

**MEMORANDUM**

TO: District of Columbia Zoning Commission
FROM: Jennifer Steingasser, Deputy Director, Development Review and Historic Preservation
DATE: December 22, 2011
SUBJECT: Case No. **ZC-10-32:** Supplemental Report for 2010 Georgetown University Campus Plan

The Commission requested the Office of Planning provide additional information from the Office of Planning.

1. How does Cambridge, Massachusetts handle university- related issues?

Colleges and universities within the City of Cambridge are permitted as a matter-of-right when located within an Institutional Overlay District. Each of the three universities within Cambridge (Harvard, MIT and Lesley) is located within this overlay. This overlay controls all institutional uses, including universities, schools and hospitals. Universities are required to report annually to the Planning Board enrollment figures, where students live (on-campus, off-campus within Cambridge or outside of Cambridge) and any construction or other changes the university may be proposing. Because the university use is established within an Institutional Overlay District, student enrollment is not limited. The City focuses on impacts and negotiates proposed new construction within the overlay to be located near transit facilities to reduce the impact on roadways.

Within the Institutional Overlay District universities are permitted to build within their campuses as a matter-of-right. If a proposed building is more than 50,000 square feet and the building would be located within one-hundred feet of a public way, the building would be subject to the city-wide requirement of a special permit approved by the Board of Zoning Appeal. The special permit review includes a review of the location of pedestrian entrances, parking and loading and bicycle access. Buildings located more than one-hundred feet from a public way need only conform to the zone in which it is located.

Issues of noise and student behavior on-campus are the responsibility of the college or university. Off-campus it is the responsibility of the appropriate city agency, such as police. Fraternities and sororities located off-campus must be licensed by the City. If a fraternity or sorority is causing a disruption, it risks losing its license. Licenses are issued and/or rescinded through the License Commission.

Universities are not permitted to expand into low-density residential areas without a Use Variance being granted by the Board of Zoning Appeal.

Source: Liza Paden, Department of Community Development, City of Cambridge, Massachusetts
 Stuart Dash, Department of Community Development, City of Cambridge, Massachusetts

2. Provide a few examples of what other universities do regarding undergraduate housing and how they handle behavior issues:

Bucknell University, Lewisburg, Pennsylvania

Fall 2011 Enrollment: 3,696 undergraduate students, 65 graduate students (12 are non-degree.)

All undergraduate students are required to live on-campus, unless they live at home or have received special permission to live off-campus. The Bucknell Housing Services Office informed OP that beginning in the fall of

2015 they propose to reduce the number of students permitted to live off-campus from between 365 to 400 to 200 seniors only. The purpose is to prevent students from living in substandard housing as defined by the university. In 2015 Bucknell will also require that off-campus housing rented by students conform to the university's building code, which will be more restrictive than that required by the town.

If the Housing Services Office receives a formal complaint regarding off-campus student activity, including a police report from the Lewisburg Police Department or a complaint from a member of the community, it is reviewed by the Off-Campus Living Board to determine if action is required, and if the student should be called in for disciplinary action. Depending upon the complaint, the student could receive:

1. A warning from the university;
2. A sanction, which could include writing formal letters of apology, repayment for damaged property or be required to perform community service; or
3. Be required to move back onto campus.

The Housing Services Office informed the Office of Planning that no student has ever been required to move back onto campus.

Sources: Carolyn Randle, Office of the Registrar, Bucknell University
Chip Marrara, Assistant Dean of Students and Director of Conduct, Bucknell University
Dan Remley, Associate Dean of Students and Director of Housing, Bucknell University

University of Chicago, Chicago, Illinois

Enrollment: 15,626 (undergraduate, graduate and professional)

All undergraduates are required to live in university provided housing; with the exception one dormitory, all dorm buildings are located off-campus.

University police respond to university related issues within the neighborhoods surrounding the university, and not City of Chicago police. The University of Chicago reports that "Students are expected to behave civilly." And each complaint of off-campus misconduct is handled on a case-by-case basis. The university would not comment further on how individual cases would be handled as each case is unique.

