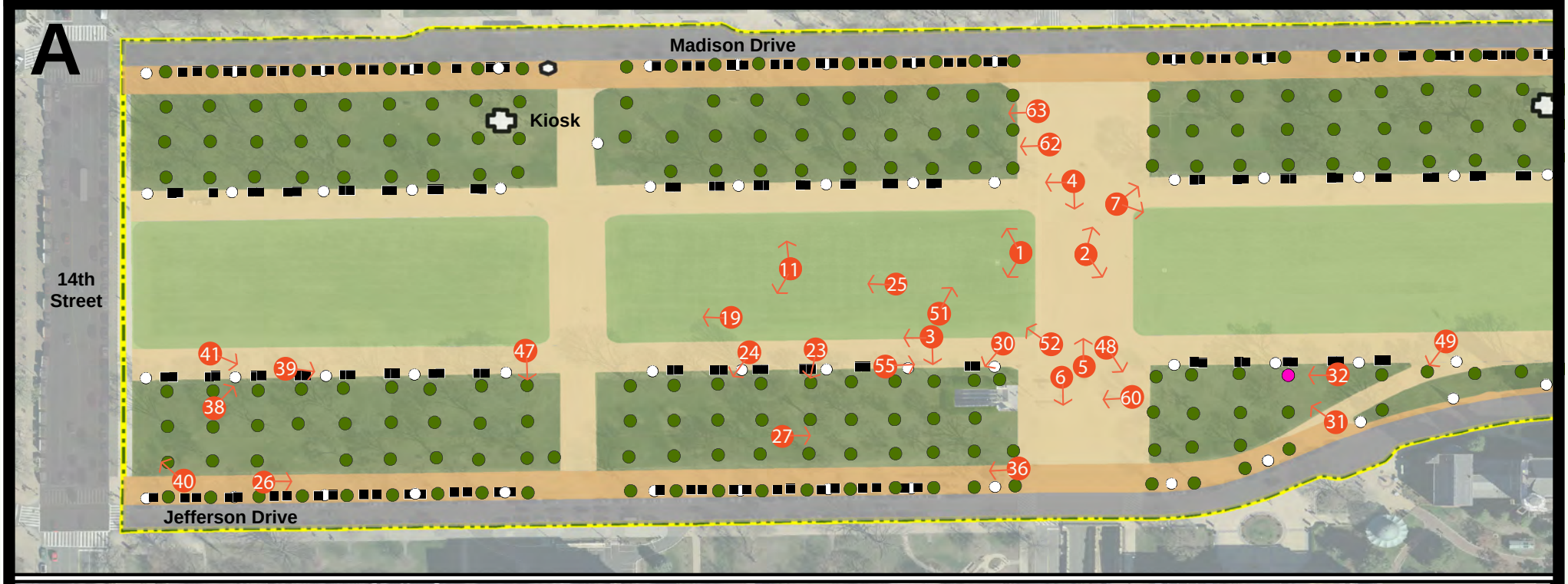
National Mall & Memorial Parks

The Mall- Existing Conditions Post Site Visit

National Capital Region - Cultural Landscapes Program - Cultural Landscape Inventory - February 2018



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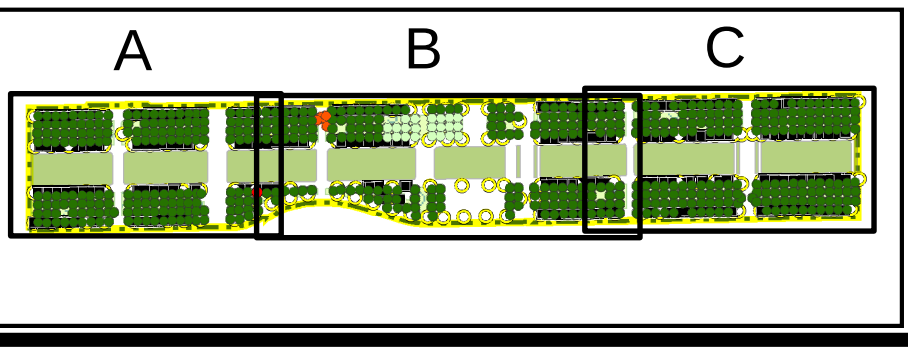

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Cultural Landscape Name:	Washington Circle
Park Unit:	NAMA
Cultural Landscape Type :	Designed
Period of Significance:	1791-1975
CLI Document ID:	600213
FMSS Location ID:	17750
FMSS Location Type:	3100
Notes:	

The FMSS CLI site visit was conducted on Feb 13, 2018. The park was platted by Pierre L'Enfant during the creation of the design of Washington D.C and evolved through subsequent proposals including the McMillan Plan of 1901. The Washington Monument dominates the cultural landscape. The information as presented in this document reflects the observations and recommendations of NCR cultural landscape program staff.

