

Cc Mary S
June 5

Advisory Council on
Historic Preservation
1522 K Street N.W.
Washington, D.C. 20005

June 28, 1978

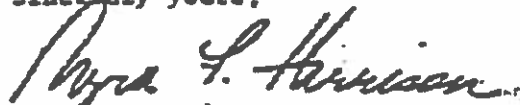
Mr. William Anderson Barnes
Executive Director
Pennsylvania Avenue Development Corporation
425 13th Street, N.W. Suite 1148
Washington, D.C. 20004

Dear Mr. Barnes:

The Memorandum of Agreement concerning the selection of alternatives and specific projects of the Pennsylvania Avenue Plan -- 1974, affecting the Pennsylvania Avenue National Historic Site in Washington, D.C., has been approved by the Chairman of the Council. This document constitutes the comments of the Council as required by Section 106 of the National Historic Preservation Act of 1966 (16 U.S.C. 470f, as amended, 90 Stat. 1320) and completes the "Procedures for the Protection of Historic and Cultural Properties" (36 CFR Part 800). A copy of the Agreement is enclosed.

A copy of this Memorandum of Agreement should be included in any environmental assessment or statement prepared for this undertaking in compliance with the National Environmental Policy Act and should be retained in your records as evidence of compliance with Section 106 of the National Historic Preservation Act of 1966. The Council appreciates your cooperation in reaching a satisfactory solution to the issues raised in this matter.

Sincerely yours,



Myra F. Harrison
Assistant Director
Office of Review and
Compliance

Enclosure

Advisory Council on
Historic Preservation
1522 K Street N.W.
Washington, D.C. 20005

MEMORANDUM OF AGREEMENT

WHEREAS, the Pennsylvania Avenue Development Corporation (PADC) will, pursuant to the Pennsylvania Avenue Plan — 1974, undertake development of a portion of the Pennsylvania Avenue National Historic Site in accordance with Public Law 92-578; and,

WHEREAS, the Advisory Council on Historic Preservation (Council), did not object to PADC's determination for the Pennsylvania Avenue Plan — 1974 and the plan was approved by the Congress under Public Law 92-578; and,

WHEREAS, it has been mutually determined that selection of alternatives and implementation of certain projects under the approved plan may have an adverse effect on the Pennsylvania Avenue National Historic Site, a property included in the National Register of Historic Places; and,

WHEREAS, pursuant to Section 106 of the National Historic Preservation Act of 1966 (16 U.S.C. 470f, as amended, 90 Stat. 1320), PADC has requested the additional comments of the Council; and,

WHEREAS, pursuant to the Procedures of the Council (36 CFR Part 800), representatives of the Council, PADC, and the District of Columbia Historic Preservation Officer (D.C. SHPO) have consulted and reviewed the undertaking to consider feasible and prudent alternatives to avoid or satisfactorily mitigate any potential adverse effects; now,

THEREFORE:

It is mutually agreed that implementation of the undertaking in accordance with the following stipulations will avoid or satisfactorily mitigate any adverse effects on the Pennsylvania Avenue National Historic Site.

Stipulations

1. Buildings within the national historic site scheduled for rehabilitation will be treated in accordance with the Secretary of the Interior's "Standards for Rehabilitation" ('Standards') attached to this Agreement. PADC will apply these guidelines in consultation with the D.C. SHPO. Rehabilitation accomplished in this manner will have no adverse effect and no further compliance will be necessary. In those instances where the rehabilitation guidelines cannot be met, PADC will comply with the process outlined in 36 CFR Section 800.4(c) et seq. of the Council's Procedures.

Memorandum of Agreement
PADC
Pennsylvania Avenue Historic Site

2. When PADC is to be a party to a transfer of a property interest in any building within the project area, PADC, in consultation with the D.C. SHPO, will identify the historically or architecturally significant portions or elements of such buildings which are to be preserved. When PADC is a party to the transfer of property including historically or architecturally significant portions or elements, PADC will require that the transfer document provides for preservation and maintenance of the historically or architecturally significant portions or elements of the property. PADC will also require that this provision be included in subsequent transfers of any such property.
3. Relocation of historically or architecturally significant structures, or portions or elements thereof, as required by the Pennsylvania Avenue Plan — 1974, will not have an adverse effect on the national historic site. Rehabilitation of relocated structures accomplished in accordance with the 'Standards' will have no adverse effect and will require no further compliance with the Council's Procedures. Construction and development to complete relocated historically or architecturally significant portions or elements of structures will be designed and carried out in a manner compatible with preservation of such relocated portions or elements.
4. Structures that have been acquired by PADC and which, under the Pennsylvania Avenue Plan — 1974, may be scheduled for future demolition or relocation will be retained in place, whenever possible, until the site they occupy is scheduled for new construction. If PADC determines that such a structure should be demolished or relocated before new construction is scheduled, PADC will, unless an emergency situation exists, consult with the Council and the D.C. SHPO before taking action.
5. PADC will develop general design and construction guidelines for new construction within the site. Guidelines will be submitted to the Council for review and approval. The guidelines will be followed by PADC to the fullest extent of its authority and be the recommended treatment for construction that is beyond PADC's review. Construction that follows the design guidelines will have no adverse effect on the site.
6. Buildings scheduled to be altered, demolished, or relocated under the Pennsylvania Avenue Plan — 1974, accepted by Congress, will be documented to the standards of the Historic American Buildings Survey (HABS) for ultimate deposit in the Library of Congress. PADC will have documentation reviewed and accepted by HABS prior to commencing demolition.

