

Zoning Commission Case No. 24-01

HOWARD UNIVERSITY

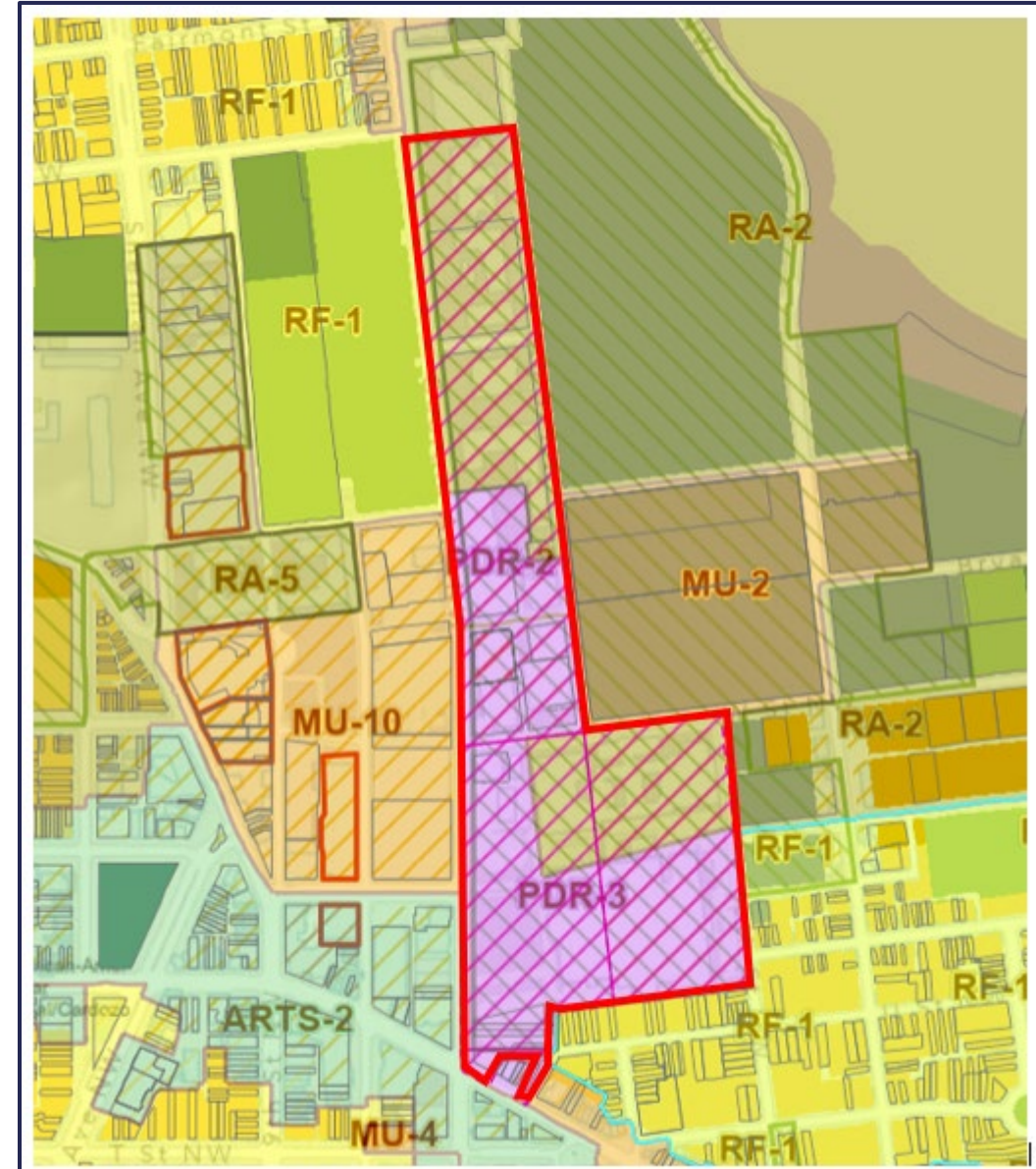
MAP AMENDMENT FROM RA-2, PDR-2, PDR-3 TO MU-9B
AND MU-10