Sources: <http://housing.uchicago.edu>

Belinda Vasquez, Office of Campus and Student Life

Brown University, Providence, Rhode Island

Enrollment: 8,000 (undergraduate and graduate)

Undergraduate students are required to live on-campus for six semesters. Undergraduates may live off-campus only if permission is granted by the university. Permission is granted one year at a time.

Brown University standards of student conduct state that "Serious or persistent minor violations may result in suspension or expulsion." Additional information about how Brown determined the suspension or expulsion was not provided.

Source: www.brown.edu/student_services

3. Add maps for Foxhall and Hillandale depicting the percentage of Georgetown University student address.

Information of off-campus student residences was provided by the University through their counsel on March 16, 2011; the detail list is attached as Appendix A.



Hillandale

Foxhall

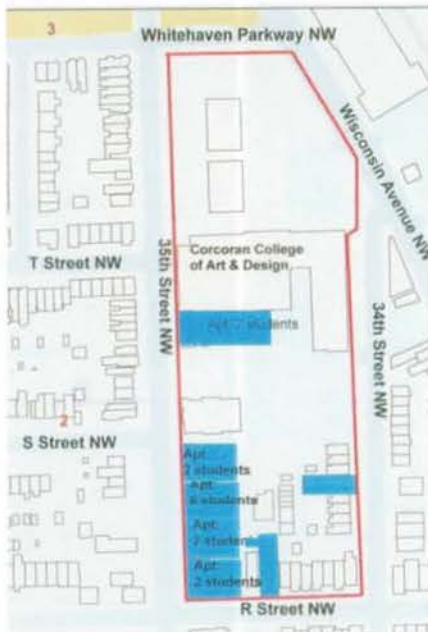
The above maps show the percentage of addresses that included at least one student resident in the Spring of 2010. Only one percentage calculation is noted for Hillandale because the entire community is located within one square, Square 1320.

4. Show “close-ups” of select squares with student housing.



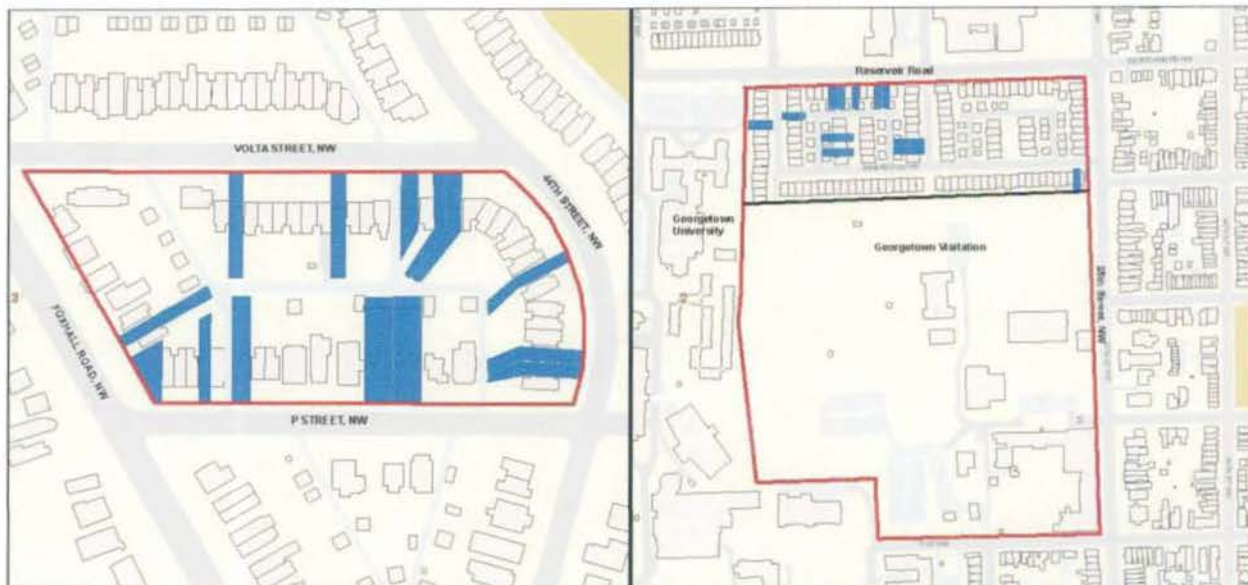
The square shown at right is Square 1307.

