Technical Assistance Panel Report

Temporary Uses at the former Walter Reed Army Medical Center, D.C.

Sponsored by: District of Columbia Office of the Deputy Mayor for Economic Development
Temporary Uses at the former Walter Reed Army Medical Center, D.C.

Washington, D.C.

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District of Columbia Office of the Deputy Mayor for Economic Development

April 1 - 2, 2013
A Technical Assistance Panel Report

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About ULI Washington
A District Council of the Urban Land Institute

ULI Washington is a district council of ULI – the Urban Land Institute, a nonprofit education and research organization supported by its members. Founded in 1936, the Institute today has over 30,000 members worldwide representing the entire spectrum of land use planning and real estate development disciplines, working in private enterprise and public service.

As the preeminent, multidisciplinary real estate forum, ULI facilitates the open exchange of ideas, information, and experience among local, national, and international industry leaders and policy makers dedicated to creating better communities.

ULI’s mission is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI Washington carries out the ULI mission locally by sharing best practices, building consensus, and advancing solutions through its educational programs and community outreach initiatives.

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The objective of ULI Washington’s Technical Assistance Panel (TAP) program is to provide expert, multidisciplinary advice on land use and real estate issues facing public agencies and nonprofit organizations in the Washington Metropolitan area. Drawing from its extensive membership base, ULI Washington conducts one and one-half day panels offering objective and responsible advice to local decision makers on a wide variety of land use and real estate issues ranging from site-specific projects to public policy questions. The TAP program is intentionally flexible to provide a customized approach to specific land use and real estate issues. Learn more at http://washington.uli.org/TAPs.

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Acknowledgments

Both personally and on behalf of the Urban Land Institute Washington District Council (ULI Washington), the Panel members and project staff would like to thank the D.C. Office of the Deputy Mayor for Economic Development for inviting ULI Washington to explore the topic of temporary uses on the former Walter Reed Army Medical Center (“Walter Reed”) Site. In particular, the Panel would like to thank Martine Combal, Walter Reed LRA Director, and Jason Cross, Walter Reed Project Manager, for their work in preparing for the TAP, developing the briefing materials and providing the Panelists with a wealth of valuable information during the Technical Assistance Panel. Thanks also go to Polina Bakhteiarov, Project Manager at the D.C. Office of the Deputy Mayor for Economic Development, who provided critical support during the Panel process.

On the first day of the TAP, the Panelists had the opportunity to speak with and hear presentations from representatives from the Army and the D.C. Office of Planning. Special thanks go to U.S. Army Caretakers Randal Treiber and Daniel Suh, as well as Markus Craig from the U.S. Army Base Realignment and Closure Office. Additionally we would like to thank Malaika Abernathy, Joel Lawson and Timothy Dennee from the D.C. Office of Planning, for their contributions during the sponsor briefing. ULI Washington also thanks the numerous community leaders who participated in the stakeholder roundtable sessions for sharing their thoughts and providing additional background information to the Panel. These participants included Sara Green, Stephen Whatley, Alice Giancola, Randall Clarke, Faith Wheeler, Margaret Singleton, Dwayne Toliver and Acqunetta Anderson. The input and feedback from these stakeholders laid the foundation for the Panel’s recommendations.

The ideas outlined in this report are based on the collective expertise of the Panel and information learned from the briefing materials, tour of the former Walter Reed Site, sponsor presentations, and roundtable discussions conducted during the Panel’s one and one-half day effort. The ideas presented here represent the thinking of the ULI Panel and have not been vetted or approved by the D.C. government or the community.
Forward: Overview and Panel Assignment

Located in the upper northwest quadrant of the District of Columbia, the former Walter Reed Army Medical Center served for over 100 years as the main U.S. Army General Hospital, providing care, services and temporary housing for wounded soldiers and veterans. Pursuant to the 2005 Base Realignment and Closure (“BRAC”) Act, the Site was decommissioned and in 2009, subsequently the U.S. Army designated 66.57 acres of the Site as surplus property. The remaining 43.5 acres were retained for use by the Department of State. Since 2010, the District of Columbia has been actively engaged in planning the reuse of the Site. In July 2012, the Office of the Deputy Mayor for Economic Development (“DMPED”) published a Reuse Plan for the property, outlining a set of project goals and proposed uses for the Site. In partnership with the D.C. Office of Planning, DMPED also developed a Small Area Plan, which establishes the land use designations for the Comprehensive Plan. The Small Area Plan was approved by the D.C. Council on April 30th, 2013.

The redevelopment program for the former Walter Reed Army Medical Center (Walter Reed) includes 3.1 million square feet of uses in both proposed and existing buildings, the preservation of several historic buildings, the addition of mixed-use and mixed-income residential housing, over 14 acres of green space, support services for seniors and veterans, and new office, medical and educational uses. The Site will also provide a home for seven community service organizations including two charter schools, permanent supportive housing for homeless families and veterans, and a Howard University Ambulatory Care Facility. DMPED is currently in the process of negotiating the transfer of the Site from the U.S. Army, which is anticipated for 2014. DMPED has also begun a multi-phase process to select a master development team that will implement the development program outlined in the Reuse Plan. It is anticipated that a development team will be selected by early fall of 2013.

The final boundaries within the former Walter Reed Army Medical Center site, designating the Department of State portion and the surplus portion, were approved in August, 2011. (image source: Reuse Plan, 2012)
Given the anticipated timeline for the acquisition and redevelopment of the Site, DMPED is exploring temporary programming opportunities that could help activate the Walter Reed Site in the near-term. DMPED engaged ULI to conduct a Technical Assistance Panel (TAP) looking specifically at interim and short-term uses for the Site, in an effort to lay a foundation for future conversations on this topic with the community, Army and development team. In developing the assignment for the TAP, DMPED strongly encouraged the Panel to integrate the project goals from the 2012 Reuse Plan into their evaluation and recommendations. The Walter Reed Reuse Plan project goals are:

- **Integrate the Site with the community** — Establish a reuse, preservation and development strategy that integrates Walter Reed with its local neighborhoods, supports the redevelopment of the Georgia Avenue corridor, and provides public benefits for the surrounding community;
- **Provide a mix of uses** — Create a plan that accommodates a mix of uses, including retail, diverse housing options, institutional and cultural uses;
- **Create new jobs and revenue for DC** — Mitigate the potential impact of lost jobs and revenues from the vacated Site on the adjacent commercial corridor by creating new employment opportunities for DC residents and increased revenue from property and sales taxes for the District that can, in turn, help support neighborhood services, as well as create business opportunities for DC-based small and local businesses; and
- **Activate the Site** — Develop a realistic implementation and phasing strategy that addresses environmental issues, maximizes market viability, minimizes Site vacancy, and competitively attracts qualified and quality development partners.