DECEMBER 16, 2024

Holland & Knight

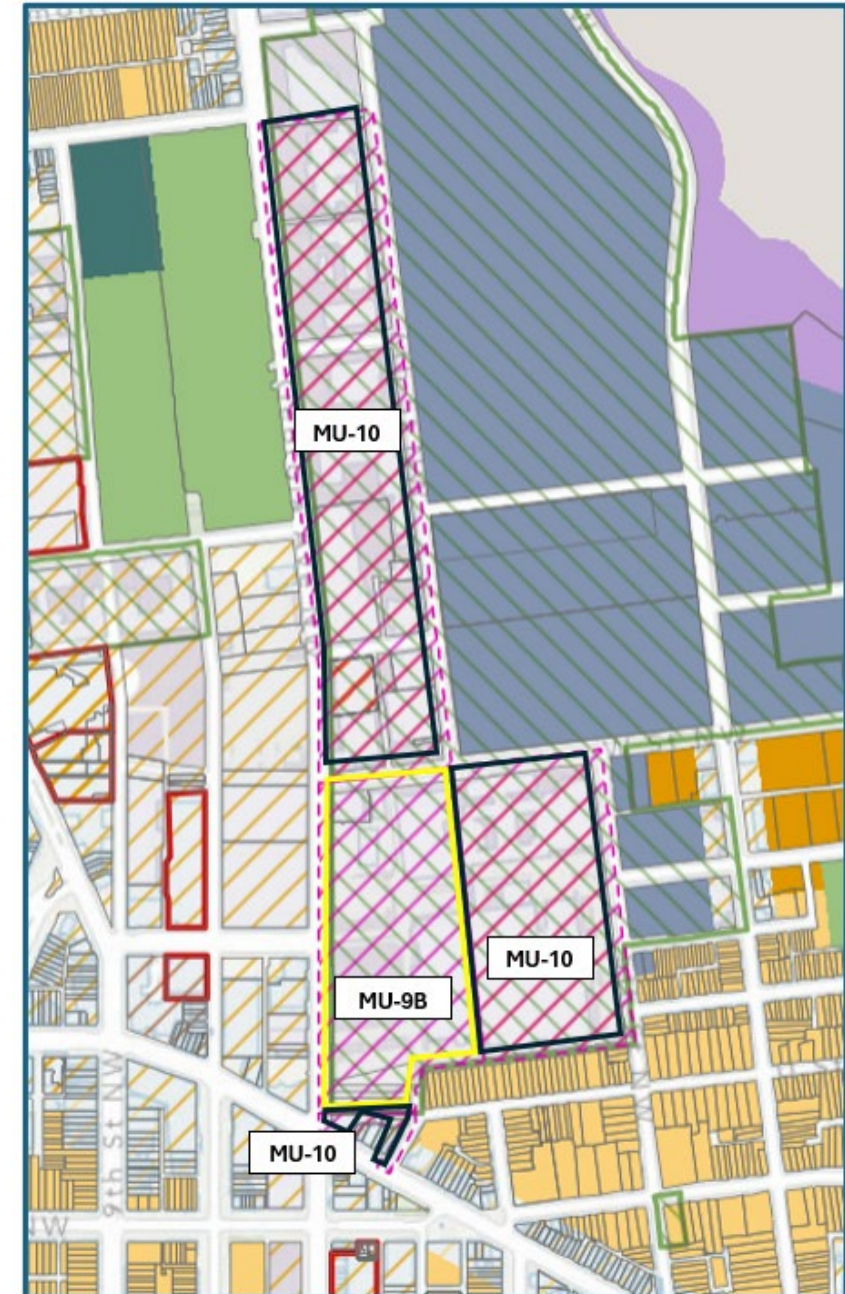
SUBJECT PROPERTY

- Current Zones: **RA-2, PDR-2, and PDR-3**
- Proposed Zones: **MU-9B and MU-10**
- Land Area: 1,157,379 sq. ft. (approx. 26.56 acres)
- Almost all of the property is within the Howard University Central Campus Plan, improved with the Howard University Hospital, College of Medicine, auxiliary services, and various retail uses. Three lots are owned by Florida Avenue Baptist Church.

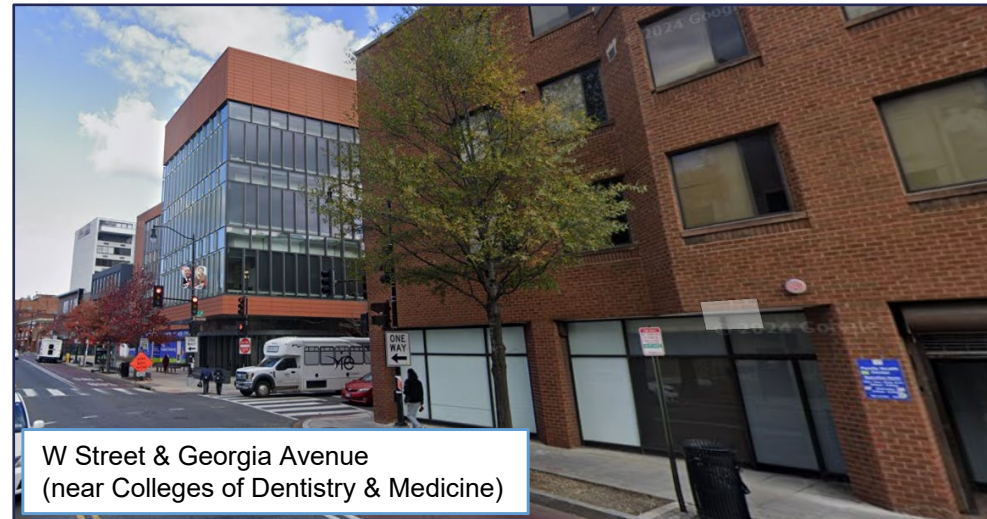
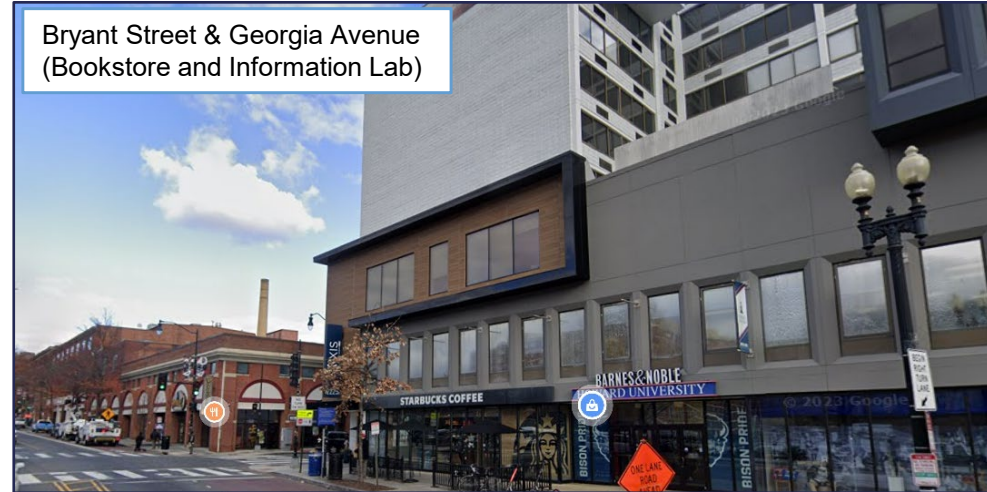
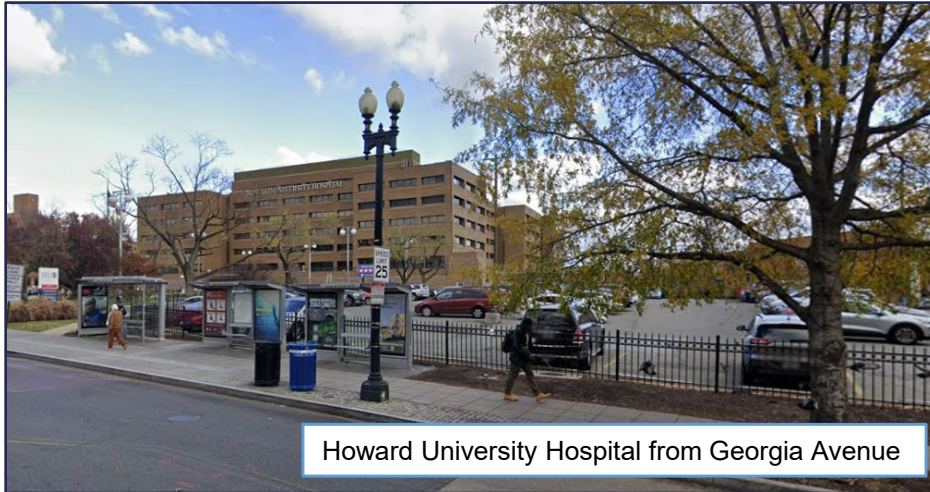


