Square Guidelines Public Meeting
Squares 378 and 379
April 26 and 28, 2016
AGENDA

• Part 1: Overview of the 1974 Pennsylvania Avenue Plan & Square Guidelines
• Part 2: Process for developing Square Guidelines
• Part 3: What topics should be included in the Square Guidelines?
• Part 4: Initial discussion on build-to-lines and the maximum height of buildings.
PART 1: OVERVIEW

THE 1974 PENNSYLVANIA AVENUE PLAN AND SQUARE GUIDELINES
Pennsylvania Avenue, 1920’s
Future Freedom Plaza, late 1970's
FBI Headquarters circa 1974
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.
PART 2: PROCESS FOR DEVELOPING SQUARE GUIDELINES
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. (Note: zoning may be more detailed as long as it is not inconsistent with the Guidelines).


- 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
- Spring 2016: NCPC develops list of topics to be addressed in the Square Guideline
- Summer 2016: NCPC develops first draft of Square Guidelines
- Fall 2016: NCPC develops final draft of Square Guidelines
- Winter 2017: NCPC transmits proposal to GSA

* Public Meetings
  - APRIL 26
  - APRIL 28
  - JUNE 2

* Commission Meeting (High-level concept for building massing)
  - APRIL 26
  - APRIL 28
  - JUNE 2

* CFA (Info Presentation)

* Commission Meeting (Concept)

* Commission Meeting (Final)

* Opportunities for Public Input
## Overview of Related Processes Underway in 2016

### Winter 2016

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### Spring 2016

### Summer 2016

### Fall 2016

### Winter 2017

Exchange Partner Selected
PART 3: WHAT SHOULD BE INCLUDED IN THE SQUARE GUIDELINES FOR THE J. EDGAR HOOVER SITE?
Square Guideline Topics (level of detail will vary)

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

**Building Massing**
- Allowable Building Height
- Upper-story setbacks
- 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.
• Complement and enhance all of the surrounding downtown blocks.
• Design ground floor uses on Pennsylvania Avenue to accommodate and encourage everyday activities, commerce and public uses.
Building Massing

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.
Build-to-lines

Plan Amendment:

• Respect the principles of the L'Enfant Plan by restoring views.
• Provide and contribute to the Avenue’s distinguished character.
• Strengthen the vista of the U.S. Capitol.

Current build-to-line is 75' from the curb
Circulation

Plan Amendment:
• Respect the principles of the L'Enfant Plan by restoring circulation patterns.
Plan Amendment:

Proposed Square Guideline Topics:

• D Street Guidance
• Circulation

Squares:
- Square 378
- Square 379
- 10th Street, NW

Locations:
- D Street NW
- Pennsylvania Avenue
Standing on D Street at 8th looking west at FBI where the D St corridor would go through.
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
Plan Amendment:
Does not address this level of detail.

Public Realm Guidelines

Ground Floor Design

Landscape

Outdoor Uses

Character
Square Guideline Topics (level of detail will vary)

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

**Building Massing**
- Allowable Building Height
- Upper-story setbacks
- Build-to-lines

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

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

**Sustainability**
PART 4: INITIAL DISCUSSION ON BUILDING MASSING
Challenges for Determining the Pennsylvania Avenue Build-to-line for this Site

1) The dimensions of Pennsylvania Avenue have changed over the years and the build-to-lines are no longer consistent from block to block.

2) The build-to-line has impacts for both the Avenue as a whole and the site itself and both of these need to be considered.

3) We will need to establish guidance on a build-to-line before having all the answers regarding a specific development proposal for the site and recommendations for the entire Avenue from the Pennsylvania Avenue Initiative.
• “A direct and large avenue ... with a middle way paved for heavy carriages and a walk on each side planted with double rows of trees ... a street laid out on a dimension proportioned to the greatness ... which the Capital of a powerful Empire ought to manifest.”

• “...The roadway should be made 80 feet wide, with a 30-foot strip for walks and trees on each side and another 10-foot setback between the walks and building lots.”

