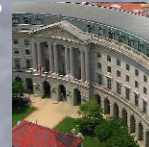
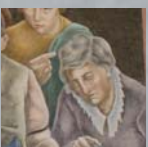
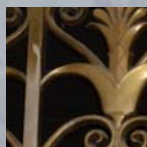
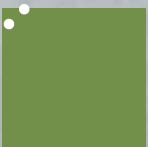
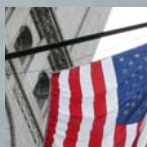
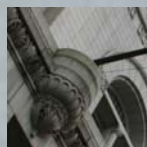


# Federal Triangle Heritage Trail

**Assessment Study**  
January 2010







# Federal Triangle Heritage Trail

## Assessment Study

January 2010

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# I. Overview

In September 2008, the National Capital Planning Commission (NCPCC) partnered with Cultural Tourism DC (CTDC), a local not-for-profit that specializes in the development of Neighborhood Heritage Trails within Washington, DC, to work together to evaluate the feasibility of developing a heritage trail for the Federal Triangle. This self-guided walking tour would highlight the art, architecture, history, commemoration, and governmental functions within the Federal Triangle, with reference to the uses of the land that predate the federal installations.

The purpose of this report is to provide a preliminary look at the research, outreach, collaboration, and resources that will be necessary to design and implement a Federal Triangle heritage trail. It will be used to garner federal and local support for the project, identify potential funding sources, and inform future planning. When complete, the Federal Triangle heritage trail will satisfy a long-held desire of the federal and local governments, as well as city residents, to put on display an area of Washington that has strong local and national significance, and to better connect the National Mall to downtown Washington.

This report includes the following information:

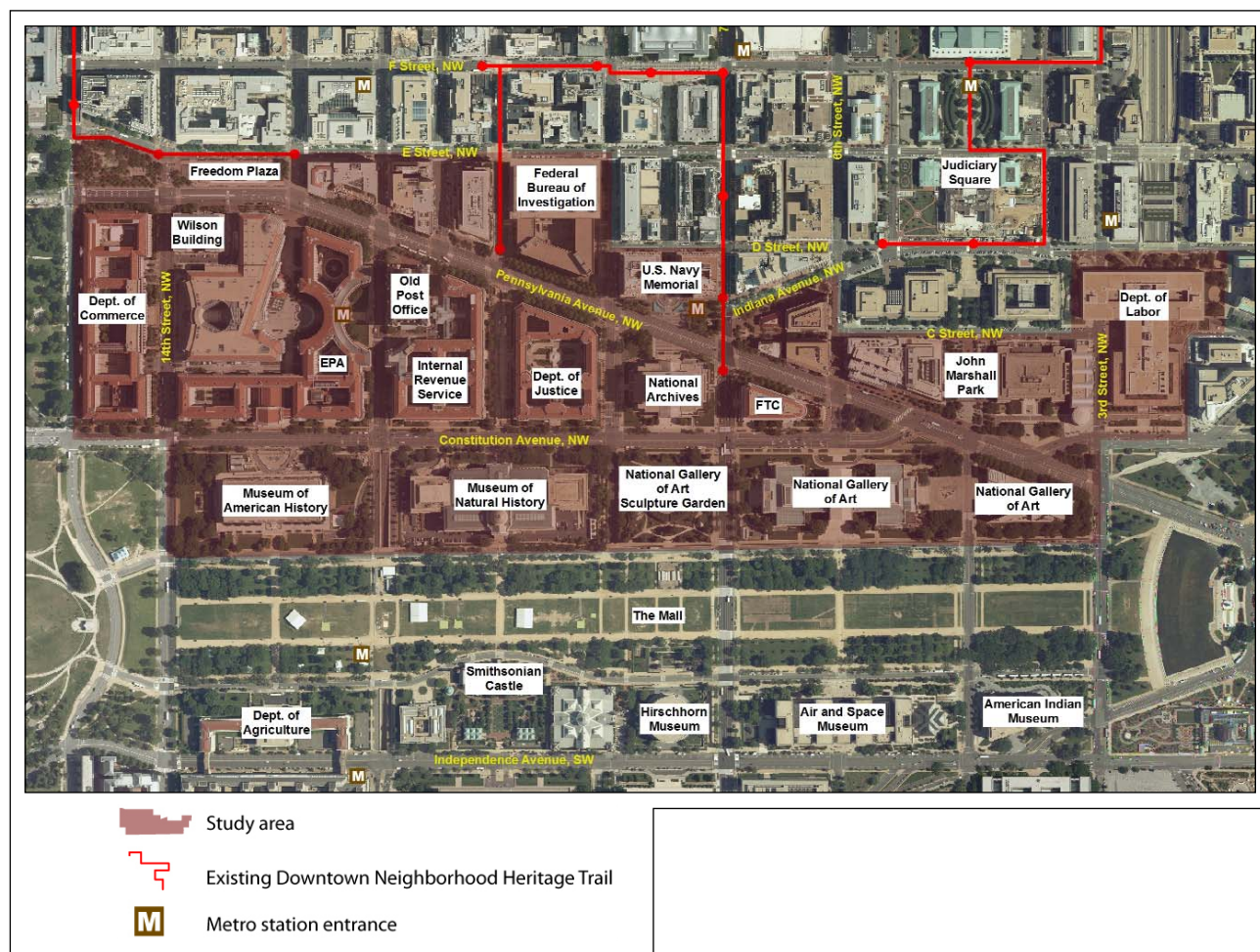
- ▲ A general description of heritage trails
- ▲ The purpose and process for developing this assessment study
- ▲ A series of possible stories that could be featured along the Federal Triangle heritage trail
- ▲ A suggested timeline and preliminary cost estimate for implementing the Federal Triangle heritage trail
- ▲ A collection of planning considerations that should be addressed during design and implementation
- ▲ Conclusion and next steps



## II. Study Area

The study area boundary that was used to prepare this report is consistent with the Federal Triangle precinct of the recently adopted Monumental Core Framework Plan. This boundary encompasses the area that is most commonly regarded as the Federal Triangle, as well as the areas immediately north of Pennsylvania Avenue, NW, and south of Constitution Avenue, NW. The use of this study area to design a Federal Triangle heritage trail is important for several reasons. First, by taking a 360-degree view of the areas that immediately surround the Federal Triangle, the heritage trail will be able to convey how the evolution of this federal precinct has influenced the surrounding neighborhood. This will also expand the realm of content that is available for inclusion in the heritage trail, such as the history of the Federal Bureau of Investigation, the historical uses of the Ellipse, the development of Freedom Plaza, the story of the National Gallery of Art, and the growth of the Smithsonian Institution.

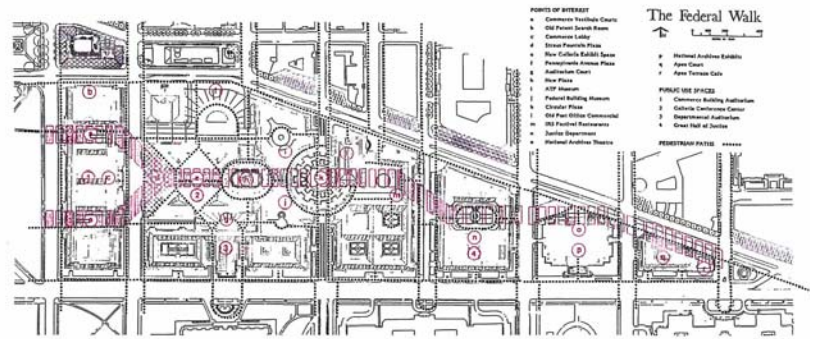
In addition, public spaces such as John Marshall Park, the National Gallery of Art Sculpture Garden, and the U.S. Navy Memorial can be incorporated into the heritage trail route to provide users a place to relax, and take in the monumental scale of the Federal Triangle from a distance. Finally, extending the study area boundary to the north and south will also provide an opportunity to facilitate north-south pedestrian connections between downtown and the National Mall by integrating the new Federal Triangle heritage trail with the city's existing system of Neighborhood Heritage Trails.





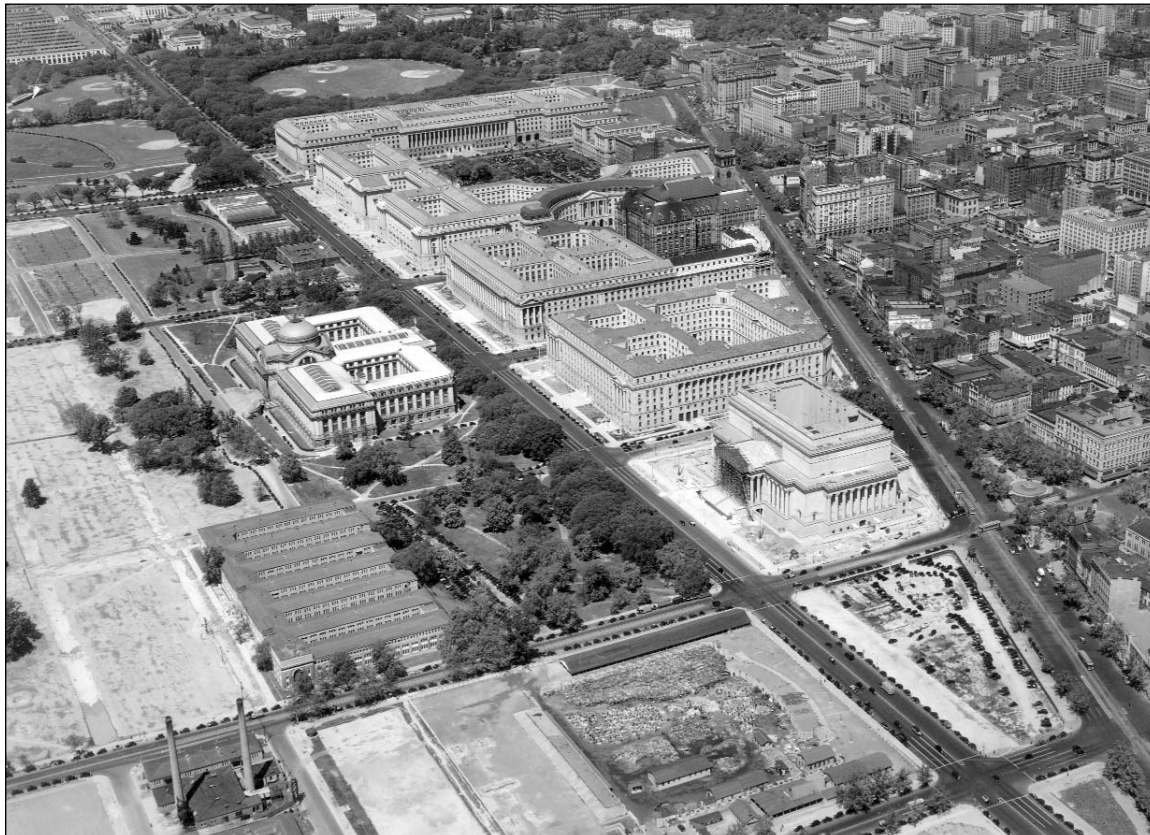
### III. Background

The idea of a self-guided tour through the Federal Triangle that would link downtown and the National Mall was originally conceived in the 1982 Federal Triangle Master Plan, a product of the General Services Administration (GSA). According to this plan, the “Federal Walk,” as it was called then, would educate visitors on the historic significance, architectural treasures, and governmental functions of the Federal Triangle. The 1988 Federal Triangle Master Plan update reinforces this idea, and states that “this walk



*The Federal Walk, a proposal from the Master Plan of the Federal Triangle.*

would be a series of attractions, or destinations that taken as a whole would provide a picture of the Triangle’s richness and variety, yet when taken individually would provide a number of important points of interest.” GSA further acknowledged the importance of implementing the Federal Walk when, despite the growing concern for security in the federal workplace, it preserved this idea in its report “*Urban Design Guidelines for Physical Perimeter and Entrance Security: An Overlay to the Master Plan for the Federal Triangle*.” Most recently, the notion of implementing a self-guided walking tour through the Federal Triangle was included in the **Monumental Core Framework Plan: Connecting New Destinations to the National Mall**, prepared by the National Capital Planning Commission (NCPCC) and the U.S. Commission of Fine Arts (CFA). This plan not only recognizes the value of such a tour in showcasing the rich cultural, social, and governmental history of this area of the nation’s capital, it also seeks to maximize its potential to improve connections between the National Mall, the Federal Triangle, and downtown Washington, DC.



## DISTRICT OF COLUMBIA NEIGHBORHOOD HERITAGE TRAILS

When complete, the District of Columbia's Neighborhood Heritage Trails system will be a collection of 17 self-guided walking trails in all eight of the city's wards. Though relatively new, they have already become a city "brand" thanks to their distinctive design, consistent presentation, depth of research, and accessibility by the general public. The trails embrace the new social history, combining recent memory, as developed through extensive oral history interviewing, with more formal historical research. As such they represent the cutting edge in public historical interpretation. The result is a dynamic, story-telling approach to bringing history to the general public. In 2009, the Council of the District of Columbia designated the Neighborhood Heritage Trails system as the city's "Official Walking Trails."



Each Neighborhood Heritage Trail averages 18 signs and is accompanied by a free guidebook summarizing the trail's information. Signs typically have about 250 words of text, plus eight to ten images with captions. Thus, the history presented is brief and to the point, enhanced by the "thousand words" contained within each image. Typically each sign will present a primary and a secondary story. Heritage Trail signs are interpretive, and fabricated for a minimum ten-year lifespan. Therefore, they are not appropriate for displaying tourist information that is subject to frequent changes. The current design of the standard Neighborhood Heritage Trail sign is a component of the District's citywide wayfinding signage system that was approved by the U.S. Commission of Fine Arts.

