GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING

Office of the Director

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MEMORANDUM

TO: D.C. Board of Zoning Adjustment

FROM: Andrew Altman

DATE: April 21, 2000

SUBJECT: George Washington University Campus Plan, 2000-2010
BZA Application No. 16553

I. INTRODUCTION

Application

Application of The George Washington University, pursuant to 11 DCMR 3104.2 for a special exception for the review and approval of the University Foggy Bottom Campus Plan-years (2000-2010) under Sections 210 and 507; the boundaries are as follows: Pennsylvania Avenue on the north, 19th, H, 20th and G Streets on the east, F Street on the south and 23rd, G and 24th Streets on the west, and also includes a portion of Square 122 extending south of F Street along 19th street, N.W. Within the campus plan boundaries, the property owned by the University is devoted to a variety of University uses, including but not limited to classroom, dormitory, library, research, office, support, assembly, athletic and hospital purposes. These uses would be continued under the Campus Plan in a variety of existing and new buildings in the R-5-D, R-5-E; C-3-C and SP-2 Districts: Square 39, Lot 803, Square 40, Lot 36, Square 41, Square 40, Lot 36, Square 41, Lot 40, Square 42, Lots 54 and 55, Square 54, Lot 30, Square 55, Lots 28, 854 and 855, Square 56, Lots 30 and 31, Square 57, Lots 55 and 56,Square 75, Lots 23,33, 34,41, 42, 46,47, 858, 961, 863 and 864, Square 77, Lots 5, 59, 60, 845, 846 and 864, Square 79, Lots 63, 64, 65, 808, 853, 854, 861 and 862, Square 80, Lots 2, 26, 27, 28, 29, 42, 45, 46, 4750, 51, 52, 54, 55, 800, 811, 820, 821, 8122, 823, 1824, 825, and 828, Square 101, Lots 58, 60, 62 and 879, Square 102, Lot 46, Square 103, Lots 1, 13, 27, 28, 33, 35, 60, 62, and 879, Square 102, Lot 46, Square 103, Lots 1, 13, 27, 28, 33, 35, 40, 812, 813, 814, 8116, 817, 818, 819, and 820, Square 119, l0t 26, Square 121, lot 819, Square 122, Lots 824 and 825; These Squares are within the Campus Plan properties, Square 39, Lot 77, Square 40, Lot 79, Square 41, Lot 80, Square 42, Lot 101, Square 54, Lot 102, Square 55, Lot 103, Square 56, Lot 119, Square 57, Lot 121 (part only) Square 75, Lot 122 (Part only).

BZA
Case No. 16553
Exhibit No. 138

Board of Zoning Adjustment
District of Columbia
CASE NO.16553
EXHIBIT NO.138

Summary Recommendation

Actions taken by the BZA on the George Washington University Campus Plan will set the direction and tenor of development, or lack thereof, in the Foggy Bottom and West End neighborhoods for the next ten years and beyond. Consequently, the Office of Planning believes that adequate time and consideration must be given by all parties involved in this matter to ensure that clear direction is established, that benchmarks are put in place, and that effective measurement and monitoring methods are agreed upon now, at the beginning of the decade, rather than through piecemeal, time consuming and expensive conflict over the next ten years. Therefore, OP respectfully requests that the BZA keep the record open in this matter between the April 26 BZA hearing and the May 24 BZA hearing to allow the parties to negotiate terms of a new agreement. At the May 24 hearing, OP will present to the BZA its recommendations.

The Office of Planning (OP) finds many positive points in the proposed updated campus plan. However, there remain unresolved two separate but related issues related to neighborhood impacts: 1) the physical expansion of the University beyond the campus boundary in order to meet its university-owned housing needs, and 2) the impact of students not in university-owned housing on nearby communities who put added pressure on the local housing market. Recent consultations between the University, the community and the Office of Planning have been productive and discussions need to continue even as the hearing process begins. OP seeks to ensure that a policy of no or very limited impacts on the fragile Foggy Bottom and West End neighborhoods is reflected in the Campus Plan.

In review of the GW campus plan, the Office of Planning has identified five issues of concern:

- Projected enrollment increases will inevitably put pressure on the neighborhoods surrounding George Washington University. The Campus Plan purports to provide "guaranteed" housing for 60 percent of undergraduates, however, this is below the current number of students housed by the university and does not adequately account for mitigating the full impact of this pressure. Without a major commitment for additional on-campus housing, continued increases in enrollment will further compound impacts on the Foggy Bottom/West End community.

- Presently, there is insufficient housing within the boundary of the campus, and new housing will be needed. If GW continues to purchase land outside the campus plan area, and the number of students living in the Foggy Bottom community continues to increase, the residential community will reach a "tipping point" where the Foggy Bottom community simply transforms into a "University

area". Reaching this tipping point in this area of the District is particularly easy since Foggy Bottom is small and geographically constrained -- essentially five squares south of the campus and a constrained area west of 24th Street to the freeway, plus the Columbia Plaza and Watergate complexes.

- Data on the undergraduate population is critical in determining present and future impacts on the surrounding residential community. Recognizing this, the Office of Planning developed a range of 2010 projections, using varying assumptions and models (such as a time series analysis), to determine whether GW's strategies would adequately mitigate neighborhood impacts. To develop appropriate and sustainable solutions, OP believes that such numbers, and the underlying assumptions, require additional analysis and discussion between the Office of Planning and GW.

- While the University provides significant economic benefits, the District government is also concerned about the trend of removing of land from the tax rolls for university purposes.

- No agreement currently exists, or is contained in the proposed Plan, which would provide binding and verifiable assurances that expansion into the Foggy Bottom/West End community would not occur in the future.

The Office of Planning has a responsibility to examine the Campus Plan within the context of the neighborhoods within which the university is located. Both the zoning regulations and the Comprehensive Plan provide authority for this and guidance on how to proceed in order to reach a balanced resolution to the issues noted above.

Section 210.2 of the Zoning Regulations, states that " ... a college or university shall be located so that it is not likely to become objectionable to neighboring property because of noise, traffic, number of students and other objectionable conditions." At this time, OP is concerned that the proposed plan could result in such objectionable conditions, and is seeking more time to work with the university in order to determine whether the plan would in fact have such results.

Section 210.7, which calls for consideration of the policies of the Comprehensive Plan is also integral to this case. In reviewing the Comprehensive Plan, specifically the Ward 2 Plan, the tension between the university and the neighborhood communities have been previously recognized by the City:

1358.1 The George Washington University constitutes a major institutional presence in a zone between the Central Employment Area and residential Foggy Bottom. The expansion of the University has resulted in the diminishment of housing and the construction of buildings for the University purposes. This and other commercial usage is of grave concern to the Foggy Bottom residential community. Intense

> student pressure on Foggy Bottom's housing stock outside the campus, combined with the impact of university-generated traffic has had a negative effect on residential Foggy Bottom. The University must continue to construct student dormitories to alleviate the pressure on the housing stock outside the boundaries of the campus plan. The University must be sensitive to the surrounding residential neighborhood.

