

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

Project Number P7713

National Capital Planning Commission

Approval of comments for transmittal to GSA

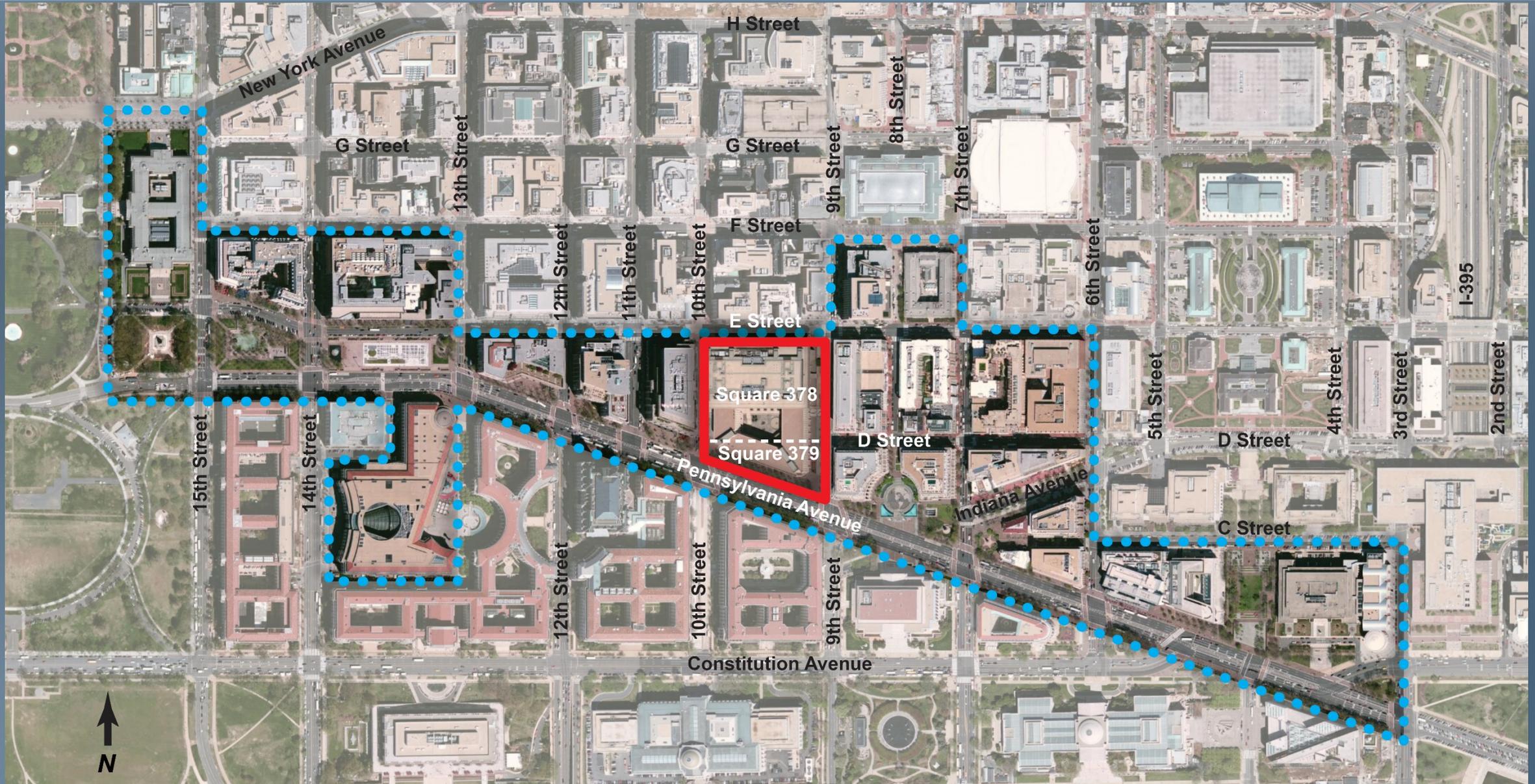


Today's Presentation

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



LEGEND

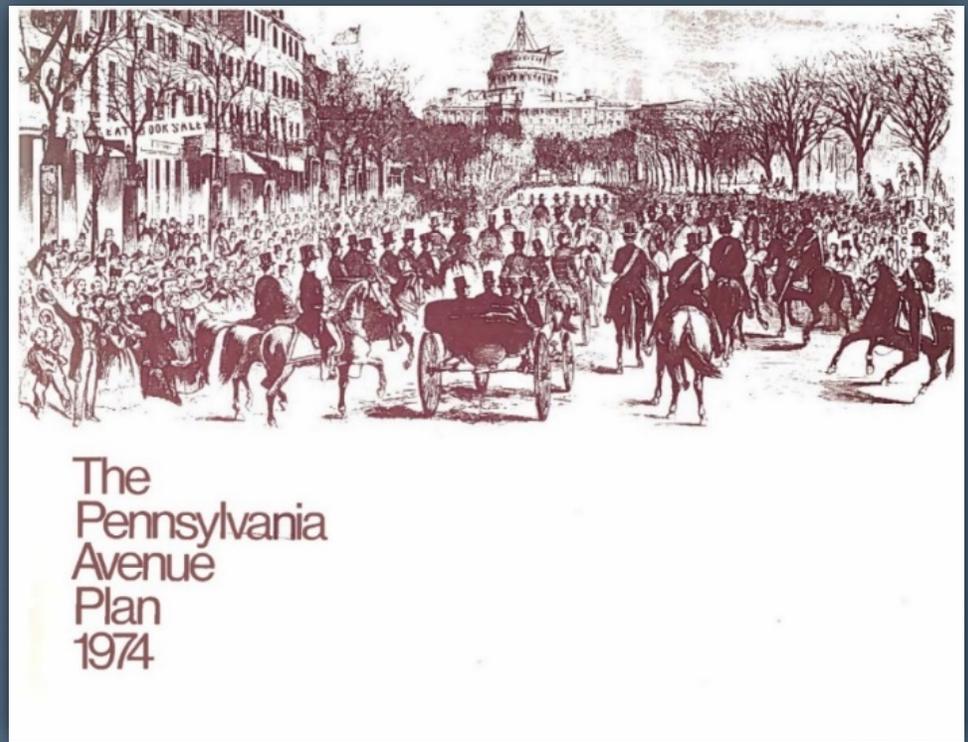
..... PADC BOUNDARY

———— FBI SITE

Pennsylvania Avenue Development Corporation (PADC)

Key Planning Documents

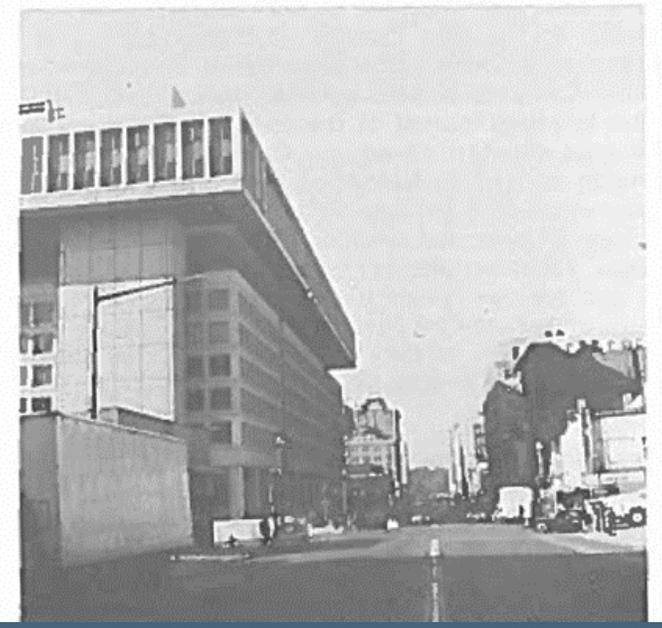
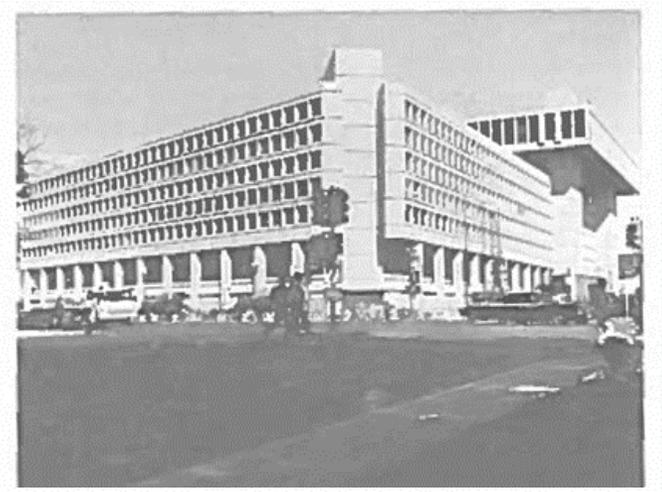
- **1974 Plan** - Provides a conceptual planning and development framework
- **General Guidelines** - Provides uniform standards for development
- **Square Guidelines** - Site specific detail guidance for each square (circulation, use mix, massing, setbacks, curb cuts, loading, etc.)



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.

SQUARES 378 AND 379

These blocks are occupied by the new F.B.I. Building, which has been built in conformance with the new Pennsylvania Avenue building line. The structure is now planned to be used solely for F.B.I. offices. However, the Corporation will encourage the F.B.I. to permit retail businesses along the Pennsylvania Avenue frontage so that there can be continuous retail activity along the Avenue instead of a two-block hiatus at this critical location. Ground level shops and restaurants would do much to alleviate the building's monumental appearance, while providing services for the large numbers of tourists who will visit the building, as well as for F.B.I. employees and the general population.

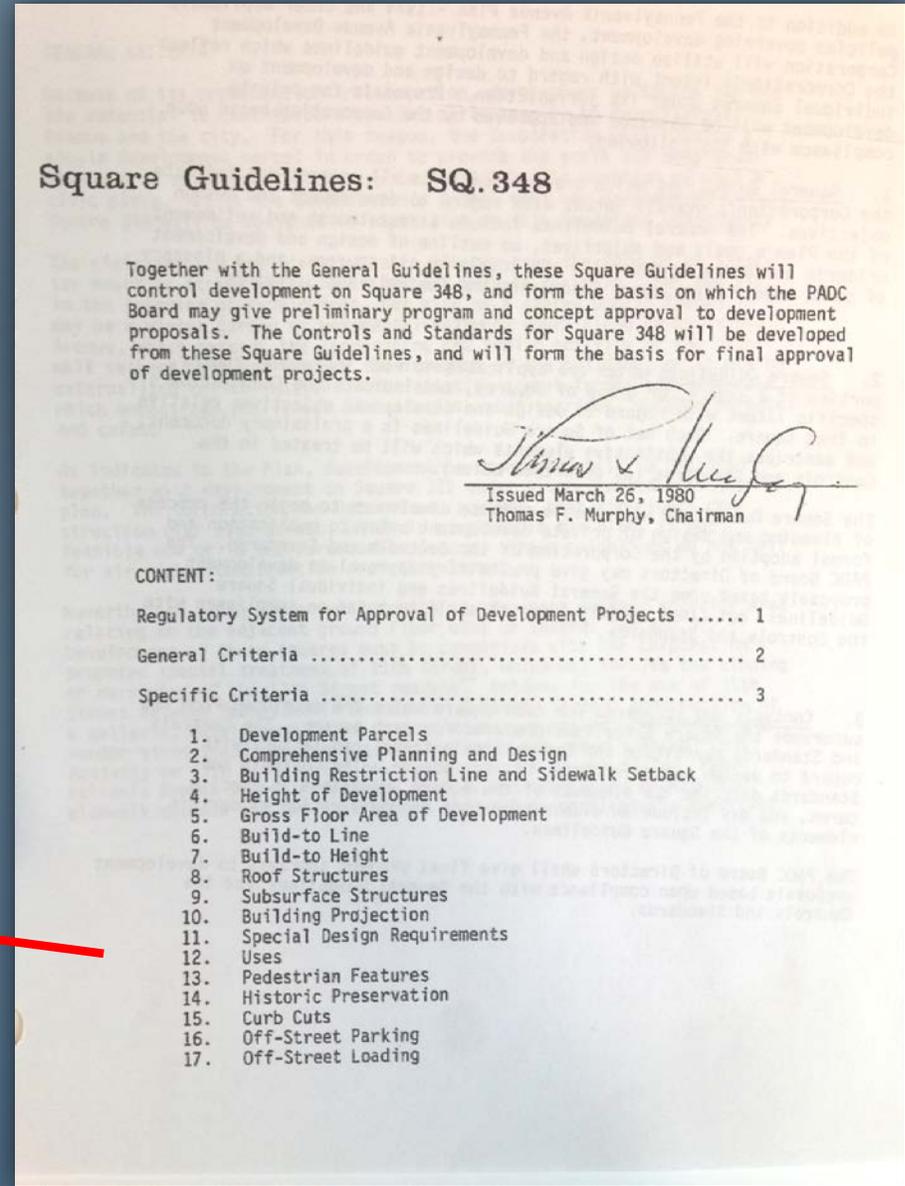


What are Square Guidelines?

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

- Square Guidelines help to implement the Pennsylvania Avenue Plan.

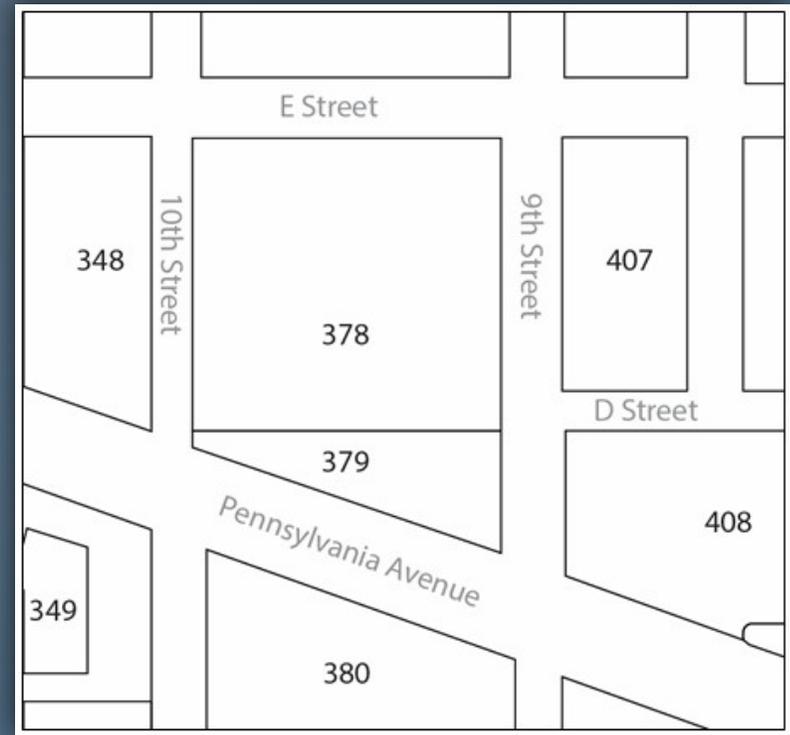
1. Development Parcels
2. Comprehensive Planning and Design
3. Building Restriction Line and Sidewalk Setback
4. Height of Development
5. Gross Floor Area of Development
6. Build-to Line
7. Build-to Height
8. Roof Structures
9. Subsurface Structures
10. Building Projection
11. Special Design Requirements
12. Uses
13. Pedestrian Features
14. Historic Preservation
15. Curb Cuts
16. Off-Street Parking
17. Off-Street Loading



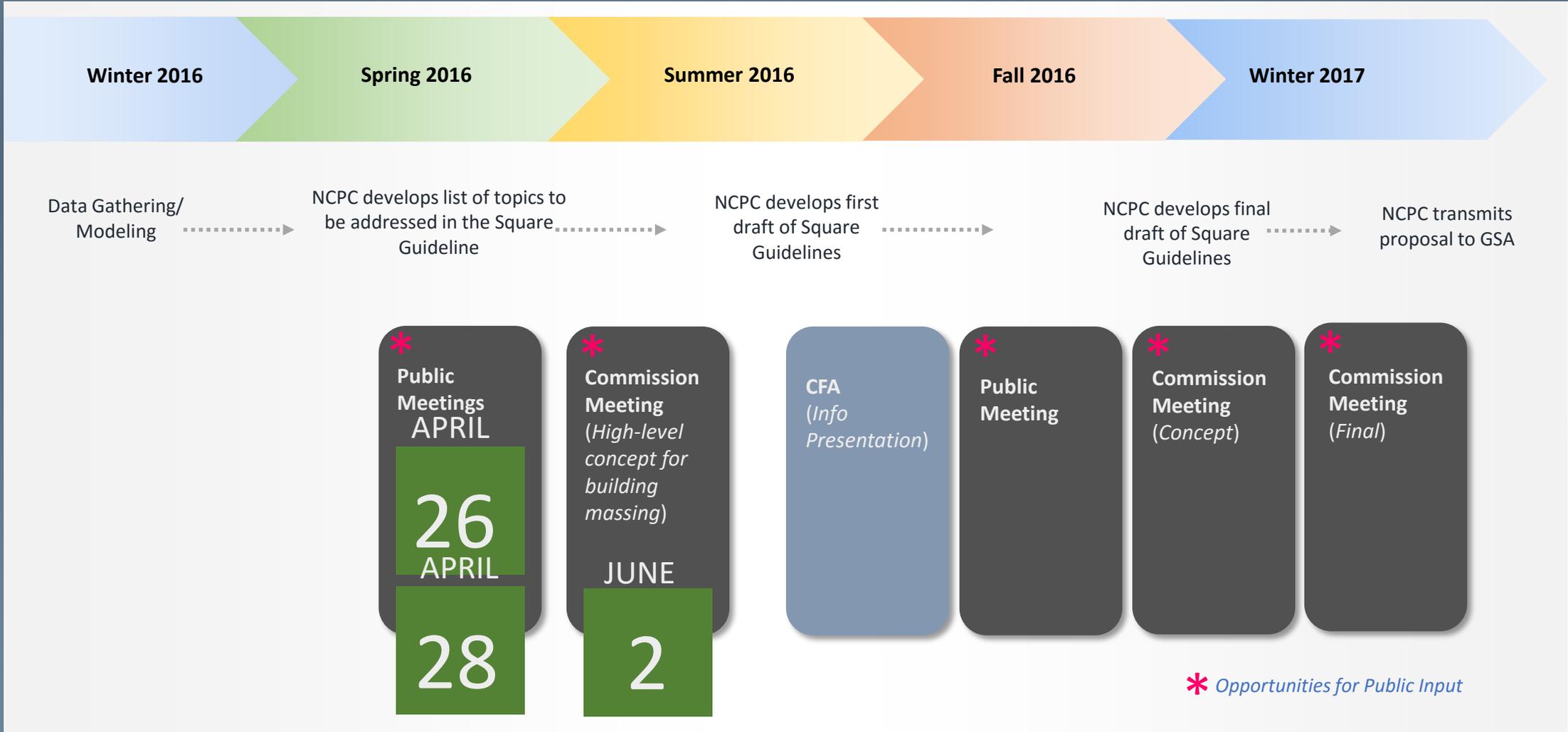
*Federal Code §910.54:

How are Square Guidelines Used in the Development Review Process?

