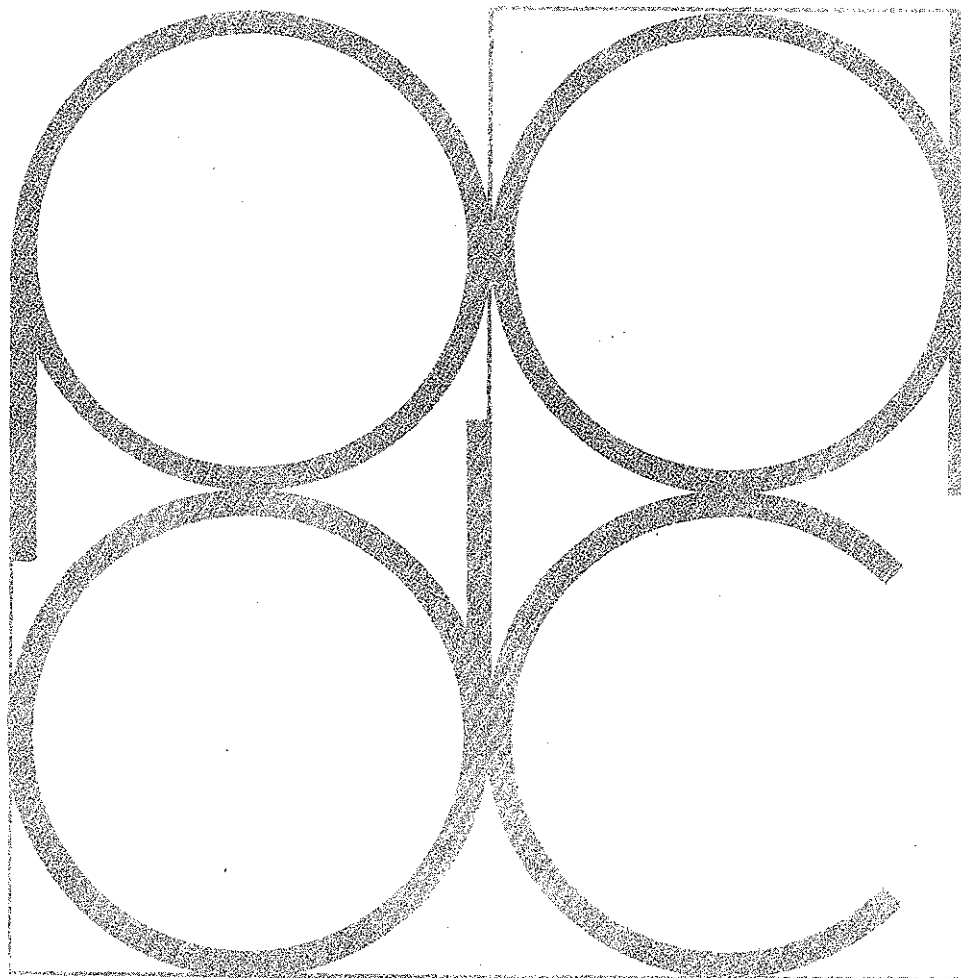




The  
Pennsylvania  
Avenue  
Plan  
1974



# The Pennsylvania Avenue Plan 1974

**Pennsylvania Avenue Development Corporation  
October 1974**

First Printing, November 1974  
Second Printing, April 1975  
Third Printing, August 1976  
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Seventh Printing, March 1980  
Eighth Printing, January 1982  
Ninth Printing, June 1986  
Tenth Printing, July 1993

**AMENDMENT TO THE PENNSYLVANIA AVENUE PLAN—1974 FOR WESTERN PLAZA AND PENNSYLVANIA AVENUE BETWEEN 13TH AND 15TH STREETS**

The Western Plaza area is located between E Street on the north and south, 13th Street on the east, and 14th Street on the west. Today it is hardly recognizable as a plaza nor useable by pedestrians. Pennsylvania Avenue, which diagonally bisects this space, and E Street and its connecting roadways consume more than two-thirds of the land area. The remainder consists of a series of small reservations that function as traffic islands and two small parks, one with a statue of General Casimir Pulaski, the other with a statue of Alexander Shepherd.

The L'Enfant Plan shows a rectangular plaza in this general location. Ellicott, in his revision of L'Enfant's plan specifically placed the "plaza" between 13th and 14th Streets. The plaza space has been designated a Category I landmark place, as an important element of the original plan for the City of Washington. The Pennsylvania Avenue Development Corporation's goal is to restore this concept of a Western Plaza.

**I. DESIGN OF PENNSYLVANIA AVENUE AND RELATED OPEN SPACES BETWEEN 13TH AND 15TH STREETS IN THE PENNSYLVANIA AVENUE PLAN—1974**

**A. Western Plaza**

The design of Western Plaza is illustrated on pages 7, 11, 32, and 60 and described in the text on pages 30, 57, and 61. The landscaping and traffic circulation improvements shown in the Plan increase the amount of useable open space, reduce the amount of roadway, and landscape the space in the image of a public square.

At the time the Plan was prepared, it appeared necessary to maintain the Pennsylvania Avenue right-of-way through the plaza and a diagonal connection of E Street across Pennsylvania Avenue. However, the Plan stipulated that further attempts would be made to increase the amount of open space readily accessible to pedestrians and to enhance the setting of the buildings to the

north and south of the plaza.

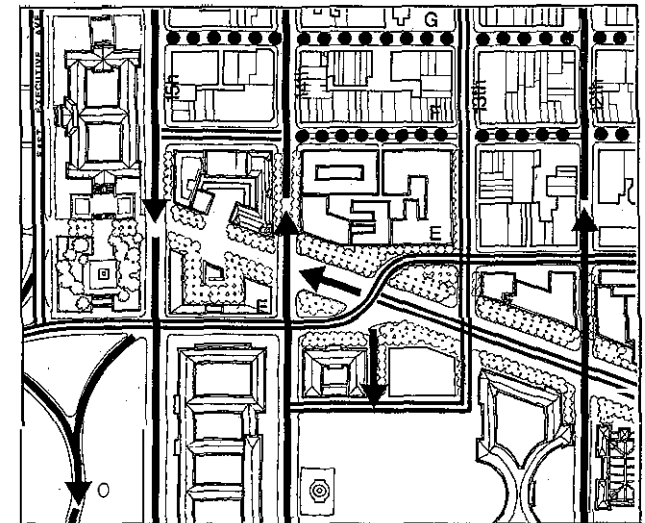
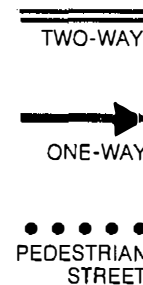
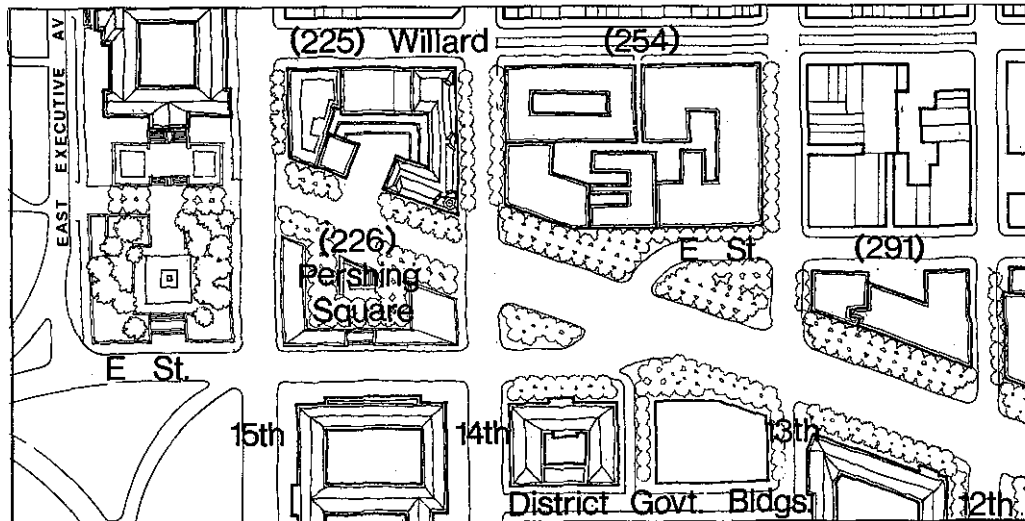
**B. Pennsylvania Avenue between 14th and 15th Streets**

Pennsylvania Avenue between 14th and 15th Streets is illustrated on pages 7, 11, 19, 28, and 60 and described in the text on pages 28 and 57. The Avenue would be closed to through traffic, but would be designed to allow necessary access to abutting buildings and to keep open the full width of the right-of-way for parades and for the vista.

**II. REVISED DESIGN OF WESTERN PLAZA AND NARROWING OF PENNSYLVANIA AVENUE BETWEEN 14TH AND 15TH STREETS**

**A. Revised Design of Western Plaza**

Since the Plan's approval by Congress, the Corporation has revised the design of Western Plaza



Western Plaza and Its Vicinity As Shown on Pages 7, 11, 32 and 60

Traffic Circulation in Western Plaza and Its Vicinity As Shown on Page 60

to restore L'Enfant's and Ellicott's concept of a "square" and to modify the configuration of traffic circulation in the vicinity. The revisions were reviewed by the Commission of Fine Arts on April 17, 1976 and approved by the Corporation's Board of Directors on November 17, 1976 and by the Secretary of the Interior on January 13, 1977.

The revised design, as illustrated here, consists of the following modifications:

- The Pennsylvania Avenue right-of-way would be eliminated between 13th and 14th Streets. Traffic now using Pennsylvania Avenue east of 13th Street would use the E Street roadway.
- The diagonal connection between the legs of E Street would be eliminated. The E Street north roadway would continue west from 13th to 14th Street where it would meet Pennsylvania Avenue.
- A rectangular open space would be created between 13th Street on the east, 14th Street on the west, and between the legs of E Street on the north and south.
- Rows of trees would be planted along the northern sidewalk in front of Square 254 and

along the south sidewalk in front of the District Building.

- The vista along the Pennsylvania Avenue axis from the south terrace of the Treasury Building to the Capitol would be kept open.

**B. Narrowing of Pennsylvania Avenue between 14th and 15th Streets**

As a result of revisions to the design of Western Plaza, Pennsylvania Avenue between 14th and 15th would remain open with a narrowed one-way roadway accommodating three to four lanes of westbound traffic. However, the landscape treatment of the widened sidewalk along the Willard Hotel block, the Pennsylvania Avenue roadway, and Square 226 to the south would be coordinated and unified.

**III. TEXT CHANGES TO THE PENNSYLVANIA AVENUE PLAN—1974**

**Chapter Two, Section II. General Description of Development Plan**

On page 16, in the first paragraph under the section *E. Public Spaces*, line 15, add the words "Western Plaza" to the following sentence so

it reads:

*Larger public open spaces would be developed at important locations along the Avenue, most notably at Market Square, Western Plaza, and Pershing Square.*

**Chapter Two, Section III. Block-by-Block Description of Development Plan**

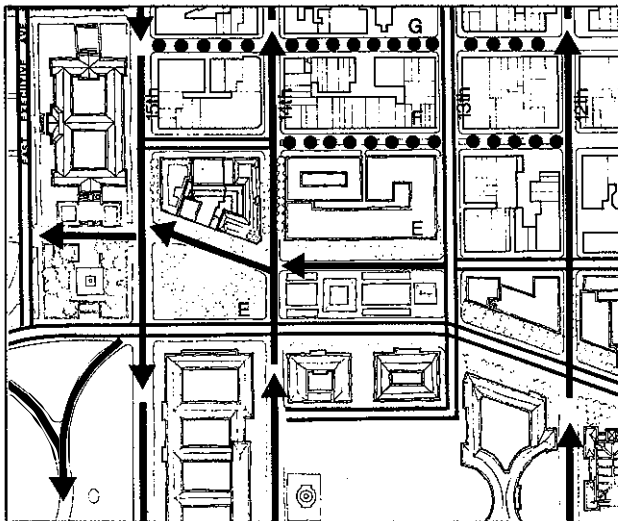
On page 28, in the second paragraph under *Proposed Development* for Square 225, delete the last three sentences beginning on line 6 and add in their place:

*The Avenue roadway between 14th and 15th Streets would be narrowed to accommodate three or four lanes of one-way traffic westbound.*

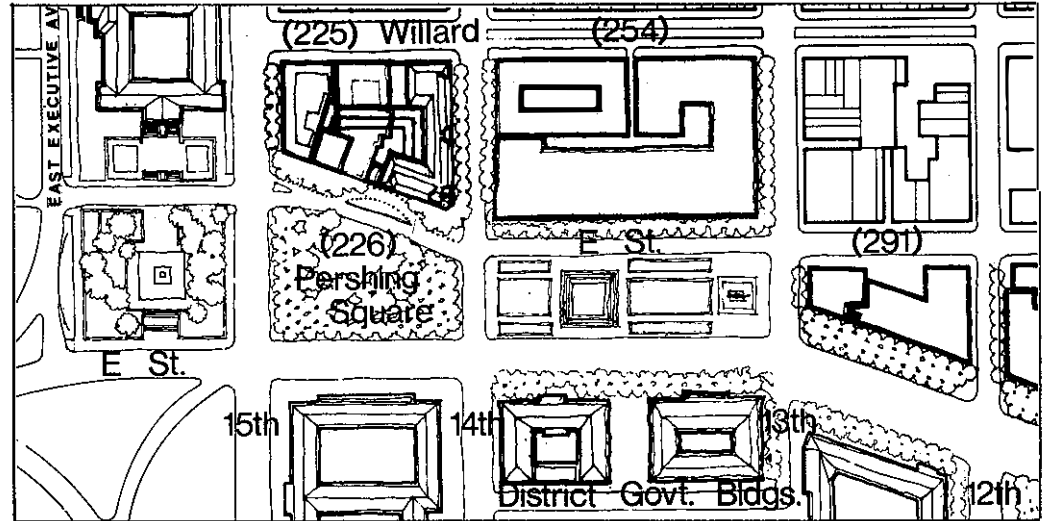
On page 30, in the first paragraph under *Proposed Development* for Square 226, line 5, delete the word "closed" and add in its place "narrowed" so the sentence reads:

*The landscaping treatment would be coordinated with the treatment of the narrowed Pennsylvania Avenue right-of-way between 14th and 15th Streets.*

On page 30, delete the second paragraph under *Proposed Development* for Western Plaza and



The Revised Traffic Circulation in Western Plaza and Its Vicinity



The Revised Design of Western Plaza and Its Vicinity

add the following paragraph in its place:

*The rectangular plaza proposed by L'Enfant and Ellicott would be fully restored. The statue of Count Casimir Pulaski would be retained in the plaza. The Shepherd statue would be moved to a new location in front of the proposed new District Building. The E street roadways north and south of the plaza would be improved. Roadways through the plaza would be eliminated allowing for a unified landscape treatment to enhance the setting of District government buildings to the south and the theater and entertainment uses on Square 254 to the north. Traffic now using Pennsylvania Avenue west of 13th Street would use the E Street south roadway. Traffic on E Street westbound from 13th Street would continue on E Street to 14th Street then on the narrowed Pennsylvania Avenue roadway to 15th Street.*

On page 32, delete the last paragraph under *Proposed Development* for Square 254 and add the following paragraph in its place:

*Development would be permitted along the existing E Street building line. For a distance 50 feet back of the E Street right-of-way, construction would be restricted to a height of 135 feet above E Street. Construction on the remainder of the block would be limited to a height of 160 feet above E Street. Once development is complete, the block would contain an estimated 1,250,000 square feet of new office space and 100,000 square feet of new retail space.*

#### **Chapter Two, Section IV. Vehicular Circulation Plan**

On page 57, delete the first full paragraph.

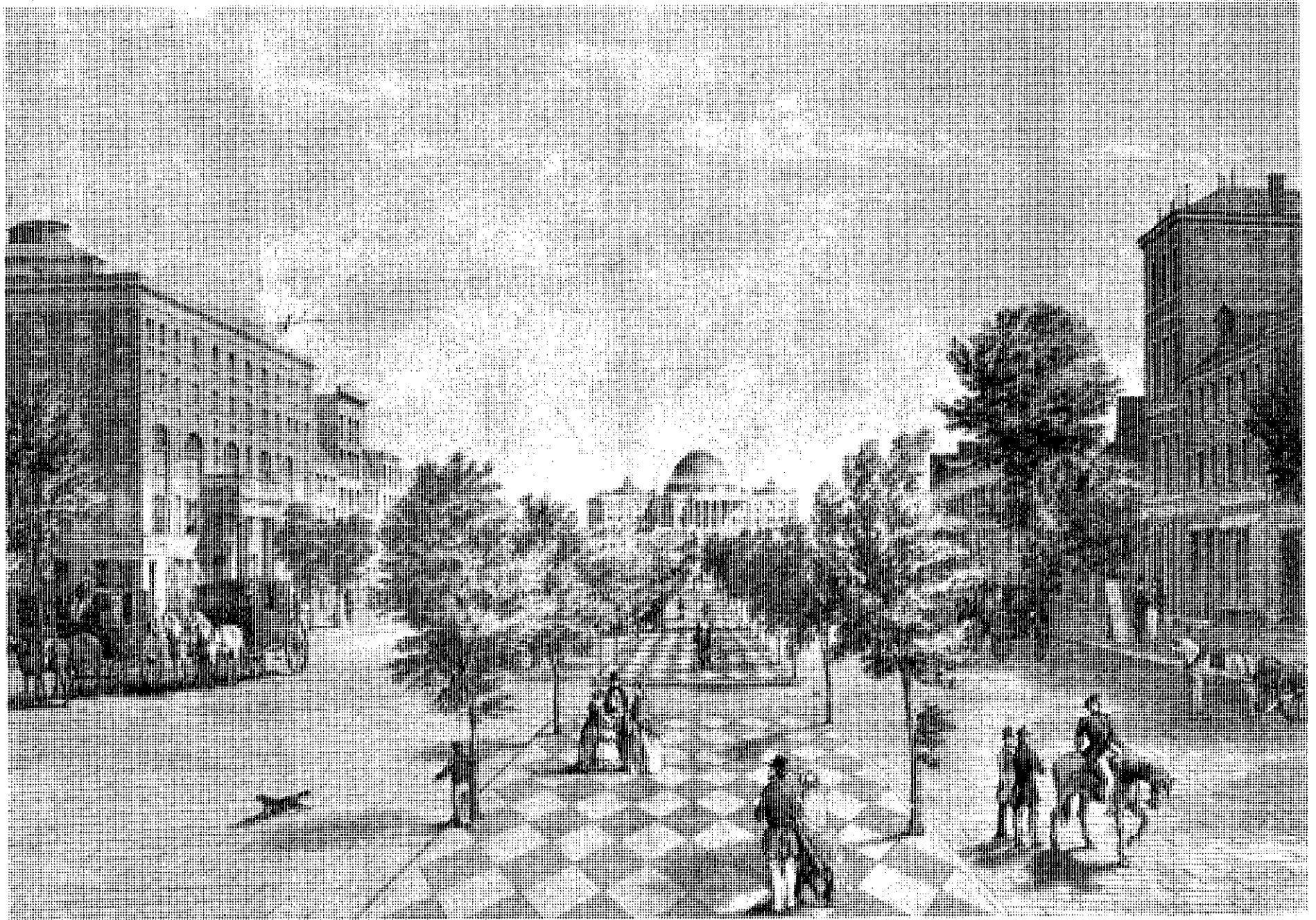
On page 61, in the section designated *Pennsylvania Avenue-E Street Connector*, delete the last sentence in the first paragraph and the second paragraph and add in their place the following:

*This proposal would improve traffic flow in the downtown area and pedestrian movement between the Federal Triangle to the south and the business district to the north. Traffic from 15th Street now moving east on either Pennsylvania Avenue or E Street would use a widened*

*E Street south of Pershing Square (Square 226) and Western Plaza. At 13th Street this south leg of E Street would join Pennsylvania Avenue. Vehicles could continue east on the Avenue, turn north on to 13th Street (to continue east on E Street), or turn south on 13th Street from which access to the District Building is proposed. Traffic moving west on Pennsylvania Avenue could turn in either direction at 13th Street or continue westward along the E Street south roadway. Northbound turns from E Street also would be permitted at the 14th Street intersection. Approaching 13th Street, eastbound vehicles on E Street would continue on the one-way, realigned E Street roadway between 13th and 14th Streets north of Western Plaza. There they would be permitted to turn north on to 14th Street or continue west along the narrowed Pennsylvania Avenue roadway.*

On page 61, in the section designated *Pennsylvania Avenue-E Street Connector*, delete the fourth paragraph and add in its place the following:

*Simplifying the Avenue and E Street intersection would require use of 13th Street south of the Avenue by both cars and buses. As a result, 13th Street should be improved to accommodate two-way traffic flow south of the Avenue.*



Avenue paving plan proposed in 1853.

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## TECHNICAL SUPPLEMENTS

In addition to the Pennsylvania Avenue Plan document, Private Financing—Feasibility Analyses and Proposals and the following technical supplements were transmitted to Congress in November, 1974:

1. HISTORIC PRESERVATION PROGRAM  
by The Pennsylvania Avenue Development Corporation and  
Building Restoration Consultants, Inc.
2. THE WILLARD HOTEL FEASIBILITY STUDY PREPARED FOR  
THE NATIONAL TRUST FOR HISTORIC PRESERVATION  
by The Oliver T. Carr Company
3. PENNSYLVANIA AVENUE LANDSCAPE DEVELOPMENT PLAN AND COST ESTIMATE  
by Land Design/Research, Inc. and Edward G. Scharf & Sons
4. PENNSYLVANIA AVENUE PROJECT: PRELIMINARY LIGHTING REPORT  
by Evans & Hillmann, Inc.
5. HOUSING DESIGN REPORT  
by The Pennsylvania Avenue Development Corporation  
and Hugh Newell Jacobsen, F.A.I.A.
6. STREET TRANSPORTATION PLAN: PENNSYLVANIA AVENUE ENVIRONS  
by Wilbur Smith and Associates
7. ENGINEERING FEASIBILITY REPORT  
"E" STREET RECONSTRUCTION AND CONSTITUTION AVENUE UNDERPASS  
AT PENNSYLVANIA AVENUE  
by Tippetts-Abbett-McCarthy-Stratton
8. DEVELOPMENT POTENTIALS IN THE PENNSYLVANIA AVENUE PROJECT AREA  
by Gladstone Associates
9. RELOCATION PROGRAM: SUPPLEMENTARY AND SUPPORTIVE INFORMATION  
by The Pennsylvania Avenue Development Corporation
10. THE PENNSYLVANIA AVENUE PLAN—1974  
FINAL ENVIRONMENTAL IMPACT STATEMENT, VOLUME 1 AND VOLUME 2  
by The Pennsylvania Avenue Development Corporation and  
Tippetts-Abbett-McCarthy-Stratton

# Table of Contents

<b>Introduction</b> .....	<b>I</b>	<b>Plans and Maps</b>	
I. The L'Enfant Plan .....	<b>II</b>	I. Vicinity Plan .....	<b>6</b>
II. The Development of the Avenue During the 19th and 20th Centuries .....	<b>V</b>	II. Land Use Plan .....	<b>8</b>
III. The L'Enfant Plan and the Avenue Plan .....	<b>VII</b>	III. Illustrative Site Plan .....	<b>12</b>
IV. Recent Planning – 1962 to the Present .....	<b>VIII</b>	IV. Landmarks Map .....	<b>10</b>
 		V. Building Preservation Plan .....	<b>23</b>
<b>Chapter One: The Pennsylvania Avenue Development Corporation</b> .....	<b>1</b>	VI. Existing Traffic Volumes .....	<b>56</b>
I. The Purposes and Powers of the Corporation .....	<b>1</b>	VII. Existing Traffic Circulation .....	<b>58</b>
II. The Planning Process .....	<b>1</b>	VIII. Proposed Traffic Circulation .....	<b>60</b>
 		IX. Staging .....	<b>84</b>
<b>Chapter Two: The Pennsylvania Avenue Plan – 1974</b> .....	<b>3</b>		
I. Goals and Objectives .....	<b>3</b>		
II. General Description of Development Plan .....	<b>5</b>		
III. Block-by-Block Description of Development Plan .....	<b>24</b>		
IV. Vehicular Circulation Plan .....	<b>55</b>		
<b>Chapter Three: Economic and Financial Program</b> .....	<b>63</b>		
I. Summary of Major Economic Benefits .....	<b>63</b>		
II. Summary of Development Program .....	<b>64</b>		
III. Summary of Financial Program .....	<b>65</b>		
IV. Amendments to Pennsylvania Avenue Development Corporation Act .....	<b>69</b>		
<b>Chapter Four: Market Analysis</b> .....	<b>70</b>		
I. Overview of Principal Findings .....	<b>70</b>		
II. Survey of Development Trends and Potentials .....	<b>71</b>		
<b>Chapter Five: Relocation and Phasing Program</b> .....	<b>78</b>		
I. Description of Relocation Program .....	<b>78</b>		
II. Description of Phasing Program .....	<b>82</b>		
<b>Chapter Six: Regulatory Implementation Program</b> .....	<b>85</b>		
I. Background .....	<b>85</b>		
II. Proposed Regulatory Mechanisms .....	<b>86</b>		
III. Transition of Authority Upon Completion of Plan .....	<b>87</b>		





# Introduction

In 1787, the delegates to the Constitutional Convention realized that the new government they were establishing needed a permanent location, a capital that would be removed from the sovereignty of any state and belong to all of the people. Therefore, they included in the Constitution a provision that Congress receive exclusive jurisdiction "over such district (not exceeding ten miles square) as may, by Cession of particular States . . . become the Seat of Government of the United States". Immediately, various states, including New York, Pennsylvania, Maryland and Virginia, sought to have the capital established within their boundaries. Among the towns originally considered for the capital city location were: New York, Philadelphia, Annapolis, Trenton, Baltimore, Richmond, and Wrights Ferry at the Falls of the Susquehanna River.

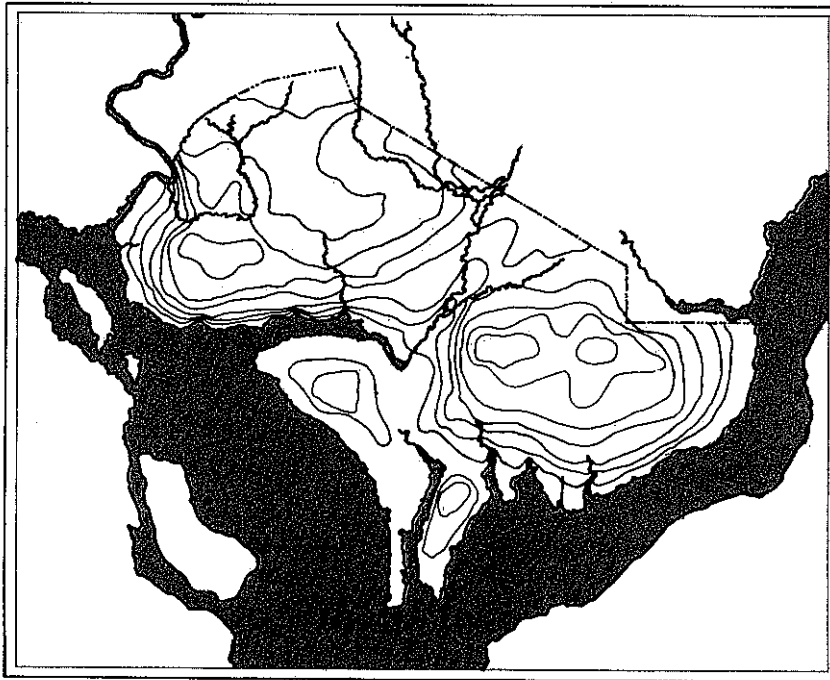
The Potomac River site was chosen as a result of a political compromise involving southern support for the assumption of the states' debts by the Federal Government in return for northern agreement to this southern location of the capital city. The selection of a site on the Potomac was influenced as well by the potential of that river as a major trade route to the interior through canal development across the Appalachian range.

In 1790, the States of Virginia and Maryland granted the District of Columbia territory to the Federal Government. Once the site was selected, Congress left the determination of actual boundaries of the capital city to George Washington. In 1791, Washington had the District boundaries drawn up to incorporate Georgetown, Alexandria, Carrollsburg and Hamburg.

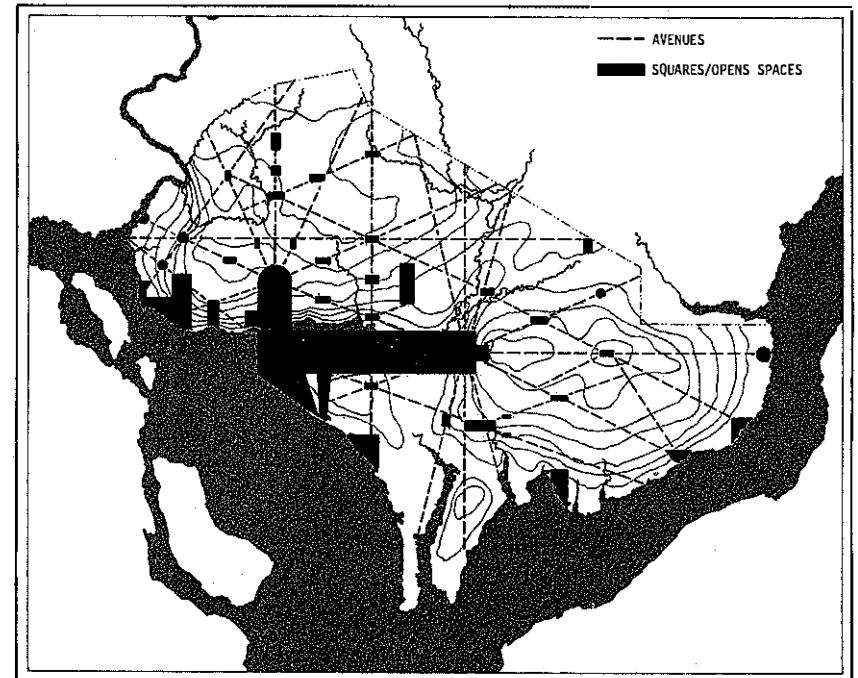
## I. THE L'ENFANT PLAN

### A. The Overall Plan

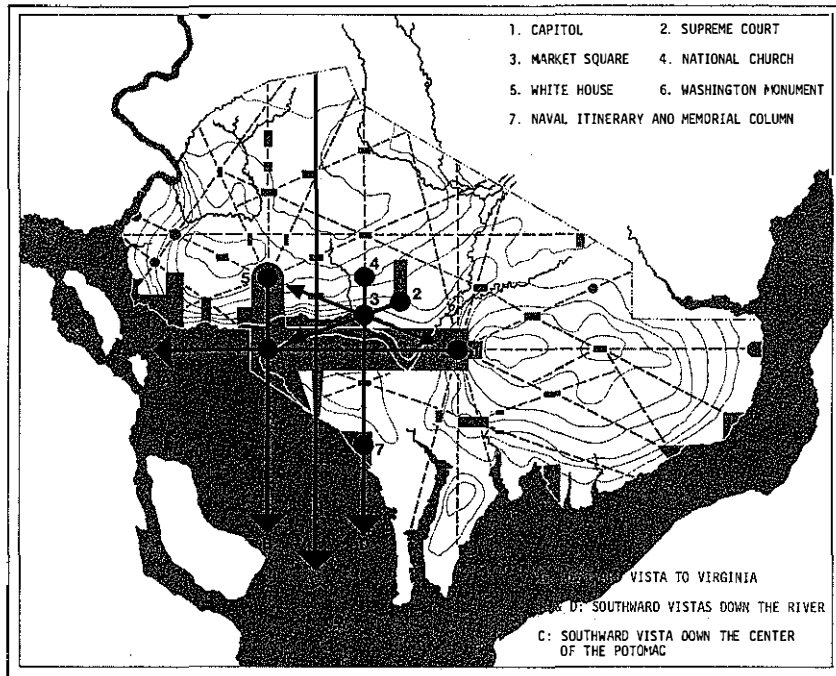
Soon after the site was selected for the capital city, Major Pierre Charles L'Enfant was appointed to execute initial surveying and design studies. L'Enfant's plan, which was begun in 1791, was basically a blending of two major concepts of city design—a system of axial and transverse relationships, best typified by the planning of Versailles, and a more utilitarian gridiron system, favored by Thomas Jefferson. The overall plan for the city is based upon two physical considerations: (1) the overall topography of the city and (2) views from one topographical feature to another. The interaction of these two elements gives one a visual experience of the city as a coherent



Topography of Site for the Federal City



Elements of L'Enfant's Design in Relation to Topography



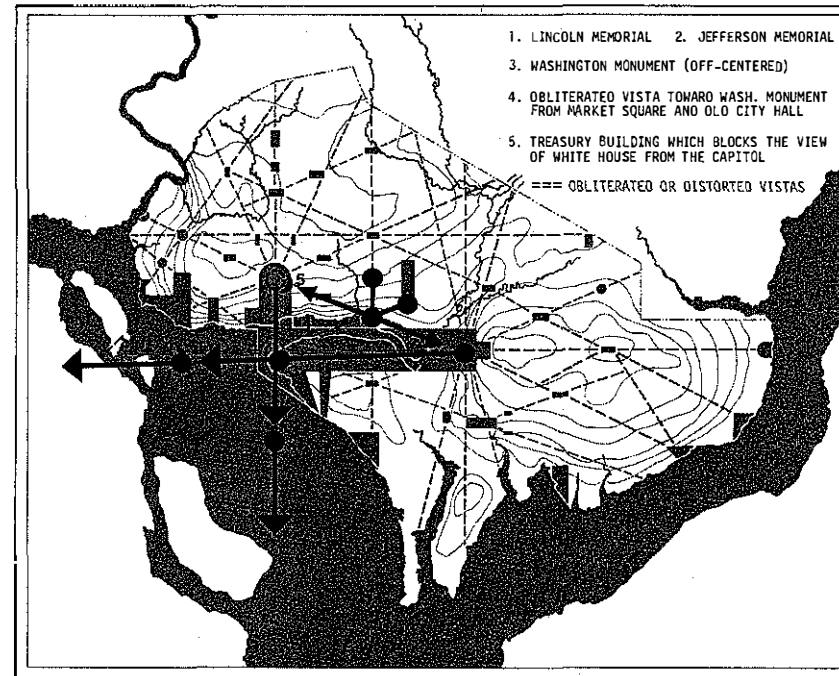
Views and Vistas as L'Enfant Intended

unit. Views of the different natural features are provided by avenues that connect them, revealing the underlying structural and aesthetic organization of the plan.

The most prominent natural features of the city were to be used as sites for buildings of national importance. The four most important of these buildings—the President's House, the Congress House, the National Church and the Court House—were to be sited on the four rises of land arching westward from the center of the City. Of these buildings, only the President's House and the Congress actually stand on the sites chosen for them, which were the two highest of the four rises of land. (The Old Patent Office Building—now the National Portrait Gallery—occupies the National Church site, and the Old City Hall—now used as a court—occupies the Court House site.) Most of the major avenues radiate from the President's House and Congress House, emphasizing the symbolic importance of these structures. Because of the acute-angled intersections, it is possible to look down two or three avenues at once.

L'Enfant considered views not only from one point to another within the city, but also points across and down the Potomac River. The major views of the River are reflected in the plan by two perpendicular axes. Both are open spaces rather than avenues, emphasizing their importance. One view extends west from the Congress House to Virginia, and the other extends south from the President's House down the Potomac. Of lesser symbolic importance were two other visual axes to the river. Twelfth Street gave a north-south view towards the center of a particularly broad stretch of the Potomac, where it changes from an eastward to a southward course. Further east, the 8th Street axis, located exactly halfway between the President's House and the Congress House, provided a view south to the Potomac.

L'Enfant imposed a grid street system upon the basic organizational structure of views, avenues and open spaces. The grid system, which provided for efficient use of the land, was laid out in a way that is sympathetic with the City's topography. An attempt was made to keep streets as level as possible by



Views and Vistas at the Present Time

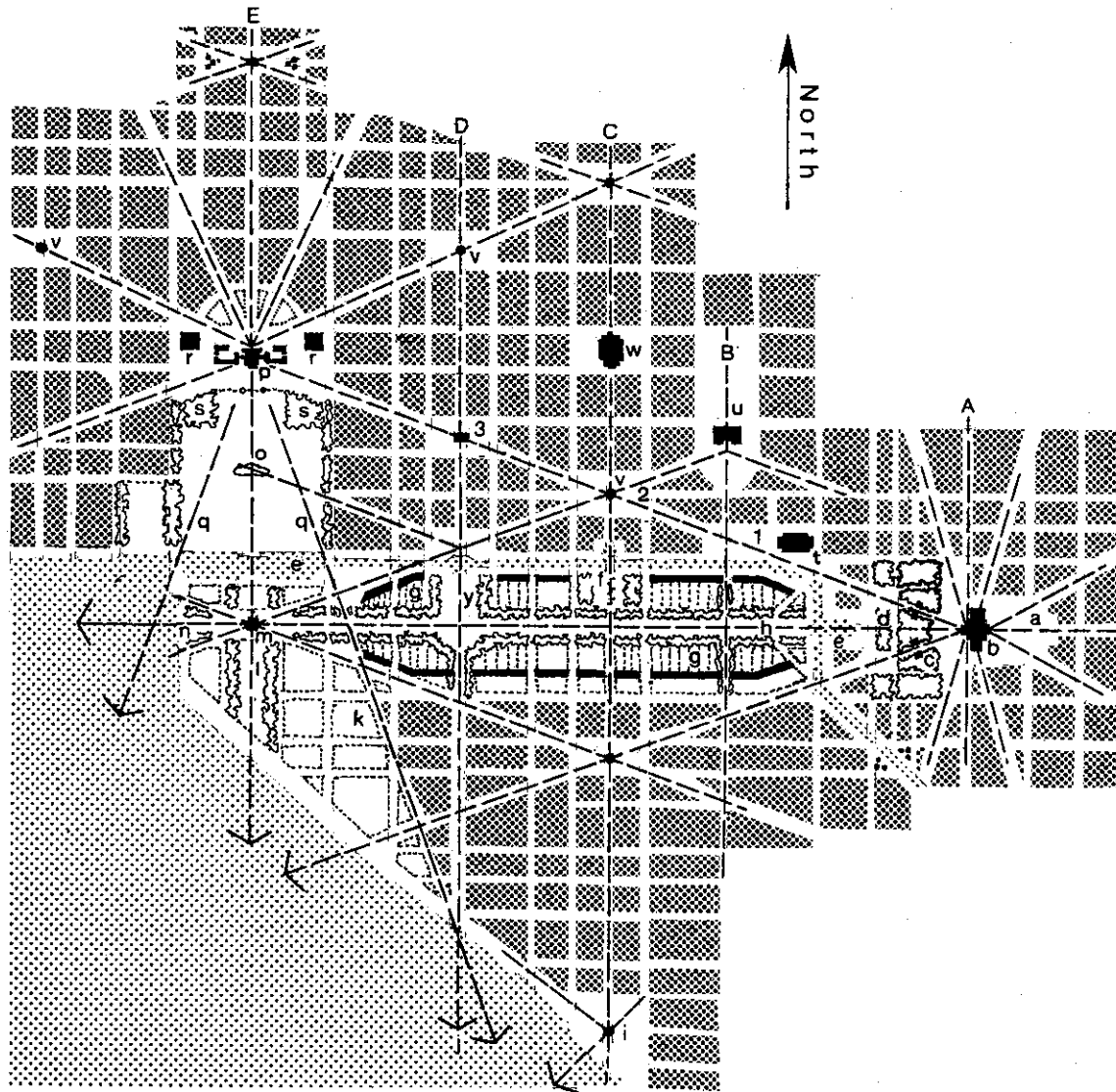
orienting them in north-south and east-west directions, an arrangement that closely follows the drop off of land from the north towards the river.

Squares were established at selected locations, usually high points, and avenues and grid streets were arranged to intersect at the squares. According to a notation by L'Enfant on the Plan:

*"The situation of these Squares is such that they are the most advantageously and reciprocally seen from each other, and as equally distributed over the whole City district and connected by spacious Avenues round the grand Federal Improvements, and as contiguous to them, and at the same time as equally distant from each other, as circumstances would admit".*

In addition, L'Enfant designed the squares, many of which were ultimately to become circles, so that their sizes would be proportional to the number of avenues leading to them.

This map is based on a reconstruction of L'Enfant's design for the central part of Washington that was made by Elbert Peets in 1928. Mr. Peets used L'Enfant's plans and reports in making the reconstruction, which first appeared in the September, 1932, issue of *Architectural Record*.



### Major Axes

- A: North Capitol Street Axis
  - B: 3rd Street Axis
  - C: 8th Street Axis
  - D: 12th Street Axis
  - E: 16th Street Axis
- (Axis "C" is equidistant from Axes "A" and "E". Axis "B" marks a third of the distance from "A" to "E".)

### Major Plazas

- a: Upper Capitol Square
- b: Capitol
- c: Lower Capitol Square
- d: Cascade
- e: Canal
- f: Market and Canal Port
- g: Residences of Foreign Ministers (with gardens)
- h: "Grand Avenue"
- i: Naval Itinerary & Memorial Column
- j: View to the center of the River
- k: Public Park
- l: Lawn (400 feet wide)
- m: Equestrian Statue of G. Washington
- n: Landing Quay?
- o: Fountain
- p: White House
- q: Vistas from White House
- r: Executive Department Buildings
- s: Gardens of White House?
- t: Theater
- u: Supreme Court Building
- v: "Grand Fountains"
- w: National Church
- y: Esplanade (design uncertain; perhaps an open plaza)

### Other Elements

- 1: Eastern Plaza
- 2: Market Square
- 3: Western Plaza

Another basic element of L'Enfant's plan was a canal following the route of Tiber Creek, which extended westward from the Potomac River to the Capitol and then continued southward to the Anasostia River. This canal, which was in operation during the first half of the 19th Century, had two basic purposes. First, it was to have been used for transporting building materials into the center of the City. Second, the canal frontage below the Congress House and south to the Eastern Branch (Anacostia River) was to have been the commercial center of the City.

Over the years many changes have been made to L'Enfant's original design for the city. However, the plan has left Washington with two major legacies that set it apart from almost all other American cities. One is a sense of horizontality, which is now enforced by height limits. The other is a sense of spaciousness and spatial interrelationships given by the broad avenues of the radial system.

#### B. "The Basic Triangle"

The central feature of L'Enfant's plan was the intersection of three axes, creating a triangle: (1) from the President's House to the Washington Statue; (2) from the Washington Statue to the Congress House and (3) from the Congress House to the President's House. The aesthetic function of this triangle was described by Elbert Peets:

*The aesthetic driving member so to speak is—or was to have been—what I have called the basic triangle: Capitol, President's House and Washington statue—for L'Enfant intended the intersection of the axes to be marked by an "equestrian figure", probably facing south. Suppose one studies this spatial integration from the Capitol. One would first look down the "grand avenue" and see the statue broadside. Its orientation would convey the impression of a spatial flow at right angles to the Capitol axis. One would then look down Pennsylvania Avenue and see the President's House. The view of its portico and other members, lit by the southern sun, would reveal its orientation as being, like the statue, at right angles to the Capitol axis. The unifying effect of the statue, a part of both the organizations, would be felt. Normality (perpendicularity) is*

*itself a form of integration. The harmony of the two spatial flows would be sensed. In addition to the optical triangulation, there would be the common style and material of the two avenues, and similar plastic elements, all cooperating to give the spectator a sense of order in, and of tactile command over, a large organism of space and solid.<sup>1</sup>*

Today, the Mall (L'Enfant's "grand avenue") forms the first axis, Pennsylvania Avenue forms the second axis and the third is defined by the open space between the White House and the Washington Monument. The Monument, intended to be at the intersection of the perpendicular axes, was actually built slightly southeast of the intersection at a location that provided a better foundation. L'Enfant intended that Pennsylvania Avenue would be a center of civic activity. It was to have been lined with residences and major buildings of the Federal City—the executive department buildings, a playhouse, and the market exchange. Foreign embassies were to be located south of Pennsylvania Avenue on the Mall.

Three plazas, each of differing character, were to punctuate the length of Pennsylvania Avenue. A "western plaza" was located at the intersection of Pennsylvania Avenue and the 12th Street axis facing south to the exceptionally broad view of the Potomac River. A "central plaza" was located at the intersection of three major axes, Pennsylvania Avenue, Louisiana (now Indiana) Avenue and 8th Street. This "plaza", which L'Enfant intended as the site of "grand fountains", was particularly important since it provided views of the sites he had chosen for the National Church, the Judiciary House and the Washington Statue, as well as the President's House and the Congress House. Finally L'Enfant placed an "eastern plaza" along the Avenue roughly between the present day 4th and 5th Streets. This "plaza" provided a view north towards the Judiciary House and opened on the south to the Mall.

<sup>1</sup> Paul D. Spreiregen, Ed., *On the Art of Designing Cities: Selected Essays by Elbert Peets* (Cambridge, Mass., 1968), p. 14.

#### C. The Ellicott Plan

L'Enfant's difficulties with the commissioners appointed to manage the development of the Federal City led to his dismissal in 1792. He was replaced by Andrew Ellicott, who had previously been chief surveyor. Ellicott was instructed to redraw the plan accurately so that it could be used as the basis for the sale of lots. The result was a plan essentially the same as L'Enfant's version in terms of overall elements, but lacking L'Enfant's careful attention to the relationship of topography to the layout of streets, avenues, squares and views.

Ellicott made one major change for the plan along Pennsylvania Avenue by slipping the "western plaza" one block west, thus destroying its relationship to the exceptional view of the Potomac River to the south. Other aspects of the design for the Avenues and its relationships to topography and views remained essentially as L'Enfant had planned.

## II. THE DEVELOPMENT OF THE AVENUE DURING THE 19TH and 20TH CENTURIES

Once the plan was made official, the first street to be cleared and graded was Pennsylvania Avenue. Work began quickly on the Capitol and the White House, both of which were under construction by 1800, when the President and Congress moved to the new city. In 1803, President Jefferson had the Avenue lined with four rows of Lombardy Poplars, which were in place by 1805 when he rode from the Capitol to the White House, instituting the first Inaugural Parade.

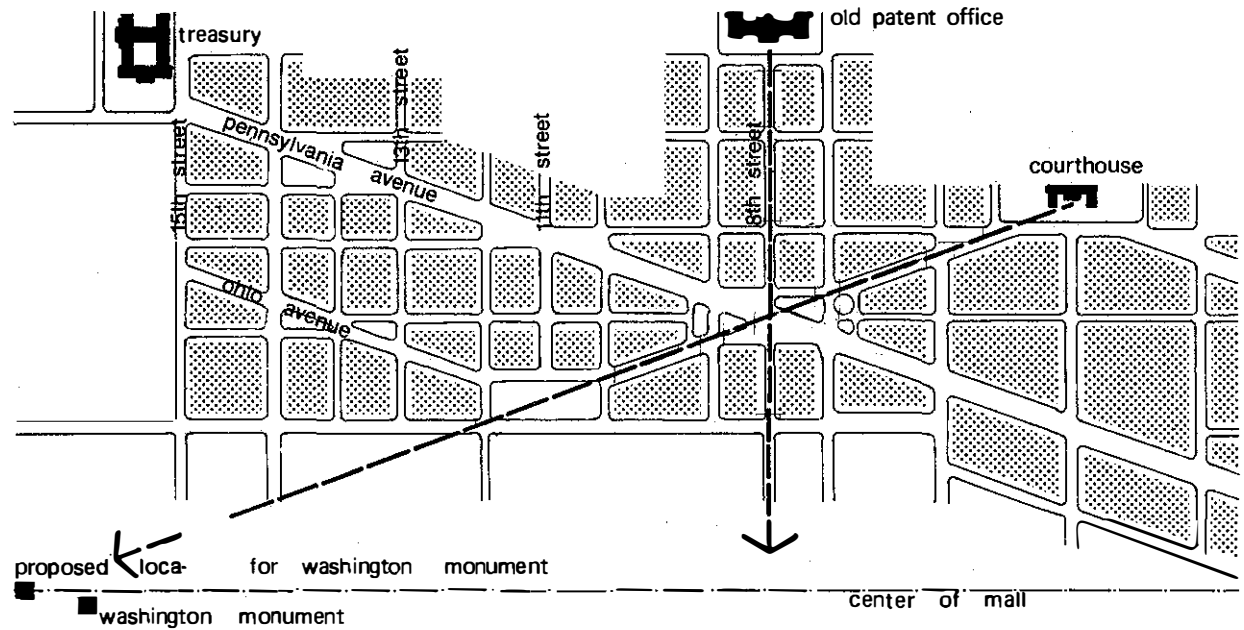
L'Enfant had intended that the commercial core of the city would extend eastward from the Capitol, but this was not the case. Instead, Pennsylvania Avenue became the main commercial and business street of the city. During the first half of the Century the sides of the Avenue were filled in with residences, boarding houses, hotels, saloons and shops, and by mid-century Pennsylvania Avenue was one of the liveliest streets in the nation. Major improvements were made to the Avenue in the decade following the Civil War, including a new woodblock pavement that was laid along the length of the Avenue in 1871. Numerous new buildings were erected in the eclectic style of the

late 19th Century—borrowed freely from French chateaux, Greek Temples, Gothic and Romanesque churches and other styles of the past.

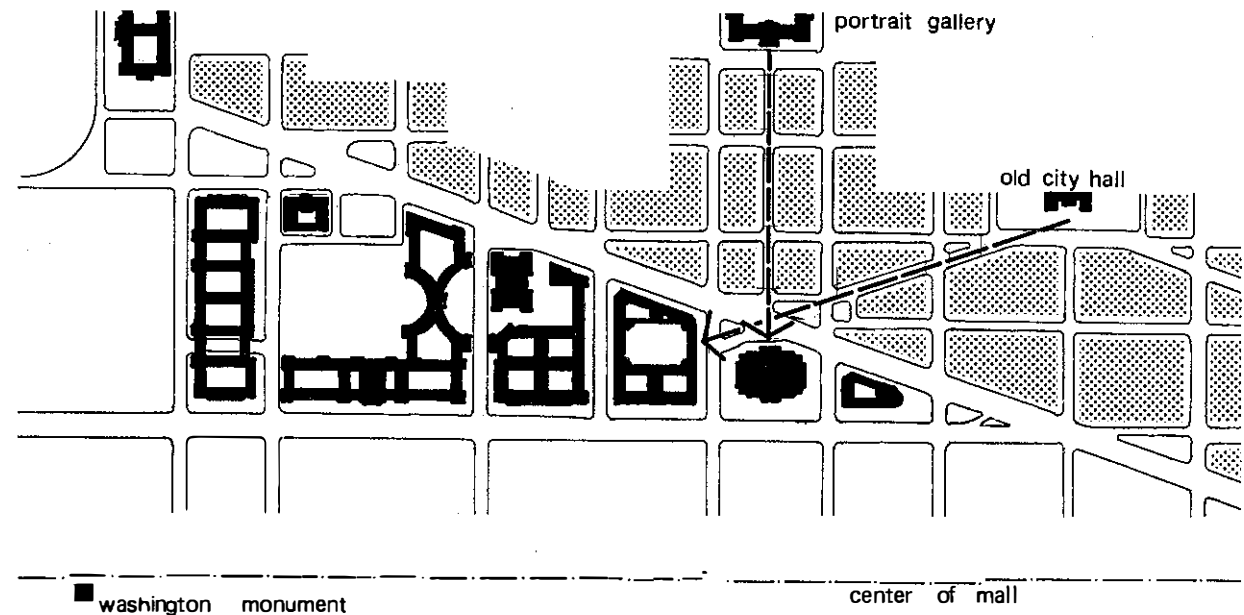
By the start of the 20th Century the United States was an expanding world power and the Federal government felt the need for a new architecture that would reflect the country's prominence. A commission—composed of Senator James McMillan, Charles McKim, Daniel Burnham, Frederick Law Olmstead, Jr., Charles Moore and Augustus St. Gaudens—was authorized by Congress in 1901 to formulate plans and policies for the governmental center. The aesthetic viewpoint of the Commission members strongly reflected the neoclassical, beaux arts grandeur of the 1893 Columbian exposition at Chicago. They accepted the stylistic cohesion displayed in Chicago and recommended unified heights and materials for the new buildings.

The Commission's plan affected several basic premises of the L'Enfant Plan. Official Washington was to become, under the plan, a city of buildings within parks. The balance of open-ended axes extending north-south from the White House and east-west from the Capitol was shifted, giving primacy to the east-west axis along the Mall by extending it to the Lincoln Memorial site. The plan also proposed that new government buildings front on the Mall, which L'Enfant had hoped would be lined with residences for foreign ministers. Finally, the Commission recommended that the area bounded by Pennsylvania Avenue, Constitution Avenue and the White House grounds be set aside for further government offices. This last proposal led to the design of the Federal Triangle, which, when built in the 1920's and 1930's was the major unitary building complex in the world. Significantly for the future of Pennsylvania Avenue, it was treated as an edge of the new governmental city, with its north side rendered in dark shading on all the plans.

Construction of the Federal Triangle obliterated the fabric of 23 individual city squares laid out by L'Enfant. Two important vistas in L'Enfant's plan—8th Street and Louisiana (now Indiana) Avenue were blocked. The Triangle Plan also weakened the axial quality of the Avenue at its western end by terminating the Commerce Building at E Street and leaving the block between E Street and Pennsylvania Avenue as open space. The construction of Constitution



Plan of the Federal Triangle Area According to L'Enfant's Principles



The Federal Triangle Today

Avenue, a wide swath cutting across Pennsylvania Avenue, left its eastern end diffused. Elbert Peets commented on the Avenue's fate in a 1937 essay "On the Plans for Washington":

*Poor old Pennsylvania Avenue . . . A vast open space, largely to remain open, weakens its eastern end; Constitution Avenue crashes across it; the plaza at Eighth Street is maimed; vast walls of stone weigh down one side of the Avenue, while parking lots cut gaps in the other . . . finally, the plaza between Thirteenth and Fourteenth Streets has been ruined by an open space yawning wide toward the west.<sup>2</sup>*

Finally, the Federal Triangle separated the government from the city of Washington. Pennsylvania Avenue became a barrier between the massive government buildings on the south and the edge of the city's downtown area on the north. As time passed, the office and commercial core of the city shifted away from the Avenue to the northwest area of the city. Few new buildings were erected along the Avenue, and existing structures decayed. By the 1950's the Avenue had lost its prominence in the economic and social life of the city. And, although L'Enfant's "basic triangle" of Pennsylvania Avenue, Mall and White House axes remained, many elements of his design for this central area had been altered or obliterated.

### III. THE L'ENFANT PLAN AND THE AVENUE PLAN

The L'Enfant plan has given the city a unique sense of spaciousness and visual coherence. However, the plan has also left problems, some of which are inherent in the plan and some of which are the result of changes L'Enfant could not foresee. His welding of radial and gridiron street systems created inevitable conflicts, both in terms of efficient circulation and the relationship of buildings to open areas. L'Enfant himself might have reconciled some of these difficulties if he had not been dismissed before he could work out all of the details of his intricate plan. Even

so, he could not have envisioned the changes the 20th Century would bring, most notably the advent of the automobile and highrise construction techniques. Nor could he have foreseen the changes others would make to his conception of the city, either by failing to carry out his intent or by deliberately altering his design.

A critical analysis of the L'Enfant plan is particularly important for Pennsylvania Avenue, which was a major component of his design for the center of the city. Enshrining the L'Enfant plan as the unchangeable holy writ of Washington's physical planning would preclude the solution of many of the problems found along the Avenue today. Such problems include the overall lack of visual focus, the inefficient and awkward relationship of streets, buildings and open spaces, and poor traffic circulation.

L'Enfant intended that low-scale buildings would fill the area on either side of the Avenue, leading the eye to the great monuments at both ends—the President's House and the Congress House. The plan focused upon the ends of the vista. The sides, lined with typical four-to five-story 18th Century structures, would have appeared as unobtrusive low walls rather than enclosures. This difference in scale, emphasized by siting the major monuments on rises of land, has been fundamentally altered by the height and mass of buildings erected during the 20th Century. Even with the imposition of height controls, the buildings along Pennsylvania Avenue today form enclosures, lessening the dramatic effect of L'Enfant's original conception.