Since the adoption of the Comprehensive Plan, the impacts of the university on the Foggy Bottom community have increased through subsequent acquisitions of property by GW in the neighborhood. Although such purchases are legally by right, they have led to significant neighborhood concerns regarding the erosion of the Foggy Bottom/West End communities. This has therefore put into question the usefulness of the campus plan boundary and the relationship of the campus boundary with increases in enrollment.

The Office of Planning urges the BZA to take no action that will run counter to either the spirit or the letter of either the Comprehensive Plan or the zoning regulations. Preliminary recommendation options in this report, such as addressing the relationship between increases in student enrollment and increases in on-campus housing, additional housing on campus, and/or a higher percentage of students housed by GW, will be further explored during the negotiation process. At the successful completion of these negotiations, OP will prepare and submit a supplemental report to the BZA with its final recommendations.

Context for the George Washington University Campus Plan

The George Washington University campus, in terms of the campus plan area covered in this application, occupies all of 16 squares (blocks) and parts of two other squares and extends generally from 19th Street, N.W. on the east to 24th Street on the west and from F Street on the south to Pennsylvania Avenue on the north. Figure C in the proposed campus plan indicates the existing campus boundary, the square numbers and the property ownership pattern within the campus boundary. **The defined campus boundaries understate the university's key role and impact in the area,** since the University also owns property in seven other squares adjacent to and near the existing campus boundary. The University is a key player in the current activity and future development of the area of Central Washington west of the White House to Rock Creek Parkway and from the western portion of the Monumental Core (West Potomac Park) north to Dupont Circle. Figure A in the George Washington University Campus Plan illustrates the key location of George Washington University in the center of this area of the city.

This central location is a significant asset for George Washington University, both in terms of easy accessibility by students, faculty and staff to the intellectual and other resources of the city and in terms of convenient access to the University by all transportation modes. The University recognizes this location advantage and emphasizes

its role as a "city classroom, a place of learning that is informed and educated by its city, at the same time that it enriches and serves the city" (page i of the Executive Summary).

This larger area is a dynamic and important part of Central Washington. In addition to the **development of George Washington University**, key trends and developments in this area include:

- Development of an **international financial center** (World Bank and International Monetary Fund) generally between the White House Precinct and George Washington University.

- Continued infill development of the **Connecticut Avenue/K Street area** (Golden Triangle), generally north of Pennsylvania Avenue and east of New Hampshire Avenue, as a major office area with related retail, hotel and residential uses.

- Completion of the **West End** as a neighborhood of office/residential/hotel/retail uses.

- Preservation and enhancement of the **Foggy Bottom** community, including both historic Foggy Bottom of low row houses, individual high-rise apartment buildings and mixed-use complexes (Watergate and Columbia Plaza) west and south of the George Washington University campus. **The Foggy Bottom and West End neighborhoods are part of the large ring of residential and mixed-use neighborhoods that almost surround the Central Employment Area. Foggy Bottom and the West End are the neighborhoods impacted by proximity to George Washington University.**

- Opportunities for **strengthened pedestrian connections to Georgetown**.

- Opportunities for **enhancing the waterfront connection** from the Georgetown Waterfront Park through the Monumental Core, with a potential connection from the waterfront to the Kennedy Center.

- Potential for a **plaza bridging the freeway east of the Kennedy Center** in order to better connect the Kennedy Center with the adjacent community and the central area of the city.

- Continued use and improvement of the **public and semi-public buildings** between E Street and Constitution Avenue between 17th and 23rd streets, N.W.

- **New memorials** (World War II Memorial, Martin Luther King, Jr. Memorial and others) that will attract additional visitors to West Potomac Park south of Constitution Avenue.

This case, BZA Application No. 16553, deals with the Foggy Bottom campus plan area of George Washington University as now defined. The Board of Zoning Adjustment needs to be mindful of the key location of George Washington University and its relationships and impacts on adjacent areas. **The relationship to and impact of George Washington University on the adjacent Foggy Bottom and West End communities is a key issue in this case.**

The George Washington University Campus Plan under consideration is for a ten-year period, 2000-2010. Overall planning for the broader area must be considered in a longer time frame. **However, the next ten years will be critical for both the University and for the adjacent Foggy Bottom and West End communities.** It is essential that the external impacts of the University be considered in addition to the development of the defined campus that is outlined in the campus plan application. Not considering the impact of the campus plan on neighboring areas would place the adjacent neighborhoods at even greater risk then today.

The Planning and Community Consultation Process

The University's current Campus Plan for the Year 1985 Through Year 2000 (the "1985 Campus Plan") was approved by the Board of Zoning Adjustment in 1988 (Order No. 14455). On August 2, 1998, the Advisory Neighborhood Commission (ANC) 2A petitioned the BZA to establish a schedule for hearing the new campus plan application. At its November 4, 1998 meeting, the BZA requested that the University submit the new campus plan application no later than January 4, 2000. This date was to allow the Board ample time to consider the new campus plan before the current plan expires (December 31, 2000).

George Washington University began work on an updated campus plan, a process involving staff and legal, planning, design and traffic consultants. The University also began a process that the campus plan describes as "consistent, continuous opportunities for input from the community." This process is summarized on pages 16-17 of the Campus Plan and at Tab 12 in the University's April 12 submission. Unfortunately, this process was not fully useful for either the University or the community, due in part to the long-standing distrust and strained communication between some members of the community and the University.

In mid-March 2000, the Office of Planning suggested a "facilitation process" be undertaken between the community and George Washington to try to come to some agreement on the campus plan. A somewhat similar process was used successfully last year in resolving differences between the University and adjacent neighborhoods regarding the proposed campus plan of the Mount Vernon Campus of George Washington University.

Representatives from the Foggy Bottom/West End community and George Washington University, and staff from the Office of Planning, met six times (March 27 and 29, April 2, 5, 7 and 10) in intensive working sessions in an effort to reach agreement on major issues. This process was facilitated by RESOLVE, a firm that specializes in facilitation and mediation work.

The facilitation process was useful in establishing improved communication between representatives of community groups and George Washington University and identifying core issues. Hopefully, the constructive exchange of views in that process will help lead to an improved working relationship between the community and the University in the future. However, though progress was made, agreement was not reached on the major issues outlined below. The Office of Planning, the community and the University will continue to seek agreement on the remaining issues.

The Major Issues

The BZA review and decision on the George Washington University Campus Plan must address all aspects of the plan. However, it is important to highlight major issues, some of which are outside of the campus as now defined. Major issues are outlined below.

The Future Character and Quality of the Foggy Bottom and West End Communities: The key issue for the community, and to a large extent for the City, is the future existence of Foggy Bottom and parts of the West End as true communities. The community's concern is that direct and indirect impacts of George Washington University will so alter the character and quality of Foggy Bottom and parts of the West End that they will cease to exist as viable urban neighborhoods. The community's fear is that, at some point in the future, Foggy Bottom and parts of the West End would essentially become appendages of the University. Some buildings and some non-university population would remain but the *community* would exist in name only.