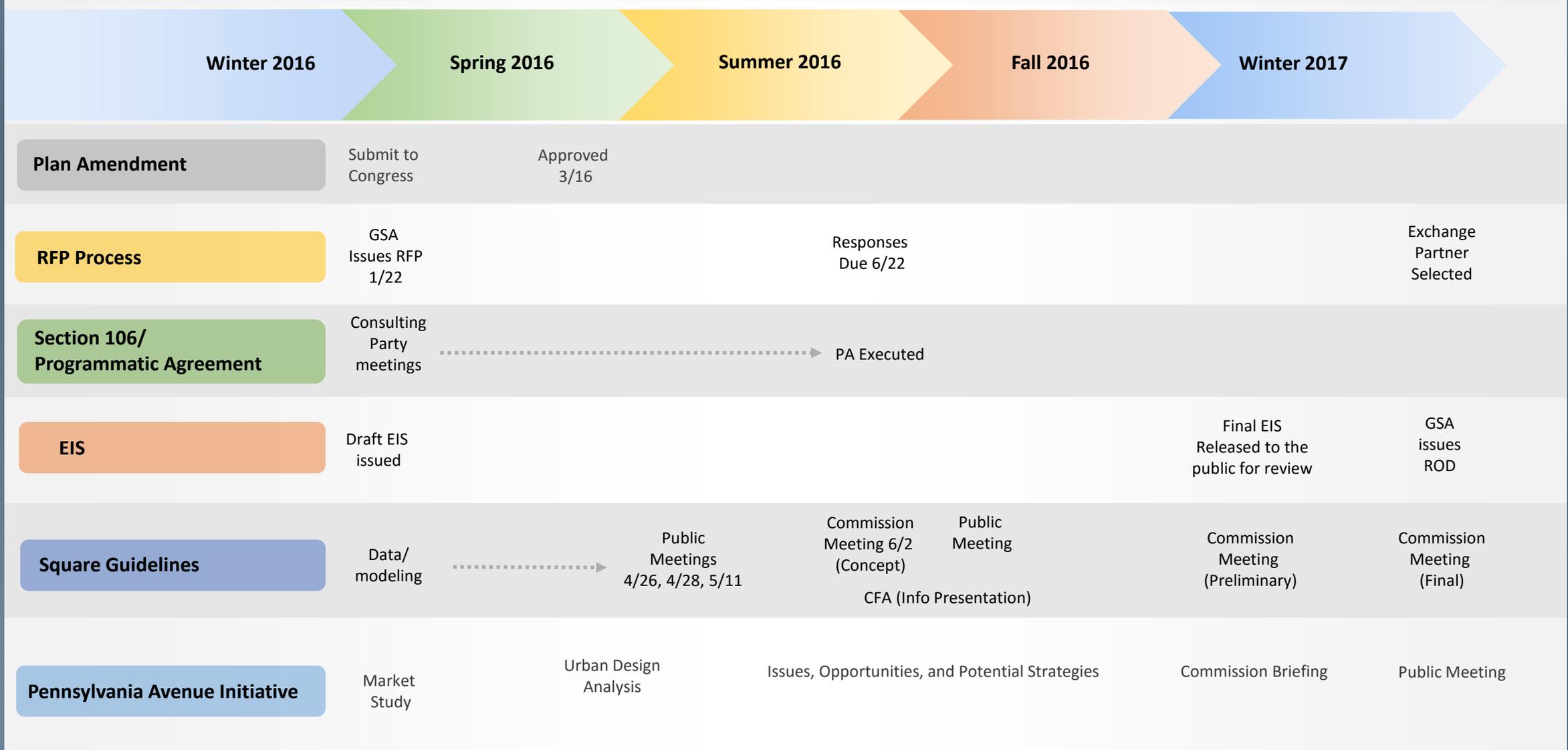
- Squares Guidelines are created for the site (either before or after the site becomes private. In this case, it will be before).
- Zoning applies to the site, but it must be consistent with the Square Guidelines.
- Historic Preservation Review Board and Commission of Fine Arts review processes still apply.
- Before a building permit is issued, NCPC and GSA review the development plan for consistency with the Square Guidelines.



Square Guidelines Development Process



Big Overview of Related Processes Underway in 2016

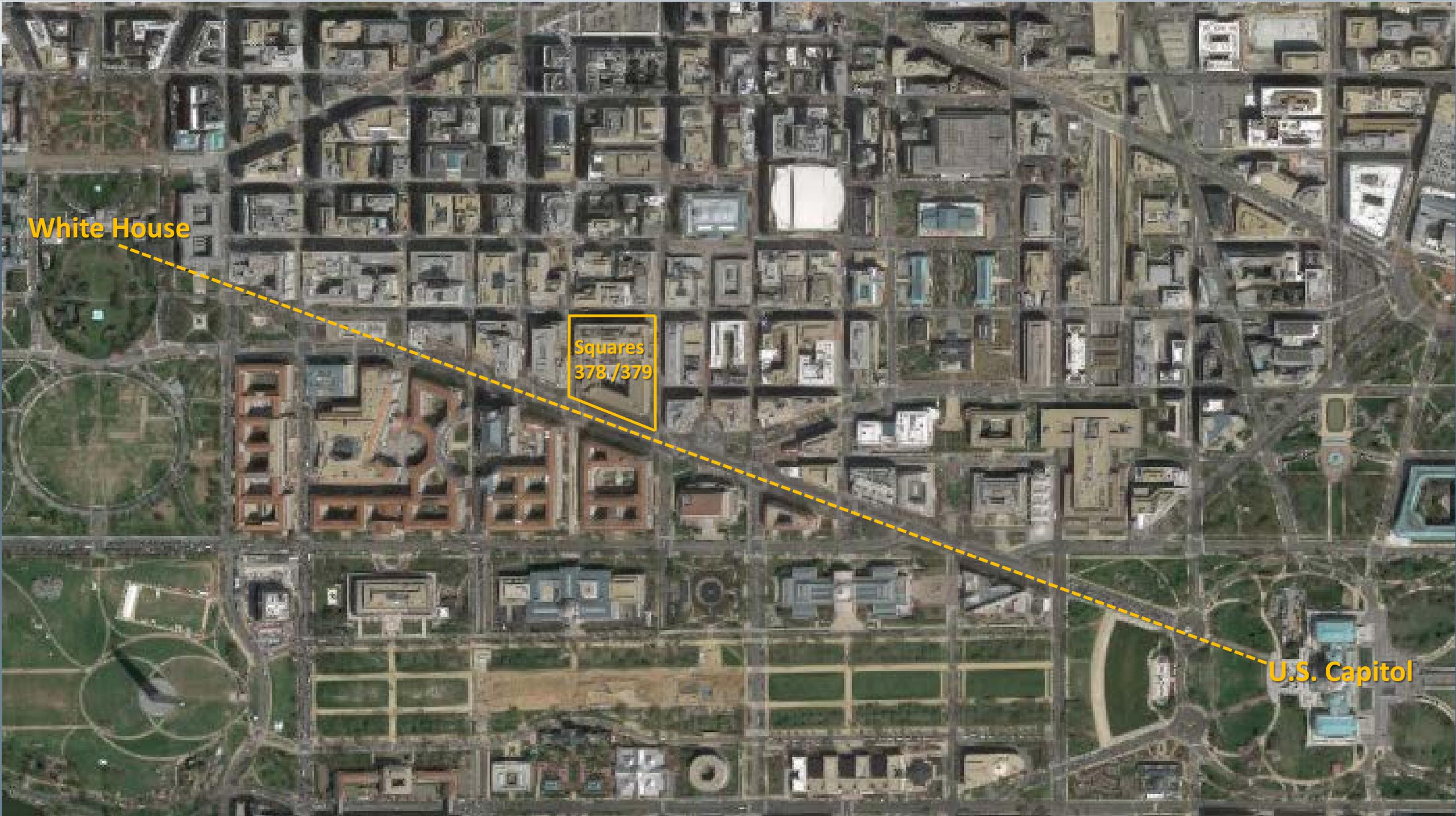


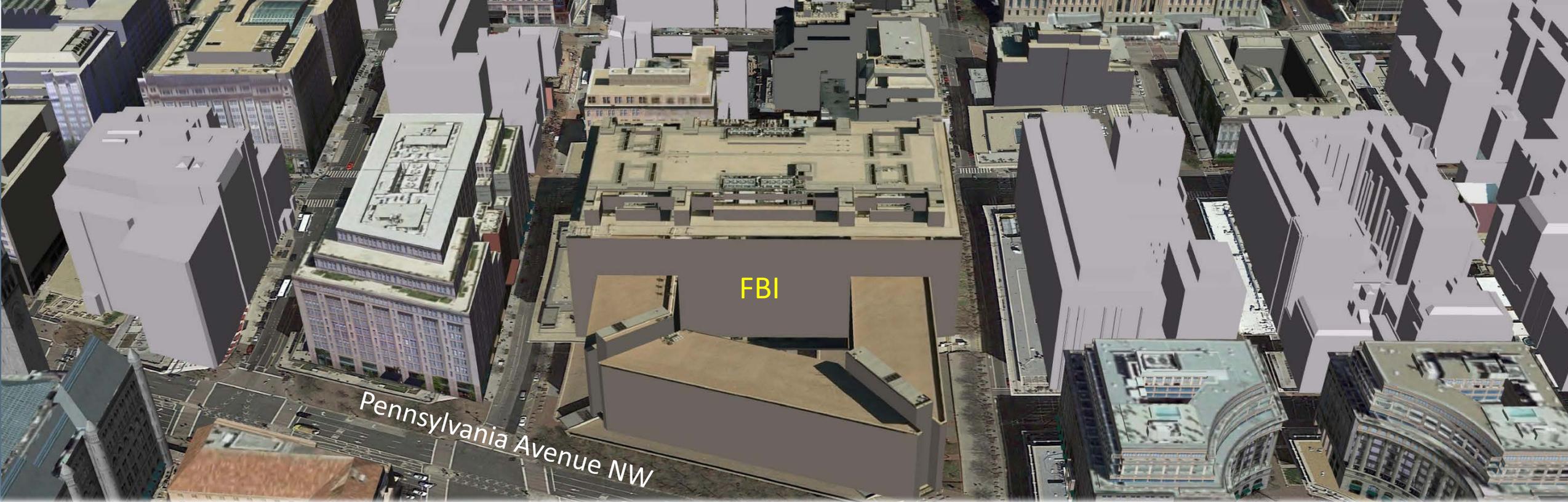
Part 2: Draft Square Guidelines

White House

Squares
378./379

U.S. Capitol





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.



Hotel

Office

Office

Office

Hotel

Office

Office

Office

Office

Residential

Residential

Office

Cultural

Public Realm Guidelines

Plan Amendment:

Does not address this
level of detail.



Ground Floor Design



Landscape



Outdoor Uses

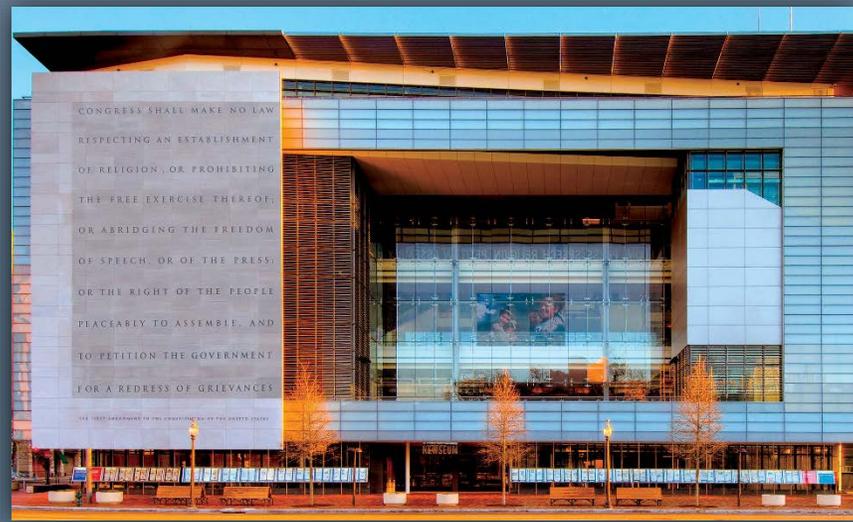


Character

Special Design Guidelines

Plan Amendment:

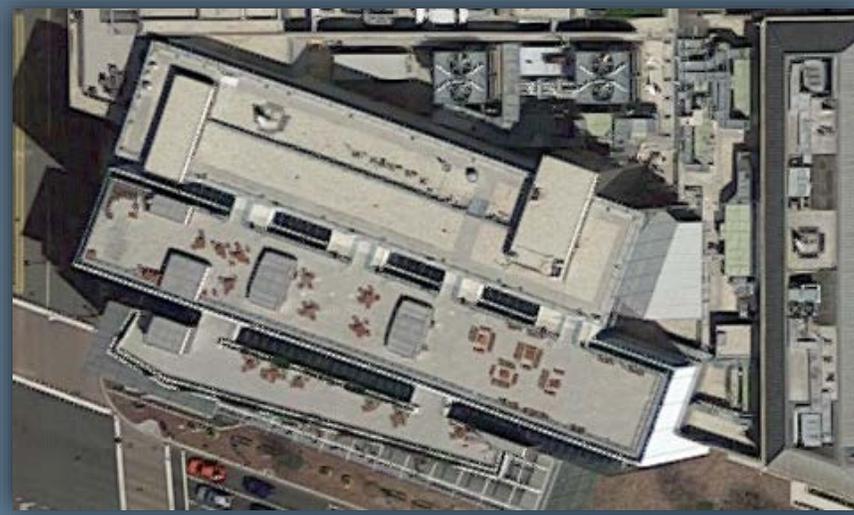
Does not address
this level of detail.



Façade Design /Building Composition



Signage/Awnings



Location of Rooftop Structures

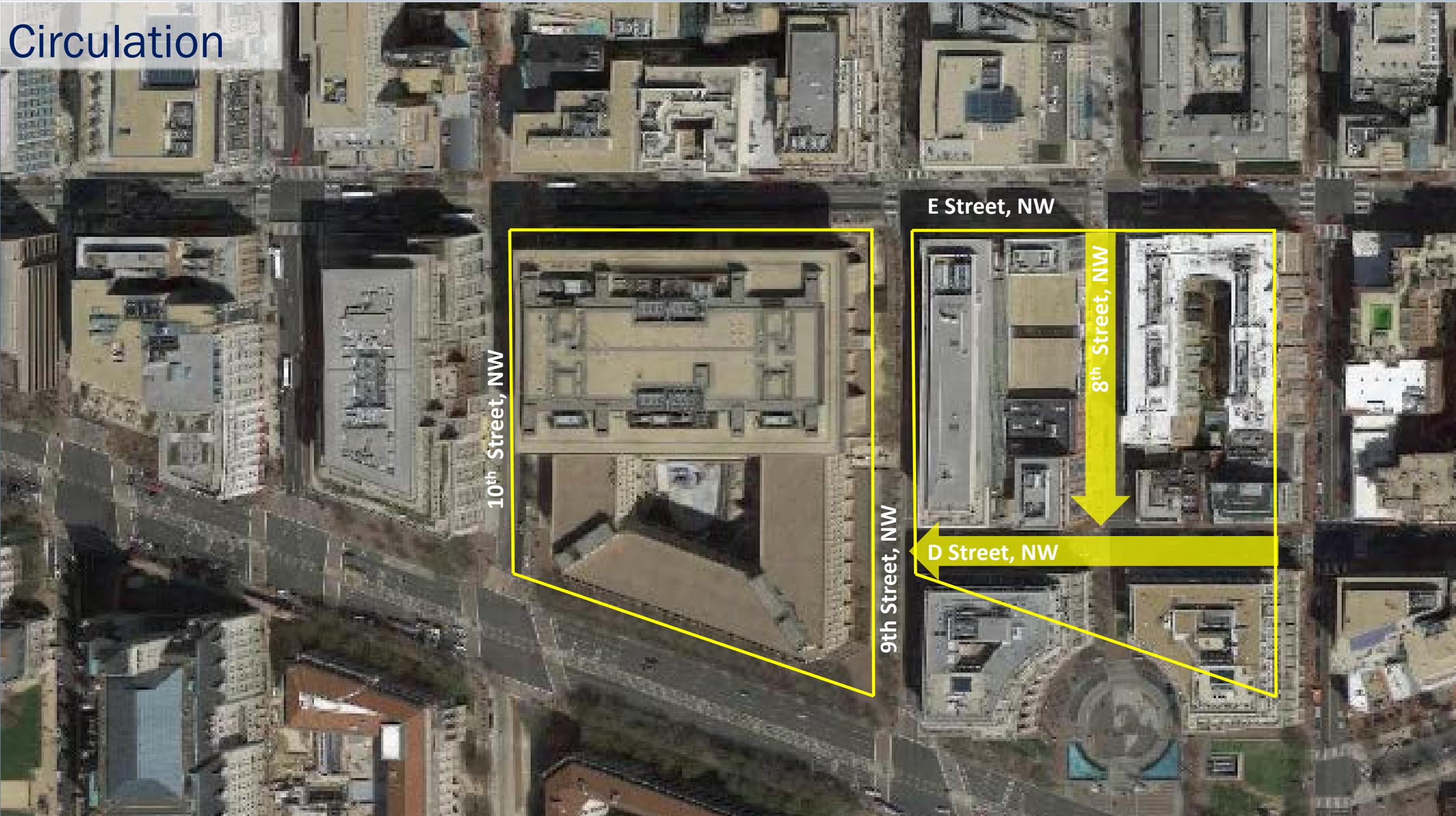


Parking and Loading

Staff Recommendations for Specific Guidelines

- Circulation
- Building Height
- Build-to-Lines

Circulation



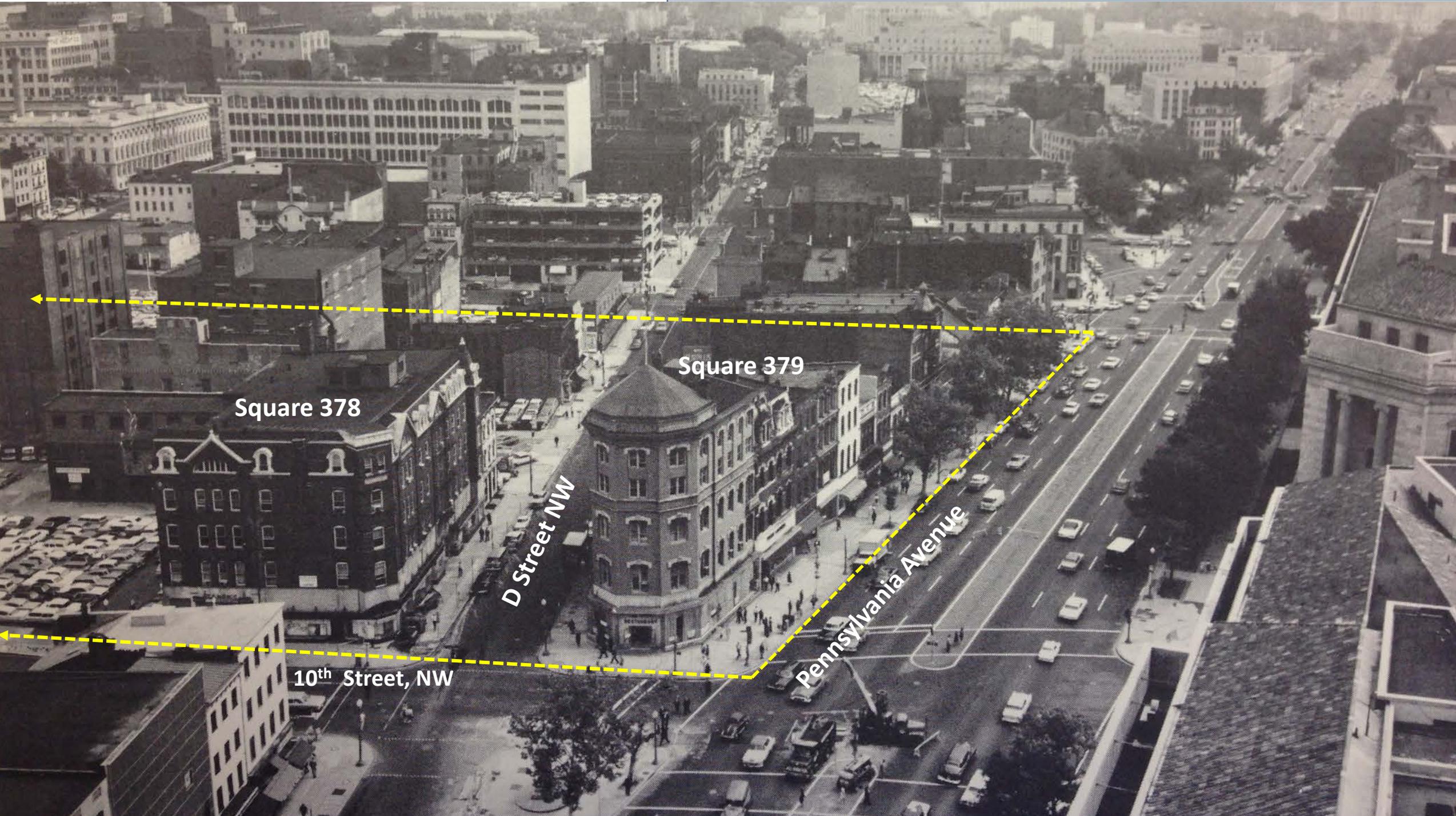
10th Street, NW

E Street, NW

8th Street, NW

D Street, NW

9th Street, NW



Square 378

Square 379

D Street NW

Pennsylvania Avenue

10th Street, NW

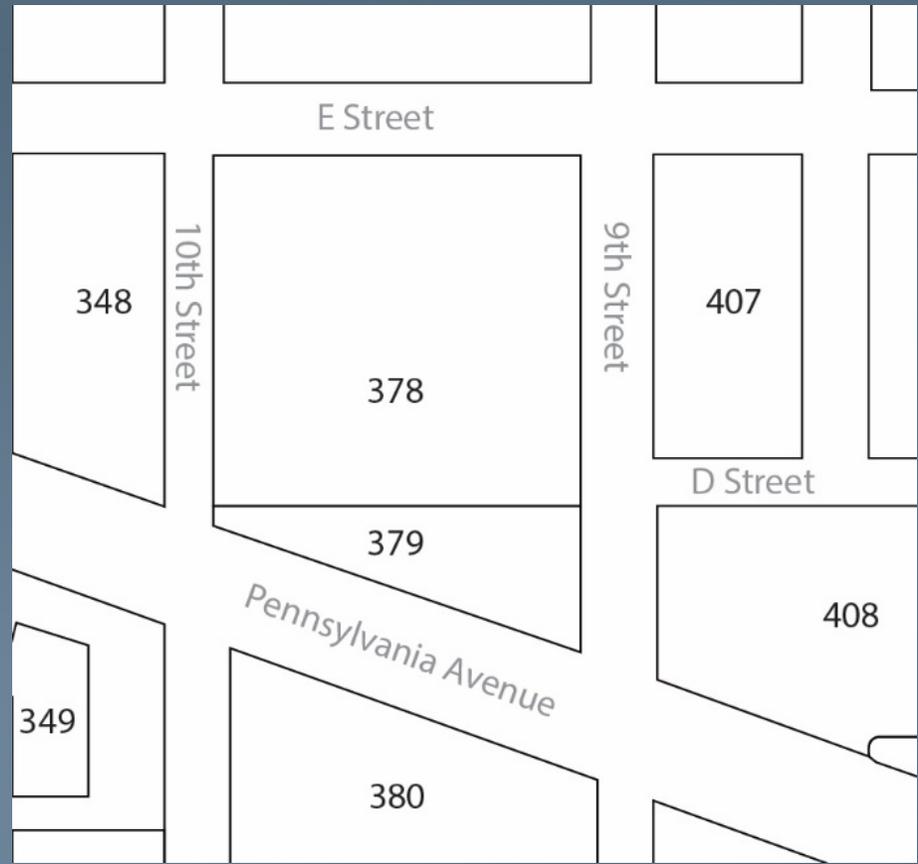


Standing on D Street at 8th looking west at FBI where the D St corridor would go through.

sip
sign
green-light

up
up
water

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.



