



MEMORANDUM

TO: District of Columbia Zoning Commission

FROM: Maxine Brown-Roberts, Development Review Specialist
Karen Thomas, Development Review Specialist
MBR for Radhika Mohan, Deputy Director, Development, Design and Preservation

DATE: March 2, 2026

SUBJECT: 2nd Supplemental Report for Proposed Zoning Text and Map Amendments to create and map a new Cleveland Park Neighborhood Mixed Use Zone - NMU-8A/CP and a new Woodley Park Neighborhood Mixed Use Zone - NMU-9A/WP.

At the December 1, 2025 public hearing, the Zoning Commission requested that the Office of Planning (OP) provide responses to questions they presented as well from public testimony. The issues fell into the following topics and are addressed below:

1. IZ Plus (IZ+) and the provision of lower affordability;
2. Potential Inconsistencies with the Comprehensive Plan;
3. Building Heights;
4. Matter-of-Right Development;
5. Historic Preservation Review and Front Setbacks;
6. Historic Preservation Review Board (HPRB) Review
7. Infrastructure Assessment; and
8. Planned Unit Development (PUD).

IZ PLUS (IZ+) AND THE PROVISION OF LOWER AFFORBALITY

In response to comments at the public hearing advocating that the new zones should trigger a greater percentage of units to be affordable and at deeper affordability, OP would like to note that the IZ+ affordability requirements were based on a specific economic analysis detailed in OP's Public Hearing report of November 6, 2020 (ZC 20-02) [Exhibit 12](#) and revised in the supplemental report filed November 13, 2020. [Exhibit 18](#).

Consistent with the matter-of-right IZ program dating back to 2006, the IZ+ analysis measured the impact on land values when the IZ requirements and density were changed. The model included the impact on construction costs when increasing density led to a necessary increase in height and required projects to go from wood frame construction to more expensive high-rise steel and concrete construction. The recommendation balanced the affordability requirements with the increases in density so as not to harm development and limit overall housing production.

The IZ+ analysis stopped at an 80% - 125% increase in density and 18% - 20% affordability requirements for three reasons:

- First, going beyond an 80% or 125% increase tended to shift low-rise construction to more expensive steel and concrete.
- Second, a 20% affordability requirement enables a project to receive Tax Exempt bonds and 4% Low-Income Housing Tax Credits (LIHTC).

- Third, increases beyond 80% - 125% very quickly exceed theoretical limits of lot occupancy and stories within the District.

The goal was to support projects until they could benefit from affordable housing financial subsidies and achieve deeper affordability.

Sample FAR, Increases in Density and Construction Costs

	Original Zoning			IZ+ FAR Density	
	Lot Occupancy	Floors	Max FAR	80% Increase	125% Increase
Steel and Concrete Construction	80%	13	10.4	Exceeds DC Theoretical Maximum	
	80%	12	9.6		
	80%	11	8.8		
	80%	10	8.0		
	80%	9	7.2		
	75%	8	6.0	10.80	
Blended Wood Frame & Steel/Concrete	75%	7	5.3	9.45	11.81
	65%	6	3.9	7.02	8.78
	65%	5	3.3	5.85	7.31
Wood Frame Construction	65%	4	2.6	4.68	5.85
	50%	3	1.5	2.70	3.38
	50%	2	1.0	1.80	2.25

Note: FAR do not represent specific DC Zones but limits of lot occupancy and number of floors.

All affordable housing tools target specific incomes. Multiple tools are then integrated together for individual projects to increase the share of units or the depth of affordability. For example, the federal 9% LIHTCs require a minimum affordability at 60 percent of the Median Family Income (MFI). To increase the share of units and serve lower incomes at 30 percent of the MFI, the District blends in additional subsidies such as the Housing Production Trust Fund (HPTF) and project based operating subsidies (rent vouchers).

The percentage of units and target incomes presented in the testimony at the hearing require multiple subsidy sources to be successful. No one subsidy, such as bonus density, can achieve the percent of units and depth raised by the comments. In addition, the financial subsidies are limited and competitive in nature. For instance, only two to three, 9% LIHTC projects are funded each year. Therefore, mandating all projects meet those requirements without the necessary subsidies would impede overall development and damage housing production.

