

Executive Committee Findings and Strategies Summary

Pennsylvania Avenue Initiative Executive Committee

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The National Capital Planning Commission led development of the Pennsylvania Avenue Initiative Executive Committee's Findings and Strategies Summary. The Executive Committee acknowledges and thanks the U.S. Commission of Fine Arts, the DC Office of Planning, and the District of Columbia State Historic Preservation Office for their collaborative efforts.



The National Capital Planning Commission works with federal agencies as it seeks to preserve and enhance the extraordinary historical, cultural, and natural resources and federal assets of the National Capital Region to support the needs of the federal government and enrich the lives of the region's visitors, workers, and residents.



GSA's mission is to deliver value and savings in real estate, acquisition, technology and other mission-support services across Government.



The National Park Service preserves unimpaired the natural and cultural resources and values of the National Park System for the enjoyment, education, and inspiration of this and future generations. The Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.



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The Office of the Deputy Mayor for Planning and Economic Development (DMPED) assists the Mayor in the coordination, planning, supervision, and execution of economic development efforts in the District of Columbia with the goal of creating and preserving affordable housing, creating jobs, and increasing tax revenue. DMPED pursues policies and programs that create strong neighborhoods, expand and diversify the local economy, and provide residents with pathways to the middle class.

Executive Committee Findings and Strategies Summary | *Table of Contents*

This document summarizes the Executive Committee's goals and strategies to shape a future vision for Pennsylvania Avenue and its role in the capital city. Based on the research and findings, it includes a framework of strategies that include short-, mid-, and long-term activities to improve the Avenue.

Unless otherwise noted:

- All streets are located in the northwest (NW) quadrant of Washington, DC.
- All images were taken by the National Capital Planning Commission.
- A glossary of terms, acronyms and abbreviations, end notes and credits are provided in the Appendix.



Introduction



- DEPARTMENT OF TREASURY BUILDING*
- W HOTEL
- 3 THE WILLARD HOTEL
- MARRIOTT HOTEL
- 5 NATIONAL THEATRE
- 6 FREEDOM PLAZA
- 1201 PENNSYLVANIA **AVENUE**

- 1111 PENNSYLVANIA AVENUE (EVENING STAR BUILDING)
- 1001 PENNSYLVANIA AVENUE
- 10 J. EDGAR HOOVER BUILDING
- (FEDERAL BUREAU OF INVESTIGATION)
- 1 505 9TH STREET
- 12 HOTEL MONACO (FORMERLY GENERAL POST OFFICE BUILDING)

- 401 9TH STREET & 400-422 8TH STREET
- 405-435 8TH STREET & 406-480 7TH STREET
- 15 407-425 7TH STREET
- 16 601 D STREET & 600 E STREET
- 1 801 PENNSYLVANIA AVENUE (RESIDENCES AT MARKET SQUARE)
- 18 U.S. NAVY MEMORIAL

- 701 PENNSYLVANIA AVENUE (RESIDENCES AT MARKET SQUARE)
- 625 INDIANA AVENUE & 325 7TH STREET
- 601 PENNSYLVANIA AVENUE (THE PENNSYLVANIA RESIDENCES)
- 601 PENNSYLVANIA AVENUE SOUTH BUILDING
- NEWSEUM AND RESIDENCES
- 24 EMBASSY OF CANADA

- 5 JOHN MARSHALL PARK
- 26 E. BARRETT PRETTYMAN COURT-HOUSE (U.S. DISTRICT COURT)
- 27 MELLON FOUNTAIN
- **78** FEDERAL TRADE COMMISSION BUILDING
- 29 NATIONAL ARCHIVES
- ROBERT F. KENNEDY BUILDING (DEPARTMENT OF JUSTICE)

- INTERNAL REVENUE SERVICE BUILDING (IRS)
- TRUMP INTERNATIONAL HOTEL (FORMERLY OLD POST OFFICE BUILDING AND TOWER)
- 33 WILLIAM J. CLINTON BUILDING (ENVIRONMENTAL PROTECTION AGENCY)
- **34** WILSON PLAZA

- RONALD REAGAN BUILDING AND INTERNATIONAL TRADE CENTER
- JOHN A. WILSON BUILDING (DISTRICT OF COLUMBIA GOVERNMENT)
- HERBERT C. HOOVER BUILDING (DEPARTMENT OF COMMERCE) WHITE HOUSE VISITOR CENTER
- 38 PERSHING PARK





Background

Pennsylvania Avenue is one of Washington's — and the world's — most recognized streets, physically and symbolically connecting the U.S. Capitol with the White House. As a National Historic Site that's home to federal headquarters, businesses, museums, residents, civic activities, and lively downtown events, it plays a significant economic and cultural role in the capital city. A major redevelopment effort led by the Pennsylvania Avenue Development Corporation (PADC) from the 1970s to the 1990s shaped the current design and character of the street and surrounding neighborhood. The PADC's 1974 Pennsylvania Avenue Plan was a catalyst for the rebirth of the Avenue and downtown Washington.

By 1996 — when most of the Avenue had redeveloped — Congress dissolved the PADC and distributed ongoing planning and management responsibilities to the General Services Administration (GSA), National Park Service (NPS), and National Capital Planning Commission (NCPC), with the District of Columbia continuing maintenance of the Avenue's roadway. After 20 years of independent efforts, these agencies formed an Executive Committee and launched the Initiative to coordinate and improve the Avenue's economic health, physical condition, beauty, and experience.

This document summarizes the Executive Committee's research, findings, and strategies.

Planning Approach: Building on the key findings, the Executive Committee developed goals and short-, mid-, and long-term strategies that will inform how to improve the Avenue. Strategies focus on programmatic, operational, and physical improvements. Collectively, this work serves as the foundation to guide decision making on future Avenue improvements.