The development program approved in the 2012 Reuse Plan envisions a vibrant, mixed-use community accomplished through a combination of adaptive reuse and new construction.

*(image source: Reuse Plan 2012)*
With these goals in mind and based on the Reuse Plan, Draft Small Area Plan, and current zoning, DMPED asked the ULI Panel to address the following questions:

1. What kind of temporary programming could work to activate the Site, draw users to the Georgia Avenue corridor, complement existing businesses, or support neighborhood needs, while possibly reducing facility/ground maintenance costs?
   
   a. Are there opportunities for educational enrichment activities and programming on the Site, such as urban agriculture?
   b. Are there unique opportunities on the Site, like filming or staging for filming in the DC area that could bring business to the corridor?
   c. What one-time or seasonal programming opportunities exist for the Site, and should these be prioritized over ongoing programs?

2. How can security and liability concerns related to temporary programming opportunities be overcome?
   
   a. What types of costs might DC or other users need to incur to address security concerns, such as fencing, to facilitate the implementation of temporary programming?

3. What would be the best locations on the Site for temporary programming near/along the Georgia Avenue side given the proposed phasing and the security/access concerns of the Army?

4. At the conclusion of programming, what strategies could be employed to effect a smooth transition for programs not anticipated to extend into the future phases of redevelopment of the Site?
   
   a. What uses might be better positioned to be carried out by a Master Developer as the project transitions?
   b. Given the Reuse and Small Area Plans, might there be a permanent location on or off site for some of these proposed temporary uses?

5. How can programming opportunities align with the construction/demolition that will be required on the Site in the future?

6. What transportation options might be made available to support/facilitate temporary programming opportunities through and within the Site such as Capital Bikeshare, bus/shuttle services for possible recurring activities?
Findings and Recommendations

The foremost observation of the Technical Assistance Panel was to recognize the Walter Reed Site as an extraordinary asset for the District, the surrounding neighborhoods and the region. Redevelopment opportunities of this size and scale are extremely rare and the Panel was struck by the vast potential of this project to grow into an attractive destination for local and regional visitors, both in the near term through interim events and in the long term through the redevelopment program. The historic buildings and landscape are attractive and have been well-maintained, creating a beautiful setting for events and programs. The Walter Reed campus and surrounding areas are generally perceived as safe places – a fact that can be pivotal in the success of large-scale redevelopment efforts - and the nearby neighborhoods of Brightwood, Shephard Park and Takoma are strong, stable residential communities. Last, and perhaps most important, the Walter Reed Site is a place with a distinct and recognizable identity that will continue to set it apart from competing event destinations and development opportunities in the region.

Similarly, the ULI panel complements the District for launching their exploration of interim uses at this stage in the reuse process. In many cases, the complexity of a land transfer or concerns over security, liability and cost lead land owners to close sites like this to the public during the (often lengthy) redevelopment timeframe. While these challenges are not insignificant barriers to short-term uses, shuttering a site can lead to increased community frustration or doubt about a project’s progress. Thinking through these issues now will allow a more strategic approach to any short-term programming that takes place in the coming years.

In responding to the specific questions posed by DMPED, the panel organized their findings into the following four categories:

1. General Considerations
2. Purpose and Value
3. Design and Planning
4. Implementation
General Considerations

The Panel strongly believes that the Walter Reed Site offers significant opportunities for temporary programming over the next several years. The foremost benefits of near-term programming include:

- Maintaining a sense of openness, engagement and transparency with the community regarding the Site and the changes that will happen there in the future, and
- Establishing an enhanced brand identity for the Site; one that is rooted in the Site’s history but also sets the tone for the type of place this will become as the reuse plan is executed.

Another reason that the Panel believes that DMPED should pursue interim uses at this location relates to the cost of maintaining and securing the buildings and landscape over the next few years. When the Walter Reed site is conveyed by the Army to the District (anticipated in Winter 2014), either the District, the Master Developer, or some combination of those entities will become responsible for protecting the historic buildings and grounds from damage, vandalism and wear-and-tear. The Panel understands that the Army’s current estimated cost of maintenance and security is upwards of several million dollars per year. While security costs may be lessened after the Army transfer, it can be assumed that there will be a significant fixed-cost associated with maintenance and security, whether or not interim events are held on the Site. For this reason, the Panel believes that there are some interim uses, such as small-scale community events, which could help accomplish the benefits listed above without incurring significant costs beyond what will already be required.

With a project of this complexity, it is difficult to be certain about the exact timeline for each critical project milestone. At the same time, it is hard to identify an exact time horizon for interim programming. When should interim uses begin and for how long should DMPED plan to be involved in short-term programming on the Site? While ULI recognizes that the community wants to begin accessing and using the Site as soon as possible, the Panel recommends that DMPED use the time before the Army transfer to plan for interim uses and launch these programs soon thereafter. They suggest that it is unlikely that the Army will support any significant use of the Site before the transfer, and also feel that the next several months can be utilized to develop a clear plan for the type, scale, frequency and character of interim uses that will most benefit the community and the Site in the long term.

