



MEMORANDUM

TO: District of Columbia Zoning Commission
FROM: *JS* Jennifer Steingasser, Deputy Director
DATE: November 21, 2014
SUBJECT: Setdown Report for a Proposed Text and Map Amendment (ZC 14-*22*)
 Create New Zoning for the District's Portion of the Walter Reed Campus

This report serves as the Pre-hearing Filing required by 11 DCMR §3013 as a prerequisite to the advertisement of the proposed text and map amendments.

I. SUMMARY RECOMMENDATION

The Office of Planning (OP) proposes a text and map amendment to create a new zone for the Walter Reed campus along Georgia Avenue, NW. The WR zone would implement the Council-approved Walter Reed Army Medical Center Small Area Plan by providing for a mix of uses between moderate and medium densities, while achieving the vision of the plan for preservation of certain open spaces and the establishment of an urban fabric in other areas. The proposed zone is not inconsistent with the Comprehensive Plan, and would implement the objectives and development parameters of the approved small area plan, which supplements the Comprehensive Plan. The Office of Planning, therefore, recommends that the Zoning Commission set down for a public hearing the proposed text and map amendments. OP also recommends setting down, in the alternative, optional zoning as noted in this report and in the body of the zoning text.

II. APPLICATION-IN-BRIEF

Proposed Text Amendment	Create a new zone, the WR zone, to implement the Council-adopted Walter Reed Army Medical Center Small Area Plan.
Proposed Map Amendment	A zoning map amendment to WR for the portion of the Walter Reed Campus to be transferred to District ownership.
Small Area Plan Future Land Use Map Designations	Varies among several designations, including but not limited to Moderate Density Residential; Medium Density Commercial and Residential mixed use; Parks, Recreation and Open Space.
Property Size (District Site)	Approximately 66 acres
Current Zoning	R-1-B
Ward and ANC	Ward 4, ANC 4A

