

GOVERNMENT OF THE DISTRICT OF COLUMBIA
Zoning Commission



**ZONING COMMISSION FOR THE DISTRICT OF COLUMBIA
ZONING COMMISSION ORDER NO. 91-07A**

Z.C. Case No. 91-07A

International Monetary Fund

(Modification Without Hearing of the Approved PUD @ Square 120, Lot 51)

January 30, 2025

Pursuant to notice, at its January 30, 2025, public meeting, the Zoning Commission for the District of Columbia (the “Commission”) considered the application (the “Application”) of the International Monetary Fund (the “Applicant”) for a Modification Without Hearing of the Approved Planned Unit Development (“PUD”) in Z.C. Order No. 310 and Z.C. Order No. 310-A, which authorized Phase II and Phase III of construction of the International Monetary Fund (“IMF”) Headquarters on Square 120, Lot 51 (the “Property” or “PUD site”) to both modify and clarify conditions to provide publicly accessible amenity space in IMF Headquarters.

The Commission reviewed the Application pursuant to the Commission’s Rules of Practice and Procedure, which are codified in Subtitle Z of Title 11 of the District of Columbia Municipal Regulations (Zoning Regulations of 2016, the “Zoning Regulations”, to which all subsequent citations refer unless otherwise specified). For the reasons stated below, the Commission **APPROVES** the Application.

FINDINGS OF FACT

I. BACKGROUND

1. Pursuant to Z.C. Case Nos. 68-69 and 68-70, the Commission approved a PUD in 1969 for what is now known as the HQ1 building of the IMF Headquarters; the Board of Zoning Adjustment later approved further processing Appeal Nos. 10040 and 10297. In Z.C. Order No. 310 (Case No. 91-7), effective April 16, 1980, the Commission approved Phase II of the HQ1 building permitting construction of an addition to the then existing IMF HQ1 building. In Z.C. Order No. 310-A (Case No. 91-7M/79-13), effective April 23, 1992, the Commission approved Phase III of the HQ1 building permitting construction of an additional, and final expansion of IMF HQ1 building. (Exhibit [“Ex.”] 2)
2. Condition No. 13 of Z.C. Order No. 310 (Case No. 91-7) required the Applicant to provide a publicly accessible library/reading room, stating:

“The proposed library reading room shall be constructed as shown on Drawing Z-18 and Z-19 of Exhibit No. 60. Such library/reading room shall include an “outreach program” as outlined in the record of this case to encourage its use by the neighborhood and the

Washington Community. Access to the library/reading room by the public shall be allowed during normal working hours of the IMF and at other selected times.” (Ex. 2A)

3. Subsequently, during the Commission’s review of Z.C. Case No. 91-7M/79-13, the Applicant proposed a proffer to construct a publicly accessible Visitor’s Center/auditorium as a part of Phase III of the IMF HQ1 building and made the following commitments in an exhibit to that case record:

“1. IMF commits to furnishing the ANC and Foggy Bottom Association, as part of its mailing list, notices of events and the calendar for all programs at the Center.

2. IMF commits to making the auditorium available to the ANC and Foggy Bottom Association for their meetings on a prescheduled basis.

3. In view of the desire to increase the local orientation of programs and events, the Director of the Visitors’ center or his designee, will meet with the Advisory Neighborhood Commission on a quarterly basis to discuss program planning. With meaningful input from the community, a dialogue should develop to produce programs, exhibits and events that the community can and will enjoy.” (See Ex. 2C)

However, in Z.C. Order No. 310-A (approving Z.C. Case No. 91-7M/79-13), the Commission did not adopt any conditions of approval requiring the Applicant to construct a publicly accessible Visitor’s Center/auditorium or adhere to any commitments associated with such construction. (Ex. 2, 2B)

PARTIES

4. The parties to the original proceeding other than the Applicant were ANC 2A, Foggy Bottom Association, Western Presbyterian Church, and Citizens for a Responsive ANC-2A (the “Parties”).
5. On October 30, 2024, the Applicant served the Application on the Parties and the Office of Planning (“OP”), as attested by the Certificate of Service submitted with the Application. (Ex. 2 at p. 5)

II. THE APPLICATION

6. On October 30, 2024, the Applicant filed the Application requesting a modification without hearing, pursuant to Subtitle Z § 703.1, to modify Z.C. Order No. 310 to remove Condition 13, which requires the Applicant to provide a publicly accessible library/reading room; and to modify Z.C. Order No. 310-A to clarify that there is no requirement for the Applicant to provide a publicly accessible Visitor’s Center/auditorium. (Ex. 2)
7. The Application states that the Applicant requests these modifications because current security protocols do not allow the general public to access the IMF Headquarters; and a heightened security landscape has made requirements for visitor access to the IMF Headquarters more stringent (i.e., visitors must be sponsored by a staff member, must undergo rigorous screening and possible security risk assessment, and must be continuously escorted while inside IMF buildings). The Application also states that the