Large volumes of automobile traffic accentuate the problems of L'Enfant's combination of radial and grid systems. Despite the fact that an extraordinarily high proportion of land in the city is consumed by streets—some 60 percent in contrast to between 25 and 30 percent in cities with straight grid systems—traffic flow is awkward. This is particularly true where the radial and grid system intersect, as they do along Pennsylvania Avenue. The uneven street pattern often precludes a regular rhythm of signalling and traffic flow.

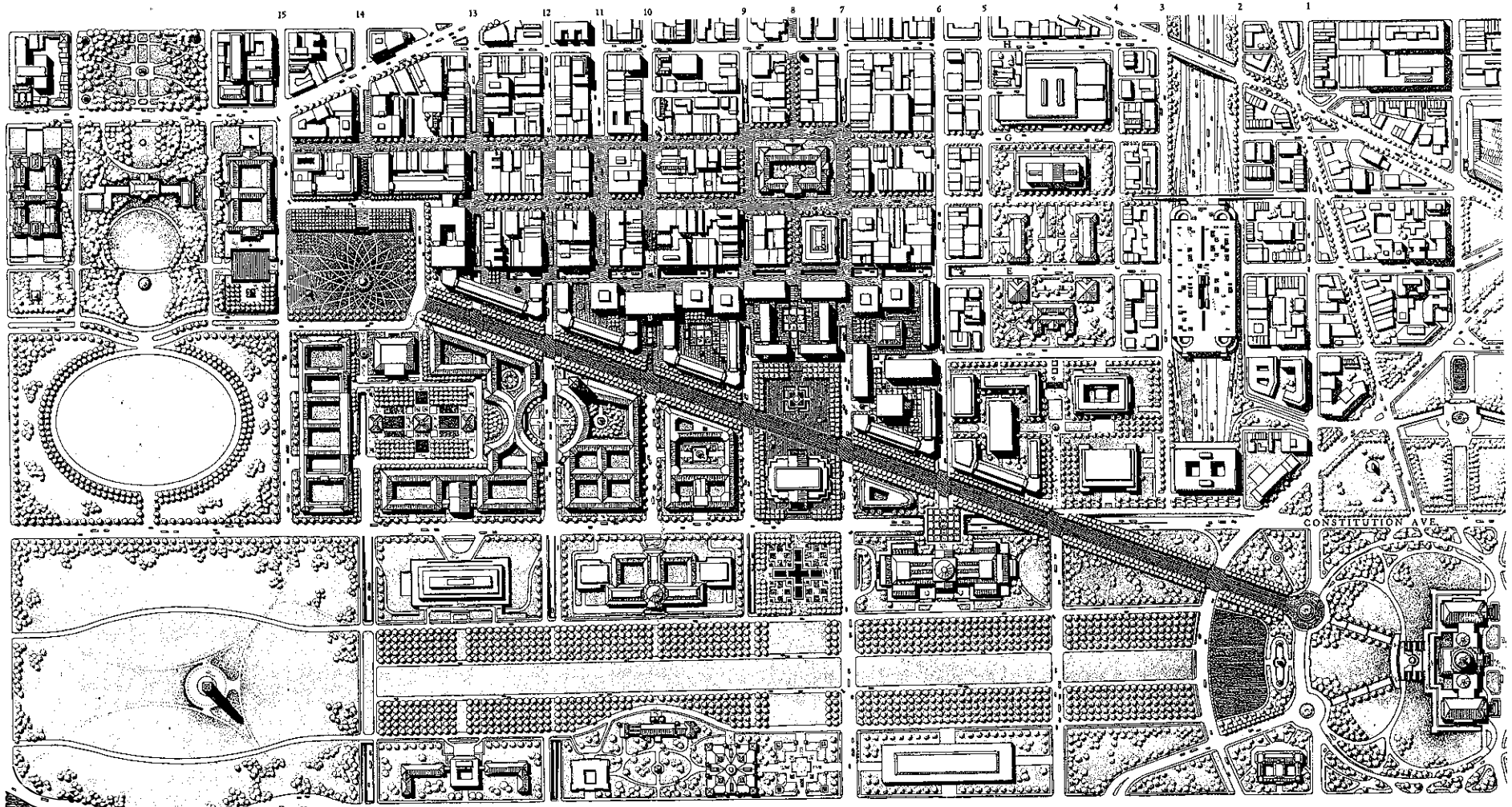
Besides creating problems for efficient traffic flow, the street layout has serious implications for the physical design of the City. Vast expanses of pavement are found at many intersections, notably at Pennsylvania Avenue between 13th and 15th Streets.

In such areas the relationship of buildings to open space appears diffused and unfocused, rather than spacious. The L'Enfant design left many small unbuildable tracts of land scattered along the radial avenues. Almost a dozen parcels of land, ranging from traffic islands to small parks, are found today along the northern edge of Pennsylvania Avenue. Where these spaces are well-landscaped and maintained they contribute an openness and irregularity that can be charming. But all too often they are poorly planted and neglected fragments with little relationship to surrounding buildings and circulation patterns.

Planning for Pennsylvania Avenue must be directed toward achieving a more rational balance among the demands of people, traffic, building development and the historic plan. In some very fundamental ways, to accept the historic plan as pre-eminent among these demands would mean that little significant improvement is possible in the other areas. In other words, for example, all the historic streets must be kept open, no matter how vestigial their function, then no real improvement is possible either to traffic flow or to the ratio between streets and buildable area. If no variations are possible in the definitions of L'Enfant's vistas, then the ones that have received appropriate foci, such as Pennsylvania Avenue, must compete with those that have not, such as Indiana Avenue.

To admit that some of what L'Enfant proposed has been invalidated by time or subsequent development is not to deny the L'Enfant plan. Any planning effort for Pennsylvania Avenue has to start with major givens of his plan—the great radial armature, the openness and low density character of spaces and buildings—and then try to build upon its strengths and to play down its weaknesses. Above all the plan must reinforce what should be the greatest street scape in the country, the stretch of Pennsylvania Avenue between the White House and the Capitol. In order to accomplish this, it will be necessary to modify the relationship between buildings, streets and open spaces, not in a way that does violence to L'Enfant's intent, but in a way that reinterprets the intent, satisfying both contemporary demands of circulation and building siting and the historic demands of the L'Enfant Plan.

<sup>2</sup>Spreiregen, *On the Art of Designing Cities: Selected Essays by Elbert Peets*, p. 71.



Pennsylvania Avenue Plan – 1964

#### IV. RECENT PLANNING—1962 TO THE PRESENT

##### A. President's Council on Pennsylvania Avenue

Pennsylvania Avenue has been the subject of active planning in recent years since 1962, when the Ad Hoc Committee on Federal Office Space recommended to President Kennedy that the government "should formally undertake the redevelopment of Pennsylvania Avenue". President Kennedy subsequently

appointed an Advisory Council on Pennsylvania Avenue with Nathaniel Owings as chairman. After a number of discussion meetings, the Council decided to prepare a master plan for the Avenue.

The plan, which was published in 1964, was intended to provide an illustrative pattern of development and to define major public improvements. The purpose was to provide an image to arouse public and governmental enthusiasm which might lead to more

detailed development plans and implementation procedures. To quote from the 1964 Plan, the goals and objectives were:

- (1) Pennsylvania Avenue is inseparable from its adjoining area.
- (2) The Avenue, as the Nation's ceremonial way, should have a special character.
- (3) The Avenue should do honor to its lofty destinations.



- (4) The Avenue should be harmonious in itself and linked with the City around it in both its architecture and its planning.
- (5) The Avenue should be pleasant to traverse either on foot or by vehicle.
- (6) The Avenue should be reclaimed and developed as a unified whole.<sup>3</sup>

In addition to these objectives, the plan specifically proposed establishing a new building line 50 feet back from the existing line along the north side of the Avenue, providing space for three rows of trees and a broad sidewalk to encourage pedestrian use. New buildings were to have a uniform height of 110 feet to match the Federal Triangle height. Buildings set back from the new Pennsylvania Avenue north building line between 1st and 15th Streets could take advantage of the 160-foot height allowed by the 1910 Height of Buildings Act.

The south side of the Avenue was to be landscaped with a double row of trees. The Grand Plaza of the Federal Triangle was also to be landscaped and the Federal Triangle was to be completed by extending the Post Office Department westward toward the District Building and by extending the Internal Revenue Service north and west to encompass the tower of the Old Post Office. The Old Post Office Building itself was expected to be demolished, as had been planned ever since the Federal Triangle was designed, but the Tower was to be retained as a visitor's lookout. A sculpture garden with underground parking was proposed for the area south of the Archives between 7th and 9th Streets.

The ends of the Avenue were to have been treated specially to emphasize their terminating functions. A large reflecting pool was proposed between Pennsylvania Avenue and Maryland Avenue, over the Center-Leg Freeway Tunnel, providing a suitable terminus for the Avenue and the Mall at the foot of the Capitol grounds. A new National Square was proposed for the western end—an expansive open plaza with a large fountain that would have defined the Avenue's termination at the executive precinct.

<sup>3</sup>*Pennsylvania Avenue*. Report of the President's Council on Pennsylvania Avenue, 1964, pp. 18-19.

The Advisory Council's plan was to have been presented to President Kennedy shortly after his return from Dallas in the fall of 1963. After the assassination, it was not formally transmitted to President Johnson until April of 1964. Throughout 1964 it received considerable publicity, much of it favorable. It was endorsed by the American Institute of Architects at the 1964 Convention in St. Louis and approved in principle by the Commission of Fine Arts and by the National Capital Planning Commission, with a recommendation for further study of the National Square.

#### B. President's Temporary Commission on Pennsylvania Avenue

President Johnson established the President's Temporary Commission on Pennsylvania Avenue on March 26, 1965, with Nathaniel Owings carrying on as chairman, to continue work on the plan. During this same year the Pennsylvania Avenue National Historic Site was designated by Secretary of the Interior Stewart Udall in conjunction with the Temporary Commission's planning efforts. The Site is approximately rectangular, and extends on either side of Pennsylvania Avenue to encompass such nationally significant landmarks as the Treasury Building, Ford's Theater, the Old Patent Office and the Pension Building. However, the Site lacks a coherent quality throughout its boundaries. Its distinction, according to the Interior Department's study of the Site, "rests on the symbolic values derived from the ceremonial role Pennsylvania Avenue has played in national life for a century and a half, on the association of the District during these years with men and events of national consequences in American history, and on the survival of a group of buildings individually of significance in the history of the United States."<sup>4</sup> During 1965, the President's Temporary Commission on Pennsylvania Avenue continued its work on the plan, particularly on the proposal to create a National Square in front of the White House at the terminus of Pennsylvania Avenue. A revised scheme for the Square was presented to the Commission of Fine Arts

<sup>4</sup>*The Pennsylvania Avenue District In United States History*, U.S. Department of the Interior, National Park Service, 1965, p. iii.

and to the National Capital Planning Commission early 1966. This revised scheme reduced the size of the Square to the boundaries of 14th, 15th and 16th Streets and Pennsylvania Avenue, thus retaining the National Press Building but still proposing razing the Willard and Washington Hotels. Both Commissions approved the revised scheme.

During this period there was also progress on the reflecting pool at the eastern terminus of the Avenue. In 1966, the Committee for the Extension of the Capitol, the Architect of the Capitol, the Engineering Commissioner of the District of Columbia, the Secretary of the Interior, and the D.C. Department of Highways and Traffic agreed that the Capitol Reflecting Pool should be built as part of the construction of the Center Leg Freeway project. Construction of the pool began in March of 1968 and was completed in 1972.

Two major government buildings were begun in the Pennsylvania Avenue area in the latter part of the 1960's. During 1965-1967, the Temporary Commission worked with the F.B.I. and its architects to reconcile the plans for a new F.B.I. Building with the plans for the Avenue. The F.B.I. agreed not to exceed the height of the Federal Triangle, and to set the building back 50 feet from the existing building line. In 1968, construction was begun on a new building for the Department of Labor on air rights over the Center Leg Freeway. Both of these buildings are nearing completion.

Other developments during the Commission's tenure included the enactment of Public Law 90-637, which established a National Memorial to Woodrow Wilson and empowered its Board of Trustees to prepare plans for a memorial in consultation with the Temporary Commission or its successor. The first private development project was also completed during the late 1960's—the Presidential Building at the corner of 12th Street and Pennsylvania Avenue. The sidewalk in front of this building was landscaped in accordance with the plan's provision for a triple row of trees.

The President's Temporary Commission published a report in 1969 detailing the evolution of the 1965 plan during the intervening period and the current status of the plan. The report covered in detail such features as the Capitol Reflecting Pool, the Labor Building, the Woodrow Wilson Center and Mark

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Square, the F.B.I. Building, the Presidential Building, the completion of the Federal Triangle and the revised National square, including a program for developing the adjoining block to the east as a superblock with internal circulation. It also treated such related developments as the National Gallery East Building, Judiciary Square, the National Sculpture Garden and the Hirshhorn Museum on the Mall.

Planning work was continued by the Commission during 1969 with the endorsement of President Nixon, who stated in his message to Congress on the District of Columbia of April, 1969 his intention to submit new legislation on Pennsylvania Avenue. Funding for the Temporary Commission was terminated in October 1969, and shortly thereafter several bills were introduced proposing the establishment of a government corporation with the power to implement a plan for the Avenue.

#### C. The Establishment of the Pennsylvania Avenue Development Corporation

Bills to establish a wholly owned Federal development Corporation, initially tied to the Bicentennial, were introduced in both the House and the Senate. After hearings on several of these bills, an amended version of H.R. 10751 was enacted into law on October 27, 1972 as the Pennsylvania Avenue Development Corporation Act of 1972 (Public Law 92-578, 86 Stat. 1266).

During the more than eight years between the publication of the 1964 Plan and the establishment of the Pennsylvania Avenue Development Corporation in 1972, there was considerable public response to the plans for the Avenue. Although much of the response is undocumented, it can be summarized generally in the following way. The first responses to come from the government and from planning professionals were generally favorable, commending the Plan for its breadth and grandeur. With time, increasing unfavorable response appeared from laymen and some professionals, questioning the value of massive government plans in general and the dangers of sterility and over-monumentality in this plan particularly.

A continuing political problem was caused by the act that the plans had been prepared and most of the

efforts at implementation had been made by the White House without Congressional sanction and without efforts to seek the approval of the District of Columbia government and residents. Many who were not opposed to the idea of renewing Pennsylvania Avenue were opposed to the specifics of the 1964 Plan and the way in which it was developed. Testimony on the bill establishing the Corporation made it clear that the plans prepared by this new agency should be responsive not only to changes in attitudes about grandeur and historic preservation but also to the interests of the people who live and work in the city.

# Chapter One

## Pennsylvania Avenue Development Corporation

### I. THE PURPOSE AND POWERS OF THE CORPORATION

The Pennsylvania Avenue Development Corporation was established by Congress through Public Law 92-578, enacted on October 27, 1972. In passing this law, Congress determined that the national interest required that the area adjacent to Pennsylvania Avenue between the Capitol and the White House be developed and used in a manner suitable to its ceremonial, physical, and historic relationship to the legislative and executive branches of the Federal Government, and to the governmental buildings, monuments, memorials and parks in and around the area. In reaching this determination Congress considered not only the national significance of this great Avenue, but also the steady deterioration of its northern environs and the consequent economic and social liabilities imposed upon the District of Columbia.

The Corporation's enabling act states that in order to insure proper development and use of the area and the elimination of blight, a comprehensive plan must be developed and implemented, which would specify:

- (1) the types of uses, both public and private, to be permitted;
- (2) criteria for the design and appearance of buildings, facilities, open space, and other improvements;
- (3) an estimate of the current values of all properties to be acquired;
- (4) An estimate of the relocation costs that would be incurred in carrying out the provisions of the plan;
- (5) An estimate of the cost of land preparation for all properties to be acquired;
- (6) An estimate of the reuse values of the properties to be acquired;
- (7) a program for the staging of a proposed development, including a detailed description of the

portion of the program to be scheduled for completion by 1976.

- (8) a determination of the marketability of such development;
- (9) an estimate of the development costs, both public and private;
- (10) a thorough study of the economic impact of such development, including the impact on the local tax base, the metropolitan area as a whole and the existing business activities within the development area; and
- (11) the procedures (including both interim and long term arrangements) to be used in carrying out and insuring continuing conformance to the development plan.

Because the powers conferred and the program mandated by the Act are for public purposes, Congress established the Corporation as a wholly owned corporation of the United States Government. Maximum use of private as well as public resources was encouraged in implementing the plan.

The Act gives the Corporation a broad range of powers, including the authority: (1) to sue and be sued in its own name; (2) to acquire property through eminent domain proceedings; (3) to construct and to rehabilitate buildings; (4) to manage property, and (5) to establish restrictions, standards and other requirements that will assure conformance to the plan. The Corporation is exempt from all Federal and District taxes and assessments, but is required to make payments in lieu of taxes on properties owned by the Corporation.

In recognition of the dual role played by the City of Washington as the seat of the national government and as a municipality in its own right, the Act provides that District and other Federal agencies may continue to exercise their powers within the area, consistent with the development plan. The Act

specifically requires that the Corporation consult and cooperate with District and community officials, give primary consideration to local needs and desires, and foster local initiative and participation in connection with its planning and development activities.

The powers of the Corporation are vested in a fifteen member Board of Directors. Eight members, four of whom must be residents of the District of Columbia, are appointed by the President from private life. These persons include: Elwood R. Quesada, Chairman; Donald J. Bruckmann, Vice Chairman; John T. Connor, Joseph B. Danzansky, Mitchell I. Kafarski, Willie L. Leftwich, Nathaniel A. Owings and Mrs. Jouett Shouse. Mr. Connor and Mrs. Shouse have since resigned. Seven members are government officials, including: The Secretaries of Interior, Treasury, Housing and Urban Development, and Transportation; the Administrator of General Services, the Mayor/Commissioner of the District of Columbia and the Chairman of the District of Columbia Council. Eight other government officials are designated in the Act to serve as non-voting members, including: the Chairmen of the Commission of Fine Arts, the National Capital Planning Commission, the District of Columbia Redevelopment Land Agency and the District of Columbia Commission on the Arts, the Secretary of the Smithsonian Institution, the Director of the National Gallery of Art, the Architect of the Capitol, and the Archivist of the United States.

### II. THE PLANNING PROCESS

Once appropriated funds were made available in July of 1973, the Corporation began substantive planning activities. A 15-member staff was hired, headed by John M. Woodbridge, Executive Director. Contracts were executed with various consulting firms to provide technical assistance, including: Gladstone

Associates, Marketing and Economic Analysis; Tippetts-Abbett-McCarthy-Stratton, Engineering and Environmental Impact; Wilbur Smith and Associates, Traffic; Hugh Newell Jacobsen, Housing Design; Building Restoration Consultants, Inc., Restoration; Land Design Research, Landscaping, and Evans and Hillmann, Lighting.

In preparing the plan the Corporation's staff held more than a hundred meetings with representatives of District and Federal government agencies, community groups, business and professional associations. Special care was taken to assure that accurate, up-to-date information on the Corporation's planning activities was available to representatives of the media and to individuals within the community who were interested in or affected by the plan. Because of the sensitive issues raised by relocation, numerous consultations were held with public and private agencies and individuals in an effort to identify problems and means to alleviate hardships. A series of meetings was held with a seven-member Advisory Board representing owners and tenants within the development area. In addition to this group, which was required under the Act, the Corporation established a nine-member Community Advisory Group composed of persons representing a wide range of community interests.

The final result of this intensive planning effort was the development plan transmitted on March 19, 1974 to the Mayor/Commissioner of the District of Columbia and the Secretary of the Interior for the 90-day review periods specified under the Act. The District Government held three community workshops on the proposed plan prior to a public hearing on May 18, 1974, at which approximately 50 different individuals, businesses, organizations and agencies presented their views. A coordinated review was conducted by District Government agencies and comments were received from the National Capital Planning Commission, the Commission on Fine Arts and the Joint Committee on Landmarks.

After assessing these viewpoints, the Mayor/Commissioner transmitted his recommendations to the Corporation on June 16, 1974. At the same time, the Secretary of the Interior transmitted his recommendations, as custodian of the Pennsylvania Avenue National Historic Site. These recommendations were officially received by the Corporation at its June 25, 1974 Board of Directors meeting, along with position

papers by the Owners and Tenants Advisory Board and the Community Advisory Group. The Corporation's staff then began an extensive series of meetings with representatives from the District Government and the Interior Department in an effort to resolve issues raised by their official reviews. Substantial agreement was reached on almost all issues.

In accordance with the National Environmental Policy Act of 1969 the Corporation conducted an assessment of the environmental impact of the proposed plan. A Draft Environmental Impact Statement was transmitted to the Council on Environmental Quality on May 3, 1974, and circulated widely to government and private organizations, and to individuals expressing an interest in the effect of the plan on the environment. On the basis of some 25 formal comments received on the Draft Statement, a Final Environmental Impact Statement was prepared and transmitted to the Council on Environmental Quality in September for a 30-day circulation period.

The final plan to be presented to Congress is the product of an extensive process of study, consultation, cooperation and negotiation. The process has not been easy. Pennsylvania Avenue, because of its great importance to the City and its symbolic importance to the nation, is inevitably a focus of controversy and concern. However, out of the process has come a close consensus on a plan to rebuild the Avenue, based upon a realistic assessment of the kind of development that is likely to occur over the next decade and a sensitive balancing of local interests with the national importance of the Avenue.

# Chapter Two

## The Pennsylvania Avenue Plan - 1974

### I. GOALS AND OBJECTIVES

The plan is intended to provide for the development of Pennsylvania Avenue as a vital part of downtown Washington, as the symbolic ceremonial way between the Capitol and the White House and as a link between the governmental city and the private city.

For many years the northern edge of the Avenue has been deteriorating. Once a lively center of activity for residents and visitors alike, it has declined in importance and today is a drab and depressing place. Since the construction of the Federal Triangle in the 1920's and 1930's the Avenue has become a barrier between the downtown and the Mall. This pronounced separation of functions, coupled with neglect by both public and private interests, has made the Avenue one of the shabbiest and least interesting of the world's main thoroughfares. Any attempt to reverse this decline will require a significant effort by both public and private sectors, with the government leading the way in order to demonstrate its commitment to private developers.

The following objectives formed the basis for planning in the Pennsylvania Avenue area:

- Reinforcing the Avenue's unique role as the physical and symbolic link between the White House and the Capitol. The Avenue must serve not just as a backdrop for parades, but should become the "main street of the nation".
- Making the Avenue function as a bridge, not as a barrier, between the monumental Federal core to the south and the city's downtown to the north. The functional segregation of the north and south sides must be minimized by making it easier for people to cross from one side to the other and by giving them a reason to do so.

- Transforming the Avenue into an attractive and pleasant place for residents and visitors alike. The physical setting must accommodate the varied needs of all the people who use it—offering comfortable places to stroll, rest, sit and talk, eat and shop.
- Providing a mixture of commercial and cultural activities along the Avenue that will attract a wide variety of people and stimulate street life. Interesting and diverse social and cultural activities can be every bit as important as the physical environment in attracting people to the area.
- Bringing people back to live along the Avenue. Around-the-clock residents will help both to keep the area alive after the workday is over and also to support a greater variety of commercial activities.
- Introducing, on currently under-utilized land, new buildings representative of the best contemporary architectural and planning concepts. New buildings, however, must complement and enhance the existing urban fabric.
- Maintaining a sense of historic continuity and evolution by preserving buildings representative of different eras and styles. This tangible evidence of the Avenue's development and change in use and scale will provide a link with the past that is too often lacking in large scale, post-war redevelopment plans.
- Bringing new economic life—jobs, shopping and business opportunities—to the Avenue while reinforcing existing activity both on the Avenue and in the adjacent downtown area.
- Reducing hardships to existing businesses by staging development carefully and by providing

effective relocation benefits. Although significant redevelopment is accompanied inevitably by some dislocation, every effort must be made to assure that existing businesses have an opportunity to participate in redevelopment along the Avenue.

- Insuring that minority businesses and workers have an opportunity to share in the benefits that will occur as a result of redevelopment. It is essential, in a city with the highest percentage minority population of any major urban center in the United States, that the Corporation assess the impact of the plan on minority interests throughout the development period and take positive measures to assure full minority participation in activities and benefits that result from plan implementation.
- Enhancing the city's tax base through more intensive use of land in this prime location.
- Structuring an overall development program that can be implemented in a timely fashion consistent with overall market demand in the area.

Many of these objectives have been addressed directly in the proposed development plan. Others, however, depend more upon the way in which the project is executed. This is true of two particularly important objectives—providing the liveliest possible mixture of business and cultural activities, and assuring full participation of minority interests in development programs.

Recognizing that interesting activities are as important as the physical environment along the Avenue, the Corporation will continue to study the kinds of activities that are needed along the Avenue and will undertake a positive program to bring these activities to the Avenue as development proceeds. The Corpo-

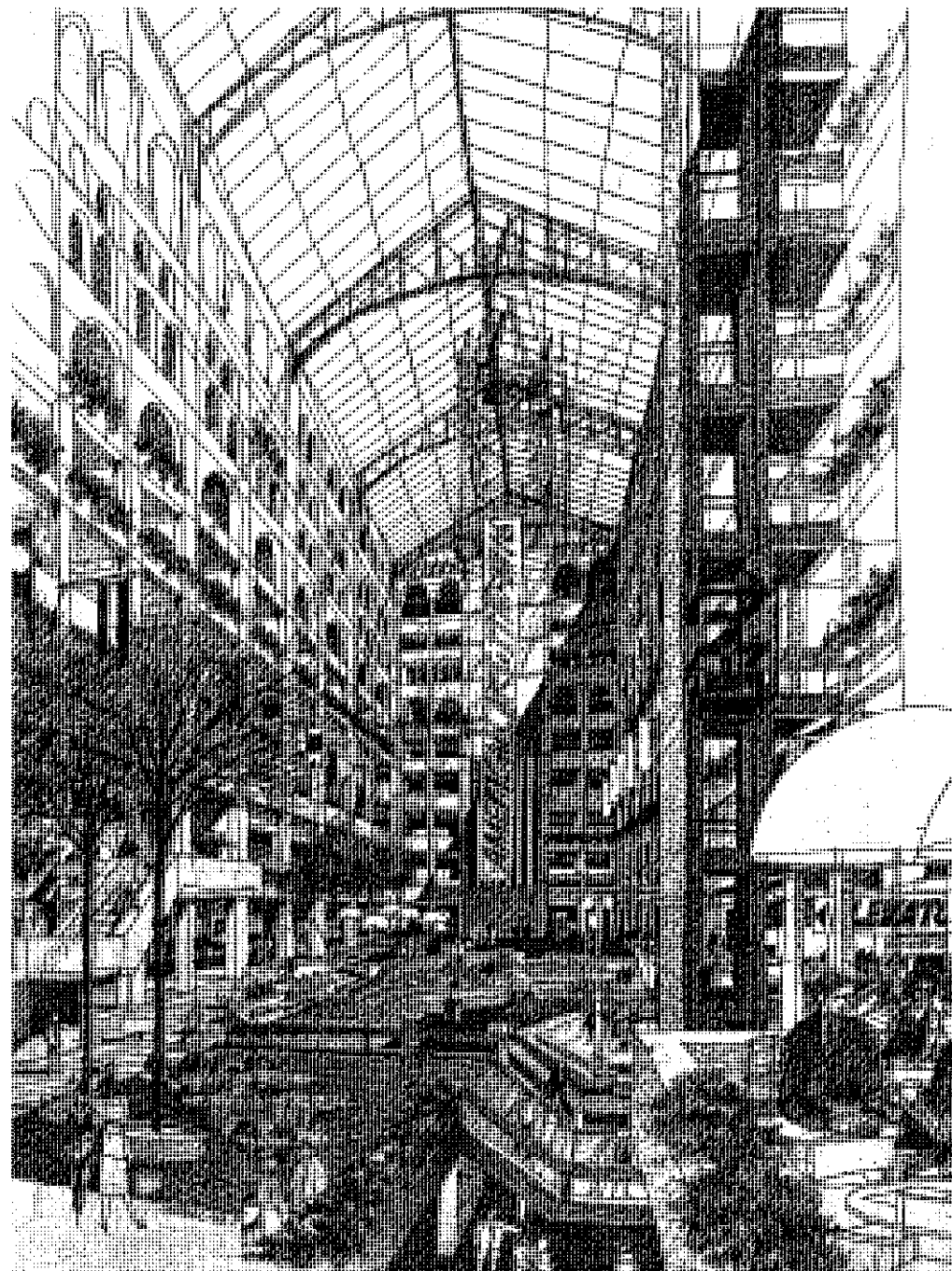
ration will also continue to provide the fullest possible information on its activities to the public and will establish appropriate procedures for involving citizens and area businessmen in discussions of detailed elements of the plan as they are being developed.

Minority businesses and workers must be able to share in the benefits of the plan as it is implemented. To this end, the Corporation will take positive measures to assure full minority participation. The Corporation will work closely with Federal and District agencies and concerned private organizations, as well as comply with applicable equal opportunity laws and regulations. On its own projects, the Corporation will adhere to policies of minority hiring and will encourage the participation by minority contractors in construction work. For projects that are to be undertaken by private developers, the Corporation will urge minority entrepreneurs to propose and assume projects. Non-minority developers will be encouraged to utilize minority firms and workers in the construction of their projects.

Fortunately, planning for the Avenue occurs at a time when other substantial improvements are underway both in downtown Washington and within the Federal enclave. Major METRO lines are under construction within the downtown and some segments should be complete by the 1976 Bicentennial. Plans have been developed to convert portions of F and G Streets, the retail core of the city, into pedestrian malls. Several urban renewal sites around major subway stops have been assembled by the D.C. Redevelopment Land Agency and offered for development. Construction is underway on the National Visitor Center at Union Station. Major new government offices are scheduled to open this year, including the F.B.I. and U.S. Department of Labor buildings.

In addition to this activity in the downtown core, substantial improvements are being made in the area south of the Avenue. One new museum, the Hirshhorn Museum of Art, has already opened, and another, the National Air and Space Museum, is scheduled to be open by the Bicentennial. Two other museums are also under way, the National Gallery East Building and the National Sculpture Garden. New trees and landscaping are being added to the Mall, and a large reflecting pool has been built at the

Proposed Conversion of the Enclosed Courtyard in the Old Post Office Building (Sketch by James Sandell of Arrowstreet, Inc., Cambridge, Massachusetts)



# VICINITY PLAN

# G51

SCALE: 1" = 100'

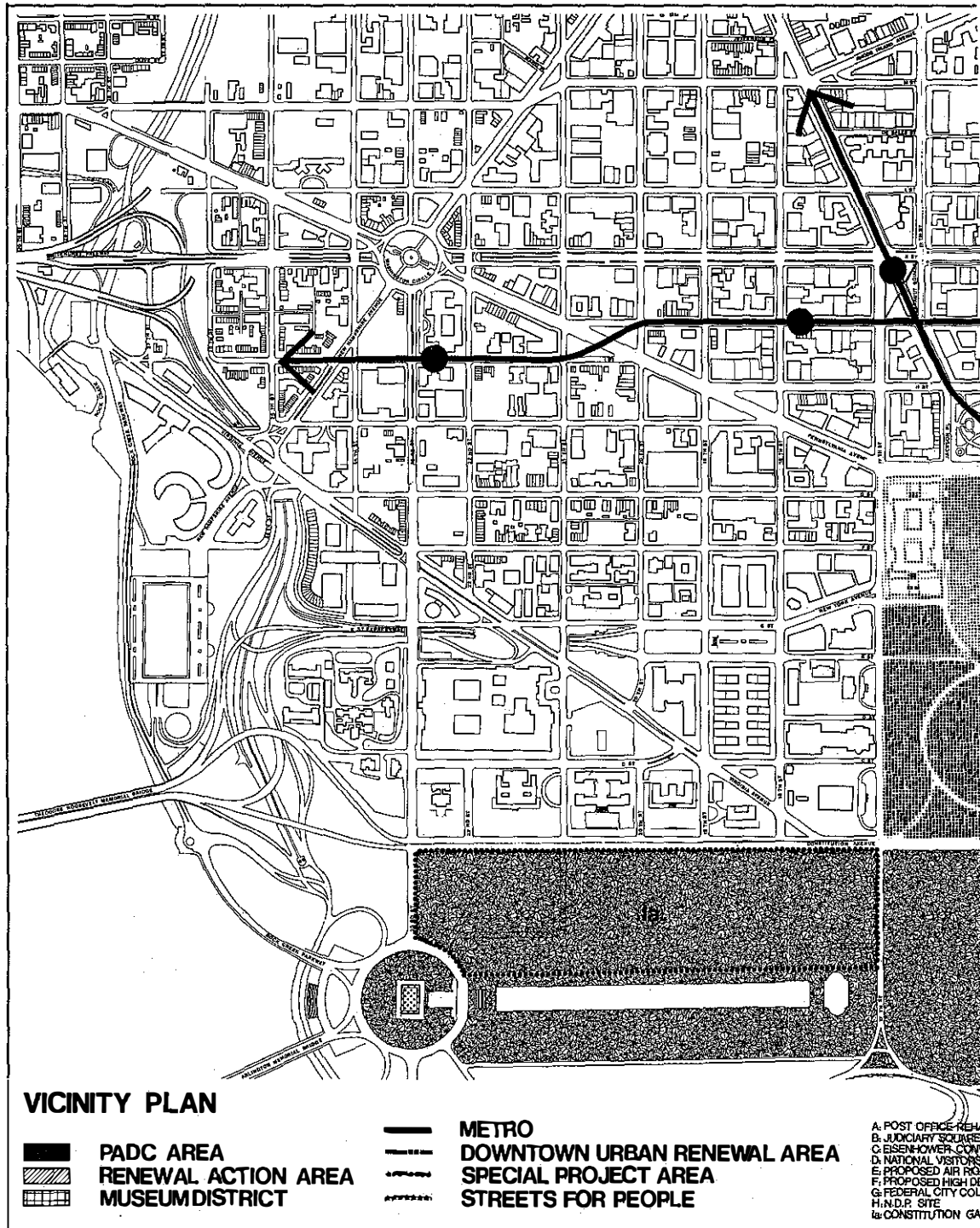
The base map was prepared by the School of Architecture, University of Maryland and Professor J. R. Passonneau.

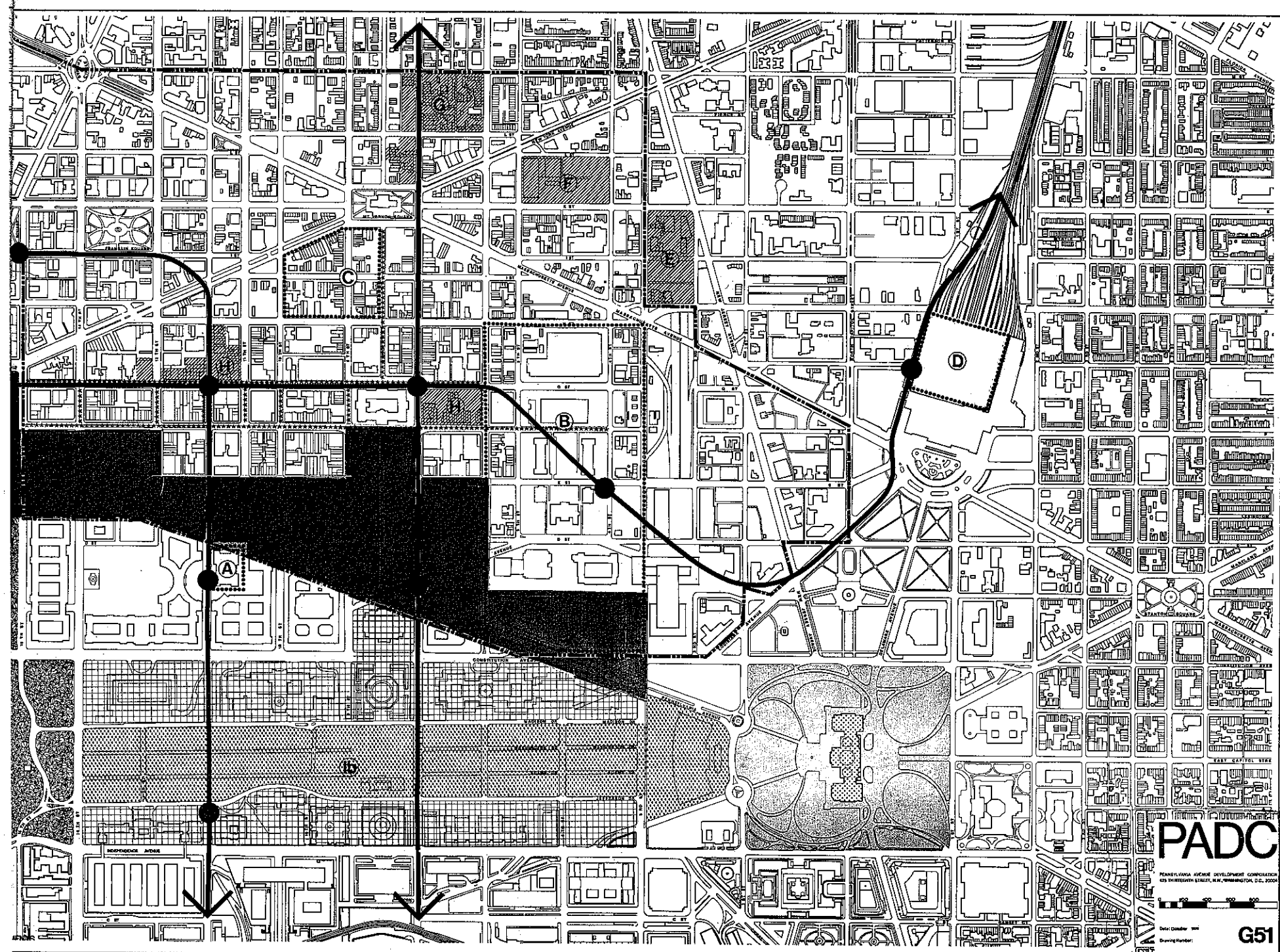
foot of the Capitol. The National Endowment for the Arts has proposed restoring the Old Post Office Building within the Federal Triangle and using it as a unique cultural center providing space for the Endowment's headquarters, local cultural activities, restaurants and shops. Finally, the District of Columbia government would like to erect a new building along Pennsylvania Avenue on a plot of land now used as a parking lot, adjacent to the existing District Building.

Taken all together, these changes herald a revitalization of downtown Washington and the development of the Mall area as the nation's greatest museum complex. Redevelopment of the Avenue should reinforce these changes and play a pivotal role in transforming the core of the city into a dynamic center of economic, social and cultural, as well as government activity.

## II. GENERAL DESCRIPTION OF DEVELOPMENT PLAN

The land uses proposed in the plan include both uses currently found along the Avenue and new uses that are intended to make the area a center of around-the-clock activity. (See Land Use Plan) The Avenue itself would be enhanced both by special landscaping and lighting and by providing a continuous frontage of retail activity along its north side. Office and hotel uses would dominate in the western portion of the development area, consistent with its location near the business and banking heart of the City. The eastern portion would be the location of a new residential community. Although this area has been predominantly commercial for many years, a major change in land use is considered essential for several





**PADC**

PAENSILOVA AVENUE DEVELOPMENT CORPORATION  
425 THIRTEENTH STREET, N.W., WASHINGTON, D.C. 20004



Date: October 1988  
Drawing Number: **G51**

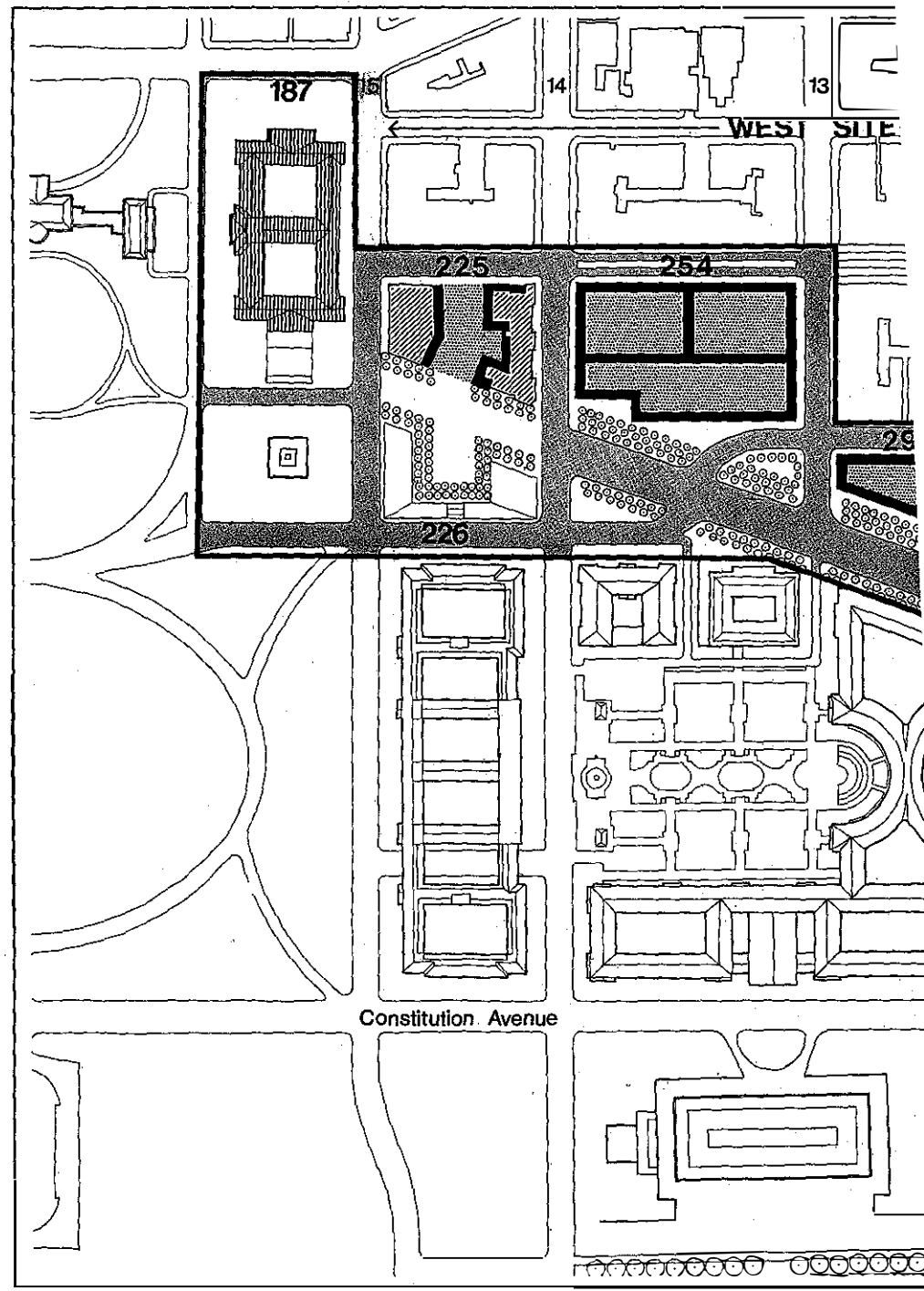


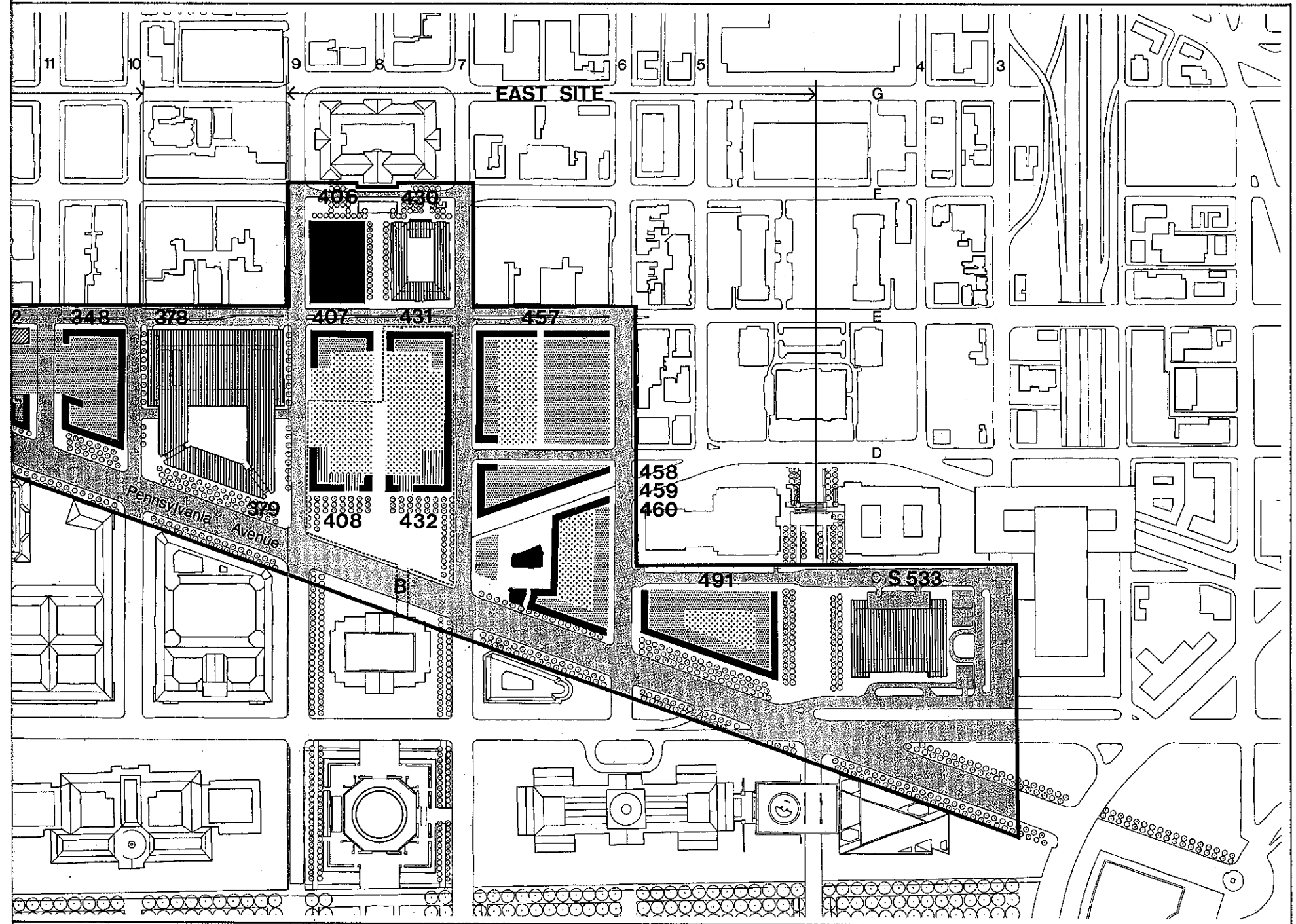
# LAND USE PLAN

SCALE: 1" = 200'

-  HOTEL
-  RESIDENTIAL
-  OFFICE
-  RETAIL
-  GOV'T./INST'L.






## G52





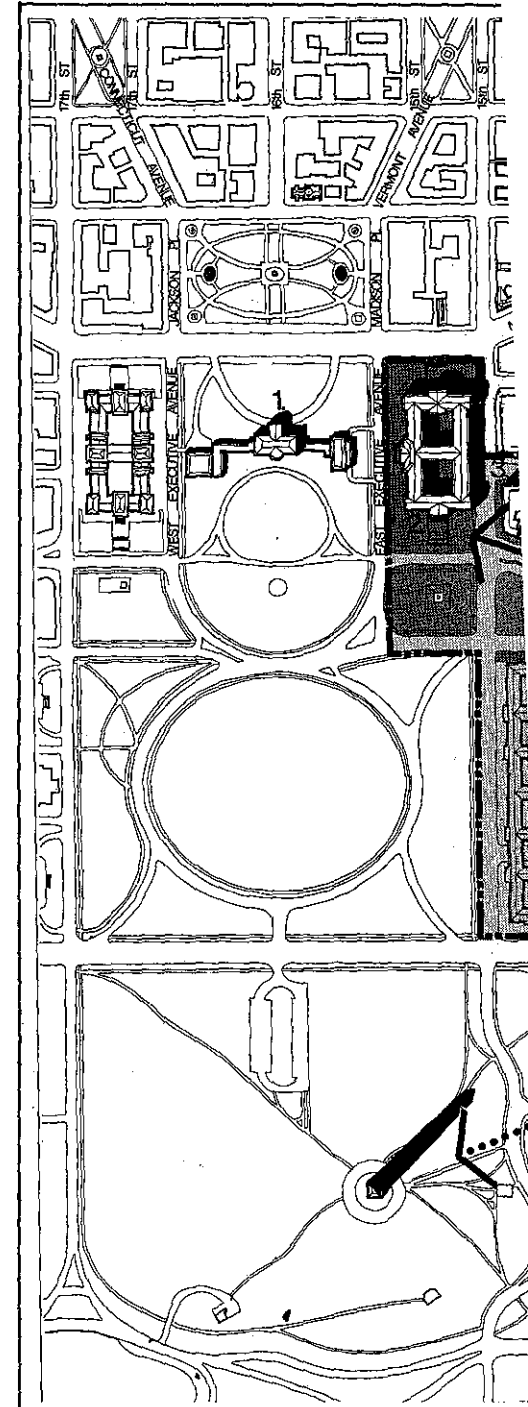
# LANDMARKS

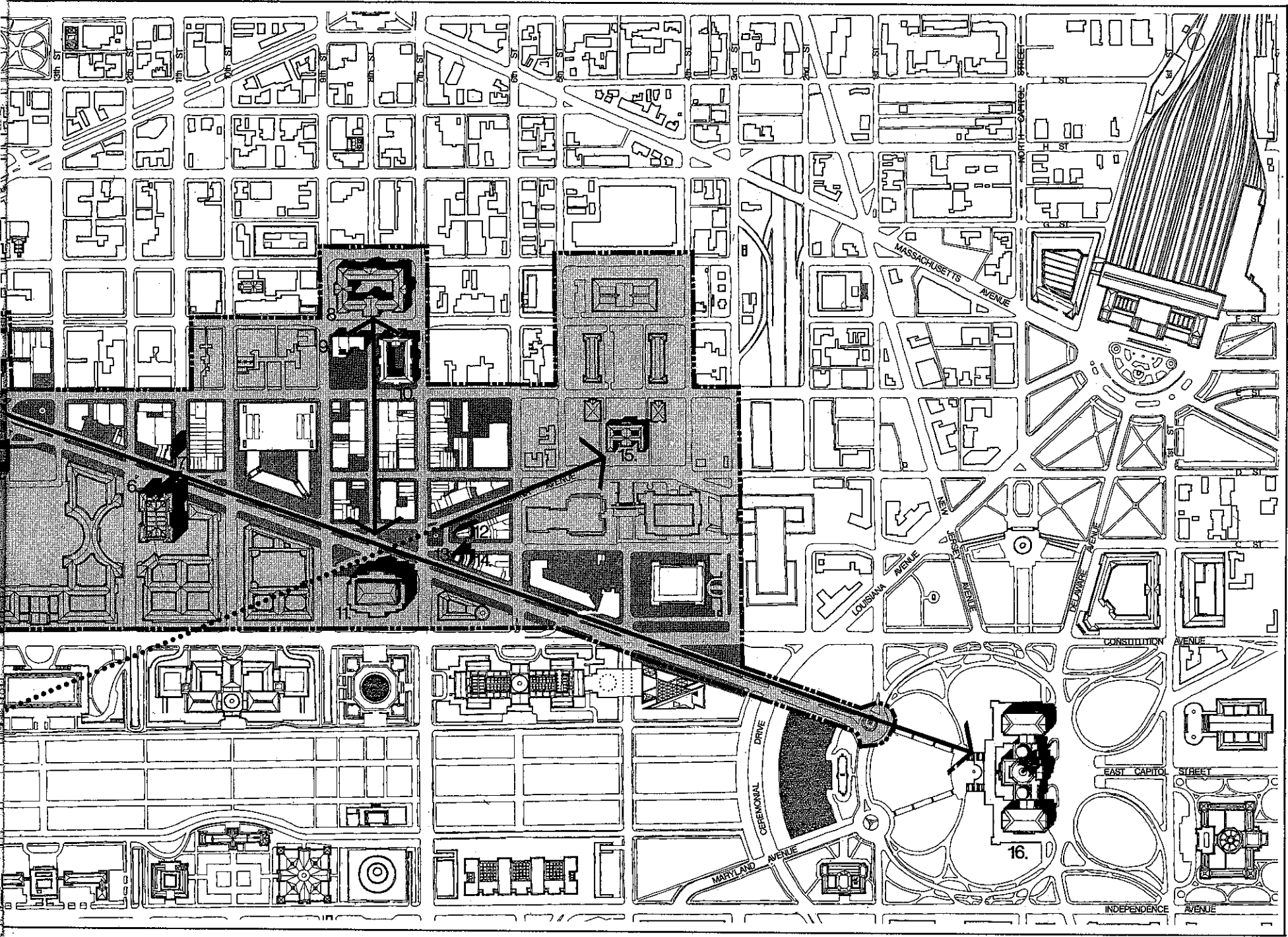
SCALE: 

-  LANDMARK BUILDING
-  PADC AREA
-  PENNSYLVANIA AVENUE HISTORIC DISTRICT
-  VISTA
-  INTERRUPTED VISTA

- |                              |                           |
|------------------------------|---------------------------|
| 1. WHITE HOUSE               | 9. 800 BLOCK F STREET     |
| 2. TREASURY                  | 10. TARIFF COMMISSION     |
| 3. WASHINGTON HOTEL          | 11. ARCHIVES              |
| 4. WILLARD HOTEL             | 12. BANK OF WASHINGTON    |
| 5. DISTRICT BUILDING         | 13. CENTRAL NATIONAL BANK |
| 6. OLD POST OFFICE           | 14. MATTHEW BRADY STUDIO  |
| 7. EVENING STAR BUILDING     | 15. CITY HALL             |
| 8. NATIONAL PORTRAIT GALLERY | 16. U S CAPTOL            |

G54





# ILLUSTRATIVE SITE PLAN

SCALE: 0 100 200 300 400 500

## G53

reasons. First, the total amount of land along Pennsylvania Avenue that is now zoned for office development cannot be marketed for that use in the foreseeable future. Second, there is a demonstrably strong market for housing downtown. Finally, the introduction of residents should help to make the area lively, attractive and safe.

These basic land uses would be provided through a combination of new development along with rehabilitation and retention of existing structures. All designated landmark structures would be retained and, if necessary, rehabilitated. (See Landmarks Identification Drawing) Many of the other older structures that have architectural merit but are of less than landmark quality would be retained, either by preserving them in place or by moving their facades to new consolidated locations. In addition, many existing buildings that have useful economic lives would remain. The plan, in summary, provides for a combination of the new and the old, rather than a total rebuilding of the Avenue. (See Illustrative Site Plan)

Following is a brief description of the major uses and the way in which they would be developed along the Avenue.