ZONING COMMISSION
District of Columbia

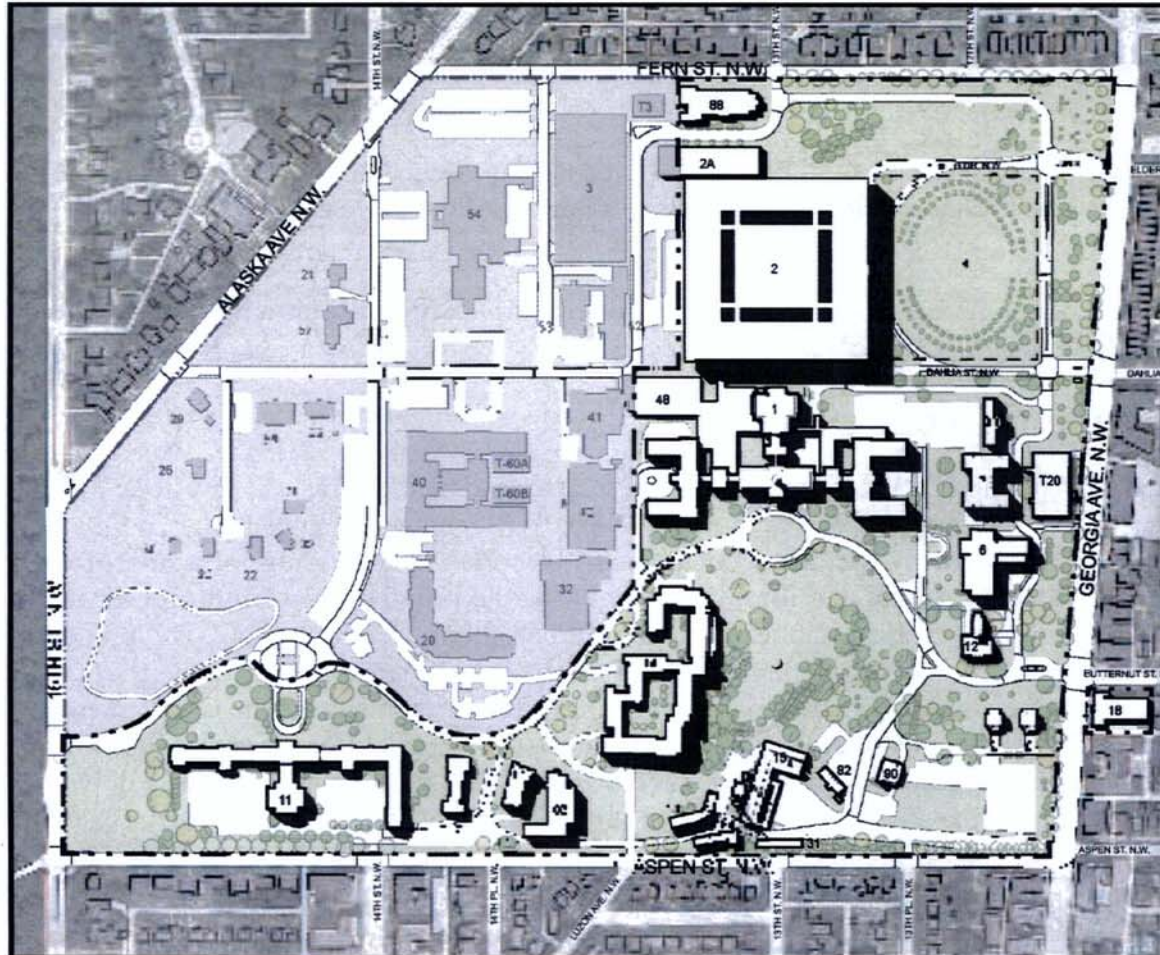
CASE NO. *14-22*

EXHIBIT NO. *1*

III. SITE AND AREA DESCRIPTION

The Walter Reed Army Medical Center campus is located between Georgia Avenue on the east, 16th Street on the west, Aspen Street on the south, Fern Street on the north, and Alaska Avenue

on the northwest. Please refer to the map below.