Existing Condition

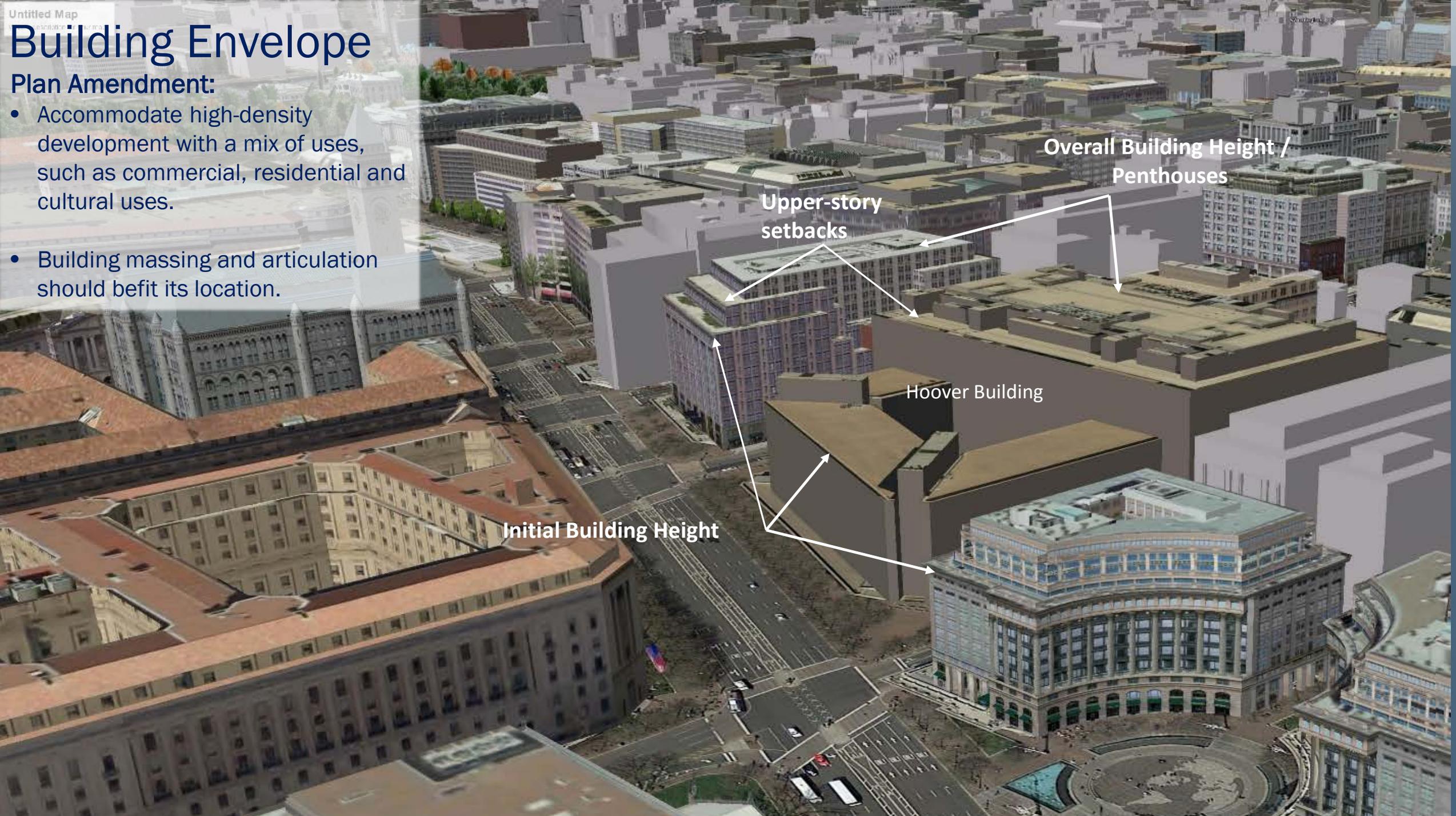


Proposal

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.

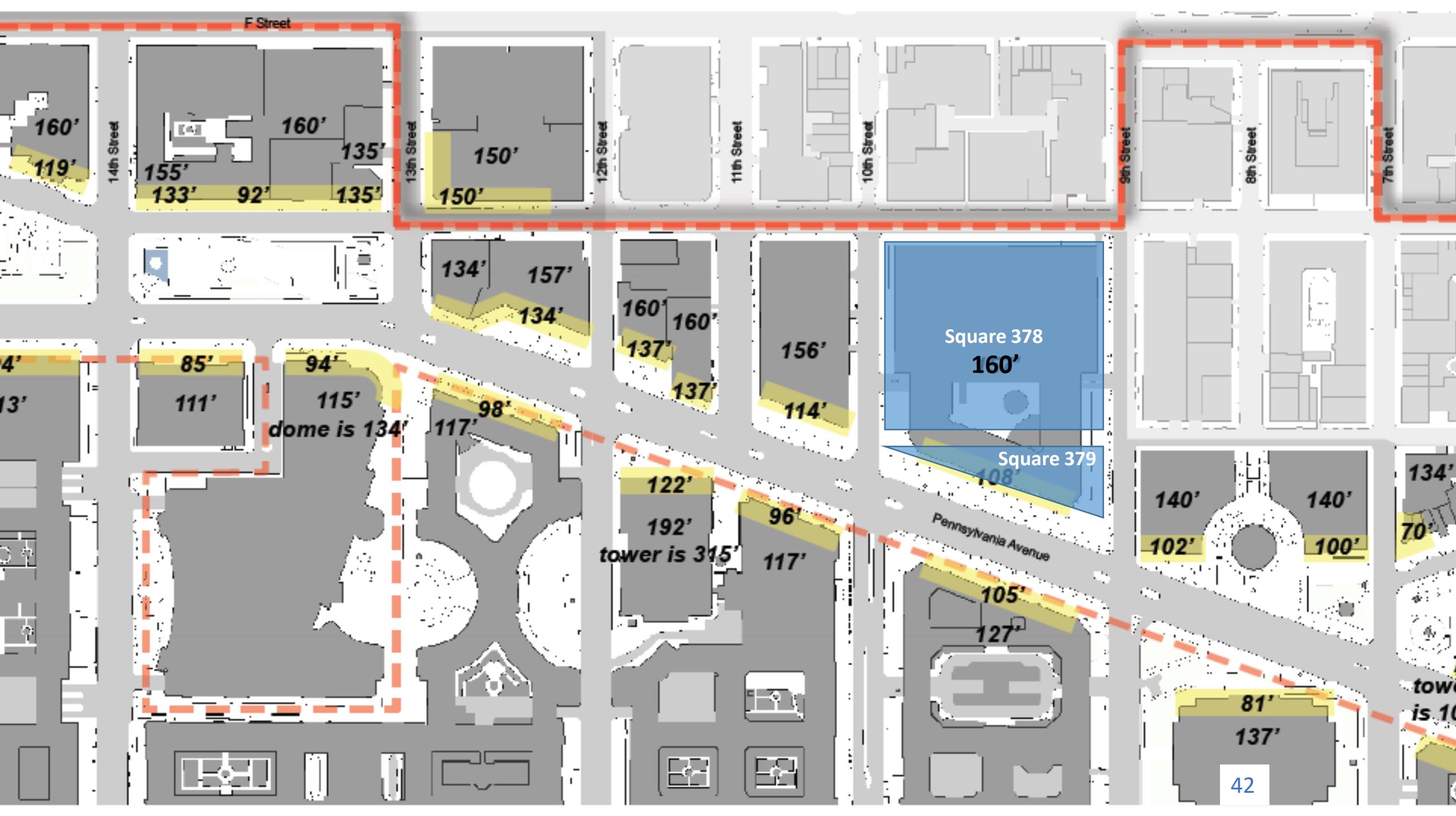


Overall Building Height / Penthouses

Upper-story setbacks

Hoover Building

Initial Building Height





Department of Justice

1001 Pennsylvania

FBI

Market Square

137

81

160

137

135

156

114

127

105

108

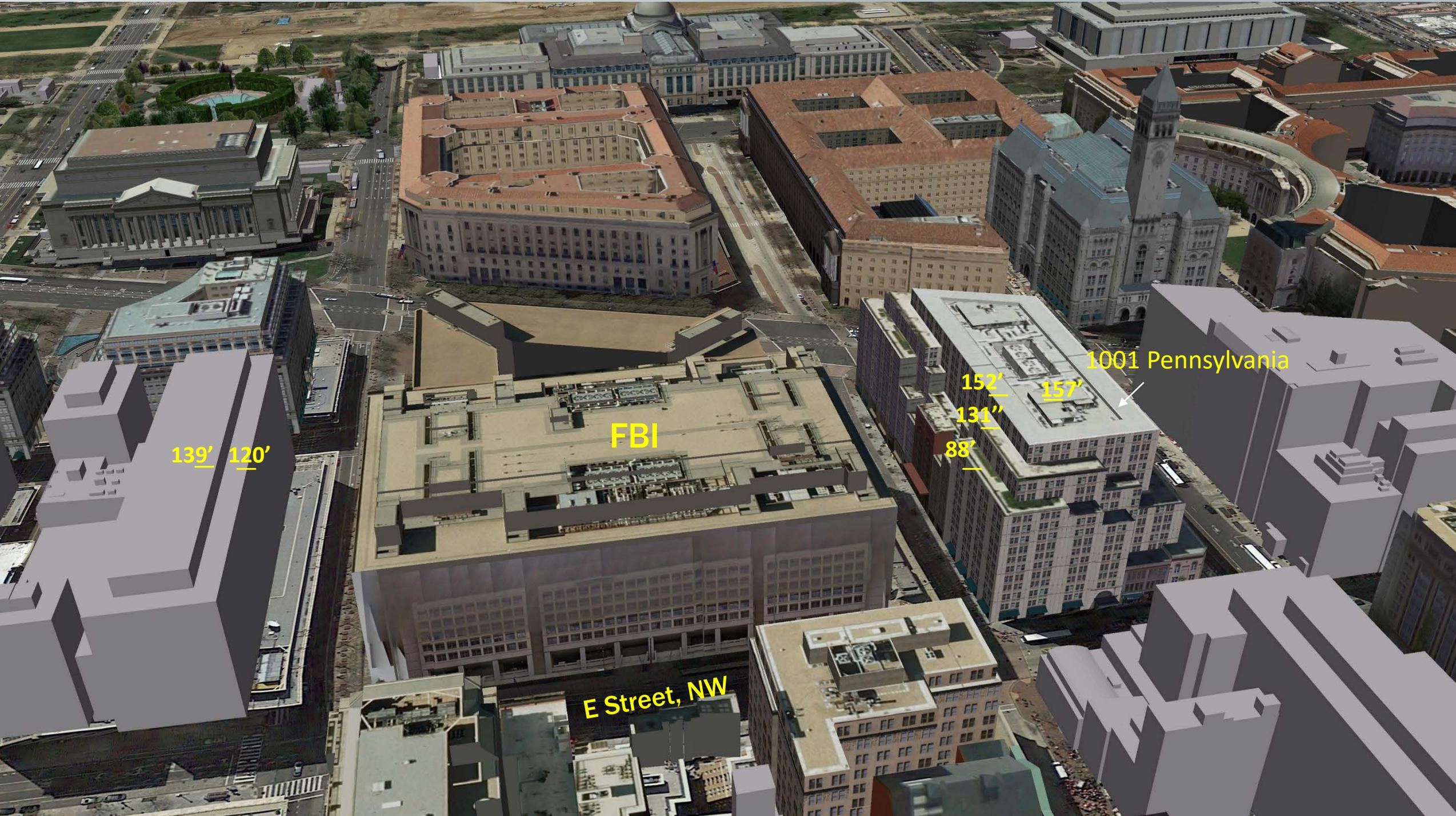
122

140

102

140

100



139' 120'

FBI

1001 Pennsylvania

152'
131''
88'

157'

E Street, NW



bia

1001 Pennsylvania



Judicia
al
m

- **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.



Build-to-lines

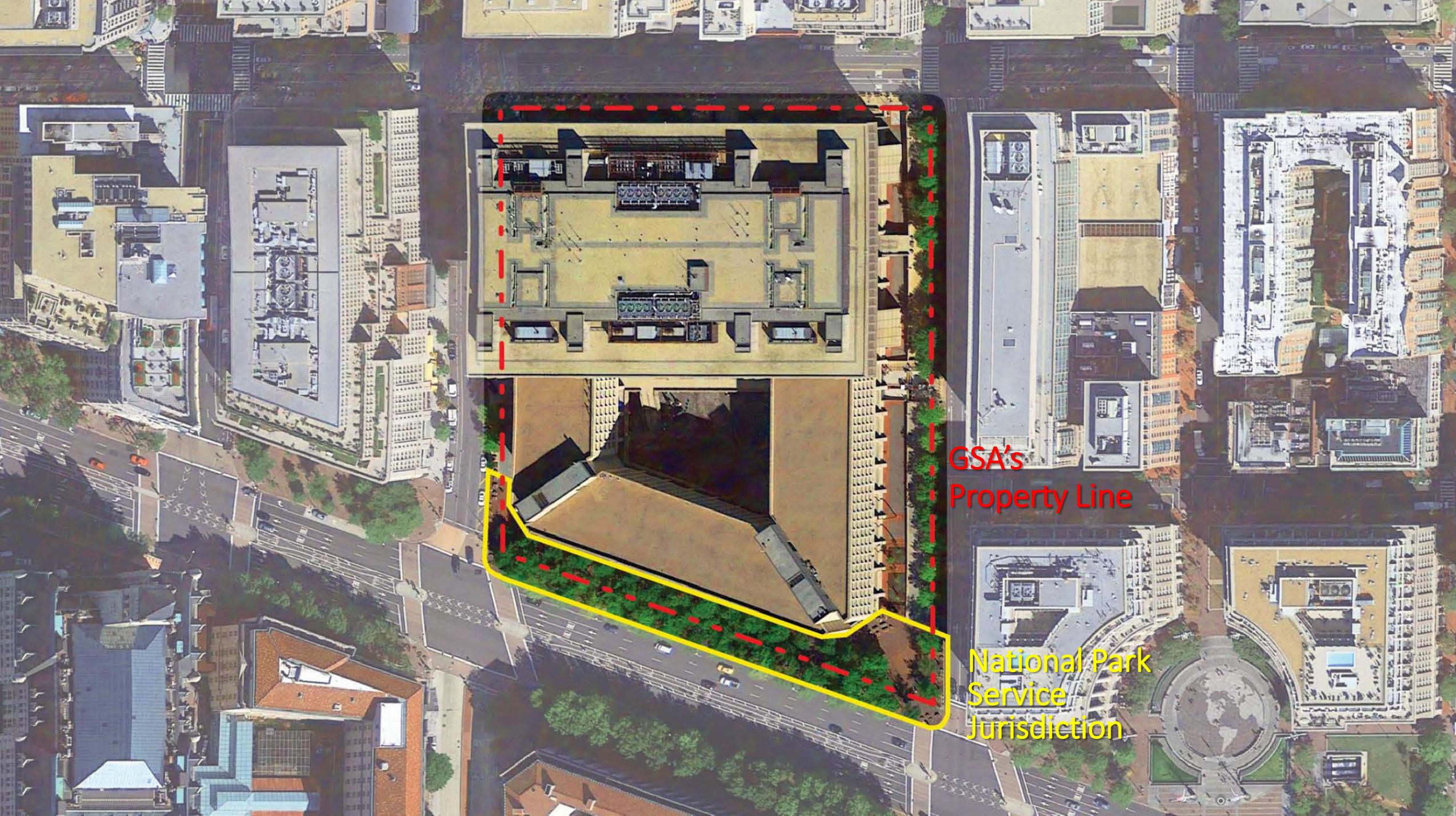


Current distance between building and curb is 79.5'.