Problems and Recommendations

FMSS actions:

- Place CLI ID in FMSS entries. Regional Office will provide CLI IDs from FMSS Crosswalks.
- Review CLI Features that have "Review Long Description." Verify that these features are grouped and accurately captured in FMSS. Jefferson Elm should have an individual entry. All other trees can be grouped under a single asset value if not already.
- Check Location 2450 Asset 17750- Grounds of the National Mall Parent. Its unclear what is captured in this entry. Review how the turf and elm panels are captured in FMSS. If areas are needed, Regional Office will help.
- Review Asset 17749 to determine what is actually covered in the entry.
- Review Assets 1516351/ 1516355- specifically the long descriptions and see if these assets accurately captures the post and chain barriers throughout the cultural landscape.

Problems and Stabilization Recommendations:

Edging

During the site visit, multiple edge treatments were observed along the interior edge of the elm panels. Conditions varied from no treatment, to trenching, to metal edging strips placed at varied heights. It is recommended that the park determines a uniform standard treatment to better inform volunteer efforts. It is recommended that park supervision be provided during any volunteer edging efforts.

Pathways

Gravel pathways were observed in generally good condition. It is recommended that cyclic projects continue to occur that address grading.

Social Trails

Social trails were observed in three panels. The social trails run the length of the panels

and are located directly behind the benches. It remains uncertain why this condition has developed. It is recommended that the soil in this space be de-compacted, over seeded in the spring and fall, and aerated accordingly to encourage the growth of grasses.

Trees

Missing trees were noted in the cultural landscape

Partner with Casey Trees to provide replacements

Replacement process:

Remove existing soil and replace with new materials

Replant with Jefferson Elm cultivars.

Staking- remove after two years; ensure that connection ties are loose enough that they do not strangle the growth of the trunk.

Pruning

Continue to perform structural pruning

Cyclically identify and remove hazard limbs

Cabling

Continue to perform

However, routinely monitor for slack.

Identify stressed and dying specimens

Dead trees

Remove

Sink hole

A sinkhole was noted in panel south of the American History Musem. It is recommended that the park proceed with plans to address the issue.

Elm panels

Bare spots were observed; over seed in the spring and aerate in an appropriate manner. Ensure that the grass varieties selected are appropriate for shaded spaces.

Tree wells- remove

A tree well, with significantly diminished integrity, was noted north and west of the Smithsonian Castle. It is recommended that the remaining portions of the well be re moved. It is not viewed as beneficial to replace the well, as this may cause undue stress to the existing tree.

Trashcans – replace design

The existing trash can design is deemed insufficient to deter or impede the current rat situation in the cultural landscape. Working with regional staff, the park should explore different design options.

Post and chain fencing

Several of the posts were exhibiting rust and delamination of paint. This should be addressed with the reapplication of a finish.

Broken chains should be fixed in order to maintain the barrier as intended.

Rat habitats

Rat holes were observed on a panel (please see attached map- next draft). It is recommended that the park continues to take appropriate measures to address the problem, including improving trash removal.

Benches

Slat and bolts are missing. This should be addressed with appropriate replacement.
Concrete pads- address uneven settling and missing pads
Benches around the carousel and on the portion of the Mall between 3rd Street and 4th Street exhibit significant listing and uneven settling. It is recommended that this be addressed.
The benches are consistently at inconsistent heights throughout the cultural landscape. It is recommended that benches be placed at a consistent height that conforms to the standards of ABA.

Drains and grates

Gravel and other particulates were observed in several grates in the gravel paths and on the edge of the restored turf panels. It is recommended that these features are routinely clean to allow water to entered into the below ground cisterns.
Replace broken and damaged grates.

WMATA Grates

Project is currently in discussion to install an aggregate surrounding the WMATA grates with a raised profile of three inches. It is recommended that this project go forward. Aggregate should match the color of the gravel paths as to blend in the with the cultural landscape rather than detract.

