

GOVERNMENT OF THE DISTRICT OF COLUMBIA
BOARD OF ZONING ADJUSTMENT



Application No. 14733, of Howard University, pursuant to 11 DCMR 3108.1, for a special exception under Section 210 and 507 for review and approval of a revised campus plan in the R-4, R-5-B, R-5-D, SP-2, C-M-1, C-M-2, C-M-3 and C-2-A Districts in the area beginning at the intersection of Columbia Road and Georgia Avenue, N.W., east along Columbia Road to a point; hence south along 5th Street to McMillan Drive; east along McMillan Drive to a point; hence south along 2nd Street to Rhode Island Avenue; west along Rhode Island Avenue to Florida Avenue; north along Florida Avenue to 9th Street; north along 9th Street to Florida Avenue; north along Florida Avenue to W Street; west along W Street to 11th Street; north along 11th Street to Florida Avenue; east along Florida Avenue to Barry Place; east along Barry Place to Sherman Avenue; north along Sherman Avenue to Euclid Street; east along Euclid Street to Georgia Avenue, and; north along Georgia Avenue to the beginning, (Square 330, Lot 800; Square 2873, Lots 787, 788, 790, 870 and 974; Square 2875, Lots 1032, 1036, 1038, 1104, 1105, 2000-2002, 2033, 2035, 2036, 2037 and 2039; Square 2877, Lots 811, 933, 934, 945, 968, 970, 979, and 1023; Square 2882, Lot 951; Square 3055, Lots 821 and 822; Square 3057, Lot 92; Square 3058, Lots 828, 829 and 833-835; Square 3060, Lots 41 and 839; Square 3063, Lot 801; Square 3064, Lots 826 and 837; Square 3065, Lots 33, 36 and 831; Square 3068, Lots 27-29, 801, 807 and 808; Square 3069, Lots 65 and 66; Square 3072, Lots 52 and 818; Square 3074, Lot 11; Square 3075, Lot 807; Square 3079, Lots 29-35, 37, 39-46, 49 and 89-91; Square 3080, Lots 42, 44, 45, 47, 48, 58, 67, 70-72, 832, 843, and 844; Square 3084, Lot 830; Square 3088, Lot 835; Square 3090, Lot 41, and; Square 3094, Lot 800).

HEARING DATE: February 24, May 11 and June 1, 1988
DECISION DATE: July 28, 1988

FINDINGS OF FACT:

1. The application was originally scheduled for public hearing on February 24, 1988. At the request of Advisory Neighborhood Commission (ANC) 1C, and the consent of the applicant, the Board postponed the public hearing until May 11, 1988, to allow the ANC more time to review the proposed revised campus plan.

2. As a preliminary matter at the public hearing, representatives of the community and property owners raised

an issue regarding the advertised notice of public hearing as to whether non-university owned property within the broad "area" description of the central campus is being considered as a part of the application and is being acquired by the University. The "area" description contained in the notice of public hearing does not describe the boundaries of the campus plan. The central campus is characterized by a core area and scattered sites. The "area" description is intended to give the community a broad outline of the location and extent of the central campus in the community. Simply, it identifies a larger area within which the central campus is located. It was not intended to suggest that all properties within the broad "area" are or are proposed to be a part of the University's campus plan. While non-University owned property may exist within the campus plan boundaries, only property identified as being owned by the University are the subject of this application. The specific properties owned by the University and subject of this application are identified in the notice of public hearing by lot and square.

3. The application requests the approval of a revised campus plan for Howard University's Central Campus for the period from 1988 through 1995. Howard University's Central Campus Plan was approved by the Board by Order No. 12018, dated July 16, 1976. The Board approved the University's second Central Campus Plan, Application No. 13416, dated March 22, 1982, which amended the campus boundaries to include several parcels west of Georgia Avenue, and contained several new buildings to house university programs and surface off-street parking areas. At that time the Board also directed the University to implement specific traffic control measures that were under the University's control and to provide parking as recommended by the D.C. Department of Transportation.

4. Howard University is an academic institution of higher education which was chartered and has operated in the District of Columbia since 1867. It is fully accredited and authorized to confer degrees. Over the past 121 years, Howard has become the only comprehensive research-oriented university in this country with a predominantly black student body, faculty and staff. The University offers undergraduate, graduate and professional degrees in 200 fields through its 18 schools and colleges. In addition to its numerous educational programs, the University operates the Howard University Hospital, the Cancer Center, the Howard Inn, television station WHMM-Channel 32, radio station WHUR-FM, an astrophysical observatory, and a Laser Laboratory.

5. Howard University's Central Campus is located in an urban setting composed of residential, commercial, industrial and institutional uses, centered at Georgia Avenue and Howard Place and generally bounded on the north by Columbia Road, on the east by 14th Street, on the south by U and V Streets, and on the west by Georgia Avenue, Sherman and Florida Avenues.

6. The University operates three other campuses in the Washington Metropolitan Area. The West Campus, a 22-acre site near the intersection of Connecticut Avenue and Van Ness Street, N.W., is the location of the Law School, Howard University Press, and several institutes and administrative departments. The East Campus includes the School of Divinity, located near the intersection of 14th and Taylor Streets, N.E., and the School of Continuing Education, located at 13th and Randolph Streets, N.E. The Beltsville Campus, a 108-acre site in Prince Georges County, Maryland is the location of the University's astrophysical observatory and an animal resource center. The University has no plans to change the use or boundaries of these satellite campuses, with the exception of the proposed relocation of the Law School to the Central Campus.

7. The University maintains off-campus housing for 1,714 students at Eton Towers (1239 Vermont Avenue, N.W.), Sutton Plaza (1230 13th Street, N.W.), Park Square (2407 15th Street, N.W.), Meridian Hill (2601 16th Street, N.W.) and the Divinity School Dormitory (4101 14th Street, N.E.).