SUBJECT PROPERTY PROPOSED ZONES

- The **MU-9** zones are intended to:
 - Permit high-density mixed-use development including office, retail, and housing, with a focus on employment and residential use; and
 - Be located in or near the Central Employment Area, on arterial streets, in uptown and regional centers, and at rapid transit stops.
- The **MU-10** zone is intended to:
 - Permit medium- to high-density mixed-use development with a balance of uses conducive to a higher quality of life and environment for residents, businesses, employees, and institutions;
 - Be applied to areas where a mixture of uses and building densities is intended to carry out elements of the Comprehensive Plan, small area plans, or framework plans, including goals in employment, population, transportation, housing, public facilities, and environmental quality;
 - Require a level of public space at the ground level; and
 - Allow residential and non-residential bulk to be apportioned between two (2) or more lots in the same square.



SUBJECT PROPERTY CONTEXT



STANDARD OF REVIEW

- Zoning Commission may approve a map amendment if the amendment is not inconsistent with the Comprehensive Plan and other adopted public policies and action programs related to the subject site.
- The proposed map amendment is not inconsistent with the Future Land Use Map designation, the Generalized Policy Map designation, or the intent of the Comprehensive Plan.

11-X DCMR § 500.3

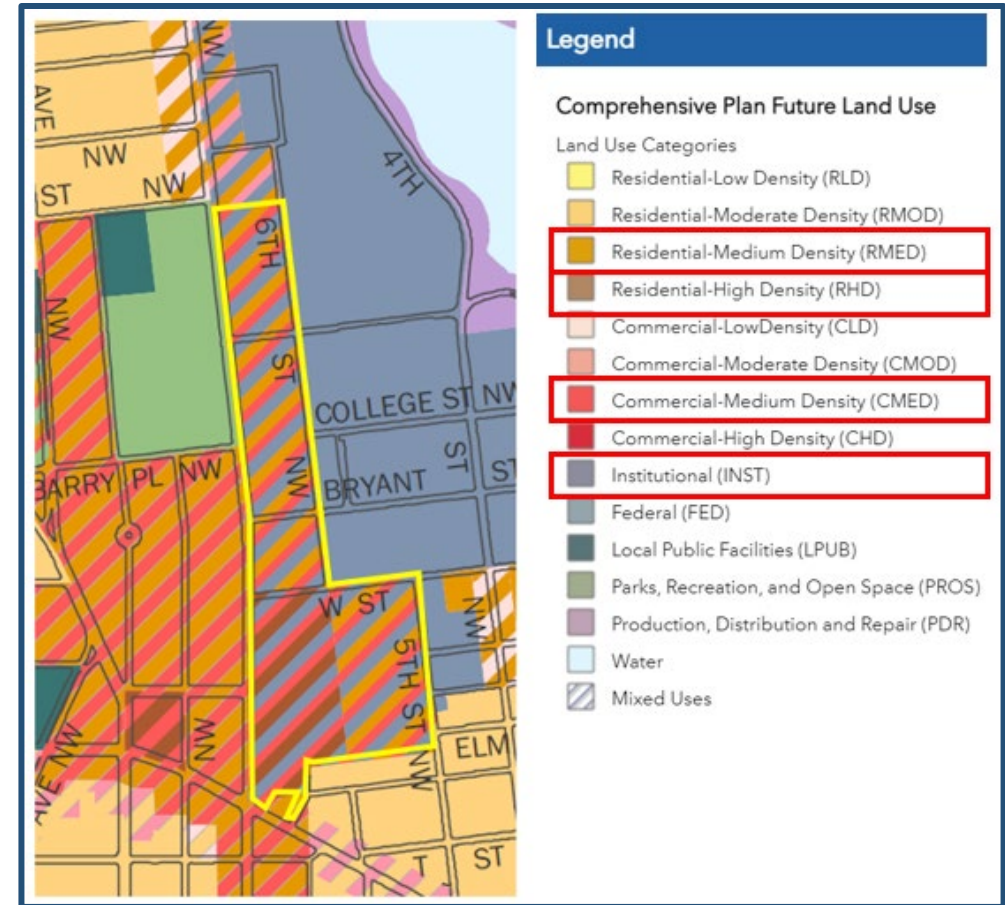
FUTURE LAND USE MAP

Medium Density Residential

- Supports mid-rise apartment buildings, with the potential for taller buildings if surrounded by large permanent open spaces. It may also include pockets of low and moderate-density housing, with allowable density ranging from 1.8 to 4.0 FAR. Higher densities may be approved through Inclusionary Zoning or Planned Unit Developments.
- The RA-3 Zone District aligns with the Medium Density Residential category, though other zones may also apply. 10-A DCMR § 227.7.

High Density Residential

- Primarily supports neighborhoods and corridors suited for high-rise apartment buildings, while allowing for pockets of less dense housing. Typical density exceeds an FAR of 4.0, with the potential for greater density through Inclusionary Zoning or Planned Unit Developments.
- The RA-4 and RA-5 Zone Districts align with the High-Density Residential category, although other zones may also apply depending on specific site circumstances. 10-A DCMR § 227.8