The City strongly believes there is value in preserving and enhancing the ring of residential and mixed-use neighborhoods that almost completely surround the Central Employment Area (Foggy Bottom, West End, Dupont Circle, Logan Circle, Mount Vernon Square, Shaw, North Capitol Street, H Street N.E., Capitol Hill, Buzzard Point/Navy Yard/ Near Southeast and Southwest). Retaining and strengthening the neighborhoods making up this ring of residential activity is important to the vitality and culture of the city. These neighborhoods should offer various housing opportunities. The proximity to the Central Employment Area will provide an increasing market for housing.

George Washington University has been located in the Foggy Bottom area since 1912, expanding in physical, scholastic and economic terms for almost 90 years. As the enrollment and physical plant of the University has grown, the direct and indirect impacts on the adjacent community have grown. Of course, not all impacts have been due to the

II. THE UNIVERSITY AND THE DISTRICT OF COLUMBIA

University History, Mission and Outreach to the City

The campus plan report includes a brief summary of the University's history, the University's mission and its educational programs (pages 1-7). The George Washington University was originally founded in 1821 as Columbian College. It became George Washington University in 1904 and moved to the Foggy Bottom area in 1912. The report notes that the University's activities extend beyond the main Foggy Bottom campus and include the George Washington University at Mount Vernon College in the Foxhall neighborhood of Northwest Washington, a Virginia campus near Leesburg and graduate education centers at ten other locations. The campus plan report, and this Office of Planning report, deals entirely with the Foggy Bottom campus.

The report summarizes a wide variety of special outreach programs the University conducts relating to Washington, D.C. The list is impressive. A separate publication, Community Commitment, is provided (Appendix B).

University Economic Contribution to the City

The campus plan report summarizes the economic contribution of George Washington University to the city and regional economy in terms of purchase of goods and services, salaries to faculty and staff, income tax payments of employees and the spending of students and visitors related to the University. The report notes that the University is exempt from real estate taxes on property directly related to its educational and research mission but pays real estate on all other property. Those taxes totaled $3 million in 1997. The plan report also notes that the new George Washington replacement hospital will pay taxes.

The economic contributions of the University are impressive. Efforts should continue to see how university activities could improve the District's economic base, directly and indirectly. However, in considering the economic impact of the University, the City must be concerned with the loss of additional land from the tax base as a result of potential University expansion outside the campus.

The University and the Foggy Bottom and West End Communities

The campus plan report indicates the numerous ways the University relates to the Foggy Bottom neighborhood, both in terms of the University" physical environment and a variety of special programs. This is also an impressive list. However, as noted previously, many people in the community are concerned about adverse direct and indirect impacts of the University on the community.

III. CAMPUS PLAN OVERVIEW

Campus Plan History

The report notes that concern for planning the Foggy Bottom area in relationship to the University goes back to the 1950s. From other sources, we know that in the 1950s the University sought to use the urban renewal process to develop the campus, though that was not successful. In 1970 the Board of Zoning Adjustment approved a 15-year campus plan. Major development of the University took place during that period. The Orange-Blue Metrorail line was also constructed under I Street during this period, including the Foggy Bottom/GWU station at 23rd and I streets. Major development also continued in adjacent areas, especially to the east and north. The most recent campus plan was for 1985-2000 and was approved by the Board of Zoning Adjustment in 1988.

Existing and Proposed Campus Boundary

The University proposes to retain the campus boundary used in the 1985-2000 Plan for the 2000-2010 plan. The boundaries encompass approximately 43 acres. The report indicates that the University now owns approximately 85 percent of the land within the campus boundaries (Figure C). The District of Columbia owns the Grant School on Square 80 and the firehouse on Square 79. The International Monetary Fund owns all of Square 119 (1900 Pennsylvania Avenue). St. Mary's Church and St. Mary's Court (housing) are on Square 42. Other non-University properties within the campus boundary are scattered, small and limited.

As noted previously, the existing campus boundary understates the "real campus" because the University owns property and plans "matter of right" development on Squares 43 and on Squares 58, 81 and 122 south of F Street.

Development Under the Existing Campus Plan

Development during the present campus plan period has been impressive. Major *buildings completed include:*

- Ambulatory Care Center (Square 75)
- New Hall, new residence hall (Square 42)

Projects currently in development or under construction include:

- Health and Wellness Center (Square 42)
- Marvin Center Addition and Renovation (Square 77)
- School of Media and Public Affairs Building (Square 101)
- 2003 G Street Law School Addition (Square 102)
- University Parking Garage Addition (Square 55)

University. Foggy Bottom and the West End have been impacted by freeway construction, the Kennedy Center, gentrification, major new mixed-use complexes and major nearby commercial development. The University professes to be concerned with the community but is unwilling to limit expansion in "matter-of-right" areas outside the formal campus boundary or to voluntarily limit its right to buy property outside the campus boundary.

The City wants to preserve and enhance the Foggy Bottom/West End community but it also recognizes the importance of having a great university in the center of the city. **The key question in this campus plan review is how to allow and assist George Washington University to continue developing as a great university while retaining Foggy Bottom and the West End as real, vibrant and living neighborhoods.** Such neighborhoods would continue to enjoy the benefits of being adjacent to George Washington University without being overshadowed or consumed by it. Difficult choices will have to be made. It is conceivable that some limitations will have to be placed on some aspects of George Washington University's growth in order to protect the adjacent neighborhoods. This has implications for how the campus is defined, the development within the campus and what is allowed to happen outside the campus

These issues are not clearly framed in the campus plan application, which deals primarily with the existing area of the campus. However, as noted previously, the Board of Zoning Adjustment must be aware of the larger issues in reviewing and deciding this case. It may be that the Board of Zoning Adjustment can only address some aspects of the issue and that some changes to the zoning regulations may be necessary to deal with other issues involved.

The future character of Foggy Bottom and parts of the West End will be significantly shaped by two factors: 1) the physical expansion of the University beyond the campus boundaries, and 2) the impact of students on the adjacent communities, primarily in terms of where students live.

Physical Expansion of the University Beyond the Campus Boundary: The existing zoning regulations outline a process for developing and updating an overall campus plan and for Board of Zoning Adjustment review of individual projects in accordance with the campus plan. However, the zoning regulations also allow "matter-of-right" development of dormitories in some zoning districts outside the campus boundary. In addition, zoning regulates use but does not control the right of a university to buy property.

The University owns approximately 85 percent of the land within the Foggy Bottom Campus. Since 1985, the University has undertaken a number of developments and improvements within the campus, and other approved developments are now underway. In the same period, George Washington University has expanded both ownership and use of properties outside the formal campus boundary. The University therefore occupies most of the property within the current campus boundary, as previously defined by the

Board of Zoning Adjustment, and a number of properties outside the campus boundary, especially south of the campus boundary, from F to E streets, N.W., between 19th and 24th streets. In effect, a **defacto campus extension** is emerging in this area (Squares 43, 58, 81, and 122. This expanded area of university use is allowed under the existing zoning regulations.