Page Three
 Memorandum of Agreement
 PADC
 Pennsylvania Avenue Historic Site

7. Public Law 92-578, § 5(e) requires PADC to implement the Plan as submitted, or submit any "substantial change" in the Plan to the Secretary of the Interior, the Mayor of the District of Columbia, and the Congress. PADC will also submit any such "substantial change" in the Plan to the Council for its review and comment pursuant to the Council's Procedures (36 CFR Part 800).

Robert H. Utley (date) 4/28/78

Deputy Executive Director
 Advisory Council on Historic Preservation

W. Anderson Ramey (date) 5/2/78

Executive Director
 Pennsylvania Avenue Development Corp.

[Signature] (date) 5-22-78
 District of Columbia
 Historic Preservation Officer

Richard H. Gwilt (date) 5/15/78
 Chairman
 Advisory Council on Historic Preservation

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

January 4, 1980

MEMORANDUM

TO : W. Anderson Barnes
Peter T. Meszoly
David W. Briggs
Yong-Duk Chyun
David Maloney
David Harris
Greg Ryken
Jerry Smedley
Charles Gueli

FROM : Mary H. Schneider *MHS*

SUBJECT : "Design and Construction Guidelines for New Development"

Attached are the final, approved "Guidelines."

**Advisory
Council On
Historic
Preservation**

1522 K Street NW.
Washington D.C.
20006

December 28, 1979

W. Anderson Barnes
Executive Director
Pennsylvania Avenue Development
Corporation
425 Thirteenth Street, NW
Washington, D.C. 20004

Dear Mr. Barnes:

On December 12, 1979, the Council received the "Design and Construction Guidelines for New Development," submitted by PADC for our review and approval, in accordance with stipulation 5 of the Memorandum of Agreement on the Pennsylvania Avenue Development Plan - 1974. A corrected and slightly revised text was received on December 28, 1979.

We have completed our review and approve the guidelines in their December 28, 1979, form as satisfying the aforementioned stipulation.

We appreciate the cooperation of both yourself and your staff in developing these guidelines and look forward to their immediate implementation.

Sincerely,



Robert R. Carvey, Jr.
Executive Director

DESIGN AND CONSTRUCTION GUIDELINES FOR NEW DEVELOPMENT

PREFACE

I. GENERAL OVERVIEW

- A. Introduction
- B. The Pennsylvania Avenue Plan - 1974
- C. Elements Controlling Activity within the Development Area

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PREFACE

The Advisory Council on Historic Preservation, the State Historic Preservation Officer for the District of Columbia, and the Pennsylvania Avenue Development Corporation have entered into a Memorandum of Agreement. That Agreement describes the procedures that PADC will follow in order to avoid or satisfactorily mitigate any potential adverse effects on the Pennsylvania Avenue National Historic Site in the course of implementing The Pennsylvania Avenue Plan - 1974 (the "Plan"), which the Advisory Council accepted. Stipulation 5 of the Agreement requires PADC to develop general design and construction guidelines (the "Guidelines") which are then to be submitted to the Advisory Council for approval. Following approval of the Guidelines, PADC will use the Guidelines (which are based on the Plan), in concert with other factors such as economic and market analysis, social objectives, and Federal and local statutory and regulatory constraints, to develop Controls and Standards, which will be one of the regulatory mechanisms by which development proposals will be reviewed for consistency with the Plan.

Activities within the PADC Development Area must conform with the Plan by law. The Guidelines serve as one tool in the development of the Controls and Standards. Certain elements of the Plan are either not detailed in the Plan or only arise by implication from the Plan. These Guidelines, as satisfaction of the Corporation's responsibilities under Executive Order 11593, will be one of the parameters within which the Corporation's Controls and Standards shall be developed, especially with reference to those elements that are not detailed or only arise by implication.

I. GENERAL OVERVIEW

A. INTRODUCTION

The Pennsylvania Avenue Development Corporation ("PADC") was created by Congress to "develop", "maintain", and "use" Pennsylvania Avenue 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 or adjacent to the area. Congress further envisioned that this undertaking could best be accomplished by a Federal corporation which can take maximum advantage of the private as well as public resources which will be necessary.

The area to be redeveloped by PADC ("Development Area") is almost entirely within the Pennsylvania Avenue National Historic Site ("Historic Site") which was established in September, 1965, by the Secretary of Interior in accordance with the Historic Sites, Buildings, Objects, and Antiquities Act of 1935. The Historic Site was established to preserve the exceptional value of Pennsylvania Avenue and its immediate environs in "commemorating or illustrating the history of the United States."

