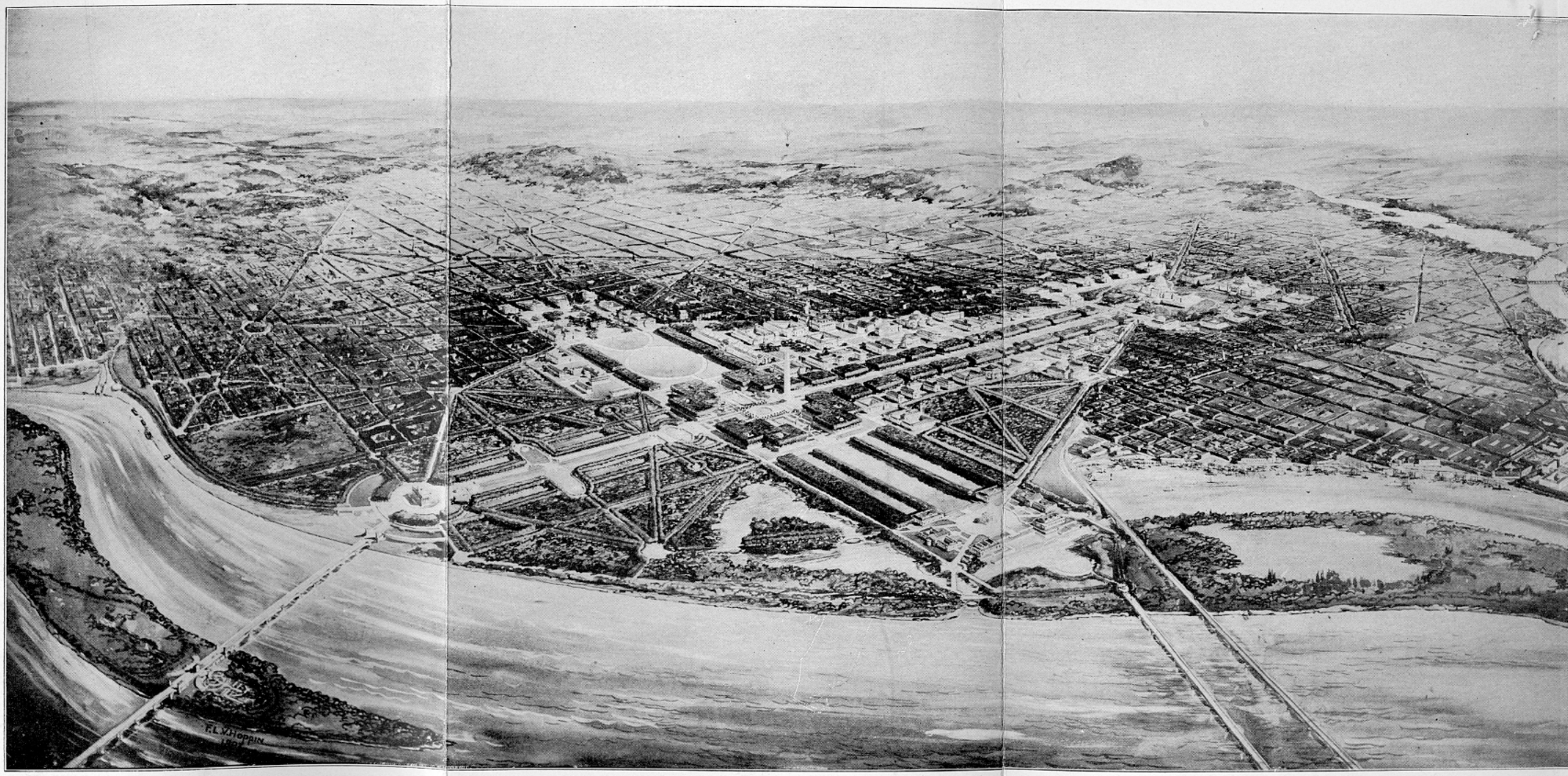
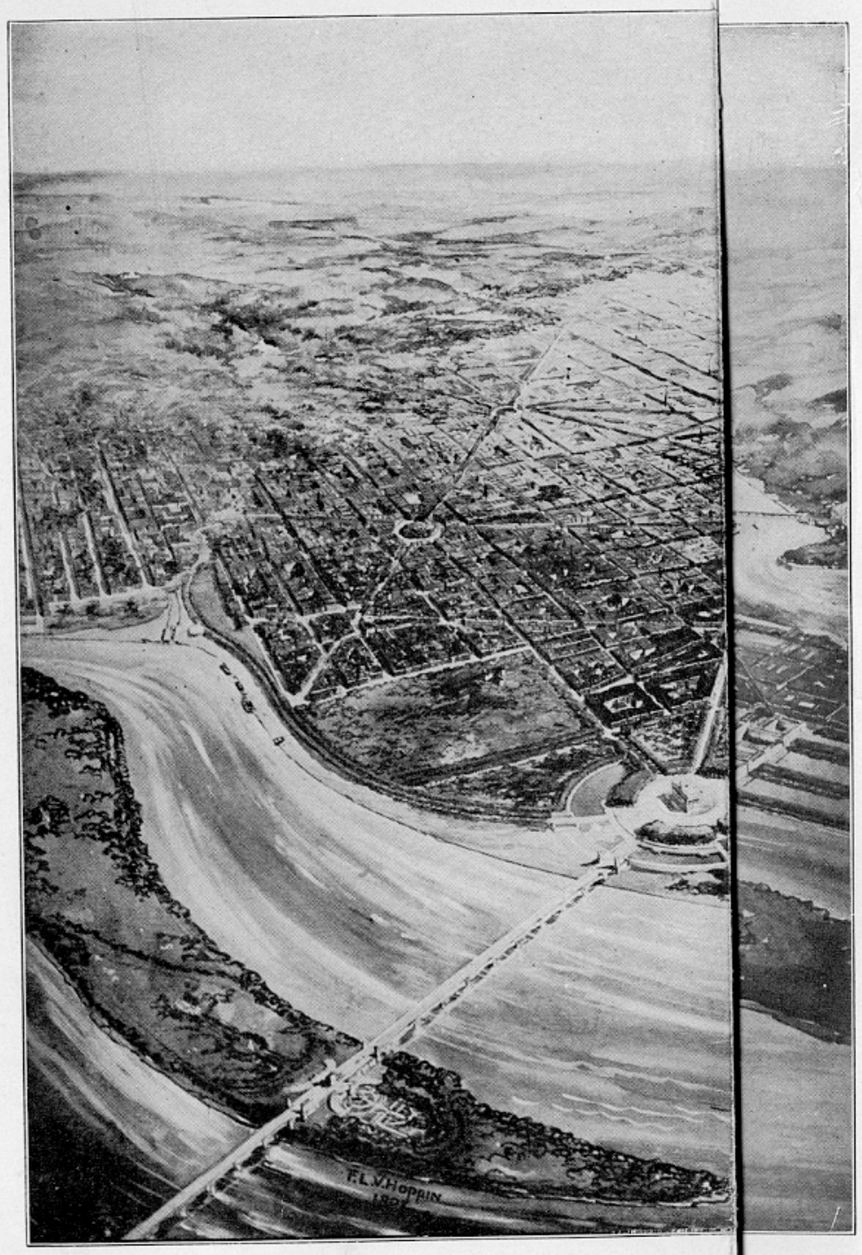


NO. 20.—BIRD'S-EYE VIEW OF GENERAL PLAN, FROM POINT TAKEN 4,000 FEET ABOVE ARLINGTON.



