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2015 JUN 10 PM 12:30

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Council of the District of Columbia

The Honorable Paul Mendelson

Executive Director

Marcel C. Acosta

IN REPLY REFER TO:
NCPC FILE No. ZC 14-22

JUN 09 2015

Zoning Commission of the
District of Columbia
441 4th Street NW
2nd Floor, Suite 210
Washington, DC 20001

Members of the Commission:

The National Capital Planning Commission, at its June 4, 2015, meeting,

approved the enclosed action on the Text and Map Amendment to Establish

Zoning for a Portion of the Former Walter Reed Campus. A copy of the Executive

Director's Recommendation is also enclosed.

Sincerely,

Marcel C. Acosta
Executive Director

Enclosure

cc: Eric Shaw, Director, DC Office of Planning
Anthony Hood, Chairman, Zoning Commission

ZONING COMMISSION
District of Columbia

CASE NO. 14-22

EXHIBIT NO. 32

District of Columbia
CASE NO.14-22
EXHIBIT NO.32



Commission Action

June 4, 2015

PROJECT
Text and Map Amendment to Establish Zoning
for a Portion of the Former Walter Reed
Campus
Georgia Avenue, NW
1100 11th St NW

SUBMITTED BY
Zoning Commission of the District of Columbia

NCPC FILE NUMBER
ZC 14-22

NCPC MAP FILE NUMBER
62 10(06 20)44080

APPLICANT'S REQUEST
Approval of report to the Zoning
Commission of the District of Columbia

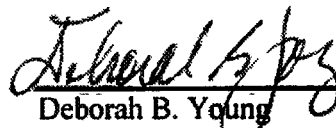
ACTION TAKEN
Approve as requested

REVIEW AUTHORITY
Advisory
per 40 U S C § 8724(a) and DC Code § 2-
1006(a)

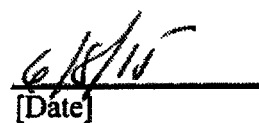
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The Commission:

Finds that the proposed Text and Map Amendment to Establish Zoning for a Portion of the Former Walter Reed Campus would not be inconsistent with the Federal Elements of the Comprehensive Plan nor affect other federal interests.


Deborah B. Young

Secretary to the National Capital Planning Commission


[Date]



Executive Director's Recommendation

Commission Meeting June 4, 2015

PROJECT Text and Map Amendment to Establish Zoning for a Portion of the Former Walter Reed Campus Georgia Avenue, NW Washington, DC	NCPC FILE NUMBER 14-22
	NCPC MAP FILE NUMBER 62 10(06 20)44080
SUBMITTED BY Zoning Commission of the District of Columbia	APPLICANT'S REQUEST Approval of report to the Zoning Commission of the District of Columbia
REVIEW AUTHORITY Approval of Comments to the Zoning Commission of the District of Columbia	PROPOSED ACTION Approve as requested
	ACTION ITEM TYPE Consent Calendar

RECEIVED
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2015 JUN 10 PM 12:30

PROJECT SUMMARY

The District of Columbia Zoning Commission took a proposed action to amend the text of the Zoning Regulations and Zoning Map to create a new zone, the WR zone, to implement the District Council approved Walter Reed Army Medical Center Small Area Plan. The proposed zone is designed to advance the objectives and development parameters of the Small Area Plan, which calls for developing a mix of uses between moderate and medium densities and preserving important historic features on this former federal installation

KEY INFORMATION

- In May 2005, the Secretary of Defense recommended to the Base Realignment and Closure 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. Council approved the Base Reuse Plan, which set out a general vision for the potential uses on the site, on July 10, 2012. Subsequently, the US Department of Housing and Urban Development 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.

-
- The Small Area Plan (SAP) was developed by the District of Columbia 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.
 - 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.
 - The US Department of State proposes to develop the remaining approximately 43.5 acres of the former Walter Reed Army Medical Center into a Foreign Mission Center (FMC). A master plan for the FMC is currently under development by the Department of State in consultation with the community and other interested parties including NCPC staff.
-

RECOMMENDATION

The Commission:

Finds that the proposed Text and Map Amendment to Establish Zoning for a Portion of the Former Walter Reed Campus would not be inconsistent with the Federal Elements of the Comprehensive Plan nor affect other federal interests.

PROJECT REVIEW TIMELINE

Previous actions	None.
Remaining actions (anticipated)	None.