According to its designation as a Historic Site, the Pennsylvania Avenue area achieves national historic significance because of the ceremonial role of Pennsylvania Avenue (the "Avenue") in national life, and because the area served for more than a century as the center of daily activity for the people of Washington, including those who shaped the life of the Nation. This preeminence derives from the Avenue's position in the geometry of the L'Enfant Plan, where it forms a symbolic and functional axis connecting two branches of government. The magnificent vista from the White House to the Capitol dominates the Avenue itself, but the street edges of this great Avenue are lined with a mixture of low, inexpensive structures, monumental public buildings, occasional historical buildings of diminished elegance, and parking lots. Apart from the geometry of the L'Enfant Plan, therefore, there is no unifying character as might be provided by a cohesiveness of building style and scale within the Historic Site. The historic character of the area, and especially of that portion of the Historic Site under PADC's jurisdiction, is determined by the vistas, streets, and open spaces of the L'Enfant Plan, and by the events associated with the ceremonial route rather than by a consistency in the physical characteristics of the existing structures. In determining whether new development is consistent with the qualities of the Historic Site, the primary concerns of PADC are to assure that this development will reinforce and enrich the L'Enfant Plan, and to assist the area in regaining its position as the center of the city's economic, social, and political life. At the same time PADC recognizes that there are architecturally and historically significant buildings and groups of buildings that exist as evidence of the evolution of the Development Area. With these concerns appropriately addressed under the framework of The Pennsylvania Avenue Plan - 1974, as amended, contemporary development in the Historic Site will form the

continuous evolution of the urban fabric which

B. THE PENNSYLVANIA AVENUE PLAN - 1974

The task of the PADC is to reinforce the significant qualities of the Avenue and its immediate environs, making it worthy as the "main street of the nation." The goals of PADC as outlined in The Pennsylvania Avenue Plan - 1974 (the "Plan") are therefore as follows:

- (1) To reinforce the Avenue's unique role as the physical and symbolic link between the White House and the Capitol;
- (2) To make the Avenue function as a bridge between the monumental Federal core to the south and the city's downtown to the north;
- (3) To transform the Avenue into an attractive and pleasant place for residents and visitors alike, offering pleasant places to stroll, rest, sit and talk, eat, and shop;
- (4) To provide a mixture of commercial and cultural activities along the Avenue that will attract a wide variety of people and stimulate street life during evenings and weekends;
- (5) To bring people back to live along the Avenue so as to keep the area alive around the clock;
- (6) To maintain a sense of historic continuity and evolution by preserving buildings representative of different eras and styles as well as by introducing new buildings that represent the best contemporary architectural and planning concepts;
- (7) To bring 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.
- (8) To reduce hardships to existing businesses by staging development carefully and by providing effective relocation benefits;
- (9) To insure that minority businesses and workers have an opportunity to share in the benefits that will occur as a result of redevelopment;
- (10) To enhance the city's tax base through more intensive use of land in this prime location; and
- (11) To structure an overall development program that can be implemented in a timely fashion consistent with overall market demand in the area.

To accomplish these goals, the Plan sets forth in general terms how the Development Area - public spaces and individual squares - will be redeveloped. The Plan takes into consideration many factors: economic feasibility, design excellence, social well-being, cultural enhancement, public welfare, general land use, the evolution of architecture and the

various laws, ordinances, codes, and regulations. The Plan reflects a realistic and feasible balance of all these competing factors; it is a plan that can be implemented by the partnership between the private and public sectors.

C. ELEMENTS CONTROLLING ACTIVITY WITHIN THE DEVELOPMENT AREA

Within the Development Area, development activity will be conducted in accordance with the Pennsylvania Avenue Development Corporation Act of 1972, Pub. L. 92-578 (the "Act"), as amended. The elements controlling development activity within the Development Area are as follows:

1. The Pennsylvania Avenue Plan - 1974: Through the Act, Congress gave PADC a mandate to develop a comprehensive plan for the Development Area. The required development plan consists of the Plan document and its Technical Supplements, as approved by Congress; any alterations, revisions, or amendments made from time to time by PADC's Board of Directors (the "Board"); and any "substantial change" as defined in Section 5(e) of the Act. The Plan, which specifies planning and design objectives, is supplemented by Board adopted plans and programs of general applicability consistent with the general framework of the Plan, such as the Historic Preservation Plan and the Public Improvements Program. The Plan sets forth policy and goals and also addresses considerations other than planning and design which PADC must consider in approving development activity within the Development Area. All of the elements described above constitute the Plan, which is the legal foundation of PADC's authority within the Development Area pursuant to the Act.
2. Guidelines: In accordance with its responsibilities under Executive Order 11593, and the National Historic Preservation Act of 1966, the PADC executed a Memorandum of Agreement with the Advisory Council on Historic Preservation ("Advisory Council") and the State Historic Preservation Officer for the District of Columbia. Stipulation 5 of the Memorandum of Agreement requires PADC to submit general design and construction guidelines for new development (the "Guidelines") to the Advisory Council for approval. The Guidelines specify the planning, design, and construction concerns and factors that PADC will consider in (1) preparing the Controls and Standards for square development (discussed below) and (2) developing specific project plans for its public improvements activities. As such, the Guidelines are the tool which PADC will use to assure that all planning and design activities under its jurisdiction will respect the character of the Historic Site consistent with the Plan and that all construction will be performed in accordance with applicable federal and District of Columbia laws and regulations.
3. Regulatory Mechanisms: There are two tiers of regulatory mechanisms to which development activity must conform in the Development Area.