8. The Central Campus includes property located in the R-4, R-5-B, R-5-D, SP-2, C-2-A, C-M-1, C-M-2 and C-M-3 Zone Districts. A large portion of the Central Campus is zoned R-5-B. A small area at the south end is zoned R-4 and a portion of the property along Barry Place is zoned R-5-D. The area between Fourth, Sixth, College and W Streets is zoned SP-2. Land on the east side of Georgia Avenue from Florida Avenue to Bryant Street is zoned C-M-3. Land on the east side of Georgia Avenue from Florida Avenue to Bryant Street is zoned C-M-3. Land on the west side of Georgia Avenue between Florida Avenue and Barry Place is zoned C-M-2. The remainder of the Central Campus property located west of Georgia Avenue, including the old Business School on Sherman Avenue and the University Service Center on 11th Street is zoned C-M-1. The University property along the east side of Georgia Avenue, from approximately 56 feet north of Fairmont Street to Gresham Place is zoned C-2-A. With the Board's approval, the Zoning Regulations specifically permit university use in the residential, mixed use and special purpose zones. University use is permitted as a matter-of-right in the commercial and industrial zones.

9. Sections 210 and 507 of the Zoning Regulations provide that, a college or university which is an academic institution of higher learning, including a college or university hospital, dormitory, fraternity or sorority house proposed to be located on the campus of a college or university, is permitted as a special exception in a residential district (Section 210) and in a special purpose district (Section 507), provided that:

- a. Such use is so located that it is not likely

to become objectionable to neighboring property because of noise, traffic, number of students, or other objectionable conditions (11 DCMR 210.2 and 507.7);

- b. In R-1, R-2, R-3, R-4, R-5-A and R-5-B Districts, the maximum bulk requirements normally applicable in the districts may be increased for specific buildings or structures provided that the total bulk of all buildings and structures on the campus shall not exceed the gross floor area prescribed for the R-5-B District. In all other residential districts, similar bulk increases may also be permitted provided that the total bulk of all buildings and structures on the campus shall not exceed the gross floor area prescribed for the R-5-C District (11 DCMR 210.3);
- c. The applicant shall submit to the Board a plan for developing the campus as a whole, showing the location, height, and bulk, where appropriate, of all present and proposed improvements, including but not limited to: buildings, parking and loading facilities, screening, signs, streets, and public utility facilities, athletic and other recreational facilities and a description of all activities conducted or to be conducted on the campus, and of the capacity of all present and proposed campus development (11 DCMR 210.4 and 507.4);
- d. Within a reasonable distance of the college or university campus, the Board may also permit the interim use of land or improved property with any use which the Board may determine is a proper college or university function (11 DCMR 210.5 and 507.5);
- e. Before taking final action on an application for such use, the Board shall have submitted the application to the District of Columbia Office of Planning and District of Columbia Department of Public Works for review and written reports (11 DCMR 210.6); and
- f. In approving an application for a specific college or university building or use, the Board shall determine that the proposed building or use is consistent with the approved campus plan, and further is not likely to become objectionable to neighboring

property because of noise, traffic, number of students or other objectionable conditions (11 DCMR 507.8).

10. Since 1982, the University has completed several projects in accordance with the approved 1980 Central Campus Plan, including: the School of Business, the Founders Library Addition, the Child Care Center, the Hospital Parking Structure at 5th and V Streets, Warehouse No. 2, the Nurses Quarters (currently used to house female students), the installation of planting and benches in the park at 5th and V Streets, the refurbishing of Howard Stadium, and the Old Post Office Building at Georgia Avenue and V Street. Additional new parking areas include the site of the Central Receiving Facility on 9th Street, 400 spaces west of Georgia Avenue, 251 spaces at the old Mott School site, and 44 spaces at 9th and Barry Place. Phase I of the Tower, an addition to the Hospital which will house the Magnetic Resonance Imaging Center, is currently under construction. The University is currently seeking a building permit for Phase II of the Tower, which will house the Ambulatory Care Facility. The House Staff Quarters is in the design stage.

11. The applicant's representative, Executive Vice President of the Howard University Foundation and Special Assistant to the President of Howard University, testified that the proposed 1988 Central Campus Plan is the synthesis of a myriad of competing University needs and requirements and the result of an extensive planning process. In preparing the 1988 Plan, the University and its consultants reviewed existing programs and facilities, population levels, goals and policies. They identified the need to improve the increase programs in research, graduate training and continuing education. The University also needs to increase the amount of on-campus housing for students, especially for graduate, professional and married students. Another critical element of the 1988 Central Campus Plan is the provision of additional off-street parking to reduce parking problems in the area.

12. The representative testified that the University's planning process included a significant effort to discuss the University's plans with the residents of the surrounding community. University representatives met with neighboring residents and organizations, including ANC 1B, ANC 2C, ANC 5C, the Pleasant Plains, LeDroit Park and Bloomingdale Civic Associations, the LeDroit Park Preservation Society and the Shaw/Coalition Redevelopment Corporation, throughout 1987 and early 1988 to discuss the 1988 Central Campus Plan as it was developed. The Plan proposal that is before the Board reflects many of the suggestions resulting from those discussions.

13. The 1988 Central Campus Plan calls for a modification to the Central Campus boundaries approved in 1982. In compliance with the Board's direction that any necessary campus expansion should be to the west, across Georgia Avenue, the University seeks to extend its western boundary to Florida Avenue, South of Barry Place. The University also proposes to extend the southern boundary slightly to include part of the north side of the 500 block of U Street, the site proposed for the Adult Day Care Center, a valuable addition to the community. The proposed boundaries are shown on the Proposed Site Plan, page 110 of Exhibit No. 33A of the record and a copy thereof is included herein for reference.

14. The representative stated that the University reserves the right to purchase any property that it chooses, but that it is the University's preference to purchase residential property only if it is not occupied.