Build-to-line

Property Line

Penns



GSA's
Property Line

National Park
Service
Jurisdiction

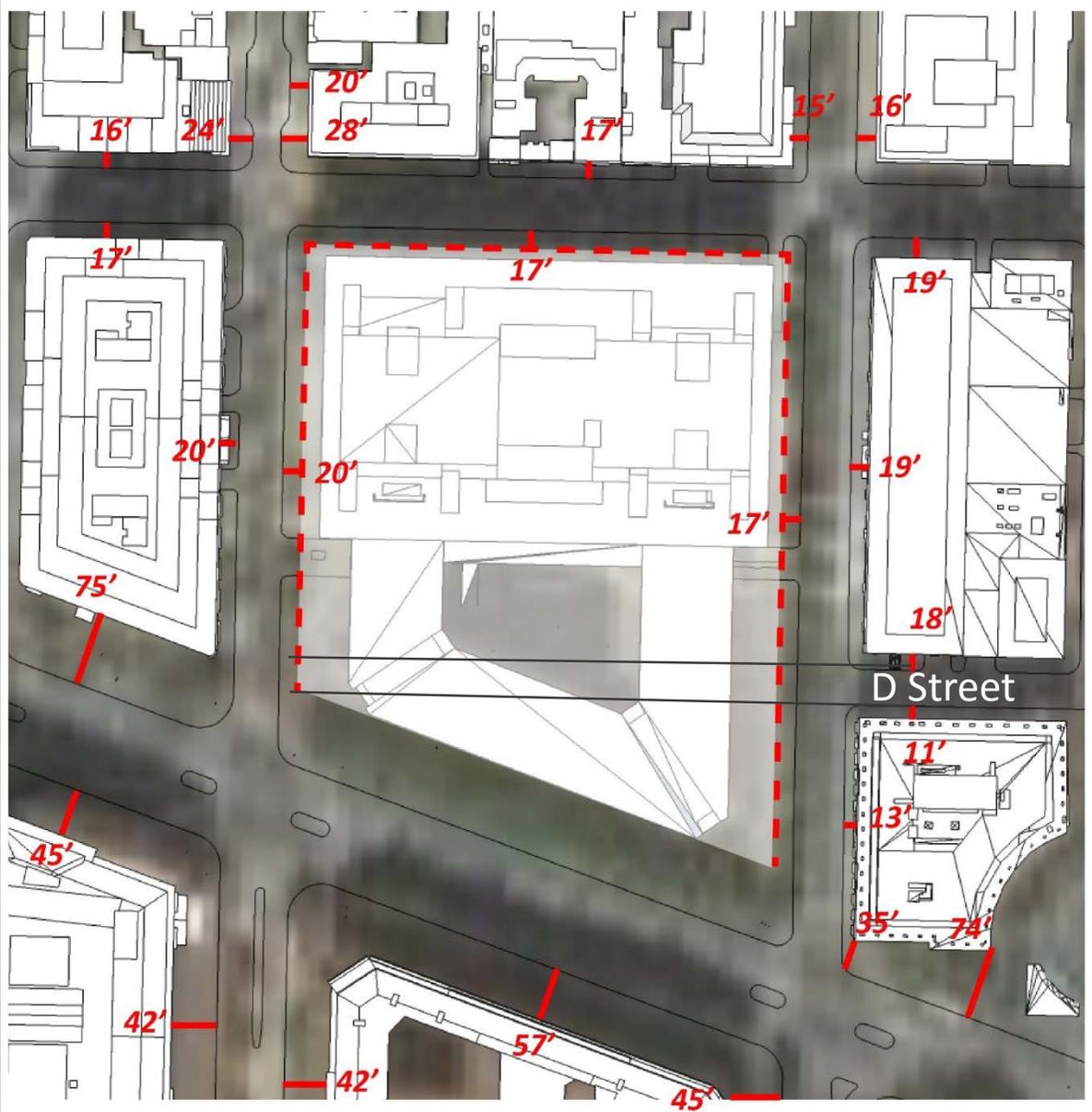
Build-to-lines can influence the following:

- 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.



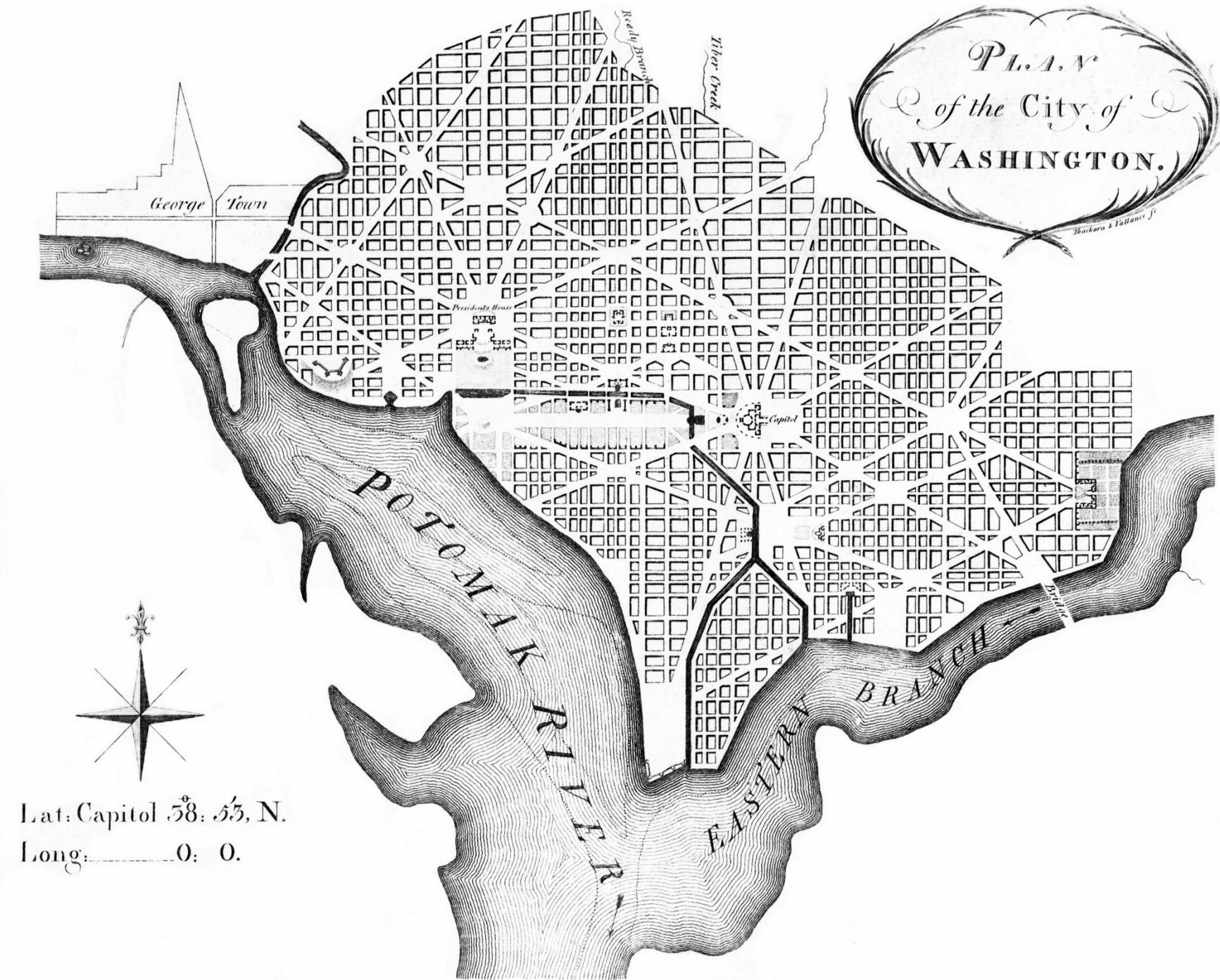
*Measurements are based on GIS data and may have inaccuracies relative to field measurements

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 Landscapae Inventory



The L'Enfant Plan



Lat: Capitol 38: 53, N.
Long: 0: 0.

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

National Park Service
Cultural Landscapes Inventory



Pennsylvania Avenue, NW-White House to the Capitol

National Mall and Memorial Parks-L'Enfant Plan Reservations

May 10, 2016

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.



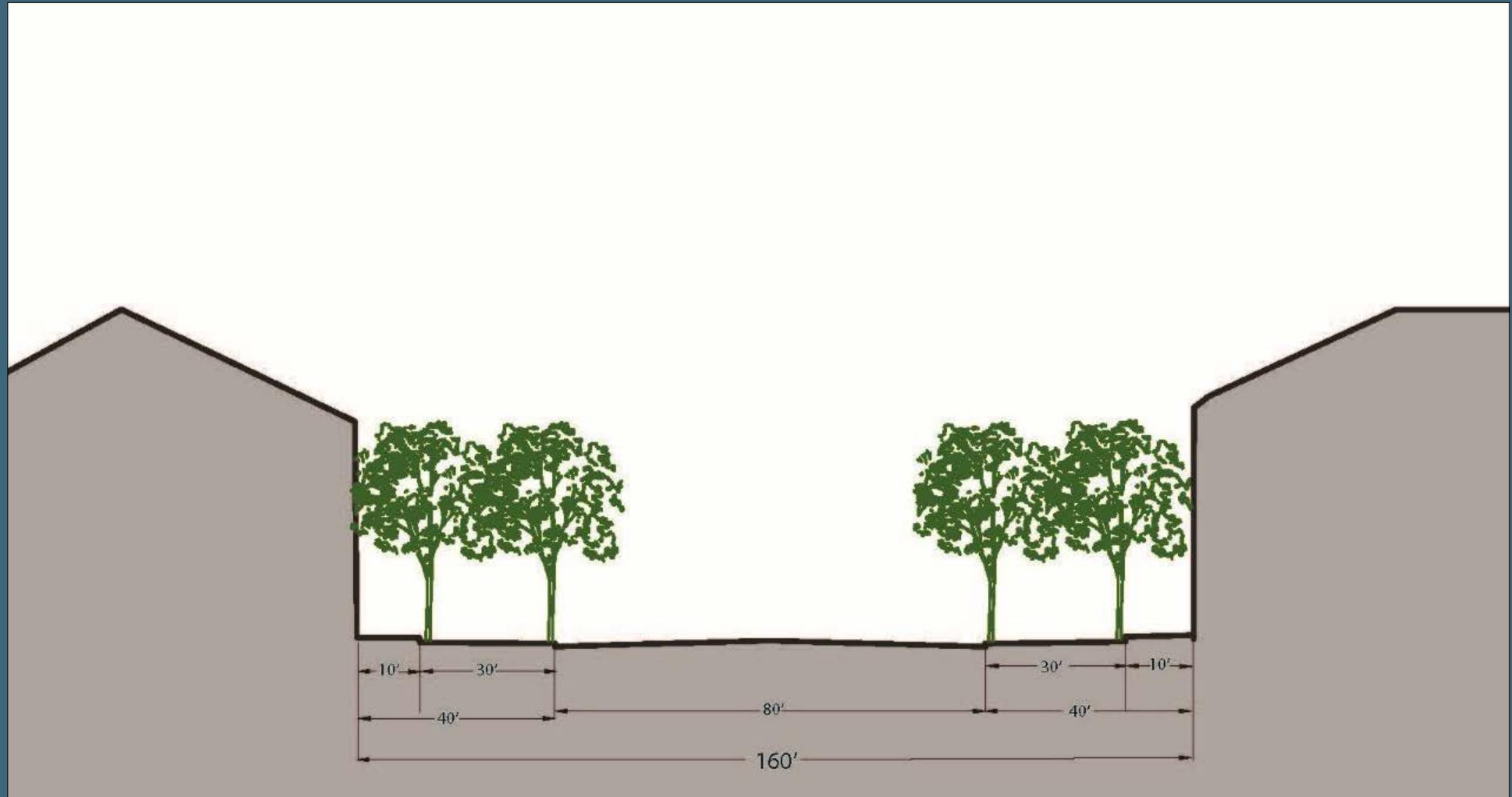
Example of the building face 52' from the curb

