Draft Square Guidelines
Squares 378 / 379
935 Pennsylvania Avenue, NW

Project Number P7713

National Capital Planning Commission

Approval of comments for transmittal to GSA
Today’s Presentation

Part 1: Overview of Square Guidelines and the Development Process

Part 2: Draft Square Guidelines
- Topics to be included in the Square Guidelines
- Draft guidelines with regard to building envelope
Pennsylvania Avenue Development Corporation (PADC)

Key Planning Documents

- **1974 Plan** - Provides a conceptual planning and development framework
- **General Guidelines** - Provides uniform standards for development
- **Square Guidelines** - Site specific detail guidance for each square (circulation, use mix, massing, setbacks, curb cuts, loading, etc.)
The J.Edgar Hoover building was completed in 1974, the same year that the PADC Plan was approved. As a result the Plan’s language with regard to this site simply described the Hoover building.
What are Square Guidelines?

“Detailed urban planning and design requirements and recommendations which are applicable to each square”*

• Square Guidelines help to implement the Pennsylvania Avenue Plan.

*Federal Code §910.54:
How are Square Guidelines Used in the Development Review Process?

• Squares Guidelines are created for the site (either before or after the site becomes private. In this case, it will be before).

• Zoning applies to the site, but it must be consistent with the Square Guidelines.

• Historic Preservation Review Board and Commission of Fine Arts review processes still apply.

• Before a building permit is issued, NCPC and GSA review the development plan for consistency with the Square Guidelines.
Square Guidelines Development Process

Winter 2016
- Data Gathering/Modeling
- NCPC develops list of topics to be addressed in the Square Guideline

Spring 2016
- NCPC develops first draft of Square Guidelines

Summer 2016
- NCPC develops final draft of Square Guidelines

Fall 2016
- NCPC transmits proposal to GSA

Winter 2017

Opportunities for Public Input

- Public Meetings
  - APRIL 26
  - APRIL 28
  - JUNE 2
- Commission Meeting
  - (High-level concept for building massing)
- CFA
  - (Info Presentation)
- Public Meeting
- Commission Meeting
  - (Concept)
- Commission Meeting
  - (Final)
## Big Overview of Related Processes Underway in 2016

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Part 2: Draft Square Guidelines
Summary of Proposed Guidelines:

1. Allow high density mixed-use development including a maximum allowable height of 160 feet on the entire site – unique to any other area in the District.

2. Provide guidance regarding circulation on the site without being overly prescriptive.

3. Maintain the public realm, landscape, and viewshed that elevates Pennsylvania Avenue above other streets and avenues in the District.
Square Guideline Topics (level of detail will vary)

Land Use
- General Overall Uses
- Ground Floor Use

Building Massing
- Allowable Building Height
- Upper-story setbacks
- Setbacks from build-to-lines

Circulation
- L’Enfant Plan
- Other Access/Permeability

Special Design Guidance
- Building Composition
- Façade Design
- Signage/Awnings
- Rooftop Structures
- Parking and Loading

Public Realm Guidance
- Overall Character
- Ground Floor Design
- Outdoor Use
- Landscape

Sustainability
Land Use

Plan Amendment:
• Accommodate high-density development with a mix of uses, such as commercial, residential and cultural uses.

• Design ground floor uses on Pennsylvania Avenue to accommodate and encourage everyday activities, commerce and public uses.
Public Realm Guidelines

Plan Amendment:
Does not address this level of detail.

Ground Floor Design

Outdoor Uses

Landscape

Character
Special Design Guidelines

Plan Amendment:
Does not address this level of detail.

- Façade Design /Building Composition
- Signage/Awnings
- Location of Rooftop Structures
- Parking and Loading
Staff Recommendations for Specific Guidelines

- Circulation
- Building Height
- Build-to-Lines
Plan Amendment:

Proposed Square Guideline Topics:

• D Street Guidance

Square 379

Square 378

10th Street, NW
Standing on D Street at 8th looking west at FBI where the D St corridor would go through.
D Street, NW: The spatial configuration of the D Street Right-of-way as designed in the L'Enfant Plan at 70’ wide will be re-established if Squares 378 and 379 are redeveloped. The Square Guidelines may provide additional guidance regarding the function of this space later in the process.
Building Envelope

Plan Amendment:

- Accommodate high-density development with a mix of uses, such as commercial, residential and cultural uses.