15. The representative explained that the University's primary sources of funding are appropriations from the federal government, tuition and fees from students, and private fundraising efforts made by representatives and friends of the University. The federal government has traditionally provided much of the funds to support the University's construction needs. The University has also employed the municipal bond markets and commercial lending institutions to finance new facilities. The University is continuing to explore alternative funding sources. The Howard University Foundation has been formed to initiate and manage the University's business activities and some of its fundraising efforts. A consulting firm is assisting in transferring the ownership and management of Howard's business entities from the University to the Foundation.

16. The University's development priorities and construction phasing schedule have been catalogued into five two-year periods. The phasing schedule is provided at page 166 of Exhibit No. 33A of the record. Considerations in developing the phasing plan included the urgency of the need for the facility, the availability of the site and the adequacy of off-street parking spaces. However, several unpredictable factors, including accreditation considerations and availability of funds, will influence the actual date of construction of each proposed new building.

17. The President of the University has approved the creation of a University Fine Arts Commission to be chaired by the Dean of the School of Architecture. One of the subjects to be addressed by the Commission is the need for, design, placement and content of campus signs.

18. The University has determined to relocate its Law School to the Mott School site on the Central Campus. This

site will accommodate a new law school building, student apartments and off-street parking, as well as classrooms, offices and a library. The representative stated that no decision has been made regarding the future use of the buildings on the West Campus, but that the University plans to continue to occupy those buildings for University uses after the law school has been relocated.

19. The Central Campus is an integral part of the community, both physically and functionally. The University is bordered by the LeDroit Park and Bloomingdale neighborhoods on the south and east and by the Shaw and Columbia Heights neighborhoods on the west and north. The University provides valuable resources for the neighboring communities through educational, cultural and medical programs, seminars and exhibits offered throughout the year. In addition, several University facilities, including the Crampton Auditorium, Andrew Rankin Memorial Chapel and Founders Library, the Armour T. Blackburn University Center, the Ira Aldridge Theatre and the Moorland Spingarn Research Center are available for public use.

20. The 1988 Central Campus Plan provides additional benefits to the community. The on-campus housing will ease traffic congestion, the Howard Plaza retail mall will provide services, office space, jobs and tax revenue for the City. The Adult Day Care Center will provide a useful service to elderly residents in the community.

21. In 1986, 12,205 students (9,090 full-time equivalent students) were enrolled at the University. The Plan projects an increase in student enrollment to approximately 18,000 students (10,920 FTE students) by the year 1995. Thirty-one percent of the students are expected to be part-time. These numbers reflect the University's total projections for all of its campuses. The faculty population is projected to increase from 1,347 to 1,532 full-time equivalent persons by 1995. The current staff level of 3,768 is expected to increase to 4,362.

22. The Plan includes a three-story, 600-car parking garage at 5th and Oakdale Streets. The representative of the University testified that the open area on this square has become an eyesore and a potential security problem. He stated that the University has made reasonable efforts to keep the area policed of trash, debris and, occasionally, persons who may pose a security risk to passersby. The burden of keeping the space clear and secure is not justified when considered in relation to the need for the University to create additional off-street parking spaces.

23. The applicant's expert in architecture and planning described in detail the Central Campus as it currently exists, the topography, proposed landscaping, open space and

pedestrian circulation, the location, bulk and height of the proposed new buildings and the integration of the Plan proposals with the surrounding area.

24. The architect/planner further testified that the projected bulk of campus development is well within the authorized limits. If the Plan is fully executed, the FAR of the residentially-zoned property will be 1.55. The SP-2 zoned land will have an FAR of 3.49, the land zoned C-2-A will have an FAR of 2.46 for residential uses and 1.5 for other uses. The FARs for the University property in the C-M-1, C-M-2 and C-M-3 zones will be 0.7, 3.60 and 1.9, respectively.

25. Additional zoning relief will be necessary for the proposed development of a residential building and a nine-story parking structure west of Georgia Avenue because the existing C-M-2 zoning precludes residential development and has a height limitation less than that which the University has proposed in the 1988 Plan. Further, to facilitate construction of the Adult Day Care Center and the House Staff Quarters on U Street, the University proposes closing part of the alley located just north of these buildings and creating a new alley to connect with U Street. Alternatively, the section of Bohrer Street north of U Street could be closed. Alley closings are not within the jurisdiction of this Board.

26. The applicant's expert in planning, testified that the academic and support facilities proposed in the 1988 Central Campus Plan will enable the University to maintain its high standards and meet its educational goals. The 1988 Plan illustrates the general, overall patterns for development, locates land uses and facilities, establishes the pedestrian and vehicular circulation networks, sets the overall visual framework, and identifies landscaping concepts for the Central Campus. These planning parameters and systems establish the framework and provide the overall visual guidelines for the location and design of individual buildings over the next decade. The 1988 Plan sets the context for the building design, but designs for the individual buildings will only be developed as definitive programs for their use are determined. Each building will be designed to be compatible with and to complement its surroundings.

27. Most new development is proposed for the central portion of the campus, Freedmen's Square, and for the area west of Georgia Avenue. Besides providing for a compact, identifiable campus with optimum functional and operational relationships, this focusing of proposed development will also reinforce existing pedestrian travel patterns. The proximity of complementary uses will orient pedestrian traffic in these areas. The location of transportation components will also focus pedestrian traffic within the Central Campus itself or along established routes such as

Georgia Avenue. Movement through the surrounding neighborhoods will be minimized.

28. The 1988 Central Campus Plan includes eleven new projects which the University expects to undertake to serve the needs of its growing student population, to accommodate changes in academic programs, to provide additional on-campus housing, to improve facilities for existing programs, to replace obsolete buildings and to relieve overcrowding of existing facilities. Each building can be designed to be compatible with its neighbors from functional and aesthetic viewpoints.