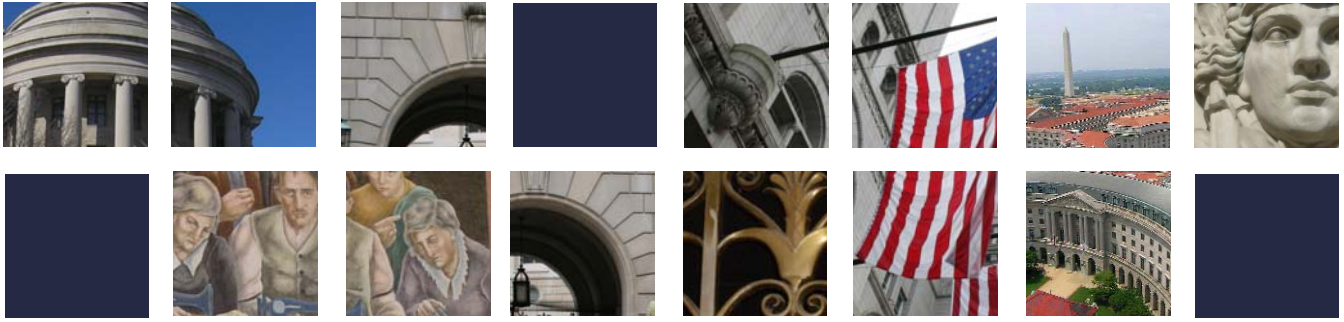
The guidebooks are published in English and Spanish, and are designed to be distributed free to the public at businesses and institutions along the route as an incentive for walkers to patronize these establishments. The guidebooks reproduce some of the photographs used along the trail, and also add bibliographical information, notes on participants who developed the trail, and a list of other trails and their locations.



The process of creating a heritage trail begins with story sharing and gathering of oral histories, extends through documentary and photographic research and expert reviews, and ends with design and installation of the signs. For each of the existing DC Neighborhood Heritage Trails, this process has typically taken 2.5 years. This has allowed for significant public input, thorough research, permitting, fabrication, and installation.

Like the city's existing Heritage Trails, the intended purpose of the Federal Triangle heritage trail is not simply to be a collection of factual markers, but rather a collection of stories and dynamic historic images that convey the social history of the neighborhood. With this approach the heritage trail will better engage viewers who search for relevant associations as they are entertained and educated.





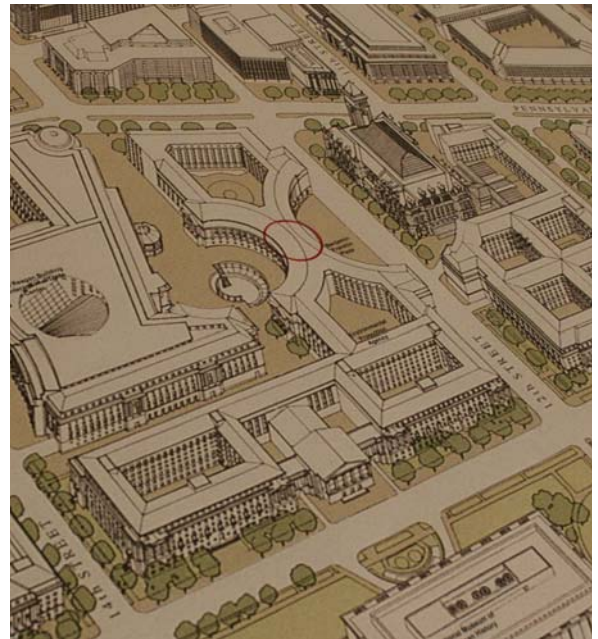
## IV. Assessment Study Development

To assemble this report, NCPC and CTDC convened meetings with representatives from each of the federal agencies that are currently located within the Federal Triangle. Representatives from local government agencies such as the District Department of Transportation, District of Columbia Office of Planning, and the District of Columbia State Historic Preservation Office also participated. The meetings focused on three key questions:

- What stories could be told along a Federal Triangle Heritage Trail?
- Where within the area's public space could these stories be told?
- What resources are available to help tell these stories?

In addition to meeting with interested federal and local agencies, NCPC and CTDC staff visited the Federal Triangle to gain a familiarity with the study area and its relationship with its surroundings; get a sense of the area's accessibility and take a visual inventory of its cultural, recreational, and commercial assets; and to identify areas that may be appropriate for a heritage trail sign. Additional background research was conducted in order to inform the meeting participants and identify possible heritage trail content. The following is a list of the federal and local agencies that participated:

Advisory Council on Historic Preservation (ACHP)  
 Department of Commerce (Commerce)  
 Department of Justice (DOJ)  
 District Department of Transportation (DDOT)  
 District of Columbia Office of Planning (DCOP)  
 District of Columbia State Historic Preservation Office (DC SHPO)  
 Federal Bureau of Investigation (FBI)  
 Federal Trade Commission (FTC)  
 General Services Administration (GSA)  
 National Archives and Records Administration (NARA)  
 National Gallery of Art (NGA)  
 National Park Service (NPS)  
 Smithsonian Institution (SI)  
 United States Commission of Fine Arts (CFA)



## V. Possible Trail Route and Topics

The creation of the Federal Triangle heritage trail is an opportunity to educate residents, workers, and visitors on the area's diverse cultural and social assets. By highlighting these assets the heritage trail will invite visitors to explore the Federal Triangle, and use the area's public spaces to reflect on what they've learned. At the same time, the heritage trail can serve to better connect this federal precinct to the rest of the city by opening new passages for pedestrian circulation, making public spaces more accessible, and reducing the monumentality of the area at the pedestrian level by providing a familiar system of wayfinding signage.

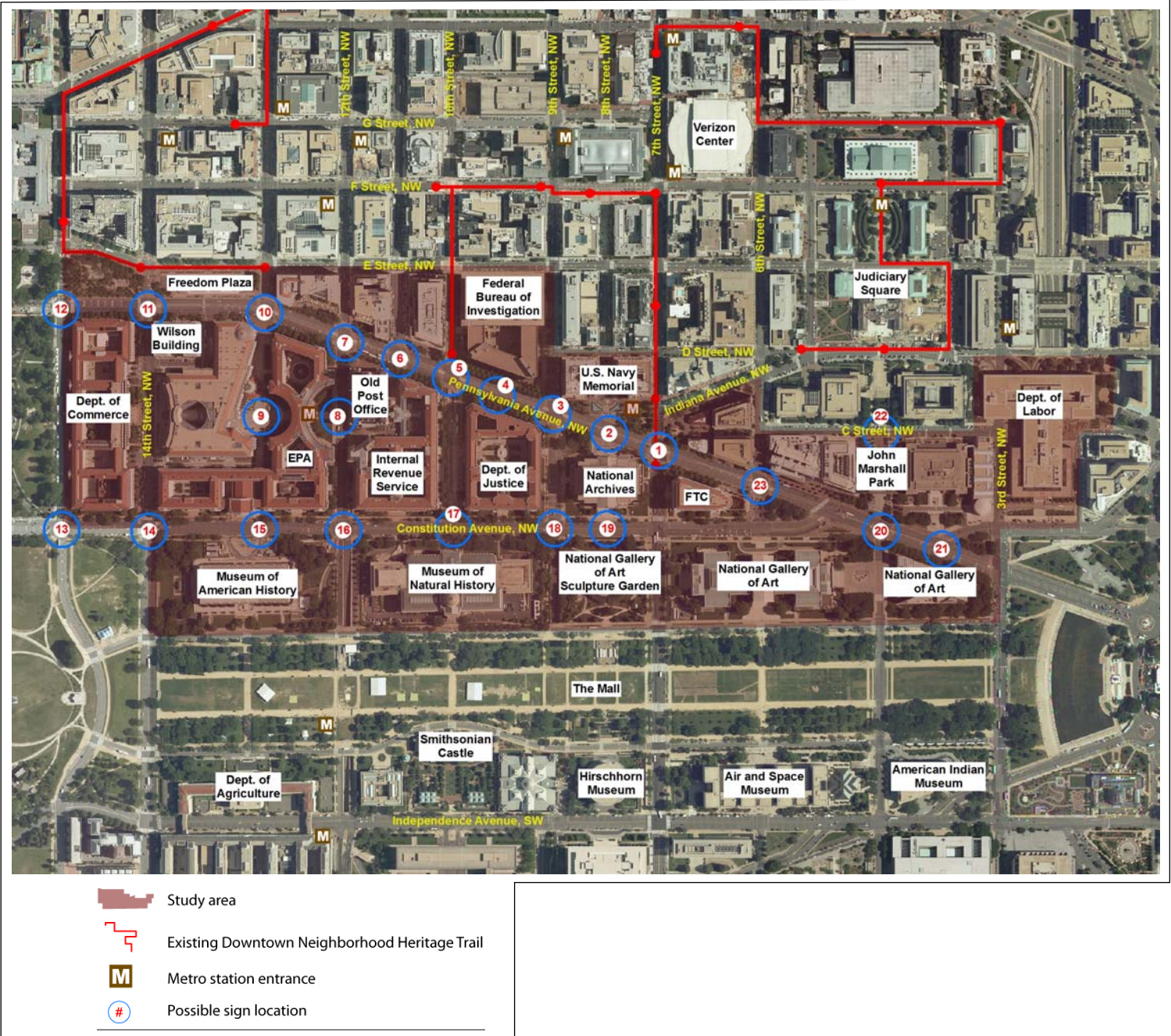
The success of the Federal Triangle heritage trail will depend on the ability to effectively and concisely communicate the area's rich, multi-faceted history. It should demonstrate that the Federal Triangle is not just a set of grand buildings, but it is home to important functions of the federal and local governments carried out by dedicated public servants. In describing the area's development history leading up to the monumental buildings we see today, the trail should discuss the influence this acreage had on the surrounding areas, and on the overall development of the city of Washington as both the nation's capital and a familiar, American city.



By inviting tourists to expand their visit to the National Mall, and by offering a pleasant and healthful walk for those who work in the area, the heritage trail will animate the many public areas of the Federal Triangle. By linking to the city's existing system of Neighborhood Heritage Trails, it will encourage tourists to appreciate the rest of the city, bring more revenue to local government and businesses by increasing pedestrian traffic, and aid workers and nearby residents in the full enjoyment of downtown Washington. Moreover it will improve east-west connections within the Federal Triangle, and facilitate north-south pedestrian circulation between the downtown, Federal Triangle, National Mall, and Southwest Washington.

Heritage trail topics, and possible sign locations, that appear in the outline below are reflective of the ideas that were generated during the government stakeholder meetings, and take into consideration lessons learned over time from the development of the city's existing Neighborhood Heritage Trails. For example, a very important factor to the success of a heritage trail is its relationship to existing modes of public transportation, and in particular Metrorail. Therefore, the possible sign locations identified below take advantage of the Federal Triangle's namesake Metrorail station, located near 12th Street, NW and Pennsylvania Avenue, NW, and the Archives-Navy Memorial-Penn Quarter Metrorail station located near 7th Street, NW and Pennsylvania Avenue, NW. Other considerations that need to be taken into account include the distance between heritage trail signs; the length of the trail and the time it takes to complete the walking tour; the number of stories told on each sign; and the relevance of the information on a particular sign to its surroundings.





The information presented below is in no way a comprehensive or fully resolved set of heritage trail topics and possible sign locations, and all titles are for discussion purposes only. The true purpose of this information is to provide a foundation upon which the future efforts to design and implement the Federal Triangle heritage trail can rest. These efforts will undoubtedly require additional research and outreach in partnership with federal and local agencies, current and retired public servants, and of course the general public. The outreach effort will be useful when developing the heritage trail; it will help to uncover individual stories that may resonate on a very personal level for some visitors, while eliciting a new-found respect from others.

<b>Sign 1</b>	<b>Grandeur for the People</b>
<b>POSSIBLE LOCATION</b>	7th Street, NW and Pennsylvania Avenue, NW (Archives-Navy Memorial-Penn Quarter Metrorail station)
<b>TOPICS</b>	<ul style="list-style-type: none"> <li>▲ The impetus behind the construction of the Federal Triangle and the role of the City Beautiful Movement</li> <li>▲ 1901 McMillan Plan and the creation of the U.S. Commission of Fine Arts</li> <li>▲ The Public Buildings program, Charles Moore, and others combined with contemporary political realities:</li> <li>▲ competition between American-style democracy and totalitarianism</li> <li>▲ The symbolic significance of the Federal Triangle and the United States' role as a world power.</li> </ul>
<b>Sign 2</b>	<b>On The Record</b>
<b>POSSIBLE LOCATION</b>	Pennsylvania Avenue, NW (between 7th Street, NW and 9th Street, NW)
<b>TOPICS</b>	<ul style="list-style-type: none"> <li>▲ The National Archives</li> <li>▲ The plan for the Federal Triangle, siting of specific buildings, and relationship to the L'Enfant Plan</li> <li>▲ John Joseph Earley and his polychrome concrete mosaic at the Department of Justice</li> <li>▲ The location of the former Center Market</li> </ul>
<b>Sign 3</b>	<b>G-Men and G-Women</b>
<b>POSSIBLE LOCATION</b>	Pennsylvania Avenue, NW and 9th Street, NW
<b>TOPICS</b>	<ul style="list-style-type: none"> <li>▲ The history and mission of the Federal Bureau of Investigation (FBI)</li> <li>▲ J. Edgar Hoover</li> <li>▲ The FBI Building's "new brutalism" architectural style</li> <li>▲ FBI Building site prior to construction including Native American artifacts found during excavation</li> </ul>
<b>Sign 4</b>	<b>And Justice for All</b>
<b>POSSIBLE LOCATION</b>	Pennsylvania Avenue, NW (between 9th Street, NW and 10th Street, NW)
<b>TOPICS</b>	<ul style="list-style-type: none"> <li>▲ The Justice Department's role in American life</li> <li>▲ Fighting crime and especially desegregating American life and promoting civil rights;</li> <li>▲ Segregation and desegregation in the Federal workplace</li> <li>▲ Robert Kennedy, Francis Biddle, Elliot Ness</li> </ul>
<b>Sign 5</b>	<b>Paying for a Civilized Society</b>
<b>POSSIBLE LOCATION</b>	Pennsylvania Avenue, NW and 10th Street, NW
<b>TOPICS</b>	<ul style="list-style-type: none"> <li>▲ The history and mission of the Internal Revenue Service (IRS)</li> <li>▲ What our tax dollars buy</li> </ul>