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

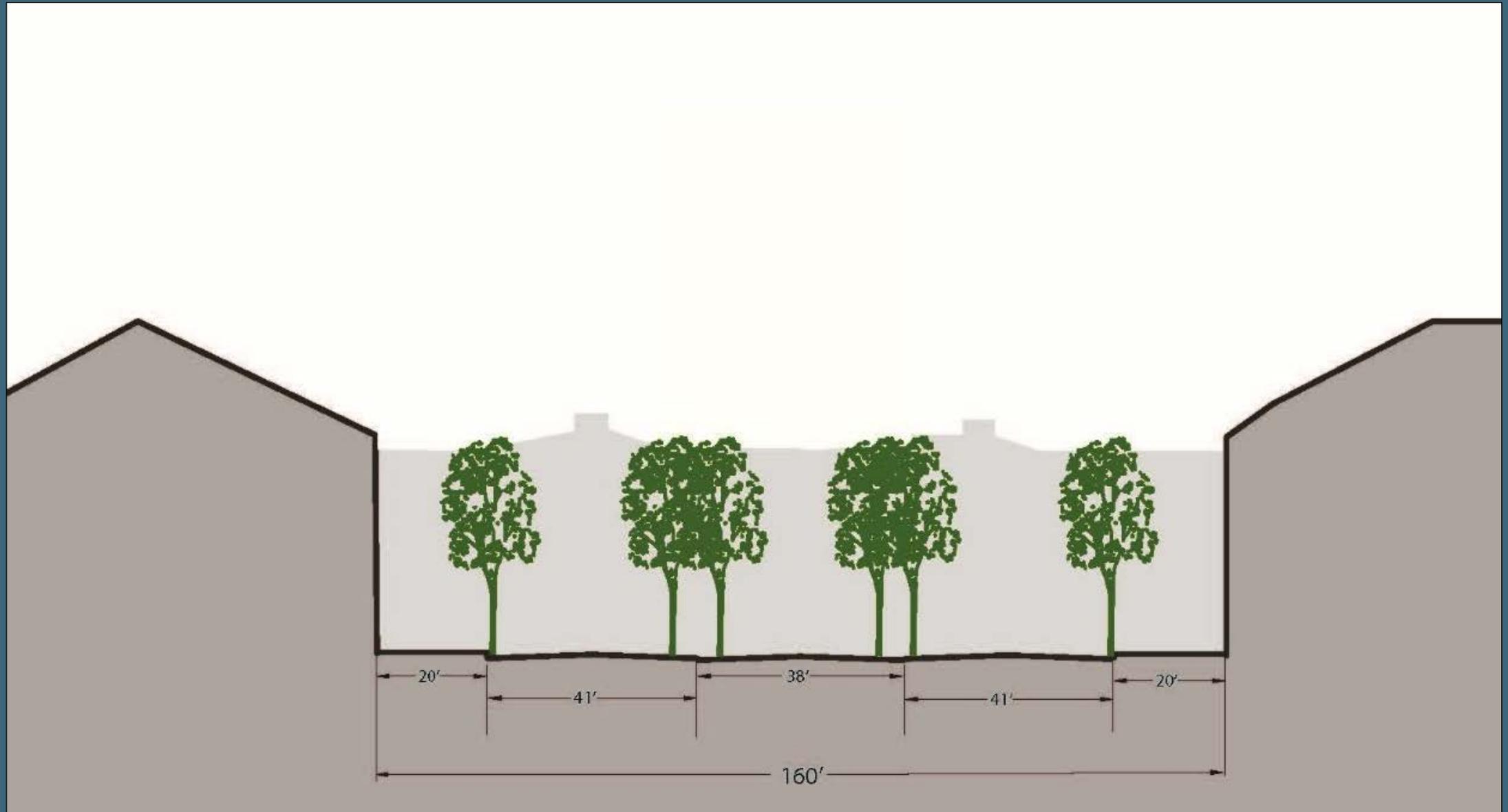
L'Enfant Plan | Proposed Avenue Layout

1791



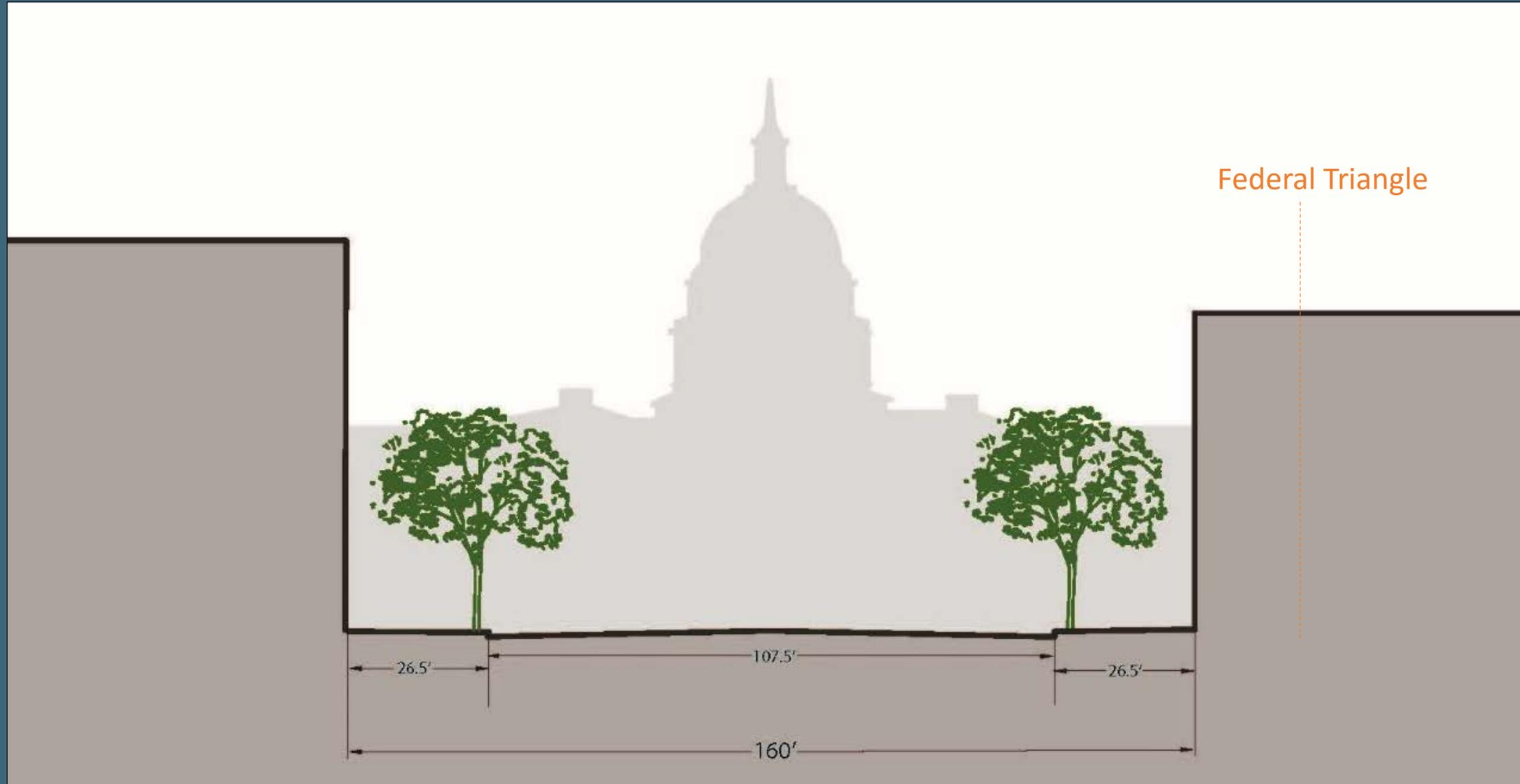
Jefferson Improvements

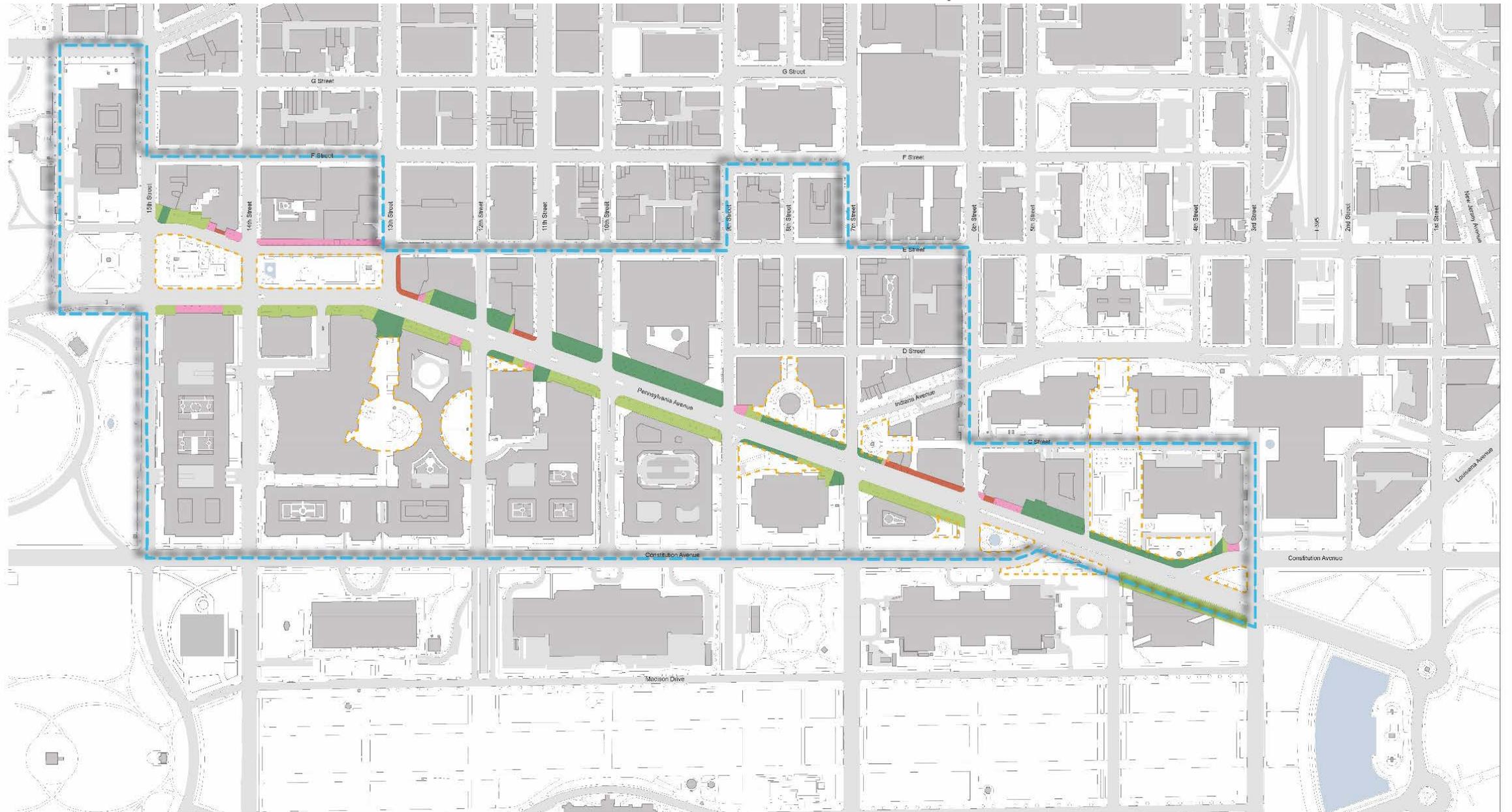
1803



Early 1900's

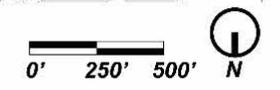
1901



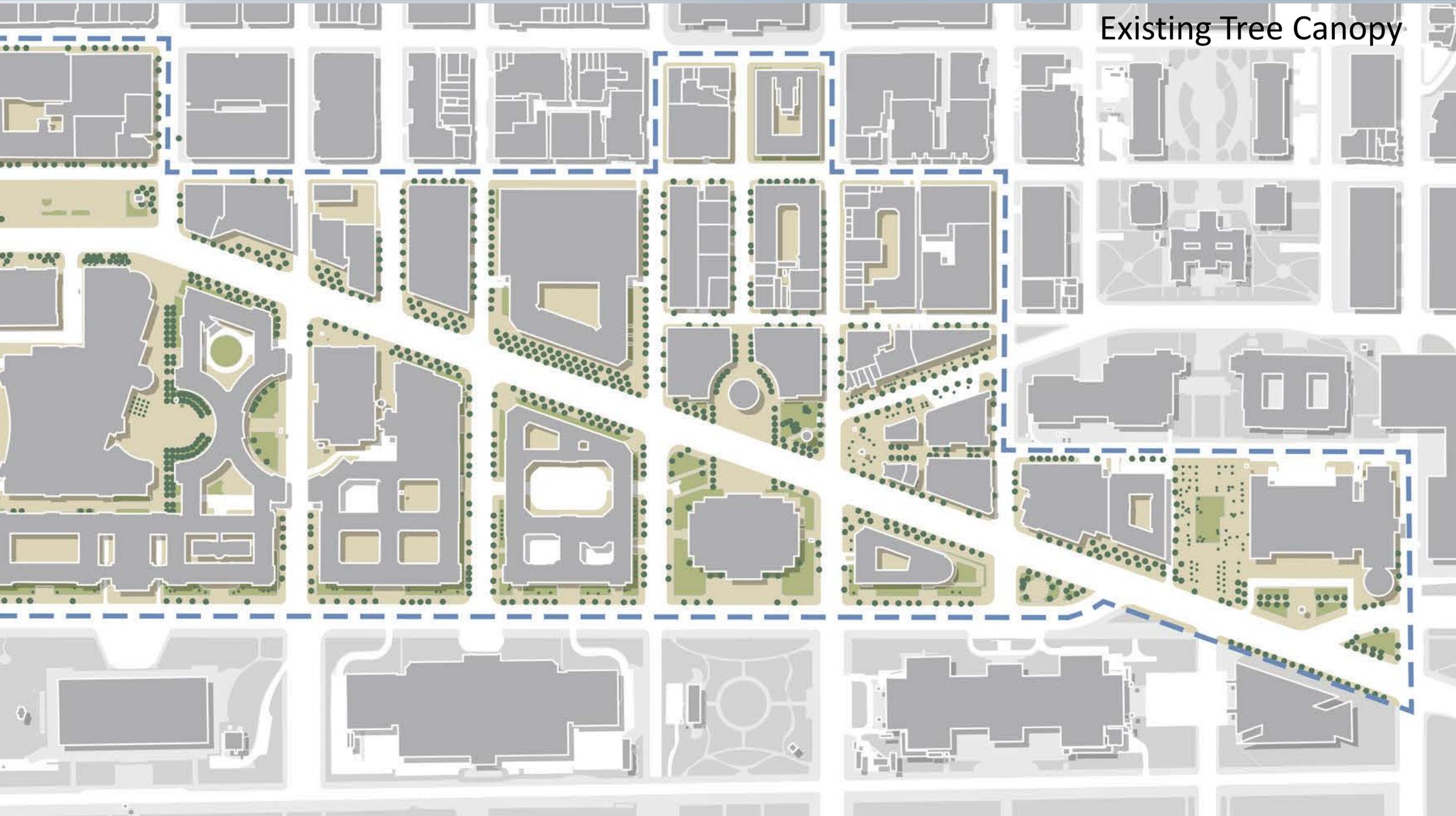


LEGEND

- PROPOSED INVENTORY AREA
- 75' or more
- 26' - 44'
- PLAZA / PARK
- Approximately 50'
- 25' or less



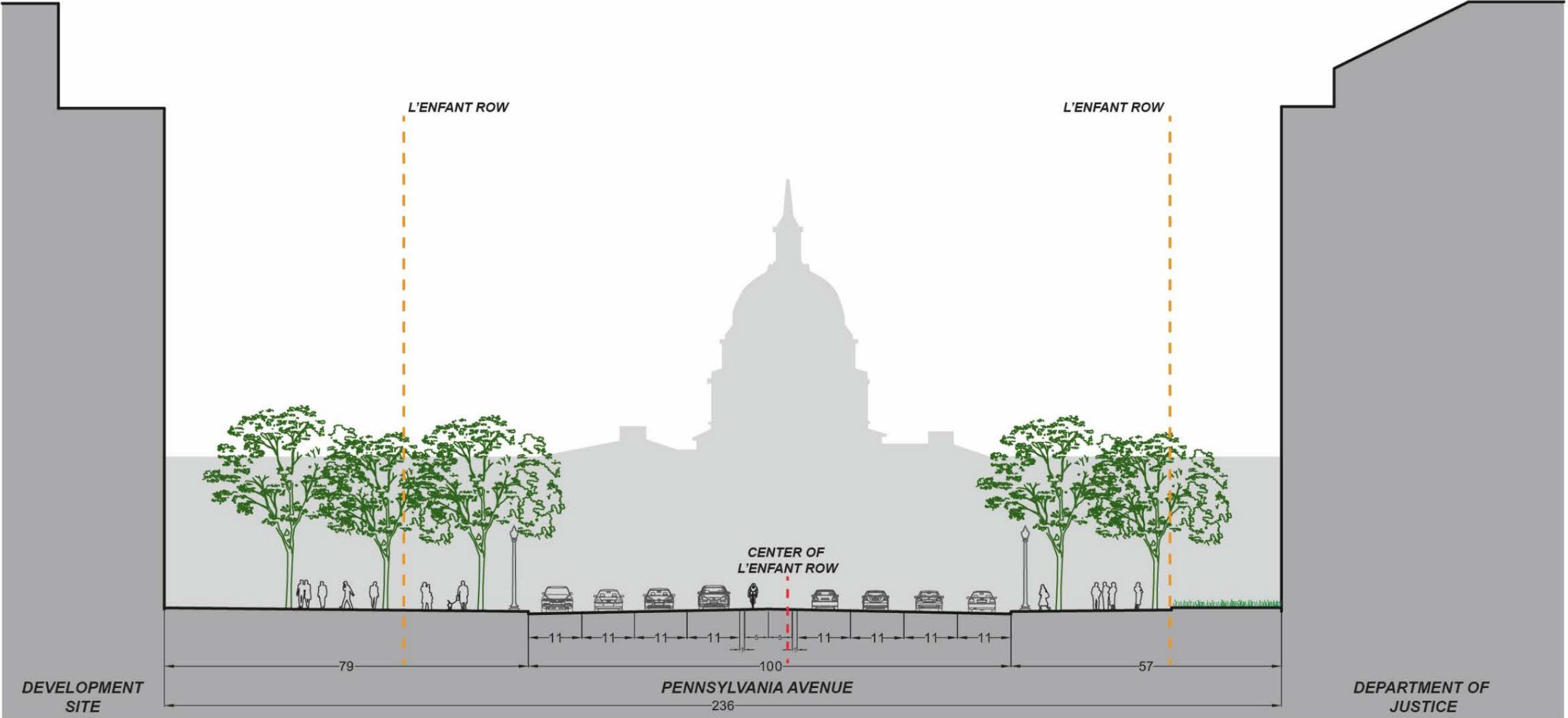
Existing Tree Canopy



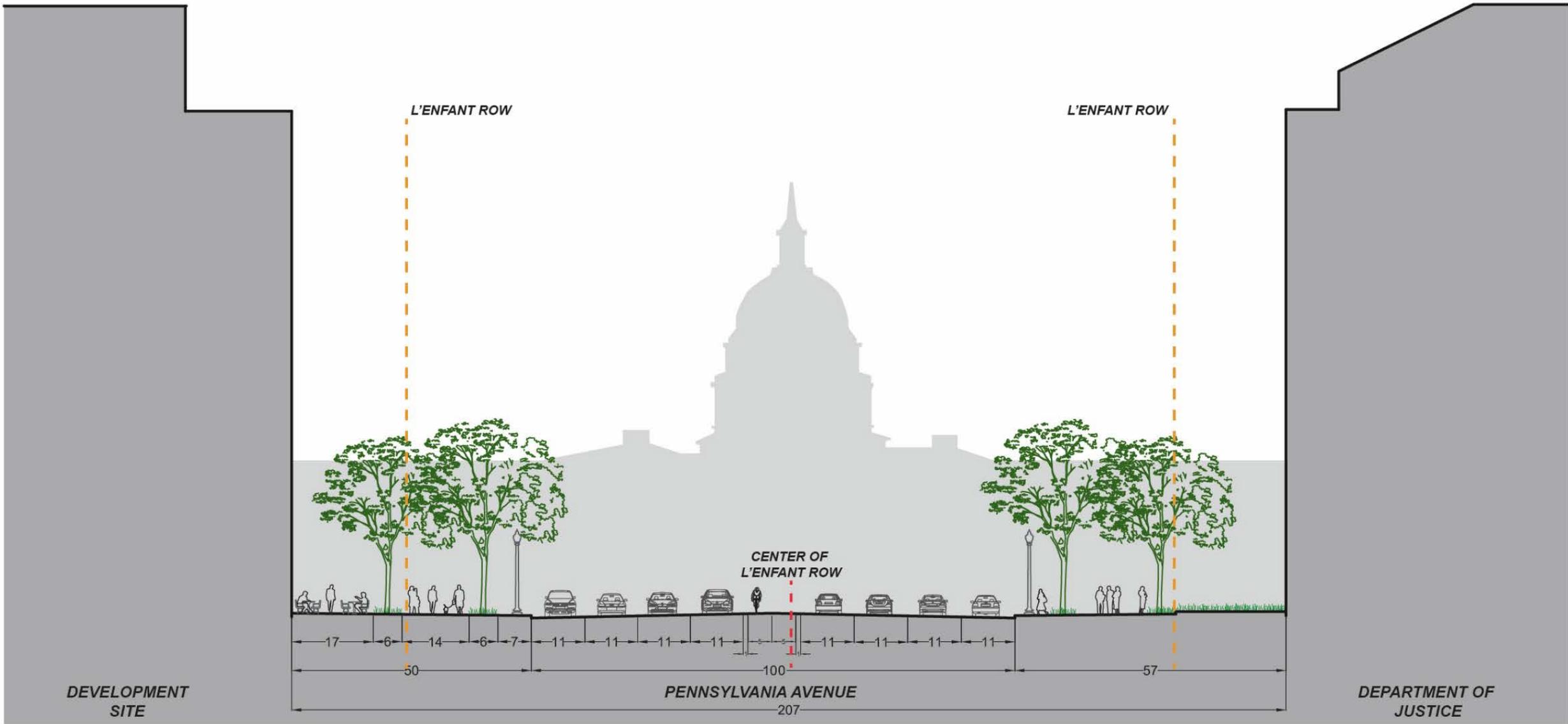


Analysis of 3 Alternatives

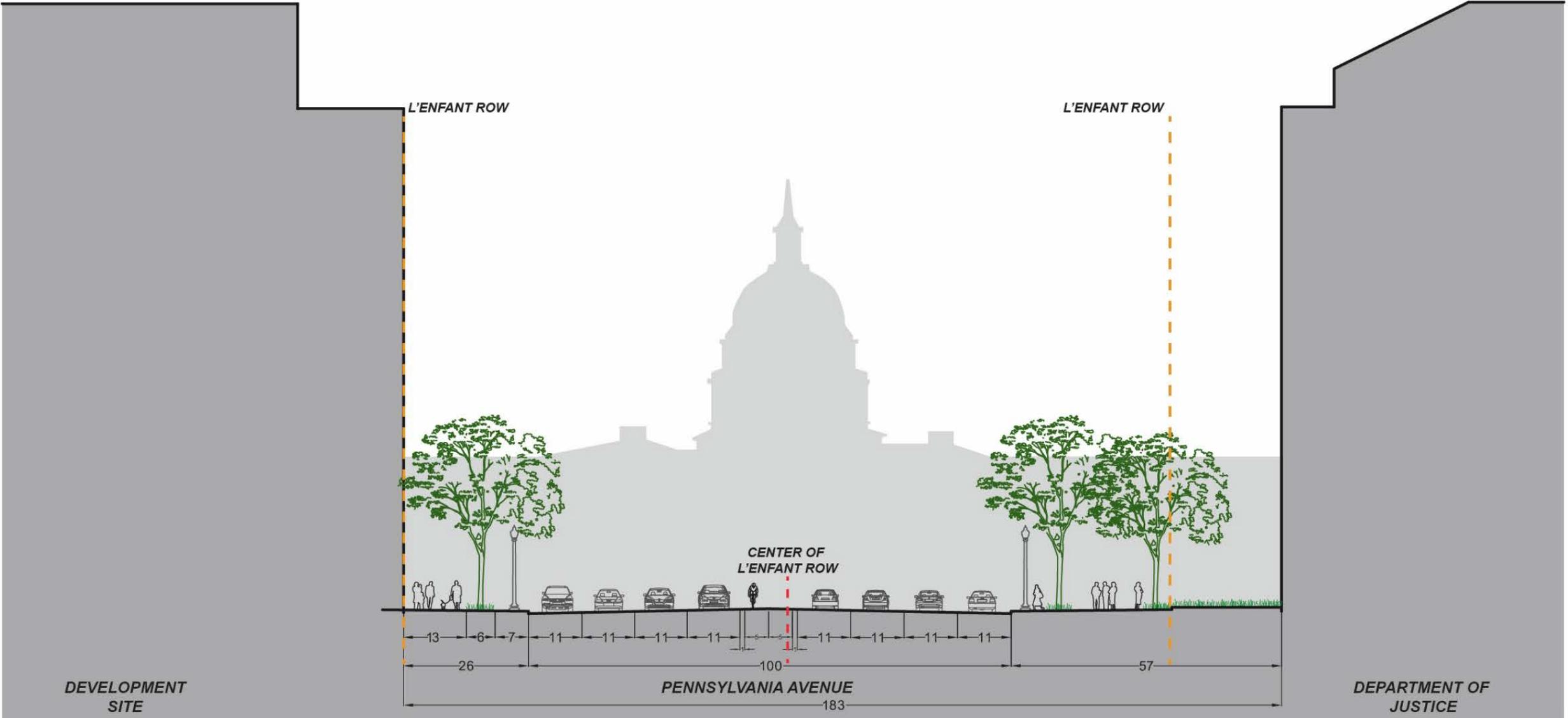
Alternative 1: The 1974 Pennsylvania Avenue Plan
Existing Sidewalk = 79.5'
Staggered Triple Row of Trees



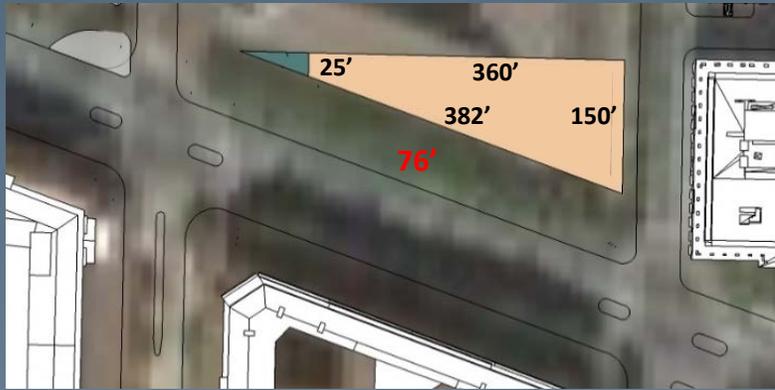
Alternative 2: Staff's Recommendation
Sidewalk = 50'
Staggered Double Row of Trees



Alternative 3: L'Enfant Plan
Sidewalk = 26'
Trees Align with Adjacent Blocks

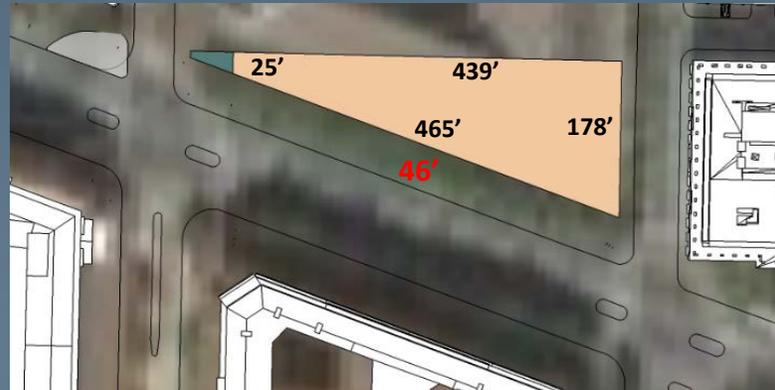


Impacts to Development Area



Alternative 1: 1974 Plan

Build-to-line = 50' from the property line
Building Floorplate = 32,200sf
Open Space = 900sf



