Historic Preservation Plan
of the Pennsylvania Avenue Development Corporation

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AMENDMENT TO THE
HISTORIC PRESERVATION PLAN
May 1976

The following amendment to the Historic Preservation Plan was approved by the Board of Directors, Pennsylvania Avenue Development Corporation.

Insert the following sentence at the beginning of the description of Program IIIB: “The structures listed in Program IIIB -“Building Facade Relocation” which are designated for relocation to Florida Avenue, 7th Street, N.W., or Pennsylvania Avenue between 6th and 7th Streets, N.W., may be relocated to any site within the Historic Preservation Zone.”

PREFACE

This Historic Preservation Plan is a supplement to the Historic preservation material presented in the Mayor's Pennsylvania Avenue Plan - 1974.

On March 15, 1977, the Historic Preservation Plan was adopted by the Board of Directors of the Pennsylvania Avenue Development Corporation at the Corporation’s program for preservation and renovation of historic properties within its jurisdiction. The plan goes far beyond what has been done under similar development plans in the past, through its content and scope, and will result in a distinctive enhancement of the Pennsylvania Avenue National Historic Site.
INTRODUCTION

PENNSYLVANIA AVENUE NATIONAL HISTORIC SITE

On September 30, 1965, the Secretary of the Interior issued an Order of Designation establishing the Pennsylvania Avenue area as a National Historic Site. This designation was an integral step in the process to preserve and improve Pennsylvania Avenue and its environs between the White House and the Capitol.

The designation was made under the general authority of the Historic Sites, Buildings, and Antiquities Act of 1915, which states its policy the preservation for public use of historic sites, buildings,
and objects of national significance, for the inspiration and benefit of the people of the United States.

In the case of the Pennsylvania Avenue site, the designation was based upon the Avenue's great national historical value as the route of the Presidential inaugural processions and the site of many historical events and landmarks.

The Pennsylvania Avenue National Historic Site, which is included in the National Register of Historic Places, comprises Pennsylvania Avenue from the Capitol grounds to the White House together with "historically related covenants." It is approximately rectangular in shape, generally bounded by 2nd Street, E Street, 1st Street, and Constitution Avenue, but extending as far north as F and G Streets, where necessary to include nationally significant covenants, a number of which are also listed in the Register.

The Pennsylvania Avenue Development Corporation was established by Congress through Public Law 92-193, enacted by Congress on October 27, 1971, in order that the area adjacent to Pennsylvania Avenue between the Capitol and the White House be developed and used in a manner suitable to an environment of physical and historical excellence for the Federal Government and to the buildings, monuments and parks within the area.

Therefore, elements of the preservation plan are subject to the requirements of the National Historic Preservation Act of 1966, Executive Order 11,519, May 13, 1971, "Protection and Enhancement of the Cultural Environment," and the procedures established by the Advisory Council on Historic Preservation for the protection of historic and cultural properties.

In accordance with these procedures the Pennsylvania Avenue Development Corporation conducted a detailed survey of the area and identified those properties that are included in or eligible for inclusion in the National Register. The affected properties are located within the area and under the jurisdiction of the Pennsylvania Avenue Development Corporation and also within the area that will potentially be impacted by the overall plan. The report "Survey of National Register Properties" was submitted for comment to the State Historic Preservation Officer and the Advisory Council on Historic Preservation.

It is anticipated that once these details of the plan are developed these will be further reviewed.
THE HISTORIC PRESERVATION PLAN

Protection and enhancement of the historical resources located both inside the development area and outside of it has been a primary concern of the Pennsylvania Avenue Development Corporation from the beginning of its establishment in 1972. The overall Pennsylvania Avenue Plan of 1974 includes specific references to historic preservation. Projecting from these basic objectives, this report's Historic Preservation Plan has been developed in an attempt to assure that an effective and cohesive preservation effort will accompany new development in the Pennsylvania Avenue area.

The preservation plan establishes a methodology to guide short and long-term decision-making that affects the historical resources.

Essentially, the methodology involves several stages: (1) inventory, evaluation, and nomination to the National Register of the existing buildings of historical or architectural significance; (2) a preservation treatment procedure for each category of building to be preserved; these include maintenance procedures for the maintenance, through preservation, rehabilitation, or restoration; (3) the examination of alternatives for preservation through legislation and financial procedures and techniques, cooperation with purchasers and transferees of properties in the development area; (4) consideration of the practicability for preservation in place versus relocation, or salvage alternatives; (5) preparation of procedures required pursuant to the Executive Order 12291 to the Secretary of the Interior and to the Advisory Council on Historic Preservation for review and comment.

BACKGROUND AND PURPOSES

Historic preservation has become an expected component of a redevelopment scheme for an area like Pennsylvania Avenue. As new development, new highways, and urban decay have, in the last two decades, fragmented our downtown area, we have become more conscious of the need to preserve not only the steady and monumental public edifices but also the more ordinary areas that give us a sense of the past. These areas are our neighborhoods, the once commonplace parts of the city that preserve an overall character derived from the special mixture of spaces and buildings that reflect the city's historical evolution.

However, preservation is still perceived by some as an impediment to development rather than as an important component of a successful redevelopment effort. In order to be most effective, preservation must be seen broadly as an inseparable part of the development process. This broader definition demands an approach oriented to urban design rather than just to individual buildings.
An area like the Pennsylvania Avenue National Monument lends itself to an urban design narrative. The sole existence of new or more significant buildings must be carefully planned so as to preserve the preeminence of historic architecture. This can be done by using unique or distinctive design structures such as a concentration of significant buildings, a large number of older buildings, or a network of significant buildings or open spaces that provide a framework for the urban landscape. Such preservation is highly desirable as a "historic" or "significant." It is, in fact, less important for an urban design to preserve "significant" buildings than it is for the urban design's structure and open spaces to maintain a sense of identity, contrast, and historical continuity and evolution through time, and evolve assimilating beyond those of solely architectural character and value.