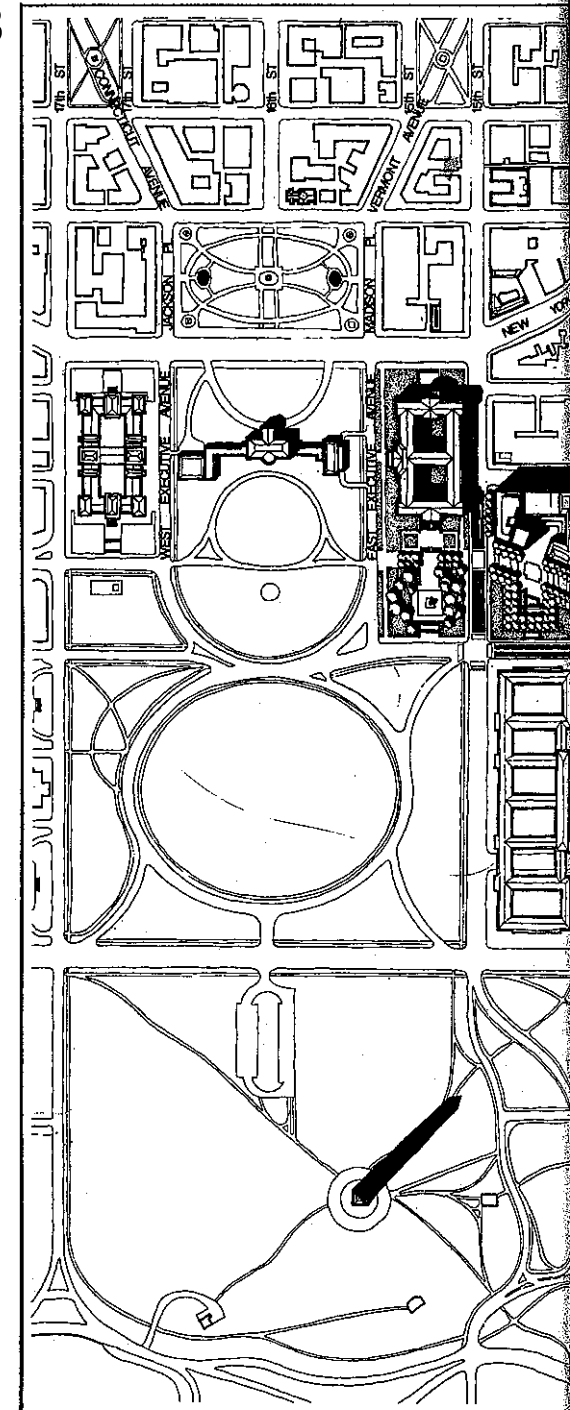
### A. Residential

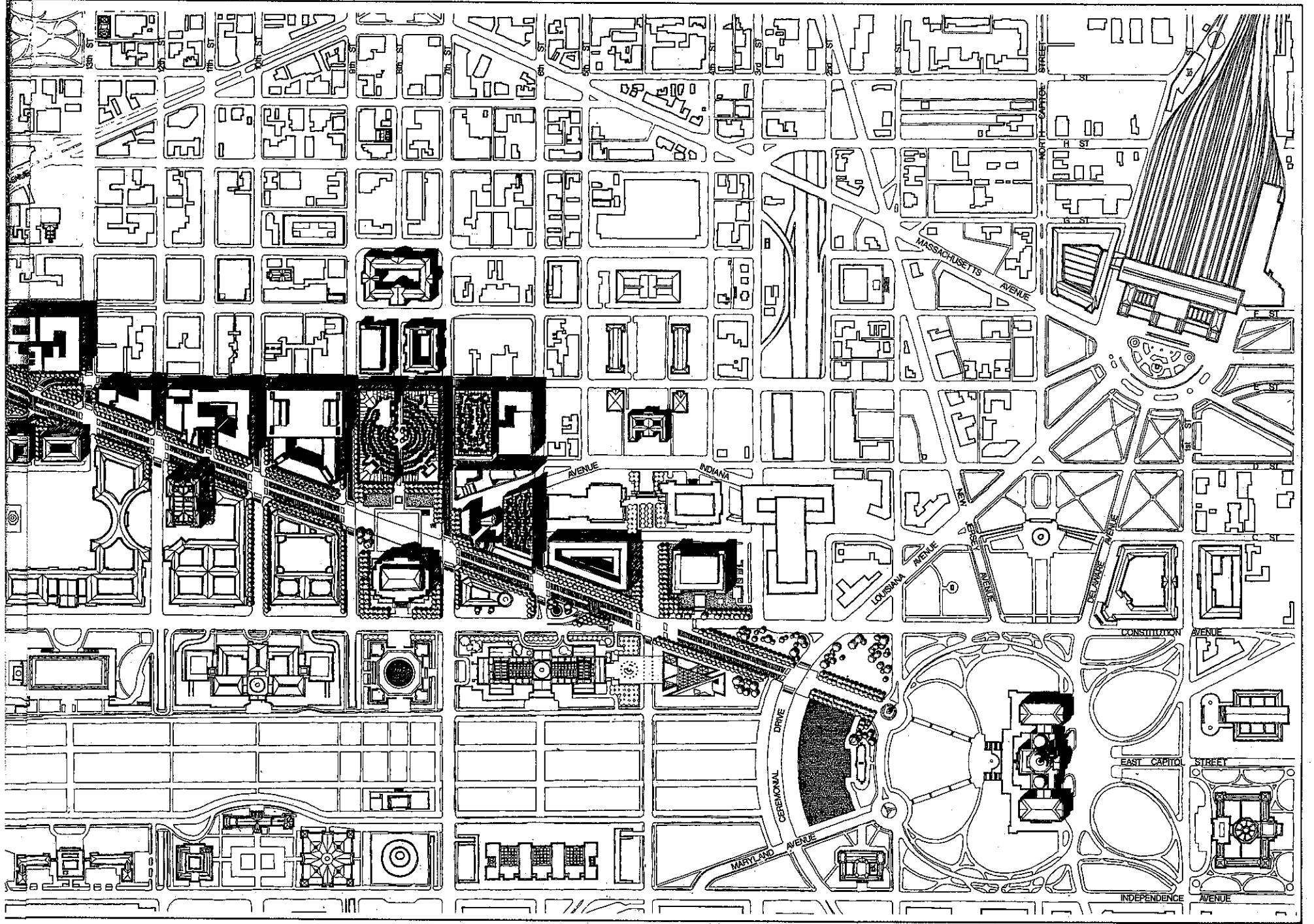
The housing development, which would be concentrated in the area east of the new F.B.I. Building, is designed to provide a unique and model in-town living environment. This area today is a mixture of vacant lots, a few new high rise office buildings

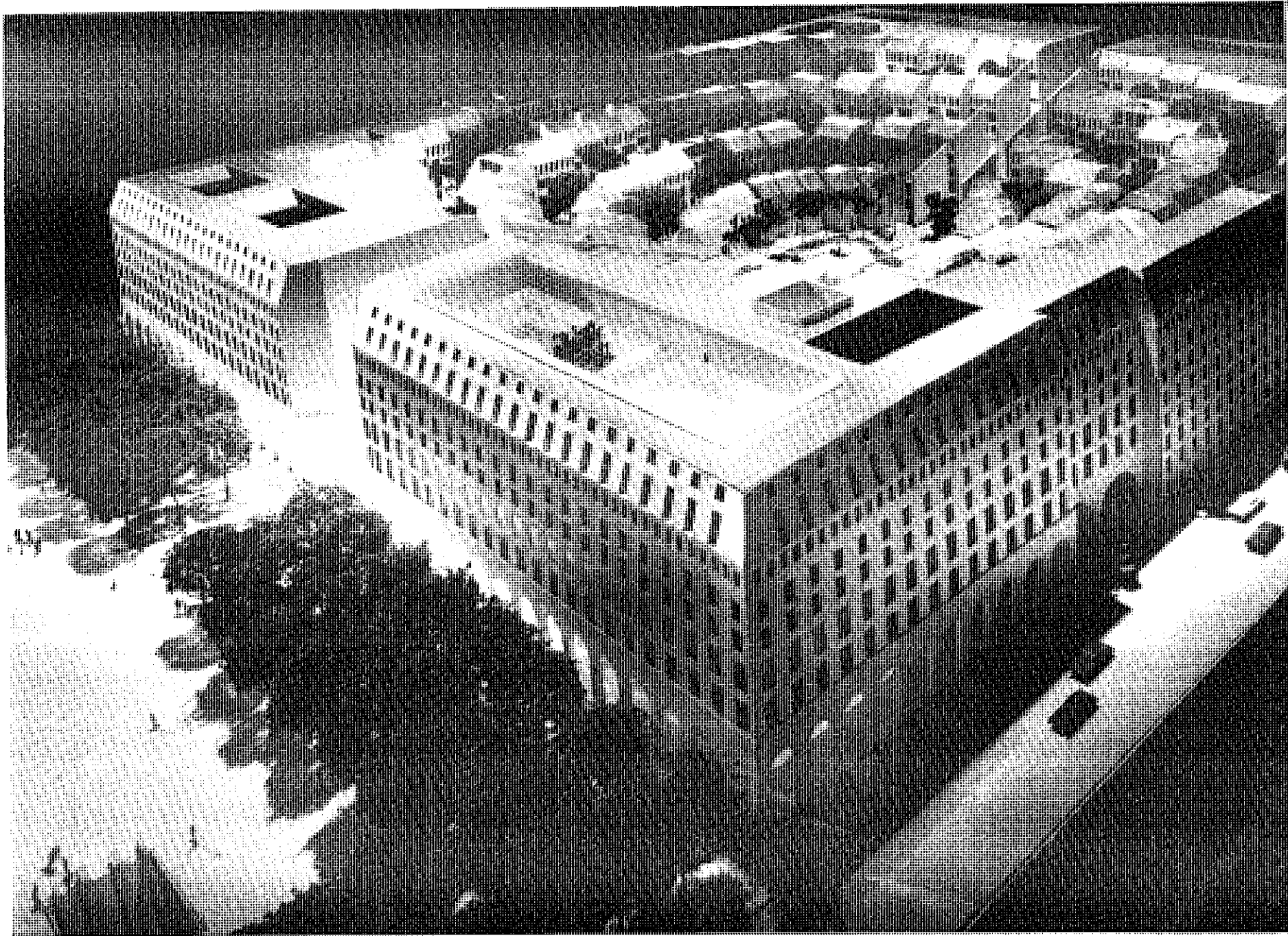
erected during the 1960's and leased to the government, and a large number of low-scale commercial buildings erected during the 19th and early 20th Centuries. This stretch of the Avenue was once the City's commercial center, but it has long since been eclipsed by the retail concentration along F and G Streets.

The Corporation recognized that successful residential development would require the creation of a substantial and unique community that could attract people long accustomed to thinking of downtown Washington as a place to work and shop, not as a place to live. In order to achieve this objective, the plan, prepared with the assistance of the Corporation's housing consultant, Hugh Newell Jacobsen, proposes a special configuration of high density residential and mixed uses, presenting a downtown city scale on the perimeter and an intimate, town-house scale on the interior. The high structures on the perimeter would not only relate in scale to the surrounding area, but would serve to buffer the residential units, lifting them up and away from street noise and providing good views for a maximum number of dwellings.

The major housing development would be concentrated in a four-block area between 7th and 9th Street, E Street and Pennsylvania Avenue. Viewed from the Avenue, the structure would rise 110 feet, with arcaded ground floor retail space, several stories of office space and at least four stories of housing. Inside the block, the housing would be arranged in two-to-four-story tiers flanking interior open air walkways and stepping down to ground level at the







View of Proposed Housing between 7th and 9th Streets

**Proposed Housing Program**

Rental:	%	No.	Size	Monthly Rent*
Efficiency	50%	250	550 sq. ft.	\$275.00
1-Bedroom	39%	195	750 sq. ft.	\$325.00
2-Bedroom	11%	55	1,000 sq. ft.	\$500.00
Total	100%	500		
Sales:	%	No.	Size	Sales Price*
Efficiency	14%	140	650 sq. ft.	\$32,500
1-Bedroom	55%	550	850 sq. ft.	\$41,560
2-Bedroom	21%	210	1,200 sq. ft.	\$56,400
3-Bedroom	10%	100	1,350 sq. ft.	\$62,100
Total	100%	1000		

\*Prices reflect January, 1974 dollars.

center of the block. Parking would be provided under the stepped housing within the structure. Thus, from the outside, a person would see a building in scale with its surroundings, with lively street activity in front of shops, restaurants, and offices. Inside, wherever a person stood, he would see a low-scale residential neighborhood, with landscaped walkways giving direct access to apartments and townhouses, with parking out of sight but only a short walk or elevator ride away.

Although the housing units would be grouped in low-rise structures, the overall density would be high—about 130 units per acre, which is double the average residential density of the Southwest Urban Renewal Area. Despite the density, the housing would have a quality of spaciousness that is not available in standard elevator apartment buildings. Most of the units would have private patios, and all would have direct access to landscaped walkways, providing strolling and play areas free from automobile traffic.

Additional residential development would be provided in the area east of 7th Street. Because of substantial number of existing buildings—both new office structures and older buildings with architectural merit—are proposed for retention in this area, the basic housing development pattern would vary. In instances where a sufficient land area is available, the

same basic pattern would be employed. In other instances, constricted sites will dictate more conventional high rise housing patterns that would be filled in between existing structures.

In all, approximately 1500 residential units would be provided, about a third of which would be rental and two-thirds for sale. Most of the units would be small (efficiencies and one-bedrooms), with rental and purchase prices aimed at households with annual incomes ranging from \$15,000 to \$35,000. These prices reflect current costs for private high density residential development at close-in locations. In order to provide an opportunity for lower income households to live in the project, the Corporation will request Federal subsidy funds for up to 250 units. These units would be made available to households meeting the eligibility criteria of Sections 235 and 236 of the National Housing Act or successor acts. The Corporation will consult with the District of Columbia government on the administration of these low and moderate income units.

**B. Office**

Most of the land under the Corporation's jurisdiction is now zoned for intensive office development. Despite the lack of activity in recent years, the Corporation's economic development consultants,

Gladstone Associates, are confident that new office construction can be attracted to the area. Several factors contribute to this renewed potential. First, there are fewer and fewer sites available for office construction in the "new downtown" area centered around Connecticut Avenue. The high cost of these remaining sites, along with growing community opposition as office buildings encroach upon established residential neighborhoods, should help to attract office development into other areas. Despite its current state of decay, the Pennsylvania Avenue area offers a number of advantages. It is well served by public transit—both bus and, in the near future, METRO. Major public investment has already occurred in the area, most importantly the almost completed F.B.I. Building. Finally, improvements proposed as a part of the Pennsylvania Avenue Plan will result in a major upgrading of the appearance of the Avenue, reinforcing its importance as a center of activity for the City.

The area west of the F.B.I. Building was selected as the most likely location for new private office development to occur. Up to 3.2 million square feet of new office space could be provided over a 12 to 15 year period. The configuration of the office area provides a maximum amount of prestigious space on a relandscaped Pennsylvania Avenue. Developers would be allowed to build the full amount of office space permitted under the existing C-4 zoning and at the same time would be given considerable flexibility in the design and massing of their buildings. The Corporation and its market consultants are confident that, with the implementation of the plan, this space will become in every way competitive with the prestige office center around Connecticut Avenue and K Street.

Some office space would also be provided in the area east of the F.B.I. Building. Approximately 500,000 square feet could be developed in conjunction with the proposed residential complex. Another 500,000 square feet might be developed in the later stages of plan implementation on the block fronting on Pennsylvania Avenue between John Marshall Place and 6th Streets. This block, which is adjacent to the U.S. District Court and across the street from the National Gallery of Art, could be an attractive site for a "single use" building, such as a major institutional or corporate headquarters.



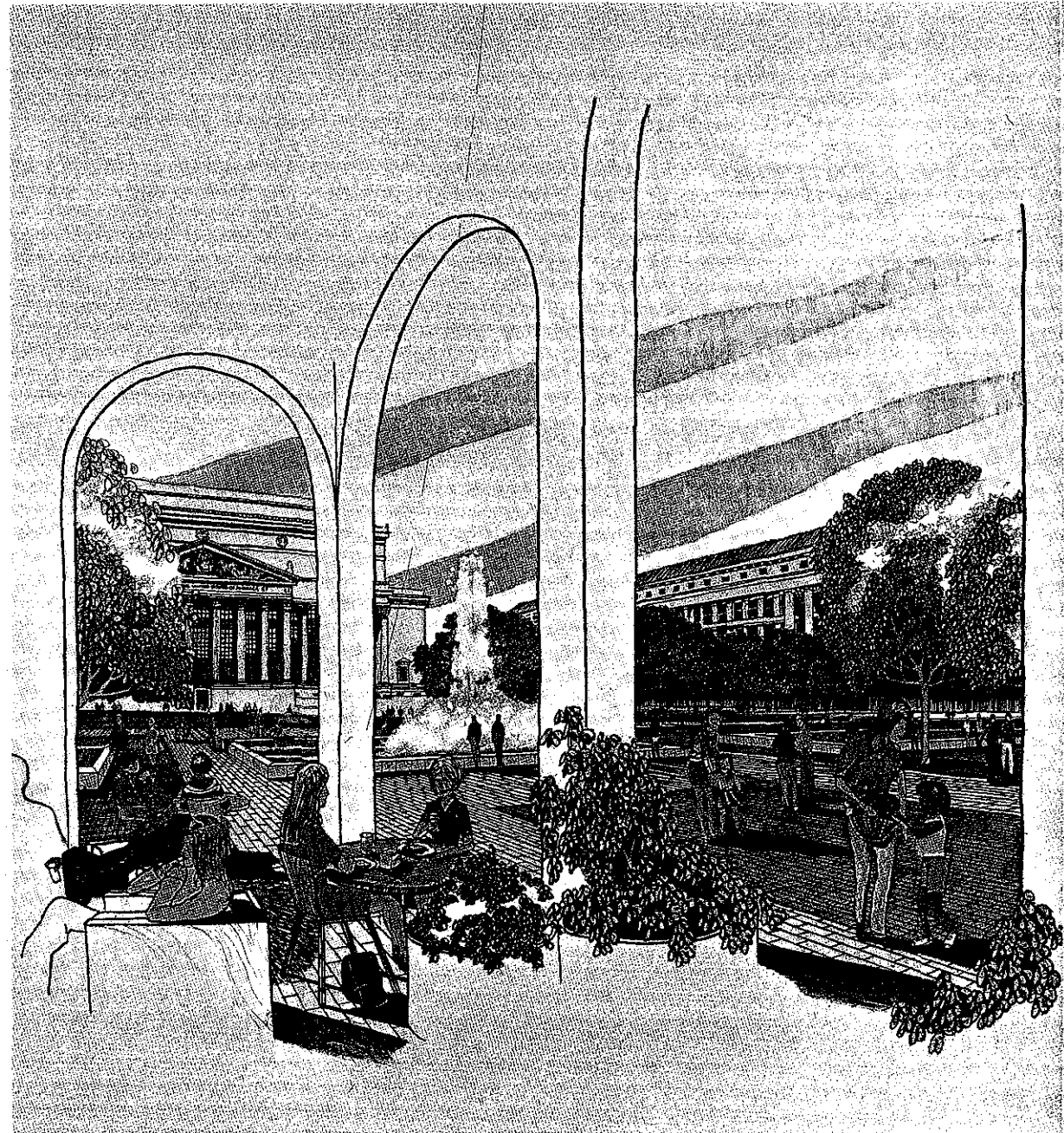
### C. Retail

Shopping facilities in the area would be designed to serve residents, visitors and office workers in a way that would strengthen retail activity where it is presently weak, without competing with the nearby downtown retail space on F and G Streets. This is to be done by consolidating and concentrating retail space in the project area. For example, expanded specialty and department store space would be provided on F Street between 8th and 9th Streets, strengthening the main downtown shopping street in this area. A small shopping plaza oriented towards tourists, office workers and residents is designed as part of the multi-use residential complex at Pennsylvania Avenue and 7th Street. This plaza would be across the street from the METRO stop at Market Square, and a special entrance could be provided, leading directly into the shopping area.

Ground floor commercial space would be developed throughout the area. In addition to the Pennsylvania Avenue frontage, retail space would be provided along E Street and along the north-south streets leading into downtown, especially 7th Street, which has long been a center of commercial activity. These retail establishments will help to assure continued vitality in the area, while enhancing the city's main retail core by drawing a steady stream of office workers and visitors north onto F and G Streets. The liveliest possible mixture of commercial uses will be encouraged, including restaurants, theaters, night clubs, art galleries, boutiques and specialty shops that naturally attract large numbers of users and stimulate street life.

A total of between 900,000 and 950,000 square feet of new retail space could be accommodated under the development plan. The new department store on F Street would account for 270,000 square feet, the shopping plaza at Pennsylvania Avenue and 7th Street would account for between 100,000 and 150,000 square feet, and the remaining space would be located on the ground floor of buildings throughout the area.

Every effort will be made to minimize the impact of development upon existing retail activity by providing a special relocation assistance program, described in Chapter 5, that goes well beyond the requirements of the present law. This program, which would include both interim relocation space for businesses



View of Market Square

and temporary rental assistance, is intended to keep as many existing businesses as possible in the area while permitting new development to take place.

#### D. Hotel

Although the Corporation would welcome more hotels in the development area, its market analysts indicate that the demand for additional hotel rooms over and above those already committed for the coming years is marginal. Therefore, the plan proposes only the retention of the Washington, the newer portion of the Harrington, the rehabilitation of the Willard and possibly a new hotel across from the National Gallery of Art. Altogether between 400 and 700 rooms could be added to the present hotel space inventory in the area. The rehabilitation of the Willard is urged for two reasons, even though it is likely to require governmental assistance to be feasible. First, it is a landmark building and second, hotel activity in this key location will help tremendously in the revitalization of the Avenue.

#### E. Public Spaces

The Avenue would be completely relandscaped and specially illuminated to establish its identity as the main street of the nation. Unified and distinctive paving surfaces, plant materials and lighting fixtures would be used to give the Avenue the visual cohesion it now lacks and to reinforce its unique location and function as the physical link between the White House and the Capitol. Sidewalks would be transformed into broad, tree-lined esplanades, giving pedestrians an inviting place to stroll. The canopy of trees will provide a natural setting for shops and restaurants, especially sidewalk cafes. The proposals have been developed with the assistance of Land Design Research (landscaping) and Evans and Hillmann (lighting).

The original width L'Enfant assigned to the Avenue was 160 feet, of which 80 feet was to be devoted to roadway, leaving 40 feet on either side for sidewalks. The Avenue is still 160 feet wide. However, a total of 107.5 feet is devoted to roadway and a total of 52.5 feet is given to sidewalks. The 25-foot sidewalk on the south side leaves room for only a single row of trees. The 27.5 foot sidewalk on the north side is

only sporadically landscaped. The wide expanse of roadway, along with the absence of pleasant sidewalk areas, contributes to the low volume of pedestrian activity along the Avenue.

Since the south side of the Avenue is lined with government offices, major pedestrian activity will naturally occur on the north side, which will be lined with shops and restaurants that attract large volumes of tourists, residents and workers. Making the north side a magnet for pedestrians will also help to draw people into the main downtown shopping core, especially tourists, who rarely venture away from the government precinct to the south. For this reason, a wider, more inviting pedestrian area would be provided on the north side.

Because of the heavy volumes of traffic that now use Pennsylvania Avenue, the roadway itself cannot be reduced significantly, at least for the foreseeable future. Thus, if substantial additional pedestrian areas are to be provided, it will be necessary to alter somewhat the original 160 foot width of the Avenue. Under the plan, the sidewalk of the Avenue's north side would be widened by 50 feet in areas where new construction would occur. The sidewalk would not be widened where existing buildings with historic and architectural value are to be preserved. The additional sidewalk space will provide room for a triple row of trees along much of the Avenue's north side. The south sidewalk of the Avenue would be widened by trimming up to 7.5 feet from the roadway and similarly landscaped, although there would only be room for a double row of trees.

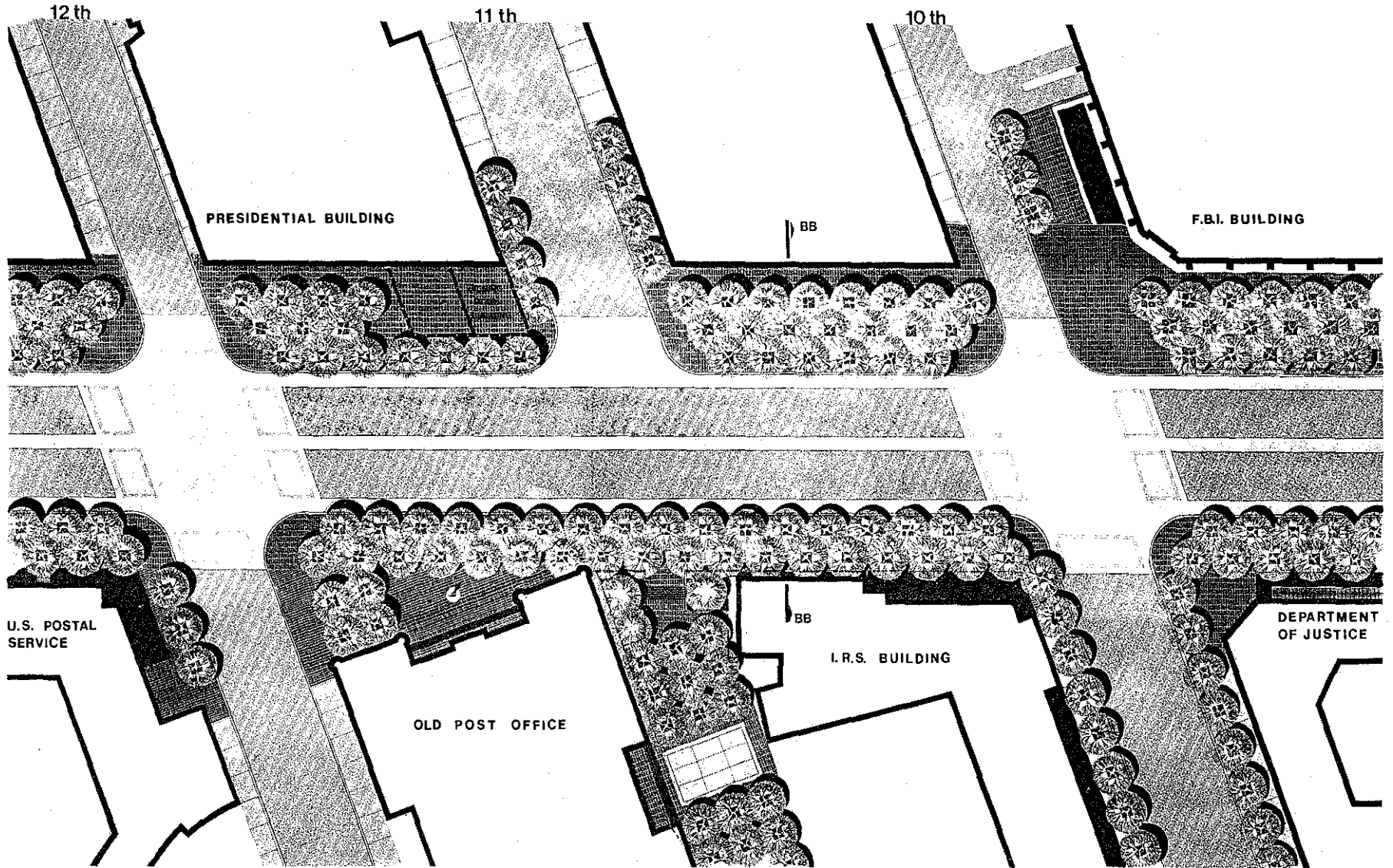
The treatment of the Avenue roadway is intended to make its broad expanse less of a physical and visual barrier than it is today. Two 11-foot outside lanes would be paved in different material than the inner lanes, and, if traffic conditions permit, reserved for exclusive bicycle and bus use. The different material would give the roadway a narrower feeling. In order to identify pedestrian crossing areas clearly, the special paving would also be used at intersections.

Lighting along the Avenue would achieve several important objectives. The street itself would be lit by a continuous row of bright fixtures, reinforcing the vista between the White House and the Capitol. Individual buildings, monuments, fountains and major landscaped areas would be specially lit to make

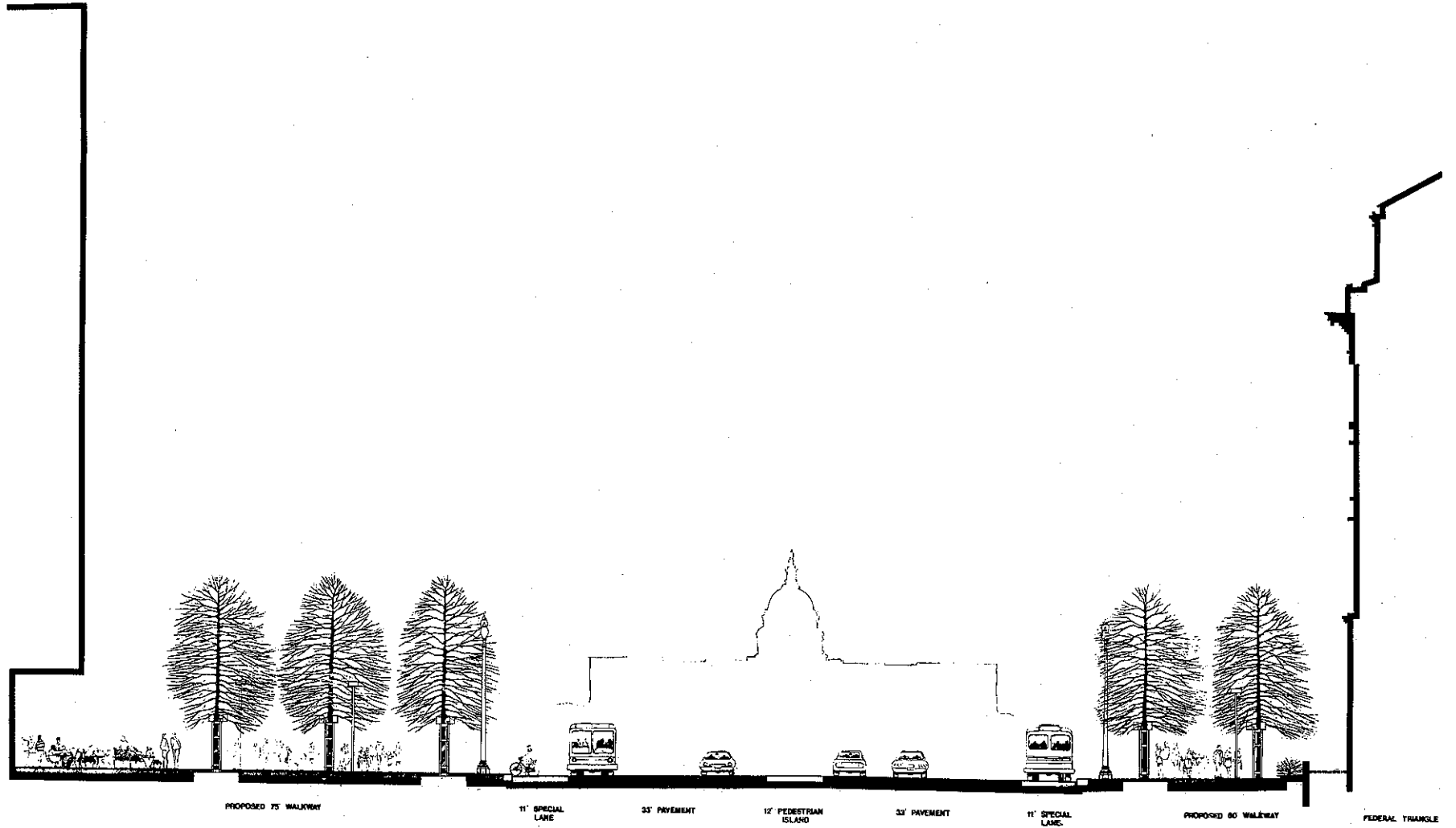
them stand out from their surroundings. Finally, pedestrian areas would be lit to a greater intensity than the street, enhancing pedestrian safety and thereby increasing night-time activity along the Avenue.

The overall effect of the landscaping and lighting proposals would be to give the Avenue a very special quality. Its double swath of green, brilliantly illuminated at night, would be not only a grand and dignified setting for ceremonial occasions, but also a lively center of activity for the people of the city and the nation to use, admire and enjoy.

Typical Avenue Landscaping Plan

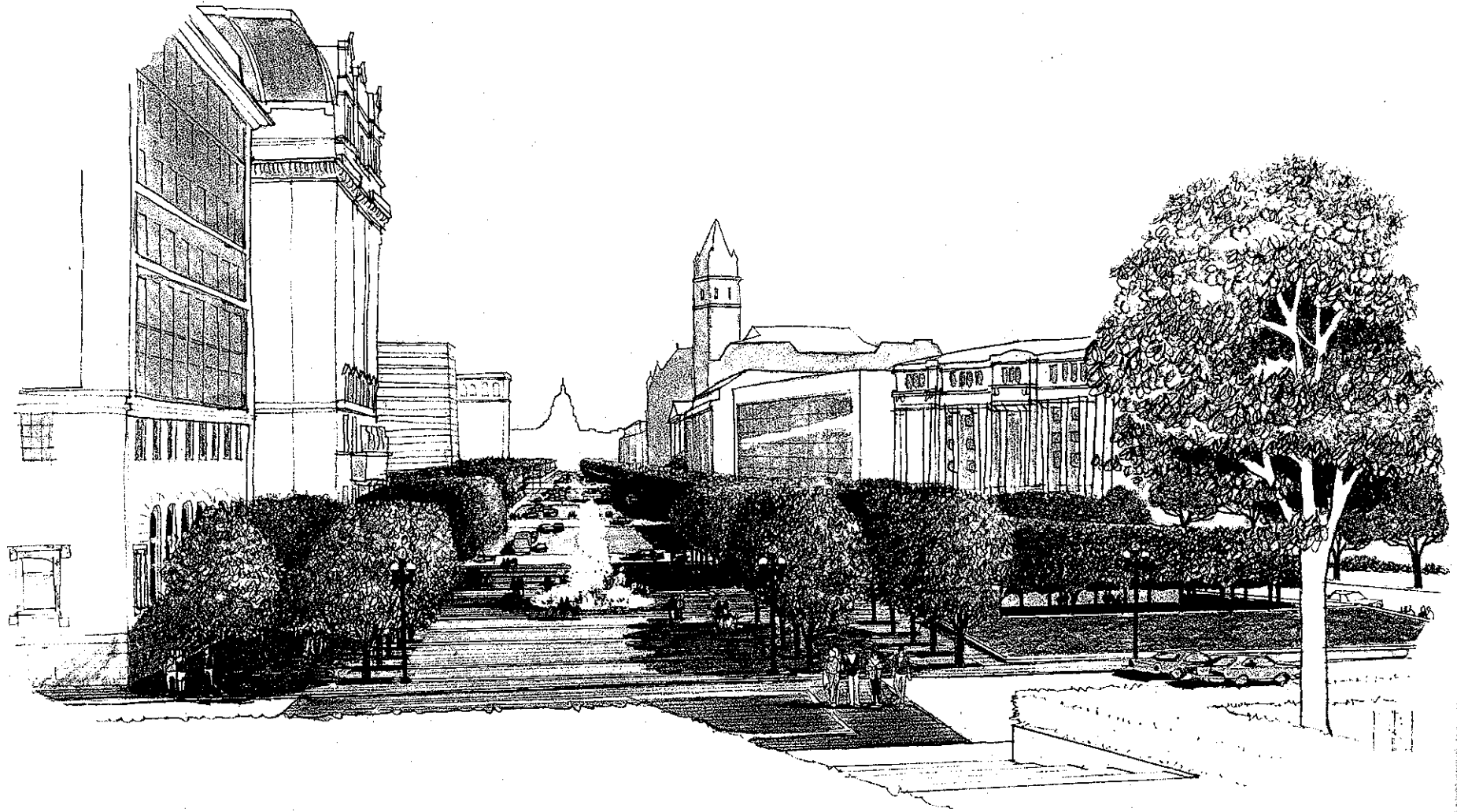


Typical Avenue Cross Section

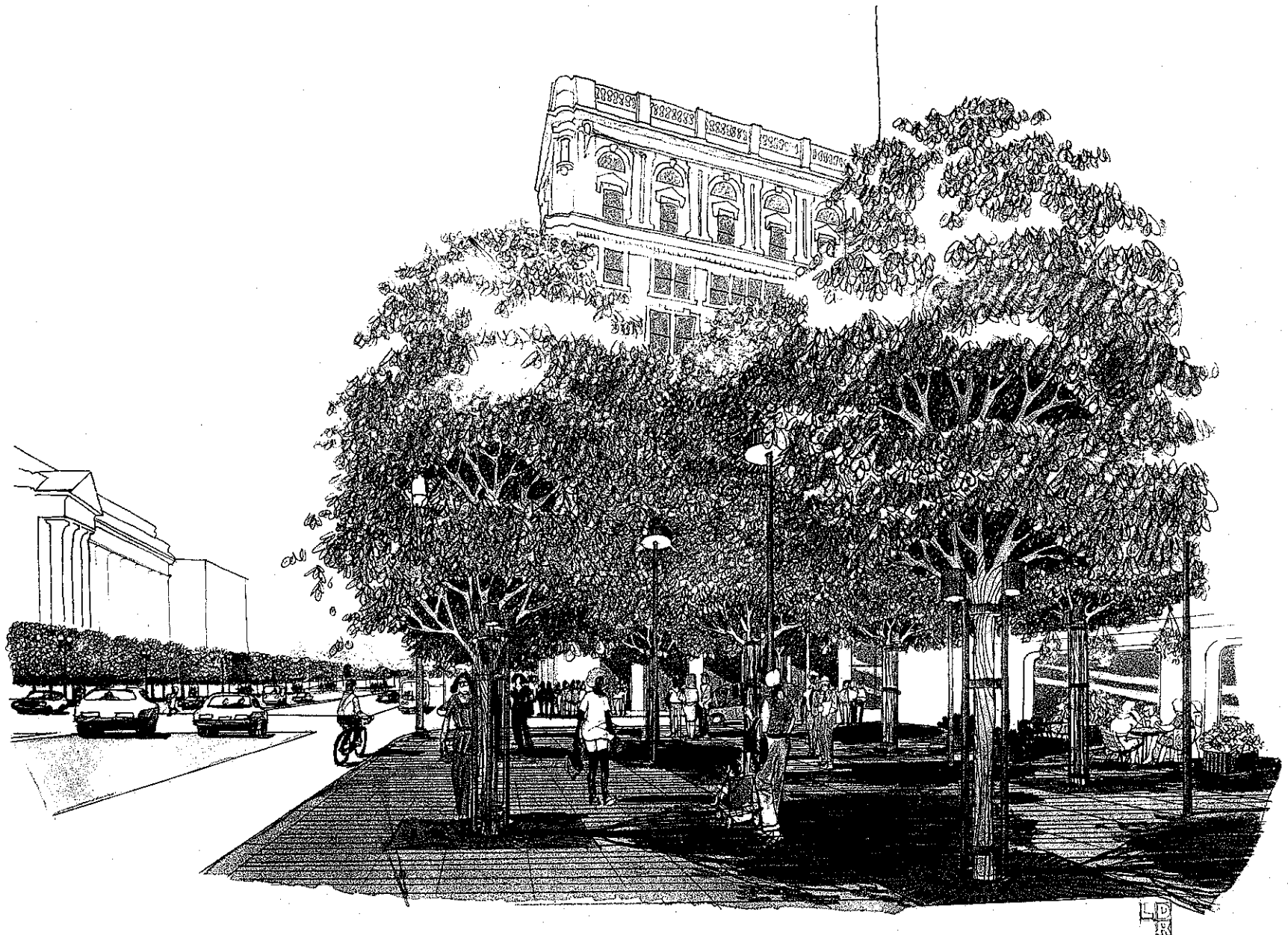


SECTION B-B



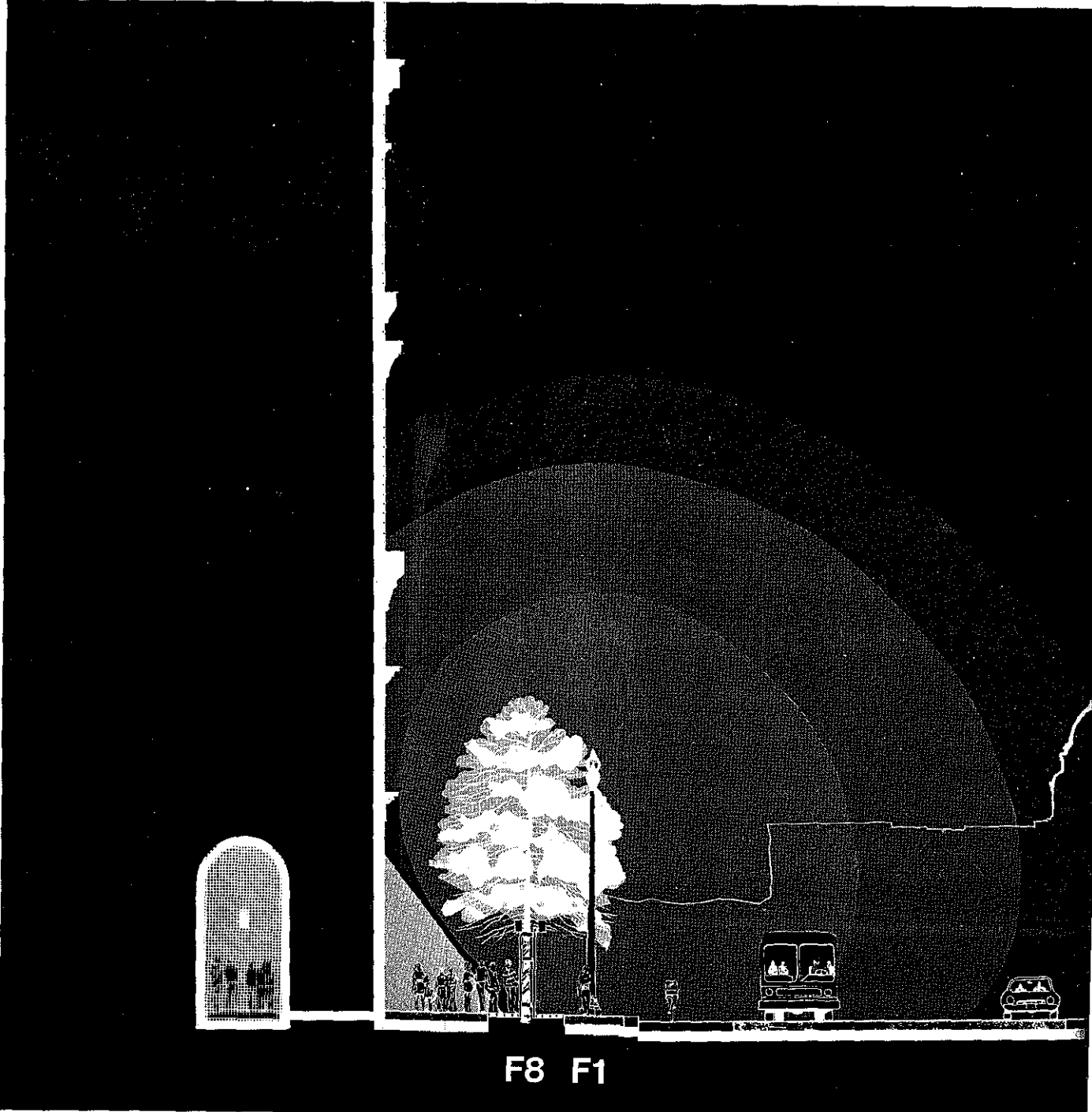


View Toward Capitol from Treasury Terrace



View of Widened Pennsylvania Avenue Pedestrian Promenade

TYPICAL  
LIGHTING  
SECTION



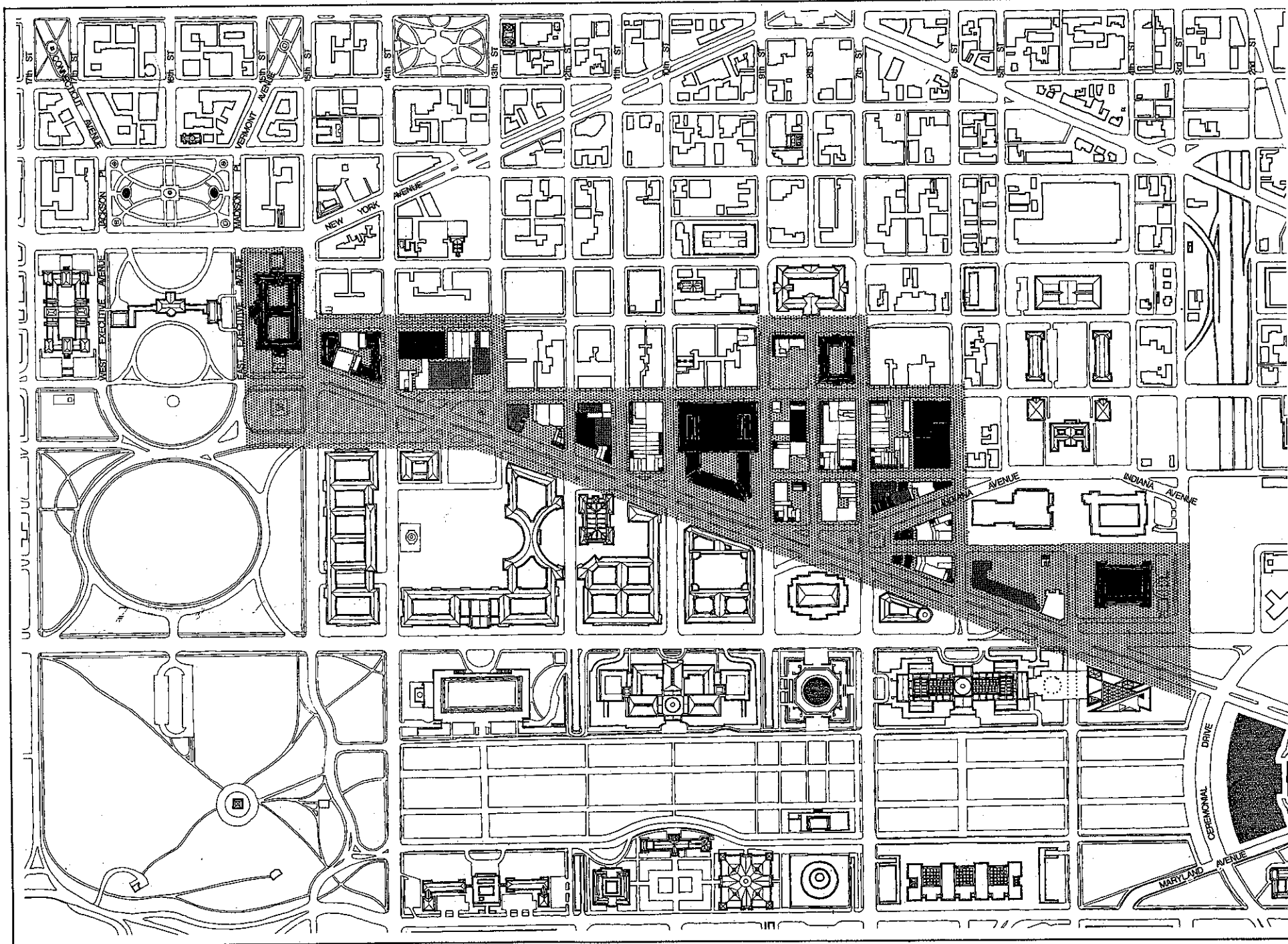


F1 F8

F6 F8

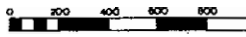




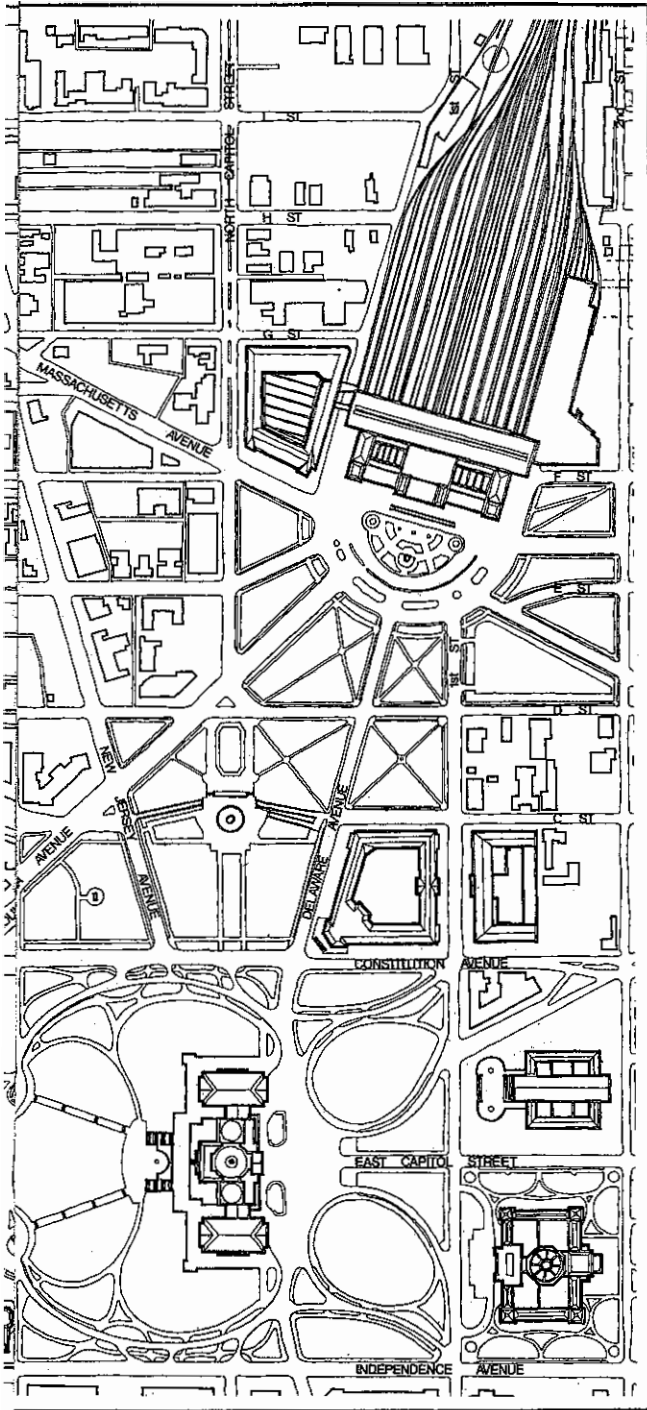


# BUILDING PRESERVATION PLAN

G55

SCALE: 

-  BUILDING PLANNED TO REMAIN
-  BUILDING MAY REMAIN
-  FACADES TO BE CONSIDERED FOR PRESERVATION



### III. BLOCK-BY-BLOCK DESCRIPTION OF DEVELOPMENT PLAN

Each block presented different problems that had to be resolved in determining the overall land use and site development plan. Although significant tracts of vacant or underutilized land are to be found within the development area, it is for the most part covered with buildings of varying sizes, styles and conditions. There are a number of substantial existing buildings that had to be accommodated within the development scheme, either because of their established historic or architectural merit or because of their economic value. Some blocks contain 19th and early 20th century buildings that are not landmarks, but have considerable architectural interest.

In general, three categories of existing buildings have been identified for special consideration, as illustrated on the Building Preservation Plan: (1) buildings that are planned to be retained in place, including landmarks and modern office structures; (2) buildings that may be retained but could ultimately be replaced by new developments or modified to conform with plan requirements and, (3) buildings of architectural

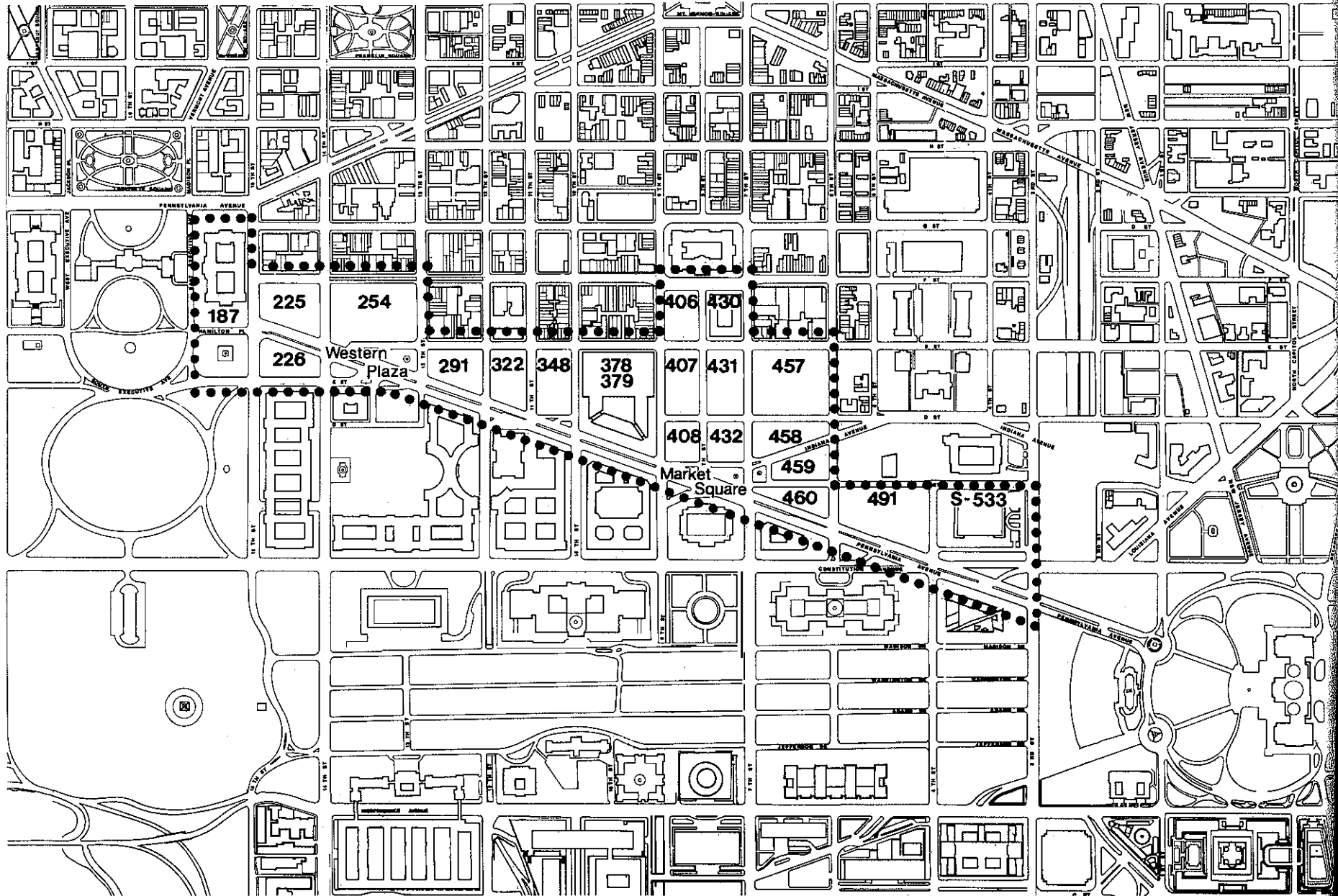
interest that are located in areas proposed for redevelopment, but will be given special consideration, either for preservation in place or possible facade relocation.

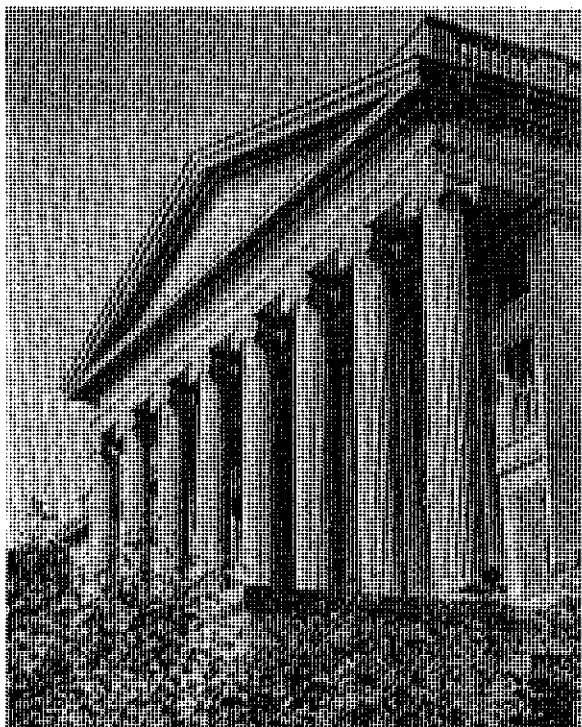
Special development controls have been established covering unique conditions in each block, either to meet requirements of the landscaping plan or to assure compatible development adjacent to existing structures within each block. In addition, general controls have been established covering land use, floor area ratio\*and building heights.

Following is a description of existing conditions and proposed development on each block. For simplicity, blocks have been identified by their official city square numbers, which are shown on the square identification map.

\*Floor Area Ratio (FAR): a figure which expresses the total gross floor area as a multiple of the area of the lot. This figure is determined by dividing the gross floor area of all buildings on a lot by the area of that lot.

