GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING

Office of the Director

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TO: D.C. Board of Zoning Adjustment

FROM: Andrew Altman

DATE: July 14, 2000

SUBJECT: Supplemental Report on the Georgetown University Campus Plan, 2000-2010 BZA Application No. 16566

INTRODUCTION

Application

Application of the Georgetown University, pursuant to 11 DCMR 3104.2, for a special exception for review and approval of the University Campus Plan for a ten year period, 2000-2010, for the main campus located at 3700 O Street, N.W. and the Medical Center campus located at 3800 Reservoir Road, N.W. (Square 1222, Lots 62, 801-802; Square 1223, Lots 85-86, 807-810, 812, 815, 826, 827, 831, 834, 843, 846-847, 852-853, 855 and 857-858; Square 1226, Lots 91, 94-101, 104-105, 803-804, 806, and 811-815; Square 1248, Lots 122-125, 150-0157, 800-802, 804-806, 829-831 and 834-835; Square 1321, Lots 815-817).

Background

The Office of Planning prepared a report to the Board of Zoning Adjustment on Case No. 16566, Georgetown University Campus Plan, 2000-2010 (report dated June 12, 2000 and filed with the Board on June 13). The report dealt with the campus plan in overall terms, with emphasis on the two major issues that have emerged over the past year and which have still not been resolved: **enrollment and housing** and **traffic impacts.** A copy of the Department of Public Works report on traffic impacts was also attached to the Office of Planning report.

In the June 12 report, the Office of Planning recommended that the campus plan application be approved, allowing Georgetown University the full increase in undergraduate enrollment (389) that had been requested, **with conditions related to housing and enrollment.** This report recommended a "formula" approach to future

BZA Case No. 16566 Exhibit No. 116

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EXHIBIT NO.116

undergraduate enrollment increases that will provide Georgetown University with certainty as to enrollment increases but which will require the University to take additional actions to address impacts if off-campus undergraduate students in the community near the University (Zip Code 20007) exceed a specified percentage. The Office of Planning indicated that it would consult with the University during the hearing process to establish a suitable threshold and that the Office of Planning would prepare a supplemental report and recommendation detailing this approach for consideration by the BZA before it takes final action. **This is that supplemental report.**

MAJOR ISSUES AND RECOMMENDATIONS

Enrollment and Housing

The main issue concerning student enrollment and housing is the potential adverse impact of Georgetown University students living in neighborhoods adjacent to and near the Georgetown University campus. The main consideration is the impact of additional traditional undergraduate students but the role of graduate students should also be considered. Various ranges of impacts can be envisioned, but essentially they fall into three groupings:

- Mid-range Impact (based on continuation of past trends)
- Reduced Impacts (based on future favorable trends)
- Increased Impacts (based on future negative trends)

These categories may be thought of a three different scenarios. Of course, each scenario has many possible permutations. In this report, each scenario is somewhat simplified.

The impacts of these three scenarios are discussed below, followed by the recommendation of the Office of Planning on an approach for addressing the enrollment and housing issue.

Mid-Range Impact: The mid-range impact was outlined by the Office of Planning in its June 12 report by projecting the same spatial distribution percentage (84% of off campus undergraduates living in Zip Code 20007) of undergraduate students in the future (2003 and 2010) as existed in 2000. The numbers are shown in Tables 1 and 2 in the June 12 report. This approach is based on simple arithmetic. For convenience, the same Tables 1 and 2 are also attached to this supplemental report.

The enrollment numbers in Table 1 are for full time traditional undergraduate students. The current (Spring 2000) number of full time traditional undergraduate students is 5,516. Georgetown University has the right under the existing campus plan cap (5,627) to add 111 additional undergraduate students. The University has indicated that this increase would be obtained by adding 37 additional students each year in Fall 2000, 20001 and 2002. No new housing would come on line in those years, so an additional 111 students

would have to live off campus. Potentially, there could be an increased impact from students living in Zip Code 2007 over the next three years until the Southwest Quadrangle is completed. Of course, it is possible that the University will not add the full number of undergraduates allowed over the next three years. It is also possible that the real estate market will continue strong over the next three years and therefore limit, or even reduce, the number of additional students living in Zip Code 20007, especially in Burleith and West Georgetown.

Under the University's proposal to add 389 new undergraduate students over the 2003-2010 period, the University would add 55 additional undergraduate students in Fall 2003. However, in Fall 2003 the undergraduate housing situation changes dramatically due to the opening of the new 780 bed Southwest Quadrangle on campus.

The year 2010 figure for total traditional undergraduate students (6,016) is derived by adding 55 new undergraduate students each Fall from 2003 to 2009. These are average numbers so the number admitted might vary slightly each Fall.

