

Zoning Commission Case No. 24-05

700 MONROE STREET, NE

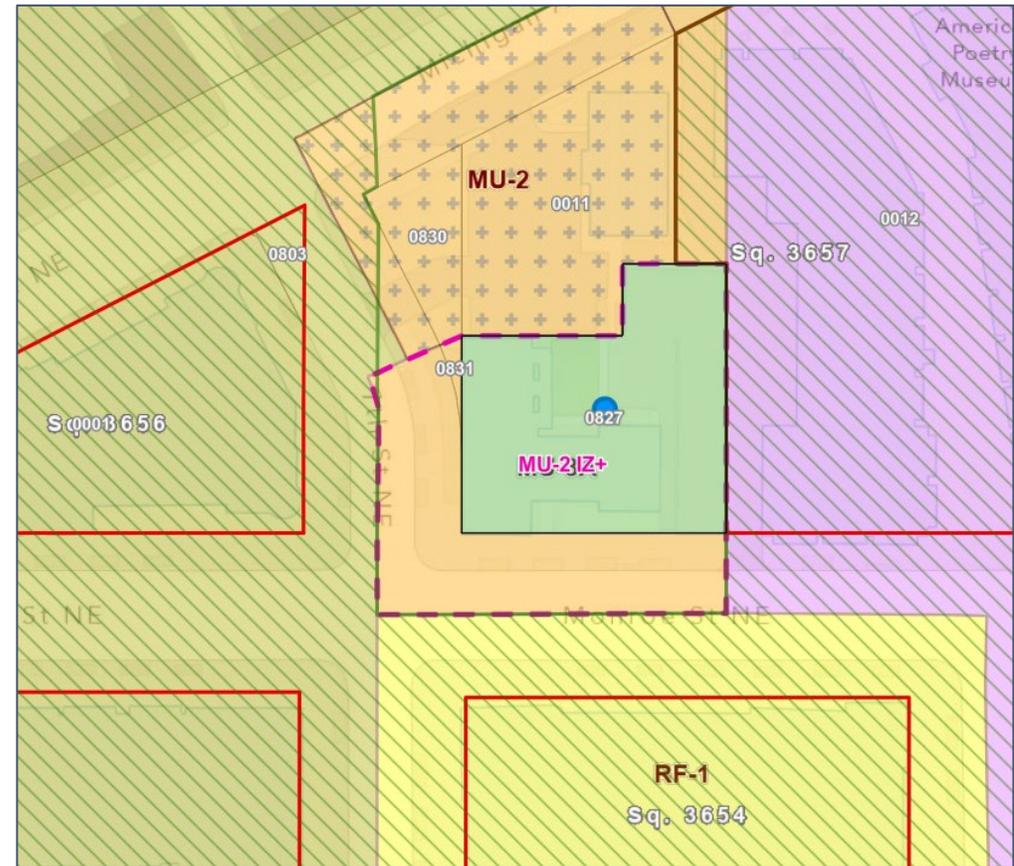
MAP AMENDMENT FROM MU-3A TO MU-2

SEPTEMBER 5, 2024

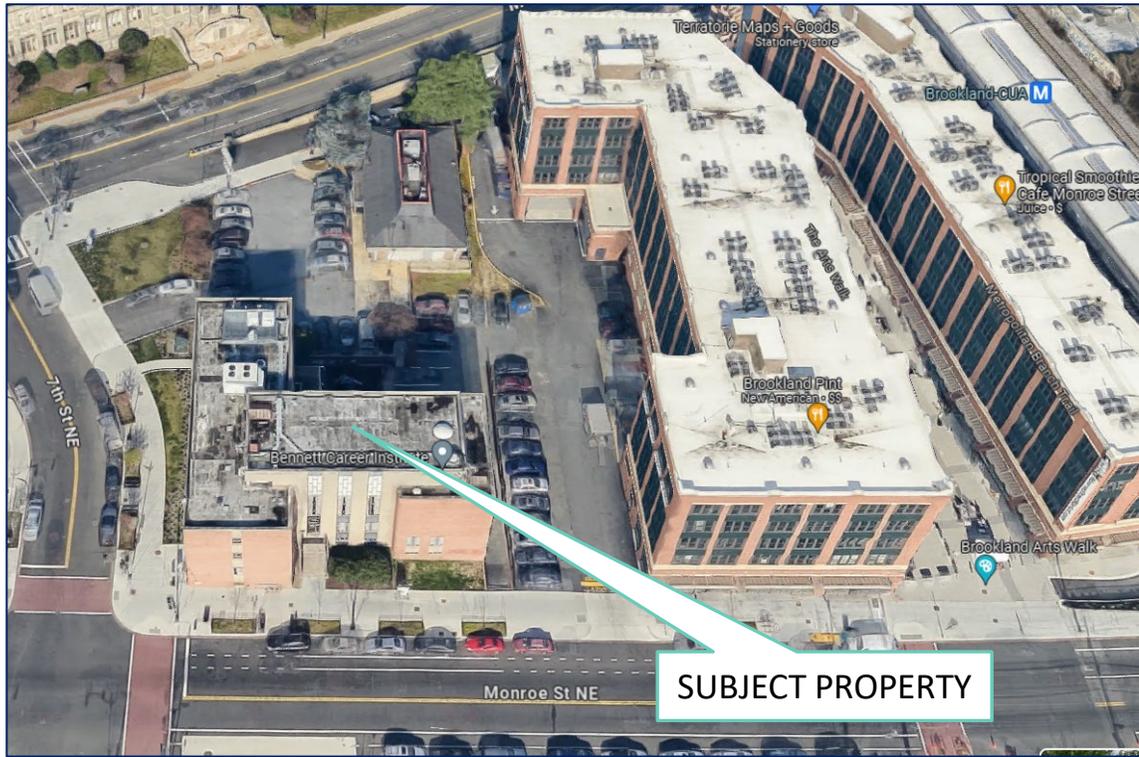
Holland & Knight

SUBJECT PROPERTY

- Current Zone: **MU-3A**
- Proposed Zone: **MU-2**
- Land Area: 18,835 square feet
- Currently developed with a three-story building occupied by commercial uses and accessory surface parking lot.



SUBJECT PROPERTY CONTEXT

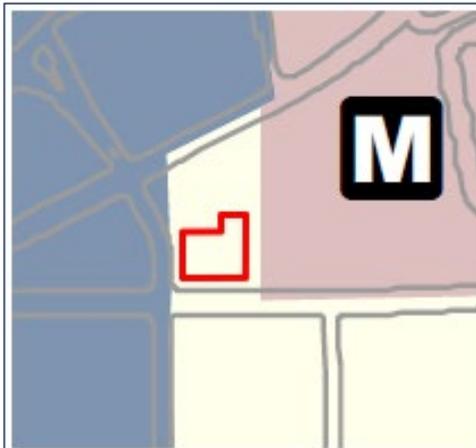


STANDARD OF REVIEW

- 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 / GENERALIZED POLICY MAP



Mixed Use (Medium Density Commercial / Medium Density Residential)

Medium Density Commercial

- Retail, office, and service businesses are the predominant uses, although residential uses are common.
- Density typically ranges between a FAR of 4.0 and 6.0, with greater density possible when complying with Inclusionary Zoning. [The MU-2 Zone permits a FAR of 6.0 or 7.2 for IZ developments, consistent with this designation.](#)
- The MU-8 and MU-10 Zone Districts are consistent with the Medium Density category, and other zones may also apply.

Medium Density Residential

- Defines areas generally suited for mid-rise apartments. Pockets of low and moderate density housing may exist within these areas.
- Density typically ranges from 1.8 to 4.0 FAR, although greater density may be possible when complying with IZ.
- The RA-3 Zone District is consistent with this category and other zones may apply.

