

**COUNCIL OF THE DISTRICT OF COLUMBIA
COMMITTEE OF THE WHOLE
COMMITTEE REPORT**

1350 Pennsylvania Avenue, NW, Washington, DC 20004

DRAFT

TO: All Councilmembers

FROM: Chairman Phil Mendelson
Committee of the Whole

DATE: July 9, 2019

SUBJECT: Report on Bill 23-1, the “Comprehensive Plan Framework Amendment Act of 2019”

The Committee of the Whole, to which Bill 23-1, the “Comprehensive Plan Framework Amendment Act of 2019” was referred, reports favorably thereon with amendments, and recommends approval by the Council.

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I. BACKGROUND AND NEED

On January 3, 2019, Bill 23-1, the “Comprehensive Plan Framework Amendment Act of 2019”¹ was introduced by Chairman Phil Mendelson as submitted by the Mayor. Bill 23-1 would make a number of text amendments to the Framework Element of the Comprehensive Plan to respond to public proposals and provide updates.

The 2006 Comprehensive Plan is the District’s 20-year blueprint for the city, laying the framework for the growth and development of the District. It contains over 600 action items and provides guidance on monitoring, evaluating and amending the document. It recommends a review and amendment process every four to five years. The first amendment, the Comprehensive Plan Amendment Act of 2010, was approved in 2011. The Office of Planning (OP) prepares the Comprehensive Plan and initiated the second process to amend the comprehensive plan in March 2016. The amendment process included a public outreach process and an Open Call for the public

¹ Formerly the “Comprehensive Plan Amendment Act of 2017”

to propose amendments, initially from March 24 to May 26, 2016, and then extended to June 23 in response to requests from Advisory Neighborhood Commissions and other community groups. Over 3,000 amendments were submitted, significantly more than what was submitted in the first amendment cycle.

Comprehensive Plan: The Framework Element

The Framework Element was submitted first as a stand-alone piece of legislation in a two-phased approach to amend the Comprehensive Plan. The attached Committee Print reflects the proposed amendments to the Framework Element with the purpose of correcting technical errors, reflecting current District planning priorities and best practices, and reflecting land use decisions to more clearly reflect longstanding District policy. The remaining elements and two maps will be brought forward by the Executive subsequent to Council adoption of the Framework Element. Importantly, pursuant to district and federal law, no District Elements of the Comprehensive Plan may go into effect until reviewed by the National Capital Planning Commission.²

When the Comprehensive Plan was fully updated in 2006, the District was experiencing growth after decades of population decline. At that time, the plan's strategies sought to maintain and stabilize neighborhoods, while directing future growth to large sites around the city. Today, we are responding to over a decade of significant growth, along with other transformative changes in technology and interests in sustainability, resilience, and equity. This is reflected in the enormous public interest and debate around the second amendment cycle to the Comprehensive Plan. Several areas were of particular interest: an increase in appeals of Planned Unit Developments (PUDs), the primary method for discretionary development; housing and housing affordability in the District, including displacement concerns; debates over accommodating growth citywide while maintaining neighborhood stability; and addressing long-standing patterns of land use and programs that have restricted access to housing and opportunities by race and class. The Comprehensive Plan is grounded in a vision for an inclusive city and our challenge is to achieve this vision given today's context.

The Office of Planning began the second amendment cycle with a robust public outreach process in 2015. They received over 3,000 proposed amendments, significantly more than what was received in the prior amendment cycle. In addition, there was growing concern that appeals of the Zoning Commission's orders of PUDs were potentially stopping major development projects. A perceived lack of clarity in the Comprehensive Plan – including two maps, the Generalized Policy Map (GPM) and the Future Land Use Map (FLUM) – was considered an important issue in the appeals. Without providing any opportunities for public comment, the Mayor submitted proposed amendments to the first section of the Comprehensive Plan, the Framework Element, for Council review in March 2019 (Bill 22-663) which is substantively identical to the re-introduced version of the bill contained in Bill 23-1. The Framework Element provides overarching direction for the Comprehensive Plan but not policies, and specifies categories used in the GPM and FLUM.

² D.C. Official Code § 2-1002(a)

The Council conducted a public hearing on March 20, 2018 that lasted for 13 hours, with 275 people offering testimony. Following the hearing, OP submitted a letter on August 24, 2018 to Chairman Mendelson, offering additional information and suggested language on housing costs. OP has stated that following Council action on the Framework Element, it will release the proposed amendments to the remaining Comprehensive Plan elements for public review, and then submit these for Council action.

The Committee Print reflects revisions to the Framework Element as submitted by the Executive, incorporating many, but not all, of OP's proposals and several other proposals, summarized below.

FRAMEWORK OVERVIEW SECTIONS

The Forces Driving Change: The Committee appreciates OP's interest in elevating resilience as a theme in the plan amendments, and a new section on resilience has been provided. The COW version continues to use the 2006 goal for an inclusive city. The appropriate place to discuss and evaluate new overarching goals is with a full update to the Plan. OP circulated a set of "values" derived from public interaction on the Comprehensive Plan amendments. The Council supports defining these values in the context of the District of Columbia, and broadly referencing these concepts in this amendment submittal, particularly where additional topical plans, such as Resilient DC and Sustainable DC, have been prepared.

The District and the Region: Edits to improve clarity and organization, but no change to content of OP's amendments.

Demographic Changes: Edits to improve clarity and organization, but no change to content of OP's amendments. Revised information on why black residents left the city in earlier decades.

Economic Changes: Edits to improve clarity and organization, but no change to content of OP's amendments.

Land Use Changes: Edits to improve clarity and organization, but no change to content of OP's amendments. Redrafted section 205.4 to maintain sensitivity to historic districts.

Housing Cost Changes: This is a new section that incorporates information provided by OP in the August 24, 2018 letter, with some organizational changes and additional information, including references to workforce housing.

Mobility and Access Changes: More substantial edits to improve clarity and organization but no change to content. Some detailed information is more appropriately included in the Transportation Element.

Environmental Changes: Edits to improve clarity and organization, but no change to content of OP's amendments.

Technology Changes: Edits to improve clarity and organization, but no change to content of OP's amendments.

Security Changes: Edits to improve clarity and organization, but no change to content of OP's amendments.

Fiscal Changes: Edits to improve clarity and organization, but no change to content of OP's amendments.

Global City, Local City: Edits to improve clarity and organization, but no change to content of OP's amendments.

Planning for Resilience and Equity: This new section discusses resilience and equity, including racial equity, as cross-cutting themes informing the plan. Language provided by OP was replaced with language from the Resilient DC plan, released in 2019, for consistency. A discussion of affordable housing is included along with new language describing equity and racial equity concerns.

Looking Forward: Growth Forecasts: New language was added to reflect that the District has experienced rapid growth in the last ten years, and how that influences the planning context of the Comprehensive Plan. More substantial edits to improve clarity and organization, but no change to content.

Land Supply/The Cooperative Forecasts/Projected Growth 2015-2045: More substantial edits to improve clarity and organization, but no change to content. The 2006 Comprehensive Plan recognized that Washington is now a growing city, and the proposed amendments in this second amendment cycle reflects the rapid growth of the past decade. The COW think it is appropriate to use optimistic growth forecasts in the near future through 2025, and to project growth to 2045 to adequately plan for public facilities, infrastructure, and housing needs. We recognize that Washington, like other cities, has experienced both growth and decline in the past and will likely do so in the future.

FRAMEWORK GUIDING PRINCIPLES SECTIONS

When the current amendment cycle was initiated, OP indicated that changes would not be considered to the guiding principles, and OP did not submit any proposed amendments. The Committee has provided strategic amendments to reflect emerging and evolving direction in several key areas, noted below. These changes should also be used by OP as high-level direction in preparing the remaining amendments for the Comprehensive Plan elements. The current principles already note that the District is growing and changing, and this is critical to achieve our goal of an inclusive city.

Many comments received through the amendment process and at the public hearing proposed specific policies, actions, and/or in-depth discussions on topics that included affordable housing preservation and production, overall housing production, displacement, fair housing, and equity. These comments are more appropriately in the remaining Elements, particularly the Land

Use and Housing Elements, not the Framework Element. OP should address how it responded to the public comments received when it provides the subsequent proposed amendments to the remaining sections of Comprehensive Plan.

The Committee also finds that many of these issues merit a broader community discussion than has occurred in the Second Amendment Cycle. The public will only have the opportunity to react during the comment period when the rest of the Comprehensive Plan amendments are released. To ensure a robust public discussion, Council directs OP to continue to address these issues in its subsequent Comprehensive Plan outreach, ongoing Housing Systems Analysis, and regional work on housing.

From Vision to Reality: Minor edits.

Managing Growth and Change: Principles 3, 5, and 6 are amended. These support the Committee's interest in encouraging diverse housing for different household types and incomes and encouraging growth around transit.

Creating Successful Neighborhoods: Principles 8, 9, and 12 are substantively amended. The COW finds that in the long term, the District's strategies to address growth and change must consider the entire city. Affordable housing production and preservation must occur city-wide, and access to housing must be addressed city-wide to achieve fair housing objectives. As the city grows, residential neighborhoods must accommodate this growth, but use zoning, design and other means, to retain the qualities of its residential neighborhoods.

Increasing Access to Education and Employment: Minor edits.

Connecting the City: Principle 26 references equitable distribution, safety, sustainability, and access to transportation.

Building Green and Healthy Communities: No changes.

THE COMPREHENSIVE PLAN RELATION TO ZONING AND MAPS SECTIONS

Putting It All Together: OP proposed a new section, "Zoning and the Comprehensive Plan." That language has been modified in the Committee Print and incorporated into this section instead of a standalone new section. The language provides useful context to understand how the Comprehensive Plan, including the Generalized Policy Map (GPM) and Future Land Use Map (FLUM), are used when the Zoning Commission reviews discretionary development proposals, map amendments, and other items.

The Committee Print makes the following changes from OP's recommendation:

- Reiterates that the Comprehensive Plan provides generalized guidance, and that the FLUM and GPM are also generalized guidance.

- Strongly supports the PUD process as the best way to conduct discretionary reviews that provide opportunity for flexible development, identify community benefits, and address impacts.
- Recognizes that the Zoning Commission has the authority to allow development greater in height and density than matter of right development through the PUD process.
- Strongly supports the role of the Zoning Commission in its discretionary review of zoning matters and recognizes that it is the Zoning Commission's responsibility to make decisions. In this role it is expected to balance comprehensive plan policies, including competing and conflicting policies.
- To assist the Zoning Commission in balancing policies, affordable housing preservation and production, along with preventing permanent housing displacement, is identified as a high priority community benefit, largely consistent with the language offered by OP in their August 24, 2018 letter. The Committee notes that many neighborhoods already provide significant affordable housing and wanted to ensure flexibility to enable consideration of other priorities in these areas, including improved opportunities for education and jobs, and enhanced services and amenities. The Committee notes that temporary on-site displacement must be addressed through the PUD process, with an emphasis on a Build First approach.
- The OP amendments include multiple references to Small Area Plans as guiding documents in the sections on the GMP and the FLUM. The Committee version removes these references and includes a discussion on Small Area Plans in this section. Small Area Plans are recognized as providing more detailed guidance that can be used by the Zoning Commission. They differ from the Comprehensive Plan in that they are typically approved by Council resolution, and not by act. In some cases, key information from the Small Area Plans are incorporated into the Comprehensive Plan during an amendment cycle and could also occur if the plan was adopted by act. Recognizing the value of the Small Area Plans, the Council encourages OP to submit small area plans for approval by resolution, along with an act to amend the Comprehensive Plan with key sections. This will ensure full consideration of the guidance offered in the Small Area Plans.

Generalized Policy Map: OP included a number of amendments to this section, particularly in the Neighborhood Conservation Areas, that sought to provide greater flexibility in accommodating growth in all areas of the city. It's approach overstepped, particularly given the inadequate public review, as evidenced by the lengthy and divided public testimony on this section and the FLUM-related sections. The Committee's version seeks to strike an appropriate balance between acknowledging the need to accommodate growth in all areas of the city, while recognizing the distinctions in the map categories. Specific changes include less expansive language in the Neighborhood Conservation Areas to accommodate future city growth in a more limited fashion; clarifying language on displacement in the Neighborhood Enhancement Areas; and revised language regarding benefits and mitigation in the Land Use Change Areas.

The District's Future Land Use Map: The amendments offered by OP proposed significant changes to the land use categories for the FLUM. These changes were intended to accommodate additional growth, provide more clarity, and address the recent appeals of orders issued by the Zoning Commission on PUD proposals, discussed in more detail above/below. The COW's version uses less aggressive language to provide the desired direction and flexibility in the development review process.

The Committee Print amendments ensure the Zoning Commission can designate unlisted zone districts as consistent with a FLUM category, including zone districts listed in other categories, but uses different language than proposed by OP. It eliminates references to this approach throughout the land use categories, given its location at the beginning of the section. Note that the current language in the Framework Element regarding the FLUM already contemplates that other zone districts may be allowed in each of the categories.

The Committee Print makes the following changes from OP's recommendation:

- Includes the zone districts listed in the OP amendments.
- Uses "generally, but not exclusively" regarding the definitions of land use categories to promote flexibility.
- Includes references to height in feet in many categories, with some references to stories.
- Notes the importance of ensuring land for PDR uses critical to supporting the District's needs.
- Shortens the language used to describe the Mixed Use residential/industrial sites.

Guidelines for Using the Generalized Policy Map And The Future Land Use Map:

The Committee Print makes the following changes from OP's recommendation:

- Incorporates many of OP's proposed amendments.
- Notes that the GMP and FLUM provide generalized guidance, and that the FLUM is not the same as a zoning map and is intended to be "soft-edged."
- Discusses that buildings may be higher than characteristic for a category but remain consistent with overall density requirements.

Zoning and the Comprehensive Plan: This new section proposed by OP was revised and incorporated into the Section Putting It All Together. See that section for a description of changes.

Investing for an Inclusive City: OP amended the Framework Plan to add this new section highlighting the importance of capital investments and the challenge of a greater need to pay for the infrastructure to support the future growth anticipated in the comprehensive plan. A list of recent capital projects has been removed from OP's proposal, and there were edits to improve clarity and organization, but no change to the content of OP's amendments.

Comprehensive Plan: The Remaining District Elements

In addition to the guidance provided in the framework itself, the Committee provides the following analysis to inform OP's subsequent amendments to the remaining Elements of the Comprehensive Plan and other planning efforts.

The Committee does not recommend separating future amendments or updates to the Comprehensive Plan into separate sections for review and action. As its name implies, the Comprehensive Plan is intended to weave together information and policies across multiple topics and should be considered in its entirety. In separating the plan amendments, the Mayor unduly concerned the public that topics not addressed, or not addressed in detail, would not be considered – when it is likely that the remainder of the Comprehensive Plan amendments will address these issues with an appropriate level of detail.

To rebuild public confidence in the amendment process, the Committee recommends that the Office of Planning provide robust opportunities for public comment, including a 60-day public comment period, when it releases the remaining amendments to the Comprehensive Plan Elements. This is consistent with Guiding Principle 15 in the plan.

Given the level of public attention and scrutiny placed upon the Framework Element, the Committee has provided detailed edits for clarity and readability. OP is encouraged to be judicious and concise in preparing the remainder of the proposed Comprehensive Plan amendments for Council review. Where appropriate, technical appendices and footnotes should be used to cover more detailed information. Some of the originally proposed amendments in the Framework Element provided a level of detail best suited for the Area or City-wide Elements. The Second Amendment Cycle is just that: an amendment cycle, not a full update of the Comprehensive Plan.

There will be a significant lag between the approval by the Council of the Framework Element and the rest of the proposed amendments to the Comprehensive Plan. OP should provide updates to referenced data and information in the Framework Element as appropriate to ensure it is accurate and consistent with the rest of the document.

Because of the importance the Council has placed on the affordable housing production and retention, displacement, and the complexity of this issue, the Committee encourages OP to use this amendment cycle to more fully address these issues in the Land Use and Housing Elements. OP should also continue to address this issue in its Housing Systems Analysis work currently underway. The Committee encourages OP to develop additional tools and approaches to accommodate growth across the city, including consideration of ideas raised in the review of the Framework Element (such as the role of single-family zoning.)

There was significant public interest in addressing long-standing patterns of land use in the District that have resulted in segregation, and programs that have restricted access to housing and opportunities by race and class. The Committee encourages OP to specifically address these issues in its work on the remaining amendments and in its ongoing Housing Systems Analysis.

The Committee encourages OP to prepare policy “cross-walks” that identify Comprehensive Plan policies addressing key issues, such as affordable housing, equity, resilience, etc. The City of Minneapolis’ Comprehensive Plan provides a useful example.

The Committee encourages OP to undertake a full update to the Comprehensive Plan in the coming years, following the 2020 Census. There is clearly public interest in a broader discussion of the city’s future in the context of growth, and emerging issues and goals. Given the evolution of the last several amendment cycles, the Committee believes the District should reevaluate the comprehensive plan in whole in the coming years. Future updates should focus on a shorter, more integrated, clear, and user-friendly document.

The Committee requests that OP provide an update to the Council every two years that reports on action items and provides an opportunity to clarify policies.

The Committee shares the Executive’s concerns about the significant number of appeals of PUDs to the Courts. This is delaying development that can help accommodate the city’s growth, particularly in the area of affordable housing. The Committee is equally concerned that this may encourage developers to pursue matter of right development rather than undertake the PUD process, which fails to capture the opportunities inherent in the PUD process. As noted above, the Committee’s version is intended to provide appropriate clarity to address any ambiguity in the Comprehensive Plan language, including the GMP and FLUM categories and how they are used.

There are several other factors in the successful appeals of recent PUDs, including a less deferential, and understaffed Court of Appeals; orders that were not crafted effectively and thoroughly; new and more sophisticated appellants; and increased public concern about the impacts of growth and change. To provide greater clarity in the PUD process, these issues must be addressed, but not solely through the Framework Element.

In the FY 2020 Budget, the Council acted to move several of the Office of Attorney General (OAG) staff responsible for preparing Zoning Commission orders to the Office of Zoning (OZ), to provide greater oversight and resources to OZ, while enabling OAG to consider public interest issues relative to zoning matters without conflict of interest. The Council is committed to supporting OZ to ensure continued progress in well-crafted, complete orders issued in a timely fashion, recognizing the impressive work they have already done to reduce case backlogs and meet a goal of issuing orders within three months of a hearing.

Some members of the public noted that the proposed amendments could limit the ability to appeal. The Council notes that these amendments may affect the ability to successfully advance an appeal, but not the appeal process itself.

Conclusion

Bill 23-1, as refined in the Committee Print, contains important updates to the Comprehensive Plan Framework Element to provide updated demographic information, focus on affordable housing, and guidance to the Zoning Commission. The Committee therefore recommends approval of Bill 21-334 as reflected in the Committee Print.

II. LEGISLATIVE CHRONOLOGY

January 8, 2018	Bill 22-663, the “Comprehensive Plan Amendment Act of 2017,” is introduced by Chairman Mendelson at the request of the Mayor.
January 19, 2018	Notice of Intent to Act on Bill 22-663 is published in the <i>DC Register</i> .
January 23, 2018	Bill 22-663 is “read” at a Committee of the Whole regular meeting and the referral to the Committee of the Whole is official.
January 26, 2018	Notice of Public Hearing on Bill 22-663 is published in the <i>DC Register</i> .
March 20, 2018	A Public Hearing is held on Bill 22-663 by the Committee of the Whole.
January 3, 2019	Bill 23-1, the “Comprehensive Plan Amendment Act of 2017,” is introduced by Chairman Mendelson as submitted by of the Mayor.
January 22, 2019	Bill 23- is “read” at a legislative meeting and the referral to the Committee of the Whole is official.
January 11, 2019	Notice of Intent to Act on Bill 23-22 is published in the <i>DC Register</i> .
July 9, 2019	The Committee of the Whole marks up Bill 23-22.

III. POSITION OF THE EXECUTIVE

Eric Shaw, Director, Office of Planning testified on behalf of the Executive at the Committee’s public hearing on March 20, 2018. Mr. Shaw discussed the purpose of the plan and the community engagement attempted from OP beginning in 2015. He discussed the need for changes to the Framework Element and the process for evaluating amendments from the public to incorporate into the bill as submitted to the Council for its review. He also discussed the PUD process and potential fixes to perceived shortcomings in the process addressed in the OP draft.

IV. COMMENTS OF ADVISORY NEIGHBORHOOD COMMISSIONS

The Committee received a number of comments from Advisory Neighborhood Commissions and individual commissioners. Their testimony and any resolutions can be found as part of the Hearing Record on file with the Council’s Office of the Secretary.

V. SUMMARY OF TESTIMONY

The Committee of the Whole held a public hearing on Bill 22-663 on March 20, 2018. The substance of Bill 22-663 is identical to Bill 21-1. The testimony summarized below is from that hearing. Copies of written testimony can be found as part of the Hearing Record on file with the Council's Office of the Secretary.

Mark Eckenwiler, Commissioner, ANC 6C04, testified on behalf of ANC 6C in support of Bill 22-663. Commissioner Eckenwiler emphasized that the rising demand for housing has not been met with an adequate increase in supply. He also testified about the benefits of PUDs in the District and described bad faith interventions to delay the PUD process through appeals.

Beth Purcell, Capitol Hill Restoration Society, testified in opposition of Bill 22-663. Ms. Purcell testified that the framework as presented does not address present and future transportation needs, particularly commuter rail needs. She also testified that the Council should reject OP's attempt to water-down the Framework element through Bill 22-663.

Meg Maguire, Public Witness, testified in opposition of Bill 22-663. Ms. McGuire testified that the proposed framework language proposes a radical shift in power from the elected Council, the elected ANCs, and the citizens to the unelected Zoning Commission. She expressed the need for more affordable housing in the District and presented alternatives to achieve this.

Monte Edwards, Public Witness, testified in opposition of Bill 22-663. Mr. Edwards expressed concern that the proposed Framework changes would make it easier for the Zoning Commission to justify approving map amendments that would introduce uses into established neighborhoods that are incompatible with the neighborhood's character.

Kirby Vining, Public Witness, testified in opposition of Bill 22-663. Mr. Vining opined that the Zoning Commission approves almost everything it reviews and emphasized that the PUD appeal process is a right. He testified that the Framework Element as introduced includes language that would water down the Comprehensive Plan so much as to make almost any development "not inconsistent" with it, which would be a disadvantage to existing communities and the city.

Carol Aten, Public Witness, testified in opposition of Bill 22-663. Ms. Aten testified that she believes that the proposed amendments to the Framework Element are a serious threat to all our great neighborhoods. She expressed that the proposed amendments provide a "blank check" to the Zoning Commission and OP and remove any ability for neighborhoods to help guide their own development.

Judy Chesser, Public Witness, testified in opposition of Bill 22-663. Ms. Chesser expressed concerns with the lack of a public comment period and the watering down of definitions within the Framework Element. She testified that there is a great need to include a discussion on displacement, gentrification, and affordable housing within the Framework Element.

Stephen A. Hansen, Chair, Committee of 100 on the Federal City, testified in opposition of Bill 22-663. Mr. Hansen testified that the framework as introduced weakens the Comprehensive Plan with changes to its definitions and Future Land Use and General Policy maps. He shared concerns regarding the potential for the Zoning Commission to have unprecedented authority, making it easier for developers to expedite projects and lower the potential number of legal

challenges. Mr. Hansen emphasized that the Framework should not introduce significant policy changes, as such, Sections 222-228 should be stricken.

Barbara Kahlow, West End Citizens Association, testified in opposition of Bill 22-663. Ms. Kahlow described the approach to introduce the Framework Element separately as unprecedented and piecemeal and expressed discontent with the lack of process and public review for OP's introduced Framework amendments. Ms. Kahlow testified that executive's proposed changes creates unclear language that would impede the PUD appeal process in favor developers.

Sara Greene, Public Witness, testified in opposition of Bill 22-663. Ms. Greene expressed concerns with the process and lack of a public comment period throughout the comprehensive plan amendment cycle. Ms. Greene testified that the Framework elements do not properly address affordable housing, create uncertainty with changes to definitions, and prevent affected property owners and residents from appealing Zoning Commission decisions.

David Whitehead, Housing Program Organizer, Greater Washington, testified in support of Bill 22-663. Mr. Whitehead testified that the Framework Element needs to do more to address and prioritize affordable housing. He made suggestions as to how the Framework Element language could be amended to rectify these concerns. Mr. Whitehead emphasized that addressing affordable housing in the Framework Element is necessary, as the framework is the precursor for the rest of the comprehensive elements (one of which focuses solely on housing). He also opined that the comprehensive plan needs to address displacement in the District.

David Alpert, Founder and Executive Director, Greater Washington, testified in support of Bill 22-663. Mr. Alpert spoke specifically about housing affordability and expressed the need for clarity in the Comprehensive Plan about the need to create, preserve, and protect affordable homes. Mr. Alpert also emphasized that the recent spate of lawsuits has hindered the District's ability to provide much needed affordable housing and opined that the District needs a reliable process that integrates community input and provides certainty.

Cheryl Court, Policy Director, Coalition for Smarter Growth, testified in support of Bill 22-663. Ms. Cort testified that the Framework Element fails to address affordable housing. She described the DC Housing Priorities Coalition's amendment language that emphasizes a need for more affordable housing, stronger policies to prevent displacements, and more housing to keep up with demand. Ms. Cort also testified that there is a need for a functional PUD process to exchange zoning flexibility for community benefits, especially affordable housing.

Christine Roddy, Attorney, Goulston & Storrs, testified in support of Bill 22-663. Ms. Roddy testified that the proposed revisions help give much clarity to the Framework Element. She explained that the lack of such clarity has led to disagreement between the Zoning Commission and the Court of Appeals and has resulted in a significant delay in the delivery of new developments in the District, including affordable housing units and community benefits.

Renee L. Bowser, Commissioner, ANC 4D02, testified in opposition of Bill 22-663. Commissioner Bowser testified that the Framework Element as introduced weakens the comprehensive plan standards and loosens zoning requirements. She also stated that the recent PUD appeals ensure that the Zoning Commission does its job to manage development in the District in a reasoned way by listening to the input of public stakeholders and developers.

Jim Stiegman, Public Witness, testified in support of Bill 22-663. Mr. Stiegman testified about his experience with the PUD appeals process and expressed the need for clear, unmistakable language in the comprehensive plan revision.

Susan Kimmel, Chair, Ward3Vision, testified in support of Bill 22-663. Ms. Kimmel testified about her support for the Bill but expressed a need for affordability to be addressed in the Comprehensive Plan. She opined that the current amendments provide a solid foundation for future growth and shared that the PUD process enables public input to be integrated into development projects.

Naima Jefferson, Public Witness, testified in opposition of Bill 22-663. Ms. Jefferson testified that the Framework Element as introduced will not address the needs of District residents nor the development community and that the Mayor's view that the comprehensive plan is to help clarify the plan to the Court of Appeals is not sufficient rationale to amend the document. She also recommended that the Framework Element include equity and citizen participation as guiding principles.

Nick DelleDonne, Commissioner, ANC 2B04, testified in opposition to Bill 22-663. Commissioner DelleDonne classified the Framework Element as not an amendment, but rather, a rewrite. He also testified that the bill as introduced thwarts citizens' right to appeal PUD decisions and gives full discretion to the Zoning Commission.

John Wheeler, Public Witness, testified in support of Bill 22-663. Mr. Wheeler testified that the proposed Comprehensive Plan amendments are a step towards making things better. He also discussed the critical need for more multi-family housing near transit, especially for senior citizens.

Melissa Bondi, Mid-Atlantic State and Local Policy Director, Enterprise Community Partners, testified in support of Bill 22-663. Ms. Bondi testified that the current proposed amendments focus on clarifying the city's ability to approve development in exchange for community benefits through the public process. She added that the amends need to address affordable housing and displacement.

Patrick McAnaney, Public Witness, testified in opposition to Bill 22-663. Mr. McAnaney testified that the Council should amend the comprehensive plan in a way that allows us to build more housing to meet demand, prioritizes more affordable housing, and presents displacement of low-income residents. He urged the Council to look as serious long-term policy solutions for addressing our complex affordable housing crisis.

Claire Zippel, Policy Analyst, DC Fiscal Policy Institute, testified in opposition to Bill 22-663. Ms. Zippel urged OP to work with the Committee to emphasize affordable housing and displacements. She stated that housing options need to be equitably distributed throughout the city.

Eleanor Johnson, Public Witness, testified in opposition to Bill 22-663. Ms. Johnson testified that the Framework Element as introduced encourages overdevelopment and undermines the democratic process of being able to appeal. She also urged the city to reopen the amendment process to obtain more input from stakeholders.

Adam Weers, Principal, Trammell Crow Company, testified in support of Bill 22-663. Mr. Weers testified that PUD appeals have resulted in the delay of development projects and their

many public benefits to the surrounding communities and used his company's ten-year involvement with the McMillian redevelopment as an example. He emphasized that millions of dollars of benefits have been imperiled by a small group of activists. Mr. Weers stated that the changes proposed by OP are critical to addressing this issue.

Fay Armstrong, Trustee, DC Preservation League, testified in opposition to Bill 22-663. Ms. Armstrong testified about the importance of the appeals process as it relates to PUDs and expressed concerns that the framework amendment would negatively impact this right. Ms. Armstrong also testified that there is a need for clear guidance on use and density, especially as it pertains to zoning and preservation. She opined that this need is not addressed in the framework package.

Ellen McCarthy, Ward3Vision, testified in support of Bill 22-663. Ms. McCarthy drew from her 40 years of experience as an urban planner and as a former OP Director. Ms. McCarthy emphasized the importance of PUDs and the public benefits they can bring to communities and the District. Ms. McCarthy also testified that OP's amendments to the Framework are consistent with existing comprehensive plan language and emphasized the importance of flexibility in the comprehensive plan so that bodies like the Zoning Commission have the room to make land use decisions within the general guidance provided by the plan. Ms. McCarthy summarized that she supports the amendments with the provision that the Council adopt the language proposed by Greater Washington and the Coalition for Smarter Growth to include affordable housing priorities and mechanisms within the framework.

Alma Hardy Gates, Administrator, Neighbor United Trust, testified in opposition to Bill 22-663. Ms. Gates testified that the Framework Element favors development and creates vague implementation language that weakens the Comprehensive Plan. She also testified that the element is silent on displacement even though affordability and gentrification are a concern.

Larry Hargrove, Kalorama Citizens Association, testified in opposition to Bill 22-663. Mr. Hargrove testified that the Framework Element as introduced renders the Comprehensive plan so porous and open-ended, as to give the Zoning Commission almost unrestricted discretion. He added that the effect of this would result in depriving citizens of meaningful participation in formulating land-use in the District.

Allen Seeber, Public Witness, testified in opposition to Bill 22-663. Mr. Seeber raised concerns with OP's methodology in generating statistics that formulate policy change. Mr. Seeber also expressed concerns with the unknown flexibility that OP's vague language in the Framework Element would produce.

Gale Black, Commissioner, SMD 4A08, testified in opposition to Bill 22-663. Commissioner Black testified that the Comprehensive Plan is in need of clearer definitions. She opined that the Comprehensive Plan is pro-development and should protect low density single family stock.

Aja G. Taylor, Bread for the City, testified in opposition to Bill 22-663. Ms. Taylor testified that we should not move forward with the Comprehensive Plan amendment cycle without deeper engagement and without talking more about affordability.

Yesim Sayin Taylor, Executive Director, D.C. Policy Center, testified in support of Bill 22-663. Ms. Taylor applauded the Framework Element for seeking to resolve some of the legal issues facing PUDs and for supporting more development near transit. Ms. Taylor also testified

that the while the Framework Element is positive in very important ways, it falls short in addressing housing affordability and a stronger vision for inclusivity.

Joyce Robinson-Paul, Seniors Matter, testified in opposition of Bill 22-663.

Daniel Schramm, President, Brookland Neighborhood Civic Association, testified in opposition to Bill 22-663. Mr. Schramm emphasized that the Comprehensive Plan is an important guiding document for the city, especially in the face of unprecedented development pressure, and it should not be weakened. He also expressed the need for the Zoning Commission to properly explain its PUD approvals considering their inconsistency with the Comprehensive Plan.

Caitlin Cocilova, Staff Attorney, Washington Legal Clinic for the Homeless, testified in opposition to Bill 22-663. Ms. Cocilova testified that the process used by OP to create the Framework Element was illegitimate and hardly addresses homelessness and needs to better discuss statistics and information on homelessness.

Ellen Bass, Public Witness, testified in support of Bill 22-663. Ms. Bass spoke in favor of the Framework Element language affirming the flexibility to build more densely than zoning would otherwise allow using PUDs. She drew from her years as a longtime District resident and testified about how PUDs can enhance neighborhoods and provide needed housing but are sometimes defeated or delayed by anti-development advocates.

Tisha Cockrell, Commissioner, ANC 4B09, testified in opposition to Bill 22-663. Commissioner Cockrell expressed concerns with the process that OP used in developing the Framework Element and the lack of public comment that was allowed. She also testified about the lack of affordable housing available in the District.

Kesh Ladduwahetty, Chair, DC for Democracy, testified in opposition to Bill 22-663. Ms. Ladduwahetty emphasized that OP has not addressed a much-needed, long-term strategy for affordable housing in the District, as demonstrated in the Framework Element as introduced. She explained that to do so, OP needs to use solid data and analyze policies. Ms. Ladduwahetty also expressed concerns with giving the Zoning Commission and other agencies that regulate land use greater powers to interpret the Comprehensive Plan.

Evan Goldman, Public Witness, testified in support of Bill 22-663. Mr. Goldman explained that he is in support of the bill because he wants to see the Zoning Commission empowered to move great projects forward without fear of appeal. He testified that many public benefits and affordable units have been lost because of PUD appeals.

Charles Bien, AICP, Public Witness, testified in opposition to Bill 22-663. Mr. Bien testified that the criteria in sections 225 of the Framework Element are so general that almost anything goes. Mr. Bien also expressed that their needs to be a greater discussion about conversation and resources within the Framework Element.

Caroline Petti, Brookland Neighborhood Civic Association, testified in opposition to Bill 22-663. Ms. Petti testified that the Framework Elements obscure and obfuscate the clarity of the Comprehensive Plan and set the stage for eliminating or minimizing community input in development decisions. She also expressed the need for homeowners, residents, developers, and advocate to work together to address affordable housing.

Alexander Hondros, Director of Finance & Acquisitions, Menkiti Group, testified in support of Bill 22-663. Mr. Hondros testified that the current PUD process halts development

because it sets rigid guidelines and leads to an extreme level of development uncertainty. He opined that the Framework amendments will enable more responsible development and better projects in the District.

Mark Rengel, Vice President of Development, Menkiti Group, testified in support of Bill 22-663. Mr. Rengel testified that the Framework Element as introduced empowers the Zoning Commission to interpret the Comprehensive Plan and act in the best interests of the community. He added that the PUD process must be upheld as one of the District's primary planning tools to guarantee meaningful civic engagement.

Brian Burke, Executive Vice President, Menkiti Group, testified in support of Bill 22-663. Mr. Burke testified that there is a need to fix the PUD process so that the Comprehensive Plan's ambiguity can no longer be used to stop development projects. He explained that the halted projects have resulted in a delay of affordable housing units.

Bo Menkiti, Founder & CEO, Menkiti Group, testified in support of Bill 22-663. Mr. Menkiti spoke about his company's experience engaging with the Brookland community to deliver a development on Monroe Street that was rich in public benefits and received overwhelming community support. He explained that this project site is now sits empty after a series of appeals. Mr. Menkiti testified that the recent increase in PUD appeals has undermined the Zoning Commission's community-based PUD decision making process and has circumvented ANC's great weight.

Jamie Weinbaum, Executive Vice President, MidCity, testified in support of Bill 22-663. Mr. Weinbaum testified that predictability in the PUD process is important and emphasized the community benefits of PUDs.

Stefan Kronenberg, Public Witness, testified in support of Bill 22-663. Mr. Kronenberg testified that there is a tremendous need for housing in the District and that the Framework amendments need to pass so that the ambiguity of the Comprehensive Plan can no longer be used to hamper the growth. He also expressed the need for clear rules and incentives for everyone to adhere to rather than fighting in courts.

Aiden Jones, Public Witness, testified in opposition to Bill 22-663. Mr. Jones explained how the present and earlier Comprehensive Plans played a significant role in preserving the quality of life in vibrant residential neighborhoods. He emphasized that the District citizens need the continued protection of the present Framework Element in the face of "financial might of overly aggressive developers."

Madi Ford, Vice President and General Counsel, MidCity, testified in support of Bill 22-663. Ms. Ford explained the community benefits that the PUD process provides, such as developer funded affordable housing, infrastructure improvements, taxable revenue, and economic development. She testified that the Framework Element as introduced supports thoughtful and engaged development and will achieve the shared goals of a vibrant, inclusive and prosperous Washington.

Kymber Lovett-Menkiti, President of Sales, Menkiti Group, testified in support of Bill 22-663. Ms. Lovett-Menkiti drew from her own professional experience and explained how the PUD appeals process has held up the development of 901 Monroe street and 16 other projects, representing 5000 units of housing including more than 500 affordable units. She explained that

despite robust civic engagement, the self-interest of a few have frozen the progress of development projects in litigation.

Parisa Norouzi, Executive Director, Empower DC, testified in opposition to Bill 22-663. Ms. Norouzi explained that the zoning process is not a level-playing field and that there is a need to strengthen the Comprehensive Plan.

Jack Lester, Public Witness, testified in support of Bill 22-663. Mr. Lester testified that he is opposed to the abuse of the appeals process by activists whose actions have weakened the role of elected ANC commissioners and subverted the District's prerogative to determine its land use. He drew from his personal experience to demonstrate the ways in which neighborhoods and residents have benefited from change brought by development.

Paula Edwards, Public Witness, testified in opposition to Bill 22-663. She emphasized the poorly conceived language of the Framework amendments designed to obstruct rather than to clarify and the lack of reference to affordable housing. She also expressed her concern about the lack of any reference to transparency, data collection, or disclosure in the Comprehensive Plan as it relates to PUDs.

Graylin Presbury, President, DC Federation of Civic Associations, testified in opposition to Bill 22-663. Mr. Presbury emphasized the need to protect poor people in the PUD process by providing public access to the development planning process.

Benedicte Aubrun, Public Witness, testified in opposition to Bill 22-663. Ms. Auburn testified that the Framework Element as introduced favors developers, provides too much flexibility and authority to the Zoning Commission, and weakens definitions to vague descriptions. She expressed that the community wants its rights protected through a stronger plan, not a weaker and discretionary plan.

David Schwartzman, Chair, Political Policy and Action Committee, DC Statehood Green Party testified in opposition to Bill 22-663. He expressed the need for equitable development in the District and testified that the Framework Element should address displacement.

Alan Roth, Public Witness, testified in opposition to Bill 22-663. Mr. Roth testified that under the purview of the Deputy Mayor's Office for Planning and Economic Development ("DMPED"), OP problematically prioritizes economic development over planning and historic preservation. He emphasized that there are systemic changes that need to take place before the Comprehensive Plan can achieve what it is meant to do.

Nancy MacWood, Chair, ANC 3C, testified in opposition to Bill 22-663. Commissioner MacWood testified that the changes in the Framework Element enlarge the discretion of the Zoning Commission and marks an unacceptable transfer of power from the elected Council to the Zoning Commission. She also expressed great concern about the lack of necessary connection between OP's changes and the policy goals of the Comprehensive Plan, such as affordable housing.

Greg Rooney, Public Witness, testified in support of Bill 22-663. He testified that the new Framework Element will allow the city to grow in a manner that is consistent with our vision for stronger, richer communities. He also emphasized the need for new affordable housing in the District.

Dennis Williams, Tenleytown Neighbors Association, testified in opposition to Bill 22-663. Mr. Williams testified that the Council should use its legislative authority to set clear, well-defined policy priorities and principles to replace the vague and flexible language that bestows great discretionary authority on the Zoning Commission to approve projects that are at a higher density than currently allowed. He also emphasized the need to strengthen policies that balance growth with conservation of residential neighborhoods.

Barbara Morgan, Public Witness, testified in opposition to Bill 22-663. Ms. Morgan emphasized that reasonable controls are needed to balance density in the District.

Elizabeth Miller, Public Witness, testified in opposition to Bill 22-663. Ms. Miller testified that the Framework Element should afford a residential use a reasonable level of protection from incompatible uses and activities in high-density commercial land use categories in downtown zoning districts. She stated that this is necessary to ensure that downtown living is inclusive and functional for all.

Aakash Thakkar, Partner and Senior Vice President, testified in support of Bill 22-663. Mr. Thakkar testified that he wants to see the Zoning Commission empowered to move great projects forward without fear of appeal and that he supports the strengthening of the PUD process. He stated that he supports using the Framework Element to make affordable housing and anti-displacement a higher priority in the PUD process. Mr. Thakkar also emphasized the community benefits that are lost when PUDs are appealed, and projects put on hold.

Gail Fast, Commissioner, ANC 6D01, testified in opposition to Bill 22-663. Commissioner Fast expressed concerns with the lack of community involvement in the Framework amendment process. She testified that the Comprehensive Plan's Guiding Principles need to be consistent with the District's small area plans. Commissioner Fast also opined that the removing definition and replacing with descriptions make the Comprehensive Plan vague and open for too much interpretation.

Robert Robinson, Chair, DC Consumer Utility Board, testified in opposition to Bill 22-663. Mr. Robinson testified that the amendments further weakens the District's responsibilities to invest in its community and people and provide a sustainable future, particularly as it relates to DC Water.

Jean Stewart, Public Witness, testified in opposition to Bill 22-663. Ms. Stewart expressed concerns with sustainability, traffic problems, urban sprawl. She stated that the Framework's fuzzy terms are deliberately designed to remove accountability for development projects.

Mark Rosenman, Cleveland Park Citizens Association, testified in opposition to Bill 22-663. Mr. Rosenman presented the Cleveland Park Citizens Association's resolution in opposition to the bill. The resolution emphasized that if Bill 22-663 were enacted, it would have the clear effect of denying community residents and organizations effective use of judicial review. The resolution also expressed concerns with the ambiguous and vague definitions in the bill.

John Clarkson, Sr. Vice President, JBG Smith, testified in support of Bill 22-663. Mr. Clarkston expressed that there is a need for more affordable housing in the District and explained how PUDs help increase affordable housing stock. He testified that Bill 22-663 will help clarify the role of the Zoning Commission.

Tony Norman, Chairman, McMillan Park Committee, testified in opposition to Bill 22-663. Mr. Norman testified that the Council should strongly oppose any language in the Comprehensive Plan that would limit review by the DC Court of Appeals and that the Zoning Commission should operate under the purview of the Comprehensive Plan including the maps. He also emphasized the need to address affordable housing in the Comprehensive Plan.

Guy Durant, 200 Footers, testified in opposition to Bill 22-663. Mr. Durant summarized his experience with leading a PUD appeals case in opposition to the 901 Monroe Street project in Brookland. Mr. Durant recommended that the Framework Element address affordable housing. He also expressed concerns with making language in the Framework weak and unspecific and opined that this would make it impossible to hold developers and the Zoning Commission accountable by seeking interpretation from the courts.

Andrea Rosen, Public Witness, testified in opposition to Bill 22-663. Ms. Rosen testified about the housing crisis that the District faces and expressed that the Comprehensive Plan needs to be more prescriptive, rather than suggestive in addressing these issues. Ms. Rosen also shared her concerns with OP's growth projections and forecasts included in the Framework Amendments.

Abigail DeRoberts, Ward 5 Alliance for Equity, testified in opposition to Bill 22-663. Ms. DeRoberts expressed her concerns with OP's amendment process and lack of critical input from residents and accountability. She also testified about the lack of community input in the development process and opined that community concerns never seem to factor into Zoning Commission's final decisions.

Hannah Powell, Commissioner, ANC 5E03, testified in support of Bill 22-663. Commissioner Powell testified that the PUD process is working, and it is the communities that suffer most when developers are incentivized to pursue by right development. She also stated that the Comprehensive Plan needs more language addressing both the lack of affordable housing and the negative impacts of development.

Fredric N. Howe, Principal/Owner, Utility Professional Services, Inc., testified in support of Bill 22-663. Mr. Howe testified that the approval of the Framework Element as introduced would mean moving the ball forward and making the necessary legal changes to embrace the future and the positive impacts of development.

Rob Hudson, Commissioner, ANC 1B11, testified in support of Bill 22-663.

Wilson Reynolds, Commissioner, ANC 1C07, testified in opposition to Bill 22-663. Commissioner Reynolds testified that ANC 1C supports growth and supports density. He opined that many of the proposed amendments creates criteria so vague as to allow the Zoning Commission to reject the language of the Comprehensive Plan that almost everything goes. He expressed that this would disallow meaningful review by the Court of Appeals.

Alan Gambrell, Public Witness, testified in opposition to Bill 22-663. Mr. Gambrell testified about his concerns with the overly broad changes to the Framework Element's Generalized Policy Map and Future Land Use Map ("FLUM"). He testified that these changes do not provide enough specificity to guide the city forward on a predictable course and that these changes give too much discretion to OP and the Zoning Commission.

Lisa Hunter, Public Witness, testified in opposition to Bill 22-663. Ms. Hunter testified that the Framework amendments loosen the definition of density and emphasize that the Zoning

Commission need not consider the Comprehensive Plan as binding. She added that if adopted, the Council would be voluntarily ceding its authority to the Zoning Commission. Ms. Hunter expressed that the amendments are far from providing for an “inclusive city” and instead favor development.

Lydia Curtis, Public Witness, testified in opposition to Bill 22-663. Ms. Curtis testified about the lack of community and ANC input in the Comprehensive Plan amendment cycle. She also spoke about people’s personal experiences with displacement.

Anne Lane Mladinov, Commissioner, ANC 3B01, testified in opposition to Bill 22-663. Commissioner Mladinov expressed concerns with OP’s public comment period for the proposed amendments and the overall lack of community and ANC involvement. She made recommendations that the Council requires OP to engage in a meaningful way with the public for the remaining Comprehensive Plan amendments.

Jim Schulman, AIA, testified in opposition to Bill 22-663. Mr. Schulman testified that this concerns about the Framework Element relate to bad process, worse product, and the lack of independence of OP from the political preference and manipulations of DMPED. He expressed that the proposed changes shift the Comprehensive Plan from being a document grounded in the public interest with bright-lined delineations to one serving to obfuscate and enhance private benefit.

