

Inclusionary Zoning

OP Analysis of IZ Zone Application:

Non-Historic Neighborhoods

Zoning Commission Public Hearings

October 5th, 2006

DC Office of Planning

ZONING COMMISSION
District of Columbia

CASE NO. 04-33A

EXHIBIT NO. 15

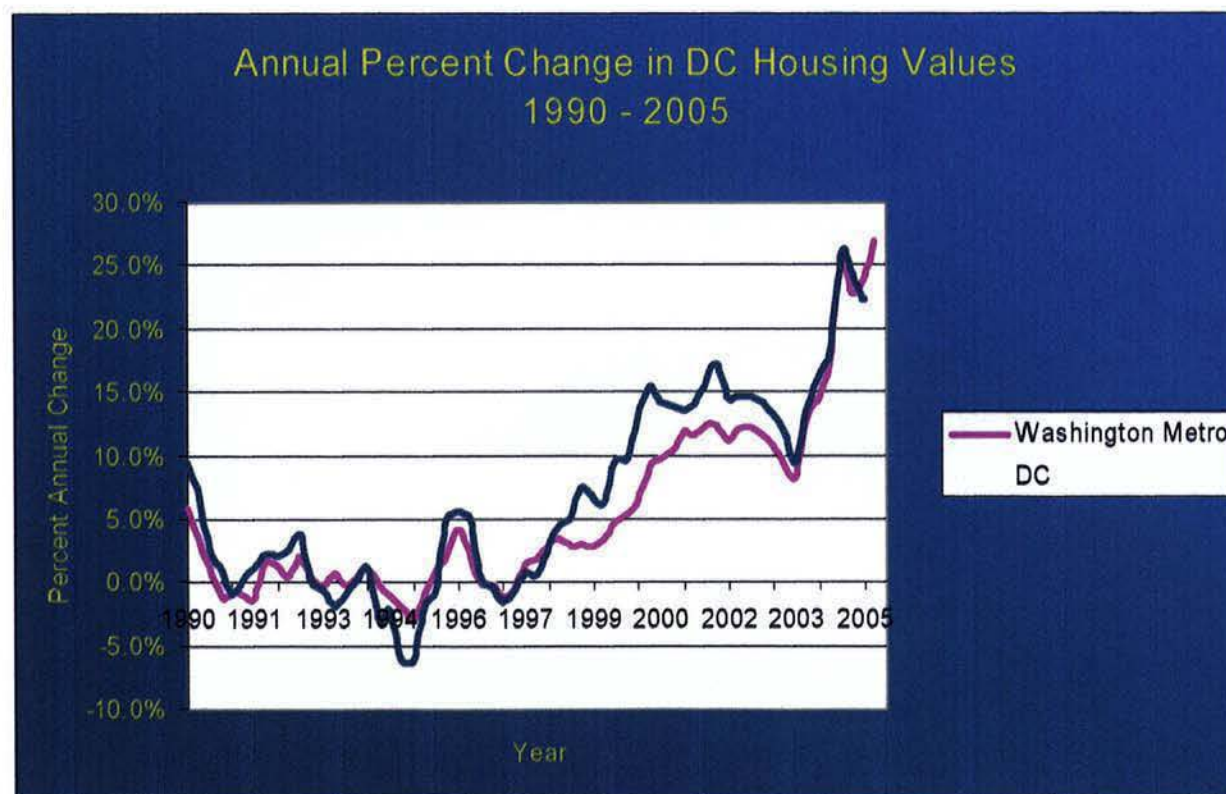
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Presentation Outline

- **Summary of IZ Program Design**
- **Set-Down Application of IZ**
- **Examination of Possible Impacts**
- **Summary of Findings and Final Recommendations**
- **Next Steps**

Housing Prices up 174% in Five Years

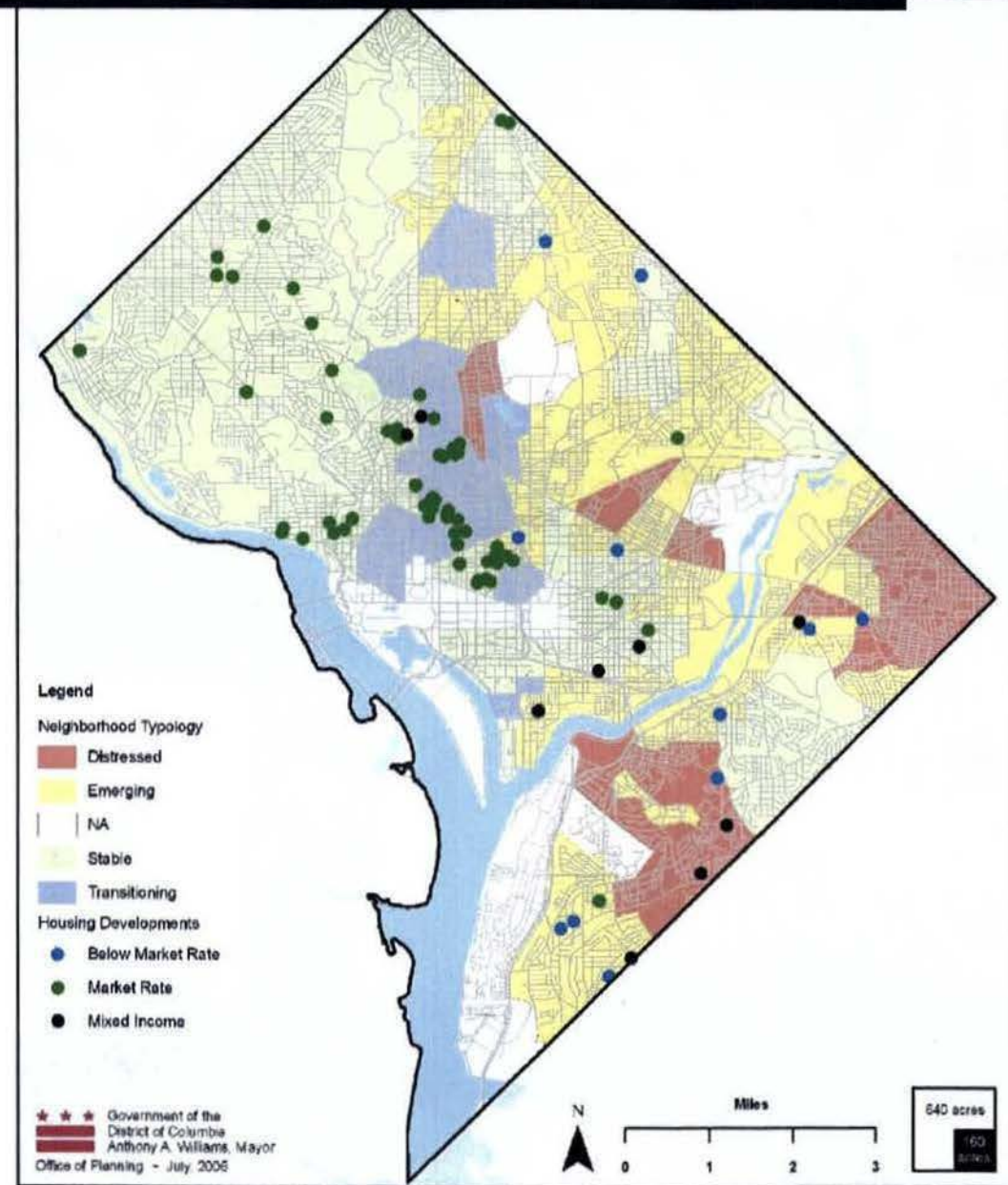
Housing prices have caused many rental conversions to condominiums resulting in the loss of “affordable” market rate units.



Affordable housing is now one of the major concerns of District residents.

Affordable Housing Is Not Widely Distributed

- Traditional financing of affordable housing can tend to concentrate low-income households in certain neighborhoods.
- Inclusionary Zoning is one of the best tools for building affordable housing in diverse neighborhoods of mixed income households.



Summary of IZ Program Design

- Applies only to projects of 10 units or more, and Rehabs of 10 units or more that expand floor area by at least 50%.
- 8% - 10% Minimum Percent of Affordable Units (depending on construction type)
- 50% - 75% Of Bonus Density Maximum Affordable Units (depending on construction type)
- Maximum Bonus Density Up to 20%
- Some Zones Given Flexibility with Lot Occupancy and Height
- Units Set Aside for Households Earning 50% or 80% of Area Median Income (\$32,000 - \$72,000 depending on Family Size)
- Units Affordable for the Life of the Project

IZ Zones with Zoning Envelope Changes

- No change in building type (row house neighborhoods remain row house neighborhoods).

- Use smallest possible changes to accommodate bonus density.

Base Zone	Matter of Right		IZ Zoning Modifications	
	Minimum Lot Area	Minimum Lot Width	IZ Minimum Lot Area	IZ Minimum Lot Width
R-3	2,000	20	1,600	16.0
R-4	1,800	18	1,500	15.0

- In most mixed-use commercial districts focus on increasing lot occupancy rather than height.

- In commercial districts cap lot occupancy changes at 80%-90%

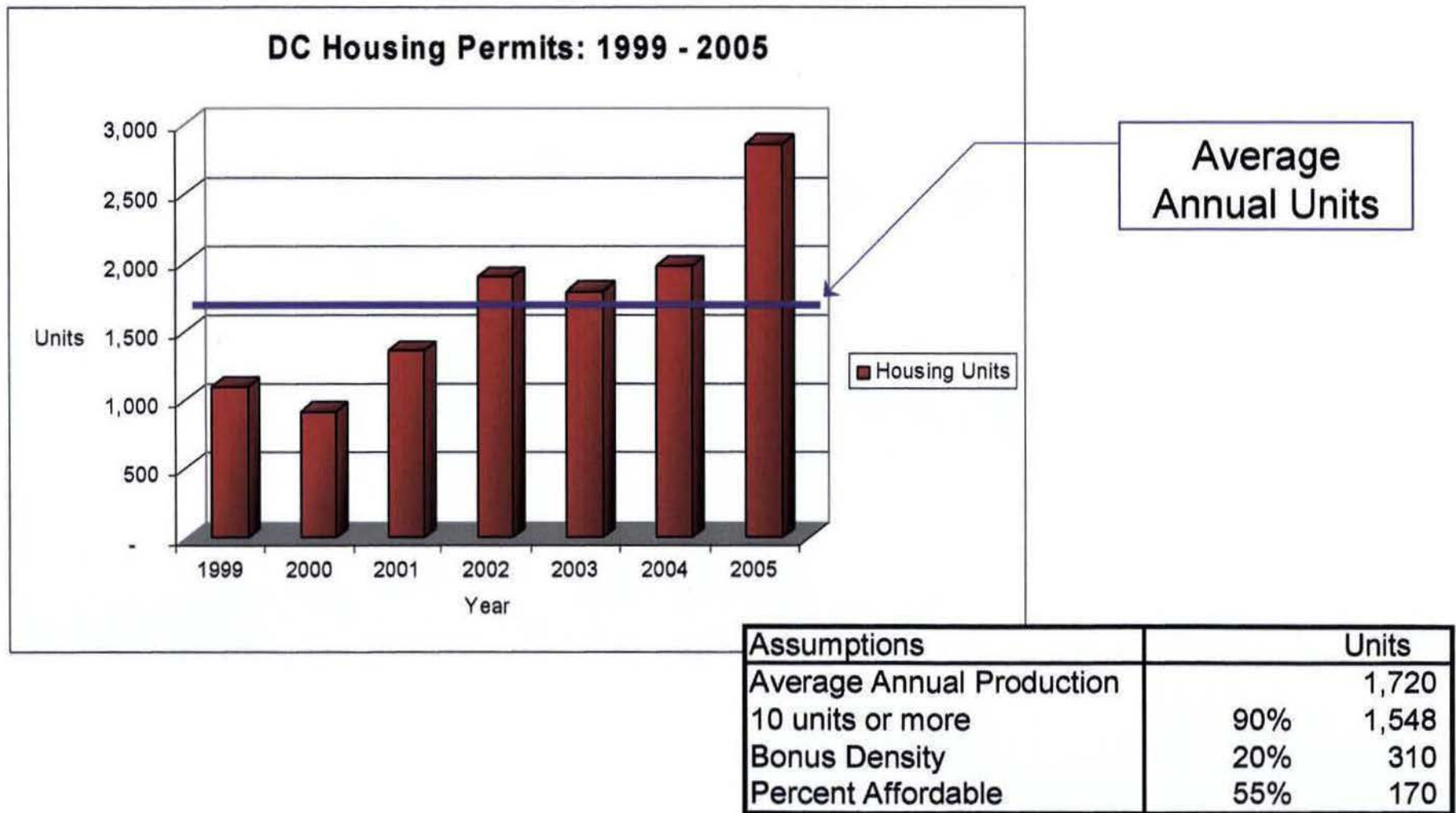
- In waterfront districts focus on maintaining access to water.