The impact of opening the Southwest Quadrangle in Fall 2003 is indicted in Table 1. The calculations of the Office of Planning (simple arithmetic, using the same 84 % of total students living in Zip Code 20007 as in Spring 2000) indicate that the number of traditional undergraduate students living in Zip Code 20007 would decrease to 528, about half of the Spring 2000 number. The Office of Planning believes that this decrease will likely bring a substantial decrease in the impacts of undergraduate students living in Zip Code 20007 in the Fall of 2003.

The potential problem comes in the years 2004-2010 when the University would potentially add an average of 55 new undergraduate students each Fall without adding any new housing on campus. This means that an additional 55 students each year would have to live off campus. By 2010 (the 2009-2010 academic year) the number of undergraduates living off campus in Zip Code 20007 would possibly increase to 809. Again, this number was derived by the Office of Planning with simple arithmetic, assuming that the 84% of undergraduate students living off-campus would live in Zip Code 20007. What these numbers mean is that the impact of undergraduate students on neighborhoods around the University, especially in Burleith and West Georgetown, should substantially decrease in 2003 but that impacts might begin to increase in the years after 2003. Under the Office of Planning assumptions, the number of undergraduate students living in Zip Code 20007 in 2010 (809) would still be lower than the Spring 2000 number (1,041). However, impacts would likely be increasing after substantially decreasing in 2003.

Reduced Impacts: The reduced impact scenario has been advanced by Georgetown University. The University proposes to add up to 500 new undergraduate students over the next ten years (up to a total of 111 new undergraduates under the present campus plan cap in the Fall 2000-Fall 2002 period and up to a total of 389 undergraduates in the Fall

2003-Fall 2009 period). The University sees little or no increased impacts on the surrounding neighborhoods from this increase, due to several factors.

The **opening of the 780 bed Southwest quadrangle in Fall 2003** will mean a major decrease in students living in Zip Code 20007. There is also wide agreement on this decrease of impact by the Office of Planning and community groups, though expectations of the lessened impacts may vary.

An assumption that the Southwest Quadrangle will draw more students out of Zip Code 20007. The University believes that, after the Southwest Quadrangle opens in 20003, the number of undergraduate students living in Zip Code will be about 430 (Father O'Donovan's June 13 testimony). This is about 100 fewer undergraduates students than the Fall 2003 estimate by the Office of Planning (528 undergraduate students) based on the existing percentage. The lower number assumes that all students moving into the Southwest Quadrangle will be drawn from Zip Code 20007.

An assumption that a continuing strong real estate market will switch many homes in Burleith and West Georgetown from group houses (largely occupied by Georgetown University undergraduate students) to owner occupied homes. Lewis Bolan, a real estate and economic consultant, testified at the June 13 hearing about a study he had prepared for Georgetown University for the Burleith and West Georgetown housing markets, and specifically the real estate and economic impacts of the opening of the 780 bed Southwest Quadrangle.

Mr. Bolan estimates that approximately 680 undergraduate students from a total of 175 to 180 group houses in Burleith and West Georgetown will move into the Southwest Quadrangle in Fall 2000. He projected that 75 to 80 percent of the 180 group homes in Burleith and West Georgetown will be converted from rental occupancy to owner occupied status after the opening of the Southwest Quadrangle in 2003. Note that 75 percent of 180 group homes would mean a total of 135 group homes in Burleith and West Georgetown would be converted from group homes to owner occupancy.

Mr. Bolan testified that "On average this conversion from rental status to owner occupied status will be financially very advantageous to the District of Columbia." He estimated that the change from rental occupancy to owner occupancy will generate an estimated $7,400 per dwelling unit to the District in the form of additional sales and income tax revenues that will be generated by new residents moving into the area.

Furthermore, in the longer-term perspective, Mr. Bolan indicated that he did not see evidence that adding an additional 389 students over the 2003-2009 period would result in bringing back significant amounts of group rental housing. Much of the existing group home inventory in Burleith and West Georgetown (at least 75 percent) would have been removed. He said that removal of most of the current group housing inventory and the increased housing prices would effectively price students out of the Burleith and West

Georgetown housing market. He did not believe that putting that many former group homes on the market would depress property values, noting that "Our belief is that a stronger and a more pronounced single family homeowner occupied neighborhood is likely to increase property values, not decrease them, by the increased desirability of the community that will result."

The possibility of fewer than 389 new undergraduate students being added over the 2003-2010 period would also probably reduce the impact of students on nearby neighborhoods. If the Board decides to adopt a new cap allowing 389 students, or allow that number with some kind of formula approach, the University would have the right to add those students. In his testimony, Father O'Donovan noted that he was pleased that Georgetown has not yet reached its year 2000 enrollment cap and said that "I hope that my successor is able to report the same to you or your successors in the year 2010". If in fact the future number of new undergraduates added under the new cap was less than 389 in the 2003-2010 period, the impact would probably be less.