Eric Fidler, Public Witness, testified in support of Bill 22-663. Mr. Fidler spoke about the PUDs’ public benefits including producing more affordable housing. Mr. Fidler testified that the ANCs and the Zoning Commission, not the Court of Appeals, are the proper venues for community input on important neighborhood priorities.

William Jordan, Public Witness, testified in opposition to Bill 22-663. Mr. Jordan testified that the PUD process has underperformed.

Reginald Black, Public Witness, testified in opposition to Bill 22-663. Ms. Black expressed her concerns with displacement and homelessness in the District. She also shared her concerns with OP’s amendment process and lack of public involvement.

Michael Skena, Vice President of Development, MRP Reality, testified in support of Bill 22-663. Mr. Skena testified that he supports the bill because it corrects portions of the PUD process that have led to dozens of groundless appeals and have arrested development within the District for the last year and a half. He also expressed support for the additional amendment submitted by the Housing Coalition organized by Greater Greater Washington.

Andy Feeney, DC Grassroots Planning Association, testified in opposition to Bill 22-663. Mr. Feeney testified that the proposed amendments would be the same as giving developers a blank check to do almost anything they want, with no accountability to people living in affected neighborhoods. He also testified that there is a need to address affordable housing in the Comprehensive Plan.

Mary Alice Levine, Ward 3 Democratic Committee, testified in opposition to Bill 22-663. Ms. Levine testified that the proposed amendment water down definitions, so they are no longer clear standards and open to door to denser, higher development by right and to commercial development in residential neighborhoods. She also expressed the hope that the Council

strengthens the Comprehensive Plan to encourage preservation of and an increase in affordable housing.

Daniel Warwick, Chair, ANC 2B, testified in opposition to Bill 22-663. Commissioner Warwick spoke about the need for more affordable housing in Dupont Circle and across the District. He stated that ANC 2B wants to see more housing, more affordable housing, a protection against displacement in the Comprehensive Plan.

Paulette Tilghman, Public Witness, testified in opposition to Bill 22-663. Ms. Tilghman testified that OP's amendment cycle process ignored ANC and community input. She urged the Council not to take away citizens' rights again and to hold developers and the Zoning Commission accountable to the citizenry.

Megan Draheim, Public Witness, testified in opposition to Bill 22-663. Ms. Draheim testified that the Council should include language in the Comprehensive Plan that encourages well-placed development in all parts of the city, including neighborhoods like Cleveland Park. She also stated that the Comprehensive Plan should more directly and thoroughly address affordable housing and displacement.

Margaret Brown, Public Witness, testified on Bill 22-663.

John Feeley, Secretary, ANC 5B, testified in opposition to Bill 22-663. Commissioner Feeley presented ANC 5B's resolution in opposition to the Framework amendments. ANC 5B's resolution urged OP to proactively seek feedback from the community, citizen groups, and ANCs in re-consideration of the amendments before re-submitting them to Council. ANC 5B also asked that OP provide a full explanation of its proposed dramatic changes to the Framework Element.

Payton Chung, Chair, Smart Growth Committee, DC Sierra Club, testified in support of Bill 22-663 with recommended changes. Mr. Chung testified that the updated Comprehensive Plan should reference and embrace principles related to the environment and sustainability. Mr. Chung applauded OP's addition of section 207.3, regarding the need to implement advances in sustainable site development.

Dirk Bokeloh, Public Witness, testified in opposition to Bill 22-663. Mr. Bokeloh testified that the Comprehensive Plan needs to include a lot more language encouraging more housing, addressing affordable housing, and expressing the need to avoid displacement. Mr. Bokeloh drew from his own experience witnessing the city change.

Shirley Thompson-Wright, Vice President, Meadow Green Courts Resident Association, testified in support of Bill 22-663. She testified about the need to clarify the PUD process and the need more affordable housing. She particularly emphasized the need for these things in Ward 7.

Samantha Mazo, Counsel, Cozen O'Connor, testified in support of Bill 22-663. Ms. Mazo testified about the uncertainty with the PUD appeals process and the chilling effect it has had on developers in the District and the ability to provide affordable housing units. She emphasized that the proposed changes would clarify the PUD process and would not change the ability to appeal. Ms. Mazo summarized that the proposed changes are good for the city, the development community, and the public.

Dale W. Barnhard, Public Witness, testified in support of Bill 22-663. Mr. Barnhard testified that he supports the effort to streamline the process, give it more flexibility, and allow for

greater density in so far as this creates genuinely habitable human places. He added that he hopes to see the Framework Element used as a tool to create a revitalized Foggy Bottom Gateway.

Gary Pearce Barnhard, Public Witness, testified in support of Bill 22-663. Mr. Gary Pearce Barnhard testified that the current PUD process seems to depend more on court action rather than a negotiated confluence of interests. He stated that the revised Comprehensive Plan must revisit and rearchitect how the city orchestrates opportunities for development.

Justin Lini, Commissioner ANC 7D07, testified in opposition to Bill 22-663. Commissioner Lini expressed disappointment in the lack of equitable development and defense against displacement in the newly proposed Comprehensive Plan. Commissioner Lini also testified that the language in the Framework undermines the ability to project communities through the appeals process.

Sherice Muhammad, Chair, ANC 7D, testified in opposition to Bill 22-663. Commissioner Muhammad testified that OP's amendment process has been a total misrepresentation of reasonable governance. She also testified that the Framework rewrite shifts the document from one of clarify, specificity, and clearly delineated criteria to vague, loose, and difficult to determine criteria in favor of developers to the detriment of the community.

Anthony Lorenzo Green, Commissioner, ANC 7C04, testified in opposition to Bill 22-663. Commissioners Green shared the pressures of rampant development and testified that the framework needs to speak directly to affordable housing and homelessness, especially east of the river. He also expressed the need for more community input throughout OP's Comprehensive Plan amendment process.

Denis James, Public Witness, testified in opposition to Bill 22-663. Mr. James expressed concerns with OP's amendment cycle process and the lack of engagement with residents. He also shared concerns regarding the demographic changes in the Framework, the problematic language in the land use changes, and the lack of community guidance in PUD projects.

Benjamin Crane, Public Witness, testified in support of Bill 22-663. Mr. Crane testified that the Framework Element as amended fixes the broken PUD process that needs to be fixed. Mr. Crane also testified that the language in the Comprehensive Plan needs to be updated from 2006 to address the problems of today such as displacement.

Michael Whelan, Public Witness, testified in support of Bill 22-663. Mr. Whelan urged the Council to pass the amendments to the Framework Element that in his opinion would protect the PUD process from legal abuse and manipulation. He also spoke about the loss of potential community benefits and redevelopment as a result of the PUD process that is bogged down in legal challenges and obstructionism.

George Derek Musgrove, Public Witness, testified in opposition to Bill 22-663. Mr. Musgrove expressed concern with large development projects that fundamentally alter the character of neighborhoods. He testified that the Framework amendments would eliminate one of the few mechanisms that residents have for exerting their collective input on the development process.

Pastor Ricardo Payne, The Lighthouse Baptist Church, testified in support of Bill 22-663. Pastor Payne spoke about his positive interactions with developers who engaged and

collaborated with the community and how his church community has benefitted from redevelopment projects.

Chris Otten, Public Witness, testified in opposition to Bill 22-663. Mr. Otten testified that the Comprehensive Plan should strengthen the narrative to clarify issues including neighborhood character, planning protection, and community stability. He opined that instead, OP's amendments weaken these planning issues. Mr. Otten also testified that the Mayor, through OP is attempting to minimize the legislator's role in zoning and planning.

Kay Pierson Director, Community Reinvestment Division, testified in opposition to Bill 22-663. Ms. Pierson testified that the Framework Element lacks provisions to protect our communities from rampant displacement in new development projects. She emphasized that these issues have been prevalent in the Ward 8 community.

Gene Solon, Public Witness, testified in opposition to Bill 22-663. Mr. Solon expressed that we need a stronger comprehensive plan and high-quality development projects that take the community into account. Mr. Solon also emphasized a need for local representation on the Zoning Commission.

Matthew Johnson, Public Witness, testified in opposition to Bill 22-663. Mr. Johnson testified that the District needs more housing in every neighborhood and that the District is facing an affordability crisis. He also emphasized the issue of displacement.

Lisa Mallory, CEO, District of Columbia Building Industry Association (DCBIA), testified in support of Bill 22-663. Ms. Mallory expressed DCBIA's support for the Framework amendments and stated that the Framework will provide clarity on the authority of the Zoning Commission. She also spoke about the delay in development and affordable housing that results from the PUD appeals process and how the bill as introduced would alleviate this problem.

Brad Fennel, President and Chair, DCBIA, testified in support of Bill 22-663. Mr. Fennel testified that the Framework amendments would clarify conflicting information within the Comprehensive Plan that has led the courts to undermine decisions made by the Zoning Commission undoing the negotiations that ANCs and others have done during the PUD process. He also testified that the PUD appeals process has resulted in an overall reduction in housing in the District, including affordable housing.

Jeff Utz, Co-Chair, DCBIA's Public Policy Committee, testified in support of Bill 22-663. Mr. Utz testified that the proposed amendments to the Framework Element clarify some of the issues that have been raised by courts in PUD appeals. He opined that the amendments don't eliminate or weaken prior limitations on development but rather, they clarify existing language with existing intent.

Jeremiah Montague, Jr., First Vice President, Woodridge Civic Association, testified in support of Bill 22-663 with modifications. Mr. Montague testified about the plan's lack of a discussion regarding residential development in the Upper Northeast, and specifically in the Woodridge Neighborhood. He also emphasized the need for the Framework to discuss transit and infrastructure advancements.

Justin Godard, DC Grassroots Planning Coalition and Metro DC Democratic Socialists of America, testified in opposition to Bill 22-663. Mr. Goddard testified about the negative effects that the framework amendments would have on affordable housing in the District. Mr. Goddard

expressed that the PUDs that the amendments seek to address only provide a small number of affordable units for studios and one-bedroom units at a price level outside the needs of lower-income households.

Michael Sindram, Public Witness, testified in opposition to Bill 22-663. Mr. Sindram testified about his concerns with the Metropolitan Bike Trail.

Brook Hill, Equal Justice Works Fellow, testified in opposition to Bill 22-663. Mr. Hill testified that there is an affordable housing crisis in the District that disproportionately impacts African Americans. He urged the Council to commit to fulfilling its obligation to affirmatively further fair housing by refusing to grant the Zoning Commission greater authority to approve height and density exceptions to the zoning map through the proposed amendments.

James Shabazz, Organized Vendors for Economic Cooperation, testified in opposition to Bill 22-663. Mr. Shabazz testified about the need to reverse the effects of gentrification in the District and how control of and ownership of public spaces will empower a Black Economic Development Renaissance. He also expressed discontent with the District Government ceding public territories to developers.

Abigail Lynch, Public Witness, testified in support of Bill 22-663 with modifications. Ms. Lynch urged the Council to amend the Framework Element to more clearly describe the need for below-market rate housing, more clearly describe and discuss the risk of displacement of lower-income households and recommend anti-displacement policies and practices.

Richard Day, Public Witness, testified in support of Bill 22-663 with modifications. Mr. Day commended OP for updating the future land use definitions to support more housing flexibility. Mr. Day testified that the Comprehensive Plan needs to address the housing shortage and ensure more equitable housing in the District.

Raanan Barach, Public Witness, testified in support of Bill 22-663. Mr. Barach opined that many PUD decisions are being made in court rather than through the extensive process of community input that PUDs entail. Mr. Barach also testified that the Comprehensive Plan needs to address displacement.

Kevin Horgan, Public Witness, testified in opposition to Bill 22-663. Mr. Horgan testified that the bill as introduced would decrease affordability and accelerate displacement of existing working-class residents. He expressed concerns about development in his Trinidad neighborhood and spoke about the rising house prices and developments that are so large that it condemns neighbors to living in the shadows.

Claudia Barragan, Public Witness, testified in opposition to Bill 22-663. Ms. Barragan encouraged the Council to amend the Framework Element to include constituents' submitted text. She expressed concerns with OP's Comprehensive Plan amendment process and strongly suggested that OP conduct a second public review of the Framework Elements including references and sources for amendments.

Sophat Soeung, Public Witness, testified in support of Bill 22-663 with modifications. Mr. Soeung drew from his personal experiences growing up in Cambodia and making Washington, DC his home. Mr. Soeung testified that the framework element should be amended to include policies that promote affordable housing, prevent displacement, and keeps the city diverse and interesting.

Sarah Greenbaum, Artistic & Community Manager, Dance Place, testified in opposition to Bill 22-663. Ms. Greenbaum testified that she hopes to see more artist living space in the Comprehensive Plan.

Dawn Boutelle, Public Witness, testified in opposition to Bill 22-663. Ms. Boutelle opined that OP doesn't have the District neighborhoods' interests in mind during this comprehensive plan amendment cycle.

Gordon Chaffin, Public Witness, testified in support of Bill 22-663 with modifications. Mr. Chaffin testified that the Framework Element should be amended to enable greater affordable housing, including more variety of housing, including tiny homes. He also testified that the bill should protect against housing displacement.

Tim Hampton, Public Witness, testified in opposition to Bill 22-663. Mr. Hampton expressed discontent with OP's amendment process and the fact that OP did not amend the Comprehensive Plan's guiding principles at all. He also testified that there is a need for a plan to build more housing.

Salim Furth, Public Witness, testified in opposition to Bill 22-663. Mr. Furth emphasized the need for affordable housing options in the District. Mr. Furth also testified that the Council has the authority to determine how the character of the city evolves and suggested taking a broad, mixed density approach.

Lori R. Leibowitz, Esq., Senior Staff Attorney, Neighborhood Legal Services Program, testified in support of Bill 22-663 with modifications. Ms. Leibowitz testified that there is a need to address and include affordable housing the Comprehensive Plan and Framework Element. She emphasized that we need a plan for where and how we will create affordable housing and a plan to address displacement.

Neil Flanagan, Public Witness, testified in support of Bill 22-663 with modifications. Mr. Flanagan asked the Council to amend and pass the Framework Elements. Mr. Flanagan emphasized that the Framework needs to be amended to include language that makes the plan's first priority the creation of housing at multiple levels of affordability in all eight wards and implement strategies to prevent displacement.

Emily Baer, Associate, G. Macy Nelson, testified in support of Bill 22-663 with recommendations. Ms. Nelson expressed concerns regarding the development of large-scale retailers in the District. She summarized that the amendment process allows the District to alter its comprehensive plan to important new information and to adapt to changing circumstances.

Fredrica Kramer, Near SE/SW Community Benefits Coordinating Council, testified in opposition of Bill 22-663. Ms. Kramer expressed concern that the ANCs had not reviewed the amendments before their consideration before the Council. Ms. Kramer also testified that the Framework should not be adopted sperate from a full set of amendments to the detailed Elements, and fully vetted by the community.

Ari Theresa, Stoop Law, testified in opposition of Bill 22-663. Mr. Theresa emphasized the importance of preserving individuals' right to appeal Zoning Commission decisions. He used examples of recent appeals, including McMillian and Barry Farm. Mr. Theresa testified that the vagueness of the comprehensive plan is troubling.

Ashley Williams, Public Witness, testified in opposition of Bill 22-663. Ms. Williams testified that the increase in rental costs, a decrease in the number of affordable units available, and stagnant wages has resulted in more and more low-income workers unable to afford to live in the cities they work in. She stated that the proposed amendments to the Comprehensive Plan will continue this trend of a lack of affordable housing.

Molly Vetter, Public Witness, testified in opposition of Bill 22-663. Ms. Vetter emphasized the need for a comprehensive plan that adequately addresses the affordable housing crisis and displacement in the District. She testified that currently, the Comprehensive Plan does not reflect the spirit of inclusivity and diversity and she discussed the need for this.

Otis Winfield, Public Witness, testified in opposition of Bill 22-663. Mr. Winfield testified that good developers do not circumvent the PUD process.

Robin Diener, President, Dupont Circle Citizens Association, testified in opposition of Bill 22-663. Ms. Diener testified that the Comprehensive Plan needs to be strengthened. She emphasized looking beyond simply relying on Inclusionary Zoning units to provide affordable housing in the District and referenced the other affordable housing tools laid out in the Comprehensive Plan's later chapters. Ms. Diener also discussed the need to mandate Small Area Plans.

Glenn Engelman, Vice President, Dupont Circle Citizens Association, testified in opposition of Bill 22-663. Mr. Engelman expressed his support of increasing affordable housing stock in the District. He testified that the proposed changes have little if anything to do with affordability and are merely designed to provide an open field for granting the wishes of developers with little regard to the existing character of neighborhoods or the needs of citizens.

Lance Salonia, Chair of Regulatory Committee, Dupont Circle Citizens Association, testified in opposition of Bill 22-663. Mr. Salonia testified that OP's proposed amendments would permit the unelected Zoning Commission to substitute its own judgement as to use and density.

Dorothy Douglas, Commissioner, ANC 7D03, testified in opposition of Bill 22-663. Ms. Douglas expressed concerns about the favoritism to developers that the Framework amendments present. She also testified about concerns regarding displacement in the District.

Bob Ward, Public Witness, testified in opposition of Bill 22-663. Mr. Ward testified that the Comprehensive Plan needs to directly address affordable housing for all parts of the District. He emphasized the need for the Comprehensive Plan to balance competing priorities such as preservation and increasing housing supply.

Karen Ramsey, Public Witness, testified in opposition of Bill 22-663. Ms. Ramsey testified about the loss of neighborhood character in affordable housing. She also expressed concerns that the bill gives too much authority to the Zoning Commission and that the bill hasn't gone through a solid process for people to engage.

Robert Schafer, Public Witness, testified in opposition of Bill 22-663. Mr. Schafer shared that he is a Trinidad resident who wants to stay in his neighborhood. He expressed the need to preserve places where families can stay for years. Mr. Schafer stated that he opposes the amendments to the extent that they weaken the ANC's ability to influence the Zoning Commission's PUD proceedings.

Berlin Dean, Public Witness, testified in opposition of Bill 22-663. Mr. Dean shared that he is a longtime District resident who is involved with Empower DC. He referenced to history and facts that in his opinion, justify why the Comprehensive Plan is not a workable plan that should be. Mr. Dean also stated that the Comprehensive Plan should be scrutinized.

Andrew Altman, Public Witness, testified in opposition of Bill 22-663. Mr. Altman drew from his experience as former Director of OP and emphasized the importance of the Comprehensive Plan as the foundation of growth in the city and stated that we can't take growth for granted when rewriting the Comprehensive Plan. He expressed the need for more housing and density and the need to connect these to transit. Mr. Altman also shared that small area plans can help ensure equitable growth.

Laura Richards, O Street Neighbors & Friends, testified in opposition of Bill 22-663.

Iola Anyan, Public Witness, testified in opposition of Bill 22-663.

David Poms, Public Witness, testified in opposition of Bill 22-663. Mr. Poms testified about the need to address affordable housing and displacement in the Comprehensive Plan. He emphasized that we must increase the creation of new public housing and not expect the private developers to do it for us.

Holly Muhammad, Commissioner, ANC 8A01, testified in opposition of Bill 22-663. Commissioner Muhammad testified that the ANCs and community must have the opportunity to review, discuss, and comment on the proposed amendments to the Comprehensive Plan. She also expressed that discretion doesn't belong in planning language and that instead, the language needs to be precise to address displacement. Commissioner Muhammad also commented that the right to appeal PUD decisions is a basic right.

Nicholas Burger, Commissioner, ANC 6B, testified in support of Bill 22-663. Commissioner Burger testified that ANC 6B recommends that the Council support the proposed changes to the Framework based on the principle that we should embrace change, focus on increasing affordable housing, improve education and the local economy, and allow for inclusivity.

Eric Shaw, Director, Office of Planning, testified in support of Bill 22-663. His testimony is summarized above.

The Committee also received written testimony that can be found in the Hearing Record.

VI. IMPACT ON EXISTING LAW

Bill 23-1 amends the Framework Element of the District Elements of the Comprehensive Plan for the National Capital. The official version of the final District Elements only appears as a hard copy volume of Title 10, Part A of the District of Columbia Municipal Regulations pursuant to section 9a of the District of Columbia Comprehensive Plan Act of 2004, effective April 10, 1084 (D.C. Law 5-76; D.C. Official Code § 1-301.66).

VII. FISCAL IMPACT

The attached July 8, 2019 fiscal impact statement from the District's Chief Financial Officer (CFO) states that funds are sufficient in the FY 2019 through FY 2023 budget and financial plan to implement Bill 23-1.

VIII. SECTION-BY-SECTION ANALYSIS

<u>Section 1</u>	States the short title of Bill 21-334.
<u>Section 2</u>	Contains the Framework Element text.
<u>Section 3</u>	Fiscal Impact Statement.
<u>Section 4</u>	Establishes the effective date by stating the standard 30-day Congressional review language and anticipates review by the National Capital Planning Commission.

IX. COMMITTEE ACTION

X. ATTACHMENTS

1. Bill 21-1 as introduced.
2. Letter from OP, August 2018.
3. Fiscal Impact Statement for Bill 23-1.
4. Legal Sufficiency Determination for Bill 23-1.
5. Comparative Print for Bill 23-1.
6. Committee Print for Bill 23-1.

COUNCIL OF THE DISTRICT OF COLUMBIA
1350 Pennsylvania Avenue, N.W.
Washington D.C. 20004

Memorandum

To : Members of the Council

From : 
Nyasha Smith, Secretary to the Council

Date : January 03, 2019

Subject : Referral of Proposed Legislation

Notice is given that the attached proposed legislation was introduced in the Office of the Secretary on Thursday, January 3, 2019. Copies are available in Room 10, the Legislative Services Division.

TITLE: "Comprehensive Plan Amendment Act of 2017", B23-0001

INTRODUCED BY: Chairman Mendelson as submitted by the Mayor

The Chairman is referring this legislation to the Committee of the Whole.

Attachment

cc: General Counsel
Budget Director
Legislative Services



MURIEL BOWSER
MAYOR

January 8, 2018

The Honorable Phil Mendelson, Chairman
Council of the District of Columbia
1350 Pennsylvania Avenue NW, Suite 504
Washington, DC 20004

2018 JAN -8 AM 10:50
OFFICE OF THE
SECRETARY

Dear Chairman Mendelson,

Today, I am transmitting to the Council of the District of Columbia legislation entitled, the Comprehensive Plan Framework Amendment Act of 2018. The purpose of this legislation is to approve the text amendments to the Framework Element contained in the Comprehensive Plan Framework Amendment Act of 2018, which was an initiative led by the Office of Planning (OP).

The 2006 Comprehensive Plan is the District's 20-year blueprint for the city, laying the framework for the growth and development of the District. The Comprehensive Plan includes over 600 action items and provides guidance on monitoring, evaluating, and amending the document. It recommends a review and amendment every four to five years. The first amendment, the Comprehensive Plan Amendment Act of 2010, was approved in 2011.

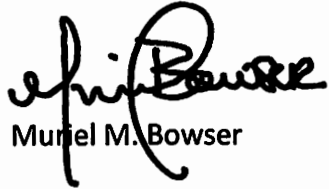
OP initiated the process to amend the Comprehensive Plan in March 2016. Numerous residents, property owners, and other stakeholders participated in a broad range of engagement opportunities to gain an understanding of the Comprehensive Plan Second Amendment process. The amendment process included an Open Call from March 24 to May 26 for the public to propose amendments. The Open Call period was extended for an additional month to June 23 in response to requests from Advisory Neighborhood Commissions (ANCs) and other community groups.

The attached Bill reflects the proposed amendments to the Framework Element of the Comprehensive Plan with the purpose of correcting technical errors; reflecting current District planning priorities and best practices; and refining land use descriptions to more clearly reflect longstanding District policy. We consider this Framework Element of utmost importance to finalize the remaining amendment process. The Framework Element is being brought forward first as a stand-alone piece of legislation in a two-phased approach to amend the Comprehensive Plan. The remaining elements and two maps will be brought forward at a later date.

Once enacted, the "Comprehensive Plan Framework Amendment Act of 2018" will provide current data and clarified definitions that are needed to ensure responsive deliberation regarding land development within the District and carrying out the policies of the District of Columbia Comprehensive Plan.


I urge the Council's prompt and favorable enactment of this legislation.

Sincerely,

A handwritten signature in black ink, appearing to read "Muriel M. Bowser". The signature is stylized with a large, looping "M" and "B".

Muriel M. Bowser

Enclosures


Chairman Phil Mendelson
as submitted by the Mayor

A BILL

IN THE COUNCIL OF THE DISTRICT OF COLUMBIA

To amend the District of Columbia Comprehensive Plan Act of 1984 to modify the Framework Element to reflect updated data and analysis of forces driving change and growth projections, and to clarify land use designations and how to use the Generalized Policy Map and Future Land Use Map to reflect longstanding policy.

BE IT ENACTED BY THE COUNCIL OF THE DISTRICT OF COLUMBIA that this act may be cited as the “Comprehensive Plan Amendment Act of 2017.”

Sec. 2. The District of Columbia Comprehensive Plan Act of 1984, effective April 10, 1984 (D.C. Law 5-76; D.C. Official Code § 1-306.01, et seq.) is amended as follows:

(a) Section 3 (Title 10-A DCMR) is amended as set forth in the following table:

Page number	10A DCMR citation	Amended or new text (New or replacement language shown in underline. Repealed text shown in strikethrough.)
2-1	200.3	They show how and where the District expects to add households, people, and jobs between 2005 and 2025, <u>and adds an extended forecast through 2045.</u>

Page number	10A DCMR citation	Amended or new text (New or replacement language shown in underline. Repealed text shown in strikethrough.)
2-1	200.5	Finally, the Element describes the Comprehensive Plan <u>Generalized</u> Policy Map and the Future Land Use Map <u>and discusses capital investments in infrastructure and facilities.</u> The Policy Map “tells the story” of how the District is expected to change during the next two decades. It highlights the places where much of the city’s future growth and change is expected to occur and sets the stage for the Elements that follow. The Future Land Use Map shows the general character and distribution of recommended and planned uses across the city. Both maps carry the same legal weight as the text of the Comprehensive Plan. <u>The discussion of capital investments frames the major infrastructure challenges the District faces now and for the foreseeable future.</u>
2-2	201.1	The sections below describe the forces driving change in the District of Columbia and outline the implications of these forces for the District’s future. <u>The Comprehensive Plan seeks to address these implications in order for the District to become a more inclusive, and resilient city.</u>
N/A	201.2 (new)	<u>Resilience in the District is defined as the capacity to thrive amidst challenging conditions by preparing and planning to absorb, recover and more successfully adapt to adverse events. Resilience planning involves creating solutions that reduce negative impacts to the Forces Driving Change, by capitalizing on positive impacts, and diminishing any negative ones that may increase vulnerabilities of residents and systems. A resilient DC builds or expands social and economic systems within and across places to bring people together to assist each other as a community in times of need. Finally, achieving a more resilient DC calls for public and private collaborations – among District agencies and between District and federal agencies, the private and non-profit sectors and regional partner.</u>
N/A	202.05 (new)	<u>Since 2006, when the Comprehensive Plan was adopted, the District has reestablished its position at the center of the region. Rapid population and job growth has made the District one of the fastest growing large cities within the metropolitan region and in America as a whole. Decades of prior loss meant that by 2000 D.C.’s share of the region had declined to just 12 percent of the region’s population and 25 percent of its jobs. However, the District is now regaining its share of vitality within one of the country’s most economically dynamic metropolitan areas.</u>
2-2	202.1	Between 1980 2006 and 2005 2016, the Washington metropolitan area grew by almost 50 17 percent, increasing from 3.4 5.2 million to 5.0 6.1 million residents. More than 1.2 million 2.60.000 jobs were added during this period, an increase of almost 70 9 percent. <u>It is now the</u>

Page number	10A DCMR citation	Amended or new text (New or replacement language shown in underline. Repealed text shown in strikethrough.)
		<u>sixth largest metro area in the nation.</u> This type of growth might not be surprising in a sunbelt city like Houston or Los Angeles, but <u>as part of</u> in the urban northeast, these statistics are truly impressive. Greater Washington is the fastest growing large metropolitan area in the country outside of the South and West. This growth has been accompanied by unprecedented urban sprawl—the region has actually become less dense as it has added people and jobs. Metropolitan Washington now sprawls across 4,000 <u>4,500</u> square miles of the Middle Atlantic States.
2-2	202.2	<u>The District captured a greater share of this regional growth than expected. In 2006, the perceived difficulties of urban infill development along with other factors resulted in</u> Growth has changed the District's role within the region. In 1950, the District had 46 percent of the region's population and 83 percent of its jobs. By 2000, it had just 12 percent of the region's population and 25 percent of its jobs. Given the city's finite land area, this trend is expected to continue. Even <u>even</u> the most ambitious projections show <u>showing</u> the District with a diminishing share of the region's population and jobs in the future.
2-2	202.3	A declining share of population and jobs does not necessarily suggest a less important role, however. Our <u>Instead, our</u> position as the nation's capital, our historic and unique neighborhoods, and our cultural and urban amenities will keep <u>received renewed interest and attracted</u> residents to move, start families, and/or retire in the city the city vital. In fact, these attributes have already placed a premium on Washington as it has become more distinct from the vast and relatively new suburbs growing up around it. <u>With this renewed interest, the District can maintain a growing share of the region's population and jobs.</u>
2-2	202.4	<u>There are signs that the region will do a better job of balancing growth between jobs and households over the next 30 years. In 2006,</u> There are warning signs that regional growth may be out of balance, however. The <u>the</u> “inner ring” suburbs of Montgomery, Prince George's, and Fairfax Counties are <u>planned to add 620,000 jobs</u> during the next 25 years <u>by 2030,</u> but only 273,000 households. Similar jobs-housing imbalances appear <u>existed</u> in Arlington, Alexandria, and even in counties on the suburban fringe. If the region continues <u>had continued</u> to growing <u>this way,</u> more workers will <u>would have had to seek</u> housing outside the region, creating more congestion, more sprawl, <u>greater environmental impacts,</u> and more expensive housing in the region's core. The <u>Such a</u> jobs-housing imbalance may <u>could</u> fuel demand for housing <u>and drive up costs</u> in the District as suburban residents seek to reduce their commuting times by moving closer to

Page number	10A DCMR citation	Amended or new text (New or replacement language shown in underline. Repealed text shown in strikethrough.)
		their jobs. However, <u>the Cooperative Forecast section below demonstrates a shift toward more housing within the inner suburbs that should moderate the jobs-housing imbalance.</u> the opposite may occur if jobs move further away and the workforce follows.
N/A	203.01 (new)	<u>The District continues to be an attractive place to live and work as evidenced by the continued growth in its population. The District's total population was 681,170 as of July 2016 – a figure not seen since the 1970s. The District grew by over 110,000 or 19.5 percent since the Comprehensive Plan was developed in 2006. This trend puts the District on track to bypass its previous 1950 peak population of 802,000 within the next two decades. The District experienced the largest share of this growth (79,000 residents) in the six years since the 2010 decennial census. The main drivers of this increase in the population since 2006 were natural increase (birth minus deaths), followed by international and domestic migration. This District's strategy of attraction and retention has been successful as net domestic migration moved from being negative in 2006 to positive with an increase of over 2,000 people each year since 2009. Washington, DC also has attracted and retained a net of more than 4,000 new international residents annually. This growth is part of the tremendous churn in the District's population as roughly nine to 10 percent of the city's population move out or move into the city every year.</u>
N/A	203.02 (new)	<u>The largest component (69 percent) of in-migration since 2006 consisted of young adults who tended to be white and college educated. This influx of new residents caused a shift in the demographic makeup of many of the city's neighborhoods in several ways. First, the education levels of recent migrants enabled them to accept higher wage entry-level positions than many existing residents. Second, their incomes grew faster as they received pay increases, promotions and new jobs. Third, they stayed in D.C., met and decided to start families. In 2006, married couples made up only 22 percent of households, yet since 2006 they represented over half of the 31,000 new households. Even though fertility rates are down, including for single and teen mothers, the big increase in married couples has been a major reason for the significant increase in births in the city. A mini-baby boom has occurred, increasing the number of births in D.C. from an average of 7,700 per year in early 2000s to over 9,500 per year by 2015.</u>
N/A	203.03 (new)	<u>Recent migration patterns of those leaving the District suggest conditions cause the city to lose certain types of households. While those moving to DC tended be young adult white individuals either with or seeking higher education, those moving out tended to be parents and their children, older adults, and blacks. The single largest</u>

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		<u>destination for those leaving the city was Prince Georges County and the next was Montgomery County, Maryland. Even with the higher rates of out migration of parents with children, older adults, and blacks; the population of all three groups in the District is one again growing in the District.</u>
2-3	203.1	<u>Recent in and out migration patterns are in sharp contrast to the decades prior to 2006 when One one of the most well documented trends to affect the District over the last five decades is was the loss of population. In 1950, Washington had 802,000 residents and was the 9th largest city in America. By 2000, Washington's population had dropped to 572,000, and it ranked 21st in size among U.S. cities. Between 1970 and 2000 alone, the number of people living in the District of Columbia dropped by almost 25 percent. Despite the District's rapid population growth since 2006, the city is now the 22nd largest in the nation as other cities have grown even faster.</u>
2-3	203.2	Population decline change since 1980 has affected different parts of the city in different ways. <u>The maps in Figure 2.1 shows illustrate these changes by neighborhood cluster and show the decline in population changes that occurred from 1980 to 2000, and where population increased from 2000 to 2015 by neighborhood cluster. Prior to 2000, the The vast majority of the decline has occurred in areas east of I6th Street.</u>
N/A	203.2a (new)	<u>Figure 2.1 demonstrates how much of the population growth was concentrated in the neighborhoods of Central Washington, particularly those hit hard by the 1968 riots. In these neighborhoods, the riots created a waiting supply of vacant and underutilized land in what has become a desirable, central location. Since the year 2006, accelerating demand to live in these neighborhoods has resulted in increasing housing costs, placing tremendous pressure on lower income households and threatening their ability to remain. As an example, between 2009 and 2015 the Shaw neighborhood saw the average median household income rise by 58 percent from \$57,344 to \$90,317.</u>
2-3	203.3	<u>Figure 2.1: Population Change by Neighborhood Cluster, 1980-2000 & 2000-2015 (See Appendix)</u>
2-3	203.4	<u>Unlike the experience of other major cities, the loss of population in Washington was not the result of "white flight." In fact, between 1980 and 2000, African-Americans blacks registered the largest decrease among the city's racial groups, dropping in population by almost 100,000. This trend continued between 2000 and 2010 as the District's population of blacks declined by another 38,000 to 305,125. Many blacks left the city for the suburbs, or migrated to other parts of the country because of family ties, increased opportunities and lower cost</u>

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		<u>of living. However, since 2010, the population of blacks stabilized and started to grow again, rising to 325,190 by 2016, but now represents 48 percent of the District's population. The District's black population tends to be both younger with a greater percentage of under 18, and older with greater share over 64 than the rest of the District. Challenges persist, as black households tend to earn 45 percent less than white households and a greater percentage families tend to be headed by single female head of household. While the city's black population is forecasted to continue to increase numerically, it will remain below 50 percent of the total population through 2025.</u> This drop was partially offset by increases in the city's Hispanic and Asian populations.
N/A	203.4a (new)	<u>Figure 2.2 illustrates how population distribution by race in D.C. has changed from 1890 through to 2010. It also shows how there have been steady increases in the city's Hispanic and Asian populations; growing to 74,422 and 28,251 residents respectively by 2016. Growth of Hispanic residents started in the 1980s with foreign migration from countries like El Salvador, and has since shifted to migration from Mexico, Puerto Rico and the net natural increase from existing residents.</u>
N/A	203.4b (new)	<u>Figure 2.2 Population of DC by Race: 1890 – 2010 (See Appendix)</u>
2-4	203.5	While population loss after 1950 was significant, the decline in the number of households has been was much less dramatic.
2-4	203.6	The forecast in the 2006 Plan predicted fairly accurately that Looking forward, the city's expects household size would to continue falling through 2010, and then stabilize. According to the US Census, the percentage of seniors older residents is expected to increase as "baby-boomers" retire, and as is the percentage of foreign born residents, particularly those of Hispanic origin, is expected to rise. The District is expected to continue to be a magnet for the region's young professionals and empty nesters. Its ability to attract <u>and retain young households and families with children rests largely on its ability to improve the quality of public education and address basic issues like crime, service provision, and housing affordability. Programs such as the provision of free universal pre-school for three and four year olds appear to have been instrumental toward this goal. The degree to which the District's family-sized housing stock can be retained or expanded, and remain affordable is also critical. The Looking Forward: Growth Forecasts section discusses in greater detail the expected increase in children and average household size.</u>
2-5	204.1	On the surface, Washington's economic picture would appear to be is the envy of most cities. There are more jobs than residents, and nearly

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		<p>three times more jobs than households. In 2005, there were some 740,000 <u>715,000</u> jobs in the District, an increase of about 30,000 <u>32,000</u> jobs since 2000. <u>The city's economic vitality has continued to strengthen rapidly since then as the city added 83,000 new jobs for a total of 798,000 in 2015. At the same time the District's economy has reduced its dependency on federal employment as growth in Professional Services, Health, Education and Hospitality have outpaced growth in federal employment.</u> Wages in the region are among the highest in the nation.</p>
2-5	204.2	<p>With these statistics, one might assume that every District resident who is able to work is gainfully employed. Yet the <u>Job growth has led to declining unemployment. After peaking above 10 percent in 2011, unemployment has dropped to 6.1 percent in 2016. The diversity of job growth has reduced unemployment across race, education, and geography. More than that, both high and low wage jobs provide critical public and private goods and services that add vitality to the District. Despite the gains and a favorable ratio of jobs to residents, the city's unemployment rate is still relatively high, hovers hovering between 6 and 9 percent, and is consistently almost double the rate for the region as a whole. Unemployment rates in certain areas such as Far Southeast/Southwest seen in Figure 2.3 are still four to five times as high as the region's and disproportionately affect black residents. Many District residents do not have the skills to fill the white-collar jobs that drive the city's economy. More than 70 percent of the jobs in the District are filled by workers who live in Maryland and Virginia. In fact, The District is one of the region's major job center and requires some "importing" of workers from the suburbs. This is essential to the District's economy; even if every all 400,000 DC residents in the labor force were employed in the city, we would still need over almost 400,000 additional workers to fill the city's jobs.</u></p>
2-5	204.3	<p>This imbalance causes a number of problems. The most often cited problem is the District's inability to tax the incomes of the <u>nearly 500,000 non-residents who commute to the city each day. This daily migration is also accompanied by traffic congestion, air quality problems, and millions of hours of lost productivity. But perhaps the most profound problem is the regional income divide. As Figures 2.2, 2.3 and through 2.4 2.5 indicate, the District today is a city divided by income, education, and employment. The maps reflect both the expression of the regional pattern within the District, but also the change the District has experienced since 2006 as well. One example is the decrease in the percent of those without college degrees and poverty in the neighborhoods of Central Washington, resulting from</u></p>

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		<u>the strong increases in resident workforce with college degrees.</u> However, the overall divide continues the consistent pattern that <u>challenges the resilience of the city.</u> “Vision for Growing an Inclusive City” concluded that bridging the income divide, especially with over 17 percent of residents living in poverty, to be was the single biggest challenge facing the District as it planned for its future.
2-4	204.4	Figure 2. 23 : Unemployment in 2002 2015 (See Appendix)
2-4	204.5	Figure 2. 34 : Persons 25+ Without College Degrees in 2000 2015 (See Appendix)
2-5	204.6	Figure 2. 45 : Poverty Rate in 2000 2015 (See Appendix)
2-5	204.7	Figures 2.3, 2.4, and 2.5 and other demographic tables in this document <u>use the most accurate and up-to-date Census and other data available.</u> <u>At the citywide level this may mean data from a single year of the American Community Survey (ACS) and the annual Estimate of Population.</u> However, to get to the neighborhood level requires the use of five years of ACS data. In general, <u>unless stated otherwise, the data is labeled with the last year the data was collected i.e. ACS data collected from 2011 to 2015 is labeled as 2015.</u> However, it represents an average for the whole time period. When reviewing the data presented, readers should take this into consideration given the rapid rate at which some neighborhoods have changed, especially since recovery from the national recession in 2009, are generally based on 2000 Census data. It should be noted that for the decennial census, students residing in the District on April 1, 2000 2010 (census day) are counted as residents of the District rather than residents of their home state. Consequently, data on poverty, age, and other variables may be skewed reflects student populations in census tracts containing (or adjacent to) universities. The District has accounted for these anomalies within the Comprehensive Plan, and should tailor its anti-poverty, economic development, and similar programs accordingly. <u>Additional topical data and discussion can be found in each of the Citywide Policy and Area Elements of the Plan.</u>
N/A	204.7a (new)	<u>In addition to the District attracting those working higher wage jobs, the wages those jobs pay is a growing source of inequity across the country.</u> Figure 2.6 below illustrates the problem at the national, metropolitan, and the District’s level. The figure shows the changes in income growth across low to high income wages between 2000 and 2014. At the national and metropolitan level the figure shows that pay for lower wage jobs has not only stagnated but actually decreased in

Page number	10A DCMR citation	Amended or new text (New or replacement language shown in underline. Repealed text shown in strikethrough.)
		real terms. <u>In the District, the story is different: wage growth at the lower end has actually improved, but has still not kept pace with growth at the higher end of jobs. The growing disparity of income is even greater along geographic, racial/ethnic, educational and gender dimensions. This trend is not unique to the District: it reflects a macroeconomic condition throughout the nation.</u>
N/A	204.7b (new)	<u>Figure 2.6 Earned Income Growth for Wage and Salary Workers by Percentile: 2000-2014 (See Appendix)</u>
2-6	204.8	Even the downsizing of the federal government in the 1990s was accompanied by a rise in procurement spending that kept the Washington economy strong. <u>The most recent example of the District's economic strength and diversity occurred as a result of sequestration of the federal budget in 2013. Despite the sudden loss of 7,000 federal jobs going into 2014, the District's population and total jobs continued to grow. The most notable result was a drop-off in domestic migration, which quickly rebounded the following year.</u>
N/A	204.8a (new)	<u>Washington's economy is diversifying, which helps during times of slow federal growth, but it is not yet sufficient to balance a sustained shift in federal hiring and procurement. A period of significant and sustained decline in federal employment and procurement, like any loss of a major sector of the economy, would challenge a city's ability to recover from through fiscal measures or economic incentives. Further diversifying the District's economy will make the city more resilient to such economic shocks. One key advantage to the federal presence is the highly educated and skilled workforce the private and non-profit sectors can tap into as an asset for further growth.</u>
2-6	204.9	But a <u>it is hard to consider an economy truly resilient</u> economy-alone does not close the when such a "skills gap" that exists between the needs of local employers and the abilities of many District residents. Future job growth is expected to be concentrated in the services sector, including the business, legal, engineering, management, educational and social service fields. The Economic Development Element of this Plan emphasizes the importance of closing the skills gap by improving education and job training so that more District residents can fill <u>not only jobs in these professions, but other jobs and business opportunities as well. This will create a more resilient workforce and enable workers to adapt as economic conditions change.</u>
N/A	204.10 (new)	<u>Since 2006, the single largest increase in the types of households were those comprised with members that work in the Professional Services industry, and who tend to earn higher wages. The increased demand and competition from higher income households was greater than</u>

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		anticipated and has made the city one of the most expensive places to live in the country. The District now has a large percent of both <u>high and low income households</u> with very few in the middle-income ranges. Increasing rental housing costs are the <u>primary household budget item that is making it difficult for lower or even moderate income residents to continue living in the city.</u> Some estimates suggest <u>that between 2011 and 2016 the cost of purchasing a home rose by almost 50 percent, while the cost of renting rose 18 percent.</u> Housing costs are perhaps the <u>central challenge toward maintaining and growing an inclusive city.</u>
2-6	205.1	In terms of land area, <u>at 69 square miles,</u> Washington is not a large city. At 69 square miles, it is half the size of Denver or Philadelphia, and one-fifth the size of Dallas or San Diego. It is hemmed in by adjacent cities and states and cannot grow through annexation. The District is also the sixth densest city in America, with <u>in 2016 had over 9,000 11,000 people per square mile.</u> Population density is even higher when federal lands which comprise almost 40 percent of the District of Columbia are subtracted out. <u>Federal lands comprise almost 40 percent of land in the District, making land</u> Land is a precious and limited resource <u>here.</u>
2-6	205.2	Figure 2.57 shows how land in the District is currently used. About 28 percent of the city is developed with housing, and more than one quarter is developed with street rights-of-way. About 20 <u>23</u> percent of the city's land area consists of permanent open space, including Rock Creek Park and the National Mall. About 600 <u>465</u> acres of the city-or 1.5 <u>1.2</u> percent of its land area-consists of vacant land.
2-6	205.3	Figure 2.57: Land Use Distribution, 2005 <u>2016</u> (See Appendix)
2-6	205.4	These statistics alone do not tell the full story of land use in the District. Since 1899, <u>Building height and historic districts have impacted the District's development.</u> <u>Building height has been strictly regulated by the Height of Buildings Act originally adopted by the US Congress in 1899. Amended in 1910, the Act to provided more comprehensive height regulations</u> giving the District a low visual profile and preventing the construction of buildings over about 14 stories tall, <u>taller than 130 feet in most arcas through building height and street width ratios, and other policies detailed within the act.</u> <u>In 2014, Congress amended the Height Act to increase the height of a penthouse to twenty feet and to allow that portion of a penthouse not used for mechanical purposes to be used for habitable space.</u> <u>The city also has dozens of federal and local historic districts with unique opportunities for growth.</u> In addition, much of the city consists of