THE IMPROVEMENT OF THE PARK SYSTEM OF THE DISTRICT OF COLUMBIA.

I.—REPORT OF THE SENATE COMMITTEE ON THE DISTRICT OF COLUMBIA.

II.—REPORT OF THE PARK COMMISSION.

EDITED BY

CHARLES MOORE,

CLERK OF THE SENATE COMMITTEE ON THE DISTRICT OF COLUMBIA.

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1902.

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NOTE TO THE SECOND EDITION.

The Fifty-seventh Congress authorized the construction of the War College and the Engineer School of Application (p. 117); a building for the Department of Agriculture (p. 44); a building for the National Museum, to be located on the north side of the Mall (p. 44); the Union Railroad Station, to be located at the intersection of Massachusetts and Delaware avenues (p. 29); a building for the use of the members of the House of Representatives, to be located on the square facing the Capitol grounds, east of New Jersey avenue (p. 38); a Municipal Building for the District of Columbia, to be located on the south side of Pennsylvania avenue, between Thirteen-and-a-half and Fourteenth streets (p. 70); and a Hall of Records, to be located on E street, between Eighteenth and Nineteenth streets (p. 29). The Daughters of the American Revolution have begun the erection of a Continental Hall, on the second square south of the Corcoran Museum of Art, and the restoration of the White House has been completed (p. 65).

C. M.

SENATE COMMITTEE ON THE DISTRICT OF COLUMBIA,
March 14, 1903.

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TABLE OF CONTENTS.

	Page.
Report of the Senate Committee on the District of Columbia	7
Senate resolution ordering a report on the park system	7
Necessity of a comprehensive plan	7
Appointment of a Commission	8
The problem stated	10
The original plan of Washington	11
Opinions of Government officers on the Commission	13
The railroad problem	14
Character of the plans	16
Models and illustrations	17
Concentration of authority	18
Report of the Park Commission	23
Changes in the Mall	23
Improvements accomplished	24
Washington as a capital city	25
Climatic conditions of Washington	26
The necessity of fountains	27
Public baths and gymnasiums	28
Location of public buildings	28
A union railroad station	29
The Mall system	35
The Capitol division	37
Union Square	41
The Mall	43
The Washington Monument division	47
The Washington Common	49
The Lincoln memorial	51
The Memorial Bridge, Analostan Island, and the National Cemetery at Arlington	55
The Memorial Bridge	55
The treatment of Arlington Cemetery	58
The grouping of the buildings of the Executive Departments	63
The area south of Pennsylvania avenue	69
The distribution of the parks	75
Topography of the District of Columbia	76
The need for additional parks	77
Treatment of minor reservations	79
Playgrounds	81
The larger parks and their connections	83
Potomac quay	83
Rock Creek parkway	85
Zoological Park	87
Rock Creek Park	88
The section west of Rock Creek	91
Fort Reno Park	91
Soapstone parkway	92
Receiving reservoir	94
Potomac drive	94
Fort Kemble Park	97
Battery Parrott	97
Georgetown parkway	97

	Page.
The section east of Rock Creek	99
Soldiers' Home grounds	100
Howard University reservoir	101
Eckington parkway	101
Patterson Park	102
Mount Hamilton parkway	103
Mount Hamilton Park	103
Anacostia water park	105
The Fort drive	111
The Anacostia section	113
Giesboro parkway	114
Anacostia embankment	115
Washington embankment and Potomac Park	117
The Mount Vernon road	121
Conclusion	123
Appendix A, public bathing places	125
Public bath, Revere Beach, Massachusetts	127
Public bath, Brookline, Mass	128
Appendix B, relation of the Anacostia dam to tidal scour	131
Appendix C, a letter relative to the proposed treatment of Anacostia Park	133
Appendix D, a comparison of alternative plans for the treatment of Rock Creek valley	137
Appendix E, botanical collection	143
Appendix F, list of drawings, designs, and models illustrating the report of the Commission on the Improvement of the Park System of the District of Columbia	147
Appendix G, list of lands in the District of Columbia devoted to public use	155
Appendix H, list of proposed additional reservations	167
Appendix I, proposed additions to existing parks	169

LIST OF ILLUSTRATIONS.

NOTE.—The numbers on the plates refer to the pictures in the exhibition: See Appendix F.

Bird's-eye view of general plan, from point taken 4,000 feet above Arlington	Frontispiece.
Rock Creek, looking north from under M street bridge, showing possibility of seclusion from disagreeable surroundings	10
Rock Creek, looking south from P street, showing encroachments on the valley, by dumping, and agreeable tree growth still standing	10
Model of the Mall, showing present conditions, looking east	16
Model of the Mall, showing present conditions, looking west	16
Model of the Mall, showing treatment proposed, looking west	22
Model of the Mall, showing treatment proposed, looking east	22
Water jets of the great terrace, Vaux-le-Vicomte, work of Lenôtre	25
Petite cascades, Vaux-le-Vicomte, work of Lenôtre	26
Fountain in front of Villa Medici, Rome, suggesting the public value of hilltops wisely treated	26
Fountain, Barbarini Palace, Rome	26
Fountain, Piazzi di Termini, Rome	26
Fountain, Farnese Palace, Rome	26
Fountain, Piazza del Quirinale, Rome	26
Palace and garden of the Luxembourg, Paris. A public garden enriched but not confused	26
Versailles—Avenue in the park, suggesting the shaded walks of the proposed monument grove	26
Basin of Neptune, Versailles	26
Basin of Apollo, Versailles, showing the tapis vert, with road on either side	26
Basin of Latona, Versailles, showing tapis vert, with side roads and general greensward, and great canal beyond	26
Basin and great canal, Fontainebleau, suggestive of the treatment of the canals west of the monument	26
Fountain, Vaux-le-Vicomte	27
Proposed new union station	28
Interior view of the proposed new union station	28