Prepared by J. Hinkle
5/28/2015

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I. PROJECT DESCRIPTION

Site

The proposed amendment to the text of the Zoning Regulations and Zoning Map creates a new zone, the WR zone (Walter Reed zone). This amendment will modify zoning for the portion of the former Walter Reed Army Medical Center that is identified for transfer to the District of Columbia (approximately 66 acres of the approximately 110 acre installation). The former Walter Reed Army Medical Center campus is located in the Northwest quadrant of Washington. It is bound by Georgia Avenue on the east, Fern Street and Alaska Avenue on the north, 16th Street on the west, and Aspen Street on the south. Georgia Avenue and 16th Street are arterials that carry significant commuter traffic during the mornings and evenings; Fern Street, Alaska Avenue, and Aspen Street are local streets carrying limited traffic. Georgia Avenue primarily contains a mixture of low and medium density mix-use development near the campus, while the communities north and south of the campus consist primarily of single-family homes and some semi-attached homes and garden apartments. Rock Creek Park is located west of the campus, across 16th Street. Georgia Avenue to the south of the campus has seen significant redevelopment over the past few years, and this redevelopment is expected to continue up Georgia Avenue and include property across Georgia Avenue from the campus.



Figure 1: WRAMC Campus context in Northwest DC

(Source: Google Maps, NCPC)

Background

The zoning of the site is proposed by the District of Columbia's Office of Planning. Below is an excerpt of the Office of Planning's background description for the proposed zoning, as contained in its February 23rd, 2015 report to the Zoning Commission.

"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. The SAP was approved by Council on April 30, 2013."

"The changes to the Comprehensive Plan's Future Land Use Map (FLUM) followed the symbology protocol for that map and recommended several different designations reflecting the outcome of the planning processes. The designations seek to create a mix of uses and densities on different portions of the site, within overall limits, that can be accommodated by the transportation network. The proposed total floor area, including remaining, existing and proposed new 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 preserve green spaces along Georgia Avenue that could serve as parks or plazas for the neighborhood."

“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.”