Base Zone	Matter of Right Zoning Constraints			IZ Zoning Modifications		
	Lot Occupancy	Zoning Height	Zoning FAR	Lot Occupancy	Height	Permitted FAR w/Bonus
CR	75%	90	6.00	80%	100	7.20
C-2-A	60%	50	2.50	75%	50	3.00
C-2-B	80%	65	3.50	80%	70	4.80
C-2-C	80%	90	6.00	90%	90	7.20
C-3-A	75%	65	4.00	80%	65	4.80
W-1	80%	40	2.50	80%	50	3.00
W-2	75%	60	4.00	75%	80	4.80
W-3	75%	90	6.00	80%	100	7.20
SP-1	80%	65	4.00	80%	70	4.80
SP-2	80%	90	6.00	90%	90	7.20

What will Inclusionary Zoning Do?

- **IZ will generate an average of 170 affordable units per year at little to no cost to tax payers.**
- **IZ will distribute the new units equitably throughout the District without causing significant changes to neighborhood form.**

Estimating Annual Production



Application Concepts

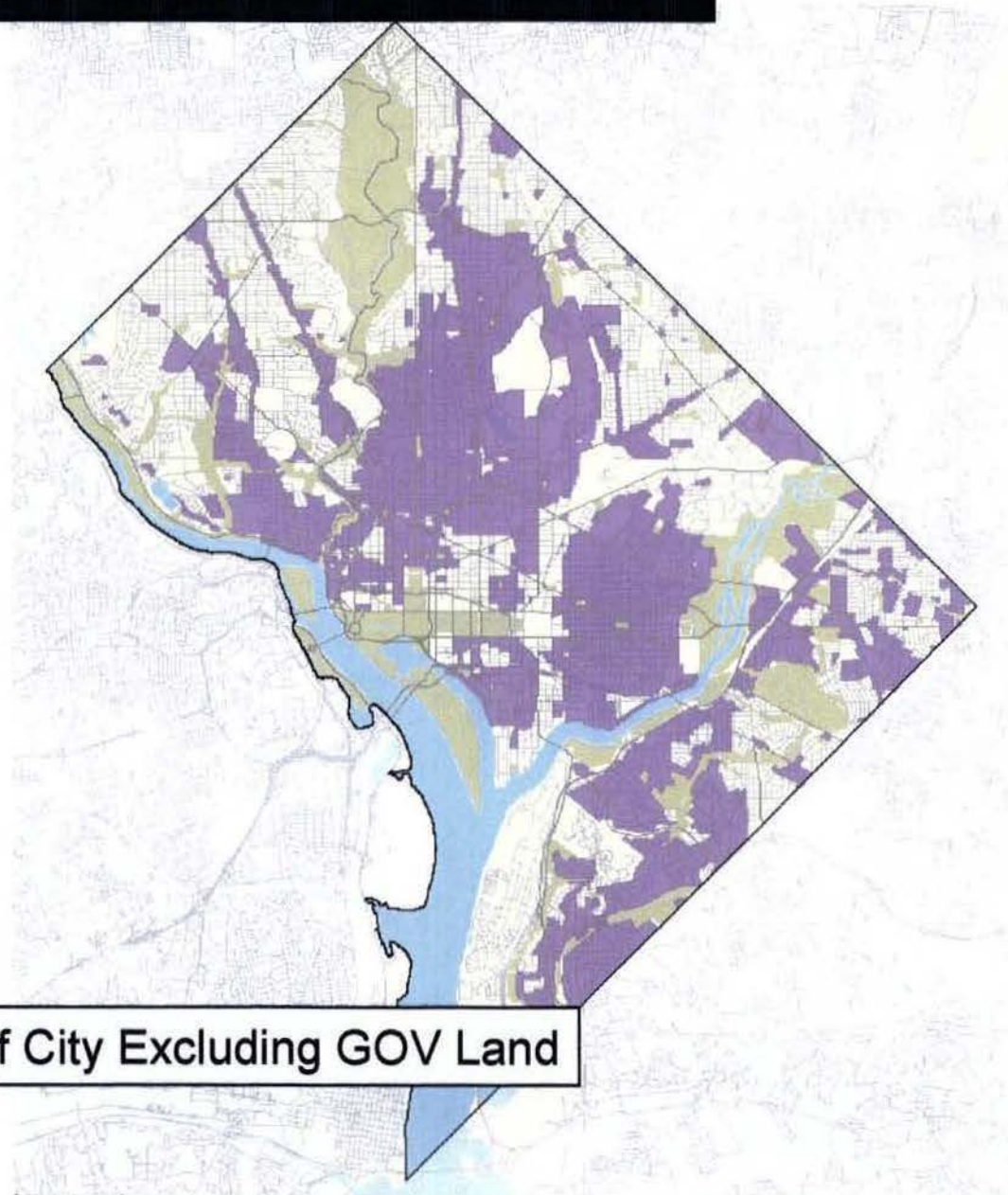
Office of Planning

- **Simplicity:** Require IZ By Zone Districts rather than by Complex Overlay Boundary
- **Equity:** Apply to Widest Possible Area
- **Effectiveness:** Maximize Potential to Generate Affordable Units
- **Balance:** Bonus Density Must be Able to be Provided to Balance Affordability Requirements
- **Transportation:** Include Bus Corridors in Definition of Transit

IZ Target Areas Chosen for Set Down

- Includes
 - R-3 through R-5-D Zones
 - C-1 through C-4 Zones
 - CR, SP and W Zones
- Excludes
 - R-1, R-2, R-5-E Zones
 - DD, TDR Zones
 - M and CM Zones
- IZ target area would approximately equal 37% of the city

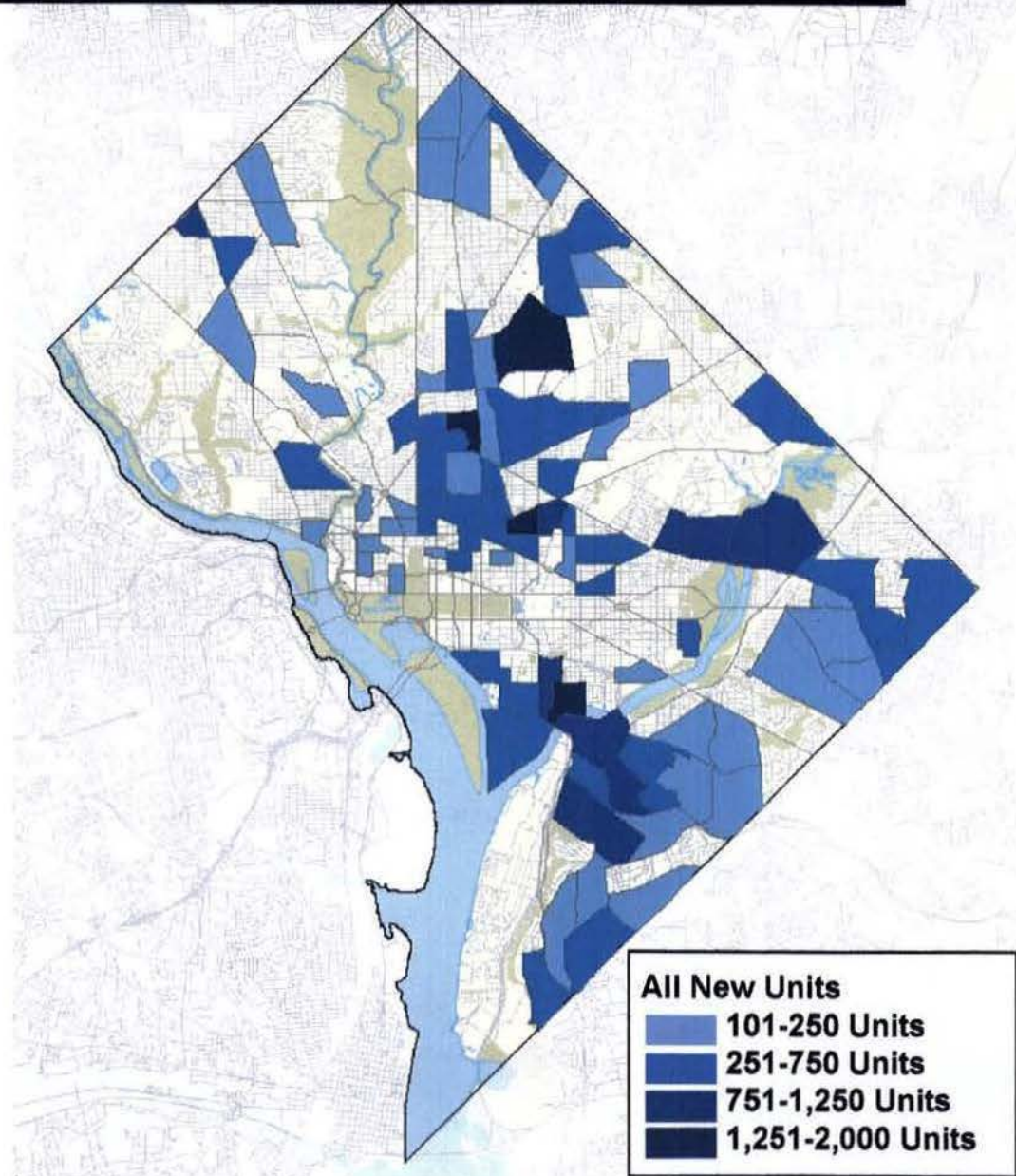
Or 51% of City Excluding GOV Land



Areas of Likely IZ Development

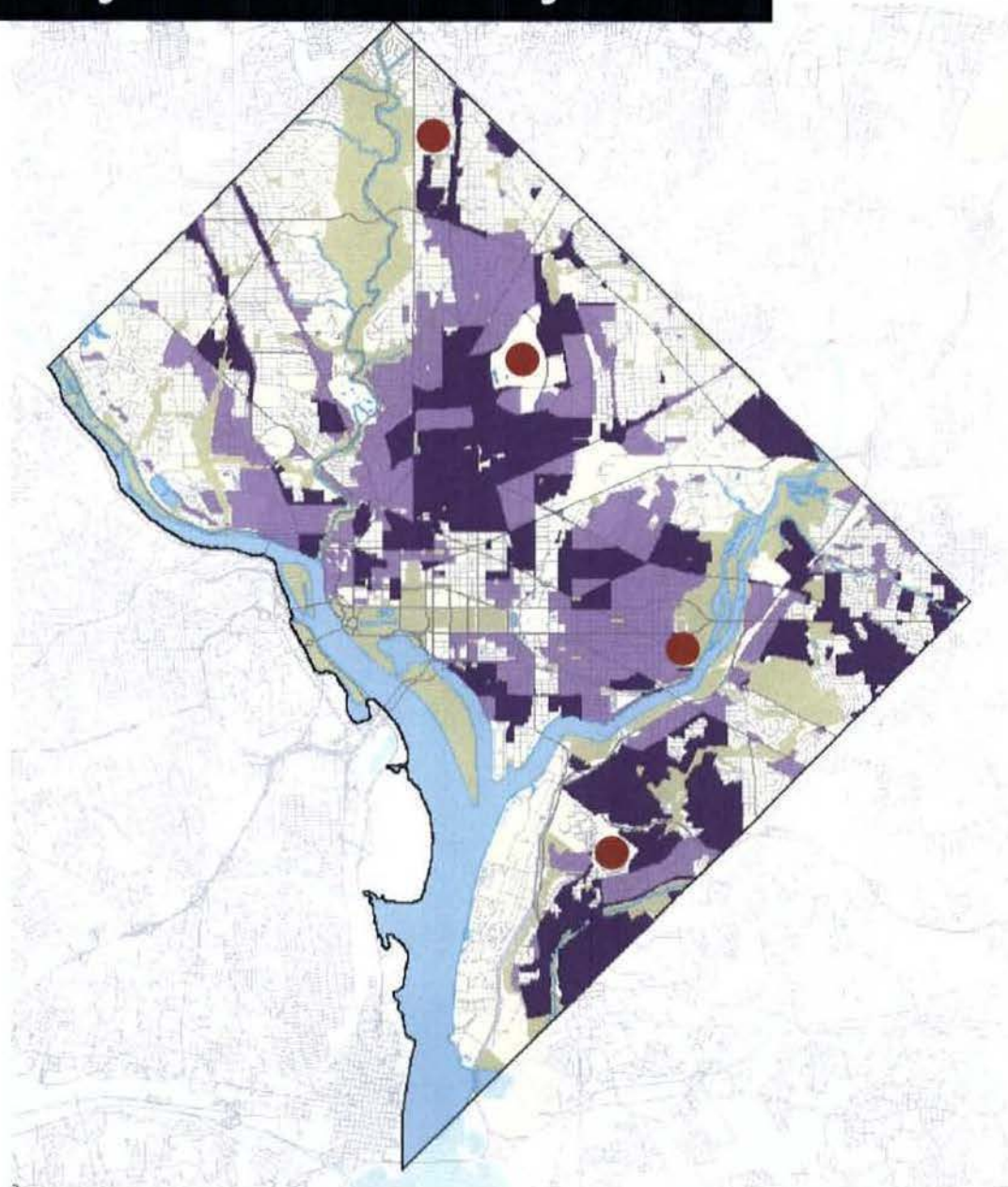
 Areas where growth forecasts expect to have developments of 10 units or more