(1) The first tier consists of applicable Federal and District of Columbia laws and regulations. Some of these applicable laws

frequently have an impact on design decisions. For example, requirements concerning air quality have an impact on the number of parking spaces that may be provided in a particular area. Other applicable laws and regulations have a more direct impact on design decisions. For example, the D.C. Building Code requirements for light and air in residential developments have a direct impact on the reasonable configuration of a development parcel. In addition, there are statutorily required reviews by other agencies, such as those of the Commission of Fine Arts and National Capital Planning Commission.

It is important to note that many applicable laws and regulations concern topics that PADC will also consider when reviewing any project, but they are topics which are not appropriately addressed in the Guidelines. For example, non-discrimination and affirmative action considerations are appropriate when reviewing the composition of a development team for a proposed project, but are not likely to have an impact on design. On the other hand, economic considerations which PADC must take into account to assure the success of a development have a profound impact on some of the factors that will be included in the Controls and Standards (described below).

(2) The second tier of the regulatory mechanisms is PADC's regulations, one set of which is PADC's "Controls and Standards." In order to assure development, maintenance, and protection of the Development Area in accordance with the Plan, Congress gave authority to PADC to establish (through covenants, regulations, agreements, or otherwise) restrictions, standards, and requirements. The restrictions, standards, and requirements pertaining to design, mandatory as well as recommendatory, will be established by PADC through its Controls and Standards. The Controls and Standards will establish specific requirements and recommendations for specific squares, portions of squares, or combinations of squares ("coordinated planning areas"), and will form the basis on which development proposals (including new development and historic preservation) and related actions (such as permit reviews for alterations) will be reviewed for consistency with the Plan. The required, or mandatory, standards will have to be met in order for development to comply with the Plan. The recommended standards, on the other hand, are intended to allow design flexibility for those elements which cannot be put in measurable terms, and to encourage a higher standard of design and uses which offer greater opportunity to achieve the goals and objectives of the Plan. The Controls and Standards are drafted to work with D.C. Zoning Regulations and Building Code, as well as all other applicable Federal and D.C. laws and regulations. The Controls and Standards may be more restrictive than these laws and regulations, but where there is a difference in the degree of restriction, the most restrictive provision will apply.

II. BACKGROUND AND OVERVIEW OF GUIDELINES

A. BACKGROUND OF THE GUIDELINES

facts on the Historic Site in the course of implementing its Plan. In defining these procedures, all three parties to the Memorandum of Agreement agreed:

a. PADC and its Plan

that PADC will undertake development of a portion of the Historic Site pursuant to the Plan in accordance with the Act;

b. Advisory Council's Review of the Plan

that the Advisory Council did not object to PADC's determination that the Plan did not have an adverse effect on the Historic Site and the Plan was approved by the Congress under the Act;

c. Potential Adverse Effects on the Historic Site

that selection of alternatives and implementation of certain projects under the approved Plan may have adverse effects on the Historic Site;

d. PADC's Compliance with Section 106

that PADC requested the additional comments of the Council pursuant to Section 106 of the National Historic Preservation Act of 1966; and

e. Cooperation of all Three Parties to Define Procedures

that all three parties consulted and reviewed PADC's undertaking to consider feasible and prudent alternatives to avoid or satisfactorily mitigate any potential adverse effects.

Upon these premises, the Agreement sets forth procedures, in the form of Stipulations, which PADC will follow in order to avoid or satisfactorily mitigate potential adverse effects on the Historic Site. Some of these stipulations are reiterated here to define the scope of the general Design and Construction Guidelines for New Development:

Stipulation 1: Rehabilitation of Buildings

All buildings within the Development Area which are scheduled for rehabilitation in the Plan will be treated in accordance with the Secretary of Interior's "Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings" and in consultation with the D.C. SHPO. In those instances where the Secretary's "Standards" cannot be met, the process outlined in 36 CFR Section 800.4(e) et seq. of the Council's Procedures will be followed. Rehabilitation accomplished in this manner will have no adverse effect on the Site and no further compliance will be necessary.

Stipulation 3: Relocation of Structures in Whole or in Part

1. Relocation of historically or architecturally significant structures, or portions or elements thereof as required by the Plan, will not have an adverse effect on the Historic Site.

2. Rehabilitation of relocated structures accomplished in accordance with the Secretary's "Standards" will have no adverse effect on the Historic Site and will require no further compliance with the Council's procedures.

3. Construction and development to complete relocated historically or architecturally significant portions or elements of structures will be designed and carried out in a manner compatible with preservation of such relocated portions or elements.