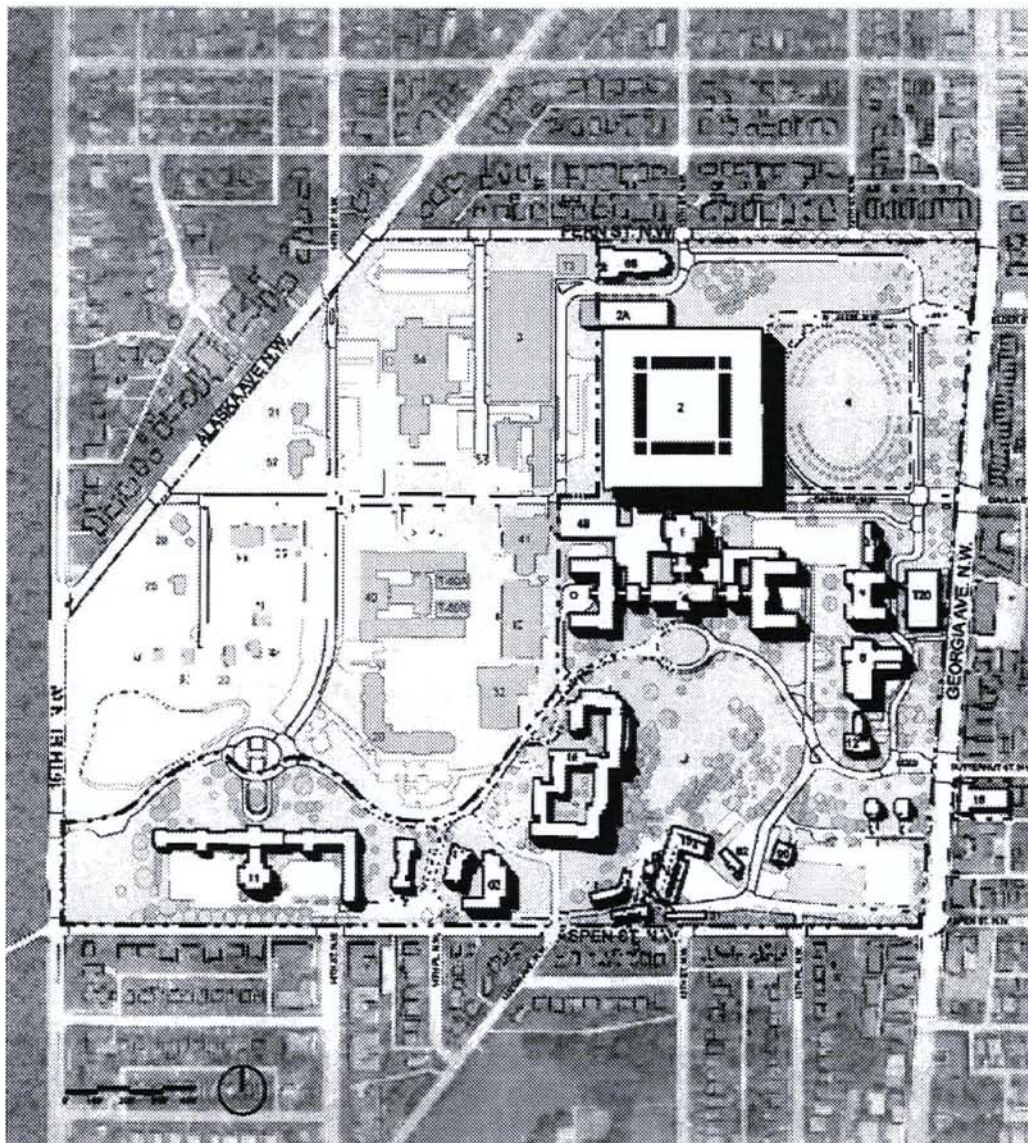


Exhibit 3-42: Existing Buildings on LRA Site. Source: Perkins+Will

Figure 2: Existing Buildings on Campus

(Source: Walter Reed Army Medical Center Small Area Plan; January 28, 2013)

“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.

The eight WR zones would generally follow the land use designation boundaries on the Future Land Use Map. 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
- WR-6 - Open space zone preserving the Great Lawn and other open spaces
- WR-7 - Residential and institutional, including a school
- WR-8 - Moderate to medium density residential

WR will be made consistent with any direction from the Commission on the Zoning Regulations Review (ZRR).¹ 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. The draft WR chapter includes general regulation sections essentially duplicated from ZRR, such as Use Group definitions, and Bicycle Parking, and Loading sections. Should the Commission approve final action for the ZRR proposals, these sections would be eliminated in the WR chapter, and replaced with references to require conformity to the general provisions located elsewhere in the Regulations. In doing so, the WR chapter would become significantly shorter."

¹ The Zoning Regulations Review (ZRR) is a rewrite of the zoning regulations of the District of Columbia (Zoning Commission case number 08-06A). In December of 2014 the Zoning Commission took a proposed action to approve the revised regulations. The text of the revised regulations is currently being finalized, when complete the revised regulations will be released for public comment and referred to NCPC for review.

The specific text proposed by the Office of Planning for the WR zone category is included in the appendix to this report.

14-22 Walter Reed Zoning Map & Text Amendment

Proposed Zoning Map

- WR-1** — Moderate density rowhouses and flats
- WR-2** — Medium density urban mixed use
- WR-3** — Moderate to Medium density mixed use with a town-center-type plaza
- WR-4** — Moderate density mixed use in a campus setting
- WR-5** — Moderate density mixed use
- WR-6** — Open space zone preserving the Great Lawn and other open spaces
- WR-7** — Residential and institutional
- WR-8** — Moderate to medium density residential