Improving the Avenue will require federal and local leadership to ensure that the Avenue is an inclusive and engaging destination and authentic place to work, visit, and live.

STUDY AREA STATISTICS

Pennsylvania Avenue (between 3rd-15th Streets) - 1.2 miles

1974 Plan Area - 116 Acres

Federal Triangle - 64 Acres

Research and Analysis: The Executive Committee performed a rigorous analysis of existing economic, physical, and historic conditions within the study area, including:

- The Pennsylvania Avenue Initiative Economic and Real Estate Market Analysis (March 2016)
- The Pennsylvania Avenue, NW–White House to the Capitol–Cultural Landscape Inventory (May 2016)
- The Pennsylvania Avenue Initiative Urban Design Analysis (September 2017) and follow-up transportation analysis (March 2018)

Key Findings: The research and analysis helped to identify the challenges and opportunities, resulting in the following findings:

- Character and Identity: The Avenue has a strong civic character and identity, but does not provide a consistently engaging experience for daily users.
- Mobility and Pedestrian Connectivity: The Avenue is wellserved by multiple modes of transportation, but lacks pedestrian connectivity to surrounding areas.
- **Economic Health:** Real estate is expensive and redevelopment opportunities are limited.

Planning Approach

Goals

The Executive Committee built upon the key findings to develop goals and strategies to inform how to improve the Avenue's economic vitality, physical conditions, beauty, experience, and operations in the short-, mid-, and long-term.

Celebrate the Avenue's civic role and democratic experience. Given the Avenue's current role as a stage for the city and nation, strategies to advance this goal will consider how physical conditions and programming can enhance the Avenue's character and support a more engaging experience.

Develop the Avenue's vital urban landscape in and around awe-inspiring architecture. Strategies supporting this goal will consider how to strengthen the relationship between the Avenue's indoor and outdoor spaces to create a more engaging pedestrian experience.

Celebrate | Civic Role and Democratic Experience



World Cup viewing at Freedom Plaza

Develop | Urban Landscape and Architecture



Streetscape elements outside the Newseum

Reinvigorate the Avenue's circulation and mobility for 21st century needs. With street closures at the White House and a surface parking lot at the Avenue's eastern terminus, strategies to advance this goal will consider how to rebalance the public space (road and sidewalks) to accommodate pedestrians, cyclists, and transit users.

Elevate the identity of the Avenue as a great destination. Just as 14th Streetand the Capitol
Riverfront attract locals for everyday activities, strategies
supporting this goal will consider how to diversify the mix
of uses, increase daily activity, and improve the comfort
and amenities of the public spaces so the Avenue serves
as a daily destination for residents, employees and
visitors.

Strategic Approach: To achieve these goals, the Executive Committee will:

Focus on programmatic changes to:

- > Tell the clear, captivating story of our city and nation.
- > Bring daily activity and interest back to the Avenue.
- > Strengthen the Avenue's identity and character.

Explore a potential redesign of the Avenue to:

- > Reinforce its civic significance.
- > Strengthen its daily use and experience.
- > Ensure long-term operational success.

Reinvigorate | Circulation and Mobility



Typical intersection at 11th Street and Pennsylvania Avenue

Elevate | The Avenue as a Great Destination



Trees and seating at Freedom Plaza's west side

Planning Approach

Moving Forward

Now is the time to take a holistic look and determine how to bring more people back to the Avenue, ensuring it remains one of the most important destinations in the capital city. The Executive Committee's strategic approach will address land uses and activities, mobility options, urban form and placemaking, economic development opportunities, and operations and upkeep. Solutions will require coordination and collaboration among each agency, working together and in partnership with other entities.

Short-term, the Executive Committee seeks to attract more people to the Avenue on a daily basis by focusing on high quality programming, as funding allows. This will help inform how to improve the Avenue's daily and civic programming in the future.

The Executive Committee will also develop the visioning and conceptual development framework to identify what potential physical changes may be considered.

Mid-term, any potential physical changes will be evaluated through the NEPA/ Section 106 process, as required. Depending on the outcome, the Executive Committee will prepare an action plan and/or an update to the Pennsylvania Avenue Plan. The Executive Committee will also identify any permanent changes needed to improve the Avenue's operational structure.

Long-term, the Executive Committee anticipates implementing the programmatic, physical, and operational changes included in the action plan and/or Pennsylvania Avenue Plan update.

Stronger connections between Pennsylvania Avenue, downtown Washington, and the National Mall will enhance the capital city experience, generating greater cultural and economic opportunities. Through the Executive Committee's strategic approach, some of the questions to answer include:

- 1. What can strengthen the Avenue's character and role?
- 2. What types of planning and design changes can be implemented to improve the following?
 - > Civic and daily activity, including ground floor activity
 - > Economic development opportunities
 - Connectivity for all transportation modes
 - > Security and accessibility
 - > Energy/water/waste infrastructure
- **3.** What improvements will make the public space and building ground floors more memorable for pedestrians?
- **4.** What design elements can align the Avenue with the best practices of capital city streets around the world?
- **5.** What infrastructure improvements will provide a safe and resilient place for residents, workers, and visitors?
- **6.** How can the potential reallocation of roadway for pedestrian or other uses help enhance the Capitol vista and make the Avenue a more functional and engaging place?
- **7.** What can be done to generate stronger connections and improve mobility access between the Avenue, downtown, and the National Mall?
- **8.** How can operational changes improve the following?
 - > Event/public space permitting
 - > Maintenance

Strategies

This table is a general summary of the short-, mid-, and long-term strategies that the Executive Committee expects to undertake to achieve the goals on pages 4-5. This approach will help reinforce Pennsylvania Avenue's role as a world-class capital city street.