The proposed new buildings are as follows:

- a. 5th and Harvard Dormitory - A five-story, 68,400 square foot student dormitory is proposed to be located at the north end of the Central Campus at 5th and Harvard Streets. The dormitory will house 300 students and contain off-street parking. The design of the new dormitory will complement an existing dorm located across Harvard Street (Drew Hall) and other surrounding residential uses, and will not exceed the height of dwellings in the area. It will help buffer the residential areas north and west of the Central Campus from traffic on 5th Street.
- b. Reservoir Parking Structure - A two-story, 91,000 square foot parking structure with 260 spaces is proposed for the northeast boundary of the Central Campus along 5th Street. Access will be from McMillan Drive and Fairmont Street. The structure will provide additional parking for the Greene Stadium, Burr Gymnasium, Cramton Auditorium and the University Center.
- c. Law School - The Plan includes the construction of a new five-story, 356,152 square foot complex for the Law School, which is to be relocated from the West Campus. The site, at 4th and Bryant Streets at the eastern boundary of the Central Campus, was formerly occupied by the Mott School building and is presently used as a parking lot. The building will provide classroom facilities, a law library, apartments to house up to 150 married students, other ancillary areas and off-street parking. It will be similar in height to, or lower than, surrounding buildings.

- d. 5th and Oakdale Parking Structure - A 210,000 square foot, 600-space parking structure is proposed to be constructed at the northeast corner of 5th and Oakdale Streets. The structure will primarily serve the needs of the persons using the out-patient services in the Tower, the Hospital and the Cancer Research Center. Parking in this location will minimize the walking distance and the security risks for the staff and patients of the health facilities. The University's first plan proposal called for a five-story parking structure. However, after hearing the concerns of community groups, the University modified its intentions to propose three stories of parking above grade and two levels of parking below grade. The three-story height will provide a transition from the taller adjacent parking garage and Hospital to the two-and three-story houses in LeDroit Park.
- e. Adult Day Care Center - The proposed Adult Day Care Center will occupy a 65,600 square foot rehabilitated group of two-story rowhouses on the north side of the 500 block of U Street. This project will complement the House Staff Quarters in the 600 block of U Street. The facades of the existing rowhouses will be retained and infill buildings in the vacant spaces will be similarly designed. The entrance to the Center will be from the north, or hospital side, to reduce impacts on LeDroit Park. The bulk and height of this project are consistent with surrounding buildings. It will serve as a buffer between the Hospital and LeDroit Park. The use is consistent with surrounding uses and will provide services to meet existing community needs.
- f. Howard Plaza Buildings - The proposed Howard Plaza project will contain student apartments, office space, a retail mall, and a parking structure. The project will cover much of the area between Georgia Avenue, V Street, Florida Avenue, Sherman Avenue and Barry Place. A 750,818 square foot residential building containing two ten-story towers connected by a passageway, is currently under construction. This building will contain 797 apartments and below-grade parking for graduate, professional and married students as well as a limited number

of apartments for faculty and staff. A seven-story, 210,400 square foot student apartment building with underground parking is proposed for the corner of Georgia Avenue and Barry Place. The project will also include a five-story, 270,200 square foot office building, a 365,667 square-foot, two-level retail mall, topped by a third level of medical offices and offices for University research activities, and a nine-story, 463,750 square foot parking structure. All of these buildings will have underground and surface-level off-street parking. The proposed height and bulk of these facilities are consistent with existing development along Georgia Avenue. The retail mall and office building will continue Georgia Avenue's historical role as an important commercial and activity center for the community.

- g. Moorland-Spingard Research Center - A proposed two-story addition to Carnegie Hall will result in a 78,900 square foot facility to house one of the world's largest and most comprehensive repositories documenting the black experience.

29. The 1988 Central Campus Plan seeks to enhance the pedestrian environment of the campus and to better accommodate vehicular access, circulation and storage. More specific objectives include the provision of convenient, clearly defined pedestrian ways, the encouragement of shuttle and Metrobus usage, the increased separation of pedestrians from vehicular traffic, the increase in overall parking capacity, and the limitation of private automobiles within the campus interior. The 1988 Plan also includes design criteria for the selection of natural and built landscape components and strategies to encourage open space linkage, walkway consolidation and paving, cross-walk improvements, roadway improvements, and campus gateway identification.

30. The 1988 Central Campus Plan contains a demolition plan, at page 164 of Exhibit No. 33A of the record, to provide space for the new facilities and health care programs. The University proposes to raze several buildings that are obsolete, inefficient to operate, in need of extensive repairs, not suitable for renovation or demountable, and temporary buildings which were not intended to be permanent. None of the buildings proposed for demolition are designated historic landmarks.

31. The applicant proposes that the 1988 Central Campus Plan is consistent with the D.C. Comprehensive Plan, will not tend to affect adversely the use of neighboring property and is in harmony with the general purpose and intent of the Zoning Regulations and Maps. Implementation of the 1988 Plan will reduce the parking shortage, provide vital help for the aged, increase jobs and shopping opportunities in the community, house more students on campus and raise the level of educational facilities at the University.

32. The applicant's representatives testified that the 1988 Central Campus Plan is in harmony with the general purpose and intent of the Zoning Regulations and will not tend to affect adversely the use of neighboring property. The proposed new facilities have been carefully planned and located to avoid harmful noise, traffic or other objectionable conditions.

33. The representative's stated that the 1988 Central Campus Plan will not create objectionable impacts because of noise, traffic, number of students or other objectionable conditions. No significant noise-producing activities are proposed for peripheral areas. The University will continue to direct the most intense activities to the campus interior and the industrial area west of Georgia Avenue. Pedestrian entrances and exits and vehicular activity will be oriented away from neighboring residential areas. No new athletic or recreational facilities are planned. Where the Central Campus abuts the LeDroit Park Historic District, the Plan minimizes impacts on the residential neighborhood by preserving historically and architecturally significant buildings and developing compatible infill structures. The University's existing and proposed gross floor area is lower than that allowed by the zoning assigned to the area. In addition, the University does not propose to expand into low-density residential districts.