The Panel also suggests that it may be advantageous for DMPED to coordinate with the Department of State to maximize interim use options. During the tour of the property, the Panel learned that buildings 52, 53, 20 and 32 (see map on following page), all located on the Department of State side, contain a conference center, auditorium, hotel and gymnasium, all of which the Army indicated are in working condition and could potentially be used in the near-term for community events, corporate retreats, city meetings, fitness programs or other activities. Using these “ready to go” facilities in the near-term may be a low-cost way to bring people and events on to the Site, maintaining an active community presence on Walter Reed and creating new partnerships with organizations that are looking for event space.
The Reuse Plan envisions the future Walter Reed as “an active, synergistic mix of uses that is integrated with the community, is economically self-sustaining, creates new employment opportunities for DC residents, and honors the legacy of Walter Reed as a center for innovation and excellence.” The Panel’s final general observation is that DMPED should use this vision statement to guide their decision-making about the type of temporary uses that will be allowed or offered on the Site. In other words, temporary uses should be viewed as early steps toward achieving this vision. At the same time, the Panel sees the need to add clarity to the vision, so that over time more specific parameters can be used to help determine whether a particular use is consistent with the long-term project vision. The Panel offers the example of the redevelopment of downtown Silver Spring, where Montgomery County and their development partners decided early on that the development effort could not solve every problem or “be all things to all people.” The team behind this 22-acre public-private partnership decided to aim specifically at creating a desirable destination for high-tech companies to locate and for young urbanites to live and shop. According to the Panel, the specificity of the development team’s objectives has been central to the success of the now-thriving downtown.
Purpose and Value

Given the beauty, scale, location and historic character of the former Walter Reed Army Medical Center Site, it is likely that DMPED and the Master Developer will receive inquiries and proposals from organizations that want to use the Site for events or programs during the early phases of redevelopment. When evaluating the specific types of temporary uses that DMPED could consider or pursue, the ULI Panel brainstormed a list of possible concepts that could work on the Site, as shown in the text box. Rather than recommend a particular type of event that should be prioritized over others, the Panel instead suggests a framework process by which the District can make decisions about the type, scale and character of temporary uses that are right for Walter Reed.

First, DMPED needs to clarify the goals and the return on investment it seeks from temporary programming on the Site. Building off the primary benefits discussed in the beginning of this report – creating transparency and openness in the development process and enhancing the brand/identity of the Site – the ULI Panel recommends two specific goals that can be used to evaluate individual concepts for interim activities at Walter Reed. First, they suggest that temporary programming on the Site should, to the extent possible, enhance or promote the unique characteristics, buildings, landscape and/or neighborhoods surrounding this particular Site. For example, programs or events that are linked to the legacy of the Site as a place of treatment and recovery for wounded veterans, or that celebrate the special topography and design of the Rose Garden, should be prioritized over general events with no particular connection to the area.

Temporary uses could include:

- Food and wine festivals
- Semi-permanent tent for private/social events
- Pumpkin patches
- Ice rink
- Civil war reenactments/events
- Business incubation space
- Educational centers
- Public sculpture garden
- Picnic area
- Film series
- Concert series
- Pop-up retail
- Community garden
- Art walk
- Scavenger hunt
- Bike races
- Organized fun run/walk
- Farmers markets
- Kite festival
- Etc....
Second, it is essential that any short-term uses on the Site facilitate, rather than add complexity, to the long-term development program. Given the potential long-term impact of the project, and the number of agency and community stakeholders involved in implementing the Reuse Plan, the District should avoid temporary programs that could add uncertainty or cause delay in the redevelopment process.

In addition to these two recommended priorities, the Panel suggests the following list of possible additional goals for short-term uses at Walter Reed. DMPED can work with the community to select priorities amongst these goals (and others that the community might identify), and use those priorities to evaluate individual concepts for temporary uses.

Priority goals for temporary programming might include:

- Cultivate & enhance the sense of community among surrounding neighborhoods and businesses
- Improve physical connectivity between the surrounding neighborhoods
- Unveil the development process
- Increase local ownership and sense of pride in the Site
- Negate sense of exclusivity created by fences/create a sense of inclusion
- Shift the perception of the campus use – lay the foundation for future development
- Placemaking – creating a brand, image and set of values that are connected to this place
- Raise the visibility and awareness about the Site citywide and/or regionally
- Empower surrounding neighborhoods and local ANC leaders
- Attract customers to the existing businesses along Georgia Avenue

Once the goals for short-term uses are prioritized, it will become easier to determine the target audience and desired scale of possible events. Two examples of temporary events illustrate this point in the table below.

<table>
<thead>
<tr>
<th>Goal: Increase local ownership and sense of pride in the Site</th>
<th>Goal: Raise the regional visibility and promote the brand of the Site</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Possible event:</strong> Neighborhood movie night(s)</td>
<td><strong>Possible event:</strong> Food and Wine Festival</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Audience (immediate vs. broader)</th>
<th>Immediate neighborhoods</th>
<th>Region</th>
</tr>
</thead>
<tbody>
<tr>
<td>Demographics (families, singles, seniors, etc.)</td>
<td>Families, young people, seniors, range of income-levels</td>
<td>Young professionals and other adults</td>
</tr>
<tr>
<td>Volume (# of Attendees)</td>
<td>Low - Moderate</td>
<td>High</td>
</tr>
<tr>
<td>Exposure (regional awareness, media, etc.)</td>
<td>Low</td>
<td>High</td>
</tr>
<tr>
<td>Vendors (local, nonprofit, corporate, etc)</td>
<td>Mostly local and nonprofit</td>
<td>Local and corporate</td>
</tr>
</tbody>
</table>
In an effort to explore what is meant by “temporary programming”, the Panel also debated the pros and cons of one-time versus ongoing events. Generally, the Panel recommends prioritizing one-time events, meaning anything with a finite and explicit end-date, over longer-term programs. The duration of one-time events could vary greatly, for example including a two-week pop-up retail exhibition, as long as the end-date of the program is known at the outset. The duration of events will also be limited by the current zoning, which is R-1-B and allows a range of temporary uses but states that “no permitted use shall operate for more than 10 days, except for preaching or lecturing.” The recommendation to prioritize one-time events will be helpful in managing community expectations related to temporary programing. For example, neighborhood uses that are traditionally ongoing or repeating, such as community gardens or a dog parks, may accomplish some of the goals discussed above but might also be difficult to terminate should they become incompatible with future phases of the redevelopment program. An exception to this recommendation could exist in cases where the Master Developer is committed to perpetuating a particular use for several years into the project implementation timeline.