	Page.
Fountain, Vaux-le-Vicomte	30
On the Pincian Hill, Rome	31
View of the Capitol, as seen from the Mall	36
Section through Capitol, east and west	36
View showing proposed treatment of basin, terraces, and Capitol approaches, head of Mall	36
The Capitol, west elevation, showing proposed terrace, restoration of the Bulfinch gates and boundary fence, fountains, and approaches	36
Bulfinch Gatehouse, formerly on Capitol grounds	39
View showing the proposed treatment of Union Square, at the head of the Mall	40
View of the Mall from Sixth street	42
View of the Monument seen from the Mall at Fourteenth street, looking west	42
Avenue de Beaumont, Compiegne. The type of vista without a roadway	44
Avenue at Cirencester, England. A mall divided by a central roadway	44
Tentative design for the National Museum	44
Washington, looking south from the White House	46
Section through Monument gardens, on White House axis, showing proposed treatment of approaches and terraces, forming a setting for the Washington Monument	46
Section through Monument garden, on Capitol axis, looking toward White House	46
Section through Mall at Fifteenth street, looking west, showing Monument approaches and terraces	46
Section through canal, looking east, on White House axis, showing proposed treatment of approaches and terraces, forming a setting for the Monument	46
Model of the Monument garden	47
Plan showing proposed treatment of the Monument garden	48
General view of the Monument garden and Mall, looking toward the Capitol	48
View in the Monument garden, main axis, showing proposed treatment of approaches and terraces, forming a setting for the Washington Monument, looking east	48
View of the Monument and terraces from the White House	48
View from the Monument terrace, looking toward Arlington	48
View in Monument garden, main axis, showing proposed treatment of approaches and terraces, forming a setting for the Washington Monument	48
View of the terrace and Monument garden, looking east	48
View in the Monument garden, looking toward the White House	48
View of the proposed memorial structure on the axis of the White House, looking south	48
View of the Washington common and public playgrounds, showing proposed memorial building, baths, theater, gymnasium, and athletic buildings	48
One of the six pavilions in the Monument garden	49
View of terrace from base of Monument	50
View showing the proposed development of the site for the Lincoln Memorial, seen from the Washington Monument	50
View of the Lincoln Memorial site from the old Naval Observatory	50
Plan showing proposed treatment of the Lincoln Memorial site	50
View showing the proposed development of the Lincoln Memorial site, seen from the canal	50
Section of Lincoln Memorial	52
Proposed development of Lincoln Memorial site, seen from Riverside drive	56
Memorial walk, Thiergarten, Berlin	60
Bird's-eye view of general plan, from a point taken 4,000 feet above the Government Hospital for the Insane	62
Bulfinch Gatepost, formerly on Capitol grounds	71
Temple, Villa Borghese, Rome. The architectural accent of a shaded vista	74
Riverside Park, wading pool, Hartford, Conn	78
Water basin at the Villa Medici, Rome	80
In the girl's gymnasium, Charles bank, Boston	80
Children's sand piles, Charles bank, Boston	80
Open-air restaurant in the Prater, Vienna	81
Open-air gymnasium, Charles River embankment, Boston	82
Le Pont Neuf and quays, Paris	82
Typical treatment of Potomac quay	84
Quays and Corso, Budapest	84
The boulevard of the Republic, Algiers, showing wide commercial quays and storage spaces below the boulevard	84
Typical section of Rock Creek parkway. Alternative project with covered channel	85
Typical section of Rock Creek parkway—Treatment recommended	86
Rock Creek, looking north from M street bridge, showing landscape value of the open-water surface and the foliage of the valley, and indicating the disagreeable character of the high-level surroundings	86

Page.
Valley of Rock Creek Zoological Park 86
Fort Reno. View to the northeast, showing the necessity for controlling adjacent private property if view is to be preserved 90
Typical section of one of the valley parkways, such as Piney Branch, Soapstone Creek, and Georgetown parkways 92
Fort Reno. View to the west. The fence is the limit of the present public ownership 92
The Potomac above the Aqueduct Bridge, from the level of the proposed drive, showing necessity for public control of the slopes below the driveway 92
Terrace, Villa d'Este, Tivoli, showing how a declivity commanding a view is used and emphasized, not disguised 93
Typical section of Potomac drive a short distance above Aqueduct Bridge 94
Cabin John Bridge, a portion of the Washington Aqueduct system 94
View from the terraces, St. Germain, Paris. Comparable with the view from the proposed terraces near Tenley Circle 94
Typical section of Potomac drive below the Chain Bridge 95
The Great Falls of the Potomac at a low stage of the river 96
Section of Savannah parkway 100
Vista, Villa Albani, Rome 102
Anacostia marshes from Benning Bridge, looking north, showing malarial flats to be excavated 104
Anacostia marshes, showing islands of free growth to be saved by the proposed method of improvement, from Benning Bridge, looking north 104
Oxford—Racing on the Iris 107
Henley—A suggestion of Anacostia Park 109
Quays and bridges, Budapest. Buda side of the Danube 112
Nantes, place of the Duchess Anne, showing quays and comprehensive treatment of approach to bridge 112
Terrace, Venice, illustrative of water-front treatment in connection with formal design 114
The quays at Venice 115
The Washington channel 116
Potomac Park, from the Washington Monument 116
Panorama of the city of Washington from Anacostia; typical of views from the proposed ridge parks 120
Revere Beach, near Boston. What the people think of its value 124
Swimming pool, Garfield Park, Chicago 126
Revere Beach public bath house, near Boston 126
Public bath, town of Brookline, Mass 127, 128
Bridge across the riverway, Boston park system 140
Piazza del Popolo, Rome, a commanding situation wisely treated for the enjoyment of the people .. 140

LIST OF MAPS AND PLANS.

L'Enfant map of Washington (1791) 12
Diagram of a portion of the city, showing proposed sites for future public buildings 28
General plan of the Mall system 34
Key to Mall system 35
Plan of Capitol grounds, by L'Enfant (1791) 37
Plan of Capitol grounds, by Thornton, Architect of the Capitol (1803) 38
Plan for Savannah parkway 100
Comparison between the present and proposed park areas of the District of Columbia and the park areas of Boston, New York, London, and Paris 154
Map of the District of Columbia, showing public reservations and possessions and the permanent system of highways 172
Map of the District of Columbia, showing areas recommended to be taken as necessary for new parks and park connections 172
Map of the District of Columbia, showing public reservations and possessions and areas recommended to be taken as necessary for new parks and park connections 172

REPORT OF THE SENATE COMMITTEE ON THE DISTRICT OF COLUMBIA ON THE IMPROVEMENT OF THE PARK SYSTEM OF THE DISTRICT OF COLUMBIA.

MR. McMILLAN, from the Committee on the District of Columbia, on the 15th day of January, 1902, presented the following report:

The Committee on the District of Columbia, acting under instructions of the Senate embodied in the resolution adopted March 8, 1901—

Resolved, That the Committee on the District of Columbia be, and it is hereby, directed to consider the subject and report to the Senate plans for the development and improvement of the entire park system of the District of Columbia. For the purpose of preparing such plans the committee may sit during the recess of Congress, and may secure the services of such experts as may be necessary for a proper consideration of the subject. The expenses of such investigation shall be paid from the contingent fund of the Senate—

respectfully report:

The desirability of a comprehensive plan for the development of the District of Columbia has long been felt by Congress. During the past few years particularly questions have arisen as to the location of public buildings, of preserving spaces for parks in the portions of the District beyond the limits of the city of Washington, of connecting and developing existing parks by attractive drives, and of providing for the recreation and health of a constantly growing population; and, in the absence of a well-considered plan, the solution of these grave problems has either been postponed or else has resulted in compromises that have marred the beauty and dignity of the national capital.

Necessity of a comprehensive plan.

I.

The action of the Senate in ordering a comprehensive plan for the development of the entire park system of the District of Columbia is the resultant of two movements—one popular in character, the other technical. In October, 1898, the citizens of the District of Columbia began to arrange for the celebration, two years later, of the one hundredth anniversary

The Senate orders the preparation of a plan.

of the removal of the seat of government to the District of Columbia. The project, being national in character rather than local, was brought to the attention of the President, and by him was laid before Congress, with the result that a joint committee of the two Houses was appointed to act with the citizen's committee in planning the celebration. In December, 1900, commemorative exercises, held at the White House and at the Capitol, were participated in by the Governors of the States as well as by the officials of the General Government and the representatives of foreign powers; and the celebration was brought to an appropriate end by a reception and banquet given by the Washington Board of Trade in honor of the Congressional committee and the distinguished guests.