Stipulation 5: Design and Construction for New Development

PADC will develop general design and construction guidelines for new construction within the Development Area. These "Design and Construction Guidelines for New Development" are to fulfill the requirement of this Stipulation and are herewith submitted to the Council for review and approval, and they will be followed by PADC to the fullest extent of its authority. Construction that follows the Guidelines will have no adverse effect on the Historic Site.

Stipulation 7: "Substantial Change" in the Plan

PADC will submit any "substantial change" in the Plan as defined in Section 5(e) of the Act to the Council for its review and comment pursuant to the Council's Procedures (36 CFR Part 800).

B. PURPOSE AND STRUCTURE OF THE GUIDELINES

The purpose of the Guidelines as formulated here is to fulfill Stipulation 5 of the Agreement. These Guidelines describe the regulatory framework within which construction must be performed and identify those factors that must be taken into consideration in designing new development or public open space so that it will: (1) attain a uniformly high standard of excellence in design, (2) enhance the architectural and historic qualities of the Historic Site, (3) result in a unified and coherent overall development consistent with the Plan and the character of the Historic Site, and (4) strengthen and clarify the interrelationship between the Development Area and adjacent areas and their users, including Federal Triangle, the Mall, and the District's downtown.

These Guidelines will be used, in concert with other factors such as economic and market analysis, social and cultural objectives, and applicable Federal and District of Columbia laws and regulations, to develop the Controls and Standards by which PADC will review development proposals for consistency with the Plan. The Guidelines, therefore,

cannot be assumed as the only basis upon which a judgement is made on the viability of a proposed project and its consistency with the Plan. Proposed new construction that may appear to attain the highest architectural standard may be economically infeasible; or what may seem likely to generate maximum economic return may detract from the magnificent Baroque civic design inherited from L'Enfant; and what may appear to guarantee both design and economic success may create social discordance.

The structure of these Guidelines consists of three parts:

A. Construction - describes how construction is to be performed.

B. Design Framework - defines, in design terms, those objectives pertaining to the creation of the physical setting that will reinstate the Development Area as a vital organic component of the city, fulfilling in the most appropriate manner its many roles as:

1. the physical manifestation of the symbolic relationship between two branches of the Federal government;
2. the ceremonial way for national and local civic events;
3. an integral part of L'Enfant's vision of city design; and
4. the center of the city's economic and social life.

C. Design Concerns - delineates those aspects of the physical environment that will be considered in seeking to achieve the objectives identified in Section 8, Design Framework.

III. DESIGN AND CONSTRUCTION GUIDELINES FOR NEW DEVELOPMENT

A. CONSTRUCTION

All construction activity in the Development Area shall be accomplished in accordance with applicable District of Columbia and Federal laws, codes and regulations. PADC will not issue regulations concerning construction, per se.

B. DESIGN FRAMEWORK

The planning and design objectives embodied in the Plan constitute the framework within which the design of a new development or a public improvement must be conceived. These objectives are specified in physical and land use terms so that together they suggest the quality of the physical setting and the lively atmosphere envisioned in the Plan. Some of these objectives are explicitly stated and some others are implied in the Plan's description of the desired end result, and can be briefly

(1) All new development and public improvements would be conceived as integral parts of their surroundings, which include the remainder of the Development Area, the Mall, the Federal Triangle, and the District's downtown;

(2) Land would be developed to the fullest extent appropriate in terms of economics and design so that new economic life can be brought in and the city's tax base can be increased;

(3) The legacy of the L'Enfant Plan, which essentially consists of channeled vistas focusing on man-made objects or natural elements and open spaces created by buildings and trees, would be reinforced and enriched;

(4) The sense of historic continuity and evolution that exists in the Historic Site would be maintained by ensuring that new buildings are designed within the evolutionary context of the Historic Site, responding sympathetically to the legacy of the L'Enfant Plan and buildings to be preserved;

(5) All new developments and public improvements would represent the best contemporary architectural and planning concepts; furthermore, it is essential that they assure comfort and safety for all users including the physically handicapped;

(6) The Development Area would provide, and stimulate its neighboring areas to provide, more lively and varied shopping, cultural, entertainment, and residential opportunities;

(7) An efficient, pleasant, and stimulating pedestrian circulation system would be developed to link the components of the area with the Mall and the city's downtown;

(8) The vehicular circulation system to move people and goods would be improved.

C. DESIGN CONCERNS TO BE CONSIDERED

The objectives described in the preceding section can be distilled into six design concerns which will shape the physical environment of the Avenue:

(1) comprehensive planning and design;

(2) aesthetically acceptable and economically feasible development density;

(3) new development design;

(4) land use;

- (5) pedestrian circulation system; and
- (6) vehicular circulation and storage systems.

These design concerns will be addressed in the individual set of Controls and Standards prepared for each coordinated planning area through the application of one or more of the factors enumerated below under each of these design concerns. Each set of Controls and Standards may apply these factors which pertain to physical attributes and general land use in terms of specific locations, dimensions, or land uses. Although some factors relate to more than one concern, they are grouped here under the concern to which they primarily relate. Other factors not specifically identified here may also be utilized to address these design concerns.