Once the desired goals, target audience, frequency and scale of temporary uses are identified, DMPED will be able to create a vetting process and/or guidelines for interim uses on the Site. An application system or explicit set of criteria will help bring transparency to the decision-making process and could mitigate negative feedback from the community.

The panel gave the example of the Silver Spring Zombie Walk, which helps promote the brand of Silver Spring as a funky, hip place and attracts one of the area’s target market segments – “Generation Y”. (image source: Flickr)

Baltimore’s EcoFest and EcoBall are examples of the types of event that could complement and publicize the Walter Reed Reuse Plan’s sustainability framework and goals.(image source: baltimoregreenworks.com)
Design and Planning

The Technical Assistance Panel explored several design and planning strategies that could help enliven the Site in the near-term, strengthen community ties and lay a foundation for future development. First, while there is certainly the potential for larger-scale productions, festivals and programs to take place during pre- and early-development at Walter Reed, the Panel feels that perhaps the most impactful step DMPED can take in the near-term with regard to community relations is to create permeability onto the Site for the public. While removing the fence entirely may take some time due to the need to secure the buildings and grounds, the Panel recommends removing segments of it as soon as possible, using temporary fencing as needed to section off unsecure areas or construction/demolition zones. The Panel suggests two key design strategies related to increasing permeability: creating walkways through the Site and creating a welcoming gateway at Georgia Avenue and Butternut Street.

Opening a walkway through the property will be an important step toward welcoming the public back to Walter Reed and will also help add transparency to the development process. Creating an east-west pedestrian/bicycle connection along Main Drive could improve walkability, access and transit use in the broader community by giving people a new, pleasant connection from Georgia Avenue to the transit routes on 16th street and the trails in Rock Creek Park. This pathway could be a relatively low-cost way to invite people onto the Site and give them the opportunity to experience it at their own pace. The creation of a Neighborhood Heritage Trail, a smartphone “app” and/or interpretive signs would encourage walking or biking across the Site while sharing its history and context. In addition to the east-west connection along Main Drive, the Panel believes that a pedestrian connection south to the gate at Luzon Avenue and Aspen Street would be another way in the near-term to improve the community’s access to the property and connectivity through the Site.

The panel looked at ways to connect people through the site, via Main Drive, from Georgia Ave. to Rock Creek Park. (Top image: ULI, bottom image: Google Maps)
During the stakeholder interviews, the Panel learned that there is a strong appreciation in the community for the Rose Garden. Allowing public access to the Rose Garden during the early phases of redevelopment, again using temporary fencing as needed to screen construction and demolition, could be a relatively low-cost way to strengthen community relations and improve the feeling of openness on the property.

Another early design improvement that would support “passive” use of the Site is to transform the entrances to the property into welcoming gateways. As soon as it is feasible to open some portion of the Site to the public (most likely after the Army transfer), the Panel suggests using signage, sculpture and other artwork to help draw the public to the Site and celebrate the progress of the reuse effort. This also creates opportunities for partnerships with various District government departments, such as the D.C. Commission on the Arts and Humanities for public art financing, the Department of Parks and Recreation for amenities and programs, and the Department of Transportation for trail enhancements. In particular, an enlivened gateway at Butternut Street and Georgia Avenue could serve as an important visual invitation to the community to enter the Site and improve the interplay between Walter Reed and the busy Georgia Avenue corridor. This gateway would also be a convenient location for a
The physical spaces on the site could potentially feature events with as many as 25,000 people, but the actual capacity would be lower due to traffic impacts, parking and other limitations. 

BikeShare station, which would provide increased connectivity to Metro and improved mobility through the property.

In addition to these near-term steps which would allow unprogrammed community use of Walter Reed, there are opportunities for modest improvements to the Site in the mid-term which could facilitate the use of the property for more programmed activities. As a baseline for understanding the types of events and activities that could take place at Walter Reed, the Panel made rough calculations of the maximum capacity of three of the primary outdoor spaces on the property. Based only on the amount of space available in each location, the panel estimates a maximum capacity of 4,000-5,000 people in the Rose Garden, 1,000-2,000 people in the entry corridor along Butternut Drive, and approximately 20,000 people in the Main Lawn by the Heaton Pavilion. The actual capacity limitations of the Site are most likely lower due to other logistical issues such as parking, traffic and noise. For example, the available parking on the Site would permit 4,500 people to drive and park there, assuming three people per car. While more evaluation is needed to identify the size and scale of temporary events that would work best at Walter Reed, the Panel does believe that the property would be a good candidate for events with a regional draw. As with any regional event, the District and/or Master Developer would have to work closely with the event producer to carefully plan for parking, traffic and security and to mitigate noise and security issues.
The above graphic shows some conceptual ideas for improvements that could facilitate the use of the southeast corner of the Site for interim programs and events. Building on the idea of a gateway at Butternut Drive, the Panel imagines a modest plaza on Georgia Avenue that would act as a bridge into the Site and create a new, outward-facing community gathering place. A Village Green could extend inward along Main Drive, drawing people further into the Site and creating a space for a 20-30 stall market that is scaled for and caters to the surrounding neighborhood. The Green could potentially also be used by food trucks during events or include modular buildings featuring pop-up retail or cultural/historic exhibits. The Village Green would lead people to the Rose Garden, which could be used without much improvement for activities like orchestra concerts, food or art festivals. Inspired by the unusual architecture and “funky” character of the former firehouse and gas station buildings, both of which are historic and planned for preservation, the Panel imagines a creative use such as a temporary artist colony in this area. Finally, the Panel sketched a children’s day camp concept that could include a ropes course and zip lines, or feature educational elements linked to the Site’s history. While ideas like these need to be explored further with the community and the Master Developer, these concepts are illustrative of the type of creative activity that could help establish a brand for the project, link to key sustainability goals and to the history of the site, and expand awareness of the Site region wide.
A modest plaza on Georgia Avenue could create a lively gathering place at the site’s gateway.
(image source: ULI)