- Major factors
 - Current Market Interest
 - Availability of Developable Land
- IZ expected not to affect TAZ Neighborhoods with fewer than 100 new units over next 20 years



Neighborhoods Probably Affected by IZ

- Light Purple – IZ Zones only (lower probability)
- Dark Purple – IZ Zones and Growth Potential (higher probability)
- Federal Land not yet zoned (IZ included when choosing zoning)



Assessing IZ and Neighborhood Form

- Identify Where Projects of 10 Units or More are Likely
- Focus on Areas Receiving IZ Changes to Zoning Envelope
- Compare IZ Changes to Zoning Envelope with Existing Neighborhood Form
- Review Effect of Projects that Received Similar Bonuses (Historic Preservation)

Effects on Neighborhood Form

Basic Analytical Breakdown

- General Neighborhood Analysis
- Inside Overlays
- Inside Historic Districts (next hearing)

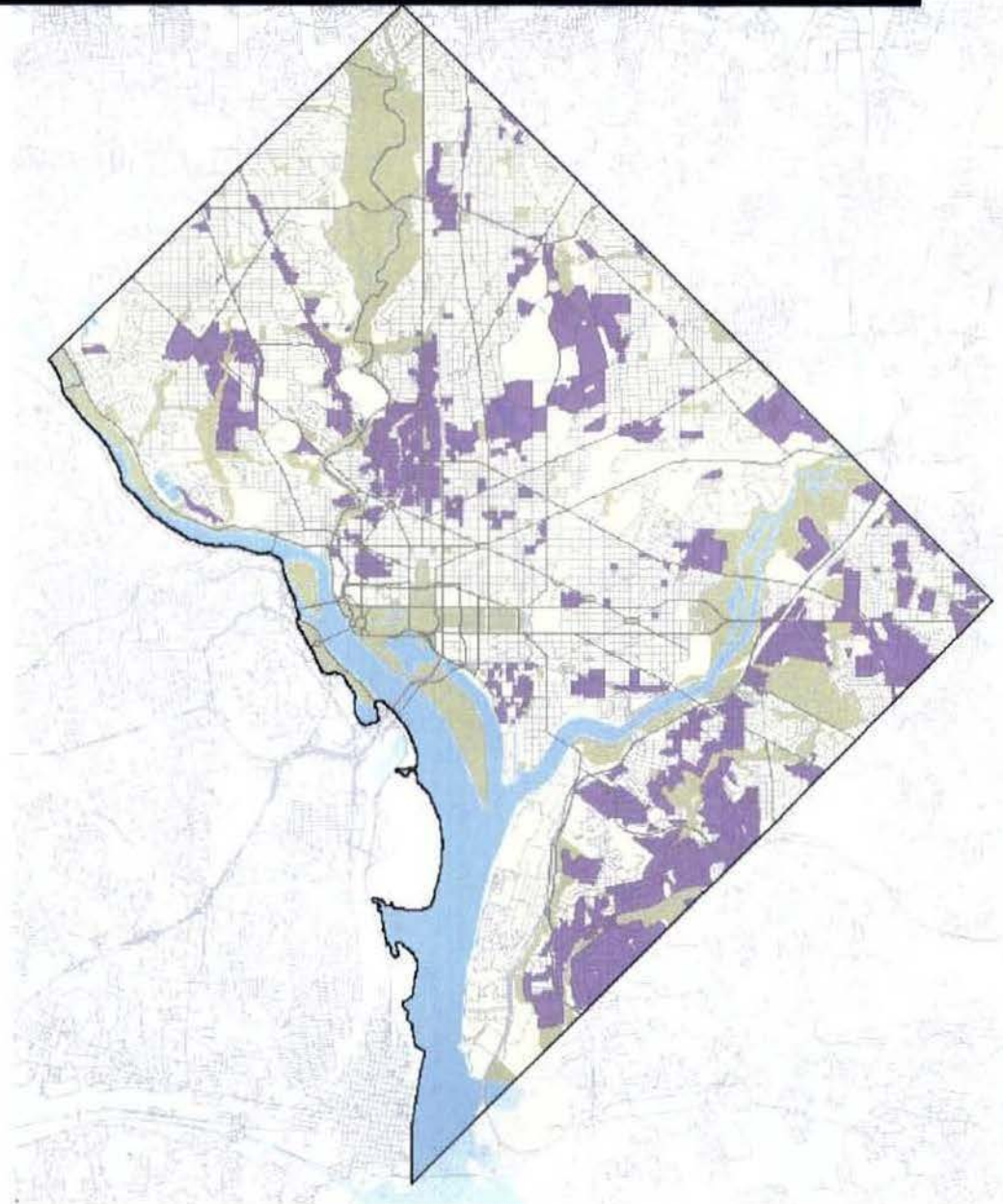
Neighborhood Massing Analysis

Historic and Non-Historic Districts

- Plan and Elevation Drawings
- Perspective Massings
- IZ to Current Form Comparison
 - R-3 & R-4 Zones
 - C-2-A through C-3-A
 - CR, SP & W Zones

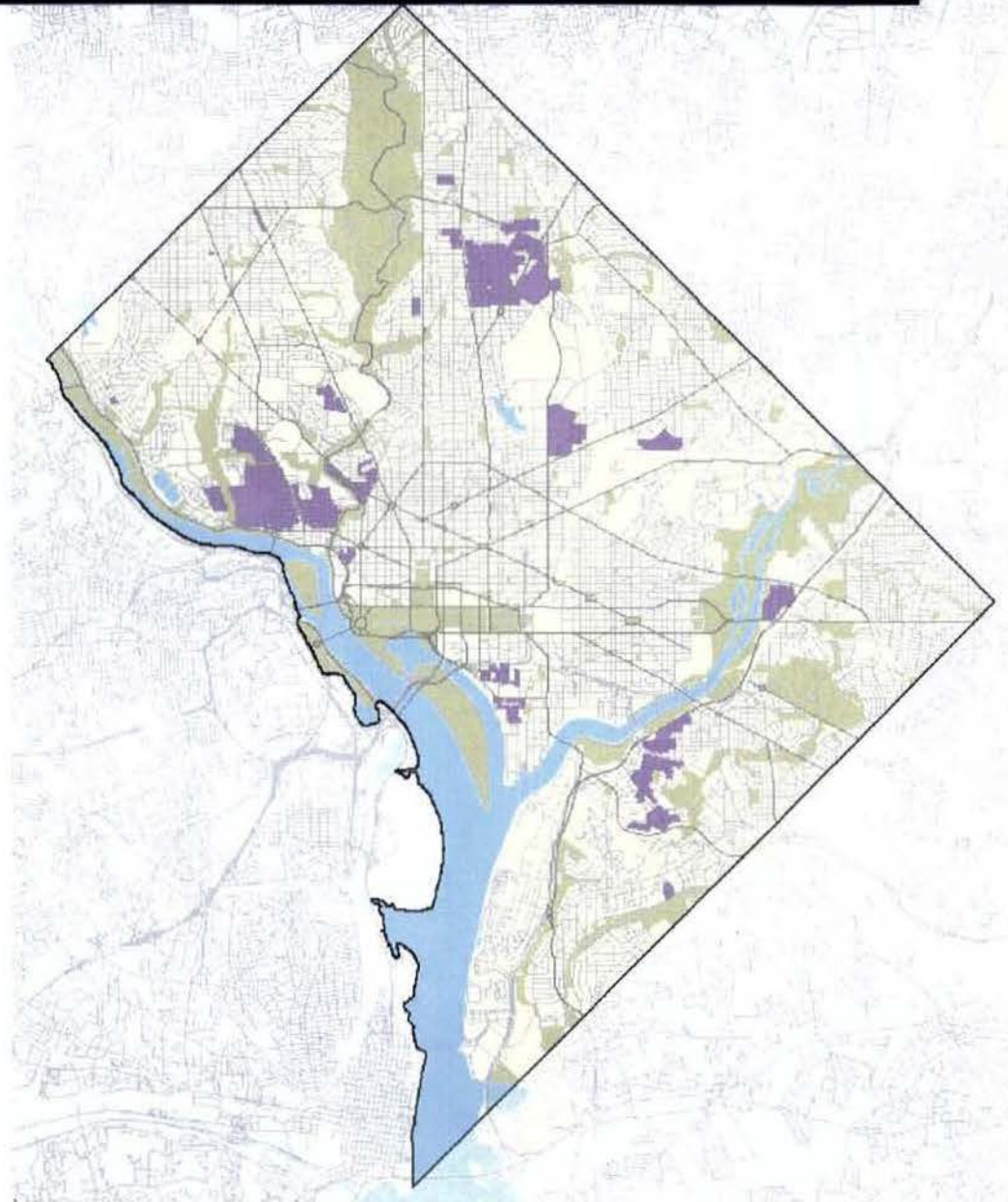
IZ Residential Zones: No Envelope Changes

- Most residential zones have sufficient flexibility within zoning envelope to accommodate bonus density without changes to permitted height or lot occupancy.



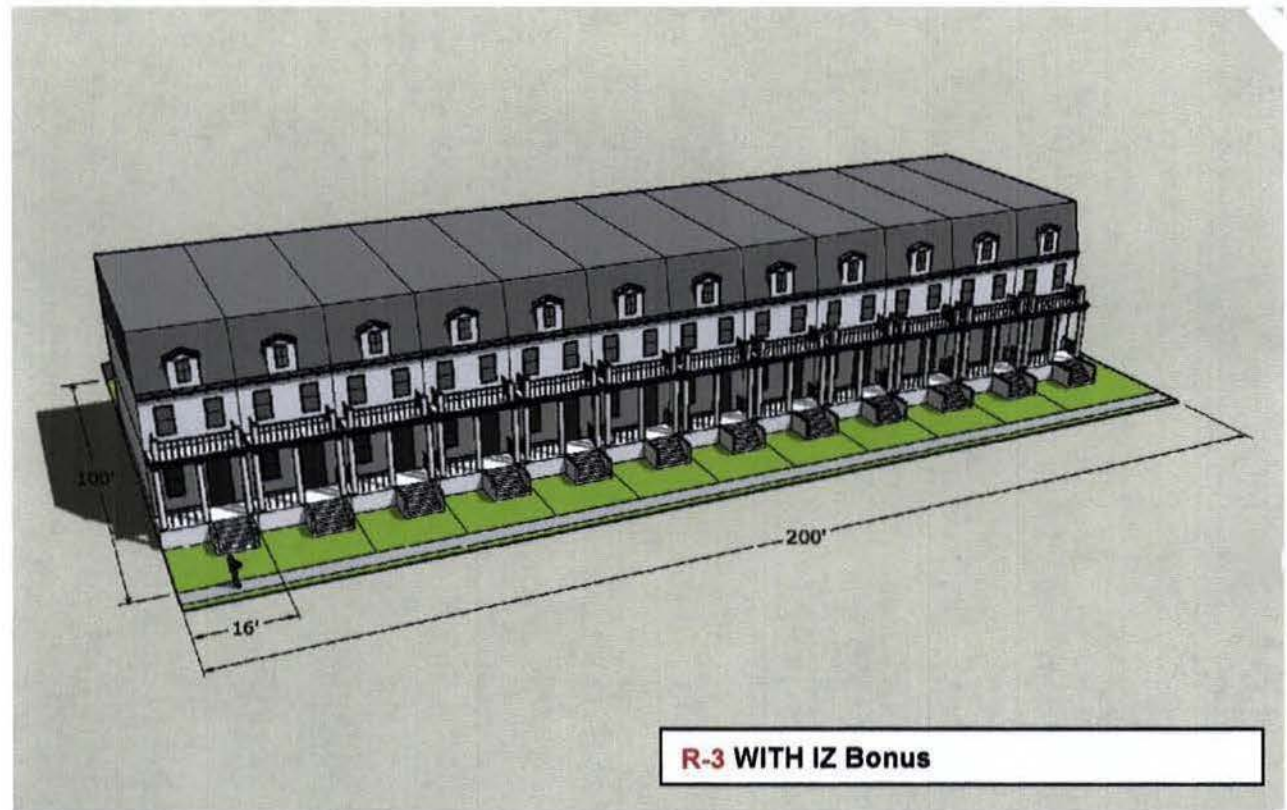
R-3 Zoning

- Project must be 20,000 square feet of land before IZ requirements and bonuses are triggered.
- Minimum Lot Sizes adjusted from 2,000 square feet to 1,600 square feet.
- Minimum Lot width adjusted from 20 feet to 16 feet.
- Lot changes would permit a development to go from 10 row houses to 12 row houses in the same amount of land.