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		historic districts with limited capacity for growth. Even many of the areas that are not “officially” historic are fully developed and have little potential for change. <u>The city also has dozens of federal and local historic districts where development and preservation co-exist and complement each other in context-sensitive ways. Many of the areas that are not “officially” historic also require careful consideration to ensure the design of new and rehabilitated buildings is compatible with the existing urban fabric.</u>
2-7	205.5	Despite these limitations, there is room for growth in the District of Columbia. Key opportunities include government lands, underused commercial and industrial sites, and vacant <u>buildings that can be repurposed, repositioned and/or redeveloped.</u> The sites vary in scale from those of significant acreage to smaller infill lots. Other sites, including failed housing projects and ailing business districts, also present opportunities. There are also hundreds of small “infill” sites scattered throughout the city, especially in the northeast and southeast quadrants. Together, these areas hold the potential for thousands of new units of housing and millions of square feet of office and retail space.
2-7	205.6	Fitting such development into the fabric of a mature city creates a number of challenges. One is displacement, a threat that has become more real in the District as land values have increased <u>due to rising demand that has not been met with a proportional increase in supply.</u> Displacement not only affects District residents-particularly those of lower income-it also affects businesses, <u>non-profits,</u> and municipal operations that may be dislocated <u>displaced</u> by rising rents and land prices.
2-7	205.7	Whether the issue is displacement, the siting of locally undesirable <u>but necessary</u> uses, parking impacts, or threats to neighborhood character and stability, development creates tension in the District of Columbia. This tension will only mount as growth pressures increase, making it even more important to have <u>can be reduced with</u> sound land use policies, <u>urban design</u> and development review procedures that mitigate the effects of competing and conflicting uses.
2-7	205.8	Figure 2.6 8 depicts the location of residential development in the city between 2000 and 2005 <u>between 2006 and 2015.</u> Of the 7,700 <u>28,955</u> units of housing added, <u>88 percent</u> were within a half mile of metro station areas, about one-third <u>25 percent</u> were located in Central Washington and 15 percent were located in Near Northwest. The Mid-City and Upper Northwest <u>Rock Creek West</u> Planning areas each absorbed about 42 <u>18</u> and <u>3</u> percent of the District’s housing growth respectively. About 20 <u>12</u> percent of the new housing units were

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		located east of the Anacostia River in the Far Southeast/Southwest and Far Northeast Southeast Planning Areas. However, much <u>Some of this</u> housing replaced units that were demolished, resulting in a very small <u>smaller</u> net increase.
2-8	205.9	Figure 2.68: Housing Development Activity, 2000-2005 <u>2006-2015</u> (See Appendix)
2-7	206.1	The Washington region faces significant transportation challenges. Decentralization has caused longer commutes, increased congestion, and deteriorating air quality. The nationally recognized 2005 Urban Mobility Report found that Washington was the third most congested region in the country, behind Los Angeles and San Francisco. While <u>road congestion remains an issue for many, District residents, commuters, and visitors also experience issues with transit availability and reliability; buses, railcars, and station platforms can experience crowding at times of heaviest use. In addition, safety and accessibility of our transportation system—particularly for pedestrians and cyclists, remains an issue. At the same time, the city has seen significant improvements to its multimodal transportation network, such as protected bicycle lanes, wider sidewalks and signalized crosswalks, and the initial leg of a streetcar line that will stretch east and west across the city. New travel options, including car-sharing, ride-hailing, and the Capital Bikeshare system, have improved access and mobility. Great strides have been made in building a connected city over the last decade since the 2006 Comprehensive Plan was adopted, but much remains to be done. Funding to maintain the existing transportation system, let alone expand the system to meet increased demand, is severely constrained.</u>
2-7	206.2	These challenges have propelled two opposing trends—one pushing development further out toward uncongested roads miles away from the city, and the other pushing development closer in, to areas where transit is available and shorter commutes are possible. From a regional perspective, areas close to transit have become highly desirable to many, as households and employers both attempt to reduce travel time and costs. Over the next 15 years, approximately 78 percent of all development in the District will be within a half-mile of a Metro station. The focus on building around existing infrastructure is more efficient than the decentralized development patterns of the past. At the same time, careful planning and reinvestment is needed to ensure that our infrastructure has the capacity to accommodate Washington's population and economic growth. They have also led to the recognition that increasing road capacity alone cannot solve the region's traffic

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		problems. Looking forward, increased investment in bus and rail transit, pedestrian and bicycle facilities, <u>and other modes of travel will also be needed to ensure a resilient, robust network that increases accessibility for all.</u> and other modes of travel, will be needed to sustain economic growth.
2-9	206.3	<p>The District already has one of the most extensive transit systems in the country and ranks second only to New York in the percentage of residents using transit to go to work. The Metrorail and bus systems complement the city's radial roadway system and maximize the movement of people across the city. However, many of those who need transit the most, including the poor and those with special needs, still face mobility problems. Transit often does not connect District residents to jobs in the suburbs, and it may be expensive or difficult to access. In addition, parts of the Metrorail system are approaching capacity. <u>While Metro remains, per passenger mile, one of the safest and most cost effective means of travel in the region, years of deferred maintenance on Metrorail have led to problems with safety and reliability. Sustained investment in the system is needed. Changes in governance and funding are on the way. The District, Maryland, and Virginia have established a Metro Safety Commission with enhanced oversight authority, and the regional jurisdictions have recently placed a renewed emphasis on establishing a dedicated funding source for the system. The District is represented on the Transportation Planning Board (TPB) and has played a strong role in the establishment of the Access for All Committee, whose members identify issues of concern to traditionally underserved populations in order to determine whether and how these issues might be addressed within the TPB process. The Office of Planning provides ongoing support for the use of TPB's Enhanced Environmental Justice Analysis and the mapping of "Equity Emphasis Areas" to guide transportation investments.</u></p>
N/A	206.3a (new)	<p><u>Since the adoption of the 2006 Plan, the city has diversified its transportation choices such as the DC Circulator Bus and Capital Bikeshare. The growth of the bikeshare network is a good example. In just six years since its creation in 2010, the system has grown to almost 450 stations and 3,700 bikes across the District and the region. The District has supported the use of sustainable transportation modes by encouraging safe and appealing pedestrian environments that enable residents to conduct many daily trips without the use of motorized vehicles. As a result of bike and pedestrian improvements since 2006, D.C. residents commuting to work by biking or walking increased by 65 percent to over 65,000 commuters by 2015.</u></p>
N/A	206.3b	<p><u>Policy changes, demographic forces, and fiscal limitations all cause</u></p>

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	(new)	<u>impacts on transportation networks, forcing the District and its regional partners to adapt to new realities. For example, as the region faces high growth in demand for paratransit services to serve older adults and people with disabilities, the District and Metro have both begun to pilot new service delivery methods that may greatly reduce costs. In the realm of education, robust growth in public charter school attendance has opened up new educational opportunities for District residents—many of them beyond walking distance of a student’s home. The District’s “Kids Ride Free” program reduces the financial burden on individual families, as well as the overall impacts on the road network, by allowing public school students to travel to and from school on Metrobus and Metrorail for free. In both of these areas, changes in our population and in the choices people make are causing the District to rethink old ways of doing business and coming up with new mobility solutions.</u>
N/A	206.3c (new)	<u>Market changes and technological innovations have also disrupted the transportation world over the last decade, and will continue to do so. Since 2006, there has been a proliferation in private-sector firms offering transportation services, such as car-sharing and ride-hailing. Goods movement has also been a source of innovation, with delivery companies exploring lower-impact forms of transport such as sidewalk drones. New technology platforms allow for better-informed trip planning and more convenient payment methods. Perhaps the most revolutionary change coming is the development, and eventual widespread adoption, of autonomous (sometimes called “self-driving”) vehicles. Fully automated vehicles are being tested on city streets across North America now, with commercial sales expected to begin within this Comprehensive Plan’s planning horizon. While private sector innovation makes all of these changes possible, public policy and regulation will be necessary to ensure that the District’s goals of inclusivity, accessibility, and sustainability are achieved.</u>
2-9	207.1	The District of Columbia was sited to take advantage of the unique environment and landscape at the confluence of the Anacostia and Potomac Rivers. Urbanization over the last 200 years has compromised almost every aspect of this environment, leaving us <u>with our rivers and streams polluted by raw sewage and urban runoff</u> one of the most polluted rivers in the country , air quality that fails to meet federal standards <u>for ground level ozone</u> , and a city where heavy tree cover has declined by more than half in the last 30 years alone <u>remains below historic levels.</u> Of course, these are not issues unique to Washington. On a global level, issues such as fossil fuel depletion <u>greenhouse gas</u>

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		<u>emissions, climate change, sea level rise, food security, and deforestation may have even more far-reaching impacts on the way we live and work in the future. There is now greater potential for increased rainfall and flooding from more damaging storms. In addition, there is a greater likelihood of extreme heat conditions, exacerbated by the city's urban heat island effect, that disproportionately affects vulnerable residents. Finally, environmental degradation continues, threatening air and water quality.</u>
2-9	207.2	This Plan <u>incorporates and builds upon the 2012 Sustainable DC and the 2016 Climate Ready DC plans. Sustainable DC makes a conscious effort to promote natural resource conservation and environmental sustainability. It incorporates measurable goals such as reducing per capita citywide energy consumption by one-percent-a-year 50 percent, recycling 45 percent of our sending zero solid waste stream, to landfills and reducing total waste generation by 15 percent, and making the Anacostia River fishable and swimmable by 2025. These goals can only achieved through fundamental changes in the way we live and the way we build. In the future, "green" Green building and "low impact development" will-need-to have become the norm rather than the exception. The concept of sustainability runs through much of the Comprehensive Plan, from the renewal of brownfield sites, to healthy food access, to storm water mitigation, to a renewed commitment to environmental justice in all neighborhoods of the city. In addition, Climate Ready DC identifies the impacts that a changing climate will have on the District; the risks to the city's infrastructure, public facilities, and neighborhoods; and the actions the we must take now and in the future to prepare.</u>
N/A	207.3 (new)	<u>The challenge going forward is to identify and implement new technology such as distributed energy production with solar, and urban typologies that allow for the accommodation of population and economic growth, but that better protect natural resources, and minimize future environmental degradation, and prepare the city for a changing climate.</u>
2-10	208.1	Technology has-changed <u>is rapidly changing</u> how we live, work, and travel and it will continue to shape the District in unexpected ways. Twenty-years-ago <u>In the 1980s, few predicted the scale at which computers would pervade every aspect of our lives. Since the 1980s, telecommuting has changed travel patterns; on-line purchases have changed retailing; and e-mail has changed the way business and government operate. For instance, working from home is one of the fastest growing ways employees 'commute' to work. In addition, mobile computing, self-driving cars, construction methods, green</u>

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		<u>technology, and other advances will have new and unexpected side effects on the way Washingtonians live, how the city make land use decisions, and the shape of the District's growth.</u>
2-10	208.2	The city is already a center of the information economy, and has demonstrated a strong pull for innovators from around the country and the world. <u>In Washington D.C. these forms of economic activity are becoming less reliant on the place based 'office'. This has implications for the social spaces in the city's neighborhoods where people meet. In addition, the potential decline of high value office as a percent of total land uses has fiscal implications for the District's reliance on commercial real estate taxes.</u>
2-10	208.3	One aspect of technological change is its potential to deepen economic divides in the city. In 2004, the National Poverty Center reported that 85 percent of the nation's White <u>white</u> children had access to a home computer, compared to just 40 percent of Black <u>black</u> and Latino children. <u>Recent census data suggests the District has made significant progress in this area but gaps still remain as effectively 100 percent of white children and 89 percent black children have access to a computer.</u> Access to technology will be an important part of improving the well-being of District residents in the future. This will place a premium on education and training, and an emphasis on providing residents with the skills to use technology and access information.
N/A	208.4 (new)	<u>Finally, rapid advances in technology are presenting new opportunities for how the District identifies problems and tests solutions. The ability to collect and analyze large amounts of data from a variety of sources goes well beyond traditional census data. Many aspects of urban life are now tracked by either public or private entities. From the tracking of bike-share station usage to the targeting of health inspectors based on environmental conditions, a new era of 'smart cities' is rising. With it comes an opportunity to monitor, predict and respond quickly to new problems, but also presents new challenges to information security and maintaining the privacy of our citizenry. A key challenge is to adapt the technology to a historic urban city rather than force the city to adapt to the technology.</u>
2-10	209.1	Security is not a new concern or challenge in the District of Columbia <u>and many challenges exist.</u> As a capital city, we are used to a heightened level of risk and the visibility of military personnel and operations. <u>The National Mall and other public spaces in the District draw large crowds of people as the nation's focal point for expression of free speech and need vital support.</u> As an urban center, we also face daily concerns about personal safety and crime. But security concerns have taken on a new meaning since September 2001 ("9/11"). The

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		attacks on Washington and New York changed the psyche of our city and ushered in an uncertainty about the future that still persists today.
2-10	209.2	Over the past five years Since 9/11, we have struggled with the need to slowly sought to balance beauty, access, and openness with the need to protect our landmarks, government buildings, and officials, workers, visitors, and residents from danger. Each have common points of intersection, but they have separate concerns requiring different responses as well. The federal government has strived to discourage acts of terrorism through the design and management of public spaces and buildings, including the closing of some District streets and retrofitting of major landmarks. Security issues have also been cited in decisions to shift the federal workforce to more remote locations, which have implications on how the District approaches public space and land use. They also have resulted in design standards for federally leased space that will reverberate through the regional office market for many years to come.
N/A	209.2a (new)	<u>Security and technology intersect with the new potential threat from cyber-attacks impacting the operations of critical infrastructure such as the power grids and water supply, communications, transit and other systems that serve the city's daily needs.</u>
N/A	209.2b (new)	<u>Washington's security issues are ongoing and reducing the likelihood of adverse events by creatively securing buildings and infrastructure is an important first step. But more is needed to make the city resilient to potential threats. This plan introduces how the city can better prepare for and recover from such events regardless of the underlying cause.</u>
2-10	209.3	These concerns are not likely to diminish in the future. The need to balance our desire for safety, accessibility, and aesthetics <u>while maintaining an open, democratic, and resilient society</u> is one of the key challenges that this plan seeks to address.
2-11	210.1	Revenue restrictions also were imposed, including the inability to impose a "commuter tax" on income earned in the city by non-residents. The result of these burdens and restrictions has been a financial "structural imbalance" that persists to this day. A 2002 report by the federal General Accounting Office estimated that <u>these burdens and restrictions had caused a financial "structural imbalance" the imbalance</u> that exceeded \$470 million a year.
2-11	210.2	The imbalance is amplified by the large amount of land in the city that is owned by the federal government and therefore not subject to property tax. Indeed, 53 61 percent of all land property in the District is non-taxable, and more than two-thirds of the income earned in the District cannot be locally taxed.
2-11	210.3	One outcome of the imbalance is that District residents and businesses

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		face the highest tax burden in the nation. Another is that major investments in infrastructure and capital improvements have been deferred. The District has hesitated to cut services, raise taxes or incur more debt, and instead has sought other remedies to reduce the imbalance.
2-11	210.4	One of these remedies has been to “grow” the population of the District of Columbia. A well-publicized target of adding 100,000 residents to the city’s population was set in 2003, as a way motivated in part by a desire to boost the number of taxpaying residents, <u>has been largely successful.</u> Economic and population growth has <u>dramatically expanded our tax revenues and fiscal discipline has improved the District’s credit rating and funded a \$1 billion reserve.</u> Growth and an <u>expanded tax base have enabled the District to direct additional resources toward vulnerable populations in need of affordable housing, workforce development and human services consistent with the Comprehensive Plan’s Core Themes and the Guiding Principles.</u> The District has also worked to increase the income of current residents, which can in turn lift families out of poverty, generate tax revenues, and reduce social service costs. A key component of improving the city’s fiscal health as well as the economic prosperity of its residents is to increase the number of employed residents and thus the economic and tax base of the city.
2-11	210.5	Fortunately, economic growth in the city has helped improve the District’s fiscal standing, at least in the short term <u>for the foreseeable future.</u> A decade ago <u>In the late 1990’s,</u> the District was on the brink of bankruptcy.
2-11	210.6	The District’s fiscal situation will continue to influence land use and economic development choices. It is currently driving the redevelopment of large former federal sites with tax-generating uses, creation of new retail centers that reduce the “leakage” of sales tax dollars to the suburbs, and <u>mixed use development of high-income, high-density housing in downtown and elsewhere.</u>
N/A	210.7 (new)	<u>A key consideration to the District’s fiscal changes is that the city has benefitted from increasing revenues as a result of growth, while not experiencing increasing costs to the same degree. Between 2006 and 2016, the city had the ability to grow into its surplus infrastructure such as schools, transit and electrical networks that had largely been developed and paid for prior to the 1980s. The same cannot necessarily be said going forward. Growing into the existing infrastructure required significant reinvestment to resolve long deferred maintenance and create high value assets to the community such as McKinley Tech High School or the Woodridge Library. The</u>

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		<u>investment has left the District with an already relatively high level of debt per capita, the District will have to creatively address the financing of the infrastructure improvement needed to accommodate the expected population growth of more than 300,000 over the next 20 to 30 years.</u>
2-12	211.1	One of the most obvious forces influencing planning in the District is the city's dual role as a world capital and a residential community. There is the Washington of lore, the city of inaugural parades, museums, and monuments-the place that school textbooks describe as "belonging to all of America." And there is the city most of us know, comprised of neighborhoods, shopping districts, schools, corner stores, churches, and parks, <u>yet with a citizenry that is seeking for equal voice within the United States of America through the New Columbia Statehood Commission supported by 86 percent of the District's voters.</u> Even the Comprehensive Plan itself is divided into District and Federal Elements, suggesting that federal interests may not always align with the goals of the city's residents and businesses.
2-12	211.3	It provides tens of thousands of jobs for District residents, attracts millions of visitors to the city, and sustains cultural institutions that would not otherwise be possible. <u>This influx of visitors on the daily basis contributes to a doubling of the District's day time population.</u> It makes Washington an international and multi-cultural center, second only to New York on the eastern seaboard. The federal presence requires that our plans take a broader perspective than the metropolitan region <u>and approach these tensions between the global and local functions with a sense of shared stewardship that benefits all,</u> and recognize that we are more susceptible to global events than places like Baltimore, Detroit, and other cities of similar size.
2-12	211.4	The District's role in the world economy has become increasingly important during the past 50 <u>60</u> years. <u>In the early 2000's, the</u> The Association of Foreign Investors in Real Estate has ranked Washington as the top city in the world for foreign investment for three consecutive years. <u>Foreign investment still plays an important role in many of the District's revitalization projects.</u> The <u>In addition, the Washington</u> region is one of the leading gateways for immigration into the United States.
2-12	211.5	City plans must clearly articulate the values to be preserved and the <u>people and</u> places to be protected as we contemplate where we as a city hope to be in 20 years and beyond
N/A	211.6 (new)	<u>With all the District is striving to achieve, the city's visibility presents an opportunity to exhibit global leadership around resilience, sustainability and inclusion. The District has asserted itself as a global</u>

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		<u>leader through partnerships and participation in initiatives such as the Paris Climate Agreement, The Compact of Mayors, and the District's designation as the first global city to achieve LEED Platinum status.</u>
N/A	211a (new)	<u>Planning for Resilience</u>
N/A	211a.1 (new)	<u>The Second Amendment Cycle to the 2006 Comprehensive Plan integrates for the first time a focus on resilience as a new cross-cutting policy framework through which to plan for the District's future. Many of the recommendations and strategies from other District agency efforts – such as the District Preparedness System, Sustainable DC and Climate Ready DC – have been incorporated as new resilience narrative, policies and actions within the other Citywide and Area Elements. As those policies and actions are being implemented, it is important to track how the Forces Driving Change are positively or negatively impacting vulnerabilities in the District. For the District to maintain consistency and stability of being a more resilient city, DC needs to better plan for the volatility of the Forces Driving Change.</u>
N/A	211a.2 (new)	<u>As the District further refines its approach to resilience, we understand that in the immediate day-to-day and longer term, there are multiple impacts that affect the lives of vulnerable people and communities. Policies within the Comprehensive Plan will be used to provide guidance to help improve the welfare and resilience of these populations. Community resilience is directly related to the ability of a community to use its assets to improve the physical, behavioral and social conditions to withstand, adapt to and recover from adversity.</u>
N/A	211a.3 (new)	<u>The District cannot foresee the unexpected. As the earthquake in 2011 and the derecho in 2012 that hit DC and Hurricane Sandy that hit New York City in 2012, have shown, cities are vulnerable to sudden and forceful natural phenomena that have the strength to impact residents and the built environment in the immediate and long-term. The District will leverage policies and target specific actions to reduce the immediate impact and facilitate long-term recovery in the establishment of resilience for all residents across the city.</u>
N/A	211a.4 (new)	<u>The District will also be faced with other impacts that have a longer time horizon than the 20-year Comprehensive Plan. DC has already experienced a preview of this through flooding, which is of immediate concern, with additional impacts from climate change to come in the long-term. The District is actively working on a number of strategies to reduce the impact in the immediate term in order to make the city responsive and resilient in the long term.</u>
N/A	211a.5 (new)	<u>Resilience in the District is dependent upon an active and collaborative group of stakeholders beyond government. It is going to require with</u>

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		<u>established and lasting support from all sectors at all scales with the ongoing participation of residents and stakeholders. The capacity to successfully incorporate the consideration of resilience standards into decisions and policies that govern the physical development, maintenance, and enhancement of the built and natural environment is fundamental to achieving the District’s vision of a resilient city. Furthermore, applying resilience throughout the District’s daily operations allows the city to better plan for and respond to any type of impact to the Forces Driving Change, therefore, providing the ability for all residents to thrive regardless of vulnerabilities.</u>
2-13	212.1	The driving forces described in the last section suggest a different future for the District of Columbia than was imagined when the 1984 Comprehensive Plan was drafted. The 1984 Plan <u>largely sought to prepare</u> was prepared <u>the city and neighborhoods for</u> during a period of long-term population and economic decline. Even the Ward Plans prepared during the late 1980s and early 1990s focused on preventing neighborhood decline and unwanted intrusions. <u>In 2006, the new Comprehensive Plan recognized how the forces were changing the District.</u> Today, the continued strength of the Washington economy, coupled with transportation and environmental limits to regional expansion, suggest that the city will <u>continue to grow, and capture a</u> larger share of the region’s growth in the future than it has in the past. This assumption is bolstered by an unprecedented amount of development in the “pipeline” and joint federal/ District proposals for federal land transfers.
2-13	212.2	The growth forecasts used in this Comprehensive Plan are driven by two <u>three</u> factors: land supply, <u>increased demand</u> and regional growth projections. Each of these is described below.
2-13	213.2	Pipeline sites are sites where specific development projects are already planned or under construction. Such sites comprise over 800 <u>1,300</u> acres in the District. They represent 20,000 <u>60,000</u> housing units and about 20 <u>42</u> million square feet of commercial <u>non-residential</u> space. The degree of certainty that these projects will be built in the next 10 <u>2030</u> years is relatively high.
2-13	213.3	<u>In 2013, the District undertook a comprehensive analysis of land use capacity as part of the city’s report on Height Master Plan conducted with the National Capital Planning Commission. The capacity analysis looked at the unused potential from the development of privately owned vacant and underutilized sites.</u> Vacant infill sites comprise about 600 <u>505</u> acres in the District and are not associated with any particular project or proposal. They are generally less than ten acres and include a mix of privately owned properties and publicly-owned sites. Some 440

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		426 acres of this land is residentially zoned, including about 460 <u>121</u> acres of multi-family zoned land, and 280 <u>306</u> acres of land zoned for single family and townhomes. About 40 <u>53</u> vacant acres are commercially zoned and 20 <u>23</u> vacant acres are industrially zoned. While vacant lots occur in all parts of the city, about half <u>30 percent</u> of the city's vacant land is located east of the Anacostia River.
2-14	213.4	Underutilized sites comprise about 345 <u>849</u> acres. For the purposes of the Comprehensive Plan, these are defined as commercially-and industrially-zoned properties containing structures with low-assessed values. Examples might include auto-body shops, car washes, and fast food restaurants located in high-density commercial districts. <u>privately owned properties zoned for either multi-family residential, commercial or industrial uses where the property improvements represent less than 30 percent of the potential built capacity under the Comprehensive Plan's land use designations and zoning. Examples might include a one to two-story storefront where a property is permitted four or more stories above it.</u> This does not necessarily mean these uses should be displaced-it simply means the private market will create pressure to replace them over time. The underutilized sites tend to be clustered along <u>mixed-use corridor streets such as Wisconsin, Connecticut and New York Avenues, Benning Road, and Georgia Avenue.</u>
2-14	213.5	Large sites in the District include about a dozen properties or clusters of adjoining properties, with the potential for reuse during the next 20 <u>to 30</u> years. They range in size from 25 acres to over 300 acres. They include sites that already contain extensive development, like DC Village and Reservation 13, and sites that are largely vacant, such as Poplar Point and the McMillan Reservoir Sand Filtration site. These sites hold many possibilities for the future, from large mixed use communities to new parks, and <u>open spaces, public facilities and infrastructure.</u> In total, the large sites represent about 1,500 acres. Some have already been <u>with</u> master planned <u>plans</u> for new uses <u>first envisioned before 2006 such as Fort Lincoln, Saint Elizabeths East & West Campus, or Southwest Waterfront's Wharf project have elements of the plan that are completed or under construction, but by 2016 none have reached full build out.</u> Others like Walter Reed are in the very early stages of implementation. Finally, for other sites; the future of others <u>has yet to be determined.</u> Some are federally owned, and some are owned by the District. The Office of Planning estimates that federally owned sites will account for less than 10 percent of the District's job and household growth in the next 20 years.
2-14	213.6	<u>Despite the overall decrease in the number of vacant buildings, there</u> There are many other sites in the District where development could

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		occur. These include approximately 2,000 vacant buildings, many of which contain multiple vacant housing units. Some of these <u>vacant</u> buildings can be renovated and others are likely to be demolished and replaced. <u>Other buildings will be repurposed from commercial to residential use.</u> There are also freeways and railyards, in some cases with developable <u>that could develop the air rights above, while maintaining their existing use below.</u> There are at least eight <u>four</u> aging housing projects that have been identified as possible “new communities.” There are also hundreds of properties in the city that are developed below the maximum square footage allowed by zoning. Some property owners may choose to replace what is on these lots today with something larger in the future.
2-14	213.8	Table 2.1: Vacant and Underutilized Lands Citywide (See Appendix)
2-15	214.1	The Metropolitan Washington Council of Governments (MWCOG) coordinates socio-economic projections for the Washington region. These projections include households, population, and jobs and are expressed in five-year intervals, currently to 2030 <u>2045</u> . Projections are made for the region as a whole and for each of its 17 <u>23</u> jurisdictions. They take into account national economic trends, local demographics, and the local plans and policies of the region’s cities and counties. <u>The District of Columbia develops a jurisdiction level forecast as part of this effort and works with MWCOG to reconcile and balance the forecast with other jurisdictions.</u>
2-15	214.2	At the regional level, the projections have been relatively accurate since the forecasting program began in 1975. Actual growth during the last 30 <u>40</u> years has tracked closely with what the forecasts predicted.
2-15	214.3	In 2005 <u>2016</u> , the MWCOG board approved <u>updated</u> projections showing the region would add one <u>1.14</u> million jobs between 2005 <u>2015</u> and 2025 <u>2045</u> . The projections further show an addition of 550,000 <u>640,000</u> households and 1.35 <u>1.5</u> million residents during this time period. About 43 <u>29</u> percent of this growth is expected to occur in “outer” suburbs such as Loudoun, Frederick, and Prince William Counties, which is a significant decrease in the 43 percent share that <u>was forecasted back in 2005.</u> The “inner” suburbs of Fairfax, Montgomery, and Prince George’s Counties are expected to <u>maintain</u> their same share of forecasted growth at approximately absorb about 42 <u>41</u> percent. <u>The most significant change between the COG forecast made in 2006 and 2016 is that the share of growth through 2045 in the Central Jurisdictions of the District, Arlington, and Alexandria has doubled from</u> remaining <u>15 percent to 30 percent</u> is expected to occur within the District, Arlington, and Alexandria.
2-15	214.4	Figure 2. 79 indicates the location of regional activity clusters in the

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		<p>Washington Metropolitan Area. These clusters were identified cooperatively by jurisdictions in the MWCOG area in 2002 2012. They are intended to provide an organizing framework for directing regional job and housing growth as articulated in MWCOG's <u>planning compact Region Forward 2050</u>. The compact set goals of <u>guiding growth toward the regional activity centers, including 75 percent of commercial construction and 50 percent of new households</u>. As the Figure indicates, some of the clusters are more than 40 miles from the District and are larger in land area than all of Central Washington. <u>Since 2006, progress has been made toward these goals. Ten years ago</u> Despite the designation of these areas, MWCOG indicates <u>expected that between 2005 and 2025</u> that only about 40 percent of the region's housing growth and 70 percent of its job growth <u>are projected to</u> would occur in the regional activity centers during the next 20 years. <u>The 2016 forecasts through 2045 demonstrate the region is making valuable progress toward Region Forward's goals. MWGOG now estimates that 76 percent of jobs growth and 65 percent of household growth will occur in the activity centers. This means</u> <u>suggests that increased congestion and urban sprawl</u> are likely can be minimized. Expanded coordination in land use and transportation planning among the region's cities and counties will be essential to keep the region sustainable.</p>
N/A	214.4a (new)	<p><u>Since the recovery from the national recession started in 2009, increased demand has enabled other sites to not only redevelop, but also maximize their capacity within their designated land use. Immediately prior to the recession in 2008, there were examples of properties across from Metro stations developed with a single story storefront. The District is now seeing the use of expensive high-rise construction methods that enable the properties to achieve the full density permitted by the Comprehensive Plan.</u></p>
2-16	214.5	Figure 2.79: Regional Activity Clusters (See Appendix)
2-15	215	<u>Projected Growth, 2005-2025</u> 2015-2045
2-15	215.1	<p>The District's projections are based on a combination of the regional forecasts, approved and planned development, and land supply estimates. Table 2.2 provides a summary. <u>The forecast uses a supply-side method, which relies on the construction of new square footage of non-residential space and residential units. Newly built space reflects the capacity to absorb net new job and household demand. To this, the forecast adds growth from net natural increase (births minus deaths).</u></p>
2-15	215.2	<u>Table 2.2: Population, Household and Job Forecasts, 2005-2025</u> 2015-2045 (See Appendix)

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		*The District's population includes about 37,200 <u>44,000</u> people living in group quarters (dormitories, institutions, nursing homes, etc.). For projection purposes, this population is expected to remain about the same over the next 20 years grow to over 53,000 by 2045.
2-17	215.3	Because the Census is only taken every 10 years, estimates of population and household growth begin with 2005 "baseline" estimates. <u>use the 2010 decennial census as a base, with adjustments made by the Census' Annual Estimates of Population and the ACS. These data sources have closely matched the District's own population forecasts since 2005. The annual Census estimate for 1999 was 53,000 people short of the actual number reported by the 2000 Census. By 2010, these estimates were less than 2,000 different from each other. In fact, the 2006 Comprehensive Plan's forecast for the city's 2010 population was 599,300 residents, or less than 2,500 people (half a percent) off the Decennial Census' 2010 actual population estimate. These figures are based on the 2000 Census, plus an estimate of net new households and residents added between 2000 and 2005.</u>
2-17	215.4	The city's estimates do not match the U.S. Census estimates, which show a loss of 20,000 residents during the 2000-2005 period. District estimates are based on a series of indicators, such as net housing additions, vacancy rates, school enrollment, IRS tax returns, and utility connections. The Census' annual estimate is not used as the baseline in part because it has historically underestimated the District's population.* For example, the annual Census estimate for 1999 was 53,000 people below the actual number reported during the decennial census in 2000. The Plan's household and population forecasts begin by tracking the number of housing units in larger new developments as they progress from conceptual plans to under construction and completion. Occupancy rates and average household size by building type are applied to each development to estimate the increase in households and the population increase from migration. Net natural increase (births minus deaths) is added to the population numbers to reflect growth from within. <u>* In Spring 2006, the District successfully challenged the US Census 2005 population estimate. The Census revised the estimate to 582,000, representing an increase of 10,000 residents since 2000. The District's official forecasts reflect a lower 2005 household size than was used in the Census challenge (2.12 vs 2.16), and consequently reflect lower baseline figures. 2-18</u>
N/A	215.4a (new)	<u>The second amendment to the 2006 Comprehensive Plan will also introduce for the first time a forecast of population growth by</u>

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		<p><u>age of residents. The age forecast has important implications for how the District will respond to:</u></p> <ul style="list-style-type: none"> • <u>Increasing demand for pre-school, daycare, and public schools as well as playgrounds and parks from a growing population of children;</u> • <u>Rising housing costs as recent residents enter their prime income earning years; and</u> • <u>Rising demand for senior services as the baby boom generation retires and grows older.</u>
2-17	215.5	<p>Based on building permits, there were 8,100 units added and about 2,100 units demolished between 2000 and 2005, for a net gain of about 6,000 units. Accounting for vacancies, the 2005 household total is estimated at 254,700. Population has been relatively stable and is currently estimated at 576,700. The average household size declined from 2.16 to 2.12 between 2000 and 2005. <u>Between 2010 and 2015 the District added approximately 30,000 households and population increased by 70,000. This matched the changes in the housing supply from new construction, subdivision of larger units into a greater number of smaller units and decreases in vacancy to historic lows.</u></p>
2-17	215.6	<p>The 2005-2010 <u>2015-2020</u> growth increment consists of actual projects that are now under construction <u>plus a portion of projects that are planned, but are expected to start construction and reach completion by 2020.</u> The largest share of these projects are rental buildings that will increase percent of rental households as share of the District. This growth will result in a net gain of about 11,000 <u>22,000</u> households and is expected to increase the city's population to almost 600,000 <u>730,000</u> by the 2010 <u>2020</u> census. This assumes that household size will stay at 2.12 <u>start to increase from 2.11 to 2.13.</u></p>
2-17	215.7	<p>Growth forecasts for 2010-2015 <u>2020-2025</u> are based on specific projects that are still in the planning <u>have received a pre-development approval and portions of projects still in more conceptual stages.</u> About 14,000 <u>another 22,000</u> households are expected to be added during this period, bringing the city's population to 630,000 <u>787,000</u> by 2015 <u>2025.</u></p>
N/A	215.7a (new)	<p><u>From 2025 to 2030 the remainder of projects that are still in the early conceptual stages of pre-development are expected to deliver and be occupied. During this interval the forecast expects the city to grow by over 21,000 households and 55,000 additional residents for a total of over 362,000 households and 842,000 residents.</u></p>

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2-17	215.8	From 2015 to 2025 <u>During the time period between 2020 and 2035,</u> much <u>a significant portion of the District's growth is expected to occur on the large sites described earlier in this Element. These large sites have significant capacity, but also significant planning and infrastructure needs. Growth from these large sites is spread out over several intervals due to the complexity of the sites and how far along they are in development. Over this 15 year period growth on these large sites is expected to contribute over 14,000 households and 23,000 people. Beyond these large sites, growth from 2030 to 2045 is expected to continue on the remaining smaller vacant and underutilized sites until the District's population approaches 990,000 and 412,000 households. Assuming the pace of growth experienced between 2005 and 2015 is sustained, another 32,000 households will be added. Household size is expected to remain at 2.12, bringing the total population to 698,000. This is approximately the same number of residents the District had in 1973, but residing in about 50,000 more households.</u>
2-18	215.9	<u>In 2006, The the biggest unknown in the forecasts is was how the types of households and household size would change. If the District continues continued to lose families and attract only small one- and two-person households, it may well add the 2006 plan recognized that the city could add 57,000 households in the next 20 years with no gain in population. The 2016-17 Plan amendments provide new estimates in Figure 2.10, which illustrates how the city's population is now anticipated to change by age over the next 15 years. First, it shows how the large influx of young individuals who came to D.C. between 2006 and 2016 will age from 20-30 year olds to 30-40 year olds by 2025. Second, it shows how they may create a wave of young children entering the school system as they start families in the District. Finally, it illustrates how the number of older residents will increase over time. Based on the 2030 forecast by age Figure 2.10 and long term forecast in Table 2.2, the District expects household size to increase from 2.11 in 2015 to 2.27 by 2045. However, Household household size will only be maintained at increase over its current level if the District retains its families, keeps both young professionals in the city as they form families and single or elder parent led households, and provides a healthy environment for new families in its established single family and rowhouse neighborhoods. Indeed, in the past the number of families with children in the District declined from 62,000 in 1990 to 51,000 in 2000, with an attendant drop in citywide household size.</u>
N/A	215.9a (new)	<u>Figure 2.10: Forecast of DC Residents by Age, 2015-2025 (See Appendix)</u>

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2-18	215.10	Other factors <u>Factors affecting the District's population forecasts are include housing costs, immigration, the cost of daycare, and K-12 school quality. Higher housing costs have already caused families to "double up" in some parts of the city or leave the city for less expensive housing.</u> and <u>It may also result in adult children returning home or living at home longer. Immigration also may drive increases in household sizes, as it has in New York, San Francisco, and other gateway cities. Improvement in the District's public schools, and the shift toward universal pre-school has also made the city a more attractive place for families with young children. These forces could offset some of the decline in household size.</u>
2-18	215.11	The <u>Unlike the 2006 household and population forecasts suggest,</u> which suggested that the District of Columbia will <u>would capture 10 percent of the region's growth during 2005-2025, the Plan now expects the District to gain an increasing share of the region's population. By 2025</u> 2045, <u>the District will represent 11</u> as much as 14 percent of the region's population, which is a slightly smaller share than it has today.
2-18	215.12	Employment forecasts <u>use the same process of tracking new capacity proposed by developments and estimating the number of jobs each project could contain. These estimates are then compared to forecasts made by</u> are based on estimates from the District Department of Employment Services <u>and other sources. The baseline (2005</u> 2010) estimates build on monthly data reported by the Bureau of Labor Statistics, Dun & Bradstreet <u>InfoUSA, DC Department of Employment Services,</u> and other sources, with adjustments for self-employment and military personnel. The forecasts from 2005 <u>2015</u> to 2015 <u>2030</u> are largely based on actual projects under construction in the city, as well as office, retail, hotel, industrial, and institutional development that is currently planned and <u>proposed in early conceptual stages.</u>
2-18	215.13	Beyond 2015-2030, the projections presume a continuation of 2000-2015 <u>2010-2020 trends but at a slowing rate.</u> Continued growth in the Professional, Health and Education service sector <u>sectors</u> is expected, as is growth in Eating and Drinking establishment as the District's population increases, with about 5,000 jobs a year added between 2015 and 2025. Between 2005 <u>2010</u> and 2025-2045, the District is expected to add 125,000 <u>300,000</u> new jobs, bringing the citywide total to 870,400 <u>over a million jobs.</u>
2-20	215.14	The employment forecasts suggest that the District of Columbia will capture 13 <u>22</u> percent of the MFCOG region's job growth during 2005-2025 <u>2010-2045.</u> By 2025 <u>2045,</u> the District will have <u>essentially retained its share of the region's job as it drops slightly from 24</u> 25 percent of the region's jobs to 24 percent, which is a slightly smaller

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		share than it has today.
2-19	215.16	How much land does it take to accommodate 57,000 <u>145,000</u> housing units and 425,000 <u>300,000</u> jobs? The answer depends on the density of new development. Other factors, such as the size of housing units, the types of jobs being created, and the amount of land set aside for parking and open space also weigh in. The diagram at right shows three scenarios.
2-19	215.17	The first illustrates the land that would be required for single family homes (at 6 units per acre) and one story campus-style office buildings. About 13,000 <u>33,000</u> acres would be necessary. The second scenario shows land requirements for housing built at row house densities (25 units per acre), with the jobs housed in five story office buildings. About 3,000 <u>7,000</u> acres would be required. The third scenario shows land requirements for housing built at apartment densities of about 125 units per acre, with the jobs housed in ten-story office buildings. Land consumption drops to under 4,000 <u>2,000</u> acres.
2-19	215.18	Of course, the diagram simplifies the actual dynamics of how land is used and developed. It also leaves out land that must be set aside for parks, public facilities, and infrastructure. The District expects some combination of high, medium, and low density development during the next 20 <u>30</u> years. However, high land costs and the scarcity of land in the city make denser development more likely on most of the remaining vacant sites.
2-20	215.19	Tables 2.3 and 2.4 show where household and job growth is expected to take place within the city over the next 20 years <u>2045</u> . The estimates reflect the location of planned development projects, vacant and underutilized sites, and Comprehensive Plan land use designations and policies.
2-20	215.20	Table 2.3: Projected Distribution of Household Growth by Planning Area (See Appendix)
2-20	215.21	Table 2.4: Projected Distribution of Job Growth by Planning Area (See Appendix)
2-21	215.22	The tables indicate that about 30 <u>28</u> percent of the city's future household growth will occur in Central Washington and along the Lower Anacostia Waterfront. This reflects current and expected development in and around Downtown, the North of Massachusetts Avenue (NoMA) area, the Southwest Waterfront, the Near Southeast, and on large sites such as Poplar Point. Other areas east of the Anacostia River represent about 20 <u>18</u> percent of the projected total. The Mid-City and Near Northwest areas also represent a combined total of 20 <u>17</u> percent, with most of the gain expected east of 14 th Street NW, especially around Howard University, Columbia Heights, and

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		Shaw. <u>The biggest shift since the 2006 forecast is that the Upper Northeast Area is now expected to accommodate 18 percent of the District's growth in households. This is a result of major changes to land uses around the Florida Market, McMillan Reservoir, Rhode Island Avenue Metro station and the large number of vacant and underutilized properties in the Upper Northeast Area.</u> Additional data and guidance for each of these areas is provided in the Area Elements of the Comprehensive Plan.
2-21	215.23	Employment growth will <u>continue to be concentrated in Central Washington and along the Anacostia River. These two areas are were expected to absorb three-quarters of the city's job growth by 2025, principally in places like the South Capitol Street Corridor, the Southeast Federal Center, and the New York Avenue Metro Station area. The 2016 update to the 2006 forecast suggests that <u>job growth will be slightly more distributed across other areas. Central Washington and the Anacostia River Waterfront are now expected to absorb 57 percent of D.C.'s job growth. About five percent of the city's job growth is projected to take place in</u> Upper Northeast is now expected to absorb 10 percent of the city's job growth, especially along the New York Avenue corridor. Another eight 14 percent is <u>now</u> expected east of the Anacostia River on sites such as St. Elizabeths and the Minnesota Avenue Metro Station Area. The remaining six planning areas represent less than 15 20 percent of the city's job growth, most associated with institutional uses and infill office and retail development along corridor streets.</u>
2-28	222.1	Taken together, the driving forces, projections, and guiding principles in the Framework Element provide a foundation for planning the future of the District of Columbia. <u>The Comprehensive Plan speaks to two major ways the District can rise to the challenges posed by the forces driving change. The first is by making careful land use decisions that accommodate growth and ensure the city is an inclusive and desirable place to live and work. The second is through periodic refining of the infrastructure priorities identified in the Comprehensive Plan through the District's Capital Improvement Plan (CIP). The following sections provide a high level overview of those two tools.</u> The remaining elements of the Comprehensive Plan examine these conditions in much more detail and outline the journey from vision to reality.
2-28	223.2	The map should be used to guide, but not dictate, land use decision-making in conjunction with the Comprehensive Plan text, the Future Land Use Map, and other Comprehensive Plan maps, <u>and approved small area plans.</u> Boundaries on the map are <u>generalized and are to be</u> interpreted in concert with these other sources, as well as the actual

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		physical characteristics context of each location shown.
2-28	223.3	The Generalized Policy Map identifies the following four different types of areas: Neighborhood Conservation Areas, Neighborhood Enhancement Areas, Land Use Change Areas, and Commercial/Mixed Use Areas. <u>Although each of these areas have specific characteristics, they all provide opportunities for future development that advance District goals and policies.</u>
2-28	223.4	Neighborhood Conservation areas have very little vacant or underutilized land. They are primarily residential in character. <u>Major changes in density over current (2005) (2017) conditions are not expected but some new development and reuse opportunities are anticipated. New development and localized land use changes are predicted to occur in Neighborhood Conservation areas when not inconsistent with the Future Land Use Map (FLUM), or when identified as part of an approved small area plan and are in furtherance of the policies of the citywide or area elements. Conservation of neighborhood character can be achieved in conjunction with or through new development. In Neighborhood Conservation Areas that are designated Low Density Residential on the FLUM, Maintenance maintenance of existing land uses and community character is anticipated over the next 20 years and Where-where change occurs, it will typically be modest in scale and will consist primarily of scattered site infill housing, public facilities, and institutional uses. Major changes in density over current (2005) conditions are not expected but some new development and reuse opportunities are anticipated</u> 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.
2-28	223.5	The guiding philosophy in Neighborhood Conservation Areas is to conserve and enhance established neighborhoods <u>encourage the conservation and enhancement of existing neighborhood character but not to preclude new development, redevelopment, or alteration. Limited development and</u> New development, redevelopment, and alteration opportunities do exist within these areas but they are small in scale. The diversity of land uses and building types in these areas should be maintained and <u>when new development, redevelopment, or and alterations occur, they should be compatible with the existing scale, and architectural character, and natural features of each area.</u> Densities in Neighborhood Conservation Areas are guided by the Future Land Use Map <u>in conjunction with the text of the Comprehensive Plan and approved small area plans.</u>
2-29	223.6	Neighborhood Enhancement Areas are neighborhoods with substantial

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		<p>amounts of vacant residentially-zoned land. They <u>include areas that are primarily residential in character as well as areas identified for mixed-use and industrial</u>. Many of these areas are characterized by a patchwork of existing homes and individual vacant lots, some privately owned and others owned by the public sector or non-profit developers. These areas present opportunities for compatible small-scale infill development, including new single family homes, townhomes, and other density housing types, <u>and mixed-use buildings consistent with land use designation on the FLUM and the text of the Comprehensive Plan and approved small area plans</u>. Land uses that reflect the historical character, mixture, and diversity of each community <u>and that promote inclusivity</u> should be encouraged</p>
2-29	223.7	<p>The guiding philosophy in Neighborhood Enhancement Areas is to ensure that new development “fits-in” and responds to the existing character, natural features, and existing/planned infrastructure capacity. New housing should be encouraged to improve the neighborhood and must be consistent with the land use designation on the Future-Land Use Map <u>FLUM</u> and text of the Comprehensive Plan and approved <u>small area plan</u>. The unique and special qualities of each area should be maintained and conserved, and overall neighborhood character should be protected <u>or enhanced</u> as development takes place. Publicly- owned open space within these areas should be preserved and enhanced to make these communities more attractive and desirable. 223.7</p>
2-29	223.8	<p>The main difference between Neighborhood Enhancement and Neighborhood Conservation Areas is the large amount of vacant land that exists in the Enhancement Areas. Neighborhood Enhancement Areas often contain many acres of undeveloped <u>vacant</u> lots, whereas Neighborhood Conservation Areas appear to be <u>mostly, but not completely</u>, “built out.” As infill development takes place on undeveloped lots, special care must be taken to avoid displacement nearby. Existing housing should be enhanced through rehabilitation assistance. New development in these areas <u>Enhancement and Conservation Areas</u> should improve the real estate market, reduce crime and blight, and attract complementary new uses and services that better serve the needs of existing and future residents.</p>
2-29	223.9	<p>Land Use Change Areas are areas where change to a different land use from what exists today is anticipated. In some cases, the Future-Land Use Map <u>FLUM</u> or approved <u>small area plan</u> depicts the specific mix of uses expected for these areas. In other cases, the Future Land Use Map shows these sites as “Federal”, indicating the District does not have the authority to determine land uses, but expects a change-by <u>to</u> have the authority to develop appropriate plans for these areas by 2025.</p>

