



Executive Director's Recommendation

Commission Meeting: December 3, 2015

PROJECT**Amendment to the 1974 Pennsylvania Avenue Plan for Squares 378 and 379**

J. Edgar Hoover Building, Federal Bureau of Investigation
901 Pennsylvania Avenue, NW
Washington, DC

SUBMITTED BY

National Capital Planning Commission

REVIEW AUTHORITY

Memorandum of Agreement, § V, 61 Fed. Reg. 41789, 41791
(August 12, 1996)

NCPC FILE NUMBER

P7713

NCPC MAP FILE NUMBER

1.25(00.00)44255

APPLICANT'S REQUEST

Accept and transmit a proposed amendment to the Pennsylvania Avenue Development Plan to the General Services Administration and the National Park Service

PROPOSED ACTION

Approve as requested

ACTION ITEM TYPE

Staff Presentation

PROJECT SUMMARY

Staff is proposing to amend the 1974 Pennsylvania Avenue Development Plan (the Plan) for Squares 378 and 379 in anticipation of the potential reuse or redevelopment of the squares, occupied by the J. Edgar Hoover (JEH) building. The US General Services Administration (GSA) is in the process of identifying a development team (exchange partner) to develop a new Federal Bureau of Investigation (FBI) Headquarters outside of Washington, DC. Upon completion of the new headquarters, GSA will transfer title of Squares 378 and 379 to the exchange partner.

The Plan designates these squares for federal use to house the FBI offices and does not discuss other uses or future redevelopment. A plan amendment is necessary to allow for the future reuse or redevelopment of the site. The proposed plan language will provide the general development principles that will be used to inform the future preparation of square guidelines.

Per Congressional legislation (Public Law 92-578), the Plan was developed by the Pennsylvania Avenue Development Corporation (PADC) in 1974. It is a concept planning document that provides general guidance for the redevelopment and maintenance of land within the PADC boundary. Generally, this consists of 21 squares between the White House and the US Capitol grounds (15th -3rd Street, NW). Redevelopment or new development on these squares must be consistent with the Plan's guidance. Otherwise, an amendment to the Plan is necessary.

Initially, the PADC was responsible for amendments to the Plan; however, when Congress dissolved the PADC in 1996, its responsibilities and roles were transferred to the GSA, the

National Park Service (NPS) and the NCPC. A Memorandum of Agreement (MOA)¹ signed by the agencies in 1996 addresses the review process for projects within the PADC boundary and outlines the process for modifying the Plan. It allows NCPC and NPS to submit modifications of the Plan to GSA for consideration.

KEY INFORMATION

- An amendment to the Plan is necessary because the current plan only contemplates federal office use for Squares 378 and 379 (the JEH site).
- The proposed amendment allows for future private mixed-use or federal use on the site. It also includes general development principles if the property were to be redeveloped or be repurposed.
- NCPC staff worked closely with GSA, NPS, the US Commission of Fine Arts (CFA), the District, and stakeholders involved in the planning, preservation, and development of Washington to draft the proposed text amendment.
- Upon Commission approval and in accordance with Section V of the 1996 MOA, NCPC transmits the plan amendment to GSA and NPS for consideration. Upon acceptance by GSA and NPS, GSA shall transmit the amendment to the Committee on Transportation and Infrastructure and the Committee on Appropriations of the House of Representatives, and the Committee on Environment and Public Works and the Committee on Appropriations of the Senate.
- If at least 60 legislative days elapse after the date of the transmission, GSA shall amend the Plan and transmit a copy of the plan amendment to NPS and NCPC.
- Following GSA's amendment of the Plan, NCPC will engage local and federal stakeholders and the general public in the development of square guidelines for Squares 378 and 379.
- Staff will present the square guidelines to the Commission for acceptance and transmittal to GSA.

¹ This Memorandum of Agreement is not a Section 106-generated Memorandum of Agreement.

RECOMMENDATION

Accepts the Plan Amendment to the 1974 Pennsylvania Avenue Plan in accordance with Public Law 104-134 (updated in 2002 via Public Law 107-217), and transmits the amendment to GSA and NPS under Section V of the 1996 Memorandum of Agreement.

PROJECT REVIEW TIMELINE

Previous actions	October 1, 2015 Information Presentation – no action required.
Remaining actions (anticipated)	Accept Square Guidelines developed under Section V of the 1996 Memorandum of Agreement and transmit to GSA.