Alternative 2: Staff Recommendation

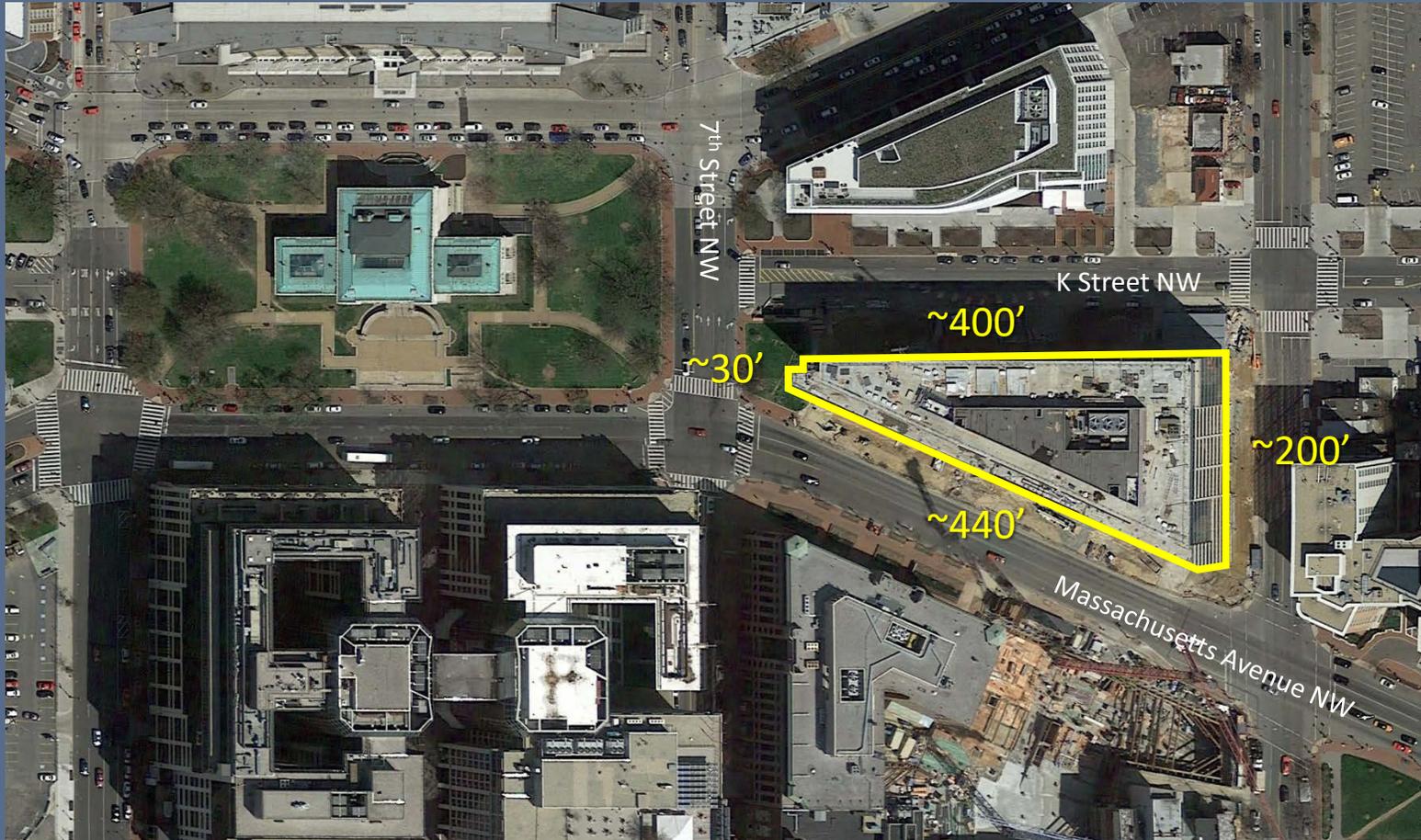
Build-to-line ~ 20' from the property line
Building Floorplate = 44,800sf
Open Space = 800sf



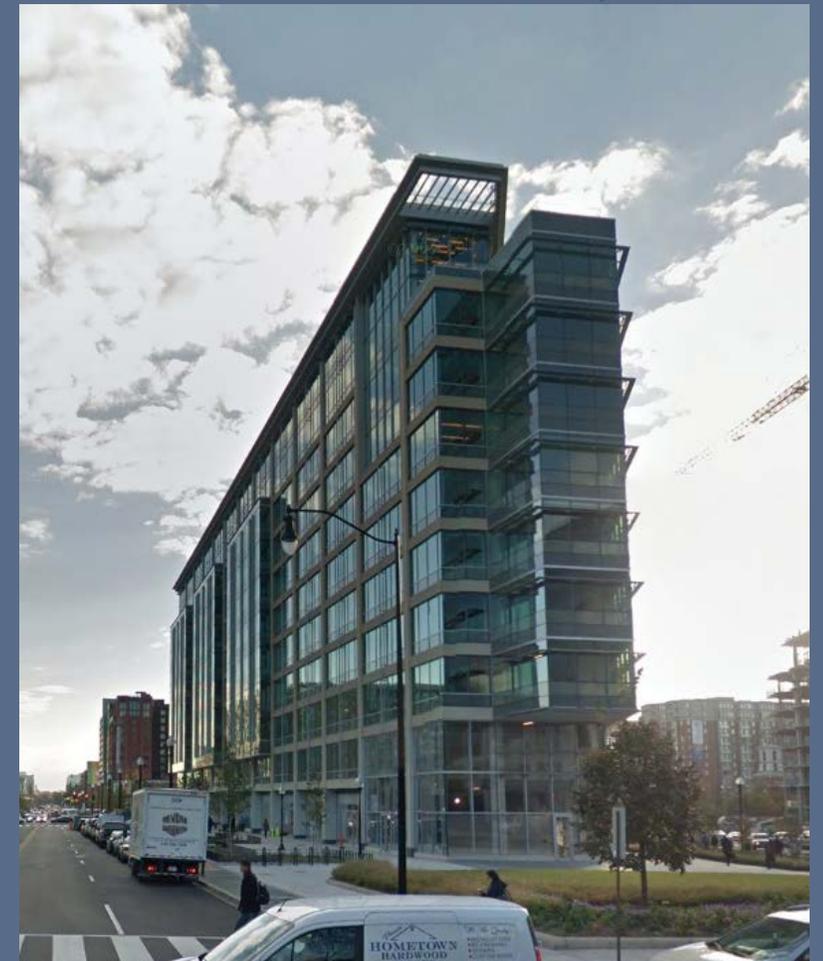
Alternative 3: L'Enfant Plan

Build-to-line = the property line
Building Floorplate = 58,000sf
Open Space = 0sf

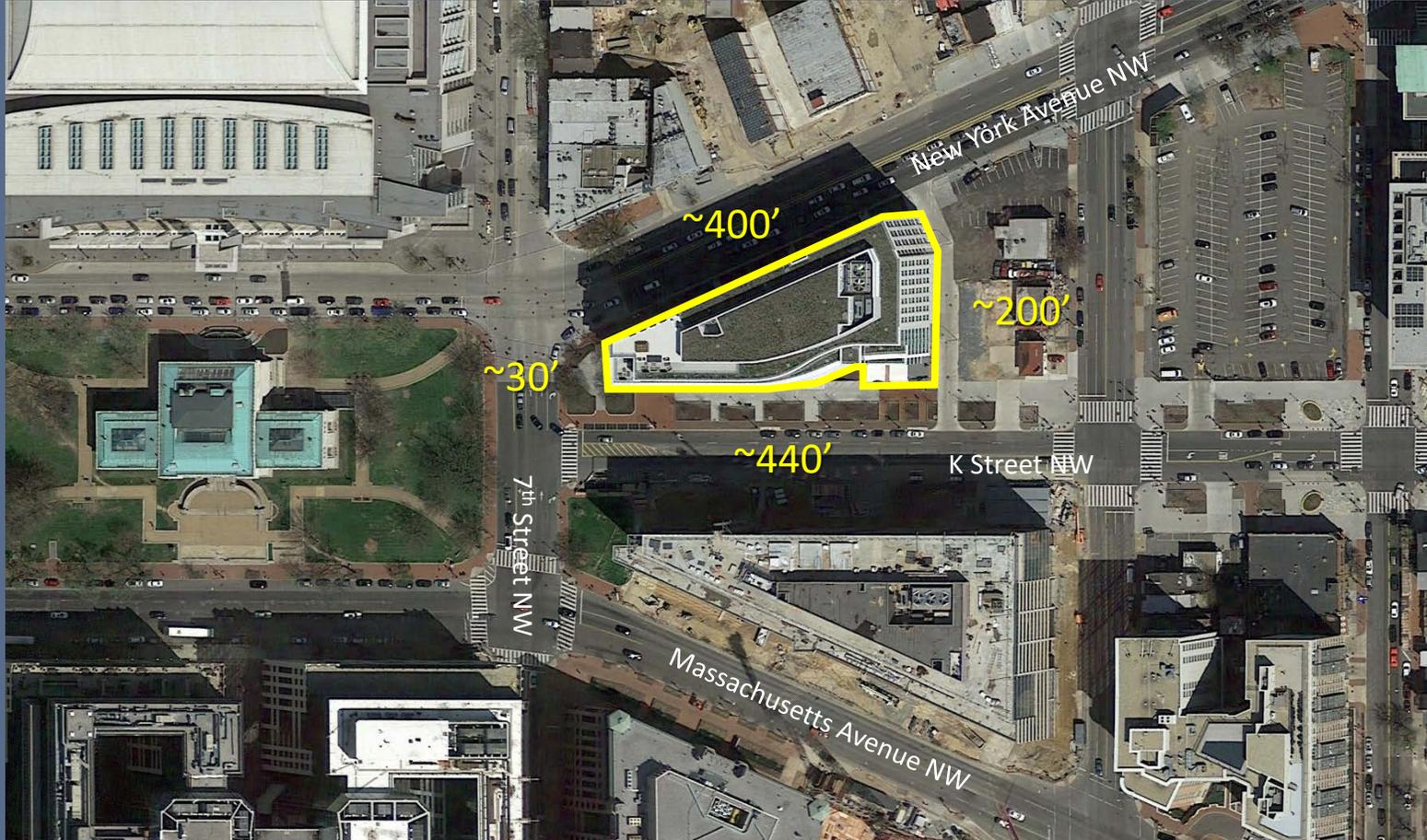
601 Massachusetts Avenue NW



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



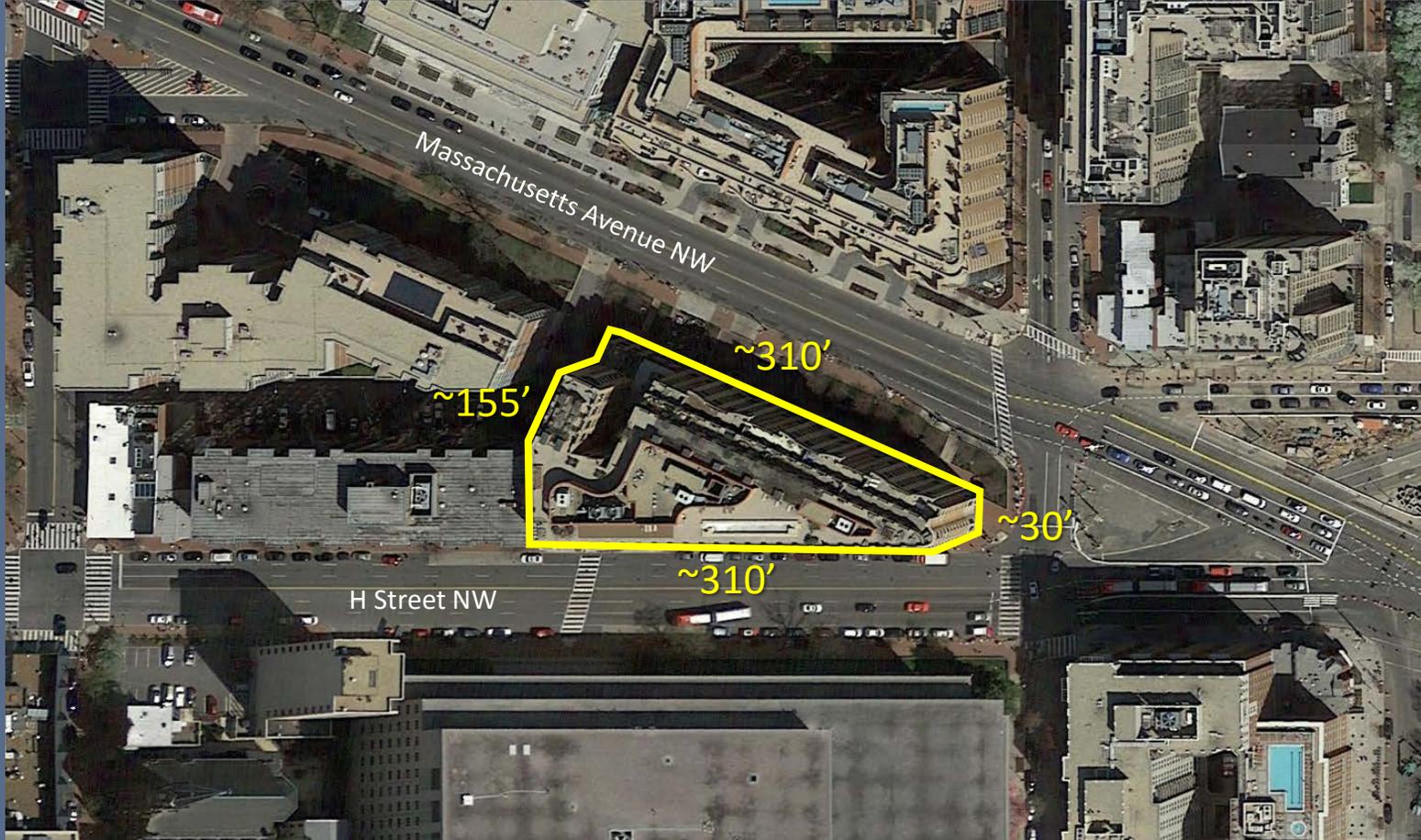
655 K Street NW



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



400 Massachusetts Avenue NW

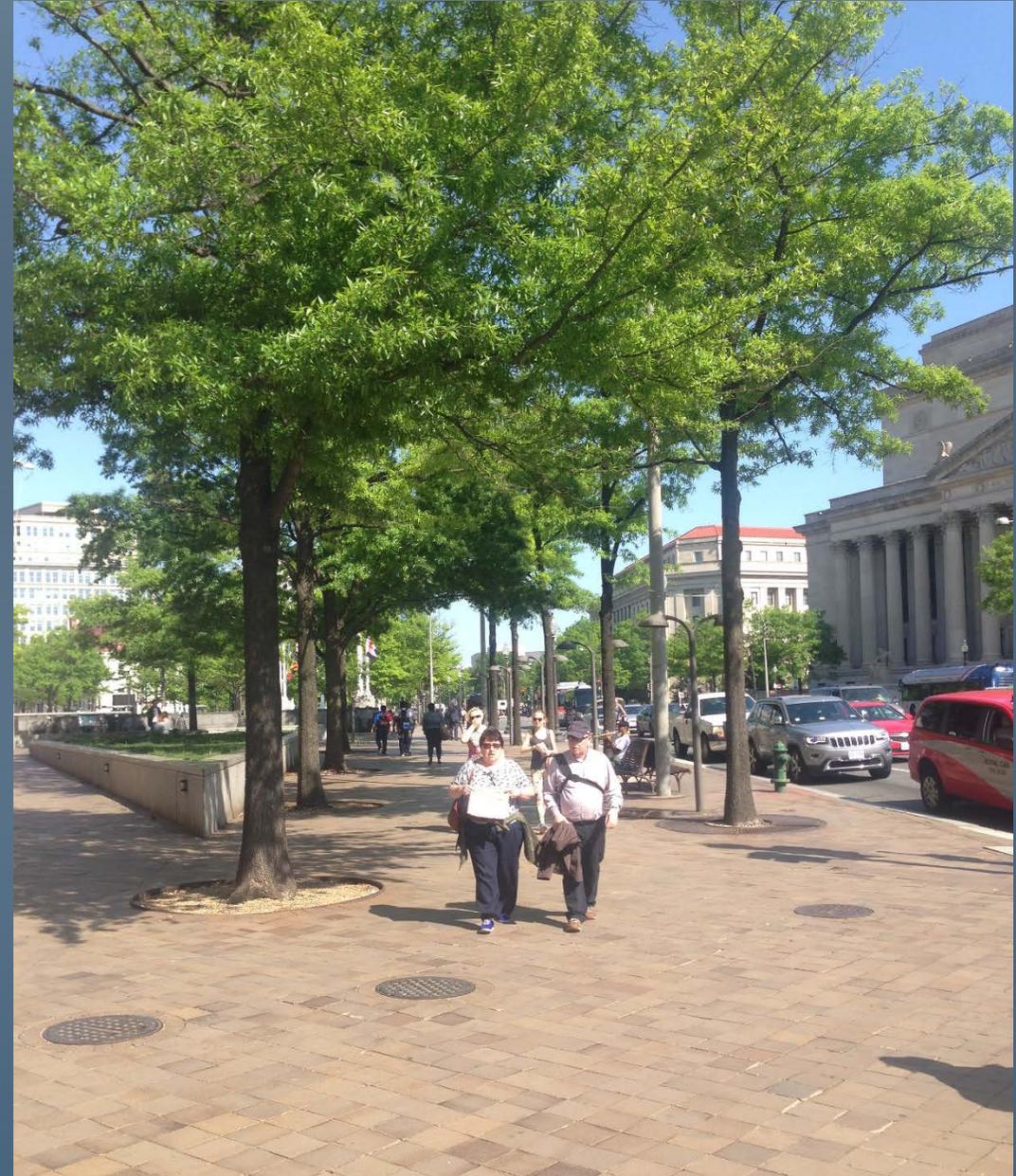


- Use: Residential with Ground Floor Retail
- 256 condos and 17,307 square feet retail
- 200 below grade parking spaces
- Built 2005
- Ground Floor Area = 29,300sf
- Estimated GSF = 380,400sf

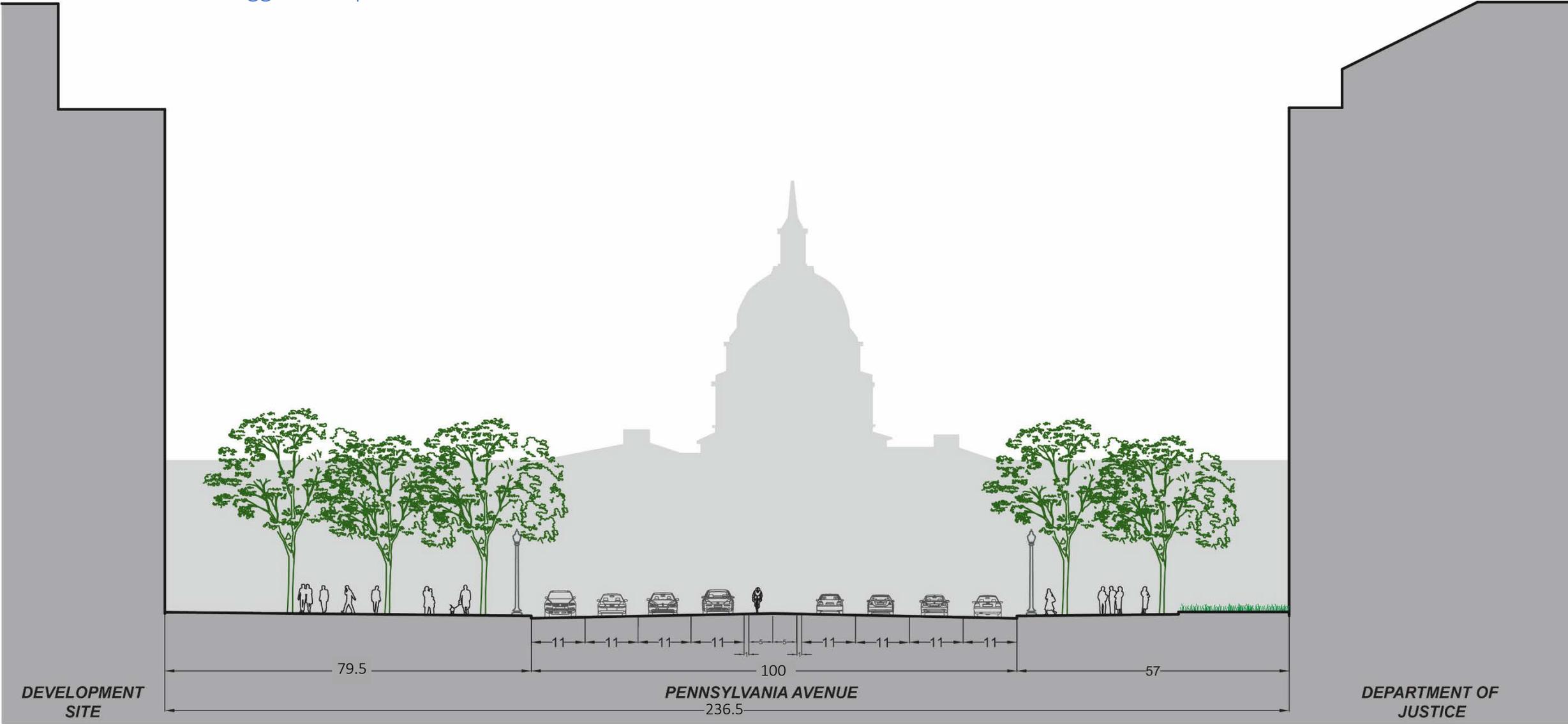


Public Realm/Landscape

- Pedestrian experience
- Continuity of the Avenue



Alternative 1: The 194 Pennsylvania Avenue Plan
Existing Sidewalk = 79.5'
Staggered Triple Row of Trees