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2-30	223.11	The guiding philosophy in the Land Use Change Areas is to encourage and facilitate new development and promote the adaptive reuse of existing structures <u>through future land use planning.</u>
2-30	223.12	As Land Use Change Areas are redeveloped, the District aspires to create high quality environments that include exemplary site and architectural design and that are compatible with and do not negatively impact nearby neighborhoods, <u>that promote inclusivity and resilience through the provision of significant affordable housing and employment opportunities, and that provide innovative environmental measures.</u> Programs to <u>capitalize on potential value capture</u> and avoid and mitigate any undesirable impacts of development of the Land Use Change Areas upon adjacent neighborhoods should be required as necessary.
2-30	223.13	These classifications correspond to the city's business districts, many of which form the heart of its neighborhoods. Five categories are used, defining <u>describing</u> the physical and economic character of each area along with generalized long-range conservation and development objectives. The commercial areas defined <u>are</u> : "Main Street mixed use corridors," "neighborhood commercial centers," "multi-neighborhood commercial centers", "regional commercial centers," and "central employment area." <u>All of these classifications allow residential and commercial uses.</u>
2-30	223.14	These are traditional commercial business corridors with a concentration of older storefronts along the street. The service area for Main Streets <u>An area served by such a corridor</u> can vary from one neighborhood (e.g., 14 th Street Heights or Barracks Row) to multiple neighborhoods (e.g., Dupont Circle, H Street, or Adams Morgan). Their common feature is that they have a pedestrian-oriented environment with traditional storefronts. Many have upper story residential or office uses, <u>and some are underutilized with significant capacity for redevelopment.</u> Conservation and enhancement of these corridors is desired to foster economic and housing opportunities and serve neighborhood needs. Any development or redevelopment that occurs should support transit use and enhance the pedestrian environment.
2-30	223.15	Neighborhood Commercial Centers meet the day-to-day needs of residents and workers in the adjacent neighborhoods. Their service area <u>An area served by a Neighborhood Commercial Center</u> is usually less than one mile. Typical uses include convenience stores, sundries, small food markets, supermarkets, branch banks, restaurants, and basic services such as dry cleaners, hair cutting, and child care. Office space for small businesses, such as local real estate and insurance offices,

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		doctors and dentists, and similar uses, also may be found in such locations. <u>Many have upper story residential uses.</u>
2-31	223.16	New development and redevelopment within Neighborhood Commercial Areas must be managed to conserve the economic viability of these areas while allowing additional development, <u>including residential</u> , that complements existing uses.
2-31	223.17	Multi-neighborhood centers contain many of the same activities as neighborhood centers but in greater depth and variety. Their service area- <u>An area served by a Multi-Neighborhood Center</u> is typically one to three miles. These centers are generally found at major intersections and along key transit routes. These centers might include supermarkets, general merchandise stores, drug stores, restaurants, specialty shops, apparel stores, and a variety of service-oriented businesses. These centers also may include <u>residential development, and office space for small businesses</u> , although their primary function remains retail trade.
2-31	223.18	Examples of multi-neighborhood business centers include Hechinger Mall, Brentwood Shopping Center, <u>Columbia Heights, Van Ness, and Skyland Shopping Center</u> . Mixed-use infill development at these centers should be encouraged to provide new retail and service uses, and additional housing and job opportunities. Transit improvements to these centers are also desirable.
2-31	223.19	As with Multi-Neighborhood Centers, infill development at Regional Centers should provide new retail, entertainment, service uses, additional housing, and employment opportunities where feasible .
2-31	223.20	These centers are generally located along major arterials and are <u>higher in density and intensity of use than other commercial areas</u> . They are <u>well</u> served by transit, and but typically generate significant demand for parking. Off-street parking may be provided on a cooperative/shared basis within the area, using both self-contained and nearby commercial parking lots and garages. Heights- <u>Building massing</u> and densities in regional centers should <u>support their role as regional centers while being appropriately scaled to</u> be appropriate to the scale and function of development in adjoining communities, and should be further guided by policies in the Land Use Element and the Area Elements, <u>as well as any approved small area plan</u> . Examples of regional centers include Friendship Heights and Georgetown.
2-32	223.21	The Central Employment Area is the business and retail heart of the District and the metropolitan area. It has the widest variety of commercial uses, including but not limited to major government and corporate offices; retail, cultural, and entertainment uses; and hotels, restaurants, and other hospitality uses, <u>as well as high density residential</u> . The Central Employment Area draws patrons, workers, and

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		visitors from across the region. The Comprehensive Plan’s Land Use and Economic Development Elements, the Central Washington Area Element and <u>Lower Anacostia Waterfront/Near Southwest Area Element</u> , <u>and approved small area plans</u> provide additional guidance, policies and actions related to the Central Employment Area.
2-32	232.22	The Generalized Policy Map also identifies parks and open space, federal lands <u>land owned by or under the jurisdiction of the District or the Federal Government</u> , <u>other Federal Lands with Federal Public Buildings</u> , Downtown Washington, and major institutional land uses. The fact that these areas are not designated as Conservation, Enhancement, or <u>Land Use Change Areas</u> does not mean they are exempt from the <u>Future Land Use Map and other policies of the Comprehensive Plan do not apply or that the land uses will remain static</u> . Park and open space <u>Public parks and other open spaces will should be conserved and carefully managed in the future</u> . Federal lands are called out to acknowledge the District’s limited jurisdiction over them, but are still discussed in the text of the District Elements. <u>Central Washington, the traditional “Downtown,”</u> includes its own set of conservation, enhancement, and change areas, described in more detail in the Central Washington Area Element. Much of the institutional -land on the map <u>identified in the institutional category</u> represents colleges and universities; change and infill can be expected on each campus consistent with campus plans. Other institutional sites, <u>such as major hospital or religious order sites</u> , likewise may see new buildings or facilities added. Policies in the Land Use Element and the Educational Facilities Element address the compatibility of such uses with surrounding neighborhoods.
2-32	224.1	Both the 1950 and 1967 Comprehensive Plan for the National Capital depicted “high density”, “moderate density”, and “low density” residential neighborhoods. These Plans further defined <u>showed</u> “Local Commercial” areas along many corridor streets, a “Downtown Commercial” area, and a “Central Federal Employment Area”.
2-32	224.3	In subsequent years it was replaced by a map with <u>more</u> clearly defined edges, <u>although the maps continued to note that these designations are generalized</u> .
2-33	225.1	The Future Land Use Map is part of the adopted Comprehensive Plan and carries the same legal weight as the Plan document itself. The <u>FLUM</u> Map uses color codes categories to express <u>generally depicts public policy on for future land uses across the city and is intended to be used in concert with Comprehensive Plan policies and actions as well as direction from approved small area plans</u> . Preparation of this map is explicitly required by DC Law; its purpose is to “represent the

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		<p>land use policies set forth in the proposed Land Use Element,” using “standardized colors for planning maps.” (1-246, D.C. Code). <u>Each land use category includes a brief description of the category, a reference to the areas for which the category is generally, but not exclusively, suited. The description further identifies representative zone districts that are generally consistent with the category. However, the listed zone districts are not exhaustive, and other zone districts may also apply. A non-listed zone district may also be appropriate where it :</u></p> <ol style="list-style-type: none"> 1) <u>Is not inconsistent with an approved small area plan for the area: or</u> 2) <u>Meets the intent of the identified land use category.</u> <p><u>A PUD-related map amendment to a non-listed zone may also be appropriate if it meets one of the criteria in (1) or (2) above, or if the PUD is not inconsistent with the Comprehensive Plan policies on balance and the PUD is compatible with the physical and visual character of the surrounding neighborhood.</u></p>
2-33	225.3	<p>Low Density Residential: This designation is used to define the District's single-family neighborhoods. Single-family detached and semi-detached housing units with front, back, and side yards are the predominate uses. <u>This designation is used to describe areas suited generally, but not exclusively, for residential neighborhoods characterized by single family detached and semi-detached housing units with front, back, and side yards. The R-1-A, R-1-B, and R-2, R-6 through R-12, R-14, R-15, R-16, R-19 and R-21 Zone Districts are generally consistent with the Low Density Residential land use category; although other zones may apply. Another zone district may be consistent with the Low Density Residential land use category when approved as described in Section 225.1.</u></p>
2-33	225.4	<p>Moderate Density Residential: This designation is used to define <u>describe</u> the District's areas suited generally, but not exclusively, for residential row house neighborhoods, as well as its <u>including</u> low-rise garden apartment complexes. The designation is <u>also relevant</u> applies to areas characterized by a mix of single family homes, 2-4 unit buildings, row houses, and low-rise apartment buildings. In some of the older inner-city 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). The R-3, R-4, R-5-A <u>The R-3 R-13, R-17, R-20, all the RF, RA-1, RA-2, RA-6, RA-7, RA-8, and RC-1 zone districts are generally consistent with the Moderate Density Residential category.</u> the R-5-B district and other</p>

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		zones may apply in some locations <u>Another zone district may be generally consistent with the Moderate Density Residential land use category when approved as described in Section 225.1.</u>
2-33	225.5	Medium Density Residential: This designation is used to define <u>describe</u> areas suited generally, but not exclusively, for residential neighborhoods or areas where <u>characterized by</u> mid-rise (4-7 stories) apartment buildings as are the predominant <u>form and use</u> . Pockets of low and moderate density housing may exist within these areas. The Medium Density Residential designation also may apply to taller residential buildings surrounded by large areas of permanent open space. The R-5-B and R-5-C The RA-3 zone districts <u>are generally consistent with the Medium Density designation.</u> although other zones may apply <u>The RA-4, RA-9 and other zone districts may be generally consistent with the Medium Density Residential land use category when approved as described in Section 225.1.</u>
2-33	225.6	High Density Residential: This designation is used to define <u>describe</u> neighborhoods and corridors suited generally, but not exclusively, for residential development <u>characterized by</u> where high-rise (8 stories or more) apartment buildings as are the predominant <u>form and use</u> . Pockets of less dense housing may exist within these areas. The corresponding zone districts are generally R-5-D and R-5-E, although other zones may apply. <u>The RA-4, RA-5, RA-9, and RA-10 zone districts are generally consistent with the High Density category. Other zone districts may be generally consistent with the High Density Residential land use category when approved as described in Section 225.1</u>
2-34	225.7	Four commercial categories appear on the Map, listed below. Although housing <u>Housing</u> is permitted in all of these categories, <u>and is incentivized through increased floor area ratio in the low to medium density zones. In the high density zones, purely commercial and office use is also anticipated to be at the predominant use</u> is commercial. <u>Although all commercial land uses accommodate a mix of uses, a separate category (Mixed Use, defined described below on Page 2-32)</u> is used to identify areas where the mixing of commercial and residential, and sometimes industrial uses is strongly encouraged.
2-34	225.8	Low Density Commercial: This designation is used to define <u>describe</u> shopping and service areas that are generally <u>characterized as</u> low in scale and character . Retail, office, and service businesses are the predominant uses, <u>along with residential uses</u> . Areas with this designation range from small business districts that draw primarily from the surrounding neighborhoods to larger business districts uses that draw from a broader market area. Their common feature is that

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		they are comprised primarily of one-to-three-story commercial <u>or mixed use buildings ranging up to fifty feet (50 ft.) tall as a matter of right but may be taller when approved as part of a planned unit development.</u> The corresponding- Representative zone districts are generally C-1 and C-2-A generally <u>include NC-1, MU-3 and MU-4,</u> and although other zone districts may apply <u>when approved as described in Section 225.1.</u>
2-34	225.9	Moderate Density Commercial: This designation is used to define <u>describe</u> shopping and service areas that are somewhat more intense in scale and character than the low-density commercial areas. Retail, office, and service businesses are the predominant uses, <u>although residential uses are also common.</u> Areas with this designation range from small business districts that draw primarily from the surrounding neighborhoods to larger business districts uses that draw from a broader market area. Buildings are larger and/or taller than those in low density commercial areas but generally do not exceed five stories generally ranging up to fifty feet (50 ft.) in height as a matter of right, <u>and may be taller when approved as part of a planned unit development.</u> Representative The corresponding zone districts are generally include C-2-A, C-2-B, and C-3-A NC zone districts identified as moderate density. MU-4, MU-5, MU-7, MU-12, MU-15, MU-17, MU-24 through MU-27, although and other districts may apply <u>when approved as described in Section 225.1</u>
2-34	225.10	Medium Density Commercial: This designation is used to define <u>describe</u> shopping and service areas that are somewhat more intense in scale and character than the moderate-density commercial areas. Retail, office, and service businesses are the predominant uses, <u>although residential uses are also common.</u> Areas with this designation generally draw from a citywide market area. Buildings are generally larger and/or taller than those in moderate density commercial areas but generally do not exceed eight stories generally ranging up to ninety feet (90 ft.) in height as a matter of right, <u>and may be taller when approved as part of a planned unit development.</u> Representative The corresponding zone districts are generally include C-2-B, C-2-C, C-3-A, and C-3-B, NC zone districts identified as medium density. <u>MU-5 through MU-8, MU-10, MU-13, MU-16, MU-18, MU-19, MU-22, MU-23 and</u> although other districts may apply <u>when approved as described in Section 225.1.</u>
2-34	225.11	High Density Commercial: This designation is used to define <u>describe</u> the high density areas of the city the central employment district of the city and other major office employment centers on the downtown perimeter. It is characterized by office, <u>and mixed office/retail buildings</u>

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		<u>and high-rise residential greater than eight-stories ninety feet (90 ft.) in height, although many lower scale buildings (including historic buildings) are interspersed. Representative The corresponding zone districts are generally include C-2-C, C-3-C, C-4, and C-5, MU-6, MU-9, MU-30, D zone districts (except the D-1 and D-2 zone districts), and although other districts may apply <u>when approved as described in Section 225.1.</u></u>
2-35	225.12	Production, Distribution, and Repair (PDR): The Production, Distribution, and Repair (PDR) category is used to define- <u>describe</u> areas characterized by manufacturing, warehousing, wholesale and distribution centers, transportation services, food services, printers and publishers, tourism support services, and commercial, municipal, and utility activities which may require substantial buffering from noise-, air pollution- and light-sensitive uses such as housing. This category is also used to denote railroad rights-of-way, switching and maintenance yards, bus garages, and similar uses related to the movement of freight, such as truck terminals. A variety of zone districts apply within PDR areas, recognizing the different intensities of use and impacts generated by various PDR activities. The representative <u>The corresponding</u> zone districts are generally CM-1, CM-2, CM-3, and M. PDR, and although other districts may apply <u>where the PDR designation is striped with other land uses, when approved as described in Section 225.1.</u> The present density and height limits set by these districts are expected to remain for the foreseeable future.
2-35	225.14	The "Federal" category generally denotes ownership rather than <u>and federal</u> use. Land with this designation is generally not subject to zoning. In the event federal interests <u>ownership and/or use</u> on any given federal site terminates, zoning for these areas should be established in a manner that is consistent with Comprehensive Plan policies <u>and approved small area plans.</u>
2-35	225.15	Uses include public schools including charter schools, public hospitals, government office complexes, and similar local government activities; <u>other non-governmental uses may be collocated on these sites.</u> Because of the map scale, local public facilities smaller than one acre - including some of the District's libraries, police and fire stations, and similar uses - may not appear <u>be separately designated</u> on the Map. Zoning designations vary depending on surrounding uses.
2-35	225.16	Zoning designations vary depending on surrounding uses; <u>institutional uses are also permitted in other land use designations</u>
2-36	225.17	It also includes permanent open space uses such as cemeteries, open space associated with utilities such as the Dalecarlia and McMillan Reservoirs, and open space along highways such as Suitland Parkway.

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		<p><u>Privately owned open spaces, such as large lawns around religious institutions and within campuses are typically not included in this category.</u> This category includes a mix of passive open space (for resource conservation and habitat protection) and active open space (for recreation). Because of the map scale, parks smaller than one acre-including many of the triangles along the city's avenues-may not appear <u>be separately distinguished</u> on the Map. Zoning designations for these areas vary. The federal parklands are generally unzoned, and District parklands tend to be zoned the same as surrounding land uses.</p>
2-36	225.18	<p>Mixed Use Categories: The Future Land Use Map (FLUM) indicates areas where the mixing of two or more land uses is <u>particularly encouraged</u>. The particular combination of uses desired in a given area is depicted in striped patterns, with stripe colors corresponding to the categories defined <u>described</u> on the previous pages. <u>A mixed use FLUM designation should not be confused with the Mixed Use (MU) zoning districts, although they frequently apply to the same area or parcel of land.</u> The Mixed Use category generally applies in the following three circumstances:</p> <ul style="list-style-type: none"> c. Large sites (generally greater than 10 acres in size), where opportunities for multiple uses exist but a plan dictating the precise <u>with the</u> location of these uses has yet to be prepared; <u>or</u> d. <u>Sites designated for a mix of PDR and residential uses. These sites are anticipated to foster mixed use developments that include residential uses together with residentially-compatible industrial uses. Such development is anticipated to include considerably greater affordable housing than required by statute or regulations such as Inclusionary Zoning. Development in any area which includes PDR striping should maintain an industrial character through the incorporation of significant amounts of space dedicated to PDR uses such as maker space, artist work space, or light manufacturing with any retail as ancillary to the PDR space. In areas which include PDR striping, any rezoning is anticipated to be achieved through a Planned Unit Development.</u>
2-36	225.20	<p>Likewise, some of the areas shown as purely "Residential" contain existing incidental commercial uses such as corner stores or gas</p>

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		stations, or established institutional uses such as churches <u>places of worship</u> . The “Mixed Use” designation is intended primarily for larger areas where no single use predominates today, or areas where multiple uses are specifically encouraged in the future.
2-37	225.21	A variety of zoning designations are used in Mixed Use areas, depending on the combination of uses, densities, and intensities. <u>All zone districts formerly identified as commercial, SP, CR and Waterfront zone districts are considered mixed use zone districts and have been renamed to MU zone districts through the 2016 zoning regulations.</u> The city has developed a number of designations specifically for mixed use areas (such as SP-1, SP-2, CR, and the Waterfront districts). Residential uses are permitted in all of the commercial - <u>MU</u> zone districts, however, so many Mixed Use areas may have commercial <u>MU</u> zoning.
2-38	226.1	<p>The Generalized Policy Map and Future Land Use Map are intended to provide generalized guides <u>guidance</u> for development and conservation decisions <u>and are to be considered in concert with other Comprehensive Plan policies and specific direction in approved small area plans.</u> Several important parameters, defined below, apply to their use and interpretation.</p> <p>a. The Future Land Use Map is not a zoning map. Whereas zoning maps are parcel-specific, and establish detailed <u>dimensional standard</u> requirements for setbacks, height, use, parking, and other attributes, the Future Land Use Map does not follow parcel boundaries and its categories do not specify allowable uses or dimensional standards. By definition, the Map is to be interpreted broadly.</p> <p><u>The references to representative and specific zone districts in each land use category are intended to provide broad guidance, and are not intended to be strictly followed with respect to determining consistency of a zoning map amendment and/or Planned Unit Development with the Comprehensive Plan. The Future Land Use Map boundaries are intended to be “soft edged.” The land use categories identify desired objectives, but not the techniques for achieving these objectives.</u></p> <p>c. The densities within any given area on the Future Land Use Map reflect all contiguous properties on a block - there may be individual buildings that are higher or lower than these ranges <u>larger or smaller than the building types described within each area.</u> Similarly, the land use category definitions-<u>descriptions</u> note <u>describe</u> the general character of development in each area, citing typical building heights</p>

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		<p> (in stories) as appropriate. It should be noted that the <u>The</u> granting of density bonuses (for example, through Planned Unit Developments <u>or Inclusionary Zoning</u>) may result in heights that exceed the typical ranges cited, here especially when the <u>Zoning Regulations regulate density through Floor Area Ratio</u>, as is the case for all but the R <u>(Residential House) and RF (Residential Flats) zone districts</u>. Floor area ratio is defined as the ratio of the total gross floor area of a building to the area of its lot; therefore, buildings may still be considered consistent with the densities of a land use category but have heights taller than those cited as characteristic of a land use category. Likewise, density on a portion of a site may exceed that typically established for a site or area, provided the density for the site as a whole is consistent with the designation </p> <p> e. The designation of an area with a particular land use category does not necessarily mean that the most intense zoning district described in <u>among</u> the land use definitions <u>descriptions</u> is automatically permitted or, that a zone that is not identified within a FLUM land use category cannot be permitted when approved as described in Section 225.1. </p> <p> A range of densities and intensities applies within each category, and the use of different zone districts within each category should reinforce this range. There are more than twice as many <u>more</u> zone districts (about 30, plus more than a dozen overlay zones) as <u>than</u> there are Comprehensive Plan land use categories. For example, there are at least three-18 zone districts corresponding to “Low Density Residential” and three-nine zone districts corresponding to “Moderate Density Residential.” Multiple zone <u>districts</u> should continue to be used to distinguish the different types of low- or moderate-density residential development which may occur within each area. </p> <p> f. Some zone districts may be compatible with more than one Comprehensive Plan Future Land Use Map designation. As an example, the existing C-2-A <u>MU-4</u> zone is consistent with both the Low Density Commercial and the Moderate Density Commercial designation, <u>the MU-6 and MU-10 zones are consistent with both the Medium and High Density Commercial designation, and the RA-9 zone is consistent with both the Medium and High Density Residential designation</u> depending on the prevailing character of the area and the adjacent uses. A correspondence table indicating which zones are “clearly consistent”, “potentially consistent” and “inconsistent” with the Comprehensive Plan categories should be prepared to assist in </p>

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		<p>Comprehensive Plan implementation and future zoning actions (see Action LU-4.3.B).</p> <p>g. The intent of the Future Land Use Map is to show use rather than ownership. However, in a number of cases, ownership is displayed to note the District's limited jurisdiction. Specifically, non-park federal facilities are shown as "Federal" even though the actual uses include housing and industry (e.g., Bolling Air Force Base), offices (e.g., the Federal Triangle), hospitals (e.g., <u>Veterans Administration</u>-Walter Reed), and other activities. Similarly, the "Local Public <u>Facilities</u>" designation includes high-impact uses such as solid waste transfer stations and stadiums, as well as low-impact uses such as schools. Other maps in the Comprehensive Plan are used to show the specific types of public uses present in each area.</p> <p>h. The Map does not show density or intensity on institutional and local public sites. If a change in use occurs on these sites in the future (for example, a school becomes surplus or is redeveloped), the new designations should be <u>generally</u> comparable in density or intensity to those in the vicinity, unless otherwise stated in the Comprehensive Plan Area Elements or an approved Campus Plan <u>or an approved Small Area Plan</u>.</p>
N/A	227 (new)	<u>Zoning and the Comprehensive Plan</u>
N/A	227.1 (new)	<p><u>of June 20, 1938 established that zoning "regulations shall be made in</u> <u>ance with a comprehensive plan"... In 1973 the District of Columbia</u> <u>Rule Charter included changes to the 1938 Act that read "Zoning maps</u> <u>ulations, and amendments thereto, shall not be inconsistent [emphasis</u> <u>with the comprehensive plan for the national capital..." The double</u> <u>e suggests flexibility in applying the Comprehensive Plan, and</u> <u>zes the need for discretionary, qualitative review of the multitude of</u> <u>nes competing Comprehensive Plan policies, action items, and maps and</u> <u>ous development standards, densities, uses, and conditions of the zoning</u> <u>. This is especially the case when the Zoning Commission considers a</u> <u>unit development.</u></p>
N/A	227.2	<p><u>The Zoning Commission may amend the zoning map decisions in two</u> <u>ways, both of which require a finding of "not inconsistent with the</u> <u>Comprehensive Plan":</u></p> <p>1) <u>One way is the establishment of a zone district for a specific</u></p>

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		<p><u>parcel or an area of land. A zone district includes uses (typically both matter-of-right and special exceptions) and development standards such as maximum density, height and lot occupancy, and minimum required side and rear yards. Together the development standards result in a maximum building envelop.</u></p> <p>2) <u>The other way is through a planned unit development (PUD), which has inherent development flexibility and considers the Comprehensive Plan in the context of the entire PUD site which frequently includes more than a single parcel or building.</u></p>
N/A	227.3	<p><u>The FLUM explicitly contemplates two ways in which more intensive development than is otherwise reflected in the FLUM may be permissible: 1) a larger development that as a whole is consistent with the FLUM designation may contain individual buildings with greater height or density, and 2) the PUD process may permit greater height or density.</u></p>
N/A	227.4	<p><u>The overall goal of a PUD is to permit flexibility of development and other incentives, such as increased building height and density; provided, that the project offers a commendable number or quality of public benefits and that it protects and advances the public health, safety, welfare, and convenience.</u></p>
N/A	227.5 (new)	<p><u>While providing for greater flexibility in planning and design than may be possible under matter of right zoning procedures, the PUD process may not be used to circumvent the intent and purposes of the Zoning Regulations, nor to result in action that is inconsistent with the Comprehensive Plan.</u></p>
N/A	227.6 (new)	<p><u>As part of a PUD's flexibility, the Zoning Commission may include a PUD-related map amendment, which amends the zoning map for the purpose of the PUD and is applicable only for the duration of the PUD and subject to the conditions of the PUD. A map amendment granted as part of a PUD only permits the construction of the specific building(s) and the establishment of the specific uses approved by the Zoning Commission as part of the PUD. A covenant is recorded against the property putting future purchases on notice as to these restrictions.</u></p>
N/A	228 (new)	<p><u>Investing for an Inclusive City</u></p>

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N/A	228.1 (new)	<u>Investing in public facilities and infrastructure is a critical part of implementing the Comprehensive Plan. Facilities and infrastructure provide vital services to residents, businesses and visitors; fundamentally shape and enhance the public realm; provide affordable housing; contribute to health, wellness and quality of life; buttress and bolster economic growth; advance the District as a smart city; and are a cornerstone to the District's daily life, identity, and culture. Thus, public facilities and infrastructure fundamentally contribute to the District's ability to fulfill the vision of an inclusive and resilient city.</u>
N/A	228.2 (new)	<u>Infrastructure investments should achieve three priorities: reaching and maintaining a state of good repair for all infrastructure systems; adding capacity necessary to meet the needs of new growth; and perhaps most important investments should intentionally respond to the forces driving change and other factors, in order to make the District a more inclusive and resilient city. A greater capital investment in high quality design, sustainability and technology now, will pay dividends back to the city in the future by both making the city a more attractive place to work and live and reducing future costs to health and the environment.</u>
N/A	228.3 (new)	<u>At their core, these investments ensure that the city's transportation, affordable housing, communications, energy, water, and wastewater systems adequately serve the needs of the District, and that education, public safety, and health and wellness facilities effectively, and efficiently deliver high quality services to District residents, workers and visitors.</u>
N/A	228.4 (new)	<u>Examples of public and private infrastructure and facilities within in the District include:</u> <ul style="list-style-type: none"> • <u>Over 1,100 miles of streets, 240 bridges, 1,650 signalized intersections and 70,000 street lights;</u> • <u>40 stations and 38 miles of track within the regional Metro System;</u> • <u>Approximately 400 miles of fiber optic cable;</u> • <u>Over 40,000 subsidized affordable rental units;</u> • <u>236 traditional public and public charter schools; 26 public libraries; approximately 370 parks and recreation facilities; and 60 public safety facilities;</u> • <u>Over 2,200 miles of electrical cable and related substations;</u> • <u>Over 2,300 miles of natural gas pipelines; and</u> • <u>Over 1,300 miles of drinking water pipes and 1,800 miles of</u>

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		<u>sewers, with pumping stations.</u>
N/A	228.5 (new)	<p><u>Since the adoption of the 2006 Comprehensive Plan, the District and other entities have undertaken a variety of important investments with the goal of improving the quality of life for District residents. Some of these investments include:</u></p> <ul style="list-style-type: none"> • <u>Public Schools</u> • <u>HD Woodson High</u> • <u>Dunbar High</u> • <u>Janney Elementary</u> • <u>Libraries</u> • <u>Anacostia</u> • <u>Tenley-Friendship</u> • <u>Shaw Watha T Daniel</u> • <u>Transportation</u> • <u>H Street – Benning Road Streetcar</u> • <u>11th Street Bridge</u> • <u>Circulator</u> • <u>Bike Share & Lanes</u> • <u>Parks and Recreation</u> • <u>Watts Branch</u> • <u>Turkey Thicket</u> • <u>Over 40 Rehabbed Neighborhood Playgrounds</u> • <u>Water and Sewer</u> • <u>Combined Sewer Overflow</u> • <u>Anacostia River Storm Water Tunnel</u> • <u>Electrical Grid Network</u> • <u>New distribution substation in Buzzard Point and Downtown</u> • <u>Undergrounding of Power lines.</u>
N/A	228.6 9 (new)	<u>While these investments have made the District a better place to live, they have largely replaced aging infrastructure, improved existing facilities, or addressed environmental problems. Few of the investments have actually expanded capacity to meet the city's</u>

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		<u>growing needs. As previously noted, between 2006 and 2016, the city was able to grow into surplus infrastructure such as schools, transit and electrical networks that were largely developed prior to the 1980's. The city therefore benefitted from the increasing tax revenues from growth while not experiencing the costs of expanding infrastructure to the same degree. The same cannot be said going forward. Increasingly, further population and job growth will require investments in additional capacity.</u>
N/A	228.7 (new)	<u>The Forecast of DC Residents by Age in Figure 2.10, shows that the District can expect over 21,000 more school age kids and another 7,000 infants and toddlers by 2025, and provides one example of increased demand. DC Public Schools has capacity, but it is not necessarily in the neighborhoods expected to have the greatest growth in children. Similarly, other public and private infrastructure has investment needs to address both deferred maintenance and upgrade out-of-date facilities before investments can be made to expand capacity. The metro transportation system, facilities for municipal fleets, and the electrical grid are only a few examples of where new investments are necessary to meet the growing needs of the city.</u>
N/A	228.8 (new)	<u>Forecasted growth as the city approaches 1 million people by 2045 will occur with competing priorities, rising costs, uncertain federal resources, and limited borrowing capacity. This will challenge the District to seek new ways of delivering the underlying structural supports that serve the residents and businesses of the city. Adding to the complexity, the District must function as a city, county, and a state, along with serving as the nation's capital and the seat of the federal government. These are unique challenges not experienced by any other municipality in our nation.</u>
N/A	228.9 (new)	<u>The District's capital investments are primarily guided by the Capital Improvement Plan (CIP), which uses a six-year investment horizon to identify and prioritize specific investments to upgrade and expand public facilities and infrastructure such as streets and transit. The 2006 Comprehensive Plan strengthened the linkage between the Plan and the CIP. The Plan became a guide for capital investments; led to greater coordination across agencies doing public facilities planning; and developed criteria by which capital projects were reviewed for a more objective and transparent process. As a result, proposed projects are now evaluated for consistency with the Comprehensive Plan and other District policies and priorities.</u>

Page number	10A DCMR citation	Amended or new text (New or replacement language shown in underline. Repealed text shown in strikethrough.)
N/A	228.10 (new)	The current CIP spans FY 2017 – 2022 and allocates approximately <u>\$6.3 billion to a wide range of capital projects in the District, including maintenance, replacement, or upgrade of vehicular fleets for police, fire and emergency medical services; street, sidewalks and alley infrastructure; and public buildings and facilities, such as schools, recreation centers, parks, health and wellness facilities, police, fire and government administration buildings.</u>
N/A	228.11 (new)	<u>The District also uses a 15-year Long-Range Capital Financial Plan to estimate the replacement needs of aging assets, evaluate how population growth will require expansion of existing infrastructure and facilities, and determine the District's fiscal capacity to fund these projects. This long-range plan was conducted in 2016 and included an analysis that estimated a capital budget shortfall of approximately \$4.2 billion through 2022. This gap includes unfunded new capital projects needed to support the growing population and unfunded capital maintenance of existing assets.</u>
N/A	228.12 (new)	<u>Perhaps the most significant challenge the District faces to meet the needs of growth is an already relatively high debt per capita. District law requires that annual debt service be no more than 12 percent of general fund expenditures. The long-range plan projects that the District's annual debt service will approach 11.76 percent of general fund expenditures by 2022. This means the city has very limited capacity to borrow funds for new long-term investments. Going forward, the District will need to consider ways of innovating how infrastructure can be financed and delivered, perhaps learning from other parts of the country that are experiencing rapid growth similar to that of the District's.</u>
N/A	228.13 (new)	<u>The District has already begun the process. The Long-Range Capital Financial Plan represents a more rigorous and efficient analysis of capital needs and fiscal capacity. On large sites with significant infrastructure needs such as the Wharf along the Southwest Waterfront, the District is using tools like Tax Increment Financing (TIF) or Payments in Lieu of Taxes (PILOT) to fund the needed infrastructure for the projects. The District recently created the Office of Public Private Partnerships (OP3), which is charged with building collaborations between the private sector and District government to design, build, operate and/or maintain key infrastructure and facility projects. The Office is exploring ideas such as co-location of private sector uses on District owned land and social impact bonds to fund new</u>

Page number	10A DCMR citation	Amended or new text (New or replacement language shown in underline. Repealed text shown in strikethrough.)
		<u>local public facilities. All of these are important steps, but more is needed to fully invest in an inclusive city.</u>

Sec. 3. Fiscal impact statement.

The Council adopts the fiscal impact statement in the committee report as the fiscal impact statement required by section 4a of the General Legislative Procedures Act of 1975, approved October 16, 2006 (120 Stat. 2038; D.C. Official Code § 1-301.47a).

Sec. 4. Effective date.

(a) This act shall take effect following approval by the Mayor (or in the event of veto by the Mayor, action by the Council to override the veto), a 30-day period of congressional review as provided in section 602(c)(1) of the District of Columbia Home Rule Act, approved December 24, 1973 (87 Stat. 813; D.C. Office Code § 1-206.02(c)(1)), and publication in the District of the Columbia Register.

(b) No District element of the Comprehensive Plan for the National Capital shall take effect until it has been reviewed by the National Capital Planning Commission as provided in Section 2(a) of the National Capital Planning Act of 1952, as amended by section 203 of the District of Columbia Home Rule Act, approved December 24, 1973 (87 Stat. 779; D.C. Official Code § 2-1002(a)) and Section 423 of the District of Columbia Home Rule Act, approved December 24, 1973 (87 Stat. 792; D.C. Official Code § 1-204.23).



Office of the Director

August 24, 2018

VIA ELECTRONIC DELIVERY

Chairman Phil Mendelson
Council of the District of Columbia
1350 Pennsylvania Ave, NW
Washington, DC 20004

Re: Framework Element of the Comprehensive Plan

In January, the Mayor introduced the “Comprehensive Plan Framework Element Amendment Act of 2018” to update this introductory chapter of the Comprehensive Plan. The Framework Element does not contain policies and actions. Its intent is to describe the key development trends affecting the city and to establish a contextual foundation for the policies and actions in the Citywide and Area Elements that follow.

During the Office of Planning’s Oversight hearings in February and March, and during the Comprehensive Plan hearing in March, various stakeholders expressed concerns that the Framework Element does not adequately address rising housing costs in the District and the displacement pressures that many residents experience as a result.

Following those comments from the public, the Office of Planning conducted an additional assessment of the Framework and would like to offer our findings to the Council to assist in its consideration of the proposed Framework Element legislation.

First, it is important to note that one of the Guiding Principles of the Comprehensive Plan, established in 2006 and located in the Framework Element, states:

- 218.3 10. The recent housing boom has triggered a crisis of affordability in the city, creating a hardship for many District residents and changing the character of neighborhoods. The preservation of existing affordable housing and the production of new affordable housing both are essential to avoid a deepening of racial and economic divides in the city. Affordable renter- and owner-occupied housing production and preservation is central to the idea of growing more inclusively.

In addition, the 2018 amendments to the Framework Element aim to better explain the forces that are creating serious affordable housing challenges. The following are relevant highlights from the bill:

- The addition of sections 203.2a (new), 204.10 (new), and 215.4a (new) provide a greater discussion of rising housing costs, with section 204.10 (new) identifying them as “perhaps the central challenge toward maintaining and growing an inclusive city.”
- Amendments to 203.6, 210.4, 223.12, 225.18, 228.1, 228.3, and 228.4 add a greater emphasis on the need for affordable housing, with the addition of Section 228 INVESTING FOR AN INCLUSIVE CITY, which defines affordable housing as a fundamental component of the infrastructure contributing to “an inclusive and resilient city.”

Over the last few months, the Office of Planning has crafted new language on housing and land costs. The language expounds on significant trends in the housing market and the impact on low- and middle-income residents. It contains facts and figures, which express the need for policies in the Land Use, Housing, and other Elements of the Comprehensive Plan that respond to the affordability challenges.

OP would recommend the insertion of the following text into section 205 LAND USE CHANGES, after sub-section 205.5:

NEW While there is room for growth under current zoning within the District through 2045, certain factors hinder the use of this land capacity. In some parts of the city, capacity is in the form of vacant land. However, investment often avoids these areas due to a real or perceived lack of public and private assets, such as transit, libraries, high-performing schools, and businesses. In other parts of the city, where the development market is stronger, unbuilt capacity often exists above one- and two-story retail buildings along commercial corridors. Here zoning would allow for four or five additional stories of development and represents a potential source of untapped housing supply. However, property owners weigh the value of current establishments against the costs and risks of entitlement and construction. In some cases, owners hold back supply until additional market demand drives housing prices high enough to exceed the value of the existing uses. In other cases, owners choose to build as-of-right, building less housing than they could due to the increasing risk of the entitlements process.

These land use patterns, described above, tend to restrict the pace of adding new housing and to narrow the range of available housing prices, which ultimately affects the District’s ability to grow in an inclusive manner.

Further, OP would also recommend the addition of the entirely new section below entitled HOUSING COST CHANGES to be inserted after the existing Section 205 LAND USE CHANGES and before Section 206 MOBILITY AND ACCESS CHANGES of the Framework Element:

HOUSING COST CHANGES

The rising cost of housing in the District is one of the most pressing and critical issues facing the city. Nationally, housing demand in many urban areas has grown significantly, reflecting an increased preference for urban living and creating affordability issues in other cities. In the District, market rate housing costs have steadily climbed as demand has increased with population growth. Since the economic recovery began in 2010, the median sales price of single-family homes increased 8.2 percent per year, while condominiums increased 3.3 percent per year,

and average rents increased 3.8 percent per year. For many lower income households, increasing housing costs have become difficult to afford in part because their income growth has not kept pace with increased costs. Many lower income residents are financially strained by housing costs, which can lead to housing insecurity and displacement from their neighborhood, or even the District. In addition, housing insecurity can have negative impacts on household health, school performance, job access, and other indicators of wellbeing.¹ Residents of color form a majority of lower-income households in the District and, therefore, face a disproportionate share of the problems caused by housing insecurity and displacement.

Cost increases are driven by several factors including: the strong and growing economy; migration into the city; increasing length of residency; growth of high paying jobs; increasing levels of educational attainment among newer residents; as well as, an increase of higher-income families having and raising children in the District. These economic and demographic factors have produced particularly strong demand for housing near metro stations and for family housing with two or more bedrooms. In general, increased demand has prompted rising rents for older housing units, conversions of rental units to ownership units, and increased demolition of older buildings in preparation for redevelopment. The result has been a reduced supply of less expensive housing units and a lower availability of “naturally occurring” affordable housing.

Between 2006 and 2016, the supply of rental housing units expanded dramatically. Most of these new units were higher-cost apartments affordable to households earning near and above median income. During this period, due to new construction and rising rents of existing supply, the total supply of rental units affordable only to those households earning more than 60 percent of the Median Family Income (MFI)² increased by almost 41,500. In contrast, the total supply of rental units affordable to households earning less than 50 percent MFI declined by a net number of approximately 11,800 units, receding from 72,000 units in 2006 to 60,200 in 2016. At the same time, there appeared to be a modest gain of 2,500 units affordable to households with incomes between 50 percent and 60 percent of the MFI.³

As the availability of affordable housing decreases, rising housing costs are causing more households to be severely burdened, which means their housing costs consume more than 50 percent of household income. In 2016, more than 48,000 households were severely burdened by rental housing costs, while another 30,000 rental households were burdened by housing costs consuming 30 to 50 percent of their income. Households that are burdened by housing costs must reduce expenditures on other necessities, such as food and health care. Further, households that are severely burdened by housing costs must often choose between a home that is in a desirable location—close to their community, jobs and/or services—and a home that is more affordable.

By comparison, the number of households burdened by ownership costs significantly decreased between 2006 and 2016. This decline is attributable to factors including older, lower-income

¹ Theodos, Brett et al, “Family Residential Instability: What Can States and Localities Do?” The Urban Institute, May 2018.

² Median Family Income (MFI) is calculated by the U.S. Department of Housing and Urban Development (HUD) annually for each metropolitan area in the U.S. It is based on the Median Family Income and assumed to represent a family of four for the purposes of establishing income limits for affordable housing programs. Income limits are adjusted for household size. Sixty percent of the MFI was chosen for analytical purposes because it represents the typical upper income limit of affordable rental housing programs such as the Low-Income Housing Tax Credit (LIHTC) and Inclusionary Zoning (IZ).

³ While there appeared to be an increase in units affordable to households earning between 50 and 60 percent of the MFI that would correlate with District affordable housing funding programs, the change was not statistically significant at 90 percent confidence interval.

households selling their homes to the growing number of younger households starting families; as well as high rates of foreclosure during the financial crisis that started in 2008. Lower- and middle-income households wishing to buy a home now have fewer options. This phenomenon may reinforce racial patterns of settlement in the District and/or create additional market pressure on the housing prices in eastern neighborhoods.

Increasing costs and a decreasing supply of naturally occurring affordable housing are affecting the types of households that are staying in the District. The table below illustrates the change in households by income in the District between 2006 and 2016. The table shows that the number of extremely low-income households earning less than 30 percent of the MFI increased by almost 8,400 households even as more of these households became severely burdened by rental housing costs. The table also shows a notable decline in low- and moderate-income households earning between 30 and 80 percent of the MFI. During the ten-year period, many residents sold or lost their homes, resulting in a decrease of 13,500 households in this income range. Finally, the table shows that the number of higher-income households, those earning more than 120 percent of the MFI, increased by almost 32,300 between 2006 and 2016.

Net Change in the Number of District Households by MFI: 2006 - 2016

MFI	<30%	30%-50%	50%-80%	80%-100%*	100%-120%*	>120%	Total
Households	8,362	(6,625)	(6,913)	2,795	875	32,290	30,784

Source: US Census ACS PUMS 1-Year Data, DC Office of Planning.

*Change not statistically significant at the 90 percent confidence interval.

The patterns of household change have impacted the District's neighborhoods in varied ways. For example, the greatest decline in the number of lower income households was in Capitol Hill and Upper Northeast, whereas the greatest increase in higher income households was in Central Washington. While the need for affordable housing affects the city as a whole, the discrete challenges vary at the neighborhood level.

The District has taken enormous strides toward strengthening its affordable housing infrastructure. The city has some of the strongest tenant protection provisions in the country, highest levels of per capita affordable housing investment, and some of the most innovative programs. Still, more systemic work is needed to address the impacts of rapid population growth in the District and across a region that is broadly lacking sufficient affordable housing.

Lastly, while the Framework Element does not contain policies and actions, it does set some basic ground rules for how the Comprehensive Plan is applied, particularly in discretionary land development proposals. During OP's recent Council hearings, we discussed the vital role that Planned Unit Developments (PUDs) play in achieving a "commendable number or quality of public benefits" in exchange for "flexibility of development and other incentives, such as increased building height and density."

Section 227 in the amended Framework Element seeks to clarify the relationship between the Comprehensive Plan and zoning, and how PUDs are used to achieve both consistent implementation of the Comprehensive Plan and city policy priorities, such as affordable housing. To further emphasize the

ability and intent to address affordable housing production and preservation through PUDs, OP would recommend inserting the following as a new section between proposed sections 227.4 and 227.5.

Specific public benefits are determined through each PUD application and should respond to critical issues facing the District as identified in the Comprehensive Plan and through the PUD process itself. In light of the acute need to preserve and build affordable housing described in Section 205a, the production of new affordable housing units [above and beyond existing legal requirements] and the prevention of displacement of on-site residents should be considered as high-priority public benefits in the evaluation of residential PUDs.

The Office of Planning hopes the information above assists the Council as it deliberates amendments to the Framework Element of the District's Comprehensive Plan. OP is ready to assist with any questions the Council may have.

Sincerely,

A handwritten signature in dark ink, appearing to read "Eric D. Shaw". The signature is fluid and cursive, with the first name "Eric" and last name "Shaw" clearly distinguishable.

Eric D. Shaw
Director

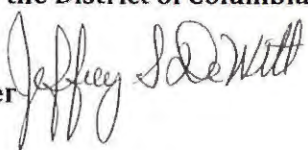
Government of the District of Columbia
Office of the Chief Financial Officer



Jeffrey S. DeWitt
Chief Financial Officer

MEMORANDUM

TO: The Honorable Phil Mendelson
Chairman, Council of the District of Columbia

FROM: Jeffrey S. DeWitt
Chief Financial Officer 

DATE: September 25, 2017

SUBJECT: Fiscal Impact Statement – Comprehensive Plan Amendment Act of 2017

REFERENCE: Draft bill provided to the Office of Revenue Analysis on September 8, 2017

Conclusion

Funds are sufficient in the fiscal year 2018 through fiscal year 2021 budget and financial plan to implement the bill.