34. The representatives further testified that the Howard University 1988 Central Campus Plan is not inconsistent with the Comprehensive Plan for the National Capital and the Generalized Land Use Maps, viewed either as individual projects or as a single entity. The Maps designate the campus area east of Georgia Avenue for institutional uses and the area west of Georgia Avenue for a mix of institutional, residential, and commercial uses. The proposed uses are consistent with these designations and will further several Comprehensive Plan goals, policies, and objectives. Howard Plaza will stabilize a deteriorating neighborhood, provide new housing, increase the District's share of regional employment, create new jobs in an area close to two Metrorail stations, increase the variety of goods and services available, and increase tax revenues. It will replace underutilized industrial land with new housing, shopping, and office space in a Development Opportunity Area

(Howard Gateway). All new buildings will be designed to complement surrounding structures. The House Staff Quarters and the Adult Day Care Center projects will result in the preservation of the facades of several structures in the LeDroit Park Historic District, improve the streetscape and provide an important community resource. The facades of several rowhouses in the 500 and 600 blocks of U Street will be preserved, and new compatible structures will be built on the empty lots between the existing rowhouses. The proposed uses are consistent with the neighboring residential and medical uses.

35. After conducting a comprehensive analysis of existing traffic conditions in the vicinity of the Central Campus and an assessment of the 1988 Plan's anticipated impact on traffic and circulation, the applicant's transportation and traffic expert testified that implementation of the 1988 Central Campus Plan will not create adverse impacts on the operation of streets in the vicinity of the Campus. He further stated that the 1988 Plan is consistent with the Comprehensive Plan and is not likely to result in objectionable conditions on neighboring property because of traffic. The anticipated increased reliance on transit (Metrorail and Metrobus), provision of additional and more-appropriately located parking, reduction of campus-based vehicular trip generation, the increase in on-campus student housing and the implementation of an effective transportation management plan will result in decreased use of automobiles and more efficient use of available parking.

36. The transportation expert testified that there is heavy reliance on mass transit to access the campus. Approximately 44 percent of students who live off-campus commute via auto, 37 percent by Metrobus and 11 percent by Metrorail. The completion of the Metrorail Green Line is expected to reduce automobile usage and parking demand. The Shaw/Howard University and U Street Stations are located approximately 10 minutes from the campus.

37. The transportation expert further testified that the intersections most likely to be influenced by the implementation of the 1988 Plan are expected to operate below capacity in 1995.

38. The 1988 Central Campus Plan proposes circulation changes and improvements including: opening W Street to two-way traffic between Georgia Avenue and 4th Street; changing 6th Street to one-way northbound to reduce conflicts between pedestrians and vehicles caused by the vendors along the street; installation of traffic signals at Barry Place and Georgia Avenue, Florida Avenue and V Street, southern exit from Howard Plaza onto Georgia Avenue; creation of new phasing for the signal at Georgia Avenue and Bryant Street, reconfiguration of the Hospital driveway at V Street and

Georgia Avenue and a landscaped median and special crosswalk paving for Georgia Avenue between Barry Place and V Street. Implementation of these measures will improve pedestrian safety, provide for the safe and adequate movement of vehicles and reduce impacts on the residential neighborhoods in the vicinity of the Central Campus.

39. Implementation of the 1988 Central Campus Plan will increase off-street parking by approximately 48 percent, a net gain of approximately 1,850 spaces. The 1988 Plan will reduce the unmet demand for parking spaces while achieving a balance between the competing goals of limiting parking availability in order to decrease auto dependence and reducing spillover parking. A substantial amount of the parking will be moved west across Georgia Avenue, away from LeDroit Park.

40. The University will implement an aggressive transportation and parking management program to further reduce auto usage and parking demand. The program will include preferential parking for carpools, matching program, a transportation coordinator, information dissemination and pricing policy disincentives. To further encourage mass transit usage, the University is working with WMATA to rename the closest station the Shaw-Howard University Metrorail Station and with DPW to define a Metrobus feeder system that will service the campus and the surrounding neighborhoods.

41. The Office Of Planning (OP), by report dated February 17, 1988, and through testimony at the public hearing, recommended conditional approval of the proposed 1988 Central Campus Plan. OP reported that the 1988 Plan is consistent with the conditions of BZA Order No. 12018 and contains all of the information and details required by the Zoning Regulations. The proposed maximum FAR is well below the maximum permitted FAR. OP agrees with the comprehensive approach taken by the University in development of the 1988 Plan. Because of the proximity of the proposed law school site to the adjacent residential community, OP stated that close attention must be given to the site plan and vehicular ingress and egress plan for the project when it comes before the Board for further review and approval. Recognizing that the Adult Day Care Center is the only new project proposed within the LeDroit Park Historic District, OP stated that it is pleased with the University's decision to limit its development at the boundary of the Historic District and the University's commitment to develop the site with appropriate sensitivity. Regarding the proposed 5th and Harvard Dormitory, OP stated that the adequacy of off-street parking and loading facilities and building design should be addressed when the building comes before the Board for specific review and approval. OP is encouraged by the University's sensitivity to neighborhood concerns and its decision to "sink" the Fifth and Oakdale Parking Structure, leaving only three stories above ground.

42. OP deferred to Department of Public Works recommendations regarding the traffic impacts of the Reservoir Parking Structure specifically and the adequacy of off-street parking and loading facilities on the campus, the proposed V Street parking garage, directional changes for W and 6th Streets, and the proposed redesign of the Georgia Avenue median. OP applauds the University for its dialogue and cooperation with the community and encourages them to continue the dialogue. Recognizing that the University's stated policy is to avoid the acquisition of residentially occupied property for demolition, OP recommends that the 1988 Central Campus Plan be amended to include this policy statement. The Board concurs with OP's findings and conclusions.