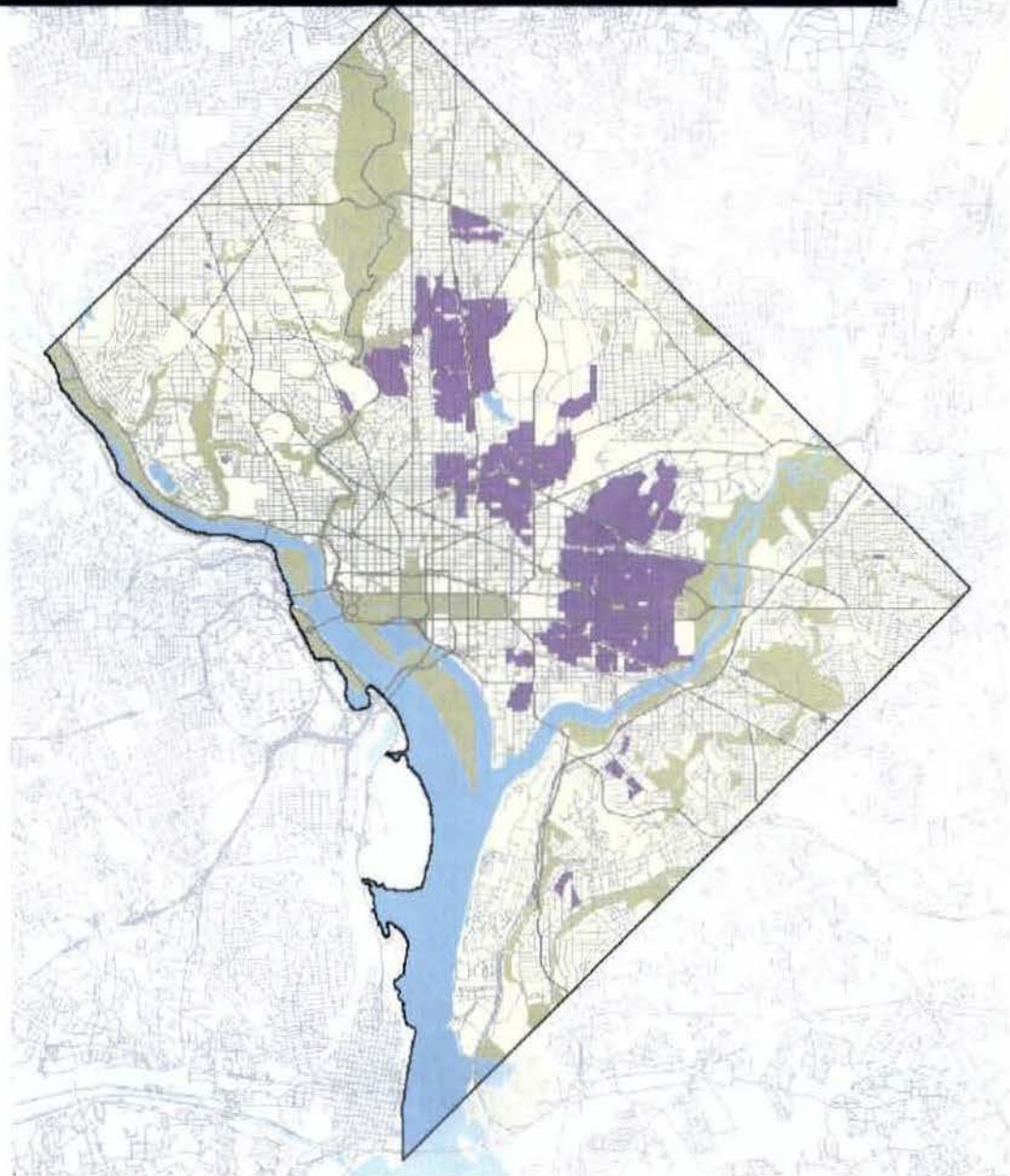
Lot Changes in R-3

Example: IZ would permit 2 additional row houses on a parcel zoned for 10.



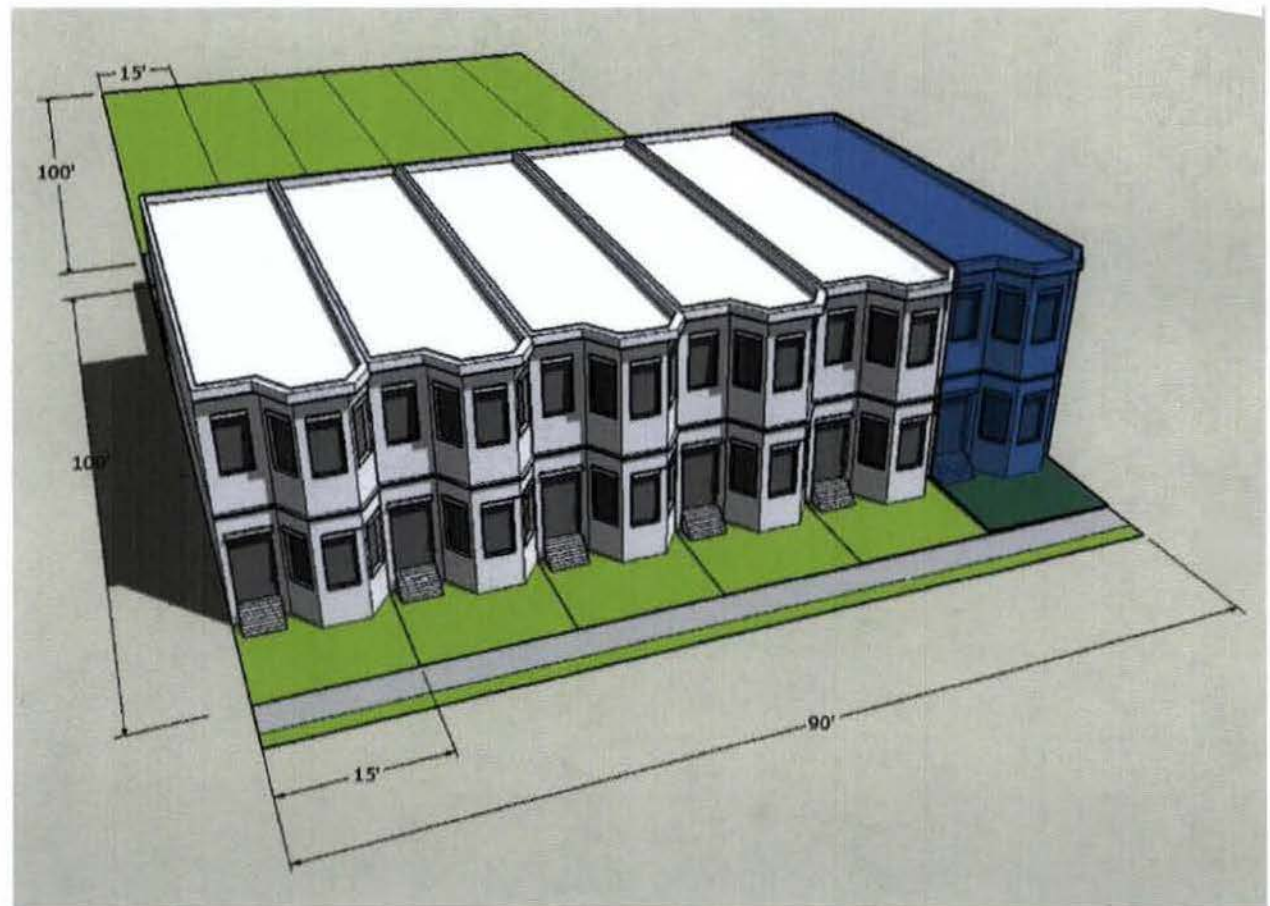
R-4 Zoning

- Project must have 9,000 square feet of land and a minimum of 10 units before IZ requirements and bonuses are triggered.
- Minimum lot sizes adjusted from 1,800 square feet to 1,500 square feet.
- Minimum lot width adjusted from 18 feet to 15 feet.
- Lot changes would permit a development to go from 10 flats to 12 flats in the same amount of land.