| Timing | Short-Term (2018 - 2019) | | Mid-Term (2019 - 2022) | | Long-Term (2022 -) |
|-------------|---|---|--|---|---|
| Approach | Identify programmatic, properational opportunities the Avenue | | Develop and evaluate long-term changes to the Avenue | Identify final proposal and document solutions | Implement solutions |
| Strategy | Explore interim programmatic and operational improvements | Conduct visioning and conceptual urban planning/ design work | Conduct NEPA/ Section 106 compliance | Prepare an Action Plan and update the Pennsylvania Avenue Plan as needed | Implement the Action Plan and the updated Pennsylvania Avenue Plan, as applicable |
| Description | Test new temporary programming ideas along the Avenue as funding allows. Increase agency coordination to provide interim operational improvements. Explore a variety of civic and daily activation tools throughout the parks, plazas, and north and south sidewalks. Use results to inform permanent programming and operational solutions. | Generate an overarching vision and a range of development concepts to inform potential future physical changes. Concepts to address land use, urban design/ placemaking, mobility, connectivity, security, environmental, economic development, cultural resources, and civic and daily needs to improve the Avenue's physical character and function. Use results to inform a NEPA purpose and need statement and reasonable alternatives. | Assess potential permanent physical and programmatic changes through the NEPA / Section 106 process. Examine opportunities to improve economic conditions to provide for a diversity of uses and users. Ensure the right-of-way accommodates current and future mobility, civic, and daily activity needs. Examine ways to reconnect pedestrians with the Avenue, improving the urban condition and experience. Use results to inform an update to the Pennsylvania Avenue Plan. | Use NEPA/106 decision to prepare an Action Plan, which may include updating the Pennsylvania Avenue Plan to: - reflect proposed physical improvements; - institute new jurisdictional, operational, and regulatory changes to facilitate successful implementation; - develop a more permanent annual programming approach; and - develop a branding and marketing program to attract more people and economic opportunities to the Avenue. | Implement improvements to the civic and daily activities along the Avenue's north and south sides. If physical changes are pursued, implement physical changes to the right-of-way and public space as directed by the Action Plan and/or updated Pennsylvania Avenue Plan. Implement permanent changes to the Avenue's operational and regulatory structure to ensure its continued success. |

Planning Approach

Progress on the Avenue

While the Avenue needs many improvements, it remains a strong economic and symbolic force in Washington. The following are the primary public and private investments made in 2017.

Development | Cushman and Wakefield identified the Avenue's commercial real estate as the seventh most expensive in the Americas ¹; at an average of \$80 per square foot, JLL (Jones Lang LaSalle, Incorporated) lists the Avenue as the sixth most expensive commercial street in the United States. ² Examples of recently completed and in-progress development include:

- Redevelopment (new office building construction) at 1301 Pennsylvania Avenue
- Rooftop and penthouse improvements at 601, 801, and 1331 Pennsylvania Avenue
- Entrance and ground floor/interior improvements to Market Square (701 and 801 Pennsylvania Avenue) and 1101 Pennsylvania Avenue
- New Children's Museum at the Reagan Building (anticipated opening in March 2019)

Infrastructure and Maintenance | Agencies are investing in the upkeep and maintenance of open space features and streetscape elements and materials.

- Maintenance of memorials by NPS (Hancock, Meade and Stephenson/Grand Army of the Republic)
- 6 Planters landscaped and maintained by the DowntownDC Business Improvement District (BID) in partnership with GSA and NPS
- 7 Lighting improvements by NPS
- 8 Overall improved maintenance by NPS and the DowntownDC BID



Seasonal plantings were installed in Summer 2017

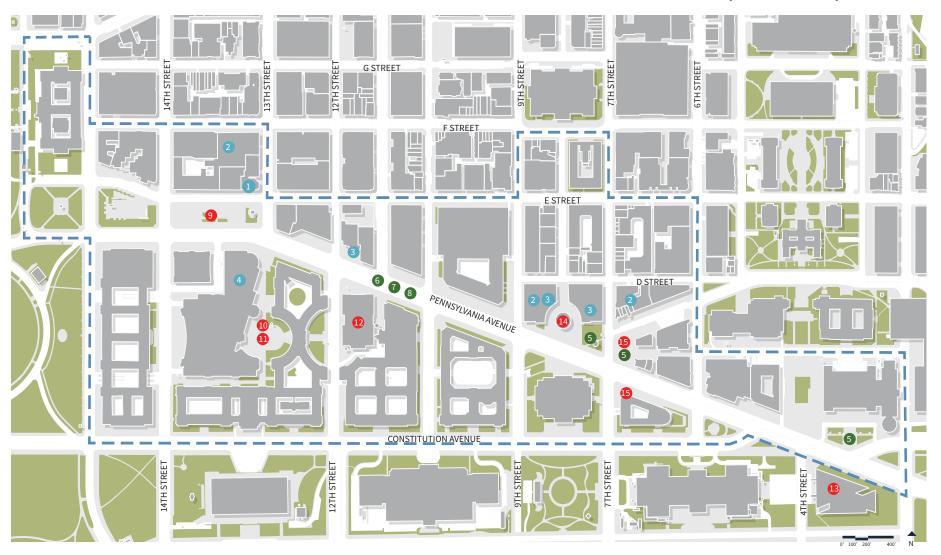
Activities | Drawing more people to the Avenue through high-quality programming and activities is a top Initiative priority. Examples of Avenue activities include:

Recurring:

- Weeknight programming at Freedom Plaza by the DowntownDC BID
- Capital Harvest Farmers Market at Wilson Plaza
- Live! Concert Series at Wilson Plaza
- Old Post Office Tower with Tours (50,422 visitors from October 2017-March 2018)
- Evenings at the Edge, an after hours event at the National Gallery of Art's East Building
- Navy Memorial programming
- 15 Movable outdoor seating managed by the DowntownDC BID

Special Activities: In 2017, there were 156 permitted activities along the Avenue, including fundraising races, First Amendment demonstrations, and cultural celebrations. The activities attracted local, regional, and national audiences.