At first glance, the Pennsylvania Avenue area appears to lack the qualities usually found dominant in an historic district. There is no definitive character or cohesiveness of style and scale as found in Victorian San Francisco or in the elegant squares of Savannah. Instead, the Pennsylvania Avenue area is a particularly unimpressive environment characterized by visual incongruity and neglect of the past. Although the magnificent symbolic boxes from the White House to the Capitol span the Avenue, streets of this area are lined with a mixture of low, cheap structures, monumental public buildings, occasional historical buildings of diminished stature, and parking lots. The few visible and interesting structures remaining on the Avenue do not benefit from this condition. The area is devoid of either the rhythms of a balancing commercial center or the grandeur of a historic public place. Nevertheless, upon closer examination one finds several elements that can form the basis of an historic preservation effort.

The Pennsylvania Avenue area has a dual life. On one hand it was a major thoroughfare for Washington's early city plan and has been chosen as the site for many historically significant Federal buildings such as the Arsenal Building (1839), the Patent Office Building (1836), the Old Capitol (1834), and the New Capitol (1857). On the other hand, it represents much of Washington's history. The area was the city's central business district. The two largest structures remaining from this time are the PHB Willard Hotel and the 18th Century Store Building. These two significant landmarks testify to the existence of large scale commercial architecture, as practiced during the downtown's turn-of-the-century heyday. The majority of historic buildings of interest are much smaller than 17th-century commercial structures built in the styles fashionable from about 1850 to the 1910s.

The objective of the historic preservation effort is to create a comprehensive urban design that will redefine and enhance both the monumental and grand urban visions of L'Enfant and the vitality of the area when it was Washington's "main streets." One of the more appealing qualities of the historical downtown area is its scale, evolution, and change that is made possible by the different styles and periods of architecture. This sense of a changing, growing city is illustrated by the area's proximity to the largest market in the world. At the same time, the historic preservation effort will be developed and documented, but will encourage new development that enhances the area's visual and aesthetic qualities. The design and scale of new buildings will be eclectic rather than purely utilitarian, rather than historically accurate. The overall effort will reflect the variety and vitality of the mid-19th century.

Although some of the structures and open spaces still exist in their traditional relationships and convey some sense of cohesiveness, most of the interesting older buildings are scattered throughout the area without a unifying control other than the Avenue itself. The concentration of large-scale buildings has now lost its original significance to such an extent that the consolidation of many of these buildings is not inappropriate. A few large buildings such as the Willard and the Old Store Building can be controlled and maintained in place due to their size and their special aesthetic and historic value. The date (1775), and the Founding of the Constitution. The Willard, the Old Store Building, and the new commercial center represent the essence of older, low-scale, walk-up buildings is present. It is possible, though preservation in place combined with building facade relocation, to create an historical sense that will restore the scale of the turn-of-the-century central business district.

In summary, preservation activities will include the retention of significant buildings in place, as well as the renovation of a low-scale, turn of the century character of the 17th Street-Indians Avenue area. Many of the now isolated structures of interest can be relocated to this area and placed in traditional relationships to each other, to enhance both the downtown design qualities of the area and the architectural integrity of the individual buildings. At the same time, new development on the blocks where the historical buildings were previously located will not be inhibited by one or two small structures. Finally, as the preservation plan is being implemented, a careful record will be kept of the area's architectural history and the changes that result because of the historic preservation effort. This will assist in decision-making and will provide a record of all significant changes through the implementation of the plan.

The L'Enfant Plan was a low example of belle epoque design, an exceptional urban concept for the United States at the time. The elements are the linkages of monuments and special spaces with the combination of radial and gridiron street systems, the grand buildings alternating with the Jeffersonian concept of public walks to connect Federal buildings, as well as the use of the city's natural features, and the consciousness of the residential scale.

The Pennsylvania Avenue Plan—1974 calls for restoring as much as possible of the original intentions and the two-dimensional requirements of L'Enfant Plan, but simultaneously it will allow these changes of the existing fabric of the city that enhance the physical and human qualities of the historic district.

Pennsylvania Avenue, Indiana Avenue, Western Place, and Market Square are considered major elements of the L'Enfant Plan, as are the views that symbolically connect the White House and the Capitol, and the Market Place area to the Portrait Gallery. However, the preservation of streets, squares, and vistas are programmatically part of the overall plan rather than the Historic Preservation Plan, as these are integral to the general landscaping, circulation, and development aspects of the plan.
PRESERVATION PROGRAMS

Five programs were devised to implement the objectives of the preservation plan. These programs reflect both the complexity of an urban design initiative to preservation and the special problems of the Pennsylvania Avenue Historic Site. Programs I and IV address the monumental Federal city by restoring key Landmark structures and streets and monuments. The area's history as Washington's "main street" is recognized in the creation of Program II which calls for reinforcing the 19th century scale of the area around 7th Street and Indiana Avenue. Program II and Program III also respect the special needs of new development by treating isolated, older structures in special ways. Additionally, Program V calls for thorough documentation of all architectural and historical aspects of the redevelopment area.
PROGRAM I: Preservation of Landmarks

This program involves the restoration in place (Category of Treatment I) and the maintenance of the landmark structures in the Corporation's project area.

SIGNIFICANCE

The Pennsylvania Avenue Historic Site is on the National Register of Historic Places. This means that all of the structures on the site are on the Register. However, the more outstanding were individually reviewed by the Joint Committee on Landmarks. As a result, this review several buildings were designated landmarks independently for their "contribute significantly to the cultural heritage or visual beauty of the historic district."

AFFECTED STRUCTURES LISTED BY SQUARE

SQUARE 225

Under the Pennsylvania Avenue Plan 1974, that will be the dominant view on this block, with the prominent corner site of the Washington and Willard Hotels determining many of the physical design components such as curvilinear lines and setbacks. The area between the two hotels will be developed for office, retail, parking and hotel-related facilities.