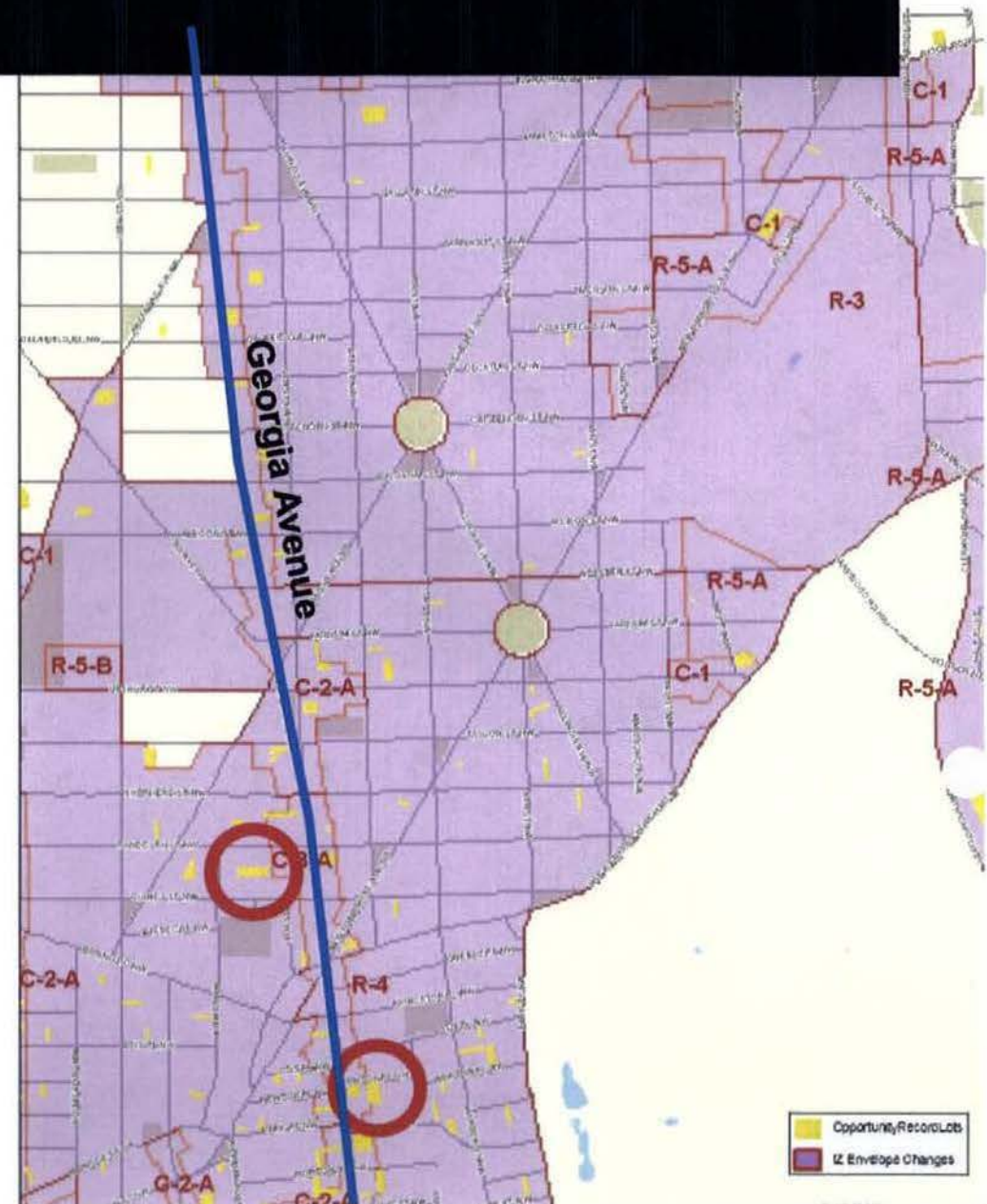
Lot Size Changes in the R-4

Example: IZ would permit 1 additional row house on a parcel zoned for 5



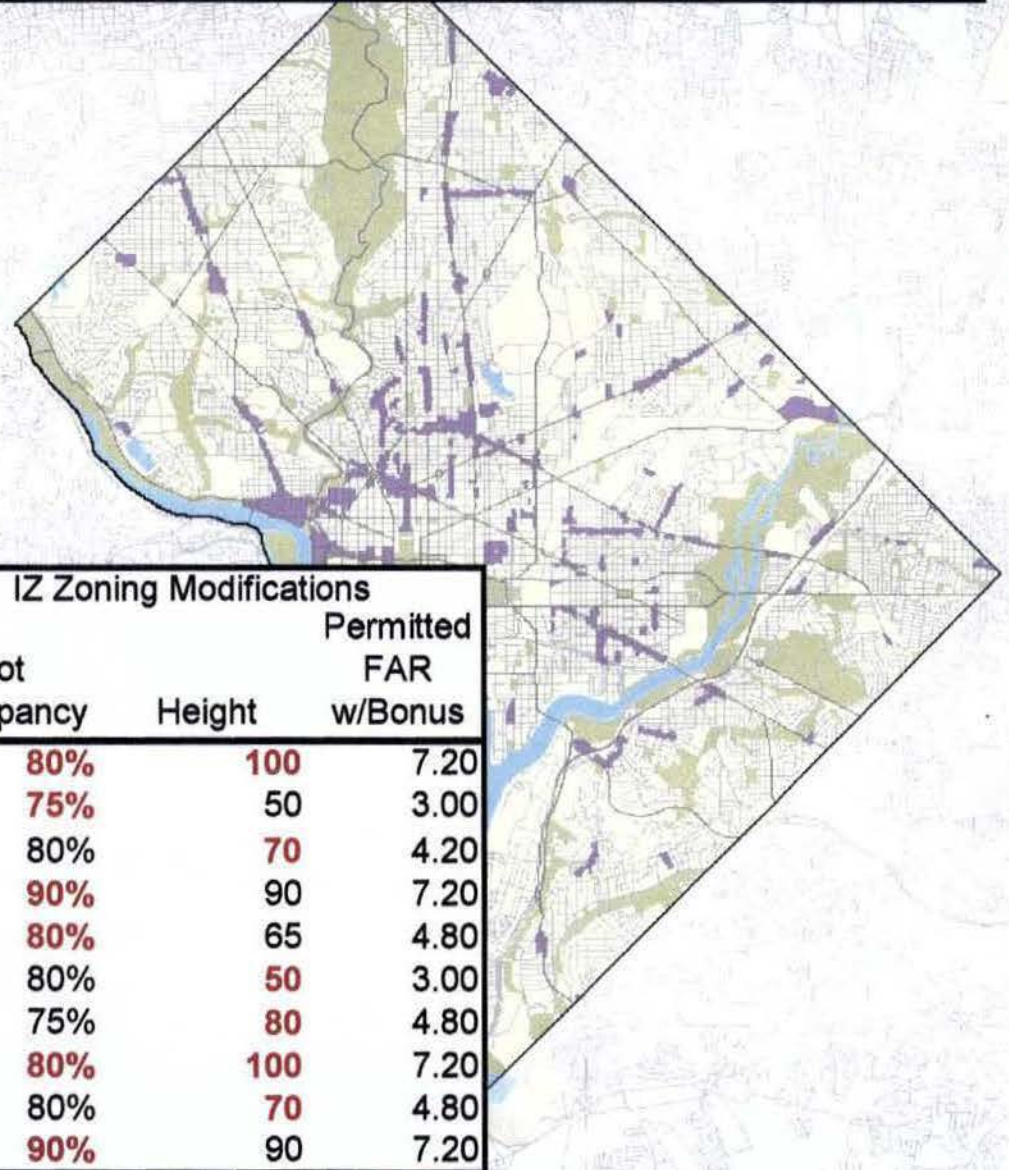
Example: Georgia / Petworth R-4 Neighborhoods

- Only two lots in the neighborhoods R-4 are large enough to trigger IZ
- Several lots in the C-2-A along Georgia Avenue are large enough to trigger IZ



Commercial Districts with Envelope Changes

Commercial Zones with changes to Zoning Envelope represent 4.6% of land in the District.



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CR	75%	90	6.00	80%	100	7.20
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C-2-B	80%	65	3.50	80%	70	4.20
C-2-C	80%	90	6.00	90%	90	7.20
C-3-A	75%	65	4.00	80%	65	4.80
W-1	80%	40	2.50	80%	50	3.00
W-2	75%	60	4.00	75%	80	4.80
W-3	75%	90	6.00	80%	100	7.20
SP-1	80%	65	4.00	80%	70	4.80
SP-2	80%	90	6.00	90%	90	7.20

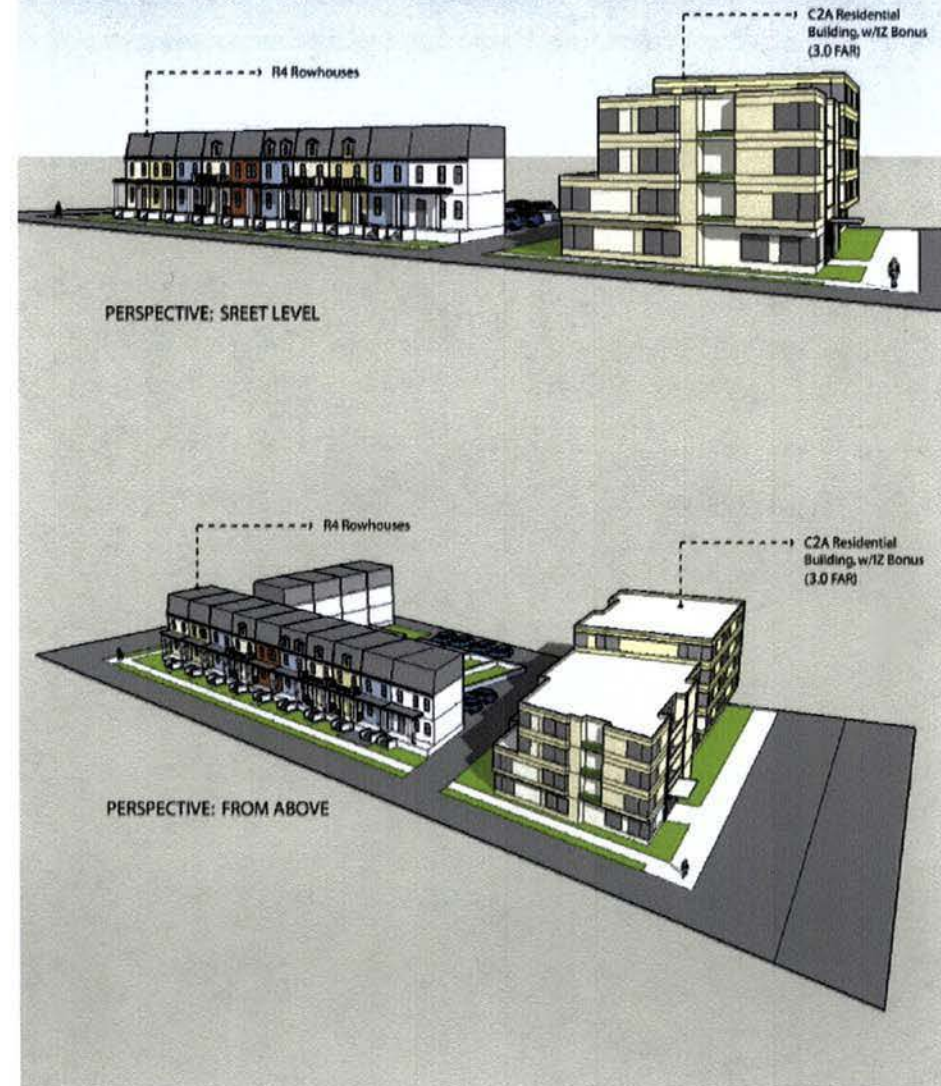
Lot Occupancy in C-2-A with Context

C-2-A Zoning Envelope Changes

- No Change in height relative to adjacent buildings.
- No Change in relationship to street.
- No Change in rear or side yard requirements
- Changes from 60% Lot Occupancy to 75%

Impact to Neighborhood Form:
Minimal

C2A & R4 WITH IZ BONUS



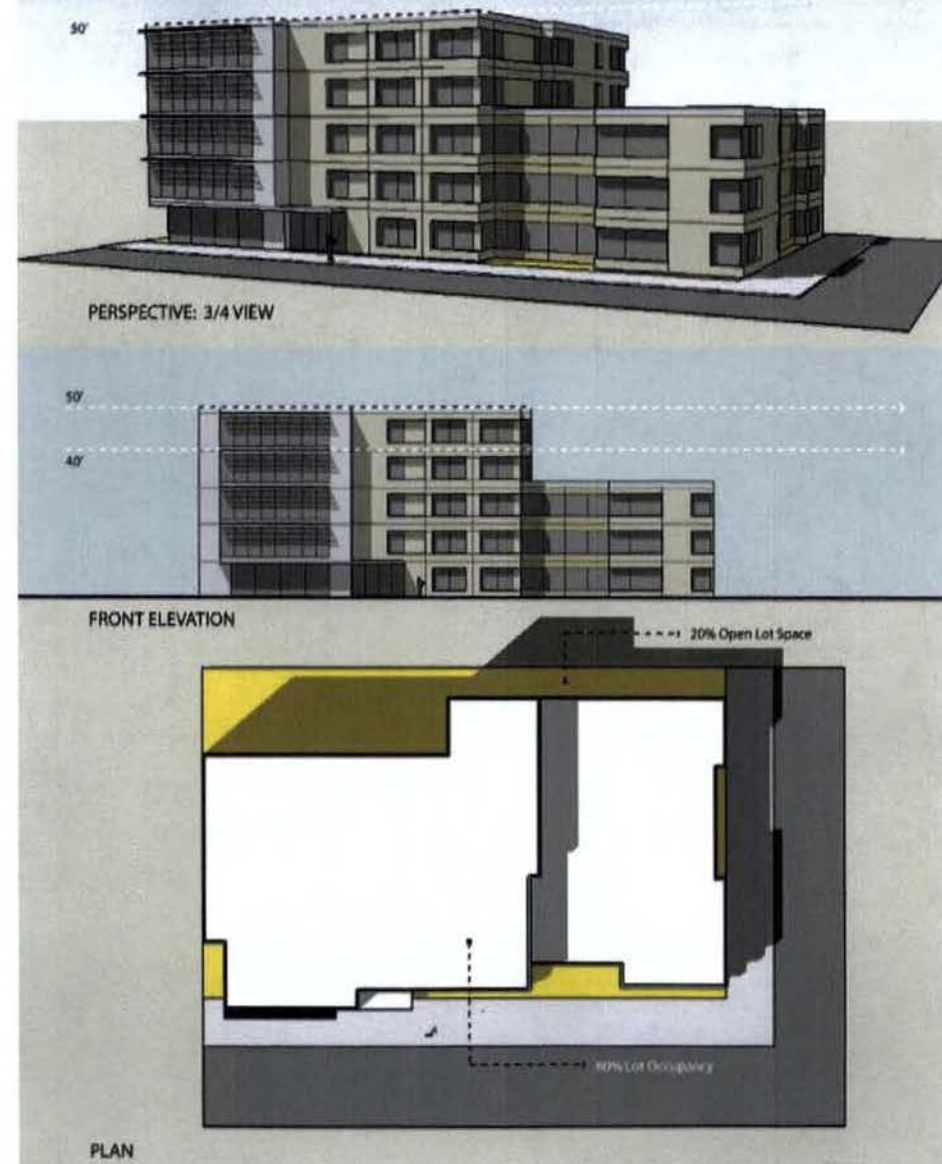
Height Changes in W-1

W-1 Zoning Envelope Changes

- No Changes Lot Occupancy
- No Change in relationship to street
- No Change in rear or side yard requirements
- 10 Feet in height relative to adjacent buildings.