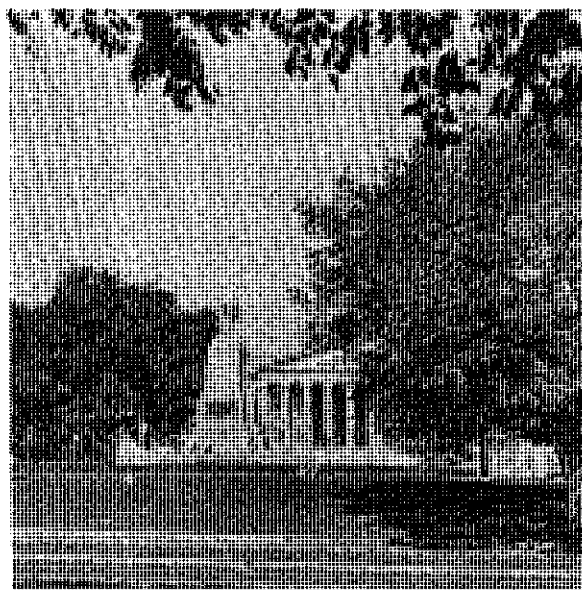
# PADC BOUNDARY AND SQUARE IDENTIFICATION NUMBERS



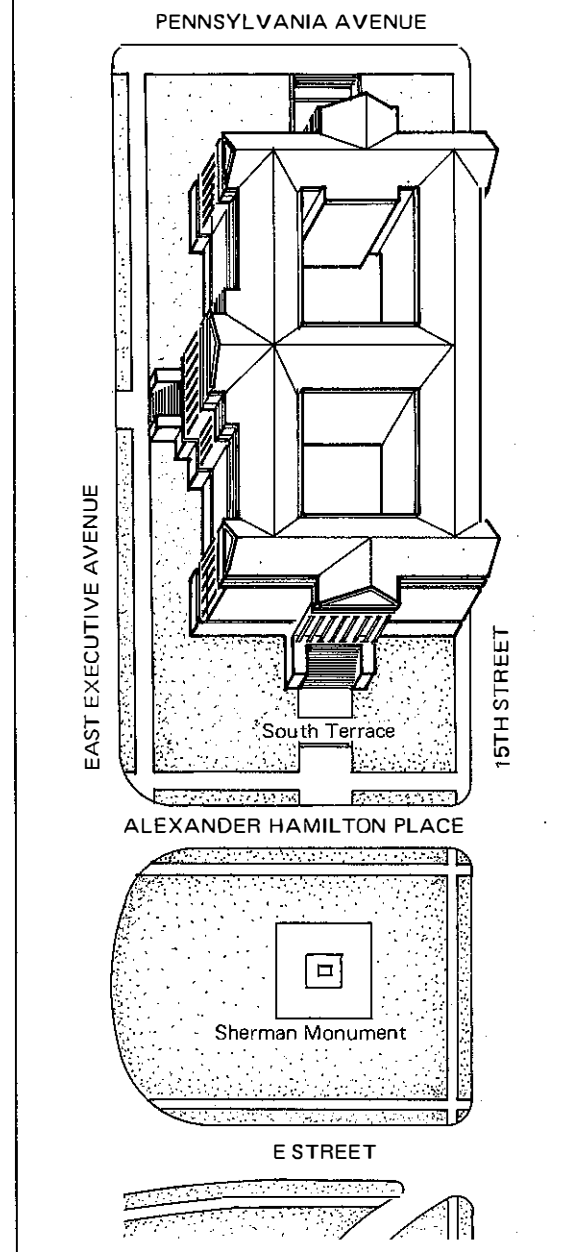


**SQUARE 187**

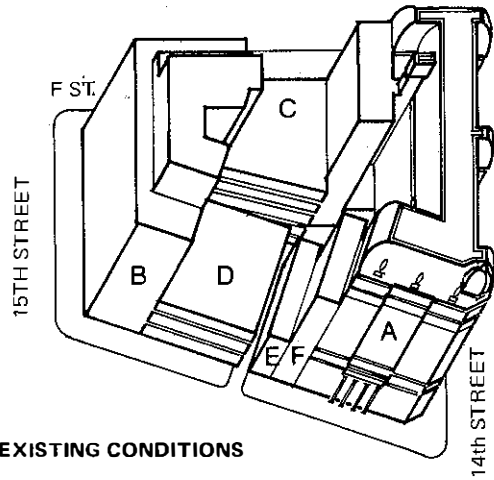
This block is occupied entirely by the U.S. Treasury Building, a monumental Greek revival style structure that was erected between 1836 and 1869 and has been designated a National Historic Landmark. No changes would be made to the building itself under the development plan. However, the south terrace is proposed to be expanded and relandscaped, Alexander Hamilton Place would be closed and the Sherman Monument grounds would be relandscaped. This entire area would become a convenient waiting place for White House tourists.



**SQUARE 187**

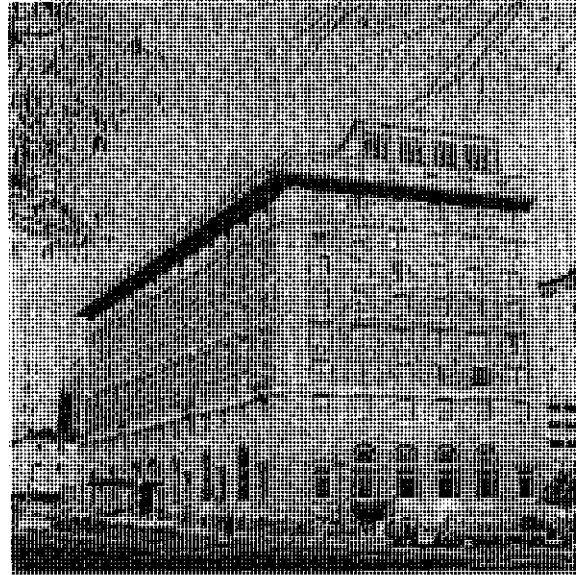
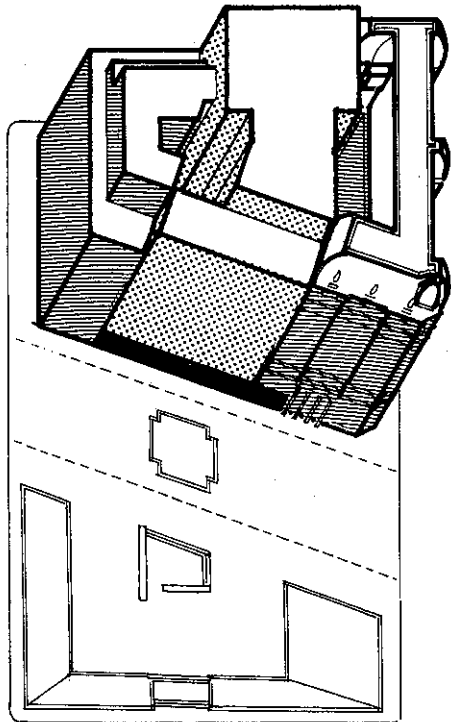


**SQUARE 225**



EXISTING CONDITIONS

ILLUSTRATIVE DEVELOPMENT







Washington Hotel

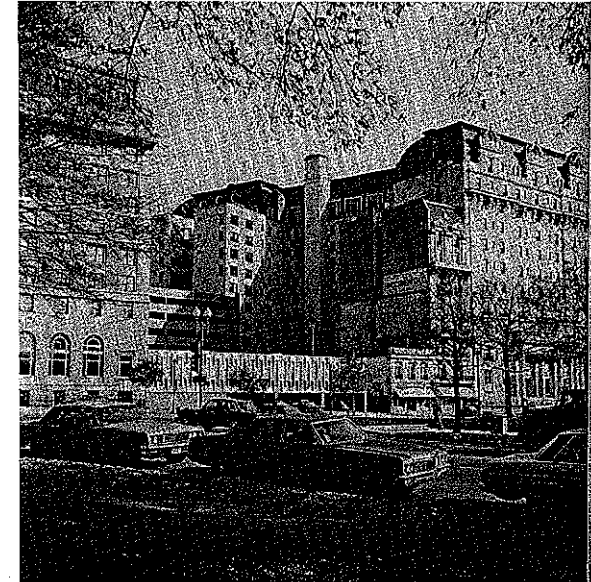


Willard Hotel

Illustrative Development Key:

-  Hotel
-  Office
-  Retail
-  Residential

These indications apply to all illustrative development diagrams in this Chapter.



**SQUARE 225**

**Existing Conditions:** More than two-thirds of this block is occupied by two hotel buildings, the Willard (A) and the Washington (B), and the remainder is taken up by two parking structures (C and D) and the now vacant buildings of the Occidental Restaurant (E and F).

The eleven-story Willard Hotel, an excellent example of the French-inspired eclectic beaux-arts style, was the City's first skyscraper when it was opened in 1901. For many years the hotel was a traditional stopping place for diplomats and statesmen, but it was closed in 1968 and has been vacant since. Six years of minimal maintenance have left the building badly deteriorated. The Willard is listed on the National Register of Historic Places and is a Category II landmark.<sup>1</sup>

The Washington Hotel, a nine-story building of Italian Renaissance-inspired design erected in 1917, is a

Category III landmark. Unlike the Willard, the Washington continues to be a successful hotel, with more than 300 rooms and a penthouse terrace restaurant that has a spectacular view of the Treasury Building, Ellipse and Mall.

The two buildings adjacent to the Willard Hotel formerly housed the Occidental Restaurant, which in its day was a famous establishment catering to government officials and dignitaries. The eastern

<sup>1</sup>The Joint Committee on Landmarks has established three categories of landmarks: Category I, including landmarks of great importance that contribute significantly to the national cultural heritage or that 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 or visual beauty and interest of the District of Columbia and its environs, and which should be preserved or restored, if possible, and 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.

eight-story section adjacent to the Willard was built in 1903 and has some architectural merit. The western two-story section was built in 1914. These buildings are currently vacant and require major improvements.

**Proposed Development:** Under the plan, hotels would be the dominant use on this key block, which is located at the western terminus of the Avenue. Retail and office uses would also be permitted. The Washington Hotel would remain, although there may be changes to its configuration in the interior of the block as a result of adjacent new development. The Willard Hotel would be preserved, preferably as a hotel, but office or residential use would also be acceptable. A specific request would be made for Federal funds in order to assure its preservation. The area between the two hotels would be developed for office, retail and related parking, along with facilities for conference activities generated by the two hotels.

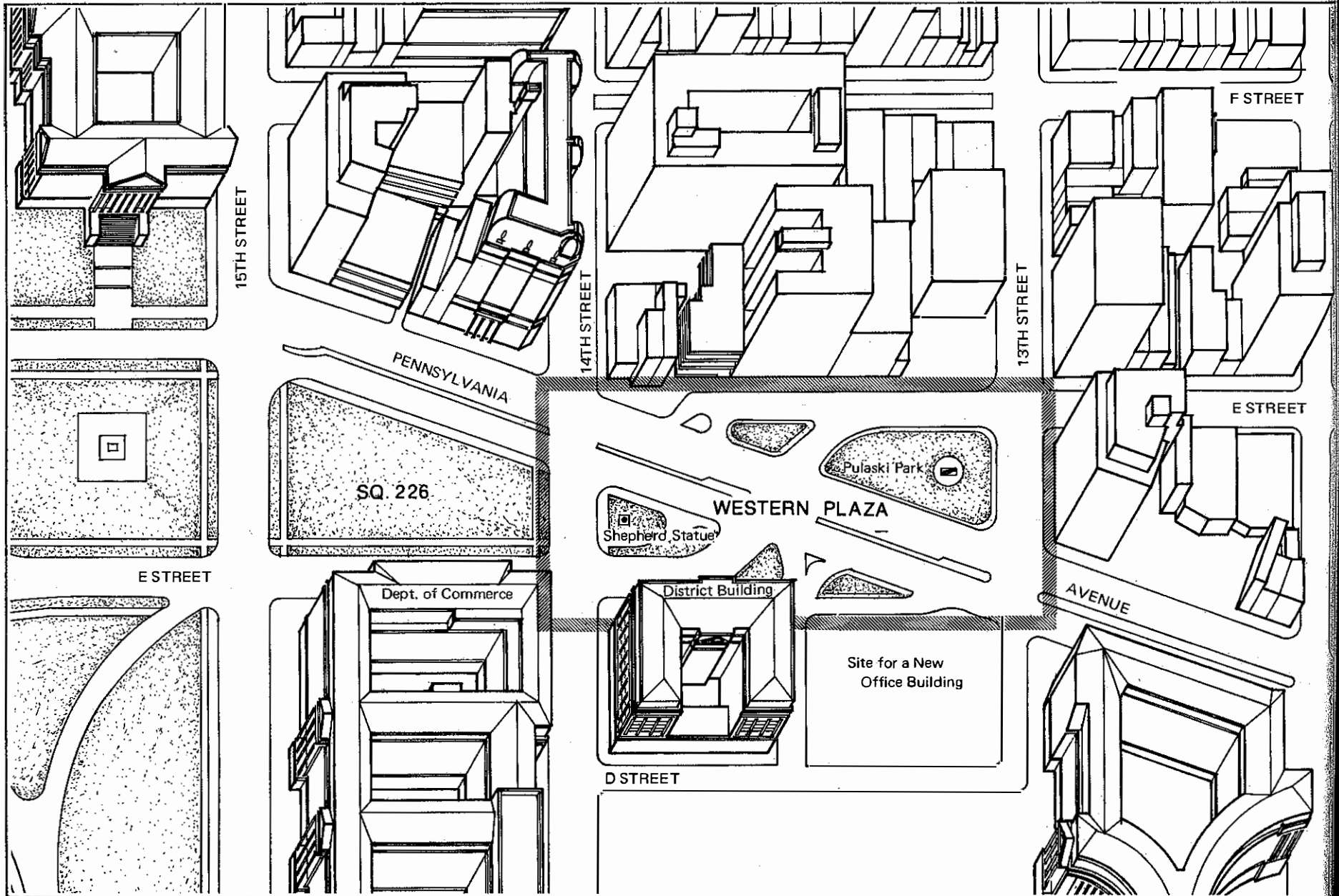
New development would be permitted between the two hotels, extending from the building line on Pennsylvania Avenue to the building line on F. Street. The Pennsylvania Avenue sidewalk would be treated as part of a coordinated landscaping plan with Square 226.

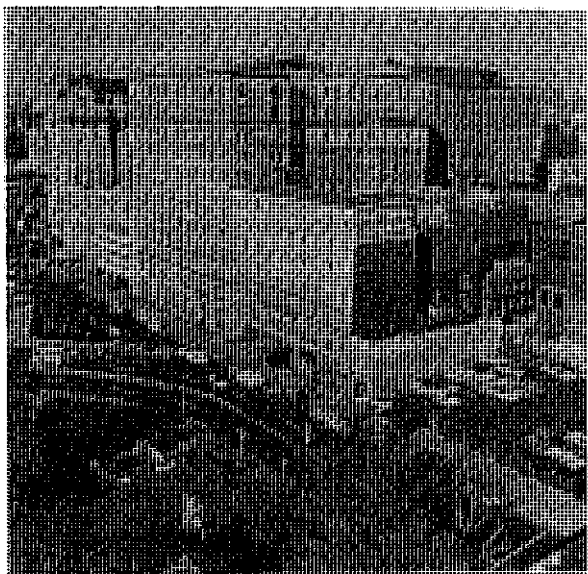
A maximum floor area ratio of 10 would be permitted for new development between the two hotels, and buildings could extend to the full height of the Willard Hotel. Once development is complete, it is estimated that the block would contain at least 675 hotel rooms, approximately 60,000 square feet of new retail space and 200,000 square feet of new office space.

In the event that the Willard Hotel cannot be retained, the Corporation will propose an alternate development plan for the entire block. Under this alternate plan all existing structures would be cleared and a new office and retail complex would be erected conforming to the new setback building line and to the height and bulk regulations for new construction elsewhere along the Avenue west of the F.B.I. Building.



# SQUARE 226 & WESTERN PLAZA



**SQUARE 226**

**Existing Conditions:** This block is now an informal, landscaped park.

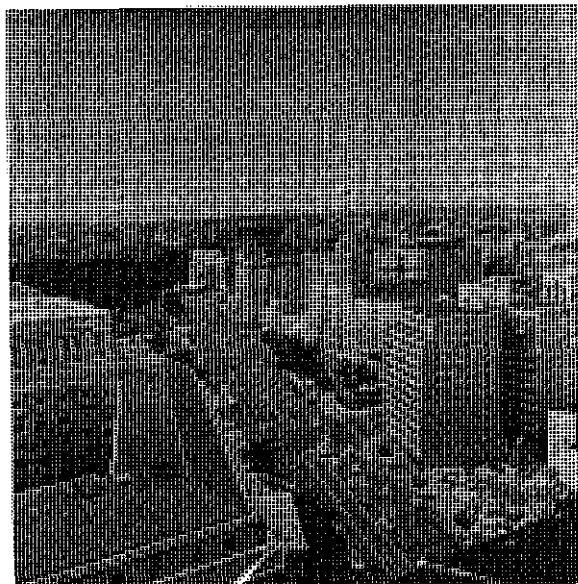
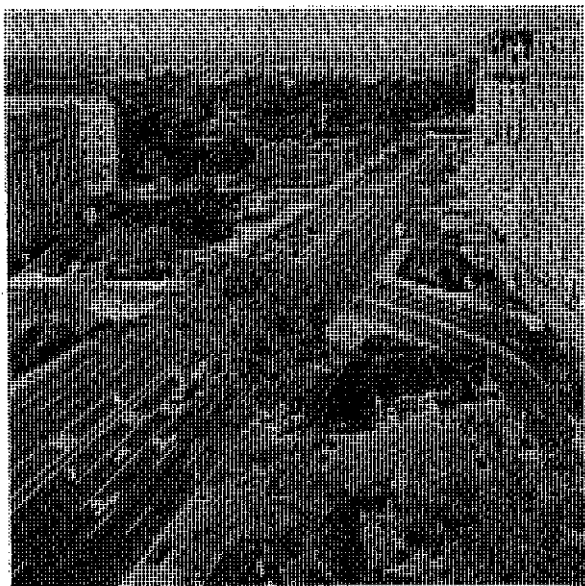
**Proposed Development:** Under the plan this block, which has been dedicated by Congress as a memorial to General John L. Pershing, would be used as public open space. In addition, special attention will be given to assure that the landscaping design defines the western edge of the adjacent public square, called the "Western Plaza."

As requested by the Secretary of the Interior, the Corporation will continue to study the possibility of erecting a building on this block, which L'Enfant had intended to be used for building purposes, rather than public open space. Any development that occurs would be required to conform to the Federal Triangle building criteria for height and setback.

**WESTERN PLAZA**

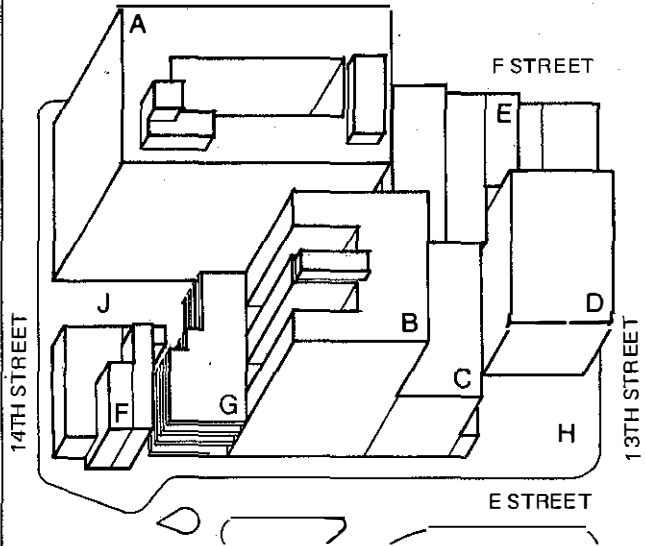
**Existing Conditions:** This "plaza" is bounded by 13th, 14th and E Streets and crossed diagonally by Pennsylvania Avenue and the connecting link of E Street. The L'Enfant plan showed a rectangular plaza in this general location, and Ellicott, in his revision of the plan, specifically placed the "plaza" between 13th and 14th Streets. The "plaza" space has been designated a Category I landmark place, as an important element of the original plan for the City. Today this space bears little resemblance to a "plaza" either functionally or visually. More than two thirds of its interior space is consumed by roadways and the remaining space is taken by two small parks (one with a statue of General Casimir Pulaski and the other with a statue of Alexander Shepherd) and several smaller reservations that function as traffic islands.

**Proposed Development:** Under the plan, landscaping and circulation improvements would help to make the "plaza" function more effectively as a public open space and to provide an improved setting for the District building and its proposed sister building. (The District government has recommended that a new city office building be erected on the vacant land just east of the existing District Building. Although this land is outside of the Pennsylvania Avenue development area boundaries, the Corporation has officially endorsed the proposal. The new building would be aligned with the existing District Building).



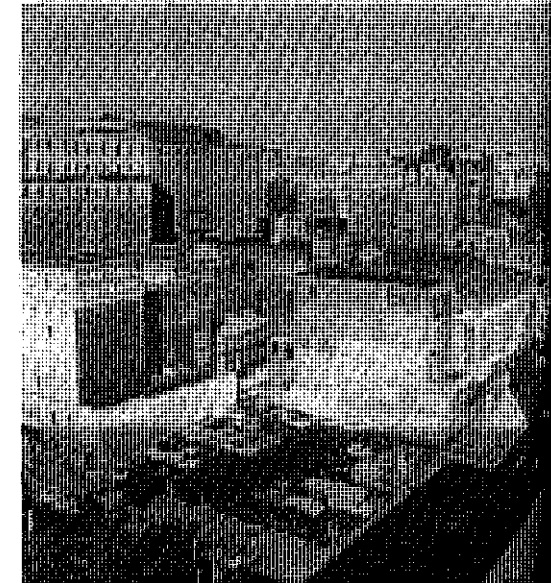
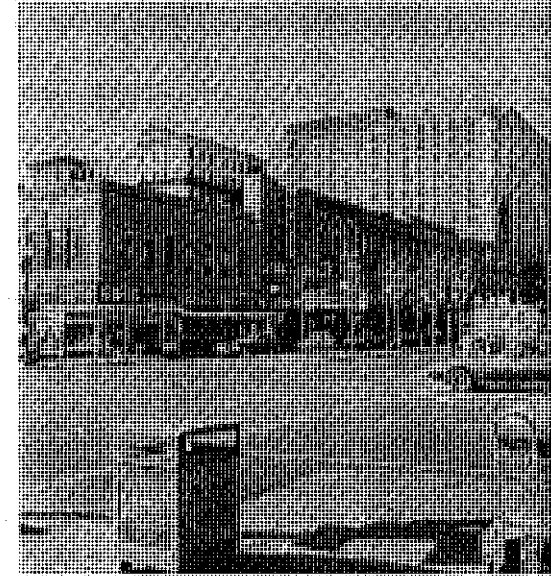
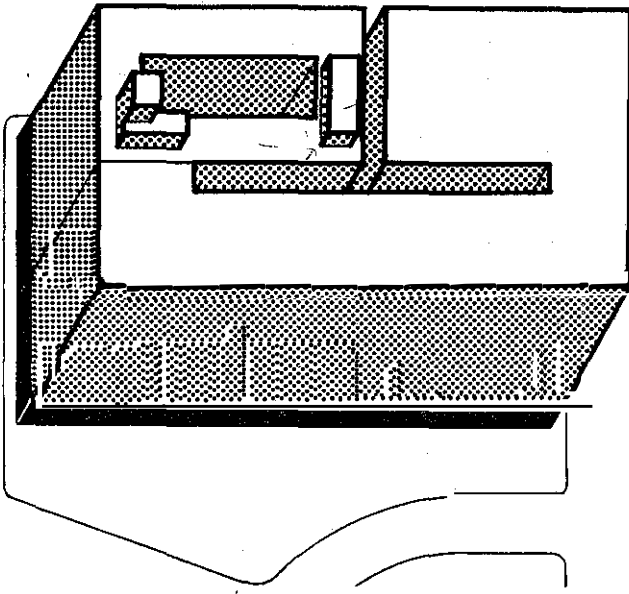


### SQUARE 254



EXISTING CONDITIONS

ILLUSTRATIVE DEVELOPMENT



**SQUARE 254**

**Existing Conditions:** This block now contains a wide variety of building types and land uses, including shops, restaurants, theaters, office buildings and parking facilities. There are few structures of landmark quality in this square. However, some of the buildings are in sound condition and fill their allowable zoning envelopes.

The three dominant buildings on the block are the National Press (A), Munsey (B) and National Theatre (C) Buildings, all of which were erected during the first half of the 20th Century. The 13-story National Press Building at 14th and F Streets is occupied by newspaper and publication offices and the National Press Club. The 12-story Munsey Building is a well-defined, early 20th Century commercial building presently occupied by government and private tenants. The adjacent 7-story National Theater Building is of a compatible style and houses the National Theater in its lower floors and offices in its upper floors. All of these buildings are in generally sound condition, but are somewhat outdated by competitive standards.

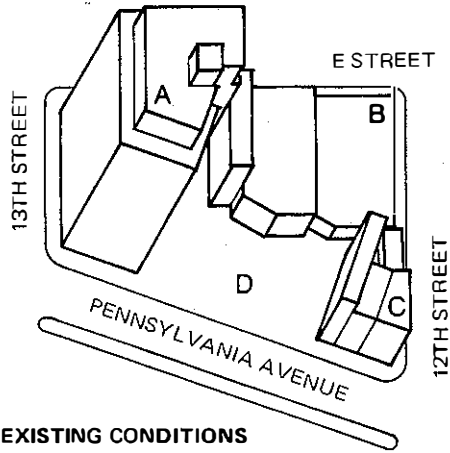
In addition to the National Theater, the block contains the Loew's Palace Theater (D), which is operated as a movie house but has facilities for stage shows. There are several commercial structures at the corner of F and 13th Streets (E), which are occupied by stores and a restaurant. These two- to four-story structures were erected in the first half of the 20th Century. Of particular note is the arch of the former Fox Theater at 1326 F Street, which was built in 1927 and is a fine architectural entrance treatment of what was once the largest and grandest theater in Washington. The theater, however, was converted to retail and office space in 1962 as part of the National Press Building renovation.

The corner of 14th Street and Pennsylvania Avenue contains a number of low-scale commercial structures of varying eras and styles that house Bassin's restaurant (F). The late 19th Century, Italianate style Bassin's building at 1347 E Street has some architectural interest. The remainder of the block includes a four-story parking structure (G) adjacent to the Munsey Building and two vacant lots (H) and (J) that are now used for surface parking.

**Proposed Development:** Under the plan, office and retail uses would dominate on this block, and a special emphasis would be placed on maintaining and increasing theatrical and entertainment establishments. With the exception of two key underdeveloped parcels located at the corners of 14th Street and Pennsylvania Avenue and 13th and E Streets, the plan does not anticipate immediate redevelopment. The National Press Building, the Munsey, National Theater and Loew's Theater Buildings could remain as long as their owners chose not to redevelop them. The remainder of the block would be redeveloped for office uses with ground floor retail space. New buildings would be constructed in accordance with a plan providing for an overall approach to servicing, parking and interior pedestrian circulation.

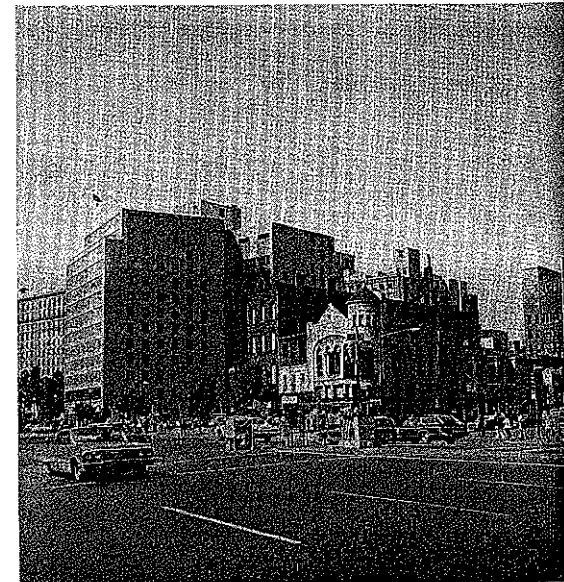
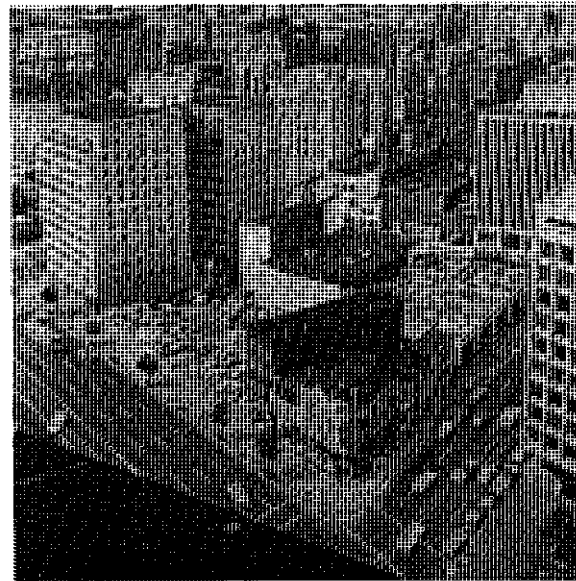
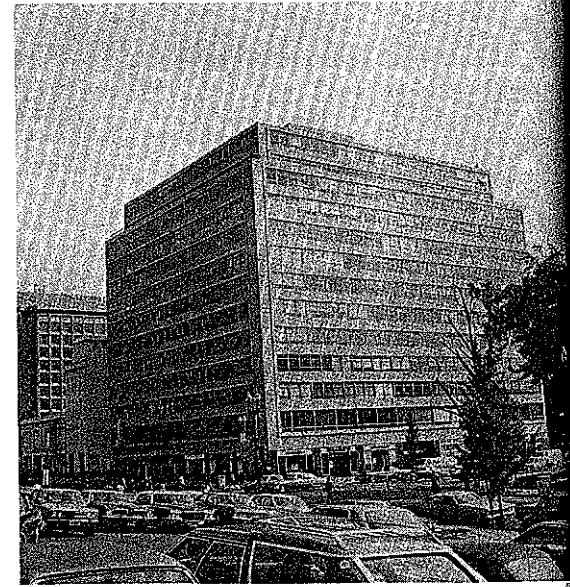
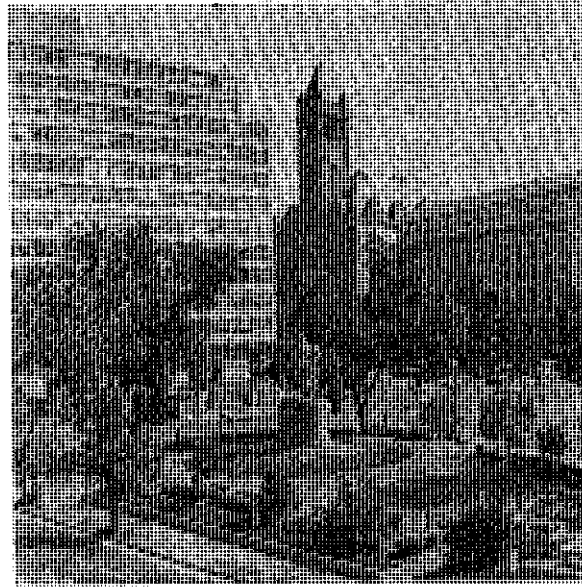
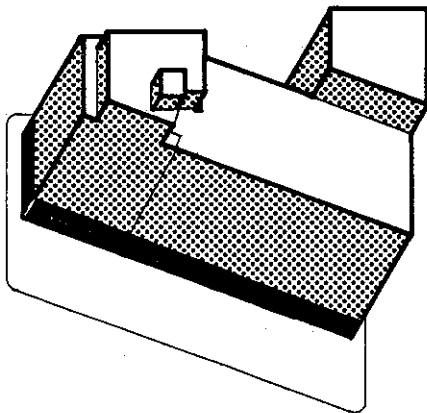
There are no designated landmark buildings on the block. However, it does contain several structures with architectural merit. The Fox Theater arch, which has been incorporated into the National Press Building, would remain. The facade of the Bassin's restaurant building at 1347 Pennsylvania Avenue would be studied for possible relocation.

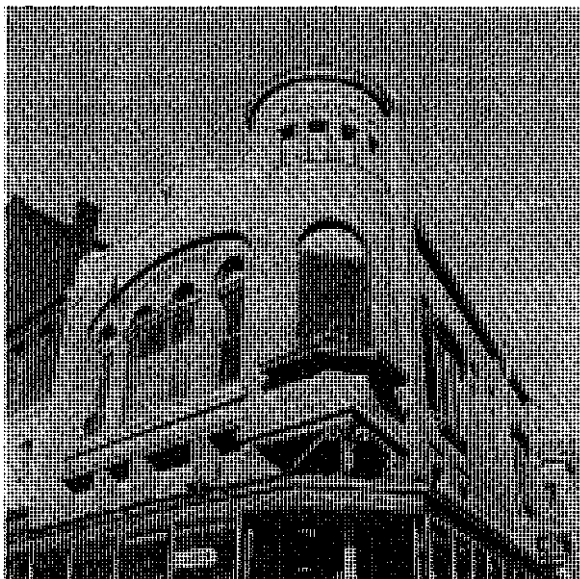
### SQUARE 291



EXISTING CONDITIONS

ILLUSTRATIVE DEVELOPMENT





### SQUARE 291

**Existing Conditions:** This block contains a mixture of low-density retail and parking uses at the eastern end, a major office building at the western end and vacant land in between. The major structure on the block is the Pennsylvania Building (A), a 13-story office building with a drugstore and a restaurant on the ground floor and three levels of underground parking. The building, which was erected in 1953, is an undistinguished example of the ribbon fenestration pattern that was popular for commercial buildings of the 1950's. It is in sound condition and has considerable economic life.

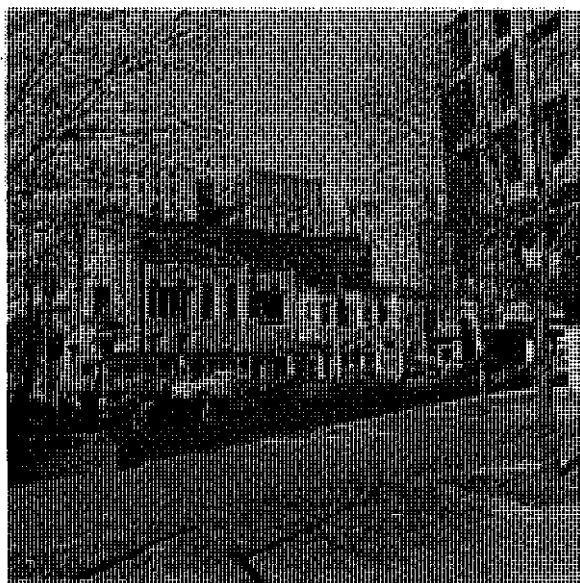
The frontage along 12th Street contains a pair of late 19th Century, four-story structures that are used as service buildings. The corner of 12th and E Streets is occupied by a two-story structure used as a combination garage and service station (B). The central portion of the block along Pennsylvania Avenue is now vacant and used for parking (D). The eastern portion of the Pennsylvania Avenue frontage is occupied by three low-scale late 19th Century buildings, whose lower floors are occupied by stores and lunchrooms and upper floors are generally vacant (C). The corner building, with its turret and distinctive fenestration, is the most architecturally interesting of these structures.

**Proposed Development:** Under the plan this block would be substantially redeveloped for office uses with ground floor retail space. The Pennsylvania Building could retain its present configuration as long as is practicable. However, the final stages of development for the block would include its replacement or its renovation to conform to the new building line along the Avenue.

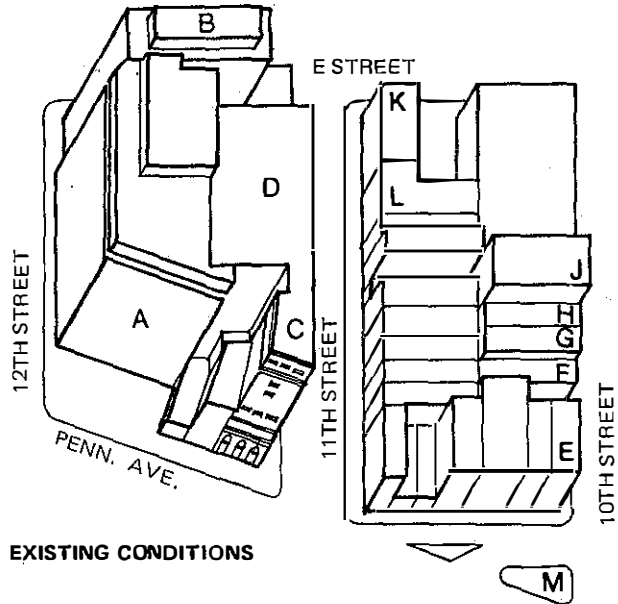
There are no designated landmark buildings on this block, but the three late 19th Century buildings at 12th Street and Pennsylvania Avenue have some architectural interest. These structures would have to be removed in order to accommodate new development, but their facades would be considered for possible facade relocation.

A maximum floor area ratio of 11 would be allowed for new construction. Development would be required to conform to the new set back Pennsylvania Avenue building line. As explained earlier, the Penn-

sylvania Building, which now extends to the existing building line, would ultimately be modified to conform to the new building line. For a distance of up to 100 feet behind the new set back building line, construction would be limited to the height established by a horizontal plane measured 135 feet above the new building line. Construction on the remainder of the block would be limited to the height established by a horizontal plane measured 160 feet above the new building line. Once development is complete, the block would contain an estimated 520,000 square feet of new office space and 50,000 square feet of new retail space.

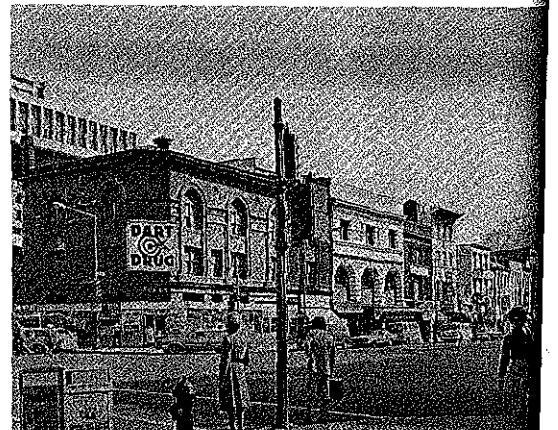
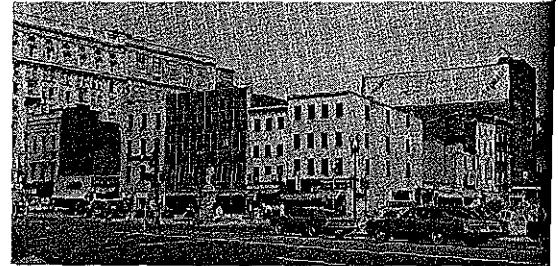
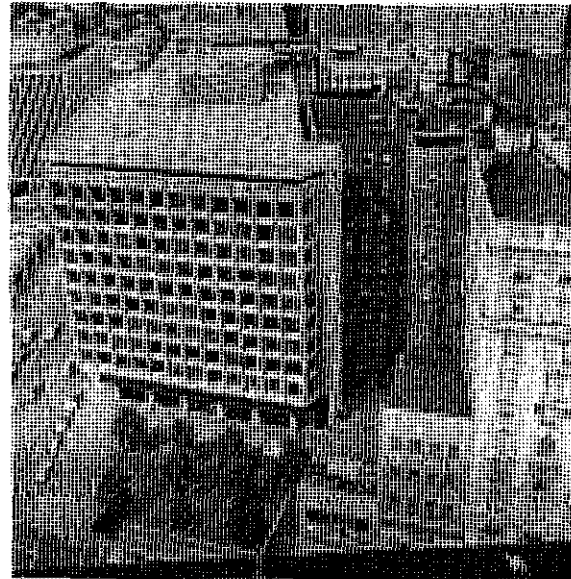
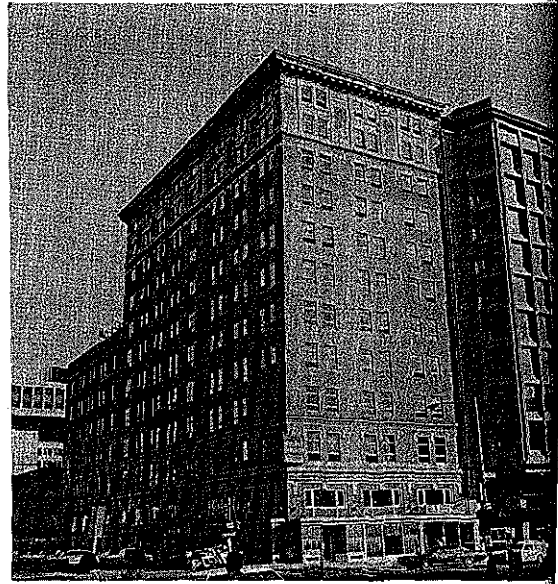
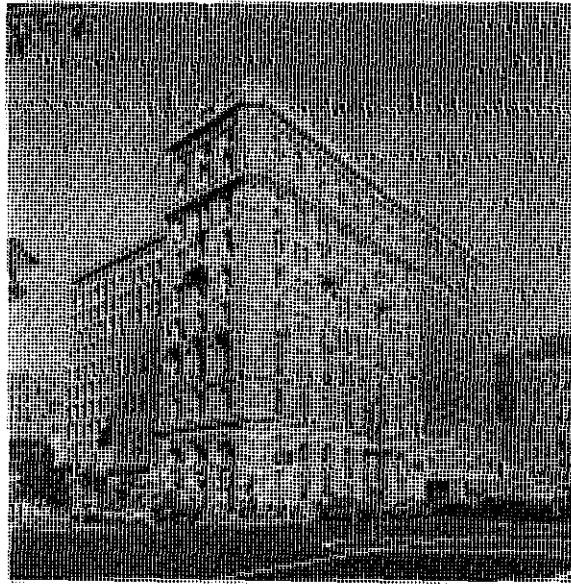
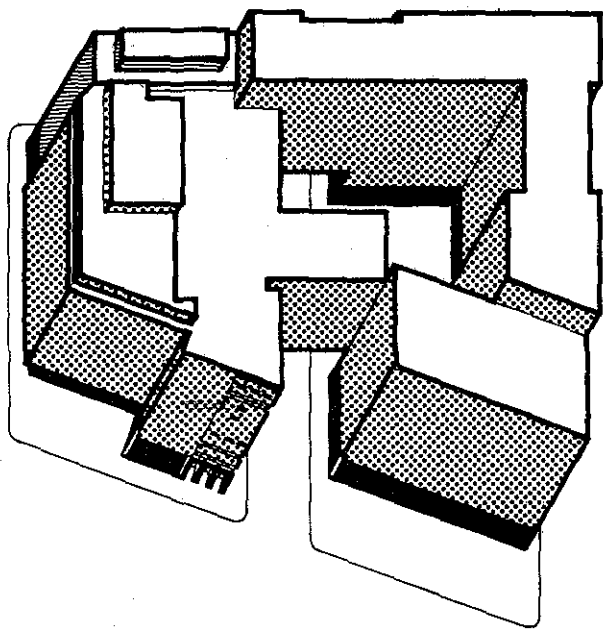


### SQUARES 322 & 348



EXISTING CONDITIONS

ILLUSTRATIVE DEVELOPMENT



**SQUARES 322 AND 348**

(These blocks are discussed together since they would be developed under a coordinated plan, with construction occurring in the air rights over 11th Street).

**Existing Conditions (Square 322):** Much of this block is occupied by nine- to twelve-story structures with office and hotel uses. These larger buildings essentially fill the available zoning envelope. The Presidential Building (A), located at 12th Street and Pennsylvania Avenue, is the only substantial new private structure that has been built on the Avenue in recent years. It is an 11-story office building that conforms to the basic design criteria of the Pennsylvania Avenue plan. The structure is set back 50 feet, consistent with the proposed new building line, and the sidewalk in front has been planted with a triple row of trees. The upper floors of the building are presently occupied by D.C. government offices; the ground floor contains a bank, restaurants and stores, and there are three levels of underground parking. The E Street frontage is occupied by the 300-room Harrington Hotel (B), which provides moderately priced accommodations and has special arrangements for organized tourist groups. The Hotel encompasses a 12-story structure fronting on 12th Street and a 6-story addition fronting on 11th Street.

The most architecturally interesting structure on the block is the Old Evening Star Building (C), an 11-story structure with a superb classical style marble facade that was erected in 1898. The main portion of the building, located at the corner of Pennsylvania Avenue and 11th Street, is a Category III landmark. An annex (D) was built along 11th Street in the first part of the 20th Century. This portion of the building is not a designated landmark. Both structures are in good condition and currently used as office space. There are two small buildings along Pennsylvania Avenue between the Evening Star and the Presidential Buildings. Both of these buildings are in deteriorated condition and neither has significant architectural or economic value.

**Existing Conditions (Square 348):** This block contains small retail establishments and restaurants that occupy numerous small buildings typical of 19th and early 20th Century development of downtown Washington. Most of these buildings are one- to four-stories high and generally fill less than half of the

available zoning envelope. Many are deteriorated and vacant above the ground floor.

There are no designated landmark buildings on the block. However, there are a number of structures, particularly along 10th and 11th Streets that have some architectural merit. Noteworthy structures along 10th Street include: (1) the low-scale mid-19th Century commercial building at 10th and D Streets (E); (2) the three-story structure at 412 10th Street (F), whose facade and dormers give evidence of 1830's residential architecture, although the building was modernized for commercial use in the early 20th Century; (3) the adjacent four-story Greek revival style townhouse building at 414 10th Street (G); and (4) the four-story early 20th Century, classical revival building at 416 10th Street (H). Next to this low scale grouping is the eight-story U.S. Storage Company at 418 10th Street (J), which was built in 1909 and is a forceful expression of utilitarian architecture, with enormous entrance doors, strongly detailed windows and an iron-bracketed canopy.

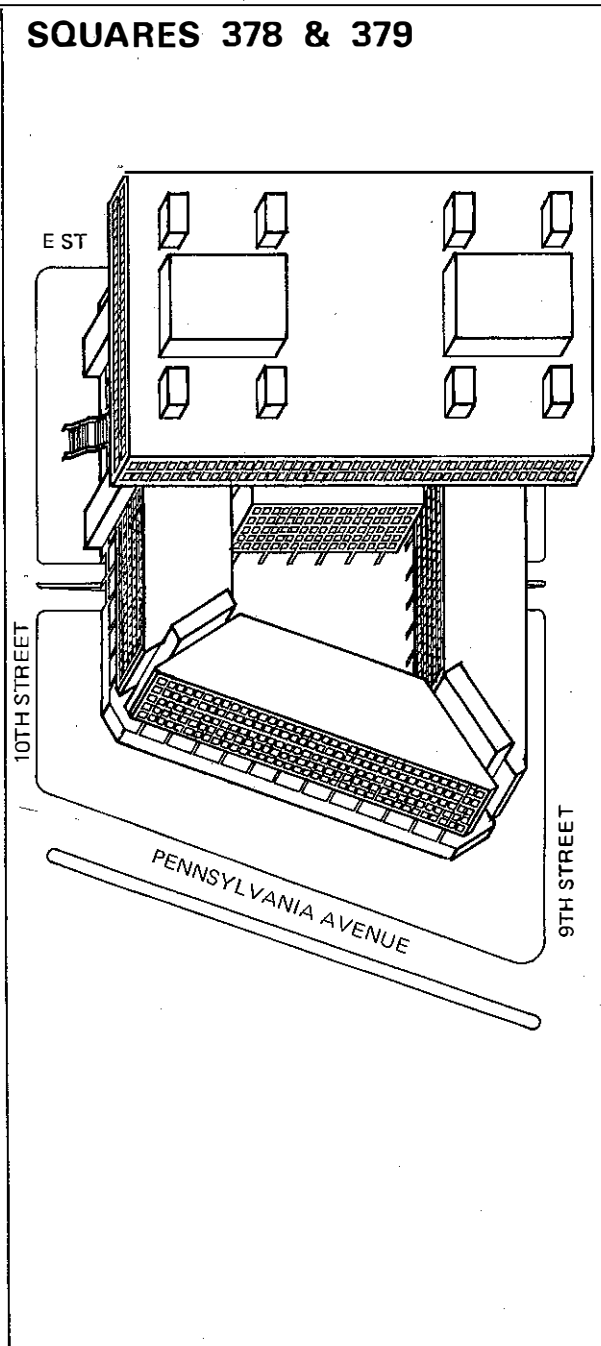
Noteworthy buildings along 11th Street include: (1) the three-story, turn of the century structure at 431 11th Street with intricate brick detailing (K), and (2) the adjacent three-story, early 20th Century structure with rusticated neo-classical stone detailing at 425 11th Street (L). The remaining frontage along 11th Street contains typical 19th Century commercial structures that have little architectural distinction. With the exception of the corner building mentioned above, the E and D Street frontages of this block are lined with low-scale structures that have little architectural merit. The small triangular plot between D Street and Pennsylvania Avenue is occupied by a statue of Benjamin Franklin (M).

**Proposed Development:** Under the plan these two blocks would contain a mixture of hotel and office uses with ground floor retail space. The plan would provide both for the retention of sound and architecturally significant existing buildings and for new development on currently underutilized land. Development on the two blocks would be linked by air rights construction over 11th Street. Buildings that would remain on Square 322 include the Presidential Building, the Harrington Hotel and the Evening Star Building. An addition would be erected adjacent to the Evening Star structure along Pennsylvania Avenue in order to fill out its western side, which is now an

exposed party wall, and consideration would be given to retaining the Evening Star Annex on 11th Street. Although major redevelopment is expected on Square 348, consideration would be given to retaining the facades of several of the more architecturally significant buildings. The most important of these structures are the United States Storage Company building at 418 10th Street, the building at 431 11th Street, and the Greek revival style structure at 414 10th Street.

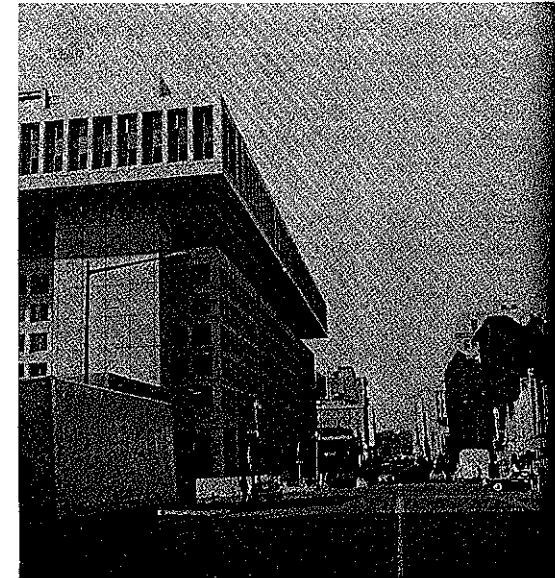
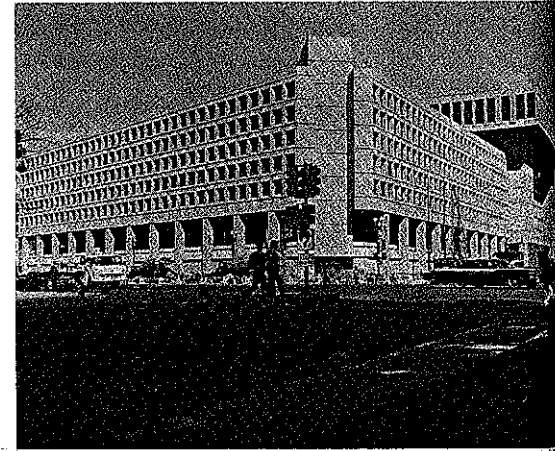
A maximum floor area ratio of 11 would be allowed for new construction, except that air rights development over 11th Street would be restricted to a floor area ratio of 9. Development would be required to conform to the new building line along Pennsylvania Avenue. The Old Evening Star Building, however, would remain in its existing position with its ground floor opened to the sidewalk as a pedestrian arcade, and the proposed addition could extend to the existing Avenue building line. Air rights construction over 11th Street would be set back to a line perpendicular to 11th Street beginning at the northern edge of the original Evening Star Building. For a distance of up to 100 feet behind the new Avenue building line, construction would be restricted to the height established by a horizontal plane measured 135 feet above the new building line. Construction on the remainder of the block would be limited to the height established by a horizontal plane measured 160 feet above the new building line. Once development is complete, the blocks would contain approximately 300 hotel rooms, some 1,250,000 square feet of new office space, and 85,000 square feet of new retail space.

### SQUARES 378 & 379



### 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.



**SQUARE 406**

**Existing Conditions:** This block is now vacant and used for surface parking, with the exception of the commercial buildings fronting on F Street, which are Category III landmarks and listed on the National Register of Historic Places. Although the buildings have varied styles and heights, they were all erected at about the same time and have a harmonious appearance that complements the scale and ambience of the adjacent National Portrait Gallery and Tariff Commission buildings. Unfortunately, the structures are generally in a deteriorated condition. The ground floors are used for shops and have been modernized during the 20th Century, obscuring much of the original detailing. The upper floors are mostly vacant or used for studio space.

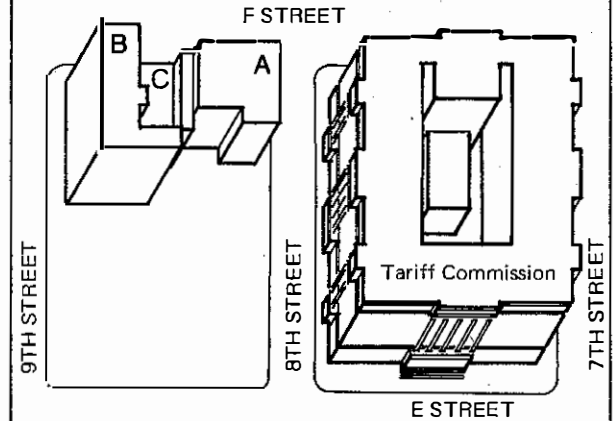
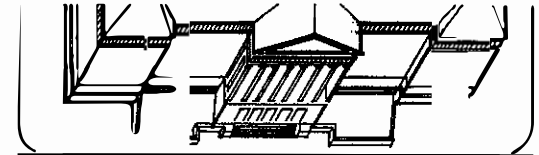
The most architecturally interesting of the structures is the LeDroit Building (A), which was erected in 1875. This four-story Italianate structure was designed for both retail and office uses and has a bi-level store front, which provides for shops both on the ground and first floor levels. The six-story Atlas

Building (B) was erected in 1892 and has a narrow two-bay facade on F Street and a 12-bay facade on 9th Street. The building has semicircular arches on the lower two floors that have been partially obliterated by later shop fronts. In between the LeDroit and Atlas Buildings are three two- to three-story structures (C) with intricately detailed facades that were erected in the 1870's and 80's. The building at 818 F Street is completely covered with modern porcelain facing, but the original cast iron and masonry facade remains intact behind it.