Prepared by E.Miller
12/3/2015

PROJECT DESCRIPTION

Site

The J. Edgar Hoover (JEH) parcel, located on Squares 378 and 379, is bounded by Pennsylvania Avenue, 9th, 10th, and E Streets, NW in Washington, DC and houses the FBI headquarters.

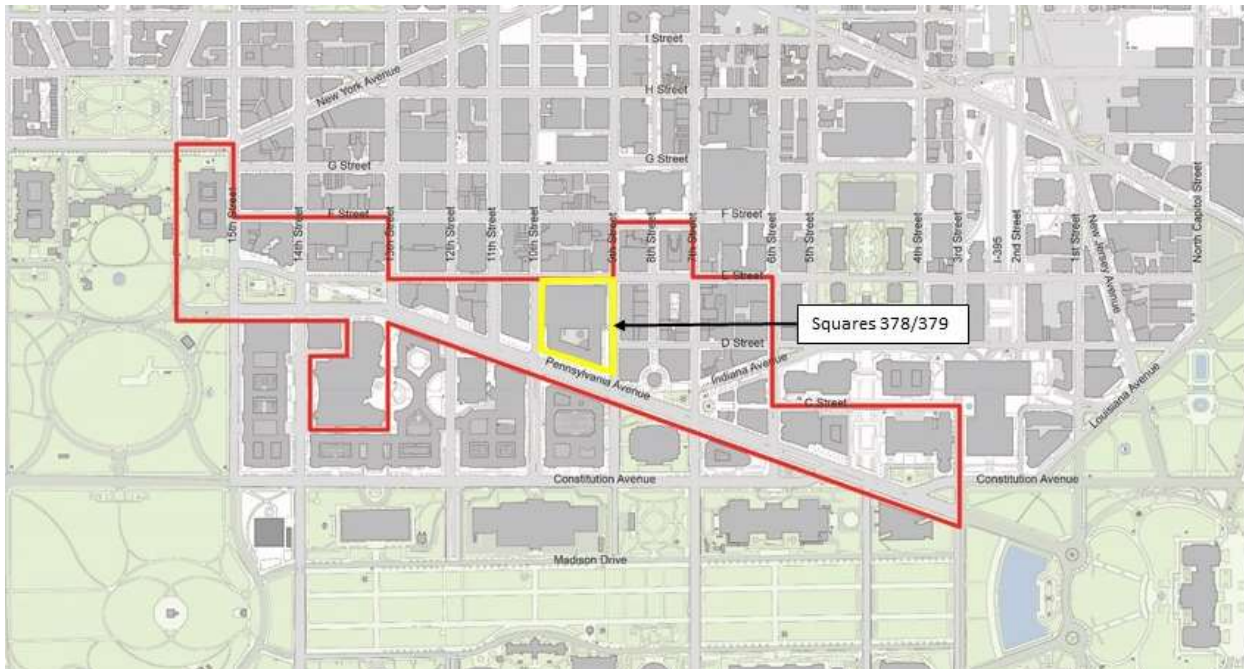


Figure 1: Squares 378 and 379, location of the existing FBI / JEH Headquarters Building



Figure 2: The existing FBI / JEH Headquarters Building

The Brutalist concrete building, dedicated in 1975, is approximately 2.8 million square feet in size and houses federal employees. For more details regarding the existing building and site, refer to the proposed “Existing Conditions Text” on page 8.

GSA is in the process of identifying a development team (exchange partner) to develop a new FBI Headquarters on one of three predetermined sites – Greenbelt or Landover, Maryland or Springfield, Virginia. Upon completion of the new headquarters, GSA will transfer title of Squares 378 and 379 to the exchange partner.

Background

The JEH site is located within the Pennsylvania Avenue Development Corporation (PADC) boundary. In 1972, Congress passed Public Law 92-578, which established PADC to “provide for the preparation and carrying out of a development plan for certain areas between the White House and the Capitol.” In 1975, the PADC approved the 1974 Pennsylvania Avenue Development Plan (the Plan). The Plan is a concept planning document that provides general guidance to redevelop and maintain land within the PADC boundary. Generally, this consists of 21 squares between the White House and US Capitol grounds (15th – 3rd Streets, NW).

In addition to the Plan, during the late 1970’s and early 1980’s the PADC developed specific guidelines (“square guidelines”) for individual squares within the Plan boundaries. The only squares that did not received square guidelines are the existing federal facilities (FBI, the US Department of Treasury, and the General Post Office/Hotel Monaco building – Squares 378/379, 187, and 430 respectively). At a site specific level, square guidelines provide guidance on development envelopes, the location of building lines, uses, circulation, potential loading locations, and any potential building and site aesthetics.