The WASHINGTON HOTEL, on the corner of 15th and Pennsylvania in a Category III landmark. The site is a key focal point, the design includes architectural decoration below a large overhang for rain that was designed by Mace and Warren. The building's most prominent features are the 3-story Doric portico on the Avenue, the large decorative cornices, and the broad stairway.

SQUARE 322

Under the Pennsylvania Avenue Plan, 1974, this block will be developed for office, hotel, and retail uses. The President Building and the Willard Building will remain for reasons other than their historic preservation.

The EVENING STAR BUILDING, on the corner of 15th Street and Pennsylvania Avenue, is a Category III landmark. The 1910, Classical Beaux-Arts structure, was designed by the firm of Loomis, French, and others. The facade has been described as "manege park" or "a monument to the city." The Evening Star Building will be preserved and, if possible, the ground floor shall be opened to the public.
accommodate extra sidewalks under an arcade. A "courtyard and frame" structure shall be added to the street face to increase the efficiency of the design for contemporary use.

**SQUARE 406**

Under the Pennsylvania Avenue Plan of 1974, the block will be developed primarily for retail units. The historic facades on F Street and the Tariff Commission across the street form a distinctive "street" setting. The block will be part of the development area for a new hotel. The reservation of the site for commercial use will be the key to the development of the area.

**SQUARE 459 AND 460**

Under the Pennsylvania Avenue Plan of 1974, these blocks, along with Square 458 and parts of C Street and Indiana Avenue will be developed for retail use. Much of the character of these streets will be preserved for a "street" setting. The block is an interesting example of the Indiana Avenue style. The Indiana Avenue Block will be developed for retail use. Much of the character of these streets will be preserved for a "street" setting. The block is an interesting example of the Indiana Avenue style. The Indiana Avenue Block will be developed for retail use.

**GENERAL SERVICES ADMINISTRATION (GSA) JURISDICTION**

The U.S. DEPARTMENT OF THE TREASURY building at 20th Street and Pennsylvania Avenue is a Category I landmark. The building, constructed between 1909 and 1914, is a fine example of Greek Revival architecture. The building is located at the corner of 20th Street and Pennsylvania Avenue.

**PROGRAM II: The Historical Preservation Zone**

This program involves the development of an historical area to reinforce the 19th-century scale of the eastern end of the development area. The zone will include street frontages on Pennsylvania Avenue between 6th and 7th Streets; the current residential structure beneath the National Bank of Washington; parts of Indiana Avenue; 7th Street between Pennsylvania Avenue and F Street; 6th Street between D and F Streets; and F Street between 5th and 6th Streets. The program involves restoration in place (Category of Treatment II), building facade retention (Category of Treatment III), and salvaging and reuse of architectural elements (Category of Treatment I). Infilling is held for compatible contemporary design is also an aspect of this program.

The historical zone is located in the area that was Washington's historic commercial district. The area includes the heart of the city's commercial center and is located between the National Mall and the Potomac River. The area is located near the Potomac River, and includes the heart of the city's commercial center. The area is located near the Potomac River, and includes the heart of the city's commercial center.
SIGNIFICANCE

Program II concerns the "Less-than-Landmark" structures discussed previously in "Evaluation and Classification." They are important to the special ambience of the historical district and are characteristic of a certain architectural style, a technological innovation, or an aspect of economic or social development. There are no monumental edifices which we have revered, but they are the buildings with which we have lived and by which, over the years, we have visualized and defined as "downtown." These laws would certainly affect the district (and the city's image).

Program II has been divided into three sub-programs, each based on a single category of treatment. These are:

Program IIA: Buildings to be preserved in place
Program IIB: Buildings to be relocated
Program IIC: Change and reuse of architectural elements

PROGRAM IIA: Preservation in Place of "Less-than-Landmark" Structures

AFFECTED STRUCTURES LISTED BY SQUARE

SQUARE 431

Under the Pennsylvania Avenue Plan—1974, this block will be part of a large residential, office and retail complex which will front on Market Square and E Street, and flank the historic 8th Street vista.

LANSBURGH'S DEPARTMENT STORE is a turn-of-the-century structure located at the corner of 8th and E Streets. The building is six stories high and approximately 130 feet in dimension. The west facade is a rhythmic composition of bays each consisting of three windows; a segmental arch at the sixth floor; and a large, rectangular fanlight above the second-floor windows. The facade is articulated with vertical elements, including the stone cornice and pilasters, and windows. The cornice is decorated with double-storeyed windows on either side of the main entrance. The second story windows are surmounted by an entablature and a pediment. The roof is supported by a series of engaged columns. The building is constructed of stone and brick, and has a mansard roof. The interior contains large storefront windows and a highly decorative cornice. The building is an excellent example of commercial architecture of the late 19th century and the Streamline Moderne style.

The building at 431 8th Street is a 4-story brick commercial building constructed in 1935. Faced in brickmason with brick trim, the building features a recessed colonnade, a large, rectangular awning, and an enormous sign. The building has been painted white.

The building at 434 8th Street is the corner of 8th and E Streets. It is a modest building, but its proportions, scale, and fenestration pattern are appropriate to the historical district.

SQUARE 458

The Pennsylvania Avenue Plan—1974, will not allow any reduction in height on this block. Most of the activity will be preservation-oriented, with the reutilization and redevelopment of either office or residential mixed with retail.

SQUARE 457

Under the Pennsylvania Avenue Plan—1974, the east side of this block will be occupied by a large commercial building which will be preserved. The building at 7th Street, will be developed for office, retail and residential use. Building heights for new construction adjacent to the historic 7th Street facades of existing buildings and relocated facades will be limited.

The GERBING CRANDELL BUILDING at E. 7th Street, is one of the more interesting building in the project area. This three-story commercial building with a highly rhythmic fenestration pattern and ornamental features was erected in 1923 from a design by Germond Crandell. In addition, it is a significant example of the Streamline Moderne style. The building has been preserved as an important example of this architectural style.
The ATLANTIC COASTLINE BUILDING, located at the corner of 6th Street and Pennsylvania Avenue, was erected in 1919. An interesting counterpart is the Central National Bank building, this later structure was designed by James O. Hill. The two buildings stood in sharp contrast to the typical designs of the time. The 1919 building features a prominent corner lot, an eclectic mix of architectural styles, and a highly visible and picturesque design. The building is a fine example of the architectural expression of the corporate headquarters.