All of the properties within this square are listed as row houses by the Office of Taxation and Revenue, with the exception of the athletic field. The athletic field was not counted as one of the residential properties.



Square 1297, Georgetown

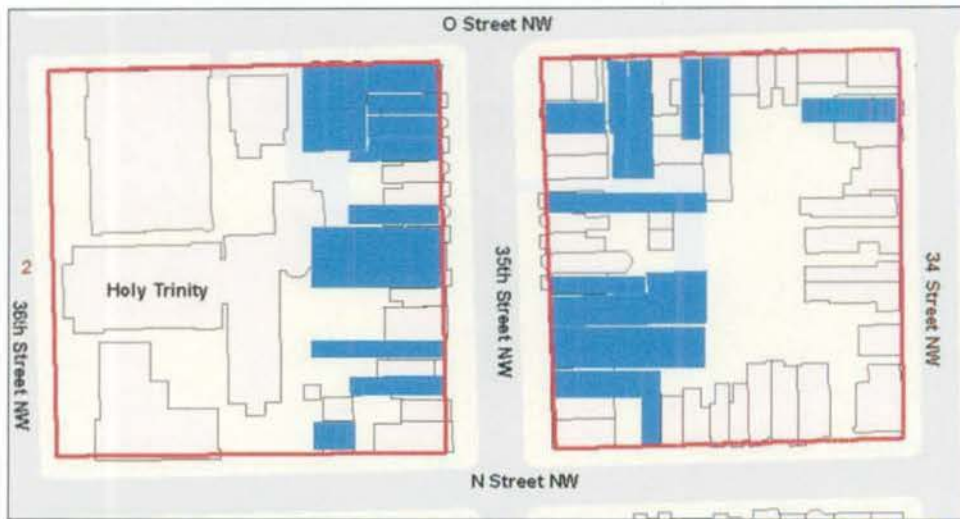
In Square 1297 several of the properties are improved with apartment buildings. The number of students listed by the University as residing at each apartment building is noted. Lots devoted solely to garage use were not included in the number of residential properties.



Square 1353, Foxhall

Square 1292, Burleigh

The residential properties within Squares 1353 and 1292 include row houses and single-family detached dwellings, with the exception of one apartment building in Square 1353. One student was listed by the University as living in the apartment building in the spring of 2010.



Squares 1227 (left) and 1228 (right), Georgetown

Within Square 1228, three apartment buildings were listed by the Office of Taxation and Revenue. One of the apartment buildings housed one student, one six students and the third had no student residents. Institutional uses, such as churches, were not counted among the number of residential properties.



Squares 1207 (lower left), 1208 (right) and 1218 (upper left), Georgetown

Squares 1207, 1208 and 1218 contain a mixture of housing types, and housed 13 students in the spring of 2010.

5. Obtain MPD Data for two areas in Georgetown by the month and by the block.

The Office of Planning requested data from MPD for Wisconsin Avenue, between M Street and Prospect Street, and for 35th Street, between N Street and O Street for the year 2010 for disorderly conduct calls. The chart below, prepared by MPD, depicts the calls by month for individual addresses. Calls not attributed to a specific address are for incidents at the intersection, or were made from a cell phone and therefore cannot be attributed to an exact address.