The Rose Garden could feature a summer concert series. (image source: ULI)
A Village Green extending from Georgia Avenue along Main Drive would connect people to the Rose Garden and could be used both for programs and for daily, neighborhood use. (image source: ULI)

The Village Green concept would work for an artist market, holiday fair or neighborhood-scale food festival. (image source: ULI)
In the interim before demolition, the Heaton Pavilion could potentially be used for movie screenings or projected art installations similar to the 2012 Hirshhorn exhibition, “SONG 1.”
(image source: ULI)
The panel envisioned a summer camp for teens or young children, “Camp Walter Reed,” shown here with a ropes course and zip lines. (image source: ULI)
Implementation

This section outlines a possible timeframe and process for implementing interim uses at the former Walter Reed Army Medical Center (“Walter Reed”). The Panel explored three different phases of program planning and execution. Phase one, lasting through 2014, could be used for early planning and capacity building for future events on the Site. During this phase, DMPED and the development team could focus on initiating the maintenance plan, securing the Site for public use, and exploring potential partnerships with event producers or community organizations that need space for programs. Also during phase one, DMPED should plan a launch event, or series of events, which will celebrate the next phase of activity on the Site and further educate the community about the future of the property.

Phase two, lasting from 2015 – 2016, could be the target year for launching interim uses and holding one-time/temporary events on the Site. During this phase, the Panel believes that it is critical for D.C. Government staff to provide the leadership and oversight of the interim use program, working in close partnership with the Community Advisory Group, the development team and potentially also with contractors or organizations that specialize in event production. D.C. government staff responsibilities could include:

- Community focused events
- Opening celebration/welcoming weekend
- Tours and picnics, concerts, movie nights, classes and demonstrations, children’s play, etc.

Partner organizations or contractors could be called upon to implement:

- Regional events, festivals and destination concerts
- Flea and farmers markets
- Culinary events/food festival
- Existing events looking for a home (such as Artomatic, Fringe Festival, etc.)

Possible Timeline for Implementation of Interim Uses

2014: Initial capacity building, partnership development and planning; Grand Opening celebration

2015 – 2016: Initiate interim uses and produced events, strengthen partnerships

2017 – 2018: Transition to new organization to oversee ongoing programing of Site

Phase Two: Partnership Structure for Interim Uses
The estimated budget that would be required for D.C. to appropriately staff and manage interim uses on the Walter Reed Site is roughly $500,000 per year. The Panel suggests that this investment would yield a meaningful return to the District and the project, in terms of increased visibility and community buy-in. Also, as mentioned before, the cost of maintaining and securing the property will be significant whether or not there are events onsite, and the Panel believes that the potential benefits outweigh the incremental additional cost of programing the space. For larger events that are implemented through a partner organization or contractor, the Panel recommends building the cost of lighting and security into the ticket price, and ensuring that the partner/contactor is responsible for managing noise, traffic impacts and other logistical issues.

Phase three, occurring from 2017 – 2018 (and beyond), will be a time for prioritizing those events and programs that help reinforce the long-term vision and brand of the Site. During this phase, the Panel believes that there is the need to transition the responsibility of programing the space away from the District and suggests the creation of a new nonprofit organization that would be responsible for managing the Site. The nonprofit would be autonomous but could have oversight by an advisory board with District, developer and business/neighborhood representation. The organization would function as a public-private partnership and assume all programming responsibility for the property. Depending on the compatibility of various temporary uses with the status of development implementation at that time, some programs/events from phase three could be incorporated as permanent features of the future Walter Reed community.

**Estimated Budget Requirements for Space Management & Programing**

<table>
<thead>
<tr>
<th>Service</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilities Manager (FTE)</td>
<td>$100,000</td>
</tr>
<tr>
<td>Events Manager</td>
<td>$65,000</td>
</tr>
<tr>
<td>Marketing/Sponsorship</td>
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<td><strong>Total</strong></td>
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<tr>
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<tr>
<td><strong>Total</strong></td>
<td><strong>$250,000</strong></td>
</tr>
<tr>
<td><strong>Annual</strong></td>
<td><strong>$500,000</strong></td>
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**Phase Three: Management Structure for Interim Uses**
While the Panel suggests that larger, produced events should use ticket fees to cover their own costs, it will be necessary to generate revenue to support the District staff or nonprofit management organization, to make the physical improvements to the Site that are necessary for hosting interim uses, and to subsidize non-revenue generating neighborhood events. The Panel identified a number of potential revenue streams that could support temporary uses at Walter Reed, for example requiring that a percentage of sales tax, ticket revenue or alcohol sales from events onsite be returned to the management of the property. The District could pursue corporate sponsorships or grants to offset event costs, as in Yards Park in Southeast D.C. where CSX sponsors a summer concert series in exchange for marketing opportunities and naming rights (e.g. the “CSX Kid’s Corner”). A portion of vendor fees from events could be collected for the Site management, though this is not likely to generate significant revenue. Other potential revenue sources on the Walter Reed Site include Common Area Maintenance (CAM) fees, where a tenant contributes to the management of common spaces through a fee in their lease. Developer contributions such as a tax on income producing properties or a portion of retail sales tax generated onsite could be instituted at Walter Reed. It is unlikely that a single revenue stream will provide all the needed funding. The Panel stressed that it is likely that a combination of revenue streams will be required to appropriately staff and fund the management and maintenance of the property.
Conclusion

Based on their experience working over a day-and-a-half on this assignment, the ULI Technical Assistance Panel is convinced about the vast potential of the former Walter Reed Site to grow into an important community gathering place and regional attraction, both in the near-term through temporary uses and over the long-term through redevelopment. To reiterate one of their leading recommendations, the Panel supports DMPED in pursuing interim uses which will help instill confidence about the progress of the redevelopment program and lay a foundation for the permanent changes that are envisioned.