The NATIONAL UNION INSURANCE COMPANY BUILDING, on Indiana Avenue, is adjacent to the Franklin's Insurance Company Building. Contemporary in date with the corner building, it is compatible in its materials and style. Slightly more individually distinctive in design motifs, its pedimented bay, arched entryway, and ornate window treatments define the meaning of the entire structure.

The three commercial buildings at 437-443 INDIANA AVENUE, including the familiar Lamps Furniture Store, are typical of the commercial and residential buildings which were the dominant building type and form in downtown Washington for many years. The three structures date from circa 1900 and are now being used as viable retail stores.

PROGRAM III:

**Program III: Facades to be Relocated in the Historical Zone**

**Program III-C**: Salvage and Reuse of Architectural Elements

This program involves the relocation of building facades from various locations within the project area to the historical site. The impact of this program (in terms of economics, design, planning, construction, and attitudes toward preservation) is important, and deserves further discussion. The rationale for such a course of action becomes clear upon re-examination of the basic problems of preservation and renovation in the Pennsylvania Avenue Historic Site area. The program is designed to maximize the value of these facades, if retained in their current form as part of the new building. If the facades are to be relocated, a re-examination of the site is necessary to retain the site's architectural character and historical integrity.

The facades of interest are located on the 600 block on Pennsylvania Avenue. The frontage on the 600 block is accessible to the public, and is an important part of the site's historical significance.

**Program III-B**: Building facade relocation and reuse of architectural elements will be treated jointly. Similar in intent, these two programs differ mainly in scope. In fact, the building facades described in Program III-B may be "relocated" through the use of elements such as door panels and corbels on new building facades, adding to the site's historical significance.

**Program III-C**: Salvage and reuse of architectural elements will be treated separately. The program is designed to maximize the value of these facades, if retained in their current form as part of the new building. If the facades are to be relocated, a re-examination of the site is necessary to retain the site's architectural character and historical integrity.

**Affected Structures Listed by Square**

**Square 254**

The ATLANTIC COASTLINE BUILDING, located at the corner of 6th Street and Pennsylvania Avenue, was erected in 1919. An interesting counterpart is the Central National Bank building, this later structure was designed by James O. Hill. The two buildings stand in sharp contrast to the typical designs of the time. The 1919 building is a fine example of the architectural expression of the corporate headquarters.

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SQUARE 291
Under the Pennsylvania Avenue Plan - 1974, this block will be fully developed for office and retail uses. The Avenue frontage will be set back 50 feet to accommodate three rows of trees over a widened sidewalk. 

1281 PENNSYLVANIA AVENUE, located at the corner of the Avenue and 11th Street, is a lively solution to the problem of a site at the intersection of an important diagonal street and an ordinary grid street. The symbolic importance of Pennsylvania Avenue is acknowledged by this building, with the street facade, a gabled parapet and a segmented arch, the second floor windows being in bow shape. The ground floor has been modernized, but the principal architectural form is retained. The facade will be moved to 8th Street. (Program IIIB) 

1311 PENNSYLVANIA AVENUE has hood windows over the third floor windows which are of interest. (Program IIC) 

SQUARE 348
Unlike the Pennsylvania Avenue Plan - 1974, this block will be substantially redeveloped for offices and retail uses. The block would be linked with Square 322, to the west, by an air rights structure over 11th Street. Pennsylvania Avenue frontage will be set back 50 feet to accommodate three rows of trees over a widened sidewalk. The preservation of a large structure on 11th Street. The United States Storage Co. Building is contemplated and discussed in Program III. 

465 11TH STREET is a fine example of the early 20th century commercial architecture. It is rich in applied decorative detail. The second story windows are multi-lighted, and the corner is elaborated with large, elaborate cornice and flanking pilasters. The facade will be moved to 7th Street. (Program IIIA) 

807 9TH STREET is a fine example of the 19th century commercial architecture characterized by good proportions and an elaborate and large cornice. The building facade will be moved to 7th Street. (Program IIIA) 

THE PENRY BUILDING, at the corner of 9th Street and Market Square, was built in 1905. It has an interestingied cornice, and is a fine example of the Pennsylvania Avenue between 6th and 7th Streets. (Program IIIB) 

807 MARKET STREET is a fine example of the late 19th century commercial structure. The building facade will be moved to Market Square and relocated to the Indiana Plaza area. (Program IIIA) 

SQUARE 457
Under the Pennsylvania Avenue Plan - 1974, the east side of this block will be redeveloped for residential, office, and retail. The 7th Street frontage will be set back 50 feet to accommodate an enlarged, car-free Market Square.
The large, overhanging brackets rest on pilasters which frame round-arched windows and semi-circle hood moldings. The ground floor, semicircular storefront is strikingly unusual. The facade will be moved to Indiana Plaza (Program 1H).

The UNION CLOTHING AND FURNITURE COMPANY building, at 415 7th Street was designed by John Cramond Meyer and built circa 1885. Its architectural interest and merit is its exceptionally wide, queasy, smooth facade. The four-story structure is topped with a pediment, flanked by coved cornices, and framed by corbelled corbels. The unusual characteristics of the structure indicate that Pennsylvania Avenue would be a more appropriate location. In addition, technical report commissioned by the Corporation show that the facade, badly damaged by later construction, would have to be dismantled and rebuilt even if the building were to be restored in place. The facade will be moved to Pennsylvania Avenue between 5th and 7th Streets (Program 1G).

SQUARE 458

Under the Pennsylvania Avenue Plan - 1974, there will be little new development on this block. Most of the activity will be preservation-oriented, with the one remaining building site to be developed for residential or office combined with retail.