10-A DCMR § 227.12

Neighborhood Conservation Area

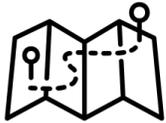
- Have little vacant or underutilized land and generally residential in character.
- Major changes in density over current conditions are not expected but some new development and reuse opportunities are anticipated, and these can support conservation of neighborhood character where guided by Comp Plan policies and the Future Land Use Map.
- The guiding philosophy is to conserve and enhance established neighborhoods, but not to preclude development, particularly to address city-wide housing needs.

10-A DCMR §§ 225.4 and 225.5

COMPARISON OF EXISTING AND PROPOSED ZONING

	EXISTING ZONING: MU-3A	PROPOSED ZONING: MU-2
	Allowed / Required as Matter-of-Right	Allowed / Required as Matter-of-Right
Uses	MU-Use Group D	MU-Use Group A
Height	40 ft. / 3 stories	90 ft. (no limit on stories)
Penthouse Height	12 ft. and 1 story; except 15 ft. and second story permitted for penthouse mechanical space	20 ft. and 1 story/ except second story permitted for penthouse mechanical space
Density (FAR)	1.0 (1.2 w/IZ), 1.0 max. for non-residential use	6.0 (7.2 w/IZ), 3.5 max. for non-residential use
Lot Occupancy	60% for residential use	80% for residential use; 90% for residential use w/IZ
Rear Yard	20 ft. min.	2.5 inches per 1 foot of height; 12 feet min.
Side Yard	None required, but if provided: 2 in. per 1 ft. of building height, but no less than 5 ft.	None required, but if provided: 2 in. per 1 ft. of building height, but no less than 5 ft.
Green Area Ratio	0.30	0.30

ZONING COMMISSION RACIAL EQUITY TOOL



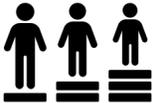
Part I: Guidance regarding the Comprehensive Plan

Part II: Community Guidance and Engagement



Part III: Disaggregated Data regarding Race and Ethnicity

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



PART I: GUIDANCE REGARDING THE COMPREHENSIVE PLAN

Upper Northeast Area Element

- UNE-1.1.1: Neighborhood Conservation
- UNE-1.1.3: Metro Station Development
- UNE-1.1.6: Neighborhood Shopping
- UNE-1.2.1: Streetscape Improvements
- UNE-1.2.5: Increasing Economic Opportunity
- UNE-2.6.1: Brookland / CUA Metro Station Area
- UNE-2.6.2: Pedestrian and Bicyclist Access

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-1.5.1: Infill Development
- **LU-2.1.1: Variety of Neighborhood Types**
- LU-2.1.3: Conserving, Enhancing, and Revitalizing Neighborhoods
- LU-2.1.5: Support Low-Density Neighborhoods
- LU-2.1.8: Explore Approaches to Additional Density in Low- and Moderate-Density Neighborhoods
- LU-2.2.4: Neighborhood Beautification

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
- Policy H-1.1.3: Balanced Growth
- Policy H-1.1.5: Housing Quality
- Policy H-1.4.4: Mixed-Use Development
- Policy H-1.1.8: Production of Housing in High-Cost Areas
- Policy H-1.1.9: Housing for Families
- Policy H-1.2.1: Low- and Moderate-Income Housing Production as a Civic Priority
- **Policy H-1.2.2: Production Targets**
- **Policy H-1.2.3: Affordable and Mixed-Income Housing**

- Policy H-1.2.5: Moderate-Income Housing
- **Policy H-1.2.9: Advancing Diversity and Equity of Planning Areas**
- Policy H-1.2.11: Inclusive Mixed-Income Neighborhoods

Environmental Protection Element

- **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-Efficiency 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 Element

- ED-2.2.3: Neighborhood Shopping
- ED-2.2.5: Business Mix
- ED-2.2.9: Clustered Retail at Transit
- ED-3.1.1: Neighborhood Commercial Vitality