The keynote of the celebration was the improvement of the District of Columbia in a manner and to an extent commensurate with the dignity and the resources of the American nation. Senators and Congressmen vied with Governor after Governor in commendation of the idea put forward by the local committee, that the time had come for the systematic and adequate improvement of the District of Columbia.[1]

While the centennial exercises were in progress the American Institute of Architects, in session in this city, was discussing the subject of improving Washington; and in a series of papers making suggestions for the development of parks and the placing of public buildings, the tentative ideas of a number of the leading architects, sculptors, and landscape architects of the country were put forward for discussion.[2] As a result the Institute appointed a committee on legislation, and consultations between that committee and the Senate Committee on the District of Columbia were followed by the order of the Senate for the preparation and submission of a general plan for the development of the entire park system of the District.

II.

The appointment of a Commission.

On March 19, 1901, the subcommittee of the District committee having the matter in charge met the representatives of the American Institute of Architects and agreed to the proposition of the latter that Mr. Daniel H. Burnham, of Chicago, Illinois, and Mr. Frederick Law Olmsted, jr., of Brookline, Massachusetts, be employed as experts, with power to add to their number. These gentlemen accepted the task, and subsequently invited Mr. Charles F. McKim and Mr. Augustus St. Gaudens, of New York City, to act with them in the preparation of plans.[1] The committee considers itself most fortunate in having secured the services of men who had won the very highest places in their several professions.

[1] Senate Document No. 210, Fifty-sixth Congress, second session.

[2] Papers relating to the improvement of the city of Washington, December 19, 1900, ordered to be printed by the Senate.

As Director of Works at the World's Columbian Exposition, held in the city of Chicago in the year 1893, Mr. Burnham was instrumental in securing the adoption of a scheme of construction which placed that exhibition in the very front rank of international expositions; and by the display of rare executive ability he brought about and maintained the effective cooperation of the architects and artists who then and there gave to American art both a new direction and a tremendous impetus.

As the architect of the Boston Public Library, the Rhode Island capitol, the new buildings and the fence at Harvard University, and other structures of monumental character, Mr. McKim is recognized in his profession as without a superior among American architects, his work being especially notable for its simplicity, directness, and scholarly qualities.

Mr. St. Gaudens, by common consent, stands first among American sculptors; and among architects and artists his criticisms have the authority of law.

Mr. Olmsted bears a name identified with what is best in modern landscape architecture in the District of Columbia. He is the consulting landscape architect not only of the vast system of parks and boulevards which make up the metropolitan park system of Boston and its suburbs, but also of large parks in various cities. To inherited taste he adds the highest training, both practical and theoretical.

At the call of their professional brethren and at the request of this committee these men virtually put aside their large and profitable private work and for nearly a year devoted their time, their experience, and their technical training to the service of the nation. These sacrifices they have made without pecuniary reward, and at a time in the professional careers of the majority of them when success and fame were already secure. Not only is the nation fortunate in having obtained the ripest talents of three such distinguished men, but also

[1] The full report of this meeting is to be found in Park Improvement Papers, No. 3, printed for the use of the Senate Committee on the District of Columbia.

it is a matter for satisfaction that the fourth member of the Commission enters upon the work at an age when he may be expected to have a part in directing and shaping the development of the plans from the beginning to the end.

III.

At the first meeting between the experts—who for convenience have been named the Park Commission—and the subcommittee of the District committee[1] the problem was stated to the Commission by the chairman substantially as follows:

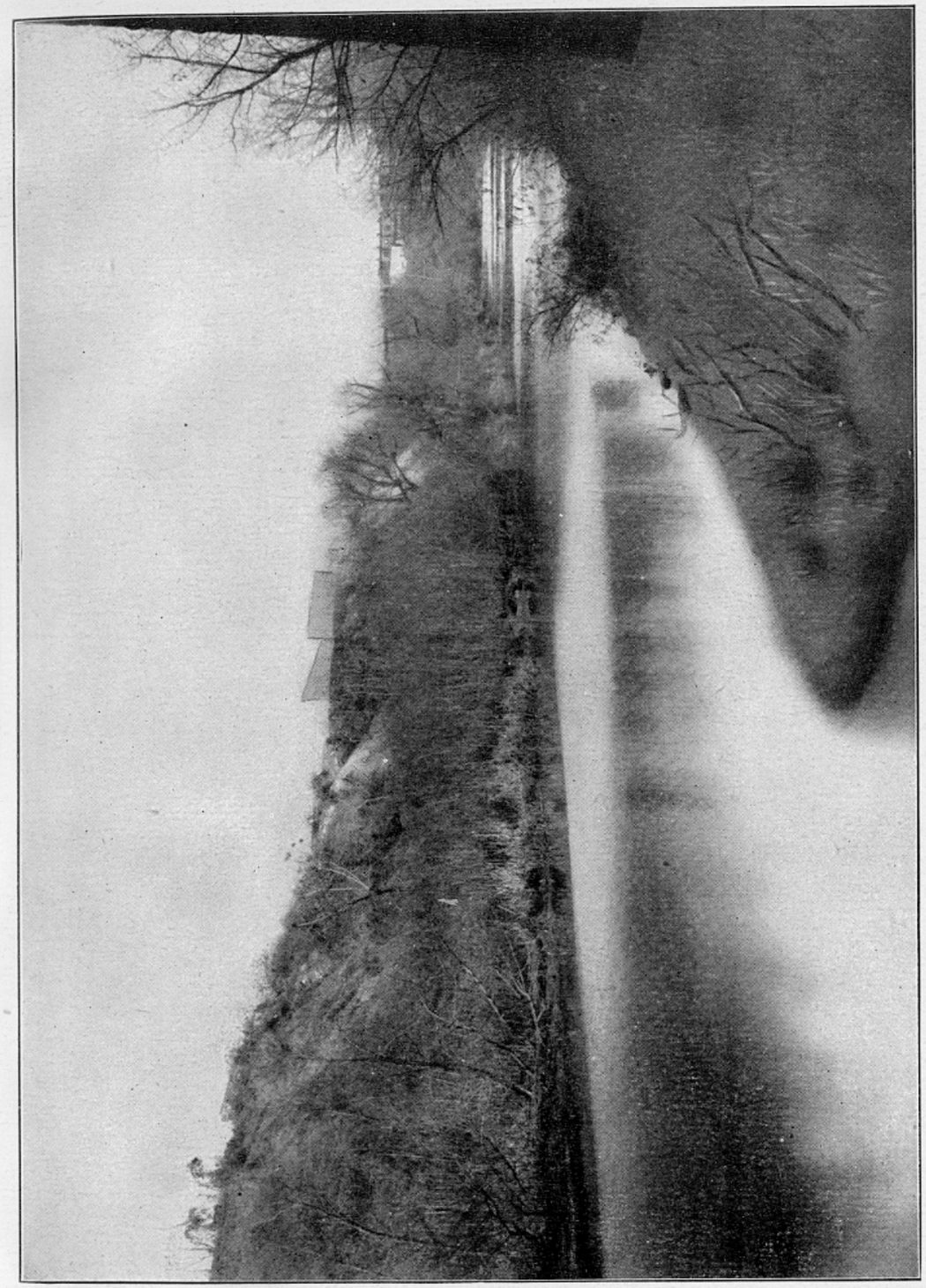
The problem stated.