In 1996, Public Law 104-134 (updated in 2002 via Public Law 107-217) dissolved PADC after much of the Plan was implemented. PADC’s responsibilities and roles were transferred to the GSA, the National Park Service (NPS) and NCPC. The District Department of Transportation (DDOT) retained jurisdiction over the Pennsylvania Avenue cartway. In 1996, GSA, NPS, and NCPC signed a Memorandum of Agreement (1996 MOA)² to identify specific agency planning and development roles and responsibilities. While the federal law provides GSA the authority to modify the Plan, the 1996 MOA allows NCPC and NPS to propose modifications to the Plan for GSA’s consideration and approval. The 1996 MOA also outlines the process for submittal and review of proposed amendments to the Plan and square guidelines. The MOA does not outline the process for the creation of square guidelines where none previously existed; however, NCPC will follow the process outlined in the MOA for amending square guidelines when they are developed for Squares 378 and 379.

The existing JEH building was built prior to the development of the 1974 Pennsylvania Avenue Plan, taking its cues from earlier temporary presidential commission recommendations, which

² This Memorandum of Agreement is not a Section 106-generated Memorandum of Agreement.

were later adopted by the PADC. Therefore the Plan text for the JEH site simply describes the new building in general detail:

EXISTING PADC text (enlarged from page 37 of the Plan in Figure 3 below):

“These blocks are occupied by the new FBI Building, which has been built in conformance with the new Pennsylvania Avenue building line. The structure is now planned to be used solely for FBI offices. However, the corporation will encourage the FBI to permit retail businesses along Pennsylvania Avenue frontage so that there can be continuous retail activity along the Avenue instead of a one-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 large numbers of tourist who will visit the building, as well as for FBI employees and the general population.”