Finally, **the University has indicated a willingness to increase oversight of students living off campus.** These new steps would further decrease the impact of the students that do live in the nearby neighborhoods (Zip Code 20007) around the University.

In summary, the University believes that additional undergraduates will not live in Zip Code 20007, but will live elsewhere in Washington, D.C. and in nearby locations in Virginia and Maryland. The University has not projected the number of students expected to live in Zip Code 20007 after 2003.

Increased Impacts: The Office of Planning has not attempted, and does not know of any *worst-case* scenario. However, such a situation could result if the present strong housing market declined and if more students living off campus decided to live as close to the University as possible. Conceivably, in such a case, the number of undergraduates living off campus in Zip Code 20007 could climb toward 900. The Office of Planning considers such a trend unlikely. Shifting locations of graduate students could also cause some additional impact.

Office of Planning Recommendation on Housing and Enrollment

The Office of Planning believes the opening of the Southwest Quadrangle in Fall 2003 will greatly lessen impacts of undergraduate students on adjacent neighborhoods, especially in Burleith and West Georgetown because so many undergraduates will be removed from the neighborhoods. This event, coupled with the current strong housing market, provides a special opportunity to increase owner occupied housing in these neighborhoods. The Office of Planning believes that this opportunity should not be missed, even though it now appears unlikely for the number of undergraduate students to again substantially increase in Zip Code 20007. However, if the number of

undergraduates in Zip Code 20007 did rise to 809 by 2010, it is likely that the problem situation would be perceived as tilting back toward the 2000 level.

The Office of Planning believes that some upper limit should be set for Georgetown University (traditional) undergraduate students living off campus in Zip Code 20007. **The Office of Planning proposes that off campus undergraduates living in Zip Code 20007 not be allowed to exceed 700 after the 2003-2004 academic year.** If undergraduate numbers began to approach this number, it would be an indication that a problem situation was developing. This points up the need for an ongoing monitoring approach, so that both the community, the University and the District government will have a good idea of emerging trends.

The 700 limit on Georgetown University undergraduate students living in Zip Code 20007 after 2003 is a compromise. It allows room for considerable University enrollment growth after 2003. If the more optimistic assumptions of the University are correct, this limit should not be a problem for the University. This limit would serve as a protection for the surrounding neighborhoods that, after the 2003 improvements, the area will not have to face a significant increase in terms of a concentration of undergraduate students.

If the number of undergraduate students in Zip Code 20007 after Fall 2003 reached 700, the University would have several options:

- Provide additional housing on-campus.
- Provide housing elsewhere in Washington, D.C. or in nearby suburban locations (but not in areas with other university impacts, such as Foggy Bottom/West End).
- Provide incentives for students to live outside Zip Code 20007.
- Keep undergraduate enrollment level until the number of undergraduates in Zip Code 20007 is below 700.

Obviously, continued monitoring of the housing situation, beginning immediately, is important. By tracking and reporting housing patterns, the University, the community, the Office of Planning and the Board of Zoning Adjustment would have early warning if the number of undergraduates in Zip Code 20007 seemed to be moving up toward the 700 number.

The Office of Planning applauds the University's commitment to undertake a strengthened Off Campus Student Affairs program. The University has recently indicated a willingness to undertake some additional steps. These should be outlined in preliminary form in the hearing process. The Office of Planning believes these additional steps are useful and important, but cannot eliminate the need to limit the number of undergraduates living in Zip Code 20007.

Transportation

In the June 12 report, the Office of Planning made several recommendations on transportation, drawing on the University consultant's work and the Department of Public Works reports. The University plans to address increased enrollment and increased traffic resulting from MedStar operations by an intensified transportation management program. This includes intensified efforts to increase mass transit usage.

Transportation Management: The Office of Planning previously recommended that the transportation management program needed to be refined on the basis of ongoing experience. The testimony of Karen Frank at the June 13 hearing provided some additional details on the transportation management program. The Office of Planning still believes there is a need for a regular reporting of experience with the program and that revision of the transportation management plan as needed on an ongoing basis.

Reservoir Road Program: The Office of Planning continues to recommend early study and implementation action on the program by the Department of Public Works, Georgetown University and MedStar to address traffic flow problems on Reservoir Road, with appropriate actions to improve traffic flow.

Helicopter Flights: The June 12 Office of Planning report did not address the issue of helicopter flights and the helicopter pad. Previous discussions, and testimony at the June 13 hearing by John Green, indicated that recent operation of Georgetown University Hospital has generated approximately eight helicopter trips per week. With MedStar taking over hospital operation, and seeking to increase utilization, the estimate is for no more than 12 helicopter flights to the hospital each week. The Office of Planning believes this is an acceptable level.