**Sign 6****Preserving the Past****POSSIBLE LOCATION**

Pennsylvania Avenue, NW and 11th Street, NW

**TOPICS**

- ▲ The Old Post Office, the unfinished hemicycle, and the birth of the historic preservation movement
- ▲ The view from the Old Post Office Tower
- ▲ History of the Old Post Office tower bells

**Sign 7****Keeping It Green****POSSIBLE LOCATION**

Pennsylvania Avenue, NW and 12th Street, NW

**TOPICS**

- ▲ The history and mission of the Environmental Protection Agency (EPA)
- ▲ The ornate and dramatic façades, arcades, and porticos of the Ariel Rios Building

**Sign 8****On the Cutting Edge****POSSIBLE LOCATION**

12th Street, NW (between Pennsylvania Avenue, NW and Constitution Avenue, NW - Federal Triangle Metrorail station)

**TOPICS**

- ▲ State-of-the-art building design in the 1930s, including central air conditioning, courtyards for natural light and air, piped-in steam heating.
- ▲ Works Progress Administration (WPA) murals and mosaics
- ▲ Publicly accessible WPA murals and mosaics located in Ben Franklin Station Post Office

**Sign 9****Appointed Rounds****POSSIBLE LOCATION**

Ariel Rios Courtyard (Benjamin Franklin Circle)

**TOPICS**

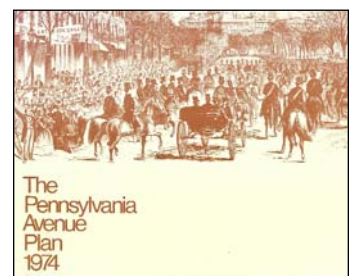
- ▲ Story of the U.S. Postal Service

**Sign 10****An Enclave Remade****POSSIBLE LOCATION**

Pennsylvania Avenue, NW and 13th Street, NW (Moynihan Place)

**TOPICS**

- ▲ Pennsylvania Avenue Development Corporation (PADC) (Moynihan Place)
- ▲ The role of John F. Kennedy in remaking the avenue.
- ▲ Freedom Plaza
- ▲ Reagan Building
- ▲ "Hooker's Division" and the sex trade that predated the Federal Triangle.

**Sign 11****Whose City Is This?****POSSIBLE LOCATION**

Pennsylvania Avenue, NW and 14th Street, NW

**TOPICS**

- ▲ John A. Wilson Building and how the District of Columbia is governed
- ▲ The changing role of automobiles in American life and its impact on the design of the Federal Triangle
- ▲ Streetcars along Pennsylvania Avenue
- ▲ The growth of the federal workforce during WWI and WWII
- ▲ The consolidation of the federal workforce



**Sign 12****POSSIBLE LOCATION****TOPICS****Open for Business**

Pennsylvania Avenue, NW and 15th Street, NW

- ▲ History and mission of the Department of Commerce
- ▲ Story of the British watching the White House burn from Mrs. Suter's Tavern in 1814.
- ▲ The area's history as an entertainment quarter: theaters, Bull Run Cyclorama, Harvey's Oyster Bar
- ▲ The Federal Triangle in film and television.

**Sign 13****POSSIBLE LOCATION****TOPICS****And That's Where the President Lives**

15th Street, NW and Constitution Avenue, NW

- ▲ The White House and the Ellipse.
- ▲ Historic use of the Ellipse (commercial, recreational, etc)

**Sign 14****POSSIBLE LOCATION****TOPICS****Waterworks**

14th Street, NW and Constitution Avenue, NW

- ▲ National Aquarium in the Department of Commerce
- ▲ Washington Canal and Tiber Creek
- ▲ Flooding in the Federal Triangle, including the great flood of 1889

**Sign 15****POSSIBLE LOCATION****TOPICS****The Nation's Attic**

Constitution Avenue, NW (*between 13th Street, NW and 14th Street, NW*)

- ▲ James Smithson's bequest to the United States and the birth of the Smithsonian Institution
- ▲ Story of the Museum of American History
- ▲ Mellon Auditorium, site of the first Selective Service "Draft" of 1940

**Sign 16****POSSIBLE LOCATION****TOPICS****Vistas**

Constitution Avenue, NW and 12th Street, NW

- ▲ The wide streets and avenues of the L'Enfant Plan
- ▲ 12th Street as a gateway into the city and views through the Federal Triangle.
- ▲ Challenges of building Metrorail

**Sign 17****POSSIBLE LOCATION****TOPICS****What Style Is It?**

10th Street, NW and Constitution Avenue, NW

- ▲ The building styles of the Federal Triangle, from Beaux-Arts to Art Deco and back.
- ▲ Story of the Museum of Natural History

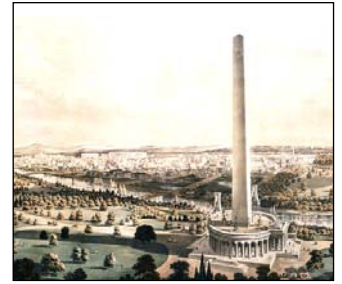




**Sign 18****POSSIBLE LOCATION****TOPICS****The “public walk”**

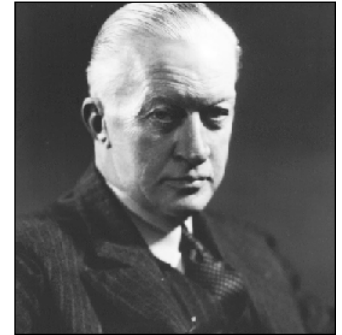
9th Street, NW and Constitution Avenue, NW

- ▲ The National Mall as planned by Pierre L'Enfant, developed by Andrew Jackson Downing, and re-made by the McMillan Plan.

**Sign 19****POSSIBLE LOCATION****TOPICS****Washington Goes to War**

Constitution Avenue, NW (*between 7th Street, NW and 9th Street, NW*)

- ▲ World War I and II temporary buildings on the Mall
- ▲ Washington grows in response to crises
- ▲ Story of John Russell Pope and the craftsmen and tradesmen who built the National Archives building

**Sign 20****POSSIBLE LOCATION****TOPICS****The Golden Rule**

4th Street, NW and Pennsylvania Avenue, NW

- ▲ History and mission of the Federal Trade Commission (FTC), the need for a federal watchdog to stop unfair and unsafe business practices
- ▲ Story of how the FTC came to occupy the Federal Triangle's last structure.
- ▲ The simplified design of the FTC Building (Apex Building)
- ▲ The immigrants of 4 1/2 St., and relocating Chinatown

**Sign 21****POSSIBLE LOCATION****TOPICS****Dollar-a-Year Man**

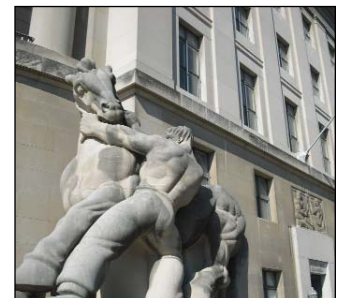
Pennsylvania Avenue, NW and Constitution Avenue, NW

- ▲ Andrew Mellon and the story of the National Gallery.
- ▲ Patriotic philanthropy and dollar-a-year men.

**Sign 22****POSSIBLE LOCATION****TOPICS****America's Main Street**

4th Street, NW and C Street, NW

- ▲ Government Girls
- ▲ Frances Perkins, first female cabinet member, Secretary of Labor
- ▲ The Story of John Marshall

**Sign 23****POSSIBLE LOCATION****TOPICS****Muscular Art**

Pennsylvania Avenue, NW and 6th Street, NW

- ▲ The Apex Building sculptures and the art that generally pervades the Federal Triangle building façades
- ▲ The train stations (and other businesses) that occupied the Mall.
- ▲ President Garfield's assassination inside the Baltimore and Potomac train station
- ▲ Walking the avenue: Presidential inaugural walks, protests and celebrations.
- ▲ Looking at racial progress, from slave pens along Pennsylvania Avenue to President Obama's inauguration, racial riots of 1919
- ▲ The Bonus March: confronting and dispersing the Bonus Army protestors

## VI. Implementation Timeline

This implementation timeline is for discussion purposes only and is based largely on CTDC's experience on designing other DC Neighborhood Heritage Trails. For the purposes of this assessment, it has been assumed that design of the Federal Triangle heritage trail would begin in February 2010, and would continue for a period of approximately 22 months. An underlying assumption of this timeline is that the design of the Federal Triangle heritage trail signs will be consistent with the city's existing Neighborhood Heritage Trails in order to facilitate better pedestrian connections between downtown and the National Mall through the use of a consistent set of wayfinding signage.

The suggested implementation timeline is broken into four components:

Content and design

Agency coordination

Sign fabrication

Permitting/installation

The **Content and Design** component includes those project activities that deal with public outreach, development of heritage trail content, and design of the sign panels.

The **Agency Coordination** component outlines the schedule of federal and local coordination and review that will be necessary to implement the project.

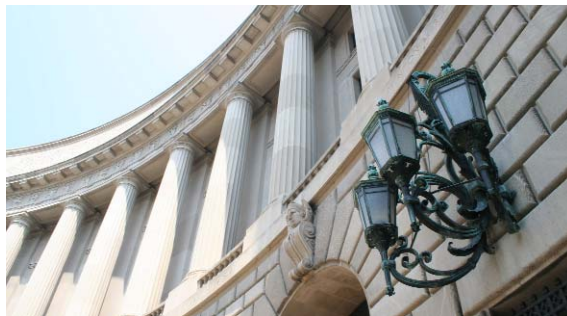
Finally, the **Sign Fabrication**, and **Permitting and Installation** components describe the process of manufacturing and installing the actual heritage trail signs. The timeline is broken into components in order to show what project activities can take place concurrently, and to help identify areas where the project can be expedited once design of the trail begins.

DATE	CONTENT AND DESIGN	AGENCY COORDINATION	SIGN FABRICATION	PERMITTING AND INSTALLATION
2/2010	Begin public and agency stakeholder meetings to identify conceptual trail route and topics, and oral history subjects.	<p>Confirm stakeholder representatives and form a Federal Triangle heritage trail working group.</p> <p>Initiate discussions with applicable agencies on opportunities to provide increased public accessibility to Federal Triangle buildings.</p> <p>Initiate discussions with GSA, NPS, and DDOT on public space restrictions and permitting processes within the study area, particularly along Pennsylvania Avenue.</p>		
Milestone 6/2010	NCPC and CFA review of conceptual heritage trail route and topics.			
6/2010		Stakeholders review and comment on conceptual trail route and topics, as well as list of identified oral history subjects.		



DATE	CONTENT AND DESIGN	AGENCY COORDINATION	SIGN FABRICATION	PERMITTING AND INSTALLATION
7/2010	Prepare request to District of Columbia Heritage Trails Advisory Committee for inclusion in the city's Neighborhood Heritage Trail program	Present conceptual trail route and topics to District of Columbia Heritage Trails Advisory Committee for review and approval		
7/2010	<p>(**assuming approval by the District of Columbia Heritage Trails Advisory Committee **)</p> <p>Conceptual trail route and topics are expanded through in-depth research, oral interviews, and researching historical photographs.</p> <p>Preparation of draft trail script and captions.</p>	Initiation of Section 106 consultation and National Environmental Policy Act (NEPA) processes (if required).		
12/2010		Stakeholders review and comment on first draft of trail script, sign captions, and photo selections.		
1/2011	Final edits/changes to draft trail script, sign captions, and photo selections.	<p>Stakeholders review and comment on final draft of trail script, sign captions, and photo selections.</p> <p>Completion of Section 106 consultation and National Environmental Policy Act (NEPA) processes (if required).</p>		
Milestone 2/2011	NCP and CFA review preliminary and final trail route and topics.			
3/2011	Route/sign locations are declared final		Initiate process for identifying contractor(s) for sign panel and hardware fabrication.	<p>Initiate process for identifying contractor(s) for sign installation.</p> <p>Begin permitting process with federal and local agencies.</p>
3/2011	Begin layout of trail sign panels			
3/2011	Begin work on audio tour.			
4/2011	Begin writing companion guidebook (English version)			
4/2011		Stakeholders review and comment on design and layout of sign panels		
5/2011		Stakeholders review and comment on guidebook (English version)		
6/2011	Guidebook copy sent to Spanish translator		Select sign panel and hardware fabricator(s)	
Milestone 6/2011	Final design of trail signs sent to fabricator			

DATE	CONTENT AND DESIGN	AGENCY COORDINATION	SIGN FABRICATION	PERMITTING AND INSTALLATION
7/2011		Stakeholders review and comment on guidebook (Spanish version)		Complete all necessary permitting processes.  Select contractor(s) for installation of trail signs
7/2011		Audio tour submitted to stakeholders for review and comment		
<b>Milestone 8/2011</b>	<b>Audio tour is completed</b>			
7/2011	Guidebooks sent to designer			
7/2011		Design of guidebook submitted to stakeholders for review and comment		
8/2011	Guidebooks sent to printer	Stakeholders arrange guidebook distribution	Trail signs received and inspected.	
<b>Milestone 8/2011</b>	<b>Guidebooks delivered</b>			
9/2011				Signs installed
<b>Milestone 10/2011</b>	<b>Final trail dedication event</b>			





## VII. Cost Estimate

The following estimate reflects the typical costs associated with the planning, design and installation of a 23-sign heritage trail in the Federal Triangle. As with the suggested implementation timeline, this cost estimate is based on the past experiences of CTDC in designing and implementing the existing system of DC Neighborhood Heritage Trails. All costs are based on 2009 pricing and are subject to change based on federal government procurement procedures, and when implementation of the Federal Triangle heritage trail actually begins.

### Phase 1 through Application

#### 5 months (2/2010 - 7/2010)

Hold stakeholder meetings; compile data, write application, appear before Heritage Trail Advisory Committee for review and approval.

