

MEMORANDUM

TO: District of Columbia Zoning Commission

FROM: Joshua Mitchum, Development Review Specialist
Joel Lawson, Associate Director, Development Review

DATE: December 24, 2025

SUBJECT: ZC No. 25-04 – Hearing Report for a request to re-zone 5045 Hanna Place SE (Square 5341; Lot 0034) from R-2 to MU-4.

I. BACKGROUND

Ed Villard (“the Applicant”) has filed a zoning map amendment application to rezone 5045 Hanna Place SE (Square 5341; Lot 0034) from the R-2 Zone to the MU-4 Zone. This proposed map amendment would not be inconsistent with the 2021 Comprehensive Plan, including the Future Land Use Map (FLUM).

The Office of Planning (OP) Setdown report can be found at [Exhibit 9](#). At its July 31, 2025 public meeting, the Zoning Commission set this case down for a public hearing, and asked if there was any opposition to the application as presented. The Applicant, in their supplemental filing as Exhibit 10A, provided a statement that further details their proposed tenant relocation plan, provides further justification for the property’s compliance with the Generalized Policy Map, and further addresses a community member concern about the incorporation of retail as a result of the map amendment.

II. RECOMMENDATION

The Office of Planning recommends that the Zoning Commission approve the proposed map amendment for the following square(s) and lot(s):

| Square | Lot | Existing Zone | Proposed Zone |
|--------|------|---------------|---------------|
| 5341 | 0034 | R-2 | MU-4 |

On balance, the proposal would not be inconsistent with the Comprehensive Plan.

As detailed in the OP setdown report at Exhibit 9, OP does not recommend IZ Plus in this case. Currently, the Far Northeast/Southeast Planning Area has a considerable amount of dedicated affordable units and far exceeds the target for the production of affordable housing.

III. APPLICATION-IN-BRIEF

| | |
|--------------------------------|---------------------|
| Applicant: | Ed Villard |
| Proposed Map Amendment: | From R-2 to MU-4 |
| Address: | 5045 Hanna Place SE |
| Ward / ANC: | Ward 7 / ANC 7E |

| | |
|--------------------------------|--|
| Legal Description: | Square 5341; Lots 0034 |
| Property Size: | 5,312 square feet |
| Existing Development: | The property is currently improved with a four-unit, two-story multifamily building. |
| Future Land Use Map: | Mixed Moderate Density Commercial/Residential |
| Generalized Policy Map: | Neighborhood Conservation Areas |
| Historic District: | N/A |

IV. SITE AND AREA DESCRIPTION

The property is located south of Hanna Place SE and to the west of Benning Park. It is comprised of a single lot (Lot 34) with frontage on Hanna Place SE and 51st Street SE, and access to an alley at the rear of the lot. The lot is currently improved with a two-story, multifamily residential building. The 5,312-square foot lot is irregularly shaped and is bounded to the north by Hanna Place SE and homes in the R-2 Zone, to the south by homes in the R-2 Zone, to the east by 51st Street SE and homes in the R-2 Zone, and to the west by single family and multifamily homes in the R-2 Zone.



V. COMMENTS FROM SETDOWN MEETING

The following summarizes comments and requests for additional information relating to the request, from the application's setdown meeting:

| Comment | Applicant Response | OP Analysis |
|--|--|--|
| The Zoning Commission asked for the Applicant to provide more information about potential tenant displacement. | The Applicant, in Exhibit 10A, provided a draft tenant relocation plan, as well as a summary of discussions had with existing tenants regarding future displacement. | The Applicant's supplemental submission indicates that they have begun to construct a tenant relocation plan, including the Applicant's intent to provide tenants with ample time to plan for any future displacement. |
| The Zoning Commission asked the Applicant to provide more information about Comp Plan consistency | The Applicant, in Exhibit 10A, has provided further justification on how the application is not inconsistent with the Comp Plan, | The Applicant's supplemental submission argues that, per the GPM's Neighborhood Conservation Areas designation, the application is not inconsistent with the |

| | | |
|--|---|--|
| | particularly in regard to the Generalized Policy Map. | policy’s stated goals conserving and enhancing established neighborhoods, but not precluding infill development to address city-wide housing needs. OP notes that potential inconsistencies with the Comp Plan were not noted by the Applicant in the latest submission. |
|--|---|--|

VI. DEVELOPMENT CAPACITY OF EXISTING AND PROPOSED ZONES

The Applicant is requesting a map amendment to rezone the subject property from R-2 to MU-4. The purpose and intent of the existing R-2 Zone (Subtitle D § 101.7) is as follows:

The R-2 zone is intended to provide for areas predominantly developed with semi-detached houses on moderately-sized lots that also contain some detached houses.