The Office of Planning has done some research into the background of the campus plan approach and how it was intended to work. The wording of the Zoning Regulations (Sec. 210) makes it clear that "a college or university shall be located so that it is not likely to become objectionable to neighboring property because of noise, traffic, number of students or other objectionable conditions." OP assumes that allowing college dormitories in certain zones as a matter of right was based on the assumption that such uses would not be concentrated and would not constitute, in effect, an extension of a campus into a residential area.

The community is concerned that continued expansion of University land ownership and use will have the effect of pushing out residents of the community and so change the nature of the community that the University would become the dominant character of the area, as it is now within the campus boundary. It is clear that at some future time the University presence could become so strong that a separate sense of community, apart from the University, would be irretrievably lost. It is possible that, if the issue is not addressed now, this time might come within the ten-year time frame of the proposed campus plan. The Office of Planning believes it is necessary to address this larger issue at this time in order to try to reach some enforceable long-term agreement that serves both community and University needs, as well as City objectives.

At the present time, there is not an agreement on how to limit University expansion. The University has suggested a somewhat flexible approach with an overall student headcount of 20,000 and corresponding FTE cap of 16,553. This is the same overall cap as approved in the 1985 Campus Plan. Indirect limitations on university expansion would be done by requiring 60 percent of the undergraduate students to be housed in University housing (not necessarily in the defined campus boundaries) with a goal of increasing this level to 80 percent. However, the University does not want to limit current "matter-of-right" development outside the campus or to limit its right to acquire property outside the campus.

Student Impact in the Community: The second type of impact is from the students not housed in University housing who live in the surrounding community, primarily in apartment buildings and some in rented houses. If this number becomes too large, the character of the community begins to change, and the area can become perceived as a largely transient community of students rather than a community with a significant number of more permanent residents. Of course, some students who live off campus will live in other areas of the city or in the suburbs. Students may have different work, sleeping and study patterns than most residents and may cause noise or other problems

that negatively impact residents of the community. Students can also add to the quality of the community. They bring a youthful vitality, at least in the case of most students, and support restaurants and retail establishments that also serve residents.

The more students the University houses on campus, or in nearby University housing, the less impact there should be from students living off-campus in the community. Unfortunately, there is not good information on the number of George Washington University students living off campus in the Foggy Bottom and West End neighborhoods. The University and the community have different views of the number of students living off campus and their impacts. The University also notes that that there may be some students from other universities who live in the Foggy Bottom and West End neighborhoods. A program to obtain reliable information on where students not in University housing actually do live (Foggy Bottom and West End, elsewhere in the District, Maryland and Virginia suburbs) would provide a base for better evaluating student impacts in the future.

There are some negative impacts from a limited number of students on the community in terms of noise and other objectionable behavior. Proposals to address such problems have been discussed. Georgetown University has addressed similar issues through innovative programs.

Development of the Existing Hospital Site: The proposed campus plan shows four development sites and six alternative development sites within the present campus boundary (see Figure M in the campus plan report). The largest and probably most important of these is the existing hospital site on Square 54. The University indicates that it does not yet know what the use of this site should be. Since construction of the new hospital on Square 40 is just beginning, the existing hospital will be in use for the next two years. The University indicates the site as an "alternative development site" for all four use categories in the campus plan. These are (Academic/Administrative, Commercial/Investment, Residential/Campus Life/Athletic and Medical/Health. **This uncertainty about future use makes it difficult to fully evaluate the role of this key site in the campus plan.** Part of the site might be used for residential development, which would be another step in addressing the need for on-campus housing. The Board of Zoning Adjustment needs to give special attention to this site and the process by which it will be reviewed at a future date.

Improved Community/University Communication: In view of the history of community/university disagreement, the Board of Zoning Adjustment should seek ways to improve the process of communication and cooperation. As previously noted, the facilitation process may have established a new framework for community/university coordination. A formalized process, outlined by the BZA, has been useful in improving communication between Georgetown University and adjacent neighborhoods.

- New George Washington University Hospital (Square 40)

The report indicates that the new hospital is being developed by the owner, District Hospital Partners, L.P., on University property. It will pay property taxes. The Board of Zoning Adjustment has approved all these projects.

The report also notes that the University began a classroom renovation program in 1992. In 1997, the University began the Millennium Project, a campus-wide fiber optic cable installation program. Finally, as discussed further below, the University has carried out an impressive program of streetscape and open space improvements and has taken various steps to mark the campus and establish a sense of place.

IV. SHAPING THE FUTURE OF GEORGE WASHINGTON UNIVERSITY

The future development of George Washington University will be shaped primarily by needs and goals of the University. In approving a campus plan, the Board of Zoning Adjustment should also consider the needs of the adjacent communities and the overall city policies for the area as outlined in the District Elements of the Comprehensive Plan.

City Goals (Comprehensive Plan)

The Comprehensive Plan, especially the Ward 2 Plan, contains a number of references directly or indirectly to George Washington University and the Foggy Bottom and West End neighborhoods. Sec. 102 in Chapter 1 includes general references to improving neighborhoods, and also mentions the role of institutions in neighborhoods. Chapter 2, Economic Development, includes a number of sections relating to economic development actions, including interaction between universities and the business community (Sec. 203.2(d).

Sec. 1303.7 of the Ward 2 Plan is descriptive, noting that institutional growth and other factors have lessened the amount of housing available in the Foggy Bottom and West End neighborhoods. Sec. 1305.1(j) calls for adjustments to the zoning regulations and to campus plans to address the problems of loss of housing from different factors, including university dormitories. Sec. 1309.11 cites parking problems resulting from student parking. Sec. 1342.1(b) calls for the George Washington University campus plan to plan for future dormitories. Sec. 1358 of the Ward 2 Plan on George Washington University is the most specific:

1358.1 The George Washington University constitutes a major institutional presence in a zone between the Central Employment Area and residential Foggy Bottom. The expansion of the University has resulted in the diminishment of housing and the construction of buildings for the University purposes. This and other commercial usage is of grave concern to the Foggy Bottom residential community. Intense student pressure on Foggy Bottom's housing stock outside the campus, combined

with the impact of university generated traffic has had a negative effect on residential Foggy Bottom. The University must continue to construct student dormitories to alleviate the pressure on the housing stock outside the boundaries of the campus plan. The University must be sensitive to the surrounding residential neighborhood.

Campus Plan Goals and Strategies

Goals and strategies are outlined on pages 15-16 of the proposed campus plan. All of these are important but two strategies are especially pertinent:

- Establish a flexible campus framework for development, relating physical priorities to University goals, academic mission, values, financial policies and regulatory requirements.

- Develop a recognizable campus setting and distinct identity while promoting the mutually beneficial relationship between the University, its immediate neighbors, and the communities it serves.

Planning Principles

Planning principles are outlined on page 21 of the campus plan. In summary, these are:

- Provide a unified campus image
- Concentrate and focus the central campus core
- Consolidate academic departments in recognizable districts
- Create a unified open space system of streetscapes and open spaces
- Increase pedestrian safety by internal block circulation and mid-block crossings
- Balance the need to develop bigger new buildings with consideration of buildings of architectural or historic significance
- Meet academic, residential and recreational facilities demands

Changing Educational Needs

The report notes that the academic programs of the University must evolve to stay abreast of new knowledge and technological advances and to meet the expectations of the student population. The report notes some of the facilities and resources necessary. The report also notes that an increasing number of graduate and non-degree programs will be offered at locations other than the Foggy Bottom campus.