**Proposed Development:** Under the plan this block would be redeveloped as a major retail structure that could possibly be used as a relocation site for Kann's Department Store. One or two floors of office space for the store would be provided above the retail space. The facades of the landmark structures along the 800 block of F Street would be retained and incorporated into the new development. Both the F Street right-of-way in front of the National Portrait Gallery and the 8th Street right-of-way between E and F Streets are to be closed to normal vehicular traffic and converted to pedestrian malls as part of

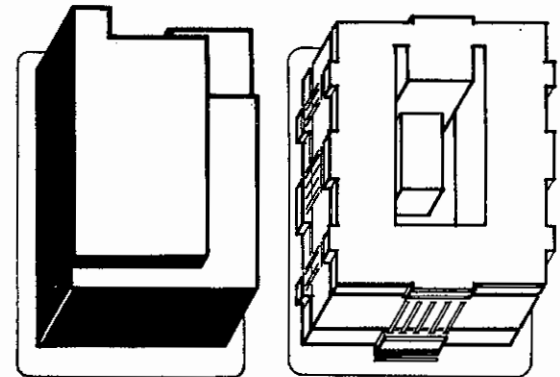


**SQUARES 406 & 430**



**EXISTING CONDITIONS**

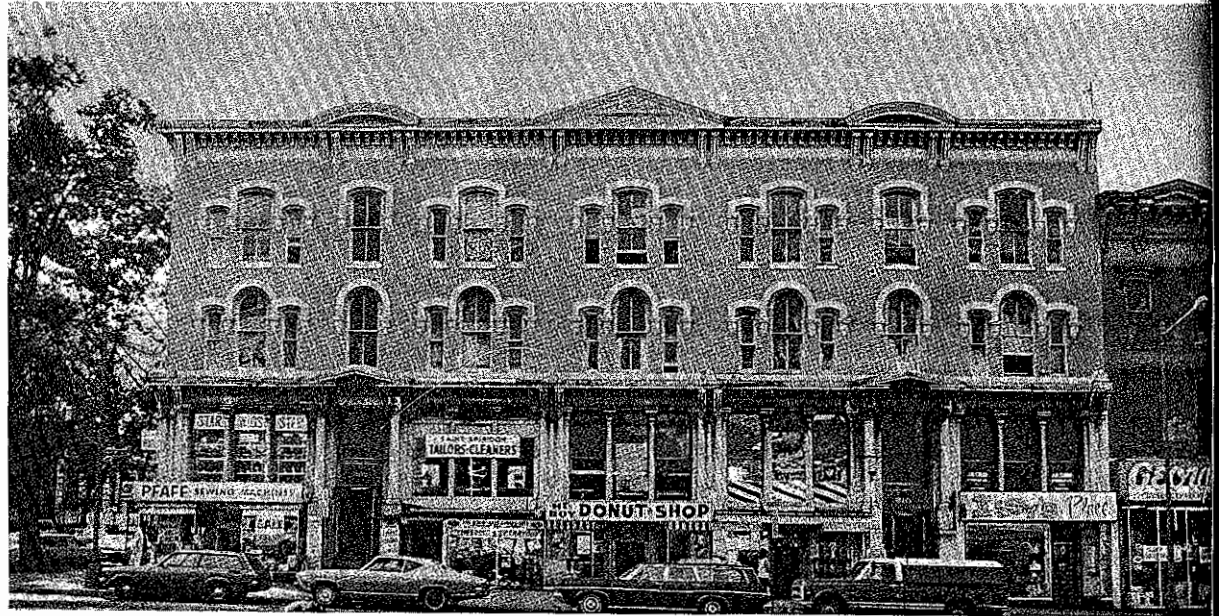
**ILLUSTRATIVE DEVELOPMENT**





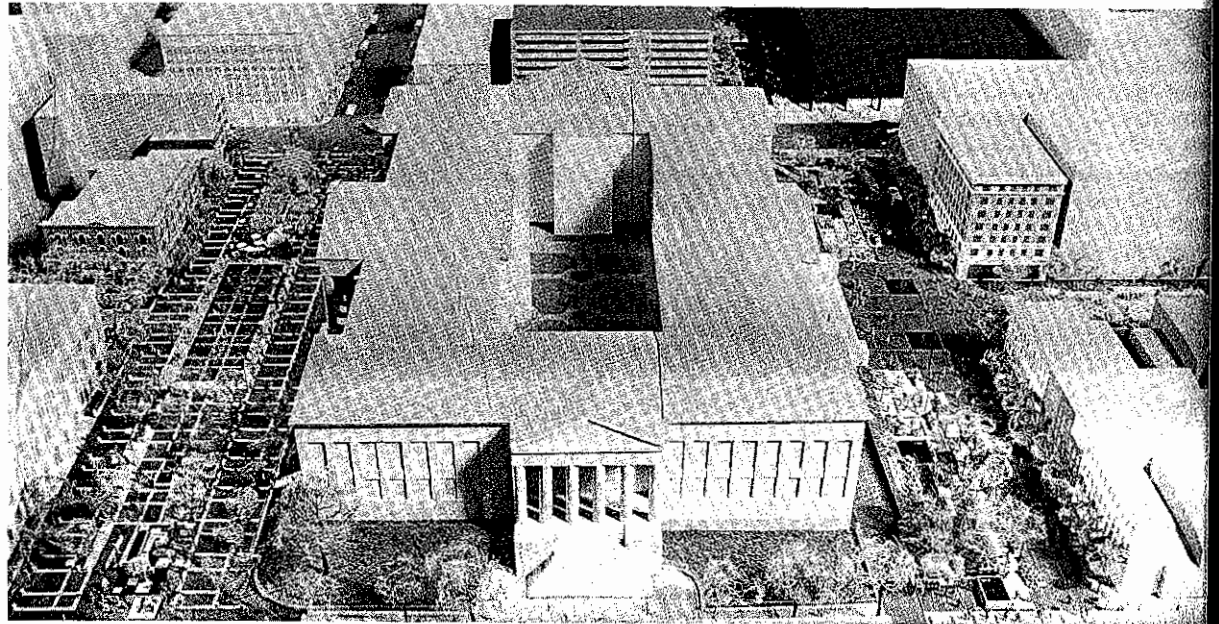
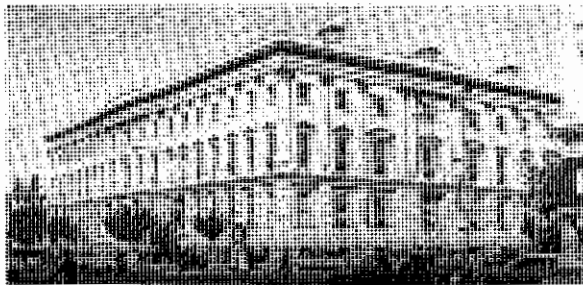
the Redevelopment Land Agency's "Streets for People" program.

A maximum floor area ratio of 5.5 would be allowed for new construction. Building heights would be restricted to assure compatibility with landmark structures. Along 9th Street construction would be limited to a horizontal plane established by the height of the Atlas Building, which is about 75 feet. This height would continue for all areas not fronting on F Street, 8th Street or E Street. Along F Street and for a distance of 30 feet back from F Street, construction would be limited to the heights of the landmark facades. Along 8th Street and for a distance 60 feet back from 8th Street construction would be limited to a horizontal plane established by the height of the Tariff Commission Building. The Tariff Commission height would also be maintained along E Street and for a distance 30 feet back from E Street. After redevelopment, it is estimated that the block would contain a total of 270,000 square feet of new retail space and up to 35,000 square feet of new office space.



### SQUARE 430

This block is occupied by the Tariff Commission building, formerly the General Post Office. This important Greek revival style structure was erected in two sections between 1839 and 1844 and 1855 and 1866. It is a National Historic Landmark and no major changes are proposed to this building under the development plan. However, the Corporation would encourage the Federal government to remove the temporary structures in the courtyard and to use the building for functions that would be attractive to the shoppers and tourists in the area.



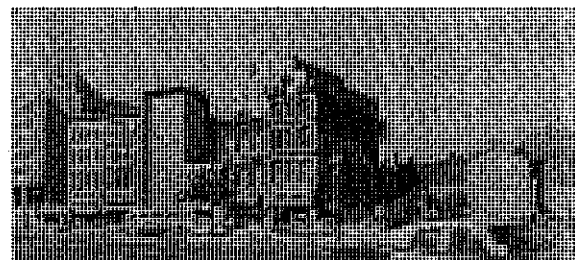
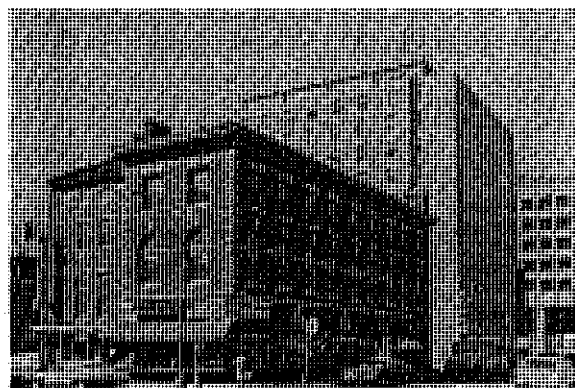
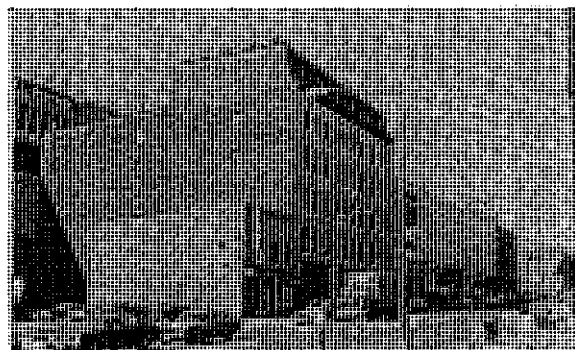
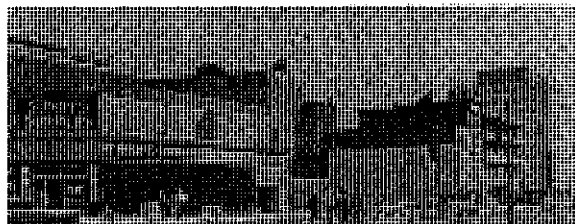
Portion of the "Streets for People" Program in front of the National Portrait Gallery  
(Photo: Courtesy of D.C. Redevelopment Land Agency)

## SQUARES 407, 408, 431 AND 432

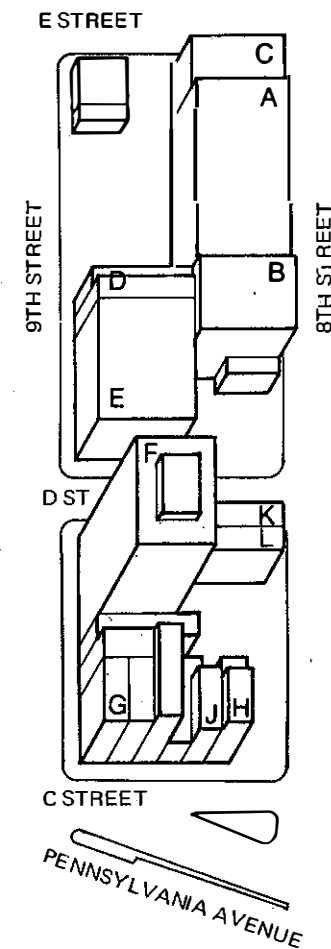
(These blocks are discussed together because they would be developed under a coordinated plan.)

**Existing Conditions (Square 407):** This block contains several low-scale buildings, parking structures and a number of vacant lots that are used for surface parking. The largest building on the block is the Potomac Electric Power Company's transformer substation (A), which is housed in a four-story building along 8th Street. Adjacent to the substation is a late 19th Century six-story brick commercial building (B). The other major building on the block is a three-story structure at 800 E Street (C), an early 20th Century building currently occupied by Herman's Atlas Sporting Goods, one of the larger businesses in the area. There are two small 19th Century commercial buildings at 415 and 417 9th Street (D). The remainder of the block is taken up by a parking structure (E) and vacant land.

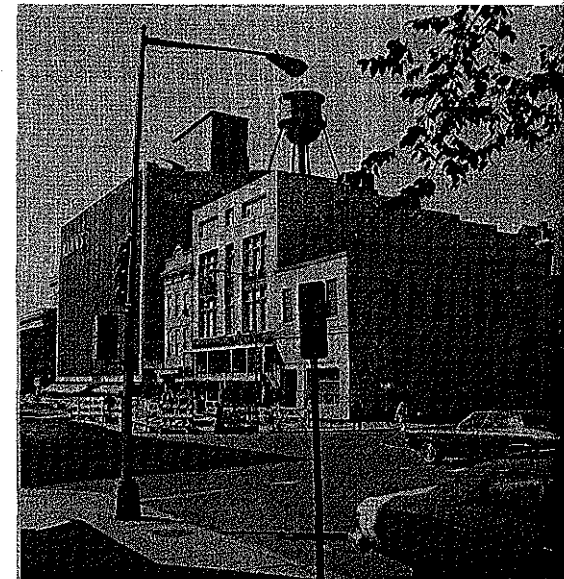
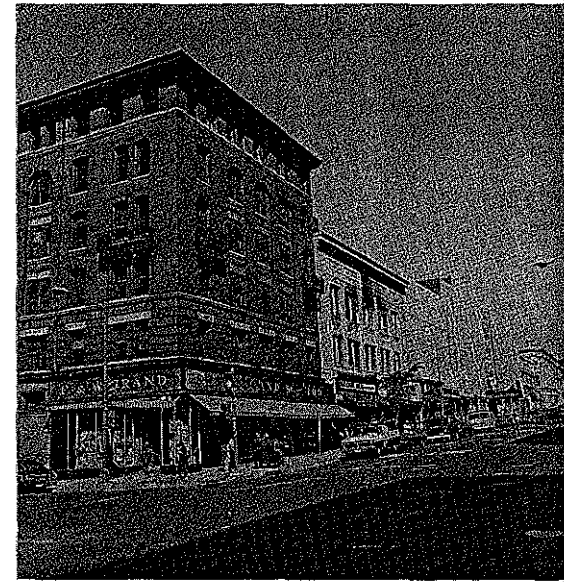
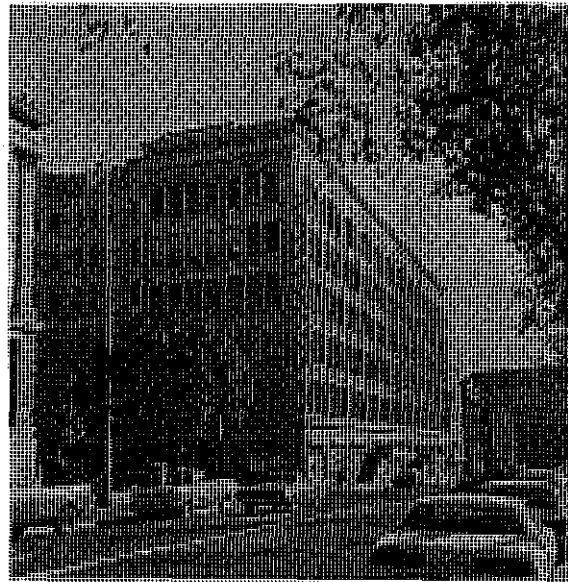
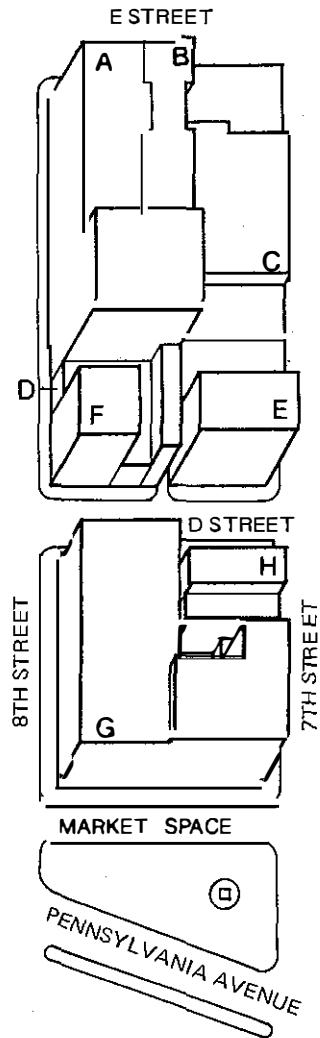
**Existing Conditions (Square 408):** This block, like others in the area, is considerably underutilized. About a third of the land is vacant and used for surface parking. Except for a modern 10-story office structure at the corner of 9th and D Streets (F), most of the buildings are low-scale and in poor condition. A number of these structures, however, have architectural interest, especially those fronting on Market Space, including: (1) the Perry Building at 821 Market Space (G), a four-story commercial structure erected in 1860 with an addition in 1902, which is now occupied by a restaurant and an antique store; (2) the four-story building at 809 Market Space (H), now occupied by a furniture store, which was erected in 1886 and has especially fine cast iron detailing, and (3) the three-story building at 811 Market Space (J), now occupied by a souvenir shop, which was built around 1890 and has distinctive brick and terra-cotta designs on its facade. The only other building along Market Space is a low-scale modern structure occupied by a savings and loan association. There are several buildings of architectural note elsewhere on the block, including the three-story, early 20th Century commercial structure at 800 D Street (K), and the adjacent red brick, four-story Greek revival style townhouse at 320 8th Street dating from before 1850 (L).

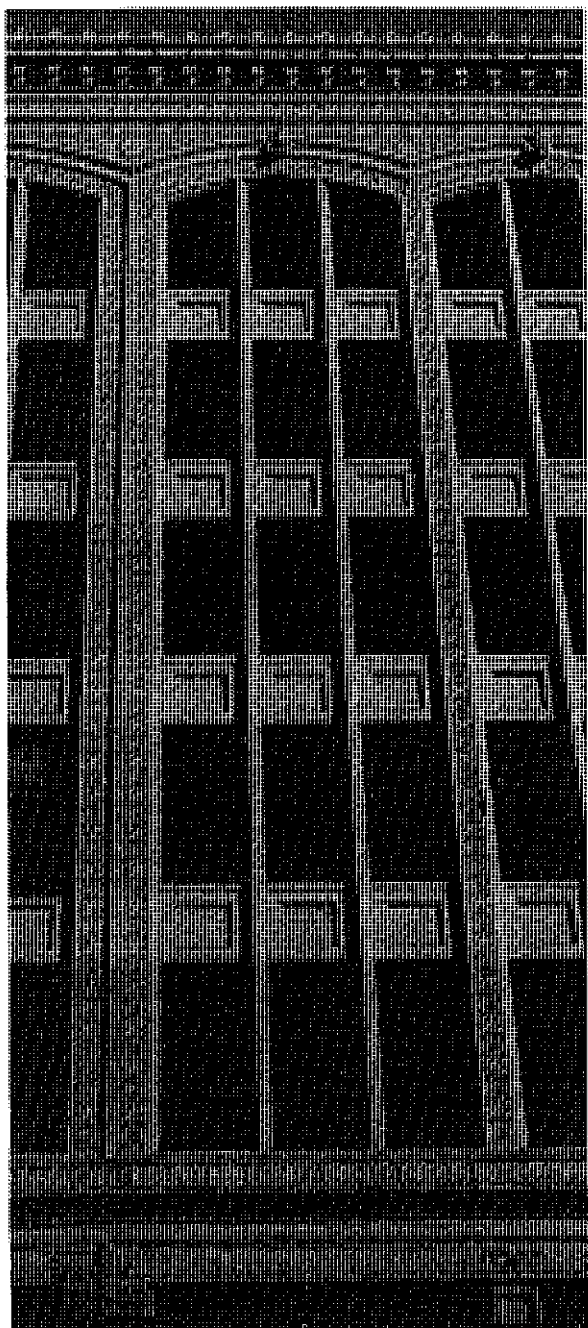


## SQUARES 407 & 408



### SQUARES 431 & 432





**Existing Conditions (Square 431):** This block is occupied by the vacant Lansburgh's Department Store buildings and a number of two- to three-story buildings that house a variety of retail outlets. The Lansburgh's complex is composed of several architectural units. The most distinctive of these is the six-story, turn of the century building on the southern corner of 8th and E Streets (A), with an ornamental terra-cotta facade and decorative cornice. Next to it on E Street (B) is the oldest building of the group, which has a Romanesque brick facade dating from about 1890. Another major building in the Lansburgh's complex fronts on 7th Street (C). This building's limestone facade is the only example of the "moderne" style in the development area. Adjacent to the Lansburgh's building on 8th Street is a small two-story structure (D) with a masonry facade that is used by PEPCO.

The southern portion of the block is covered with a number of low-scale buildings of different styles that house a variety of retail establishments. The most architecturally interesting are the six-story, early 20th century building with semicircular arches at 7th and D Streets (E) and the similar five-story structure at 8th and D Streets (F).

**Existing Conditions (Square 432):** This block is largely occupied by Kann's Department Store, which encompasses several 19th and early 20th century buildings (G) that have been encased in a uniform metal facade. Kann's is the single largest business in the development area, and even though the physical condition of the store is outdated, it is a viable retail outlet that serves the moderate income market. The northeastern corner of the block contains three- and four-story buildings (H) that have little architectural interest. They are occupied by a branch bank and several retail establishments, the most important of which is a Morton's Store. The small triangular reservation between Market Square and Pennsylvania Avenue contains an equestrian statue of General Winfield Scott Hancock.

**Proposed Development:** Under the plan this four-block area would be developed comprehensively as a "superblock" divided in the center by 8th Street. The "superblock" development would contain primarily residential uses, along with retail space and private and government offices. The ground floor would contain arcaded retail space along Market Square, 7th

Street, 9th Street, E Street and on both sides of 8th Street adjacent to Market Square and E Street. Office space and parking would occupy the middle floors of the structure and the upper floors would be residential. Inside the structure, the housing would be arranged in two- to four-story tiers flanking interior walkways and stepping down to ground level at the center of the complex. A basement floor passing beneath 8th Street would allow a single service entrance for all uses throughout the "superblock."

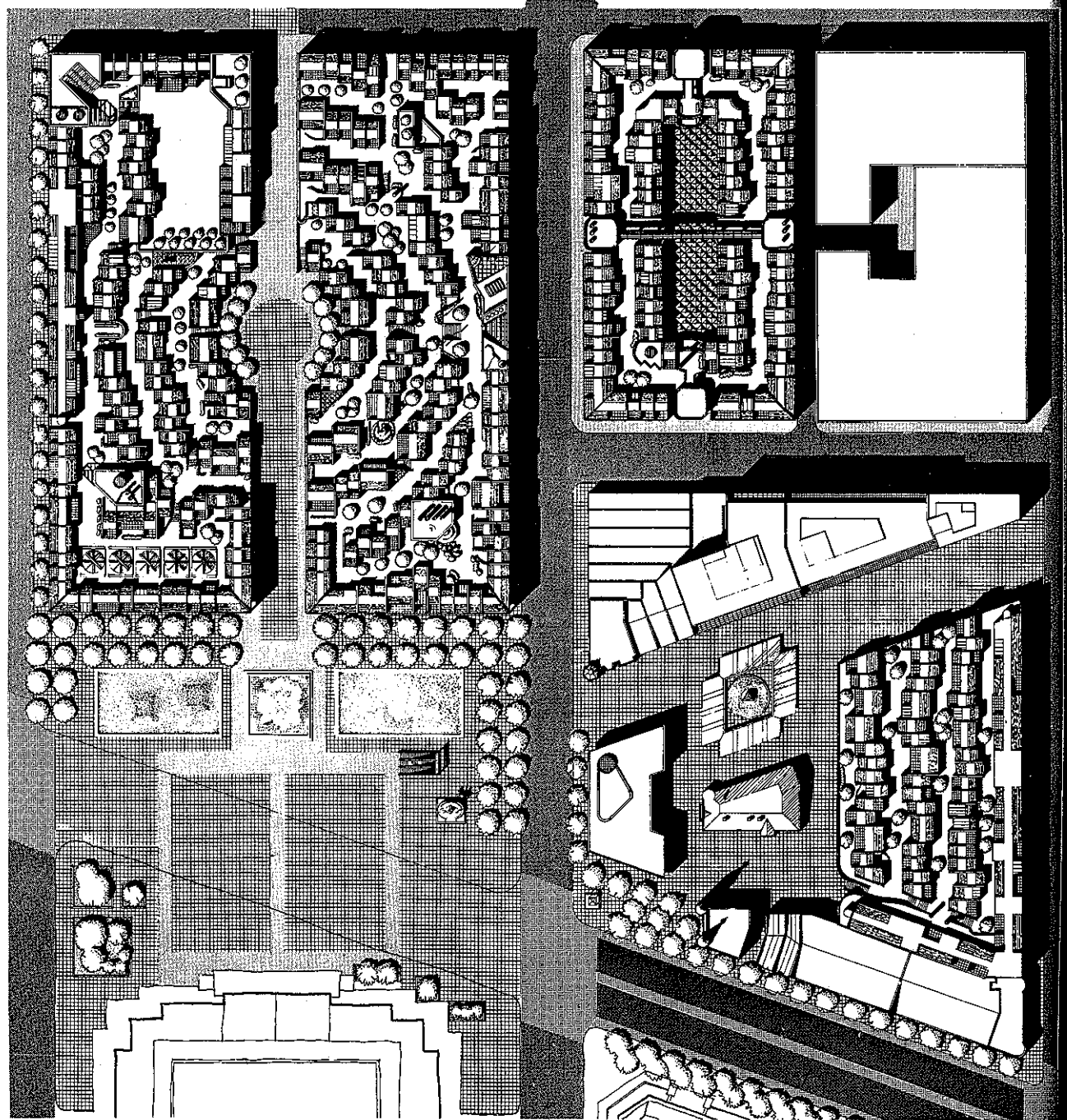
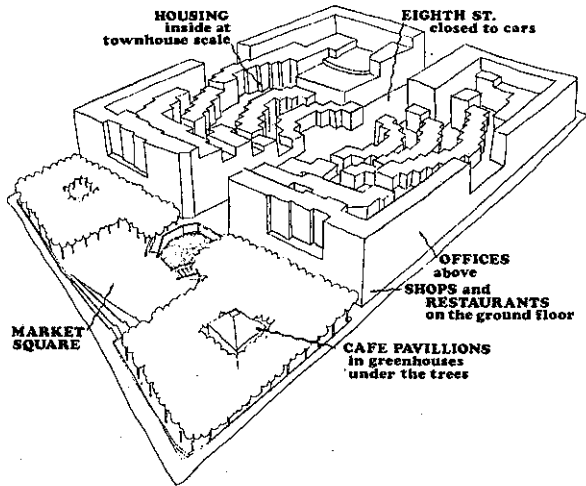
The plan provides for a structure that would house the Woodrow Wilson International Center for Scholars as part of the building complex fronting on Market Square. In addition, a major storage repository is planned for the National Archives beneath the complex that would be connected by tunnel with the main Archives Building across Pennsylvania Avenue. This space would be directly accessible below grade to the Metro Station at Market Square.

Most of the existing structures in this four-block area would be cleared in order to permit new development. Because of the great expense involved in relocating the PEPCO substation, it would probably have to remain and be incorporated into the surrounding building complex. However, the Corporation will continue to explore the feasibility of relocating the substation. Although the area contains no designated landmark buildings, there are a number of architecturally interesting buildings. Where practicable, these buildings would be preserved and consideration would be given to relocating some of the facades if preservation in place is not possible.

During the development period, the Corporation proposes using the Lansburgh's buildings in Square 431 as an interim center for relocated businesses. A plan has been prepared under the direction of the Urban Business Education Association that provides for converting the building to an enclosed shopping center, with additional space for restaurants and possibly cultural activities. If this complex proves successful in generating retail activity and bringing new life to downtown, the development plan would be restudied to determine the feasibility of retaining all or portions of the renovated buildings as part of the complex.

The entire four-block complex would be pierced by 8th Street, which would be closed to normal vehicu-

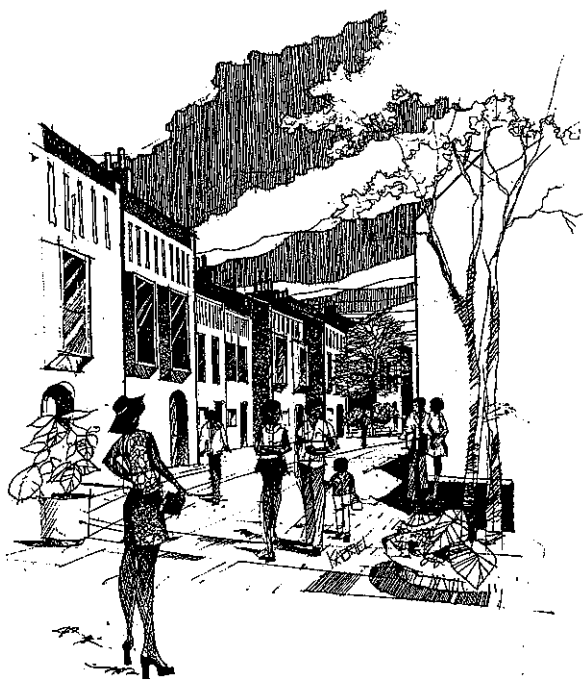
# HOUSING PLAN



lar traffic and converted to a pedestrian way. Eighth Street is a Category II landmark place because of its importance in the L'Enfant plan. This stretch of 8th Street provides reciprocal views of the Portrait Gallery and the Archives Building. Although the right-of-way would be narrowed somewhat, sufficient width would be retained to provide full views of the porticos of these two landmark buildings. The right-of-way would be at least 50 feet at E Street and would extend south to an open space in the center of the complex. This open space would be not less than 140 feet in its smallest dimension. The right-of-way south of the open space would be at least 60 feet. The change in width of the 8th Street pedestrian way would permit centering the vista on the Portrait Gallery in one direction and on the Archives in the other, since these two monuments are not on the same center line.

The pedestrian mall along 8th Street would open into an expanded public square at Market Place, which

Typical Pedestrian Walkway between Rows of Houses



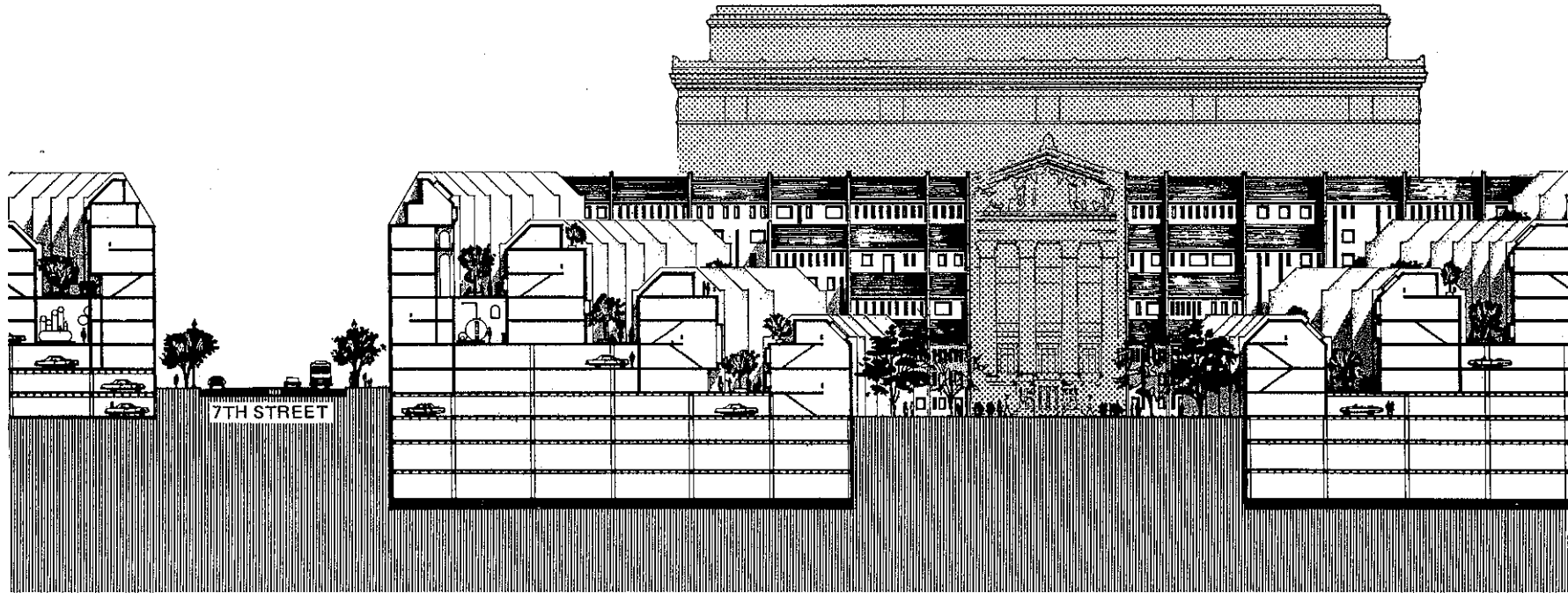
Eight Street Courtyard

would be used for public activities, including restaurants, exhibitions, recreation and open air markets. The Corporation would encourage to the greatest possible degree that the ground floor space fronting on Market Square be used for shops, restaurants and other pedestrian-oriented uses. The allocation of a significant portion of this frontage to any use that does not contribute to pedestrian activity, such as monumental institutional entrances, would be discouraged.

A maximum floor area ratio of 6 would be allowed for new development, not including the potential

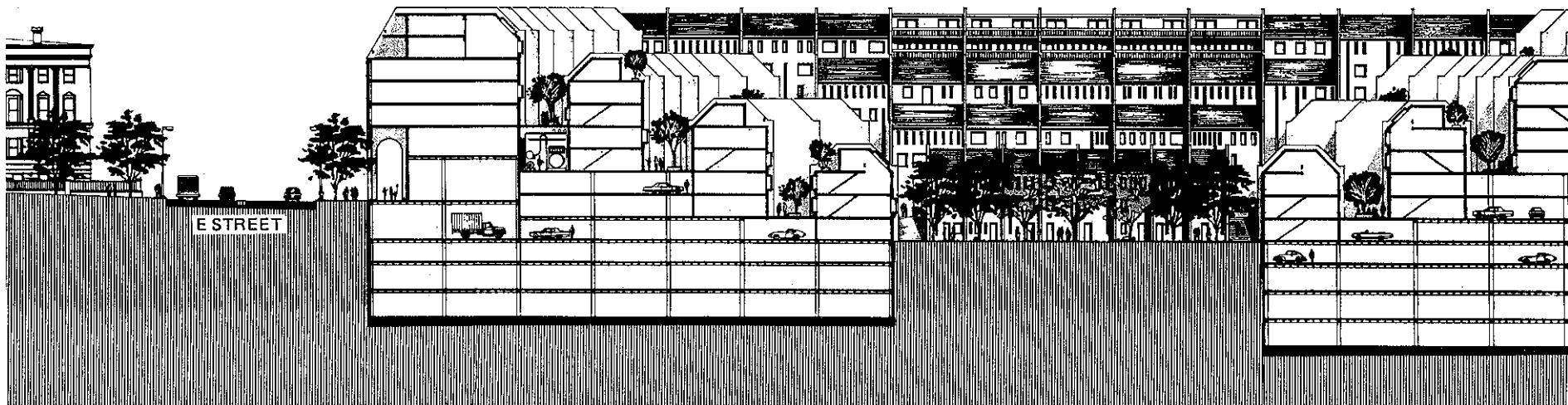
underground Archives repository. A new building line, parallel to E Street, would be established at a distance approximately 100 feet north of the intersection of the existing Pennsylvania Avenue and 9th Street building lines. All buildings would be restricted to the height determined by a horizontal plane measured 110 feet above the new Market Square building line. Once development is complete, the complex would contain 750 residential units, an estimated 150,000 square feet of new retail space and 240,000 square feet of new office space. Up to a million square feet of underground storage space could be provided for the Archives.

# HOUSING SECTIONS

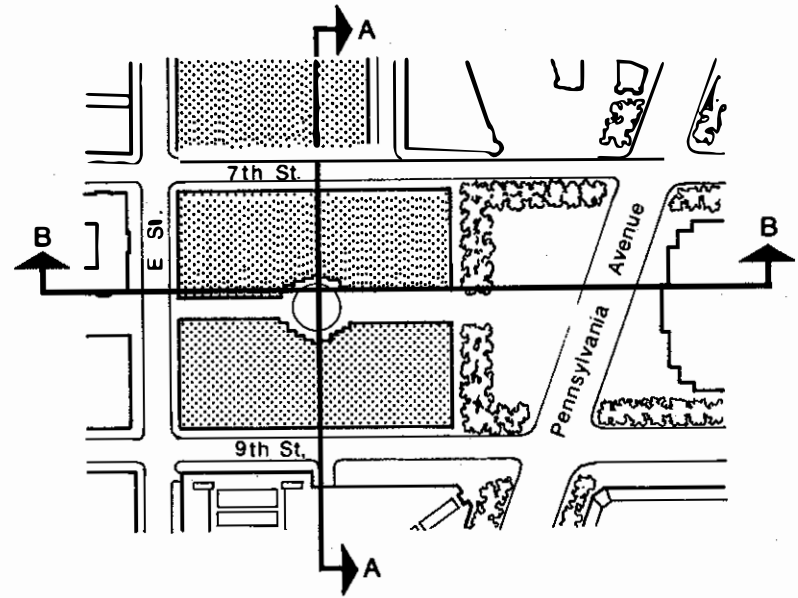
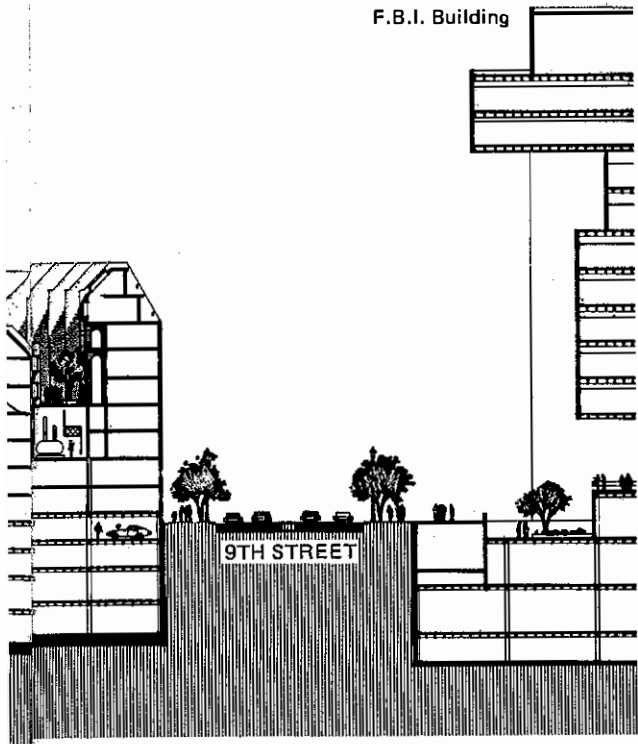


CROSS SECTION (A-A) LOOKING SOUTH TOWARD THE ARCHIVES

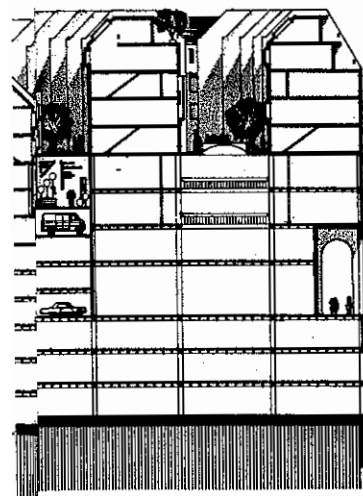
CROSS SECTION (B-B) ALONG 8TH STREET LOOKING EASTWARD



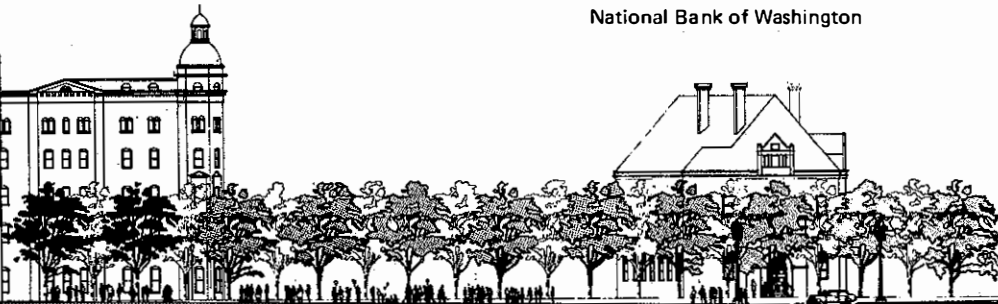
F.B.I. Building



Firemen's Insurance Co.



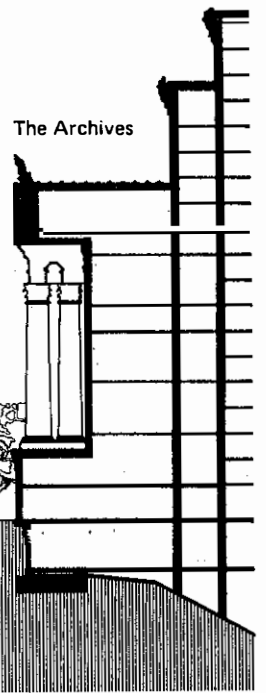
National Bank of Washington



Apex Building



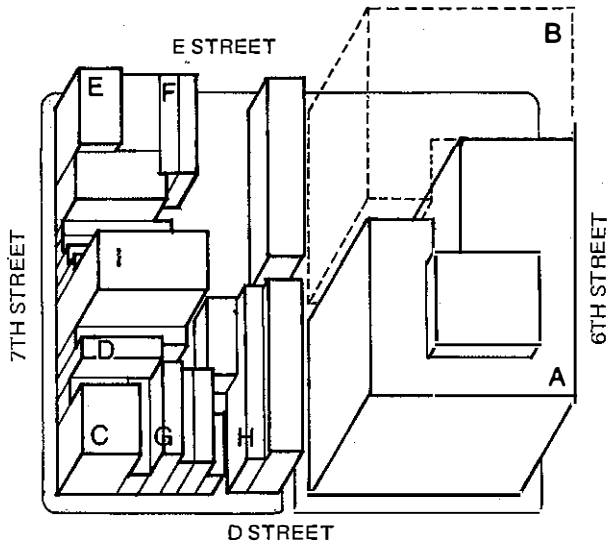
The Archives



PENNSYLVANIA AVENUE

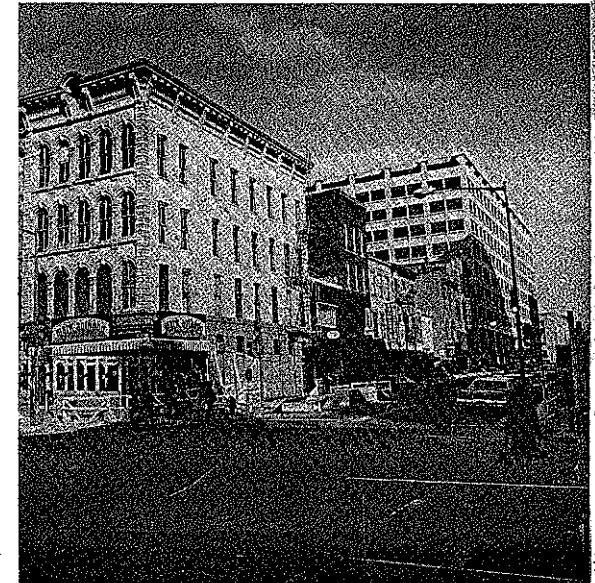
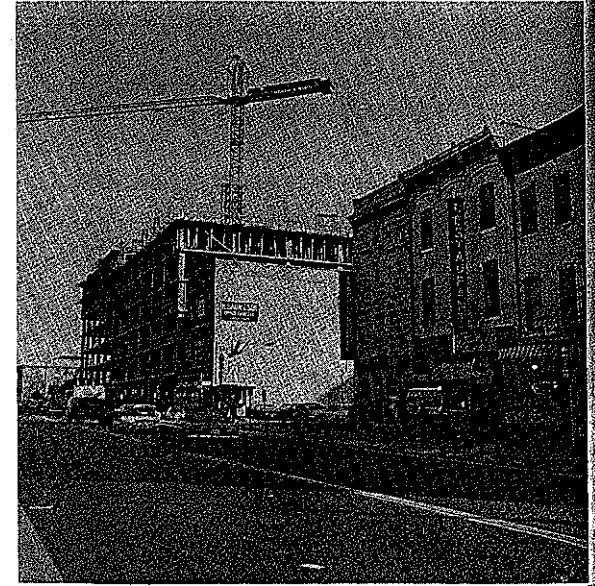
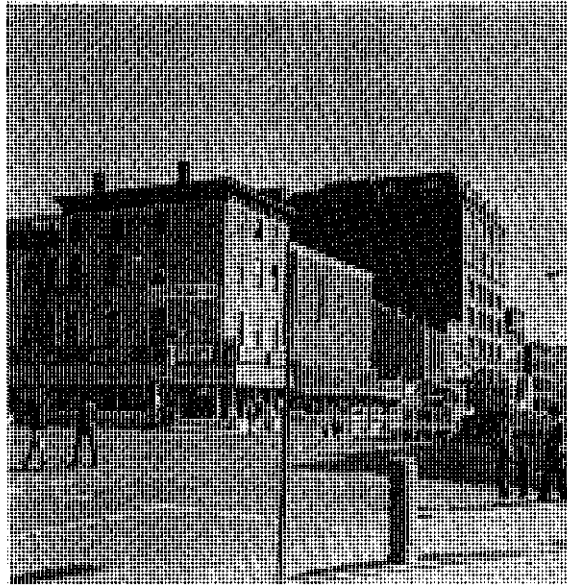
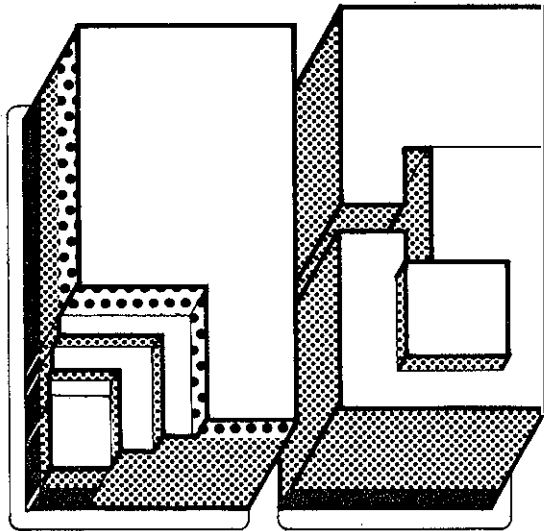


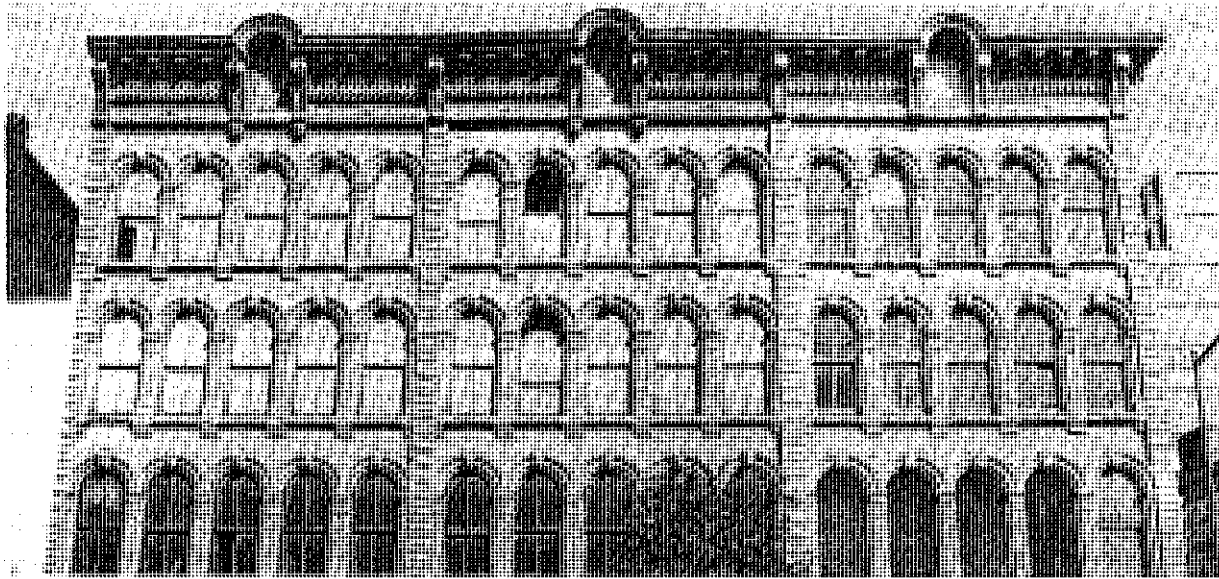
### SQUARE 457



EXISTING CONDITIONS

ILLUSTRATIVE DEVELOPMENT

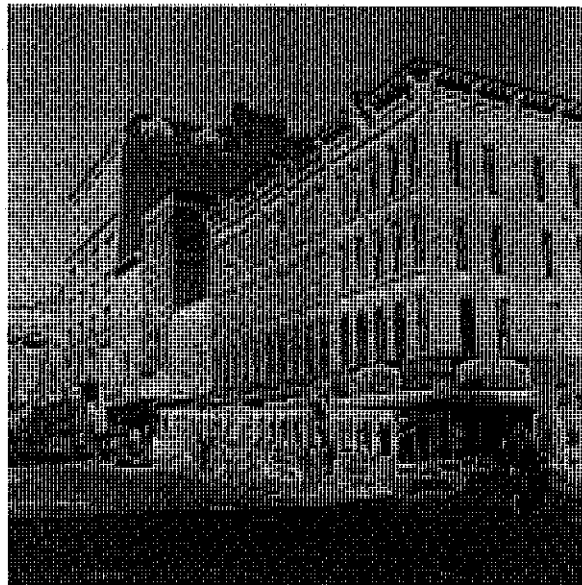
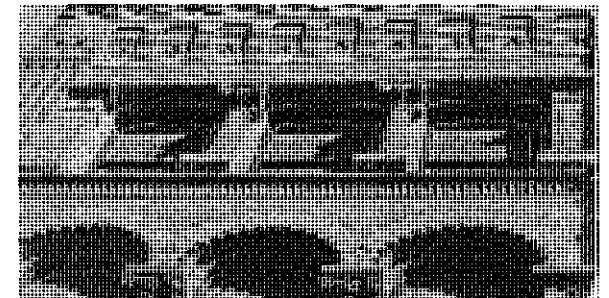




masonry building, which has strong ornamental features and rhythmic fenestration pattern, is one of the finest expressions of late 19th Century commercial architecture on 7th Street, but unfortunately it is in an extremely deteriorated condition. Another notable building is the four-story structure erected around 1883 at 415 7th Street (D). This building, which is generally in good condition, has an intricately detailed and arcaded masonry facade. Although the other late 19th century structures on this block are not as striking, there are a number of architecturally interesting older buildings, particularly those at 443 7th Street (E), 626 E Street (F) 635-641 D Street (G) and 629 D Street (H). The western portion of the block also contains several 20th Century structures, the most significant of which is the seven story Mayer Building (I).

**Proposed Development:** Under the plan this block would be developed with a mixture of office, retail and residential uses. The two major office structures on the eastern portion of the block would remain as is. The western portion would be redeveloped primarily for residences, with retail uses on the ground floor. Existing building facades of historic or architectural merit would be studied for preservation in place.

A maximum floor area ratio of 10 would be allowed on the block. Building would be restricted to a height determined by a horizontal plane measured 110 feet above the 7th Street building line. However, lower heights would be required for new construction adjacent to existing buildings or facades with architectural merit that are to be retained. After redevelopment the block would contain an estimated 400 residential units, 70,000 square feet of new retail space and 100,000 square feet of new office space.

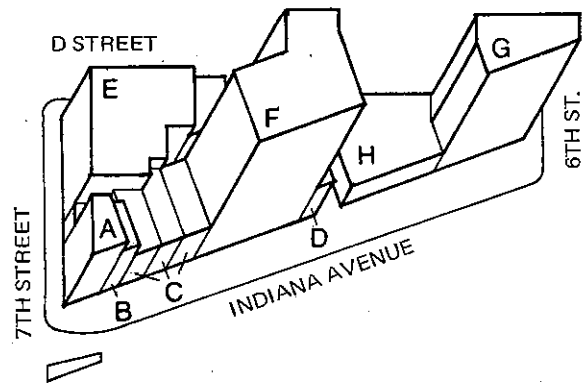


#### SQUARE 457

**Existing Conditions:** This block is functionally divided into two parts — an eastern section, occupied by two major office buildings, and a western section, occupied by numerous older commercial structures typical of 7th Street's evolution as a commercial center. The eastern section contains the ten-story Patrick Henry Building (A), a major office structure occupied largely by leased government offices. Another large office building (B) is under construction on the remaining land in the eastern section of the block.

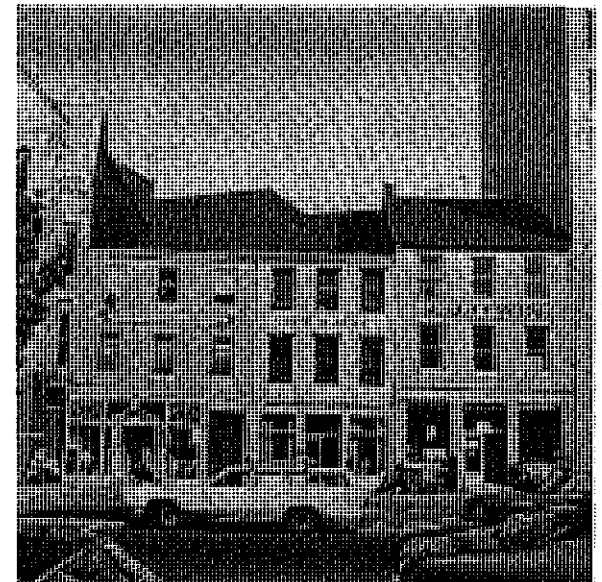
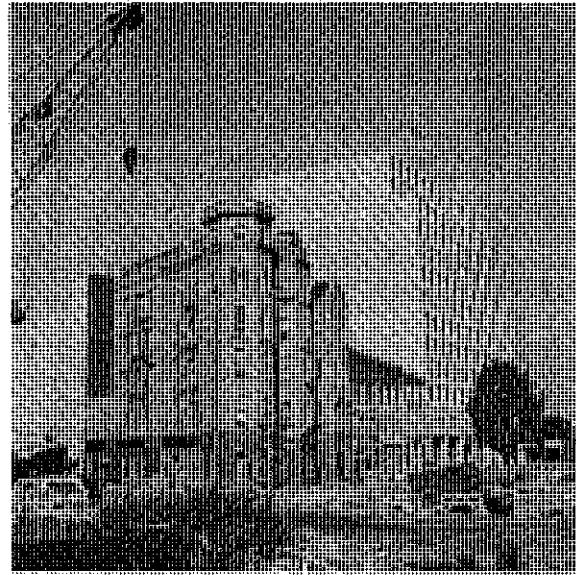
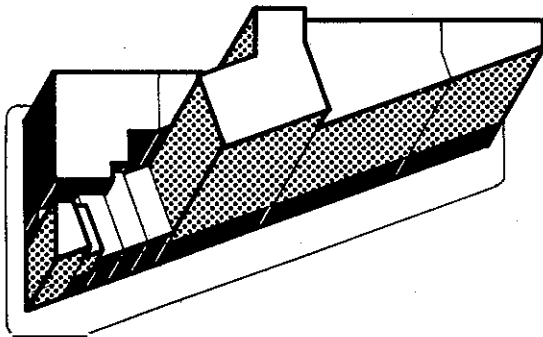
Most of the buildings in the western section are two- to four-story structures dating from the latter part of the 19th Century and now occupied by small- and medium-sized retail businesses on the ground floor and generally vacant on the upper floors. The most architecturally significant structure is the three-unit Germond Crandell Building at 401-407 7th Street (C), which was constructed in 1887. This four-story

# SQUARE 458



EXISTING CONDITIONS

ILLUSTRATIVE DEVELOPMENT



## SQUARE 458

**Existing Conditions:** This triangular block forms the northern edge of the *patte d'oie*<sup>2</sup> configuration of streets that radiate from Market Square, including Indiana Avenue, C Street and Pennsylvania Avenue. This block contains a mixture of retail and office structures in a variety of scales and styles, ranging from two- to three-story buildings dating from the 1840's to modern high rise office structures.