IMF no longer operates a library/reading room given that the majority of IMF written or published documents are now digital/eLibrary. The Application further states that the Visitor's Center/auditorium is no longer suitable for programs, exhibits, and events for the general public, given current security protocols; and accordingly, the Visitor's Center/auditorium space has not been used by the general public for these purposes in many years. (Ex. 2)

III. Responses to the Application

OFFICE OF PLANNING (“OP”)

8. OP submitted a report dated December 9, 2024 (“OP Report”) recommending approval of the Application. OP stated that the library/reading room from Phase II of the IMF HQ1 building can be seen as a precursor to the associated Visitor's Center/auditorium, which was expanded in Phase III. OP noted that its report in Z.C. Case No. 91-7M/79-13, from September 13, 1991, found the additional PUD-granted FAR justified by the amenity package proffered by the Applicant inclusive of the Visitor's Center/auditorium which was to provide public exhibits and enhance the IMF role as a cultural center and active neighbor. OP further noted that the Application's request to remove the public's access to the IMF Headquarters stems from increased security protocols, and the IMF's archives are reasonably convenient to access via their eLibrary. Therefore, OP stated no objections to the requested modifications to remove Condition 13 from Z.C. Order No. 310 and to change the position on the public component of the Visitor's Center/auditorium amenity in Z.C. Order No. 310-A. (Ex. 6)

ANC 2A

9. ANC 2A filed a report stating that at its regularly scheduled properly noticed meeting on November 20, 2024, with a quorum present, the ANC voted 4-0-1 to request that the Commission delay its ruling on this case to allow time for the original parties to confer with the Applicant to negotiate replacement amenities or benefits for the Foggy Bottom-West End community. (Ex. 5)
10. At its December 19, 2024, public meeting, the Commission postponed consideration of the Application and granted ANC 2A's request for more time to discuss potential new amenities with the Applicant. On January 6, 2025, the Applicant filed a letter to the case record stating that after the Commission postponed consideration of the case, it reached out to the Chairperson of ANC 2A who advised the Applicant that beginning in January of 2025, ANC 2A will not have a quorum due to changes in the number of ANC 2A commissioners following the recent elections. (Ex. 7) The Applicant's letter explained that because of these circumstances, ANC 2A will not be able to take official action for the indefinite future, and in addition there is no sitting ANC SMD for the Property location. (*Id.*) Finally, the Applicant's letter requested that the Commission proceed with consideration of the Application given that the requested modifications are to conditions that have been obsolete for decades due to heightened security protocols and no other original parties have filed responses to the case record. (*Id.*)

OTHER PARTIES

11. None of the Parties, other than ANC 2A, filed responses to the Application.

CONCLUSIONS OF LAW

1. Subtitle Z § 703.1 authorizes the Commission, in the interest of efficiency, to make Modifications Without Hearing to final orders and plans without a public hearing.
2. Subtitle Z § 703.6 defines a Modification Without Hearing as “a modification in which impact may be understood without witness testimony, including, but not limited to a proposed change to a condition in the final order, a change in position on an issue discussed by the Commission that affected its decision, or a redesign or relocation of architectural elements and open spaces from the final design approved by the Commission. Determination that a modification can be approved without witness testimony is within the Commission’s discretion. A request to add or change a zoning map designation to an approved planned unit development shall not be considered without a hearing.”
3. The Commission concludes that the Application qualifies as a Modification Without Hearing within the meaning of Subtitle Z § 703.6, as a proposed change to a condition in the final order and therefore can be granted without a public hearing.
4. The Commission concludes that the Applicant satisfied the requirement of Subtitle Z § 703.10 to serve the Application on all parties to the original proceeding- in this case the Parties- and OP, at the same time that the request was filed with the Office of Zoning. The Commission concludes that the Parties were allowed 30 days, after the request was filed and served on October 30, 2024, to file responses to the Application in accordance with Subtitle Z § 703.12.
5. The Commission concludes that, in accordance with Subtitle Z § 703.13, this request for a Modification Without Hearing was filed with the Office of Zoning at least thirty-five (35) days prior to the public meeting at which the request was considered by the Commission. The request was originally filed on October 30, 2024, and considered by the Commission, after a postponement was granted on December 19, 2024, at its January 30, 2025, public meeting.
6. The Commission granted a postponement of its consideration of the Application because ideally, PUD amenities should be replaced when taken away. Despite the considerable time since the PUD approvals and the fact that there is currently no public access to IMF Headquarters because of security protocols, the publicly accessible library/reading room and Visitor’s Center/auditorium amenities were part of the package to justify the Commission’s approval of additional PUD density for IMF Headquarters. However, given that ANC 2A is currently unable to negotiate replacement amenities and no other Parties responded to the Application, the Commission finds the requested modifications appropriate to clarify that publicly accessible space is no longer permissible in the IMF Headquarters due to heightened security protocols; and neither the library/reading room nor the Visitor’s Center/auditorium are available for use by the general public.