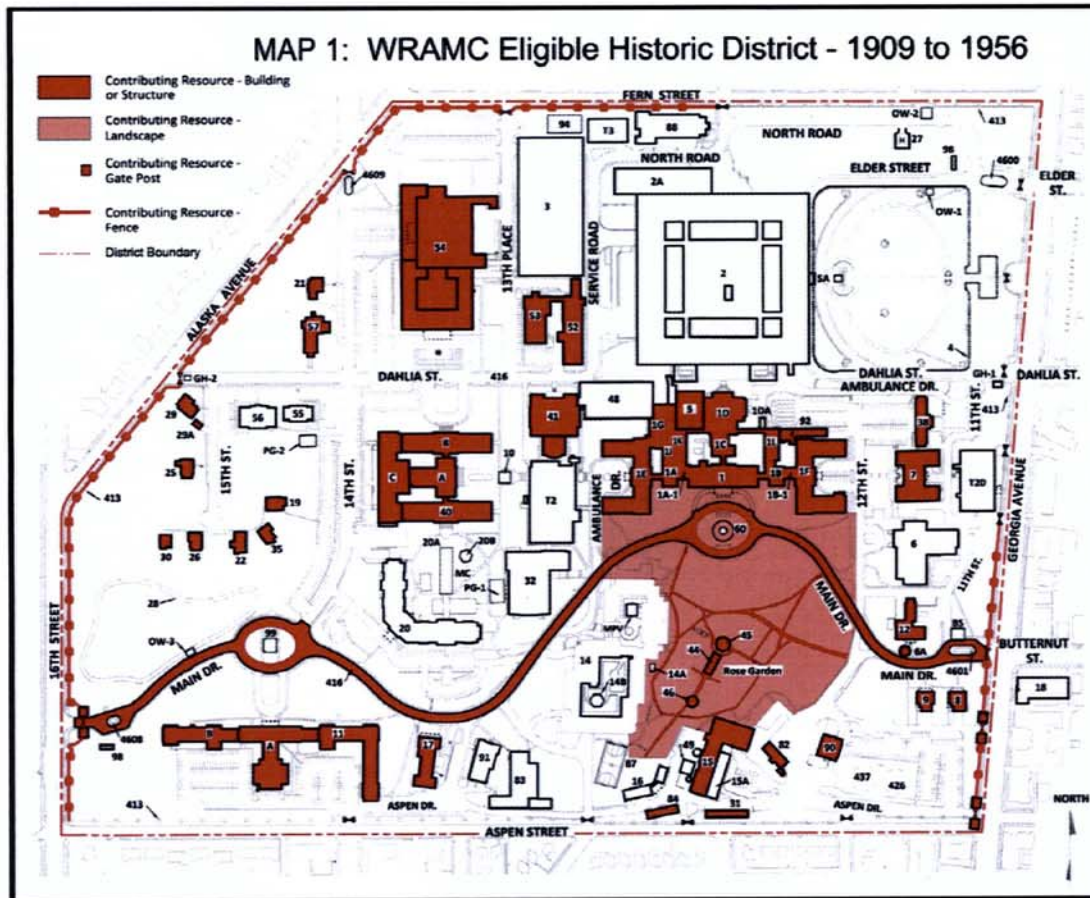


Map of Walter Reed from the small area plan showing all existing buildings (non-District portions greyed-out)

The entire site is approximately 110 acres in size and is zoned R-1-B. About 66 acres are to be transferred to the District as part of the Defense Department's Base Realignment and Closure (BRAC) process. This report will only refer to the District's portion of Walter Reed¹. The main portion of the site has significant topographical changes, with lower elevations generally along Aspen and 16th Streets, and the ground rising in some cases almost 60 feet to the high points at Fern Street. There are a number of existing buildings on the site, and those total approximately 4.1 million square feet of floor area.

All of the Walter Reed Campus is a designated historic district, which was established by the Historic Preservation Review Board on April 24, 2014. The buildings and landscapes shown in red below are the contributing buildings and features of the district.

¹ Building 18, on the east side of Georgia Avenue, is part of the transfer to the District, but no zoning change is proposed for that R-5-B-zoned property.



The property borders the neighborhoods of Shepherd Park, Takoma and Brightwood. These neighborhoods consist primarily of single family detached homes, with some semi-detached and attached homes as well. Some apartments can be found along Georgia Avenue, along with commercial uses. Moderate density apartment buildings are also located on 14th Street south of Walter Reed. Walter Reed is about half a mile, or seven blocks, to the Takoma Metro station, and is also served by several bus routes along Georgia Avenue, 16th Street and 14th Street.

IV. WALTER REED ARMY MEDICAL CENTER SMALL AREA PLAN

In May 2005, the Secretary of Defense recommended to the BRAC Commission the establishment of a new Walter Reed National Military Medical Center (WRNMMC) in Bethesda, Maryland. By mid-September 2011, the WRNMMC was co-located on the current campus of the National Naval Medical Center. The relocation of existing functions from the Walter Reed Army Medical Center (WRAMC) campus allows the site to be adaptively reused and redeveloped for new purposes.

The federal government will transfer the 66 acre portion of Walter Reed to the District. As part of the land disposition process, the federal government required the completion of a Base Reuse Plan by the Local Redevelopment Authority (LRA). In this case the LRA is the District

Government acting through the Office of the Deputy Mayor for Planning and Economic Development The Base Reuse Plan, which set out a general vision for the potential uses on the site, was approved by Council on July 10, 2012, and was subsequently transferred to the US Department of Housing and Urban Development, who also approved the plan. In addition to the general land use vision, the Reuse Plan included a traffic study and a market study, which informed density and parking recommendations in the Small Area Plan, as well as a selection of users for some of the existing buildings on the site Any base closure process includes a requirement that portions of the site be made available to non-profit organizations. In this case, agreements have already been reached with various non-profits for the use of a number of the existing buildings for a homeless shelter, housing, and educational services.

Concurrently, the Small Area Plan (SAP) was developed by the DC Office of Planning, in conjunction with the community, to satisfy local requirements for land use planning and zoning implementation, and to build on the vision laid out in the Reuse Plan. The planning process involved a number of public meetings and workshops designed to solicit neighborhood preferences on the future use and design of the site On October 25, 2012 ANC 4B submitted a resolution supporting the plan The SAP was approved by Council on April 30, 2013 and is attached to this report

The SAP focuses on four goals

1. Integrate the Site with the Community
2. Provide a Mix of Uses
3. Create New Jobs and Revenue for DC
4. Activate the Site