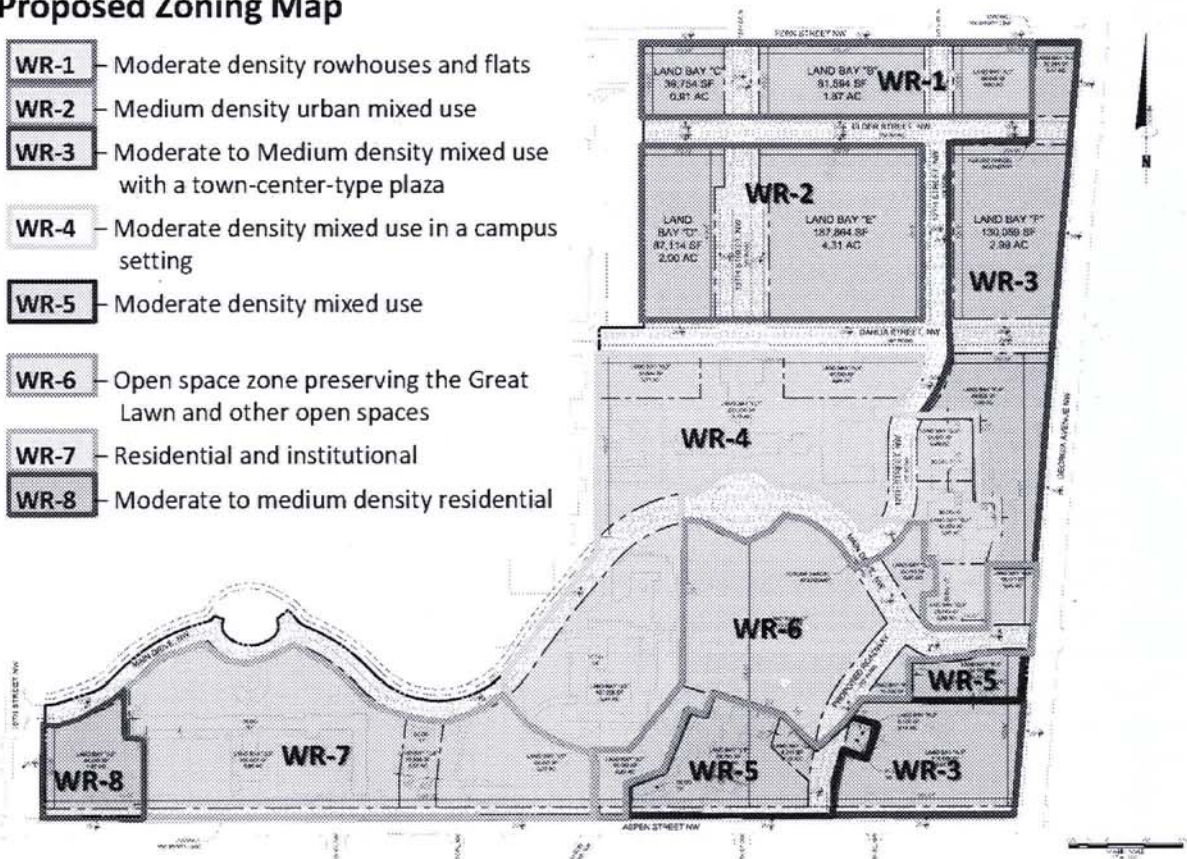


Figure 4: Zones within the Proposed Map Amendment

(Source: DC Office of Planning)

Per text contained within the proposed amendment to the zoning regulations:

The WR -1 zone is intended to: (a) Provide for residential development that complements the character of nearby established residential neighborhoods; (b) Transition from the low to moderate scale residential uses north of Fern Street to the medium-density commercial and residential uses proposed for south of Elder Street; and (c) Discourage driveway access directly from the street to private off-street parking.

The WR-2 zone is intended to: (a) Create a vibrant and pedestrian-oriented commercial and residential center to serve as a housing, commercial, and retail anchor for the Walter Reed campus, adjacent neighborhoods, and the District; (b) Promote an engaging streetscape to activate adjacent uses and users; (c) Encourage clear visibility of retail uses along 12th street from Georgia Avenue; and (d) Create new passive and active open space amenities to accommodate residential and retail uses

The WR-3 zone is intended to (a) Provide for moderate to medium density commercial and residential development that activates Georgia Avenue frontage through enhanced ground floor retail opportunities, a more uniform street wall, and publically accessible plazas, (b) Maintains a sensitive scale of development in relation to properties on the east side of Georgia Avenue as appropriate, and (c) Preserve existing and encourage new green and open space to activate site, and to allow for recreation opportunities as appropriate.

The WR-4 zone is intended to. (a) Provide for moderate density commercial and residential development that adaptively reuses and sensitively develops proximate to historic resources, and (b) Maintain the campus-like setting of Building I and other buildings through preservation of certain nearby open spaces

The WR-5 zone is intended to (a) Provide moderate density residential and commercial development that also supports arts and cultural uses, and (b) Encourage continuous east/west green connections and passive and active recreation opportunities

The WR-6 zone is intended to (a) Preserve the unique character of the Great Lawn and maintain the campus atmosphere at the heart of the historic Walter Reed campus, including the landscaped entrances to the WR zone around Main Drive and East and West Cameron Drives; (b) Assure that the Great lawn's permanent use is for its primary natural function as well as for enjoyment by the general public; and (c) Encourage continuous east/west green connections.