Utility Covers –damaged and warping- consult warrantee

Concession Kiosks

Patina and water stains were noted on the valleys of the roof structure. These should be cleaned and monitored to ensure that water damage hasn't extended into the roof structure.

Olmsted lights

Clean glass covers
Replace broken glass
Clean bases and poles- determine preferred color
Replace broken base

Temporary Fence- remove

Polychrome Steps

Review maintenance agreement with the Smithsonian
Address damaged treads, water damage, grout issues

1. View towards the Washington Monument
Direction: West

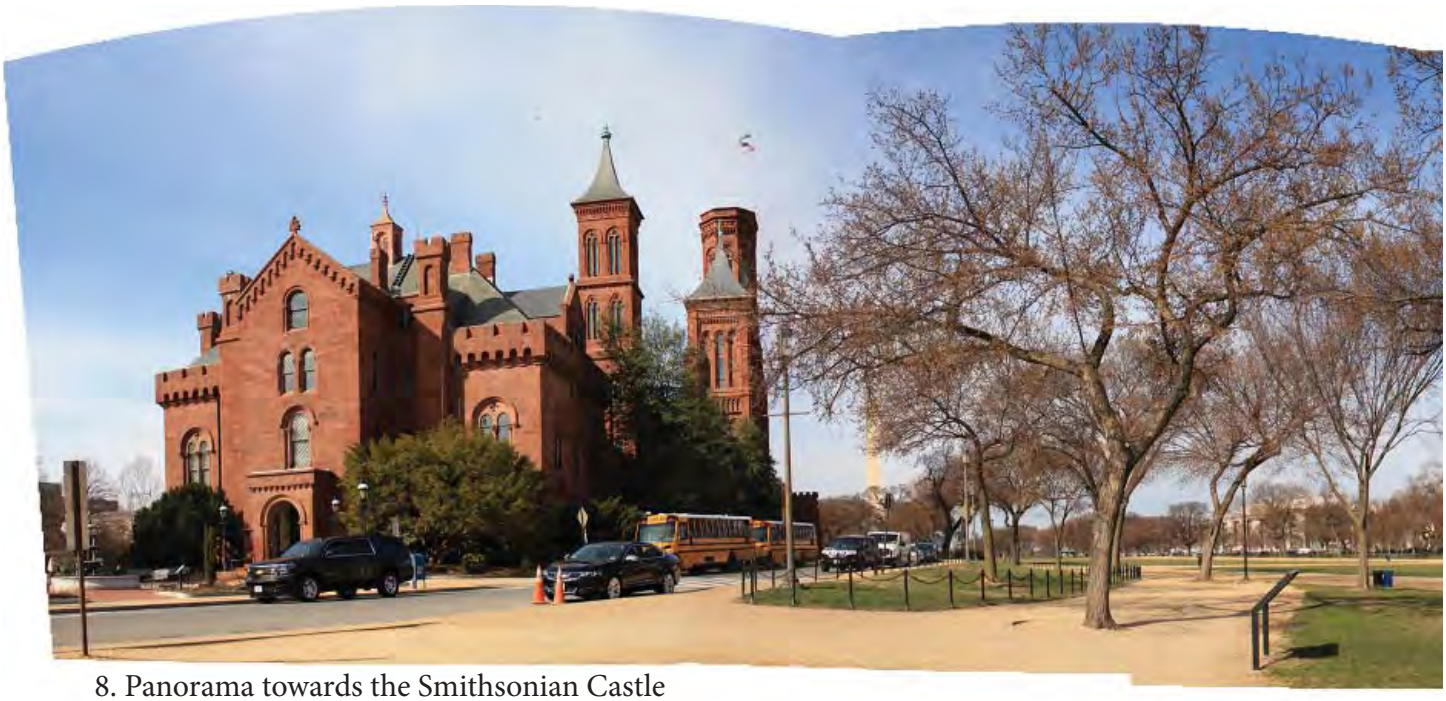
2. View towards the Capitol
Direction: East