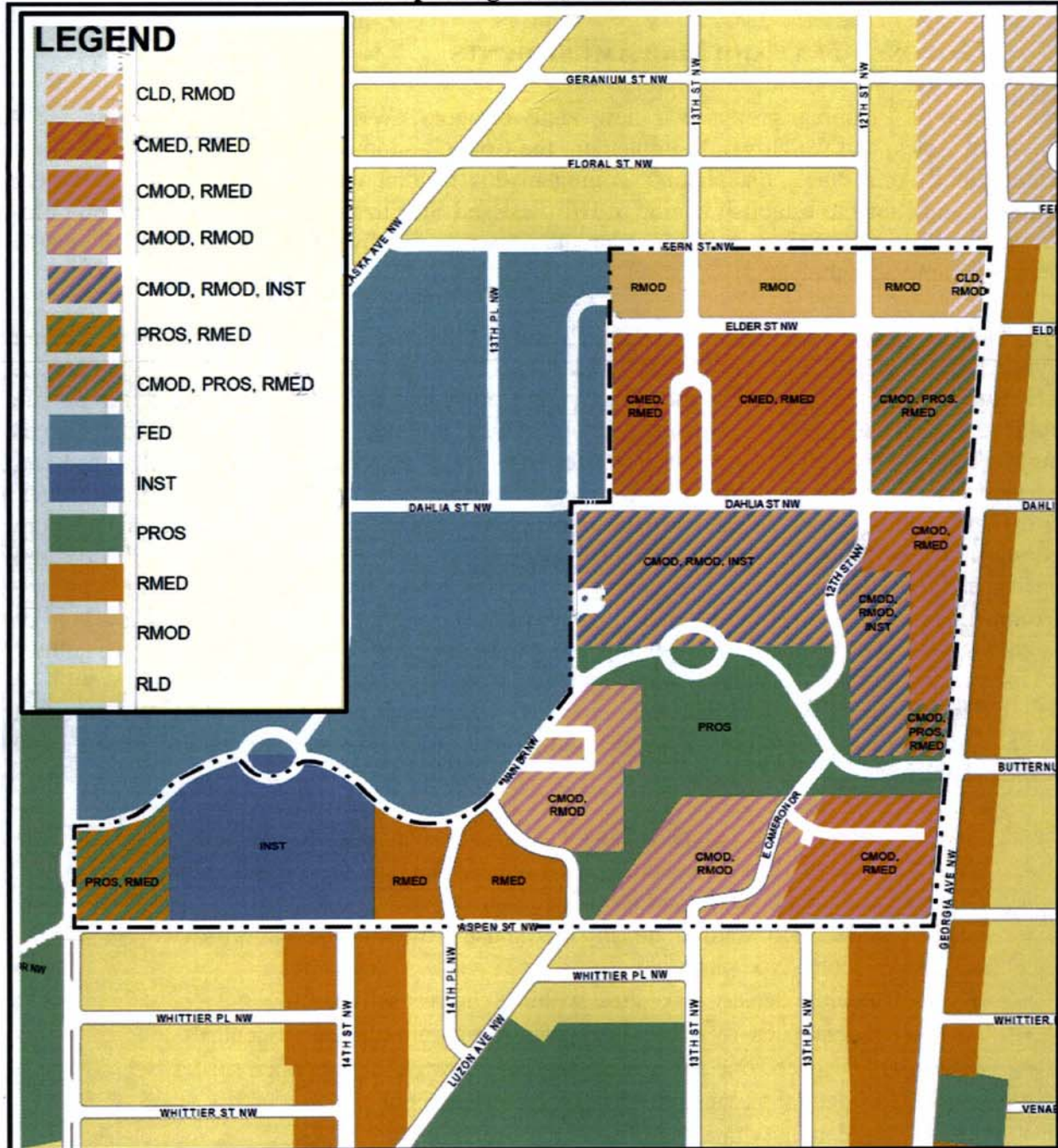
To achieve those goals the plan lays out a number of guidelines and recommendations, including.

1. Preservation of the historic campus, including buildings and landscape
2. Provision of other key open spaces on the site
3. Streetscape guidelines for new construction to encourage pedestrian and retail activity
4. Building height, number of stories and massing for new construction
5. Discussion of appropriate uses
6. Discussion of the appropriate amount of parking on site
7. Sustainability goals for the site
8. Changes to the Comprehensive Plan's Future Land Use Map

The changes to the Comprehensive Plan's Future Land Use Map (FLUM) followed the symbology protocol for that map and recommend several different designations reflecting the outcome of the planning processes The designations seek to create a mix of uses and a density on the site that can be accommodated by the transportation network. The proposed total floor area, including existing and proposed buildings, is approximately 3.1 million square feet, one million less than exists currently. The Future Land Use Map would also help preserve the historic landscapes of the campus, which were intended to provide a peaceful atmosphere for those recuperating at the hospital, as well as green spaces along Georgia Avenue that could serve

as parks or plazas for the neighborhood. Please see below for the Future Land Use Map approved with the SAP.