The purpose and intent of the proposed MU-4 Zone (Subtitle G § 101.9) is as follows:

The MU-4 zone is intended to:

- (a) Permit moderate-density mixed-use development;¹*
- (b) Provide facilities for shopping and business needs, housing, and mixed uses for large segments of the District of Columbia outside of the central core; and*
- (c) Be located in low- and moderate-density residential areas with access to main roadways or rapid transit stops, and include office employment centers, shopping centers, and moderate bulk mixed-use centers.*

The following table summarizes the effect of the proposed MU-4 zone in comparison to the existing R-2 zone:

| Regulation | Existing Zone: R-2 | Proposed Zone: MU-4 |
|--------------------------------|---|--|
| Permitted Uses: | R-Use Group B – mainly residential single family dwelling | MU-Use Group E – residential multi-family and a range of commercial uses |
| Height: | 40 feet / 3 stories max. | 50 feet max. (No story limit) |
| Lot Area: | 3,000 sq. ft. min. (Semidetached) 4,000 sq. ft. min. (All other structures) | N/A |
| Lot Width: | 30 ft. min. (Semidetached) 40 ft. min. (All other structures) | ft. min. |
| Floor Area Ratio (FAR): | N/A – the R-2 zone allows one detached or semi-detached dwelling per lot | 2.5 max. 3.0 max. (IZ) 1.5 max. (Nonresidential) |

¹ As part of the Omnibus Text Amendment, case 25-25, the Zoning Commission has taken proposed action to approve a modification to the MU-4 description from “moderate density” to “low to moderate density”, to be more consistent with the zone description in the Comp Plan.

| Regulation | Existing Zone: R-2 | Proposed Zone: MU-4 |
|--------------------------|---|---|
| Penthouse Height: | 12 feet / 1 story max. 18 feet 6 inches mechanical max. | 12 feet / 1 story max. (2-story permitted for mechanical space) 18 feet 6 inches mechanical max. |
| Lot Occupancy: | 60% max. (Place of worship) 40% max. (All other structures) | Residential - 60% max. or 75% max. (IZ) Non-residential – not limited |
| Rear Yard: | 20 feet min. | 15 feet min. |
| Side Yard: | 8 feet min. | 0 feet min. 8 feet min. if provided |
| Vehicle Parking: | 1 space per dwelling unit. | 1 space per 3 dwelling units in excess of 4 min. |
| GAR: | N/A | 0.30 min. |

VII. COMPREHENSIVE PLAN

As described in the Introduction, the Comprehensive Plan is the centerpiece of a “Family of Plans” that guide public policy in the District. The Introduction goes on to note three “Tiers” of Planning , including:

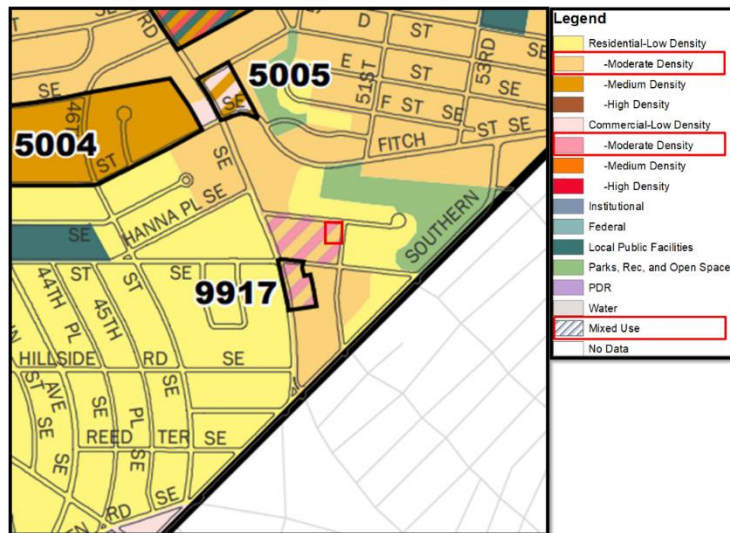
- a. Citywide policies
- b. Ward-level policies
- c. Small area policies.