The WR-7 zone is intended to (a) Provide medium density residential development that is sensitive to existing development on the south side of Aspen Street, (b) Encourage adaptive reuse of existing buildings to accommodate, among other uses, institutions, and (c) Encourage open and green space suitable for sustainable infrastructure and amenities as appropriate

The WR-8 zone is intended to. (a) Provide medium density residential development that is sensitive to existing development on the south side of Aspen Street, and (b) Encourage open and green space suitable for sustainable infrastructure and amenities as appropriate.

The specific draft text of the proposed Walter Reed Zone (Chapter 35 of the District zoning regulations) can be found on the Office of Zoning web site and is not included in this report due to its length

The text and map amendments have been designed to respect a number of existing historic properties and the existing layout on the former WRAMC Campus, and use the site's existing

topography to ensure limited impacts from proposed building heights. Below are a series of sections to illustrate maximum development within the WR zones and its compatibility with existing historic resources on the Campus.

14-22 Walter Reed Zoning Map & Text Amendment

Site Sections Key Plan

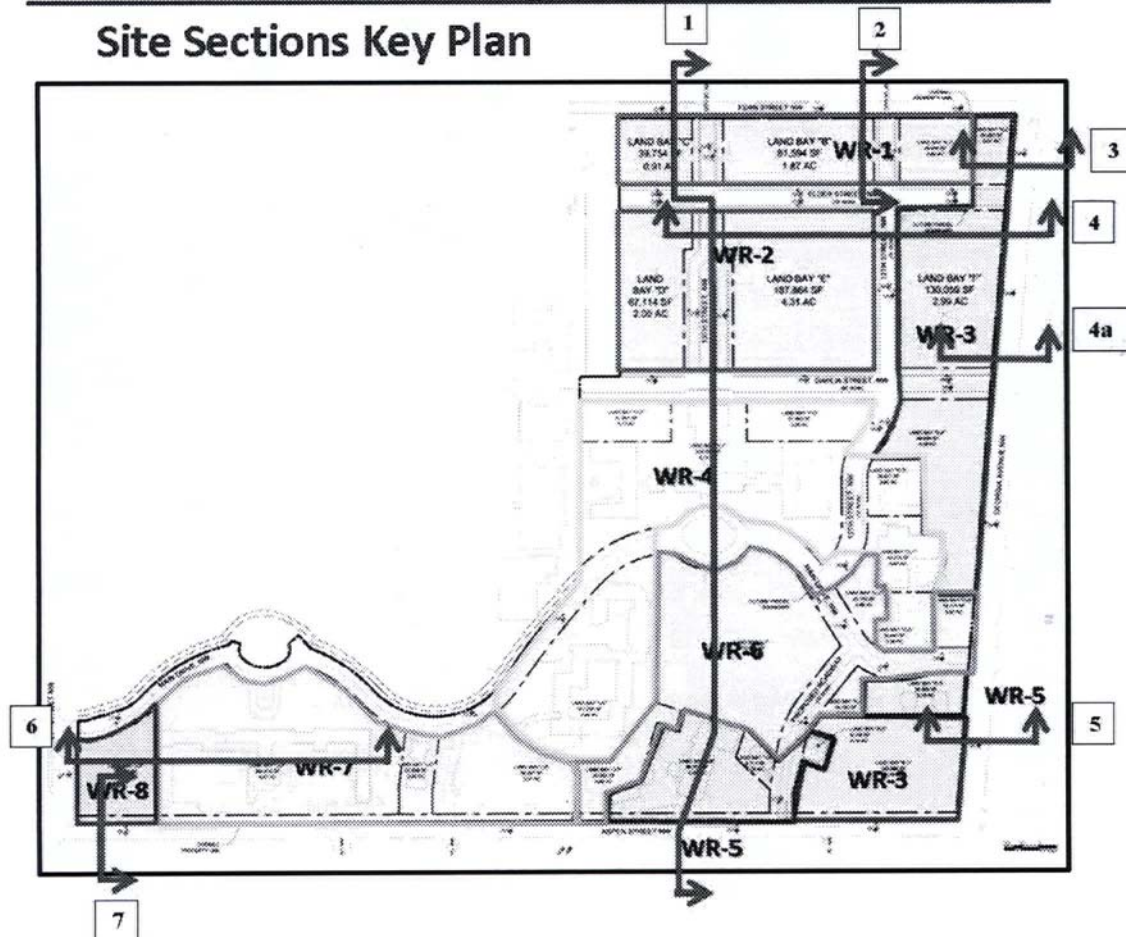


Figure 5: Site Sections Key Plan

(Source: DC Office of Planning)