- Building massing and articulation should befit its location.
Analysis of the Maximum Allowable Building Height Per the 1910 Height Act
• **Allowable Height/Upper-Story Setbacks Square 378:** Under certain conditions, the 1910 Height Act allows buildings on Square 378 (north of the D Street Right-of-Way) to achieve 160’. The Square Guidelines support this allowable height but will include additional guidance regarding upper-story setbacks for D, 9th, 10th and E Street that are compatible with surrounding development (to be determined later in the Square Guideline process).

• **Allowable Height/Upper-Story Setbacks (Square 379):** Staff will recommend the allowable height and upper-story setbacks for Square 379 in coordination with the build-to-line on Pennsylvania Avenue.
CityCenter DC Comparison

For comparison: the nearby CityCenter DC project is 2.5 million square feet on 10 acres (three blocks and park reservation).

Squares 378 and 379 total approximately 6.6 acres (two blocks). With the additional height, they could accommodate 2 – 2.5 million square feet depending on the development program and parcelization.
Current distance between building and curb is 79.5'.
GSA's Property Line
National Park Service Jurisdiction
Build-to-lines can influence the following:

- The amount of developable area.
- The building wall of the street and viewsheds.
- The quality and function of the public space.
Build-to-lines for 9th, 10th, D and E Streets, NW are as follows:

The build-to-line is the property line on 9th, 10th, E, and D Streets, NW. The property lines are consistent with the L'Enfant Plan right-of-way.
Existing Guidance for the Build-to-Lines on Pennsylvania Avenue:

- The 1974 Pennsylvania Avenue Plan
- The L'Enfant Plan
- The Comprehensive Plan for the National Capital
- Pennsylvania Avenue, NW - White House to the Capitol Cultural Landscape Inventory
The L’Enfant Plan
Pennsylvania Avenue, NW - White House to the Capitol
Cultural Landscape Inventory

Contributing Landscape Features
- Spatial Organization
- Land Use
- Circulation
- Vegetation
- Buildings and Structures
- Views and Vista Features
- Constructed Water Features
- Small Scale Features
Build-to-line on Pennsylvania Avenue (Square 379):
Staff recommends a build-to-line in the range of 20-30 feet from the property line (46-56 feet between the curb and building face) similar to the south side of the Avenue which:

• Creates additional development potential;
• Forms a stronger relationship between the building and the public realm;
• Creates a building wall that helps to frame the Avenue and the U.S. Capitol;
• Reinforces the ceremonial character of the Avenue as distinct from other downtown streets;
• Supports a diversity of functions within the public space.
Build-to-Line Discussion

• Evolution of the Avenue
• Existing Conditions
• Analysis of different build-t-lines with regard to:
  • Development area
  • Public realm/landscape
  • Special Events/Inaugural Parade
  • Building wall and viewshed
  • The Avenue’s future
L’Enfant Plan | Proposed Avenue Layout
Jefferson Improvements

1803
Early 1900’s

Federal Triangle

1901
The PADC Plan

1974

[Diagram showing a horizontal cross-section of a building with dimensions and trees on either side]

234'
76
101
57
Analysis of 3 Alternatives
Alternative 1: The 1974 Pennsylvania Avenue Plan
Existing Sidewalk = 79.5'
Staggered Triple Row of Trees
Alternative 2: Staff’s Recommendation
Sidewalk = 50’
Staggered Double Row of Trees
Alternative 3: L’Enfant Plan
Sidewalk = 26’
Trees Align with Adjacent Blocks
Impacts to Development Area

Alternative 1: 1974 Plan
- Build-to-line = 50' from the property line
- Building Floorplate = 32,200sf
- Open Space = 900sf

Alternative 2: Staff Recommendation
- Build-to-line = 20' from the property line
- Building Floorplate = 44,800sf
- Open Space = 800sf

Alternative 3: L’Enfant Plan
- Build-to-line = the property line
- Building Floorplate = 58,000sf
- Open Space = 0sf
601 Massachusetts Avenue NW

- Use: Office and retail
- Built 2015
- Ground Floor Area = 44,400sf
- Estimated GSF = 488,400sf
655 K Street NW

- Use: Office, conference, and retail
- Built 2014
- Ground Floor Area = 29,300sf
- Estimated GSF = 322,300sf
400 Massachusetts Avenue NW