“GREAT WEIGHT” TO THE RECOMMENDATIONS OF OP

7. Pursuant to §5 of the Office of Zoning Independence Act of 1990, effective September 20, 1990 (D.C. Law 8-163; D.C. Official Code § 6-623.04 (2001)) and Subtitle Z § 405.9, the Commission must give “great weight” to the recommendations of OP. (See *Metropole Condo. Ass’n v. D.C. Bd. of Zoning Adjustment*, 141 A. 3d 1079, 1087 (D.C. 2016))
8. The Commission finds OP’s recommendation to approve the Application persuasive and therefore concurs in that judgment.

“GREAT WEIGHT” TO THE RECOMMENDATIONS OF THE ANC

9. Pursuant to §13(d) of the Advisory Neighborhood Commissions Act of 1975, effective March 26, 1976 (D.C. Law 1-21; D.C. Official Code § 1-309.10(d)) and Subtitle Z §406.2, the Commission must give “great weight” to the issues and concerns raised in the written report of the affected ANC. To satisfy this great weight requirement, District agencies must articulate with particularity and precision the reasons why an affected ANC does or does not offer persuasive advice under the circumstances. (*Metropole Condo. Ass’n v. D.C. Bd. of Zoning Adjustment*, 141 A. 3d 1079, 1087 (D.C. 2016).) The District of Columbia Court of Appeals has interpreted the phrase “issues and concerns” to “encompass only legally relevant issues and concerns.” (See *Wheeler v. District of Columbia Board of Zoning Adjustment*, 395 A. 2d 85, 91 n.10 (1978))
10. As noted above, ANC 2A requested and the Commission granted a postponement of its consideration of the Application to allow ANC 2A an opportunity to negotiate replacement amenities. However, due to circumstances following its recent election, ANC 2A was unable to negotiate with the Applicant. (See Finding of Fact Nos. 9, 10)

DECISION

In consideration of the case record and the Findings of Fact and Conclusions of Law herein, the Commission concludes that the Applicant has satisfied its burden of proof and therefore **APPROVES** the Application’s requested Modification Without Hearing for the following modifications to Z.C. Order No. 310 and Z.C. Order No. 310-A:

- Z.C. Order No. 310 is modified to delete Condition 13; therefore, the Applicant is not required to provide a publicly accessible library/reading room in IMF Headquarters; and
- Z.C. Order No. 310-A is modified to clarify that it does not require the Applicant to provide a publicly accessible Visitor’s Center/auditorium in IMF Headquarters, as Z.C. Order No. 310-A includes no conditions of approval stating such a requirement or conditions related thereto.

All other conditions in Z.C. Order No. 310 and Z.C. Order No. 310-A remain unchanged and in effect.

FINAL ACTION

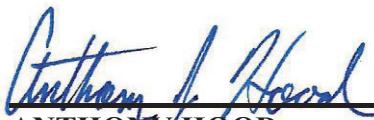
VOTE (JANUARY 30, 2025): 5-0-0

(Anthony J. Hood, Gwen Wright, Robert E. Miller, Joseph S. Imamura and Tammy Stidham to approve.)

In accordance with the provisions of Subtitle Z § 604.9, this Order No. 91-07A shall become final and effective upon publication in the *District of Columbia Register*; that is on October 24, 2025.

BY THE ORDER OF THE D.C. ZONING COMMISSION

A majority of the Commission members approved the issuance of this Order.



ANTHONY HOOD
CHAIRMAN
ZONING COMMISSION



SARA A. BARDIN
DIRECTOR
OFFICE OF ZONING

IN ACCORDANCE WITH THE D.C. HUMAN RIGHTS ACT OF 1977, AS AMENDED, D.C. OFFICIAL CODE § 2-1401.01 *ET SEQ.* (ACT), THE DISTRICT OF COLUMBIA DOES NOT DISCRIMINATE ON THE BASIS OF ACTUAL OR PERCEIVED: RACE, COLOR, RELIGION, NATIONAL ORIGIN, SEX, AGE, MARITAL STATUS, PERSONAL APPEARANCE, SEXUAL ORIENTATION, GENDER IDENTITY OR EXPRESSION, FAMILIAL STATUS, FAMILY RESPONSIBILITIES, MATRICULATION, POLITICAL AFFILIATION, GENETIC INFORMATION, DISABILITY, SOURCE OF INCOME, OR PLACE OF RESIDENCE OR BUSINESS. SEXUAL HARASSMENT IS A FORM OF SEX DISCRIMINATION WHICH IS PROHIBITED BY THE ACT. IN ADDITION, HARASSMENT BASED ON ANY OF THE ABOVE PROTECTED CATEGORIES IS PROHIBITED BY THE ACT. DISCRIMINATION IN VIOLATION OF THE ACT WILL NOT BE TOLERATED. VIOLATORS WILL BE SUBJECT TO DISCIPLINARY ACTION.