425 INDIANA AVENUE is a striking three-story structure with unusual fenestration. The middle window on the second floor is round-arched, while the lower flanking windows are segmental arches. The hood moldings over these windows are actually continuous decorative elements. The smaller third floor windows have segmental arches at the base. The cornice is overhanging and bracketed, and the pilasters at the sides of the building have elaborately carved capitals. The related facade will be relocated on 5th Street (Program 1H).

SQUARES 459, 460

Under the Pennsylvania Avenue Plan - 1974, these blocks and parts of Indiana Avenue and C Street will be developed as a residential, office and retail complex facing on a car-free landscaped Indiana Plaza.

600 INDIANA AVENUE is a three-story 19th century commercial building. Studies should be undertaken to determine if the storefront is original or in the original configuration. The original two-story bay window and shop window in a two-story bay window. The spandrel detail building will remain in the area of Indiana Plaza (Program 1J).

610 INDIANA AVENUE is a three-story 19th century commercial building with an oriel over the entrance and windows with jamb molding. This building, with its newly proportioned ground floor, will be relocated to the Indiana Plaza. (Program 1I).

455 C STREET has a handsome, "semi-Richardsonian" archway over the entrance which could be retained (Program 1I).

611 PENNSYLVANIA AVENUE has windows which may be of historical value and will be relocated if further research attest to this. (Program 1C).

413 PENNSYLVANIA AVENUE has a typical cornice which may be of some use on another building (Program 1C).
PROGRAM III: Structures to be Preserved in Place

The program involves the preservation in place of structures which are too large to relocate, yet not of landmark status, yet possess architectural merit. The Corporation urges exploring the possibilities of preserving these structures.

AFIFFECTED STRUCTURES

SQUARE 248

The U.S. STORAGE COMPANIES building, located at 16th and Pennsylvania Avenue, is one of the outstanding buildings in the area. This hotel, built in 1910, is a well-detailed example of early 20th Century commercial architecture. The canopy with entrances, the iron grilles at the first floor, and the monumental window designs all contribute to the image of corporate and civic pride the publics' view of the architect's intentions.

At E and 16th Street is a three-story building that has an interesting facade treatment in brick. The windows are framed in two-story size and archways that are semicircular arches which provide a stylistic base.

PROGRAM IV: Statues and Monuments

All statues and monuments within the Pennsylvania Avenue Development Corporation district will be preserved, although some may be moved to other places or their original location. Maintenance and cleaning are also part of this program.

THE EQUESTRIAN STATUE OF COUNT CASAMAR MILASO, at Pennsylvania Avenue and 16th Street was designed in 1902 by the sculptor Chen, and painted by the Polish marshal, who became an American Revolutionary War patriot.

THE ALEXANDER SHEPHERD statue at Pennsylvania Avenue and 16th Street was designed in 1896 by the sculptor E. J. Dinkman. Shepard was the first mayor of the District of Columbia to be honored by a public portrait statue. The bronze statue formerly stood in front of the entrance to the District Building, and was moved to its present location in 1913 during the construction of the Federal Triangle buildings.

AN ESTRADJ PORTRAIT OF BENJAMIN FRANKLIN at 5th and Pennsylvania Avenue, was designed by the sculptor Jacques Jourdan. It was donated to the city by the founder of the Washington Post. The old Post building was located just north of D Street, the current location of the Post Office. The statue will be moved to a location near the old Post Office in recognition of the fact that Franklin was the first U.S. Postmaster General.

THE EQUESTRIAN STATUE OF MAJOR GENERAL W. SCOTT HANCOCK, at the corner of 7th Street and Pennsylvania Avenue, was executed in 1876 by sculptor Henry Jackson Elliot. The statue of the Civil War hero is bronze.

The memorial to the FOUNDER OF THE GRAND ARMY OF THE REPUBLIC, BENJAMIN STEPHENSON, was executed in bronze and granite.

PRESERVATION PROGRAMS AND BUILDINGS CHART

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<th>PROGRAM I Landmark Structures</th>
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PROGRAM V: Recordation

This program involves the detailed documentation of all buildings of architectural or historical merit in the project area, in order that future generations have a record of the changes brought about by the Pennsylvania Avenue Plan—1974 and the reasons for these alterations.

The documentation shall consist of:
1) a historical report of the building's initial construction and subsequent alterations, its past owners, its architectural style, and its site;
2) an existing conditions report;
3) in cases of buildings to be preserved, an analysis of the existing condition of the structure;
4) measured drawings, including plans, sections, and elevations;
5) a collection of illustrations, including historical views and maps as well as current photographs of the building.
PROGRAM I: Preservation of Landmarks

Widener Hall: $3,000,000
The estimated capitalized value of the negative cash flow generated by the purchase, renovation and operation of the Widener Hall by a private developer on land owned by the Corporation and leased to the developer.

Old Pennsy Site: $1,200,000
An allowance to cover the excess of normal costs in maintaining the existing building and in constructing an addition to the existing building, which is compatible with the design of the historic building.

Washington Hall/National Bank of Washington: $250,000
An allowance to cover historic preservation costs which may be incurred as a consequence of the general upgrading of the development area. Actual building renovation will be as suggested by the Corporation.

30th Block of F Street (Central National Bank): $1,700,000
The estimated construction costs, including fees and contingencies, of the relocation of the exterior historic building facades. The costs are based on cost estimates prepared by Building Restoration Consultants, Inc., in 1974, updated to July 1977.

PROGRAM I TOTAL: $7,550,000

PROGRAM II: The Historical Preservation Zone

PREERVATION IN PLACE
Governor Camfield Building: 417 7th St.: $1,200.000
420 7th Street: 6th Street, Park Furniture Store: $1,475,000

SALVAGE AND RE-USE OF BUILDING ELEMENTS OF HISTORICAL AND ARCHITECTURAL MERIT

407 11th Street; 415-417 11th Street: $37,000
420 11th Street; 416 11th Street; 1201 Pennsylvania Avenue: 412 12th Street; 420 12th Street; 520 C Street; 520 E Street.