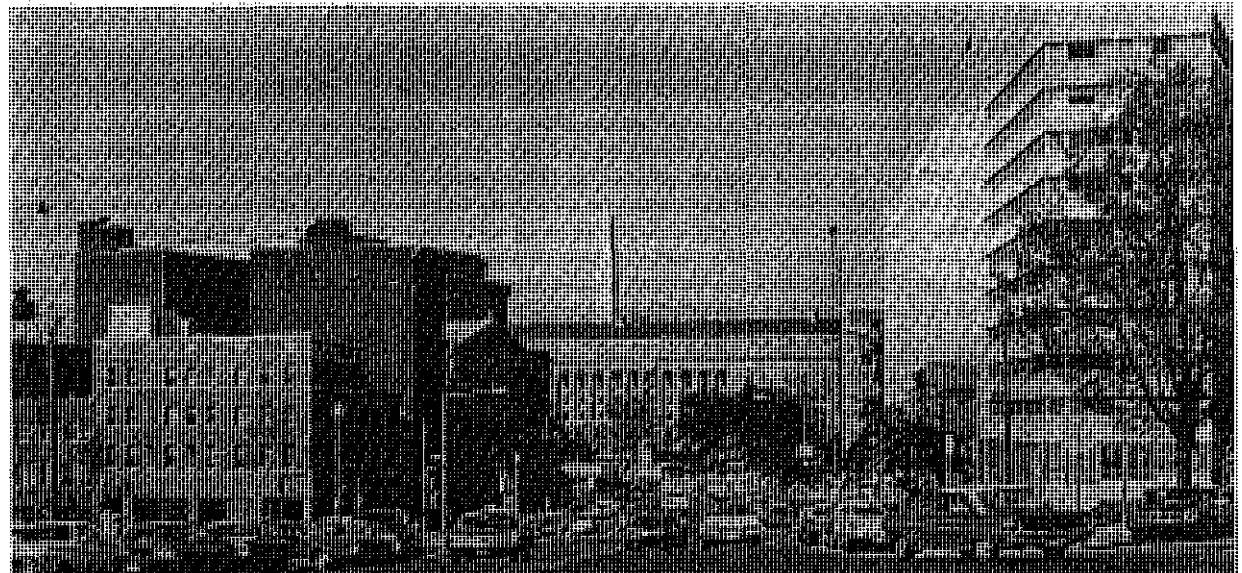
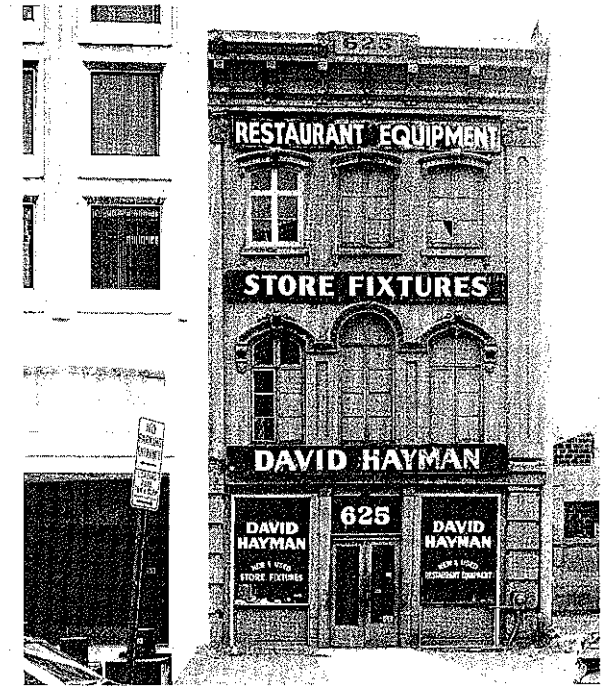
The Indiana Avenue frontage is lined with a number of architecturally significant buildings. The Firemen's Insurance Company Building, erected in 1882 at 7th Street and Indiana Avenue (A), is an excellent example of late 1880's commercial architecture. Although the dome of the building's octagonal tower has been removed, the five-story main portion of the building remains. Adjacent to this building is the National Union Insurance Company (B), which is contemporary in date and design to the Firemen's Insurance Company structure. Next to these two structures are three lower-scale buildings at 637-641 Indiana Avenue (C) that date from the 1840's. These buildings are typical of the early development of downtown Washington and are now occupied by small retail businesses. Of similar scale, but separated from these buildings by a modern office structure, is a three-story building at 625 Indiana Avenue that dates from the 1850's (D).

At the corner of 7th and D Streets (E) are five low-scale buildings that have been encased in a modern flat facade and house the Hub Furniture Store, one of the major retail businesses in the area. The remainder of the block is occupied by two undistinguished high rise office buildings fronting on Indiana Avenue (F and G) that contrast sharply both in scale and style with their 19th century neighbors. In between these two buildings is a two-story garage (H).

<sup>2</sup> A *patte d'oie* is a goosefoot-shaped intersection of three streets arranged in acute angles of 20 to 25 degrees. Standing at the intersection, an observer can look down all three streets at once since all three will be within the normal range of vision — about 65 degrees.

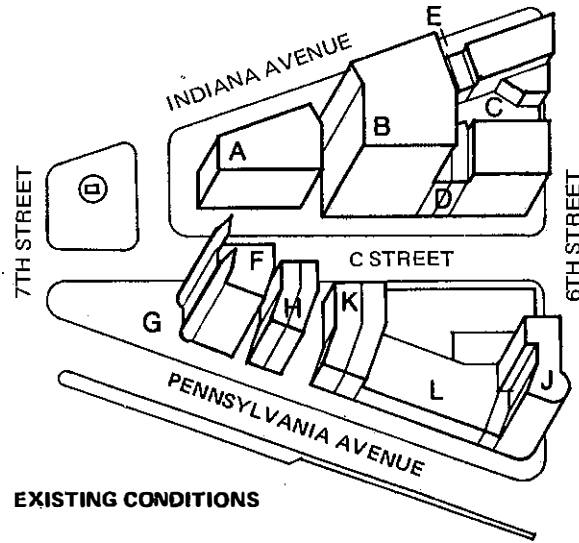
**Proposed Development:** Under the plan there would be only minor redevelopment in this block, which would contain retail, office, and residential uses. The insurance company buildings would remain, along with the three low-scale commercial buildings at 637, 639 and 641 Indiana Avenue. The HUB Furniture Company building could also remain, but its facade would be restored so that its appearance is compatible with adjacent 19th Century buildings. Both of the new office structures at the eastern end of the block could remain as conforming uses. The remainder of the block would be redeveloped for residential or office uses, with ground floor retail space.

A maximum floor area ratio of 8.0 would be permitted for new construction. Buildings would be restricted to a height determined by a horizontal plane measured 110 feet above the D Street building line. However, lower heights would be required for any new construction adjacent to existing buildings or facades that are being retained because of architectural merit. After redevelopment the block would contain an estimated 80 residential units and 15,000 square feet of new retail space. Approximately 105,000 square feet of new office space could be provided as an alternative to the residential units.



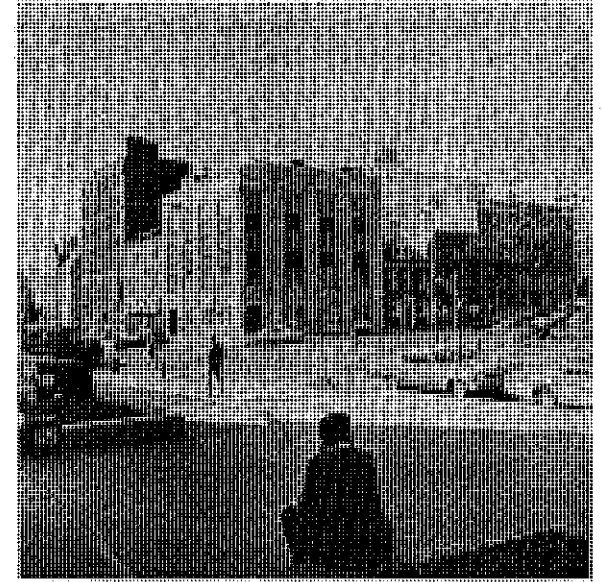
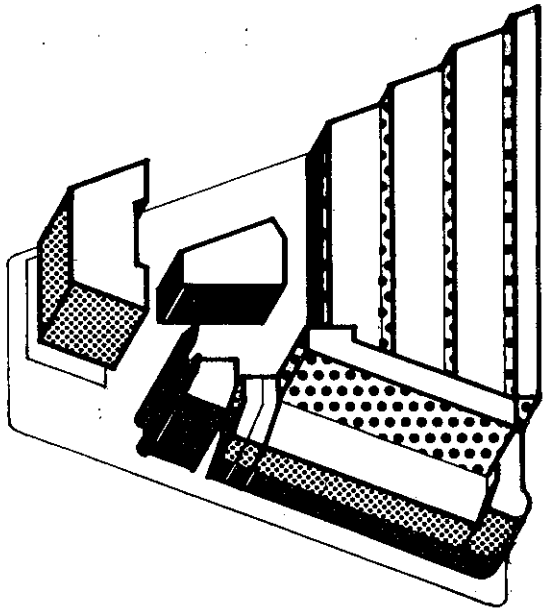
Indiana Avenue Vista toward Washington Monument from Old City Hall; it is now blocked by the Justice Department Building in the Federal Triangle.

### SQUARES 459 & 460



EXISTING CONDITIONS

ILLUSTRATIVE DEVELOPMENT



## SQUARES 459 AND 460

(These blocks are discussed together because they would be developed under a coordinated plan).

**Existing Conditions (Square 459):** This triangular block lies in the middle of the *patte d'oie* street configuration radiating from Market Square. It contains a variety of retail and office uses in low-scale buildings. The most architecturally significant structure is the National Bank of Washington branch building at 7th Street and Indiana Avenue (A), which was erected in 1890 and has been designated a Category II landmark. This well-maintained building fills its irregular lot and is one of the City's finest examples of "Richardsonian Romanesque" commercial design. A vacant lot separates the Bank from the Central Union Mission Building (B), a seven-story structure with 50 rooms for transients that was built in the 1920's and has no particular architectural merit.

The block contains several interesting 19th Century structures that are not designated landmarks. Of particular note is the house at 308 6th Street (C), which appears to have been built around 1830 and is probably the oldest structure remaining in the development area. Several low-scale mid-19th Century buildings are located along Indiana Avenue and C Street, housing restaurants and a few small shops and law offices. The lower floors of the buildings on C Street (D) have been converted to a fast food establishment with a plastic facade. However, several of the buildings, in particular those at 610 and 612 Indiana Avenue (E), have retained much of their original appearance. The remainder of the block is occupied by vacant land and a pair of four-story 20th Century commercial buildings located on the corners of 6th Street. The island formed by the intersection of C Street, Indiana Avenue and 7th Street is the site of the Grand Army of the Republic Memorial, which was erected in honor of Dr. Benjamin T. Stevenson, organizer of the Army.

The stretch of Indiana Avenue between Squares 458 and 459 has been designated a Category I landmark place because of its importance in the original plan for the City. L'Enfant had envisioned a major vista along the Avenue between the "Washington statue" and the site of the "Judiciary House." However, construction of the Federal Triangle eliminated all

but a two-block segment of Indiana Avenue. The view south to the Washington Monument is blocked by the Justice Department and the view north exposes a corner, not in the front of the Old City Hall.

**Existing Conditions (Square 460):** This triangular block forms the southern edge of the *patte d'oie* configuration radiating from Market Square. Although it contains several architecturally and historically significant buildings, most of the land is occupied by deteriorated low-scale structures that are either vacant or occupied only on the ground floor.

The most important building on the block is the Central National Bank, now occupied by the Apex Liquor store (F), a six-story brownstone structure erected in 1888 with two round turrets capped by conical roofs. This building has been designated a Category III landmark and is structurally sound, but will require a considerable amount of restoration work. Like the Firemen's Insurance Company and National Bank of Washington Branch, the building was designed to fit a pivotal irregular lot created by the convergence of the streets radiating from Market Square at 7th Street. The Temperance Fountain, erected around 1875, occupies the sidewalk in front of the building (G).

A vacant lot separates the Central National Bank Building from two mid-19th Century four-story structures at 625 and 627 Pennsylvania Avenue (H). The upper floors of these buildings are vacant today, but they once housed the studios of famed Civil War photographer Matthew Brady. The ground floors are now occupied by a camera shop and a restaurant. The only other architecturally interesting structure on the block is the six-story Atlantic Coast Line Building (J), which was erected in 1890 at the corner of Pennsylvania Avenue and 6th Street. The building's circular bays echo the turrets of the Central National Bank Building. The remainder of the block contains a few low-scale 19th Century buildings (K) occupied by restaurants, and a large, vacant one-story structure (L).

**Proposed Development:** Under the plan these two blocks would be developed with a combination of residential, office and retail uses. Shops would be located on the ground floor of the buildings, forming a small shopping plaza that would serve residents, office workers and tourists. The upper floors of the buildings would be developed primarily for residential

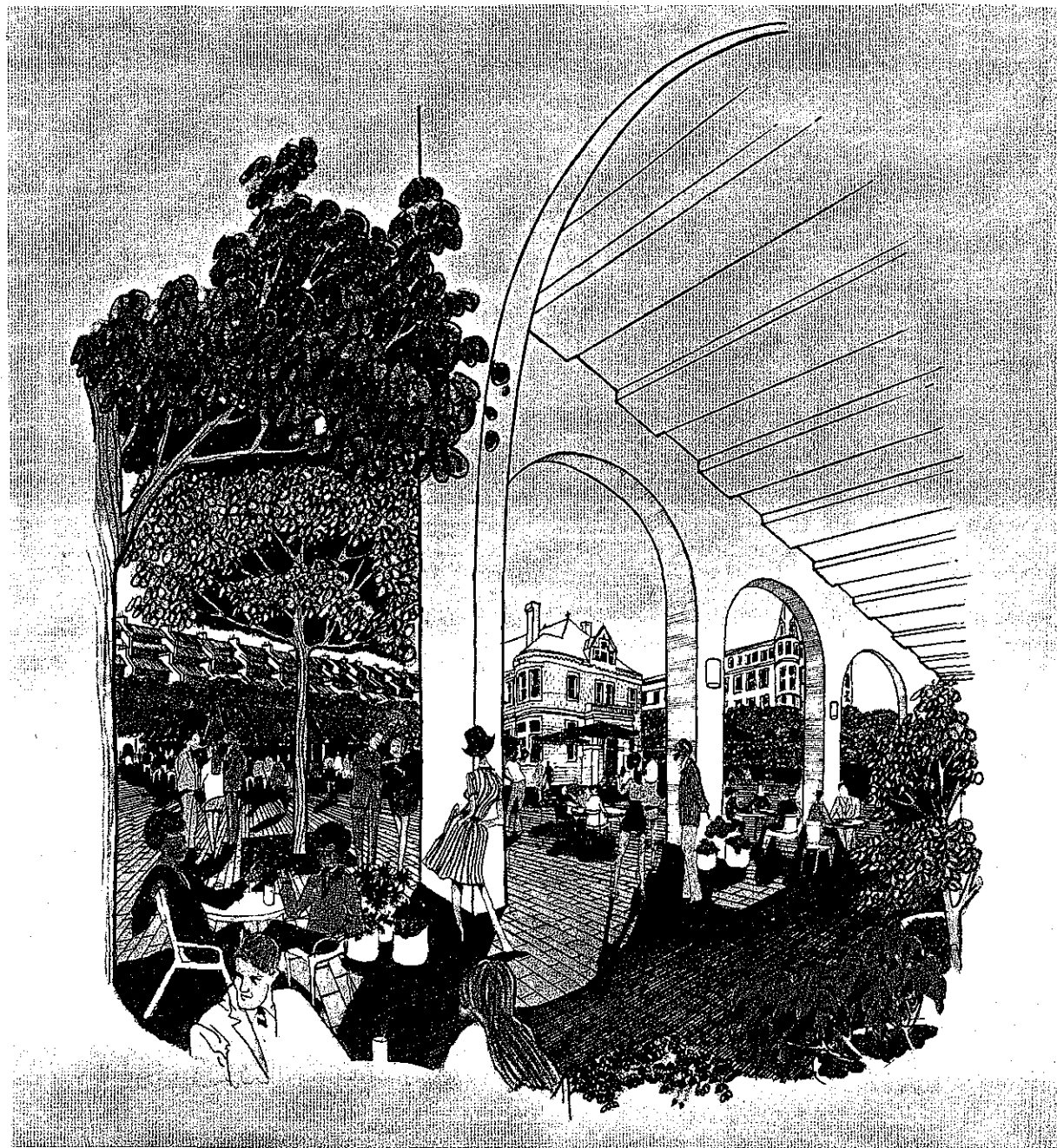
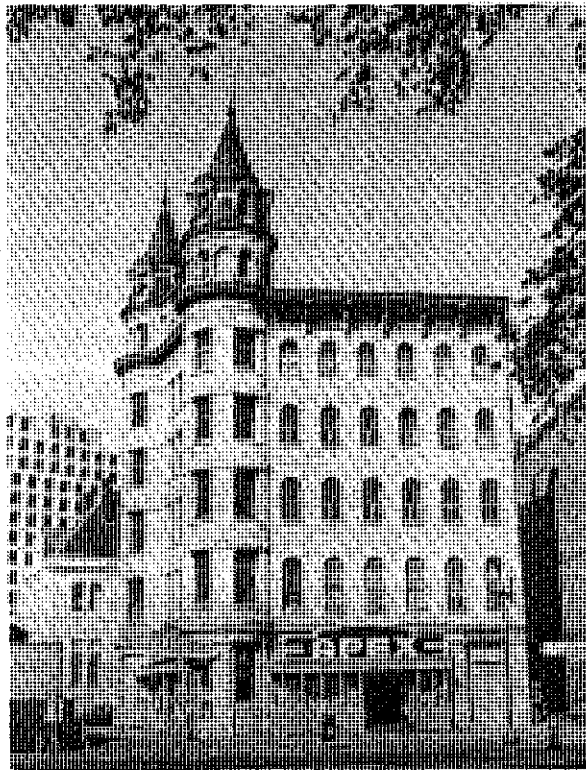
uses, but some office space could also be provided. The National Bank of Washington branch, the Central National Bank building and the structures that once housed Matthew Brady's studio would be retained because of their historic and architectural merit. Consideration would also be given to retaining the Atlantic Coast Line Building at 6th Street and Pennsylvania Avenue. The remaining frontage along Pennsylvania Avenue could be used as relocation space for architecturally significant facades that must be moved from other areas in order to provide for new development.

The shopping plaza would be located around the National Bank of Washington branch, which would be surrounded by small well-defined pedestrian spaces. Although two of the three radiating streets, Indiana Avenue and C Street, would be closed and converted to pedestrian use, existing street lines would be maintained and used to define the architectural features of the pivotal buildings at the corners of those streets. The C Street right-of-way would be kept at its present width between 7th Street and the east wall of the National Bank. Beyond that point, a pedestrian walkway would extend along the line of C Street up to 6th Street. This portion of C Street would be covered by new development and could be less than the current right-of-way width. Indiana Avenue would be narrowed by 80 feet along its south side and the remaining 80-foot right-of-way would be converted to pedestrian use. Sufficient width would be retained to maintain the existing view of Old City Hall and to permit three lanes of traffic, if necessary.

Low-scale buildings would surround the plaza. The northern edge would be defined by the insurance company buildings and adjacent 19th Century structures along Indiana Avenue. The southern and eastern edges could be constructed with existing facades that must be moved from other locations within the development area. If this is not practicable, new construction of a similar scale could occur. The east side of the National Bank of Washington branch could be linked to adjacent development by infill construction, possibly open at the base. The western edge of the plaza would be landscaped in a way that would demarcate Market Square. As an alternative, the Corporation will continue to study the possibility of constructing a building in front of the National Bank of Washington, fronting on 7th Street. Such a building would be open at the base and restricted to

approximately the height of the Central National Bank (Apex) building.

A maximum floor area ratio of 6 would be permitted. New development would be restricted to the area east of a new north-south building line that would be established 40 feet east of the National Bank of Washington branch. The existing Pennsylvania Avenue building line between the Central National Bank and Atlantic Coastline Buildings would be retained. Any new construction between these buildings would be restricted to their approximate heights for a distance 50 feet back from the existing Avenue building line. At that point, buildings could rise to 110 feet. Once development is complete the two blocks would contain approximately 270 residential units, 90,000 square feet of new retail space and 135,000 square feet of new office space.



View of Shopping Court at 7th Street and Indiana Avenue

**SQUARE 491**

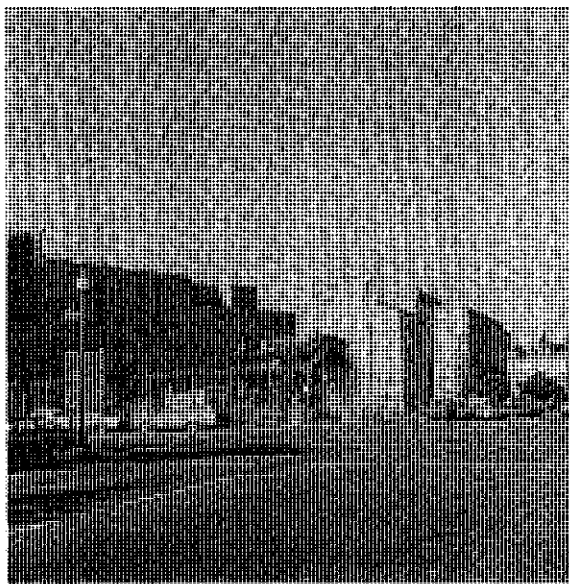
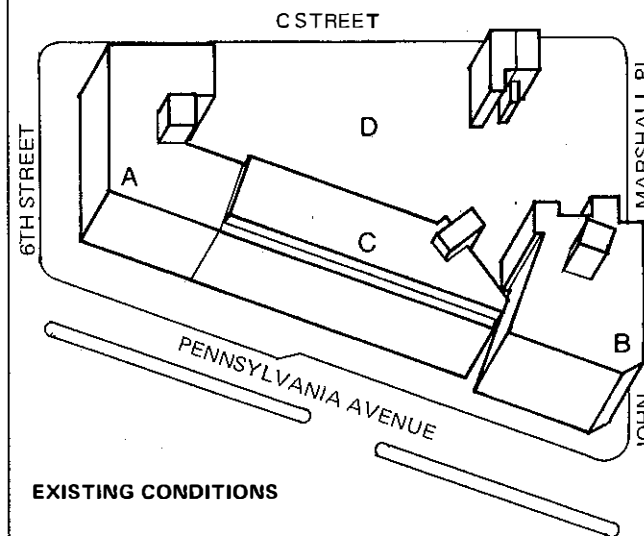
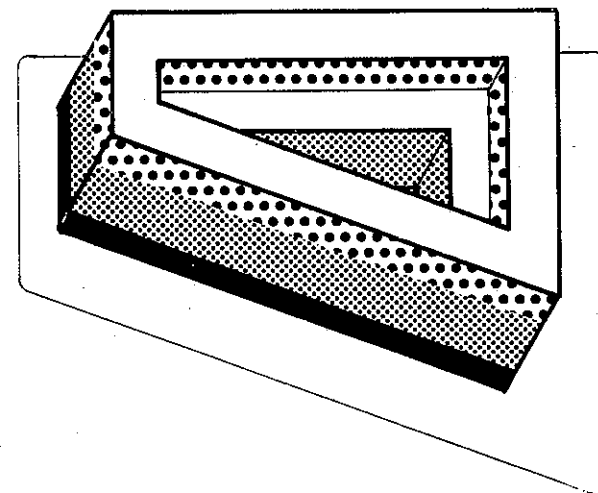
**Existing Conditions:** This block contains three sizeable buildings occupied by governmental and institutional uses, a substantial amount of vacant land and two small 19th Century row houses that have no particular architectural merit. The western end of the block is occupied by the six-story District of Columbia Employment Security Building (A), which was erected in the early 1960's. The eastern end is occupied by an older six-story building (B), which is occupied by government offices, the District motor pool, and the USO. In between these buildings is another six-story structure (C) that is also used for District government offices. Most of the vacant land is used for official District government parking (D).

**Proposed Development:** Under the plan this block would remain as is for the immediate future, but ultimately it would be redeveloped for public or private uses when there is a viable proposal for the entire block. Potential uses on the block would be a new hotel, office space for a major institutional tenant, and ground floor retail space. Special care would be taken to relate the design of the block to John Marshall Place, which would be closed to vehicular traffic and developed as a pedestrian way extending from Old City Hall to the National Gallery of Art.

A maximum floor area ratio of 8 would be permitted for new construction. Development would be required to conform to the new building line along Pennsylvania Avenue and would be restricted to a height established by a horizontal plane 110 feet above the new line. Once development is complete, the block would contain up to 400 new hotel rooms, an estimated 100,000 square feet of new retail space and an estimated 525,000 square feet of new office space.

**SQUARE S-533**

This block is occupied by the U.S. District Court and would be unchanged under the development plan.

**SQUARE 491****EXISTING CONDITIONS****ILLUSTRATIVE DEVELOPMENT**

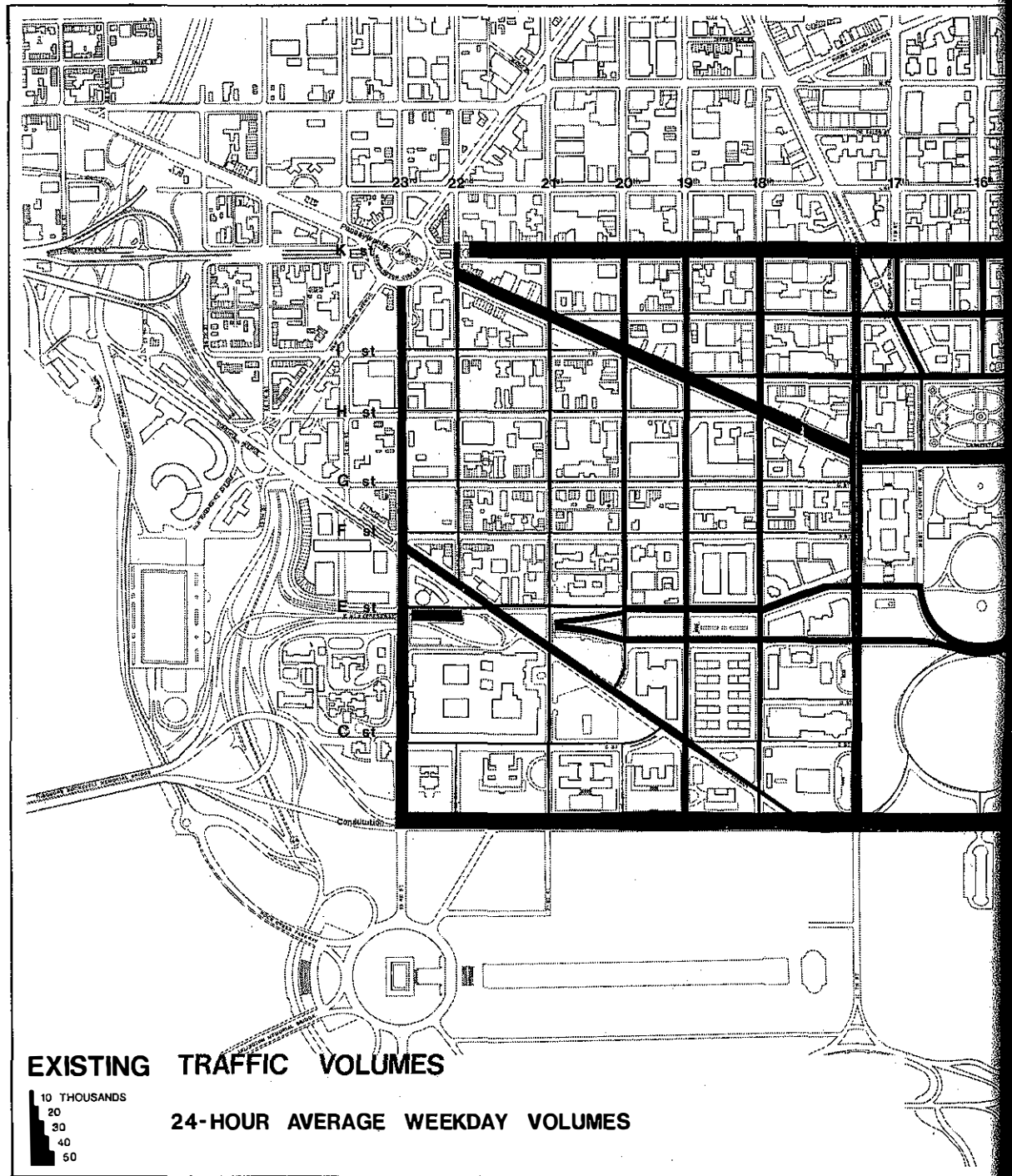


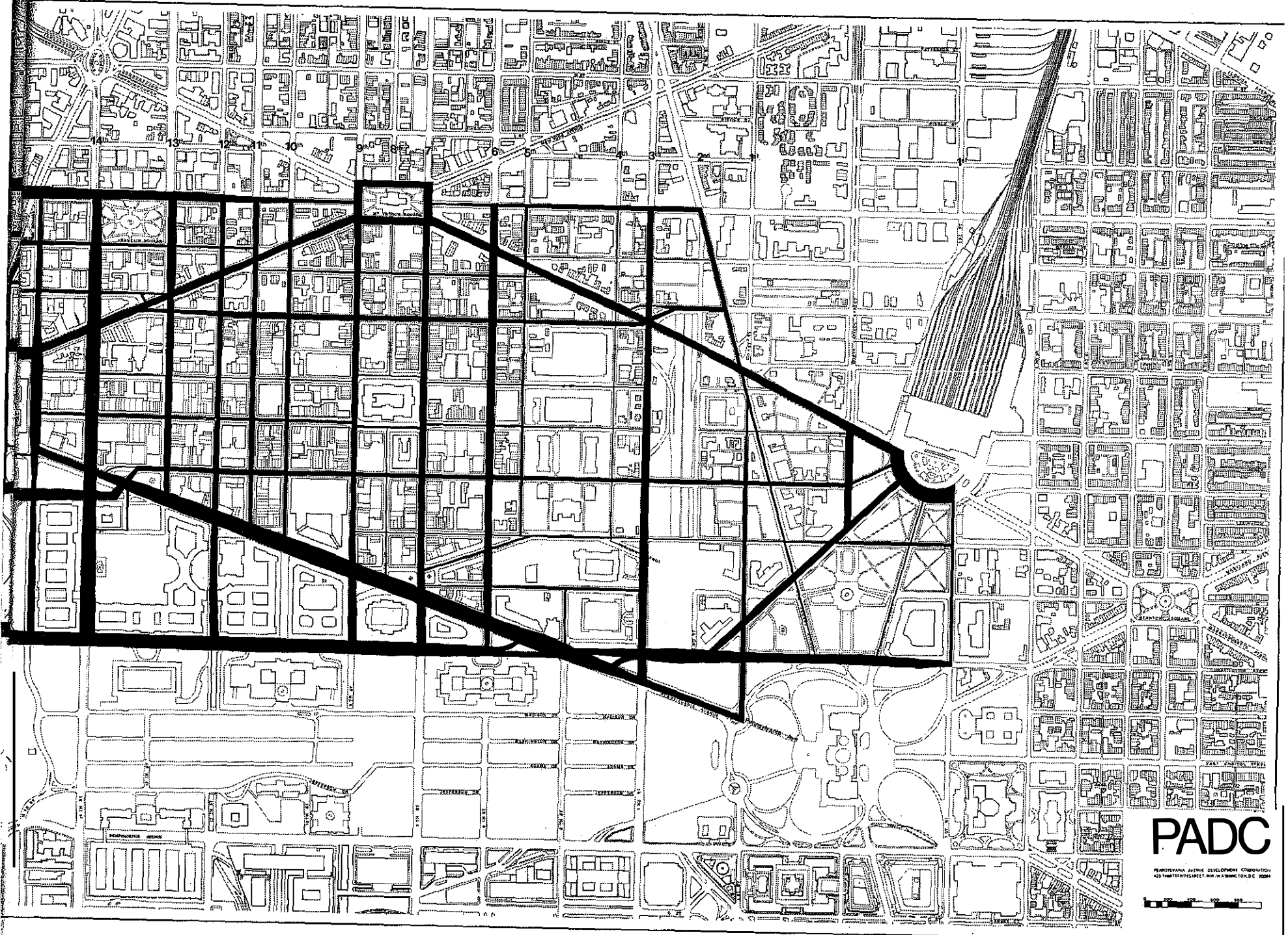
#### IV. VEHICULAR CIRCULATION PLAN

The proposed vehicular circulation plan, which was developed with the assistance of the Corporation's traffic consultants, Wilbur Smith and Associates, was based on extensive study of existing traffic patterns and conditions, a review of previous planning efforts, and continued conferences with key public agencies. The plan assumes: (1) development and operation of the METRO system with the initial lines in service by about 1975, and the majority of the downtown lines in operation by 1978; (2) progressive restructuring of bus service by the Washington Metropolitan Area Transit Authority (WMATA); (3) extension of the Center Leg Expressway as far north as New York Avenue; (4) implementation of the Department of Highways and Traffic downtown street routing proposals.

Although vehicular traffic has increased substantially in the metropolitan area, traffic volumes in and around the Pennsylvania Avenue environs have not increased appreciably over the past decade, indicating that the roadway system serving downtown reached capacity some time ago. Therefore, traffic improvements short of major street widenings will only affect flow on a localized basis and not the number of vehicles entering or leaving the area. Since such widenings are neither possible nor desirable in an area like downtown that is already heavily impacted by traffic, the Pennsylvania Avenue circulation proposals are only designed to improve flow in the immediate environs of the project area. (See Existing Traffic Volumes Map)

The street circulation proposals incorporate and build upon the street routings developed by the D.C. Department of Highways and Traffic in cooperation with other agencies, and include the conversion of F, G and 8th Streets to pedestrian malls, as proposed in the Redevelopment Land Agency's "Streets for People" program. Some changes have been recommended in the Department of Highways and Traffic's Downtown Traffic Circulation Plan in order to restructure traffic flows and to improve development potentials in the area. The most significant differences between the proposed Pennsylvania Avenue circulation plan and the Downtown Circulation Plan are the conversion of 14th and 15th Streets to one-way operation and the closing of Indiana Avenue between 6th and 7th Streets. Earlier proposals for a series of tunnels linking the areas east and west of the White House and for an underpass at Constitution





**PADC**

PLANNING AND DEVELOPMENT CORPORATION  
421 UNIVERSITY STREET, SUITE 1100, TORONTO, ONT. M5G 1S1



Avenue have been deleted from the proposed circulation plan.

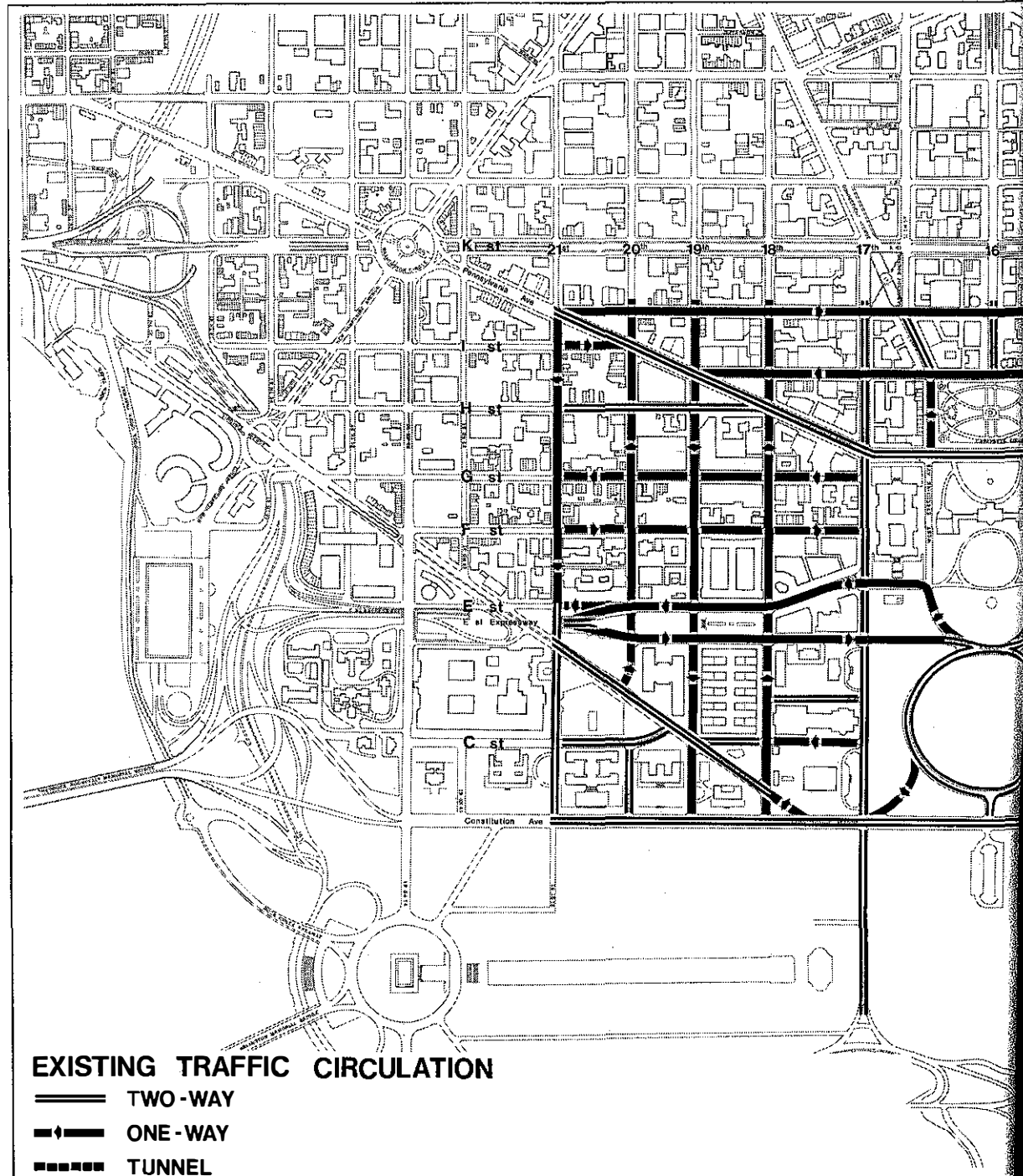
**One-Way Street Routing:** One-way street routings have been implemented in downtown Washington over the past decade. The proposed circulation plan represents a continuation of this strategy by providing for [redacted] and 15th Streets between [redacted] and Madison Drive. This change [redacted] now, equalize the use of both streets, simplify traffic signal timing, and facilitate left turns. Transition points would be carefully channelized to maintain the continuity of north-south flow.

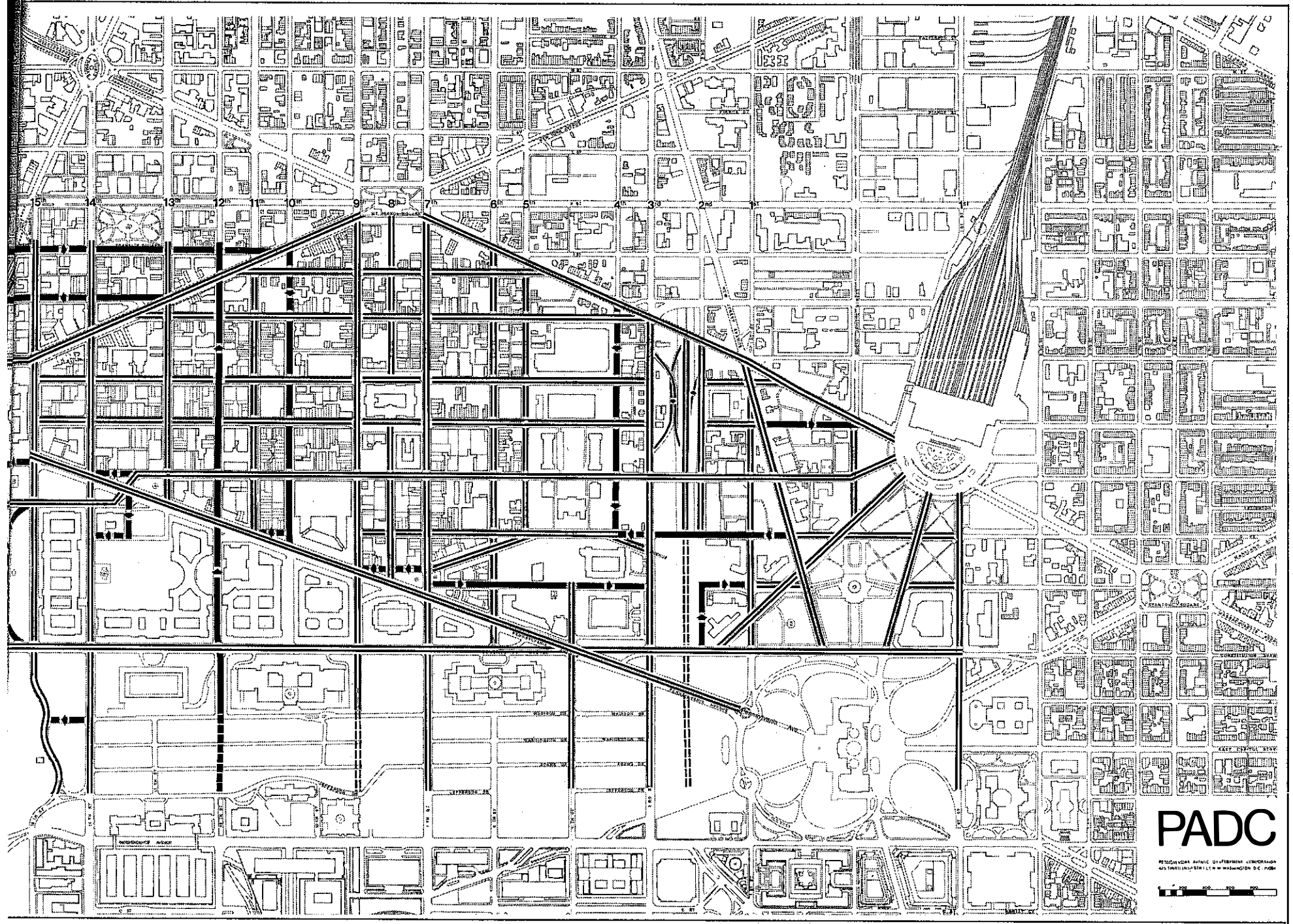
Specifically, 14th Street would be converted to one-way use north-bound for cars, while preserving two-way use for buses in exclusive lanes. Four north-bound lanes would be provided for cars in addition to the bus lanes, and a left-turn lane would be provided where street width is 70 feet or more. Fifteenth Street would be converted to one-way use southbound with a minimum of four lanes through-out and six lanes between New York and Constitution Avenues. Prior to the construction of the proposed Mall Tunnel, 15th Street could be realigned between Constitution Avenue and Jefferson Drive to permit a gradual transition of three southbound lanes into 14th Street. South of Jefferson Drive, 15th Street would remain two-way to provide access to and from Main Avenue.

The tunneling of 14th Street under the Mall and Independence Avenue may be a necessary precursor to the development of one-way pairing for 14th and 15th Streets. However, if one of the proposed interim surface solutions to the routing of 15th Street across the Mall can be agreed upon, the implementation of the one-way system could precede the tunnel.

**Mall Tunnel:** The Pennsylvania Avenue circulation plan provides for tunneling 14th Street under the Mall and Independence Avenue, and for the closure of the streets on the Mall to traffic. This concept has been long endorsed by the D.C. Department of Highways and Traffic and by the National Park Service.

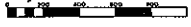
Fourteenth and Fifteenth Streets would be brought together in a four-lane tunnel-depressed section with shoulders, to the south of Constitution Avenue near Madison Drive. The road would be depressed under Independence Avenue and return to grade at E Street.





**PADC**

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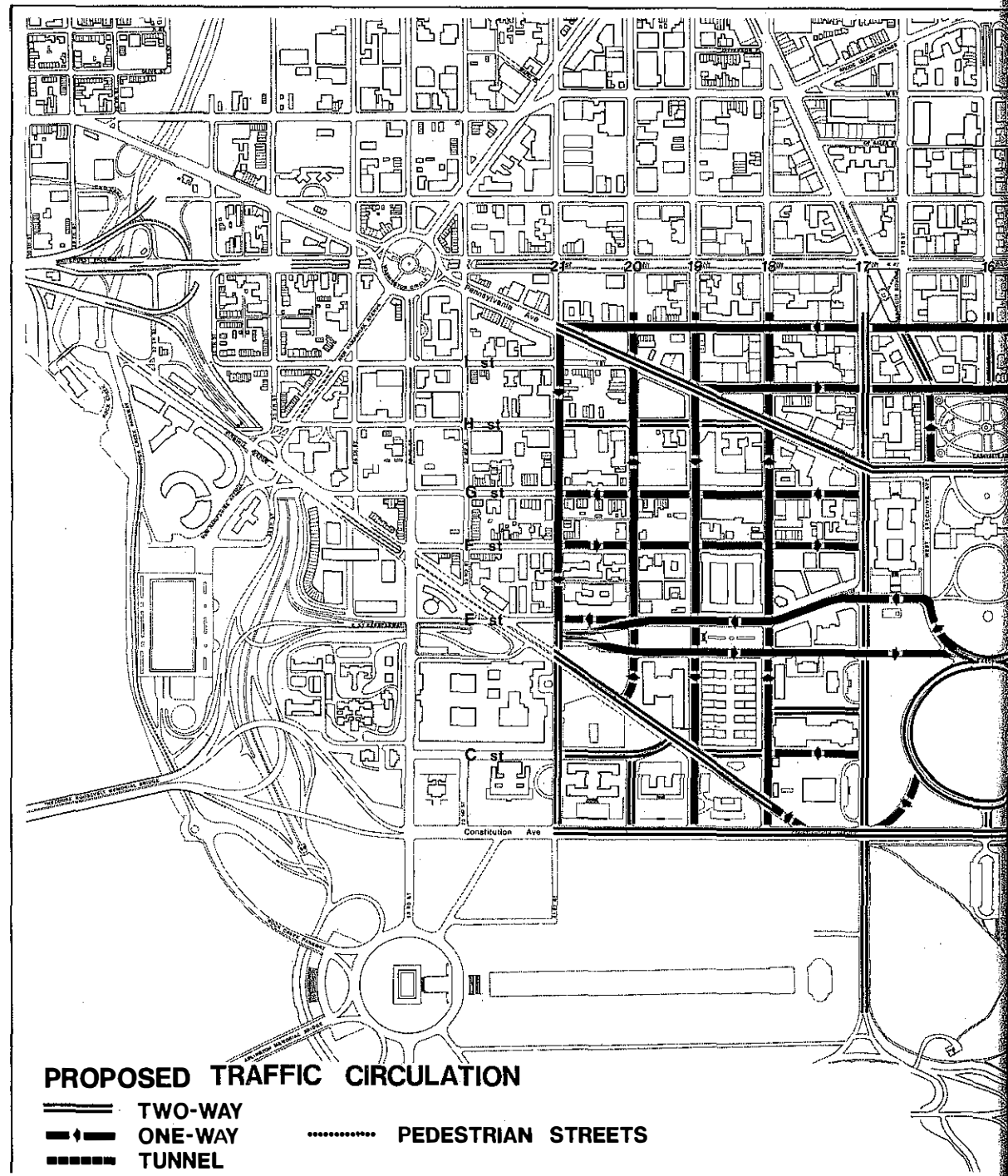
It would have no impact on the Bureau of Engraving tunnel between C and D Streets Southwest. Surface roads south of Independence Avenue would be maintained, providing continued access to adjacent properties.

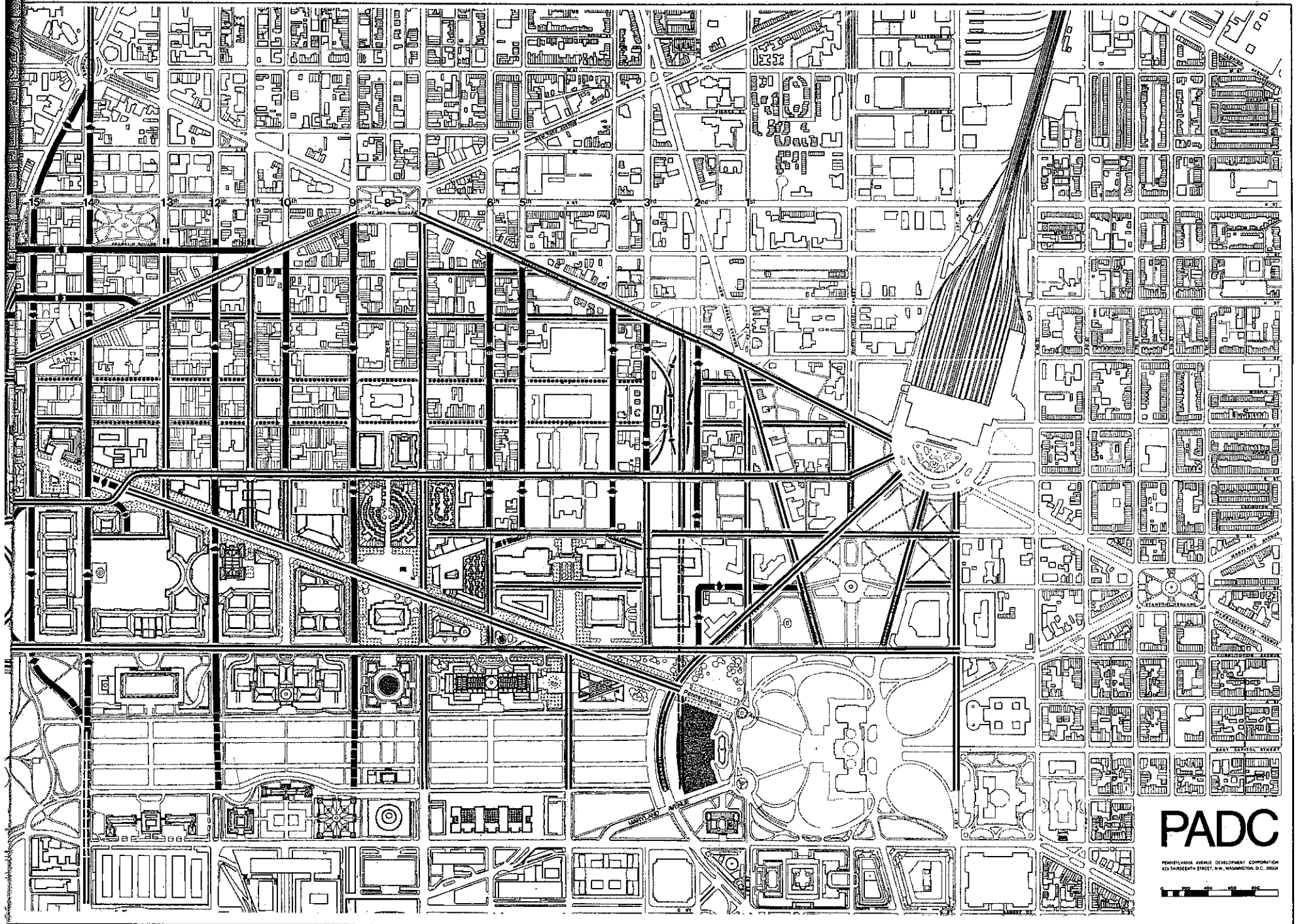
The west to south movement that currently takes place via Independence, 12th, C and 14th Streets would be transferred to the 14th Street service roads directly at Independence Avenue. C Street would allow right-turn access only. This treatment would allow a steady flow of traffic from the 14th Street bridges into the 14th and 15th Street one-way system at Constitution Avenue. Car and bus access into central Washington and the Pennsylvania Avenue area would be improved as a result.

**Pennsylvania Avenue Design and Circulation:** The Avenue would continue to serve the same basic traffic functions that are served today because there is no reasonable alternative route for the present traffic. Therefore, the plan proposes the following lane arrangements: three traffic lanes each way; left turns and pedestrian refuge within a median area, and curb lanes for buses, right turns and bicycles, if feasible. These functions can be provided within a 100 to 102.5 foot curb-to-curb width. Left turns could be gradually prohibited along Pennsylvania Avenue as minor streets are closed. However, it will be necessary to retain left turns at key locations, such as at 13th Street and at Constitution Avenue.

Proposed landscaping for the Avenue would enhance the appearance of the Avenue and reinforce the traffic functions. The landscaping plan recommends that left turn storage lanes, flush median islands and curb lanes be identified by different surface colors and textures. Treatment of signs, signal fixtures, street furniture and crosswalks would be consistent with good traffic engineering practices and with environmental design objectives.

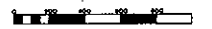
**E Street:** The present 55-foot width of E Street would provide four moving traffic lanes plus a left-turn lane, and maintain the existing sidewalk widths. This would require a painted median rather than a physical median and prohibition of curb parking during busy traffic periods. Left turn lanes would be needed at the intersection of E Street and the F and G Street. The plan also includes a prohibitive prohibition of left turns on Pennsylvania Avenue.





**PADC**

PENNSYLVANIA AVENUE DEVELOPMENT CORPORATION  
425 THIRD STREET, N.W., WASHINGTON, D.C. 20004



**Pennsylvania Avenue – E Street Connector:** The traffic circulation plan proposes the simplification of the Avenue and E Street intersection in the Western Plaza area between 13th and 15th Streets.

The Corporation's traffic consultant has recommended that 13th Street should be extended south of the District Building to 14th Street. The 13th Street extension would assure adequate access both to the District Building and to the proposed annex to the east. [REDACTED] access from the north to a [REDACTED] parking garage, and could provide a bus loop terminal, if required. Further study will be given to this proposal as detailed plans are developed for the District Building and the "Grand Plaza" of the Federal Triangle.

**Minor Street Closures:** Certain minor streets in the development area would be closed, contingent on the following considerations. As a general principle, streets that have continuity should remain open, particularly if they cross the Mall. Closure of other streets must maintain essential services, allow effective bus use, simplify complex intersections, facilitate land consolidation for development, and not reroute diverted traffic to overload adjacent streets. Accordingly, the plan calls for the closure of C Street from 6th and 7th Streets, D Street from 7th to 9th Streets, and Indiana Avenue from 6th to 7th Streets. These closures would reduce street redundancy along Pennsylvania Avenue and would make superblock development feasible.

The closure of Indiana Avenue would require two-way traffic on D Street between 6th and 7th Streets. Consequently, traffic on D Street will increase from about 4,000 to 8,000 cars per day, which is well within the capacity of the existing street right-of-way. Before Indiana Avenue is closed it would be necessary to widen D Street between 6th and 7th Streets to allow for a five lane operation. Two northbound right-turn lanes with ample turning radii should be provided from 7th into D Street. An eastbound left-turn lane should be provided from D Street into 6th Street. The widening would be made possible by utilizing, on the north side, a continuous arcade as a sidewalk. D Street should also operate two-way between 7th Street and the Center Leg Freeway.

The purpose of closing Indiana Avenue between 6th and 7th Streets is to provide both additional development area on what is presently a drastically underutilized right-of-way (4,600 cars a day on a 160 foot wide street compared to 40,000 on Pennsylvania Avenue with the same width), and to provide an auto-free park and shopping area in the new superblock composed of squares 458, 459 and 460. There is a clearly demonstrable excess of street right-of-way in the area (285 feet of right-of-way for Indiana, C and D streets, carrying 10,300 cars a day between 6th and 7th Streets), which could be put to better use. Since D Street is necessary to provide access to existing buildings that will remain, it is the logical street to keep open and can be widened sufficiently to carry the anticipated traffic.

**Bus Service:** The proposed circulation plan is compatible with bus service requirements, providing flexibility for changes in routes and schedules and increased through-routing of buses. The coordination of future bus routing with the new circulation system should not be difficult in view of anticipated future developments, including: (1) short range bus routing plans (1974-1975) that are designed to link routes and to minimize routes terminating downtown; and (2) future routing plans that will be closely tied to outlying METRO stations. As a result, fewer routes will terminate in the Federal Triangle area. Terminals located along Pennsylvania Avenue (as at 12th Street) could be eliminated after completion of METRO construction. The terminals at 10th and 13th Streets, however, could be retained and coordinated with the proposed circulation system.

**Off-Street Parking:** The parking policy proposed as part of the vehicular circulation plan is intended to balance three important yet competing factors. First, the parking policy must be designed to maintain acceptable air quality levels and embody basic standards for Central Business District parking identified by the Environmental Protection Agency. Second, the policy must reflect and encourage the use of the new METRO system and improve mass transit by commuters. Third, the parking policy must provide sufficient parking to assure the viability of proposed development projects.

Weighing these factors, the following parking policy has been established to govern maximum parking allocations that would be permitted for various uses within the development area:

- Hotel – One parking space for each four sleeping rooms or suites.
- Public Assembly – (i.e. arena, armory, theater, auditorium, community center, concert hall, convention center, etc). One space for each ten seats of occupancy capacity for the first 10,000 seats, plus one for each 20 seats above 10,000, provided that where seats are not fixed, each seven square feet of gross floor area useable for seating shall be considered one seat.
- Retail, Trade and Service Establishments – 1 parking space for each 750 square feet of gross floor area, except that no off-street parking spaces shall be required for the first 2,000 square feet of gross area.
- Residential – One parking space for each 1.2 dwelling units.
- Offices – One parking space for 1,800 square feet of gross area.

This policy basically reflects off-street parking recommendations for particular land uses established in the D.C. Air Quality Regulations and is compatible with the disposition controls in the Downtown Urban Renewal plan. However, it is subject to revision upon completion of a comprehensive District of Columbia Parking Plan.





# Chapter Three

## Economic And Financial Program

### I. SUMMARY OF MAJOR ECONOMIC BENEFITS

The land use development proposals for the Pennsylvania Avenue area are intended to bring important economic, social and fiscal benefits to the southern part of downtown, which for many years has stagnated and declined as extensive new development occurred elsewhere in the city and suburbs. Following is a discussion of major benefits anticipated as a result of implementing the plan.