Impact to Neighborhood Form:
Minor to Moderate

W1 WITH IZ BONUS



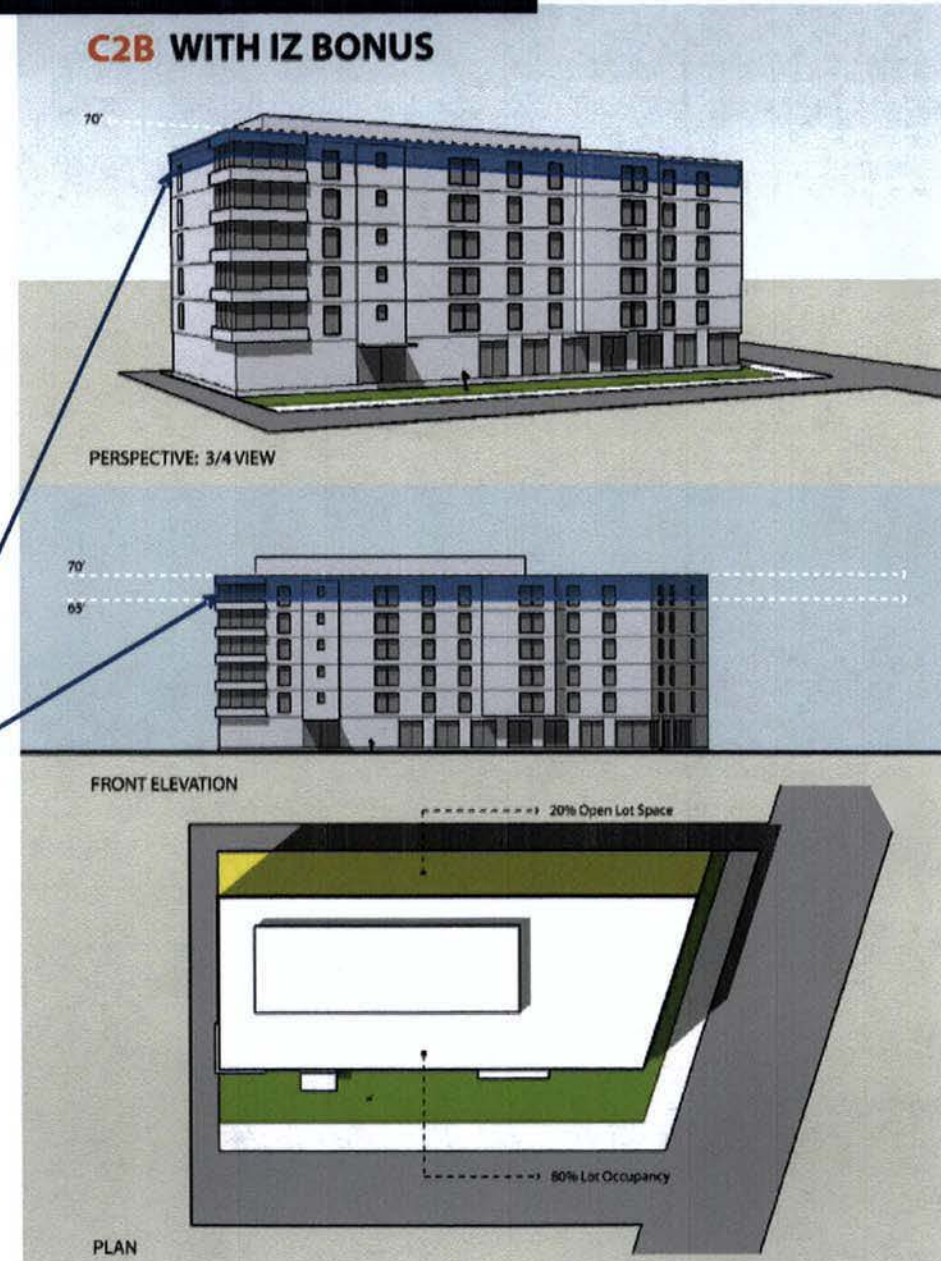
Height Changes in the C-2-B Zone

C-2-B Zoning Envelope Changes

- No Change in relationship to street.
- No Change in rear or side yard requirements
- No Change to lot occupancy
- Change from 65' to 70' in Height

Impact to Neighborhood Form:
Minor

Change from 65' to 70'
in Height



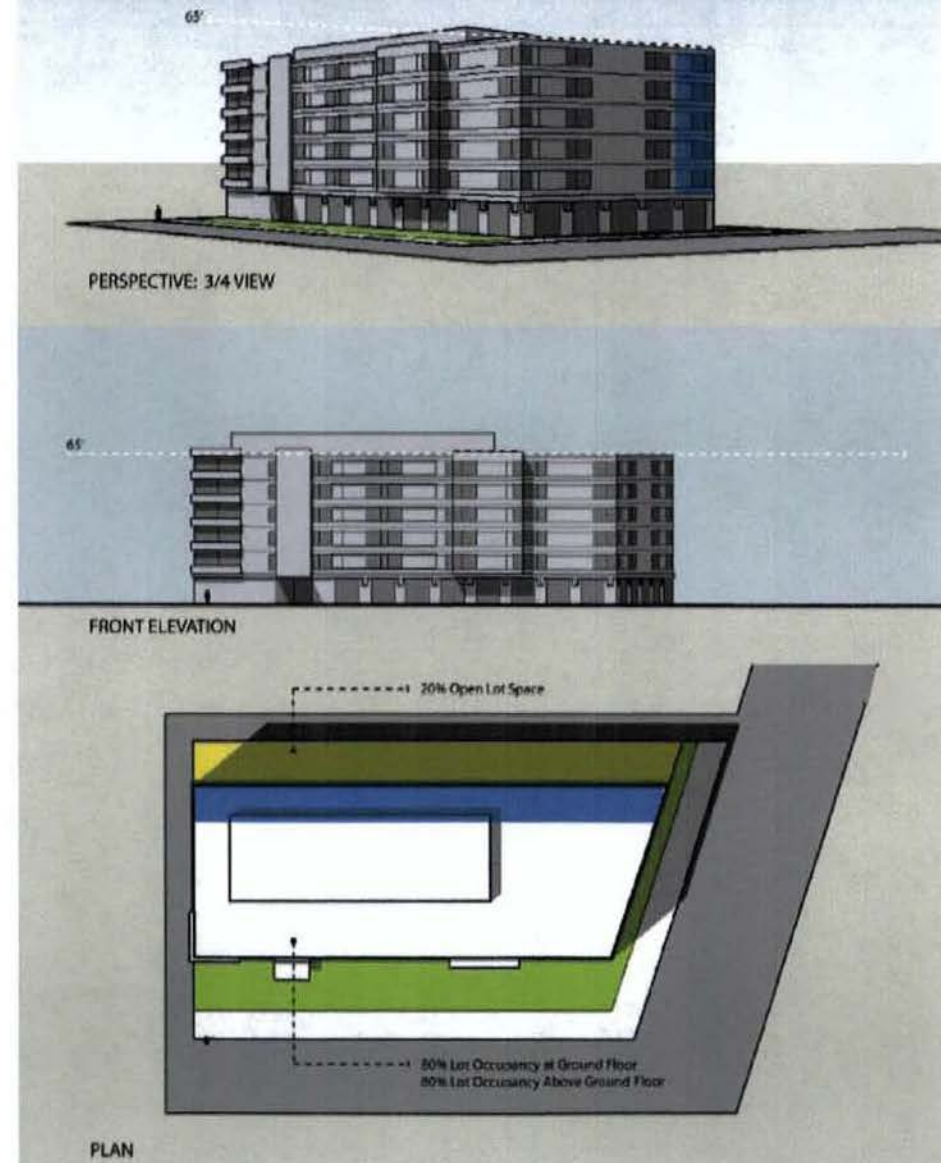
Changes to C-3-A

C-3-A Zoning Envelope Changes

- No Change in relationship to street
- No Change in rear or side yard requirements
- Lot Occupancy Change from 75% to 80%

Impact to Neighborhood Form:
Minimal

C3A WITH IZ BONUS



Height Changes to SP-1

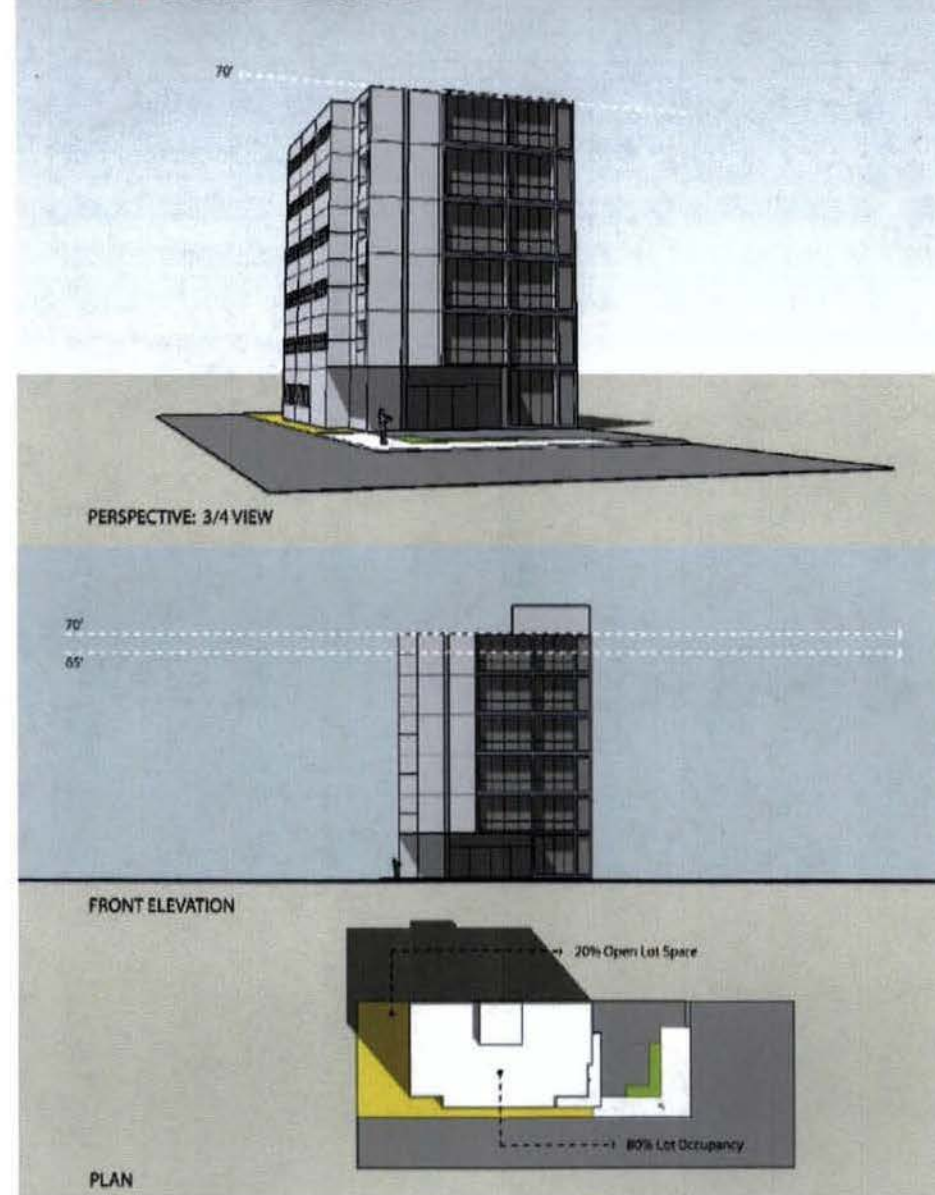
SP-1 Zoning Envelope Changes

- No Change in relationship to street.
- No Change in rear or side yard requirements
- No Change to lot occupancy
- Change from 65' to 70' in height

Impact to Neighborhood Form:

Minor

SP1 WITH IZ BONUS



Height Changes in the W-2 Zone

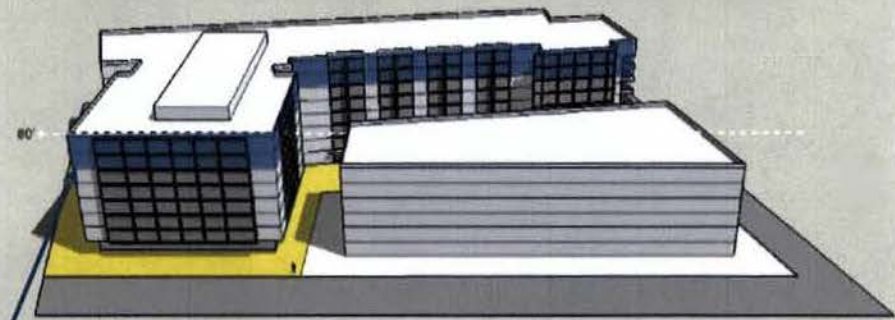
W-2 Zoning Envelope Changes

- No Change in Lot Occupancy
- No Change in relationship to street.
- No Change in rear or side yard requirements