2010 DISORDERLY CALLS for SERVICE TOTALS
 by MONTH

INTERSECTION	ADDRESS	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	YEARLY CALL TOTALS
35TH ST NW: btwn N ST NW & O ST NW														
35TH ST NW & N ST NW		0	1	0	0	0	0	0	0	0	0	0	0	1
35TH ST NW & O ST NW		0	0	1	0	0	0	0	1	4	0	0	0	6
N ST NW & O ST NW	1300 35TH ST NW	1	0	0	0	1	1	0	0	0	0	0	0	3
	1303 35TH ST NW	0	0	0	0	0	0	1	0	0	0	0	0	1
	1306 35TH ST NW	0	1	0	0	0	0	0	0	0	0	0	0	1
	1309 35TH ST NW	0	0	0	1	2	2	0	0	6	0	0	0	11
	1314 35TH ST NW	1	0	0	0	0	0	0	0	0	0	0	0	1
	1315 35TH ST NW	0	0	0	1	0	0	0	0	0	0	0	0	1
	1317 35TH ST NW	0	1	0	1	1	0	0	0	0	0	0	0	3
	1319 35TH ST NW	0	0	0	1	0	0	0	0	0	0	0	0	1
	1328 35TH ST NW	0	0	0	0	0	0	0	0	0	0	1	0	1
	1330 35TH ST NW	0	0	0	0	0	0	0	0	1	0	0	2	3
	1331 35TH ST NW	0	0	0	0	0	0	0	1	1	0	0	0	2
MONTHLY CALL TOTAL		2	3	1	4	4	3	1	2	12	0	1	2	35
WISCONSIN AVE NW: btwn M ST NW & PROSPECT ST NW														
M ST NW & PROSPECT ST NW	1200 WISCONSIN AVE NW	3	1	1	0	2	0	1	1	0	1	2	2	14
	1201 WISCONSIN AVE NW	0	0	0	0	0	0	0	1	0	0	0	0	1
	1208 WISCONSIN AVE NW	1	0	1	1	0	0	1	0	0	0	0	0	4
	1218 WISCONSIN AVE NW	0	1	0	0	0	1	0	1	0	1	1	0	5
	1222 WISCONSIN AVE NW	0	0	0	0	0	1	0	0	0	0	0	0	1
	1227 WISCONSIN AVE NW	1	1	0	0	0	0	0	0	0	0	0	0	2
M ST NW & WISCONSIN AVE NW		2	0	0	1	1	0	3	2	1	1	2	0	13
PROSPECT ST NW & N ST NW	1238 WISCONSIN AVE NW	1	0	0	0	0	0	0	1	0	0	3	1	6
	1239 WISCONSIN AVE NW	1	0	0	0	0	0	0	0	0	0	0	0	1
	1253 WISCONSIN AVE NW	0	0	0	0	1	0	0	0	0	0	0	0	1
	1255 WISCONSIN AVE NW	0	0	0	0	0	0	1	0	0	0	2	0	3
	1257 WISCONSIN AVE NW	0	0	0	0	0	0	0	0	0	0	0	1	1
	1259 WISCONSIN AVE NW	0	0	1	0	0	0	0	0	0	0	0	1	2
WISCONSIN AVE NW & M ST NW		3	5	5	10	6	9	10	3	5	4	1	1	62
WISCONSIN AVE NW & PROSPECT ST NW		0	0	1	0	0	0	0	0	0	1	0	1	3
MONTHLY CALL TOTAL		13	8	9	12	11	11	16	9	6	8	11	7	121

Several of the above addresses were listed as student addresses in the spring of 2010. Those addresses are:

- 1309 35th Street, N.W. – 2 students
- 1315 35th Street, N.W. – 2 students
- 1328 35th Street, N.W. – 5 students
- 1331 35th Street, N.W. – 1 student
- 1253 Wisconsin Avenue, N.W. – 2 students