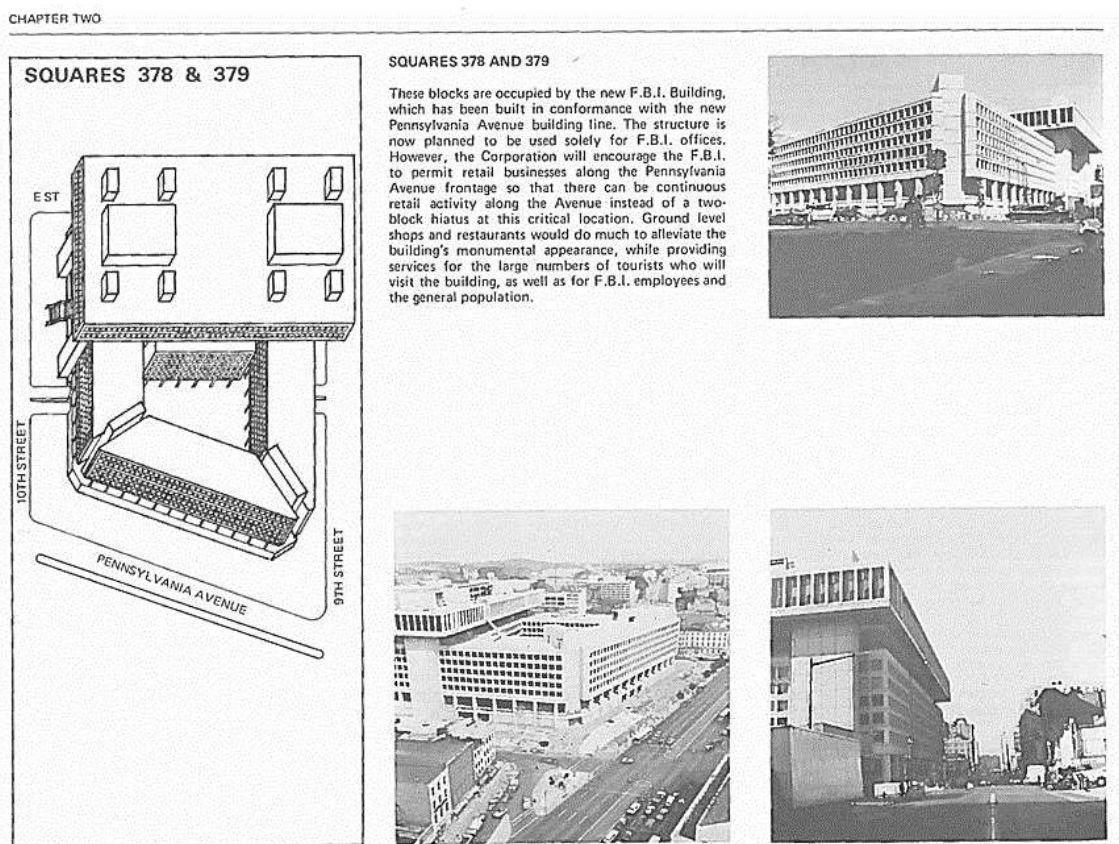


Figure 3: Existing PADC page (37) for Squares 378 and 379

Proposal

Since existing and proposed development within the PADC Boundary must be consistent with the Plan, staff is proposing an amendment that would allow for future private mixed-use development or continued federal office use on Squares 378 and 379. The amendment also establishes general development principles for the site. As previously discussed, the Plan's current text for the JEH site (Squares 378 and 379) is specific to the FBI building.

Staff has worked closely with GSA, NPS, CFA, the District, and other stakeholders involved in the planning, preservation, and development of Washington to draft the proposed plan amendment. Staff drafted the amendment to be consistent with the format of other parts of the Plan. Typically for each square, the Plan includes a fairly detailed description of the existing site and building in addition to a description of the proposed development for the site.

To maintain consistency, staff proposes the following existing conditions text for Squares 378 and 379 to describe the site and building as they are today; and the following proposed development text to describe future development:

Proposed Existing Conditions text:

The blocks are currently occupied by the J. Edgar Hoover Building, the headquarters for the Federal Bureau of Investigation (FBI). The Brutalist concrete building, dedicated in 1975, is approximately 2.8 million square feet in size and houses federal employees. The building was designed and constructed prior to the adoption of the 1974 Pennsylvania Avenue Plan (the Plan), taking its cues from earlier temporary presidential commission recommendations that were later incorporated into the Plan.

The building is set back 50 feet from the Pennsylvania Avenue property line, which is located approximately 25 feet from the curb. The Hoover Building is eight stories tall at 107 feet in height on Pennsylvania Avenue—an initial building height similar to the Federal Triangle buildings to the south with a significant upper-story step-back—before reaching eleven stories tall at 160 feet in height on the northern portion of the site.

The D Street right-of-way between 9th and 10th Streets, NW was closed to facilitate the construction of the building. The building has an interior courtyard surrounded by a monumental mezzanine that overlooks Pennsylvania Avenue. Access to the courtyard is limited, and the first floor bay openings were enclosed to improve security with no ground-floor retail at the site provided. A wide areaway surrounds the 9th, 10th, and E Street facades of the building. The Pennsylvania Avenue sidewalk features street furnishings designed for the avenue and a double allee of willow oaks. A single-row of street trees line the perimeter of the building along 9th and 10th Streets, NW.

Proposed Development text (Plan Amendment text)

The blocks would be available for private use as well as continued federal use. If the blocks were to be redeveloped, they would accommodate high-density development with a mix of uses, such as commercial, residential and cultural uses.

The development would complement and enhance all of the surrounding downtown blocks and reinforce the importance of Pennsylvania Avenue as a ceremonial and lively downtown corridor—a place where people live, work, visit and play. The development would be defined by distinctive, high-quality urban design and architecture, including massing and articulation, befitting to its location. The development would respect the principles of the L'Enfant Plan by restoring views and circulation patterns; providing and contributing to the avenue's distinguished character; and strengthening the vista of the U.S. Capitol. The development's design and its ground floor uses would accommodate and encourage everyday activities, opportunities for commerce and public use, as well as national and local civic events that take place in the public realm. The development would achieve high environmental performance.

If the existing building were to be retained for private use, the identical goals for high-density mixed use, active ground-floor spaces, support for public-space activities, and robust pedestrian circulation would apply. If the building were retained for federal use, active ground-floor spaces and public access to and through the courtyard would be strongly encouraged.

PROJECT ANALYSIS

The proposed plan amendment sets forth the general development principles for the site, and sets the stage for developing square guidelines in the future which will include more specific guidance for site development. The proposed plan amendment also allows for different future scenarios with regard to land use and the existing building. For example, it allows for private mixed-use development or federal office use and it contemplates scenarios based on the existing building being demolished or rehabilitated.

The proposed plan amendment includes development principles that can be applied to future scenarios as applicable. These principles are focused around four topic areas:

- **Massing-** The general shape and size of potential development.