***Policies identified in OP's Equity Crosswalk as advancing equity.**

PART I: GUIDANCE REGARDING THE COMPREHENSIVE PLAN BROOKLAND / CUA METRO STATION SMALL AREA PLAN (2009)

GUIDING PRINCIPLES	
Land Use and Neighborhood Character	Aims to create an active pedestrian neighborhood with mixed-use development and diverse housing options for all income levels. The proposed application aligns with this principle by allowing the property to be redeveloped with a mix of commercial and residential uses, thereby increasing the housing supply and offering various housing types in the surrounding area.
Economic Development and Neighborhood Amenities Guiding Principle	Aims to add new retail and businesses to complement 12th Street and provide needed services. The proposed application supports this principle by allowing the property to be developed with new commercial uses, enhancing the area's retail and service offerings.
Public Realm Guiding Principle	Aims to enhance the public realm through improved streetscape, wayfinding, lighting, landscaping, and the burying of utilities. The proposed application supports this goal by developing the property with mixed commercial and residential uses that will enhance the streetscape and connect it to existing pedestrian walkways in the area.
Open Space and Environment Guiding Principle	Aims to improve and maintain existing park spaces, increase open space throughout the neighborhood, enhance and maintain street trees and plantings, and employ sustainable building and site design strategies. The proposed application will support enhanced landscaping and sustainable features.

PART I: GUIDANCE REGARDING THE COMPREHENSIVE PLAN BROOKLAND / CUA METRO STATION SMALL AREA PLAN (2009)

MONROE STREET SUB-AREA RECOMMENDATIONS	
<p>Develop a moderate-density mix of uses along Monroe Street west of the WMATA/CSX tracks with community-serving retail, residential, cultural uses and public spaces.</p>	<p>The 2021 Comp Plan revised the FLUM designation of the property to Mixed Use Medium Density Commercial/Medium Density Residential, aligning with trends to increase density near Metro stations to support housing and affordable housing development, community-serving retail, residential, cultural uses, and public spaces, consistent with the Brookland Metro SAP.</p>
<p>Provide adequate parking but at low transit-oriented development parking ratios.</p>	<p>Future development will comply with the development standards for the MU-2 zone, if approved, including parking.</p>
<p>Development along Monroe Street west of the WMATA/CSX tracks may be allowed up to 6 stories or a maximum 70 feet through a Planned Unit Development, a discretionary approval by the District’s Zoning Commission. Building heights should taper down to transition to adjacent lower scale residential structures.</p>	<p>The MU-2 zone permits a height of 90 feet, which exceeds the Brookland Metro SAP's recommendation; however, the 2021 Comp Plan's more recent FLUM designation allows for zones such as MU-8 and MU-10, which permit heights of 70 to 100 feet, taking precedence over the older Brookland Metro SAP guidelines.</p>
<p>Create a large civic Open Space as part of new development along Monroe Street west of the WMATA/ CSX tracks.</p>	<p>The inclusion of a large civic open space may be considered in future development in coordination with the ANC and community.</p>

PART I: GUIDANCE REGARDING THE COMPREHENSIVE PLAN BROOKLAND / CUA METRO STATION SMALL AREA PLAN (2009)