FUTURE LAND USE MAP

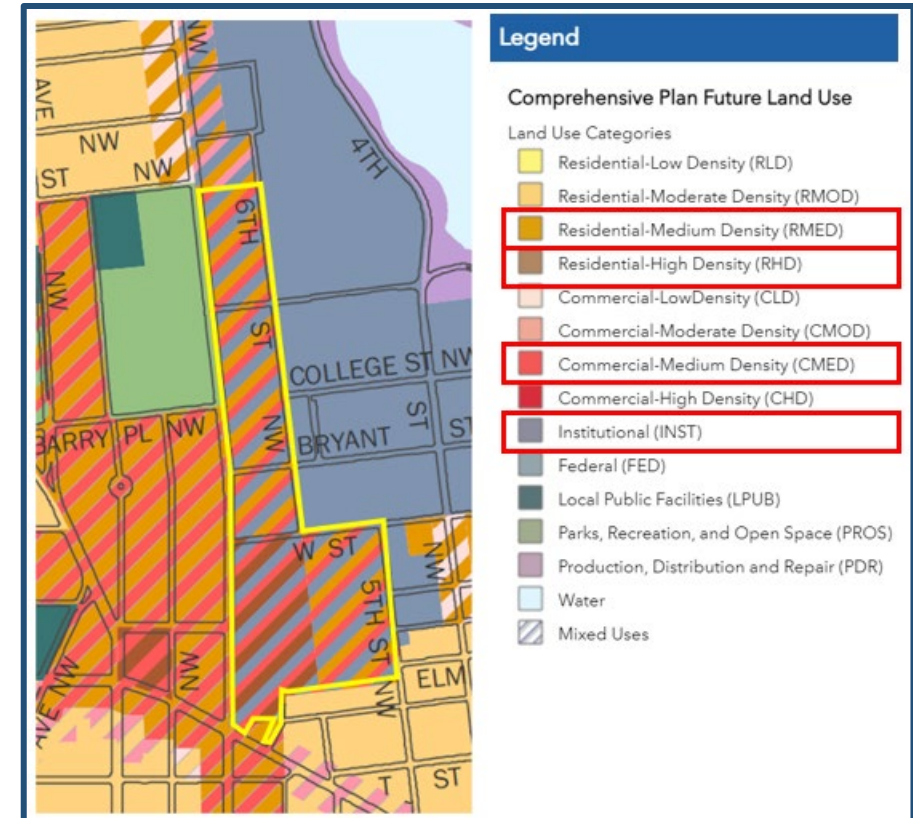
Medium Density Commercial

- Applies to shopping and service areas larger and more intense than Moderate Density Commercial areas, with predominant uses such as retail, office, and services, alongside common residential components. These areas typically serve a citywide market.
- Typical density ranges from an **FAR of 4.0 to 6.0**, with potential for greater density through Inclusionary Zoning or Planned Unit Developments. The MU-8 and MU-10 Zone Districts align with this category, although other zones may also apply. 10-A DCMR § 227.12

Institutional

- Includes land and facilities used by colleges, universities, large private schools, hospitals, religious organizations, and similar institutions. Smaller institutions, like churches, are generally not mapped unless on sites spanning several acres.
- Zoning designations vary based on surrounding uses, and institutional uses are permitted within other land use categories. 10-A DCMR § 227.18

The RA-2, PDR-2, and PDR-3 zones do not permit a mix of residential and non-residential uses that are suggested by the Property's FLUM designation and are encouraged by relevant Comprehensive Plan policies. Therefore, the proposed MU-9B and MU-10 zones are more appropriate, as they would enable a broader range of uses that are not solely residential or industrially-focused, and at the appropriate densities.



GENERALIZED POLICY MAP

Multi-Neighborhood Centers

- Covers the area on the east side of Georgia Avenue, south of Bryant Street, and north of V Street. These centers are typically located at major intersections or transit routes and primarily serve retail trade, featuring supermarkets, general merchandise, restaurants, and specialty shops. They may also include residential and office spaces for small businesses. 10-A DCMR § 225.17

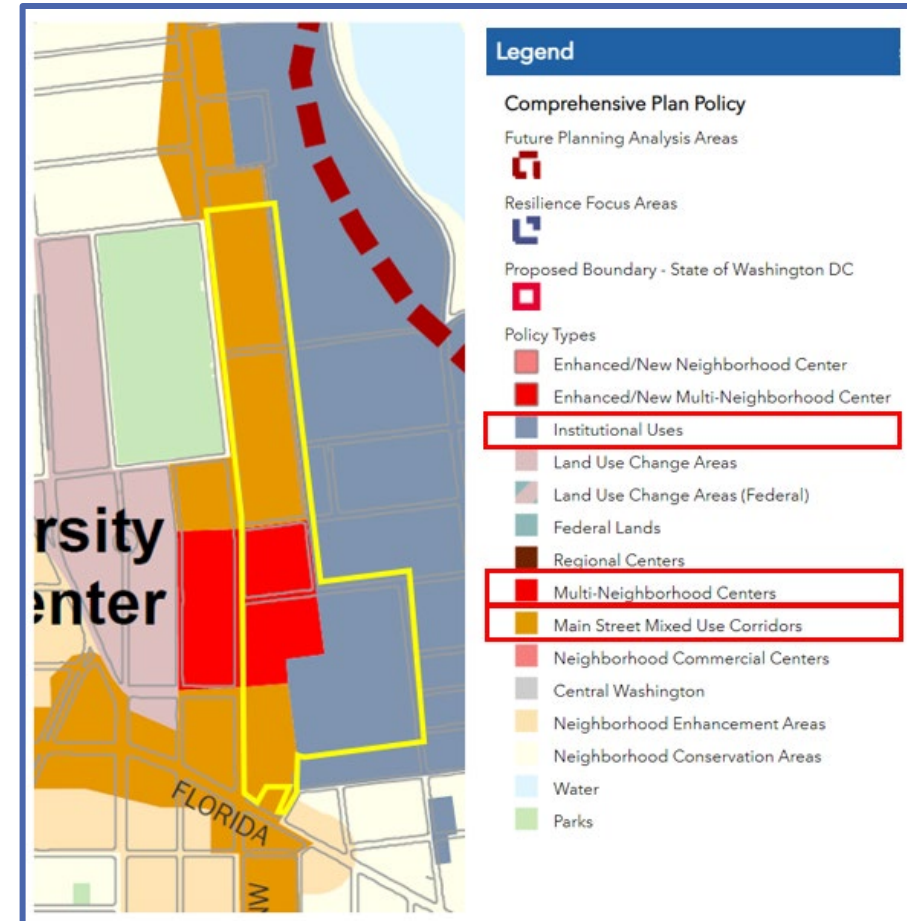
Main Street Mixed Use Corridors

- Covers much of the property along 7th Street and Georgia Avenue, characterized by traditional, pedestrian-oriented commercial corridors with storefronts and upper-story residential or office uses. These areas aim to preserve their character while encouraging redevelopment to promote economic growth, housing opportunities, transit use, and a pedestrian-friendly environment. 10-A DCMR § 225.14

Institutional Uses

- Much of the land identified as institutional on the map represents colleges and universities; change and infill can be expected on each campus consistent with campus plans. Other institutional sites, including hospitals and religious orders, likewise may see new buildings or facilities added.