3. Panorama towards the Department of Agriculture
Direction: Southwest

4. Panorama at 12th Street
Direction: Southwest

5. Panorama at 12th Street towards the Old Post Office
Direction: North

6. Panorama at Metro Entrance
Direction: South



8. Panorama towards the Smithsonian Castle
Direction: West

7. Panorama towards Natural History
Direction: Northeast

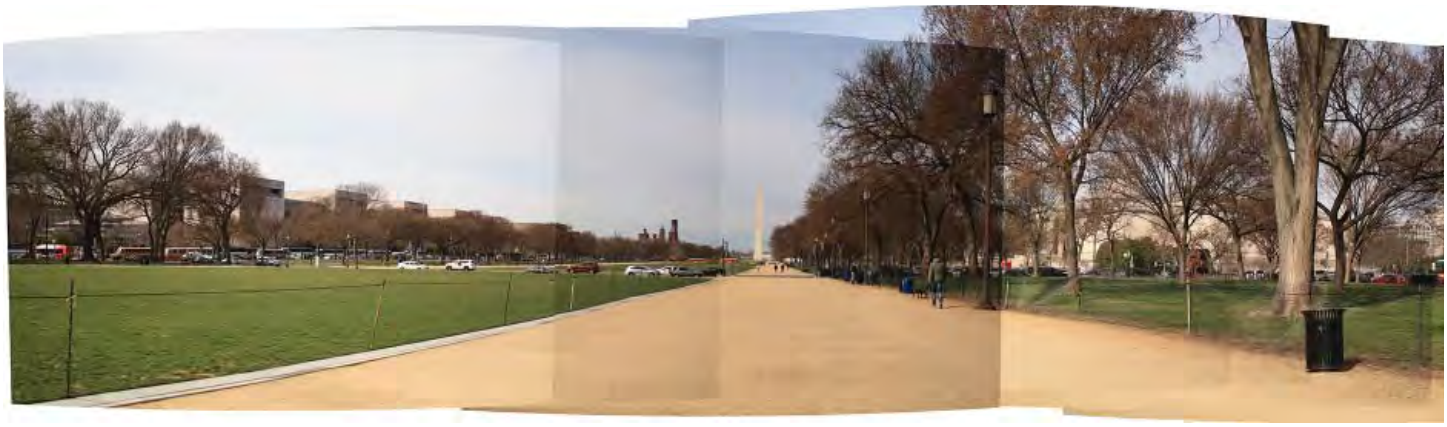
10. Panorama towards the Washington Monument at 7th Street
Direction: West