#### Meetings & Writing Application

Staff	\$27,387
Supplies and Travel	\$230
Subtotal	\$27,617

### Phase II Development

#### 7 months (7/2010 - 2/2011)

Complete research, work with stakeholders on building access questions, compile historic images, edit manuscript, submit for stakeholders' review, and prepare final manuscript.

Staff	\$112,000
Supplies and Travel	\$380
Photo Acquisition and Permissions	\$3,100
Subtotal	\$ 115,480

### Phase III Design

#### 6 months (3/2011 - 8/2011)

Design signs, submit for stakeholders' comments, write and design booklets

Staff	\$47,883
Translator	\$3,082
Supplies and Travel	\$161
Cartography	\$500
Design - English book	\$10,914
Design - Spanish book	\$8,025
Design - Signs	\$29,532
Printing - English Book	\$ 8,000
Printing Spanish Book	\$5,350
Subtotal	\$113,447

#### Audio 5 months (3/2011 - 8/2011)

Staff	\$40,308
Audio producer	\$32,100
Subtotal	\$72,408

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## Phase IV Fabrication and Installation

### 4 months (6/2011 - 10/2011)

Manage fabrication including all proofs and oversee installation.  
This does not include permitting costs if applicable.

#### Fabrication

Staff	\$13,829
Supplies and Travel	\$275
Fabrication of standard HT signs	\$125,350
Subtotal	\$139,454

#### Installation

Staff	\$6,641
Supplies and Travel	\$25
Installation of standard HT signs	\$31,050
Subtotal	\$37,716

## Total Cost

**\$ 506,122**





## VIII. Planning Considerations

The Federal Triangle heritage trail will be the first of hopefully a series of trails that traverse the areas traditionally known as federal precincts which surround the National Mall. As a project located on federal land, the project will be subject to review by federal agencies. Furthermore, since the heritage trail signs will be located within public space, the project will most likely require review by the federal and local authorities that have jurisdiction over this space. This section briefly describes the various public review and/or regulatory approvals required for the project, as well as some important design issues that should be considered in the development of the heritage trail.

### FEDERAL AND LOCAL REVIEW

#### National Capital Planning Commission

As the central planning agency for the federal government, NCPC has review authority over federal projects in the national capital region. Since the signs associated with the Federal Triangle heritage trail would be located on land owned by the federal government, this project would be subject to NCPC review and approval. NCPC review involves the determination that the proposed action is consistent with the policies of the Comprehensive Plan for the National Capital: Federal Elements, the Monumental Core Framework Plan, and other relevant plans and policies. In addition, as a federal agency any NCPC action is subject to the requirements of Section 106 of the National Historic Preservation Act, and the National Environmental Policy Act (NEPA). Therefore, depending on the scope and location of the project, the entity charged with leading the implementation of the heritage trail may be required to initiate and complete Section 106 consultation with the District of Columbia State Historic Preservation Office, and prepare the necessary environmental documentation in accordance with NEPA.

#### U.S. Commission of Fine Arts

The U.S. Commission of Fine Arts (CFA) reviews the design of public buildings, commemorative works, and parks in the District of Columbia, among other responsibilities. In addition, the Shipstead-Luce Act authorizes CFA to review the designs of private developments on land abutting or across from important federal properties including Pennsylvania Avenue between the White House and the U.S. Capitol. Therefore, the implementation of the Federal Triangle heritage trail would be subject to review by CFA.

#### District Department of Transportation Public Space Committee

The District Department of Transportation has management and oversight responsibility for the use and occupancy of the public space. Public space is defined as all the publicly owned property between the property lines on a street and includes, but is not limited to, the roadway, tree spaces, sidewalks and alleys. Depending upon the type and location of the request to use or occupy the public space, the request may require the review of DDOT's Public Space Committee (PSC). The Public Space Committee meets monthly to review and render a decision on a variety of types of permit applications, and provides a recommendation to DDOT on whether an application can be approved without having an adverse impact on the use and safety of the public space. Since the signs associated with the Federal Triangle heritage trail will be located within the public right-of-way, they will most likely require the review of the DDOT Public Space Committee.

### **District of Columbia Neighborhood Heritage Trails Advisory Committee**

The DC Neighborhood Heritage Trails Advisory Committee reviews and approves all applications for the production of new DC Neighborhood Heritage Trails. The panel is chaired by DDOT, and consists of representatives from the Federal Highway Administration, DC Parks and Recreation, DC Office of Planning, DC State Historic Preservation Office, Historical Society of Washington, DC, and the Washington Metropolitan Area Transit Authority. Therefore, prior to any extensive research and outreach, the Federal Triangle heritage trail concept will first need to be approved by the advisory committee. To render a decision, the advisory committee applies a set of criteria to determine whether a proposal is eligible to be included in the city's existing system of Neighborhood Heritage Trails.

### **Public Involvement and Interagency Collaboration**

In addition to the public participation that is necessary during the federal and local review process, the actual development of the Federal Triangle heritage trail should be based on extensive public input. As a federal office enclave, the Federal Triangle is not a “neighborhood” in the traditional sense of the word. However, this should not be interpreted to mean that the area lacks in strong personal connections. To a large degree, the development history of the Federal Triangle is a physical embodiment of the story of the United States, and therefore an opportunity to reach audiences on a national level. To ensure that



residents, workers, and visitors can personally relate to stories told on the heritage trail, efforts should be made to collect stories from as diverse a population as possible during the research phase of the project. The heritage trail is also an opportunity to educate the public on the role of government in everyday life, especially on the history and mission of the government agencies within the Federal Triangle. Therefore, current and retired government employees, historians, and other interested stakeholders should work closely with those putting together the heritage trail in order to assemble a clear and consistent message.

### **Building and Courtyard Access**

There are opportunities and constraints to providing access to the Federal Triangle's courtyards and buildings. Several of the buildings contain significant cultural resources such as murals, sculptures, and interior architectural elements not found in any other building in the nation. For instance, the lobbies, hallways and library in the Department of Justice headquarters showcase over fifty murals painted by prominent American artists. 7Mall, the east-west connections through the Federal Triangle pose a bigger challenge, partly due to the size of the buildings, the absence of east-west streets, and the limited pedestrian paths.

The buildings in the Federal Triangle are primarily office buildings, where employees conduct the daily work of these federal agencies.



As such, workplace disruption should be minimized, and work environments must be secured, if public access is allowed in these buildings. Guided public tours could be limited to the lobbies, hallways, and communal areas without disturbing the privacy of federal employees at work and the overall operations of the various agencies. Individual building tours could also be coordinated, and occur on a weekly or monthly basis during times when workplace disruption and security concerns would be minimal. Information about these tours could be included in the heritage trail guidebooks, or on various websites.

### **Pedestrian Linkages**

A key objective of the Federal Triangle heritage trail is to improve pedestrian connections between the downtown, National Mall, the Southwest neighborhood, and the waterfront. A heritage trail in the Federal Triangle that connects to the existing “Civil War to Civil Rights” Neighborhood Heritage Trail to the north would be an important first step towards achieving this objective. Linking these trails would provide pedestrians a seamless network of safe, walkable connections that have the added amenity of offering cultural enrichment.

Although sidewalks and walking paths currently exist within the Federal Triangle, they may not possess adequate amenities for wayfinding, safety, and comfort of pedestrians. The large-scale buildings cut off sightlines and long distance views of destinations, making wayfinding a challenge. Therefore, pedestrian safety and accessibility must be a key consideration during the heritage trail’s research and planning stages. Taking the necessary precautions to ensure pedestrian safety and comfort will greatly increase the trail’s success in conveying information. This includes:

- ▲ Making sure crosswalks are in good working order including paving and signal timers
- ▲ Making sure sidewalks are well-maintained
- ▲ Minimizing the number of street crossings
- ▲ Maintaining proximity to places that have seating, shade, and refreshments
- ▲ Locating trail signs far enough away from curbs and busy intersections
- ▲ Locating trail signs so as not to impede pedestrian flow along the sidewalk
- ▲ Locating trail signs in areas that are well lit, have multiple points of access, and are not screened by walls or vegetation.

Therefore, it is recommended that implementation of the Federal Triangle heritage trail be carried out simultaneously with any streetscape improvements found to be necessary.

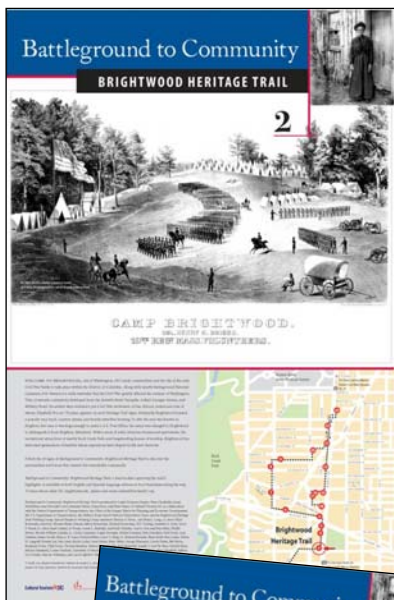
In addition to improving pedestrian connections, the heritage trail has the potential to increase access and visitation to local businesses and destinations. To maximize this potential, the design of the heritage trail should take into consideration the amenities that exist within the study area. For example, in the vicinity of the Federal Triangle are major destinations and attractions such as public plazas, museums, theaters, cafes, and restaurants that can be visually linked to the heritage trail through the strategic placement of the trail’s interpretive signs near primary building entryways and gateway locations.





## Transit Linkages

To increase visibility and access, heritage trail signs should be strategically located near bus stops and Metrorail stations. Several Metrobus routes service the Federal Triangle, making the precinct highly accessible by transit from other parts of the District and the region. Fifteen to twenty Metrobus routes serve the Federal Triangle via Pennsylvania Avenue, NW, and another five Metrobus routes run along Constitution Avenue, NW. Seventh Street, NW, which is at the eastern end of the Federal Triangle, is also a major route for buses, with 15 different routes. The “Convention Center-SW Waterfront” route of the DC Circulator also provides a premium transit service to the Federal Triangle. Most significantly as it applies to the location of heritage trail signs, the Federal Triangle enjoys excellent Metrorail access with its own namesake station located at the Ariel Rios Building (EPA Headquarters) on 12th Street, NW, and three other stations within four blocks: National Archives-Navy Memorial-Penn Quarter, Gallery Place-Chinatown, and Metro Center stations.



## Sign Design and Location

The Federal Triangle heritage trail has the potential to be a unifying element of the streetscape along Pennsylvania Avenue, Constitution Avenue, and throughout the Federal Triangle public spaces. It also has the potential to improve pedestrian connections by seamlessly integrating with the District of Columbia’s existing Neighborhood Heritage Trails program. The city’s system is designed to clearly differentiate individual trails and their neighborhoods by the use of distinctive colors, titles, and repeating pictorial elements (icons). In other words, each trail has a unique color palette, title, and icon. Thus trail users can clearly see which trail they are following at any given moment even when they are in site of another neighborhood trail. Despite these variations in color and content, the consistent sign design and graphic layout of the city’s system also provides a level of familiarity to trail users. This has resulted in pedestrians increasingly relying upon the signs to safely guide them along a particular trail, and into other parts of the city. In order to maintain that level of reliability and confidence, the Federal Triangle

heritage trail should following the same process for developing signs, graphic and narrative style, and trail content set by the city’s Neighborhood Heritage Trails program. Finally, design and location of the Federal Triangle heritage trail signs should be coordinated with developed design guidelines and ongoing plans for other public amenities such as streetscape improvement plans and transit center plans. This will aid in reducing visual clutter along the streetscape, and help facilitate smooth pedestrian circulation.

## Sign and Trail Maintenance

Prior to construction, a well-thought-out sign and trail maintenance strategy should be assembled in order to ensure the trail’s long-term ability to educate and safely guide users. This strategy should identify the agencies or organizations that would be responsible for the physical maintenance of the signs, including carrying out repairs and cleaning when necessary. It should identify and secure the sources of funding for maintenance of the signs, and for continued publication of the free trail guidebooks. Finally, it should contain a timeline

for updating sign content and renovating sign panels.

## IX. Conclusions

Implementation of the Federal Triangle heritage trail would not only advance the goals of the recently adopted Monumental Core Framework Plan, it would fulfill a long-standing desire to highlight the Federal Triangle's rich collection of cultural assets and improve connections throughout this part of the city. Through a series of well-designed, strategically-located interpretive signs, the heritage trail will describe the history and mission of the government agencies located in the Federal Triangle, document the evolution of the area's physical and social make-up, and showcase the diverse array of artistic and architectural assets that currently exist. With such a diverse range of educational offerings, the Federal Triangle, as stated in the Monumental Core Framework Plan, could become a museum of many parts, comparable to the institutions on the National Mall.

As much as the heritage trail will serve to educate, it will also serve as an effective means of wayfinding, and ultimately improve accessibility throughout the Federal Triangle by weaving together parks, plazas, and public spaces along a flexible and easy-to-navigate trail. Through close coordination with government agencies, the heritage trail can be implemented in a manner that provides some level of public access to buildings and building courtyards, while balancing a secure and productive workplace. Access to building courtyards will make the Federal Triangle more permeable by opening up new east-west passageways, and encouraging pedestrians to explore new ways to traverse the area. Furthermore, by providing an amenity that will likely result in pedestrians extending the length of their visit to the Federal Triangle, the heritage trail will help to invigorate many of this area's public spaces, and perhaps play an important role in a more comprehensive program focused on enlivening these spaces through the use of ground-floor retail, vending, concerts, building tours, and public art exhibits. Accessibility to the Federal Triangle will be further enhanced by ensuring that the Federal Triangle heritage trail is seamlessly integrated with the city's existing system of Neighborhood Heritage Trails. In order to make this happen it is important that the design, content, and placement of the heritage trail signs are consistent with the city's system. This consistency will allow pedestrians to have confidence in the trails to safely and reliably guide them, as well as provide a consistent set of maps that pedestrians can use to navigate between downtown and the National Mall.