1218 Wisconsin Avenue, N.W. is a restaurant named The Third Edition.

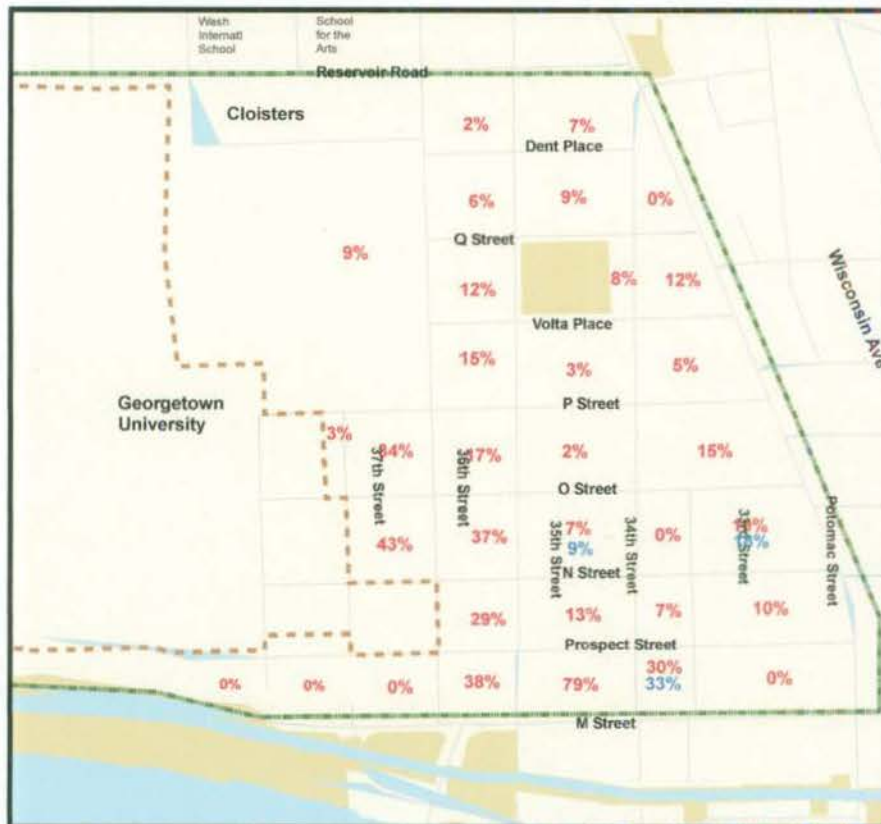
For the 1300 block of 35th Street (Squares 1227 and 1228), the number of calls for disorderly conduct peaked in September, with more than half of the calls attributed to one address. No calls were registered October.

For the 1200 block of Wisconsin Avenue (Squares 1207, 1208 and 1218), the peak month was July, and the month with the fewest calls was September.

OP would also like to clarify the MPD data for 911 calls on page 9 of its May 5, 2011 report reflect calls for disorderly conduct, destruction of property, damage to property and assault. It does not represent all calls to MPD.

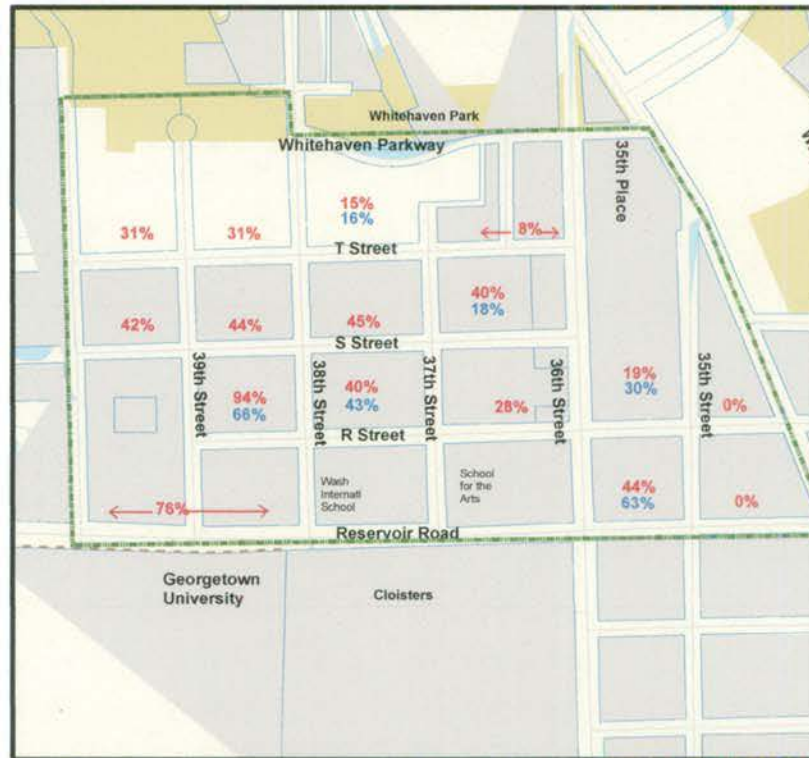
6. The Office of Planning also submits the following corrections to its report dated May 5, 2011.

- a. The map below depicts the percentage of housing units that were occupied by one or more students in the Spring of 2010. The Office of Planning recalculated the numbers and offers the following corrections in blue.



West Georgetown

Within West Georgetown the corrections are relatively minor and are the result of calculation corrections.