Avenue Development and Improvements



Planning Approach



| Pennsylvania Avenue at the U.S. Capitol (*Library of Congress*)



| Pennsylvania Avenue at the U.S. Capitol (*Library of Congress*)



| Capitol Dome Under Construction (Architect of the Capitol)



| Grand Review of the Armies (Library of Congress)



| Shriners Parade (*Library of Congress*)



| Congressman John Boylan (NY) on the Avenue (*Library of Congress*)



| Transit Strike (Library of Congress)



| President Kennedy's Funeral (*Library of Congress*)



| Pennsylvania Avenue from the Treasury Building (*Library of Congress*)



| Pennsylvania Avenue from the Treasury Building (*Library of Congress*)



| Suffragist March (*Library of Congress*)



1920's | Pennsylvania Avenue Traffic (*Ghosts of DC*)



1970's | Pennsylvania Avenue near 14th Street (*PADC Archives*)



| Pennsylvania Avenue from the Treasury Building (*PADC Archives*)



| Pennsylvania Avenue from the Treasury Building (PADC Archives)



| Pennsylvania Avenue from Freedom Plaza

Background

In 2014, NCPC began initial public outreach activities, which included hosting the Residents to Presidents panel discussion at the Newseum, holding initial public discussions, and meeting with former PADC staff and consultants. These various forums provided the Executive Committee an opportunity to learn about the Avenue's planning and design framework, as well as existing conditions and challenges. Ideas ranged from encouraging museums and theaters, to hosting regular events, to turning the street into a park.

Between 2015 and 2017, the Executive Committee undertook several studies to examine the Avenue's economic and physical conditions. In early 2016, the market study, Cultural Landscape Inventory (CLI), and Pedestrian Life Study were completed.

The Urban Design Analysis followed. Completed in 2017, this analysis occurred concurrently with the preparation of the FBI Square Guidelines. Square Guidelines direct the size and shape of any future development, and guide general land use, circulation, and other important urban design components. In early 2018, new transportation data necessitated an update to the transportation research included in the Urban Design Analysis.

Collectively, these studies informed the following key findings, which were presented to the public at the October 5, 2017 National Capital Planning Commission meeting. This Findings and Strategies Summary was presented at the May 2018 NCPC and U.S. Commission of Fine Arts (CFA) meetings.

A summary of the issues, strengths, and key findings from these documents follows; more details are available online at www.ncpc.gov/initiatives/pennave.



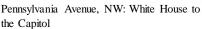
Residents to Presidents at the Newseum, September 2014

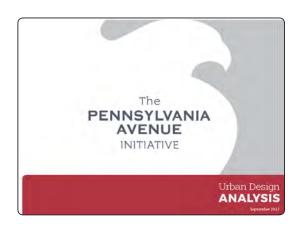


Executive Committee Workshop, July 2017









The Market Analysis includes:

- Demographic and economic analysis (2015 data)
- Land use analyses for: office, culture and entertainment, retail, residential, and hotel uses
- Comparative economic advantages and disadvantages between Pennsylvania Avenue and other neighborhoods throughout Washington and the National Capital Region

The Cultural Landscape Inventory includes:

- Updated eligibility of the PADC landscape for the National Register of Historic Places
- Analysis of period of significance for the Avenue's unified streetscape design (1791-1792 and 1962–1996)
- Preservation analysis of landscape characteristics and features between 3rd and 15th Streets

The Urban Design Analysis and Transportation Analysis includes:

- > Land use and activity
- Mobility and access
- Urban form, placemaking, and infrastructure
- Character Areas
- Capital city case studies
- Existing and future conditions of bus, bicycle, pedestrian and vehicular uses (based on October - December 2016 data)
- Analysis of potential Level of Service (LOS) impacts if a roadway reallocation were considered
- Qualitative and quantitative performance measures to evaluate, if a NEPA action is proposed

Issues

Today, the Avenue maintains its rich history as a local and national destination. However, it falls short of its reputation as the most significant street in the capital city. Many of the issues stem from changing conditions, or relate to planning, design, and operational challenges.

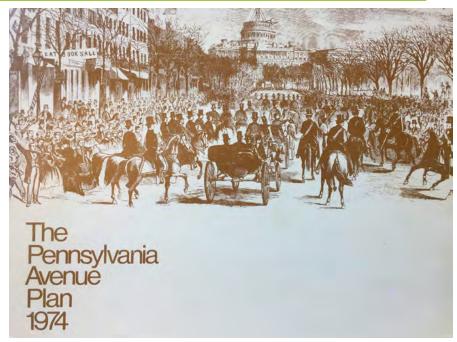
Changing Conditions: The 1974 Plan's goals and objectives remain relevant today, reinforcing the Avenue's nationally symbolic role in the capital city. But Washington has changed dramatically since the PADC's time, and few improvements have occurred to maintain and keep the Avenue current with the capital city's needs. It is a fundamentally different place than it was in the 1970's, 1980's, and 1990's with its rebounded population and revitalized downtown.

New planning practices are influencing the city's redevelopment, with security barriers, ride-hailing services, bicycle commuting, mobility options, robust stormwater regulations, energy management targets, and smart technology at the heart of planning and design considerations. Teleworking, communal office space, and online shopping are reducing or changing footprints and affecting space needs. These new planning practices are being implemented elsewhere, creating economic competition in emerging neighborhoods such as the Capitol Riverfront and The Wharf.

Traffic patterns have shifted significantly. Pennsylvania Avenue once served as a major east-west connector between Georgetown and the U.S. Capitol. The closure of E Street and Pennsylvania Avenue at the White House profoundly changed the Avenue's role as a cross-town connector, isolating this segment from the rest of the city street grid and circulation system.