1. Comprehensive Planning and Design

The Plan provides for the redevelopment of the Development Area as an integrated whole within which all parts and elements will be interdependent. For the individual component parts to function in a coordinated manner, the planning and design of each new development must consider this objective of overall interdependence. New development, however, will be largely implemented by private developers who may not be in a position to view overall planning objectives for the entire area, and who may envision a project only in terms of its site and immediate surrounding environment. For this reason it is particularly important that the Controls and Standards include provisions directed toward achieving a comprehensive and coordinated result for the Development Area.

Comprehensive Planning and Design will be addressed in the Controls and Standards through some or all of the following factors:

a. Coordinated planning area. This will be a portion of a square, a whole square, or a group of squares. A coordinated planning area will be delineated on the basis of its physical assets as well as constraints, the land uses specified in the Plan, economics of scale of development, ease of integration, and other relevant factors. Establishment of a coordinated planning area may involve alley or street closures or reconfigurations to the extent that they become part of any development parcel.

b. Development parcel. Within a coordinated planning area, there will be one or more development parcels. The minimum size and configuration of a development parcel will be established so that each parcel is of a size that can be readily developed and function as part of the coordinated planning area.

c. Development control zone. To achieve a very specific urban design objective, such as reinforcement or establishment of a certain scale, a development control zone may be established. Within such a zone, very specific architectural as well as land use elements

d. Off-street loading. D.C. Zoning Regulations require an off-street loading facility in each new development, regardless of its size. Off-street loading will be comprehensively planned and designed within each coordinated planning area, in order to create functionally adequate facilities and avoid unnecessary duplication of facilities or disruption of sidewalks by numerous curb-cuts.

e. Off-street parking. By consolidating parking facilities within a coordinated planning area, greater efficiency can be achieved in terms of features such as the number of parking spaces, the configuration of driveways within the facility, or the number of curb-cuts.

2. Development Density

Development density is the degree of utilization of a parcel of land, normally expressed in terms of the ratio between the land area and the amount of floor area built on that parcel of land (called "floor area ratio" (FAR)). D.C. Zoning Regulations set maximum FAR limits on private development. In the Development Area, the maximum FAR limit for the area west of FBI is 10.0 plus 2.0 for bonuses for incorporating various provisions for public benefit; the maximum limit for the area east of FBI is 8.5 or 10.0 (C-4 Zoning District), except that three blocks bound by Pennsylvania Avenue, 7th Street, Indiana Avenue, and John Marshall Place are subject to the maximum limit of 6.5 (C-3-B Zoning District).

The Plan is structured to create high density commercial developments west of the FBI and lower density residential-commercial developments east of the FBI. The net effect of the development density for the overall Development Area is somewhat lower than what would be permitted by the D.C. Zoning Regulations. However, every effort has been made to minimize such reduction in order to ensure the economic viability of the Plan in accordance with the Congressional mandate.

The economic loss due to the reduction in development density will be mitigated by means of one or more actions such as the following:

- (1) establishing development parcels that are large enough to create economies of scale so that one portion of a development parcel can absorb economic losses that may result from limiting development density on another portion of the development parcel;
- (2) encouraging private developers to take full advantage of tax benefits that may be available for certain categories of development such as historic preservation projects, or housing developments; and
- (3) ensuring that PADC's public improvements will be fully coordinated with the private developments so that the economic benefit a private development derives from a public improvement can be maximized.

Regulating development density of a project in the Development Area is therefore based on two contradictory notions: one is reducing building heights to achieve specific urban design and land use objectives, which results in a lower development density, and the other is maximizing development density so that the economic viability of the Plan is assured, and that population density is sufficient to contribute to an active and lively atmosphere. The approach will be to allow maximum development density within the building mass delineated by very specific height restrictions in order to establish a compatible and appropriate scale for historic preservation, residential character, and other urban design elements.

Development density will be addressed through some or all of the following factors:

- a. Height of development. In conjunction with the geometry of building for a particular use and the size and configuration of land, and other restrictions on building area, restrictions on height of development will delineate a building mass within which a certain amount of development density can be contained.
- b. Buildable area. Within the Development Area, development density may be established by delineating the area upon which development may occur, and may be either greater than or less than the area of a development parcel.
- c. Subsurface development. In order to mitigate the problem of lowering development density, subsurface development will be allowed to extend to the full area of the lot rather than the buildable area so long as it does not interfere with public space improvements.
- d. Gross floor area. The gross floor area of a development will be defined as a multiple of the buildable area so that the development density can be more accurately established.

3. New Development Design

In order to avoid or satisfactorily mitigate any adverse impact that new development may have on the Historic Site, the Controls and Standards will take into account factors to ensure that new development design will be in harmony with both the L'Enfant Plan and the existing buildings of historic significance.

The most important single element of the Historic Site is the L'Enfant Plan. The concept of the L'Enfant Plan consists of two primary notions: one is creation of a channelled vista focusing on a man-made object such as a building, a monument, a fountain, etc., or a natural element such as a body of water, a hill, a bosque of trees, etc.; the other is creation of open spaces or plazas at the confluence of two or more streets. In terms of relating to the L'Enfant Plan, as reflected in PADC's Plan, the primary function of new development in the PADC area is to define open spaces and plazas, or to reinforce vistas along major streets.