Future Land Use Map Designations From the Small Area Plan



Following the SAP process, the Office of the Deputy Mayor for Planning and Economic Development issued a solicitation for development teams to bid on the rights to develop the site, and the Mayor selected a team comprised of Hines, Urban Atlantic and Triden. Although a

master developer for the site has now been chosen, the proposed zoning reflects and implements the goals, objectives and development parameters of the Small Area Plan, rather than any proposed development plan. The final development plan will reflect the Small Area Plan, as implemented through the zoning.

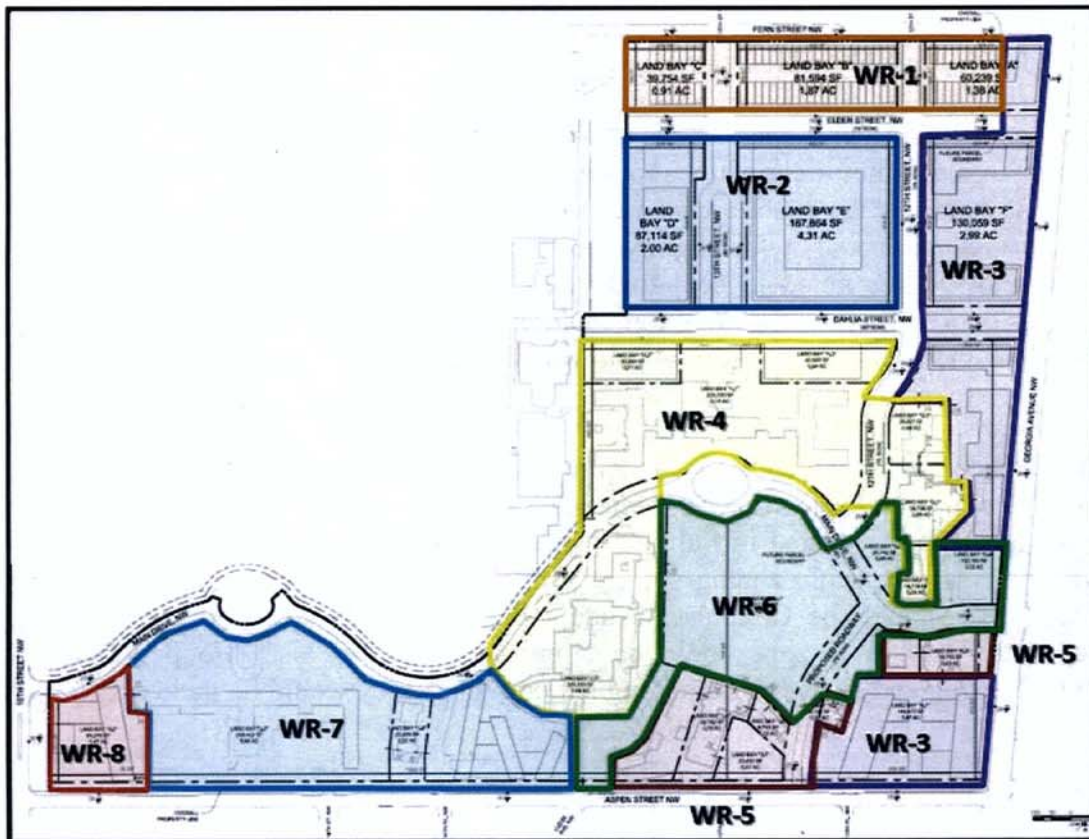
V. PROPOSED TEXT AND MAP AMENDMENTS

The Office of Planning proposes a new zone category, WR, which would contain eight individual zones, and which would implement the Council-adopted Walter Reed Army Medical Center Small Area Plan. Establishing zoning in this fashion would be comparable to recent Commission actions to establish zoning at Hill East and St. Elizabeth's, where the communities had weighed in on a detailed small area plan that was then approved by Council, and OP created zoning to implement the plan.