The development would complement and enhance all of the surrounding downtown blocks and reinforce the importance of Pennsylvania Avenue as a ceremonial and lively downtown corridor—a place where people live, work, visit and play. The development would be defined by distinctive, high-quality urban design and architecture, including massing and articulation, befitting to its location.

- **Circulation and Views-** circulation patterns and views established by rights-of-ways and open spaces.

The development would respect the principles of the L'Enfant Plan by restoring views and circulation patterns; providing and contributing to the avenue's distinguished character; and strengthening the vista of the U.S. Capitol.

- **Public Realm-** Publicly owned streets, pathways, right of ways, parks, and publicly accessible open space.

The development's design and its ground floor uses would accommodate and encourage everyday activities, opportunities for commerce and public use, as well as national and local civic events that take place in the public realm.

- **Use Mix** -The combination and integration of residential, commercial, cultural, institutional, or other uses.

The blocks would be available for private use as well as continued federal use. If the blocks were to be redeveloped, they would accommodate high-density development with a mix of uses, such as commercial, residential and cultural uses.

Upon Commission approval and in accordance with Section V of the 1996 MOA, NCPC transmits the plan amendment to GSA and NPS for consideration. Upon acceptance by GSA and NPS, GSA shall transmit the amendment to the Committee on Transportation and Infrastructure and the Committee on Appropriations of the House of Representatives, and the Committee on Environment and Public Works and the Committee on Appropriations of the Senate. If at least 60 legislative days elapse after the date of the transmission, GSA shall amend the Plan and transmit a copy of the plan amendment to NPS and NCPC.

At this time NCPC will engage local and federal stakeholders and the general public in the development of square guidelines for Squares 378 and 379. It is anticipated that the square guidelines process will begin in the spring of 2016 and conclude in late summer. NCPC staff will present the square guidelines to the Commission for acceptance and transmittal to GSA.

CONFORMANCE TO EXISTING PLANS, POLICIES AND RELATED GUIDANCE

Comprehensive Plan for the National Capital

This project meets basic goals of the Comprehensive Plan. Related plans include: The 1974 Pennsylvania Avenue Plan and the Monumental Core Framework Plan.

National Environmental Policy Act

NCPC does not have a National Environmental Policy Act (NEPA) responsibility related to the proposed plan amendment because the Commission is not taking a formal action of approval. GSA has a NEPA responsibility for submitting the plan to Congress and amending the plan. GSA anticipates completing a categorical exclusion covering these actions. Separately, an environmental impact statement is also being prepared for GSA's efforts to relocate FBI.

National Historic Preservation Act

NCPC does not have a Section 106 responsibility related to the proposed amendment as the Commission is not taking a formal action of approval. GSA, as the lead federal agency for the FBI Headquarters Consolidation Project and the transmittal of the plan amendment to Congressional Committees, is conducting consultation under Section 106 of the National Historic Preservation Act (NHPA) for both actions. Prior to amending the Plan, GSA anticipates concluding Section 106 consultation for the transmittal of the amendment with a conditional no adverse effect determination based on the execution of a Programmatic Agreement that the agency is developing. The Programmatic Agreement will address the actions above in addition to other actions associated with the consolidation effort.

CONSULTATION

Staff has coordinated closely with GSA, NPS, the Commission of Fine Arts, the District Departments of Planning and Transportation, and the DC State Historic Preservation Office throughout the plan amendment process. In addition, staff has consulted with the following stakeholders involved in the planning, preservation, and development of Washington:

- Advisory Neighborhood Council 2C
- Committee of 100
- DC Preservation League
- National Mall Coalition
- National Trust for Historic Preservation
- Penn Quarter Neighborhood Association

NCPC staff held two agencies meetings and one local stakeholder meeting in the summer of 2015. The meeting goals were to obtain input on issues and concerns related to the plan amendment, and set the framework for the subsequent development of square guidelines. The group meetings were followed up with individual agency meetings to address outstanding issues. The proposed amendment reflects input and addresses the concerns of the stakeholders.

Coordinating Committee

The Coordinating Committee reviewed the proposal at its November 10, 2015 meeting. The Committee forwarded the proposal to the Commission with the statement that it has been coordinated with all participating agencies. The participating agencies were: NCPC; the District of Columbia Office of Planning; the District of Columbia Department of Transportation, the

General Services Administration; the National Park Service and the Washington Metropolitan Area Transit Authority.