An allowance for historic preservation costs of salvaging and reusing existing or new construction, significant elements of existing structures which are planned for demolition. Drawings, costing, and window details are examples of such building elements.

An allowance for the preservation of unsalvaged miscellaneous building elements.

PROGRAM IIC TOTAL: $7,530,000

PROGRAM II TOTAL: $3,095,000

PROGRAM III: Structures to be Preserved in Place

PROGRAM III TOTAL: $1,750,000

PROGRAM IV: Statues and Monuments

The costs of relocation of statues and monuments is an element of the Public Improvement budget.
Historic Preservation is one of the principal areas in the schedule of Corporation activity. The schedule is distributed over a period of approximately 15 years.

The first squares to be developed (225, 245) are at the west end of the project and include properties such as the Willard Hotel; and those at the lower end of Pennsylvania Avenue, Indiana Plaza, and 7th Street (squares 407, 419, 459 and 460). Following that stage, the squares around Market Square (407, 408, 431 and 472) and on 9th Street (squares 401), which includes the La Dole building, are to be dealt with.

It is expected that squares 299, 222, 348 and a part of 457 will be developed last.

References to the schedule/budget for fiscal years 1977, 1978 and 1979 have been deleted.
The Pennsylvania Avenue Development Corporation's preservation goals are dual in nature. Its immediate goal is to oversee the achievement of certain preservation activities within the development area, such as the restoration of historic buildings. The Corporation also has a more long-term goal which is to ensure that the results of these activities will endure over time—ideally, in perpetuity.

As a federal agency, the Corporation is not eligible for, nor can it adopt many of the preservation techniques and tools which are available to state and local governments, private organizations, or individual property owners. Within this context, the following synopsis of preservation incentives and techniques inventories those which are most likely to produce preservation within the development area, beyond wholly private activities of private owners.
PRESEVATION BY DIRECT PACD ACTION

While shall all preservation might be best accomplished by direct Corporation involvement through one of the following techniques, the local community is not to be held hostage to the Corporation's use of only the most fundamental elements of this preservation plan.

FEE SIMPLE

The Corporation acquires the fee simple interest in the historic property as one of the property rights through voluntary purchase or condemnation, and then incorporates preservation in place, facade renovation, etc., using its own funds. Preservation in perpetuity is secured by title ownership of the property in the Corporation in its successor.

The Corporation retains the flexibility to subsequently sell or lease the preserved property to third parties. Appropriate restrictions would be placed in the deed or lease to assure that preservation continues in perpetuity, or for the life of the property interested concerned.

FEE SIMPLE AND SALE-BACK

The Corporation acquires all right to the historic property, probably through voluntary purchase and, in a contract, deeds the property to the former owner. The property owner agrees to carry out the necessary preservation activity in exchange for a lower sale-back price. Long term preservation goals are secured by placing restrictions in the deed where the sale-back occurs. These restrictions would be binding on the present and future owners of the property.

FEE SIMPLE AND LEASE-BACK

The Corporation acquires the property in fee simple, probably through voluntary purchase, and then leases back the property to the former owner. The lease agreement contains the necessary clauses requiring the property owner to accomplish the preservation activity. Since the Corporation retains title to the property, it can prescribe the structure from demolition or renovation inconsistent with the Plan. An option to purchase the property from the Corporation at the end of the lease, but then lease it to the former owner after the fee, but before lease to the former owner after the fee, but then lease to the former owner after the fee, but then lease to the former owner after the fee, but then lease to the former owner after the fee, but then lease to the former owner after the fee, but then lease to the former owner after the fee, but then lease to the former owner after the fee. This preservation activity might well fall to the property, although some reflection in the lease rate might be made.

"LESS-TAN-FEE" CONTROLS BY PACD

While several "less-than-fee" controls may be utilized by the Corporation, the use of planning controls in the creation. An easement can be simply defined as a use of the property in derogation of the property owner's possession and use of the property. Easements are generally used to prevent the destruction of trees, structures, etc., which are not used as a means of development rights, thereby prohibiting present and future owners from using them for a stated period of time.

Easements can be used to protect open spaces and locate and interior areas of historical structures. Easements may be acquired through gift, purchase, or condemnation, subject to the Uniform Relocation Assistance and the Real Property Acquisition Policies Act of 1970. In the case of easements to qualified recipients such as the Corporation, by property owners may make the donor eligible for Federal tax deductions and reductions in local real property assessment.

Easement instruments must be very carefully drafted and should include agreements regarding permissive use of the property, duration of the easement, and manner of enforcement of the easement. The instrument must also specify the rights and obligations pertaining to both the grantor and the grantee.

Finally, the District of Columbia Council is in the process of amending its regulations on the Subdivision Regulations of the District of Columbia which will prevent a large number of infill housing projects from being developed. This action will delay for up to 180 days the subdivision of any land included within a district or site on the National Register of Historic Places, if it is determined to be in the public interest to do so.

STATUTORY DEVICES FOR PRESERVATION

The Corporation foresees some of its preservation activities, especially the more detailed aspects, being

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carried out by the implementation of this Historic Preservation Plan. It will serve both the short and long term goals of the Corporation. The other regulatory means discussed above will be of lesser value to positive preservation activities in the development area. As "vamp-gang" measures, they will provide useful time to work toward beneficial solutions, before the irremovable loss of a historic property occurs.

DIRECT FEDERAL ACTION

Under the Public Buildings Cooperative Use Act of 1976, the Administration of the General Services Administration is directed to "acquire and utilize space in suitable buildings of historic, architectural, or cultural significance" to accommodate Federal agencies. The burden is upon the Administration, in consultation with the Advisory Council on Historic Preservation, to give preference to Federal space utilization by buildings as determined as significant. By this provision, the General Services Administration would be able to preserve important architectural or cultural elements of communities through its determination of agency space utilization. In the development area, several historic buildings are presently being used to meet Federal agency space requirements, and other buildings are suitable for utilization. The Act may end the General Services Administration in continuing occupation of space in historic structures presently held, and in expand its space needs for the Federal Government into other similar situations. Owners of qualified properties may be more amenable to rehabilitation and maintenance of their properties because of the preference system established by the Act for the General Services Administration space utilization in historic structures.