Burleigh

Some of the corrections in Burleigh were more significant than those within West Georgetown. However, the percentages, some of which have been increased and others decreased, still reflect a significant percentage of the housing within some of the squares as heavily impacted by student housing. The new figures are the result of mathematical corrections, not a change in data.

b. Clarification of undergraduate student residence on other universities.

Harvard University

All freshmen are required to live on-campus. The Freshmen Dean's Office also indicated that while not required, most undergraduates live on-campus, but did not have exact percentages.

Source: Freshmen Dean's Office, Harvard University, 617-495-1000

Massachusetts Institute of Technology

All unmarried first-year students are required to live on-campus, with the exception of those that commute from home or are granted an exception. More than seventy percent of undergraduates live on-campus.

Source: <http://web.mit.edu/facts/housing.html>
http://housing.mit.edu/undergraduate/undergraduate_housing

Princeton University

All first and second year students are required to live on campus. The website indicates that nearly all undergraduates live on-campus.

Source: <http://www.princeton.edu/main/students/housing/>

As stated in OP testimony, the recommendation that the University house one hundred percent of undergraduate students does not include the following:

1. Students living at home and commuting to campus;
2. Married students;
3. Students with medical conditions, special needs or religious beliefs that make living in university housing impractical or inappropriate; and
4. Students studying abroad.

The recommendation is for university-provided housing, but was not intended to require such university-provided housing be entirely located on-campus. The recommendation to limit university-provided student housing within the 20007 zip code is intended to address the R-3 (Residential - row dwellings) zoned areas within the zip code. OP acknowledges that apartment, dormitory and university uses are permitted as a matter-of-right in the commercial zones; however, the R-3 rowhouse zone district is not a commercial or multi-family zone. Consistent with the Comprehensive Plan policies for conserving neighborhood character, dormitories or apartments are not permitted uses within the R-3 rowhouse zone as a matter-of-right. Any proposed university-provided student housing located within a residential zone would need to be considered as an amendment to a campus plan and evaluated against the special exception standards of 11 DCMR §§ 210.

c. The percent increase in graduate students

The chart below reflects the enrollment figures using head count numbers (in bold red) to compare the percent increase between 1990-2000 and 2000-2010 as a more accurate reflection of the actual number students. The headcount numbers for 1990-2000 are from Georgetown University's April 26, 2010 slide presentation. The headcount numbers for 2000-2010 are from the proposed Georgetown University Campus Plan.

	1990-2000	2000-2010	2010 – 2020 proposed
Undergraduate Enrollment – Cap	5,417 6,166	6,016 ¹ cap 6,652 ² 7,379	6,652 ³ cap
Undergraduates Beds on Campus	Approx. 4,000	5,053	5,053 + 250
Graduate /SCS Enrollment	2,160 3,560	7381 6,654	9,381 12/31/2011 8,348 12/13/2013
Total Enrollment	7,577 9,726	14,033	16,033 12/31/2011
			15,000 12/13/2013

Enrollment Growth of Total Maximum

Percent change between 1990-2000 and 2000-2010 = $(14033 - 7577) / 7577 = 85.2\%$ **44.3%** increase; an substantial increase over a ten year period and still considered to be significant.

d. Existing Dormitories

The number of beds in the Southwest Quad is 780, and not 750 as noted in the May 5, 2011 OP report.

- 1 Average number of full-time traditional undergraduate students enrolled in the fall & spring semesters. Excludes non-traditional students such as students in non-degree programs, students returning to school for a second undergraduate in nursing, veterans, students over 25, commuters and students studying abroad.
- 2 Number of students based on 2010 counting methodology
- 3 Includes all students enrolled in traditional undergraduate programs, whether full or part-time, including veterans, commuters, students over 25 and students studying abroad; Does not include non-traditional programs, such as non-degree students and students returning for their second degree in nursing.