A. COMPREHENSIVE PLAN MAPS

As described in the Guidelines for Using the Generalized Policy Map and the Future Land Use Map, the maps are intended to provide generalized guidelines for development decisions. They are to be interpreted broadly and are not parcel-specific like zoning maps; i.e. the maps, in and of themselves, do not establish detailed requirements or permissions for a development’s physical characteristics, including building massing or density; uses; or support systems such as parking and loading. They are to be interpreted in conjunction with relevant written goals, policies and action items in the Comprehensive Plan text, and further balanced against policies or objectives contained in relevant Small Area Plans and other citywide or area plans.

As described below, the proposed zoning map amendment would, on balance, be not inconsistent with the map designations.

Generalized Future Land Use Map (FLUM)



The Future Land Use Map (FLUM) indicates that the site is appropriate for Mixed Residential-Moderate Density (RMOD) and Commercial-Moderate Density (CMOD) development. In the 2021 Comprehensive Plan update, the designation for the subject property did not change.

Residential-Moderate Density:

Defines neighborhoods generally, but not exclusively, suited for row houses as well as low-rise garden apartment complexes. The designation also applies to areas characterized by a mix of single-family homes, two-to-four unit buildings, row houses, and low-rise apartment buildings. In some neighborhoods with this designation, there may also be existing multi-story apartments, many built decades ago when the areas were zoned for more dense uses (or were not zoned at all). Density in Moderate-Density areas is typically calculated either as the number of dwelling units per minimum lot area, or as a FAR up 1.8, although greater density may be possible when complying with Inclusionary Zoning or when approved through a Planned Unit Development. The R-3, FR, and RA-2 Zone Districts are consistent with the Moderate-Density Residential category, and other zones may apply. 227.6

Commercial-Moderate Density:

Defines shopping and service areas that are somewhat greater in scale and intensity than the Low-Density Commercial area. Retail, office, and service businesses are the predominant uses. Areas with this designation range from small business districts that draw primarily from the surrounding neighborhoods to larger business district uses that draw from a broader market area. Buildings are larger and/or taller than those in Low Density Commercial areas. 227.11

Mixed Use Categories:

The Future Land Use Map indicates areas where the mixing of two or more land uses is encouraged. The particular combination of uses desired in a given area is depicted in striped patterns, with stripe colors corresponding to the categories defined on the previous pages. The Mixed-Use category generally applies in the following three circumstances:

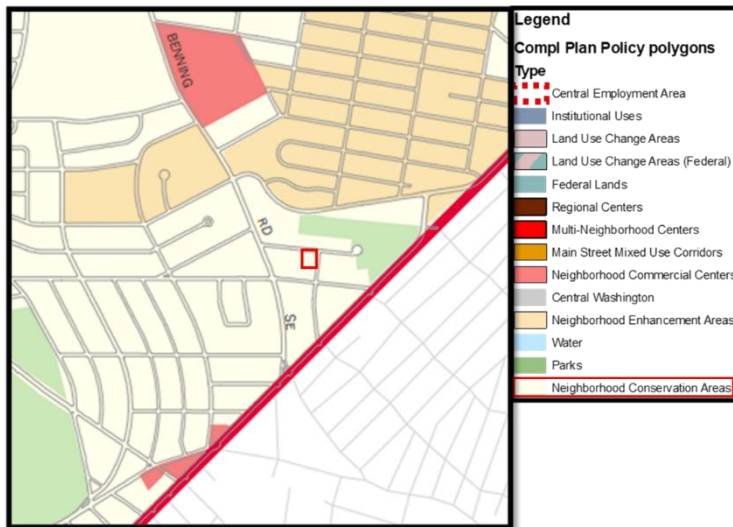
- a. *Established, pedestrian-oriented commercial areas which also include substantial amounts of housing, typically on the upper stories of buildings with ground floor retail or office uses;*
- b. *Commercial corridors or districts which may not contain substantial amounts of housing today, but where more housing is desired in the future. The pattern envisioned for such areas is typically one of pedestrian-oriented streets, with ground floor retail or office uses and upper story housing; and*

- c. *Large sites (generally greater than 10 acres in size), where opportunities for multiple uses exist but a plan dictating the precise location of these uses has yet to be prepared. 225.18*

The general density and intensity of development within a given Mixed-Use area is determined by the specific mix of uses shown. If the desired outcome is to emphasize one use over the other (for example, ground floor retail with three stories of housing above), the Future Land Use Map may note the dominant use by showing it at a slightly higher density than the other use in the mix ... 225.19

A variety of zoning designations are used in Mixed Use areas, depending on the combination of uses, densities, and intensities. ... 225.21

The proposed rezoning to MU-4 would not be inconsistent with the FLUM designations for the subject property. The FLUM categories designate the property for moderate-density residential/commercial development, which is consistent with the type and intensity of uses permitted in the proposed MU-4 Zone. The MU-4 Zone would allow for more density, and subsequently, the potential to produce more affordable housing units, which would be consistent with the planning and development strategy of the surrounding area.