The Public Space Utilization Act builds upon a solid foundation laid by the National Historic Preser

VATION Act of 1935 (NHPA) which established the use of Federal activity in the preservation area. The Act established a comprehensive federal assistance program to provide a incentive mechanism for historic structures to local government and others for the rehabilitation of historic sites. The latter eliminated the notion of the entire Federal government to recreation of the Nation's historic and cultural resources. By requiring a mandatory review process for Federal agencies in their operating programs, the government can more readily identify and protect its significant historic resources.

To identify these historic properties protected by § 106, the National Register of Historic Places was created as an inventory of the cultural resources to guide the implementation of the national historic preservation policy. The Act also created the Advisory Council on Historic Preservation to advise the National Historic Preservation Act. The Council has recently become an independent Federal agency so that it may more effectively carry out its responsibilities under the Act.

Pennsylvania Avenue Development Corporation will work closely with the Council to ensure that its objectives carry out the policy and the intent of the National Historic Preservation Act. The Corporation will also assist property owners of eligible properties to get them listed on the National Register, thereby opening up avenues to financial support of their preservation activities. In this way the Corporation's preservation goals in the development area can be more fully served.

TAX INCENTIVES TO PRESERVATION

If preservation is to prosper without the expenditure of an extensive public subsidy, increased Federal tax incentives are necessary to support individual private preservation efforts. Until recently, tax incentives to encourage preservation organizations were limited to programs such as deductions for donations of property to charitable-tax-exempt organizations and the like. The Federal Tax Reform Act of 1978, however, establishes a preservation tax credit system.

FEDERAL TAX INCENTIVES

The Tax Reform Act of 1978 provides for tax incentives to encourage the preservation of historic structures. Known as a 6-month period the capital expenditures incurred by a Federal government to preservation of the Nation's historic and cultural resources. By requiring a mandatory review process for Federal agencies in their operating programs, the government can more readily identify and protect its significant historic resources.

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FUNDING FOR HISTORIC PRESERVATION

As a valuable alternative to the direct expenditure of Corporation funds for historic preservation, private property owners will be encouraged to utilize funds in available programs under the auspices of various public sources. In most instances, funds under these programs are directly available to qualified owners and Corporation involvement, beyond project review, will be negligible. To facilitate securing available resources, the Corporation will aid those interested owners in the location of resources and in the preparation of applications. It will also provide technical assistance in order to supplement those funds the parties are obtaining.

There are basically these types of public programs which are generally available even if indirectly, to qualified private property owners.
PROGRAMS WHICH SPECIFICALLY EARMARK GRANTS, LOANS, OR LOAN GUARANTEES

DEPARTMENT OF INTERIOR, OFFICE OF ARCHAEOLOGY AND HISTORIC PRESERVATION

Under this program available through the Department of the Interior, grants-in-aid are provided to state historic preservation agencies and to the National Trust for Historic Preservation for the acquisition and development of properties listed on the National Register. Through property interest conveyance to those organizations together with the retention of preservable historic structures by the present owners, funds can be used for present preservation activities while also satisfying the Corporation's long-term goal.

NATIONAL TRUST FOR HISTORIC PRESERVATION

Through a National Trust program, low-interest loans are available to non-profit or public organizations to establish revolving funds for improving and maintaining properties listed on the National Register.

NATIONAL ENDOWMENT FOR THE ARTS, ARCHITECTURE, AND ENVIRONMENTAL ARTS PROGRAM

Grants of up to $20,000 are available under the Endowment program to local organizations and government agencies to assist in planning for the conservation of historic structures. No construction funds are available under this program, however.

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

The Department of Housing and Urban Development is currently promulgating regulations to implement an insured-loan program which is aimed at the preservation of qualified historic properties. The program will be available to owners of designated historic structures which are used for residential purposes, or will be rehabilitated for such purposes.

The resources under this program can accomplish the present goal of the Corporation, but may not promote the Corporation's long-term goal of preservation in perpetuity.

PUBLIC BUSINESS AND DEVELOPMENT LOANS

Loans are offered by such agencies as the Small Business Administration (construction loans to independently-owned small businesses), the Department of Commerce (business development loans geared to job-creation), and Department of Housing and Urban Development (variety of loans, grants, and loan guarantee programs available for residential as well as non-residential properties) to qualified property owners.

Programs are also available for special projects, such as nursing homes and health care (HUD's), and museums (National Endowment for the Arts, Smithsonian), which can be channeled toward historic preservation.

PUBLIC FUNDS ALLOCATED TO THE DISTRICT OF COLUMBIA GOVERNMENT

Both Community Development Block grants (Department of Housing and Urban Development) and revenue sharing funds are available to the District of Columbia, which might be used for historic preservation purposes. At the present time, there is no District of Columbia Grant-in-Aid program providing funds to private owners for historic preservation. The potential for establishing such a program, however, will be explored by the Corporation in conjunction with District officials.

The National Park Service Matching Grant-in-Aid program is making grants available to private owners of historic properties within any historic area or district in the District of Columbia, based on a matching fund formula. The program, not operational as yet, will be administered through the State Historic Preservation Office of the District of Columbia. The purpose of the program is to encourage local governments to make a distinctive contribution to the historic integrity of the property. Limited funding should be available by the end of 1977.
METHODOLOGY

In order to proceed to a specific consideration of each structure it is necessary to establish an inventory of the existing structures of any significance, and to evaluate and classify those structures as to the nature of their significance, before determining the appropriate category of treatment for each structure.
INVENTORY
The inventory of structures of interest is divided into three subsections:

DESIGNATED LANDMARKS
Structures in this category have already been studied by the Joint Committee on Landmarks and found to be of national importance. These buildings or properties so designated are required by law to have any plans for altering the exterior of a landmark structures reviewed by the Joint Committee. There are three categories of landmarks:

CATEGORY I, including landmarks of great importance that contribute significantly to the cultural heritage of the District of Columbia and its environs, and which must be preserved;

CATEGORY II, including landmarks of importance that contribute significantly to the cultural heritage of the District of Columbia and its environs, and which should be preserved or restored, if possible;

CATEGORY III, including landmarks of value that contribute to the cultural heritage or visual beauty and interest of the District of Columbia and its environs, and which should be preserved or restored, if practicable.