# APPENDIX A:

## STAKEHOLDER MEETING AND FIELD SURVEY NOTES

### FEDERAL WALK HERITAGE TRAIL

#### Stakeholder Meeting #1

Meeting Notes and Next Steps

Meeting location: National Capital  
Planning Commission

Meeting date/time: January 28, 2009



#### MEETING AGENDA:

##### Background

Cultural Tourism DC (CTdc), the city's agent for creating the District of Columbia Neighborhood Heritage Trails, has been engaged to lead initial exploration of a Heritage Trail for the Federal Triangle. With the working title of "Federal Walk," this project will bring Heritage Trail methodologies to developing a series of trail markers that present a self-guided walking tour of the Federal Triangle's rich history, both as today's cluster of governmental workspaces, art, and architecture, and its precursor: the local neighborhood between the Mall and Pennsylvania Avenue.

##### I. Introductions

Shane Dettman, Community Planner, NCPC

##### II. NCPC and CTdc roles

##### III. Overview of the District of Columbia Neighborhood Heritage Trails program

Jane Freundel Levey, Director of Heritage Programs, Cultural Tourism DC

##### IV. Timeline

**VI. Stakeholders' historical resources & level of involvement** (including designated reviewers who will commit to give feedback on trail materials as they develop)

##### VI. Questions / Discussion

**Adjourn - 11:30 am**



**Attendees:**

Joel Porter - *National Park Service (NPS)*  
 Karen Beach - *General Services Administration (GSA)*  
 Bill Kane - *GSA*  
 Jane Freundel Levey - *Cultural Tourism DC (CTdc)*  
 Pat Wheeler (CTdc)  
 Bill Dowd - *National Capital Planning Commission (NCPC)*  
 Elizabeth Miller - *NCPC*  
 Stefanie Brown - *NCPC*  
 Kristi Tunstall - *GSA*

Shane Dettman of NCPC introduced the topic and had the attendees introduce themselves around the table. He said that the idea for the Federal Walk dates from the mid-1980s, and is included in the current National Capital Framework Plan, which NCPC and CFA are producing in coordination with several federal and local partner agencies. The intention is to help move people through the Federal Triangle while building appreciation for the structures and highlighting the cultural assets and the stories of the people.

Elizabeth Miller of NCPC noted that the Framework Plan calls for “site-specific strategies” to improve the settings for new destinations around the Mall area and especially to improve the connections between the Downtown, the Mall, and the waterfront. The Federal Walk can be a great way to “raise the profile” of the Federal Triangle. It’s identified as a “near-term” initiative in the Framework Plan, and may be the first project to come out of the Framework Plan.

Jane Levey of CTdc gave a PowerPoint presentation explaining how CTdc creates a District of Columbia Neighborhood Heritage Trail, highlighting art and architecture, but focusing on people stories and personifying history whenever they can. A Neighborhood Heritage Trail is a self-guided tour, and a component of developing a heritage trail is building respect and pride in the neighborhood. Jane stated that the current average cost to develop a trail is approximately \$250,000, and the average implementation time is two years (usually 6 months working with stakeholder groups). Other noteworthy items that came out of the presentation include:

- ▲ Access to public transportation is paramount to the success of a trail
- ▲ All stories told on a Heritage Trail are linked to specific geographic locations
- ▲ Maintenance of the trail signs is shared between CTdc and DDOT; DDOT funds replacements of signs that are damaged by traffic, etc.
- ▲ The typical elements of a sign are: title (theme and locator), “boilerplate” (summary, acknowledgements and trail map), narrative, and illustrations
- ▲ A finished sign contains about 250 words of narrative, not including captions
- ▲ A primary consideration for CTdc is the safety and comfort of trail users (places to take a break, restaurants, and other destinations)
- ▲ DC Neighborhood Heritage Trails have been funded by DDOT, FHWA, and the Deputy Mayor for Planning and Economic Development.

**The presentation concluded by posing three basic questions: What are the stories that should be told? Who can tell them/what are the resources? Where should they be told?**

**The ensuing discussion is summarized below:**

It was stated that “the everyday strength of our government is a very important story to tell.” Jane expressed the idea of “holding up the federal worker as the hero.”

Kristi Tunstall inquired if the “hero” needed to be a person and whether it could be an agency. She also mentioned that long-time federal employees are retiring at a very fast rate and suggested we move quickly to capture their stories.

Joel Porter asked whether CTdc currently had a way to measure the success of a heritage trail. Jane replied that currently there is no “scientific” measurement but a crude measure can be made based on the guidebooks that are made available at several venues.

It was asked approximately how many signs make up a heritage trail and whether there was formula for figuring this out. Jane responded that typically a trail is about 1 - 1.5 miles in length, consists of 16 - 18 signs, and takes about 1.5 hours to complete.

Jane stated that one of the ideas CTdc is currently looking at is to include the walking miles and/or something to do with the carbon footprint on the heritage trail signs.

Most of the buildings are off-limits to casual visitors (and even in some cases to visitors who seek access through the security apparatus). NCPC and GSA will talk about access and routes through the buildings, especially since the Triangle has wonderful courtyards that would be great to see. EPA even has a rain garden inside its walls.

Bill Kane stated that the contrast between what used to exist in this area and what currently exists is a unique element that could be highlighted.

Joel Porter asked “How can we weave together the different interpretive elements of the Federal Triangle heritage trail and the future interpretative elements that are currently being looked at for the National Mall?”

Nancy Witherell, historic preservation officer, NCPC Urban Design and Plan Review Division, said that her office and other NCPC resources could be put to work on gathering oral histories in consultation with CTdc since CTdc doesn’t have the contract hours to begin that phase.

**Action items/follow-ups:**

The next meeting will be held following the completion of the Framework Plan. Shane will work with committee members to broaden participation, especially from CFA, NPS and GSA and the other affected agencies.

Attendees are asked to bring information on accessibility to their respective facilities. They are also asked to add to the initial list of source materials and persons of interest to interview. Attendees are also asked to consider whether the trail should look inward at the Triangle, or if it offers an opportunity to look at neighboring sites across the boundaries, such as places on Pennsylvania Avenue, the Mall, etc. Finally attendees are asked to consider the three questions posed by Jane at the end of her presentation as the basis for continuing discussion.

- ▲ NCPC will set up a meeting with the CTdc and the National Park Service to discuss interpretation and connections to the Mall.
- ▲ NCPC will work with CTdc to discuss the project's boundary

**Topics**

- ▲ What did the Triangle look like when it was part of L'Enfant's Plan? What elements of the plan were lost when the Triangle was constructed?
- ▲ What was the neighborhood like before the Triangle? How do we tell about brothels and taverns, enslaved people, the role of the city canal and its deterioration into an open sewer?
- ▲ City Beautiful Movement and the McMillan Commission: the distinction between the "white city" and the red brick city.
- ▲ Desire on the part of Congress and the Executive to use the capital city as a symbol of America's new role as a world power after the Spanish-American War (1898).
- ▲ Also will be important to describe to tourists what the agencies actually do for U.S. citizens. This should be a part of the effort to personify the federal workforce, to recognize the heroes of government and counteract the nonstop vilifying of "Washington" by politicians and others.
- ▲ Race, individuals, community, social / political, physical

**Issues**

- ▲ Access to the courtyards and art inside the buildings - how to direct visitors if they will be permitted inside
- ▲ Complementing any forthcoming NPS signage on the Mall
- ▲ Keeping the system flexible enough to add other loops later, possibly doing interpretation on the Mall itself
- ▲ Connecting the trail to existing Heritage Trails in Downtown and Southwest
- ▲ Building consensus and attracting wide participation on the agency levels as well as among constituencies.

**Other Questions that came up during the meeting**

- ▲ How do we want to brand "our neighborhood"?
- ▲ How do you include the Mall without contradicting the NPS?
- ▲ What is involved in updating the sign boards when it is time to replace them (10 years)?
- ▲ What security issues will need to be overcome and how do we best address them (building and public space) without compromising the effectiveness of the heritage trail in educating and making connections?



## FEDERAL WALK HERITAGE TRAIL

### Stakeholder Meeting #2

Meeting Notes and Next Steps

Meeting location: National Capital Planning Commission

Meeting date/time: May 27, 2009

## MEETING AGENDA

### I. Introductions (5min)

### II. Project Overview (10 min)

### III. Brief Summary of Meeting #1 (5 min)

### IV. Stakeholder Input on Pre-Meeting Questions (60 min)

- ▲ What stories should be told along the Heritage Trail?
- ▲ What resources do you know of that will help us tell these stories?
- ▲ Where within the public space in or near the Federal Triangle) should these stories be told?

### VI. Brief Discussion on Building Access and Public Space (5 min)

- ▲ Who should we contact in order to begin this discussion?
- ▲ Who are the decision makers in determining whether or not to provide access?
- ▲ What security and / or public space policies currently exist?
- ▲ What land use / permitting issues need to be addressed?
- ▲ What kind of access is provided today?

### VI. Next Steps (5 min)

Preparation of meeting notes

Individual stakeholder meetings with CTdc and/or NCPC

Report outline

Report draft

Draft report / outline review

Meeting # 3 date and possible discussion topics

Adjourn - 2:30

### Attendees:

Tom Nastich - National Archives  
 Research Administration (NARA)  
 Michael Hussey - NARA  
 Karen Beach - General Services Administration (GSA)  
 Christine Ewing - GSA  
 Kristi Tunstall - GSA  
 Frank Giblin - GSA  
 Jane Freundel Levey - Cultural Tourism DC (CTdc)

John Robbins - National Gallery of Art (NGA)  
 Joyce Tsepas - Office of Planning (OP)  
 Chris Shaheen - OP  
 Bill Dowd - National Capital  
 Planning Commission (NCPC)  
 Shane Dettman - NCPC  
 Elizabeth Miller - NCPC  
 Stefanie Brown - NCPC

Shane Dettman of NCPC introduced the topic, had the attendees introduce themselves around the table and restated the purpose of today's meeting for new members present.

Stefanie Brown of NCPC gave a brief summary of the first stakeholder's meeting which was held on January 28, 2009.

Jane Levey of CTdc gave a condensed version of the original PowerPoint presentation explaining how CTdc creates a District of Columbia Neighborhood Heritage Trail, highlighting art and architecture, but focusing on people stories and personifying history whenever they can. In their experience, the human stories are what capture and engage audiences, such as the quote that appears on the Downtown Heritage Trail sign at the entrance to the alley through which John Wilkes Booth escaped after assassinating President Lincoln: "My brother saw Booth as he came down the alley and turned into F Street." "We want people to relate to a Heritage Trail story in a very personal and meaningful way." In addition to being a self-guided tour, a Neighborhood Heritage Trail builds respect for, and pride in, the neighborhood. Levey stated that the current average cost to develop a trail is approximately \$250,000 and the average implementation time is two years (usually 6 months working with stakeholder groups). She also noted that the back of each sign must contain a summary of the trail, credits and associated logos, and a trail map with transportation elements (nearest Metrorail entrance/bus stop). The signs are situated on the street according to DDOT rules (6 feet from the curb, perpendicular to the street, etc). As a DDOT grantee/contractor, CTdc has a blanket permit for the Heritage Trail program; CTdc does not have to go through the permit process for each sign.

Levey mentioned that the original impetus for the heritage trail program was to create a safe experience for tourists to get them off the Mall and into DC's neighborhoods, and thus into the businesses, museums, and other cultural venues located along the trail.

This is a great opportunity to put a public face on the typical bureaucrat, to show the federal worker as the hero.

#### **Comments and questions made during Jane's presentation and during group discussion:**

Jo-Ann Neuhaus inquired about who the "community" would be for this particular heritage trail. Levey responded that this was going to be a tricky question for us to address, but that we have some ideas on how best to reach out to the federal workforce, federal retirees, etc in order to capture their stories.

Chris Shaheen asked whether the images are credited. Levey responded that everything is credited. In addition anyone who participates significantly gets their name in the small-type credits on every sign ...which will be tricky for this particular trail.

Elizabeth Miller asked whether this project will explore the use of technology such as supplementing the heritage trail signs with an audio tour. Levey responded that depending on funding, this will be a part of the project and that a brand new audio tour of the Downtown Heritage Trail is currently available.

Shaheen asked how the audio tours work. Levey responded that they partnered with a company that produces mp3-based audio tours that are available free through iTunes or by download from CTdc's website. The audio tours may be listened to on your computer, though they are designed to take you on the walk, so they might not be totally comprehensible that way.

Frank Giblin asked whether there was a strategy for finding key locations where we would capture people and how people actually find out about the trails. Levey responded that most people find out about the trails online and through the brochures that are distributed at the visitor centers. In addition, future and updated heritage trail signs will have information on the location of other trails. (Currently there are nine Neighborhood Heritage Trails in place.) The popularity of the trails, the size of the signs, and the location of signs near Metro stations has also been very successful in capturing people.

Giblin noted how important it will be to make sure we reach the right people at each of the agencies within the Federal Triangle to make sure that they all get the opportunity to tell their own unique story and potentially communicate events that have occurred in their history that could resonate on a national level.

The presentation concluded by posing three basic questions: What are the stories you want to tell visitors (recent/more distant history)? Who can tell the story? Where should the stories be told on the sidewalk? (location/placement of sign).

To get the conversation started, Dettman and Levey provided photos highlighting architectural and social features of the Federal Triangle. They also provided two large maps of the Federal triangle and encouraged the group to place stickers noting the location where stories should be told.

Levey also explained the 360-degree rule CTdc uses for placing signs. Trail staff stand where they believe the sign would be placed in the ground and look around 360 degrees to see if a visitor will need information on something within view that may not have been included initially. She further indicated that each sign has a primary and secondary story to tell, which allows a sign to acknowledge other landmarks.