Impact to Neighborhood Form:
Significant in Historic Districts

Change from 60' to 80'
in Height

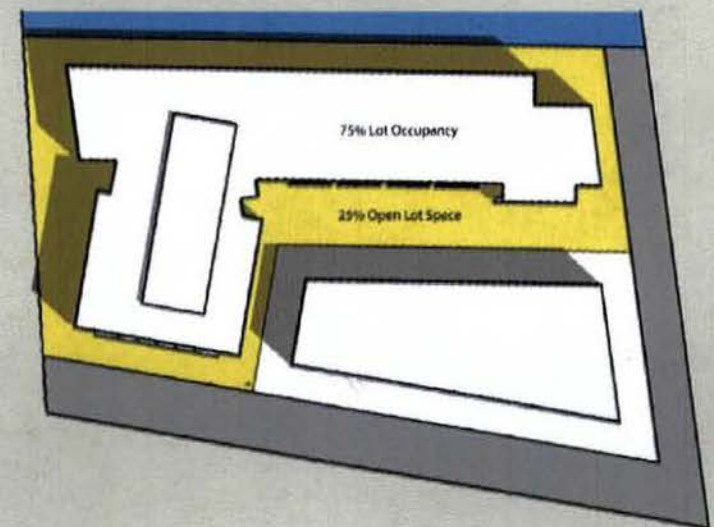
W2 WITH IZ BONUS



PERSPECTIVE: 3/4 VIEW



FRONT ELEVATION



PLAN

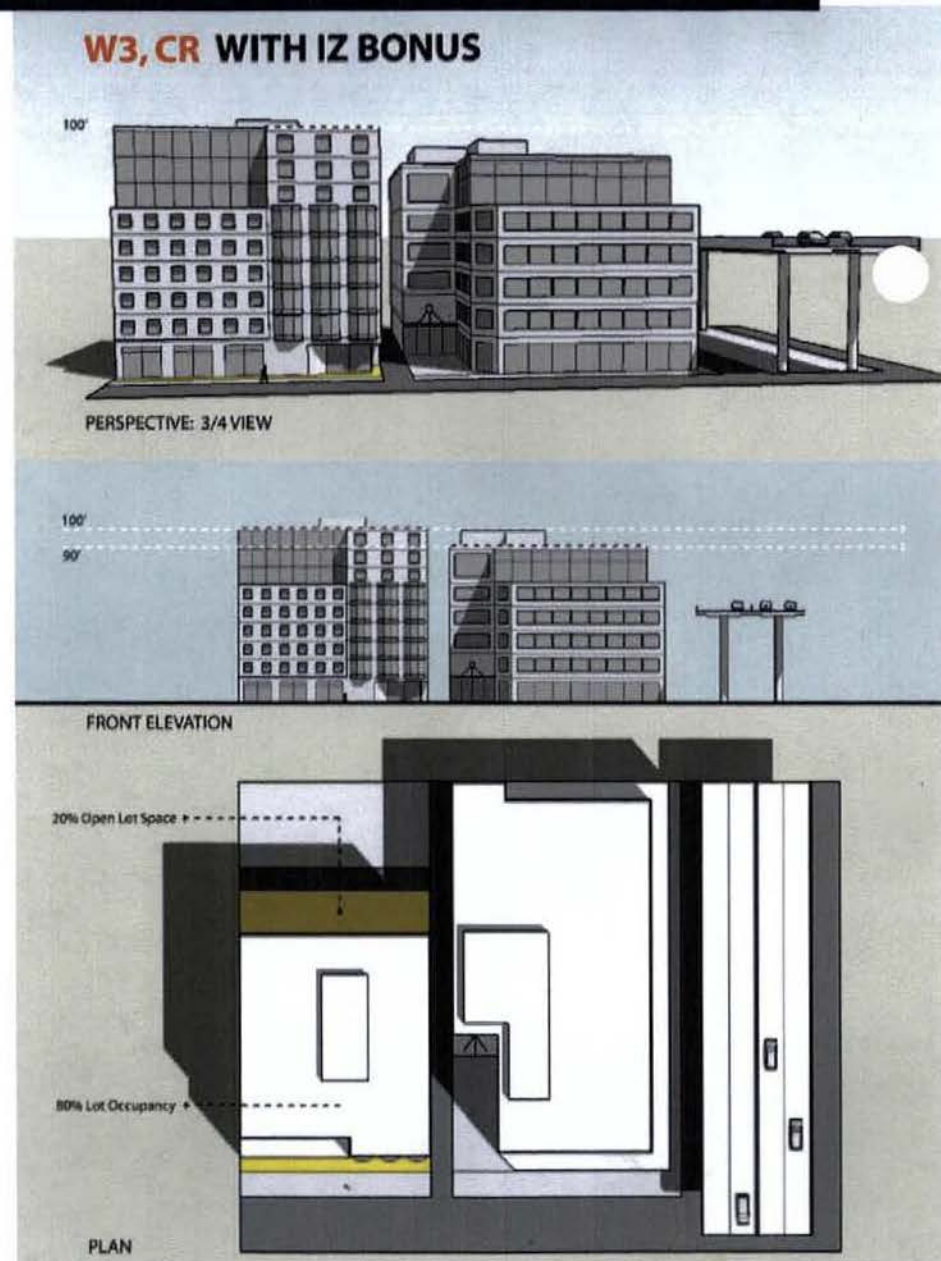
Height Changes to W-3 & CR

W-3 & CR Zoning Envelope Changes

- No Change in relationship to street.
- No Change in rear or side yard requirements
- No Change to lot occupancy
- Height Changes from 90' to 100'

Impact to Neighborhood Form:

Moderate



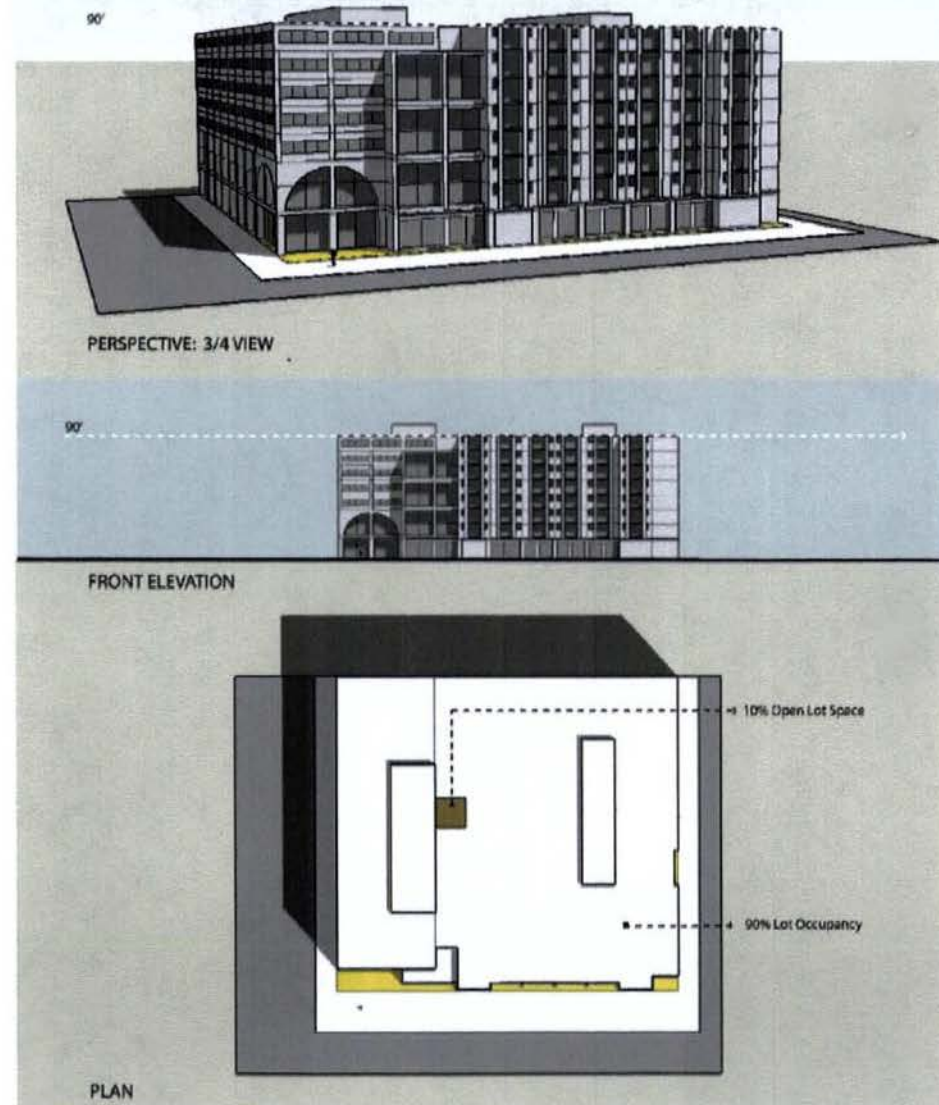
Lot Occupancy Changes in C-2-C & SP-2

W-3 & CR Zoning Envelope Changes

- No Change in relationship to street.
- No Change in rear or side yard requirements
- No Change to height
- Lot Occupancy Changes from 80% to 90%

Impact on Light and Air:
Significant

C2C, SP2 WITH IZ BONUS

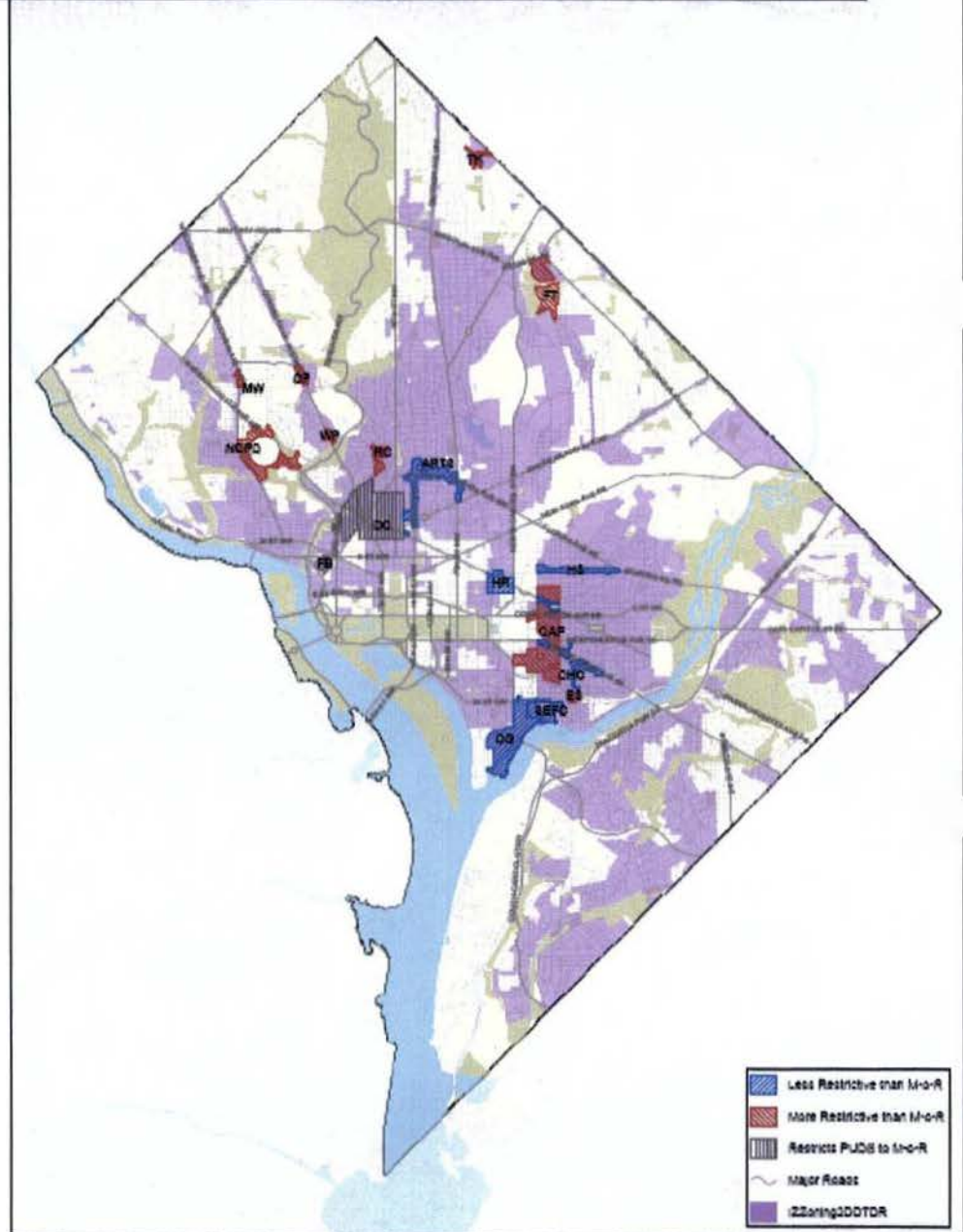


Overlay Interaction

Respect Intent of Overlays:

- Calculate IZ bonus from restrictive overlay FAR.
- Give IZ Bonus priority over other overlay incentives.
- Exempt SEFC due to master plan unless additional density is added.
- Exempt C-2-A in Naval Observatory Overlay due to federal interest.