Generalized Policy Map

The Generalized Policy Map (GPM) places the site within a Neighborhood Conservation Areas area.

Neighborhood Conservation Areas:

Neighborhood Conservation Areas have little vacant or underutilized land. They are generally residential in character. Maintenance of existing land uses and community character is anticipated over the next 20 years. Where change occurs, it will typically be modest in scale and will consist primarily of infill housing, public facilities, and institutional uses. Major changes in density over the current (2017) conditions are not expected, but some development and reuse opportunities are anticipated, and these can support conservation of neighborhood character where guided by the Comprehensive Plan policies and the Future Land Use Map. Neighborhood Conservation Areas that are designated “PDR” on the Future Land Use Map are expected to be retained with the mix of industrial, office, and retail uses they have historically provided. 225.4

The proposed map amendment would not be inconsistent with the GPM designations for the subject property. The proposed MU-4 zoning is consistent with the policy of promoting modest infill housing. The proposed MU-4 zoning represents a modest increase in density that would still maintain an overall residential neighborhood character.

B. ANALYSIS THROUGH A RACIAL EQUITY LENS USING THE ZONING COMMISSION’S RACIAL EQUITY TOOL

The Comprehensive Plan requires an examination of zoning actions through a racial equity lens. The direction to consider equity “as part of its Comprehensive Plan consistency analysis” indicates that the equity analysis is intended to be based on the policies of the Comprehensive Plan and part of the Commission’s consideration of whether a proposed zoning action is “not inconsistent” with the Comprehensive Plan. The Comprehensive Plan recognizes that advancing equity requires a multifaceted policy approach and that many areas of policy must be brought to bear on the challenge:

Equitable development is a participatory approach for meeting the needs of underserved communities through policies, programs, and/or practices that reduce and ultimately eliminate disparities while fostering places that are healthy and vibrant. Equitable development holistically considers land use, transportation, housing, environmental, and cultural conditions, and creates access to education, services, healthcare, technology, workforce development, and employment opportunities. As the District grows and changes, it must do so in a way that encourages choice, not displacement, and builds the capacity of vulnerable, marginalized, and low-income communities to fully and substantively participate in decision-making processes and share in the benefit of the growth, while not unduly bearing its negative impacts. 213.7.

The Commission’s four-part Racial Equity Tool outlines information to be provided to assist in the evaluation of zoning actions through a racial equity lens. The Applicant’s Racial Equity Analysis is provided at Exhibit 2D. OP’s analysis is provided below.

Equity is conveyed through the Comprehensive Plan. The rezoning could allow for the subject property to provide more housing for the surrounding community.

RACIAL EQUITY TOOL PART 1 – COMPREHENSIVE PLAN GUIDANCE

In the context of zoning, certain priorities of equity are explicit throughout the Comprehensive Plan, including affordable housing, displacement, and access to opportunity. Below is an outline of Comprehensive Plan policies related to this proposal which, when viewed through a racial equity lens, provides the Commission with a framework for evaluating a proposed map amendment.

As noted above, this proposal would not be inconsistent with the Comprehensive Plan Generalized Policy Map and the Future Land Use Map. The proposed development, on balance, would not be inconsistent with the Citywide Elements of the Comprehensive Plan. Although it can be difficult to assess the exact impact of development in a map amendment case, the proposed map amendment would provide additional opportunities to further the policies of the Land Use and Housing Elements. Furthermore, it would also advance several policies for the Far Northeast/Southeast Area Element.

For the full text of the Comp Plan policies cited, please refer to the 2021 Comprehensive Plan, available on the [Office of Planning website](#), or the OP Setdown Report at [Exhibit 9](#).

Citywide Elements:

Land Use Element

- *Policy LU-1.5.1: Infill Development*
- *Policy LU-2.1.3: Conserving, Enhancing, and Revitalizing Neighborhoods*
- *Policy LU-2.1.8 Explore Approaches to Additional Density in Low and Moderate-*

The proposed map amendment would not be inconsistent with the Land Use Element of the Comprehensive Plan. Through the amendment, the property would be rezoned to allow it to address citywide policy objectives regarding the need of more housing and more affordable housing units within an infill building. The proposed MU-4 Zone allows a low to moderate intensity of development which would be generally compatible with the surrounding neighborhood.