The District of Columbia was created as the seat of government of the United States, and Washington was laid out as distinctively a capital city. The first consideration in its planning was the location of the public buildings and the grounds relating to them. In determining these locations each site was selected in reference to every other site; the lines of communication between the various Departments were studied, and care was taken to provide not alone for convenience but also for beauty and dignity. The original plan of the city of Washington, having stood the test of a century, has met universal approval. The departures from that plan are to be regretted and, wherever possible, remedied.

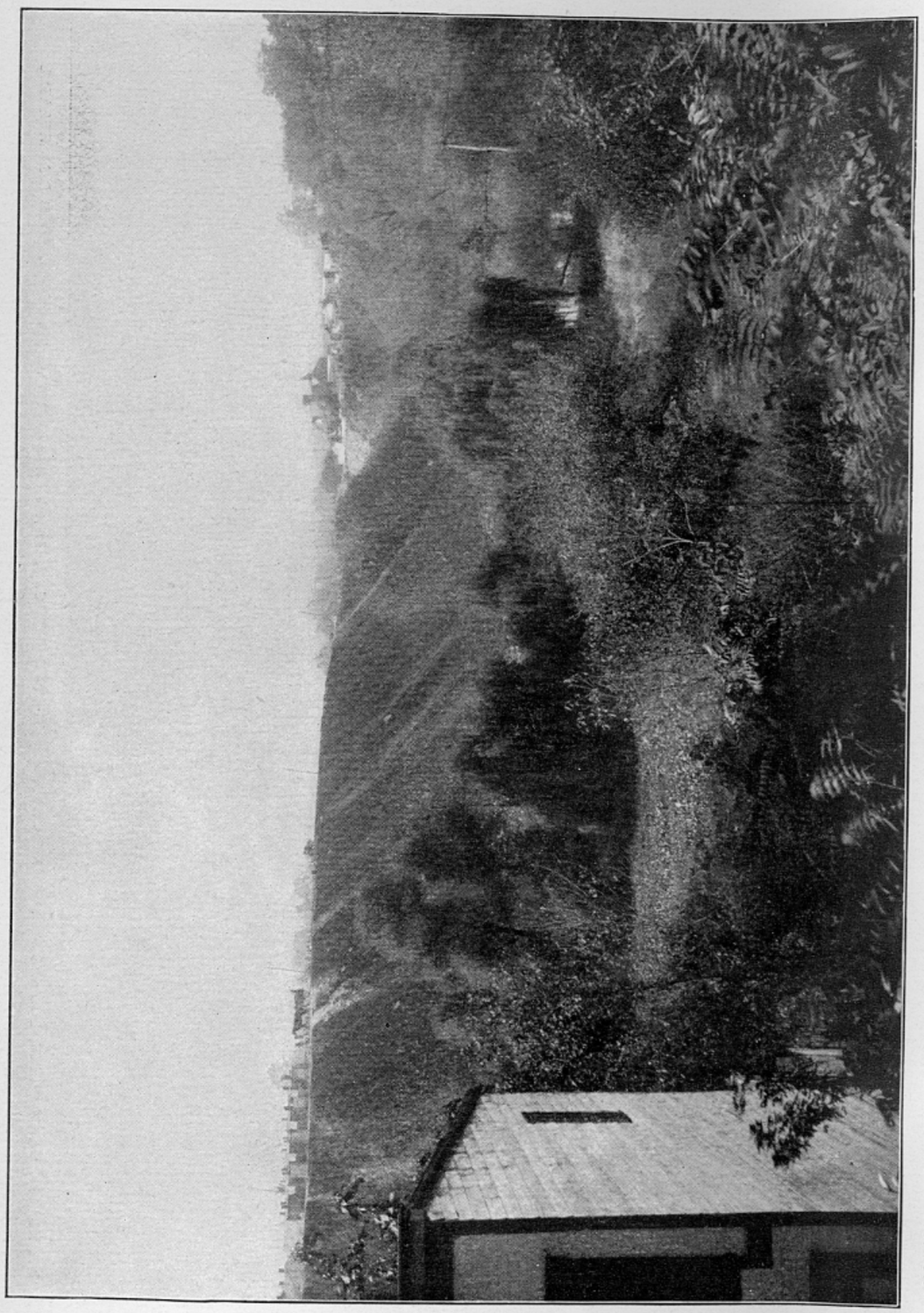
The reclamation of the Potomac flats has added to the public grounds a considerable area, one portion of which must be treated as a continuation of the Mall and the Monument grounds, while the section lying in the river opposite the Washington Channel is susceptible of individual treatment.

In 1889 Congress provided for the purchase of one hundred and seventy acres of land in the valley of Rock Creek for the purpose of establishing the National Zoological Park; and the next year a special act was passed authorizing the purchase of two thousand additional acres extending from the northern boundaries of the Zoological Park to the District line. The amount of land actually acquired under the provisions of this act was one thousand six hundred and five and nine-tenths acres. This territory, beautified by nature, is undeveloped, save for a few roads, the location of which was obvious; and before the public can realize fully the advantages of the purchase Rock Creek Park must be improved according to a systematic plan prepared by landscape architects.

[1] This subcommittee consisted of Senators McMillan, Gallinger, and Martin. See Park Improvement Papers, No. 3.



NO. 191.—ROCK CREEK, LOOKING NORTH FROM UNDER M STREET BRIDGE, SHOWING POSSIBILITY OF SECLUSION FROM DISAGREEABLE SURROUNDINGS.



NO. 190.—ROCK CREEK, LOOKING SOUTH FROM P STREET, SHOWING ENCROACHMENTS ON THE VALLEY, BY DUMPING, AND AGREEABLE TREE GROWTH STILL STANDING.

The Anacostia flats, comprising about eleven hundred acres, imperatively demand reclamation, in order to free the eastern portion of the city from the malarial conditions which for years have seriously retarded the development of that section and have constantly impaired the health of those persons who have been compelled to live within the miasmal influences. Congress, recognizing the deplorable conditions to which thousands of people either in its employ or under its care are thus of necessity subjected, caused to be made a survey and estimates of cost of the reclamation of these flats,[1] and it is believed that the time has now come to enter upon this work with the view to create a water park. In this manner can the park needs of the District best be subserved, and at the smallest expense.

The valley of Rock Creek from the mouth of that stream to the Zoological Park is unsightly to the verge of ugliness. Congress has had the situation studied with a view to finding a solution of the difficulty, either by covering the creek entirely or by creating a parkway through the valley. The need of a definite plan of treatment is shown in a striking manner by the fact that on the line of Connecticut avenue a bridge is in course of construction; while on the line of Massachusetts avenue a culvert is building, the obvious intention being to fill the entire valley southward to the mouth of the creek. A decision should be reached as to whether the creek is to be covered or is to remain open, and also as to the treatment of the space in either case.

The development of Potomac and Rock Creek parks, the creation of a park along the Anacostia, and the increasing use of the Soldiers' Home grounds for park purposes, all call for a study of connections among the parks, so as to bring into one system the diversified attractions which these public spaces will offer when adequately developed. The positive squalor which to-day mars the entrance to almost every public park is too apparent to need discussion.

IV.

The original plan of Washington.