Background

The Framework Element¹ ("Element") of the District of Columbia Comprehensive Plan ("Plan") provides context for the Plan with data on District demographics and trends, a growth forecast, principles on how to apply the District's vision statement to the Plan, and maps outlining land use and policy goals. The Element provides a basis for policies but does not contain specific action items.

The bill updates the data, language and trends referenced in the Element. For example, the bill updates descriptions of land use categories to align with how the Office of Planning and the Zoning Commission do business.

Financial Plan Impact

Funds are sufficient in the fiscal year 2018 through fiscal year 2021 budget and financial plan to implement the bill. While the information provided in the Element may be used to support future policy actions, the document itself has no fiscal impact. The Office of Planning can perform all administrative and technical functions required by the Element within current resources.

¹ You can find the entire Comprehensive Plan here: <https://planning.dc.gov/node/636812>

DCMR 10-A (Framework Element)

200 OVERVIEW

200.1 Framework Element

The Framework Element of the Comprehensive Plan serves four purposes. 200.1

200.2 First, it provides the context for the rest of the Plan by describing the forces driving change in the city. These forces include demographic shifts, economic change, technological change, fiscal challenges, tensions between federal and local interests, and more. Such “driving forces” define the major issues facing Washington and touch every aspect of life in the city. 200.2

200.3 Second, the Element includes a description of the District’s growth forecasts and projections. The forecasts are expressed in narrative format and are also summarized in tables and charts. They show how and where the District expects to add households, people, and jobs between 2005 and 2025, and adds an extended forecast through 2045. 200.3

200.4 Third, the Framework Element ties the Comprehensive Plan to “Vision for Growing an Inclusive City.” It lays out 36 principles to be followed as the District moves from “Vision to Reality.” These principles, largely drawn from the Vision and from the previous Comprehensive Plan, express cross-cutting goals for the District’s future that guide the Plan’s policies and actions. 200.4

200.5 Finally, the Element describes the Comprehensive Plan, ~~Generalized~~ Generalized Policy Map and the Future Land Use Map, describes how the Comprehensive Plan guides development decisions, and the role of capital investments in addressing current and future challenges regarding infrastructure and facilities. The Generalized Policy Map “tells the story” of how the District is expected to change during the ~~next two decades~~ first quarter of the century. It highlights the places where much of the city’s future growth and change is expected to occur and sets the stage for the Elements that follow. The Future Land Use Map shows the general character and distribution of recommended and planned uses across the city. Both maps carry the same legal weight as the text of the Comprehensive Plan. 200.5

200.6 Unlike the other Citywide Elements, this Element does not contain policies and actions. Its intent is to provide the foundation for the rest of the Comprehensive Plan. 200.6

201 THE FORCES DRIVING CHANGE

201.1 The sections below describe the forces driving change in the District of Columbia and outline the implications

of these forces for the District's future. The Comprehensive Plan seeks to address these implications for the District to become a more inclusive city. Achieving a more inclusive city calls for public and private collaborations, among District agencies, between District and federal agencies, with the private and non-profit sectors, with our citizens, as well as our regional partners. 201.1

202 THE DISTRICT AND THE REGION

202.1 Since 2006, the District has re-established its position at the center of an economically dynamic metropolitan area. Rapid growth in population and jobs has made the District one of the fastest growing large cities in the United States, following prior decades of population and job loss. Now the District is regaining its share of the region's vitality. 202.1

202.12 ~~Between 1980 and 2005~~ 2006 and 2016, the Washington metropolitan area grew by almost ~~50-17~~ percent, increasing from ~~3.45.2~~ million to ~~5.06.1~~ million residents. More than ~~1.2~~ 260,000 million jobs were added during this period, an increase of almost ~~70-nine~~ percent. ~~This type of growth might not be surprising in a sunbelt city like Houston or Los Angeles, but in the urban northeast, the statistics are truly impressive.~~ Greater Washington is the fastest growing large metropolitan area in the country outside of the South and West. It is the sixth largest metropolitan area in the nation. ~~This growth has been accompanied by unprecedented urban sprawl—the region has actually become less dense as it has added people and jobs.~~ Metropolitan Washington now sprawls across ~~4,000~~ 4,500 square miles of the Middle Atlantic States. ~~202.1~~ 202.2

202.32 ~~Growth has changed the District's role within the region.~~ The District has captured a greater share of regional growth than expected. In 1950, the District had 46 percent of the region's population and 83 percent of its jobs. By 2000, it had just 12 percent of the region's population and 25 percent of its jobs. In 2006, the perceived difficulties of infill development and other factors led to even the most ambitious projections. Given the city's finite land area, this trend is expected to continue. Even the most ambitious projections show showing the District with a diminishing share of the region's population and jobs in the future. 202.23

202.34 ~~A declining share of population and jobs does not necessarily suggest a less important role, however.~~ Instead, our position as the nation's capital, our historic and unique neighborhoods, and our cultural offerings, and the benefits of density, such as transportation and urban amenities, placed a premium on Washington and distinguished it from the surrounding suburbs, reflecting renewed interest in living and working in the city. will keep the city vital. In fact, these attributes have already placed a premium on Washington as it has become more distinct from the vast and relatively new suburbs growing up around it. With this renewed interest, the District can maintain a growing share of the region's population and jobs. 202.3.4

202.45 There are signs the region will better balance growth between jobs and households in the future. ~~There are warning signs that regional growth may be out of balance, however.~~ The In 2006, "inner ring" suburbs of

Montgomery, Prince George's, and Fairfax Counties ~~are planning~~planned to add 620,000 jobs during the next 25 years but only 273,000 households, ~~with similar imbalances in other regional jurisdictions. Similar imbalances appear in Arlington, Alexandria, and even in counties on the suburban fringe. If the region continues to grow this way, this regional jobs-housing imbalance had continued, more workers will seek would have sought housing outside the region, creating more congestion, more and sprawl, while also raising housing costs, and more expensive housing in the region's core. The jobs housing imbalance may fuel demand for housing in the District as suburban residents as people sought seek to reduce their commuting times by moving closer to their jobs. However, the opposite may occur if jobs move further away and the workforce follows regional projections now indicate a shift toward more housing within the inner suburbs that should moderate the jobs-housing imbalance, described below in the Cooperative Forecasting section.~~ 202.54

203 DEMOGRAPHIC CHANGES 203

203.1 The District is an attractive place to live and work, as evidenced by recent population growth. Since 2006, the District grew by over 110,000 (19.5 percent) to an estimated population of 681,170 in 2015. This growth sharply contrasts with the loss of population that marked the decades from 1950 to 2000, when Washington went from a peak of 802,000 residents to 572,000. The current trend, if sustained, puts the District on track to bypass the 1950s peak within two decades. The main drivers of this increase are natural increase (births minus deaths), and international and domestic migration. 203.1

203.2 Nine to ten percent of the population moves into, or out of, the city each year. The District has successfully sought to attract and retain both domestic and international residents. Domestic migration has shifted from negative to positive, with 2,000 people added annually since 2009. The city has also added 4,000 net new international residents each year since 2006. 203.2

203.3 The largest component (69 percent) of in-migration from 2006 to 2015 consisted of young adults who tended to be white and college educated. These new residents shifted the demographic makeup in many neighborhoods in several ways. Their education levels enabled them to accept higher-wage positions than many existing residents, and their incomes grew faster. These new residents also stayed in the District and started families. In 2006, married couples made up only 22 percent of households; since then, married couples represent over half of the District's 31,000 new households. While fertility rates are down, including for single and teen mothers, the increase in married couples has resulted in a mini-baby boom, with the number of average births per year increasing from 7,700 in the early 2000s to over 9,500 by 2015. 203.3

203.4 Recent migration patterns indicate the city is also losing existing residents in certain types of households, including parents with children, older adults, and blacks, although the overall population of these three groups is growing. Prince George's and Montgomery Counties in Maryland are, in order, the two largest destinations

for those leaving the city. 203.4

~~203.1 One of the most well documented trends to affect the District over the last five decades is the loss of population. In 1950, Washington had 802,000 residents and was the 9th largest city in America. By 2000, Washington's population had dropped to 572,000 and it ranked 21st in size among U.S. cities. Between 1970 and 2000 alone, the number of people living in the District of Columbia dropped by almost 25 percent. 203.1~~

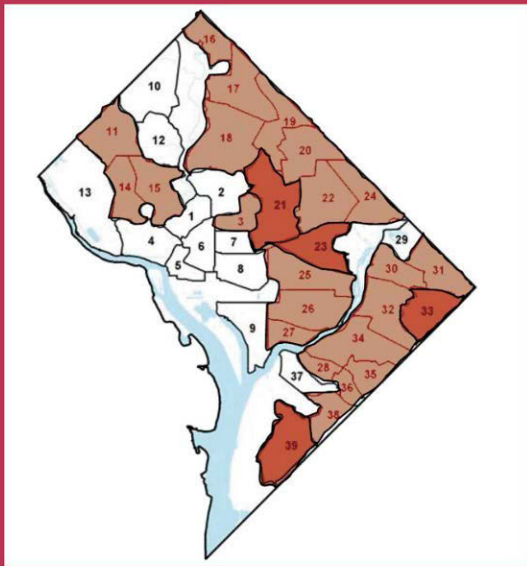
203.25 ~~Population decline has affected different parts of the city in different ways. Figure 2.1 shows the population changes that occurred from 1980 to 2000 by neighborhood cluster. The vast majority of the decline has occurred in areas east of 16th Street. In fact, the area east of the Anacostia River lost 44,000 residents during the 1980s and 90s. Previous population decline, and now growth, has affected different parts of the city in different ways. Figure 2.1 illustrates changes in population by neighborhood cluster from 1980 – 2000 and 2000-2015. Between 1980-2000, the vast majority of population decline occurred east of 16th Street - areas east of the Anacostia River lost 44,000 residents - while many areas west of Rock Creek Park actually gained residents. As middle-income households moved away, poorer residents ~~were left~~stayed behind, leaving the District with the largest concentration of poverty in the region and a sharper divide between rich and poor. This also resulted in a ~~growing~~greater concentration of people with special needs, and ~~patterns of places of~~ disinvestment, with concomitant ~~and~~ social ills in many communities. 203.25~~

203.6 Much of the population growth between 2000 and 2015 concentrated in central Washington neighborhoods, particularly those hit hard by the 1968 riots. The riots and their aftermath resulted in vacant and underutilized land in what subsequently became a desirable, central location. Accelerating demand to live in these neighborhoods has resulted in increased housing costs that threaten the ability of existing lower income households to remain. 203.6

203.37 Figure 2.1: Population Change by Neighborhood Cluster, 1980-2000 and 2000-2015

Figure 2.1:

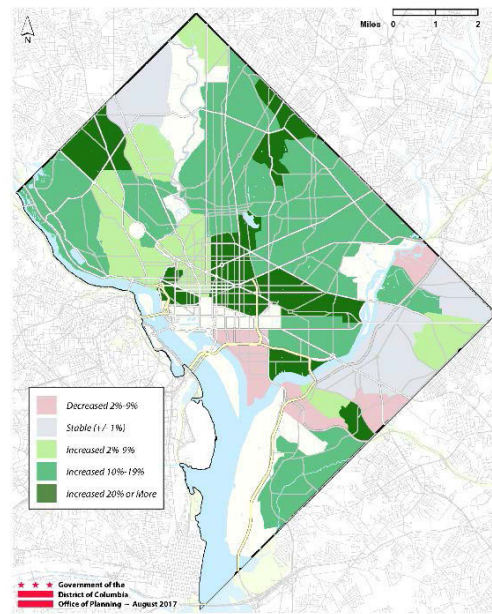
Population Change by Neighborhood Cluster, 1980-2000



Clusters that lost population, 1980-2000

Clusters that lost >15% of their population, 1980-2000

Source: OP, 2002



Government of the District of Columbia
Office of Planning - August 2017

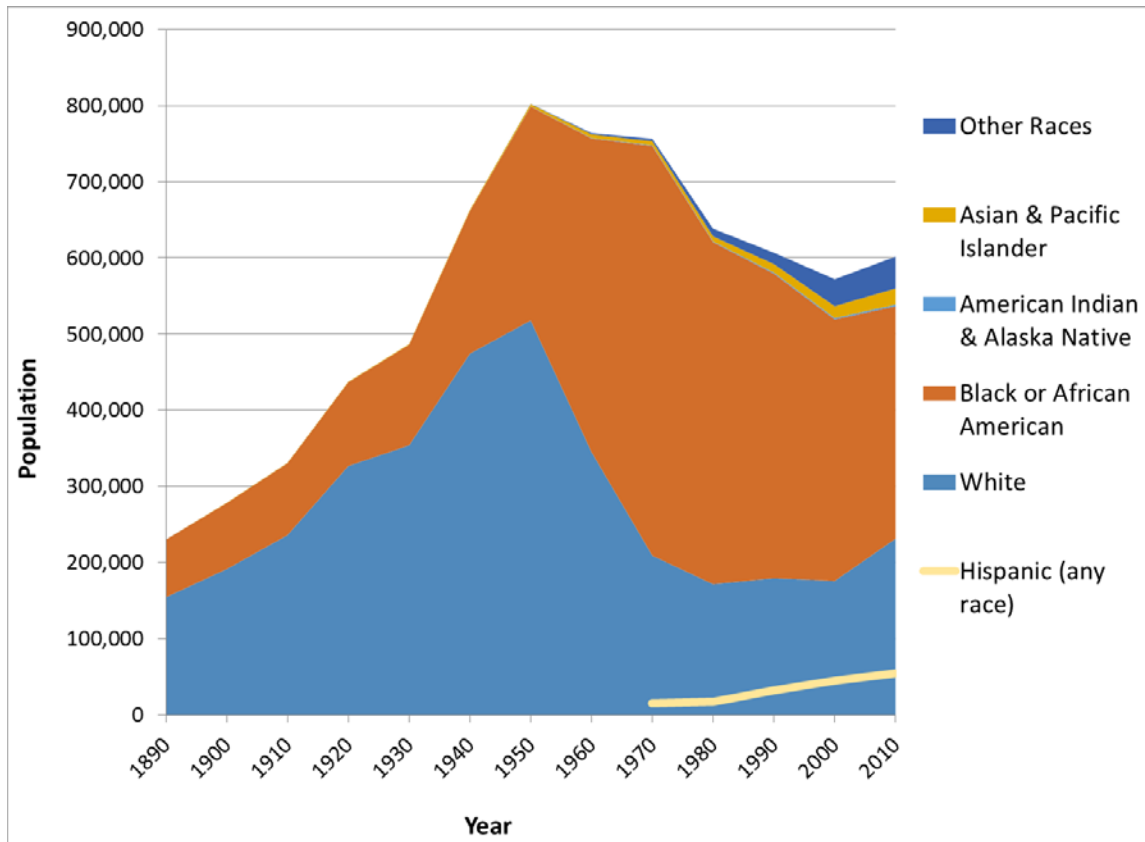
http://planning.dc.gov/planning/frames.asp?doc=/planning/lib/planning/2006_revised_comp_plan/2_framework.pdf.

203.84 Figure 2.2 illustrates changes to population in the District by race, over time. Unlike the experience of other major cities, the loss of population in Washington was not solely attributable to the result of “white flight.” In fact, between 1980 and 2000, African-Americans/blacks registered the largest decrease among the city’s racial groups, dropping in population by almost 100,000, and this trend continued through 2010, with an additional decline of 38,000 to 305,125. While some black residents left the District for family ties and increased opportunities, the rising costs of living, especially housing costs, became a significant factor. Since 2010, the black population has stabilized and started to grow again, and now represents 48 percent of the total population. Compared to the rest of the District, the current black population is both younger (under 18) and older (over 64). Challenges persist, with black households on average earning 45 percent less than white households, and with a larger percentage of single female heads of household. While forecasted to increase numerically, the city’s black population will remain below 50 percent of total population through 2025. This drop was partially offset by increases in the city’s Hispanic and Asian populations.203.48

203.9 There have been steady increases in Hispanic and Asian populations in recent decades. Growth of Hispanic

residents started in the 1980's with foreign migration primarily from countries like El Salvador. This has subsequently shifted to migration primarily from Mexico and Puerto Rico, along with net natural increases from residents. 203.9

203.10 Figure 2.2 Population of DC by Race: 1890 – 2010 203.10



Source: US Census, DC Office of Planning.

Notes: Hispanic population data not available prior to 1970.

203.115 While population loss after 1950 was significant, the decline in the number of households was much less dramatic. The number of households in the District declined by just 2 percent between 1980 and 2000, standing at 248,000 in 2000. Thus, population loss in the late 1990s was less a function of housing being abandoned and more a result of larger households being replaced by smaller households. In fact, the average household in Washington contained 2.16 persons in 2000, down from 2.72 in 1970. Middle-class families left the city in large numbers during this period and the number of school-aged children dropped dramatically. 203.511

203.126 Looking forward, the city expects household size to continue falling through 2010, and then stabilize. The 2006 Plan accurately predicted household size falling through 2010, and then stabilizing. According to the

US Census, the percentage of ~~seniors-older residents~~ is expected to increase as “baby-boomers” retire, and the percentage of foreign-~~born~~ residents, particularly those of Hispanic origin, is expected to rise. The District is expected to continue to be a magnet for the region’s young professionals and empty nesters. Its ability to attract ~~and retain young households and~~ families with children rests largely on its ability to improve the quality of public education and address basic issues like crime, ~~provision of services, inventory of service provision, family-sized housing stock,~~ and housing affordability. 203.612

204 ECONOMIC CHANGES

204.1 On the surface, Washington’s economic picture ~~would appear to be~~is the envy of most cities. There are more jobs than residents, and nearly three times more jobs than households. ~~In 2005, there were some 740,000 jobs in the District, an increase of about 30,000 jobs since 2000. Job growth, important for the city’s economic vitality, has continued throughout this century, with 83,000 new jobs added since 2005 for a total of 798,000 jobs in 2015. Job growth in the professional services, education, and hospitality sectors has outpaced federal employment growth, helping diversify the city’s economy beyond the federal government.~~ Wages in the region are among the highest in the nation. 204.1

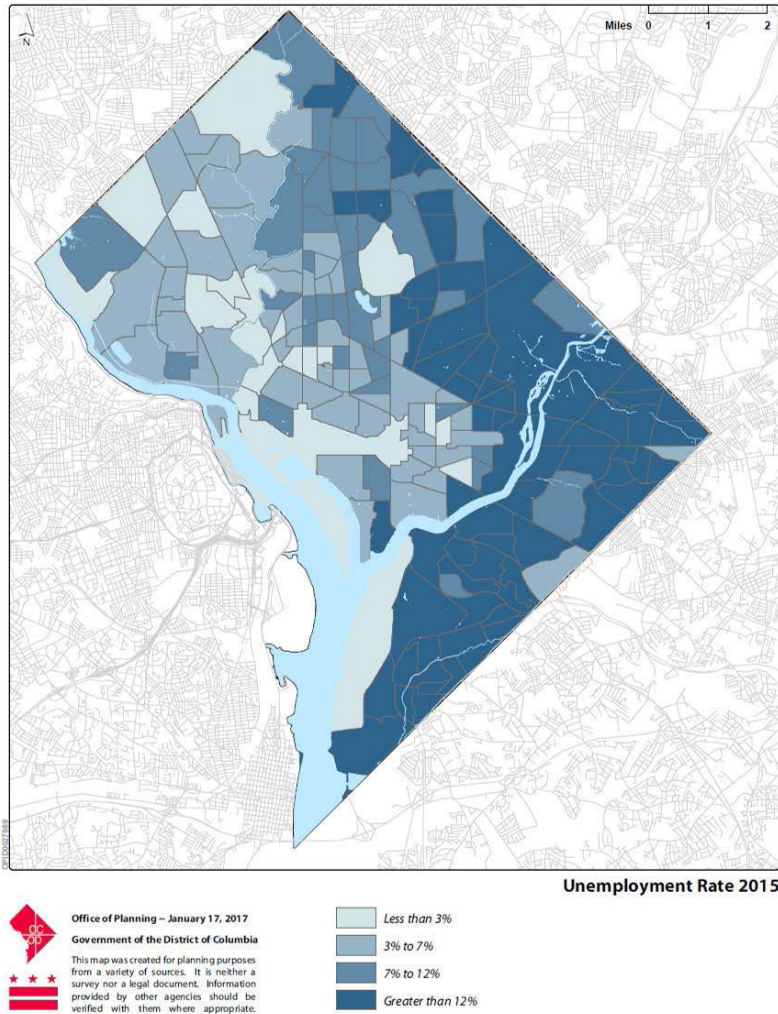
204.2 ~~With these statistics, one might assume that every District resident who is able to work is gainfully employed. Job growth has led to declining unemployment. After peaking above 10 percent in 2011, unemployment dropped to 6.1 percent in 2016. The diversity of job growth has reduced unemployment across race, education levels, and geography. Yet the city’s unemployment rate is relatively high, hovering~~hovers between 6 and 9 percent ~~- and is consistently almost double the rate for the region-as a whole. Unemployment rates in areas such as Far Southeast/Southwest are still four to five times higher than the regional rate, and disproportionately affect black residents. Yet m~~Many District residents do not have the skills to fill the white-collar jobs that drive the city’s economy, ~~and because the District is one of the region’s major job centers and requires some “importing” of workers from the suburbs, m-~~More than 70 percent of the jobs in the District are filled by workers who live in Maryland and Virginia. ~~In fact, some “importing” of workers from the suburbs. This~~ is essential to the District’s ~~s-~~economy: ~~-even if every DC resident in the labor force were was~~ employed in the city, we would still need ~~over almost~~ 400,000 additional workers to fill the city’s jobs. 204.2

204.3 This imbalance ~~causes results in~~ a number of problems. The most often cited problem is the District’s inability to tax the incomes of the ~~nearly~~ 500,000 non-residents who commute to the city each day. This daily migration is also accompanied by traffic congestion, air quality problems, and millions of hours of lost productivity. 204.3

204.4 ~~But p~~Perhaps the more profound problem is the regional income divide. As Figures ~~2.2, 2.3 and 2.4~~through 2.5 indicate, the District today is a city divided by income, education, and employment. ~~The maps depict this regional pattern within the District, as well as the change the District has experienced since 2006. And, change~~

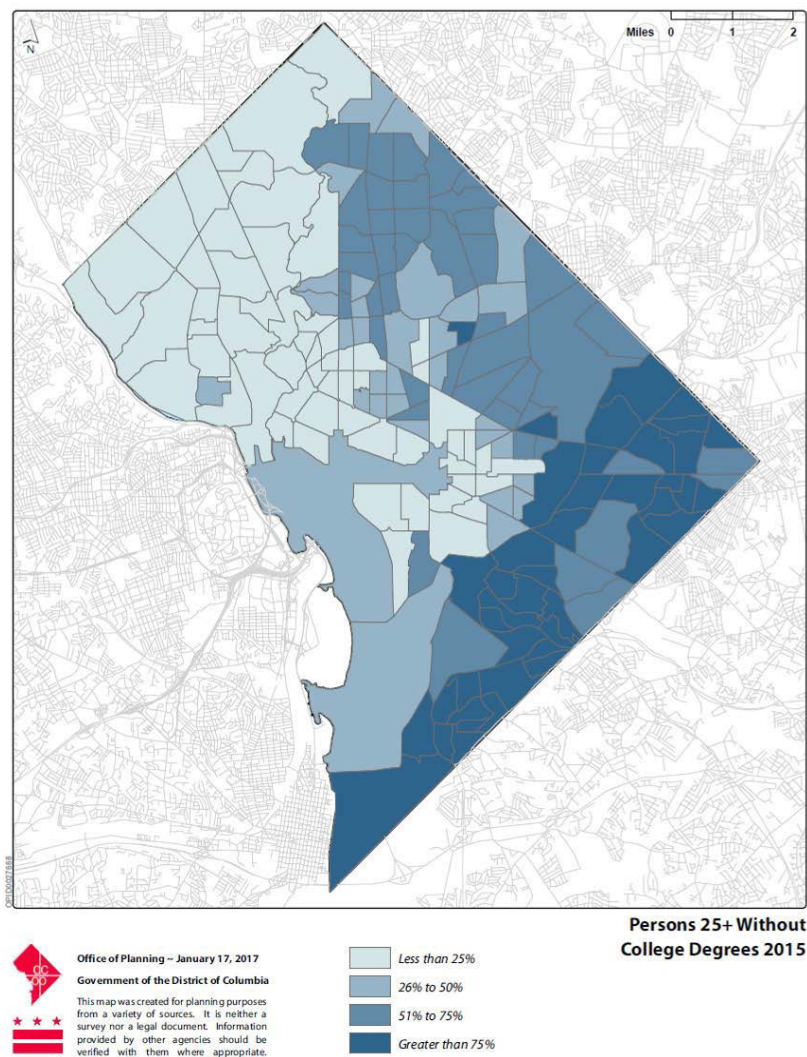
must be carefully considered: while the neighborhoods of Central Washington have seen a recent decrease in the percent of those without a college degree or living in poverty, this is attributed to the strong increase in a resident workforce with college degrees, not necessarily improvements for existing residents, so the regional divide persists. –“Vision for Growing an Inclusive City” concluded that bridging the income divide was the single biggest challenge facing the District as it planned for its future, and now, with over 17 percent of residents living in poverty and the cost of living rising, that challenge remains. 204.34

204.45 Figure 2.32: Unemployment in 20022015 204.5



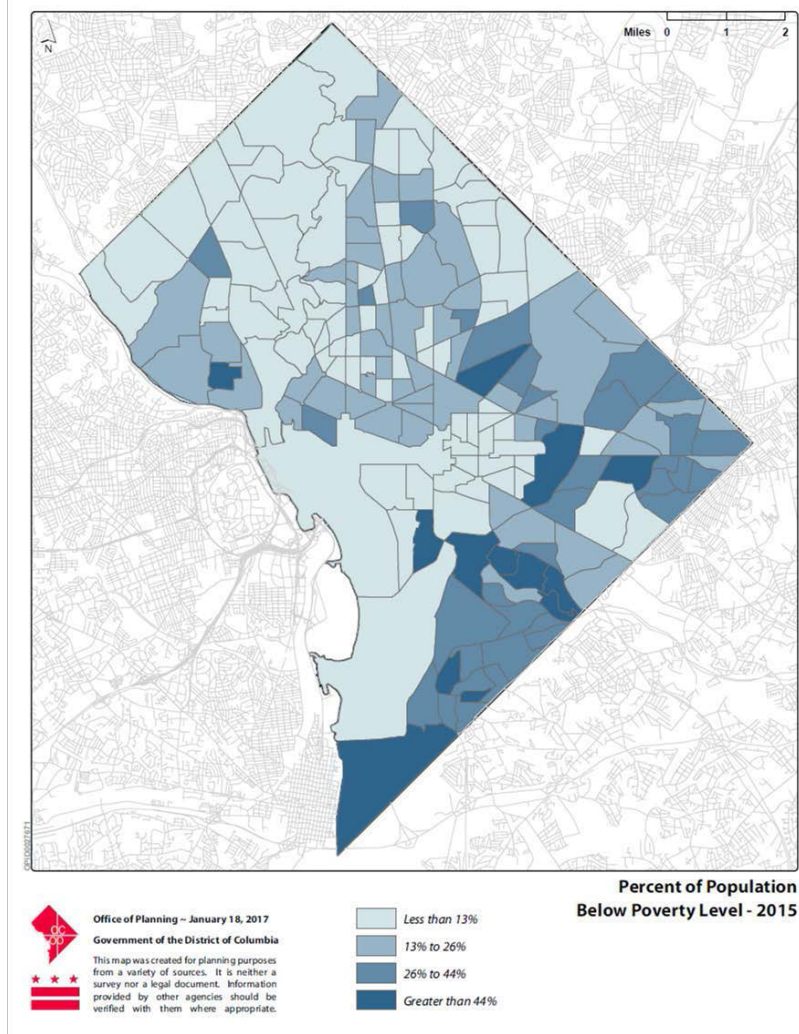
http://planning.dc.gov/planning/frames.asp?doc=/planning/lib/planning/2006_revised_comp_plan/2_frame_work.pdf.

204.56 Figure 2.34: Persons 25+ Without College Degrees in 20002015 204.6



http://planning.dc.gov/planning/frames.asp?doc=/planning/lib/planning/2006_revised_comp_plan/2_frame_work.pdf.

204.67 Figure 2.45: Poverty Rate in ~~2000~~2015 204.7

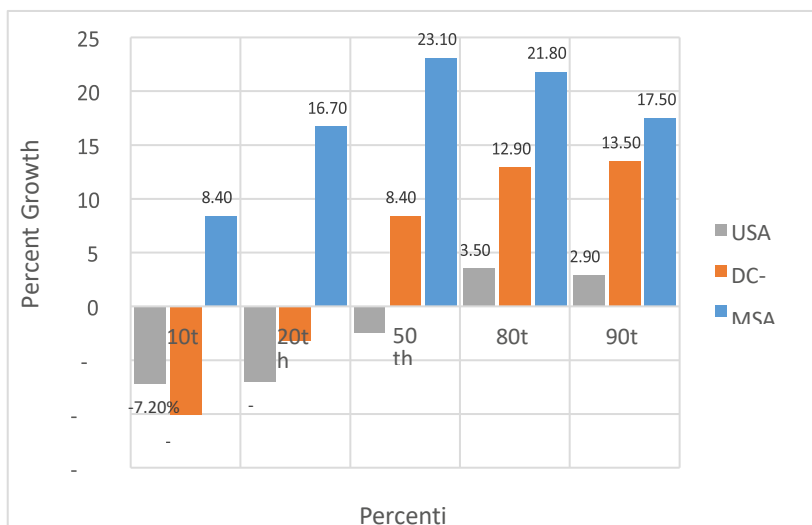


http://planning.dc.gov/planning/frames.asp?doc=/planning/lib/planning/2006_revised_comp_plan/2_frame_work.pdf.

204.78 Demographic tables throughout the Comprehensive Plan, including Figures 2.3, 2.4, and 2.5, and other demographic tables in this document are generally based on 2000 Census data use the most accurate, up-to-date Census and other data available. At the city-wide level, this may mean data from a single year of the American Community Survey (ACS) and the Annual Estimate of Population. Getting to a neighborhood level requires five years of ACS data. Unless otherwise stated, this data is labeled with the last year the data was collected but represents an average for the whole collection period. Readers should take this into consideration given the rapid rates of change for some neighborhoods. For the decennial census, ~~It should be noted that~~ students residing in the District on April 1, 2000-2010 (census day) are counted as residents of the District rather than residents of their home state. Consequently, data on poverty, age, and other variables ~~may be skewed~~ reflects student populations in census tracts containing (or adjacent to) universities. The District has accounted for these anomalies within the Comprehensive Plan, and should tailor its anti-poverty, economic development, and similar programs accordingly. 204.78

204.9 While attracting residents earning higher-wage jobs reflects a strong economy, it is important to consider the resulting growth in income disparities. At the national and metropolitan levels, income from lower-wage jobs has decreased in real terms, while income for workers with higher wages has grown, as shown in Figure 2.6. In the District, the story is somewhat different: wage growth at the lower end improved but importantly has not kept pace with growth for higher wage workers. Growing income disparity is even greater when considering geographic, racial/ethnic, and gender dimensions. 204.9

204.10 Figure 2.6 Earned Income Growth for Wage and Salary Workers by Percentile: 2000-2014



Source: National Equity Atlas, IPUMS, US Census ACS

204.811 From a regional perspective, the District's employment outlook is positive. Because Washington is the seat of the federal government, it has been insulated from the economic cycles that have affected other regions of the country. The city never had a large industrial base, so it was spared the large-scale job losses experienced by places in cities like Baltimore and Philadelphia during the 1970s and 1980s. The District was not dependent on technology jobs, so it was spared the downturns affecting places like San Jose and Austin during the early 2000s. Even the downsizing of the federal government in the 1990s was accompanied by a rise in procurement spending that kept the Washington economy strong. The 2013 federal budget sequestration provides a recent example of the District's economic strength and diversity. Despite the sudden loss of 7,000 federal jobs, the city's population and total jobs continued to grow. 204.811

204.12 A factor in the city's economic growth is its taxes. During the 1980's and 1990's, the District's reputation in the region was high-taxing: the highest tax rates for sales, business franchise, and real property. Since the Control Board era, the District for the most part has resisted raising tax rates, lowered many of these rates, and from a tax perspective, become more economically competitive in the region. 204.12

204.13 Washington's economy is diversifying, which helps during slow federal growth; however, a period of

significant and sustained decline in federal employment and procurement would challenge the city’s ability to recover. Further diversifying the District’s economy will make the city more resilient to this and other economic shocks. A key advantage to the federal presence is its highly educated and skilled workforce, which the private and non-profit sectors can tap as a mutual asset for growth. 204.13

204.914 But it is hard to consider ana-resilient economy truly resilient when it alone does not close the “skills gap” that exists between the needs of local employers and the abilities of many District residents. Future job growth is expected to be concentrated in the services sector, including the business, legal, engineering, management, educational and social service fields. The Economic Development Element of this Plan emphasizes the importance of closing the skills gap by improving education and job training so that more District residents can fill jobs in these and all other professions and adapt to changing conditions. 204.914

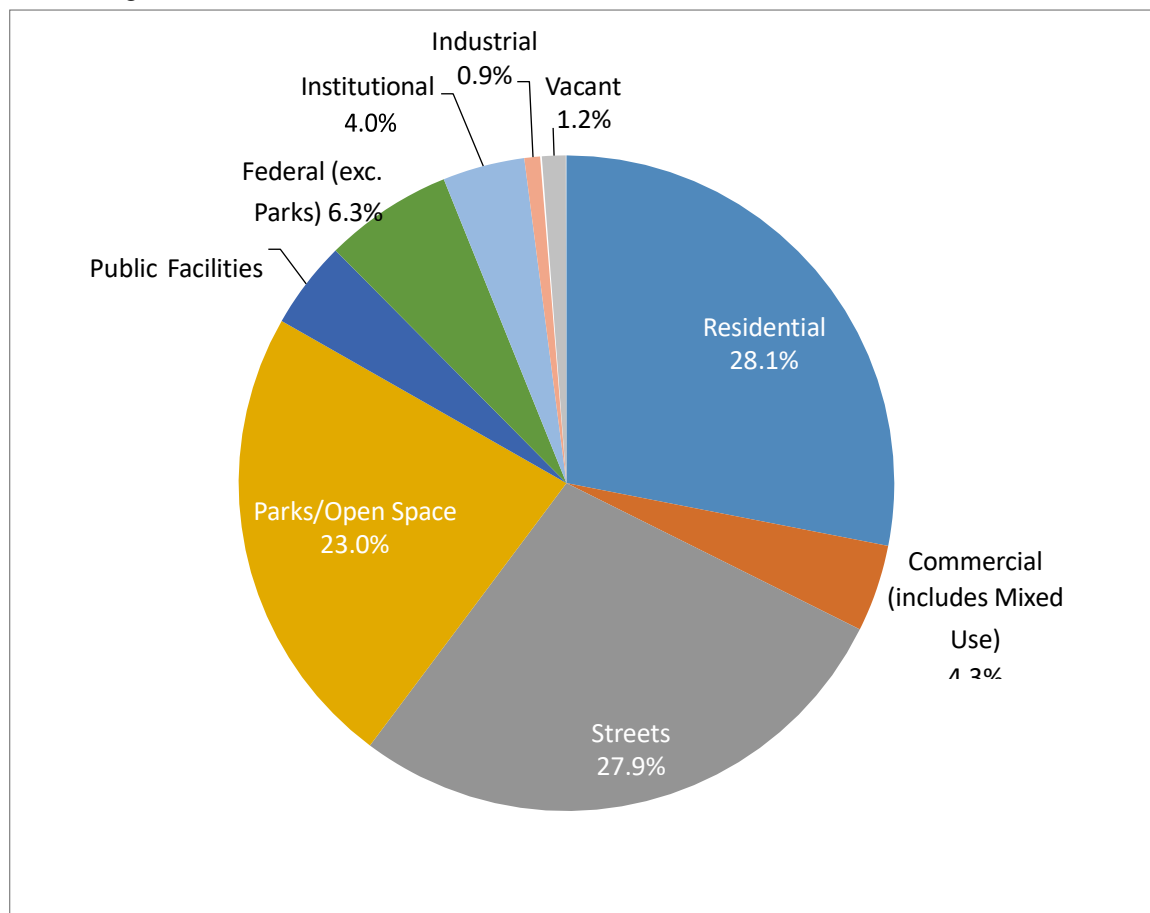
204.15 Since 2006, the increased demand and competition for housing from a growing number of higher-wage households was greater than anticipated and has made the District one of the most expensive cities to live in the country. Between 2011 and 2016, the cost of purchasing a home rose 50 percent, while renting costs rose 18 percent. Increasing rental housing costs make it difficult for lower or even moderate-income residents to live in the city. The absolute number of low-cost rental units (less than \$800/month) declined by half between 2003 and 2013, while the number of higher cost units increased. Units with rents of \$1000 or less made up 59 percent of the total rental stock in 2002; in 2013 those units comprised only 34% of the total stock. The District now has a large percentage of high- and low-income households, with relatively few in the middle-income range – the “missing middle.” Housing costs, along with income inequality, are perhaps the central challenges to maintain and grow an inclusive city. 204.15

205 LAND USE CHANGES

205.1 In terms of land area, at 69 square miles Washington is not a large city. ~~At 69 square miles, it~~ It is half the size of Denver or Philadelphia, and one-fifth the size of Dallas or San Diego. It is hemmed in by adjacent cities and states and cannot grow through annexation. ~~In 2016, The District is also the sixth densest city in America, with it had~~ over 911,000 people per square mile. ~~Population density is even higher when federal lands which comprise almost 40 percent of the District of Columbia are subtracted out. Moreover, federal lands comprise almost 40 percent of the land in the District, making L~~and ~~is~~ a precious and limited resource ~~here~~. 205.1

205.2 Figure 2.5 shows how land in the District (including federal land), is currently used. About 28 percent of the city is developed with housing, and more than one quarter is developed with street rights-of-way. About 20 percent of the city's land area consists of permanent open space, including federally managed sites such as Rock Creek Park and the National Mall. About ~~600465~~ acres of the city-or ~~4.5-1.2~~ percent of its land area-consists of vacant land. 205.2

205.3 Figure 2.57: Land Use Distribution, ~~2005~~2016 205.3



http://planning.dc.gov/planning/frames.asp?doc=/planning/lib/planning/2006_revised_comp_plan/2_frame

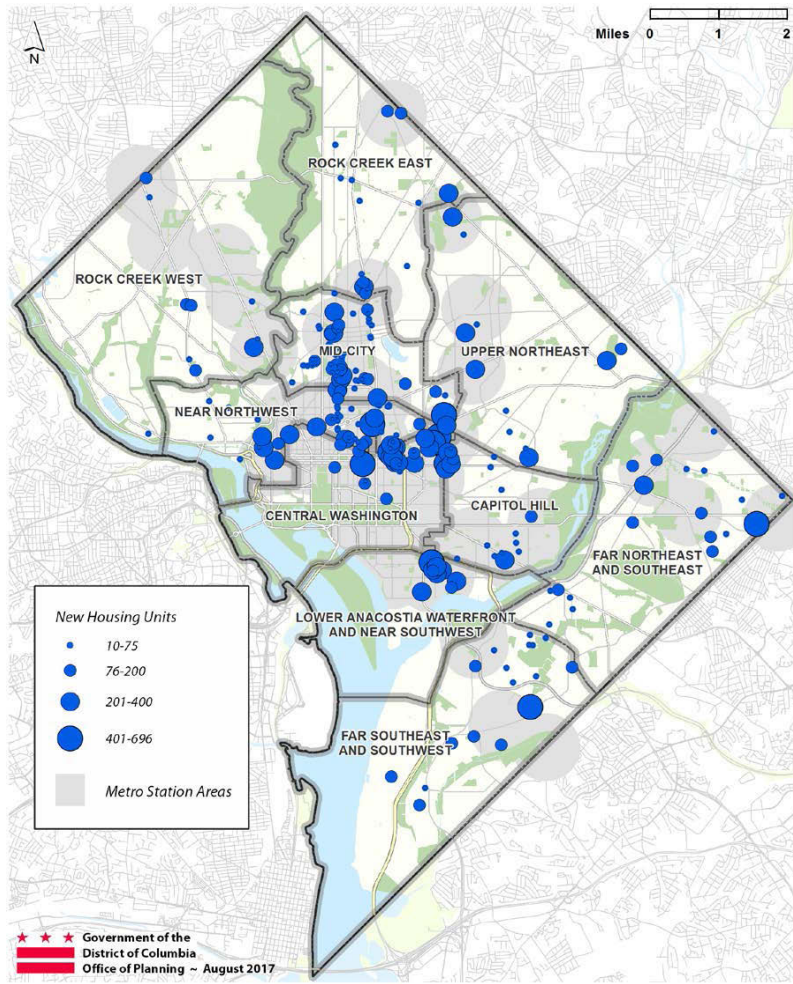
[work.pdf](#).

- 205.4 These statistics ~~alone~~ do not tell the full story of land use in the District. For over a century, building height has been regulated by the federal Height of Buildings Act of 1910 (Height Act). The Height Act limits building height through a street-width-to-height ratio, restricting the construction of buildings to a maximum height of 130 feet in most of the downtown areas and along major avenues. The result of the Height Act gives the city a distinctive low visual profile. In 2014, following a joint federal-District study of the Height Act, Congress made modest amendments to address penthouse height and use. ~~Since 1899, building height has been strictly regulated, giving the District a low visual profile and preventing the construction of buildings over about 14 stories tall. In addition, there are dozens of federal and local historic districts where capacity for growth is additionally governed. Development proposals must complement the historic district in context-sensitive ways. Many areas that are not “officially” historic also require careful consideration of development proposals to ensure compatibility. In addition, much of the city consists of historic districts with limited capacity for growth. Even many of the areas that are not “officially” historic are fully developed and have little potential for change.~~ 205.4
- 205.5 ~~Despite these limitations, t~~These regulations guide development; with here is substantial room for growth in the District of Columbia. Key opportunities include government lands, underused commercial and industrial sites, and vacant buildings that can be repurposed and/or redeveloped. ~~Other sites, including failed housing projects and ailing business districts, also present opportunities. There are also hundreds of small “infill” sites scattered throughout the city, especially in the northeast and southeast quadrants. Sites vary in scale from areas with significant acreage to smaller infill lots. Many opportunities for growth are located east of the Anacostia River.~~ Together, these areas hold the potential for thousands of new units of housing and millions of square feet of office and retail space. 205.5
- 205.6 While there is substantial room for growth under current zoning, various non-regulatory factors restrict this capacity. In some areas, a real or perceived lack of services, amenities and assets, such as transit, libraries, quality schools, grocery stores, or retail, discourages investment. In other areas, opportunities to develop above existing buildings, such as adding several stories of housing above an existing office or retail building along a commercial corridor are intentionally deferred. In these cases, property owners wait until market conditions make redevelopment more financially lucrative. And, there are sites potentially suitable for additional development through an entitlements process (a Planned Unit Development) that instead are developed “matter-of-right” (to existing zoning standards), forgoing additional capacity. These factors, particularly to the extent they limit housing and affordable housing production or other desired uses, represent missed opportunities for the District to grow inclusively. 205.6
- 205.76 Fitting such development into the fabric of a mature city creates a number of challenges. One is displacement, a threat that has become more real in the District ~~as land values have increased as the cost of housing and other real estate has increased due to rising demand that has not been met with proportional supply.~~ Displacement not only affects District residents-particularly those of lower income-it also affects businesses, non-profits, and municipal operations that may be ~~dislocated~~ displaced by rising rents and land prices. 205.76

205.87 Whether the issue is displacement, the ~~sitting-siting~~ of locally undesirable but necessary uses, parking impacts, or threats to neighborhood character and stability, the development or redevelopment of land creates tension in the District of Columbia. This tension will only mount as growth pressures increase, making it even more important to have sound land use policies, urban design processes, and development review procedures that mitigate the effects of the District's competing and conflicting ~~uses~~goals. 205.87

205.98 Figure 2.6-8 depicts the location of residential development in the city between ~~2000 and 2005~~2006-2015. Of the ~~7,700~~28,955 units of housing added, 88 percent were within a half mile a Metro station area, about ~~one-third~~25 percent were located in Central Washington and 15 percent were located in Near Northwest. The Mid-City and ~~Upper Northwest~~Rock Creek Park West areas each absorbed about ~~12-18 and 3~~ percent, respectively, of the District's housing growth. About 20-12 percent of the new housing units were located east of the Anacostia River in the Far Southeast/Southwest and Far Northeast Southeast Planning Areas. However, ~~some of much of~~ this housing replaced units that were demolished, resulting in a ~~very small~~smaller net increase. 205.98

205.109 Figure 2.68: Housing Development Activity, ~~2000-2005~~2006-2015 205.10



http://planning.dc.gov/planning/frames.asp?doc=/planning/lib/planning/2006_revised_comp_plan/2_frame_work.pdf.

206 HOUSING COST CHANGES

206.1 The rising cost of housing is one of the most pressing and critical issues facing the District and the region. To achieve our goal of an inclusive city, we must meet the challenge of providing housing for a variety of household types, including families, the elderly, and the homeless; for owners and renters; for existing and new residents; workforce housing; and housing affordable at all income levels. Tied in with housing cost issues are deeper concerns about displacement, the impacts of gentrification, and long-term competitiveness.