ONLINE REFERENCE

The following supporting documents for this project are available online:

- Submission Package
- Project Synopsis
- Draft Environmental Impact Statement for the FBI Headquarters Consolidation

POWERPOINT (ATTACHED)

Prepared by Elizabeth Miller
November 24, 2015

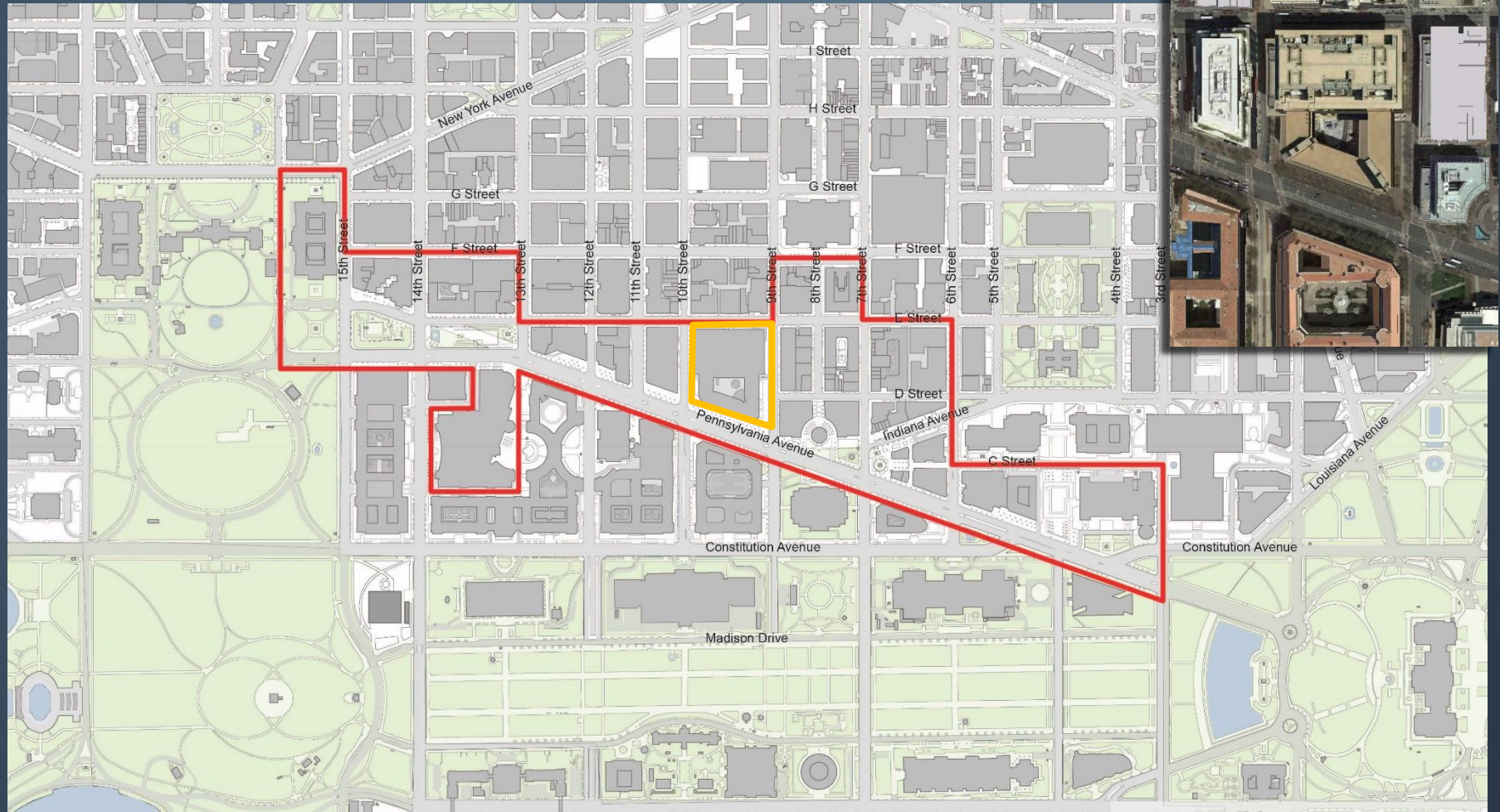
1974 Pennsylvania Avenue Plan Amendment

Squares 378 / 379

Washington, DC

National Capital Planning Commission

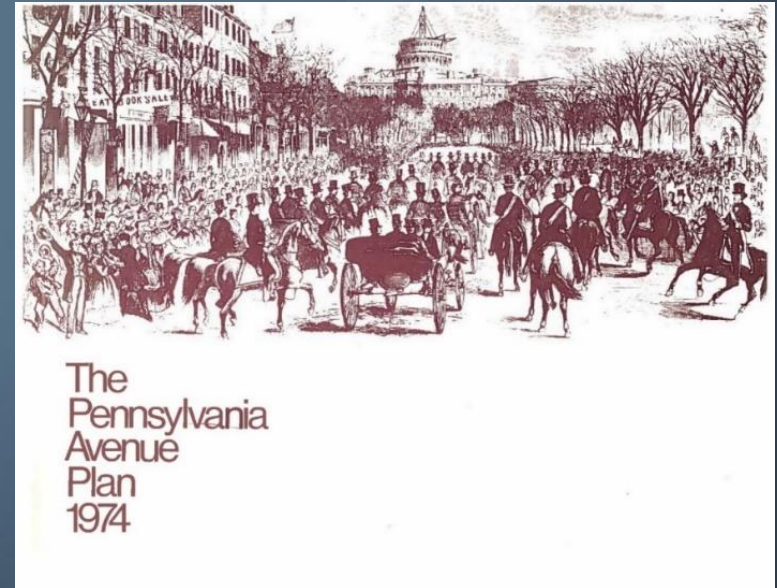
1974 Pennsylvania Avenue Plan Boundary & Squares 378 / 379



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.)



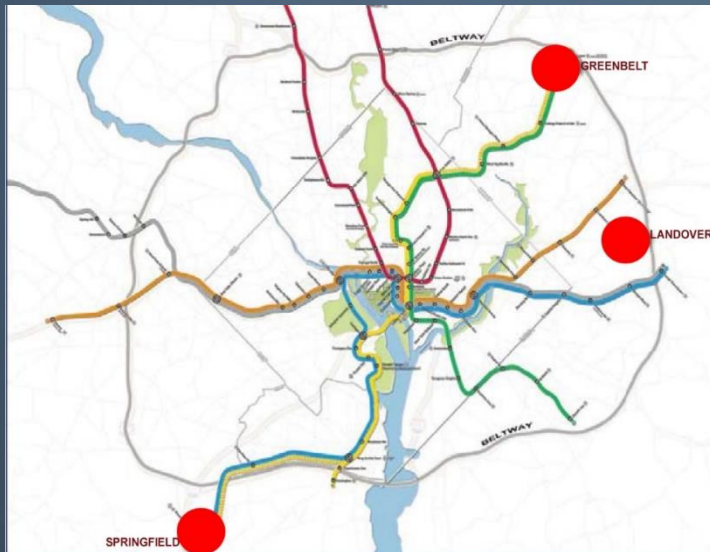
Commission action is to accept and transmit a proposed amendment of the 1974 Plan to GSA and NPS. The plan amendment will guide development of Square Guidelines that will be reviewed by the Commission later in 2016.