The proposed map amendment is not inconsistent with the Property's designations as Main Street Mixed Use Corridor, Multi-Neighborhood Center, and Institutional Uses. The proposed MU-9B and MU-10 zones provide for a mix of uses, including residential, office, retail, restaurants, and services, that are encouraged by these designations. These designations are also located along corridors, major intersections, and transit routes, providing optimal conditions for offering a pedestrian-friendly environment.



COMPARISON OF EXISTING AND PROPOSED ZONING

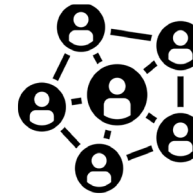
	Existing Zoning: RA-2	Existing Zoning: PDR-2	Existing Zoning: PDR-3	Proposed Zoning: MU-9B	Proposed Zoning: MU-10
	Allowed / Required as Matter-of-Right	Allowed / Required as Matter-of-Right	Allowed / Required as Matter-of-Right	Allowed / Required as Matter-of-Right	Allowed / Required as Matter-of-Right
Density (FAR)	1.8 (2.16 w/ IZ)	3.0 max. restricted uses 4.5 max. non-restricted uses	4.0 max. restricted uses 6.0 max. non-restricted uses	6.5 FAR 7.8 FAR w/ IZ 6.5 FAR max. for non-residential use	6.0 7.2 w/ IZ 3.0 FAR max. for non-residential use
Height	50 ft.	60 ft.	90 ft.	90 ft. 100 ft. w/ IZ	90 ft. 100 ft. w/ IZ
Penthouse Height	12 ft. and 1 story; except 15 ft. and second story for penthouse mechanical space	12 ft. and 1 story, except 18 ft. 6 in. and second story permitted for penthouse mechanical space	20 ft. and 1 story plus mezzanine; 2 nd story for penthouse mechanical space.	20 ft. and 1 story plus mezzanine; 2 nd story for penthouse mechanical space	20 ft. and 1 story plus mezzanine; 2 nd story for penthouse mechanical space
Lot Occupancy	60%	N/A	N/A	N/A	75% 80% w/ IZ
Rear Yard	4 in./foot of building height, but not less than 15 ft.	N/A	N/A	2.5 inches per 1 ft. of height; 12 ft. min. for residential uses	2.5 inches per 1 ft. of height; 12 ft. min. for residential uses
Side Yard	Min. 8 ft. for detached or semi-detached buildings containing 1 or 2 dwelling units 1 side yard unless building contains more than 3 dwelling units, if so, 2 side yards are required which are a min. 3 in. per 1 ft. of building height, but no less than 8 ft.	N/A	N/A	None required, but if provided, no less than 5 ft. Min. 8 ft. for detached or semi-detached single household dwelling	None required, but if provided, no less than 5 ft. Min. 8 ft. for detached or semi-detached single household dwelling
Transition Setback	N/A	25 ft. setback for each lot line abutting a lot in a residential zone or developed with a residential use. 25. ft. setback for each lot line abutting an alley that serves as a boundary between PDR zone and a residential zone 15 ft. setback for each lot line abutting a street less than 70 ft. in ROW width that serves as a boundary between PDR zone and a residential zone	25 ft. setback for each lot line abutting a lot in a residential zone or developed with a residential use. 25. ft. setback for each lot line abutting an alley that serves as a boundary between PDR zone and a residential zone 15 ft. setback for each lot line abutting a street less than 70 ft. in ROW width that serves as a boundary between PDR zone and a residential zone	N/A	N/A
GAR	0.4	0.3	0.3	0.2	0.2
Plaza	N/A	N/A	N/A	N/A	Plaza comprising of 8% of lot area for lots greater than 10,000 sq. ft.

ZONING COMMISSION RACIAL EQUITY TOOL



Part I: Guidance Regarding the Comprehensive Plan

Part II: Community Outreach and Engagement



Part III: Disaggregated Data

Part IV: Evaluate the Zoning Action through a Racial Equity Lens



PART I: GUIDANCE REGARDING THE COMPREHENSIVE PLAN

Land Use Element

- LU-1.4.1: Station Areas as Neighborhood Centers
- LU-1.4.2: Development Around Metrorail Stations
- LU-1.4.3: Housing Around Metrorail Stations
- LU-1.4.6: Development Along Corridors
- LU-1.4.B: Zoning Around Transit
- LU-1.4.C: Metro Station and Inclusionary Zoning
- LU-1.5.1: Infill Development
- LU-1.5.2: Long-Term Vacant Sites
- **LU-2.1.1: Variety of Neighborhood Types**
- **LU-2.1.2: Neighborhood Revitalization**
- LU-2.1.3: Conserving, Enhancing, and Revitalizing Neighborhoods
- LU-2.2.3: Restoration or Removal of Vacant and Abandoned Buildings
- LU-2.2.4: Neighborhood Beautification
- LU-2.4.5: Encouraging Nodal Development
- LU-2.4.6: Scale and Design of New Commercial Sites
- LU-3.2.5: Rezoning of Industrial Areas
- LU-3.3.1: Transportation Impacts of Institutional Uses
- LU-3.3.2: Corporate Citizenship

Mid City Area Element

- MC-1.1.2: Directing Growth
- MC-1.1.3: Infill and Rehabilitation
- MC-1.1.7: Preservation of Affordable Housing
- MC-1.1.8: Multimodal Connections
- MC-1.1.12: Green Development Practices

- MC-1.2.6: Neighborhood Greening
- MC-2.1.1: Revitalization of Lower Georgia Avenue NW
- MC-2.1.2: Georgia Avenue NW Design Improvements
- MC-2.1.3: Howard University

Transportation Element

- T-1.1.4: Transit-Oriented Development
- **T-1.1.7: Equitable Transportation Access**
- T-1.2.1: Major Thoroughfare Improvements
- T-1.2.3: Discouraging Auto-Oriented Uses
- **T-2.2.2: Connecting District Neighborhoods**
- T-2.4.1: Pedestrian Network
- T-2.4.2: Pedestrian Safety
- T-2.6.1: Transportation Access
- T-2.6.2: Transit Needs