- Use: Residential with Ground Floor Retail
- 256 condos and 17,307 square feet retail
- 200 below grade parking spaces
- Built 2005
- Ground Floor Area = 29,300sf
- Estimated GSF = 380,400sf
Public Realm/Landscape
- Pedestrian experience
- Continuity of the Avenue
Alternative 1: The 194 Pennsylvania Avenue Plan
Existing Sidewalk = 79.5’
Staggered Triple Row of Trees
North side Pennsylvania Ave between 9th & 10th Streets
Alternative 3: L’Enfant Plan
Sidewalk = 26’
Trees Align with Adjacent Blocks
North Side of Pennsylvania Avenue at 7th St looking east.
North Side of Pennsylvania Avenue at 6th St looking west.
North Side of Pennsylvania Avenue between 6th and 7th.
North Side of Pennsylvania Avenue between 6th and 4th.
Alternative 2: Staff’s Recommendation
Sidewalk = 50’
Staggered Double Row of Trees
South side of Pennsylvania Avenue at 7th St looking east.
South side of Pennsylvania Avenue at 7th St looking west.
South side of Pennsylvania Avenue at 7th St looking west.
South side of Pennsylvania Avenue at 12th St looking west.
Special Events /Inaugural Parade
1. Freedom Plaza
2. Old Post Office
3. Mellon Fountain
4. National Archives
Looking East towards the Capitol
• Existing condition – 1974 Plan
• Setback 79.5’ from the curb
• Initial Height = 107’
• Max Height = 160’

The modeled images in this section are for analysis purposes only. They do not represent a proposal.
- Staff Recommendation
- Setback 50’ from the curb
- Initial Height = 110’
- Max Height = 130’

The modeled images in this section are for analysis purposes only. They do not represent a proposal.
• L’Enfant Plan
• Setback 30’ from the curb
• Initial Height = 100’
• Max Height = 130’

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Looking East towards the Capitol
• Existing Condition – 1974 Plan
• Setback 79.5’ from the curb
• Initial Height = 107’
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• L’Enfant Plan
• Setback 30’ from the curb
• Initial Height = 100’
• Max Height = 130’
Looking West towards Freedom Plaza
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- **Existing Condition – 1974 Plan**
- Setback 79.5’ from the curb
- Initial Height = 107’
- Max Height = 160’
Staff Recommendation
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• L’Enfant Plan
• Setback 30’ from the curb
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Future Conditions / Amending the Square Guidelines
The Commission:

Comments favorably on the proposed set of topics to be included in the Square Guidelines:

- **Land Use**
  - General Overall Uses
  - Ground Floor Use

- **Building Massing**
  - Allowable Building Height
  - Upper-story setbacks
  - Setbacks from build-to-lines

- **Circulation**
  - L'Enfant Plan
  - Other Access/Permeability

- **Special Design Guidance**
  - Building Composition
  - Façade Design
  - Signage/Awnings
  - Rooftop Structures
  - Parking and Loading

- **Public Realm Guidance**
  - Overall Character
  - Ground Floor Design
  - Outdoor Use
  - Landscape

- **Sustainability**
The Commission:

Comments favorably on the following guidelines related to building envelope:

**D Street, NW:** The spatial configuration of the D Street Right-of-way as designed in the L'Enfant Plan at 70 feet wide will be re-established if Squares 378 and 379 are redeveloped. The Square Guidelines may provide additional guidance regarding the function of this space later in future drafts.

**Allowable Height/Upper-Story Setbacks:** Under certain conditions, the 1910 Height Act allows buildings on Square 378 (north of the D Street Right-of-Way) to achieve 160 feet. The Square Guidelines will support this allowable height (as measured from Pennsylvania Avenue) but will include additional guidance regarding penthouses (if any) and upper-story setbacks for D, 9th, 10th and E Streets, NW that are compatible with surrounding development. Staff will work with stakeholders to develop additional guidance this summer/fall.

**Build-to-lines for 9th, 10th, D and E Streets, NW** are as follows:
The build-to-line is the property line on 9th, 10th, E, and D Streets, NW. These property lines are consistent with the L’Enfant Plan rights-of-way.
The Commission:

Comments favorably on a build-to-line in the range of 20-30 feet from the property line (46-56 feet between the curb and building face) similar to the south side of the Avenue which:

- Creates additional development potential;
- Forms a stronger relationship between the building and the public realm;
- Creates a building wall that helps to frame the Avenue and the U.S. Capitol;
- Reinforces the ceremonial character of the Avenue as distinct from other downtown streets;
- Supports a diversity of functions within the public space.

Recommends that NCPC staff work with the public and other local and federal stakeholders to prepare visual and technical studies to analyze the impacts and benefits of moving the build to line within the ranges noted above and provide detailed analysis and recommendations in the fall. The analysis should look at impacts and benefits to the building wall on the north side of the Avenue, the symmetry of building walls on the Avenue, the public realm, landscape, and developable area.