43. The Department of Public Works (DPW), by report dated May 11, 1988, and through testimony at the public hearing, addressed the transportation elements of the 1988 Plan. DPW reported that implementation of 1988 Plan and the Howard Plaza project will shift the center of campus activity to the west side of Georgia Avenue, away from the residential neighborhoods. The University is taking several steps to reduce traffic and parking impact on the area surrounding the campus, including: providing on-campus housing for students presently living off-campus; providing shuttle bus service between off-campus dormitories and the campus, and; increasing the University's on-campus parking supply. DPW believes that the shift of parking spaces to the west side of Georgia Avenue is a positive step toward lessening vehicular/pedestrian conflicts in the campus core. Noting that it is difficult to achieve the appropriate balance between increasing the parking supply without increasing traffic and congestion in the area, DPW stated that it believes that the provision of parking spaces as proposed will be adequate to meet future parking demand on campus and will minimize parking spillover into the surrounding residential neighborhoods. DPW recommends extending the existing shuttle bus service to connect directly with the Shaw and U Street Metrorail Stations. DPW also recommends that the University implement a more comprehensive rideshare program, which would include appointing a staff person to coordinate the program, coordination with D.C. Rides, publicizing the program, providing incentives for carpooling, and developing a van pool program. DPW agrees in concept with the proposed physical and operational changes, including the installation of signal controls at Georgia Avenue and Barry Place and at Florida Avenue at V and 9th Streets. Noting that the proposed Georgia Avenue median would be desirable from a streetscape viewpoint, DPW nevertheless believes that installation of a 10-foot wide median is physically impossible in this location and would create a traffic hazard. DPW does not support the installation of bollards along Howard Place because of drainage and traffic safety considerations.

44. Advisory Neighborhood Commission (ANC) 1B, by report dated May 4, 1988, and by testimony at the public hearing, stated that it does not oppose the 1988 Central Campus Plan. The ANC conditioned its report on the University's acceptance and implementation of resolutions to outstanding issues regarding the campus boundaries, development of urban design controls, transportation and parking, completion of previously-approved projects and limitation on acquisition of property in residential zones. The ANC reviewed the proposed 1988 Plan as it evolved during a series of discussions with University representatives. Specific conditions offered by the ANC included the following:

- a. ANC - 1B suggested that, to eliminate confusion about the proposed campus boundaries, the boundaries delineated in the Plan, rather than those promulgated in the circulated notice, should be recognized as controlling.
- b. The ANC recommended the creation and implementation of an urban design plan to provide for design controls that will protect and enhance the aesthetic qualities of the community and the University. The Plan would include bulk and height regulations and the creation of a Design Review Board. The community would be represented on the Board by members of ANC 1B and design professionals who reside in the adjoining neighborhoods.
- c. ANC - 1B is concerned about the parking and traffic impacts of the Plan. The ANC urged the Board to require the University to submit a plan to more fully utilize parking facilities during evening hours and to relieve existing problems around Slowe and Carver Halls. While the ANC did not oppose the location of the proposed parking facilities, it urged consideration of sites further from residential areas, such as the Hospital lot near the corner of Georgia and Florida Avenues, in the future.
- d. ANC - 1B recommended that the Board require the University to give priority to the completion of projects already approved in previous plans, including the House Staff Quarters, the Gerontology Center, and the Physical Medicine and Rehabilitation Center, and the currently proposed Adult Day Care Center.
- e. ANC - 1B urged the Board to prohibit the University from acquiring property in residential zones outside the campus boundaries without BZA review.

45. The Board is required by statute to give "great weight" to the issues and concerns of the Advisory Neighborhood Commission. ANC - 1B raised an issue regarding the public hearing notice and the campus plan boundaries. The Board responds to that issue in Finding Fact No. 2. Other issues raised by ANC - 1B relate to the development of urban design controls, utilization of parking facilities, completion of previously-approved projects and acquisition of residentially-zoned properties. As to those issues, the Board finds as follows:

- a. The 1988 Plan contains guidelines regarding bulk, height and design. The Board concurs that the establishment of a process for an ongoing University-community dialogue would be beneficial to all parties. However, the Board is not convinced that a Design Review Board is the appropriate vehicle. In addition, the Board notes that any recommendations made by such group would have to be advisory in nature. The Zoning Regulations authorize the Board, exclusively, to review and approve proposed building designs through the special exception process. The Community may review and comment on proposed designs during the public hearing associated with that process.
- b. The University should continue to work with the community to improve existing traffic and parking conditions. The 1988 Central Campus Plan proposes circulation changes and improvements to increase pedestrian safety, provide for the safe and adequate movement of vehicles and reduce traffic impacts on the residential neighborhoods in the vicinity of the Central Campus. The University's traffic expert and DPW have determined that implementation of the 1988 Plan with its proposed expansion west of Georgia Avenue is not likely to result in objectionable conditions on neighboring property because of traffic. The 1988 Plan will reduce the unmet demand for parking spaces, decrease automobile usage and will not create adverse impacts on the operation of streets in the vicinity of the Campus. The Board finds that the proposed improvements will alleviate existing traffic and parking problems in the Campus vicinity.
- c. According to the testimony presented by the University, detailed plans for the House Staff Quarters and the Adult Day Care Center are currently being developed. Construction of the projects is scheduled for 1988-1990. Construction

of the Gerontology Center and the Physical Medicine and Rehabilitation Center is scheduled for 1992-1993. The Board finds this schedule to be reasonable and advises that it should be held to as closely as possible.

- d. As to the acquisition of property outside the Central Campus boundaries, the Board believes this to be a private contractual matter between willing buyers and sellers and outside the Board's jurisdiction.