Housing Element

- H-1.1.1: Private Sector Support
- H-1.1.3: Balanced Growth
- H-1.1.5: Housing Quality
- H-1.4.4: Mixed-Use Development
- H-1.1.8: Production of Housing in High-Cost Areas
- H-1.1.9: Housing for Families
- H-1.2.1: Low- and Moderate-Income Housing Production as a Civic Priority
- **H-1.2.2: Production Targets**
- **H-1.2.3: Affordable and Mixed-Income Housing**
- H-1.2.5: Moderate-Income Housing
- **H-1.2.9: Advancing Diversity and Equity of Planning Areas**
- H-1.2.1: Inclusive Mixed-Income Neighborhoods
- H-1.3.1: Housing for Larger Households

Environmental Protection

- **E-1.1.2: Urban Heat Island Mitigation**
- E-2.1.2: Tree Requirements in New Development
- E-2.1.3: Sustainable Landscaping Practices
- E-3.2.3: Renewable Energy
- E-3.2.7: Energy-Efficient Building and Site Planning
- E-4.1.1: Maximizing Permeable Surfaces
- E-4.1.2: Using Landscaping and Green Roofs to Reduce Runoff
- E-4.2.1: Support for Green Building

Economic Development

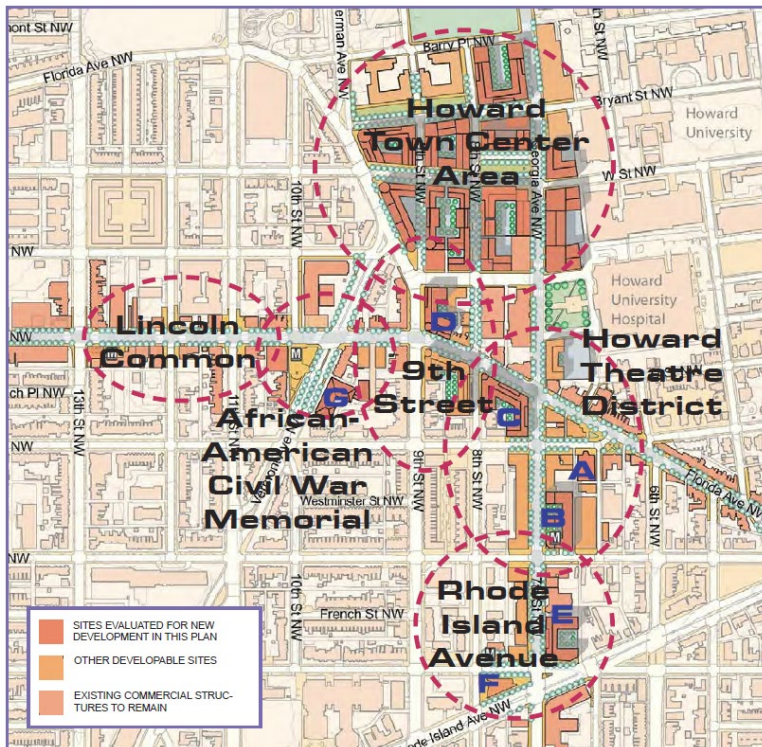
- ED-1.1.1: Core Industries
- ED-1.1.3: Diversification
- ED-1.1.6: Competitive Edge
- ED-2.2.3: Neighborhood Shopping
- ED-2.2.5: Business Mix
- ED-2.2.9: Clustered Retail at Transit
- ED-2.4.1: Institutional Growth
- ED-2.4.3: Higher Education and Health Care Linkages
- ED-3.1.1: Neighborhood Commercial Vitality

Educational Facilities

- EDU-3.2.2: Corporate Citizenship
- EDU-3.2.3: Workforce Development
- EDU-3.2.4: Universities as Community Partners
- EDU-3.2.5: University Research Partnerships
- EDU-3.3.2: Balancing University Growth and Neighborhood Needs
- EDU-3.3.4: Student Housing
- EDU-3.3.5: Transportation Impacts of Colleges and Universities
- EDU-3.3.9: Educational Facilities and Large Site Development

*** Policies identified by OP as advancing equity.**

DUKE Development Framework for a Cultural Destination District within Washington, DC's Greater Shaw / U Street



- Approved by DC Council in 2005.
- Include uses compatible with the rest of the Project Area, i.e. **residential, restaurants, clubs and neighborhood-serving retail and services**.
- Redevelop area with buildings up to **90 feet in height (matter of right) and density of 6.0 FAR**. Ground floor retail heights should be consistent with remainder of Project Area.
- Require **neighborhood serving convenience retail and service uses** (e.g., supermarket and drugstore) on the ground floors along Georgia Avenue and V Street, with space and mix sufficient to meet demand of surrounding residents and the Howard University community.
- Upper floors of buildings to be predominantly **commercial, with some institutional and residential** mixture.
- Place parking below grade and/or in structured parking structures; sized to meet shared and joint use of on-site uses and nearby destination uses. Blocks between the proposed Bryant and W Street should be **primarily institutional (Howard University) with a mixture of commercial and residential uses**.
- Make smaller **public spaces** scaled to the city and distinct from the larger campus quadrangles.
- Avoid continuous 90' cornice expression along Georgia Avenue. Vary roof heights.
- Screen all above grade parking facilities. Expose garages only above grade at 8th Street and screen with architecturally compatible treatment.
- **Ground floor retail uses along Georgia Avenue** for properties north of Florida Avenue.
- **The proposed map amendment would further these recommendations by rezoning the Property to zones that would allow for greater height and density and for a mix of uses, consistent with the DUKE Plan.**