Housing Element

- *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-1.2.9 Advancing Diversity and Equity of Planning Areas*
- *Policy H-2.1.5: Conversion of At-Risk Rentals to Affordable Units*

The proposed map amendment would, on balance, not be inconsistent with the Housing Element of the Comprehensive Plan and could further the policies noted above. The proposed rezoning to the MU-4 Zone would allow for more housing and more affordable housing units. The subject property is currently improved with a four-unit multifamily residential building (an existing non-conforming use), which the Applicant intends to redevelop as a low-rise multifamily residential building containing twenty affordable dwelling units. This would increase housing units would advance the District's goal of providing more affordable units as part of new infill development in historically disadvantaged areas. The applicant has provided additional information regarding relocation and return of residents of the existing building on the property.

Environmental Protection Element

- *Policy E-4.2.1: Support for Green Building*
- *Policy E-4.4.1: Mitigating Development Impacts*

The proposed map amendment would not be inconsistent with the Environmental Protection Element of the Comprehensive Plan. Any new development on this site would be subject to current environmental protection, green building and stormwater management requirements.

Area Element:

Far Northeast/Southeast Area Element

- *Policy FNS-1.1.1 Conservation of Low-Density Neighborhoods*
- *Policy FNS-1.1.2: Development of New Housing*

The proposed map amendment would not be inconsistent with the Far Northeast/Southeast Area Elements of the Comprehensive Plan. The proposed MU-4 zone would further the above policies by increasing the amount of affordable housing units available to better utilize the land while still conserving the overall low-to-moderate-density characteristic of the surrounding area. The subject property is not located within a Policy Focus Area.

Comprehensive Plan policies related to racial equity will potentially not be advanced by approval of the zoning action?

OP has identified the following policies with which the proposal may be inconsistent:

LU-2.1.4: Rehabilitation Before Demolition –Although there is no development proposal being reviewed as part of this zoning map consistency case, the application notes that the small existing apartment building would be razed and replaced with one within the parameters of the proposed zoning, with additional units. They believe the existing building is unlikely to support a vertical addition and the cost of doing rehabilitation may negatively impact the financial viability of a project.

Policy LU-2.4.5: Encouraging Nodal Development - encourage pedestrian-oriented nodes of commercial development at key locations along major corridors. In this case, the proposed MU-4 zone is consistent with Comp Plan Map policy direction. The proposed MU-4 incentivizes residential development but would permit a commercial component, and this has raised some concerns about context as the site is not on a major commercial corridor and is generally surrounded by residentially zoned property. Although this is a Map Amendment case, so a specific project is not part of the Zoning Commission review, the applicant has stated that the intent is to construct an all-residential building with no commercial component.

Policy H-2.1.4: Avoiding Displacement – The application notes that existing tenants would be temporarily displaced through the reconstruction process, but that existing tenants would be allowed to return. Although this is a map amendment case, not one for which a project is being reviewed, the applicant has provided information regarding tenant communications and the intended relocation and return process.

The addition of new housing opportunities, including new affordable housing for residents of the neighborhood and the city, would outweigh and balance the policies with which the proposal may not directly further, provided the questions regarding relocation and return are addressed.

RACIAL EQUITY TOOL PART 2 – APPLICANT/PETITIONER COMMUNITY OUTREACH AND ENGAGEMENT

The Applicant provided a summary detailing their community outreach and engagement efforts as part of their burden of proof, submitted as Exhibit 2D. Notable events from the provided summary include a meeting with and presentation to ANC 7F at a monthly meeting that took place on October 8, 2024. The Applicant has stated that they have also reached out to adjacent property owners, with feedback ranging from questions about potential retail development as part of the mixed-use component of the MU-4 Zone, to questions about investment opportunities for the future residential development. The applicant filing at Exhibit 10A provides some additional comments regarding community discussions and concerns.

RACIAL EQUITY TOOL PART 3 – FAR NORTHEAST/SOUTHEAST PLANNING AREA DISAGGREGATED DATA

Part 3 of the Racial Equity Tool asks for disaggregated data to assist the Commission in its evaluation of zoning actions through a racial equity lens for the planning area. This is provided in detail in the OP Setdown Report (Exhibit 9), using data sourced from the 2012-2016 and 2019-2023 American Community Survey 5-Year Estimates by Planning Area via the OP State Data Center (ACS DATA). The report compares data for the Far Northeast/Far Southeast (FNFS) planning area with Districtwide data.