POTENTIAL INCONSISTENCIES WITH THE SAP

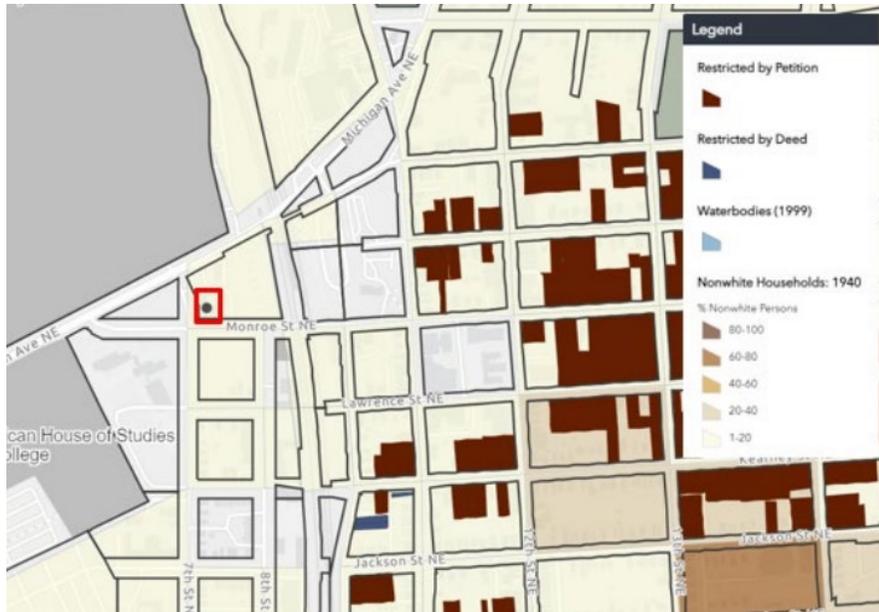
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- **The 2021 Comp Plan revised the FLUM designation of the property to Mixed Use Medium Density Commercial/Medium Density Residential**, aligning with trends to increase density near Metro stations to support housing and affordable housing development, community-serving retail, residential, cultural uses, and public spaces, consistent with the Brookland Metro SAP.
- Inconsistencies are outweighed by the proposal's consistency with the FLUM and the Land Use, Housing, Transportation, Environmental Protection, and Economic Development Element policies related to the development of housing and affordable housing near Metrorail, equitable access to transportation, and the provision of neighborhood services.
- Small Area Plans "supplement the Comprehensive Plan by providing detailed direction for areas ranging in size from a few city blocks to entire neighborhoods or corridors." 10A DCMR § 104.8. **Consequently, when inconsistencies arise between the Comprehensive Plan and the Small Area Plan, the policies of the Comprehensive Plan take precedence.**

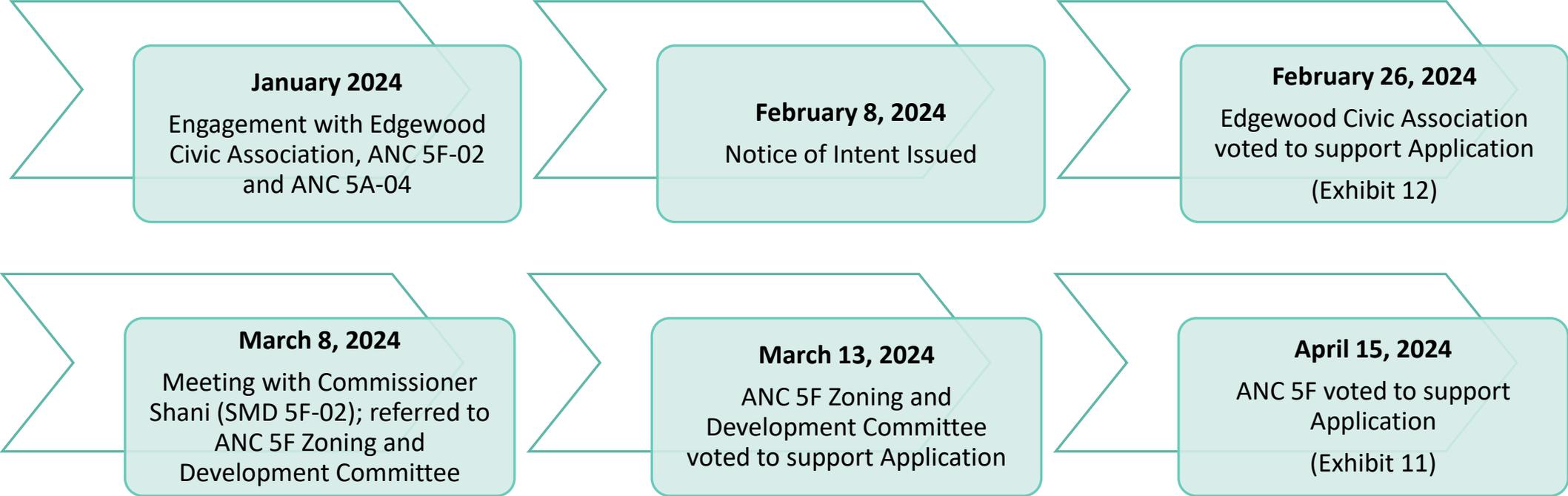
PART II: COMMUNITY GUIDANCE AND ENGAGEMENT