Monitoring and Reporting

Both the housing and enrollment issues and the transportation issues have a number of variables, so it is not possible to predict outcomes in advance. For that reason, it will be necessary to implement an increased monitoring and reporting process dealing with student housing and enrollment (both undergraduate and graduate) and transportation. Student housing and enrollment indicators would include items such as student enrollment, location of students living off-campus, number of and location of group homes, group homes converted to home ownership and reports of student related problems. Transportation measures would include on campus and off campus parking, transit ridership, hospital and clinic usage, helicopter flights, traffic flow and similar indicators.

Obtaining and presenting such information will place some additional burden on the University, MedStar and the community, but such tracking and reporting is the only way

to understand the evolving impact of student enrollment and of the operation of the medical facilities on the north campus. Information should be assembled and reports made to the community, the Office of Planning and the Board of Zoning Adjustment on at least a yearly basis, rather than just when new projects are proposed. Information should also be made available to the community on a continuing basis, primarily through the BZA Quarterly Community Meetings.

Clarification

The June 12 report indicated, "No changes are proposed for the East Campus." Alan Brangman testified at the June 12 hearing about a roof space addition to the Walsh Building in the East Campus.

Attachments

Note: Tables 1 and 2 that were part of the June 12 Office of Planning report are attached again to this report for convenience of the Board and other readers. A note has been added to Table 2.

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Table 1
Undergraduate Students 2000-2010
Georgetown University
(This table is repeated from the Office of Planning June 12, 2000 report)

	2000	2003	2010
Total Number of Undergraduate Students	5,516	5,682	6,016
Beds on Campus (Students Housed)	4,273	5,053	5,053
Percentage of Undergraduates Housed On Campus	77%	89%	84%
Number of Students Living Off Campus	1,243	629	963
Percentage of Undergraduates Living Off Campus	23%	11%	16%
Number of Undergraduates Living Off Campus in Zip Code 20007	1,041	*528*	*809*
Percentage of Undergraduate Students Living Off-Campus Living in Zip Code 20007	84%	*84%*	*84%*
Number of Undergraduate Students Living Off Campus Elsewhere in Washington, D.C, Virginia or Maryland (Outside Zip Code 20007)	202	*101*	*154*
Percentage of Undergraduate Students Living Off-Campus Outside Zip Code 20007	16%	*16%*	*16%*

- All the numbers in this table are for full time traditional undergraduate students.
- The total number of undergraduate students in 2003 (5,682) is derived by adding 37 students each year in Fall 2000, 2001 and 2002 to reach the present undergraduate cap (5,627) and adding 55 undergraduates in Fall 2003.
- The beds on campus number assumes the Southwest Quadrangle is fully occupied in Fall 2003. The number of students housed on campus assumes all beds are occupied.
- In Spring 2000, 84 percent of the undergraduate students living off campus lived in Zip Code 20007 and 16 percent lived elsewhere in Washington, D.C., Virginia or Maryland (calculated using numbers provided by the University). **The Office of Planning used those same percentages** (84 and 16 percent) to show how students living off campus **might be distributed** in Zip Code 20007 and elsewhere in the city and suburbs in 2003 and 2010 if the percentages remained the same (percentages and calculated numbers shown in *italics*). The actual number living in Zip Code 20007 in 2003 and 2010 could be lower or higher.

Source: Table prepared by the Office of Planning, using data provided by Georgetown University.

Table 2
Undergraduate and Graduate Students, 1989-2010
Georgetown University

(This table is repeated from the June 12 Office of Planning Report, with a new note)

	1989	1999	2010
Undergraduate Students	5,287	5,486	6,016
Graduate Students	2,242	2,589	3,873
Total	7,529	8,075	9,889

- Undergraduate numbers are for full time traditional undergraduate students. Graduate numbers include graduate students and medical students. Law Center students are not included.

- For 2010, the 6,016 figure for traditional undergraduate students is the reduced cap now proposed by the University. The University does not propose a cap for graduate students. The 3,873 figure for graduates and professional students is the number previously given to total 10,000 total (before the reduction of the undergraduate cap) and is a projection of the maximum future growth during the term of the plan.

Source: Table prepared by the Office of Planning using information provided by Georgetown University.

New Note: The projected number for graduate students may overstate their impact. Just before completion of the June 12 report, Georgetown University indicated to the Office of Planning that of the 1,284 new graduate students "projected" for the 2000-2010 period, approximately 800 would be in programs conducted on campus (i.e. living off campus but coming to the campus on a fairly regular basis). The other additional graduate students might be elsewhere (distance learning), at future satellite locations or in thesis research (meaning they would only come to the campus several times a semester). If the same ratio of residency location for graduate and medical students continues in the future (30 percent in Zip Code 20007) the impact of adding 1,284 graduate students would mean approximately an additional 240 graduate students in Zip Code 20007 over the 2000-2010 period. Over 70 percent of that total would live in one and two-person households if present patterns continue. Though there could be some impacts, it appears the impacts would be limited.