206.1

206.2 In the District, market rate housing costs have steadily climbed as demand has increased with population growth. Since the economic recovery began in 2010 through 2016, the median sales price of single-family homes and condominiums have increased 8.2 and 3.3 percent per year, respectively. Average rents have increased 3.8 percent per year. Cost increases are driven by several factors, including: the strong and growing

economy; migration into the city; increasing length of residency; growth of high paying jobs; increasing educational attainment levels among newer residents (which correlates to income); and an increase in higher-income families having and raising children in the District. These factors have produced particularly strong demand for housing near Metro stations and for family housing with two or more bedrooms. 206.2

206.3 In general, increased demand has prompted rising rents for older housing units, conversions of rental units to ownership units, and demolition of older buildings for redevelopment. The result has been a reduced supply of less expensive housing and a lower availability of “naturally occurring” affordable housing. In addition, workforce housing to serve the needs of the District’s teachers, nurses, police and fire personnel, and other essential workers must also be considered. 206.3

206.4 For many lower income households, increasing housing costs have become difficult to afford, in part because their income growth has not kept pace with increased costs. Most lower income residents are financially burdened by housing costs, which can lead to displacement from their neighborhood, or even the District. In addition, housing insecurity has negative impacts on household health, school performance, job access, and other indicators of wellbeing. Residents of color are a majority of lower-income households in the District and, therefore, face a disproportionate share of the problems caused by housing insecurity and displacement. 206.4

206.5 Between 2006 and 2016, the supply of rental housing units expanded dramatically, while the supply of affordable units declined. Most of the new units were higher-cost apartments affordable to households earning at and above median income. During this period, due to new construction and rising rents of existing supply, the total supply of rental units affordable only to those households earning more than 60 percent of the Median Family Income (MFI) increased by almost 41,500. In contrast, the total supply of rental units affordable to households earning less than 50 percent MFI declined by approximately 11,800 units, from 72,000 units in 2006 to 60,200 in 2016. At the same time, there was a modest gain of 2,500 units affordable to households with incomes between 50 percent and 60 percent of the MFI. 206.5

206.6 Rising housing costs and decreasing availability of affordable housing are causing more households to be severely burdened, which means their housing costs consume more than 50 percent of household income. In 2016, more than 48,000 households were severely burdened by rental housing costs, while another 30,000 rental households were burdened by housing costs consuming 30 to 50 percent of their income. These households must reduce expenditures on other necessities, such as food and health care. Further, households that are severely burdened by housing costs must often choose between a home that is in a desirable location—close to their community, jobs and/or services—and a home that is more affordable. 206.6

206.7 By comparison, the number of households burdened by ownership costs significantly decreased between 2006 and 2016. This decline is attributable to factors including older, lower-income households selling their homes to the growing number of younger households starting families; as well as high rates of foreclosure during the financial crisis that started in 2008. Lower- and middle-income households wishing to buy a home now have fewer options. This phenomenon may reinforce racial patterns of settlement in the District and/or

create additional market pressure on the housing prices in eastern neighborhoods.206.7

206.8 Increasing costs and a decreasing supply of naturally occurring affordable housing are affecting the types of households that are staying in the District. The table below illustrates the change in households by income in the District between 2006 and 2016. The number of extremely low-income households increased by almost 8,400 households even as more of these households became severely burdened by rental housing costs. There was a notable decline in low- and moderate-income households as many residents sold or lost their homes, resulting in a decrease of 13,500 households in this income range. Finally, the table shows that the number of higher-income households increased by almost 32,300. 206.8

206.9 Figure 2.9 Net Change in the Number of District Households by MFI: 2006 - 2016 206.9

MFI	<30%	30%-50%	50%-80%	80%-100%*	100%-120%*	>120%	Total
Households	8,362	(6,625)	(6,913)	2,795	875	32,290	30,784

Source: US Census ACS PUMS 1-Year Data, DC Office of Planning.

*Change not statistically significant at the 90 percent confidence interval.

206.10 These patterns of household change have affected the District's neighborhoods in varied ways. For example, the greatest decline in the number of lower income households was in Capitol Hill and Upper Northeast, whereas the greatest increase in higher income households was in Central Washington. While the need for affordable housing affects the city, discrete challenges vary at the neighborhood level. 206.10

206.11 The District has taken enormous strides toward strengthening its affordable housing infrastructure. The city has some of the strongest tenant protection provisions in the country; the highest level, per capita, for affordable housing investment; the lowest residential real property tax rate in the region; and provides additional discounts for seniors and renters. It has innovative programs such as tax abatements to stimulate the development of workforce housing. From 2015 to 2018, the District of Columbia has successfully delivered, through subsidy or inclusionary zoning, 5352 new or preserved affordable housing units. The District is also committed to addressing temporary or permanent displacement of residents with programs and policies tailored to community needs. For example, the principles for the District's New Communities Initiative include: one to one replacement of existing affordable housing, Build First, mixed-income housing, and opportunities for residents to return and/or stay in the community. Still, more systemic work is needed to address the impacts of rapid population growth in the District and across a region that is broadly lacking sufficient affordable housing. 206.11

206207 MOBILITY AND ACCESS CHANGES

~~206.1~~207.1 The Washington region faces significant transportation challenges. While road congestion remains a top issue for many in the region, District residents, commuters and visitors also experience issues with transit capacity and reliability, as buses, railcars, and station platforms are crowded at peak use. Decentralization has caused longer commutes, increased congestion, and deteriorating air quality. The nationally recognized 2005 Urban Mobility Report found that Washington was the third most congested region in the country, behind Los Angeles and San Francisco. The safety and reliability of the region's transportation system – from Metrorail to pedestrian and cyclist networks – are continuing concerns. Funding to maintain the existing transportation system, let alone expand the system to meet increased demand, is severely constrained.

~~206.1~~207.1

~~206.2~~207.2 ~~These challenges have propelled two opposing trends—one pushing development further out toward uncongested roads miles away from the city, and the other pushing development closer in, to areas where transit is available and shorter commutes are possible. Regionally, areas close to transit have become highly desirable as households and employers attempt to reduce travel time and costs. Between 2015 and 2030, approximately 78 percent of all development in the District will be within a half mile of a Metro station. Regional and District efforts support directing growth toward transit-rich locations, taking advantage of existing infrastructure and maximizing transportation efficiencies. They have also led to the recognition that increasing road capacity alone cannot solve the region's traffic problems.~~ Looking forward, increased investment in bus and rail transit, pedestrian and bicycle facilities, and other modes of travel, will be needed to sustain population and economic growth and ensure a resilient, robust network increasing accessibility for all.

~~206.2~~207.2

~~206.3~~207.3 The District already has one of the most extensive transit systems in the country and ranks second only to New York in the percentage of residents using transit to go to work. The Metrorail and bus systems complement the city's radial roadway system and maximize the movement of people across the city. While Metro remains one of the safest and cost-effective means of travel in the region, years of deferred maintenance, have led to problems with safety and reliability requiring sustained investment and new regional approaches to funding. In addition, parts of the Metrorail system are approaching capacity. However, mMany of those who need transit the most, including the poor and those with special needs, still face mobility problems. Transit often does not connect District residents to jobs in the suburbs, and it may be expensive or difficult to access. In addition, parts of the Metrorail system are approaching capacity.

~~206.3~~207.3

207.4 At the same time, the District's multi-modal transportation network has diversified and seen significant improvement, such as protected bicycle lanes, wider sidewalks, signalized crosswalks, the DC Circulator system, and prioritized bus corridors. A good example is the Capital Bikeshare system. Since its creation in 2010, the bikeshare system has grown to almost 450 stations and 3,700 bikes across the District and the region. The District also supported infrastructure changes and other strategies to make pedestrian and bicycle environments safer and more accessible. For example, District residents commuting to work by biking or walking increased by 65 percent to over 65,000 commuters from 2006 to 2015. New travel options,

including car-sharing and ride-hailing, also have improved access and mobility. 207.4

207.5 The District's Sustainable DC goals have set targets to reduce the share of commuter trips made by car to 25 percent by 2032, while increasing transit mode share to 50 percent and walking and cycling to 25 percent. To further these goals, additional investments will have to be made in high capacity transit improvements, an expanded network of bicycle and pedestrian infrastructure, and rethinking of road and curb space. 207.5

207.6 Technological innovations will continue to disrupt how we get around and receive goods and services. Private sector firms offering transportation services such as car-sharing, ride-hailing, or scooters have proliferated in the District. Delivery firms are exploring new ways to deliver goods, including sidewalk drones. New technology platforms allow better-informed trip planning and convenient payment methods. Increasingly, people have the technology and services to work from multiple locations, changing commute patterns and workspaces. The widespread adoption of autonomous vehicle technology is potentially revolutionary, and self-driving vehicles are already being tested in the District. These changes result from a demand for alternative transportation modalities to improve mobility. While private sector innovation makes these changes possible, public policy and regulation are necessary to ensure their implementation is inclusive, accessible, and sustainable. 207.6

~~207.7~~206.4 While multi-modality and new technologies are important, most important is it is difficult to predict the impacts that transportation constraints will have on the region over the next 20 years, linking land use decisions to transportation capacity will remain important. As with so many other aspects of planning in our region, regional planning and coordination with surrounding states and counties is the only way that effective solutions will be forged. 206.4207.7

207.208 ENVIRONMENTAL CHANGES

~~207.4~~8.1 The District of Columbia was sited to take advantage of the unique environment and landscape at the confluence of the Anacostia and Potomac Rivers. Urbanization over the last 200 years has compromised almost every aspect of this environment, leaving us with one of the most polluted rivers in the country. Our rivers and streams polluted, air quality that fails struggles to meet federal standards, and a city where heavy tree cover has declined by more than half in the last 30 years alone remains inadequate. Of course, these are not issues unique to Washington. On a global level, issues such as fossil fuel depletion, greenhouse gas emissions, climate change, sea level rise, and deforestation may have even more far-reaching impacts on the way we live and work in the future. There is a greater potential for increased rainfall and flooding from more damaging storms in the District. Extreme heat conditions are more likely, exacerbated by the city's urban heat island effect, that disproportionately affect vulnerable residents. 207.4208.1

~~207.2~~208.2 This Plan incorporates and builds upon the 2012 Sustainable DC and 2016 Climate Ready DC plans. Sustainable DC makes a conscious effort to promote natural resource conservation and environmental sustainability. It incorporates measurable goals such as reducing per capita citywide energy consumption by

~~one percent a year~~ 50 percent, ~~recycling 45 percent of our~~ sending zero solid waste ~~stream~~ to landfills and ~~reducing total waste generation by 15 percent~~, and making the Anacostia River fishable and swimmable by 2025. These goals can only ~~be~~ achieved through fundamental changes in the way we live and the way we build. ~~In the future, “green”~~ Green building and “low impact development” ~~will need to become~~ must be the norm rather than the exception. The concept of sustainability ~~runs through much~~ is an important theme for of the Comprehensive Plan, ~~from including~~ the renewal of brownfield sites, ~~stormwater mitigation, and to~~ a renewed commitment to environmental justice in all neighborhoods of the city. Climate Ready DC identifies the impacts a changing climate will have upon the District; the risks to infrastructure, public facilities, and neighborhoods; and the actions to take now and in the future to prepare. 207.2 208.2

208.3 ~~NEW~~ The challenge and opportunity going forward is to identify and implement new technologies, design and urban ~~typologies development~~ that accommodates population and economic growth, better protect natural resources, minimize future environmental degradation, and prepare the city for a changing climate. 208.3

2098 TECHNOLOGY CHANGES

2098.1 Technology ~~has changed~~ is rapidly changing how we live, work, and travel and it will continue to shape the District in unexpected ways. ~~Twenty years ago, few predicted the scale at which computers would pervade every aspect of our lives.~~ Since the 1980s, telecommuting has changed travel patterns; on-line purchases have changed retailing; and e-mail has changed the way business and government operate. For instance, working from home is one of the fastest growing ways employees “commute” to work. Mobile computing, self-driving cars, new construction methods, green technology and other advances will have new and unexpected impacts on our lifestyles, how the city makes development decisions, and the shape of future growth. 208 209.1

2098.2 It is hard to fathom how advancements yet to be made will affect us in the future. The only thing that is certain is that technology will change our lives, with potentially profound spatial impacts. Such change may have more of an impact on Washington than it might in other cities, given the city’s role as a global and intellectual capital. The city is already a center of the information economy, and has demonstrated a strong pull for innovators from around the country and the world. In Washington, economic activity is becoming less reliant on a place-based office, with implications for the social spaces where people meet. In addition, the potential decline in demand for high-value office space has fiscal implications for commercial real estate. 2098.2

2098.3 One aspect of technological change is its potential to deepen economic divides in the city. In 2004, the National Poverty Center reported that 85 percent of the nation’s ~~w~~ White children had access to a home computer, compared to just 40 percent of ~~Black~~ black and Latino children. Recent Census data suggests the District has made significant progress in this area, but gaps remain as effectively 100 percent of white children and 89 percent of black children have access to a computer. Access to technology will be an important part

of improving the well-being of District residents in the future. This will place a premium on education and training, and an emphasis on providing residents with the skills to use technology and access information.

~~209~~8.3

~~209~~4. ~~NEW~~—Finally, rapid advances in technology present new opportunities for how the District identifies problems and tests solutions. The ability to collect and analyze large amounts of data from a variety of sources goes well beyond traditional Census data. Many aspects of urban life are now tracked by public or private entities. From bike-share station usage to the deployment of health inspectors based on environmental conditions, a new era of ‘smart cities’ is rising. With it comes an opportunity to monitor, predict and respond quickly to new problems, but it also presents new challenges to information security and maintaining the privacy of our citizenry. A key challenge is to ~~—~~adapt technology to our historic urban city rather than force the city to adapt to technology. ~~NEW~~~~209~~4

~~209~~210 SECURITY CHANGES

~~210~~9.1 Security is not a new concern or challenge in the District of Columbia. As a capital city, we are used to a heightened level of risk and the visibility of ~~military-extra security~~ personnel ~~and operations~~. ~~The city’s public spaces, such as the National Mall, routinely attract large crowds for events and First Amendment gatherings that require support.~~ As an urban center, we also face daily concerns about personal safety and crime. But security concerns have taken on a new meaning since ~~September 2001~~ 9/11. The attacks on Washington and New York changed the psyche of our city and ushered in an uncertainty about the future that still persists. ~~today.~~ ~~210~~9.1

~~210~~9.2 ~~Over the past five years~~Since 9/11, we have ~~struggled with the need~~sought to balance beauty, access, and openness with the need to protect our landmarks, government buildings, ~~and officials,~~ workers, residents, and visitors from danger. The federal government has strived to discourage acts of terrorism through the design and management of public spaces and buildings, including the closing of some District streets and retrofitting of major landmarks. Security issues have ~~also~~ been cited in decisions to shift the federal workforce to more remote locations. They also have resulted in design standards for federally ~~—~~leased space that will reverberate through the regional office market for many years to come. ~~—~~~~210~~9.2

~~210~~9.3 ~~Washington’s security issues are ongoing and evolving. Indeed, cyber-attacks affecting critical infrastructure and services has emerged as a new threat. These concerns are not likely to diminish in the future.~~ The need to balance our desire for safety, accessibility, and aesthetics— while maintaining an open, democratic, and resilient society is one of the ~~key—important~~ challenges that this plan seeks to address. by introducing approaches to prepare for, and recover from, events regardless of cause. ~~—~~~~210~~9.3

~~211~~0 FISCAL CHANGES

2110.1 When the District received limited Home Rule in 1973, it incurred a variety of cost burdens, including the responsibility for providing many services that are typically provided by states. Revenue restrictions also were imposed, including the inability to impose a “commuter tax” on income earned in the city by non-residents. ~~The result of these burdens and restrictions has been a financial “structural imbalance” that persists to this day. A 2002 report by the federal General Accounting Office estimated that the imbalance exceeded \$470 million a year. Moreover, a large amount of land in the city is owned by the federal government and therefore not subject to property tax. Indeed, 61 percent of all property in the District is non-taxable, and more than two-thirds of the income earned in the District cannot be locally taxed. These burdens and restrictions are estimated to cost the District well over \$1 billion per year.~~2110.1

~~210.2 The imbalance is amplified by the large amount of land in the city that is owned by the federal government and therefore not subject to property tax. Indeed, 53 percent of all land in the District is non-taxable, and more than two-thirds of the income earned in the District cannot be locally taxed.~~210.2

~~210.3 One outcome of the imbalance is that District residents and businesses face the highest tax burden in the nation. Another is that major investments in infrastructure and capital improvements have been deferred. The District has hesitated to cut services, raise taxes or incur more debt, and instead has sought other remedies to reduce the imbalance.~~210.3

2110.24 ~~One of these remedies has been to “grow” the population of the District of Columbia.~~ A well-publicized target of adding 100,000 residents to the city’s population, ~~was set in 2003, motivated in part by a desire to~~ as a way to boost the number of taxpaying residents has been largely successful. Economic and population growth has dramatically expanded our tax revenues, and fiscal discipline has improved the District’s credit rating and funded a \$1.3 billion reserve. Growth and an expanded tax base have enabled the District to direct additional resources toward vulnerable populations in need of affordable housing, workforce development, and human services. The District has also worked to increase the income of current residents, which can in turn lift families out of poverty, generate tax revenues, and reduce social service costs. A key component of improving the city’s fiscal health as well as the economic prosperity of its residents is to increase the number of employed residents and thus the economic and tax base of the city. ~~210.4~~211.2

211.30.5 ~~Fortunately, economic growth in the city has helped improve the District’s fiscal standing. ,at least in the short term. A decade ago~~In the 1990’s, the District was on the brink of bankruptcy. The situation has improved markedly, ~~in part~~ as a result of actions taken by the Government of the District of Columbia. Despite the optimistic forecasts of the Comprehensive Plan, there is no guarantee that this good fortune will last. Prudent action and fiscal responsibility are ~~is~~ needed to avoid problems should future downturns take place. ~~211.30.5~~

211.40.6 The District’s fiscal situation will continue to influence land use and economic development choices. It is currently driving the redevelopment of large former federal sites with tax-generating uses, creation of new retail centers that reduce the “leakage” of sales tax dollars to the suburbs, and mixed use development ~~of high income, high density housing~~ downtown and elsewhere. Such efforts mitigate fiscal challenges but do

~~not may reduce the imbalance but are unlikely to eliminate them it.~~ The most effective strategies will combine revenue-raising strategies like population and job growth with strategies investing in people – like breaking to break the cycle of poverty in District neighborhoods. 211.40.6

211.5 A key consideration is that the city has benefitted from increasing revenues as a result of growth, while not experiencing increasing costs to the same degree. Between 2006 and 2016, the city had the ability to grow into its under-utilized infrastructure, such as schools, transit and electrical networks, that had largely been developed and paid for prior to the 1980s. The same cannot necessarily be counted on going forward. Already, significant reinvestment was required to resolve long-deferred maintenance and create high-value assets such as DC Public Schools and libraries. These investments have left the District with a relatively high debt-per-capita level. Moving forward, the District must creatively address infrastructure financing to maintain and build capacity for anticipated future growth. 211.5

2121 GLOBAL CITY, LOCAL CITY

2121.1 One of the most obvious forces influencing planning in the District is the city’s dual role as a world capital and a residential community. There is the Washington of lore, the city of inaugural parades, museums, and monuments-the place that school textbooks describe as “belonging to all of America.” And there is the city most of us know, comprised of neighborhoods, shopping districts, schools, corner stores, churches, and parks. Even the Comprehensive Plan itself is divided into District and Federal Elements, suggesting that federal interests may not always align with the goals of the city’s residents and businesses. 2121.1

2121.2 The tension between Washington’s global and local roles plays out in a number of ways. Foremost, our citizenry seeks and equal voice in the federal system through statehood, supported by 86 percent of the District’s voters in 2016. Conflicts around fiscal issues and security have already been noted. Issues such as embassy siting, plans for federal lands, funding for Metrorail, and Congressional oversight on local land use and public facility decisions have been the focus of much debate and discussion in the past. The District itself seems partitioned at times, with the federal government functioning as a “city within the city”. 2121.2

2121.3 Yet in spite of these conflicts, the “federal presence” remains Washington’s most prominent and visible asset. It provides tens of thousands of jobs for District residents, attracts millions of visitors to the city, and sustains cultural institutions that would not otherwise be possible. This influx of workers and visitors contributes to a doubling of the District’s daytime population. It makes Washington an international and multi-cultural center, second only to New York on the eastern seaboard. The federal presence requires that our plans take a broader perspective than the metropolitan region, and approach these tensions between global and local functions with a sense of shared stewardship that benefits all.~~recognize that we are more susceptible to global events than places like Baltimore, Detroit, and other cities of similar size.~~ 2121.3

2121.4 The District’s role in the world economy has become increasingly important during the past 50-60 years. In

the early 2000's, tThe Association of Foreign Investors in Real Estate ~~has~~ ranked Washington as the top city in the world for foreign investment for three consecutive years. Foreign investment still plays an important role in many of the District's revitalization projects. In addition, the Washington ~~The~~ region is one of the leading gateways for immigration into the United States. We are home to such institutions as the World Bank and International Monetary Fund. Our emergence as a global center has implications for our communication systems, our transportation and infrastructure needs, our cultural life, and our real estate and development markets. 2121.4

2121.5 These changes create vast potential for increased prosperity. But they also create the threat of disruption and a changing identity for many parts of the city. City plans must clearly articulate the values to be preserved and the people and places to be protected as we contemplate where we as a city hope to be in 2025 years and beyond. 2121.5

212.6 The city's visibility is an opportunity to exhibit global leadership. The District has already established its leadership in resilience, sustainability and inclusion through partnerships and participation in initiatives such as the Paris Climate Agreement, the Compact of Mayors, and as the first global city to achieve Leadership in Energy and Environmental Design (LEED) Platinum status. 212.6

213 PLANNING FOR RESILIENCE AND EQUITY

213.1 The second Plan amendment cycle incorporates resilience and equity as new cross-cutting themes through which to plan for the District's future, referencing the 2019 Resilient DC plan and other related documents. 213.1

213.2 Resilience in the District is defined as the capacity to thrive amidst challenging conditions by preparing and planning to absorb, recover, and more successfully adapt to adverse events. Resilience planning recognizes the volatility of the forces driving change. Ideally, we want to capitalize on positive impacts, and diminish negative impacts of the forces driving change. 213.2

213.3 Considering shocks and stresses helps to understand the District's vulnerabilities. Shocks are sudden, acute disasters like storms, flooding, cyber-attacks, or economic crises, such as the 2008 Great Recession. Stresses are 'slow-burning disasters' that weaken the city every day and are magnified by shocks: these include poverty, trauma, housing insecurity, and stressed transportation systems. 213.3

213.4 The District's resilience goals focus on inclusive growth that benefits all residents, preparing for the impacts of climate change, embracing advances in technology while minimizing the negative impacts of change. Ensuring that every neighborhood is safe and our residents are healthy is one way to have a more resilient city. Being more resilient strengthens our collective capacity to thrive in the face of shocks and stresses. Building resilience is about addressing everyday stresses, which not only makes our city more inclusive,

but enables the District to recover quicker from catastrophic events. Incorporating resilience into the Comprehensive Plan is critical to achieve our goals. 213.4

213.5 As an example, the stress of poverty, combined with substantial population growth, has created a housing affordability crisis that must be addressed. The need for more housing, and more affordable housing, has become an important policy goal that, if addressed and achieved, will help the city be more resilient. 213.5

213.6 The District seeks to create and support an equitable and inclusive city. Equitable growth must be managed in ways that support all District residents, including vulnerable communities and District protected classes. We must recognize that managing growth and change includes addressing the historic, structural, and systemic racial inequities and disenfranchisement of many District residents. And, we must recognize the importance of longtime businesses, as well as educational and cultural institutions, in defining our DC values. An equitable and inclusive city includes access to housing that is healthy, safe, and affordable for a range of household types, sizes, and incomes in all neighborhoods. A citywide problem requires citywide solutions – ones that overcome historical patterns of segregation, avoid concentrating poverty, and afford the opportunity to stay in one’s home and not be displaced. 213.6

213.7 The District must also commit to normalizing conversations about race and operationalizing strategies for advancing racial equity. Racial equity is defined as the moment when “race can no longer be used to predict life outcomes and outcomes for all groups are improved.” 213.7

213.8 Like resilience, racial equity is both an outcome and a process. As an outcome, the District achieves racial equity when race no longer determines one’s socioeconomic outcomes; when everyone has what they need to thrive, no matter where they live or their socioeconomic status; and when racial divides no longer exists between people of color and their white counterparts. As a process, we apply a racial equity lens when those most impacted by structural racism are meaningfully involved in the creation and implementation of the institutional policies and practices that impact the lives, particularly, people of color. Applying this lens also reflects the targeted support to communities of color through policies and programs that are aimed at centering their needs and eliminating racial divides, all while taking into account historical trauma and racism. 213.8

213.9 The District’s policies and investments should reflect a commitment to eliminating racial inequities. Addressing issues of equity in transportation, housing, employment, income, asset building, geographical change, and socioeconomic outcomes through a racial equity lens will allow the District to address systemic and underlying drivers of racial inequities. 213.9

2142 LOOKING FORWARD: GROWTH FORECASTS

2142.1 The driving forces forces driving change described in the last previous sections suggest a different future for

the District of Columbia than was imagined when the 1984 Comprehensive Plan was drafted. The 1984 Plan ~~was prepared~~sought to prepare the city and neighborhoods for during a period of long-term population and economic decline. Even the Ward Plans prepared during the ~~late 1980s and~~ early 1990s focused on preventing neighborhood decline and unwanted intrusions. In 2006, the new Comprehensive Plan responded to a different outlook: it anticipated growth. Since then, the District has experienced rapid growth, even as the nation recovered from a major recession. Today, the continued strength of the Washington economy, coupled with transportation and environmental limits to regional expansion, suggest that the city will continue to grow and capture a larger share of the region's growth in the future than it has in the past. This assumption is bolstered by an unprecedented amount of development in the "pipeline" and joint federal/ District proposals for federal land transfers. 21~~24~~.1

214.2 Unlike revenue forecasts that often have conservative growth estimates to ensure fiscal responsibility, more optimistic growth assumptions are appropriate in the context of the Comprehensive Plan to ensure adequate provision for future infrastructure, housing, and other development needs. At the same time, a wide array of risk factors are considered that could affect future growth. 214.2

~~Please refer to the Economic Development Element of the Comprehensive Plan for a detailed discussion of the District's economic growth opportunities and challenges within the context of the region.~~

21~~4.32~~.2 The growth forecasts used in this Comprehensive Plan are driven by ~~two-three~~ factors: land supply, demand, and regional growth projections. Unless otherwise noted, values were prepared in 2015-6 by the Office of Planning. Each of these is described below. 21~~2~~.24.3

21~~53~~ LAND SUPPLY

21~~53~~.1 Land supply in the District of Columbia includes "pipeline" sites, vacant infill sites, underutilized sites, large sites, and other sites. These categories are mutually exclusive, meaning there is no double counting between them. 21~~35~~.1

21~~53~~.2 Pipeline sites are sites where specific development projects are already planned or under construction. Such sites comprise over ~~800-1,300~~ acres in the District. They represent ~~20,000~~60,000 housing units and about ~~20~~42 million square feet of ~~commercial-non-residential~~ space. The degree of certainty that these projects will be built by 2030 in the next 10 years is relatively high. 21~~53~~.2

21~~53~~.3 In 2013, the District undertook a comprehensive analysis of land use capacity as part of its joint study of the Height of Buildings Act with the National Capital Planning Commission. The analysis looked at the unused potential capacity from the development of privately-owned vacant and underutilized sites. Vacant infill sites comprise about ~~600-505~~ acres in the District and are not associated with any particular project or proposal. They are generally less than ten acres and include a mix of privately~~--~~owned properties and ~~publicly-~~

~~owned~~publicly owned sites. Some ~~440-426~~ acres of this land ~~is~~are residentially zoned, including about ~~160~~ 121 acres of multi-family zoned land, and ~~280-306~~ acres of land zoned for single family and ~~townhomes~~rowhouses. About ~~40-53~~ vacant acres are commercially zoned and ~~20-23~~ vacant acres are industrially zoned. While vacant lots occur in all parts of the city, about ~~half~~30 percent of the city's vacant land is located east of the Anacostia River. 2153.3

2153.4 Underutilized sites comprise about ~~345-849~~ acres. For the purposes of the Comprehensive Plan, these are defined as ~~commercially and industrially zoned properties containing structures with low assessed values. Examples might include auto body shops, car washes, and fast food restaurants located in high density commercial districts. Privately owned properties zoned for either multi-family residential, commercial, or industrial uses where the property improvements represent less than 30 percent of the potential built capacity under the Comprehensive Plan's land use designations and zoning. An example is a one-story storefront on a property where four or more stories are permitted.~~ This does not necessarily mean these uses should be displaced-it simply means the private market will create pressure to replace them over time. The underutilized sites tend to be clustered along mixed-use corridor streets such as Wisconsin, Connecticut, Georgia, Martin Luther King Jr, Nannie Helen Burroughs, and New York Avenues, and Benning Road,~~and Georgia Avenue.~~ 2153.4

2135.5 Large sites in the District include about a dozen properties or clusters of adjoining properties, with the potential for reuse during the next 20 years. They range in size from 25 acres to over 300 acres. They include sites that already contain extensive development, like DC Village and Reservation 13, and sites that are largely vacant, such as Poplar Point and the McMillan Reservoir Sand Filtration site. These sites hold many possibilities for the future, from large mixed_-use communities to new parks and open spaces, public facilities, and infrastructure. In total, the large sites represent about 1,500 acres. Some have already been master planned for new uses; T~~he~~ future of other sites has yet to be determined. Some are federally owned, and some are owned by the District. The Office of Planning estimates that federally owned sites will account for less than 10 percent of the District's job and household growth ~~in the next 20 years~~through 2025. 2153.5

2153.6 There are many other sites in the District where development could occur. Despite an overall decrease in the number of vacant buildings, some ~~These include approximately 2,000 vacant buildings, many of which contain multiple vacant housing units. Some~~ of these buildings can be renovated and others are likely to be demolished and replaced. There are also freeways and railyards, ~~in some cases with developable air rights above where development could occur in the air rights above the existing uses.~~ There are at least ~~eight-four~~ aging housing projects that have been identified as possible "new communities." ~~There are also hundreds of properties in the city that are developed below the maximum square footage allowed by zoning. Some property owners may choose to replace what is on these lots today with something larger in the future.~~ 2153.6

2153.7 Table 2.1 summarizes vacant and underutilized commercial land within the District and provides an estimate of potential additional development that these lands could accommodate based on existing zoning. 2153.7

2153.8 Table 2.1: Potential Additional Development on Vacant and Underutilized Lands Citywide 2153.8

Land Use	Acres	Residential Units	Mixed-Use Units	Non- Residential*	PDR Non- Residential*
Vacant Sites	505	9,100	4,200	9	4
Underutilized Sites	849	14,400	33,100	25	23
Sub-Total	1,354	23,500	37,300	34	27
Total			60,800		61

*Millions of Square Feet

Source: Office of Planning, 2017.

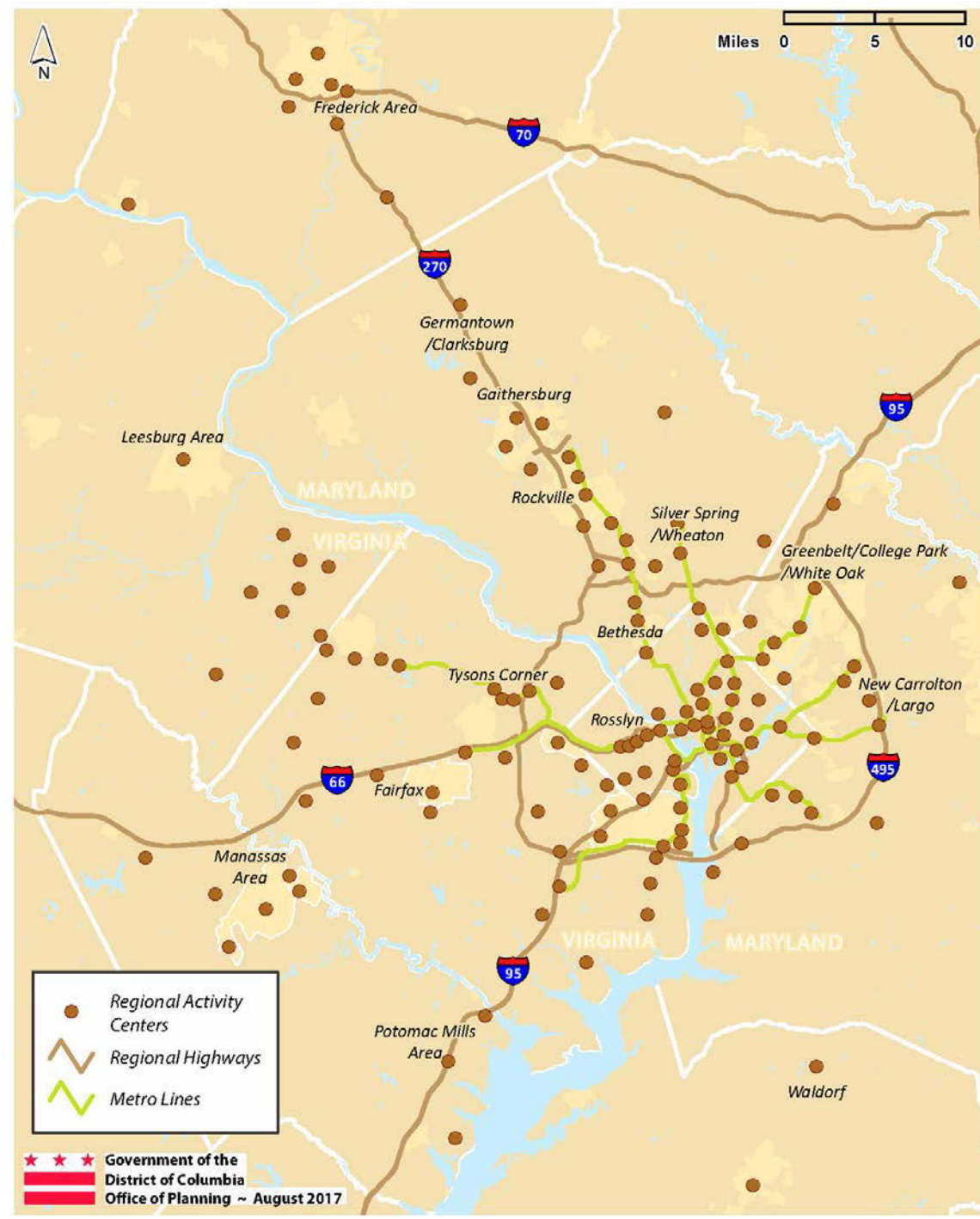
http://planning.dc.gov/planning/frames.asp?doc=/planning/lib/planning/2006_revised_comp_plan/2_frame_work.pdf

2164 THE COOPERATIVE FORECASTS

- 2164.1 The Metropolitan Washington Council of Governments (MWCOC) coordinates socio-economic projections for the Washington region. These projections include households, population, and jobs and are expressed in five-year intervals, currently to ~~2030~~2045. Projections are made for the region as a whole and for each of its ~~17-23~~ jurisdictions. They take into account national economic trends, local demographics, and the local plans and policies of the region's cities and counties. As part of this effort, the District develops a jurisdiction-level forecast and works with MWCOC to reconcile and balance the forecast with other jurisdictions. 2164.1
- 2164.2 At the regional level, the projections have been relatively accurate since the forecasting program began in 1975. Actual growth during the last ~~30-40~~ years has tracked closely with what the forecasts predicted. 2164.2
- 2164.3 In ~~2005~~2016, the MWCOC board approved projections showing the region would add ~~one-1.4~~ million jobs between ~~2005 and 2025~~2015 and 2045. The projections further show an addition of ~~550,000~~640,000 households and ~~1.35~~1.5 million residents during this time period. About ~~43-29~~ percent of this growth is expected to occur in "outer" suburbs such as Loudoun, Frederick, and Prince William Counties, a significant decrease from the 43 percent share that was forecasted in 2005. The "inner" suburbs of Fairfax, Montgomery, and Prince George's Counties are expected to maintain their share of growth at ~~absorb~~ about 42 41 percent. The most significant change between the 2006 and 2015 MWCOC forecast is the share of growth in the central jurisdictions of the District, Arlington County, and Alexandria, which has doubled from ~~remaining~~ 15 to 30 percent. is expected to occur within the District, Arlington, and Alexandria. The shift in growth from the outer suburbs to the region's core is healthy land use. 2164.3
- 2164.4 Figure 2.107 indicates the location of regional activity ~~clusters-centers~~ in the Washington Metropolitan Area. These Updated clusters-centers were identified cooperatively by jurisdictions in the MWCOC area in ~~2002~~2012. They are intended to provide an organizing framework for directing regional job and housing

growth, as articulated in Region Forward, MWCOG's planning compact. This compact sets goals to guide growth toward the centers, including 75 percent of commercial construction and 50 percent of new households.⁷ As the Figure indicates, some of the clusters are more than 40 miles from the District and are larger in land area than all of Central Washington. Since 2006, progress has been made toward these goals. MWCOG estimates that 76 percent of job growth and 65 percent of household growth will occur in the centers. Despite the designation of these areas, MWCOG indicates that only about 40 percent of the region's housing growth and 70 percent of its job growth are projected to occur in the regional activity centers during the next 20 years. This means suggests that increased congestion and urban sprawl and related congestion are likely can be minimized. Expanded coordination in land use and transportation planning among the region's cities and counties will be essential to keep the region sustainable. 2164.4

2164.5 Figure 2.107: Regional Activity Clusters 216.5



http://planning.dc.gov/planning/frames.asp?doc=/planning/lib/planning/2006_revised_comp_plan/2_frame_work.pdf.

215217 PROJECTED GROWTH, 2005-20252015-2045

2175.1 The District's growth projections are based on a combination of the regional forecasts, approved and planned development, and land supply estimates. These projections anticipate a greater pace of growth and increased household size than was used in 2006. While many factors may influence these projections, particularly in the out-years, they are intended to ensure the District, through the Comprehensive Plan, is adequately preparing today for future growth. Table 2.2 provides a summary. 2175.1

2175.2 Table 2.2: Population, Household and Job Forecasts, ~~2005-2025~~2015-2045 217.2

	2015	2020	2025	2030	2035	2040	2045
Households	297,100	319,300	341,000	362,500	380,600	396,200	411,900
Population*	672,200	729,500	787,100	842,200	893,900	940,700	987,200
Employment	798,300	846,300	895,100	937,900	978,200	1,011,800	1,045,400
Jobs/Housing Ratio	2.69	2.65	2.62	2.59	2.57	2.55	2.54
Avg DC Household Size	2.11	2.13	2.16	2.18	2.21	2.24	2.27

**The District's population includes about 37,200-44,000 people living in group quarters (dormitories, institutions, nursing homes, etc.). For projection purposes, this population is expected to ~~remain about the same over the next 20 years~~ grow to over 53,000 by 2045.*

http://planning.dc.gov/planning/frames.asp?doc=/planning/lib/planning/2006_revised_comp_plan/2_frame_work.pdf.

2175.3 Because the Census is only taken every 10 years, estimates of population and household growth begin with ~~2005-the 2010 Census as the base, then adjust this using the Census' Annual Estimates of Population and the American Community Survey.~~ Since 2005, these sources have closely matched the District's own population forecasts "baseline" estimates. ~~These figures are based on the 2000 Census, plus an estimate of net new households and residents added between 2000 and 2005.~~ 2175.3

2175.4 ~~The city's estimates do not match the U.S. Census estimates, which show a loss of 20,000 residents during the 2000-2005 period. District estimates are based on a series of indicators, such as net housing additions, vacancy rates, school enrollment, IRS tax returns, and utility connections. The Census' annual estimate is not used as the baseline in part because it has historically underestimated the District's population.* For example, the annual Census estimate for 1999 was 53,000 people below the actual number reported during the decennial census in 2000.~~ The Comprehensive Plan's household and population forecasts use a supply-side method, which relies on the construction of new square footage of non-residential space and residential units. This newly built space reflects the capacity to absorb net new job and household demand. The Plan's forecasts begin by tracking the number of housing units in larger new developments as they progress from conceptual plan to completion. Occupancy rates and average household size by building type are applied to each development to estimate the increase in households and the population increase from migration. Net natural increase (births minus deaths) is then added to the population numbers to reflect growth from within the District. Using this method, recent growth is reviewed and five-year growth forecasts through 2030 are provided, as noted in Table 2.2 and described below. 2175.4

~~2175.5~~ ~~Based on building permits, there were 8,100 units added and about 2,100 units demolished between 2000 and 2005, for a net gain of about 6,000 units. Accounting for vacancies, the 2005 household total is estimated at 254,700. Population has been relatively stable and is currently estimated at 576,700. The average household size declined from 2.16 to 2.12 between 2000 and 2005. Between 2010 and 2015, the District added approximately 30,000 households and the population increased by 70,000. This matched changes in the housing supply from new construction, subdivision of larger units into a greater number of smaller units, and decreases in vacancy to historic lows.~~ ~~2157.5~~

~~2175.6~~ The ~~2005-2010-2015-2020~~ growth increment consists of actual projects that are now under construction plus a portion of planned projects expected to start construction and reach completion by 2020. The largest share of these projects are rental buildings that will increase the percent of rental households as a share of the District's overall households. Rental buildings are the largest share of these projects, and that will increase rental households as a share of the District's overall households. This growth will result in a net gain of about ~~41,000~~22,000 households and is expected to increase the city's population to almost ~~600,000~~730,000 by the ~~2010-2020~~ census. This assumes that household size will start to increase from 2.11 to 2.13. ~~stay at 2.12.~~ ~~2175.6~~

~~2175.7~~ Growth forecasts for ~~2010-2015~~2020-2025 are based on specific projects that have received a pre-development approval and portions of projects still in more conceptual stages. are still in the planning stages. About ~~44,000~~22,000 households are expected to be added during this period, bringing the city's population to ~~630,000~~787,00 by ~~2015~~2025. ~~2175.7~~

~~217.8~~ From 2025 to 2030, the remaining projects that today are in the early conceptual stages of pre-development are expected to deliver and be occupied. During this interval the forecast expects the city to grow by over 21,000 households and 55,000 residents for a total of over 362,000 households and 842,000 residents. ~~217.8~~

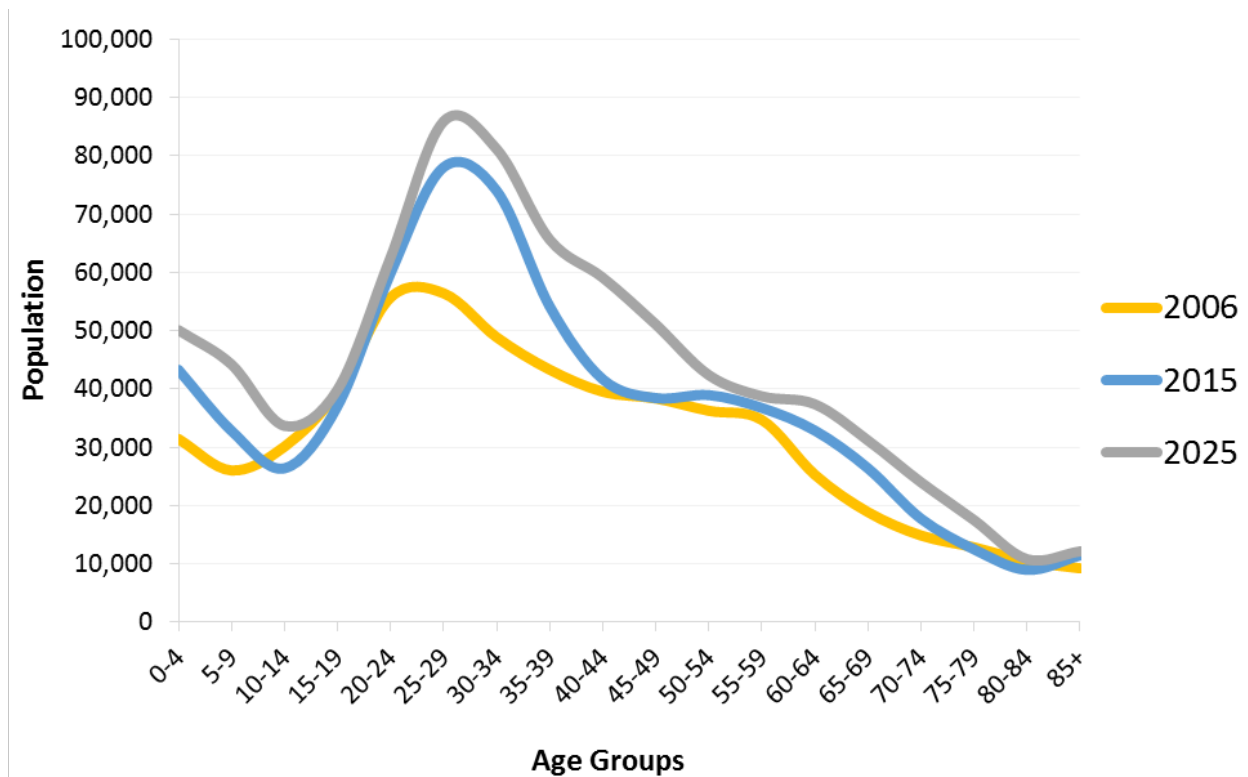
~~215.87.9~~ ~~From 2015 to 2025~~2020 to 2035, a significant portion much of the District's growth is expected to occur on the large sites described earlier in this Element, contributing 14,000 households and 23,000 people. These large sites have significant capacity, but also significant planning and infrastructure needs. Growth from these sites is spread across several time intervals due to site complexity and where they are in the development process. Beyond the large sites, growth is expected to continue on the remaining smaller vacant and underutilized sites, until the District's population approaches 990,000 and 412,000 households by 2045. Assuming the pace of growth experienced between 2005 and 2015 is sustained, another 32,000 households will be added. Household size is expected to remain at 2.12, bringing the total population to 698,000. This is approximately the same number of residents the District had in 1973, but residing in about 50,000 more households. ~~217.95.8~~

~~217.10~~ A forecast of age growth in the population growth, from 2006 to 2025, is now included. Figure 2.10 shows several trends in how the city's population is anticipated to change by age. First, the large influx of younger, 20-30-year-old individuals who arrived between 2006 and 2016 will age, and as they start families an increase in children is anticipated. In addition, the number of older residents will increase.