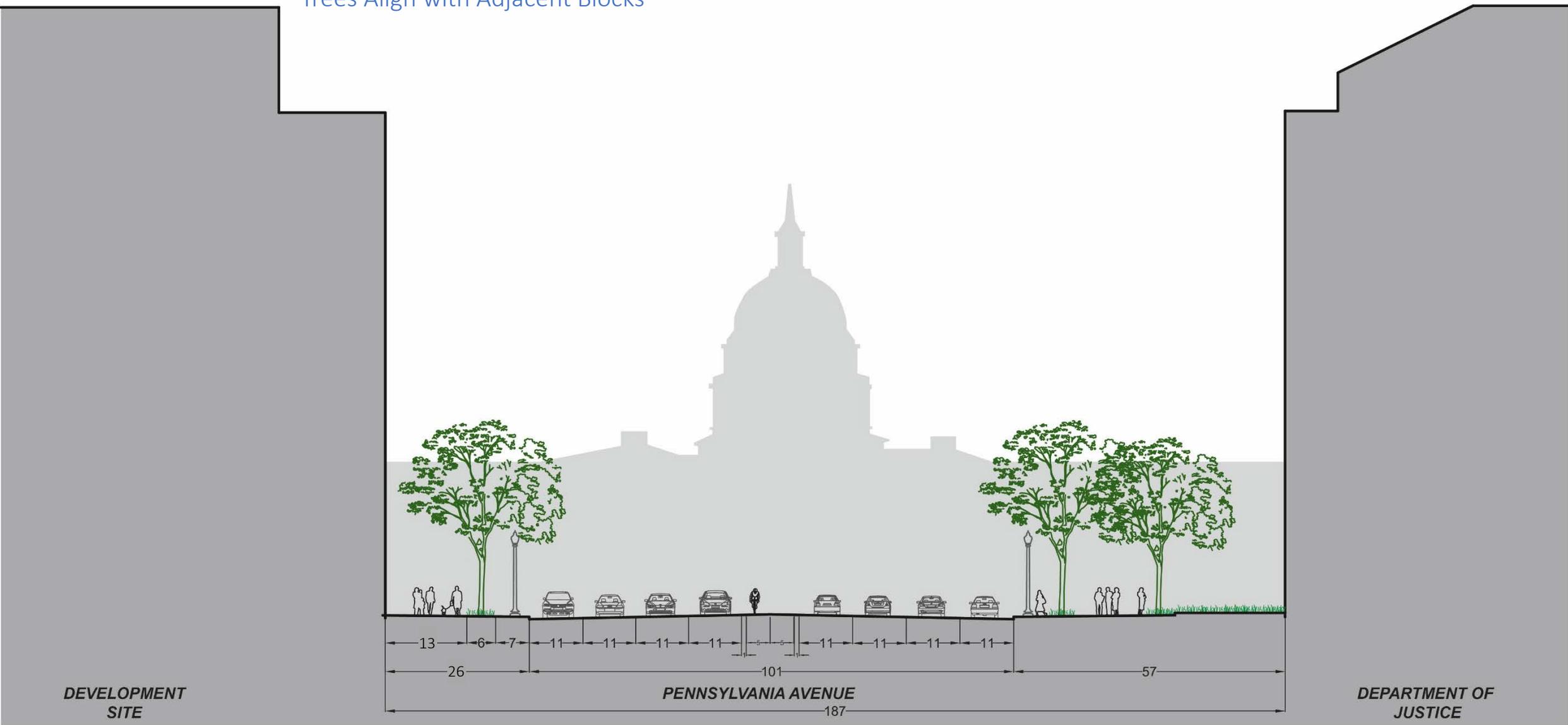


North side Pennsylvania Ave between 9th & 10th Streets

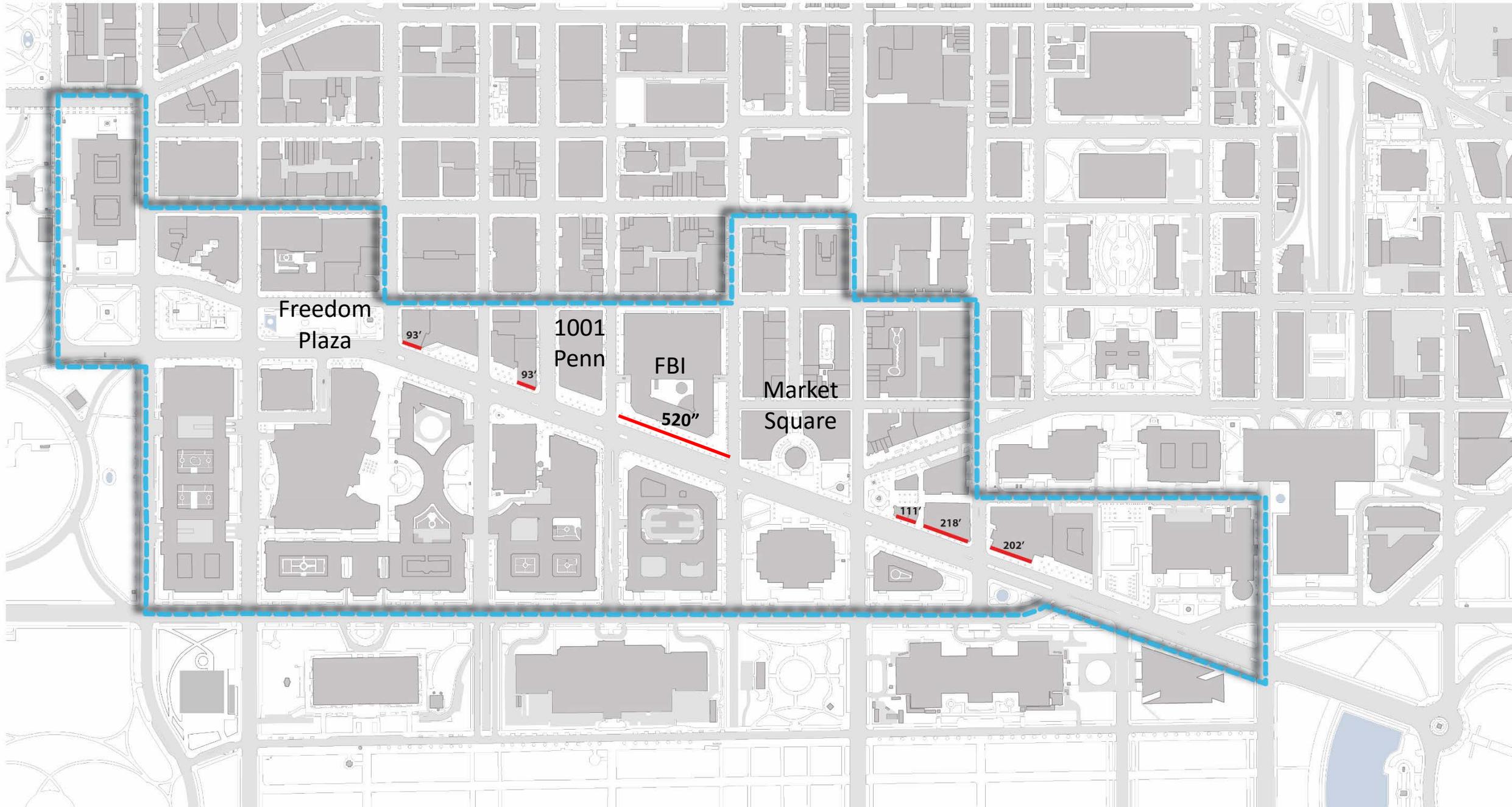


North side Pennsylvania Ave between 10th & 11th Streets

Alternative 3: L'Enfant Plan
Sidewalk = 26'
Trees Align with Adjacent Blocks



PENNSYLVANIA AVENUE | BUILDINGS ON THE L'ENFANT ROW



Freedom
Plaza

1001
Penn

FBI

Market
Square

93'

93'

520'

111'

218'

202'



North Side of Pennsylvania Avenue
at 7th St looking east.



North Side of Pennsylvania Ave between 10th & 11th Streets



North Side of Pennsylvania Avenue at 6th St looking west.



CONSTITUTIONAL RIGHTS
PROTECTING AN ESTABLISHMENT
OF RELIGION OR TORTURING
THE FREE EXERCISE TRUSTEE
OF ARRIVING THE PERFORM
ON PEARL OR OF THE PAST
ON THE RIGHT OF THE PEOPLE
PEACEFULLY TO ASSEMBLE, AND
TO PETITION THE GOVERNMENT
FOR A REDRESS OF GRIEVANCES

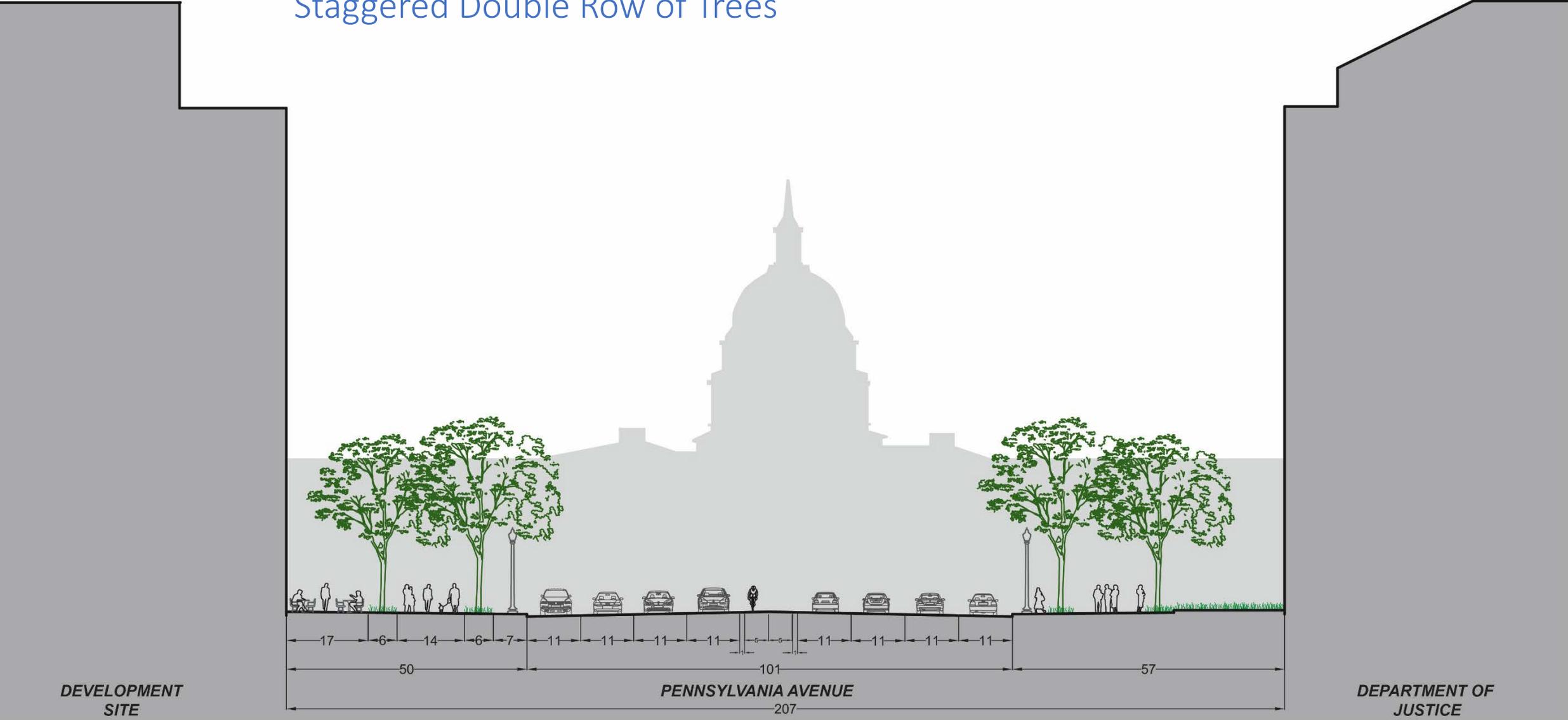
CELEBRATES FREEDOM

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.



North side of Pennsylvania Avenue at 14th St looking east.



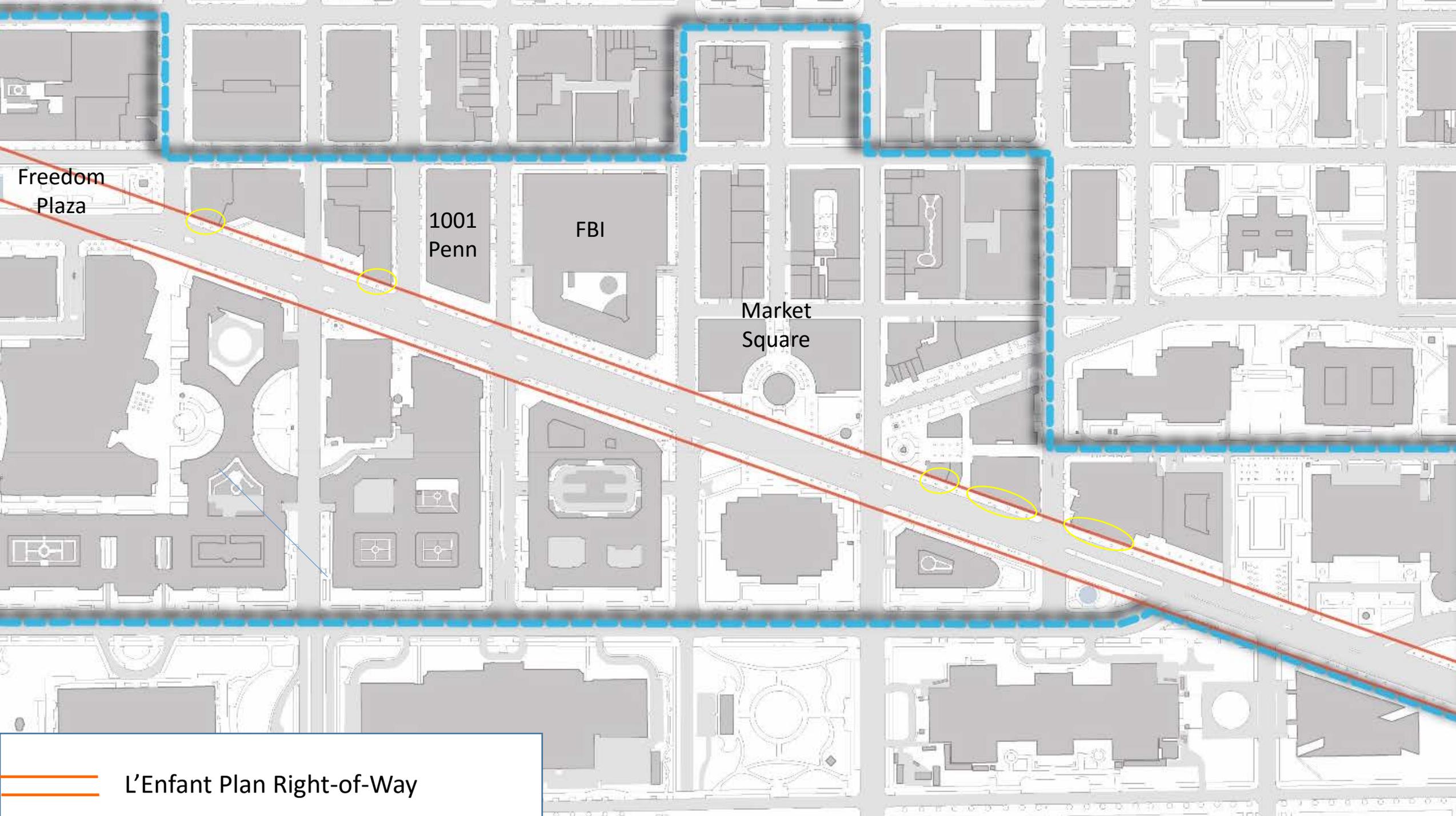
South side of Pennsylvania Avenue at 12th St looking west.

Special Events /Inaugural Parade



Building Wall and Viewshed





Freedom
Plaza

1001
Penn

FBI

Market
Square

— — L'Enfant Plan Right-of-Way



FBI

- 1. Freedom Plaza
- 2. Old Post Office
- 3. Mellon Fountain
- 4. National Archives



FBI



Looking East towards the Capitol



Evening
Star

- 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.



Evening
Star

- Staff Recommendation
- Setback 50' from the curb
- Initial Height = 110'
- Max Height = 130'

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Evening
Star

- L'Enfant Plan
- Setback 30' from the curb
- Initial Height = 100'
- Max Height = 130'

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FBI



Looking East towards the Capitol

Evening Star

1001 Pennsylvania

Market Square

- Existing Condition – 1974 Plan
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- Max Height = 160'

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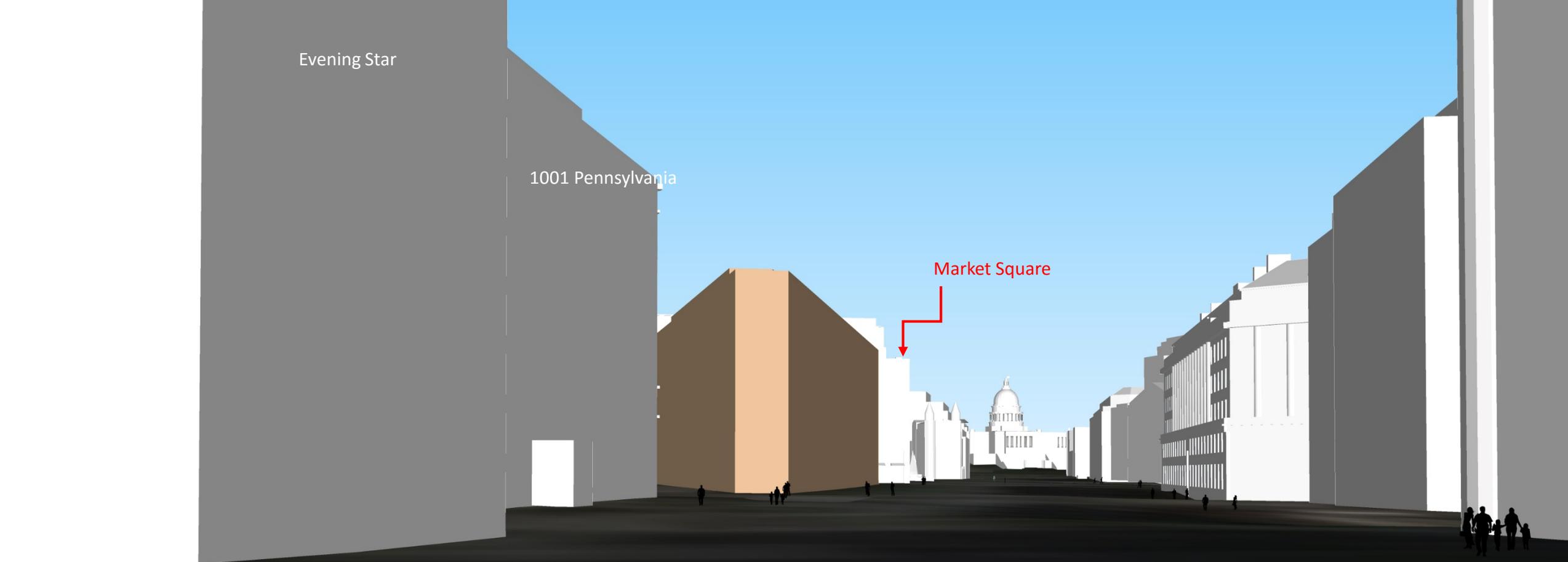
Evening Star