46. On July 18, 1988, ANC-1B filed an unsworn response to the University's traffic analysis. This response restated data from a 1980 draft report on a short-range transportation study that was conducted for the Washington Council of Governments and from the University's expert traffic analysis and written testimony that was read into the record at the public hearing. The response stated that the University could be underestimating parking demand and impact. By its own terms, however, the response and the opinions stated therein were handicapped by a need for more information than was actually considered. The University's traffic expert, by letter dated July 21, 1988, responded that the ANC's response relied on data that is too old to be relevant to the 1988-1995 Plan and misinterpreted some of the University's statements and diagrams. The expert stated further that the ANC's response did not accurately consider the beneficial traffic and parking demand reductions that will occur with the opening of the Metrorail Green Line. The implementation of the University's parking plan and the opening of the Metrorail Green Line will decrease the University community's dependence on the automobile, reduce the unmet parking demand to acceptable levels and improve circulation in the vicinity of the Central Campus. The Board concurs with the University's traffic expert.

47. By letter dated May 11, 1988, ANC-1A informed the Board of its decision not to oppose the application. ANC-1A conditioned its position on the University's acceptance and implementation of ANC 1B's recommendations and on the inclusion of a representative from ANC-1A on the proposed Design Review Board.

48. Two neighbors testified in opposition at the public hearing. Each voiced a concern about general development pressures and displacement of area residents.

49. The people's Involvement Corporation submitted written testimony in support of the application.

50. The Bloomingdale Civic Association, by letter dated May 11, 1988, did not oppose the 1988 Central Campus Plan. The Civic Association stated its concern about the design of the proposed 5th and Oakdale Parking Structure, the traffic impacts of the proposed law school and parking garage, and the need to preserve trees and green space. The Civic Association recommended that the University should (1) provide underground parking, (2) develop and maintain an ongoing dialogue with community organizations and representatives, (3) involve community representatives in all phases and aspects of architectural design, (4) actively consult and work with residents to resolve community concerns and address neighborhood needs, and (5) ensure that adverse impacts on the surrounding residential areas are minimized.

51. Regarding the issues raised by the Bloomingdale Civic Association, the Board finds as follows:

- a. The 1988 Plan provides development guidelines and addresses the overall impacts of its implementation. More detailed designs will be presented and impact analyses conducted as the design for each specific building is developed and reviewed during the special exception process.
- b. The Board acknowledges the need for improved parking facilities in the Central Campus vicinity and recognizes that the University's efforts to provide sufficient off-street parking through the proposed 1988 Plan. The Zoning Regulations do not require that additional off-street parking be located underground. The Board will encourage, but not require, the University to consider providing additional underground parking with each new building.
- c. The Board concurs that the University should maintain an ongoing dialogue with the Advisory Neighborhood Commission and other community organizations as appropriate.
- d. Community involvement in design development can be beneficial, but it can also become unmanageable. The Board believes that the current system, which encourages the University to present proposed designs to

the community and provides for full community involvement during the special exception review process, provides sufficient opportunity for community input at appropriate times while maintaining the authority of the Board to review and approve each building and use.

CONCLUSIONS OF LAW AND OPINION:

Based on the Findings of Fact and the evidence of record, the Board concludes that the applicant is seeking the review and approval of its revised Central Campus Plan, the granting of which requires compliance with the requirements of Sections 210, 507, and 3108.1 of the Zoning Regulations. The Board concludes that the applicant has met its burden of proof. The applicant addressed the issues of noise, traffic, number of students, or other objectionable conditions. The Board concludes that the use is so located as not to become objectionable to neighboring property. The total bulk of all buildings and structures on the campus does not exceed the prescribed gross floor area. The applicant has submitted a plan for developing the campus as a whole. The Office of Planning and DPW have reported on the Campus Plan. The Board further concludes that the application can be granted as in harmony with the general purpose and intent of the Zoning Regulations and will not tend to affect adversely the use of neighboring property. The Board concludes that it has accorded to Advisory Neighborhood Commission 1B the "great weight" to which it is entitled. Accordingly, it is ORDERED that the application is GRANTED SUBJECT to the following CONDITIONS:

1. The plan shall be as shown in the bound document entitled Central Campus Plan, marked as Exhibit No. 33A of the record.
2. Approval of the Central Campus Plan shall be for a time period extending to the year 1995 or until such time prior to the year 1995 as the Board or its successor with jurisdiction over campus plans determines conditions warrant submission of an updated plan.
3. The University shall submit a special exception application to the Board for each structure or addition to an existing structure which the University proposes to construct on the campus over the life of the Plan. In addition to a demonstration of compliance with applicable provisions of the Zoning Regulations and the contents of the approved 1988 Central Campus Plan, each application shall include a showing that the

use, height, bulk, and design (including the location of any means of approach and egress) of the proposed structure is sensitive to and compatible with adjacent and nearby non-University owned structures and uses.

4. The University shall notify the Office of Planning and ANC 1B of its development plans for a specific site following approval of the proposal by the President and by the University's Board of Trustees and prior to completion of final, detailed plans and specifications including sites which do not fall into R or SP zones.
5. The Campus boundaries shall be those depicted in the Proposed Site Plan, page 110 of Exhibit No. 33A of the record.
6. The University shall incorporate the following design policy into the 1988 Central Campus Plan: The height, bulk and design (including the location of any means of approach and egress) of future University structures will be compatible with and sensitive to the height, bulk, and design of adjacent non-University owned structures.
7. The University shall undertake over the life of the Plan, traffic and parking mitigation measures of the type outlined by the Department of Public Works as set forth in Findings of Fact No. 43 of this Order.
8. Student enrollment over the life of the plan shall not exceed 18,000 (19,920FTE) students. Faculty and staff shall not exceed 1,532 and 4,362 respectively.

VOTE: 4-0 (Maybelle Taylor Bennett, William F. McIntosh, Carrie L. Thornhill to grant; Charles R. Norris to grant by proxy; Paula L. Jewell not voting, having recused herself).