**Capturing additional employment in the city.** Employment in the Pennsylvania Avenue area has remained static over the past decade. The situation is already beginning to change with the openings this year of the F.B.I., Labor Department and W.M.A.T.A. buildings, which will bring an estimated 14,000 additional government employees to the area. This government activity will be complemented by the development of new private office and commercial space with up to 15,000 additional employees in the Pennsylvania Avenue area over the next decade. By stimulating major development along the Avenue, the flow of employment to suburban areas could be reduced, bringing significant economic benefit to the City. This potential revitalization of downtown Washington would occur as suburban jurisdictions are questioning the desirability of the rapid growth that has occurred over the past decade, and as constraints on energy supplies dictate more intensive use of areas like downtown that are well-served by mass transit.

**Improving opportunities for retail development.** The dramatic rise in employment will generate a demand for new and upgraded commercial enterprises. This demand will be augmented by increased numbers of visitors — both tourists and local residents. Although the total amount of commercial space is expected to remain about the same, the productivity of retail enterprises should grow significantly because of greater purchasing power, more pedestrian traffic and

centralized retail display. By strengthening the retail attraction of Pennsylvania Avenue and the surrounding downtown area, new opportunities will be created for the growth of community-based, and particularly minority-run businesses.

**Enlivening downtown by introducing day-around uses, new cultural attractions and improving the physical setting.** Pennsylvania Avenue, which should be a major resource for the City and a focal place for the nation, today appears drab and forbidding. Part of the problem is the mass exodus that occurs at 5:00 p.m., when workers leave their jobs for homes outside the downtown area. Tourists wanting to take a stroll or attend an evening activity are quickly discouraged

by the deserted streets and general decay in the area. In order to reverse this situation, the land use plan proposes the introduction of housing, along with the development of more hotel rooms and retail activities. In addition to the new residents, more and more visitors will be drawn to the Avenue as major physical improvements are made, transforming it into a lively promenade linking a wide variety of cultural, commercial and governmental attractions. The liveliness of the Avenue should overflow to the adjacent downtown area, where major improvements are being proposed under the urban renewal program.

**Increasing tax revenues for the city.** The Pennsylvania Avenue area has the potential to contribute

**Table 1**  
**Tax Impact of Pennsylvania Avenue Plan**

	Present Land Uses	Proposed Land Uses
<b>I. BUILDING AREAS:</b>		
A. Office	1,010,000 Sq. Ft.	4,239,000 Sq. Ft.
B. Retail	870,000 Sq. Ft.	937,000 Sq. Ft.
C. Hotel	635 Rooms	1,390 Rooms
D. Residential	—	1,500 Units
E. Other (vacant land and storage)	1,775,000 Sq. Ft.	—
<b>II. TAX RECEIPTS</b>		
A. Real Property	\$1,940,000	\$ 6,401,383
B. Sales Tax	2,700,000	4,360,564
C. Income	20,000	1,045,000
	<u>\$4,660,000</u>	<u>\$11,806,947</u>

significantly greater tax revenues to the City than it does today. Real property tax revenues are now low because of the large amount of underdeveloped land. Sales and income tax levels are also depressed. Implementing the development program will bring substantially increased tax revenues to the District Government. Current tax revenues on sites that would be redeveloped under the plan are estimated to be \$4.7 million. After redevelopment, these sites would be expected to produce \$11.8 million in tax revenues. (See Table 1: Tax Impact of Pennsylvania Avenue Plan)

## II. SUMMARY OF DEVELOPMENT PROGRAM

The Corporation, with the assistance of its economic consultant, Gladstone Associates, has defined an overall program that is responsive to the land use objectives and consistent with a realistic market assessment of the level of development that is likely to occur along the Avenue over the next 12 to 15 years. The major components of this development program are:

- **Office:** A total amount of about 4.2 million gross square feet of new office space could potentially be provided. This amount may be reduced because of the possible retention of certain existing buildings.
- **Retail:** Up to 950,000 gross square feet of new retail space could potentially be provided, including space on the ground floor of the new office buildings and the proposed residential complex, as well as a major new department store.
- **Hotel:** Some 350 to 500 new hotel rooms could be absorbed in the area, including reopening of the Willard Hotel. The plan also provides for a possible additional 400 new hotel rooms on Square 491 during the later years of the development period.
- **Residential:** Approximately 1500 new dwelling units would be developed, aimed primarily at the small household, middle-income market.

The Corporation's development activities are expected to be substantially completed within the 12 to 15 year period although some private office construc-

tion might still occur after that time. The proposed program would represent about 1% of the residential construction, about 6% of the office and retail construction and about 4% of hotel construction within the metropolitan area during the development period. In order to arrive at this program, the Corporation and its economic consultant conducted an intensive study of past, present and future development trends within the city and metropolitan area. A summary of the market analysis is presented in Chapter 4.

Much of the land in the Pennsylvania Avenue area is expected to be attractive to private developers, especially the new office sites in the area west of the

F.B.I. Building. In this area, the Corporation will encourage, and where possible, help private owners assemble and develop their properties expeditiously. However, to assure that development is consistent with plan objectives and occurs within an appropriate period, the Corporation has made provision in its financial plan to acquire and assemble a substantial proportion of the western site for redevelopment by private enterprise. Because of the attractiveness of the area and because presently permitted uses conform to uses proposed in the plan, it is expected that the revenues generated by sale of any land acquired by the Corporation will offset or exceed the cost of acquisition. For this reason, property acquisition in the western area is expected to be accomplished with

**Table 2**  
Estimated Property Acquisition Cost

Square	Site Area Square Feet	Estimated Average Cost Per Square Foot	Ground Acquisition Costs	Other Acquisition Costs	Total Acquisition Costs
225	59,881	\$135.00	\$ 8,080,000		\$ 8,080,000
254	100,256	120.00	12,030,000		12,030,000
291	51,640	125.00	6,530,000	\$ 7,000,000	13,530,000
322	36,294	110.00	3,990,000	11,000,000	14,990,000
348	88,381	110.00	9,720,000		9,720,000
<b>Subtotal</b>					
<b>Western</b>					
Area	336,452	120.00	\$40,350,000	\$18,000,000	\$58,350,000
406	60,000	80.00	4,800,000		4,800,000
407	63,150	70.00	4,420,000	500,000	4,920,000
408	46,726	100.00	4,670,000	2,000,000	6,670,000
431	86,964	70.00	6,090,000		6,090,000
432	50,125	100.00	5,010,000		5,010,000
457	94,158	80.00	7,530,000	3,000,000	10,530,000
458	15,000	70.00	1,050,000		1,050,000
459 & 460	64,000	100.00	6,400,000		6,400,000
491	113,000	80.00	9,030,000		9,030,000
<b>Subtotal</b>					
<b>Eastern</b>					
Area	593,123	83.00	\$49,000,000	\$ 5,500,000	\$ 54,500,000
<b>TOTALS</b>	<b>929,575</b>	<b>96.00</b>	<b>\$89,350,000</b>	<b>\$23,500,000</b>	<b>\$112,850,000</b>

loan funds and the use of appropriated funds would not be required.

In the area east of the F.B.I. Building the Corporation proposes a substantial alteration in the land use now permitted under the District of Columbia zoning ordinance. This will involve a change from presently allowed intense commercial use to predominantly residential use. As a result, it is estimated that the cost of acquiring commercially zoned land will significantly exceed the fair market value for its planned use for residential purposes, even though the area is currently underutilized. The economic con-

sultant has estimated that an alternative, involving down-zoning without compensation for loss of development rights, could cause long delays in the courts. The accumulated interest charges and legal costs could be so substantial that any possible benefit in reduced land acquisition costs would be offset. The change in land use involves costs that would be covered through expenditures of appropriated funds. (See Table 2: Estimated Property Acquisition Cost; Table 3: Summary of Land Value Created by New Development, and Table 4: Summary of Property Acquisition and Disposition)

### III. SUMMARY OF FINANCIAL PROGRAM

The financial implementation of the proposed plan involves several basic elements, including: (1) a one-time appropriation of \$130 million at the beginning of the project that would remain available until expended or returned to the Treasury; (2) a \$150 million interim working capital loan that would be financed with the sale of Corporate notes or other obligations (with a Federal guarantee); (3) use of the Corporation's \$50 million Treasury borrowing authority as a construction revolving fund to be repaid from mortgage proceeds at closings as they occur; (4) salaries and expenses for the Corporation's staff, which would be funded separately by annual appropriations and are not included in the figures; and (5) authority to sell long-term obligations at the conclusion of the project to be secured by the income from land leases and backed by a Federal guarantee.

A basic premise of the entire plan is the principle that substantial financial commitments by the government

**Table 3**  
Summary of Land Values Created by New Development in the Pennsylvania Avenue Project Area  
(\$'s in millions)

LAND USE COMPONENT	Scale of New Development	Gross Development Value Created <sup>1</sup>
<b>I. WESTERN AREA</b>		
A. Office	3,207,000 Sq. Ft.	\$40.09
B. Retail	294,000 Sq. Ft.	7.36
C. Hotel	665 Rooms	5.18
D. Subtotal		\$52.63
<b>II. EASTERN AREA</b>		
A. Office	1,030,000 Sq. Ft.	\$10.32
B. Retail	643,000 Sq. Ft.	9.77
C. Hotel	440 Rooms	2.20
D. Residential	1,500 Dwelling Units	5.82
E. Subtotal		\$28.11
<b>III. SALE OF OTHER IMPROVEMENTS</b>		\$11.90
<b>IV. PROJECT TOTALS</b>		\$92.64

<sup>1</sup> These values represent the capitalized sale value. In actual practice, the Corporation expects to lease the land. However, for comparison purposes these dollar figures represent the sales value equivalent.

**Table 4**  
Summary of Property Acquisition and Disposition  
(\$'s in millions)

<b>I. Acquisition</b>	
A. Land Acquisition	\$ 89.35 <sup>2</sup>
B. Other Acquisition Costs	23.50
C. Total Acquisition Costs	\$112.85
<b>II. Disposition</b>	
A. Value of Land Sold for Development	\$ 80.74
B. Sale of Other Improvements	11.90
C. Total Disposition Value	\$ 92.64
<b>III. Net Difference Between Cost of Land Acquired and Revenue from Land Sold</b>	
	(\$ 20.21)

<sup>2</sup> To the extent that private entrepreneurs are able to assemble and develop properties in a manner consistent with the plan without action by the Corporation, particularly in the Western Site, the levels of acquisition cost and land revenue would be reduced, as would the net cost which is now anticipated. If so, a smaller amount of appropriated funds would be required.

**Table 5**  
**Pennsylvania Avenue Plan Costs and Revenues**  
 (\$'s in millions)

<b>A. Project Activities</b>	
1. Property Acquisition and Related Activities <sup>3</sup>	\$112.85
2. Public Improvements <sup>4</sup>	
a. Pennsylvania Avenue rebuilding	\$20.00
b. Parks and open space	5.80
c. Site preparation	7.00
d. Utilities and site improvement	10.00
e. Signs, signals, street furniture	2.20
f. Pennsylvania Avenue lighting	2.00
g. Rehabilitation, renovation historic preservation	11.10
	58.10
3. Relocation, Related Activities, and Administration <sup>5</sup>	9.50
4. Site Supervision and Fees <sup>6</sup>	6.00
5. Accrued Interest Outstanding at Project Conclusion <sup>7</sup>	36.55
<b>TOTAL PROJECT COST</b>	<b>\$223.00</b>
<b>B. Revenues from Sale of PADC Long-Term Bonds Secured by Ground Leases and Other Improvements<sup>8</sup></b>	
	92.64
<b>C. Cost of Public Sector Activities to be Financed from Federal Appropriation<sup>9</sup></b>	
	130.36
<b>TOTAL</b>	<b>\$223.00</b>

<sup>3</sup>Property Acquisition—See Table 2 for block-by-block acquisition estimates.

<sup>4</sup>Public Improvements

- Pennsylvania Avenue rebuilding—includes the costs of resurfacing Pennsylvania Avenue, new curbs, gutters, sidewalks, tree planting and landscaping.
- Parks and open space—includes the cost for development of plazas, and public spaces other than along Pennsylvania Avenue.
- Site preparation—anticipates that about 2,750,000 square feet of existing building area will be demolished

at the beginning are a vital prerequisite to successful undertaking of large-scale development. The private investment required to carry out the plan in this case would be constrained at any rate by Government procedures and design controls. Furthermore, the area is now marginal and unattractive. To redevelop the area on a comprehensive basis will require public resources, on hand or securely pledged, to assure that public obligations under the plan will be carried out. Otherwise, private sources of development investment funds are likely to be impossible to stimulate. Assurance of financing is recognized as a necessary ingredient of standard commercial real estate practice in large scale developments involving substantial

and cleared at costs (depending on building type and proximity to other buildings) ranging upward from \$1.25 per square foot of building area. Also includes the cost of relocating major utilities within the proposed residential area necessitated by the comprehensive changes in land use, parcelization, and street system. Utilities to be relocated include: C&P telephone main trunks, Washington Gas and Light mains, PEPCO main feeder, and sewer and water lines within the site.

d. Utilities and site improvements—includes repair and relandscaping for the Sherman Monument; street work on Indiana Avenue; other street widenings and resurfacing; subsurface work on Pennsylvania Avenue (including removal of trolley tracks and third rail conduit); installation and/or relocation of necessary subsurface utilities (storm and sanitary sewers, water lines) including separation of storm and sanitary mains, where required.

e. Signs, signals, street furniture—includes the cost of replacing and installing new identification and directional signs throughout project; new vehicular, bicycle, and pedestrian signals throughout project area; and new benches, recreational tables, bike racks, drinking fountains, kiosks, and other street furniture.

f. Pennsylvania Avenue lighting—includes cost of installing and connecting distinctive new lighting standards, fixtures and related facilities on Pennsylvania Avenue.

g. Rehabilitation renovation, historic preservation—includes the costs of renovating the exteriors of designated landmark buildings (Willard Hotel, Evening Star, Central National Bank and the Matthew Brady studio), preservation of certain buildings of architectural merit that may have to be acquired, and the costs of incorporating the facades of other buildings to be demolished into the new development to preserve some of the flavor and continuity of 19th Century Washington.

<sup>5</sup>Relocation, Related Activities and Administration—includes approximately \$4 million to cover the cost of providing statutory relocation benefits required by the Uniform

front-end investment in land acquisitions and public improvements and facilities. A good example is new community development, either privately financed, as in the case of Columbia, Maryland, or publicly assisted, as in the case of Jonathan, Minnesota, with Federally-guaranteed borrowing and substantial out-right grant assistance.

The \$130 million in appropriated funds will be used to pay for all public sector activities whose costs are not expected to be recovered through proceeds from land sales or leases. These activities would include public works, relocation assistance, site preparation and improvements, historic preservation and renova-

Relocation Act; \$4 million to cover the cost of supplementary benefits which will assure a successful temporary relocation program and rent assistance so that businesses now in the area can take part in redevelopment of the area; and \$1.5 million to cover the cost of salaries and expenses for administering relocation and affirmative action business development program.

<sup>6</sup>Site Supervision and Fees—includes site-specific property acquisition and disposition costs, including those of fee appraisals, title searches, property surveys, preliminary engineering surveys (test borings, for example), costs of closings and settlements, acquisition negotiators, etc.

<sup>7</sup>Interest charges—includes interest charges accrued in the interim development working capital fund financed by sale of Corporation "agency" notes. The amount here is the net amount accrued and outstanding as of project conclusions. This amount, \$36.55 million, is the net portion of total interest charges that was not defrayed by interim revenue from ground leases. The total amount of interest on interim financing if \$96.58 million.

<sup>8</sup>Revenues from sale of long-term bonds secured by ground leases—represents the capitalized value of all of the revenue from the ground leases. It is expected that the revenue from these leases will secure payment of principal and interest on long-term PADC notes (40 years), which would be further backed by the full faith and credit of the U.S. Government. Proceeds from this bond issue would repay a major portion of outstanding principal and accrued interest balances at project conclusion.

<sup>9</sup>Cost of public sector activities to be financed by Federal appropriation—this \$130.36 million is the cost of public works and other public sector costs (such as achievement of plan land-use objectives) that cannot, and would not normally be financed out of the revenue from land sales. These include rebuilding Pennsylvania Avenue, public improvements, historic preservation, relocation, and the interest on financing.

**Table 6**  
**Repayment of Interim Financing at Project Conclusion**  
 (\$'s in millions)

<b>I. Principal Borrowed and Interest Accrued</b>	
A. Principal Amount Borrowed for Interim Financing <sup>10</sup>	\$112.85
Principal Repayed during Project <sup>11</sup>	( 32.11)
Principal Outstanding at Project Conclusion	\$80.74
B. Interest Accrued on Interim Financing during Project <sup>12</sup>	96.58
Interest Repayment during Project <sup>13</sup>	( 51.06)
Net Outstanding Accrued Interest at Project Conclusion	\$ 45.52
C. Outstanding Principal and Interest at Project Conclusion	\$126.26
<b>II. Repayment Sources</b>	
A. Federal Outlay at Project Conclusion <sup>14</sup>	\$ 36.55
B. Proceeds from Sale of Long-Term Bonds <sup>15</sup>	\$ 89.71
	\$126.26

<sup>10</sup>Total interim loan principal borrowed—this is the amount of principal expected to be needed to be drawn from the interim development working capital fund.

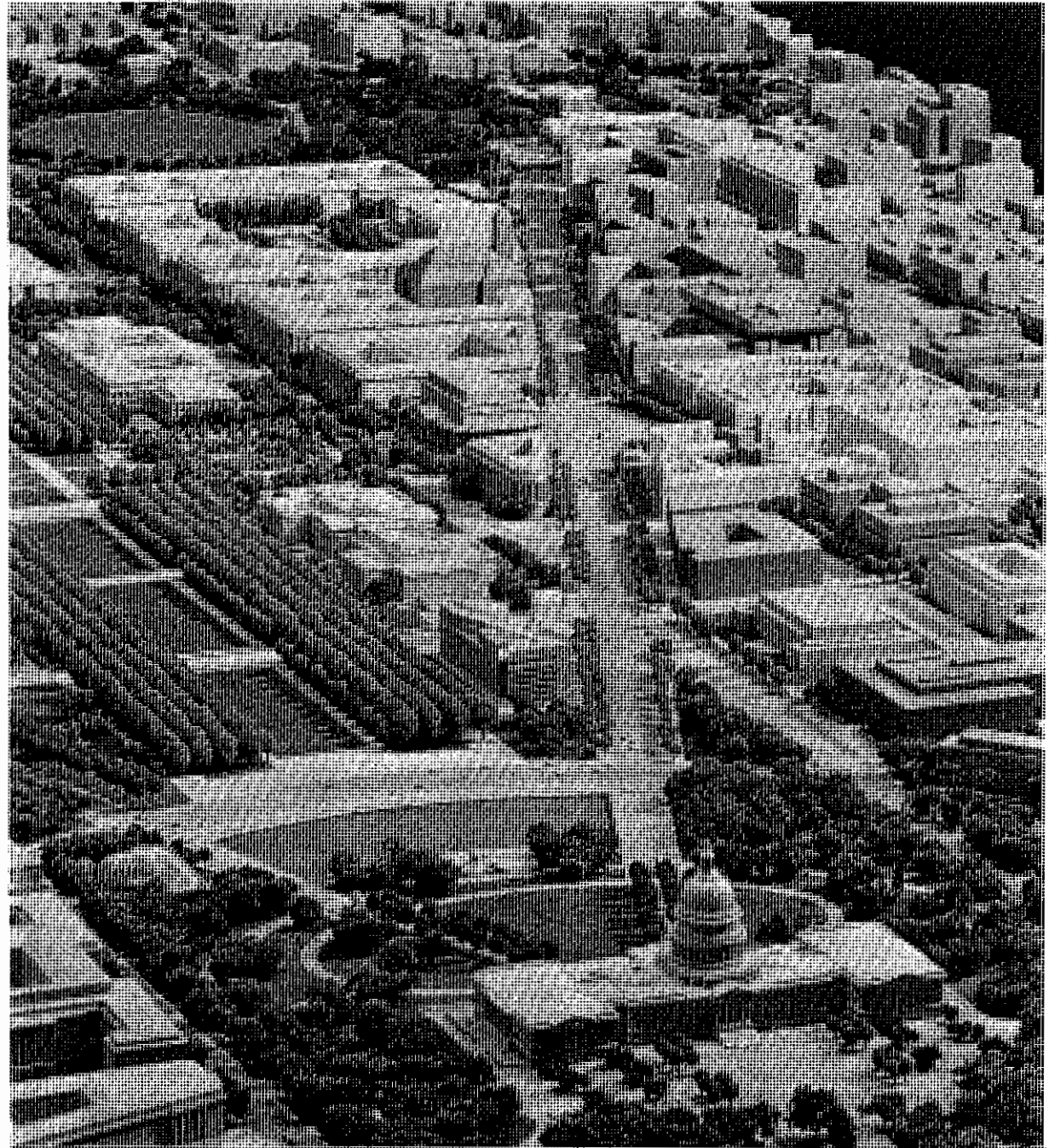
<sup>11</sup>Interim loan principal repayment during project—this is the amount of interim financing principal that can be repaid from lease revenues during the project.

<sup>12</sup>Total interest charges accrued during project—included here are total interest charges accrued on interim financing during project implementation.

<sup>13</sup>Interest repayment during project implementation—this is the portion of total interest that can be paid from interim ground lease revenue during project implementation.

<sup>14</sup>Federal outlay at project conclusion—this is the amount needed to repay outstanding principal and interest at conclusion of project implementation that is not covered by the proceeds from the sale of PADC long-term bonds.

<sup>15</sup>Proceeds from sale of long-term bonds—this is the amount expected to be available to retire debt at conclusion of project implementation to be raised from sale of long-term PADC "agency" notes whose repayment is secured by revenue from ground leases.



tion, and changes in land use, where necessary (i.e. to residential uses). This \$130 million will be requested from Congress at the beginning of the project implementation phase, for fiscal year 1976, if Congress approves the development plan. The funds will be requested on a no-year basis. While the entire amount will be requested at the beginning, it will be obligated and disbursed over the twelve to fifteen year period of implementing the project. Each year's anticipated requirements for use of appropriated funds would, of course, be reviewed and approved by the Congress as well as by the President and controlled by the apportionment and financial reporting process. (See Table 5: Pennsylvania Avenue Costs and Revenues)

The \$150 million interim working capital fund would cover land acquisition costs expected to be financed from the income gained by sale or lease of the land. The source of financing would be the authority to sell Corporation "agency" notes, repayment of which would be guaranteed by the U.S. Government. (See Table 6: Repayment of Interim Financing at Project Conclusion)

The \$50 million construction revolving fund would finance all mortgageable expenses involved in building — construction costs, taxes, interest, excavation, insurance, etc. This would enable the Corporation to "turn key" important parcels at a considerable cost savings in construction interest charges or higher lease returns.

In summary, the Corporation would carry out the plan, paying, as it goes forward, for non-financeable activities out of the \$130 million in appropriated funds, including public works, public parks and open space, installation of necessary utilities, achievement of land use objectives, historic preservation and relocation. Activities whose costs can be fully covered by the revenue they produce will be paid from the two loan funds, the interim development working capital fund and the construction revolving fund. In case greater land acquisition costs are incurred on any given site than can be recovered from its sale or lease for development, at the time the value of the site is actually determined by sale or lease, any difference would be drawn from appropriated funds available and the "books closed" on that site, so that no more interest would be accrued.

At the conclusion of the project, when all new development is well under way and all land has been leased, the Corporation plans to sell long-term (40 year) guaranteed bonds. The Corporation estimates that about \$90 million can be raised in this way, all of which would be applied to repayment of the interim debts incurred in the course of implementing the plan.

The ground leases of the Corporation would be of a partially subordinated nature with the mortgagee of the building having the right to cure any default by the developer on the payment of ground rent to the

Corporation. In the event of failure to cure any default by the mortgagee, the Corporation would assume title to the development. Thus, the Corporation's long-term borrowing would be secured first by the ground rent, second by the assets of the mortgagees, third by the buildings themselves and finally by a Federal guarantee.

Since the ground leases would be for a much longer period (probably 99 years) than the term (40 years) required to repay those bonds, the Treasury would continue to receive the revenue from these leases after bond repayment. This constitutes another significant cash asset to the Federal Government, equivalent to about \$5 million when discounted to present value. This means that over the life of the leases, the revenues generated by the project will repay all but \$15 million out of the total acquisition cost of \$113 million.

However, as explained earlier, revenues from the sale of long-term bonds would not be sufficient to cover the total estimated \$222 million in costs that would be incurred during the development period. These costs, which would to be met through the \$130 million Federal appropriation, are mainly attributable to public sector activities in the project that would not normally be financed by private investment. This Federal investment is primarily in public open space and public improvements which are necessary to encourage private development in the area, and will lead to a vastly greater pace of development, and an environment of superior design, amenities, and architecture.

The overall financing system that is being proposed for the project has a high degree of built-in flexibility, which is essential if the Corporation is to be able to undertake operations over more than a decade in which a myriad of factors will be at work. Particularly important is the \$130 million "no year" appropriation which would cover the estimated non-financeable costs at the beginning of the project and which would remain available until expended over a ten or more year period. Equally critical is the assured availability of the interim financing loan funds. This assurance of the needed, front-end resources at the outset will itself produce the assurance of project success. (See Table 7: Project Financing).

Table 7  
Project Financing  
(\$'s in millions)

I. Interim Private Investment in PADC "Agency" Notes <sup>16</sup>	\$150.00
II. Permanent Financing	
A. Federal Appropriation for Cost of Public Activities <sup>17</sup>	130.36
B. Proceeds from Long-Term Bonds and Sale of Improvements <sup>18</sup>	92.64
C. Private Development Investment <sup>19</sup>	250.00
TOTAL PERMANENT INVESTMENT	\$473.00

<sup>16</sup> Interim private investment in PADC "agency" notes—this is the amount of private investment in the PADC "agency" notes which fund the interim working capital development fund.

<sup>17</sup> Federal appropriation for cost of public sector activities—this represents the true cost of plan implementation to the Federal government and is absolutely vital to assure that a high quality environment befitting the nation's capital can be provided in a reasonable period of time.

<sup>18</sup> Private investment in sale of long-term PADC bonds—this is the amount of private capital investment expected from the sale of bonds at project conclusion, with repayment of the principal and interest to be assured by ground lease revenues.

<sup>19</sup> Private development investment—this is the private enterprise real estate development investment expected which will actually build and pay for private projects in the development area.

Although the financing plan is flexible, there are several variables that may have a sizeable impact on the overall financial arrangements. A major unresolved issue is the fate of the Willard Hotel. It is the hope of the Corporation that private enterprise could finance restoration of the building unaided. However, this is not likely. Therefore, the Corporation has included in its budget \$5 million to defray costs involved in the preservation of this landmark building. In addition, a bill has recently been introduced in Congress (H.R. 16415) to authorize purchase of the Willard Hotel for use as living quarters for congressional interns and pages.

Another variable is the proposal to build a National Archives storage facility in the Pennsylvania Avenue area to house important historical documents. The Corporation's recommended proposal is to develop a one million square foot repository underneath the residential area and across the street from the Archives building, connected by a tunnel to the main building. In addition, the proposal might include up to 125,000 square feet of space on the surface that would house resident and transient scholars utilizing the records and a major display area that would be a powerful tourist attraction on the Avenue. Present estimates indicate that costs for the underground facility alone would be somewhat over \$80 million in 1974 dollars (See Table 8: Cost of Development of Archives Complex)

If the Corporation and the General Services Administration reach agreement on the specific details, the Corporation will request from the Congress authori-

**Table 8**  
Cost of Development of Archives Facility<sup>20</sup>  
(\$'s in millions)

Property Acquisition	\$ 18
Cost of Construction	\$ 53
Interim Interest on Financing Land and Construction	\$ 11
<b>TOTAL DEVELOPMENT COST</b>	<b>\$ 82</b>

<sup>20</sup> All figures are in 1974 dollars. Financing is figured at 8.0% and assumes a three year development period.

zation and additional borrowing authority to finance construction of the Archives facility. The Corporation expects that GSA will enter into a contract to amortize fully all costs in developing the project (including interest) before any actual construction. On this basis, no additional appropriations would be necessary for the Corporation.

Further uncertainties are caused by the rate of increase in price indices and rates of interest on interim and long-term financing. All figures in the financing plan and following tables are in 1974 dollars. If prices continue to increase at current rates, an increase in the amount of the appropriation may be necessary, possibly on the order of \$20 million. The financing figures in the summary tables that follow are based upon 8.5% interest on Corporation interim "agency" notes and 9.0% on the long-term bonds. This rate is somewhat lower than present historic levels, but higher than anything previously experienced in modern money markets. If market rates decline during implementation of the project to levels below 8.5% and 9.0% for short and long-term issues, respectively, then a substantial reduction may be anticipated in the level of expenditures of appropriated funds.

Finally, the Corporation has a commitment to make up to 250 of the 1500 residential units available to families with low or moderate incomes, eligible for assistance under Sections 235 and 236 of the National Housing Act (or successor Acts). Provision has not been made for this expense in the financing plan since it is assumed that application will be made to the Department of Housing and Urban Development for such assistance at the appropriate time.

#### IV. AMENDMENTS TO PENNSYLVANIA AVENUE DEVELOPMENT CORPORATION ACT

The proposed plan for financing implementation of the Pennsylvania Avenue plan, if approved by the Congress, will require adoption of several amendments to the Pennsylvania Avenue Development Corporation Act of 1972. At the appropriate time, the Corporation will submit proposed draft legislation to the Congress to accomplish the following objectives:

1. Enabling the Pennsylvania Avenue Development Corporation to issue "agency" interim financing notes, backed by the full faith and credit of the United States, whose repayment with interest would be secured by the appropriation of necessary funds by Congress to carry out the plan and by revenue from ground leases to the Corporation. Amounts necessary are now estimated to be \$150 million.
2. Enabling the Pennsylvania Avenue Development Corporation to sell long-term bonds at the conclusion of project implementation, backed by the full faith and credit of the United States, repayment of which would be secured by revenue received from ground leases let by the Corporation. Proceeds of the issue of bonds would go to the U.S. Treasury in repayment of the interim financing principal and interest used to carry out development activities that a private corporation would undertake.
3. Authorizing the appropriation of such funds as may be necessary to carry out public sector activities contemplated by the plan, currently estimated to be \$130 million.

These statutory authorizations are consistent with advice received by the Corporation from private investment firms. In accordance with Section 6(9) of the Pennsylvania Avenue Development Corporation Act of 1972, the Corporation obtained formal proposals from five major private investment banking firms analyzing the feasibility of private versus public financing of the Corporation. In addition, the Corporation held a day-long symposium on February 21, 1974, attended by representatives of these firms and six others that did not submit formal written reports. The unanimous conclusion, expressed both in the reported recommendations and at the meeting, is that strictly "private" financing of the Corporation is not feasible as there is no assured source of revenue adequate to cover the full cost of implementing the plan as proposed. All of the firms canvassed recommended that both interim and long-term private financing of the Corporation activities be under a pledge of full faith and credit of the United States, either as an agency-type issue sold directly on the financial markets or through the newly formed Federal Financing Bank.

# Chapter Four

## Market Analysis

### I. OVERVIEW OF PRINCIPAL FINDINGS

#### A. Market Prospects in the Pennsylvania Avenue Area.

An extensive market analysis of development potentials in the Pennsylvania Avenue area has accompanied the overall land use planning process. The market analysis has been conducted with the assistance of Gladstone Associates, an economic consulting firm that specializes in land use market analysis and development program feasibility.

Overall prospects within the Pennsylvania Avenue area have been considered in relation to the broad context of demand for development activity throughout the Metropolitan area and the District of Columbia. In addition, the prospects have been considered in relation to changing perceptions on the part of potential investors, employers, residents and shoppers as the character of the Pennsylvania Avenue area is transformed in the years ahead. Although the downtown capture of private office employment, retail expenditures and hotel occupancies has declined in recent years, renewed attention to the central area, coupled with continued regional growth, should generate new opportunities for the development area.

Basic market factors considered in assessing development potentials in the Pennsylvania Avenue area were:

- Regional and Downtown supply and demand factors;
- Existing and prospective competitive development;
- Site factors, including transportation, access, and environmental characteristics;
- Other present or proposed public actions in the Downtown area;

- Community objectives in the Pennsylvania Avenue area.

The market study identified strong metropolitan supports for all uses proposed in the plan, including office, retail, residential and hotel. Given these supports, there is a substantial probability that the development objectives can be achieved over the basic 12 to 15 year implementation period. However, the actual pace of activity will be influenced by numerous factors that are not susceptible to market judgment. In particular, public policy decisions, both at the Federal and local level, could have significant impact on the timing of development. Such policy decisions include the construction of major public improvements like METRO, the pace of urban renewal, and District and Federal government leasing policies. Subject to these factors, the following activity could be supported in the area over the 12 to 15 year development period:

**Office:** On the average, an estimated 200,000 to 250,000 square feet of new office space could be absorbed per year. Generally, this space would be rented to "prime" private tenants. In addition, certain sites such as Square 491 would be attractive for "showcase" buildings occupied by a major corporation or association.

**Retail:** In the near term, it is estimated that there would be an opportunity for developing approximately the same amount of retail space (an estimated 870,000 square feet) as there is in the Pennsylvania Avenue area today. The new space would be reconfigured, making it more accessible to potential shoppers, including residents and workers in downtown, tourists, and residents of the metropolitan region. As a result, it is expected that the new space will be more productive in terms of "sales per square foot."

**Residential:** An estimated 1500 units could be devel-

oped over an 8 to 10 year period. This assessment is based upon market supports that have been shown for numerous District and "near-in" suburban developments that offer small household units in well-designed, "central area" urban environments. The residential program would contain both sale and rental units oriented primarily toward one and two person households employed in the Downtown area. In general, the residential units would be competitive both in design and price with a broad array of in-town and near-in suburban developments in the Washington metropolitan area. Initial sales units would compare with present condominium apartments ranging from \$32,000 through \$60,000 (1974 dollars). Toward the latter phase of residential development, a limited number of larger units could be priced at amounts greater than \$60,000. Rents would generally reflect those of newly constructed close-in units. However, rents will be considerably higher than those in older, existing buildings because of recent increases in construction and financing costs.

**Hotel:** Opportunity exists in the Pennsylvania Avenue area for development of a "first class" hotel, serving commercial, convention and tourist activity in the city. Also, an addition could be made to the Hotel Harrington, a lower priced hotel now serving tourist groups in the Pennsylvania Avenue area.

#### B. Examination of Alternative Development Strategies

During the course of formulating the land use plan, a number of alternative development strategies were examined. Generally, the alternative strategies placed greater emphasis on retaining existing structures, along with selective construction, on a limited scale, of new residential buildings. Market evaluation indicated that these strategies would diminish the overall marketability of proposed land uses and possibly lower the quality of redevelopment in the area. Following is a discussion of several of the most



important alternative concepts that were evaluated during the course of preparing the plan.

**"In-Fill" Residential Development.** The objective of this proposal was to achieve the social and economic benefit of bringing residents to the Avenue, while reducing to a minimum the removal of structures now in place. Basically, this approach would place high-density residential towers at selected sites within the existing highly commercialized area between 7th and 9th Streets.

On the basis of architectural tests of this concept, it was judged that these residential units would not compare favorably with the broad array of comparable high density residential development available now, or in the near future, at close-in competitive District projects (in the New Hampshire Avenue corridor, Southwest Urban Renewal Area, and along Wisconsin and Connecticut Avenues) or in nearby Northern Virginia. Consequently, although strong demand for close-in high density residential development exists within the City, it was judged that the in-fill concept would be an inappropriate response to that market and would entail a higher degree of risk than a more comprehensive residential program.

**Expanded Office Development.** As an alternative to development of a residential community on Pennsylvania Avenue, consideration was given to construction of office space, with supporting commercial facilities, throughout the project area. However, ample opportunities now exist for private office construction at other locations, including the "West End" area between the Connecticut Avenue Triangle and Georgetown, the Downtown Urban Renewal area where five office sites have been assembled and offered for redevelopment, and nearby suburban locations. Given this array of available sites for office development, it was considered probable that private office construction within the Pennsylvania Avenue area in the near future would be limited to "prime" sites bordering Pennsylvania Avenue between 10th and 15th Streets, west of the new F.B.I. Building. Without comprehensive changes in the character of economic activity on the Avenue, little private office construction would be expected in the area east of the F.B.I. Building.

Of course, prospects for office development throughout the development area — and particularly in that

part of the Area to the east of the F.B.I. Building — would be enhanced if major construction of Federal office space were undertaken. However, one of the Corporation's efforts has been to introduce diverse economic uses into this area. For this reason, it was judged that a proliferation of Federal offices in an area that already has a high concentration of government offices would not meet this community goal.

**Location of Retail Development.** Consideration was given to programming retail uses in a way that would use existing structures in the area east of the F.B.I. Building. Special emphasis was given to the merchants now doing business along 7th Street between F Street and Pennsylvania Avenue and at "Market Square" between 7th and 9th Streets. However, given the declining capture by downtown merchants of metropolitan consumer expenditures, it was judged important to strengthen the competitive position of this retail space through more convenient access to prime local and regional markets. To this end, retail merchants in the 7th Street area offering "comparison goods" merchandise would be relocated closer to the F Street mall, while 7th Street merchants offering "convenience goods" would be generally grouped in a renewed "Market Square" adjacent to the 7th Street Metro station at Pennsylvania Avenue.

Recognizing that retail activity of the downtown area in the years ahead might exceed present expectations, the plan has been structured in a way that would permit development of additional retail space, over and above the present floor area, throughout the 7th Street area. However, in the absence of immediate evidence of such demand, existing area merchants would be relocated to gain maximum benefits from the opening of METRO service as well as proximity to other merchants offering similar goods.

## II. SURVEY OF DEVELOPMENT TRENDS AND POTENTIALS

### A. Office Development Potentials

**Metropolitan Area Perspective.** Opportunities for new office development in the Washington metropolitan area have been consistently strong since the early 1950's, averaging approximately 5 million net square feet of new construction annually. During this period the Federal Government absorbed approximately 37 percent of all new regional office space. District of Columbia office markets have remained strong throughout this period, accounting for slightly more than half of metropolitan area office construc-

Distribution of Office Space by Tenancy and Location Washington Metropolitan Area 1960-1970

Area	Private Tenancy		Government Tenancy		Total Office Space	
	Net Sq. Ft.	Percent of Metro Area	Net Sq. Ft.	Percent of Metro Area	Net Sq. Ft.	Percent of Metro Area
Suburban						
Maryland	9,666	29.3%	2,408	12.2%	12,074	23.0%
Virginia	6,326	19.2%	6,117	31.0%	12,443	23.4%
SUBURBAN TOTAL	15,992	48.5%	8,525 <sup>1</sup>	43.2%	24,517	46.4%
District of Columbia	16,999	51.5%	11,227 <sup>2</sup>	56.8%	28,226	53.6%
METROPOLITAN TOTAL	32,991	100.0%	19,752 <sup>3</sup>	100.0%	52,743	100.0%

<sup>1</sup> Approximately 35% of suburban totals.

<sup>2</sup> Approximately 40% of D.C. totals.

<sup>3</sup> Approximately 37% of Metro totals.

Source: Gladstone Associates.

tion since the early 1960's. Although the relative amount of Federal office space has been greater in the District than in the surrounding areas, private activity has also been strong, absorbing 60 percent of District office construction during the 1960's.

#### District of Columbia Perspective — 1960-1969.

Within the District of Columbia, the largest share of new office construction has occurred in the "central area" — consisting of the Connecticut Avenue area, the Southwest Urban Renewal area, and the older downtown area. Within this "central area" core, however, there has been a sharp differentiation of public and private office development, with more than two-thirds of private office development occurring in the Connecticut Avenue area and more than 80 percent of Federal office development occurring in the older downtown and Southwest Renewal area.

**District of Columbia Perspective — 1970 to the present.** The tendency of private office development to concentrate in the Connecticut Avenue area and other Northwest locations has intensified in the period since 1970. At the same time, private development in the older downtown area has fallen to approximately 5 percent of the District totals. Moreover, the decline in new office construction in the older downtown area in recent years is accounted for by a decline in construction both of "single-user", non-competitive, office buildings and also of competitive office space. As private office activity declined in the older downtown area, public office construction accelerated. In the early part of the 1970's the downtown Urban Renewal Area accounted for more than three-quarters of all Federal office construction in the District of Columbia.

**Outlook for the Pennsylvania Avenue Area.** Office opportunities in the older downtown area in the years immediately ahead will be influenced by the emergence of a number of market factors that are expected to begin to alter downtown development trends. Among these are: improved travel and commutation access because of METRO; proximity to major public improvements, including projected rebuilding under the Downtown Urban Renewal program as well as possible major public improvements like the nearby Eisenhower Convention Center; and, perhaps most significantly, basic changes anticipated in conjunction with implementation of the Pennsylvania Avenue Plan, including the assembly of

Summary of Office Absorption by Area and Tenant Type District of Columbia 1960-1969

	Competitive	Private <sup>4</sup> Non-Competitive	Net Leasable Area (000)				Total	Total
			Total	Leased	Owned	Total		
<b>Central Areas</b>								
D.U.R.A. <sup>5</sup>	2,224 s.f.	786 s.f.	3,010 s.f.	554 s.f.	2,825 s.f.	3,379 s.f. <sup>7</sup>	6,389 s.f.	
Connecticut Triangle	8,959 s.f.	573 s.f.	9,532 s.f. <sup>6</sup>	1,085 s.f.	472 s.f.	1,557 s.f.	11,089 s.f.	
Southwest	1,679 s.f.	77 s.f.	1,756 s.f.	1,250 s.f.	3,732 s.f.	4,982 s.f. <sup>7</sup>	6,738 s.f.	
Subtotal	12,862 s.f.	1,436 s.f.	14,298 s.f.	2,889 s.f.	7,029 s.f.	9,918 s.f.	24,216 s.f.	
<b>Other District Areas</b>								
Upper Northwest	2,001 s.f.	6 s.f.	2,007 s.f.	92 s.f.	--	92 s.f.	2,099 s.f.	
Foggy Bottom	82 s.f.	--	82 s.f.	209 s.f.	--	209 s.f.	291 s.f.	
Northwest East of 16th Street	77 s.f.	3 s.f.	80 s.f.	172 s.f.	--	172 s.f.	252 s.f.	
Southeast	41 s.f.	--	41 s.f.	--	--	--	41 s.f.	
Northeast	103 s.f.	78 s.f.	181 s.f.	2 s.f.	--	2 s.f.	183 s.f.	
Subtotal	2,304 s.f.	87 s.f.	2,391 s.f.	475 s.f.	--	475 s.f.	2,866 s.f.	
<b>Total</b>	<b>15,166 s.f.</b>	<b>1,523 s.f.</b>	<b>16,689 s.f.</b>	<b>3,364 s.f.</b>	<b>7,029 s.f.</b>	<b>10,393 s.f.</b>	<b>27,082 s.f.</b>	

<sup>4</sup> Defined briefly as follows: Private Competitive: speculative space with private tenancies.  
Private Non-Competitive: generally for single users.

<sup>5</sup> Downtown Urban Renewal Area.

<sup>6</sup> Approximately 66.6% of private central area activity.

<sup>7</sup> In aggregate, approximately 14.3% of Federal central area totals.

Source: Gladstone Associates.

major sites for residential and commercial development. These changes are expected to increase the pace of private sector activity in the years ahead, at least to the levels obtained in the early 1960's. Consequently, aggregate market potentials within the Pennsylvania Avenue area have been scaled on the order of 200,000-250,000 net square feet of private office construction annually in the period ahead.

This forecast anticipates a high degree of "prime" office construction, in response to the Corporation's efforts in assembling attractive parcels and combining uses in a way that would create an appealing urban environment. This market projection represents a "baseline" that could be expanded appreciably depending upon Federal office leasing policies. Forecasts for private activity indicate that the office

construction program could be absorbed within a 12 to 15 year period. However, if Federal policies regarding "recentralization" were continued or intensified, this development period might be shortened by as much as 4 to 5 years.

#### B. Residential Development Potentials

**Metropolitan Area Perspective.** Metropolitan Washington has been one of the nation's fastest growing areas in recent years. During the 1960's the region's population increased by almost 4 percent a year — an average of more than 75,000 new residents per year. The number of households increased even more rapidly during this period, with annual rates of almost 5 percent, reflecting a pronounced trend toward smaller household units.

Distribution of Private Office Absorption by Area Districts of Columbia 1960-1973<sup>8</sup>

	Net Leasable Area					
	1960-1969			1970-1973		
	Competitive	Non-Competitive	Total	Competitive	Non-Competitive	Total
<b>Central Areas</b>						
D.U.R.A.	14.7%	51.6%	18.0%	3.6%	10.8%	5.2%
Connecticut Triangle	59.1%	37.6%	57.1%	54.8%	70.9%	58.4%
Southwest	11.1%	5.1%	10.5%	NA	NA	NA
Subtotal	84.9%	94.3%	85.6%	58.4%	81.7%	63.6%
<b>Other District Areas</b>						
Upper Northwest	13.2%	0.4%	12.0%	16.3%	3.7%	13.5%
Foggy Bottom	0.5%	--	0.5%	20.4%	--	15.9%
N.W. From 16th						
Street East	0.5%	0.2%	0.5%	--	3.2%	0.7%
Southeast	0.3%	--	0.2%	--	2.4%	0.5%
Northeast	0.6%	5.1%	1.2%	4.9%	9.0%	5.8%
Subtotal	15.1%	5.7%	14.4%	41.6%	18.3%	36.4%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

<sup>8</sup> January-August 1973 inclusive Source: Gladstone Associates.

Distribution of Federal Government Office Absorption by Area District of Columbia 1960-1973<sup>9</sup>

	Net Leasable Area					
	1960-1969			1970-1973		
	Leased	Owned	Total	Leased	Owned	Total
<b>Central Areas</b>						
D.U.R.A.	16.5%	40.2%	32.5%	84.2%	58.9%	76.0%
Connecticut Triangle	32.3%	6.7%	15.0%	--	1.5%	0.5%
Southwest	37.2%	53.1%	47.9%	15.8%	--	10.6%
Subtotal	86.0%	100.0%	95.4%	100.0%	60.4%	87.1%
<b>Other District Areas</b>						
Upper Northwest	2.7%	--	0.9%	--	--	--
Foggy Bottom	6.2%	--	2.0%	--	1.9%	0.6%
N.W. from 16th Street East	5.1%	--	1.7%	--	26.1%	8.5%
Southeast	--	--	--	--	--	--
Northeast	--	--	--	--	11.6%	3.8%
Subtotal	14.0%	0.0%	4.6%	0.0%	39.6%	12.9%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

<sup>9</sup> January-August 1973 inclusive Source: Gladstone Associates.

Multi-family, higher density dwellings represented approximately two-thirds of all residential construction throughout the metropolitan area between 1960 and 1970. In recent years multi-family dwellings dropped to about 40 percent of total residential development as growth issues came under examination, resulting in a relative scarcity of "ready-to-go" building sites. Despite present limitations, long-term development trends indicate a reliance on higher density housing and more efficient utilization of land resources both for in-town and suburban locales.

**"Close-In" Residential Market Perspective.** An examination of more than 50 higher density projects containing approximately 16,000 residential units showed a high degree of market acceptance measured in terms of the number of units absorbed or rented over time. Generally, the market performance of "close-in" high density residential development has tended toward the higher end of accepted industry standards.

**District of Columbia Perspective.** The District of Columbia remains dominant in accommodating the region's smaller size renter and owner households in the middle and higher income brackets. The City's

## Profile of Primary Individual Renters by District of Columbia Sub-Areas, 1970

	Primary <sup>10</sup> Individual Renters			
	Over \$25,000		\$15,000-\$25,000	
	Number	Percent	Number	Percent
New Hampshire	181	13.0	809	16.3
Georgetown-				
Wisconsin Avenue	607	43.5	1,794	36.1
Foggy Bottom	408	29.2	1,465	29.5
Capitol Hill	51	3.7	201	4.1
Southwest	94	6.7	461	9.3
Southwest/Northeast	54	3.9	232	4.7
	1,395	100.0%	4,962	100.0%

<sup>10</sup> Refers to household heads living alone or not related to other household members.

## Population Trends Metropolitan Washington 1960-70

Area	Population		Absolute Change		Average Annual Change	
	1960	1970	Number	Percent	Number	Percent
Washington DC	763,956	756,510	-7,446	-0.97%	-745	-0.1%
Maryland Portion	698,323	1,183,376	485,053	69.5%	48,505	6.9%
Virginia Portion	614,331	921,237	306,906	49.96%	30,691	5.0%
<b>TOTAL</b>	<b>2,076,610</b>	<b>2,861,123</b>	<b>784,513</b>	<b>37.8%</b>	<b>78,451</b>	<b>3.8%</b>

## Household Trends Washington Metropolitan Area 1960-1970

Washington SMSA	Households		Total		Annual Average	
	1960	1970	Number	Percent	Number	Percent
Washington D.C.	252,066	262,538	10,472	4.2%	1,047	0.4%
Maryland Portion	187,428	349,636	162,208	86.5%	16,221	8.6%
Virginia Portion	171,067	286,322	115,255	67.4%	11,526	6.7%
<b>Total SMSA</b>	<b>610,561</b>	<b>898,496</b>	<b>287,935</b>	<b>47.2%</b>	<b>28,794</b>	<b>4.7%</b>

Source: U.S. Census of Population, 1960 & 1970; Gladstone Associates

overriding role in this respect has continued despite slight overall population declines, with an additional 13,000 smaller sized households being formed in the 10 years prior to 1970.

One and two person households have shown a pronounced tendency to locate in a tier of neighborhoods surrounding the central employment area. During the 1960's the New Hampshire Avenue corridor and the Southwest Renewal Area attracted many of these small middle and higher income households, in addition to those who chose to locate in the Georgetown and Foggy Bottom areas.

Of particular significance is the New Hampshire Avenue Corridor, which has undergone a residential

transformation during the recent past in conjunction with major office development in the nearby "new downtown." Approximately 1,000 small middle and high income households were attracted to this area as the "new downtown" began to emerge, reflecting a strong demand for pleasant in-town communities offering, proximity to places of employment, shopping and other central area amenities.

**Outlook for the Pennsylvania Avenue area.** Based on an evaluation of the character and performance of recent competitive residential developments, the consultants concluded that firm residential markets could be tapped within the Pennsylvania Avenue area for both rental and sale housing for small households. This market assessment, however, is contingent upon

Renter Occupants by Income  
Metropolitan Washington, 1970

Area	Income, 1970			
	Over \$25,000		\$15,000-\$25,000	
	Individuals	Other	Individuals	Other
District of Columbia	54.6%	30.9%	47.5%	20.4%
Suburban				
Inside Beltway	34.9	48.5	42.1	51.8
Outside Beltway	10.5	20.6	10.4	27.8
<b>TOTAL</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

Owner Occupants by Income  
Metropolitan Washington, 1970

Area	Income, 1970			
	Over \$25,000		\$15,000-\$25,000	
	Individuals	Other	Individuals	Other
District of Columbia	47.8%	13.9%	35.7%	10.6%
Suburban				
Inside Beltway	31.3	45.6	36.6	43.6
Outside Beltway	20.9	40.5	27.7	45.8
<b>TOTAL</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

developing a large enough number of units and establishing an in-town residential environment that compares favorably with other central city Washington housing developments.

The consultants judged that the pace of construction might be scaled at about 250 units per year, provided that a reasonably favorable economic climate prevailed during the period of construction. This judgment also depends upon implementation of a comprehensive program of redevelopment that would alter significantly the character of the area, which is now characterized by poorly maintained, aging commer-

cial structures, interspersed with a few new office buildings and substantial tracts of vacant land.

Recommendations for bedroom mix and unit size have been based upon assessments of comparable new housing within the District of Columbia and nearby suburban locations. It is expected that these units would, if available on the market today, be priced at approximately \$0.50 per square foot per month for rental apartments and \$50.00 per square foot per month for sales dwellings, or at the higher end of the "mid-range" of asking prices for new high density housing in the metropolitan area. Because of sharp increases in the costs of construction and financing in recent months, the final prices of these units could be considerably higher. However, their position relative to other housing available in the metropolitan area would remain unchanged.

### C. Retail Development Potentials

**Metropolitan Area Perspective.** Retail activity, reflecting population growth and economic advances in the Metropolitan area, has increased sharply in recent years. Between 1963 and 1967, the most recent years for which Department of Commerce information is available, regional retail sales gained by more than 28 percent. In contrast, retail activity within the Central Business District increased by a nominal 3.8 percent, with Downtown merchants capturing only 6 percent of the growth in regional consumer expenditures during this period.

**Central Business District Perspective.** More recent information available for department store sales indicates that the trends of the 1960's have continued up until the present. In recent years, downtown department store sales have generally stabilized while those of suburban locations have increased sharply. As a result, "capture" of overall department store sales by downtown merchants has fallen by approximately 40 percent — to a level of about 11 percent of Metropolitan area activity in 1972.

Clearly, one reason for the decline in downtown capture of new consumer expenditures has been the proliferation of retail shopping centers in suburban locales. In this regard, merchants in the Central Business District confront two obstacles to increasing their participation in retail growth: (1) the relative ease of access afforded to suburban households by

### Retail Sales Trends Washington Metropolitan Area 1963-1967 (\$000's)

Store Type	1972 Constant Dollars			
	Washington, D.C.		Metropolitan Area	
	1963	1967	1963	1967
General Merchandise	292,322	283,775	706,523	999,143
Apparel	149,745	155,932	277,630	345,518
Furniture and Appliance	109,795	124,945	205,205	281,653
Subtotal	551,862	564,652	1,189,358	1,625,313
Food	305,727	299,705	987,732	1,205,810
Eating and Drinking	230,555	258,948	390,711	490,514
Drug	113,415	126,168	248,214	319,488
Miscellaneous Retailing	291,197	300,419	447,414	555,065
Total	1,492,756	1,549,988	3,263,429	4,197,330
Change: 1963-1967		3.8%		28.6%
Sales Growth 1963-1967		All Goods and Services		Comparison Goods
Washington, D.C.		\$ 57,232		\$ 17,970
Metropolitan Area		\$933,901		\$463,955
D.C. Share		6.1%		2.8%

Source: Census of Business, Gladstone Associates.

the new malls, and (2) the advances in space design offered by suburban malls, facilitating "comparison" shopping and enhancing the overall retail experience.

The METRO system will improve accessibility to downtown shopping facilities for residents of the region at large. However, the basic proximity of competitive shopping malls to large segments of the region will in no way be diminished. Consequently, it is expected that the most readily measurable sales gains for the Pennsylvania Avenue area will be from new employees, residents, and tourists brought into the area as the plan is carried out. These increases in retail sales levels could be absorbed within the present retail floor area through improved productivity as measured in sales per square foot.

In regard to the second factor of contemporary retail design, there are substantial opportunities to achieve productivity gains — and possibly to support expanded retail floor space — through retaining and slightly increasing the Pennsylvania Avenue area's "shares" of regional sales expansion in the future. Relocation of retail establishments to gain greater access to the high-volume shopping traffic in the F and G Street mall area and to office workers and tourists utilizing the METRO for transportation are among the proposed plan measures to obtain these results.

**Outlook for the Pennsylvania Avenue Area.** While overall retail floor space levels for the area are not projected to increase in the foreseeable future,

**Department Store Sales Trends**  
**Washington Metro Area and Central Business District**  
**1967-72**

	1967	1968	1969	1970	1971	1972
<b>Sales In Thousands</b>						
CBD	\$116,339	\$109,999	\$105,943	\$104,674	\$106,833	\$105,125
Balance of Metro	524,828	585,556	640,017	684,614	781,410	870,931
<b>Total Metro</b>	<b>\$641,167</b>	<b>\$695,555</b>	<b>\$745,960</b>	<b>\$789,288</b>	<b>\$888,243</b>	<b>\$976,056</b>
<b>Distribution of Sales</b>						
CBD	18.1%	15.8%	14.2%	13.3%	12.0%	10.8%
Balance of Metro	81.9%	84.2%	85.8%	86.7%	88.0%	89.2%
<b>Total Metro</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

NOTE: All dollar amounts in current dollars.

Source: Census of Business; Monthly Department Store Sales in Selected Areas; Gladstone Associates.