Students, Faculty and Staff

Information on the present and future numbers of students, faculty and staff is described on page 20 and tabulated in Appendix C of the Campus Plan report. The current campus

plan order (Order No. 14455) states that student enrollment over the life of the plan shall not exceed 20,000 students, faculty shall not exceed 1,550 and staff shall not exceed 10,023.

Students: The plan report indicates that the total student headcount is now 16,657 (13,786 FTE) and that by the year 2010 the students on the Foggy Bottom may rise to 20,000, the same level indicated in the 1985 approved 1985 campus plan. The University proposes a student FTE of 16,553 for 2010 as a cap and indicates that this FTE will effectively limit full time enrollment over the life of the plan. The University does not break the student number down by undergraduates and graduates.

The report notes that the University has less (total) students on campus now (Fall 1999 data) than in 1985 (16,657 now versus 17,948 in 1985, according to separate data from the University). However, the number of full-time undergraduate students and full-time graduate students has increased between 1985 and 1999. The community is especially concerned with the number of full time undergraduate students because of impacts. However, the University wants to retain flexibility on the relative number of undergraduates and graduates to be allowed, in order to adjust to cycles of educational demand.

OP recognizes that data on the undergraduate population is critical in determining present and future impacts on the surrounding residential community. Recognizing this, the Office of Planning developed a range of 2010 projections, using varying assumptions and models (such as a time series analysis), to determine whether GW's strategies would adequately mitigate neighborhood impacts. To develop appropriate and sustainable solutions, OP believes that such numbers, and the underlying assumptions, require additional analysis and discussion between the Office of Planning and GW.

Faculty: The current faculty headcount is 1, 934 (1,340 FTE) and is projected to rise to 2,236 in 2010 (1550 FTE).

Staff: The total staff at the Foggy Bottom campus is now 7,797 (6,815 FTE) and is projected to increase to 10,293 (9,000 FTE) in 2010.

The faculty and staff impact would most likely be transportation related.

Land Use and Development Patterns

The proposed campus plan groups land uses in four categories (pages 23-26):

- Academic/Administrative (A/A)
- Residential/Campus Life/Athletic (R/C/A)
- Medical/Health (M/H)
- Commercial/Investment (C/I)

The existing building pattern is shown in Figure G of the campus plan report. The existing land use pattern is shown in Figure D and the proposed land use pattern is shown in Figure E. Development sites (preferred and alternative) for the four land use groups are shown in Figures M, N, O and P in the campus plan report.

These descriptions and maps only show buildings and sites within the existing campus boundary. The existing and proposed "matter of right" buildings and sites outside the campus boundaries are not shown. The descriptions and figures therefore understate the University's role and impact on the Foggy Bottom and West End neighborhoods.

Academic/Administrative: The campus plan indicates that the University plans to add 582,000 square feet of gross floor area in the Academic/Administrative category. Figure M indicates three preferred sites for new Academic/Administrative buildings. Six alternative sites are also indicated, including the existing hospital site on Square 54. As previously indicated, the existing hospital site is shown in all four categories. The plan says that new academic and administrative facilities are to be located predominately within the central campus core (pages 24-25 of the plan).

Where appropriate, some academic uses may be relocated to convenient locations outside the Campus Plan boundaries. The University proposes to relocate the Elliot School of International Affairs to the PUD development on the former Association of General Contractors (AGC) site on E Street in Square 122. Administrative offices are proposed to be relocated to the former National Association of Life Underwriters building on F Street, also in Square 122, which the University recently acquired (outside the campus boundary). Continued development of needed academic facilities will be important to the University's development.

Residential/Campus Life/Athletic: The residential category constitutes the key issue in this case because it involves the issue of potential university expansion outside the campus boundary, the issue of how many students are housed in University housing on and off campus, the impact on the community of students not living in University housing and, indirectly, the number of students that the University can and should enroll at the Foggy Bottom campus.

The relationship between enrollment and University housing is a difficult question, and is a question that the Office of Planning is still discussing with the University and the community in an effort to reach an agreement. The key variable is the relationship between undergraduate enrollment and the housing the University provides.

At the present time, the Foggy Bottom campus has 6,850 undergraduates (Fall 1999). A summary of existing and future University housing (beds) is indicated in the attached table (prepared by the Office of Planning from University information) At the present time, the University has 4,466 beds, of which 3,519 are located within the campus

boundaries and 947 are located off campus in four matter-of-right facilities: 2100 F Street (The Dakota), 2201 Virginia Avenue (Riverside Towers), 1129 New Hampshire Avenue (Ashton) and 2601 Virginia Avenue (Hall on Virginia Avenue or HOVA).

In the future, the University plans to gain additional housing on campus as two apartment buildings which the University has purchased, the West End Apartments and 2109 F Street, undergo a transition from previous residents to students. This process is estimated to result in 302 additional beds by 2010. In addition, the University proposes to build two new residence halls on-campus on Squares 80 and 103. These two facilities are estimated to produce approximately 426 beds. In summary, the University estimates that a total of approximately 4,247 beds could be achieved on-campus by 2010.

The University also proposes to build additional off-campus housing on "matter-of-right" sites, specifically 200 beds in the planned unit development on the AGC site (Square 122) and at least 350 beds in a new residence hall on Square 43, a total of about 550 beds. These numbers are preliminary estimates and may vary somewhat as buildings are designed.

The combination of existing on-campus and off-campus housing, new housing on campus (Squares 80 and 103), transition housing and new off-campus housing (Squares 122 and 43) could total approximately 5,744 beds by 2010.

In addition, the University also owns properties in Squares 58 and 81 that are potential residence facilities. The University has not yet provided information on the potential beds in residential halls that might be accommodated on these sites. Additional beds might also be accommodated on Square 43. These actions could potentially add several hundred more beds, not indicated in the table.

Collectively, GW asserts that these additions to housing – both on and off-campus – will satisfy concerns for students impacting neighboring residential areas. Moreover, if a campus policy was in place, whereby all freshman and sophomores are required to live in University owned housing (on campus, University owned housing off campus, and in proposed areas adjacent to the campus boundary), GW asserts it would be able to house all freshmen and sophomores plus the current percentage of juniors and seniors living in university-owned housing.

While OP applauds GW for attempting to address community concerns regarding housing impacts from freshman and sophomores, it comes at a price of a continued transformation of residential parcels outside the campus boundary. Such a strategy would also not address the additional students living in the Foggy Bottom/West End area that would not be housed by GW. There is no agreement yet on how best to resolve this issue. OP recommends that a solution to housing could be reached through an active negotiation process between OP, GW and key representatives of the residential community.

Medical/Health: The campus plan report indicates additional space will be required for Medical School and related research facilities (in addition to the approved hospital now under construction on Square 40. Figure N indicates a preferred site for new Medical facilities on Square 39 and alternative sites on Squares 54 (the existing hospital site) and Square 55.