Clarifying the vision and purpose for interim uses will help the District identify the type and scale of activities that are the right fit for the property. As soon as possible, it would be advantageous to open the Site, or portions of the Site, to the public for casual use. This may, in fact, have as much impact with regard to building strong ties with adjacent neighborhoods as holding events or programs onsite. The Panel suggests focusing on the Site’s most cherished and unique node – the Rose Garden and Great Lawn – and creating a bicycle/pedestrian pathway connecting Georgia Avenue to Rock Creek Park. This path can be utilized over time for community festivals, “Sunday Streets” events or markets. The ULI Panel stresses the importance of developing a maintenance/security plan and of dedicating the appropriate staff and budget needed to manage and program the Site. The management of interim uses should be accomplished through a public-private partnership that maximizes the strengths of each partner, with the private sector taking the lead on entrepreneurial activities and the public sector upholding the community’s long-term vision for the Site.

In conclusion, the Panel recommends that the District be ambitious in their thinking about how to use the property over the next several years. The geographic location of Walter Reed within the region, the size of the property and the beauty and history of the Site give it unrivalled potential to become a magnet for events, people and investment. The development phasing plan anticipates that the biggest interventions on the center of the Site – the renovation of the historic hospital building and the redevelopment of the Heaton Pavilion – will take place from 2018 - 2022. The Panel believes that this creates enough time for DMPED to plan for and implement temporary uses that are inspired, meaningful and high-impact.
Summary of Panel Findings

General Considerations

- Walter Reed is an extraordinary asset with vast potential to attract local and regional visitors.
- By exploring the issue of the temporary uses now, the District will be able to employ a more strategic and thoughtful approach over the next several years.
- The foremost benefits of near-term programming include maintaining a sense of openness and transparency on the Site and enhancing the brand of the Walter Reed project.
- Since the cost of maintenance and security will be substantial whether or not temporary uses are allowed, the Panel believes that some smaller-scale uses could help accomplish these benefits without incurring significant additional costs.
- Temporary uses are most likely to begin after the Army transfer. During the period before the transfer takes place, DMPED can plan and prepare for temporary programming.
- DMPED should coordinate with the Department of State to maximize interim use options.
- All interim uses should be early steps toward achieving the long-term vision for the redevelopment.

Purpose and Value

- Rather than select a particular event or type of program that would work best at Walter Reed, the panel suggests DMPED work with the master development team and the community to develop a clear set of goals for temporary uses. Those goals can then be used to determine the scale, character and timeframe for temporary programs.
- Short-term uses should facilitate, rather than add complexity, to the long-term development program.
- One-time events, meaning anything with an explicit end-date, should be prioritized over ongoing programs or uses.

Design and Planning

- Perhaps the most impactful step DMPED can take in the near-term is to create permeability onto the Site for the public.
- Create an east-west pedestrian/bicycle connection along Main Drive and an additional spur south to the gate at Luzon Avenue and Aspen Street.
- Use temporary fencing as needed to screen construction/demolition sites and give the public access to the Rose Garden as soon as it is feasible.
- Transform the entrances to the property into welcoming gateways, beginning with the entrance at Butternut Street and Georgia Avenue.
• While the maximum capacity for the primary event spaces on the site might be as high as 25,000 people, the actual capacity will be based on parking availability, traffic impacts and noise/safety issues.
• A modest plaza on Georgia Avenue at Butternut Street and a Village Green along Main Drive would welcome people onto the Site and could be used for both passive, community enjoyment and for programmed events.
• The Heaton Pavilion could be used in the period before demolition for community movie nights or projected art installations.
• The Panel explored creative concepts for short-term uses, including an artist colony in the historic firehouse and gas station buildings and a day camp for youth in area south of the Rose Garden.

Implementation

• The first phase of initiating temporary uses on the Site, taking place through 2014, could be used for early planning and capacity building, as well as for launch events that target the immediate surrounding neighborhoods.
• Phase two (roughly 2015-2016), could be the target timeframe for launching larger-scale temporary uses. D.C. Government staff will be essential to provide leadership and oversight of temporary uses during this phase.
• Partner organizations or contractors with expertise in event management can be called upon to implement larger-scale events during this time.
• The panel estimated a budget of approximately $500,000 per year for D.C. staff to manage and program the site.
• Phase three (roughly 2017 and beyond) can be used to offer programs and events that reinforce the long-term brand of the site. An autonomous nonprofit organization would be beneficial in this phase to coordinate between the District, community and developer and to implement programs on the Site.
• Larger, regional-drawing events should use ticket revenue to cover the additional cost of security, liability and facilities that will be required. The Panel explored other possible revenue sources that could support temporary programs, including a Common Area Maintenance fee, developer contributions, a percentage of sales tax, ticket revenues or alcohol sales from events onsite, or corporate sponsorships or grants.
About the Panel

**Doug Wrenn** (Panel Chair)
**Principal**
*Rogers Consulting*

Douglas M. Wrenn is a Principal with Rodgers Consulting, Inc., where he directs the firm’s work on a broad range of urban planning and site development projects. Prior to joining Rodgers Consulting, Mr. Wrenn was the Director of Redevelopment Programs for Montgomery County, Maryland. He was responsible for the management of all aspects of the County government’s participation in a $400 million public/private partnership to revitalize downtown Silver Spring and the County’s Redevelopment Office in Wheaton, Maryland.

Mr. Wrenn has many years of consulting experience as a land planner and urban development specialist. He has directed multi-disciplinary teams on large-scale community planning and urban redevelopment projects, for both public and private real estate interests. He established a national reputation for his work in urban waterfronts, initially as author of the Urban Land Institute’s first book on the subject, and later as a planning consultant on numerous projects. He holds a BS degree in Environmental Management and a Masters degree in Landscape Architecture, both from North Carolina State University.