Physical Conditions: The diagram on page 15 synthesizes some of the urban design issues related to land use, mobility, urban form, and placemaking. Overall, implementation of the 1974 Plan resulted in an undulating building line, lack of engaging ground floor uses, and inactive public spaces that impact the experience along the Avenue.

Operations: Operational and maintenance practices have significantly changed since dissolution of the PADC. Now, portions of the Avenue are managed by multiple agencies with differing missions that effect project and funding priorities. Until formation of the Executive Committee, there was not one steward to coordinate activities or advocate for improvements. Securing funding for an area under multiple jurisdictions continues to be challenging, deferred maintenance is an issue, and permitting for civic activities and outdoor commercial space (such as cafes) is complex.

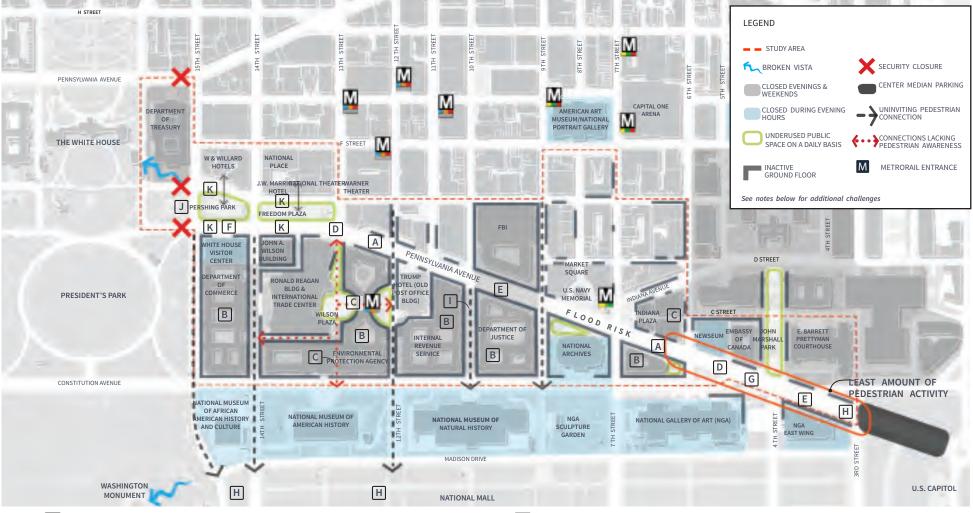


Current planning guidance is more than 40 years old and needs to be updated.



Mobility options continue to increase and evolve.

Map of Study Area Challenges



- Different building characteristics reinforce a north-south division between downtown Washington and the monumental core.
- Federal Triangle building scale, ground floor design, and security is a barrier to circulation.
- C Little awareness of pedestrian walks and passages throughout the Federal Triangle and along C Street at Indiana Plaza.
- Due to the Avenue's width, the north-south pedestrian crossing is challenging.
- **E** Building frontage at the ground floor has no interaction at the street level.
- Pedestrian activity at the White House Visitor Center is limited, due in part to minimal signage and limited visibility from the sidewalk.

- The Avenue's east end has the least amount of pedestrian activity.
- The bicycle network lacks adequate connections to the National Mall and Capitol Hill.
- The 10th Street bus hub is isolated with no amenities for commuters.
- Security at E Street and Pennsylvania Avenue has severed a primary thoroughfare, reducing traffic volumes on the Avenue and impacting connectivity.
- Parks and plazas are isolated with weak relationships to adjacent buildings.

5 MINUTE WALK

Strengths

Although the Avenue has a number of challenges, it also has a number of strengths to build upon. It has one of the most iconic vistas in the world, signifies an important symbolic relationship that represents America's democratic principles, and lies between two of Washington's most active national and local destinations — the National Mall and downtown.

The diagram on page 17 synthesizes some of the existing characteristics that present opportunities to catalyze improvements to the Avenue and its surroundings. The strengths generally fall into four categories.

Land Use: The most successful areas of the Avenue are located on the west end near the W and Willard Hotels, and in the central areas near Market Square and the Navy Memorial. These places mix retail/dining, cultural, and residential/hotel and office uses to generate the greatest amount of sustained pedestrian activity and economic success.

Mobility: The Avenue is well-served by Metrorail and local/regional/tour buses, and provides a popular center bicycle track, wide sidewalks for pedestrian use, and lower vehicular traffic volumes than most downtown streets. As the Avenue no longer serves as an east-west thoroughfare, the potential exists to reallocate use of about 20 feet of the roadway width.

Urban Form: The Avenue's width, scale of blocks, and parks contribute to its sense of grandeur and civic character, elevating its identity in the capital city. The 1974 Plan reinforces this character through building height-to-setback ratios that balance varying street walls on each side of the Avenue to provide the unobstructed view, open sky, and a horizontal and green frame to the U.S. Capitol.

Placemaking: The PADC-era streetscape design creates a civic quality unlike any other street in the city, and contributes to the Avenue's cultural landscape. The formal, multi-row tree canopy frames views to the U.S. Capitol, unifies the different setbacks and sidewalk widths, connects the Modern and Postmodern parks and plazas, moderates the distinct architectural styles, and hosts an array of special features. The Avenue's public space is easily programmable for local, regional, and national civic activities. Collectively, the streetscape unifies and visually balances the north and south sides.