PART II: COMMUNITY GUIDANCE AND ENGAGEMENT

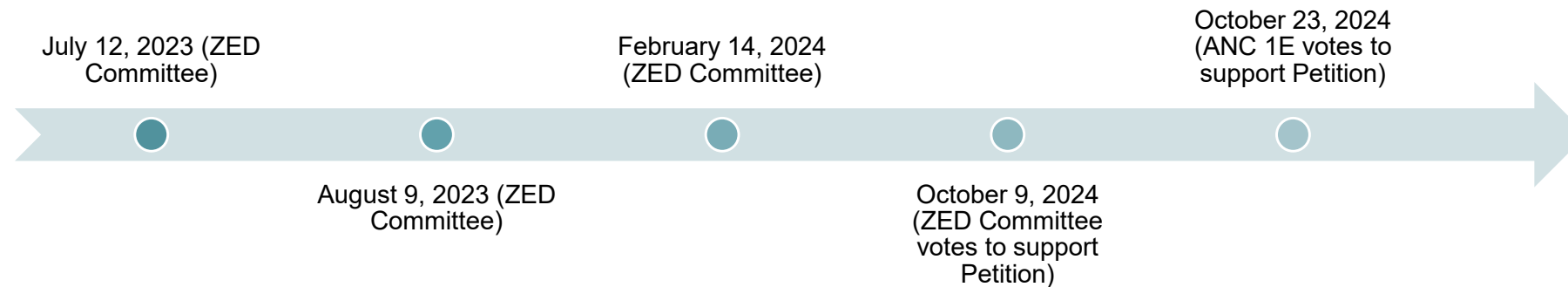
Howard University has a complex history intertwined with the broader issues of racial discrimination and inequality in the United States. Some of the negative conditions that have been associated with HBCUs, generally, include:

- **Historical Challenges for HBCUs and Howard University:** Howard University, like other HBCUs, faces funding disparities compared to predominantly white institutions and gaps in resources, facilities, and faculty salaries.
- **Legacy of Segregation and Progress:** Established during the segregation era to serve Black students excluded from white institutions, Howard has made significant contributions to advancing opportunities for Black or African American students and promoting social justice.

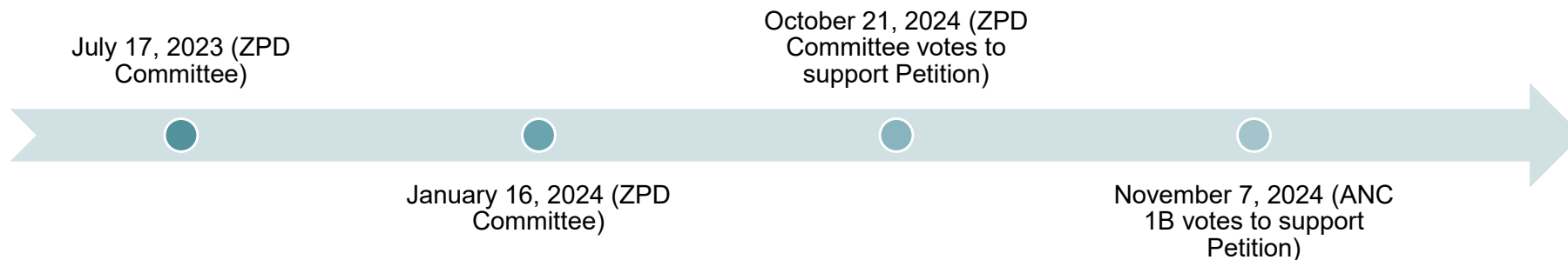


PART II: COMMUNITY GUIDANCE AND ENGAGEMENT

ANC 1E Engagement



ANC 1B Engagement

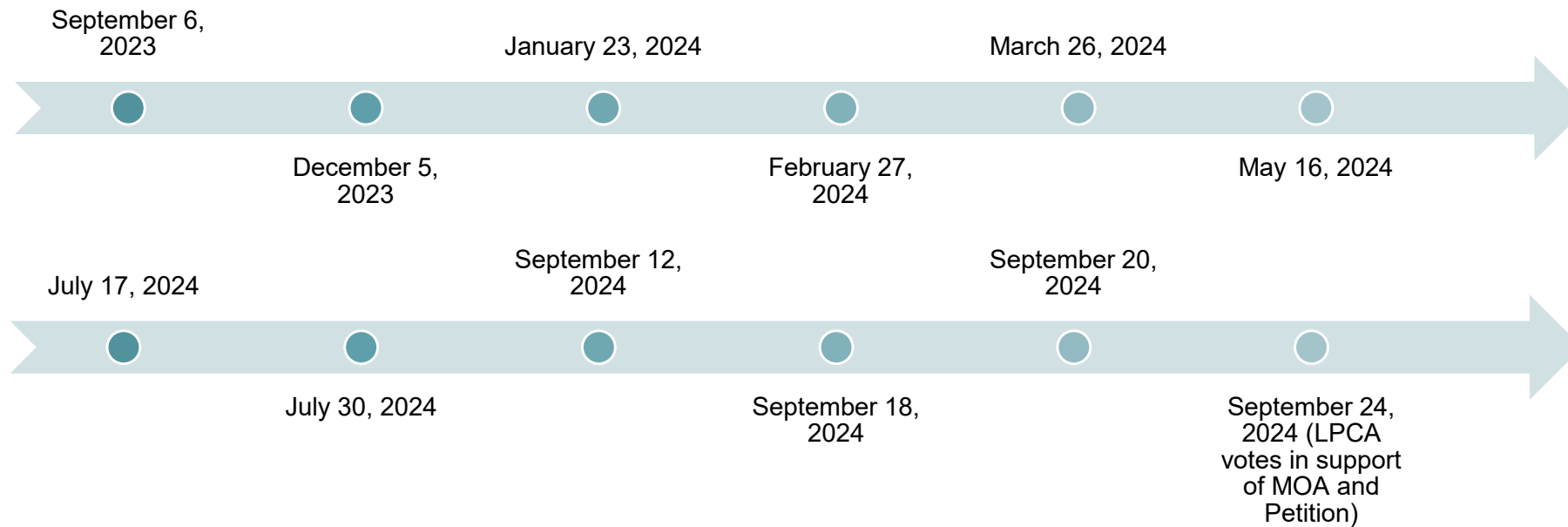


Councilmember Brianne Nadeau's Office

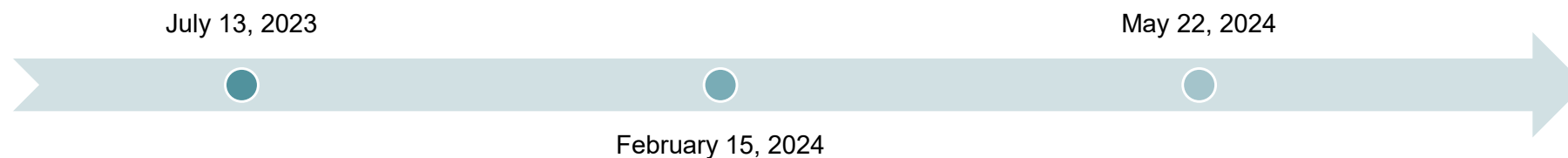
- March 28, 2024 (Update on proposed zoning)