14-22 Walter Reed Zoning Map & Text Amendment

Section 1

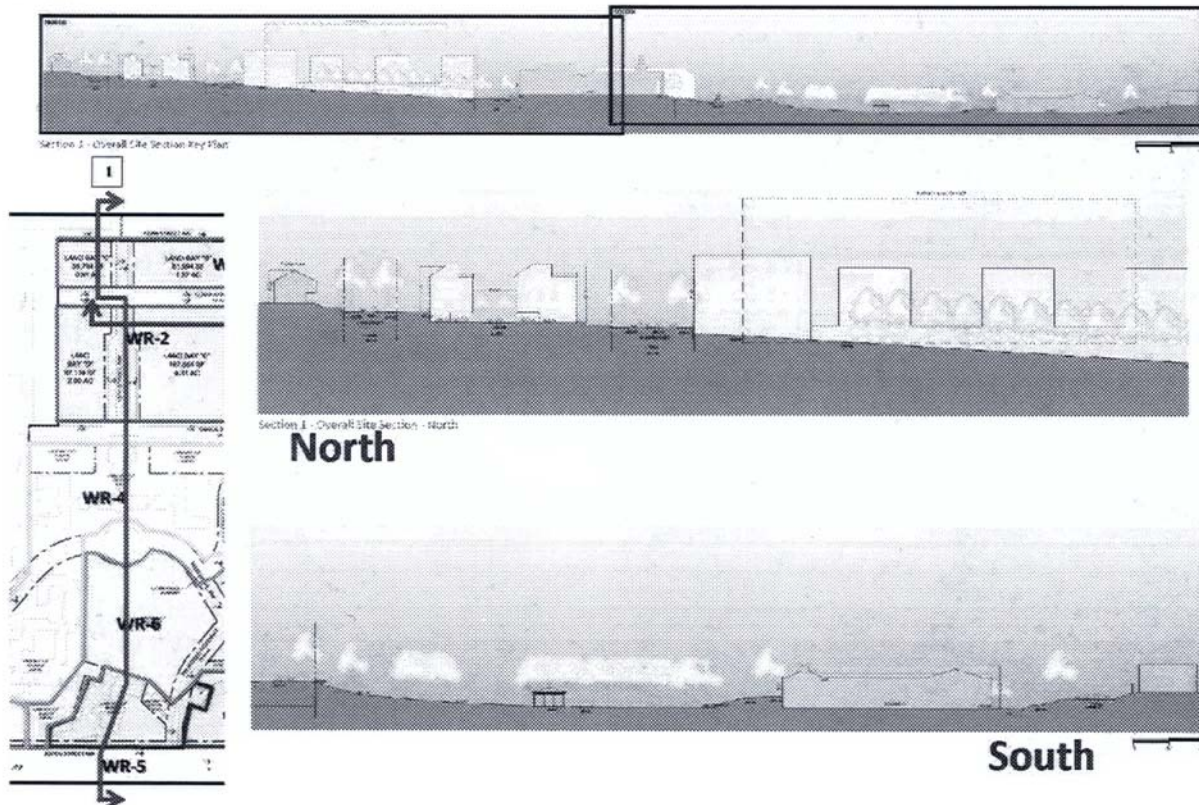


Figure 6: Section 1

(Source: DC Office of Planning)

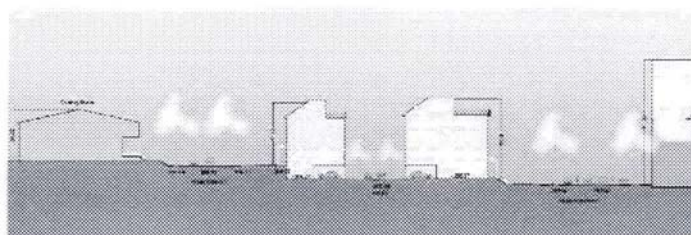
The map shows a proposed development area with several land bays and a proposed road network. The land bays are labeled as follows:

- LAND BAY 1B**: 81,954 SF, 1.87 AC
- LAND BAY 1C**: 187,954 SF, 4.31 AC
- LAND BAY 1D**: 130,054 SF, 2.99 AC
- LAND BAY 1E**: 130,054 SF, 2.99 AC

The proposed road network includes:

- PROPOSED ROAD**: A main road running horizontally across the top of the development area.
- PROPOSED DEVELOPMENT**: A large area in the center of the map, outlined in black.
- PROPOSED ROAD**: A road running vertically along the right side of the development area.
- PROPOSED ROAD**: A road running horizontally along the bottom of the development area.

The map is divided into sections labeled 1, 2, 3, 4, and 4a. Section 1 is the top-left corner, Section 2 is the top-right corner, Section 3 is the middle-right, Section 4 is the bottom-right, and Section 4a is the bottom-left corner. The map also shows the 'PROPOSED ROAD' and 'PROPOSED DEVELOPMENT' area. The map includes labels for 'LAND BAY 1B', 'LAND BAY 1C', 'LAND BAY 1D', and 'LAND BAY 1E'. It also shows the 'PROPOSED ROAD' and 'PROPOSED DEVELOPMENT' area. The map is divided into sections labeled 1, 2, 3, 4, and 4a.

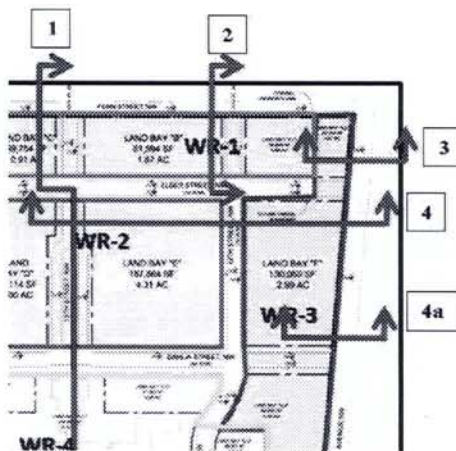
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Section 3

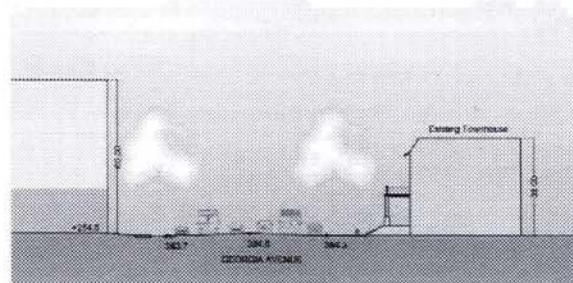
(Source: DC Office of Planning)

14-22 Walter Reed Zoning Map & Text Amendment

Sections 4 and 4a



Section 4a



Section 4a

Section 4

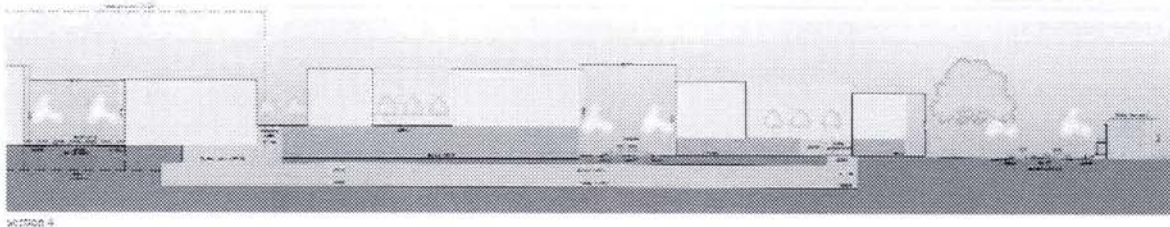


Figure 8: Section 4

(Source: DC Office of Planning)

II. PROJECT ANALYSIS/CONFORMANCE

Executive Summary

While the subject property of this proposed text and map amendment will be transferred from the federal government to the District of Columbia for subsequent development by the private sector, the proposed text and map amendment and the Special Area Plan that they are based on tend to follow the advice of a number of Federal Workplace Element policies and are not inconsistent with other policies within the Federal Elements of the Comprehensive Plan. In addition, the proposed text and map amendment are designed to support the use of a number of the existing buildings for various non-profits that will provide a homeless shelter, housing, and educational services, as required as part of the federal installation closure and property transfer process. Further, in planning for development at the site, the District of Columbia and Department of State, which is planning a Foreign Missions Center on adjacent property, have continued their coordination. As

such, staff recommends that the Commission advises the Zoning Commission that it finds that the proposed Text and Map Amendment to Establish Zoning for a Portion of the Former Walter Reed Campus would not be inconsistent with the Federal Elements of the Comprehensive Plan nor affect other federal interests.