Commercial/Investment: Commercial/Investment sites are those sites in the C-3-C District along the south side of Pennsylvania Avenue where the University has developed office buildings as investment properties. One such building (1900 Pennsylvania Avenue) on Square 119 has been sold to the International Monetary Fund and is no longer part of the University. Figure P in the campus plan report indicates a preferred investment site on Pennsylvania Avenue on Square 75. This is a group of several small existing buildings that may be replaced by new development. It will be important to include retail space on the first floor in any new building on this site in order to help maintain street life on Pennsylvania Avenue.

Square 54, the existing hospital site, is also indicated as an alternative site for commercial/investment development. The square is now zoned R-5-D so rezoning would be necessary if part of the site were to be used for commercial/investment purposes. This is a very important site because of its location on Pennsylvania Avenue and Washington Circle. On the south, the site has excellent access to the Foggy Bottom/GWU Metrorail station on I Street. As previously indicated, George Washington University is not ready to indicate the future use of this site in the campus plan. Reuse of this site is important to the University. It offers an opportunity for some additional on-campus housing. A new building on this site should have high design quality, with opportunities for appropriate retail development along key street frontages.

The University also owns the George Washington University Inn in Square 29 west of the campus boundary.

Urban Design

Urban design for the campus includes the design of new and renovated buildings, streetscape and open space improvements, historic preservation and the design of orientation signs and art works. A coordinated urban design program will lead to a better functioning campus and create a sense of place. George Washington University has a special interest in creating a campus that is attractive and memorable. Residents of adjacent neighborhoods, and workers in nearby commercial areas, also have an interest in an attractive area that they often walk through. The City also has an interest in the creation of a special area in this part of Central Washington.

Built Environment: The campus plan includes a commitment to build new facilities that will be distinctive and inviting. Review of the potential development sites indicates a

number of sites that have a prominent location on campus and where a high level of design is needed. The existing hospital site is especially prominent. Review of the development sites indicates a number of sites where older buildings will be removed. Though not historic, their replacement will change the character of the campus. It is important that the new buildings contribute to a sense of place.

A number of historic buildings and groups of buildings have been preserved or incorporated in new development (Appendix L in the campus plan report). The campus plan indicates that the University will balance its need for a functional built environment with an environment reflecting the architectural and historical evolution of the Foggy Bottom community. The Office of Planning recommends that design of new buildings receive high priority.

Open Space, Pedestrian Network and Campus Identity: The University has made major progress during the period of the present plan on open space and streetscape improvements. Improvement of the University Yard and the Mid-Campus Quad has created striking focal points on campus. The proposed open space and pedestrian network plan calls for adding some new walkways, adding special street trees along G Street between 20th and 23rd streets and adding nine new mid-block crossings in the same sections of G, H and I streets (see Figures H, I, J, K, L and Q).

In recent years the University has taken additional steps to create campus identity, including GW flags, sculpture, building markers, directional signage and streetscape improvements. The result has been a considerable increase in the sense of identity for the campus. The plan proposes to continue such efforts. The Office of Planning believes that these efforts to improve public and University space, and to create an enhanced identity for the campus, are very important. The concepts in the report are schematic and need to be refined as development proceeds.

The question about the open space and identity system is the same question that is at the heart of the student housing issue, i.e. where is the real GW campus. If some University development is going to take place on Square 43 and other squares south of F Street (Squares 58, 81, 104 and 122), the streetscape and identity programs should reflect that reality. The "front door" of the University has historically been on the north side of the campus, on Pennsylvania Avenue and Washington Circle. Now, the University has the opportunity for more public exposure along portions of Virginia Avenue and on E Street. Perhaps a cooperative streetscape enhancement program could be undertaken with other property owners in Square 43 and the squares south of F Street. That opportunity should be explored.

Transportation

The Office of Planning referred the campus plan to the Department of Public Works for review concerning transportation. A copy of the review comments from the Department of Public Works is attached.

Period of the Campus Plan

George Washington University is requesting approval of the campus plan for a ten-year period, 2000-2010. Two other universities, Georgetown University and American University, are also submitting campus plans this year. The Office of Planning notes that this convergence of three major campus plans in a short time frame is creating major problems of time and staff resources, and also results in a strain on the communities involved.

The Office of Planning recommends that the Board of Zoning Adjustment look ahead about ten years and arrange for the next round of campus plans for these three universities to be submitted and considered in a more spread out time period. The Office of Planning suggests that one approach would be to approve one of the campus plans for nine years, another for ten years and another for eleven years, in order to avoid an overload of campus plans in one year.

V. ZONING REGULATION COMPLIANCE

The applicant, George Washington University, is seeking a special exception under Section 210 of the Zoning Regulations for the update of an approved campus plan, in accordance with the special exceptions procedure of Section 3108

Section V of the Campus Plan (pages 34-40) outlines zoning regulation compliance. The Office of Planning offers the following comments on zoning regulation compliance.

210 Colleges and Universities (R-1 and other R Districts)

210.1 Use as a college or university, which is an academic institution of higher learning...

George Washington University is an academic institution of higher learning, first chartered in 1821.

210.2 Use as a college or university shall be located so that it is not likely to become objectionable to neighboring property because of noise, traffic, number of students, or other objectionable conditions.

The location of the campus of George Washington University has been long established. The key issue in this case is whether increasing student enrollment, especially full-time undergraduate enrollment, and the related expansion of the university in areas outside the campus boundary (in matter-of-right properties) is "objectionable" to adjacent property (Section 210.2). As indicated elsewhere in this report, the Office of Planning does not believe that the issue of increased enrollment and its impact on the adjacent areas is resolved. Further consultation with the University and the community is necessary to outline provisions that satisfactorily address this issue and ensure that future growth of the University is not objectionable.

The Office of Planning believes that issues of noise and traffic can generally be addressed through programs proposed by the University.

210.3 Compliance with maximum bulk requirements

The property within the Campus Plan boundary is zoned R-5-D, R-5-E, SP-2 and C-3-C. The Zoning Regulations limit campus development in residentially zoned areas to an overall FAR of 3.5. The George Washington University contends that if all the proposed development is constructed, the overall existing and new development for the residential zone area of the campus will have an FAR of 3.47, below the 3.5 FAR maximum. OP has not been able to make an independent assessment of whether the university-provided FAR numbers are accurate.

210.4 The applicant shall submit to the Board a plan for developing the campus as a whole....

The applicant has submitted a plan for the campus as it is now defined. The Office of Planning has raised questions about some aspects of the plan, and is concerned that the plan does not address the total impact of University development because some development will take place in "matter-of –right" areas adjacent to and near the campus. However, the applicant has submitted a plan that indicates proposed improvements as indicated in Sec. 210.4.

210.5 The Board may also permit the interim use of land...

No interim use of land is requested as part of the Campus Plan.

210.6 Major new building proposed in plan moved off-campus...

George Washington University is not seeking approval for any new use of a previously approved building site.