RACIALLY RESTRICTIVE COVENANTS



- Much of the Upper Northeast Planning Area was encumbered by **racially restrictive covenants** by either deed or petition until 1948, when the U.S. Supreme Court held that racially restrictive housing covenants cannot be enforced.
- The Brookland Citizens Association came down on the side of segregation, supporting the spread and enforcement of petition covenants and taking homeowners to court who sold homes to people of color.
- The Brookland Civic Association was formed in 1941 as a response to the Brookland Citizens Association and permitted Black members.
- Brookland was majority Black by the 1960s.
- Proposed map amendment would not continue this pattern of discrimination.
 - Fair Housing Act
 - Black Homeownership Strike Force
 - Inclusionary Zoning
 - Home Purchase Assistance Program
 - Housing Choice Voucher Program
 - Foreclosure Prevention Resources
 - Employer Assisted Housing Program
 - Tenant Opportunity to Purchase Act
 - District Opportunity to Purchase Act
 - Public Housing
 - Housing Assistance Payment Program

PART II: COMMUNITY GUIDANCE AND ENGAGEMENT



PART II: COMMUNITY GUIDANCE AND ENGAGEMENT

COMMUNITY PRIORITIES / IMPACT ON ZONING ACTION (COMPREHENSIVE PLAN)

- Displacement is a concern in neighborhoods like Ivy City and Trinidad, where on-quarter of the residents live below the poverty line and home prices have tripled in the last five years.
- There are concerns that the continued concentration of unwanted municipal land uses will proliferate in Upper Northeast because it has a large supply of industrially-zoned land.
- Residents are concerned about large trucks, vibration, dust, air pollution, and the transport of hazardous materials on railroads.
- Many of the commercial areas in Upper Northeast are not conducive to neighborhood shopping.
- There is a need for more active recreational areas.
- **General consensus that Brookland / CUA Metrorail station is a logical location for future development, particularly for different types of moderate and medium-density housing.**

ANC 5F PRIORITIES

- Has supported multiple map amendments that have the potential to produce housing and affordable housing.
- Supports efforts to create and maintain community pocket parks. See [Resolution Supporting Budget Request for Community Pocket Parks](#).
- Supports Metropolitan Branch Trail improvements that contribute to functionality, health and safety, connectedness, access to resources, and community enjoyment. See [Resolution Supporting Budget Request for Metropolitan Branch Trail Improvements](#).
- Supports frequent and reliable bus network that better serves communities. See [Resolution Supporting Budget Requests for Frequent and Reliable Bus Service, Transit Priority, and Safety Improvements on New York Avenue, Rhode Island Avenue, and Other Corridors](#).