In summary, the data indicated that between the two time periods:

- While the Black population saw a slight decrease in the total population of the FNFS planning area, it still comprises the largest portion of the planning area at 88.4%.
- The FNFS planning area experienced an increase in median income but still lagged behind the Districtwide average. Among the total FNFS population, Black residents continue to have the lowest median income.
- The FNFS planning area experienced a higher increase in owner-occupied households than the Districtwide average. Among the total FNFS population, Black, Two or more races, and American Indian and Alaskan Native groups were on the lower end of owner occupancy.
- Although the FNFS planning area's unemployment rate fell to 13.5% in the 2019-2023 period, it remains more than double the Districtwide rate of 6.5%.
- The FNFS planning area experienced a higher cost burden for housing compared to other planning areas and the Districtwide average. The FNFS unemployment and cost burden rates may reflect the area's overall poverty rate, which remains substantially higher than the Districtwide rate.

RACIAL EQUITY TOOL PART 4 – ZONING COMMISSION EVALUATION FACTORS

| Factor | Question | OP Response |
|-----------------------|--|---|
| Direct Displacement | Will the zoning action result in displacement of tenants or residents? | The zoning action would result in the temporary displacement of tenants of the 4-unit apartment building on the site. The Applicant states that the displacement would be temporary, and that the tenants would be permitted to return upon the delivery of the new units. The applicant provided additional details of the relocation and return program at the public hearing at Exhibit 10A. |
| Indirect Displacement | What examples of indirect displacement might result from the zoning action? | OP does not anticipate indirect residential displacement. The proposed rezoning is for a single property in an area currently zoned for low density residential and developed with individual dwellings and small apartment buildings. The requested rezoning would facilitate the creation of new affordable housing units for the neighborhood. |
| Housing | Will the action result in changes to: <ul style="list-style-type: none">• Market Rate Housing• Affordable Housing• Replacement Housing | The map amendment, if granted, would result in more housing opportunities for the area, which would include affordable units, at a minimum consistent with the IZ program. Furthermore, due to the amount of affordable housing already available in the area, OP is not recommending IZ Plus be applied to the map amendment, as outlined earlier in this report. |

| Factor | Question | OP Response |
|-----------------------------|---|--|
| Transportation | <ul style="list-style-type: none">• Access to public transit• Transportation improvements | The subject property is located less than one mile from the Benning Road Metrorail station, and less than 0.1 miles from the Benning Road Metrobus stop. The Applicant does not anticipate transportation improvements as a result of the map amendment. New development would be required to meet parking and bicycle parking requirements. |
| Physical | Will the action result in changes to the physical environment such as: <ul style="list-style-type: none">• Public Space Improvements• Streetscape Improvements | The map amendment, if granted, could likely result in improvements to adjacent streetscapes as part of any new development on the site. |
| New Jobs/ Access to Jobs | Is there a change in access to job opportunities | No commercial or office component is anticipated to result from this map amendment, due to the location of the site. New residents would support existing local neighborhood businesses. |
| Environmental | <ul style="list-style-type: none">• LEED Rating• Stormwater management• Etc. | The Applicant has stated that they will be exploring sustainable design options for development should the zoning action be approved, such as the usage of solar panels. Any new development would be required to meet DOEE environmental standards at the time of development. |
| Community | How did community outreach and engagement inform/change the zoning action? | The Applicant's filings indicate the community discussions and outreach measures that have taken place, but did not note any particular changes to the proposal resulting from those discussions. |

C. SUMMARY OF PLANNING CONTEXT ANALYSIS

The proposed map amendment would rezone the site to a zone that would be more consistent with Comprehensive Plan land use and policy direction. The proposed MU-4 Zone would provide opportunities for new infill housing opportunities consistent with the Comp Plan policy direction.

VIII. COMMENTS FROM OTHER DISTRICT AGENCIES

As of the date of this report, a report from ANC 7E has not been submitted to the record.

IX. COMMENTS FROM ADVISORY NEIGHBORHOOD COMMISSION

As of the date of this report, comments from other District agencies have not been submitted to the record.

X. COMMENTS FROM THE COMMUNITY

As of the date of this report, comments from the community have not been submitted to the record.