National Register Nomination, Penn Ave NHS, Section 8, page 101
Jefferson Improvements

• “…A central "Carriage & Horse Gravel Way" flanked by two carriage ways (King’s plan does not specify the material of these carriage ways), and then a "brick pavement" [sidewalk] stretching from the curb to the building line on each side of the road”

• Double rows of poplars planted; desire to replace with willow oaks

• Post-Jefferson, city growth, 1820’s depression, Civil War impacted Avenue investments
  o Oil lamps installed in 1817; cobblestones laid in 1830’s

National Register Nomination, Penn Ave NHS, Section 8, page 103
The McMillan Plan

- Downtown Washington was growing on both sides of Penn Ave in the early 1900’s
- McMillan Plan made Pennsylvania Avenue a dividing line between the proposed Federal Triangle and surrounding city
- 26.25’ sidewalks on both sides of Avenue with 107.5’ roadway
The PADC Plan

• 75’ sidewalk width for redevelopment areas on north side; historic buildings retain existing sidewalk width

• Triple row of trees for 75’ sidewalk areas; double or single row in narrower areas

• 30 – 40’ sidewalk width along south side with double row of trees

• 100’ cartway with removable lights, signage to accommodate parades

• Cohesive streetscape design

Source: 1974 PADC Plan, page 16
Sidewalk = 30’
Trees Align with Adjacent Blocks
No Sidewalk Café
Pennsylvania Ave between 10th & 11th Streets
Sidewalk = 50’
Staggered Double Row of Trees
Sidewalk Café
Existing Sidewalk = 75’
Staggered Triple Row of Trees
Looking East towards the Capitol

FBI
Massing of existing FBI building shown setback 75' from the curb (existing conditions)

The modeled images in this section are for analysis purposes only. They do not represent a proposal.
Massing of existing FBI building shown setback 50’ from the curb.

The modeled images in this section are for analysis purposes only. They do not represent a proposal.
Massing of existing FBI building shown setback 30’ from the curb

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Massing of existing FBI building shown setback 75' from the curb (existing conditions)

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Massing of existing FBI building shown setback 50' from the curb

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Massing of existing FBI building shown setback 30' from the curb.

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Relationship of the Pennsylvania Avenue build-to-line to the entire site

Squares 378 and 379 shown with the spatial configuration of D Street.

How will the site be developed?

Activity/Public space focused inward like City Center? This could argue for a build to line closer to the curb.

Activity/Public space focused outward on the sidewalk like this example on Pennsylvania Avenue? This could argue for a build to line farther from the curb.
Issues to Consider

1. In terms of the pedestrian experience on Pennsylvania Avenue, what elements are important? Should these elements be consistent along the Avenue or is it okay for variation?

2. What do you see as the benefits and drawbacks to the different build-to-lines for the Hoover site?

3. Is there additional analysis or other information that you think would be beneficial to determining the Pennsylvania Avenue build-to-line for this site?
HEIGHT/UPPER-STORY SETBACK: PENNSYLVANIA AVENUE

The modeled images in this section are for analysis only.
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Existing Building Heights

Highest Building Wall at Initial Setback: 134'

Highest Building Element: Post Office Clock Tower 315’
Looking East towards the Capitol
Massing of existing FBI building shown setback 75' from the curb (existing conditions)

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Massing of existing FBI building shown setback 50' from the curb

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Massing of existing FBI building shown setback 30' from the curb

The modeled images in this section are for analysis purposes only. They do not represent a proposal.
1. Given that the plan amendment envisions the site as a high-density mixed use development and that the 1910 Height Act allows 160’ buildings under certain conditions, what should we think about when developing guidelines related to height?

2. How important is symmetry along the Avenue? Should this be achieved through the building wall, the tree canopy, or both?

3. Is there additional analysis or other information that you think would be beneficial in determining overall height and the initial building height on Pennsylvania Avenue?
Public comments will be accepted through May 13, 2016 by mail or online at:

www.ncpc.gov/project/fbisq