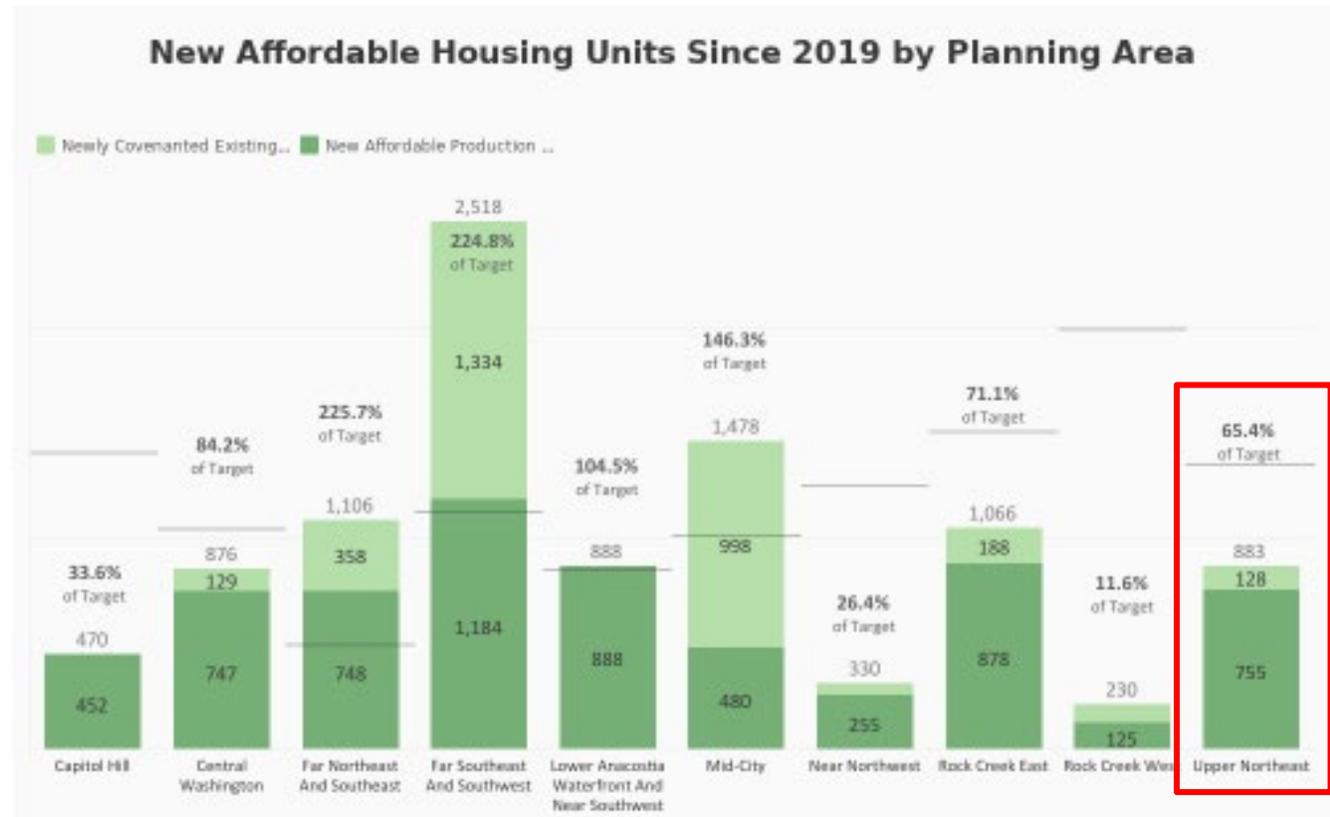
PART III: DISAGGREGATED DATA REGARDING RACE AND ETHNICITY (OP)

- **63%** of Upper Northeast residents are Black and **11%** of its residents are Hispanic.
- The Black Upper Northeast population has declined from **71.4%** to **65%** (2012 to 2021) and to **63%** recorded in 2022, which is reflective of the District-wide trend during this period.
- The White population increased from **18.4%** to **22%** between 2012 and 2022.
- The Upper Northeast Planning Area's median age was slightly older than the Districtwide median during the various 5-year periods. Black residents in the Upper Northeast Planning Area were older than most of the other groups during the ten-year period (2012-2022).
- The Planning Area has a significantly lower median income than the District as a whole, as evidenced by data from the 2012-2016, 2017-2021 and 2018-2022 survey periods.
- More residents in the Planning Area own their home than in the District as a whole – **45.7%** compared to **41.4%**.
- With IZ Plus applied to the subject site, there would be an increased opportunity for lower-income families to remain in the District and the Planning Area. Given the income data by race, it can be inferred that the families benefiting the most from the IZ Plus housing on the site would be Black or other minority groups, which could impact declining trend of the Black population in the planning area.