Note: None of Capitol Interest is excluded contrary to statement on page 63 of Report

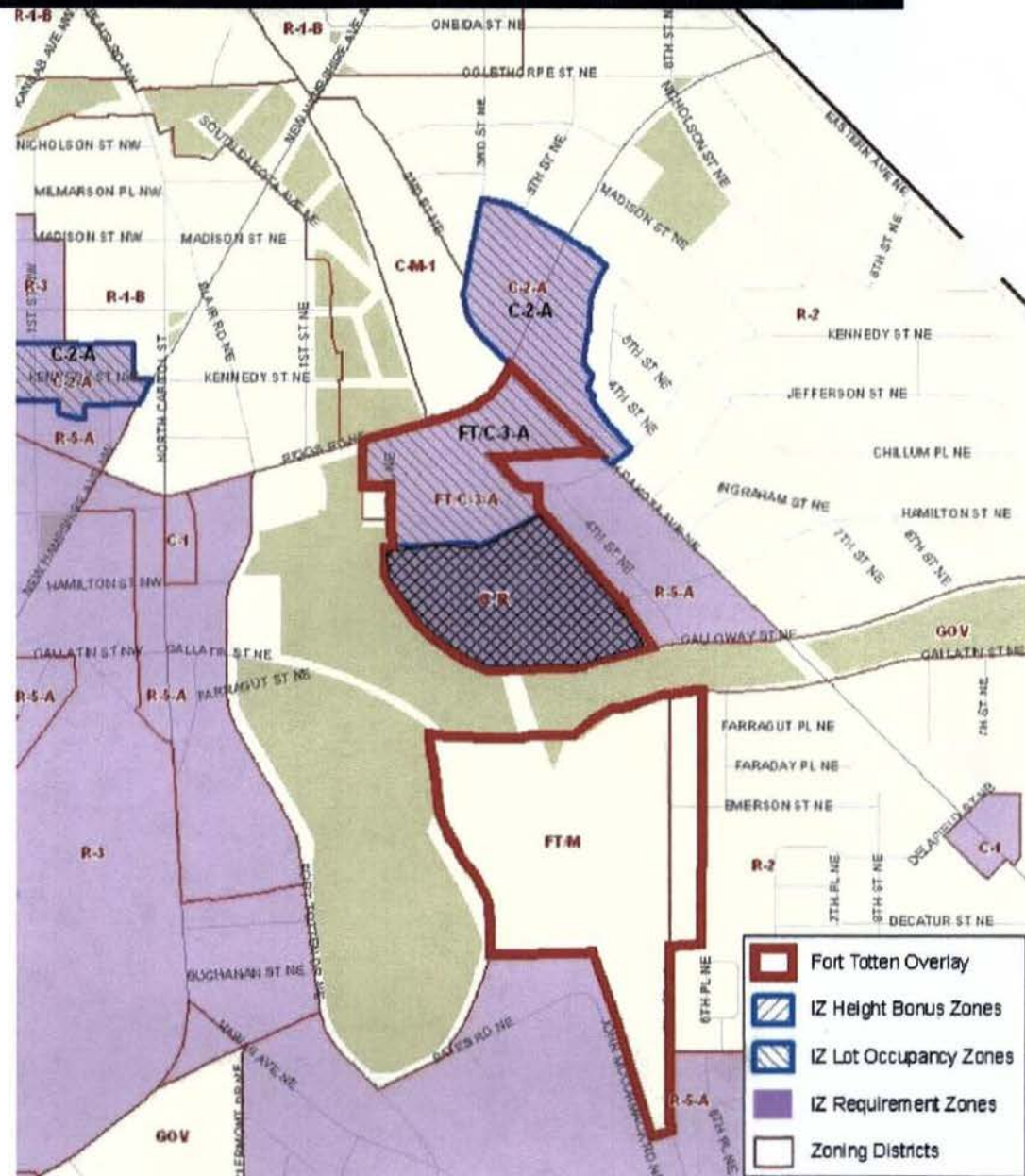


Zoning Overlays

Example: Fort Totten Overlay limits the CR Zone to 5.0 FAR and 80 feet in height.

This would conflict with IZ, which permits a 20% bonus from 6.0 to 7.2 FAR and 100 feet in height.

Other overlays include similar restrictions.



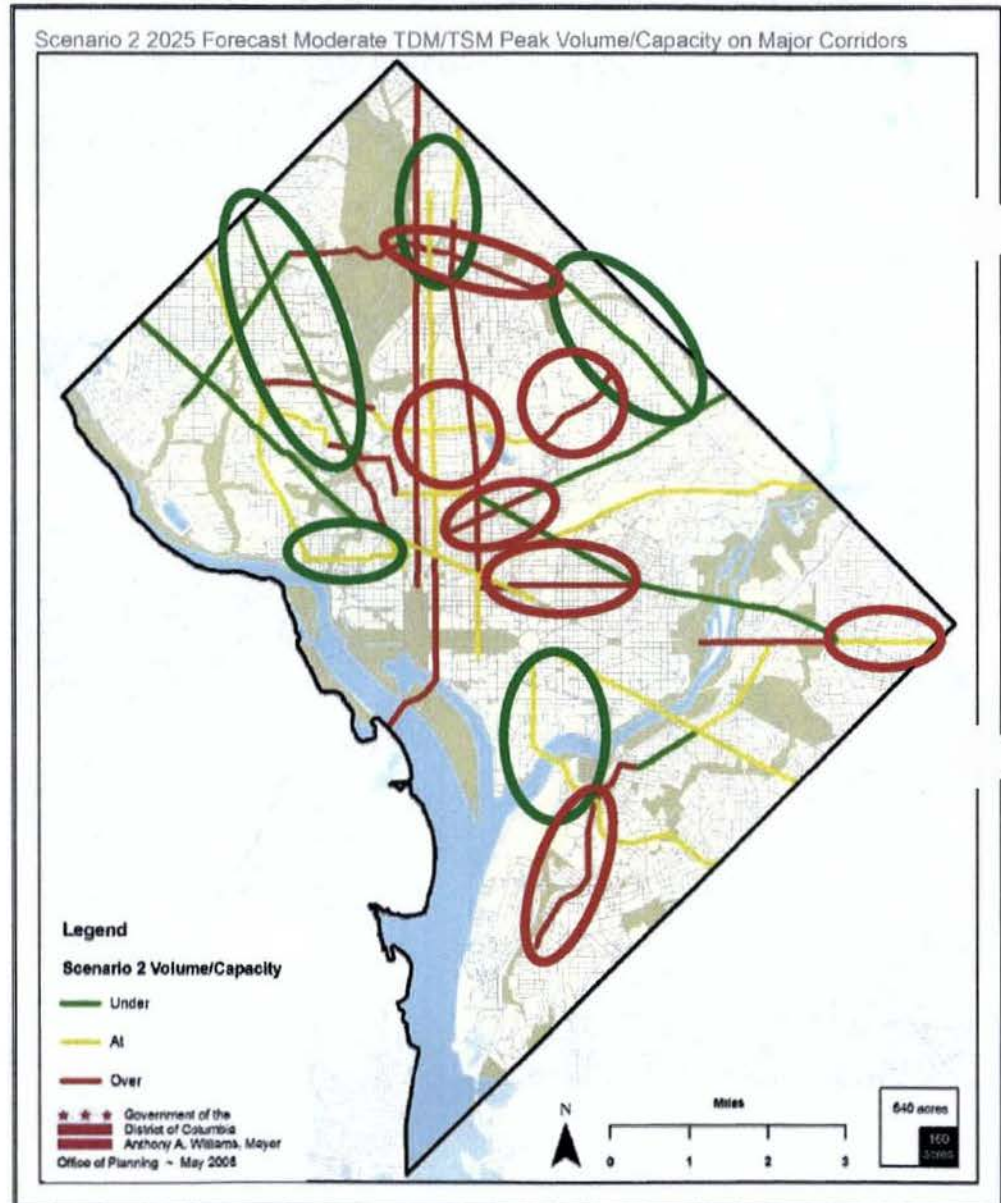
Infrastructure and Services Analysis

Baseline Assumptions

- 2006 Comprehensive Plan Household Growth Forecasts
- Annual Average of 310 bonus IZ units District Wide
- Of 310, 170 Will be Affordable Units
- 90% Multifamily Units
- 21 Children per 100 Housing Units

Future Transportation Congestion

- 2025 Congestion is Similar to 2005 With Moderate Implementation of TSM/TDM Measures
- Reflects Projected Growth on East Side of City and Southeastern Suburbs.



Infrastructure Analysis

- **Parking**
 - Average # of spaces provided by development is 0.8 spaces per unit.
 - Zoning Commission placed the same parking requirements for bonus units as market units.
 - In certain zones additional surface parking may mean decrease in greenspace.
- **Sewers**
 - 1/3 of city served by combined storm/waste water lines. 20 year investment is underway, but additional impervious surfaces would marginally increase storm/waste water overflow.
 - Green Building measures and pervious surface requirements will help mitigate overflow.

Findings

- Most neighborhoods can accommodate IZ bonus density changes with only minimal to minor changes to neighborhood form.
- IZ-generated bonus units will comprise < 10% of projected residential growth over next 25 years. Planned infrastructure investments will accommodate 100% of projected growth, including IZ.
- To respect intent of neighborhood overlays IZ bonus density must be calculated from overlay FAR where overlay is more restrictive.

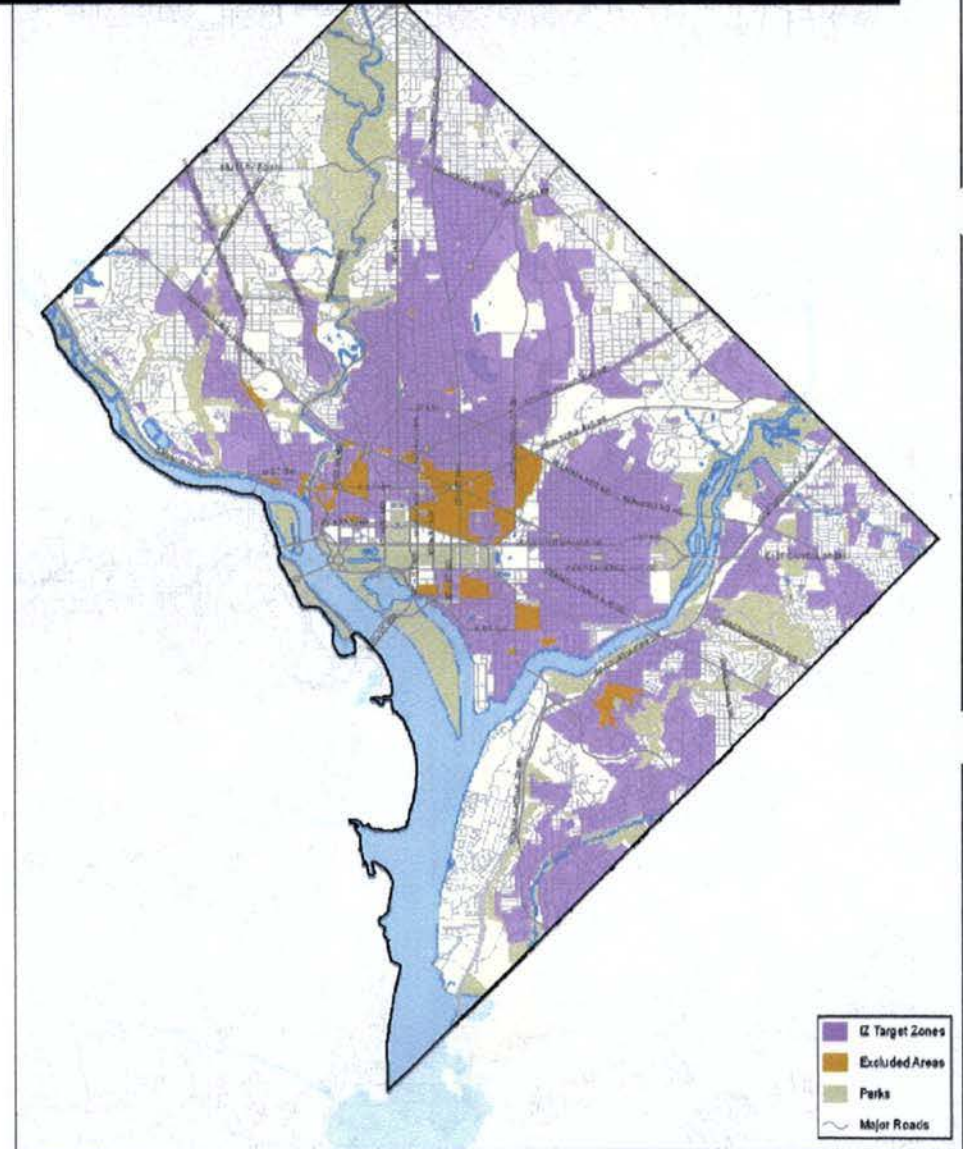
Final Recommended IZ Target Zones and Excluded Areas

Subtractive Approach

1. Assume Widest Possible Areas

2. Subtract

- M & GOV Zones
- R-1 & R-2
- DD & TDR
- R-5-E
- Conflicting Overlays (Naval Observatory)
- Historic Areas (Georgetown & Historic Anacostia)



Next Steps

- **Tonight's Zoning Commission Hearing**
 - IZ Impacts on Non-Historic Districts
- **10/10/06 City Council Committee of the Whole**
 - IZ Empowering Legislation Hearings
- **10/19/06 Zoning Commission Hearing**
 - IZ Impacts on Historic Districts

Inclusionary Zoning

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Non-Historic Neighborhoods

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