The following ideas were discussed as possible topics for the Federal Triangle heritage trail: General area where the sign could be placed is indicated in parenthesis

Neuhaus: Center Market for years occupied the present location of the National Archives, extending with open air market stalls across the street in what are now the Market Square and Navy Memorial. Another story would be that this is the area where the prostitutes were along 7th Street and in Chinatown (formerly on Pennsylvania Ave. around 4th Street).

Neuhaus: How the Ronald Reagan Building got built and the fact that the site was left over and became a parking lot for several years.

Neuhaus: Where the National Archives got built and how it was originally supposed to go where the Carnegie Library is.

Shaheen: The saving of the Old Post Office from demolition and the birth of the preservation movement.

Neuhaus: The redevelopment of Pennsylvania Avenue and the Pennsylvania Avenue Development Corporation.

Neuhaus: The District Building and why it remained on Pennsylvania Avenue.

Neuhaus: Realignment of Pennsylvania Avenue as a result of Pershing Park and Freedom Plaza.

Neuhaus: Development of the National Gallery of Art, Mellon Fountain, and the Sculpture Garden. The



story of Andrew Mellon and the National Gallery and his involvement in the development of the Federal Triangle during his tenure as the Secretary of the Treasury. (Near the National Gallery, Mellon Auditorium, or Dept of Treasury)

Neuhaus: How the Andrew Mellon Auditorium came to be

Neuhaus: The National Aquarium in the Commerce Department and its failed proposal to move to the Southwest

Shaheen: Senator McMillan and the McMillan Plan (Near the apex of the Federal Triangle)

Giblin: Combined discussion of McMillan / Moynihan / etc. "Framers of the Federal Triangle" (Near the post office or by Moynihan Place)

Shaheen / Scott: "The only business along Pennsylvania Avenue was a liquor store" (in the 1960s). The Apex Liquor Store which is now the National Council for Negro Women and the Temperance Fountain is in front of it.

Neuhaus: The railroad story and the Baltimore and Potomac Station at 6th and Constitution, which was one of a group taken out by the McMillan Commission and combined as Union Station ("Union" referring to uniting the stations of competing railroad companies). (Near Museum of American History)

Shaheen: Possibly a story about transit (commuter buses) and this area as a hub to bring federal workers into the city.

Scott: Hooker's Division story. The archeological dig for the Reagan Building revealed evidence of Hooker's Division. (Near Reagan Building)

Tunstall: A sign that highlights the art that is embedded in the facades of the buildings could be located in Woodrow Wilson Plaza. The EPA building is loaded with WPA murals. (Woodrow Wilson Plaza)

Tunstall: \*\* Mention of meeting with GSA and the possibility to make these buildings more open through something like a "third Thursday."

Tunstall: Tell the story of each agency so that they feel a sense of ownership over the trail which could grow their desire to make the buildings more accessible.

Levey comment: "One of the great opportunities with this project is to ensure that each agency in the Federal Triangle has its story 'out on the street.'"

Neuhaus: Find out how the mission or function of the original tenant agency influenced the design of the building. Which buildings were built for the specific agencies that were there? How did each building get its particular location i.e., was the FBI building specifically built for the FBI, Treasury, etc?

Shaheen: Research how people/families clustered in neighborhoods. For example, did a lot of people who worked at the post office live in Anacostia? Did people cluster around an express bus line or street car line?

Resource: a report done about the consolidation of the bus and street car lines in the 1930s.

Tunstall: There may be a story here about the growth of the government and how it contributed to the growth of the District.

Scott: How suburbanization and “white flight” changed things in the 1940s & 50s. Could this be tied to the story about transportation and the need to get workers to the Federal Triangle?

Neuhaus: How did the name Federal Triangle come to be? Resource: Worthy of the Nation by Toni Lee.

Hussey: John Russell Pope and his connection to the Federal Triangle. He is the architect of the Archives and the National Gallery. Pope was also a member of the commission in charge of the design of the Federal Triangle. There may be an opportunity for a sign that combines the stories of Pope and Mellon.

Resource question: Is the model of the Triangle still in existence, if so where? Yes. EPA has it in one of their suites. It is the new model not the old one. (Ewing)

Dettman: National Archives and ties to the McMillan and L’Enfant plans (orientation, height, design, 8th Street axis). “Shrine to Democracy.”

Nastich: The interesting story of the original design/location for the Archives by Lewis Simon was on 9th or 10th street. This design was rejected and that’s when J.R. Pope was brought in.

Scott: The National Archives was a big WPA project of the 1930s and just about every national known sculptor had a hand in it - stone carvers, sculptors (James Frazier, Michael Lantz, etc.) and metal workers that did all the gates. Talk about the builders of the buildings and not just the “high-style architects.”

Tunstall: All of the buildings were built under the Architect of the Treasury’s purview. Lewis Simon was the architect of the Treasury Building. Talk about the whole building program. Resource: See Architect of the Nation” by Toni Lee.

Hussey: Look at the Pennsylvania Avenue cornerstone on the Archives and talk about the time capsule that is inside.

Dettman: Explore if there is a story about the order in which agencies located in the Federal Triangle (Commerce being the first) and if that order reflects what was happening in society at the time. Was trade a major focus of the United States when it was decided that FTC would occupy the last building?

Shaheen / Tunstall / Scott: The Depression era programs and the building of the Federal Triangle were meant to help stimulate the economy. The upcoming modernization of the Commerce Building is now part of the recent stimulus package. The goal of the WPA was to put people to work. “Strengthening the government’s image as a leader”

Levey: The Chinatown story along 4th Street and Pennsylvania; how it was cleared out to build the Federal Triangle.

Shaheen: The patrolling by the District police of the Bonus Army and the sympathy that the District police and the residents of the city had for them, and how the Federal Troops and the police were directed by the Hoover Administration to clear them out of the Federal Triangle.

Shaheen: Immigrants that came to this area upon arriving to the United States prior to this area becoming a red light district.

Shaheen / Miller / Levey / Scott / Robbins / Neuhaus: Flooding and the environment, Washington Canal, Tiber Creek, flooding of 1885 (Resource: great photos at LOC and other repositories), rain gardens of the EPA (with its own signage), stream under the Archives and through the sculpture garden, the overall geography of the city, dredging of the Potomac River and creation of West Potomac Park just beyond the Washington Monument, one of the first slurry walls in the District because of Tiber Creek, Pennsylvania Avenue under water, 2006 flooding along Constitution Avenue. (IRS building)

Shaheen: John Wilson Building, Boss Shepherd, DC Government's presence on Pennsylvania Avenue

Levey: "What does your tax money buy and what do the employees do in that building?" (IRS)

Scott: Pennsylvania Avenue was the route the British took in 1814 on their way to burn the White House during the War of 1812. The British sat at one of the taverns and watched the White House while it was burning.

Scott: J Edgar Hoover and Clyde Tolson and where they stood for every Presidential inauguration. This could be somehow tied into a story about gay and lesbian history in Washington.

Neuhaus: Pennsylvania Avenue being used for many national parades, marches, and demonstrations for a wide range of causes (Suffragists).

Miller: Resource: see Lucy Barbour's Marching on Washington on Pennsylvania Avenue events.

Shaheen / Levey: 1919 Riots on 7th Street (street car incident)

Scott: Garfield assassination at the train station that is now the location of the National Gallery of Art. Garfield was shot by Charles Guiteau who was a spurned federal office seeker. As a consequence, major reforms were made to the civil service regulations.

Levey / Scott / Tunstall: Slave "pens" where slaves were traded near Center Market. Slave pens were rooms inside hotels where Southerners would keep their slaves while they were in town. This could be tied to progress that has been made and highlighting where President Obama got out and walked along Pennsylvania Avenue. History of the National Hotel, in addition to having slave pens this hotel was where John Wilkes Booth was staying the night he assassinated President Lincoln.

Shaheen / Levey: Segregation and desegregation of the federal government.

Robbins: National Council of Negro Women located in the old Apex Liquor store

Scott: Location of a Mathew Brady studio near the old Apex Liquor store

Ewing / Scott: Department of Justice is a good place to tell the story of the desegregation of the Federal Government and possibly something about the Civil Rights Movement.

Shaheen: Note the different architectural styles of the buildings and the evolution of styles over the period of time that the Federal Triangle was built. (Classicism to Art Deco with melding of styles occurring)

Scott: White House Visitor Center which is the old library at the Commerce Department. Tell the story of the Commerce Department here. Note: This is one of the few places currently open to the public.



Scott / Shaheen / Levey: The history of theaters and opera houses at the west end of the Federal Triangle along Pennsylvania Avenue; the Bull Run Cyclorama and the history of this area as an entertainment district.

Scott: Harvey's Oyster Bar, longest running restaurant in Washington, DC

Miller: First Selective Service "Draft" was held in the Mellon Auditorium in 1940. It was presided over by Franklin Delano Roosevelt and was the first event held at the Mellon Auditorium.

Scott: The Old Post Office is publicly accessible. Visitors can go up to the tower, which affords a great view of the entire Federal Triangle.

Robbins / Shaheen: Mosaics and murals in the lobby of the Benjamin Franklin Station post office - also publicly accessible. Notable terrazzo floors (globe and signs of the zodiac).

Levey / Tsepas: Symbolism of Washington, "Egypt on the Potomac"

Scott: "Government Girls" - Woman who came to Washington to work while men went to overseas during World War II.

Neuhaus / Scott / Robbins: Dollar a Year Man - Wealthy men who served in the Federal Government gratis during the Great Depression, running government agencies. Roosevelt got all these men from Ivy League schools, also known as Roosevelt's Think Tank. Andrew Mellon was one of these men.

Tsepas: Security in the Federal Triangle - gates, bronze doors at Department of Justice. Why many of the courtyards are no longer accessible? It may be possible to highlight the Art Deco gates and doors as an entry point into addressing security.

Tunstall / Scott: Story of the Postal Service (U.S. Post Office Department) and the "New Post Office Building" which is now the Aerial Rios building.

Dettman / Levey / Neuhaus: The expanding use of the automobile during the time the Federal Triangle was being constructed, which led to the courtyards being used for parking. The events (WWII) that led to the delay in developing the present site of the Reagan Building, allowing it to remain a parking lot for decades. How did things change as society was changing?

Shaheen / Neuhaus: The different levels of federal workers (high-level to service workers). Great contributions made by lower-level workers, the "changing face" of the federal worker, diversification of the federal workforce.

Hussey: There may be stories that can be told by looking at applications for federal jobs from African Americans and others that are stored at the National Archives

Hussey / Shaheen / Neuhaus / Tunstall: Building technology. Possibility of the National Archives as the first air conditioned building in Washington. Today's push for using green building technology (LEED Certified Buildings). Commerce will become a LEED certified building as a result of its upcoming

modernization. When the Federal Triangle was built was it known for the use of the latest in building design and technology? Part of the reason for the courtyards was to get natural light and air into these buildings. Heating and cooling of these buildings is by steam provided by GSA's steam plant located in Southwest. Steam grates located throughout the Federal Triangle are visible today.

### **Closing Remarks and Next Steps**

Levey thanked everyone for their participation and stated that the group is off to a very good start. In responding to a question regarding how easy it will be to get first-hand accounts, Levey responded that Federal retirees are available to speak with and are plentiful in this area. They are researchers and docents in many of the museums, among many other activities. She also stated that this information will be very useful assisting her and Shane in writing the assessment report which is due to Bill Dowd in September. The completed assessment report will be used to help generate interest in the trail among the Federal agencies within the Federal Triangle, as well as identify potential funding sources for the trail. The in-depth research and design of the trail will start once adequate funding is secured.

Tsepas asked whether primary or secondary sources are preferred. Levey responded that primary sources will be necessary for some of the work that will take place in the future, but at this point secondary sources will suffice.

Ewing inquired about people that will be interviewed and whether we want to conduct those interviews now. Jane responded that we won't be able to conduct the interviews for this phase of the project, but we want to know who those people are. Ewing stated that she had some names of retirees that were provided to her.

Other issues that were raised at the end of the meeting include: sign placement and permitting, the need to coordinate with security people on where signs are located, and coordination with the National Park Service on locating signs along Pennsylvania Avenue.

Dettman said the next meeting will be held in July. Following that meeting NCPC and CTdc will begin outlining the report.

The meeting adjourned at 3:00

### **Follow-up items from discussion and next steps**

- ▲ Get report about the 1930s consolidation of bus and street car lines from Chris Shaheen
- ▲ See if there is any information that can be gathered by Chris Shaheen on his grandfather who was a District police officer who lived in the Federal Triangle and was one of the people who had to force out the Bonus Army.
- ▲ Get historic building reports, posters, photos, and any other information that is available from GSA (Christine Ewing / Kristi Tunstall)
- ▲ Get names of retirees who could be interviewed from Christine Ewing
- ▲ NCPC will prepare meeting notes and send them around to the group
- ▲ NCPC will work with GSA to get contacts at each of the agencies within the Federal Triangle in order to invite them to the next meeting.
- ▲ NCPC will work with CTdc to schedule the next meeting in July

## FEDERAL WALK HERITAGE TRAIL

### Stakeholder Meeting #3

Meeting Notes and Next Steps

Meeting location: National Capital Planning Commission

Meeting date/time: July 15, 2009

## MEETING AGENDA

### I. Introductions (5 min)

### II. Project Overview (5 min)

### III. Brief Summary of Meetings #1 & #2 (5 min)

### IV. Stakeholder Input on Pre-Meeting Questions (60 min)

- ▲ What stories should be told along the Heritage Trail?
- ▲ What resources do you know of that will help us tell these stories?
- ▲ Where (within the public space in or near the Federal Triangle) should these stories be told?