OP also notes that although the university opened a new dormitory with 289 beds in 1994 called LXR, that dormitory is a renovation of three pre-existing dormitories into one facility and is not a new facility. The location of the three dormitories, Loyola Hall, Xavier Hall and Ryder Hall, are shown as existing residential facilities in 1989 Campus Plan on Map 2, Existing Land Use. These three dorm buildings are individually identified as Loyola Hall, Xavier Hall and Ryder Hall in the proposed 2020 Campus Plan as residential buildings, but with the notation "LXR" beside each name. Because the three buildings were labeled as existing in the 1989 and the 2020 campus plans, OP did not consider them to be new buildings, and thus concluded that no new dorm buildings have been built in the last twenty years.

OP strongly supports the addition of 250 new beds within the main campus and west of 37th Street as proposed by the University, as stated in the OP report dated May 5, 2011. OP understands that the university would have these beds operational and available for use by the fall semester of 2014, and not just proposed.

e. School of Continuing Studies

OP continues to support the relocation of the 1,000 SCS (School of Continuing Studies) graduate students to a satellite location by December 31, 2013.

Conclusion

The oft cited cases of *Citizen Association of Georgetown v. District of Columbia Board of Zoning Adjustment* and the *Glenbrook Road Association v. District of Columbia Board of Zoning Adjustment* address appropriate standards for the Zoning Commission in determining whether a reasonable accommodation has been made between the university and the neighbors which does not interfere with the legitimate interest of the latter. Both cases note that uses of land for educational purposes are highly favored and it has long been recognized that universities serve the public welfare and morals in important ways.

The Office of Planning recommendations are based on this balance. OP recommendations are in response to the direction established by the City Council thorough the adoption of the 2006 Comprehensive Plan. The Comprehensive Plan Future Land Use Map identifies all residential areas surrounding Georgetown University as Neighborhood Conservation Areas which anticipates that institutional uses will be developed at a moderate scale but also establishes an explicit "guiding philosophy" of "*conserving and enhancing neighborhoods within this category.*"

Other relevant sections within the Council adopted Comprehensive Plan include:

Policy LU-2.3.5: Institutional Uses

"Recognize the importance of institutional uses, such as private schools, child care facilities, and similar uses, to the economy, character, history, and future of the District of Columbia. Ensure that when such uses are permitted in residential neighborhoods, they are designed and operated in a manner that is sensitive to neighborhood issues and that maintains quality of life. Encourage institutions and neighborhoods to work proactively to address issues such as traffic and parking, hours of operation, outside use of facilities, and facility expansion."

Policy LU-3.2.3: Non-Profits, Private Schools, and Service Organizations

"Ensure that large non-profits, service organizations, private schools, seminaries, colleges and universities, and other institutional uses that occupy large sites within residential areas are planned, designed, and managed in a way that minimizes objectionable impacts on adjacent communities. The zoning regulations should ensure that the expansion of these uses is not permitted if the quality of life in adjacent residential areas is significantly adversely affected."

Policy EDU-3.3.2: Balancing University Growth and Neighborhood Needs

"Encourage the growth and development of local colleges and universities in a manner that recognizes the role these institutions play in contributing to the District's character, culture, economy and is also consistent with and supports community improvement and neighborhood conservation objectives. Discourage university actions that would adversely affect the character or quality of life in surrounding residential areas."

Policy EDU-3.3.4: Student Housing

“Encourage the provision of on-campus student housing in order to reduce college and university impacts on the housing stock in adjacent neighborhoods. Consider measures to address the demand for student housing generated by non-District institutions with local branches.”

Policy EDU-3.3.5: Transportation Impacts of Colleges and Universities

“Support ongoing efforts by colleges and universities to mitigate their traffic and parking impacts by promoting ridesharing, carpooling, shuttle service, bicycling, and other transportation demand management measures. The provision of adequate on-site parking for institutional uses also should be encouraged.”

Policy NNW-1.1.8: Student Housing

“Support and promote efforts by the area’s universities to develop on campus dormitories in order to reduce pressure on housing in nearby neighborhoods.”

The Office of Planning’s recommendations do not propose a no-growth stance but rather recommend an increase in undergraduate enrollment in a way that will allow the university to have control over student behavior and clarify the hospital uses and potential expansion such that the campus use “will be in harmony with the general purpose and intent of the Zoning Regulations” and “not likely to become objectionable to neighboring property because of noise, traffic, number of students, or other objectionable conditions” (11 DCMR §§ 210.2).

JS/sjm^{AICP}