There are eight Landmark buildings in the PADC project area:

CATEGORY I
U.S. Treasury
34th and C Street

CATEGORY II
Willard Hotel
National Bank of Washington
The 400 block of F Street

CATEGORY III
Central Union Bank
Evening Star Building
Washington Hotel

BUILDINGS OF ARCHITECTURAL INTEREST
(Although Not Designated Landmarks)
These structures are the "free-thus-landmark" buildings which comprise the historic fabric which gives dignity to the city's history and evolution. These buildings contribute the special ambience of the building in the area. Some of these buildings may be preserved in their present form but would accelerate the obsolescence of the district's special identity. These materials and irreplaceable resources are of inestimable value when compared to many of the newer structures now adjacent to them.

All the buildings are characteristic of an architectural style, a technological innovation, or an aspect of economic or social development. Included among the structures of interest are examples of late 19th and early 20th Century commercial structures, mid-19th century residential buildings, and structures that exemplify the early use of concrete and cast iron prefabrication.

The buildings of architectural interest listed by the Corporation staff with the assistance of the Department of Interior in the PADC project area are:

SQUARE 229
Occidental Hotel at 1411 Pennsylvania Avenue

SQUARE 234
Fen Theater at 1326 F Street, N.W. (Part of the National Press Building)
Washington Fire Building at 1341 E Street

SQUARE 291
Three late 19th Century buildings at 1201, 1203 and 1205 Pennsylvania Avenue

SQUARE 346
Commercial building at 300 D Street
House at 412 10th Street
Townhouse at 416 10th Street
Commercial building at 416 10th Street
United States Storage Company building at 416 10th Street

SQUARE 431
Commercial building at 7th Street

Landmarks within the PADC Area

CATEGORY I
1. US Treasury; 2. Tariff Commission

CATEGORY II

CATEGORY III
6. Central National Bank (Aqua); 7. Old Evening Star; 8. Washington Hotel

Commercial building at 431 10th Street
Commercial building at 424-427 11th Street
Commercial buildings at 405 and 407 11th Street

SQUARE 407
Commercial building at 420 8th Street
Commercial building at 300 E Street
Two commercial buildings at 412 and 414 9th Street

SQUARE 408
Perry Building at 821 Market Street
Commercial building at 819 Market Street
Commercial building at 817 Market Street
Commercial building at 815 9th Street
Commercial building at 812 8th Street

SQUARE 431
Commercial building at 7th Street
Commercial building at 400 11th Street
Industrial building at 405 8th Street

SQUARE 437
Commercial building at 412 7th Street
Commercial building at 416 E Street
Commercial buildings at 635, 637, 639 and 641 D Street

Commercial building at 454-457 7th Street
Union Clothing and Furniture Company at 453 7th Street
Central Armature Company Building at 625 D Street

SQUARE 438
Building at 623 Indiana Avenue
Hub Furniture store warehouse at 630 D Street
Fireman's Insurance Company Building at 637 7th Street
National Union Insurance Company Building at 641 Indiana Avenue
2. Individual or groups of structures of particular character, which are important to the historical district. These structures are necessary to maintain the ambience of the historic district, although they may not be of as significantly high architectural quality as the buildings in the first category.

3. Individual or groups of structures of lesser architectural merit but still contributing to the character of the district.

Buildings in the first category can generally be expected to be large, sometimes monumental, structures which, by virtue of both size, scale and quality, have a great effect on the city. They are the structures that, over time, people come to view as permanent benchmarks, almost as if the buildings were natural features in the urban landscape. Structures in the second category are large buildings which have less of an impact on the city, but may be of greater value as examples of a certain period or as forms of building. Buildings of both this and the third category are those which create the character of an area. Smaller buildings, the ordinary shops and houses, which form the essence of the more monumental structures. It is in this ambience that the Historic Preservation Plan intends to reinforce in the area around Indiana Avenue and 7th Street.

CATEGORIES OF TREATMENT

A set of categories of treatment for buildings, and rules for statues and monuments were determined to be appropriate to the objectives of the preservation plan. These categories are primarily concerned with the physical treatment of the buildings or monuments and must be combined with the various economic and legal planning techniques in order to constitute a complete list of alternatives. The five categories of treatment Helpful:

1. Restoration in place
2. Preservation by relocation of building façade
3. Preservation by relocation of architectural details
4. Demension of building and salvage of elements
5. Statues and monuments

RESTORATION IN PLACE

- Documentation of the building's history, use, ownership, and a statement of its historical or architectural merit and significance in the district.
- Analysis of building condition
- Identification of special problems and costs related to the restoration of the historical aspects of this structure.
- Investigation of development potential by means of planning, marketing, financing, legal, architectural and engineering studies, design/restoration guidelines.
- Determination of feasibility of adaptive reuse of the building
- Development of project by owner, private developer, or PAOC.

RESTORATION BY RELOCATION OF BUILDING FACADE

- Documentation of the building's history, use, ownership, and a statement of its historical or architectural merit and significance in the district.
- Analysis of building facade condition
- Identification of special problems and costs related to the preservation of the facade. The documentation of data regarding the facade, sufficient to dismantle and reconstruct at another location.
- Investigation of potential relocation sites which would include planning, marketing, financing, legal, architectural and engineering studies, design/restoration guidelines.
- The determination of the feasibility of relocating the facade at another location on the site.
- The actual dimension of the facade, and cataloguing of all parts in preparation for saving.
- The incorporation of the facade into new development within the site.