210.7 In reviewing and deciding a campus plan application or new building construction pursuant to a campus plan, the Board shall consider, to the extent they are relevant, the policies of the District elements of the Comprehensive Plan.

The campus plan report cites compliance with economic and urban design sections of the Comprehensive Plan, but does not reference section 1358.1 of the Ward 2 Plan that deals specifically with the University. The Office of Planning believes that Section 1358.1 of the Comprehensive Plan is relevant and must be considered.

210.8 The University shall certify and document that the proposed building or amendment is within the floor area ratio limit for the campus as a whole....

The property within the Campus Plan boundary is zoned R-5-D, R-5-E, SP-2 and C-3-C. The Zoning Regulations limit campus development in residentially zoned areas to an overall FAR of 3.5. The George Washington University contends that if all the proposed development is constructed, the overall existing and new development for the residentially zoned area of the campus will have an FAR of 3.47, which is below the 3.5 FAR maximum.

210.9 The Board shall submit the application to the D.C. Office of Planning and D.C. Department of Public Works for review and written reports.

The Campus Plan application has been submitted to the Office of Planning and the Department of Public Works

In summary, as indicated above, the Office of Planning believes that the campus plan application is currently not fully in compliance with the zoning regulations.

VI. OFFICE OF PLANNING RECOMMENDATIONS

Recommendation

In review of the data prepared by GW and our overall evaluation of the Campus Plan, OP has significant concerns related to the 2000-2010 GW-Foggy Bottom Campus Plan within the context of the City's Comprehensive Plan. The Executive Branch has the responsibility for protecting the rights and interests of neighborhoods, which is specifically articulated in the Ward 2 Plan and in Sections 102.2 and Sections 1358 and 1359 of the Comprehensive Plan. Also in the Comprehensive Plan, Section 102.3 is the recognition that institutional uses may contribute to neighborhood character, and that such uses must also be protected and improved. In this particular case, dissenting views exist between GW, the surrounding residential community, and OP on whether the

acquisition and use of properties by GW outside campus boundaries (although it is legally as of right) is contributing to an institutional and residential imbalance.

Recognizing that "promoting and ensuring good quality neighborhoods is of utmost importance to the District," as outlined in Section 102.4 of the Comprehensive Plan, the Office of Planning's position in this case is to significantly minimize, if not eliminate, additional impacts to the surrounding communities. Specifically, there are two separate issues related to such impacts: 1) the physical expansion of the University beyond the campus boundary in order to meet its university-owned housing needs, and 2) the impact of students not in university owned housing on nearby communities who put added pressure on the local housing market.

The Office of Planning is not adequately convinced that the 2000-2010 Campus Plan significantly minimizes or eliminates any new impacts on the surrounding communities, OP respectfully requests that the BZA allow consultation to continue between the University, the community and the Office of Planning until the second scheduled BZA Hearing on May 24. During that time, at the request of Mayor Anthony A. Williams, OP will convene GW and the community and actively work to negotiate an agreement specific to enrollment and housing.

A number of preliminary recommendation options OP has identified that could significantly minimize, if not eliminate, additional impacts to the surrounding community, include:

Enrollment – Housing Equilibrium Mechanism: GW is projecting a total potential student population of 20,000 by 2010, an increase of 3,343 students. To limit impacts, one strategy could be establish a mechanism whereby enrollment increases bear some relationship to increases in on-campus housing.

Percentage of undergraduates housed: Recognizing a key community concern is the number of students living in the Foggy Bottom community, another strategy could be to increase the number of students required to be housed in University-owned housing (both on- and off-campus). If this strategy is to work, parties must agree to the percentage housed and where to house additional students.

Strategies such as outlined above will be used to help facilitate options for both GW and the community to consider during the negotiation process. OP believes it is in the best interest of the community and GW to work toward reaching an agreement on housing and enrollment, and on other issues, prior to the BZA hearing on May 24. Therefore, OP respectfully requests that the BZA keep the record open in this matter between the April 26 BZA hearing and the May 24 BZA hearing to allow the parties to negotiate terms of a new agreement. At the successful completion of these negotiations, OP will prepare and submit a supplemental report to the BZA with its final recommendations.

Attachments

Note: The attached tabulation of George Washington University housing was prepared by the Office of Planning using information from the University. The attached Appendix C and Figures A, B and C are from the campus plan report submitted by George Washington University.

AA/jf

GEORGE WASHINGTON UNIVERSITY HOUSING (BEDS) 2000-2010

Year	2000	2005	2010
Existing On Campus Housing	3,519	3,519	3,519
Existing "Transition" Housing		242	302
Existing Off-Campus Housing	947	947	947
Future On-Campus Housing (Squares 80 and 103)			426
Future Off-Campus Housing			
Square 122(AGC Site)		200	200
Square 43		350	350
Square 58		xxx	xxx
Square 81		xxx	xxx
TOTAL	4,466	4,908	5,744

Source: Office of Planning, using information from George Washington University

Note: Estimates for beds on University owned sites on Squares 58 and 81 are not yet available.

APPENDIX – C

Population Summary for the Foggy Bottom Campus

	CURRENT*		2010 PROJECTIONS	
	Headcount	FTE	Headcount	FTE
STUDENTS	**16,657**	**13,786**	**20,000**	**16,553**
FACULTY	**1,934**	**1,340**	**2,236**	**1,550**
STAFF	**7,798**	**6,815**	**10,293**	**9,000**

*Current population numbers are based on Fall 1999 census data.