Aside from the pleasure and the positive benefits to health that the people derive from public parks, in a capital city like Washington there is a distinct use of public spaces as the indispensable means of giving dignity to Government buildings and of making suitable connections between the great

[1] House of Representatives Executive Document No. 30, Fifty-second Congress, first session, report of Lieut. P. C. Hains, and House of Representatives Document No. 87, Fifty-fifth Congress, third session, report of Col. C. J. Allen.

departments. When the city of Washington was planned under the direct and minute supervision of Washington and Jefferson, the relations that should subsist between the Capitol and the President's House were closely studied. Indeed the whole city was planned with a view to the reciprocal relations that should exist among public buildings. Vistas and axes; sites for monuments and museums; parks and pleasure gardens; fountains and canals; in a word, all that goes to make a city a magnificent and consistent work of art were regarded as essentials in the plans made by L'Enfant under the direction of the first President and his Secretary of State.

Nor were these original plans prepared without due study of great models. The stately art of landscape architecture had been brought oversea by royal governors and wealthy planters; and both Washington and Jefferson were familiar with the practice of that art. L'Enfant, a man of position and education, and an engineer of ability, must have been familiar with those great works of the master Lenôtre which are still the admiration of the traveler and the constant pleasure of the French people. Moreover, from his well-stocked library Jefferson sent to L'Enfant plans "on a large and accurate scale" of Paris, Amsterdam, Frankfort, Carlsruhe, Strasburg, Orleans, Turin, Milan, and other European cities, at the same time felicitating himself that the President had "left the planning of the town in such good hands."

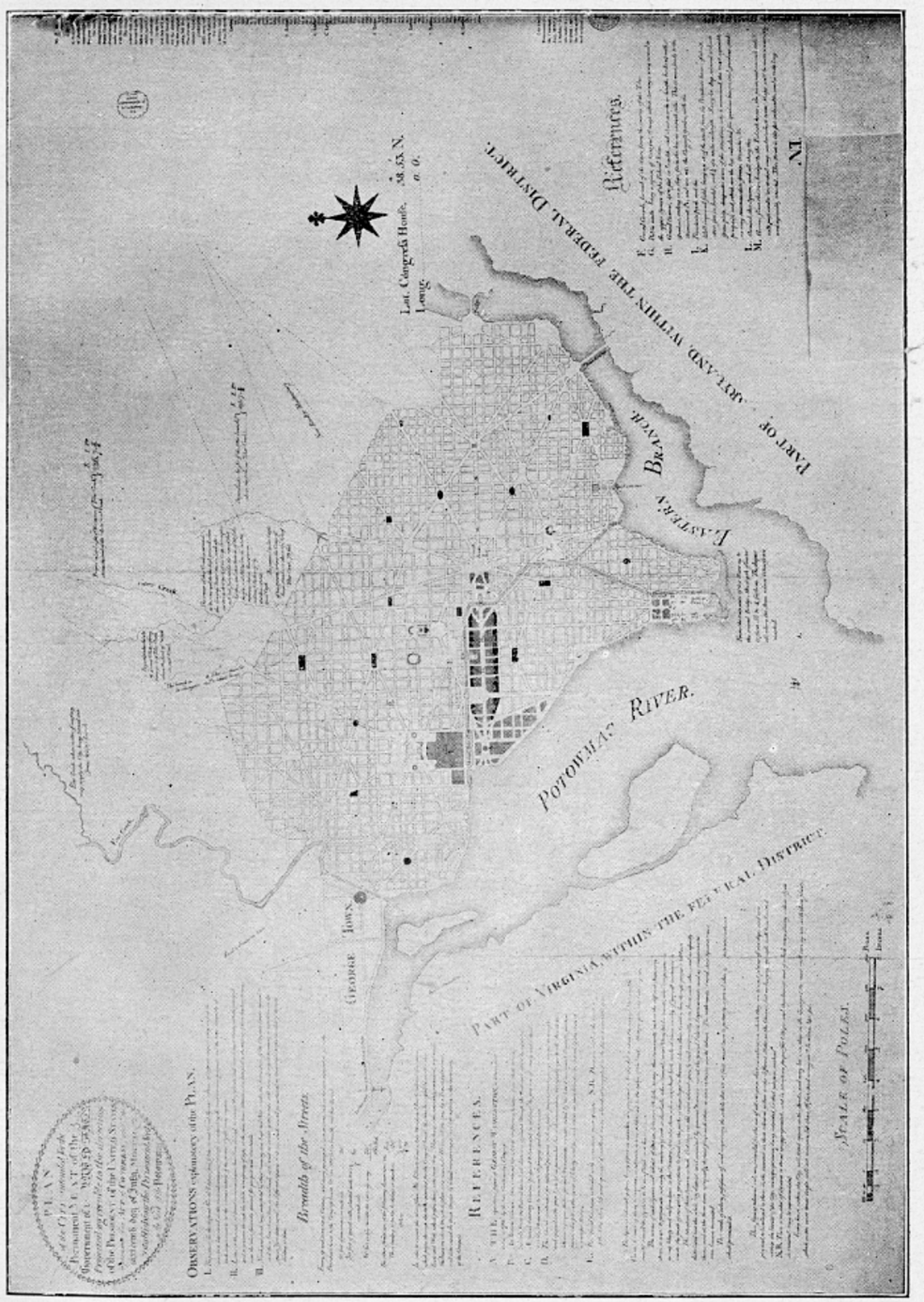
The object of the present investigation is to prepare for the city of Washington such a plan as shall enable future development to proceed along the lines originally planned—namely, the treatment of the city as a work of civic art—and to develop the outlying parks as portions of a single well-considered system.

V.

The nature and scope of the work having been outlined to the Commission, they entered upon their task not without hesitation and misgivings. The problem was both difficult and complex. Much had to be done; much, also, must be undone. Moreover, no sooner was the membership of the Commission announced than their aid and advice was sought in relation to buildings and memorials under consideration, so that immediately the range of the work broadened. Thus the importance and usefulness of the Commission were enhanced.

The work broadens.

The cordial reception which the Commission have met from the



NO. 61.—L'ENFANT MAP OF WASHINGTON (1791).

highest officials of the Government and the opportunities of usefulness that have been opened to its members are alike significant and gratifying. With the approval of the Secretary of Agriculture and the Secretary of the Treasury, the Supervising Architect consulted the Commission at every stage in the selection of an architect for and the location of the new building for the Department of Agriculture.[1] The Secretary of War, under whose supervision the public buildings and grounds of the city come, was moved to say in his latest annual report:

> The many duties of the War Department in relation to the public buildings and grounds of Washington and to the statues and memorials authorized or proposed by Congress have brought the Department into frequent conference with the Commission selected by the Senate Committee on the District of Columbia to prepare plans for the development of the park system of the District, consisting of Messrs. Daniel H. Burnham, Charles F. McKim, and Frederick Law Olmsted, jr., who have now associated with them Mr. Augustus St. Gaudens. In admirable spirit that Commission seeks to restore and develop the original designs of President Washington and L'Enfant, and the plans which they are about to present for the work to be done hereafter in making the capital city more beautiful have the hearty approval and sympathy of the War Department, and will, if they shall happily be adopted, have that Department's cordial cooperation.

The Attorney-General, in referring to the proposed building for the Department of Justice, says in his annual report for 1901:

> No building should be constructed except such as will meet the just expectations not only of the present but of future generations. The building should be worthy of the purpose to which it is to be devoted and of the Government whose dignity it in part represents. In this connection due regard should be had to the general plan for the adornment of Washington, which is now under consideration by a competent Commission. Washington has become a city not only of cosmopolitan dignity but of exceptional beauty, and no building should be so constructed or located as to mar the symmetry of its development.