GSA's Proposal: Developer services to consolidate, construct, and relocate the FBI Headquarters in exchange for the title to the J. Edgar Hoover Building on Squares 378 and 379.

Potential

Consolidated Headquarter Properties J Edgar Hoover Building, FBI Headquarters





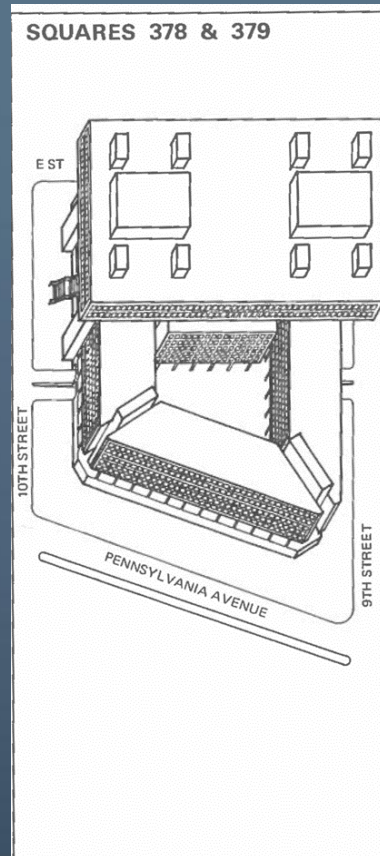
The 1974 Plan, Squares 378/379

Current 1974 Plan:

Specific to FBI office use

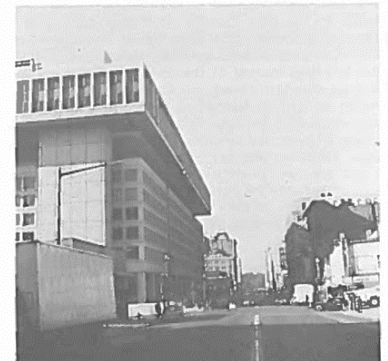
Amend 1974 Plan to:

- allow for redevelopment or reuse
- private mix of uses, or federal office use
- establish the general development principles



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.