IZ + Recommendation in the Connecticut Avenue Development Guidelines

In the public testimony, a statement was made that IZ + was not explicitly recommended in the Connecticut Avenue Development Guidelines (CADG). However, at page 11, the CADG states:

HOUSING EQUITY

Achieving the affordable housing goals in Rock Creek West requires leveraging the District’s financing tools, land use regulations, and opportunity sites. For Cleveland Park and Woodley Park, this means contributing a greater number of dedicated affordable units such as through Zoning Map Amendments (ZMAs) subject to Inclusionary Zoning (IZ) Plus, Planned Unit Developments (PUDs) and conversion of existing market units into

dedicated affordable units. Opportunities should be explored for public-private-partnerships including not-for-profit developers to provide more affordable housing. To support long-term diversity of household types, a range of Median Family Income (MFI) levels and affordable unit sizes on the corridor is encouraged.

Development regulations should occur in tandem with housing finance and other regulatory tools administered by District agencies, such as the High-Needs Area Tax Abatement, the Housing Production Trust Fund, the Tenant Opportunity to Purchase Act and the District Opportunity to Purchase Act. These programs should be leveraged to increase the share of affordable units, provide deeper affordability levels, incorporate larger household sizes, and create pathways for homeownership.

This section does identify using the map amendment process which includes IZ + to generate affordable units. The statement makes clear that IZ + will not generate affordable units at lower levels and therefore it identifies ways in which to provide affordable units at lower levels of affordability through public-private partnerships and other sources of funding.

IZ Plus Requirement in the Proposed Zones

A statement was made that the proposed zoning text did not state that IZ + was required. The Zoning Regulations at Subtitle X § 502.1(b) require that map amendments are subject to IZ + when a property is rezoned to a zone that allows a higher maximum FAR, both exclusive of the twenty percent (20%) IZ bonus density, if applicable.

The requirement that IZ+ is applicable to all new development is stated in the text for the NMU-8A/CP at Subtitle H § 500.1

- (a) Allow and encourage additional residential development to help meet the need for housing, by accommodating a greater range of resident diversity to advance the District’s housing equity goals, and by mapping the NMU-8A/zone as subject to IZ Plus;**

For the NMU-9A/WP it is stated at Subtitle H § 600.1

- (b) Allow and encourage additional residential development to help meet the need for housing, by accommodating a greater range of resident diversity to advance the District’s housing equity goals, and by mapping the NMU-9A/zone as subject to IZ Plus;**

Further, in the Development Standards for both zones, the tables at Subtitle H § 504.1 and Subtitle H § 604.1 both indicate the maximum FAR with IZ+.

504 DENSITY

504.1 In the NMU-8A/CP zone, the maximum permitted floor area ratio (FAR) shall be as set forth in the following table:

TABLE H § 505.1: MAXIMUM PERMITTED FLOOR AREA RATIO		
Zone	Zone Maximum Total FAR	Maximum Non-Residential FAR
NMU-8A/CP	5.0 (IZ+)	2.0

604 DENSITY

604.1 In the NMU-9A/WP zone, the maximum permitted floor area ratio (FAR) shall be as set forth in the following table:

TABLE H § 604.1: MAXIMUM PERMITTED FLOOR AREA RATIO		
NMU-9A/WP Zone	Zone Maximum Total FAR	Maximum Non-Residential FAR
West of Connecticut Avenue	6.0 (IZ+)	2.0
East of Connecticut Avenue	5.5 (IZ+)	2.0

It was also suggested in comments that changes be made to the IZ + program to lower set asides and allow for deeper affordability in these new zones. OP is cognizant of the fact that there is a great deficit of affordable housing and particularly deeply affordable housing in the wider Rock Creek West area. However, making such changes to the IZ and IZ + program could not be limited to this area alone but would have to be studied on a wider Citywide basis, and discussions would have to be done in compliance with the Inclusionary Zoning Implementation Amendment Act of 2006 and Chapter 22 of the Housing Regulations (Title 14 DCMR).

Testimony was also presented that the IZ+ requirement, up to 20%, is prohibitive to development at this time due to rising financing and construction cost. OP understands the comments of both sides. OP has been awarded a grant to undertake a study of the IZ Program as part of the rewrite of the Comprehensive Plan, DC 2050 Comprehensive Plan, which is projected to become effective in 2028. The parameters of the study have not been defined at this time. However, any changes made to the current program as a result of the study would be applicable to the proposed zones.

POTENTIAL INCONSISTENCIES WITH THE COMPREHENSIVE PLAN

In testimony at the public hearing, it was stated that the MU-8 zone on which the NMU-8A/CP is based is inconsistent with the Comprehensive Plan (Comp Plan). The Future Land Use Map designates the Cleveland Park corridor for mixed, medium density residential and moderate density commercial, and mixed high density residential and low-density commercial for the Woodley Park corridor.