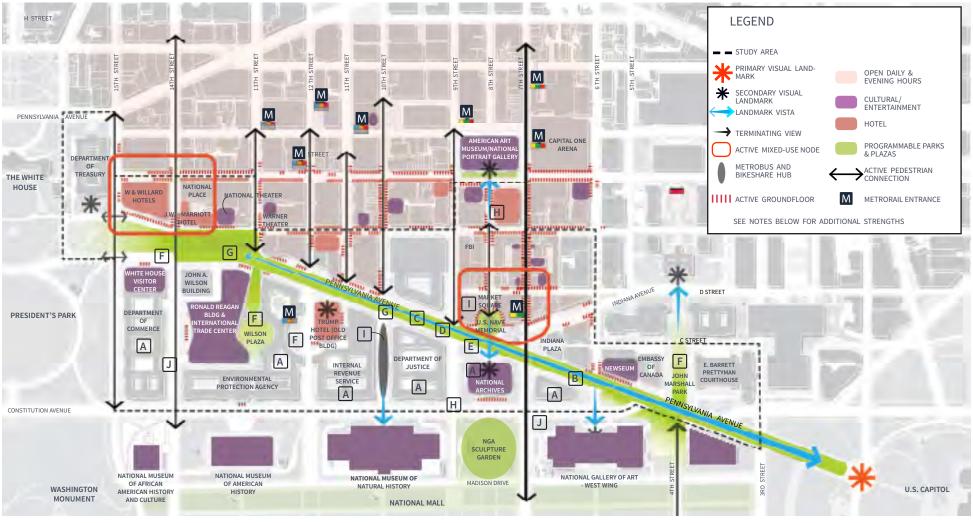


Cafe du Parc at the Willard Hotel



Dancing at Market Square

Map of Study Area Strengths



- A The Federal Triangle has exceptional architectural interest and a unified character.
- B The Avenue, with its strong axis and iconic vista, is well positioned between major destinations.
- The cohesive landscape provides linear continuity, formality, and a defining character.
- D The generous width and openness of the right-of-way constitutes public space that contributes to the Avenue's unique form, building scale, and character.
- E The flexible open space network accommodates small and large local and national civic activities.

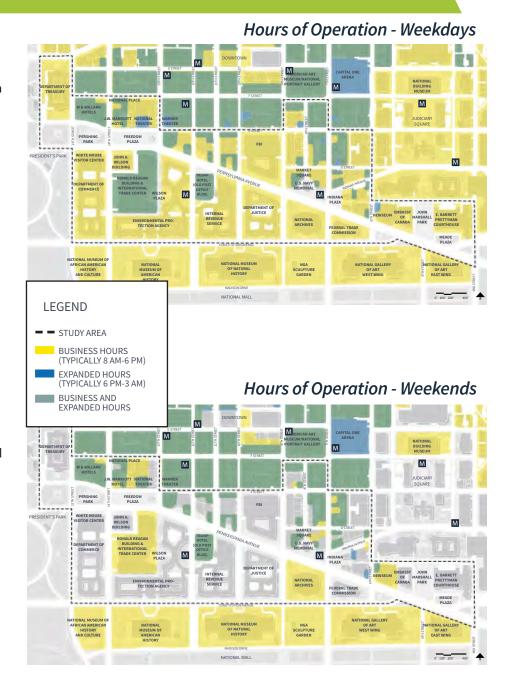
- F Ample public space exists, connecting and helping to activate ground floor uses.
- G Daily sidewalk capacity is available to accommodate current pedestrian volumes.
- H Reduced traffic volume provides cartway flexibility for traffic and pedestrians.
- The Avenue is well-served by all modes of transportation and serves as an important local and regional transit corridor.
- J 7th Street is the strongest north-south connection between downtown and the Mall. 14th Street is also a strong connection.



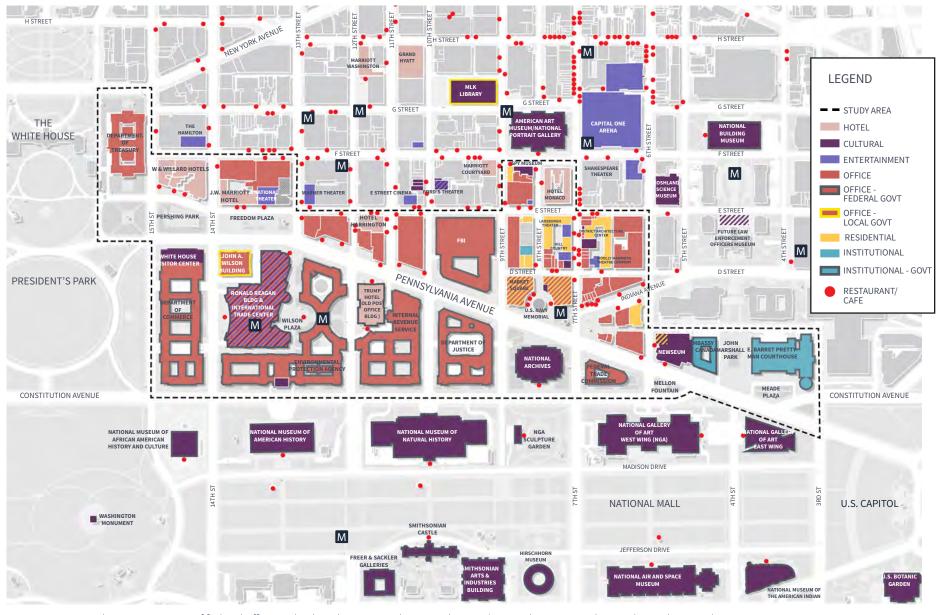
Findings: Character and Identity

The Avenue has a strong civic identity and character, but does not provide a consistently engaging experience for daily users.