Analysis

Per text contained within the proposed amendment to the zoning regulations, the purposes of the Walter Reed (WR) zones are to:

- “(a) Provide for the growth of the former Walter Reed Anny Medical Center campus with a broad mix of uses, achieved through the adaptive reuse of existing buildings as well as new construction, as generally indicated in the Comprehensive Plan and as recommended by the planning studies of the area;
- (b) Preserve the unique historic architectural and landscape character of the Walter Reed campus as a resource for the adjacent neighborhoods and the District as a whole;
- (c) Reweave the Walter Reed campus into the physical and social fabric of the adjacent neighborhoods by extending the existing street grid into the WR Zone;
- (d) Create a vibrant town center that will provide economic development, employment, and retail opportunities for the District and adjacent neighborhoods;
- (e) Advance sustainability performance with green building techniques and promote innovative energy uses and stormwater management; and
- (f) Accommodate selected uses pursuant to a Base Realignment and Closure Act Notice of Interest process.”

By allowing for the development of a potentially vibrant mixed-use environment with new structures mixed-in between historic buildings and landscapes, that supports and enhances economic development in the community and provides for neighborhood needs, the proposed text and map amendment do work to achieve the above goals. Further, while the Federal Elements of the Comprehensive Plan for the National Capital do not specifically address the private redevelopment of former federal installations, they do encourage the use of federal installations as a stimulus for community revitalization efforts and economic development. In particular, the Federal Workplace Element contains many policies for federal agencies to both coordinate with Communities when developing federal facilities and to encourage business development through the use of federal facilities. While the subject property of this proposed text and map amendment will be transferred from the federal government to the District of Columbia for subsequent development by the private sector, the proposed text and map amendment and the Special Area Plan that they are based on tend to follow the advice of a number of Federal Workplace Element policies, including.

-
- Plan federal workplaces to be compatible with the character of the surrounding properties and community and, where feasible, to advance local planning objectives such as neighborhood revitalization
 - Associate federal workplaces in urban areas to their urban context and appropriately scale them to promote pedestrian activity
 - Consider combined public and private mixed uses at federal workplaces where security requirements will not be compromised.
 - Lease or share space in workplaces for publicly accessible commercial, cultural, educational, civic, recreational, residential, and other high-traffic use activities where these uses will fulfill a local need or support local development objectives
 - Coordinate the use of federal workplaces for public and private activities with the local community to ensure that the community is not negatively impacted, including through the loss of local tax revenue resulting from the relocation of a business from private space to a federally owned space
 - Give first consideration to the use of historic properties or properties within historic districts for new federal workplaces. If no such property is suitable, consider other developed or undeveloped sites within historic districts, then consider historic properties outside of historic districts if no suitable site within a district exists.
 - Any rehabilitation or construction of federal workplaces must be architecturally compatible with the character of any surrounding or adjacent historic district.
 - Provide and maintain space for activities that encourage public access to and stimulate public pedestrian traffic around, into, and through federal facilities
 - Shops, restaurants, exhibits, residential, and other public activities that stimulate pedestrian street life surrounding facilities in urban areas should be considered.

Further and as noted above, any federal installation closure and property transfer process includes a requirement that portions of the site be made available to non-profit organizations. In the case of this redevelopment of the Walter Reed campus, agreements have already been reached between the District of Columbia and various non-profits for the use of a number of the existing buildings for a homeless shelter, housing, and educational services. As such, the proposed text and map amendment are designed to accommodate these uses within the buildings identified for their use.

In addition, staff continues to work with the Department of State to develop a master plan for a proposed Foreign Missions Center on the remaining approximately 47 acres of the Walter Reed campus that will not be transferred to the District of Columbia. This master planning process has involved continued coordination between the Department of State and the District of Columbia.



Figure 9: Rendering / Birdseye view of proposed site build-out

(Source: DC Office of Planning)