WR would be divided into eight zones which would generally follow the land use designation boundaries on the Future Land Use Map. Please see the proposed boundaries on the map below. Each zone is comprised of one or more Land Bays, and Land Bays may be grouped into unique sub-areas within each zone. Each zone has typical bulk parameters for new construction such as height, FAR and lot occupancy. Certain zones have specific setbacks to maintain the open feel and landscape features, including mature trees, of certain parts of the historic campus. Other zones have build-to and streetscape requirements to enhance walkability and create a more pedestrian friendly environment. The bulk parameters are intended to achieve the desired density and building type on each part of the site while not significantly exceeding the recommended floor area set by the SAP at approximately 3.1 million square feet. It is a goal of the zoning to allow matter-of-right development of the site, most of which would also be subject to Historic Preservation Review Board review. Consistent with the SAP, PUDs would be available in certain WR zones, subject to specified density and height limitations, and provided the PUD results in sufficient benefit to the community. OP, however, does not anticipate a PUD for the property.

The land use and character of each zone can be summarized as follows:

- WR-1 – Moderate density rowhouses and flats with a typical rowhouse character
- WR-2 – Medium density mixed use with an urban feel
- WR-3 – Moderate to Medium density mixed use providing streetwall for Georgia Avenue and a town-center-type plaza
- WR-4 – Moderate density mixed use within a campus setting
- WR-5 – Moderate density mixed use with a significant arts component
- WR-6 – Open space zone preserving the Great Lawn and other open spaces
- WR-7 – Residential and institutional, including a school
- WR-8 – Residential with a significant green component



Parking

The SAP establishes a cap on the total number of parking spaces on the site. Similar to the St. Elizabeths zone, the proposed WR zone proposes a total number that can be distributed throughout the site as the developer chooses. The total number, 3,200, was based on a detailed traffic analysis that examined how many vehicles surrounding roadways could accommodate. Should the developer determine that additional parking spaces are necessary, they can apply for special exception relief to grant the extra spaces with a showing that the additional vehicles would not overburden nearby streets.

Affordable Housing

The zoning requires that development comply with Inclusionary Zoning, and through the DMPED solicitation the chosen developer has committed to provide 18% of the gross floor area across the entire site as affordable housing. OP recommends that all WR zones be subject to § 2603.1 of the IZ regulations, which would require 10% inclusionary units on any individual development site. In the alternative, the Commission could consider including some WR zones in § 2603.1 and some in § 2603.2, which requires 8% inclusionary units. While the total number of affordable units would remain the same, the alternative proposal could allow greater flexibility for the developer to provide a senior building, for example, which would concentrate affordable units.

Changes Prior to the Public Hearing

OP continues to work with the Office of the Deputy Mayor for Planning and Economic Development to make minor corrections to the parameters of each zone to achieve the vision of the SAP. For example, the exact boundaries of the land bays are still being finalized, so FAR and lot occupancy numbers may be slightly corrected prior to the public hearing. In some cases in the draft text OP has noted in bold font items which we recommend be advertised in the alternative, as options that the Commission could consider. OP will also work with DDOT and OAG to refine the zoning language, which would also reflect Commission comments from setdown

WR can be made consistent with any direction from the Commission on the Zoning Review (ZRR). And while the WR zone is drafted as a new chapter for inclusion in the current regulations, it would be located in Subtitle K of the proposed revised regulations under ZRR, along with other area-specific zoning such as that for St Elizabeth's, Hill East, and Southeast Federal Center. Should the Commission adopt the ZRR proposals, portions of the general language in the draft WR zone could be eliminated, such as Use Group definitions, and Automobile Parking and Bicycle Parking regulations, since they would be included elsewhere in the Regulations

VI. COMPREHENSIVE PLAN POLICIES

The proposal would particularly further the following Guiding Principles of the Comprehensive Plan, as outlined and detailed in Chapter 2, the Framework Element