The Commissioners of the District of Columbia and the officials connected with their office have given repeated and cordial assurance of their interest in a systematic development of the park system of the District, not only by consultations, but also by placing the resources of their office at the disposal of the Commission. In their annual report the District Commissioners say:

> An important expression of the new feeling in Congress respecting the District of Columbia was the creation, at the extraordinary session of the Senate, in March last,

[1] The Park Commission, acting with the Supervising Architect of the Treasury Department, approved the programme of competition, named ten firms of architects who competed, and made the award, selecting the design submitted by Messrs. Lord & Hewlett, of New York City.

under the authority of a Senate resolution, by the Committee on the District of Columbia, of a Commission of eminent architects and landscape engineers to prepare a general plan for improvement of the park system of the District of Columbia. The Commissioners of the District of Columbia have been glad to act in cooperation with this Commission, and trust that its project for beautifying of the national capital will be adopted by Congress as the working plan for the years to come. For years the Commissioners of the District of Columbia and other public officers, and the citizens of the District, have been hoping that such a comprehensive scheme of improvement of the park system, and therefore of the whole District, would be adopted, in order that its æsthetic development might be made harmonious and complete and in accordance with the best ideals.

To the Secretary of the Smithsonian Institution, the Superintendent of the Coast Survey, the Officer in Charge of Public Buildings and Grounds, and the officers of the Corps of Engineers engaged on the improvement of the Potomac River Front the Commission are under obligations for assistance and information without which their labors must have been prolonged indefinitely, if not entirely defeated. The representative bodies of the citizens of the District of Columbia and the press also have given encouragement and support to the work, and have furnished suggestions of great value because based on experience of the needs of the people.

VI.

After a detailed examination of the topographical features of the District of Columbia, the Commission drew up preliminary plans.

The railroad problem.

They were then forced to the conclusion that an adequate treatment of the park system depends upon the exclusion of the Baltimore and Potomac Railroad from public grounds, so as to allow that dignified approach to the Capitol for which the Mall was originally designed.

The occupation of the Mall by the railroad dates back to 1872, at which time, in order to secure competition in freight and passenger traffic, the then local government of the District of Columbia granted the lands, and subsequently Congress confirmed the grant.[1] In extenuation of the original occupation, it may be urged that the space was then no better than a common pasture and that the railroad

[1] The board of aldermen and the board of common council granted the Mall site to the Baltimore and Potomac Railroad on March 20, 1871. See Evening Star, March 21, 1871, for report of proceedings. This action by the District authorities was confirmed by act of Congress approved May 21, 1872; chapter 189, Statutes at Large, Forty-second Congress, second session.

but took the place of the canal which it paralleled; so that conditions were improved by the change, as undoubtedly proved to be the case. Be that as it may, the railroad holds the right to use the property by a title good in law and in equity; and by virtue of a recent act of Congress the railroad space has been enlarged, in consideration of the surrender of street trackage and the proposed elevation of the tracks within the city of Washington.

It so happened that the chairman of the Commission, Mr. Burnham, is the architect of the Pennsylvania Railroad's new station at Pittsburg, and he had also drawn for the Pennsylvania Railroad the preliminary plans for the Baltimore and Potomac station in Washington. After consultation with the subcommittee, Mr. Burnham proposed to the president of the Pennsylvania Railroad that the station be built on the south side of the Mall and lands adjoining. The architectural and other advantages of the proposed site were set forth with such vigor as to command serious consideration. There the matter rested for a time.

The Commission, in order to make a closer study of the practice of landscape architecture as applied to parks and public buildings, made

European studies.

a brief trip to Europe, visiting Rome, Venice, Vienna, Budapest, Paris, London, and their suburbs. Attention was directed principally to ascertaining what arrangement of park areas best adapts them to the uses of the people, and what are the elements that give pleasure from generation to generation, and even from century to century. The many and striking results of this study will appear in the discussions that follow.

It was during the stay of the Commission in London that President Cassatt announced to Mr. Burnham his willingness to consider the question, not of moving the Baltimore and Potomac station to the south side of the Mall, but of withdrawing altogether from that region and uniting with the Baltimore and Ohio Railroad Company in the erection of a union station on the site established by legislation for the new depot of that road, provided suitable legislation be secured to make compensation for the increased expense such a change would involve, and provided, also, that the approaches to the new site be made worthy of the building the railroads propose to erect.

Subsequent examination convinced the Commission that, from an æsthetic standpoint, there are insuperable objections to the depot site

The union station.

provided by law. The chief objection is that were the station to front on C street a train shed eight hundred feet wide would be thrown across Massachusetts avenue, one of the

great thoroughfares of the city. Not only would the vistas be blocked by a commercial building, but also the street would be carried underneath this enormous structure in a tunnel so long as to cause the avenue to be avoided by traffic. The Commission thereupon proposed a site fronting on Massachusetts avenue, and again the officials of the railroad company consented to a change of location.

The plans call for a station eight feet and eight inches longer than the Capitol, the building to be of white marble, the façade to be Roman in style of architecture, and the construction and arrangements to be so planned as to make this station superior to any structure ever erected for railway purposes. Facing the Capitol, and yet not too near that edifice, the new station will front upon a plaza six hundred feet in width and twelve hundred feet in length, where bodies of troops or large organizations can be formed during inaugural times or on other like occasions. Thus located and constructed, the union depot will be in reality the great and impressive gateway to Washington.

It should be said here that in considering the views of the Commission, and in reaching his decision, the president of the Pennsylvania Railroad looked at the matter from the standpoint of an American citizen, saying in substance that he appreciated the fact that if Congress intended to make of the Mall what the founders of the city intended it to be, no railroad should be allowed to cross it; and that he was willing to vacate the space provided the matter could be arranged without sacrificing the interests of the stockholders of the Pennsylvania Railroad.[1]

VII.

This conditional consent on the part of the railroad removed the one great obstacle to the preparation of adequate plans for the improvement of the city. Lesser obstacles, such as the lack of surveys of the oldest parks in the District and the difficulties of getting together the widely scattered data, have been surmounted. On the other hand, the work has been much lightened by the excellent topographical maps of the District outside of the city, prepared by the Coast and Geodetic Survey.

The character of the plans.

The plans prepared by the Commission and submitted to the Senate with this report are the most comprehensive ever provided for the development of an American city. Every portion of the District of Columbia has been studied; in the outlying sections those spaces best adapted for parks, both small and