PART III: DISAGGREGATED DATA REGARDING RACE AND ETHNICITY

Housing and Affordable Housing Goals

- The Housing Equity Report requires the production of **1,350** affordable housing units in the Planning Area by 2025.
- As of July 31, 2024, the Planning Area has met **65.4%** of its affordable housing goal.
- Proposed map amendment will increase housing and affordable housing near a Metrorail station, consistent with the District's goals.



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

INDICATOR	OUTCOME / APPLICABLE BENEFIT	POSITIVE / NEGATIVE / NEUTRAL
Direct Displacement	<ul style="list-style-type: none"> No physical displacement of residents. 	+
Indirect Displacement	<ul style="list-style-type: none"> Increased non-residential density can increase economic opportunities. Increase in residential density will increase the supply of housing, resulting in an eventual decrease in the cost of housing overall. Increased residential and non-residential density provides opportunities for residents to meet and gather. 	+
Housing	<ul style="list-style-type: none"> Increase in amount of housing permitted on the Property. Increased IZ set aside through applicability of IZ+. Increase in amount of housing that can be provided to households earning no more than 60% (rental) or 80% (ownership) MFI. 50% MFI units for any IZ set aside generated by penthouse habitable space. Increased potential for larger units due to the gain in overall permitted density. 	+
Physical	<ul style="list-style-type: none"> 0.2 mile walk to Brookland-CUA Metro station (3-minute walk). Located near Michigan Avenue near several bus lines (80, H2, H4). Redevelopment of underutilized lots, ultimately improving connectivity, walkability and safety. Improved stormwater infrastructure. Future development will adhere to applicable Building Code requirements and energy-efficient building systems and technologies. 	+
Access to Opportunity	<ul style="list-style-type: none"> Increased commercial density can result in increased number of jobs. Property is in close proximity to transit centers, providing access to employment areas throughout the region. Property is accessible to several higher learning institutions and medical facilities, which provide significant employment. Property is near retail, service, restaurant, and neighborhood service uses. Proximity to parks, open space, and recreation, including Turkey Thicket Recreation Center. 	+
Community	<ul style="list-style-type: none"> The map amendment does not propose a specific project that has been modified in response to community comments. The Applicant has received letters of support from ANC 5F and the Edgewood Civic Association. There has been no opposition to the proposed map amendment. 	+

POTENTIAL INCONSISTENCIES

POTENTIAL INCONSISTENCIES	OUTWEIGHING POLICIES
<ul style="list-style-type: none"> • LU-2.1.4: Rehabilitation Before Demolition • SAP recommendation for Moderate Density on the Property • SAP recommendation for a PUD on the Property 	<ul style="list-style-type: none"> • FLUM and GPM. • Housing Equity Report. • Land Use policies supporting the production of housing, development near transit, infill development, revitalizing neighborhoods, and adding density to low- and moderate-density neighborhoods. • Transportation policies that support transit-oriented development, pedestrian networks and safety, and transportation access. • Housing policies that support increasing the housing supply, increasing housing affordability, a diversity of housing types, and meeting the housing needs of specific groups. • Environmental Protection policies that support mitigation against urban heat island, stormwater improvements, and environmental sustainability. • Any new development subject to the Green Building Act. • Rock Creek East Area Element policies that support redevelopment of Upper Georgia Avenue, new housing, and new retail. • Economic Development policies that support retail development, and neighborhood revitalization and vitality.

CONCLUSION

- **Not inconsistent** with the Comprehensive Plan when evaluated through a racial equity lens.
- Any **potential inconsistencies** with the Comprehensive Plan policies are outweighed by:
 - Consistency with the **FLUM** and **GPM**.
 - Consistency with other competing Comprehensive Plan priorities relating to the Upper Northeast Planning Area, Land Use, Transportation, Housing, Environmental Protection, and Economic Development.