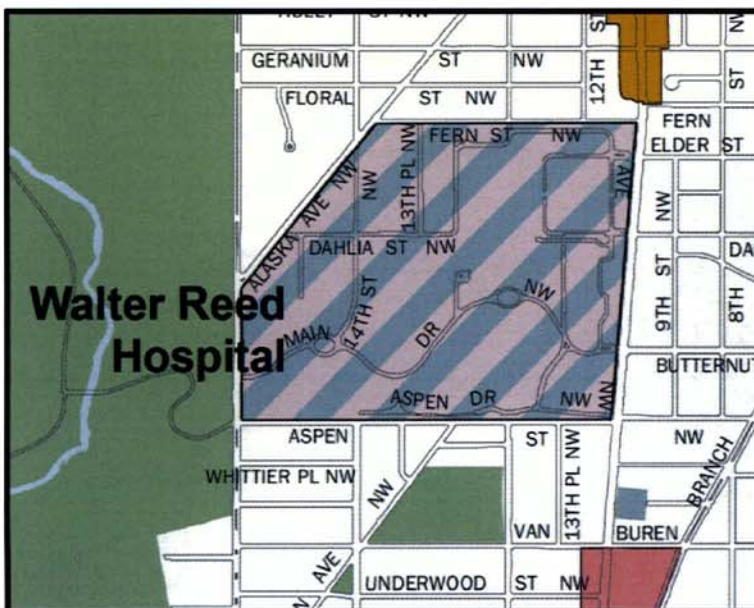
- (1) Change in the District of Columbia is both inevitable and desirable. The key is to manage change in ways that protect the positive aspects of life in the city and reduce negatives such as poverty, crime, and homelessness (§ 217.1)
- (6) Redevelopment and infill opportunities along corridors and near transit stations will be an important component of reinvigorating and enhancing our neighborhoods. Development on such sites must not compromise the integrity of stable neighborhoods and must be designed to respect the broader community context. Adequate infrastructure capacity should be ensured as growth occurs. (§ 217.6)
- (7) Growth in the District benefits not only District residents, but the region as well. By accommodating a larger number of jobs and residents, we can create the critical mass needed to support new services, sustain public transit, and improve regional environmental quality (§ 217.7)
- (13) Enhanced public safety is one of the District's highest priorities and is vital to the health of our neighborhoods. The District must continue to improve safety and security, and sustain a high level of emergency police, fire, and medical assistance. Moreover, the

District must engage in appropriate planning and capital investments to reduce the likelihood and severity of future emergencies. (§ 218.6)

- (21) Land development policies should be focused to create job opportunities for District residents. This means that sufficient land should be planned and zoned for new job centers in areas with high unemployment and under-employment. A mix of employment opportunities to meet the needs of residents with varied job skills should be provided. (§ 219.6)
- (24) Despite the recent economic resurgence in the city, the District has yet to reach its full economic potential. Expanding the economy means increasing shopping and services for many District neighborhoods, bringing tourists beyond the National Mall and into the city's business districts, and creating more opportunities for local entrepreneurs and small businesses. The District's economic development expenditures should help support local businesses and provide economic benefits to the community. (§ 219.9)
- (27) Washington's wide avenues are a lasting legacy of the 1791 L'Enfant Plan and are still one of the city's most distinctive features. The "great streets" of the city should be reinforced as an element of Washington's design through transportation, streetscape, and economic development programs. (§ 220.3)

The application is also consistent with major policies from the Rock Creek East area element of the Comprehensive Plan. Policy RCE-2.3.1 states that upper Georgia Avenue should be a walkable commercial street with clearly identifiable activity centers, and that new development should reinforce the nodal pattern with retail, office and residential uses. Policy RCE-2.3.3 states that any redevelopment of Walter Reed should preserve the stability and quality of the surrounding neighborhoods, avoid transportation conflicts, and provide community amenities and employment opportunities.

VII. COMPREHENSIVE PLAN LAND USE MAPS



The Comprehensive Plan's Generalized Policy Map shows the Walter Reed site as a Federal property where, at the time of the Plan's adoption, a change of use was anticipated. This is indicated by the striped pattern on the plan at left. At the time of the Comprehensive Plan's adoption, the future land use of Walter Reed was not known and the FLUM, therefore, showed the site simply as "Federal". That designation was superseded with the adoption of the SAP's FLUM designations, shown earlier in this report.

VIII. ATTACHMENTS

1. WR Zoning Text
2. Walter Reed Army Medical Center Small Area Plan

JS/mrj