- > Today, locals and tourists experience the Avenue when strolling the grand street and viewing the iconic Capitol; attending the Inaugural Parade, First Amendment demonstrations, or local festivals; and catching the occasional presidential and congressional motorcades zipping between the White House and the U.S. Capitol.
- > The Avenue's grand scale, proportions, and green frame highlight the iconic vista to the U.S. Capitol. However, the Avenue's architectural styles, streetscape program, and aging streetscape do not work together to provide an appealing experience for pedestrians.
- Many of the buildings are home to the nation's cultural treasures or office uses that serve the American people. However, public access to ground floors is limited, reducing foot traffic and daily activity, and causing outdoor spaces to feel empty and underused.
- > This area employs 25 percent of the total capital city jobs in the arts, entertainment, and recreation sector.
- Successful retail, dominated by food and beverage uses, are limited to 15th Street (near the Willard/W Hotels and White House) and Market Square. The remainder of the Avenue closes at the end of the workday and remains closed on weekends.
- The Avenue's pedestrian counts are much lower than comparable downtown city streets, identifying a challenge to attract people during weekdays.
- The Avenue does not provide a consistently engaging experience for daily users or a recognizable brand in the way that other neighborhoods have, such as Georgetown or 14th Street.
- Special events and cultural destinations draw plenty of people to the Avenue throughout the year, but to be a truly great destination, the Avenue must include uses and places that attract people to come and linger on a daily basis, too.



Study Area Land Uses



The concentration of federal office and cultural uses contributes to the area's civic character and capital city identity. The most actives areas throughout the day and week are those with diverse land uses, expanded hours of operation, and retail and restaurant uses.



Findings: Mobility and Pedestrian Connectivity

The Avenue is well-served by multiple modes of transportation, but suffers from a lack of pedestrian connectivity to surrounding areas.

A summary of the research and analysis supporting this finding is summarized below.

Mobility

- > The closure of E Street and Pennsylvania Avenue at the White House rerouted much of the east-west traffic through downtown to other streets such as Constitution Avenue or H Street. This significant change provides the opportunity to re-purpose approximately 20 feet of roadway width along the Avenue while maintaining levels of service consistent with other downtown streets.
- > The lack of east and west connectivity, combined with left-turn restrictions, minimizes the number of vehicles traveling the entire length of the corridor. Vehicles tend to use the Avenue to access other major routes by traveling only a few blocks, and making right turns to exit the corridor.
- > The Avenue has excess vehicular and pedestrian capacity compared to other city streets, but carries some of the city's most concentrated bus and bicycle traffic.

Metrobus Ridership LEGEND 1st St K St METRORAIL ENTRANCE 1St 1 St 1 - 500 BOARDINGS Massachusetts Ave 501 - 2.000 BOARDINGS 1 St 2,001 - 4,000 BOARDINGS H St 8th St 1st St H St G PI 4,001 - 12,000 BOARDINGS 11th St 10th St G PI G PI Interstate 395 G St G St 2,001 - 24,000 BOARDINGS G St G St G St 5th St 3rd St 6th St OURCE: WMATA RIDERSHIP DATA, AUGUST 2016 F St F St Pennsylvania Ave E St Indiana Ave D St Ellipse Rd Indiana Ave C St Pennsylvania Ave **Constitution Ave** Constitution Ave

Pedestrian Connectivity

The Avenue is well-served by public transit, but suffers from a lack of pedestrian connectivity making it hard for people to walk to surrounding areas. Barriers such as inconsistent ground floor activity or perimeter security elements limit pedestrian connection to adjacent areas like downtown or the National Mall.

Madison Dr

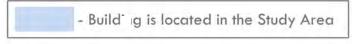
- > The Avenue's linear nature (long blocks with expansive open spaces on the east and west ends) and wide roadway challenge pedestrian interest, walkability, and comfort.
- > Within the study area, blocks on the Avenue's south side are larger than those on the north, and blocks on either side are generally longer north-south than east-west, also challenging pedestrian interest, walkability, and comfort.
- > Sidewalk widths on streets north of the Avenue are narrower, creating a typical downtown pedestrian experience. Sidewalk widths on streets south of the Avenue are generally four feet wider. This increased width, combined with less ground floor activity, diminishes the pedestrian experience.

Ν

| | Average Asking | Highest Asking Commercial Rents and Vacancies | |
|--|-------------------|---|--|
| Building | Rent (\$/SF) | Vacancy | |
| 601 Pennsylvania Avenue – North Building | \$73.83 | 7% | |
| 1701 Pennsylvania Avenue | \$73.26 | 35% | |
| 1455 Pennsylvania Avenue | \$70.92 | 7% | |
| 601 Pennsylvania Avenue – South Building | \$70.49 | 6% | |
| 815 Connecticut Avenue | \$66.36 | 24% | |
| 500 New Jersey Avenue | \$64.81 | 13% | |
| 1776 Eye Street | \$64.52 | 20% | The state of the s |
| 1201 Pennsylvania Avenue | \$64.00 | 79% | |
| 750 17th Street | \$63.65 | 26% | 1.7 |
| 1700 New York Avenue | \$62.50 | 3% | |



601 Pennsylvania Avenue has the highest asking rent in Washington.



Source: CoStar, BisNow

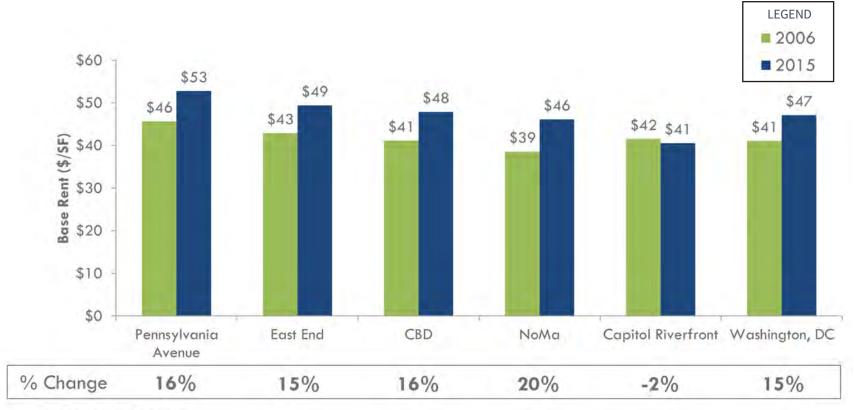
Findings: Economic Health

Real estate is expensive, and opportunities to redevelop are limited.