This age forecast has important implications for how the District will respond to:

- Increasing demand for pre-school, daycare, and public schools as well as playgrounds and parks from a growing population of children;
- Rising housing costs as recent residents enter their prime income earning years; and
- Rising demand for senior services as the baby boom generation retires and grows older. 217.10

217.11 Figure 2.11 Forecast of DC Residents by Age: 2015-2025 217.11



Source: DC Office of Planning

217.125-9 In 2006, the biggest unknown in the forecasts ~~is~~ was how the types of households and household size would ~~change~~. If the District ~~continues were~~ to lose families and attract only small one- and two-person households, the 2006 plan recognized that the city could ~~it may well~~ add 57,000 households ~~in the next 20 years~~ with no gain in population. By incorporating the age forecast with the long-term population forecast in Table 2.2, household size is anticipated to increase from 2.11 to 2.27 from 2015 to 2045. However, this increase will occur only ~~Household size will only be maintained at its current level~~ if the District retains its families, keeping both young professionals in the city as they form families, as well as single-or elder-parent led households; ~~and~~ provides a healthy environment for new-all families in its ~~established single family and rowhouse~~ neighborhoods. Indeed, from 1990 to 2000, the number of families with children in the District declined by 11,000, from 62,000 in 1990 to 51,000 in 2000, with an attendant drop in citywide household size. 215.9217.12

** In Spring 2006, the District successfully challenged the US Census 2005 population estimate. The Census*

~~revised the estimate to 582,000, representing an increase of 10,000 residents since 2000. The District's official forecasts reflect a lower 2005 household size than was used in the Census challenge (2.12 vs 2.16), and consequently reflect lower baseline figures. 2-18~~

217.135.10 ~~Related~~ Other factors affecting population forecasts are housing costs, immigration, the cost of daycare, and K-12 school quality. Higher housing costs have already caused families to “double up” in some parts of the city, or leave the city for less expensive housing. ~~It and~~ may result in adult children returning home or living at home longer. Immigration also may drive increases in household sizes, as it has in New York, San Francisco, and other gateway cities. Improvement in the District's public schools and the shift toward universal pre-school ~~will make~~has made the city a more attractive place for families with young children. ~~These forces could offset some of the decline in household size. 215.107.13~~

217.145.11 ~~The~~ Unlike the 2006 household and population forecasts ~~suggest, which suggested~~ –that the District of Columbia would will capture 10 percent of the region's growth during 2005-2025, the Plan now expects the District to gain an increasing share of the region's population. –By ~~2045~~ By 2025, the District will represent ~~11~~ as much as 14 percent of the region's population, ~~which is a slightly smaller share than it has today. 217.145.11~~

~~215.12~~217.15 Employment Growth

217.16 Employment forecasts track new capacity in proposed development and estimate the number of jobs each project could contain. ~~The 2010 baseline~~ are based on estimates build on monthly data reported from the from ~~the District Department of Employment Services. The baseline (2005) estimates build on monthly data reported by the~~ U.S. Bureau of Labor Statistics, Dun & Bradstreet InfoUSA, the District Department of Employment Services, and other sources, with adjustments for self-employment and military personnel. The forecasts from ~~2005 to 2015~~ 2015 to 2030 are largely based on actual projects under construction in the city, as well as office, retail, hotel, industrial, and institutional development that is currently planned and ~~proposed~~ in conceptual stages. These estimates are then compared to forecasts made by the District Department of Employment Services and other sources. ~~215.12~~217.16

217.17 Beyond ~~2015~~2030, the projections presume a continuation of ~~2000-2015~~2010-2020 trends but at a slowing rate. Continued growth in the service-professional, health, and education sectors –is expected, as is growth in the eating and drinking establishment sector, as the District's population increases. ~~with about 5,000 jobs a year added between 2015 and 2025.~~ Between ~~2005 and 2025~~2010 and 2045, the District is expected to add ~~125,000~~300,000 new jobs, bringing the citywide total to ~~870,400~~over a million jobs. ~~215.13~~217.17

215.147.18 The employment forecasts suggest that the District of Columbia will capture ~~13~~22 percent of the region's job growth during ~~2005-2025~~2010-2045. By ~~2025~~2045, the District will have essentially retained its share of the region's jobs, as it drops slightly from 25 to 24 percent, a significantly higher share than forecast in 2005. ~~21 percent of the region's jobs, which is a slightly smaller share than it has today. 215.14~~217.18

215.157.19 Translating the Forecasts into Demand for Land

~~215.162~~17.20 How much land does it take to accommodate ~~57,000~~145,000 housing units and ~~125,000~~300,000 jobs? The answer depends on the density of new development. Other factors, such as the size of housing units, the types of jobs being created, and the amount of land set aside for parking and open space also weigh in. The diagram at right shows three scenarios. ~~215.162~~17.20

~~215.172~~17.21 The first illustrates the land that would be required for single family homes (at 6 units per acre) and one story campus-style office buildings. About ~~13,000~~33,000 acres would be necessary. The second scenario shows land requirements for housing built at row house densities (25 units per acre), with the jobs housed in five story office buildings. About ~~3,000~~7,000 acres would be required. The third scenario shows land requirements for housing built at apartment densities of about 125 units per acre, with the jobs housed in ten-story office buildings. Land consumption drops to under ~~1,000~~2,000 acres. ~~215.172~~17.21

~~215.182~~17.22 Of course, the diagram simplifies the actual dynamics of how land is used and developed. It also leaves out land that must be set aside for parks, public facilities, and infrastructure. The District expects some combination of high, medium, and ~~low-density~~low-density development during the next ~~20-30~~ years. However, high land costs and the scarcity of land in the city make denser development more likely and even appropriate. ~~on most of the remaining vacant sites.~~ 215.187.22

~~215.192~~17.23 Growth by Planning Area

~~217.24~~ Tables 2.3 and 2.4 show where household and job growth is expected to take place within the city ~~over the next 20 years~~through 2045. The estimates reflect the location of planned development projects, vacant and underutilized sites, and Comprehensive Plan land use designations and policies. ~~215.192~~17.24

217.255-20 Table 2.3: Projected Distribution of Household Growth by Planning Area ~~215.202~~17.25

Projected Distribution of Household Growth by Planning Area				
Planning Area	2015 Households	2045 Projected		% of District's Total Growth
		Households	Net Increase	
CAPITOL HILL	25,082	33,387	8,305	7.2%
CENTRAL WASHINGTON	13,970	23,986	10,016	8.7%
FAR NORTHEAST AND SOUTHEAST	33,802	45,933	12,131	10.6%
FAR SOUTHEAST AND SOUTHWEST	26,592	36,681	10,089	8.8%
LOWER ANACOSTIA WATERFRONT AND NEAR SOUTHWEST	11,954	33,915	21,961	19.1%
MID-CITY	42,442	52,466	10,024	8.7%
NEAR NORTHWEST	42,237	48,551	6,314	5.5%
ROCK CREEK EAST	29,064	37,638	8,574	7.5%
ROCK CREEK WEST	44,033	48,814	4,781	4.2%
UPPER NORTHEAST	27,936	50,501	22,565	19.7%
CITYWIDE	297,112	411,872	114,760	100.0%

http://planning.dc.gov/planning/frames.asp?doc=/planning/lib/planning/2006_revised_comp_plan/2_frame_work.pdf.

~~215-2217.261~~ Table 2.4: Projected Distribution of Job Growth by Planning Area ~~215-217.26~~

Planning Area	2015 Employment	2045 Projected		% of District's Total Growth
		Employment	Net Increase	
CAPITOL HILL	24,107	37,207	13,100	5.3%
CENTRAL WASHINGTON	469,636	567,025	97,389	39.4%
FAR NORTHEAST AND SOUTHEAST	7,575	19,698	12,123	4.9%
FAR SOUTHEAST AND SOUTHWEST	15,156	37,158	22,002	8.9%
LOWER ANACOSTIA WATERFRONT AND NEAR SOUTHWEST	49,511	92,314	42,803	17.3%
MID-CITY	30,116	37,517	7,401	3.0%
NEAR NORTHWEST	88,950	101,257	12,307	5.0%
ROCK CREEK EAST	35,141	44,924	9,783	4.0%
ROCK CREEK WEST	48,684	55,444	6,760	2.7%
UPPER NORTHEAST	29,395	52,846	23,451	9.5%
CITYWIDE	798,271	1,045,390	247,119	100.0%

http://planning.dc.gov/planning/frames.asp?doc=/planning/lib/planning/2006_revised_comp_plan/2_frame_work.pdf.

~~217.275.22~~ The tables indicate that about ~~30-28~~ percent of the city's future household growth will occur in Central Washington and along the Lower Anacostia Waterfront. This reflects current and expected development in and around Downtown, the North of Massachusetts Avenue (NoMA) area, the Southwest Waterfront, the Near Southeast, and on large sites such as Poplar Point. Other areas east of the Anacostia River represent about ~~20-18~~ percent of the projected total. The Mid-City and Near North~~west~~ areas also represent a combined total of ~~20-14.2~~ percent, with most of the gain expected east of 14th Street NW, especially around Howard University, Columbia Heights, and Shaw. The biggest shift since the 2006 forecast is that the Upper Northeast area is now expected to accommodate 19.7 percent of the District's household growth. This is a result of major land use changes around Union Market, McMillan Reservoir, Rhode Island Avenue Metro station, and the large number of vacant and underutilized properties in the Upper Northeast area. Additional data and guidance for each of these areas is provided in the Area Elements of the Comprehensive Plan. ~~215.222~~217.27

~~215.237.28~~ Employment growth will continue to be concentrated in Central Washington and along the Anacostia River. These two areas ~~are-were~~ expected to absorb three-quarters of the city's job growth by 2025, principally in places like the South Capitol Street Corridor, the Southeast Federal Center, and the New York Avenue Metro Station area. The updated forecast suggests that job growth will be slightly more distributed. Central Washington and the Anacostia River Waterfront areas are now expected to absorb 57 percent of job growth. About five percent of the city's job growth is projected to take place in Upper Northeast, especially along the New York Avenue corridor, is now expected to absorb about 10 percent of the city's job growth. Another ~~eight-14~~ percent is expected east of the Anacostia River on sites such as St. Elizabeths and the Minnesota Avenue Metro Station Area. The remaining six planning areas represent less than ~~15-20~~ percent of the city's job growth, most associated with institutional uses and infill office and retail development along corridor streets. ~~215.232~~217.28

~~For more information on employment growth and growth sectors, please refer to the Economic Development Element.~~

~~217.295.24~~ As time unfolds, departures from the District's forecasts are likely. Future amendments to the Comprehensive Plan may be considered in response to changing trends, new projections, and shifting expectations for the future. ~~217.295.24~~

~~216~~218 FROM VISION TO REALITY: GUIDING PRINCIPLES

~~218.16.1~~ The ~~first two earlier~~ sections of this Element provided the context for the Comprehensive Plan ~~Revision~~. This section establishes 36 underlying principles for the future that reflect this context. Most of these principles are based on "A Vision for Growing an Inclusive City," the policy framework for the Comprehensive Plan

Revision endorsed by the Council of the District of Columbia in 2004. However, statements from the previous Comprehensive Plan and other documents that set the frame for more detailed planning in the District also are incorporated. Policies in each Element of the Comprehensive Plan elaborate on the city's commitment to following these principles. ~~216.1~~218.1

21~~86~~.2 The principles are grouped into five sections:

- Managing Growth and Change
- Creating Successful Neighborhoods
- Increasing Access to Education and Employment
- Connecting the City
- Building Green and Healthy Communities. 21~~86~~.2

21~~86~~.3 The principles acknowledge that the benefits and opportunities of living in the District are not available to everyone equally and that divisions in the city—physical, social and economic—must be overcome to move from vision to reality. 21~~86~~.3

21~~97~~ MANAGING GROWTH AND CHANGE: GUIDING PRINCIPLES

21~~97~~.1 1. Change in the District of Columbia is both inevitable and desirable. The key is to manage change in ways that protect the positive aspects of life in the city and reduce negatives such as poverty, crime, food deserts, displacement, and homelessness. ~~217~~219.1

21~~97~~.2 2. A city must be diverse to thrive, and the District cannot sustain itself by only attracting small, affluent households. To retain residents and attract a diverse population, the city should provide services that support families. A priority must be placed on sustaining and promoting safe neighborhoods offering health care, quality education, transportation, child care, parks, libraries, arts and cultural facilities, and housing for families. 21~~97~~.2

21~~97~~.3 3. Diversity also means maintaining and enhancing the District's mix of housing types. Housing should be developed for households of different sizes, including growing families as well as singles and couples, and for all income levels. 21~~97~~.3

21~~97~~.4 4. The District needs both residential and non-residential growth to survive. Nonresidential growth benefits residents by creating jobs and opportunities for less affluent households to increase their income. 21~~97~~.4

- 2197.5 5. A large component of current and forecasted growth in the next decade ~~Much of the growth that is forecast during the next 20 years~~ is expected to occur on large sites that are currently isolated from the rest of the city. Rather than letting these sites develop as gated or self-contained communities, they should ~~become part of the~~ integrated into the city's urban fabric through the continuation of street patterns, open space corridors and compatible development patterns where they meet existing neighborhoods. Since the District is landlocked, its large sites must be viewed as extraordinarily valuable assets. Not all should be used right away-some should be "banked" for the future. 2179.5
- 2197.6 6. Redevelopment and infill opportunities along corridors and near transit stations will be an important component of reinvigorating and enhancing our neighborhoods. Development on such sites ~~must not compromise~~ must be designed to respect the integrity of stable neighborhoods and ~~must be designed to respect~~ the broader community context, and encourage housing and amenities for low-income households, who rely more on transit. –Adequate infrastructure capacity should be ensured as growth occurs. 2197.6
- 2197.7 7. Growth in the District benefits not only District residents, but the region as well. By accommodating a larger number of jobs and residents, we can create the critical mass needed to support new services, sustain public transit, and improve regional environmental quality. 2197.7

21820 CREATING SUCCESSFUL NEIGHBORHOODS: GUIDING PRINCIPLES

- 21820.1 8. The residential character of neighborhoods must be protected, maintained and improved. Many District neighborhoods possess social, economic, historic, and physical qualities that make them unique and desirable places in which to live. These qualities can lead to development and redevelopment pressures that threaten As the District continues to grow, more residents, and those of varied socio-economic backgrounds, should be accommodated, including the production and preservation of affordable housing, while using zoning, design, and other means to retain the very qualities that physically characterize these that make the neighborhoods and make them attractive. These pressures must be controlled through zoning and other means to ensure that neighborhood character is preserved and enhanced. Zoning and other means should be used to attract neighborhood serving retail that in turn, enhances the surrounding residential neighborhood. 21820.1
- 21820.2 9. Many neighborhoods include commercial and institutional uses that contribute to their character. Neighborhood businesses, retail districts, schools, parks, ~~and~~ recreational facilities, houses of worship and other public facilities all make our communities more livable. These uses provide strong centers that reinforce neighborhood identity and provide destinations and services for residents. They too must be protected and stabilized. 21820.2
- 21820.3 10. The recent housing boom has triggered a crisis of affordability in the city, creating a hardship for many

District residents and changing the character of neighborhoods. The preservation of existing affordable housing and the production of new affordable housing for low income and workforce households both are essential to avoid a deepening of racial and economic divides in the city, and must occur city-wide to achieve fair housing objectives. Affordable renter- and owner-occupied housing production and preservation is central to the idea of growing more inclusively. ~~22018.3~~

~~22018.4~~ 11. The District of Columbia contains many buildings and sites that contribute to its identity. Protecting historic resources through preservation laws and other programs is essential to retain the heritage that defines and distinguishes the city. Special efforts should be made to conserve row houses as the defining element of many District neighborhoods, and to restore neighborhood “main streets” through sensitive renovation and updating. ~~22018.4~~

~~22018.5~~ 12. Each neighborhood is an integral part of a diverse larger community that contributes to the District’s identity. Growing an inclusive city means that all neighborhoods should share in the overall social responsibilities of the community, including accommodating the overall growth in new residents, housing the homeless, feeding the hungry, and accommodating the disabled. ~~22018.5~~

~~22018.6~~ 13. Enhanced public safety is one of the District’s highest priorities and is vital to the health of our neighborhoods. The District must continue to improve safety and security, and sustain a high level of emergency police, fire, and medical assistance. Moreover, the District must engage in appropriate planning and capital investments to reduce the likelihood and severity of future emergencies. ~~22018.6~~

~~22018.7~~ 14. Confidence in government begins at the neighborhood level. It is built block-by-block, based on day-to-day relationships and experiences. Meaningful citizen participation and ~~quality,~~ responsive neighborhood services are essential to sustain successful neighborhoods. ~~22018.7~~

~~22018.8~~ 15. Public input in decisions about land use and development is an essential part of creating successful neighborhoods, from development of the Comprehensive Plan to every facet of its implementation. ~~22018.8~~

~~22018.9~~ Policies and actions to support neighborhoods cut across many Comprehensive Plan topics and appear throughout this document. Wherever they may appear, these policies are underpinned by the common goal of conserving functioning, stable neighborhoods and improving those that need redirection or enhancement. ~~22018.9~~

~~221921~~ INCREASING ACCESS TO EDUCATION AND EMPLOYMENT: GUIDING PRINCIPLES

~~22119.1~~ 16. Increasing access to jobs and education by District residents is fundamental to improving the lives and

economic ~~well-being~~ well-being of District residents. Quality eEducation ~~must~~ equips students with the skills and tools to succeed. 22149.1

22149.2 17. An economically strong and viable District of Columbia is essential to the economic health and ~~well-being~~ well-being of the region. Thus, a broad spectrum of private and public growth (with an appropriate level of supporting infrastructure) should be encouraged. The District's economic development strategies must capitalize on the city's location at the center of the region's transportation and communication systems. 22149.2

22149.3 18. Increasing access to education ~~and employment~~ is linked to broader social goals such as increasing access to employment, strengthening families, creating a better future for the city's youth, and reducing chronic and concentrated poverty. Therefore, physical plans for the city must be accompanied by plans and programs to improve our educational system, improve literacy and job training, and link residents to quality jobs. 22149.3

22149.4 19. The overarching goals of the Comprehensive Plan cannot be achieved without sustained investment in public school and library facilities. The physical condition of these facilities must be ~~improved of good~~ quality before the vision of a more inclusive city can be truly achieved. 22149.4

22149.5 20. Colleges and universities make the District an intellectual capital as well as a political capital. They are an essential part of the District's plans to grow its "knowledge based" economy, improve access to learning, and broaden economic prosperity for all District residents. Sustaining our colleges and universities is important, as is protecting the integrity of the communities of which they are a part. Encouraging access to higher education for all residents is vitally important, as is locating higher education facilities in neighborhoods currently underserved by such facilities. 22149.5

22149.6 21. Land development policies should be focused to create job opportunities for District residents. This means that sufficient land should be planned and zoned for new job centers in areas with high unemployment and under-employment. A mix of employment opportunities to meet the needs of residents with varied job skills should be provided. 22149.6

22149.7 22. Providing more efficient, convenient, and affordable transportation for residents to access jobs in the District and in the surrounding region is critical to achieve the goal of increasing District residents' access to employment. 22149.7

22149.8 23. Downtown should be strengthened as the region's major employment center, as its cultural center; as a center for government, tourism and international business; and as an exciting urban mixed-use neighborhood. Policies should strive to increase the number of jobs for District residents, enhance retail opportunities, increase the number of residential units, promote access to Downtown from across the District and the region, and ~~restore-ensure~~ Downtown's prominence as the heart of the city. 22149.8

22149.9 24. Despite the recent economic resurgence in the city, the District has yet to reach its full economic potential.

Expanding the economy means increasing shopping and services for many District neighborhoods, particularly east of the Anacostia River, bringing tourists beyond the National Mall and into the city's business districts, and creating more opportunities for local entrepreneurs and small businesses. The District's economic development expenditures should help support local businesses and provide economic benefits to the community. ~~221~~²²⁰.9

~~222~~²²⁰ CONNECTING THE CITY: GUIDING PRINCIPLES

- ~~222~~²²⁰.1 25. Increased mobility can no longer be achieved simply by building more roads. The priority must be on investment in other forms of transportation, particularly transit. Mobility can be enhanced further by improving the connections between different transportation modes, improving traveler safety and security, and increasing system efficiency. ~~222~~²²⁰.1
- ~~222~~²²⁰.2 26. Transportation facilities, including streets, bridges, transit, sidewalks, and paths, provide access to land and they provide mobility for residents and others. Investments in the transportation network must be equitably distributed, prioritize safety, access and sustainable transportation, and balance ~~d to serve local access the~~ needs ~~for of~~ pedestrians, bicyclists, transit users, autos and delivery ~~trucks-vehicles~~ as well as the needs of residents and others to move around and through the city. ~~222~~²²⁰.2
- ~~222~~²²⁰.3 27. Washington's wide avenues are a lasting legacy of the 1791 L'Enfant Plan and are still one of the city's most distinctive features. The "great streets" of the city should be reinforced as an element of Washington's design through transportation, streetscape, and economic development programs. ~~222~~²²⁰.3
- ~~222~~²²⁰.4 28. Connections to and between the city's celebrated open spaces, such as Rock Creek Park and the National Mall, should be improved. At the same time, creation of new parks along the Anacostia River and enhancement of the federal Fort Circle Parks, should be supported to connect communities and enhance "green infrastructure" in the city. ~~222~~²²⁰.4
- ~~222~~²²⁰.5 29. The District continues to grow in reputation as an international cultural center. To sustain this growth, it must continue to support a healthy arts and cultural community through its land use, housing, and economic development policies. The power of the arts to express the identity of each community while connecting neighborhoods and residents must be recognized. ~~222~~²²⁰.5
- ~~222~~²²⁰.6 30. Residents are connected by places of "common ground," such as Union Station and Eastern Market. Such public gathering places should be ~~protected, and~~protected and should be created in all parts of the city as development and change occurs. ~~222~~²²⁰.6
- ~~222~~²²⁰.7 31. The District's communities are connected by a shared heritage of urban design, reflecting the legacy of the L'Enfant Plan, the McMillan Plan, the Height Act of 1910, and preservation of much of the historic urban

fabric. After more than two centuries of building, the nation's capital is still a remarkable place. Urban design and streetscape policies must retain the historic, majestic, and beautiful qualities that make Washington unique among American cities. 2229.7

2234 BUILDING GREEN AND HEALTHY COMMUNITIES: GUIDING PRINCIPLES

- 2234.1 32. The site selected for the national capital was characterized by a very special topography, including hills interlaced with broad rivers and streams. The topography allowed for the construction of a special collection of buildings that give the District a unique profile. This profile has been further protected by local and national ordinances and must continue to be protected in the future. This should include the protection of views and vistas and the enhancement of city gateways. 2234.1
- 2234.2 33. The earth, water, air, and biotic resources of the District must be protected. Furthermore, such resources should be restored and enhanced where they have been degraded by past human activities. In particular, reforestation of the District and maintenance of its tree cover should be emphasized to sustain the District's reputation as one of America's "greenest" cities. 2234.2
- 2234.3 34. As the nation's capital, the District should be a role model for environmental sustainability. Building construction and renovation should minimize the use of non-renewable resources, promote energy and water conservation, and reduce harmful effects on the natural environment. 2234.3
- 2234.4 35. Planning decisions should improve the health of District residents by reducing exposure to hazardous materials, improving the quality of surface and groundwater, and encouraging land use patterns and land uses that reduce air pollution and facilitate pedestrian and bicycle travel. 2234.4
- 2234.5 36. The District's parks and open spaces provide health, recreational, psychological, aesthetic, and ecological benefits that contribute to the quality of life. Maintenance and improvement of existing parks, and increased access to open space and recreation across the city are basic elements of the city's vision. The District's public open spaces should be protected against exploitation, and their recreational and environmental values should be conserved. 2234.5

2242 PUTTING IT ALL TOGETHER

- 222224.1 Taken together, the ~~driving forces~~forces driving change, growth projections, and guiding principles in the Framework Element provide a foundation for planning the future of the District of Columbia. The ~~remaining~~

subsequent elements of the Comprehensive Plan following this Framework Element examine these conditions in much more detail and outline the journey from vision to reality. 224.1

224.2 The Comprehensive Plan provides direction in two important ways. The first is its role in careful land use decisions that accommodate growth and ensure that the city is an inclusive and desirable place to live and work. The second is through continuing consideration of the plan's infrastructure priorities to inform the District's Capital Improvement Plan. 222.1224.2

224.3 The Comprehensive Plan and Zoning Regulations are linked in law, and subsequently in application. A Congressional Act of June 20, 1938 established that zoning "regulations shall be made in accordance with a comprehensive plan...". In 1973, the District of Columbia Home Rule charter included changes to the 1938 Act, as follows: "Zoning maps and regulations, and amendments thereto, *shall not be inconsistent* with the comprehensive plan for the national capital" (emphasis added). The relationship between the Comprehensive Plan and the District's Zoning Regulations, and how these are used in the city's development review process, is described below. 224.3

224.4 The Comprehensive Plan, which includes a Generalized Policy Map and a Future Land Use Map, provides generalized guidance. The Generalized Policy Map provides guidance on whether areas are designated for conservation, enhancement or change, as explained in Section 225. The Future Land Use Map shows anticipated future land uses, which may be the same, or different than, the current land uses. Both maps are part of the adopted Comprehensive Plan and the categories used for each map are described later in this Framework. 224.4

224.5 Small Area Plans are prepared with community input, to provide more detailed planning guidance. Small Area Plans are typically approved by resolution of the Council and information from these plans may be subsequently incorporated into the Comprehensive Plan Elements. If approved by Council resolution, the Small Area Plans should be used as supplemental guidance by the Zoning Commission where not in conflict with the Comprehensive Plan. If approved by Council act, the Small Area Plans have equal weight to the Comprehensive Plan and may even amend it. 224.5

224.6 The District of Columbia Zoning Commission is required to use the Comprehensive Plan in its land use decision-making. The Zoning Commission may amend the District of Columbia zoning map in two ways, both requiring a finding of "not inconsistent with the Comprehensive Plan." The first way is to establish a zone district for a specific parcel or an area of land. A zone district specifies uses allowed as a matter-of-right or through a special exception, and development standards such as maximum density, height, and lot occupancy. 224.6

224.7 The second way is through a Planned Unit Development (PUD), often for sites that have more than one parcel or building. The goal of a PUD is to permit development flexibility greater than specified by matter-of-right zoning, such as increased building height or density, provided that the project offers a commendable number or quality of public benefits, and protects and advances the public health, safety, welfare, and convenience.

These public benefits should be lasting and are developed through discussions between developers, District representatives, Advisory Neighborhood Commissions, civic organizations, and the community. As part of the PUD process, the Zoning Commission may include a zoning map amendment for the purpose of the PUD, which is applicable only for the duration of the PUD, and subject to PUD conditions. The PUD process is not to be used to circumvent the intent and purposes of the Zoning Regulations or result in an action inconsistent with the Comprehensive Plan. In considering whether a PUD is “not inconsistent” with the Comprehensive Plan, it is appropriate to consider the context of the entire site, such as aggregating density on one portion so as to increase open space on another portion – achieving an overall density that is consistent with the Plan. 224.7

224.8 In its decision-making, the Zoning Commission must make a finding of “not inconsistent with the Comprehensive Plan.” To do so, the Zoning Commission must consider the many competing, and sometimes conflicting, policies of the Comprehensive Plan, along with the various uses, development standards and requirements of the zone districts. It is the responsibility of the Zoning Commission to consider and balance these policies in its decision-making, and clearly explain its decision-making rationale. 224.8

224.9 Specific public benefits are determined through each PUD application and should respond to critical issues facing the District as identified in the Comprehensive Plan and through the PUD process itself. In light of the acute need to preserve and build affordable housing, described in Section 206, the production of new affordable housing units, above and beyond existing matter-of-right limits, and the prevention of permanent displacement of on-site residents should be considered as high-priority public benefits in the evaluation of residential PUDs. 224.9

2253 GENERALIZED POLICY MAP

2253.1 Purpose of the Policy Map

The purpose of the Generalized Policy Map is to categorize how different parts of the District may change between 2005 and 2025. It highlights areas where more detailed policies are necessary, both within the Comprehensive Plan and in follow-up plans, to manage this change. 2253.1

2253.2 Purpose of the Policy Map

The map should be used to guide land use decision-making in conjunction with the Comprehensive Plan text, the Future Land Use Map, and other Comprehensive Plan maps. Boundaries on the map are to be interpreted in concert with these other sources, as well as the ~~context actual physical characteristics~~ of each location shown. 2253.2

2253.3 Categories

The Generalized Policy Map identifies the following four different types of areas: Neighborhood Conservation Areas, Neighborhood Enhancement Areas, Land Use Change Areas, and Commercial/Mixed Use Areas. Although each area has specific characteristics, all provide opportunities for future development that advances District goals and policies. 2253.3

2253.4 Neighborhood Conservation Areas

Neighborhood Conservation areas have ~~very~~ little vacant or underutilized land. They are ~~primarily~~ 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 ~~scattered site~~-infill housing, public facilities, and institutional uses. Major changes in density over current (~~2005~~2017) conditions are not expected but some new development and reuse opportunities are anticipated, and these can support conservation of neighborhood character where guided by 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. 2253.4

2253.5 The guiding philosophy in Neighborhood Conservation Areas is to conserve and enhance established neighborhoods but not preclude development, particularly to address city-wide housing needs. Limited development and redevelopment opportunities do exist within these areas ~~but they are small in scale~~. The diversity of land uses and building types in these areas should be maintained and new development, redevelopment, and alterations should be compatible with the existing scale, natural features, and ~~architectural~~ character of each area. Densities in Neighborhood Conservation Areas are guided by the Future Land Use Map and Comprehensive Plan policies. 2253.5

2253.6 Neighborhood Enhancement Areas

Neighborhood Enhancement Areas are neighborhoods with substantial amounts of vacant and underutilized ~~residentially-zoned~~ land. They include areas that are primarily residential in character, as well as mixed use and industrial areas. Many of these areas are characterized by a patchwork of existing homes and individual vacant lots, some privately owned and others owned by the public sector or non-profit developers. These areas present opportunities for compatible ~~small-scale~~ infill development, including new single family homes, townhomes, ~~and~~ other density housing types, mixed use buildings, and where appropriate, light industrial facilities. Land uses that reflect the historical mixture and diversity of each community and promote inclusivity should be encouraged. 2253.6

2253.7 The guiding philosophy in Neighborhood Enhancement Areas is to ensure that new development ~~“fits in”~~ and responds to the existing character, natural features, and existing/planned infrastructure capacity. New housing should be encouraged to improve the neighborhood and must be consistent with the land use designation on the Future Land Use Map and with Comprehensive Plan policies. The unique and special qualities of each area should be maintained and conserved, and overall neighborhood character should be

protected or enhanced as development takes place. Publicly-owned open space within these areas should be preserved and enhanced to make these communities more attractive and desirable. 2253.7

2253.8 The main difference between Neighborhood Enhancement and Neighborhood Conservation Areas is the large amount of vacant and underutilized land that exists in the Enhancement Areas. Neighborhood Enhancement Areas often contain many acres of undeveloped lots, whereas Neighborhood Conservation Areas appear to be mostly “built out.” ~~As infill development takes place on undeveloped lots, special care must be taken to avoid displacement nearby.~~ Existing housing should be enhanced through rehabilitation assistance. New development in these areas should support neighborhood and city-wide housing needs, improve the real estate market, reduce crime and blight, and attract complementary new uses and services that better serve the needs of existing and future residents. 2253.8

2253.9 **Land Use Change Areas**

Land Use Change Areas are areas where change to a different land use from what exists today is anticipated. In some cases, the Future Land Use Map ~~depicts~~ depicts the specific mix of uses expected for these areas. In other cases, the Future Land Use Map shows these sites as “Federal”, indicating the District does not currently have the authority to ~~determine land uses~~ develop appropriate plans for these areas, but expects ~~a change by 2025~~ to have this authority by 2025. 2253.9

2253.10 There are more than two dozen Land Use Change Areas identified on the Policy Map. They include many of the city’s large development opportunity sites, and other smaller sites that are undergoing redevelopment or that are anticipated to undergo redevelopment. Together, they represent much of the city’s supply of vacant and underutilized land. 2253.10

2253.11 The guiding philosophy in the Land Use Change Areas is to encourage and facilitate new development and promote the adaptive reuse of existing structures. Many of these areas have the capacity to become mixed-use communities containing housing, retail shops, services, workplaces, parks, and civic facilities. The Comprehensive Plan’s Area Elements provide additional policies to guide development and redevelopment within the Land Use Change Areas, including the desired mix of uses in each area. 2253.11

2253.123 As Land Use Change Areas are redeveloped, the District aspires to create high quality ~~environments~~ neighborhoods that ~~demonstrate~~ include exemplary site and architectural design and innovative environmental features, ~~—and that are~~ compatible with nearby neighborhoods, and provide significant affordable housing and employment opportunities. Measures to ensure that public benefits are commensurate with increased density and to ~~and do not negatively impact nearby neighborhoods. Programs to avoid and~~ mitigate any undesirable impacts of development of the Land Use Change Areas upon adjacent neighborhoods should be required as necessary. 2253.12

2253.13 **—Commercial/Mixed Use Areas**

~~These classifications~~ The areas identified as commercial or mixed use correspond to the city's business districts, many of which form the heart of ~~its the city's~~ neighborhoods. Five categories are used, defining the physical and economic character of each area along with generalized long-range conservation and development objectives. The commercial areas ~~defined~~ are: "Main Street mixed use corridors," "neighborhood commercial centers," "multi-neighborhood commercial centers", "regional commercial centers," and "central employment area." All categories allow commercial and residential uses. 22~~53~~.13

22~~53~~.14 Main Street Mixed Use Corridors

These are traditional commercial business corridors with a concentration of older storefronts along the street. The ~~service area for Main Streets~~ area served can vary from one neighborhood (e.g., 14th Street Heights or Barracks Row) to multiple neighborhoods (e.g., Dupont Circle, H Street, or Adams Morgan). Their common feature is that they have a pedestrian-oriented environment with traditional storefronts. Many have upper story residential or office uses. Some corridors are underutilized, with capacity for redevelopment. Conservation and enhancement of these corridors is desired to foster economic and housing opportunities and serve neighborhood needs. Any development or redevelopment that occurs should support transit use and enhance the pedestrian environment. 22~~53~~.14

22~~53~~.15 Neighborhood Commercial Centers

Neighborhood Commercial Centers meet the day-to-day needs of residents and workers in the adjacent neighborhoods. ~~Their service area is~~ The area served by a Neighborhood Commercial Center is usually less than one mile. Typical uses include convenience stores, sundries, small food markets, supermarkets, branch banks, restaurants, and basic services such as dry cleaners, hair cutting, and ~~child care~~ childcare. Office space for small businesses, such as local real estate and insurance offices, doctors and dentists, and similar uses, also may be found in such locations. Many buildings have upper-story residential uses. 22~~53~~.15

22~~53~~.16 Unlike Main Street Retail Corridors, the Neighborhood Commercial Centers include both auto-oriented centers and pedestrian-oriented shopping areas. Examples include Penn Branch Shopping Center on Pennsylvania Avenue, SE and the Spring Valley Shopping Center on Massachusetts Avenue, NW. New development and redevelopment within Neighborhood Commercial Areas must be managed to conserve the economic viability of these areas while allowing additional development, including residential, that complements existing uses. 22~~53~~.16

22~~53~~.17 Multi-Neighborhood Centers

Multi-neighborhood centers contain many of the same activities as neighborhood centers but in greater depth and variety. ~~Their service area~~ The area served by a Multi-Neighborhood Center is typically one to three miles. These centers are generally found at major intersections and along key transit routes. These centers might include supermarkets, general merchandise stores, drug stores, restaurants, specialty shops, apparel stores, and a variety of service-oriented businesses. These centers also may include residential and office space for

small businesses, although their primary function remains retail trade. 2253.17

2253.18 Examples of multi-neighborhood business centers include Hechinger Mall, Columbia Heights, Brentwood, and Skyland Shopping Centers. Mixed-use infill development at these centers should be encouraged to provide new retail and service uses, and additional housing and job opportunities. Transit improvements to these centers are also desirable. 2253.18

2253.19 Regional Centers

Regional centers have the largest range of commercial functions outside the Central Employment Area and are likely to have major department stores, many specialty shops, concentrations of restaurants, movies and other leisure or entertainment facilities. They typically draw patrons from across the city, as well as patrons from nearby suburban areas. A large office component is also associated with regional centers. As with Multi-Neighborhood Centers, infill development at Regional Centers should provide new retail, entertainment, service uses, additional housing, and employment opportunities ~~where feasible~~. 2253.19

2253.20 These centers are generally located along major arterials and are served by transit, ~~and but~~ typically generate significant demand for parking. Off-street parking may be provided on a cooperative/shared basis within the area, using both self-contained and nearby commercial parking lots and garages. Regional centers are higher in density and intensity of use than other commercial areas, except downtown. Building height, massing, and density should support the role of regional centers while scaling appropriately to Heights and densities in regional centers should be appropriate to the scale and function of development in adjoining communities, and should be further guided by policies in the Land Use Element and the Area Elements. Examples of regional centers include Friendship Heights and Georgetown. 2253.20

2253.21 Central Employment Area

The Central Employment Area is the business and retail heart of the District and the metropolitan area. It has the widest variety of commercial uses, including but not limited to major government and corporate offices; retail, cultural, and entertainment uses; ~~and~~ hotels, restaurants, and other hospitality uses; as well as high density residential uses. The Central Employment Area draws patrons, workers, and visitors from across the region. The Comprehensive Plan's Land Use and Economic Development Elements, and the Central Washington Area ~~Element~~ and Lower Anacostia Waterfront/Near Southwest Area Elements provide additional guidance, policies and actions related to the Central Employment Area. 2253.21

2253.22 Other Areas

The Generalized Policy Map also identifies parks and open space, land owned by or under the jurisdiction of the District or federal government, federal lands with federal buildings, Downtown Washington, and major institutional land uses. The fact that these areas are not designated as Conservation, Enhancement, or Land Use Change does not mean they are exempt from the ~~policies of the~~ Comprehensive Plan or that their land

uses will remain static. Public p-Parks and public open space will be conserved and carefully managed in the future. Federal lands are called out to acknowledge the District's limited jurisdiction over them, but them but are still discussed in the text of the District Elements. Downtown includes its own set of conservation, enhancement, and change areas, described in more detail in the Central Washington Area Element. Much of the institutional land identified as institutional on the map represents colleges and universities; change and infill can be expected on each campus consistent with campus plans. Other institutional sites, including hospitals and religious orders, likewise may see new buildings or facilities added. Policies in the Land Use Element and the Educational Facilities Elements address the compatibility of such uses with surrounding neighborhoods. 2253.22

2264 THE DISTRICT'S FUTURE LAND USE MAP

- 2264.1 Maps showing the general distribution and character of future land uses in the city have been an essential part of the Comprehensive Plan for over half a century. Both the 1950 and 1967 Comprehensive Plans for the National Capital depicted "high density", "moderate density", and "low density" residential neighborhoods. These Plans further defined "Local Commercial" areas along many corridor streets, a "Downtown Commercial" area, and a "Central Federal Employment Area". The Maps also called out hospitals, universities, industrial areas, and federal installations. 2264.1
- 2264.2 The District portion of the 1984 Comprehensive Plan-the first Plan of the Home Rule Era-was initially adopted without a Land Use Map. A set of four large maps was adopted in 1985, along with the Land Use Element itself. In the years that followed, the four maps were consolidated into two maps-a Generalized Land Use Map and a Generalized Land Use Policy Map. 2264.2
- 2264.3 An illustrative "paintbrush" format, reminiscent of those used in the 1950 and 1967 Plans, was initially used for the 1985 Land Use Map. This format was rejected as being too imprecise and "bloblike." In subsequent years it was replaced by a map with more clearly defined edges, although the maps continue to note that these designations are generalized. The Comprehensive Plan text stipulated that streets and street names be displayed on the map to ensure its legibility. Its 15 land use categories were defined in broad terms-typical uses were described, but no density or intensity ranges were assigned. 2264.3

2275 FUTURE LAND USE MAP AND CATEGORIES

2275.1 Purpose of the Land Use Map

The Future Land Use Map is part of the adopted Comprehensive Plan and carries the same legal weight as

the Plan document itself. The Map uses color-coded categories to express public policy ~~on~~for future land uses across the city. The Future Land Use Map is intended to be used in conjunction with the Comprehensive Plan's policies and actions. Preparation of this map is explicitly required by DC Law; its purpose is to “represent the land use policies set forth in the proposed Land Use Element,” using “standardized colors for planning maps.” (1-246, D.C. Code). 227~~5~~.1

227.2 Each land use category identifies representative zoning districts and states that other zoning districts may apply. The Zoning Commission, in selecting a zone district, such as through a Planned Unit Development or Zoning Map Amendment, shall determine if it:

- Is not inconsistent with the Comprehensive Plan;
 - Meets the intent of the Future Land Use Map land use category;
 - Is generally compatible with the character and scale of the Future Land Use Map land use category when considering the site in total; and
 - Is generally compatible with the physical and visual character of the surrounding neighborhood.
- 227.2

~~227.32~~ **Definitions of Land Use Categories:** Residential Categories

Four residential categories appear on the Future Land Use Map, as follows: ~~225.27.3~~

~~225.37.4~~ **Low Density Residential:** This designation is used to define ~~the District's single family~~ neighborhoods generally, but not exclusively, suited for ~~S~~single family detached and semi-detached housing units with front, back, and side yards ~~are the predominant uses~~. The R-1-A, R-1-B, ~~and R-2~~R-6 through R-12, R-14, R-15, R-16, R-19, and R-21 zone districts are generally consistent with the Low Density Residential ~~land use~~ category, although other zones may also apply. ~~225.37.4~~

~~227.55.4~~ **Moderate Density Residential:** This designation is used to define ~~the District's row house~~ neighborhoods generally, but not exclusively, suited for row houses, as well as ~~its~~ low-rise garden apartment complexes. The designation also applies to areas characterized by a mix of ~~single family~~single-family homes, 2-4 unit buildings, row houses, and low-rise apartment buildings. In some ~~of the older inner city~~ 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). The ~~R-3, R-4, R-5 A-~~ R-3, R-13, R-17, all RE, RA-1, RA-2, RA-6, RA-7, RA-8 and RC-1 Zone ~~D~~districts are generally consistent with the Moderate Density Residential category, ~~the R-5 B district and~~although other zones may also apply ~~in some locations~~. ~~227.55.4~~

~~227.65.5~~ **Medium Density Residential:** This designation is used to define neighborhoods or areas generally, but not exclusively, suited for ~~where~~ mid-rise (4-7 stories) apartment buildings ~~are the predominant use~~. The reference to stories is general, recognizing that story heights may vary. Pockets of low and moderate density housing may exist within these areas. The Medium Density Residential designation also may apply to taller

residential buildings surrounded by large areas of permanent open space. The ~~R-5-B and R-5-CRA-3~~ Zone ~~D~~districts are generally consistent with the Medium Density Residential designation, although other zones may also apply. ~~225.5~~227.6

~~225.6~~7.7 **High Density Residential:** This designation is used to define neighborhoods and corridors generally, but not exclusively, suited for ~~where~~ high-rise (8 stories or more) apartment buildings ~~are the predominant use. The reference to stories is general, recognizing that story heights may vary.~~ Pockets of less dense housing may exist within these areas. The ~~corresponding RA-4, RA-5, RA-9 and RA-10 z~~Zone ~~d~~districts are generally ~~R-5-D and R-5-E~~consistent with the High Density Residential designation, although other zones may also apply. ~~225.6~~7.7

~~227.8~~5.7 **Commercial Categories:** Four commercial categories appear on the Map, listed below. The predominant use is commercial, with ~~Although~~ housing is permitted in all ~~of these~~ categories, and incentivized in all but the High Density category. ~~the predominant use is commercial. Although all Commercial Categories accommodate a mix of uses, a~~ separate category (Mixed Use, defined ~~on Page 2-32~~below) is used to identify areas where the mixing of commercial, ~~and~~ residential, and sometimes industrial uses is strongly encouraged. ~~227.8~~5.7

~~227.9~~5.8 **Low Density Commercial:** This designation is used to define shopping and service areas that are generally lower in scale and intensity and character. 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 districts ~~uses~~ that draw from a broader market area. Their common feature is that they are comprised primarily of ~~one to three story~~ commercial and mixed-use buildings that range up to 40 feet, with greater height possible when approved through a Planned Unit Development. The NC-1, MU-3 and MU-4 zone districts are generally consistent with the Low Density category, although other zones may also apply. ~~The corresponding Zone districts are generally C-1 and C-2-A, although other districts may apply.~~ ~~227.9~~5.8

~~227.10~~5.9 **Moderate Density Commercial:** This designation is used to define shopping and service areas that are somewhat ~~more greater in scale and intensity~~ intense in scale and character than the low-density commercial areas. 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 districts uses that draw from a broader market area. Buildings are larger and/or taller than those in Low Density Commercial areas but generally do not exceed ~~five stories~~50 feet in height, with greater height possible when approved through a Planned Unit Development. The NC zone districts identified as moderate density, MU-4, MU-5, MU-7, MU-12, MU-15, MU-17, and MU-24 through MU-27 zone districts are generally consistent with the Moderate Density category, corresponding Zone districts are generally C-2-A, C-2-B, and C-3-A, although other districts zones may also apply. ~~227.10~~5.9

~~227.11~~5.10 **Medium Density Commercial:** This designation is used to define shopping and service areas that are somewhat ~~more intense~~ greater in scale and ~~character~~ intensity than the moderate-density commercial areas.