In Cleveland Park, the current MU-4 zone on which the NMU-4/CP is based, allows a mix of uses but is listed in the Comp Plan as a low-density mixed-use zone, and in the current Zoning Regulations (Subtitle G § 101.8) as a moderate density zone, and thus does not permit the medium density level of housing anticipated by the Comp Plan.

It has been suggested that the MU-5 and MU-7 zones which are called out in the Comp Plan as examples of mixed use zones should be used. However, the Comp Plan goes on to state that, “. . . other zones may apply.” In this case, the MU-8 zone is another mixed use zone that applies. The MU-5 and MU-7 zones do not allow for the higher levels of housing anticipated in the Comp Plan with further guidance from the CADG. The MU-8 zone on which the proposed NMU-8A/CP is based allows for medium density, mixed use developments, and is not inconsistent with the Comp Plan.

In Woodley Park, the current NMU-4/WP is based on the MU-4 zone, a low-density zone, while the NMU-5A/WP zone is based on the MU-5 zone which is described in the Comp Plan as a

moderate density zone, and in the Zoning Regulations as a medium density zone. The proposed NMU-9A/WP is based on the MU-9 zone which the Comp Plan and Zoning Regulations describe as appropriate for high-density mixed-use developments. Therefore, neither of the current zones in Woodley Park reflect the recommendation of the Comp Plan or the CADG while the proposed zone would not be inconsistent with this policy guidance.

As such, the proposed zones are not inconsistent with both the Comp Plan’s GPM and FLUM particularly when read in conjunction with policy recommendations of the Comp Plan and the CADG.

Testimony was also offered that the proposed zones were inconsistent with **Policy HP-2.4.1: Preservations Standards for Zoning Review** which states:

Policy HP-2.4.1: Preservations Standards for Zoning Review

Ensure consistency between zoning regulations and design standards for historic properties. Zoning for each historic district shall be consistent with the predominant height and density of contributing buildings in the district. Monitor the effectiveness of zoning controls intended to preserve characteristic features of older neighborhoods not protected by historic designation. Where needed, specialized standards or regulations should be developed to help preserve the characteristic building patterns of historic districts and minimize design conflicts between preservation and zoning controls. 1013.2

Action HP-2.4.A: Zone Map Amendments in Historic Districts

Identify areas within historic districts where zoning regulations may need adjustment based on the scale and height of contributing buildings, while considering District-wide needs for housing and affordable housing. Following neighborhood planning and public participation, pursue rezoning of such areas with more appropriate designations. 1013.3

The proposed zoning heights, density and transitions would be above many of the buildings along the corridor today. However, consistency means being “*in agreement with*” and does not mean the same. The proposed zoning along with HPRB review would allow for the preservation of the characteristic of existing building patterns along the corridors but allows for additions that are consistent and compatible with existing building heights. Each new construction, building additions, or any exterior changes would be individually reviewed and assessed by HPRB for appropriate setbacks, scale, sensitive siting, heights, façade treatments, materials, and compatibility with the historic resources and character of the area

Both the Cleveland Park and Woodley Park areas were identified in the Comp Plan as areas where addition height and density are appropriate to accommodate additional height for housing and affordable housing. The referenced neighborhood planning with extensive public participation have taken place and resulted in the CADG. The proposed rezoning is therefore not inconsistent with this specific policy or the Comp Plan.

BUILDING HEIGHTS

The Commission requested a spread sheet showing the height of buildings along the Cleveland Park and Woodley Park frontage. At Attachment 1 and 2 are links to a map of the Cleveland Park and Woodley Park area with the height and a table showing the Square and Lot and address with

its corresponding height of each building. Building heights in Cleveland Park range between 9 feet and 54-feet while in Woodley Park building heights range from 12-feet to 49-feet.

4445 Connecticut Avenue, NW

The Commission requested to know the height of the building at 4445 Connecticut Avenue, NW (Sfoglina restaurant). The building is in the MU-7B zone and was constructed as a matter-of-right at a height of 65 feet. The building is not within the area to be rezoned in either Cleveland Park or Woodley Park.