### VI. Next Steps (5 min)

- ▲ Preparation of meeting notes
- ▲ Individual stakeholder meetings to discuss public space, permitting, security, and access issues
- ▲ Report outline
- ▲ Report drafting
- ▲ Draft report / outline review
- ▲ Final Report
- ▲ NCPC Commission review

### V. Wrap Up & Questions (10 min)

Adjourn - 3:00

#### Attendees:

John Fox - Federal Bureau of Investigation (FBI)

Stephanie Leedom -

General Services Administration (GSA)

Sarah Garner - GSA

Amy Ballard - Smithsonian Institution (SI)

Amy Tarce - National Capital Planning Commission (NCPC)

Martha Catlin -

Advisory Council on Historic Preservation (ACHP)

Jo-Ann Neuhaus -

Penn Quarter Neighborhood Association (PQNA)

Jay Loveless - Department of Commerce (DOC)

Joyce Saginaw - Department of Justice (DOJ)

Gary Scott - National Park Service (NPS)

Jim Hamill - Federal Trade Commission (FTC)

Christine Ewing - GSA

Kristi Tunstall - GSA

Jane Freundel Levey - Cultural Tourism DC (CTdc)

John Robbins - National Gallery of Art (NGA)

Shane Dettman - NCPC

Elizabeth Miller - NCPC



Shane Dettman of NCPC introduced the topic, had the attendees introduce themselves around the table and restated the purpose of the meeting for new members present.

To get the conversation started, Jane provided a brief verbal presentation on the process used by CTdc to put together a heritage trail. In addition, she asked that the meeting participants review the notes from the prior meeting in order to get a sense of the types of ideas and stories we are in search of for the Federal Triangle heritage trail. Jane pointed out that thus far these meetings have come up with a nice combination of federal and local topics.

Levey noted that building access has been a topic of discussion throughout this project but as it stands right now the assumption is that access to the buildings and courtyards will remain unavailable to the public. However, as the project progresses NCPC and CTdc is hopeful that some level of access can be established in order to allow the public to see the rich collection of artistic and architectural assets that exists inside these buildings.

Tunstall stated that GSA is also in favor of being able to find ways to provide access to the buildings and courtyards and that doing so will involve discussions with GSA, tenant agencies, and security personnel.

Levey kicked off the discussion by reiterating the questions that would be the focus of the meeting: What stories do we want to tell? Where should we tell them? What resources are available to help us tell these stories?

#### **Comments and questions made during the group discussion:**

Fox inquired whether there is an overarching theme that is being focused on for this project such as the relationship between the agencies and the architecture, the mission of the federal agencies, etc. Levey responded that at this point in time a theme does not exist but that a theme will “come out of the stories” that are told along the trail. However, she noted that it seems everyone agrees the history of the Federal Triangle is a good general theme. In addition, the general consensus is that we also want to showcase what the individual agencies do, as well as the architecture in the area. Levey stated that in order to effectively tell the history and mission of the federal agencies we will want to stay away from anything that is too dry or “timeline-ish.” She stated that “heritage trails tell their stories by telling stories” and by using people to personify, and that one of the goals of this project is to “humanize” the face of the federal worker and “demystify” what federal workers (bureaucrats) actually do for the general public.

Saginaw inquired whether these were self-directed tours and not led by a docent. Levey responded that they are. Levey further explained that a heritage trail is a self-guided tour composed of a series of signs and that CTdc is now starting to add audio tours to some of their existing trails. She stated that nothing prevents a heritage trail from being augmented with a programmed tour that involves a docent.

Ballard inquired about the boundaries of the project / study area. Levey responded by explaining the “360-degree rule” and that it is likely most of the signs will be placed around the boundary of the Federal Triangle. She stated “whatever you can see from the sign is fair game.”

The following ideas were discussed as possible topics for the Federal Triangle heritage trail: General area where the sign could be placed is indicated in parenthesis

Fox: Agency and its architecture theme, and J. Edgar Hoover's comment, after seeing an early plan for the headquarters building that it looked like something from Mars. This would go to the goal of humanizing the federal workforce and also enable us to discuss "new brutalism" and its influence on Washington DC architecture at the time.

Fox: The design and location of the FBI building was carried out by GSA and the PADC. The FBI did not have input into the exterior design of the building, Hoover did not have to sign off on it. Essentially the FBI told GSA they wanted a building and they worked with the PADC to come up with what exists today.

Fox: Although not certain ...the location of the FBI building may have been a result of that agency wanting to be near the DOJ.

Levey: What is the "meta-message" of an agency's building architecture or actual location? Why is a particular agency located where they are?

Scott: Beautification of Pennsylvania Avenue by PADC in the 1980s. This was an effort to accentuate the grandeur of this important Avenue. The Avenue has very distinctive light fixtures (pedestrian and street), benches, tree surrounds, etc. Comments made by the Kennedys regarding the condition of Pennsylvania Avenue.

Ballard: J. Edgar Hoover and Clyde Tolson burial in Congressional Cemetery.

Scott: The balcony at the DOJ building where Hoover and Tolson stood to watch the inauguration parade.

Miller / Fox: The evolving mission and purpose of the FBI over time. This would also tie in with how the FBI has changed locations from being inside the DOJ building, to the Old Post Office building, to where they are today.

Neuhaus: Tell the story of the creation of the Federal Triangle from what existed there before the government buildings to how the area was selected for development as a collection of government buildings.

Neuhaus: The use of this area in motion pictures. How Washington is portrayed in films and on TV.

Levey: When developing a trail and effort is made to identify if someone famous is associated with an area in some way. This is a way to get an "out of towners" to relate to the area since the local stories are more difficult for them to grasp.

Neuhaus: Andrew Mellon's role as Secretary of the Treasury in the development of the Federal Triangle.

Tarce / Fox: Possibility of this area being linked to Native American history. Supposedly some Native American artifacts were recovered during the excavation for the FBI building (c.1965). If this information exists it would most likely be found at the State Historic Preservation Office (SHPO).

Ballard: The story of prostitution in this area (Hooker's Division) and other close-by areas such as Mary Ann Hall's brothel which was located where the American Indian Museum now stands.

Catlin: Possible connections to this area include Charles Dickens and Washington Irving. The Records of the Columbia Historical Society named some places that may be connected to these figures. Additional

research may uncover a story that links them to this specific area and possibly find some good quotes. Charles Dickens wrote about Washington and specifically about how dreary it was and how there was no real American culture.

Scott: DOJ as the location of the trials for the Nazi saboteurs, with which J. Edgar Hoover was very much involved. The convicted saboteurs were the last people to be executed at the DC Jail. They are buried in Anacostia near DC Village.

Levey / Fox / Scott: A sign that highlighted what the DOJ does and some “heroes” of that Department would include information on Robert Kennedy, Homer Cummings (First Attorney General in the DOJ Building), Francis Biddle.

Saginaw: Francis Biddle’s brother, George Biddle, was a major player in the WPA and in the creation of a lot of the art within these buildings.

Miller / Fox / Saginaw: The Department of Justice was created by an Act of Congress in 1870 but the Office of Attorney General goes all the way back to George Washington.

Tarce / Tunstall: The creation of new government offices / departments and the major growth periods and reorganizations of the federal government during, or in response to, major events such as the Civil War, the Great Depression, World War II, 9-11.

Scott: Influx of woman during times when the federal government was expanding rapidly and the opportunities this provided to woman.

Tunstall: Francis Perkins, Secretary of Labor and first woman appointed to the U.S. Cabinet.

Tarce: The role of the federal government as an investigator and in crime fighting. The real Elliot Ness and his fictional counterpart on the TV show *The Untouchables*, and Al Capone.

Scott: Department of Commerce building and its connection to Herbert Hoover both as someone who was the Secretary of that department as well as the person who laid the building’s cornerstone. The construction of the rest of the buildings in the Federal Triangle took place under Franklin D. Roosevelt as part of the New Deal.

Dettman / Saginaw / Tunstall: The story behind why these particular agencies were chosen to be the ones that deserved buildings within the Federal Triangle (space needs, the need to consolidate, something particular to their mission going on in the country or the world).

Neuhaus: The story behind how Mount Vernon Square was considered for the location of the National Archives.

Levey / Fox: Was there something about that moment in history that determined who would go into a building and where that building would be? Why in this moment was it necessary to build this building? FBI was founded in 1908 and the issue was that Congress had recently prohibited federal agencies from using Secret Service detectives and the Attorney General needed detectives and wanted an organized force that he / she had control over. The major crimes during that time period involved anti-trust, land fraud, Neutrality Act violations, interstate prostitution (Mann Act). Prostitution in the District of Columbia was outlawed in 1914.



Scott: Who were the moving forces behind the concept of constructing the Federal Triangle according to a unified plan? How did Mellon and the Treasury Department gain political support for a project of this magnitude? This project was part of the need for public works during the 1930s in order to put people to work.

Hamill: FTC was not assigned a building until late in the project. FDR laid the cornerstone of this building in 1936 using the same silver trowel that George Washington used to lay the cornerstone of the U.S. Capitol. During the ceremony FDR comments on the significance of the completion of the Federal Triangle, the completion of the permanent home of the federal government and the abandonment of temporary facilities that were scattered around the city. The building was finished in 1937 and has always been home to the FTC. The building art and sculpture reflect the mission of the FTC.

Dettman: There may be a story about the symbolism behind the consolidation of the federal government in the Federal Triangle (strength, stability, etc)

Hamill: The art and sculpture that adorn the FTC building were a separate project from the actual building. The artists were commissioned under the general rubric that if they wanted their work to be placed in or around the building it needed to address questions of “trade” because the building was going to be used by a trade-related agency.

Hamill: The most impressive artistic decorations at the FTC are the statues created by Michael Lantz: “Man Controlling Trade.” Lantz’s brother, Walter, was the voice of Woody Woodpecker. The sculptures were chosen by a jury of peers that had also competed for the placement of their artworks in this location. It was reported that the \$45,000 that Lantz received to create these statues garnered marriage proposals because of how healthy a sum this was.

Neuhaus: The architectural style of the Federal Triangle does not reflect the modern architectural movement that was beginning to occur around the world (ex. Barcelona Pavilion). It is interesting to see how the government thought about architecture in contrast to the contemporary architecture that was being drawn up mainly in Europe.

Tarce: The influence of City Beautiful movement principles in the design of the Federal Triangle buildings and landscape

Scott: Michael Lantz was part of a group of New Deal sculptors who all worked on the sculpture of the Federal Triangle and were all part of the National Sculpture Society in New York City.

Levey: Materials in the Federal Triangle. Some of the materials used in this area were traditional while others were not.

Catlin: May be an opportunity to make a connection with the WPA murals located in local post offices throughout the country.

Neuhaus: Center Market and the story behind the placement of the National Archives.

Levey: It is going to be very important for us to find places for the signs that permit individuals to take in the grandeur of the Federal Triangle without going too far afield and at the same time getting them close enough for them to connect to the “details” this area has to offer.

Miller: Pennsylvania Avenue as the place where all the newspapers used to be located

Tunstall: A photograph from Library of Congress suggests that Piggly Wiggly grocery store was located within the Federal Triangle; on closer look it appears that the chain used the Center Market as their wholesaler.

Miller: It is very important that we highlight what the agencies do, such as the Department of Commerce and the many important bureaus that it is made up of.

Catlin / Levey: Street life along Pennsylvania Avenue and what it used to be like before the federal buildings were constructed. Could be an opportunity to discuss when there were residences in the Federal Triangle and the kind of neighborhood that existed. In the 19th century, this area had a very neighborhood feel where people were living and working, services such as dry cleaners existed, and people who owned businesses lived above their stores.

Scott: National Hotel at 6th Street and Pennsylvania Avenue and its connection to John Wilkes Booth the night that he assassinated President Lincoln.

### **Closing Remarks and Next Steps**

- ▲ NCPC will prepare meeting notes and send them around to the group
- ▲ NCPC will work with stakeholders to identify the appropriate contacts for discussions related to access and security
- ▲ NCPC and CTdc will begin drafting the report in August and circulate to stakeholder agencies for comments
- ▲ NCPC will complete the assessment report and present it to the NCPC Commission for review and further direction at its October or November meeting
- ▲ Stakeholders will continue to research and gather material that will be useful in successive phases of the project. Stakeholders are encouraged to continue suggesting topics and individuals with long associations with the agencies who would be good subjects for oral history interviews. Shane Dettman and Jane Levey will continue to receive comments and suggestions.

The meeting adjourned at 3:00

### **Follow up items from discussion and next steps**

- ▲ Get report from John Fox about the history of the design and location of the FBI building
- ▲ Get report about the 1930s consolidation of bus and street car lines from Chris Shaheen
- ▲ See if there is any information that can be gathered by Chris Shaheen on his grandfather who was a District police officer that lived in the Federal Triangle and was one of the people that had to force out the Bonus Army.
- ▲ Get historic building reports, posters, photos, and any other information that is available from GSA (Christine Ewing / Kristi Tunstall)
- ▲ Get names of retirees that could be interviewed from Christine Ewing
- ▲ NCPC will work with GSA to make the necessary contacts to discuss access and security
- ▲ Follow up with James Hamill to see what materials are available in the FTC archives.
- ▲ Talk to Gary Scott and Kristi Tunstall about the catalogs of WPA art in the Federal Triangle
- ▲ Ask Jo-Ann Neuhaus if she was able to locate the article about the placement of the National Archives at Mount Vernon Square

## FEDERAL WALK HERITAGE TRAIL

### Study Area “Walk-about”

Meeting Notes

Meeting location: Federal Triangle

Meeting date/time: May 20, 2009

#### Attendees:

Stefanie Brown - NCPC

Shane Dettman - NCPC

Jane Freundel Levey - CTdc

Elizabeth Miller - NCPC

Nancy Witherell - NCPC

#### Walk Route (see map):

- ▲ Pennsylvania Avenue and 7th Street NW at Archives - Navy Memorial - Penn Quarter Metrorail entrance
- ▲ East along Pennsylvania Avenue to 6th Street NW near apex of Federal Triangle (FTC building)
- ▲ West along Constitution Avenue to 12th Street NW
- ▲ North along 12th Street to Benjamin Franklin Circle
- ▲ Through Ariel Rios building arcade to Woodrow Wilson Plaza
- ▲ South through Woodrow Wilson Plaza and through ICC building arcade to Constitution Avenue
- ▲ West along Constitution Avenue to 15th Street NW
- ▲ North along 15th Street NW to Pennsylvania Avenue
- ▲ East along Pennsylvania Avenue to 9th Street NW

#### Meeting Notes:

The walking tour began near the entrance of the Archives - Navy Memorial - Penn Quarter Metrorail entrance.