Federal and Local Stakeholders

- General Services Administration
- National Park Service – National Mall and Memorial Parks + National Capital Region
- Commission of Fine Arts
- District Office of Planning
- District Department of Transportation
- District Government State Historic Preservation Office

Stakeholders in the planning, preservation and development of Washington

- Advisory Neighborhood Council 2C
- Committee of 100
- DC Preservation League
- National Mall Coalition
- National Trust for Historic Preservation
- Penn Quarter Neighborhood Association
- Smithsonian Institution

EXISTING Conditions text:

“These blocks are occupied by the new FBI Building, which has been built in conformance with the new Pennsylvania Avenue building line. The structure is now planned to be used solely for FBI offices. However, the corporation will encourage the FBI to permit retail businesses along Pennsylvania Avenue frontage so that there can be continuous retail activity along the Avenue instead of a one-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 large numbers of tourist who will visit the building, as well as for FBI employees and the general population.”

This text to be amended as follows:

Proposed Existing Conditions text:

The blocks are currently occupied by the J. Edgar Hoover Building, the headquarters for the Federal Bureau of Investigation (FBI).

The Brutalist concrete building, dedicated in 1975, is approximately 2.8 million square feet in size and houses federal employees.

The building was designed and constructed prior to the adoption of the 1974 Pennsylvania Avenue Plan (the Plan), taking its cues from earlier temporary presidential commission recommendations that were later incorporated into the Plan.

The building is set back 50 feet from the Pennsylvania Avenue property line, which is located approximately 25 feet from the curb.

The Hoover Building is eight stories tall at approximately 107 feet in height on Pennsylvania Avenue—an initial building height similar to the Federal Triangle buildings to the south—with a significant upper-story step-back before reaching eleven stories tall at 160 feet in height on the northern portion of the site.

Proposed Existing Conditions text, continued:

The D Street right-of-way between 9th and 10th Streets, NW was closed to facilitate the construction of the building. The building has an interior courtyard surrounded by a monumental mezzanine that overlooks Pennsylvania Avenue.

Access to the courtyard is limited, and the first floor bay openings were enclosed to improve security with no ground- floor retail at the site provided.

A wide areaway surrounds the 9th, 10th, and E Street facades of the building. The Pennsylvania Avenue sidewalk features street furnishings designed for the avenue and a double allee of willow oaks.

A single-row of street trees line the perimeter of the building along 9th and 10th Streets, NW.

Proposed Development text (Plan amendment text)

The blocks would be available for private use as well as continued federal use.

If the blocks were to be redeveloped, they would accommodate high-density development with a mix of uses, such as commercial, residential and cultural uses.

The development would complement and enhance all of the surrounding downtown blocks and reinforce the importance of Pennsylvania Avenue as a ceremonial and lively downtown corridor—a place where people live, work, visit and play.

The development would be defined by distinctive, high-quality urban design and architecture, including massing and articulation, befitting to its location.

The development would respect the principles of the L'Enfant Plan by restoring views and circulation patterns; providing and contributing to the avenue's distinguished character; and strengthening the vista of the U.S. Capitol.

Proposed Development text (Plan amendment text), continued

The development's design and ground floor uses would accommodate and encourage everyday activities, opportunities for commerce and public use, as well as national and local civic events that take place in the public realm.

The development would achieve high environmental performance.

If the existing building were to be retained for private use, the identical goals for high-density mixed use, active ground-floor spaces, support for public-space activities, and robust pedestrian circulation would apply.

If the building were to be retained for federal use, active ground-floor spaces and public access to and through the courtyard would be strongly encouraged.

Next Steps

- Upon approval and in accordance with Section V of the 1996 MOA, NCPC transmits the plan amendment to GSA and NPS for consideration.
- Upon acceptance by GSA and NPS, GSA will transmit the amendment to Congressional committees for 60 legislative days.
- If at least 60 legislative days elapse after the date of the transmission, GSA shall amend the Plan and transmit a copy of the plan amendment to NPS and NCPC.
- At that time NCPC will engage local and federal stakeholders and the general public in the development of square guidelines for Squares 378 and 379.