In recognition of the historic buildings, the Controls and Standards for development, whether totally new construction or new construction in conjunction with preservation, will take into account the historic buildings to remain within the coordinated planning area. The Controls and Standards will also take into account the historic buildings and anticipated development required by the Plan in the adjacent coordinated planning areas. The Controls and Standards will be aimed at obtaining the highest quality of contemporary design, consistent with the goals and objectives of the Plan.

Where both new development and historic buildings are involved, the Controls and Standards will be aimed at keeping as much significant fabric as is desirable consistent with meeting the goals of the Plan, maintaining appropriate surroundings for the historic structures, and encouraging the highest quality of design in new construction. New construction adjacent to historic structures will be required to take into account the qualities of the adjacent structures (with regard to height, scale, proportion, rhythm, texture, materials, architectural detail, and the amount of variety among the structures with respect to these qualities as well as style and date of erection) to an extent sufficient to ensure that these structures maintain their historic or architectural integrity, but will not necessarily be required to conform to them.

New development design will be addressed in the Controls and Standards through some or all of the following factors:

- a. Build-to line. A development may be required to be built to a specified line on a street or plaza, creating a wall effect along the street which defines the street's spatial quality and reinforces the L'Enfant Plan.
- b. Build-to height. A development may be required to be built to a certain specified height along a street, producing a desired overall scale along the street:
- c. Uniform cornice line. A uniform cornice line may be required within a coordinated planning area, not only to define the upper edge of the street space, but also to tie the developments together visually, further strengthening the continuity of street spaces and the vistas of the L'Enfant Plan.
- d. Maximum height of development. Limitations on the height of development may be applied to entire squares, street frontages, parcels, lots, or other subdivisions of squares. Within the maximum heights of 150 feet in the primarily commercial area west of the FBI and 110 feet in the primarily residential area east of the FBI, the height of development may be more specifically defined to assure compatibility with the immediate surroundings, such as old buildings to be preserved, vistas, and open spaces.
- e. Development control zones. Subdivisions within a coordinated planning area may be established to ensure special treatment with regard to height of development, bulk, or other characteristics.

f. Court and atrium. Court and atrium requirements may be imposed in order to provide light and air to interior spaces as the building mass becomes increasingly larger due to land development economics and construction technology, and also to create amenities for the users of the building and the general public.

g. Roof structures. Roof structures may be controlled in their location, size, use, and permanence of construction, in order to minimize their negative effect on vistas and street spaces, to attain harmony in overall building design, and to assure appropriate surroundings for historic structures.

h. Streetfront and storefront design. Requirements may be imposed to provide for special treatment of new construction where desirable in order to maintain compatibility with historic structures.

i. Special design considerations. Contemporary development designs should consider the following design elements of the adjacent buildings: height; scale; proportion of building; rhythm of solids and voids in fenestration; vertical and horizontal articulation of the facade composition; rhythm of entrances, recesses, and show windows of the street frontage; materials; textures; color; architectural detail; and signs. This would be especially important for historic buildings.

j. Provisions for the physically handicapped. "Specifications for Making Buildings and Facilities Accessible to and Usable by the Physically Handicapped" (ANSI A117.1 Revised 1971 and 1979), published by the American National Standards Institute, shall be used as guidelines.

k. Fire and life safety. New development should meet the best standard of fire and life safety available. In addition to the D.C. Fire Code, the National Fire Protection Association (NFPA) Life Safety Code and other appropriate NFPA codes will serve as guidelines.

l. Energy conservation. New development within the Development Area should be as energy-efficient as possible. ASHRAE 90-75 will serve as guidelines, but additional ideas and methods are also encouraged to promote energy-efficient design.

m. Fine arts. To enrich the Historic Site, PADC encourages other government agencies and developers within the Development Area to include fine arts in all new projects, including sculpture, painting, decorative windows, bas reliefs, ornamental fountains, and the like.

n. Building exterior illumination. Public safety and enhancement of the major elements of the Plan and L'Enfant's baroque civic design, such as focal monuments, buildings, open spaces, or vistas, will be the basic considerations in building exterior illumination.

o. Signage. Signage control may be imposed to ensure that signs do not detract from the character of the important vistas, streets, and open spaces of the L'Enfant Plan, and to maintain surroundings appropriate to existing historic buildings.

4. Land Use

To encourage residents, visitors, and tourists to come to the Pennsylvania Avenue area, and to provide a physical setting that is aesthetically pleasing and culturally stimulating, the Plan calls for introduction of varied and lively shopping, entertainment, cultural, and residential opportunities. The Plan sets forth 1500 units of housing, additional hotels, and commercial office spaces, extensive retail on all ground floors, more cultural activities, theaters, and entertainment establishments, and greater use of sidewalks for cafes and restaurants. These uses will be distributed throughout the Development Area to create a lively atmosphere, and to promote an active street life throughout the day, evening, and weekend.