MATTER-OF-RIGHT DEVELOPMENT

Some of the testimony provided at the public hearing stated that the community should continue to play a substantial role in decisions about the built environment. OP appreciates the extensive input into this Comprehensive Plan zoning implementation case. OP has included design-related requirements specific to the guidelines for the CADG. All new development to historic or contributing buildings would be required to undergo historic review. This is a public design review process in which the ANC and the community will continue to have their normal roles in providing input into the HPRB process for all new development. Therefore, there is no need to have design review as part of the zoning process. However, there may be some design elements in the zoning regulations such as setbacks, height, massing, and transitions that, depending on a development proposal, may require relief through a BZA, ZC, or other discretionary cases that may be filed requiring a public hearing, and subject to community input.

HISTORIC PRESERVATION REVIEW AND FRONT SETBACK

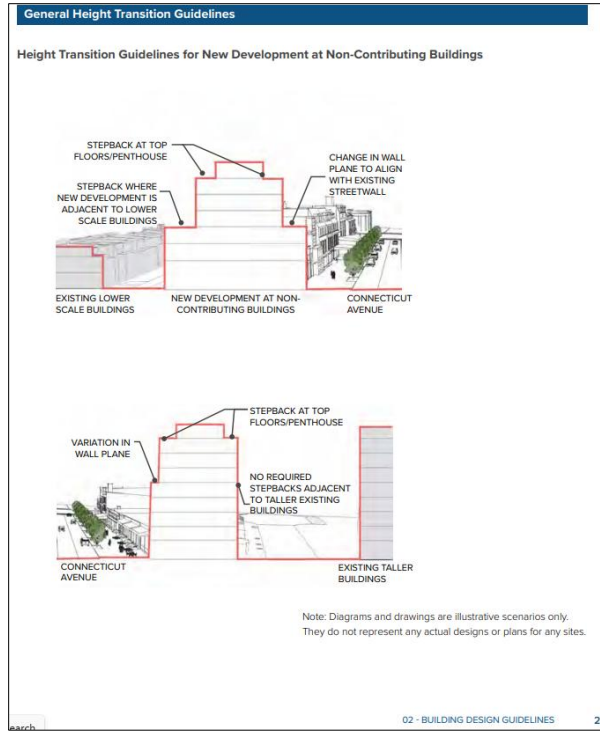
Regarding not providing front setbacks, the Commission requested OP elaborate on why the front setbacks are not included and to explore the possibility of adding language to indicate that additions and new construction are subject to HPRB review.

Front setbacks shown in the CADG were largely seen by HPRB as a guide for future cases. The illustrations in the CADG were used during neighborhood meetings and several scenarios were presented. Historic Preservation staff strongly encouraged not to include front setbacks in the regulations.

The CADG at page 27 states that:

The Building Design Guidelines outlined within this Chapter are intended to supplement existing historic preservation laws and policies. Existing historic buildings and contributing buildings along the corridor should be treated with care in order to preserve their unique designs and features. Alterations and additions are required to be found compatible and consistent with the purposes of the preservation act. Vertical additions to contributing buildings must preserve the underlying structure and avoid substantial demolition as defined in the Historic Preservation Regulations (DCMR 10-C, Section 305).

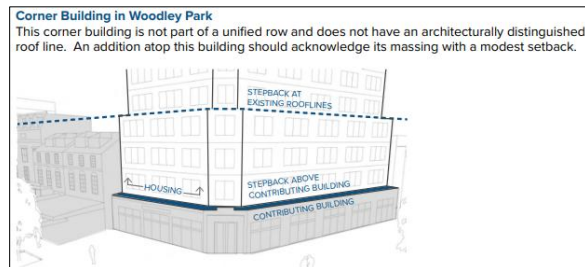
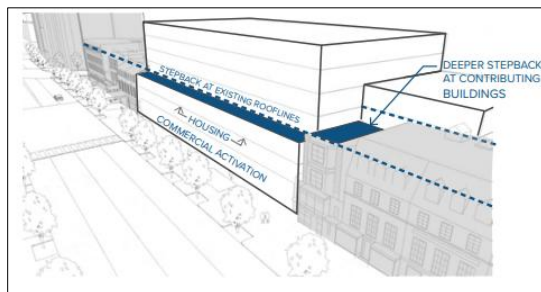
The illustration below was used to show new developments could be made compatible to the adjacent historic building with step backs along the front and rear of the building.