PART II: COMMUNITY GUIDANCE AND ENGAGEMENT

LeDroit Park Civic Association (“LPCA”)



Howard University Office of External Affairs CAC



PART III: DISAGGREGATED DATA REGARDING RACE AND ETHNICITY

- The Mid-City Planning Area accounted for approximately **14% of the District's population** during the 2017-2021 period, with projections to reach 134,101 residents by 2045.
- Significant demographic shifts occurred, including a **decrease in Black residents (33% to 28%)** and an increase in diversity, with the **“Two or More Races” category growing from 3.2% to 7.4%**.
- Median incomes in the Mid-City Planning Area rose faster than Districtwide increases, reaching **\$113,534** in 2017-2021. However, **Black residents experienced the lowest income growth**, highlighting disparities.
- Housing affordability remains a critical concern, with **14% of the area's units designated affordable**, but many at risk of losing affordability protections.
- Owner occupancy increased slightly in the Planning Area, reaching 38% compared to 41.5% Districtwide, with **higher rental rates for Hispanic and Black residents** correlating with lower income levels.
- The Mid-City Planning Area has contributed **19% of the District's new housing** over the last decade, making it a focus area for preserving affordable units using the Housing Preservation Trust Fund.
- University housing additions may **relieve off-campus housing pressures**, potentially opening more housing opportunities for local residents. Future private development on university land could support additional affordable housing.

HOUSING AND AFFORDABLE HOUSING GOALS

- The Housing Equity Report requires the production of **1,010** affordable housing units in the Planning Area by 2025.
- As of October 31, 2024, the Planning Area has met **147.9%** of its affordable housing goal.
- The Housing Equity Report sets a goal of 12,000 new affordable units Districtwide by 2025. 10,212 affordable units have been created, **85% of the target**.
- The proposed map amendment aims to increase student housing, potentially opening up housing opportunities to non-student residents.



PART IV: EVALUATE THE ZONING ACTION THROUGH A RACIAL EQUITY LENS

Indicator	Outcome
Direct Displacement	<ul style="list-style-type: none"> The proposed map amendment <u>would not result in the physical displacement</u> of residents and would increase the permitted non-residential and residential density on the campus. This change could expand economic opportunities in the Planning Area and <u>increase the supply of student housing</u>, potentially helping to lower overall housing costs. The added density also creates opportunities for new gathering spaces for residents and public amenities, such as <u>improved public spaces</u> that could feature art or neighborhood-defining elements, enhancing the community's character.
Indirect Displacement	<ul style="list-style-type: none"> Indirect displacement is not anticipated.
Housing	<ul style="list-style-type: none"> The proposed map amendment for Howard University would <u>increase the amount of student housing</u> permitted on the property. The amendment would also require a greater Inclusionary Zoning (IZ) set-aside through IZ+ and include units at 50% MFI for any IZ generated by penthouse habitable space. Additionally, the increased permitted density could allow for the development of larger housing units, addressing a broader range of housing needs.
Physical	<ul style="list-style-type: none"> The proposed map amendment for Howard University enhances its <u>transit-oriented location</u>, situated within a 0.3-mile walk of both the Shaw-Howard University and U Street/African American Civil War Memorial Metro stations and along key Metrobus Priority Corridor Network routes on Georgia Avenue and U Street. It supports <u>improved pedestrian connectivity</u>, walkability, and safety by reducing vacant lots and enhancing infrastructure. The amendment also facilitates development that will comply with modern Building Code standards and incorporate <u>energy-efficient systems</u> and technologies, along with <u>infrastructure improvements</u>.

PART IV: EVALUATE THE ZONING ACTION THROUGH A RACIAL EQUITY LENS

Indicator	Outcome
Access to Opportunity	<ul style="list-style-type: none">• The proposed map amendment for Howard University leverages its <u>strategic location</u> near key transit centers, residential areas, and employment hubs, including Howard University itself, nearby medical centers, and the Reservoir District.• The amendment would allow for increased commercial density, potentially <u>creating more jobs</u> and granting residents <u>greater access</u> to retail, services, parks, and neighborhood amenities, such as the Banneker Community Center and The Park at LeDroit.• Proximity to these resources, combined with <u>improved access</u> to open spaces and recreation, aligns the property for enhanced connectivity and access to opportunity.
Community	<ul style="list-style-type: none">• <u>Memorandum of Agreement</u> (“MOA”) between LeDroit Park Civic Association (“LPCA”) and Howard University addressing transition setbacks, transition heights, restrictions within 100 feet of the impacted residential area, restrictions for the Hospital expansion, 5th Street residential buffer study, and height restriction for Square 3078 parcels.• MOA between LPCA, Trustees of Florida Avenue Baptist Church and Florida Avenue Baptist Church addressing height restrictions, and use restrictions for Square 3078, Lots 27 and 28.

POTENTIAL COMPREHENSIVE PLAN INCONSISTENCIES

Potential Inconsistency	Outweighing Policy
<ul style="list-style-type: none">• LU-2.1.4: Rehabilitation Before Demolition• LU-3.2.1: Retain Areas for Industrial Areas• T-1.1.8: Minimize Off-Street Parking• H-1.6.5: Net-Zero, Energy Efficient Building	<ul style="list-style-type: none">• FLUM• GPM• Policies in the Mid-City Area Element, Land Use, Transportation, Housing, Environmental Protection, Economic Development, and Educational Facilities Citywide Elements• Housing Equity Report

CONCLUSION

- The map amendment is **not inconsistent** with the Comprehensive Plan as viewed through a racial equity lens.
- Any potential inconsistencies with individual Comprehensive Plan policies are far outweighed by:
 - Consistency with the FLUM and GPM
 - Consistency with other competing Comprehensive Plan priorities relating to Land Use, Transportation, Housing, Environmental Protection, Economic Development, and Educational Facilities Citywide Elements and the Mid-City Area Element
 - Housing Equity Report