Jane stated that a very important factor to designing a trail is access to public transit and it is preferred that trail begin and end at the Metro station

Jane stated that trails average between 1.8 - 2.0 miles in length, contain an average of 18 signs, and typically take about 90 mins. to complete.

Jane stated that signs should be placed and spaced so that they are visible from one another and that trails should not require people to cross the street too much due to safety concerns.

Reagan Building: largest, richest archaeological dig in the city. Site (Wilson Plaza) was a parking lot, thus protecting what was underneath. This is where the evidence of the red light district was uncovered.



The Reagan Building design is very traditional; some critics have stated that the building should have a more modern design and that it is possible to do a classical interpretation in glass and metal. In plan the building looks modern. The 14th Street facades are formal, stone with red tile roofs. The Reagan Building is part of Moynihan's vision for Pennsylvania Avenue, and was built pre-9/11 and was intended to be open to the public as a trade center, representing the government's involvement with the private sector, all near the White House.

"Bearing Witness" sculpture by Martin Puryear is a memorial to his parents' careers as USPS workers. Might make a good people story about federal workers. Puryear is a native born Washingtonian

The changing missions of the agencies are embodied in the succession of tenants for these buildings. Clinton's move of the EPA to the Federal Triangle could be a story about the federal government's dedication to addressing sustainability.

The greening of historic buildings can be discussed especially at the Rios Building. Opportunity to build on the ecosystem signage that already exists.

Commerce Department, the first to be built, reveals Herbert Hoover's role in realizing the Federal Triangle. His life outside the presidency is worth remarking on, especially his international relief and urban planning work, as well as his belief in market capitalism.

## GOING AROUND THE MAP:

### Sixth and Pennsylvania

- ▲ Apex of the Triangle is the best place to reveal its shape at street level.
- ▲ Place for Mellon discussion, Mellon fountain, Conceiver of the Federal Triangle.
- ▲ Baltimore & Potomac RR station, Garfield assassination, National Gallery of Art (as part of Mellon story or stand-alone)
- ▲ Could be the place to tell the planning story/ mention the McMillan Plan.
- ▲ Afterthought... a possible place for a sign could be at the terminus of Constitution Avenue where it curves to meet Pennsylvania Avenue. We did not walk over to this location but from here you get a really good view down Constitution and see the uniformity of the building cornice lines (with the exception of the Archives) which was a very important consideration in planning the Federal Triangle. I believe it was actually a requirement that Mellon expressed to the individual designers.
- ▲ The FTC building may be a good place to highlight the symbolic representation of the tenant agency in the building design and surrounding sculpture. (ex. "Man Controlling Trade" artist: Michael Lantz)
- ▲ The FTC building was the last building completed in the Federal Triangle and its scaled down design has relevancy to the Great Depression

**Seventh and Constitution**

- ▲ Federal Triangle as embodiment of the 1935-36 Charters of Freedom
- ▲ FDR's expression of the power of the U.S., demonstrating the importance of Democracy in the face of threats from Totalitarianism and Communism.
- ▲ National Archives building also as an expression of American permanence, front like the Parthenon, other architectural statements, grandest building in the Triangle, Corinthian columns of the highest order. The Greek influences in the architecture of the Archives reflects the Greek's role in Democracy and its history of building temples. The National Archives is a "Shrine to Democracy." The physical layout of the building being much like an altar.
- ▲ The shoddy and careless practice of document storage prior to construction of the National Archives. Where were the documents kept prior to the National Archives?
- ▲ The orientation of the National Archives sets it apart from the rest of the buildings and gives it added significance.
- ▲ It's location along the very important 8th Street axis (half way between the White House and Capitol).
- ▲ It also reinforces L'Enfant's design principle of reciprocity of views along important corridors. Relationship with the Patent Office Building.
- ▲ John Russell Pope (designer of National Gallery, Archives, Jefferson Memorial, Masonic Temple, etc)

**Ninth and Constitution**

- ▲ Smithsonian Natural History Museum - battle over its design - Hornblower & Marshall vs. McKim
- ▲ Redesigned in keeping with the McMillan/White City precepts.
- ▲ Department of Justice and its sculptures, art work, (no access) and art deco design. Highlight the works of John Joseph Earley on the east side of the Justice building, 9th Street.
- ▲ Overview what happens at Department of Justice? Attorney General.

**Tenth and Constitution**

- ▲ Internal Revenue Service
- ▲ Story of our system of taxation, its origins (1912), and where taxes go, what IRS agents actually do.
- ▲ Rusticated stone-like façade is bank-like, impressive, with Italian Renaissance palazzo feel.
- ▲ Could be the place to focus on the federal public servant and how they impact American's lives.

**12th and Constitution**

- ▲ Gateway to the city (hemicycle arcades), view to 12th Street tunnel (possible highway story).
- ▲ Museum of American History.
- ▲ Possibly walk north on 12th Street to experience the arcades, walk through Benjamin Franklin Plaza.
- ▲ Story of the unfinished hemicycle due to the preservation of the Old Post Office building.

**12th at Federal Triangle Metro station**

- ▲ Ariel Rios story
- ▲ ATF (former tenant)
- ▲ Great murals, opportunity to walk through, gates and sculptural touches.

**Passage through to Wilson Plaza**

- ▲ History of public space for Reagan Building
- ▲ Puryear statue

**Walk south back to Constitution through arcade.**

- ▲ Touch upon changes in use of some of the buildings and its reflection on modern conditions (Ex. EPA's move into the Aerial Rios building).

**Constitution between Mellon Auditorium and 14th Street**

- ▲ GSA as steward of buildings
- ▲ Mellon Auditorium - first selective service lottery (1940) with FDR to open the facility, possible access to interior of building
- ▲ Role of EPA
- ▲ Role of the former ICC
- ▲ Greening of the Federal Triangle, water issues, Tiber Creek and Goose Creek
- ▲ The symbolism of the monumentality of the Federal Triangle - "designing for a mighty nation"

**14th and Constitution**

- ▲ Commerce Department
- ▲ New entrance to Aquarium
- ▲ Site of Museum of African American History and Culture.
- ▲ What is the mission of Commerce? What do they do?
- ▲ Commerce - largest office building in the world at time of completion. Also has very attractive interior lobby.
- ▲ Story of Oscar Straus, first Jewish Presidential Cabinet Secretary (memorial fountain located in close proximity along 14th Street).

**15th and Constitution**

- ▲ Washington Canal.
- ▲ The influence of Boss Shepherd on the city's public works - believed that if government was to stay in Washington the city's infrastructure had to be improved. Filled in long-dormant canal amongst many other things (streets, sidewalks, roads).
- ▲ The rapidly growing federal workforce and the consolidation of the federal workforce.
- ▲ Ellipse, White House, Bullfinch gates for Capitol in new setting
- ▲ Along 15th between Constitution and Pennsylvania
- ▲ Siting of the White House with views to the river
- ▲ Light and air and ventilation before air conditioning
- ▲ Civil service and the lifestyle of the federal worker

**15th and Pennsylvania**

- ▲ Freedom Plaza
- ▲ PADC
- ▲ Wilson Building and District government
- ▲ Re-aligning of Pennsylvania Avenue
- ▲ Opera house in Pershing Park
- ▲ Cyclorama
- ▲ Willard Hotel
- ▲ Story of theaters in this area
- ▲ Story of newspapers in this area (Evening Star, etc)
- ▲ Boss Shepherd
- ▲ Pennsylvania Avenue as a place to exercise our Constitutional rights of assembly, speech, and petitioning our government (photos of marches along the Avenue), Presidential funeral processions, L'Enfant's funeral procession when buried in Arlington Cemetery.

**13th and Pennsylvania**

- ▲ Daniel Patrick Moynihan
- ▲ Van Ness (role in redevelopment of Federal Triangle).
- ▲ Development of the Reagan Building (largest dig, parking lot, what was here before, traditional design w/ modern line.

**12th and Pennsylvania**

- ▲ Old Post Office Building
- ▲ Views from the tower
- ▲ "Don't Tear It Down" - preservation
- ▲ Hemicycle (if not told as part of Benjamin Franklin Circle)

**11th and Pennsylvania**

- ▲ Justice Department - fine arts
- ▲ FBI Building and relationship to DOJ

**Ninth and Pennsylvania**

- ▲ FDR memorial
- ▲ Vista from Archives up Eighth Street - reference to the L'Enfant Plan
- ▲ Reason why siting of Archives is to Constitution not Pennsylvania
- ▲ Emerging themes: Planning and Design (city plan, architecture), History, Symbolology, Social, Arts and Cultural, Federal Mission, Depression, Federal Mission, People: federal worker and residents



# APPENDIX B:

## POTENTIAL RESOURCES IDENTIFIED DURING STAKEHOLDER MEETINGS

### General

- ▲ Federal agency historians for documentary histories, photographs, artifacts (GSA, NPS (Susan Spain), Commerce, IRS, Department of Justice, National Archives, Federal Trade Commission, EPA)
- ▲ Smithsonian Museums
- ▲ National Gallery of Art
- ▲ Old Post Office (NPS)
- ▲ Office of Personnel Management for names of long-time employees
- ▲ Organizations of retired federal employees
- ▲ Historic Structures Reports (U.S. Commission of Fine Arts)
- ▲ Archival materials on WPA murals at National Archives and George Mason University
- ▲ Library of Congress and National Archives (historic photos and HABS documentation)
- ▲ DC Historic Preservation Office for artifacts from archaeological digs
- ▲ NCPC historic preservation office materials, especially on John Joseph Earley, developer of polychrome concrete
- ▲ DC Preservation League/Don't Tear It Down history
- ▲ Pennsylvania Avenue Development Corporation records
- ▲ Worthy of the Nation by Frederick Gutheim, revised by Antoinette Lee
- ▲ Marching on Washington by Lucy Barbour
- ▲ The Bonus Army: An American Epic, by Paul Dickson and Thomas B. Allen
- ▲ "Literary Landmarks" by Margaret Brent Downing (Records of the Columbia Historical Society, 1916)

### Potential Interview Subjects:

- ▲ Artist Martin Puryear and his mother, who worked at the Post Office Department

### Useful Web links:

- ▲ Government girls:  
<http://www.washingtonpost.com/wp-srv/local/2000/govgirls0510.htm>  
[http://www.youtube.com/watch?v=ieTtho9ks\\_4](http://www.youtube.com/watch?v=ieTtho9ks_4)
- ▲ Washington riots of 1919:  
<http://www.informationman.com/DCRiot.htm>
- ▲ Garfield assassination:  
<http://www.law.umkc.edu/faculty/projects/FTrials/guiteau/guiteauhomelite.html>

- ▲ Mathew Brady studio:  
<http://answers.google.com/answers/threadview?id=454954>
- ▲ Bull Run Cyclorama:  
<http://nps-vip.net/history/museum/cycloram/painting.htm>
- ▲ Mellon Auditorium:  
<http://www.mellonauditorium.com/history.htm>
- ▲ Symbolism in Washington, DC (Egypt on the Potomac):  
[http://ikg-info.com/index.php?option=com\\_content&view=article&id=15&Itemid=58](http://ikg-info.com/index.php?option=com_content&view=article&id=15&Itemid=58)
- ▲ Postal Service:  
<http://www.usps.com/postalhistory/welcome.htm>
- ▲ Nazi saboteurs -  
<http://www.fbi.gov/libref/historic/famcases/nazi/nazi.htm>
- ▲ Frances Perkins -  
<http://www.dol.gov/oasam/programs/history/perkins.htm>  
<http://www.francesperkinscenter.org/history.html>
- ▲ FDR Address at the Cornerstone Laying Ceremonies for the New Federal Trade Commission Building -  
<http://www.presidency.ucsb.edu/ws/index.php?pid=15436>

# APPENDIX C:

## ACKNOWLEDGEMENTS

NCPC would like to thank the following people for their contributions to the preparation of this report, and looks forward to their continued involvement in the future implementation of the Federal Triangle heritage trail.

### NCPC STAFF

Stefanie Brown  
Shane L. Dettman  
Bill Dowd  
Elizabeth Miller  
Amy Tarce

### CULTURAL TOURISM STAFF

Linda Harper  
Jane Freundel Levey  
Pat Wheeler

### ADVISORY COUNCIL ON HISTORIC PRESERVATION

Martha Catlin

### DEPARTMENT OF COMMERCE

Jay loveless

### DEPARTMENT OF JUSTICE

Joyce Saginaw

### FEDERAL BUREAU OF INVESTIGATION

John Fox

### FEDERAL TRADE COMMISSION

Jim Hamill

### GENERAL SERVICES ADMINISTRATION

Karen Beach  
Christine Ewing  
Frank Giblin  
Bill Kane  
Stephanie Leedom  
Kristi Tunstall

### NATIONAL ARCHIVES RESEARCH ADMINISTRATION

Michael Hussey  
Tom Nastich

### NATIONAL GALLERY OF ART

John Robbins

### NATIONAL PARK SERVICE

Joel Porter  
Gary Scott

### SMITHSONIAN INSTITUTION

Amy Ballard

### DISTRICT OF COLUMBIA OFFICE OF PLANNING

Chris Shaheen  
Joyce Tsepas

### PENN QUARTER NEIGHBORHOOD ASSOCIATION

Jo-Ann Neuhaus



401 9th Street, NW  
North Lobby, Suite 500  
Washington, DC 20004

Telephone 202.482.7200  
Fax 202.482.7272

[www.ncpc.gov](http://www.ncpc.gov)  
[info@ncpc.gov](mailto:info@ncpc.gov)

The National Capital Planning Commission is the federal government's planning agency in the District of Columbia and surrounding counties in Maryland and Virginia. The Commission provides overall planning guidance for federal land and buildings in the region. It also reviews the design of federal construction projects, oversees long-range planning for future development, and monitors capital investment by federal agencies.