**Bryant Foulger**
**Principal**
*Foulger-Pratt*

Bryant Foulger has been a principal of the Foulger-Pratt Companies for over 25 years. He oversees much of Foulger-Pratt’s work in development services and property management; and has been instrumental in the development of such projects as Downtown Silver Spring, Silver Spring Metro Center, Rockville Metro Center, Milestone Business Park, The Bennington, the Nature Conservancy headquarters, Hunters Branch Office Park, Blackwell Office Park, and many others.

Mr. Foulger was named Montgomery County Business Leader of the Year in 2003, and was named “Trendsetter of the Year,” along with Clayton Foulger, at the 2004 Trendlines Conference. He is active on the Silver Spring Urban Advisory Board and the Montgomery County Business Advisory Panel. Mr. Foulger attended Brigham Young University.
Alvin Boone  
*Unit Chief, Facilities Project Management*  
*FBI*

Alvin Boone has been involved with real estate for over 25 years. He has worked to plan projects, design projects, build projects and maintain property. And he has done this throughout the United States and overseas in locations like Egypt, Saudi Arabia and South Korea.

Alvin enjoyed a 20-year career as a US Air Force engineer. He entered the US Air Force after graduating with an engineering degree from Stevens Institute of Technology in Hoboken, NJ. As a junior officer he served tours in Missouri, Honduras, Egypt and Hampton Roads, Virginia. He was involved with designing and building advanced facilities for the B-2 bomber in Missouri and he managed the on-site construction and turnover of an entire airbase for the Egyptian Air Force. Later in his career he led maintenance and construction teams at airbases in New Mexico and Montana. During both of these assignments, he had the privilege of leading his troops on extended deployments to the Middle East including Saudi Arabia, Qatar, Kuwait and Iraq. At the end of his career he served time in Korea where he worked on war plans and supported the intelligence community with facility renovations. He closed out his career planning the future construction of Air Force base exchanges (base shopping centers) around the world.

After retiring from the Air Force, Alvin moved to the Washington area and worked overseeing the construction of military housing at Andrews Air Force Base. Three years ago he started to work as a project manager for the FBI, developing, designing and constructing new field offices throughout the country. He is currently in charge of all facility construction and modernization for the FBI across the country, with the exception of the national capital region.

Alvin was born in Heidelberg, Germany where his father was serving in the US Army European HQ and his mother was unfortunate enough to marry him 49 years ago. He grew up with stints in Virginia, Maryland, Pennsylvania and finally New Jersey. He is married to Mrs. JiHee Kim, from Seoul, South Korea. She is a bilingual interior designer, math teacher and tutor. In addition to his engineering degree, Alvin has an MBA and a Masters in International Relations. His hobbies include reading, working out, riding his Harley and scuba diving.

David Varner  
*Workplace Studio Leader*  
*SmithGroup*

Leader of the SmithGroup Workplace Studio at our Washington, DC office, David Varner has over 25 years of experience primarily focused on private sector and developer-led solutions for base-building,
build-to-suits and mixed-use projects. He’s recognized for his success in incorporating sustainable design into all his projects.

One of David’s passions is rehabilitating older buildings. He served as principal-in-charge for one of the largest and most extensive repositioning projects ever to take place in downtown Washington, DC -- Constitution Center. The 2.1 million square-foot project was a complete gut-renovation to create a building that would last though the next 50 years and beyond. See the project underway as told by David at http://youtu.be/-7EORDevp4s

When not at work, this Rice University graduate is equally as passionate about renovating his home (again...) and will swim in virtually anything that is wet.

Michael Stevens  
Executive Director  
Capital Riverfront BID

Mr. Stevens is the executive director of the Capitol Riverfront Business Improvement District (BID) in the SE waterfront area of Washington, DC – the city’s most rapidly developing mixed-use riverfront neighborhood. The Capitol Riverfront is one of the largest riverfront redevelopment projects in the country and will contain over 36 million square feet of development at build-out. He also helped coordinate the Center City Action Agenda 2007 & 2010 – a new strategic plan and framework to guide development and public investment in the center city neighborhoods of Washington, DC. From 2000-2006 he served as the President & CEO of the Washington, DC Economic Partnership and built that organization from a start-up to a full partner in the District’s economic development initiatives.

For the past six years he has worked to achieve the vision of a vibrant waterfront community in the Capitol Riverfront – a high density, mixed-use neighborhood that is a regional waterfront destination for Washington defined by its access to the river, parks and open spaces, residential opportunities, and retail support services. This 500-acre neighborhood just south of the U.S. Capitol complex builds upon its Navy Yard and maritime heritage while transforming over 60% of its land area through the construction of new office, residential, retail, hotel, and park uses. The Capitol Riverfront BID also partners with the DC Government, Federal agencies, and other nonprofit agencies in the clean-up of the Anacostia River, while providing a range of management services for the neighborhood. Michael believes that “The Capitol Riverfront neighborhood is a once in a generation opportunity to build a new city within the city on the banks of the Anacostia River and become the new “front porch” for Washington, DC”.

Mr. Stevens has been involved in the economic development, urban planning, and downtown/neighborhood development fields for the majority of his 35-year career. Michael has
participated in numerous downtown redevelopment efforts for cities such as Wichita, KS; Lubbock, TX; Dallas, TX; Nashville, TN; Memphis, TN; Jackson, MS; Washington, DC; and San Antonio, TX. He has also served on planning advisory panels for the Urban Land Institute and the International Downtown Association for a variety of cities. He holds a Master’s degree in Urban Planning/Urban Design from Virginia Tech in Blacksburg, VA, and a BA in Urban Sociology from Millsaps College in Jackson, MS.

Dennis Carmichael  
Principal  
Parker Rodriguez

Dennis Carmichael, FASLA, LEED AP, is a licensed landscape architect with a focus on placemaking in the public realm. His work incorporates principles of sustainability at all levels and his projects have earned Silver, Gold, and Platinum ratings from LEED.