BY ORDER OF THE D.C. BOARD OF ZONING ADJUSTMENT

ATTESTED BY:



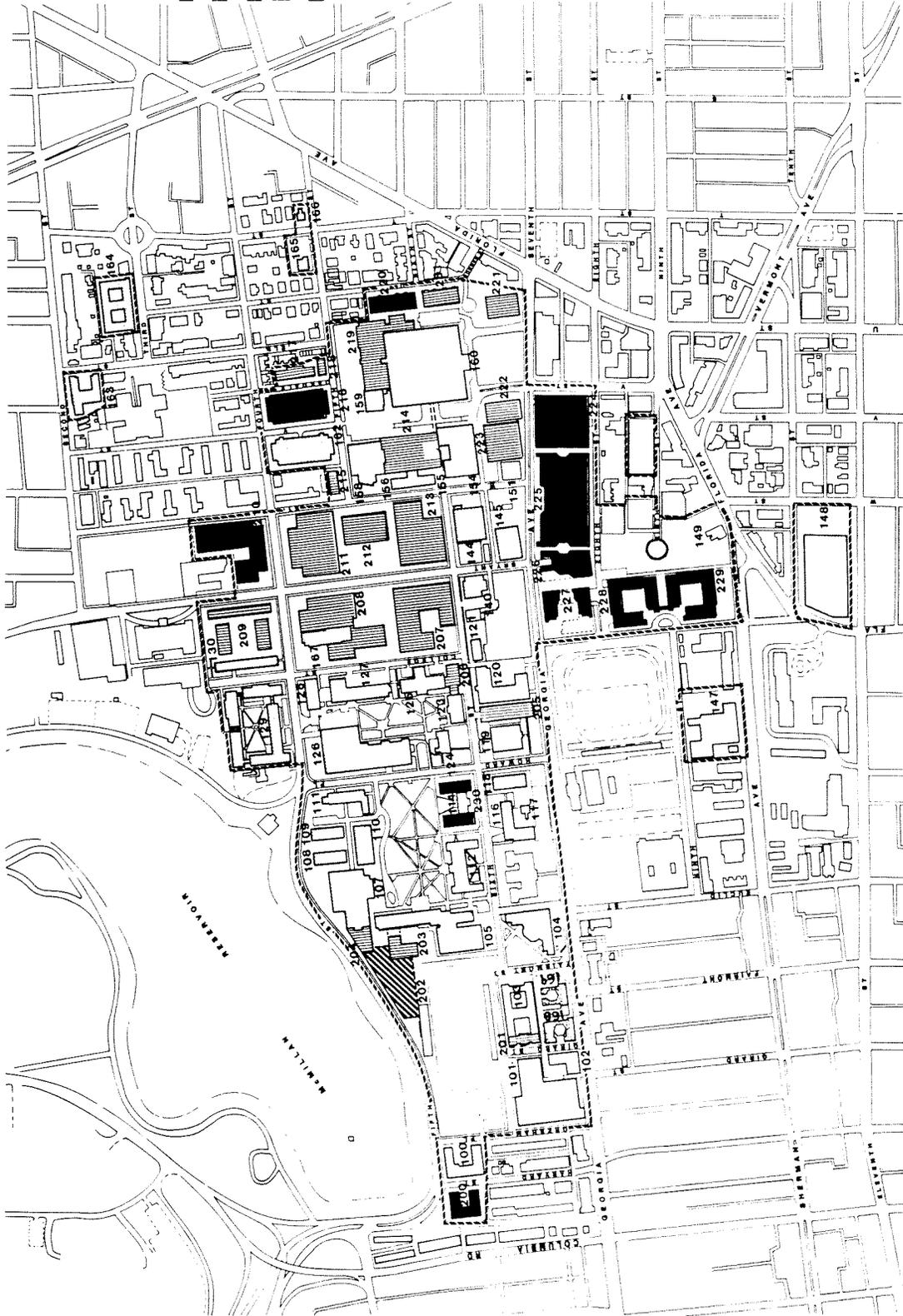
EDWARD L. CURRY
Executive Director

FINAL DATE OF ORDER: DEC 23 1988

UNDER 11 DCMR 3103.1, "NO DECISION OR ORDER OF THE BOARD SHALL TAKE EFFECT UNTIL TEN DAYS AFTER HAVING BECOME FINAL PURSUANT TO THE SUPPLEMENTAL RULES OF PRACTICE AND PROCEDURE BEFORE THE BOARD OF ZONING ADJUSTMENT."

THIS ORDER OF THE BOARD IS VALID FOR A PERIOD OF SIX MONTHS AFTER THE EFFECTIVE DATE OF THIS ORDER, UNLESS WITHIN SUCH PERIOD AN APPLICATION FOR A BUILDING PERMIT OR CERTIFICATE OF OCCUPANCY IS FILED WITH THE DEPARTMENT OF CONSUMER AND REGULATORY AFFAIRS.

14733order/LJP45



- KEY**
- PROPOSED BUILDINGS
 - PROPOSED BUILDING PARTIALLY BELOW GRADE
 - EXISTING BUILDINGS
 - CAMPUS BOUNDARY
 - PREVIOUSLY APPROVED BUILDINGS (NOT YET CONSTRUCTED)



SITE PLAN PROPOSED

CENTRAL CAMPUS PLAN
HOWARD UNIVERSITY
 HDR - BAKER COOPER & ASSOCIATES
 A JOINT VENTURE
 2000 FLORIDA AVENUE, N.W. WASHINGTON, D.C.

BZA

CASE No. 14733

EXHIBIT No. 33A

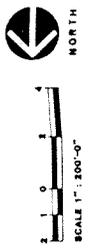


FIG. 37

P. 110

GOVERNMENT OF THE DISTRICT OF COLUMBIA
BOARD OF ZONING ADJUSTMENT



APPLICATION No. 14733

As Acting Executive Director of the Board of Zoning Adjustment, I hereby certify and attest to the fact that a copy of the Order of the Board in the above numbered case, said Order dated DEC 23 1971, has been mailed postage prepaid to each party who appeared and participated in the public hearing concerning this matter, and who is listed below:

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Advisory Neighborhood Commission 1-B
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EDWARD L. CURRY
Executive Director

DATE: DEC 23 1971