Land use will be addressed in the Controls and Standards through some or all of the following factors:

- a. Types of uses. Within the framework of land use elements outlined in the Plan, the Controls and Standards will delineate some specific uses in order to strengthen certain existing uses which contribute to the overall land use objective, or to introduce new uses which will be vital to the development area.
- b. Location of uses. The Plan provides general statements concerning land use patterns, namely: 1) all ground floors will be primarily devoted to retail, 2) the area west of the FBI will predominantly be devoted to office and hotel uses, and 3) the area east of the FBI will be largely devoted to residential use in addition to office, hotel, and retail uses. In terms of specific locations of uses, the basis for regulation will be to ensure a high level of activity on Pennsylvania Avenue and other streets at the street level.
- c. Residential use. The number, size, location, and type of residential units may be established on some squares to achieve desired economic and activity-generating objectives.
- d. Width of storefront. To ensure as many varied stores as possible along the street frontage of each block, the maximum width of a storefront may be specified.
- e. Rooftop uses. The use of rooftops may be encouraged to provide restaurant and recreational space, to take advantage of the many opportunities to provide magnificent views of the Mall, Potomac River, and the city's downtown, and to add a new element of texture to the Avenue and other streets by decorating the roof level with plants and awnings.

5. Pedestrian Circulation System

The primary components of an efficient, pleasant, and stimulating system of pedestrian ways were laid out by L'Enfant in the form of streets, avenues with vistas and views, open spaces, and plazas. The Plan describes PADC's Public Improvements Program as it relates to these primary components. The emphasis of this Program is to reinforce and enrich the primary components by regulating the quality of development adjoining them. The secondary components of the pedestrian system, on the side streets and within various developments, will reinforce this major framework and, consistent with the goals of the Plan, will provide pedestrian comfort and convenience, will create more linear footage of shopfront, will encourage recognition of the location of various METRO stops or other mass transit locations, and link various historic and architecturally significant buildings, sites, and monuments which are scattered throughout and beyond the Historic Site.

Pedestrian Circulation System will be addressed in the Controls and Standards through some or all of the following factors:

- a. Sidewalk setback. This is an area defined by the right-of-way of a street and the building restriction line, to be utilized for landscaping and outdoor cafes, vendors, etc.
- b. Street closure and building lot reconfiguration. Some building lots may be reconfigured and some streets will be closed and incorporated into building lots in order to increase buildable area consistent with the Plan.
- c. Court. When a court or atrium is required it shall, to the extent possible, function as an element of the pedestrian system.
- d. Through-square connection. A through-square connection may be required for the purpose of providing short-cuts, more linear footage of storefront, and a varying scale of pedestrian spaces.
- e. Weather protection. Arcades, canopies, and awnings may be encouraged to protect pedestrians from weather conditions.
- f. Restrictions on subsurface projections. The amount of space needed for tree growth will be a determining factor on this restriction.
- g. Provisions for the physically handicapped. Design and choice of material for the pedestrian ways should assure ease of access to the area by the physically handicapped.
- h. Accessibility to ground floor. For the convenience of pedestrians and to encourage liveliness in pedestrian spaces, direct accessibility to adjacent ground floor uses may be required from streets, courts, or through-square connections.

Order of spaces along pedestrian spaces. To assure a

velopment may be required to treat frontage along pedestrian ways in a manner that will generally provide an interesting and visually stimulating environment and minimize any disruptive use or feature.

6. Vehicular Storage and Circulation System

Modifications to the existing vehicular storage and circulation system are necessary in order to create the balanced transportation system called for in the Plan, which recognizes the need to maintain air quality, to encourage the use of mass transit, and to provide sufficient off-street parking and loading to make development economically viable.

The general policies of PADC are as follows: 1) by requiring adequate off-street loading facilities and integrated off-street parking facilities on a block-by-block basis, the conflict between vehicles and the need for storage space will be reduced; 2) by limiting the number of parking spaces per development, the quantity of vehicles in the area will not substantially increase; and 3) by linking new development to transit stops through the system of pedestrian ways, more people will depend on public transportation rather than on private vehicles.

Vehicular Storage and Circulation System will be addressed in the Controls and Standards through some or all of the following factors:

- a. Off-street parking. Off-street parking is not permitted as a principal use within the Development Area. When provided as an accessory use, parking will be located below grade, and the number of spaces provided will not exceed the maximum number of spaces allowed under the schedule set forth in the Plan.
- b. Off-street loading. A common loading facility for all developments within a square may be required to allow more efficient operation and location of such a facility and avoid delivery or loading across a sidewalk. Where possible, loading facilities will be located well inside a development and away from the sidewalk, but in the event that the topography and size of a development parcel prohibit the facility from being completely inside the development, the facility may abut a sidewalk so long as the facility has doors which are designed to be compatible with the building as well as the surroundings.
- c. Curb-cuts. The location, number, and surface treatment of curb-cuts will be determined in order to minimize the conflict between pedestrian and vehicular movement along sidewalks as well as reduce any unfavorable impact on the landscape treatment of streets.
- d. Special bus and taxi drop-off areas. Where desirable bus and taxi drop-off areas may be designated because of a narrow roadway on some streets, or to minimize disruption of traffic on some major streets.