**Tourist Visitation Trends**  
**Metropolitan Washington**  
**1950-1972**

Year	Number of Tourists
1950	3,211,200
1960	7,000,000
1966	9,100,000
1967	16,800,000
1972	18,200,000
<b>Average Annual Change</b>	
1950-1960	378,900
1960-1966	350,000
1967-1972	280,000

Source: Metropolitan Washington Convention and Visitors Bureau.

appreciable shifts in productivity are expected in accord with program improvements. In aggregate, new retail sales of about \$40 million will be generated by residents, office workers, and tourists once development is complete. Of this, some \$25 million in sales might occur at retail facilities within the Pennsylvania Avenue area.

An estimated 580,000 square feet of retail selling space (out of a total of 775,000 square feet) would be likely to be affected by implementation of the Pennsylvania Avenue plan. Businesses that would be impacted include a department store, a broad array of other establishments encompassing specialty outlets, national chains, strong local firms, and a variety of smaller stores operating within inexpensive space. It is expected that over one half of the present merchants could successfully relocate into new facilities constructed in the development area.

Some attrition among present retailers can be expected, due to such factors as unwillingness to establish new markets, or preference for a retail style that is best suited to peripheral downtown locations. However, new uses would offset the reductions from

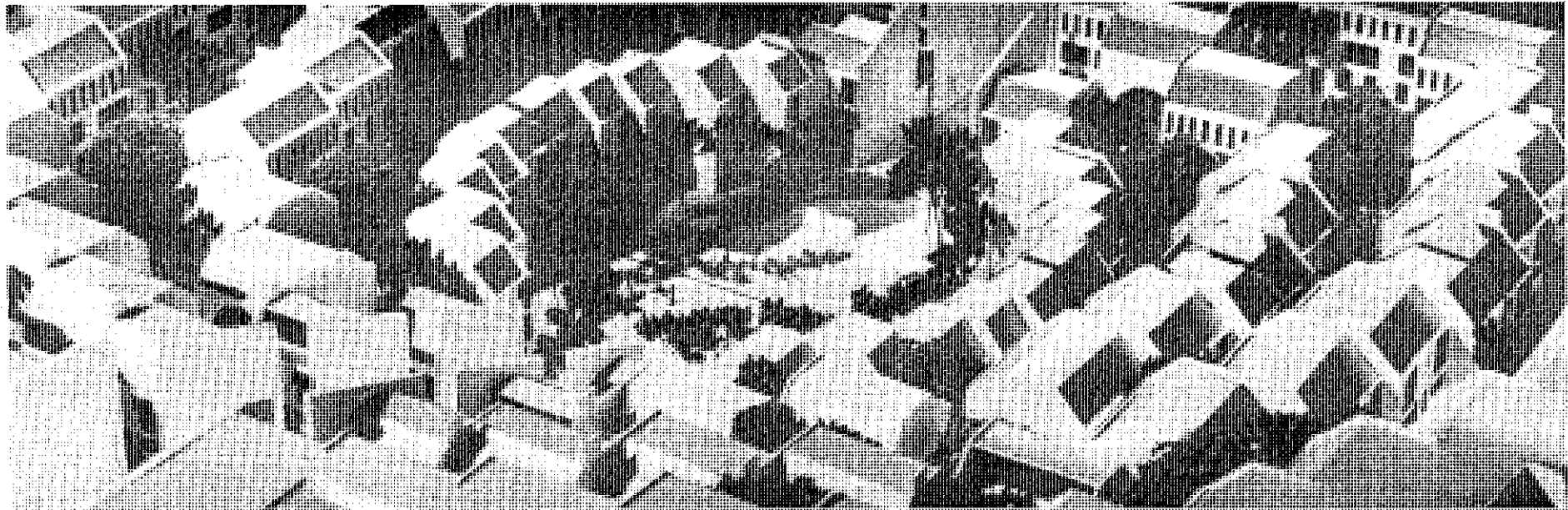
present businesses. Economic measures to be undertaken by the Corporation are designed to mitigate the attrition and to insure that new uses fostered by public activity in the Pennsylvania Avenue area benefit both residents of the metropolitan area and tourists to the city.

**D. Hotel Development Potentials**

**Metropolitan Area Perspective.** Increasing levels of tourism have underpinned a rapid expansion in the number of hotel rooms in the metropolitan area in recent years. During the 1960's more than 7,000 new hotel/motel units were added to the inventory of transient accommodations in the Metropolitan area. The greatest concentration of transient accommodations is within the District itself, where approximately half of the hotel rooms of the Metropolitan area are located. However, in recent years the preponderance of transient activity has occurred in suburban locations, both in terms of new unit construction and more importantly, of occupancy.

An analysis of three key markets for transient accommodations — tourism, conventions and business demand — point to appreciable gains for area hotels in the years ahead. The forecast for metropolitan area hotel room construction throughout the 1970's and 80's ranges from a low of 1,600 rooms to a high of 1,900 rooms per year. Comparable projections for the District of Columbia range from 250 to 400 rooms per year. The projections indicate greater levels of hotel construction within the District relative to suburban locales for the immediate future than has been true in recent years, reflecting the demand generated by the Eisenhower Convention Center and other comparable improvements in the downtown area.

**District of Columbia Perspective.** A considerable number of hotel rooms are under active consideration or under construction in anticipation of evolving stronger center city markets. Recent reports indicate as many as 1,500 rooms are being prepared for market in the District of Columbia at this time. Further additions to the stock of hotel space near the proposed Eisenhower Convention Center and on the urban renewal sites in the F and G Street corridor might add as many as 1,000 additional units to this total.



Estimated Hotel Occupancy Trends Washington Metropolitan Area 1960-1971

Year	District of Columbia			Suburban Areas			Metropolitan Total		
	Total Rooms	Occupancy Rate	Occupied Rooms <sup>1 1</sup>	Total Rooms	Approximate Occupancy Rate	Occupied Rooms	Total Rooms	Approximate Occupancy Rate	Occupied Rooms <sup>1 1</sup>
1960	9,700	75%	7,300	2,500	75%	1,900	12,200	75%	9,200
1965	14,000	70%	9,900	4,600	70%	3,200	18,700	70%	13,100
1970	15,000	65%	9,700	7,300	81%	5,900	22,300	70%	15,600
1971	15,100	65%	9,800	8,900	79%	7,000	24,000	70%	16,800
Change									
1960-1965	4,400	--	2,600	2,100	--	1,300	6,500	--	3,900
Change									
1965-1971	1,000	--	-100	4,300	--	3,800	5,300	--	3,700

<sup>1 1</sup> Average Daily Basis

Source: Estimates for the District of Columbia and the Metropolitan total are derived from the Washington Convention and Visitors Bureau and the Hotel Association of Washington; Suburban area estimates are derived from those figures.

**Outlook for the Pennsylvania Avenue Area.** The possible development of hotel facilities in the Pennsylvania Avenue area has been analyzed in terms of the already strong response to anticipated levels of demand for transient accommodations within the District. It is expected that those hotels located near existing attractions or new attractions like the Convention and Visitors Centers will have the highest occupancy rates. Business transients destined for downtown offices will be attracted to hotels offering more general environmental advantages – convenient location, nearby amenities, etc. The Pennsylvania Avenue area could provide selected locations for capture of higher priced transient demand related to new office construction, the existing concentration of Federal offices and selected convention and tourist activity. However, timing will remain a critical factor, given the number of competitive facilities now planned or under construction within the District. In general the consultants estimated that the Pennsylvania Avenue area could support development of between 350 and 500 new hotel rooms over the 12 to 15 years of plan implementation.

# Chapter Five

## Relocation And Phasing Program

### I. DESCRIPTION OF RELOCATION PROGRAM

The Corporation's proposal for implementing the development plan is designed to minimize disruption of existing businesses, reduce relocation hardships and assure that construction occurs at a pace that is consistent with evolving market demand for new space. Because the Pennsylvania Avenue area is situated in the City's downtown core, residential displacement would be minimal. Most of the relocation that would result from implementing the plan would be caused by business displacement.

A preliminary survey conducted for the Corporation by the Redevelopment Land Agency identified seven residential units in the development area, all located above businesses. Four of these units would be displaced by the Corporation directly and the other units would be displaced by private activity. In addition, the Central Union Mission, housing up to 58 transient residents, would be displaced. All eligible residents would receive the compensation required under the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (hereinafter the "Uniform Relocation Act").

Businesses dislocated by the Corporation's actions are also provided basic compensation under the Uniform Relocation Act. In addition, under the Act establishing the Corporation, owners and tenants displaced by the Corporation are granted a preferential right to lease or purchase property available in the redeveloped area for a similar use.

In order to achieve a more equitable relocation assistance program than the Uniform Relocation Act now provides and to implement the preferential right to return, the Corporation is committed to two additional programs of business assistance. The first involves establishment of an interim business relocation center in the now vacant Lansburgh's Depart-

ment Store. The second involves leasing back or guaranteeing the rental of some redeveloped space to returning businesses for a period of time at below market rates. This would enable them to adjust to the higher fair market rents that would be inevitable in newly constructed buildings.

Implementation of the plan is likely to result in the displacement of 127 businesses. Of these, 74 would be displaced by the Corporation's acquisition of properties in the area east of the F.B.I. Building (East Site), primarily for the construction of the residential, mixed-use complex. Some of the remaining 53 businesses, which are located in the area west of the F.B.I. Building (West Site), would be displaced by private development. Others could be displaced by the Corporation, depending upon the extent of public activity necessary to implement the planned development. It is now estimated that up to one-half of the 53 businesses in the West Site might be displaced by the Corporation. All businesses located on property acquired by the Corporation would be eligible for assistance under the Uniform Relocation Act. Studies by the Corporation's economic consultants indicate that more than one half of the displaced businesses can be expected to relocate successfully within the area as development progresses.

During the planning process, the Corporation's staff consulted with potential displacees, public agencies, trade associations and others in an effort to develop an equitable and orderly relocation plan. Extensive surveys were made to determine the needs of prospective displacees. In addition, the Owners and Tenants Advisory Board, composed of area businessmen and property owners, met regularly to consider and advise the Corporation on its relocation proposals.

#### A. Uniform Relocation Act

The basic relocation program will be executed pur-

suant to the requirements of the Uniform Relocation Act and General Services Administration guidelines for implementation (39F.R.37367). Under this Act, the primary assistance given businesses displaced by Federal action is either the payment of personal property losses, moving costs, and searching fees; or, under certain circumstances, a lump sum payment of not less than \$2,500 nor more than \$10,000. The Act entitles residential displacees to replacement housing payments, in addition to compensation for moving expenses and personal property losses. The estimated cost to the Corporation of relocation assistance required under the Uniform Relocation Act is \$4 million. This includes payments to both East and West Site businesses and residents expected to be displaced by the Corporation.

The experience of public agencies implementing urban redevelopment projects has shown that relocation is a persistent and difficult problem. There are often lengthy delays as alternate space is sought for businesses before new construction can begin. Businesses complain that they are forced to move away from their traditional clientele for several years until redeveloped space becomes available. Once the space is available, the rents are often higher than they have been accustomed to paying, and their customers may have found new places to shop. The Pennsylvania Avenue Development Corporation Act provides priority of return for existing owners and tenants. However, the difference between present rents in the area and rents in new construction are great enough that such a policy would be difficult to implement if the only benefits available to mitigate the effects of relocation are those provided in the Uniform Relocation Act. Accordingly, the Corporation is committed to establishing supplemental assistance programs and to seek the necessary funds to carry them out.

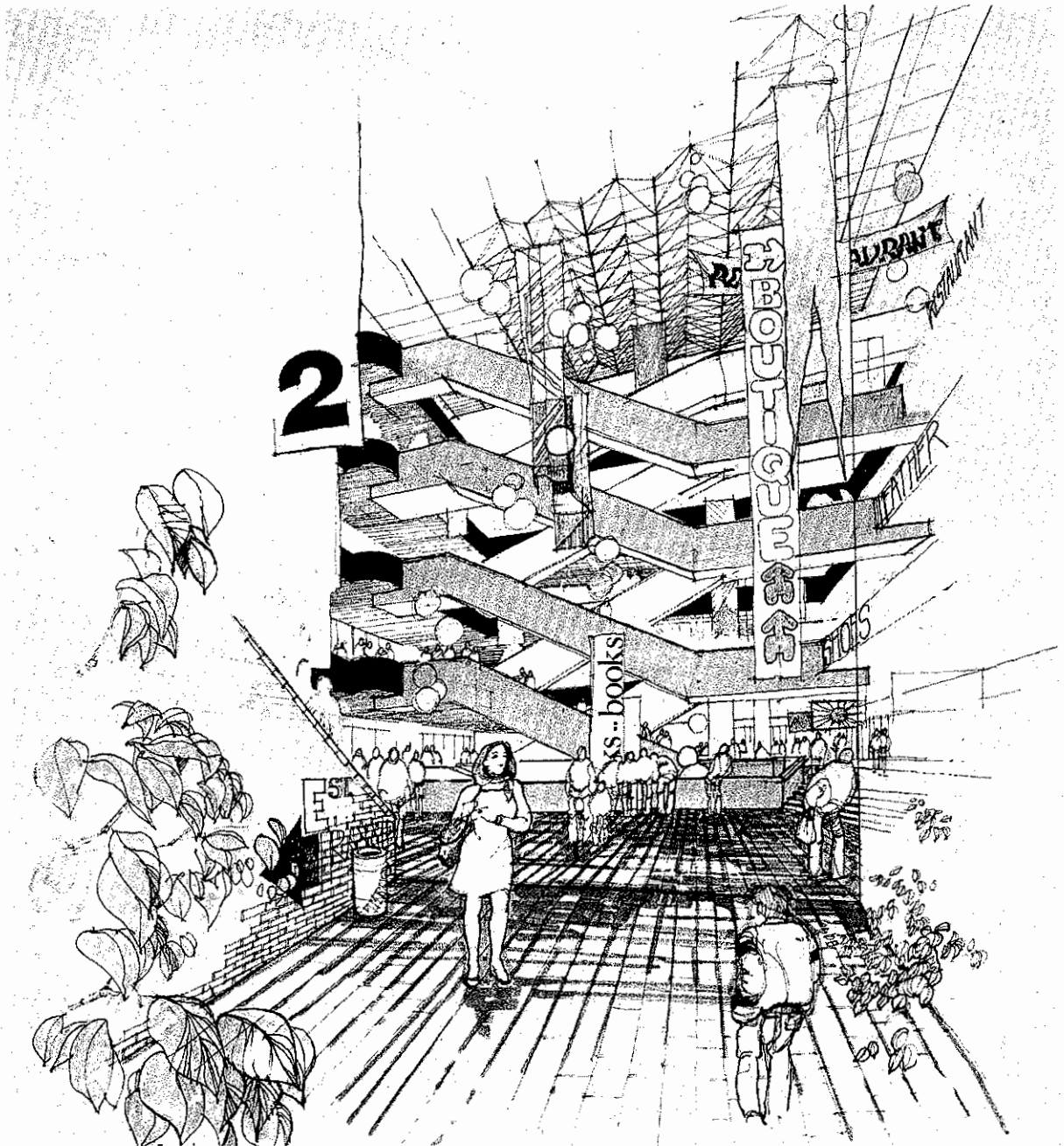


## B. Supplemental Assistance Programs

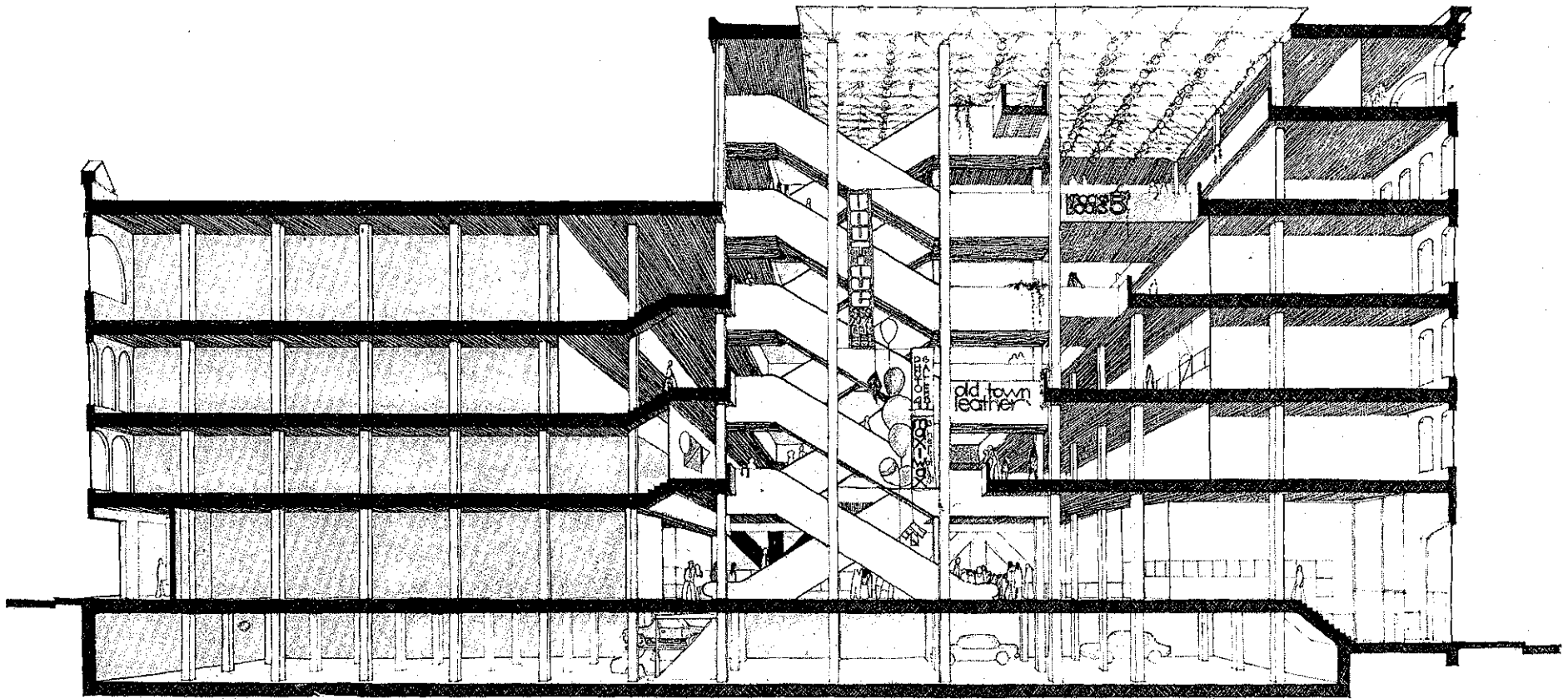
The two additional forms of business assistance proposed by the Corporation are: (1) providing interim space so that businesses can remain in operation near their old locations until new space is available; and (2) leasing space to businesses at below market rates for a number of years to help them adjust to higher rents on a gradual basis. The cost of these supplemental programs will add an additional \$4 million to the \$4 million estimated for basic benefits under the Uniform Relocation Act, for a total of \$8 million. It is the Corporation's hope that such additional business relocation assistance will serve as a model for future public urban development projects.

**Interim Business Facility.** In order to prevent the loss to the area of businesses first displaced in the sequence of development, the Corporation tried to find a suitable interim relocation site near existing markets. The large, currently vacant structure that once housed Lansburgh's Department Store was decided upon. Pursuant to an agreement with the Urban Business Education Association, operating under a grant from the Department of Commerce, a thorough and detailed economic feasibility and design study was prepared evaluating the use of Lansburgh's. The study indicated that adequate market support exists for the development of a three level retail mall in the structure.

Numerous benefits would result from such a use, in addition to business relocation. Instead of remaining vacant and contributing to blight, the sound structure, fully elevator, escalator and air conditioned, would be put to productive use. Operation of the mall for an estimated 7 to 8 years prior to redevelopment of the site would help to maintain local employment levels. Approximately 120,000 square feet of retail space would be provided, some of which might be used to attract new tenants, including minority businesses. Rent levels would be close to the levels that are currently paid by area businesses. Additional services would be provided to the tenants, including business counseling and centralized promotion, maintenance and business services. As a benchmark of the general support this proposal has raised, the District of Columbia Bicentennial Commission has given it priority status.



Proposed Alterations of Lansburgh Building for Interim Business Housing: Pictorial View of Proposed Entrance from E Street



Cross Section: Proposed Conversion

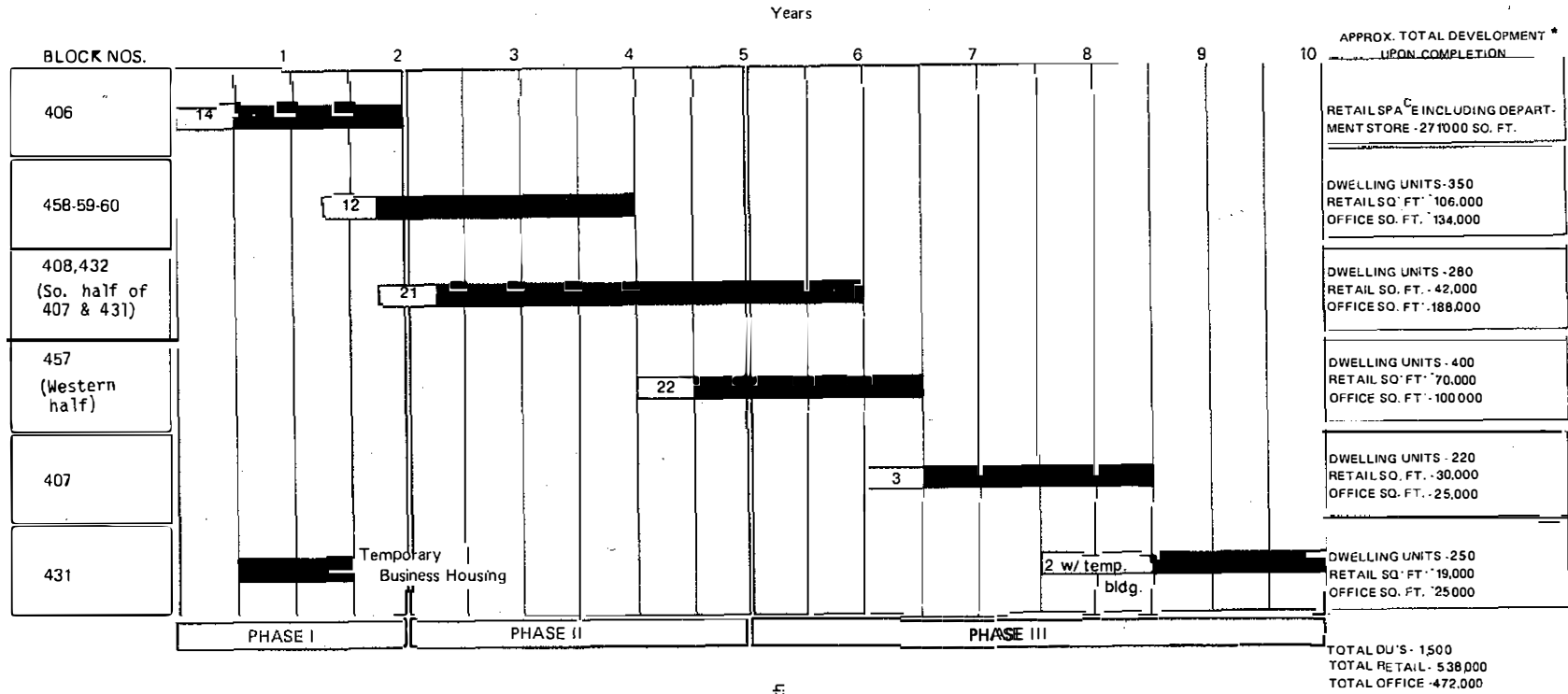
Moore/Walker Associated Architects  
 Arthur Cotton Moore/Associates  
 H.L. Walker & Associates  
 Washington, D. C.

**Rent Assistance.** The Corporation has determined that it will be necessary to provide some form of rent assistance to enable most displaced businesses to survive relocation to newly developed space. Businesses, especially in the East Site area, are now paying rents far lower than they could reasonably be expected to pay after redevelopment. Existing rents in some cases are as low as \$1.00 per square foot. New rent levels in the redeveloped area are estimated by the Corporation's economic consultants to average about \$8.50 per square foot, and some prime rates would be much higher. Businesses can be expected to offset some of their increased rental costs by consolidation and greater operating efficiency in newly designed space, and by capitalizing on the additional customers attracted to the completed development.

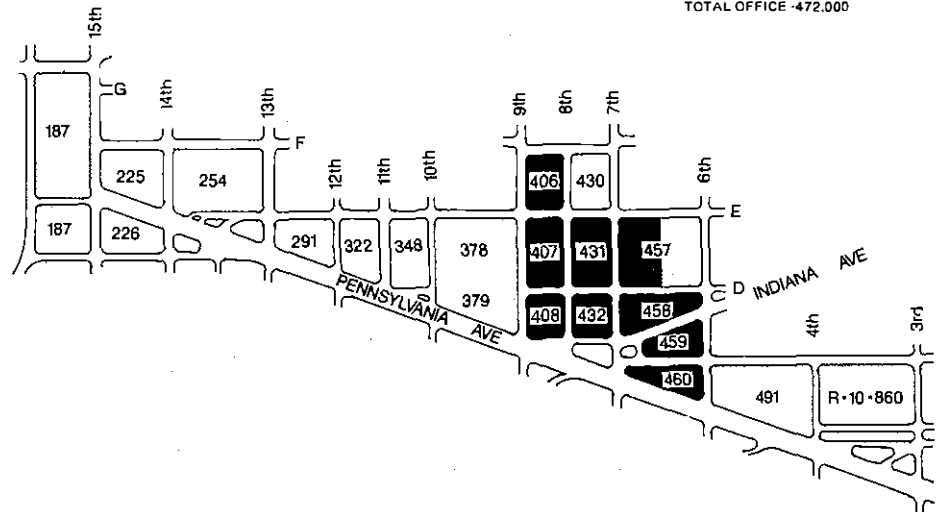
However, most businesses need a period of several years to adjust to their changing situations before they can meet the increased rents.

To help returning businesses get through the transition of adjusting to a new business location and to higher cost space, the Corporation will seek to provide them with space at below market rate rents for an estimated five years. This program could be accomplished by the Corporation's leasing back substantial blocks of redeveloped retail space from developers. Some of the retail space leased back from developers would be rented to new enterprises at the best commercial rates obtainable. However, retail space needed to relocate displaced businesses wishing

EAST SITE STAGING



KEY:  
 [74] - RELOCATION & NUMBER OF BUSINESSES TO BE RELOCATED  
 [ ] - CONSTRUCTION (INCLUDING SITE PREPARATION)



\* All Square Footage Represents New Gross Floor Area in the East Site

to return will be made available to such businesses at less than prevailing market rates. The actual rents charged would initially be equal to amounts displacees can afford to pay, based upon operating ratios obtained from various retail associations and an analysis of the individual businesses. Over a five-year period the rents would be increased each year by approximately equal amount to reduce the difference between the subsidized rate and the fair market rate. At the end of five years, if the business has adapted to its new location, it will be able to pay a fair rate of rent to the Corporation so that the Corporation will not incur any deficit for that space in relation to the rate it is paying to the developer. To the extent appropriate, the Corporation will include provisions for minimum base rents (which meet the foregoing criteria) as well as overage clauses, which will increase effective rents up to market levels on a percentage basis, if gross sales increase sufficiently.

The Corporation's utilization of a retail space lease-back program will facilitate not only relocation assistance through rental assistance, but also the selection of favorable retail uses, both returning and new, and their appropriate location throughout the development area. To promote these relocation and development objectives, the Corporation may also employ lease guarantee programs, special contingency clauses in development contracts, and related actions that do not require an actual leaseback of retail space.

### C. Administration

The Corporation's policy will be to reduce administrative red tape, and within the framework of law to assist displacees in every way possible in securing a successful relocation. Administration will be flexible and responsive to the individual needs and problems of dislocatees, while assuring that public relocation funds are wisely used. Where justified, the Corporation will assist businesses in obtaining zoning, procedural and regulatory relief. It will be the intent of the Corporation to provide displacees with as much advance notice of when they will be required to vacate their properties as possible, and to time-official notices in a way that does not conflict with peak business seasons (i.e., Christmas). The Corporation may contract with an experienced organization to administer its relocation program. However, the Corporation's staff will oversee implementation, maintain direct contacts with area businesses, and

ultimately arbitrate unresolved grievances. The total cost of administering the program is estimated to be \$1.5 million.

The administrator of the relocation program will provide prompt claims processing, professional commercial listing services, effective loan and lease packaging, and technical and management assistance. In addition to continuous contacts with the Corporation's staff, the administrator would be required to make a yearly report to the Corporation outlining the effects of relocation activities and recommended improvement. Further, the Corporation plans to meet with representatives of the Small Business Administration to determine the availability of Economic Injury Loans and lease guarantees, and to develop an agreement that would assure relocatees maximum access to these programs.

## II. DESCRIPTION OF PHASING PROGRAM

The proper phasing of redevelopment is essential to minimize the impact of business disruption and at the same time to allow for project development without interruption. Since development is a catalytic process, with each change influencing what occurs next, the staging could be altered substantially in the process of execution. (See Staging Plan)

### A. East Site

Preliminary estimates indicate that almost one half of the 74 businesses that will have to be moved in the east site are likely to return to redeveloped commercial space. About 270,000 square feet would be contained in a new department store structure that would be built on square 406. An additional 265,000 square feet would be located on the ground floors of the residential complex. Until more detailed survey information is available on business operations in the area and until policies have been set on space allocation, it will not be possible to identify specifically which businesses would return after redevelopment. However, it is hoped that by providing the interim relocation facility and rent subsidies, along with required relocation assistance payments, many businesses will be retained.

The accompanying chart summarizes the preliminary plan for phasing development in the east site residential and mixed use area. Because the Corporation

anticipates acquiring most of the land in this area, it is possible to formulate a fairly detailed phasing schedule. The schedule is designed to take into account the following factors:





1. Time required to relocate businesses and prepare land for redevelopment.
2. Time required to construct new buildings.
3. The pace at which new residential, commercial and office space can be leased or sold.
4. Operation of a temporary relocation facility.
5. Coordination of displacement with space available for relocation

Development would take place in three stages over a ten-year period. During the first stage, lasting two years, displacement would begin on Square 406 in order to provide a site for a new department store. This space could possibly be used for Kann's Department Store, which is now at 7th Street and Pennsylvania Avenue, and would have to be relocated before construction could begin on the proposed housing complex. Lansburgh's Department Store (Square 431) would also be rehabilitated during this phase so that it could be used as an interim relocation facility. Businesses could then be moved from the area between 6th and 7th Streets and Pennsylvania Avenue and Indiana Avenue (Squares 459 and 460). At the conclusion of the first stage, the new department store would be built, the relocation facility would be in operation, a two-block site would be ready for new residential and commercial construction, and major improvements would be made to public areas.

During the second stage, covering three years, construction would begin on Squares 459 and 460. In addition, businesses would be relocated from the Market Space area (Squares 408 and 432), the southern half of Squares 407 and 431, and the western half of Square 457. Excavation could then begin for the underground storage area proposed for the National Archives extension. At the conclusion of the second stage, the first portion of the residential complex on Square 459 and 460 would be completed and occupied. Some businesses could move directly from their existing locations into the new space

# STAGING

SCALE: 

-  1st
-  2nd
-  3rd
-  4th

without an interim move. The Archives underground extension would be ready, and construction could begin on the second portion of the residential complex, which would include both the site above the Archives and also the western half of square 457.

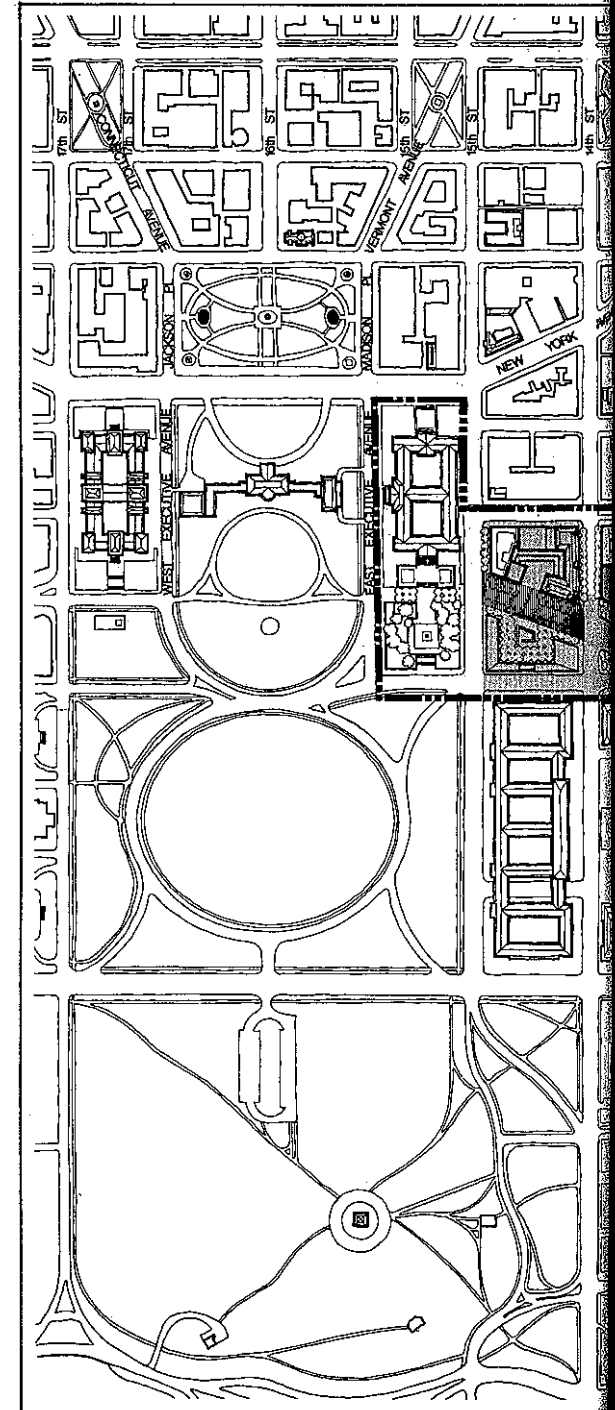
During the third stage, the next five years, construction would be completed on the second portion of the residential complex. Additional retail space would become available on the ground floor of the complex, which would provide more permanent relocation space and permit the gradual phasing-out of the Lansburgh's facility. Finally, construction would begin on the last portion of the residential complex between 7th, 9th, D and E Streets (Squares 407 and 431). At the conclusion of the third stage, development of the residential, mixed use area would be completed.

A fourth and final stage of East Site development could include new development on Square 491, which is now occupied by the Employment Security Building and District government offices. New construction on this block would be contingent upon development of a feasible proposal for the entire block and would proceed independently from other activity in the east site.

## B. West Site

The staging of development in the west site will be conditioned largely by the pace of private development activities and the market for new office space. Although it is not possible to state with certainty which areas would be developed first within the west site, some assumptions can be made about parcels that might be most attractive to private developers.

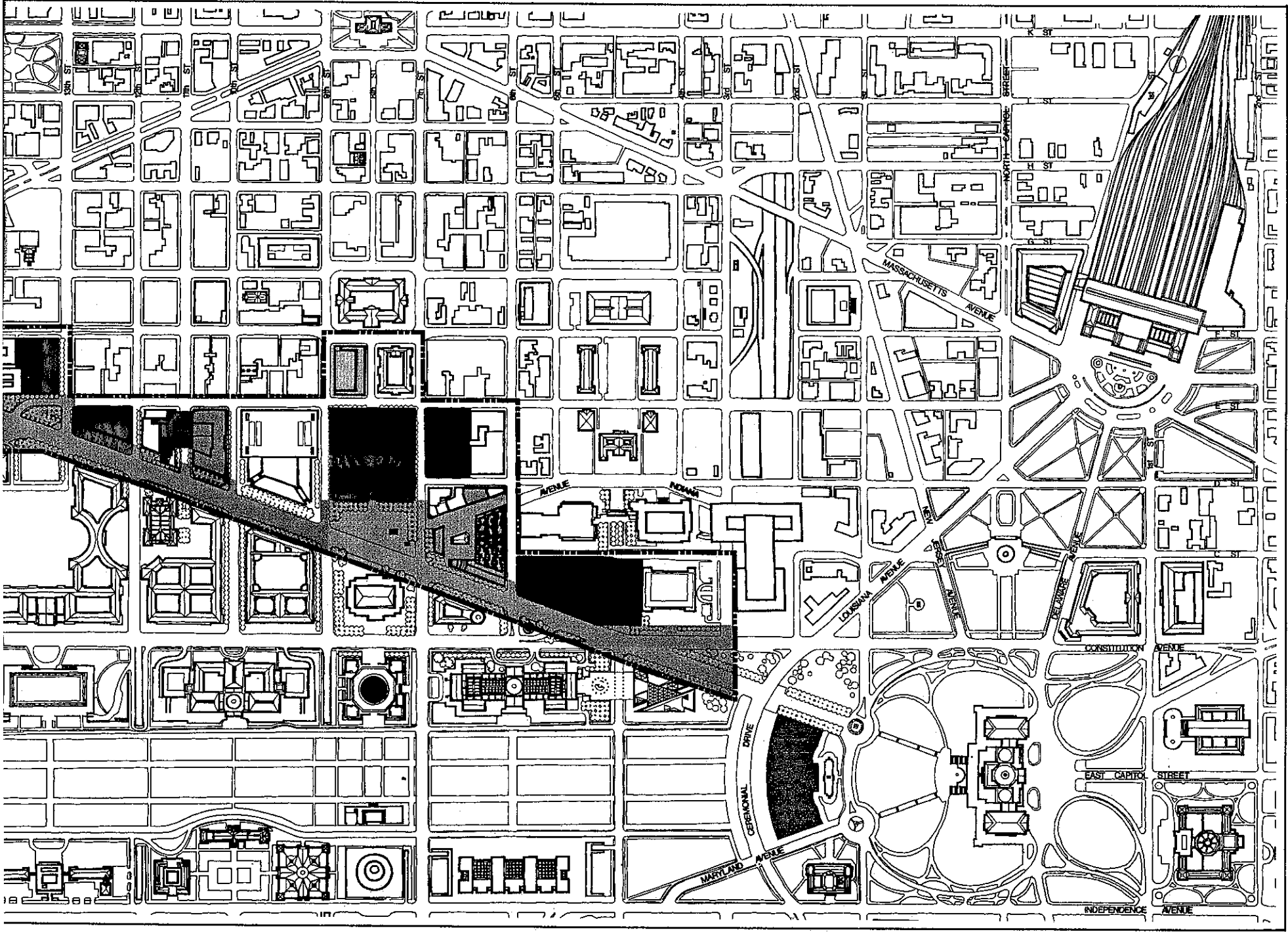
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It is expected that development would occur in four stages over a period of 12 to 15 years. In the first stage, major improvements would be made to public spaces, the Willard Hotel would be rehabilitated and some private office sites might be redeveloped. During the second stage development would occur on several private parcels that are now underdeveloped but would take some time to assemble and clear. The third and fourth stages include construction on parcels that are currently developed, but occupied by buildings whose economic life will be exhausted over the decade. In addition, during the final stages of development alterations would be made to existing buildings that are expected to remain, in order to bring them into harmony with the plan. Throughout the 12 to 15 year development period the Corporation will attempt to mesh its activities with private projects on the west site so that there is space available for as many dislocated businesses as possible.

## C. Development Completed by 1976

The Corporation does not anticipate that any significant new construction will be under way by the 1976 Bicentennial celebration. The amount of time required to assemble sites, relocate businesses and prepare sites for redevelopment is the primary reason for the lack of new construction by 1976. However, it is also desirable that the Pennsylvania Avenue area not be disrupted by major construction activity during this important national celebration. The Corporation will work with the D.C. Bicentennial Office, the D.C. Commission and Assembly, and with appropriate Federal and District agencies to develop a program of Bicentennial activities for Pennsylvania Avenue.



# Chapter Six

## Regulatory Implementation Program

### I. BACKGROUND

An effective system regulating public and private development is necessary to achieve faithful implementation of the development plan and to insure that the Congressional objectives inherent in the creation of the Corporation are satisfied. Congress provided for this need in authorizing the Corporation to "establish (through covenants, regulations, agreements, or otherwise) such restrictions, standards, and requirements as are necessary to assure development, maintenance, and protection of the development area in accordance with the development plan." (Sec. 6(8) P.L. 92-578; 86 Stat. 1271). In addition, the Corporation has authority to enter into contracts, leases, and cooperative agreements, which can serve as measures to foster development along desired lines.

Balanced against the powers of the Corporation to regulate development in accordance with the plan, is the requirement that the Corporation "shall comply with all District of Columbia Laws, ordinances, codes, and regulations in constructing, reconstructing, rehabilitating, altering, and improving any project. . ." (Sec. 9(b), P.L. 92-578, 86 Stat. 1273).

The Corporation, in undertaking any project itself, however, is exempt from the District of Columbia zoning regulations. Instead, it is subject to the "in lieu of zoning" authority of the National Capital Planning Commission under Section 428 of title 5, District of Columbia Code. Private development projects within the Pennsylvania Avenue area must conform both to the plan and to provisions of the District of Columbia Code and zoning regulations.

The Corporation did not limit itself to the requirements of existing zoning regulations in preparing a comprehensive development plan that is both economically feasible and aesthetically responsive to the ceremonial and historic character of the Avenue. In

addition, the final plan proposes development which possibly conflicts with provisions of the Height of Buildings Act of 1910 (36 Stat. 452. Ch. 263, section 5; 5 D.C.C. 405). As the plan was being prepared there was close consultation with the District Government and the specialized agencies concerned with development activities in Washington. As a result of these consultations it is expected that the differences between proposed development and existing zoning and other restrictions can be resolved. The final regulatory system adopted by the Corporation for plan implementation will be drafted in cooperation with concerned agencies to eliminate any conflicts with other statutory and zoning requirements.

#### A. Height of Buildings Act

The Height of Buildings Act establishes a maximum height of 160 feet for buildings fronting on Pennsylvania Avenue between 1st and 15th Streets, N.W. The plan would permit heights up to 160 feet in this area, measured on a horizontal plane drawn from the Avenue, but beginning 100 feet north of the new building line on the north side of the Avenue. Although the height limit of 160 feet is respected, the plan does not require that it be restricted to buildings fronting on the Avenue. In fact, the plan provides that the maximum height would be achieved well back from the Avenue, extending as far as the northern boundaries of the development area. In limited cases, therefore, proposed construction could be construed to violate the limitations of the Height of Buildings Act. It should be noted, however, that the plan would not result in 160 foot heights at the northern boundaries of the development area, as the height is to be measured from the 160 foot elevation at Pennsylvania Avenue, and would be reduced by the upward slope of the topography.

If necessary to eliminate a possible conflict with the Height of Buildings Act, the Corporation may pro-

pose an appropriate amendment for enactment by Congress. Such an amendment would permit a building height of 160 feet (measured at the Avenue) anywhere on a square that fronts on the north side of the Avenue between 10th and 15th Streets. The amendment would do no violence to the concept of the Act in holding heights in the City to an aesthetically pleasing level. At the same time, it would assist in the implementation of the development plan, which is designed to balance the scale of construction on both sides of the Avenue, while preserving an economically satisfactory development envelope.

#### B. Zoning Regulations

The Pennsylvania Avenue Development area is included within two zoning districts, each controlling height, bulk, lot occupancy, permitted uses, etc. The greater part of the development area is zoned C-4, Central Business District. The remainder (Squares 459, 460, 491 and S-533 is zoned C-3-B, High Bulk-Major Business and Employment Center. The zoning configuration of the project area is complicated by the presence of certain Federal facilities on Squares 187, 378, 379, 430 and S-533, which are exempt from zoning, and are subject instead to the "in lieu of zoning" authority of the National Capital Planning Commission.

Another deviation from the standard zoning in the area is the previous re-zoning of Square 322 for development under a Sectional Development Plan. Approved in December 1965, the Sectional Development Plan provided for development on that square in accordance with unique provisions for height, bulk, setback and arcades. A portion of Square 322 was developed under these provisions, and features of that development, including the special sidewalk and landscaping treatment, served in

part as models for certain elements of the Corporation's development plan. However, the viability of the sectional development plan as a tool for controlling project-wide development of the Pennsylvania Avenue area has been put into question by subsequent changes to the District's zoning regulations, which modified and restricted the use of Sectional Development Plans.

The general land uses proposed in the development plan are compatible with the uses permitted in the existing districts zoned as C-4 and C-3-B. However, the Corporation intends to restrict permitted uses to a greater extent than is presently done. This proposed limitation, to be reconciled with the zoning system, could be of great significance to the implementation of the plan, and is another facet to be considered in the establishment of regulatory mechanisms.

## II. PROPOSED REGULATORY MECHANISMS

In seeking a format to control implementation and to achieve development of the Avenue compatible with its environs, the Corporation had to take into account existing regulatory mechanisms and the special authority of agencies like the Commission of Fine Arts, which have oversight of various development aspects. The Corporation has been and will be guided by three principles in adopting a regulatory system. First, any new system must unify overall development control under a single coordinating authority. Second, the imposition of any new regulations must not increase the burden of the existing, complicated review and approval process. Third, present regulations and reviewing authorities must be utilized to the maximum extent feasible, with modifications where necessary, to foster development in accordance with the plan without imposing undue delay on developers. The Corporation's proposals for a two-tiered regulatory scheme is, therefore, designed to mesh with existing laws, regulations, and authorities.

### A. Changes to Existing Regulations

The first tier of the proposed system would create mechanisms to resolve conflicts between the standards in the development plan and those presently in effect for the area.

**Rezoning.** The Corporation will seek the creation of the Pennsylvania Avenue Development District as a special district under the zoning regulations of the District of Columbia, in accordance with the procedures for adopting such an amendment to existing zoning. This action would eliminate the two separate zoning classifications now within the development area, and would create a unified system of standards throughout the area, specifying land uses and other traditional zoning elements called for in the Plan.

Some features of the proposed Development District, such as floor area ratios and building heights, would be less restrictive than under present zoning regulations for C-4 and C-3-B Districts. Offsetting a liberalization of these standards would be stricter controls for other features such as parking, public spaces, and signage. The proposed changes, in sum, would create a controlled and responsive regulatory environment for effective implementation of the plan. The Corporation will cooperate closely with the staffs of District of Columbia agencies and of the Zoning Commission in drafting the proposed changes to the zoning regulations.

**Height of Buildings Act Amendment.** As discussed previously, the Corporation may propose a draft amendment which, if passed, would have a very minor impact on the Height of Buildings Act, but would greatly facilitate development in conformance with the plan.

### B. Adoption of Regulations by the Corporation

The second tier of the proposed regulatory system would be created by published regulations issued by the Corporation to govern special design and development features not ordinarily included in zoning regulations, or not well suited to the general zoning system in the District of Columbia. These regulations would fall into two broad categories of mandatory and non-mandatory standards.

**Non-mandatory Standards.** Regulations of a non-mandatory nature would be used to establish preferred and recommended design criteria for the overall appearance of specific projects and to provide illustrative proposals for development. The criteria would include guidelines for acceptable materials, fenestration of buildings, landscaping, and facades.

These guidelines would be made available to potential developers to assist them in designing the projects they would later present for final Corporation approval. The criteria would give the developer direction on the Corporation's expectations for compatible project development. These regulations would be guidelines, not rules, and would not stifle innovation in design or use of materials as long as the end result is compatible with development of the Avenue as a whole. The Corporation would also take these regulations into account in the design of its own projects within the development area.

**Mandatory Standards.** These regulations, applicable to all construction in the development area, both public and private, would provide specific control in such areas as energy conservation, access and mobility of handicapped persons, standards for signage and external illumination, provisions for fine arts amenities, historic preservation and respect for scale of landmarks and other architecturally significant buildings. These regulations would also impose on the Corporation such duties as: consultation with the Environmental Protection Agency on mitigating adverse effects on air quality in design and locations of parking facilities, review of the overall environmental conformity of proposed projects, consideration of measures for noise and air quality abatement during construction, and consideration and affirmative action where necessary for historical and architectural preservation.

**Land Use Review Board.** The Corporation proposes to establish a Land Use Review Board to review individual project plans for the development area as to compatibility with the plan. Appointed by the Corporation's Board of Directors, the Review Board would consist of Corporation representatives and/or outside appointees and would have the power of approval or disapproval over projects proposed for the development area. Architectural review would be performed for the Corporation by the Commission of Fine Arts.

The Land Use Review Board, supported by the Corporation's staff, would assist developers in expediting paper work and obtaining necessary approvals from District and Federal agencies. The Review Board would also make itself available for consultation with developers during any early stages of a proposed project, prior to formal review. Procedures will be



provided to allow a dissatisfied developer to appeal a decision of the Review Board to the Corporation's Board of Directors.

The system of regulatory mechanisms outlined above would assure the efficacious and faithful implementation of the development plan, while providing safeguards against arbitrary action by private developers or the Corporation itself. The Corporation's regulations and the proposal for a zoning amendment to establish the special district for the area require additional work and coordination with local agencies. They will not be promulgated, however, prior to completion of review and approval of the development plan by Congress.

### III. TRANSITION OF AUTHORITY UPON COMPLETION OF PLAN

One of the required elements of the development plan specified in the Corporation's enabling Act is the consideration of long-term arrangements to insure continuing conformance to the plan. This recognizes that the Corporation, at some time in the future, will have to provide for a transition of its authority over the development area to another, ongoing entity. It is premature at this time to recommend how that transition should be accomplished. However, Congressional legislative action will probably be necessary to transfer remaining authority and responsibilities to another agency when development is successfully completed. The exact nature of the transition would be determined at that time, based on a clear understanding of the remaining functions necessary to maintain the development that has been achieved, and based on the future roles of Federal or District agencies most likely to succeed to those Corporation functions.

Control could pass to an agency or corporation within the District of Columbia Government. This is one viable alternative in view of the zoning, taxing, public works, and public safety aspects of the development, which would fall within the natural purview of the local government. If Federal control should be ultimately desirable (or split, with aspects of District of Columbia control) several possibilities exist, but the determination may depend upon the changing roles of the various Federal agencies. Federal

control could be legislatively passed to the National Capital Service Director, as the newly established "enclave" includes Pennsylvania Avenue itself. Similarly, the Department of the Interior, with its responsibilities for parks in the development area and the Pennsylvania Avenue National Historic Site, could be an appropriate successor. The General Services Administration would also be well suited to assume some remaining responsibilities, as landlord for the Federal establishment.

Finally, it may be desirable to replace the dissolved Pennsylvania Avenue Development Corporation with a lesser body, such as a "Pennsylvania Avenue Area Administration". The Corporation will continue to study these and other possibilities, and will make recommendations to Congress at the appropriate time.

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**THE PENNSYLVANIA AVENUE DEVELOPMENT CORPORATION  
STAFF AS OF JULY 1986**

**Executive Office**

M. J. (Jay) Brodie  
Executive Director

Anne P. Hartzell  
Director of Corporate Affairs and  
Congressional Relations

Valerie R. Washington  
Executive Secretary

**Development**

James Rich  
Assistant Director/Director of  
Development

Jerry M. Smedley  
Acting Deputy Director of Development  
and Director, Development Operations

Yong-Duk Chyun  
Chief of Planning and Urban Design

Jo-Ann Neuhaus  
Chief of Project Management

Walter L. Bohorfoush  
Chief of Development Economics

George V. Carver  
Realty Specialist

George A. Crawford  
Realty Specialist

Reginald H. Robinson  
Program Manager/Business Affairs  
Affirmative Action Officer

Pamela Moore  
Secretary

Wanda Groomes  
Secretary

**Legal**

Robert E. McCally  
Assistant Director/General Counsel

Madeleine B. Schaller  
Attorney

Janet Bruner  
Attorney

James Ashley Alexander  
Attorney

Katherine E. Yoritomo  
Secretary

**Public Improvements**

Richard Sitek  
Director of Public Improvements

John M. Hart  
Construction Manager

Gayle P. Clarke  
Contract Specialist

Sylvia Simmons  
Secretary

**Finance and Administration**

Alexander K. Milin  
Director of Finance and Administration

Barbara S. Austin  
Chief Administrative Officer/Secretary,  
Board of Directors

Suzanne L. McHugh  
Administrative Officer

Roland Publico  
Supervisory Accountant

Martha Lallis  
Accountant

Marie E. McVeary  
Secretary

Peggy Ashton  
Receptionist

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## THE PENNSYLVANIA AVENUE DEVELOPMENT CORPORATION BOARD OF DIRECTORS AS OF JULY 1986

### Voting Members:

Henry A. Berliner, Jr.—Chairman  
Arthur A. Fletcher—Vice Chairman  
J. Upsuhur Moorhead  
Lawrence B. Simons  
H. L. (Lee) Atwater  
Michael R. Gardner  
Carl L. Shipley  
Richard A. Hauser

Honorable Donald P. Hodel—The Secretary of the Interior—Designee P. Daniel Smith  
Honorable James A. Baker—The Secretary of the Treasury—Designee Richard G. Darmon  
Honorable Samuel R. Pierce, Jr.—The Secretary of Housing and Urban Development—Designee John J. Knapp  
Honorable Elizabeth Hanford Dole—The Secretary of Transportation—Designee Janet Hale  
Honorable Terrence C. Golden—The Administrator of General Services—Designee William F. Madison  
Honorable Marion Barry—The Mayor of the District of Columbia—Designee Curtis R. McClinton, Jr.  
Honorable David A. Clarke—The Chairman, Council of the District of Columbia

### Non-Voting Members:

Honorable J. Carter Brown—The Chairman of the Commission of Fine Arts  
Honorable Glen T. Urquhart—The Chairman of the National Capital Planning Commission  
Honorable Robert McC. Adams—The Secretary of the Smithsonian Institution—Designee Tom L. Freudenheim  
Honorable J. Carter Brown—The Director of the National Gallery of Art  
Honorable George M. White—The Architect of the Capitol  
Honorable Frank G. Burke—Acting Archivist of the United States  
Honorable Peggy Cooper Cafritz—The Chairman of the District of Columbia Commission on the Arts—Designee Heidi L. Berry  
Honorable Madeline M. Petty—The Director of the District of Columbia Department of Housing and Community Development


### Advisory Committees to the Corporation

Design Committee:  
George M. White—Chairman

Cultural Affairs Committee:  
Carl Shipley—Chairman

Affirmative Action Committee:  
Arthur A. Fletcher, Jr.—Chairman

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

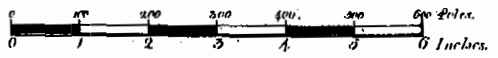
  
**PLAN**  
 of the CITY of  
*Washington*  
 in the Territory of Columbia,  
 ceded by the States of  
**VIRGINIA and MARYLAND**  
 to the  
**United States of America,**  
 and by them established as the  
**SEAT** of their **GOVERNMENT.**  
 after the Year  
**MDCCC.**  
Approved by Thomas M. Blount, Chief of Dept.



**OBSERVATIONS**  
 explanatory of the  
**Plan.**

- I. **THE** positions for the different Edifices, and for the several Squares or Areas of different shapes, as they are laid down, were first determined on the most advantageous ground, commanding the most extensive prospects, and the better susceptible of such improvements, as either use or ornament may hereafter call for.
- II. **LINES** or Routes of direct communication have been devised, to connect the separate and most distant objects with the principal, and to preserve through the whole a reciprocity of sight at the same time. Attention has been paid to the passing of these leading, however over the most favorable ground, for prospect and convenience.
- III. **NORTH** and South lines intersected by others running due East and West, make the distribution of the City into Streets, Squares, &c; and these lines have been so combined as to meet at certain given points with those divergent Routes, so as to form on the Spaces, first determined, the different Squares or Areas.

**SCALE OF POLES.**



**Breadth of the Streets.**

**THE** ground Routes, and each Streets as lead immediately to public places, are from 120 to 160 feet wide, and may be conveniently divided into foot ways, walks of trees, and a carriage way. The other Streets are from 90 to 110 feet wide.  
**IN** order to execute this Plan Mr. BELLICOTT drew a true Meridional line by celestial observation, which passes through the Area intended for the Capitol, this line he copied by equalizer due East and West, which passes through the same Area. These lines were accurately measured and made the basis on which the whole plan was executed. He run all the lines by a Transit Instrument, and determined the Acute Angles by actual measurement, and left nothing to the uncertainty of the Compass.