His work in the public realm has served as a catalyst for the revitalization of many American cities. In Louisville, the West Main Street project has generated over $200 million dollars in private investment with new museums, hotels, restaurants, and residential uses lining the street. In Chattanooga, Ross’s Landing and the Tennessee Aquarium stimulated a new riverfront neighborhood with over $150 million dollars in residential, retail, and cultural uses. In Atlanta, Centennial Olympic Park has spurred a new civic heart to that city with over a billion dollars in hotel, residential, commercial, and cultural uses around the park. In the Washington area, he has designed the landscapes for Discovery Communications headquarters in Silver Spring; U.S. Patent and Trademark headquarters in Alexandria, and Sallie Mae headquarters in Reston.

Dennis has received over forty design awards and his work has been published in such magazines as Landscape Architecture, Urban Land, and Architecture. In 2006, he served as President of the American Society of Landscape Architects. In 2009, he served as President of the Landscape Architecture Foundation, a national organization devoted to research and scholarship in sustainable landscapes. Dennis holds a Bachelor of Landscape Architecture from SUNY College of Environmental Science and Forestry, 1976.
Ayris Scales  
Executive Director  
DC Promise Neighborhoods

In a career that spans more than a decade, Ayris T. Scales possesses a unique combination of communications, project management, program development and operations skills that have led her to create, launch and manage a diverse range of community development initiatives. In December 2010, Ms. Scales was appointed the Interim Executive Director of the DC Commission on the Arts and Humanities (DCCAH), a public grant-making agency that supports cultural development in the Nation’s capitol. In this capacity Ms. Scales was responsible for the overall vision, programmatic execution and supervision of the agency’s budget, staff and vendors. Additionally, she managed relationships with the agency’s board of directors, external partners, constituents and city council. Under Ms. Scales’ leadership she secured nearly $2M in additional funding, developed numerous art education and professional development programs and raised the agency’s profile by utilizing social media strategies and launching free creative citywide programming.

Prior to serving as DCCAH’s Interim Executive Director, Ms. Scales was the agency’s Deputy Director, where she managed the day-to-day operations, $9M budget and annual performance measurements. She successfully navigated the agency through three consecutive budget cuts to ensure the seamless delivery of mission critical services. She also streamlined the agency’s finance operations, launched an online grant application process and enhanced oversight to increase the agency’s compliance with federal and local funders.

Preceding her roles with DCCAH, Ms. Scales was a Project Manager for the Office of the Deputy Mayor for Planning and Economic Development (DMPED). She oversaw policy issues and managed a portfolio of development projects that totaled more than $250 million. She also worked on two Mayoral Initiatives New Communities and Great Streets in which she led civic engagement and helped guide public-private investments. From 2000 – 2004, Ms. Scales held key roles with the Savannah Development and Renewal Authority, The City of Indianapolis under Mayor Bart Peterson and with CT Corporation Trust Company.

A graduate of Kent State University, Ms. Scales holds a Bachelor of Science in Journalism and is an alumni of the National Urban Fellows Program, where she earned a Master of Public Administration in Urban Affairs and Public Policy from the City University of New York, Baruch College. She is also an alumnus of the distinguished America’s Leaders of Change program and the Capital City Fellows Program.
During her career Ms. Scales has received several recognitions for her outstanding community service and leadership skills. She has served on numerous boards and committees addressing women’s health, community development, education and small business development.

Linda Donovan Harper  
Executive Director (retired)  
Cultural Tourism DC

Linda Donavan Harper came to Cultural Tourism DC as executive director in July 2007 bringing more than 20 years’ experience in community and economic development, as well as demonstrated performance in nonprofit management and fundraising. As principal at LHarper & Associates, she worked with more than 200 communities, state agencies, corporations, and nonprofits in 30 states and three countries, developing a national reputation as a visionary strategic planner, creative thinker, and meeting developer.

Between 2000 and 2007, Harper served as Chair of the Board to The Association for the Preservation of Historic Congressional Cemetery. With her broad, day-to-day duties, Harper worked as the de facto executive director of the organization. In this capacity, she was able to increase the organization’s budget from $60,000 in 2000 to $550,000 in 2007, recruit more than 500 volunteers, and develop a fundraising strategy that has generated $7 million between 2002 and 2006. Located in Capitol Hill, the Cemetery has been a member of Cultural Tourism DC since 2002.

In addition, Harper worked as director for the professional exchange and community sustainability program at The Countryside Institute in New York. At the National Trust for Historic Preservation, she was a member of the management committee at the National Main Street Center, a widely recognized program including in Washington, DC.

Harper holds a BS in Humanities from Missouri Valley College (Marshall, Missouri) and has pursued graduate level work in art history at the University of Kansas, Lawrence and the University of Missouri, Columbia.

Morgan Greenhouse  
Founder & CEO  
verdeHOUSE

Morgan Greenhouse initially founded verdeHOUSE, LLC to enhance the urban fabric of Washington, DC and to foster a more symbiotic relationship between creative and corporate communities. verdeHOUSE transforms unoccupied underutilized spaces such as retail shells, office floor plates, warehouses, and
shipping containers into temporary, rentable venues for events, pop-ups and other creative uses. As the company has grown, so too has the variety of real estate, placemaking and event services. verdeHOUSE has worked on both large and small scale real estate developments such as Union Market, Saint Elizabeths Hospital, the Adams Morgan Historic Hotel, among many other complex and boutique projects. Morgan guides the overall growth and strategic direction of verdeHOUSE, maximizing its impact on urban real estate and culture.

A native Washingtonian, Morgan's professional and social networks in the Washington, DC metro area have been invaluable to the growth of verdeHOUSE. Prior to founding verdeHOUSE, Morgan held diverse roles within architecture, interiors, space planning and sustainability consulting at Gensler, a global architecture and design firm. She is a LEED-accredited professional and is a member of the Young Leader Board of the Jewish Federation of Greater Washington, Sandbox Network and the Urban Land Institute. Morgan studied the history of art and architecture at the University of Pennsylvania.