9. Panorama towards the National Gallery
Direction: Northwest

11. Panorama towards the Washington Monument at American History
Direction: Northwest

12. Panorama towards the Washington Monument at 3rd Street
Direction: Northwest

13. Panorama towards the Washington Monument at 3rd Street
Direction: West



14. Panorama towards the Washington Monument at National Gallery Annex
Direction: West

15. View to National Gallery
Direction: North

16. View to the Arts and Industries Building
Direction: South

17. View to the Hirshorn Museum
Direction: South

18. View to Air and Space Museum
Direction: South

19. View to the Washington Monument
Direction: West

20. View to the Capitol
Direction: East

21. View to the National Archives
Direction: North

22. View to Natural History Museum
Direction: North

23. Elm panel from the center walkway
Direction: South

24. Elm panel from the center walkway
Direction: South

25. Turf panel
Direction: West

26. Southern Elm panel in front of Department of Agriculture
Direction: East

27. Southern Elm panel in front of Department of Agriculture
Direction: East

28. Southern Elm panel in front of Air and Space Museum
Direction: East

29. Southern Elm panel in front of Air and Space Museum
Direction: East

30. Southern Elm showing small scale features
Direction: South

31. Jefferson Elm
Direction: Northwest

32. Jefferson Elm
Direction: West

33. Gravel walk
Direction: West

34. Northern Elm panel
Direction: West

35. Taxodium Distichum south of Natural History Museum
Direction: North

36. National Park Service Information Kiosk
Direction: West

37. National Park Service Refreshment Stand
Direction: South

38. Representative Olmsted Light
Direction: Northeast

39. Representative Olmsted Light
Direction: East

40. Interpretive Panel
Direction: Northwest

41. Benches
Direction: Southeast

42. Benches
Direction: Southeast

43. Benches
Direction: Northeast

44. Social Trails
Direction: East

45. Social Trails
Direction: East

46. Social Trails
Direction: West

47. Edge condtion along the Elm panels
Direction: South

48. Gravel path condition
Direction: Southeast

49. Tree well
Direction: Southeast

50. Polychrome Steps
Direction: South

51. Sink hole at American History
Direction: North

52. Edge condition of turf panel
Direction: North

53. Rat Habitat
Direction: South

54. Grate
Direction: East

55. WMATA Grate
Direction: East

56. Temporary Fence
Direction: North

57. Post and chain fence
Direction: South

58. Carousel
Direction: East

59. Metro Entrance
Direction: West

60. Joseph Henry Statue
Direction: East

61. North Elm Panel
Direction: West

62. North Elm Panel
Direction: West

63. North Elm Panel
Direction: West

Comments	Potential Project	Location #	Location Name	Asset #	Asset Name	WO #	Work Type	WO Desc	WO Long Desc	Materials	Quantity	Unit of Measure
								Edging repair	Multiple edge treatments were observed along the interior edge of the elm panels. Conditions varied from no treatment, trenching, to metal edging strips placed at varied heights. It is recommended that the park determines a uniform standard treatment to better inform volunteer efforts. It is recommended that park supervision be provided during any volunteer edging efforts.	metal	13702	Linear Feet
		2450	Mall Grounds	1532539	Pathways			Regrading Pathways	Cyclic re-grading of surface should continue in order to maintain the character of the gravel pathways in the cultural landscape.	gravel	63913	Sq. yards
								Social Trail Rehabiliation	Social trails were observed in three panels. The social trails run the length of the panels and are located directly behind the benches adajcent to the path. The soil on this space should be de-compacted, over seeded in the spring and fall, and aerated accordingly to encourage the growth of grasses.		1640	Linear Feet
		2450	Mall Grounds	1513182	Trees			Replant Missing Trees	2 European Elms are missing from the 9th Street Axis. They should be replaced through a partnership with Casey Trees.		2	Trees
		2450	Mall Grounds	1513182	Trees			Replant Missing Trees	8 Ulmus American are missing from the panels. They should be replaced with a matching species. They should be replaced with a partnership with Casey Trees		8	Trees
		2450	Mall Grounds	1513182	Trees			Structural Tree Care	Prune trees to remove dead, damaged,and diseased wood; Cablefor structure as needed .			
		2450	Mall Grounds	17750	Grounds of the National Mall Parent			Rehabilitate Turf- Sinkhole	A sinkhole was noted in Panel X. The truf should be rehabilitated.		16	sq. feet
								Rehabilitate Turf- Elm Panels	Bare spots were observed; over seed in the spring and aerate in an appropriate manner. Ensure that the grass varieties selected are appropriate for shaded spaces		55113	sq. feet
								Tree Well Removal		brick	2	Tree wells
								Trashcan Redesign	The existing trash can design is deemed insufficient to deter or impede the current rat situation in the cultural landscape. Working with regional staff, the park should explore different design options.			
		2450	Mall Grounds	1516531/ 1516355	Post and Chain Panel 42 and 41			Post and Chain Fencing Rehabilitation	Several of the posts were exhibiting rust and delamination of paint. This should be addressed with the reapplication of a finish. Broken chains should be fixed in order to maintain the barrier as intended.		1021	Linear Feet
								Rat Habitat	Rat holes were observed on a panel. It is recommended that the park continues to take appropriate measures to address the problem.		16	sq. feet
		2450	Mall Grounds	1484094	Benches			Repair Benches	Slat and bolts are missing.		15	benches
		2450	Mall Grounds	1484094	Benches			Repair Benches	Concrete bases missing causing the benches to be at different heights.		60	benches
								Drain and Grate Repair	Gravel and other particulates were observed in several grates in the gravel paths and on the edge of the restored turf panels. It is recommended that these features are routinely clean to allow water to entered into the below ground cisterns.		5	Grates
		88683, 88684, 88686, 88687	Kiosk Concession Mall Res 03					Concession Kiosk Repair	Patina and water stains were noted on the valleys of the roof structure. These should be cleaned and monitored to ensure that water damage hasn't extended into the roof structure.		4	Kiosk
		2450	Mall Grounds	1123172	Olmsted Pole Lights on Mall			Olmsted Light Cleaning	Clean glass cover. Replace broken glass. Clean light poles.		176	poles
		2450	Mall Grounds	1123172	Olmsted Pole Lights on Mall			Olmsted Light Cleaning	Replace broken light pole bases		4	poles
								Temporary Fencing	Remove			
		2450	Mall Grounds	1483241	Steps to Joseph Henry Statue			Polychrome Steps	Documenting the existing condition of the steps; review agreement with Smithsonian to determine whether the features are being kept to the desired standard.			