These findings are based on the Market Study, completed in early 2016. As the Initiative proceeds, updated economic data will be used for any additional analysis work.

- > Though the Height Act allows buildings along the Avenue to build higher than other parts of the city, real estate remains expensive due to the Avenue's cachet and central location.
- > Owners are willing to carry vacant space to wait for higher rents. As public and private sector space utilization continues to shrink and other neighborhoods offer newer office buildings and floor plans, it is unknown what the market effects will be on Avenue rents. In the meantime, many property owners are reinvesting in buildings, improving lobbies and rooftops.
- > Current market conditions favor the construction or renovation of office space, which makes conversion to residential difficult without policies or incentives.

Change in Asking Commercial Rents by Neighborhood 2006-2015



Note: Rents listed are Full Service. Source: CoStar

(Economic Health, continued)

- A majority of the public and private sector offices along the Avenue serve, support, or are a part of the federal government. This provides a level of stability in the office market not found in many other parts of the region.
- With limited ground floor uses and commercial services such as cafeterias, credit unions, and daycare centers located internally in many buildings, the overall use and design of federal and private office buildings negatively affects surrounding retail activity.
- > Preference for downtown living will continue to drive demand for residential space near the Avenue. However, residential uses along the Avenue may not be ideal given other emerging residential markets (like the Capitol Riverfront and NoMa) and the Avenue frequent use as a civic activity hub.

Appendix

Glossary of Terms

1974 Plan In 1974, the Pennsylvania Avenue Development Corporation created a plan to guide redevelopment of the Avenue between 3rd and 15th Streets, as well as additional parcels to the north, encompassing approximately 116 acres.

Avenue Pennsylvania Avenue between 3rd and 15th Streets, including the cartway and sidewalks.

Building frontages The building wall's interface with the sidewalk.

Build-to line A line with which the exterior wall of a building in a development is required to coincide. Minor deviations from the build-to line for such architectural features as weather protection, recesses, niches, ornamental projections entrance bays, or other articulations of the façade are permitted, unless otherwise prohibited by the applicable Square Guidelines or the District of Columbia's codes and regulations.

Cartway Space from curb to curb that is used for vehicular and bicycle traffic. This area is typically referred to as a roadway.

Civic Activity Refers to parades, public assemblies, special events, races, and festivals on the Avenue.

Daily Activity Refers to informal activities that occur throughout the week, such as running errands, dining, shopping, meeting friends or family, and sightseeing.

Landscape A composition of living features, such as trees, shrubs, and herbaceous plants, intentionally placed to enhance a place. Landscapes are often designed as a component of parks, plazas, building yards, and streetscapes.

Level of Service (LOS) is a quantitative transportation performance measure used to assess a road's traffic flow, volume, and capacity. LOS rankings range from A–F, and rankings often fluctuate throughout the day. 'A' means the street has low volumes and free-flowing traffic. 'F' means volumes are high, typically resulting in traffic jams. For the purposes of this study, the acceptable urban condition is LOS 'C.'

National Environmental Policy Act (NEPA) The National Environmental Policy Act, as amended (42 U.S.C. 4321, et seq.) requires federal agencies to assess the environmental effects of their proposed actions prior to making decisions.

National Historic Preservation Act (NHPA) National Historic Preservation Act, (P.L.89-665 as amended) requires federal agencies to consider the effects of their undertakings on historic properties in the United States prior to making decisions.

Programming/Programmed The act of planning and designing activities to occur in public space

Public Space (also known as open space, public realm) Refers to the sidewalks, parks, plazas and roadway. These components form urban rooms along the Avenue and change based on daily or civic activity use.

Right-of-Way, Historic The 160-foot right-of-way as defined by the historic L'Enfant Plan.

Right-of-Way, 1974 The cartway and sidewalk area located between building walls along Pennsylvania Avenue, inclusive of the historic L'Enfant Plan right-of-way and the build-to line setback.

Sidewalk Use Allocation (as in site design program or building program) Broadly addresses the use of space and the incumbent physical and spatial requirements of those uses.

Streetscape The composition of hardscape and landscape elements, vistas, plazas, roadways, building facades, and other horizontal and vertical elements in the public space.

Study Area Refers to the geographic area captured in the Pennsylvania Avenue Urban Design Analysis.

Viewshed A geographical area that is visible from a location, including all surrounding points that are within the line-of-sight and excludes points that are obstructed.

Vista A view or prospect, especially one seen through a long, narrow avenue or passage, as between rows of trees or houses; such an avenue or passage, especially when formally planned.

Acronyms and Abbreviations

BID Business Improvement District

CFA U.S. Commission of Fine Arts

DCOP DC Office of Planning

DCSHPO DC State Historic Preservation Office

DCHSEMA DC Homeland Security and Emergency Management Agency

DDOT District Department of Transportation

DMPED District Office of the Deputy
Mayor for Planning and Economic Development

DOI U.S. Department of the Interior

GSA U.S. General Services Administration

NCPC National Capital Planning Commission

NPS National Park Service

PADC Pennsylvania Avenue Development Corporation

WMATA Washington Metropolitan Area Transit Authority

Endnotes

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- 1 Cushman and Wakefield. Main Streets Across the World, page 30. November 2017. https://cushmanwakefield.turtl.co/story/59f99322af18eb3ab221477c?teaser=true Cushman and Wakefield
- 2 JLL Research. 2017 Most Expensive Streets. http://www.us.jll.com/united-states/en-us/Research/US-Most-Expensive-Streets-2017-JLL.pdf?197ab98e-b6cd-4020-8be4-cc9a411eb1d4

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