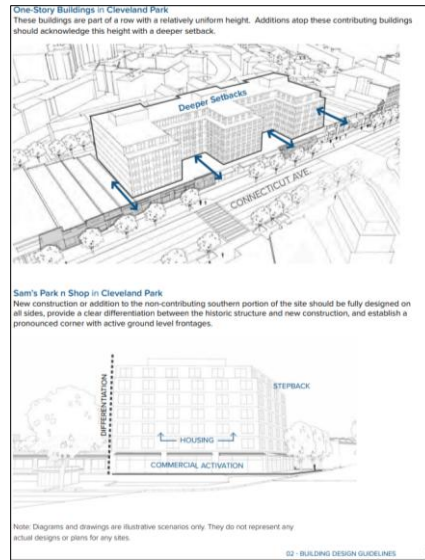
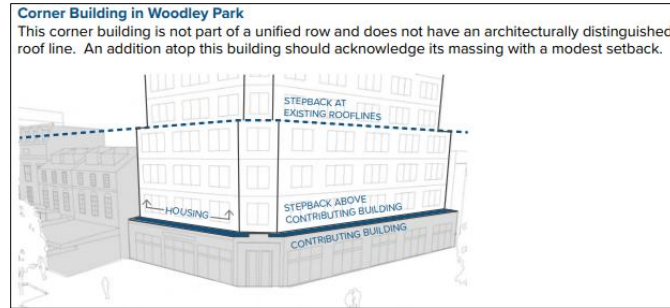


In relation to additions to contributing buildings, the CADG states:

Additions to contributing buildings should acknowledge and respect the massing, character, and context of the building. For buildings that are part of a row that are of a unified height or have an architecturally distinguished roof line, additions should be set back to preserve the physical integrity and visual characteristics of the building's existing massing and architecture. Flexibility to the Board's standard policy on roof additions requiring that they not be visible from street view may be given to development that maintains visual coherence and compatibility as described under Section B.1.

There are several illustrations in the CADG which show buildings with step backs along Connecticut Avenue, but none gave dimensions. All were illustrative to show what the possible step backs could be. Below are several diagrams from the CADG which show front step backs of varying depths. From these illustrations it would be difficult to give a specific setback depth front step back particularly when building is of different sizes, heights, and historic façade (pages 29 to 31). The CADG states:





The CADG also notes that, “**diagrams and drawings are illustrative scenarios only. They do not represent any actual designs or plans for any sites.**”

HPRB review will use the design guidelines in the zoning regulations to guide the design of building and will influence setbacks and articulations on buildings to be compatible with the historic district. The proposed zoning text refers to compliance with the Historic Landmark and Historic District Protection Act of 1978 in the Purpose and Intent section of both new zones. The Cleveland Park Neighborhood Mixed Use Zone (NMU-8A/CP), Subtitle H § 500.1(f) and the Woodley Park Neighborhood Mixed Use Zone (NMU-9A/WP), Subtitle H § 600.1(f) both state:

Encourage compatibility of development with the purposes of the Historic Landmark and Historic District Protection Act of 1978.

OP believes that this reference along with the recommendations of the CADG gives sufficient direction to property owners, developers and others that setbacks, building articulation and other appropriate design elements could be required at the time of HPRB review. The proposed zoning should not overly regulate the areas on which historic review will focus.

The Commission asked OP to explore including language in the zoning text to bring awareness that additional setback requirements may be imposed by HPRB. However, the zoning regulations cannot create a requirement for HPRB review and would be inappropriate for the zoning regulations.

HISTORIC PRESERVATION REVIEW BOARD REVIEW

The following statement was provided by the Historic Preservation Office:

The Office of Planning's Neighborhood Planning and Historic Preservation Divisions made two presentations to the Historic Preservation Review Board on the Connecticut Avenue Development Guidelines to obtain the Board's comments and guidance. At an overview presentation on Sept 22, 2022 outlining the project needs and goals, the Board expressed its strong support for increasing housing density in a manner that was respectful of the Woodley Park and Cleveland Park Historic Districts. Over the next year, the HPRB members were kept apprised of and invited to attend the public engagement events and tours sponsored by OP in the community. The final version of the guidelines was presented to the HPRB at its Sept 28, 2023 meeting. The Board members expressed support for the design principles outlined in the document, including the potential use of setbacks, but also commented that each project would likely present its own specific challenges and that solutions would vary depending on site conditions and the individual character of each building. The noted in the HPRB Actions, Sept 28, 2023, (Attachment 2) the HPRB took the following action:

"The Board voted to adopt the guidelines, stating that it would be a useful tool in the review of future projects and with the understanding that the Board would still be regulated by the preservation law and will continue to review each case for compatibility on its own merits."