1001 Pennsylvania

Market Square

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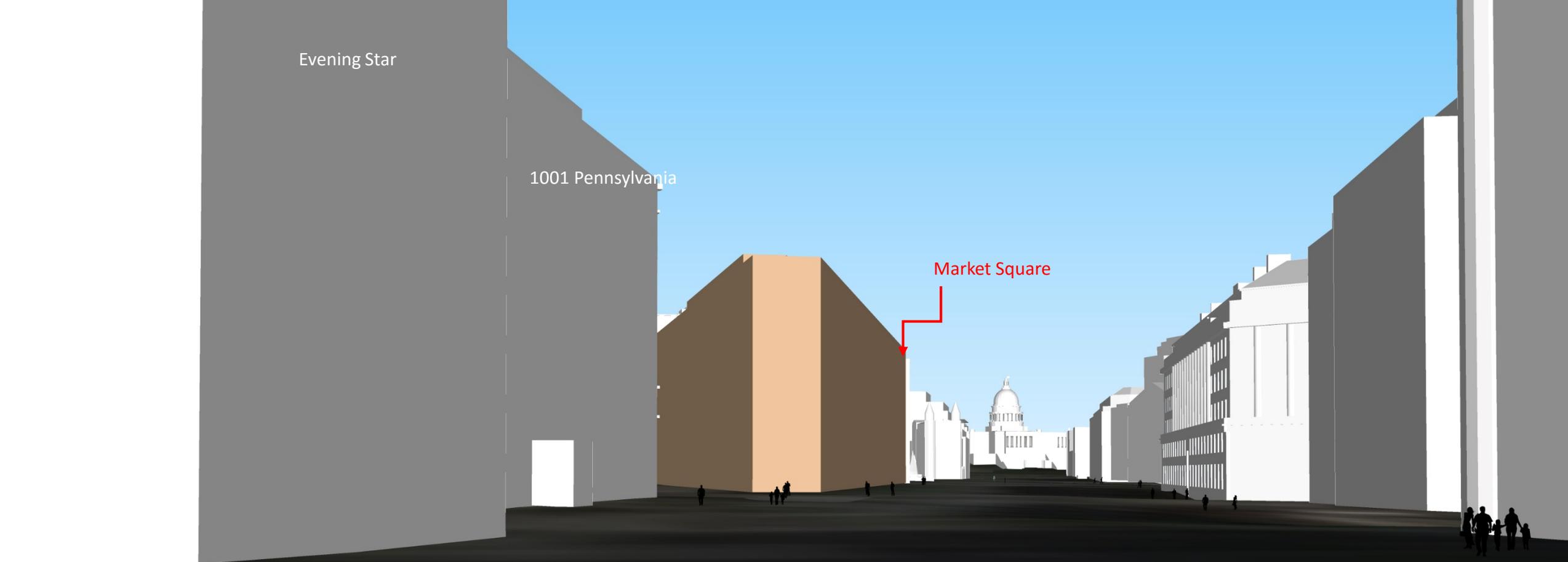
Evening Star

1001 Pennsylvania

Market Square

- L'Enfant Plan
- Setback 30' from the curb
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- Max Height = 130'

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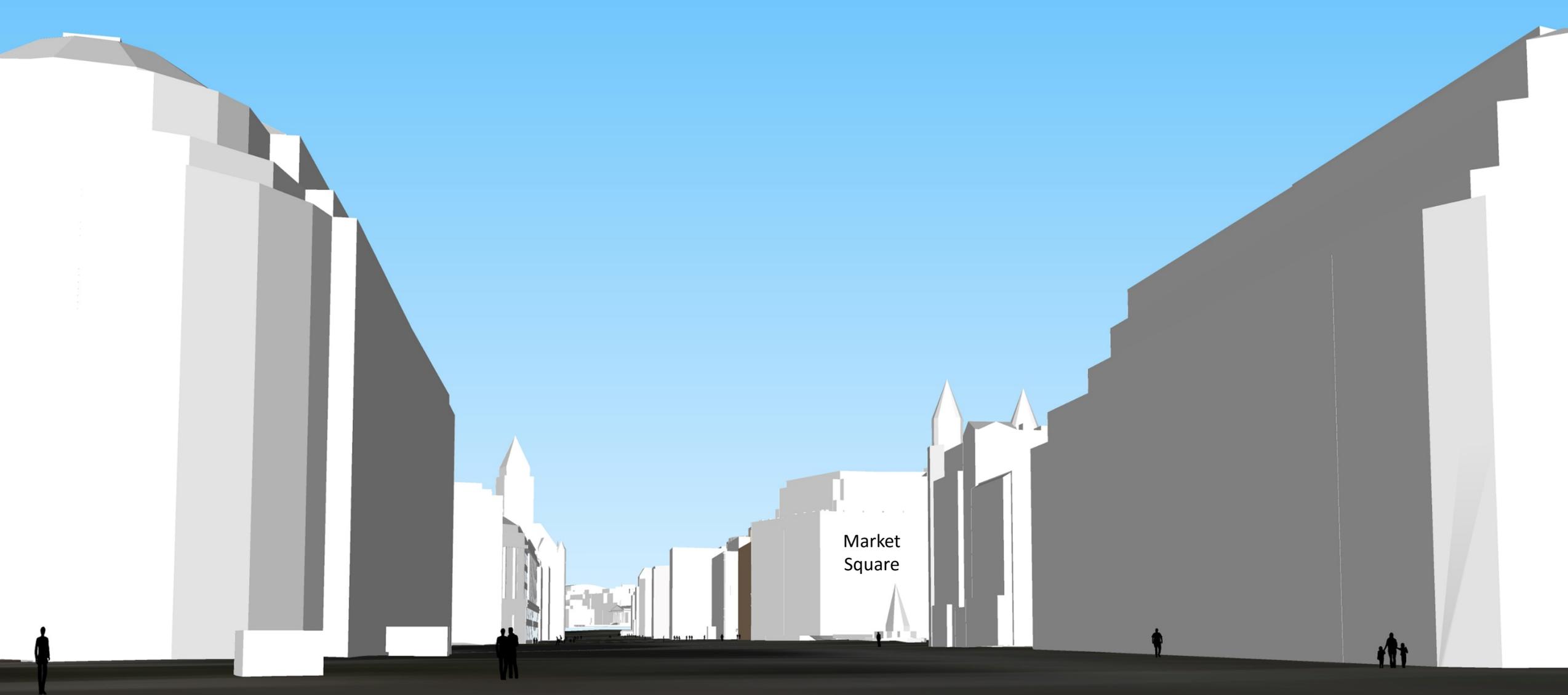




FBI

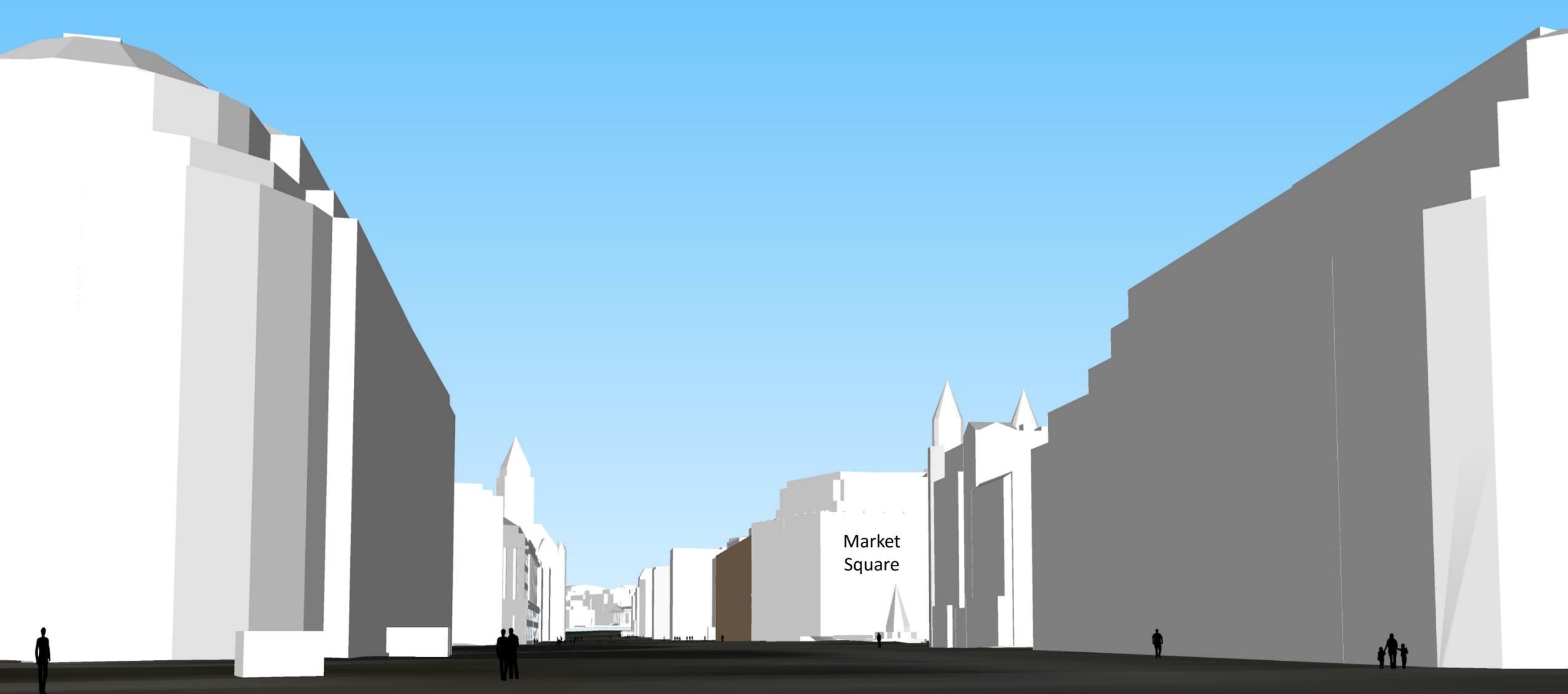


Looking West



- Existing Condition – 1974 Plan
- Setback 79.5' from the curb
- Initial Height = 107'
- Max Height = 160'

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- Staff Recommendation
- Setback 50' from the curb
- Initial Height = 110'
- Max Height = 130'

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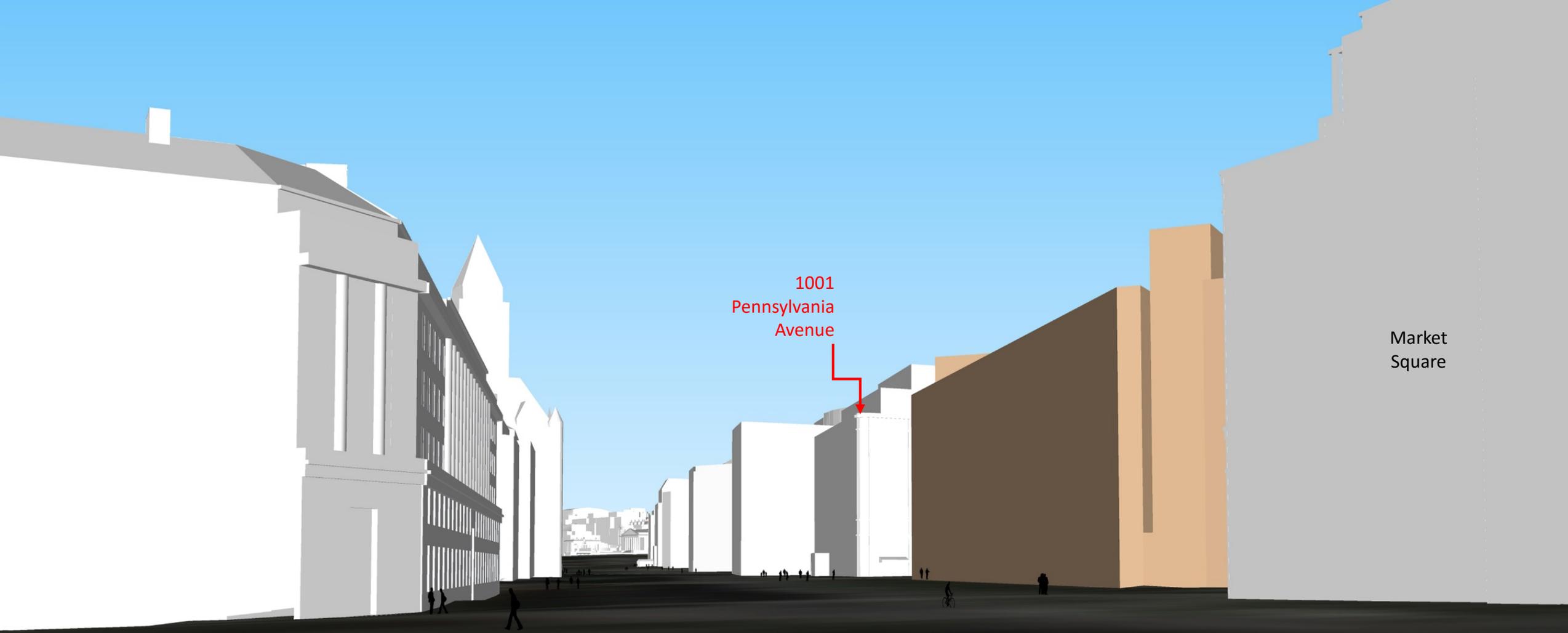
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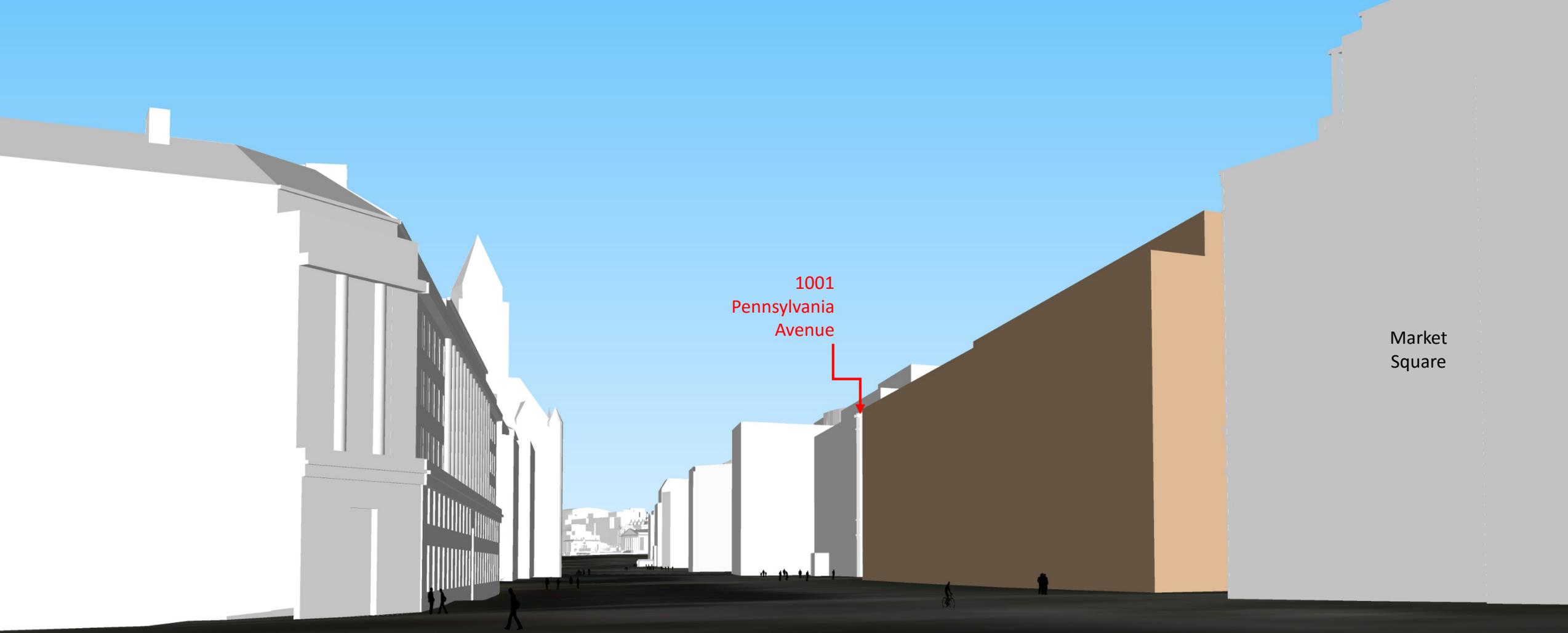
FBI
↓

Looking West towards Freedom Plaza



- 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.

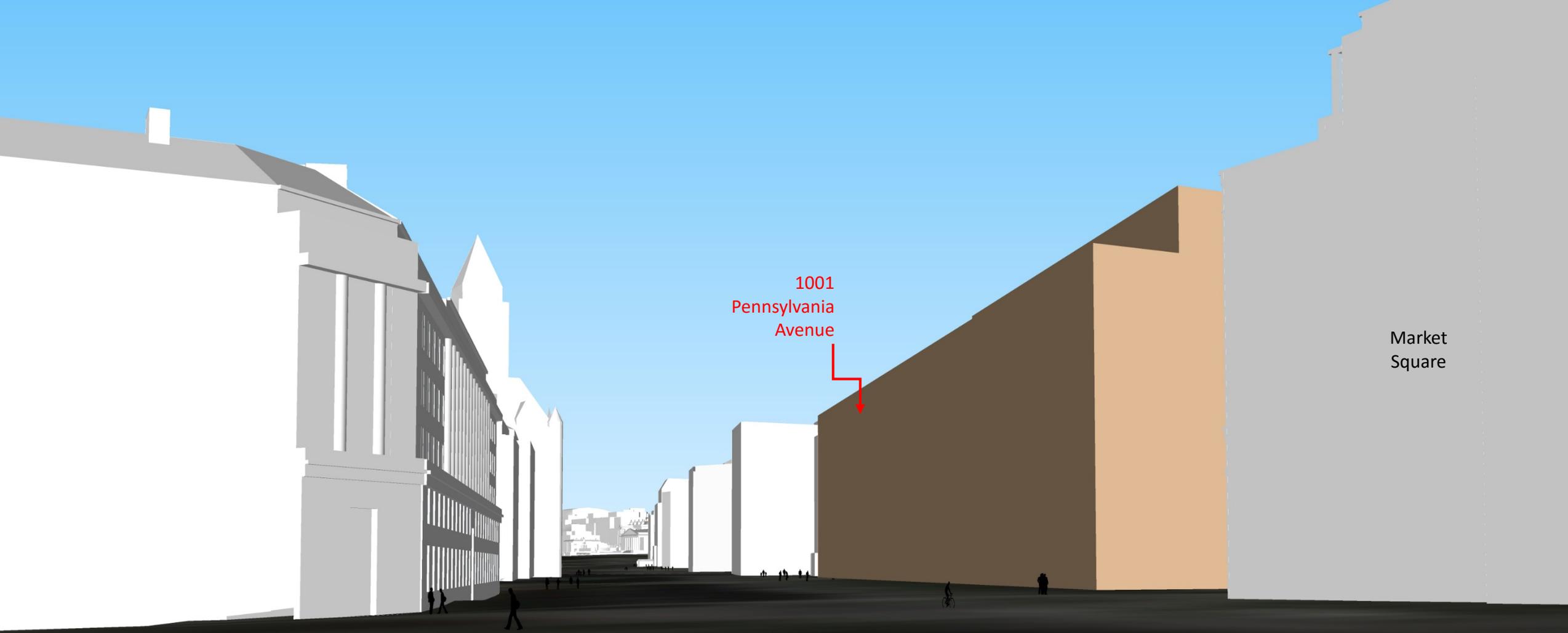


1001
Pennsylvania
Avenue

Market
Square

- 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.



1001
Pennsylvania
Avenue

Market
Square

- L'Enfant Plan
- Setback 30' from the curb
- Initial Height = 100'
- Max Height = 130'

The modeled images in this section are for analysis purposes only. They do not represent a proposal.

Future Conditions / Amending the Square Guidelines

THE
PENNSYLVANIA AVENUE
INITIATIVE

Aspiration Statement

Pennsylvania Avenue between the U.S. Capitol and White House is a grand ceremonial boulevard, national historic site, and dynamic urban destination. It embodies America's innovative spirit and democratic ideals, and showcases a livable and sustainable capital city.

The Avenue and surrounding area:



THE
PENNSYLVANIA
AVENUE
INITIATIVE

A video player interface with a play button. The background image shows a street sign for Pennsylvania Ave NW and a building facade.

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.