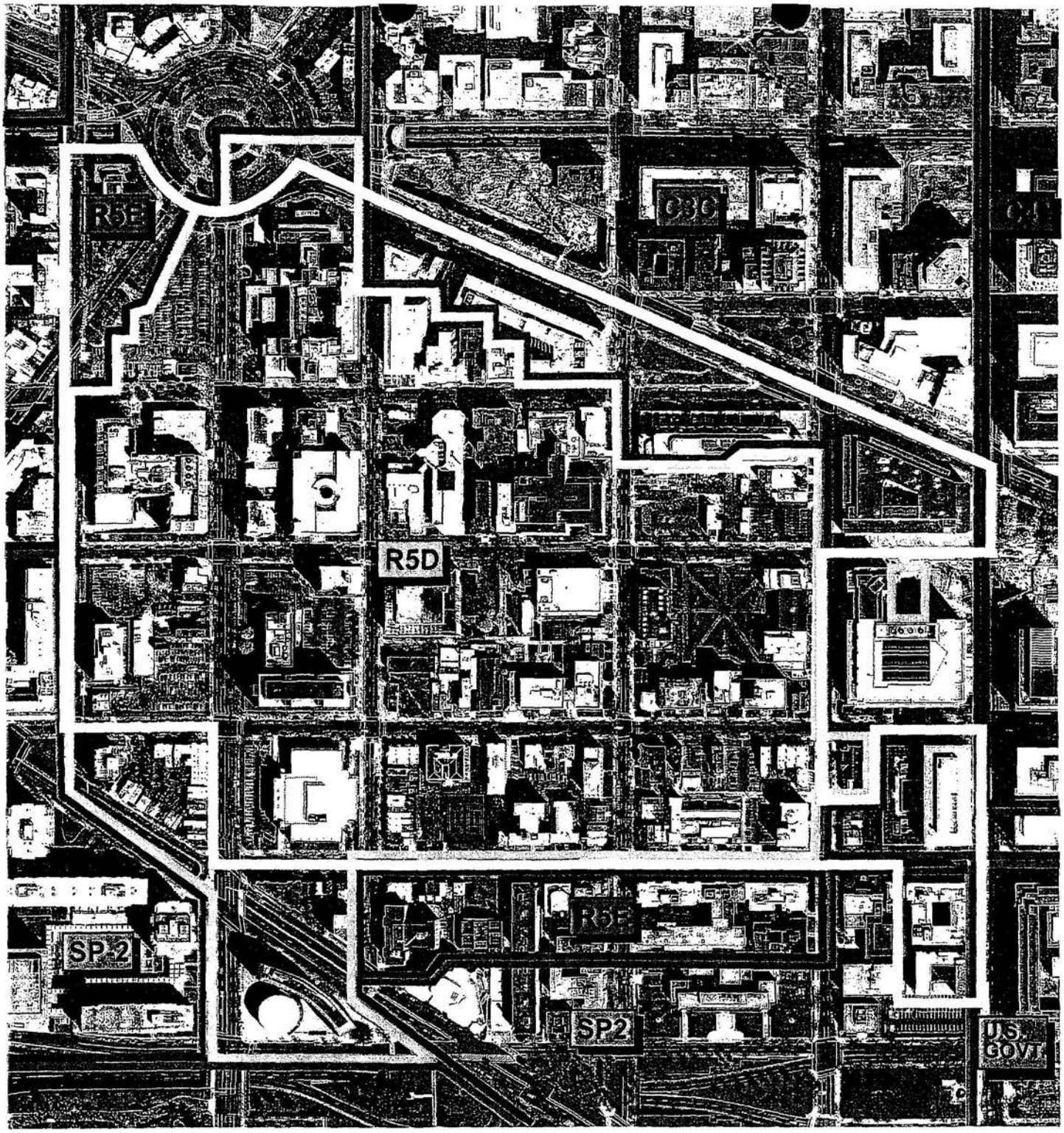


EXISTING & PROPOSED CAMPUS PLAN BOUNDARIES

KCF·SHG

Figure A

Site Location



R5D MEDIUM-DENSITY APARTMENT HOUSES
90 FT HEIGHT LIMIT

R5E HIGH-DENSITY APARTMENT HOUSES
90 FT HEIGHT LIMIT

C3C HIGH BULK MAJOR BUSINESS & EMPLOYMENT
90 FT HEIGHT LIMIT

SP2 MEDIUM HIGH-DENSITY RESIDEN./LIMITED OFFICE
90 FT HEIGHT LIMIT

CENTRAL BUSINESS DISTRICT
90 FT HEIGHT LIMIT

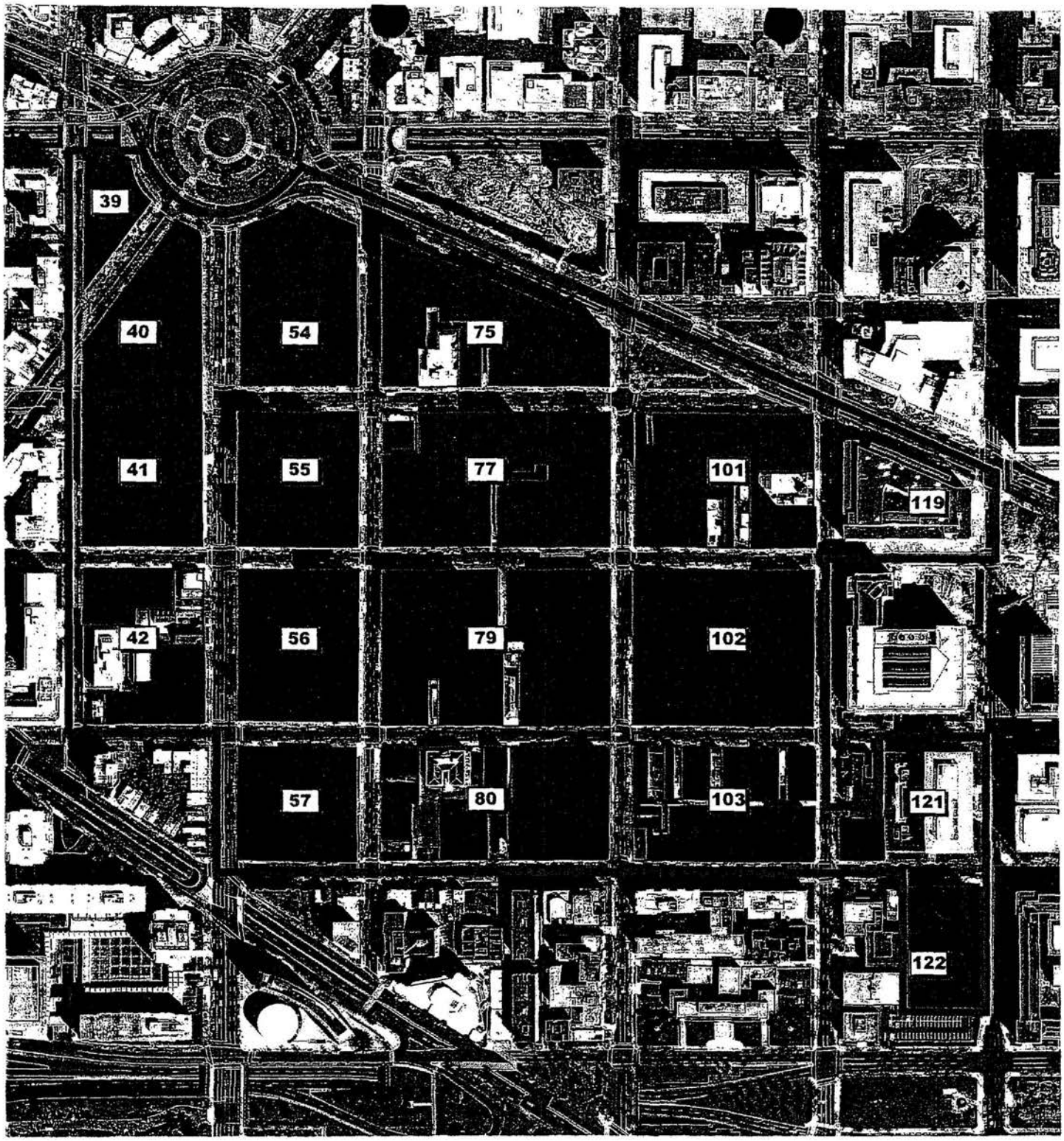
US GOVERNMENT PROPERTY
90 FT HEIGHT LIMIT

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Figure B

Existing Zoning

Amendments through April 1, 1996



PROPERTY OWNED

PROPERTY NOT OWNED

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Figure C

Existing Property Ownership