The HPRB's comments regarding the desire for the Board to maintain maximum flexibility in working with applicants on the specific solutions to achieving compatible density informed OP's decision to not recommend required setbacks in the proposed zoning regulations. While setbacks for additional floors added to historic buildings will likely be required as part of the HPRB design review process in many instances, there may be instances where setbacks may not be found necessary or desirable, or where prescribed setbacks may result in either too much or too little to achieve a compatible design. This could be in conflict with any arbitrary setbacks required by zoning.

INFRASTRUCTURE ASSESSMENT

The proposed rezoning is to put the CADG recommendations into zoning. A capacity and infrastructure assessment as done as part of the planning study for the CADG and was done with input from several District agencies and utilities (PEPCO, DC WATER, DDOT, DPW). The study was based on the build out of the recommendations of the CADG. The assessment provided information to understand each infrastructure current system capacity and the process for capital improvement planning to meet future demand. The assessment is provided at [INFRASTRUCTURE ASSESSMENT](#). At this time, OP does not believe a second infrastructure study is necessary as it would result recommendations that are not different from those at the time of the CADG.

PLANNED UNIT DEVELOPMENTS (PUD)

There was an enquiry as to whether PUD are allowed in the proposed zones. PUDs are not prohibited if they meet the PUD requirements of Subtitle X, Chapter 3. However, they would not be granted any additional height or density over that allowed in the zones. The Georgia Avenue Neighborhood Mixed Use Zones and the H Street Northeast Neighborhood Mixed Use Zones have

provisions for PUD with any additional density going specifically for residential use. Any necessary relief would be through a variance or special exception.

SUMMARY

The proposed NMU-8A/CP and NMU-9/WP zones:

- Are not inconsistent with, and furthers, policy direction of the Comprehensive Plan (Comp Plan) including the Future Land Use Map, Generalized Policy Map, Citywide Elements, and Rock Creek West Area Element;
- The Connecticut Avenue Development Guidelines; and
- Would further objectives of other important policy documents including the Rock Creek West Roadmap and the 2025 Housing Equity Goals.

Attachments:

Attachment 1- Link to Cleveland Park Building Heights

Attachment 2 – Link to Woodley Park Building Heights

Attachment 3 – Historic Preservation Review Board Actions, September 2023

Attachment 1 – Cleveland Park Building Heights



ClevelandBldgHts
Map.pdf



ClevelandBldgHgt.x
lsx

Attachment 2 - Woodley Park Building Heights



WoodleyBldgHts
Map.pdf



WoodleyBldgHgs.x
lsx

Attachment 3

GOVERNMENT OF THE DISTRICT OF COLUMBIA
HISTORIC PRESERVATION REVIEW BOARD



GOVERNMENT OF THE DISTRICT OF COLUMBIA
HISTORIC PRESERVATION REVIEW BOARD
HISTORIC PRESERVATION OFFICE



HPRB ACTIONS September 28, 2023

The Historic Preservation Review Board met on this date to consider the following items.

Present for the meeting were: Marnique Heath, Chair; Andrew Aurbach, Carisa Stanley Beatty, Matt Bell and Gretchen Pfaehler.

AGENDA

INFORMATIONAL PRESENTATIONS



Connecticut Avenue Development Guidelines

The Board voted 5-0 to adopt the guidelines stating that it would be a useful tool in the review of future projects and with the understanding that the Board would still be regulated by the preservation law and will continue to review each case for compatibility on its own merits.

~~Design guidelines for Cleveland Park's Historic Commercial Corridor, submitted by Cleveland Park Historical Society.~~

This presentation deferred by the authority of the chair to a future date.

HISTORIC DESIGNATION HEARING

Little Tavern Shop No. 27, 530 Morse Street NE, Case 23-06.

The Historic Preservation Review Board designated Little Tavern Shop No. 27 at 530 Morse Street NE a landmark under District of Columbia Criteria B for History and D for Architecture and Urbanism. Due to compromised integrity resulting from the building's reconstruction, the Board did not recommend forwarding the nomination to the National Register of Historic Places. Vote: 5-0.

HISTORIC LANDMARK

Church of the Epiphany, 1317 G Street NW, HPA 23-508, concept/demolish parish house, construct ten-story residential addition.

The Board found the demolition of the parish hall to be inconsistent with the purposes of the preservation act, and encouraged the Church to consider whether the lecture hall could be retained and incorporated into the new project. The Board found the conceptual design for the addition to be compatible in height, placement and massing, and requested that if the Mayor's Agent finds the project to be one of special merit, that the project be referred back to the Board for final review of the new construction. Vote: 5-0.