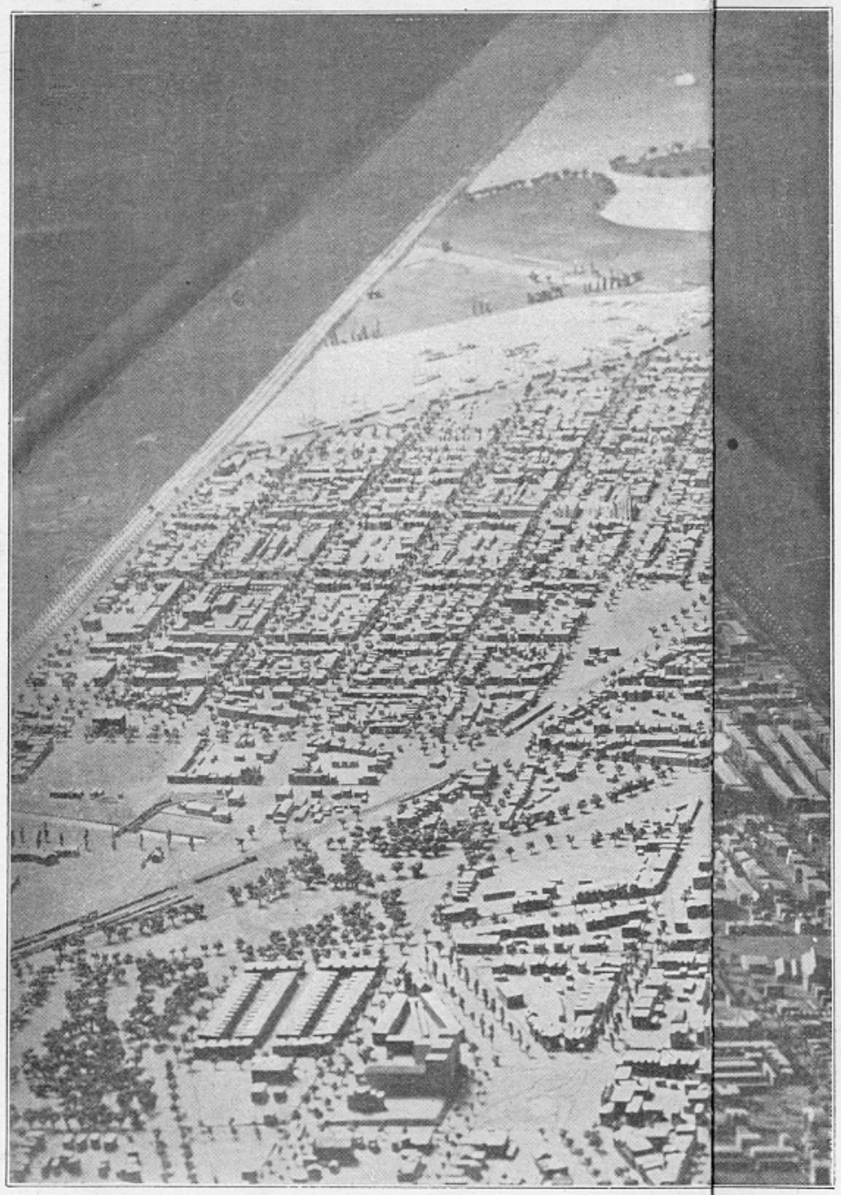
[1] See Senate bill No. 4825, Report No. 982, Fifty-sixth Congress.



NO. 34.—MODEL OF THE MALL, SHOWING PRESENT CONDITIONS. LOOKING EAST.



NO. 34.—MODEL OF THE MALL, SHOWING PRESENT CONDITIONS. LOOKING WEST.



large, have been marked; the most convenient and the most picturesque connections between the various parks have been mapped; the individual treatment which each particular important park should undergo is recommended; an extension of the park system to Great Falls and to Mount Vernon is discussed; the development of the Mall receives detailed and elaborate treatment; the location of new public buildings, whether legislative, executive, or municipal in character, has been arranged according to a rational system of grouping; and those memorials which mark great epochs or great crises in our national history have been brought into harmonious relations with the general scheme of development.

As a result of this comprehensive treatment every considerable undertaking within the District may be brought into the general plan and made to contribute its part to enhancing value of the whole. More than this, no such undertaking should be allowed to invade, to mutilate, or to mar the symmetry, simplicity, and dignity of the one great composition designed to comprehend the entire District of Columbia.

VIII.

In working out the plans the Commission found it necessary to have prepared two models, one showing the existing disturbed condi-

Models and illustrations.

tions in the section from the Library of Congress westward to the Potomac, and the other showing the arrangement proposed. These models, constructed with the utmost attention to the details of topography, are accurate maps of the section they so graphically depict. Not only are they absolutely essential to the designers, but they are also the guides in carrying the plans to completion. So that, as the years pass, those persons who may be charged with the task of improvement will be under no uncertainty as to the particular treatment intended.[1] A third model, representing the Monument garden, shows with nice elaboration of detail the terraces, the buildings, the fountains, and the approaches designed to furnish that august structure its appropriate setting.[2]

In order to present in graphic fashion particular features of the plans, the accurate architectural drawings have been rendered in color by a number of the most famous illustrators of the day, and by means

[1] These models were made under the direction of George Carroll Curtis, geographical sculptor, of Boston.

[2] The Monument garden was modeled by Mr. Merz, of New York City.

of these pictures a clear and distinct idea of the appearance of the completed work can be obtained.[1]

IX.

The plans as prepared call for systematic, continuous work, which of necessity must be prolonged through a considerable number of years. The park system of the District of Columbia is placed by law under the control of the Chief of Engineers of the United States Army,[2] but individual portions of the system are subject to separate control. It is essential to the harmonious and successful development of the improvements that there shall be a greater concentration of authority, and the constant employment of professional advice. No work should be entered upon without the preparation of detailed plans, to be approved by the highest possible authority as being in accord with the general system.

Concentration of authority.

Obviously it is impossible to make even an approximate estimate of the cost of improvements which are to be completed in an indefinite future; nor is such an estimate necessary. From time to time new buildings must be constructed to meet the constantly increasing needs of the Government, and as appropriations come to be made the buildings should be located so that each new structure will fit into its appropriate place in the great scheme. Year

The question of expense.

[1] From January 15 to February 25, 1902, the models and pictures were exhibited at the Corcoran Museum of Art, the trustees of which institution very kindly having placed several rooms at the disposal of the committee for the purpose of the exhibition. Later the entire exhibition was removed to the Library of Congress, where it now is displayed in the Division of Prints. For a list of the illustrations presented see Appendix K.

[2] See act of July 1, 1898, entitled "An act to vest in the Commissioners of the District of Columbia control of street parking in said District." Section 2 provides:

"That the park system of the District of Columbia is hereby placed under the exclusive charge and control of the Chief of Engineers of the United States Army, under such regulations as may be prescribed by the President of the United States, through the Secretary of War. The said park system shall be held to comprise: (a) All public spaces laid down as reservations on the map of eighteen hundred and ninety-four accompanying the annual report for eighteen hundred and ninety-four of the officer in charge of public buildings and grounds; (b) All portions of the space in the streets and avenues of the said District, after the same shall have been set aside by the Commissioners of the District of Columbia for park purposes: *Provided*, That no areas less than two hundred and fifty square feet between side walk lines shall be included within the said park system."

by year lands must be secured for Government or municipal institutions, and by foresight and good judgment these purposes can readily be made to enhance the beauty and utility of the park system. As the finances of the District will allow, the parks are bound to be developed and those facilities for enjoyment which civic life increasingly demands will be supplied. So fast as provision may be made for these improvements, let the work be done in accordance with plans at once simple, adequate, dignified, and comprehensive.

By the patient and steadfast cooperation of all those persons charged with the upbuilding of the District of Columbia, a result may be attained such as has been reached in no other capital city of the modern world. The task is indeed a stupendous one; it is much greater than any one generation can hope to accomplish. The very hearty and intelligent cooperation that the plans have been received by the officers of the Government, the committees of Congress, and by the public generally makes it reasonably certain that the development of the National Capital will be prosecuted along the general lines proposed; and that the city which Washington and Jefferson planned with so much care and with such prophetic vision will continue to expand, keeping pace with national advancement, until it becomes the visible expression of the power and taste of the people of the United States.

The need of cooperation.