Retail, office, and service businesses are the predominant uses, although residential uses are common. Areas with this designation generally draw from a citywide market area. Buildings are generally larger and/or taller than those in moderate density commercial areas but generally do not exceed eight stories 80-90 feet in height, with greater height possible when approved through a Planned Unit Development. The corresponding NC zone districts identified as medium density, MU-5 through MU-8, MU-10, MU-13, MU-16, MU-18, MU-19, MU-22, MU-23 Zone D districts are generally C-2-B, C-2-C, C-3-A, and C-3-B consistent with the Medium Density category, although other districts-zones may also apply. 227.115.10

~~227.125.11~~ **High Density Commercial:** This designation is used to define the central employment district, ~~of the city and~~ other major office ~~employment~~ centers, and other commercial areas with the greatest scale and intensity of use in the District, on the downtown perimeter. It is characterized by Office and mixed office/retail buildings greater than eight stories 90 feet in height are the predominant use, although high-rise residential and many lower scale buildings (including historic buildings) are interspersed. The MU-6, MU-9, MU-30, and the D zones (except the D-1 and D-2) ~~corresponding Zone districts are generally~~ are generally consistent, C-2-C, C-3-C, C-4, and C-5, although other districts-zones may also apply. 227.125.11

~~227.135.12~~ **Production, Distribution, and Repair (PDR):** The Production, Distribution, and Repair (PDR) category is used to define areas characterized by manufacturing, warehousing, wholesale and distribution centers, transportation services, food services, printers and publishers, tourism support services, and commercial, municipal, and utility activities which may require substantial buffering from housing and other noise-, air pollution- and light-sensitive uses-such as housing. This category is also used to denote railroad rights-of-way, switching and maintenance yards, bus garages, and ~~similar~~ uses related to the movement of freight, such as truck terminals. It is important to ensure adequate, appropriate land is provided for these PDR uses that are critical to supporting the retail, transportation and service needs of the city. A variety of zone districts apply within PDR areas, recognizing the different intensities of use and impacts generated by various PDR activities. The corresponding Zone D district is PDR, and other districts may also apply where the PDR map designation is striped with other land uses. ~~s are generally CM-1, CM-2, CM-3, and M, although other districts may apply.~~ The present density and height limits set in by these districts are expected to remain for the foreseeable future. 227.135.12

~~227.145.13~~ **Public and Institutional Categories**

Four public and institutional land use categories appear on the Map, as follows: 227.145.13

~~227.155.14~~ **Federal:** This designation includes land and facilities owned, occupied and used by the federal government, excluding parks and open space. Uses include military bases, federal government buildings, the International Chancery Center, federal hospitals, museums, and similar federal government activities. The “Federal” category generally denotes ownership ~~rather than~~ and federal use. Land with this designation is generally not subject to zoning. In the event federal interests on any given federal site terminate, zoning for these areas should be established in a manner that is consistent with Comprehensive Plan policies. 227.155.14

~~227.165-15~~ **Local Public Facilities:** This designation includes land and facilities occupied and used by the District of Columbia government or other local government agencies (such as WMATA), excluding parks and open space. Uses include public schools including charter schools, public hospitals, government office complexes, and similar local government activities. Other non-governmental facilities may be co-located on site. While included in this category, Because of the map scale, local public facilities smaller than one acre-including some of the District's libraries, police and fire stations, and similar uses-may not appear on the ~~Map~~map due to scale. Zoning designations vary depending on surrounding uses. ~~227.165-15~~

~~227.175-16~~ **Institutional:** This designation includes land and facilities occupied and used by colleges and universities, large private schools, hospitals, religious organizations, and similar institutions. While included in this category, sSmaller institutional uses such as churches are generally not mapped, unless they are located on sites that are several acres in size. Zoning designations vary depending on surrounding uses. Institutional uses are also permitted in other land use categories. ~~227.175-16~~

~~227.185-17~~ **Parks, Recreation, and Open Space:** This designation includes the federal and District park systems, including the National Parks, such as the National Mall; the circles and squares of the L'Enfant city and District neighborhoods; ~~the National Mall;~~ settings for significant commemorative works, certain federal buildings such as the White House and the U.S. Capitol grounds, and museums; and District-operated parks and associated recreation centers. It also includes permanent open space uses such as cemeteries, open space associated with utilities such as the Dalecarlia and McMillan Reservoirs, and open space along highways such as Suitland Parkway. This category includes a mix of passive open space (for resource conservation and habitat protection) and active open space (for recreation). While included in this category, Because of the map scale, parks smaller than one acre-including many of the triangles along the city's avenues-may not appear on the ~~Map~~map due to scale. Zoning designations for these areas vary. The federal parklands are generally unzoned, and District parklands tend to be zoned the same as surrounding land uses. ~~227.185-17~~

~~227.195-18~~ **Mixed Use Categories:** The Future Land Use Map indicates areas where the mixing of two or more land uses is especially 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. A Mixed Future Land Use Map designation should not be confused with the Mixed Use (MU) zoning districts, although they frequently apply to the same area or parcel of land. The Mixed Use ~~C~~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~~ depicting the precise location of these uses has yet to be prepared; ~~and~~—

d. Development that includes residential uses, particularly affordable housing, and residentially compatible industrial uses, typically achieved through a Planned Unit Development, although there should be no net loss of potential onsite PDR capacity. ~~225.187.19~~

~~227.205.19~~ 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 (in this case, “Moderate Density Residential/Low Density Commercial). The Comprehensive Plan Area Elements may also provide detail on the specific mix of uses envisioned. ~~227.205.19~~

~~227.215.20~~ It should also be acknowledged that because of the scale of the Future Land Use Map and the fine-grained pattern of land use in older parts of the city, many of the areas shown purely as “Commercial” may also contain other uses, including housing. Likewise, some of the areas shown as purely “Residential” contain existing incidental commercial uses such as corner stores or gas stations, or established institutional uses such as ~~churches~~ places of worship. The “Mixed Use” designation is intended primarily for larger areas where no single use predominates today, or areas where multiple uses are specifically encouraged in the future. ~~227.215.20~~

~~227.225.21~~ A variety of zoning designations are used in Mixed Use areas, depending on the combination of uses, densities, and intensities. All zone districts formerly identified as commercial, SP, CR and Waterfront were renamed as MU zone districts in 2016, and are considered to be mixed use..The city has developed a number of designations specifically for mixed use areas (such as SP 1, SP 2, CR, and the Waterfront districts). Residential uses are permitted in all of the ~~commercial~~ MU zones, however, so many Mixed Use areas may have ~~commercial~~ MU zoning. ~~227.225.21~~

~~2286~~ GUIDELINES FOR USING THE GENERALIZED POLICY MAP AND THE FUTURE LAND USE MAP

~~2286.1~~ The Generalized Policy Map and Future Land Use Map are intended to provide generalized ~~guides~~ guidance for development and conservation decisions, and are considered in concert with other Comprehensive Plan policies. Several important parameters, defined below, apply to their use and interpretation.

a. The Future Land Use Map is not a zoning map. Whereas zoning maps are parcel-specific, and establish detailed requirements and development standards for setbacks, height, use, parking,

and other attributes, the Future Land Use Map is intended to be “soft-edged” and does not follow parcel boundaries and its categories do not specify allowable uses or ~~dimensional-development~~ standards. By definition, the Future Land Use Map is to be interpreted broadly and -the land use categories identify desired objectives.

- b. The Future Land Use Map is a generalized depiction of intended uses in the horizon year of the Comprehensive Plan, roughly 20 years in the future. It is not an “existing land use map,” although in many cases future uses in an area may be the same as those that exist today.
- c. While tThe densities within any given area on the Future Land Use Map reflect all contiguous properties on a block, -there may be individual buildings that are larger or smaller~~higher or lower~~ than these ranges within each area. Similarly, the land use category definitions describe the general character of development in each area, citing typical building heights ~~(in stories)~~ as appropriate. ~~It should be noted that t~~The granting of density bonuses (for example, through Planned Unit Developments or Inclusionary Zoning) may result in heights that exceed the typical ranges cited here. Except in the R and RF zone districts, the zoning regulations use “Floor Area Ratios”- which set a ratio between a building’s total gross floor area and lot area - to regulate density. With this approach, buildings may be higher than is characteristic for the land use category, but still consistent with the category’s density. Similarly, density on a portion of a site may be greater, while provided the density for the site as a whole is consistent with the designation.
- d. The zoning of any given area should be guided by the Future Land Use Map, interpreted in conjunction with the text of the Comprehensive Plan, including the Ceitywide Elements and the Area Elements, ~~as well as approved Small Area Plans.~~
- e. The designation of an area with a particular Future Land Use Map ~~land use~~ category does not necessarily mean that the most intense zoning district described ~~in the land use definitions in that category~~ is automatically permitted. And, even if a zone is not identified in a category, it can be permitted as described in Section 225.- A range of densities and intensities applies within each category, and the use of different zone districts within each category should reinforce this range. There are many more ~~than twice as many~~ zone districts ~~(about 30, plus more than a dozen overlay zones)~~ as than there are Comprehensive Plan land use categories. ~~For example, there are at least three zone districts corresponding to “Low Density Residential” and three zone districts corresponding to “Moderate Density Residential.”~~ Multiple zone districts should continue to be used to distinguish the different types of low- or moderate-density residential development which may occur within each area. Some zone districts may be compatible with more than one Comprehensive Plan Future Land Use Map designation.
- f. Some zone districts may be compatible with more than one Comprehensive Plan Future Land Use Map designation. As an example, the existing C-2 AMU-4 zone is consistent with both the Low Density Commercial and the Moderate Density Commercial designation, depending on the

prevailing character of the area and the adjacent uses. ~~A correspondence table indicating which zones are “clearly consistent”, “potentially consistent” and “inconsistent” with the Comprehensive Plan categories should be prepared to assist in Comprehensive Plan implementation and future zoning actions (see Action LU 4.3.B).~~

- g. The intent of the Future Land Use Map is to show use rather than ownership. However, in a number of cases, ownership is displayed to note the District’s limited jurisdiction. Specifically, non-park federal facilities are shown as “Federal” even though the actual uses include housing and industry (e.g., Bolling Air Force Base), offices (e.g., the Federal Triangle), hospitals (e.g., ~~Walter Reed~~ Veteran’s Administration), and other activities. Similarly, the “Local Public Facility” designation includes high-impact uses such as solid waste transfer stations and stadiums, as well as low-impact uses such as schools. Other maps in the Comprehensive Plan are used to show the specific types of public uses present in each area.
- h. The Map does not show density or intensity on institutional and local public sites. If a change in use occurs on these sites in the future (for example, a school becomes surplus or is redeveloped), the new designations should be generally comparable in density or intensity to those in the vicinity, unless otherwise stated in the Comprehensive Plan Area Elements or an approved Campus Plan.
- i. Streets and public rights-of-way are not an explicit land use category on the Future Land Use Map. Within any given area, the streets that pass through are assigned the same designation as the adjacent uses.
- j. Urban renewal plans remain in effect for parts of the District of Columbia, including Shaw, Downtown, and Fort Lincoln. These plans remain in effect and their controlling provisions must be considered as land use and zoning decisions are made.
- k. If a development or redevelopment requires discretionary approvals, the developer must address the displacement of residents and businesses.
- ~~k.l.~~ Finally, the Future Land Use Map and the Generalized Policy Map can be amended. ~~They are not intended to freeze future development patterns for the next 20 years.~~ The Comprehensive Plan is intended to be a dynamic document that is periodically updated in response to the changing needs of the city. Requests to amend the maps can be made by residents, property owners, developers, and the District itself. In all cases, such changes require formal public hearings before the DC Council, and ample opportunities for formal public input. The process for Comprehensive Plan amendments is described in the Implementation Element. 226.1

229 INVESTING FOR AN INCLUSIVE CITY

229.1 Investing in adequate, well-maintained public facilities and infrastructure that meet the needs of a growing city will help implement the Comprehensive Plan and fulfill our vision of an inclusive city. Public facilities and infrastructure offer vital services to residents, businesses and visitors. They shape and enhance the public realm; provide affordable housing; contribute to health, wellness, and quality of life; support economic growth; and advance the District as a smart, sustainable, and resilient city. 229.1

229.2 Public facility and infrastructure investments should address three priorities: reach and maintain a state of good repair; add capacity necessary to meet the needs of growth; and address the forces driving change to successfully respond to future opportunities and challenges. Capital investments that incorporate sustainable, resilient, and high-quality design features and respond to emerging technologies make the District a more attractive, efficient place to live and work, and will pay future dividends by reducing costs to public health and the environment. These investments ensure that the city's transportation, housing at various income levels, communications, energy, water, and wastewater systems adequately serve the needs of the District, and that education, public safety, and health and wellness facilities effectively and efficiently deliver high- quality services to residents, workers and visitors. 229.2

229.3 Public and private infrastructure and facilities within in the District include:

- Over 1,100 miles of streets, 2401 bridges, 1650 signalized intersections, and 70,000 streetlights;
- 40 stations and 38 miles of track within the regional Metrorail system;
- Approximately 400 miles of fiber optic cable;
- Over 40,000 subsidized affordable rental units;
- 236 traditional public and private charter schools, 26 public libraries, approximately 370 parks, and recreation facilities, and 60 public safety facilities;
- Over 2,200 miles of electrical cable and related substations;
- Over 2,300 miles of natural gas pipelines; and
- Over 1,300 miles of drinking water pipes and 1,800 miles of sewer lines, with pumping stations. 229.3

229.4 Since the adoption of the 2006 Comprehensive Plan, the District and other entities undertook a variety of important facility and infrastructure investments to improve the quality of life for District residents. These investments have largely replaced aging infrastructure, improved existing facilities, or addressed environmental problems; however, few investments have actually expanded capacity to meet the city's growing needs. Between 2006 and 2016, the city rehabilitated existing infrastructure such as schools, transit and electrical networks that were largely developed prior to the 1980's. The city benefitted from the increasing tax revenues from growth while not experiencing the costs of expanding infrastructure to the same degree. The same cannot be said going forward. Increasingly, further population and job growth will require investments in new capacity. 229.4

229.5 The Forecast of DC Residents by Age in Figure 2.10 provides an example of increased demand: the District can expect more than 21,000 additional school-age children and another 7,000 infants and toddlers

by 2025. DC Public Schools has capacity, but not necessarily in the neighborhoods expected to have the greatest growth in children. Other public and private infrastructure has investment needs to address both deferred maintenance and upgrade out-of-date facilities before investments can be made to expand capacity. The Metro transportation system, facilities for municipal fleets, and the electrical grid are only a few examples of where new investments are necessary to meet the growing needs of the city. 229.5

229.6 Forecasted growth will occur with competing priorities, rising costs, uncertain federal resources, and limited borrowing capacity. This will challenge the District to seek new ways of delivering the underlying structural supports that serve the residents and businesses of the city. Adding to the complexity, the District must function as a city, county, and a state, along with serving as the nation's capital and the seat of the federal government. These are unique challenges not experienced by any other municipality in our nation. 229.6

229.7 The District's Capital Improvement Plan (CIP) is the official plan for making improvements to public facilities and infrastructure over a six-year horizon. The 2006 Comprehensive Plan strengthened the linkage between the Plan and the CIP. Proposed projects are now evaluated for consistency with the Comprehensive Plan and other District policies and priorities. As a result, the Comprehensive Plan became a guide for capital investments, leading to greater coordination across agencies doing public facilities planning; and the development of review criteria for a more objective and transparent process. 229.7

229.8 Recognizing the difficulty of developing an appropriate capital plan to support the District's needs, within the resources available, the District has implemented a new modeling tool called the Capital Asset Replacement Scheduling System (CARSS). The tool provides a set of mechanisms and models that: enable the District to inventory and track all assets; uses asset condition assessments to determine the needs and timing for replacement; provides a tool to then prioritize and rank the associated capital projects, both new and maintenance projects; and then determine the funding gap and assess the impact on out-year budgets from insufficient capital budget. 229.8

229.9 The current FY 2017 – 2022 CIP allocates approximately \$6.3 billion to a wide range of capital projects in the District, including maintenance, replacement, or upgrade of vehicular fleets for police, fire and emergency medical services; street, sidewalks and alley infrastructure; and public buildings and facilities, such as schools, recreation centers, parks, health and wellness facilities, and police, fire and government administration buildings. 229.9

229.10 The District also uses a 15-year Long-Range Capital Financial Plan to estimate the replacement needs of aging assets, evaluate how population growth will require expansion of existing infrastructure and facilities, and determine the District's fiscal capacity to fund these projects. This long-range plan was conducted in 2016 and included an analysis that estimated a capital budget shortfall of approximately \$4.2 billion through 2022. This gap includes unfunded new capital projects needed to support the growing population and unfunded capital maintenance of existing assets. 229.10

229.11 Perhaps the most significant challenge the District faces to meet the needs of growth is an already relatively

high debt per capita. District law requires that annual debt service be no more than 12 percent of general fund expenditures. This means the city has limited capacity to borrow funds for new long-term investments. Going forward, the District must consider innovative ways to deliver and finance infrastructure, perhaps learning from other parts of the country experiencing rapid growth similar to that of the District's. 229.11

229.12 The District has already begun the process. The Long-Range Capital Financial Plan represents a more rigorous and efficient analysis of capital needs and fiscal capacity. On large sites with significant infrastructure needs such as the Wharf along the Southwest Waterfront, the District is using tools like tax increment financing or payments in lieu of taxes to fund the needed infrastructure for the projects. The District recently created an Office of Public Private Partnerships which is charged with building collaborations between the private sector and District government to design, build, operate, and/or maintain key infrastructure and facility projects. The Office is exploring ideas such as co-location of private sector uses on District owned land and social impact bonds to fund new local public facilities. All are important steps, but more is needed to fully invest in an inclusive city. 229.12

7 A BILL
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13 IN THE COUNCIL OF THE DISTRICT OF COLUMBIA
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15
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17 To amend the District of Columbia Comprehensive Plan Act of 1984 to modify the Framework
18 Element to reflect updated data and analysis of forces driving change and growth
19 projections, and to clarify land use designations and how to use the Generalized Policy
20 Map and Future Land Use Map to reflect longstanding policy.
21

22 BE IT ENACTED BY THE COUNCIL OF THE DISTRICT OF COLUMBIA that this
23 act may be cited as the “Comprehensive Plan Framework Amendment Act of 2019.”

24 Sec. 2. Chapter 2 (10-A DCMR § 200.1 *et seq.*) (Framework Element) of section 3 of the
25 District of Columbia Comprehensive Plan Act of 1984, effective April 10, 1984 (D.C. Law 5-76;
26 D.C. Official Code § 1-306.01, *et seq.*), is amended to read as follows:

27 **“200 OVERVIEW**

28 **“200.1 Framework Element**

29 “The Framework Element of the Comprehensive Plan serves four purposes. 200.1
30 “200.2 First, it provides the context for the rest of the Plan by describing the forces driving
31 change in the city. These forces include demographic shifts, economic change,
32 technological change, fiscal challenges, tensions between federal and local interests,
33 and more. Such “driving forces” define the major issues facing Washington and touch
34 every aspect of life in the city. 200.2

“200.3 Second, the Element includes a description of the District’s growth forecasts and projections. The forecasts are expressed in narrative format and are also summarized in tables and charts. They show how and where the District expects to add households, people, and jobs between 2005 and 2025, and adds an extended forecast through 2045. 200.3

“200.4 Third, the Framework Element ties the Comprehensive Plan to “Vision for Growing an Inclusive City.” It lays out 36 principles to be followed as the District moves from “Vision to Reality.” These principles, largely drawn from the Vision and from the previous Comprehensive Plan, express cross-cutting goals for the District’s future that guide the Plan’s policies and actions. 200.4

“200.5 Finally, the Element describes the Comprehensive Plan, Generalized Policy Map and the Future Land Use Map, describes how the Comprehensive Plan guides development decisions, and the role of capital investments in addressing current and future challenges regarding infrastructure and facilities. The Generalized Policy Map “tells the story” of how the District is expected to change during the first quarter of the century. It highlights the places where much of the city’s future growth and change is expected to occur and sets the stage for the Elements that follow. The Future Land Use Map shows the general character and distribution of recommended and planned uses across the city. Both maps carry the same legal weight as the text of the Comprehensive Plan. 200.5

“200.6 Unlike the other Citywide Elements, this Element does not contain policies and actions. Its intent is to provide the foundation for the rest of the Comprehensive Plan. 200.6

58 **“201 THE FORCES DRIVING CHANGE**

59 “201.1 The sections below describe the forces driving change in the District of Columbia and
60 outline the implications of these forces for the District’s future. The Comprehensive
61 Plan seeks to address these implications for the District to become a more inclusive
62 city. Achieving a more inclusive city calls for public and private collaborations,
63 among District agencies, between District and federal agencies, with the private and
64 non-profit sectors, with our citizens, as well as our regional partners. 201.1

65 **“202 THE DISTRICT AND THE REGION**

66 “202.1 Since 2006, the District has re-established its position at the center of an
67 economically dynamic metropolitan area. Rapid growth in population and jobs has
68 made the District one of the fastest growing large cities in the United States,
69 following prior decades of population and job loss. Now the District is regaining its
70 share of the region’s vitality. 202.1

71 “202.2 Between 2006 and 2016, the Washington metropolitan area grew by almost 17
72 percent, increasing from 5.2 million to 6.1 million residents. More than 260,000 jobs
73 were added during this period, an increase of almost nine percent. Greater
74 Washington is the fastest growing large metropolitan area in the country outside of
75 the South and West. It is the sixth largest metropolitan area in the nation.
76 Metropolitan Washington now sprawls across 4,500 square miles of the Middle
77 Atlantic States. 202.2

78 “202.3 The District has captured a greater share of regional growth than expected. In 1950,
79 the District had 46 percent of the region’s population and 83 percent of its jobs. By
80 2000, it had just 12 percent of the region’s population and 25 percent of its jobs. In

2006, the perceived difficulties of infill development and other factors led to even the most ambitious projections showing the District with a diminishing share of the region's population and jobs in the future. 202.3

“202.4 Instead, our position as the nation's capital, our historic and unique neighborhoods, our cultural offerings, and the benefits of density, such as transportation and urban amenities, placed a premium on Washington and distinguished it from the surrounding suburbs, reflecting renewed interest in living and working in the city. With this renewed interest, the District can maintain a growing share of the region's population and jobs. 202.4

“202.5 There are signs the region will better balance growth between jobs and households in the future. In 2006, Montgomery, Prince George's, and Fairfax Counties planned to add 620,000 jobs during the next 25 years but only 273,000 households, with similar imbalances in other regional jurisdictions. If this regional jobs-housing imbalance had continued, more workers would have sought housing outside the region, creating more congestion and sprawl, while also raising housing costs in the region's core as people sought to reduce their commuting times by moving closer to their jobs. However, regional projections now indicate a shift toward more housing within the inner suburbs that should moderate the jobs-housing imbalance, described below in the Cooperative Forecasting section. 202.5

“203 DEMOGRAPHIC CHANGES

“203.1 The District is an attractive place to live and work, as evidenced by recent population growth. Since 2006, the District grew by over 110,000 (19.5 percent) to an estimated population of 681,170 in 2015. This growth sharply contrasts with the loss of

104 population that marked the decades from 1950 to 2000, when Washington went from
105 a peak of 802,000 residents to 572,000. The current trend, if sustained, puts the
106 District on track to bypass the 1950s peak within two decades. The main drivers of
107 this increase are natural increase (births minus deaths), and international and domestic
108 migration. 203.1

109 “203.2 Nine to ten percent of the population moves into, or out of, the city each year. The
110 District has successfully sought to attract and retain both domestic and international
111 residents. Domestic migration has shifted from negative to positive, with 2,000 people
112 added annually since 2009. The city has also added 4,000 net new international
113 residents each year since 2006. 203.2

114 “203.3 The largest component (69 percent) of in-migration from 2006 to 2015 consisted of
115 young adults who tended to be white and college educated. These new residents
116 shifted the demographic makeup in many neighborhoods in several ways. Their
117 education levels enabled them to accept higher-wage positions than many existing
118 residents, and their incomes grew faster. These new residents also stayed in the
119 District and started families. In 2006, married couples made up only 22 percent of
120 households; since then, married couples represent over half of the District’s 31,000
121 new households. While fertility rates are down, including for single and teen mothers,
122 the increase in married couples has resulted in a mini-baby boom, with the number of
123 average births per year increasing from 7,700 in the early 2000s to over 9,500 by
124 2015. 203.3

125 “203.4 Recent migration patterns indicate the city is also losing existing residents in certain
126 types of households, including parents with children, older adults, and blacks,

127 although the overall population of these three groups is growing. Prince George's and
128 Montgomery Counties in Maryland are, in order, the two largest destinations for those
129 leaving the city. 203.4

130 "203.5 Previous population decline, and now growth, has affected different parts of the city
131 in different ways. Figure 2.1 illustrates changes in population by neighborhood
132 cluster from 1980 – 2000 and 2000-2015. Between 1980-2000, the vast majority of
133 population decline occurred east of 16th Street - areas east of the Anacostia River lost
134 44,000 residents - while many areas west of Rock Creek Park actually gained
135 residents. As middle-income households moved away, poorer residents stayed behind,
136 leaving the District with the largest concentration of poverty in the region and a
137 sharper divide between rich and poor. This also resulted in a greater concentration of
138 people with special needs, and places of disinvestment, with concomitant social ills in
139 many communities. 203.5

140 "203.6 Much of the population growth between 2000 and 2015 concentrated in central
141 Washington neighborhoods, particularly those hit hard by the 1968 riots. The riots
142 and their aftermath resulted in vacant and underutilized land in what subsequently
143 became a desirable, central location. Accelerating demand to live in these
144 neighborhoods has resulted in increased housing costs that threaten the ability of
145 existing lower income households to remain. 203.6

146 "203.7 Figure 2.1: Population Change by Neighborhood Cluster, 1980-2000 and 2000-2015

147

148 "203.8 Figure 2.2 illustrates changes to population in the District by race, over time. Unlike
149 the experience of other major cities, the loss of population in Washington was not

solely attributable to “white flight.” In fact, between 1980 and 2000, blacks registered the largest decrease among the city’s racial groups, dropping in population by almost 100,000, and this trend continued through 2010, with an additional decline of 38,000 to 305,125. While some black residents left the District for family ties and increased opportunities, the rising costs of living, especially housing costs, became a significant factor. Since 2010, the black population has stabilized and started to grow again, and now represents 48 percent of the total population. Compared to the rest of the District, the current black population is both younger (under 18) and older (over 64).

Challenges persist, with black households on average earning 45 percent less than white households, and with a larger percentage of single female heads of household.

While forecasted to increase numerically, the city’s black population will remain below 50 percent of total population through 2025. 203.8

“203.9 There have been steady increases in Hispanic and Asian populations in recent decades. Growth of Hispanic residents started in the 1980’s with foreign migration primarily from countries like El Salvador. This has subsequently shifted to migration primarily from Mexico and Puerto Rico, along with net natural increases from residents. 203.9

“203.10 Figure 2.2 Population of DC by Race: 1890 – 2010 203.10

“203.11 While population loss after 1950 was significant, the decline in the number of households was-much less dramatic. The number of households in the District declined by just 2 percent between 1980 and 2000, standing at 248,000 in 2000. Thus, population loss in the late 1900s was less a function of housing being abandoned and more a result of larger households being replaced by smaller households. In fact, the average household in Washington contained 2.16 persons in 2000, down from 2.72 in

173 1970. Middle-class families left the city in large numbers during this period and the
174 number of school-aged children dropped dramatically. 203.11
175 “203.12 The 2006 Plan accurately predicted household size falling through 2010, and then
176 stabilizing. According to the US Census, the percentage of older residents is expected
177 to increase as “baby-boomers” retire, and the percentage of foreign-born residents,
178 particularly those of Hispanic origin, is expected to rise. The District is expected to
179 continue to be a magnet for the region’s young professionals and empty nesters. Its
180 ability to attract and retain young households and families with children rests largely
181 on its ability to improve the quality of public education and address basic issues like
182 crime, provision of services, inventory of, family-sized housing stock, and housing
183 affordability. 203.12

184 **“204 ECONOMIC CHANGES**

185 “204.1 On the surface, Washington’s economic picture is the envy of most cities. There are
186 more jobs than residents, and nearly three times more jobs than households. Job
187 growth, important for the city’s economic vitality, has continued throughout this
188 century, with 83,000 new jobs added since 2005 for a total of 798,000 jobs in 2015.
189 Job growth in the professional services, education, and hospitality sectors has
190 outpaced federal employment growth, helping diversify the city’s economy beyond
191 the federal government. Wages in the region are among the highest in the nation.
192 204.1

193 “204.2 Job growth has led to declining unemployment. After peaking above 10 percent in
194 2011, unemployment dropped to 6.1 percent in 2016. The diversity of job growth has
195 reduced unemployment across race, education levels, and geography. Yet the city’s

unemployment rate is relatively high, hovering between 6 and 9 percent - consistently almost double the rate for the region. Unemployment rates in areas such as Far Southeast/Southwest are still four to five times higher than the regional rate, and disproportionately affect black residents. Yet many District residents do not have the skills to fill the white-collar jobs that drive the city's economy, and because the District is one of the region's major job centers and requires some "importing" of workers from the suburbs, more than 70 percent of the jobs in the District are filled by workers who live in Maryland and Virginia. . This is essential to the District's economy: even if every DC resident in the labor force was employed in the city, we would still need almost 400,000 additional workers to fill the city's jobs. 204.2

“204.3 This imbalance results in a number of problems. The most often cited problem is the District's inability to tax the incomes of the nearly 500,000 non-residents who commute to the city each day. This daily migration is also accompanied by traffic congestion, air quality problems, and millions of hours of lost productivity. 204.3

“204.4 Perhaps the more profound problem is the regional income divide. As Figures 2.3 through 2.5 indicate, the District today is a city divided by income, education, and employment. The maps depict this regional pattern within the District, as well as the change the District has experienced since 2006. And, change must be carefully considered: while the neighborhoods of Central Washington have seen a recent decrease in the percent of those without a college degree or living in poverty, this is attributed to the strong increase in a resident workforce with college degrees, not necessarily improvements for existing residents, so the regional divide persists. “Vision for Growing an Inclusive City” concluded that bridging the income divide

219 was the single biggest challenge facing the District as it plans for its future, and now,
220 with over 17 percent of residents living in poverty and the cost of living rising, that
221 challenge remains. 204.4

222 “204.5 Figure 2.3: Unemployment in 2015 204.5

223 “204.6 Figure 2.4: Persons 25+ Without College Degrees in 2015 204.6

224 “204.7 Figure 2.5: Poverty Rate in 2015 204.7

225 “204.8 Demographic tables throughout the Comprehensive Plan, including Figures 2.3, 2.4,
226 and 2.5, use the most accurate, up-to-date Census and other data available. At the
227 city-wide level, this may mean data from a single year of the American Community
228 Survey (ACS) and the Annual Estimate of Population. Getting to a neighborhood
229 level requires five years of ACS data. Unless otherwise stated, this data is labeled
230 with the last year the data was collected but represents an average for the whole
231 collection period. Readers should take this into consideration given the rapid rates of
232 change for some neighborhoods. For the decennial census, students residing in the
233 District on April 1, 2010 (census day) are counted as residents of the District rather
234 than residents of their home state. Consequently, data on poverty, age, and other
235 variables reflects student populations in census tracts containing (or adjacent to)
236 universities. The District has accounted for these anomalies within the
237 Comprehensive Plan, and should tailor its anti-poverty, economic development, and
238 similar programs accordingly. 204.8

239 “204.9 While attracting residents earning higher-wage jobs reflects a strong economy, it is
240 important to consider the resulting growth in income disparities. At the national and
241 metropolitan levels, income from lower-wage jobs has decreased in real terms, while

242 income for workers with higher wages has grown, as shown in Figure 2.6. In the
243 District, the story is somewhat different: wage growth at the lower end improved but
244 importantly has not kept pace with growth for higher wage workers. Growing income
245 disparity is even greater when considering geographic, racial/ethnic, and gender
246 dimensions. 204.9

247 “204.10 Figure 2.6 Earned Income Growth for Wage and Salary Workers by Percentile: 2000-
248 2014

249 “204.11 From a regional perspective, the District’s employment outlook is positive. Because
250 Washington is the seat of the federal government, it has been insulated from the
251 economic cycles that have affected other regions of the country. The city never had a
252 large industrial base, so it was spared the large-scale job losses experienced in cities
253 like Baltimore and Philadelphia during the 1970s and 1980s. The District was not
254 dependent on technology jobs, so it was spared the downturns affecting places like
255 San Jose and Austin during the early 2000s. Even the downsizing of the federal
256 government in the 1990s was accompanied by a rise in procurement spending that
257 kept the Washington economy strong. The 2013 federal budget sequestration provides
258 a recent example of the District’s economic strength and diversity. Despite the sudden
259 loss of 7,000 federal jobs, the city’s population and total jobs continued to grow.
260 20411

261 “204.12 A factor in the city’s economic growth is its taxes. During the 1980’s and 1990’s, the
262 District’s reputation in the region was high-taxing: the highest tax rates for sales,
263 business franchise, and real property. Since the Control Board era, the District for the

264 most part has resisted raising tax rates, lowered many of these rates, and from a tax
265 perspective, become more economically competitive in the region. 204.12

266 “204.13 Washington’s economy is diversifying, which helps during slow federal growth;
267 however, a period of significant and sustained decline in federal employment and
268 procurement would challenge the city’s ability to recover. Further diversifying the
269 District’s economy will make the city more resilient to this and other economic
270 shocks. A key advantage to the federal presence is its highly educated and skilled
271 workforce, which the private and non-profit sectors can tap as a mutual asset for
272 growth. 204.13

273 “204.14 But it is hard to consider an economy truly resilient when it does not close the “skills
274 gap” that exists between the needs of local employers and the abilities of many
275 District residents. Future job growth is expected to be concentrated in the services
276 sector, including the business, legal, engineering, management, educational and social
277 service fields. The Economic Development Element of this Plan emphasizes the
278 importance of closing the skills gap by improving education and job training so that
279 more District residents can fill jobs in these and all other professions and adapt to
280 changing conditions. 204.14

281 “204.15 Since 2006, the increased demand and competition for housing from a growing
282 number of higher-wage households was greater than anticipated and has made the
283 District one of the most expensive cities to live in the country. Between 2011 and
284 2016, the cost of purchasing a home rose 50 percent, while renting costs rose 18
285 percent. Increasing rental housing costs make it difficult for lower or even moderate-
286 income residents to live in the city. The absolute number of low-cost rental units (less

287 than \$800/month) declined by half between 2003 and 2013, while the number of
288 higher cost units increased. Units with rents of \$1000 or less made up 59 percent of
289 the total rental stock in 2002; in 2013 those units comprised only 34% of the total
290 stock. The District now has a large percentage of high- and low-income households,
291 with relatively few in the middle-income range – the “missing middle.” Housing
292 costs, along with income inequality, are perhaps the central challenges to maintain
293 and grow an inclusive city. 204.15

294 “205 LAND USE CHANGES

295 “205.1 In terms of land area, at 69 square miles Washington is not a large city. It is half the
296 size of Denver or Philadelphia, and one-fifth the size of Dallas or San Diego. It is
297 hemmed in by adjacent cities and states and cannot grow through annexation. In
298 2016, it had over 11,000 people per square mile. Moreover, federal lands comprise
299 almost 40 percent of the land in the District, making land a precious and limited
300 resource. 205.1

301 “205.2 Figure 2.5 shows how land in the District (including federal land), is currently used.
302 About 28 percent of the city is developed with housing, and more than one quarter is
303 developed with street rights-of-way. About 20 percent of the city’s land area consists
304 of permanent open space, including federally managed sites such as Rock Creek Park
305 and the National Mall. About 465 acres of the city-or 1.2 percent of its land area-
306 consists of vacant land. 205.2

307 “205.3 Figure 2.7: Land Use Distribution, 2016 205.3

308 “205.4 These statistics do not tell the full story of land use in the District. For over a century,
309 building height has been regulated by the federal Height of Buildings Act of 1910

310 (Height Act). The Height Act limits building height through a street-width-to- height
311 ratio, restricting the construction of buildings to a maximum height of 130 feet in
312 most of the downtown areas and along major avenues. The result of the Height Act
313 gives the city a distinctive low visual profile. In 2014, following a joint federal-
314 District study of the Height Act, Congress made modest amendments to address
315 penthouse height and use. In addition, there are dozens of federal and local historic
316 districts where capacity for growth is additionally governed. Development proposals
317 must complement the historic district in context-sensitive ways. Many areas that are
318 not “officially” historic also require careful consideration of development proposals
319 to ensure compatibility. 205.4

320 “205.5 These regulations guide development; with substantial room for growth in the District
321 of Columbia. Key opportunities include government lands, underused commercial
322 and industrial sites, and vacant buildings that can be repurposed and/or redeveloped.
323 Sites vary in scale from areas with significant acreage to smaller infill lots. Many
324 opportunities for growth are located east of the Anacostia River. Together, these areas
325 hold the potential for thousands of new units of housing and millions of square feet of
326 office and retail space. 205.5

327 “205.6 While there is substantial room for growth under current zoning, various non-
328 regulatory factors restrict this capacity. In some areas, a real or perceived lack of
329 services, amenities and assets, such as transit, libraries, quality schools, grocery
330 stores, or retail, discourages investment. In other areas, opportunities to develop
331 above existing buildings, such as adding several stories of housing above an existing
332 office or retail building along a commercial corridor are intentionally deferred. In

333 these cases, property owners wait until market conditions make redevelopment more
334 financially lucrative. And, there are sites potentially suitable for additional
335 development through an entitlements process (a Planned Unit Development) that
336 instead are developed “matter-of-right” (to existing zoning standards), forgoing
337 additional capacity. These factors, particularly to the extent they limit housing and
338 affordable housing production or other desired uses, represent missed opportunities
339 for the District to grow inclusively. 205.6

340 “205.7 Fitting such development into the fabric of a mature city creates a number of
341 challenges. One is displacement, a threat that has become more real in the District as
342 the cost of housing and other real estate has increased due to rising demand that has
343 not been met with proportional supply. Displacement not only affects District
344 residents-particularly those of lower income-it also affects businesses, non-profits,
345 and municipal operations that may be displaced by rising rents and land prices. 205.7

346 “205.8 Whether the issue is displacement, the siting of locally undesirable but necessary
347 uses, parking impacts, or threats to neighborhood character and stability, the
348 development or redevelopment of land creates tension in the District of Columbia.
349 This tension will only mount as growth pressures increase, making it even more
350 important to have sound land use policies, urban design processes, and development
351 review procedures that mitigate the effects of the District’s competing and conflicting
352 goals. 205.8

353 “205.9 Figure 2.8 depicts the location of residential development in the city between 2006-
354 2015. Of the 28,955 units of housing added, 88 percent were within a half mile a
355 Metro station area, about 25 percent were located in Central Washington and 15

percent were located in Near Northwest. The Mid-City and Rock Creek Park West areas each absorbed about 18 and 3 percent, respectively, of the District’s housing growth. About 12 percent of the new housing units were located east of the Anacostia River in the Far Southeast/Southwest and Far Northeast Southeast Planning Areas. However, some of this housing replaced units that were demolished, resulting in a smaller net increase.

“205.10 Figure 2.8: Housing Development Activity, 2006-2015 205.10

“206 HOUSING COST CHANGES

“206.1 The rising cost of housing is one of the most pressing and critical issues facing the District and the region. To achieve our goal of an inclusive city, we must meet the challenge of providing housing for a variety of household types, including families, the elderly, and the homeless; for owners and renters; for existing and new residents; workforce housing; and housing affordable at all income levels. Tied in with housing cost issues are deeper concerns about displacement, the impacts of gentrification, and long-term competitiveness.

“206.2 In the District, market rate housing costs have steadily climbed as demand has increased with population growth. Since the economic recovery began in 2010 through 2016, the median sales price of single-family homes and condominiums have increased 8.2 and 3.3 percent per year, respectively. Average rents have increased 3.8 percent per year. Cost increases are driven by several factors, including: the strong and growing economy; migration into the city; increasing length of residency; growth of high paying jobs; increasing educational attainment levels among newer residents (which correlates to income); and an increase in higher-income families having and

379 raising children in the District. These factors have produced particularly strong
380 demand for housing near Metro stations and for family housing with two or more
381 bedrooms. 206.2

382 “206.3 In general, increased demand has prompted rising rents for older housing units,
383 conversions of rental units to ownership units, and demolition of older buildings for
384 redevelopment. The result has been a reduced supply of less expensive housing and a
385 lower availability of “naturally occurring” affordable housing. In addition, workforce
386 housing to serve the needs of the District’s teachers, nurses, police and fire personnel,
387 and other essential workers must also be considered. 206.3

388 “206.4 For many lower income households, increasing housing costs have become difficult
389 to afford, in part because their income growth has not kept pace with increased costs.
390 Most lower income residents are financially burdened by housing costs, which can
391 lead to displacement from their neighborhood, or even the District. In addition,
392 housing insecurity has negative impacts on household health, school performance, job
393 access, and other indicators of wellbeing. Residents of color are a majority of lower-
394 income households in the District and, therefore, face a disproportionate share of the
395 problems caused by housing insecurity and displacement. 206.4

396 “206.5 Between 2006 and 2016, the supply of rental housing units expanded dramatically,
397 while the supply of affordable units declined. Most of the new units were higher-cost
398 apartments affordable to households earning at and above median income. During this
399 period, due to new construction and rising rents of existing supply, the total supply of
400 rental units affordable only to those households earning more than 60 percent of the
401 Median Family Income (MFI) increased by almost 41,500. In contrast, the total

402 supply of rental units affordable to households earning less than 50 percent MFI
403 declined by approximately 11,800 units, from 72,000 units in 2006 to 60,200 in 2016.
404 At the same time, there was a modest gain of 2,500 units affordable to households
405 with incomes between 50 percent and 60 percent of the MFI. 206.5

406 “206.6 Rising housing costs and decreasing availability of affordable housing are causing
407 more households to be severely burdened, which means their housing costs consume
408 more than 50 percent of household income. In 2016, more than 48,000 households
409 were severely burdened by rental housing costs, while another 30,000 rental
410 households were burdened by housing costs consuming 30 to 50 percent of their
411 income. These households must reduce expenditures on other necessities, such as
412 food and health care. Further, households that are severely burdened by housing costs
413 must often choose between a home that is in a desirable location—close to their
414 community, jobs and/or services—and a home that is more affordable. 206.6

415 “206.7 By comparison, the number of households burdened by ownership costs significantly
416 decreased between 2006 and 2016. This decline is attributable to factors including
417 older, lower-income households selling their homes to the growing number of
418 younger households starting families; as well as high rates of foreclosure during the
419 financial crisis that started in 2008. Lower- and middle-income households wishing to
420 buy a home now have fewer options. This phenomenon may reinforce racial patterns
421 of settlement in the District and/or create additional market pressure on the housing
422 prices in eastern neighborhoods.206.7

423 “206.8 Increasing costs and a decreasing supply of naturally occurring affordable housing are
424 affecting the types of households that are staying in the District. The table below

425 illustrates the change in households by income in the District between 2006 and 2016.
426 The number of extremely low-income households increased by almost 8,400
427 households even as more of these households became severely burdened by rental
428 housing costs. There was a notable decline in low- and moderate-income households
429 as many residents sold or lost their homes, resulting in a decrease of 13,500
430 households in this income range. Finally, the table shows that the number of higher-
431 income households increased by almost 32,300. 206.8

432 “206.9 Figure 2.9 Net Change in the Number of District Households by MFI: 2006 - 2016
433 206.9

434 “206.10 These patterns of household change have affected the District’s neighborhoods in
435 varied ways. For example, the greatest decline in the number of lower income
436 households was in Capitol Hill and Upper Northeast, whereas the greatest increase in
437 higher income households was in Central Washington. While the need for affordable
438 housing affects the city, discrete challenges vary at the neighborhood level. 206.10

439 “206.11 The District has taken enormous strides toward strengthening its affordable housing
440 infrastructure. The city has some of the strongest tenant protection provisions in the
441 country; the highest level, per capita, for affordable housing investment; the lowest
442 residential real property tax rate in the region; and provides additional discounts for
443 seniors and renters. It has innovative programs such as tax abatements to stimulate the
444 development of workforce housing. From 2015 to 2018, the District of Columbia has
445 successfully delivered, through subsidy or inclusionary zoning, 5352 new or
446 preserved affordable housing units. The District is also committed to addressing
447 temporary or permanent displacement of residents with programs and policies tailored

448 to community needs. For example, the principles for the District’s New Communities
449 Initiative include: one to one replacement of existing affordable housing, Build First,
450 mixed-income housing, and opportunities for residents to return and/or stay in the
451 community. Still, more systemic work is needed to address the impacts of rapid
452 population growth in the District and across a region that is broadly lacking sufficient
453 affordable housing. 206.11

454 **“207 MOBILITY AND ACCESS CHANGES**

455 “207.1 The Washington region faces significant transportation challenges. While road
456 congestion remains a top issue for many in the region, District residents, commuters
457 and visitors also experience issues with transit capacity and reliability, as buses,
458 railcars, and station platforms are crowded at peak use. The safety and reliability of
459 the region’s transportation system – from Metrorail to pedestrian and cyclist networks
460 – are continuing concerns. Funding to maintain the existing transportation system, let
461 alone expand the system to meet increased demand, is severely constrained. 207.1

462 “207.2 Regionally, areas close to transit have become highly desirable as households and
463 employers attempt to reduce travel time and costs. Between 2015 and 2030,
464 approximately 78 percent of all development in the District will be within a half mile
465 of a Metro station. Regional and District efforts support directing growth toward
466 transit-rich locations, taking advantage of existing infrastructure and maximizing
467 transportation efficiencies. Looking forward, increased investment in bus and rail
468 transit, pedestrian and bicycle facilities, and other modes of travel, will be needed to
469 sustain population and economic growth and ensure a resilient, robust network
470 increasing accessibility for all. 207.2

“207.3 The District already has one of the most extensive transit systems in the country and ranks second only to New York in the percentage of residents using transit to go to work. The Metrorail and bus systems complement the city’s radial roadway system and maximize the movement of people across the city. While Metro remains one of the safest and cost-effective means of travel in the region, years of deferred maintenance, have led to problems with safety and reliability requiring sustained investment and new regional approaches to funding. In addition, parts of the Metrorail system are approaching capacity. Many of those who need transit the most, including the poor and those with special needs, still face mobility problems. Transit often does not connect District residents to jobs in the suburbs, and it may be expensive or difficult to access.” 207.3

“207.4 At the same time, the District’s multi-modal transportation network has diversified and seen significant improvement, such as protected bicycle lanes, wider sidewalks, signalized crosswalks, the DC Circulator system, and prioritized bus corridors. A good example is the Capital Bikeshare system. Since its creation in 2010, the bikeshare system has grown to almost 450 stations and 3,700 bikes across the District and the region. The District also supported infrastructure changes and other strategies to make pedestrian and bicycle environments safer and more accessible. For example, District residents commuting to work by biking or walking increased by 65 percent to over 65,000 commuters from 2006 to 2015. New travel options, including car-sharing and ride-hailing, also have improved access and mobility.

207.4

493 “207.5 The District’s Sustainable DC goals have set targets to reduce the share of commuter
494 trips made by car to 25 percent by 2032, while increasing transit mode share to 50
495 percent and walking and cycling to 25 percent. To further these goals, additional
496 investments will have to be made in high capacity transit improvements, an expanded
497 network of bicycle and pedestrian infrastructure, and rethinking of road and curb
498 space. 207.5

499 “207.6 Technological innovations will continue to disrupt how we get around and receive
500 goods and services. Private sector firms offering transportation services such as car-
501 sharing, ride-hailing, or scooters have proliferated in the District. Delivery firms are
502 exploring new ways to deliver goods, including sidewalk drones. New technology
503 platforms allow better-informed trip planning and convenient payment methods.
504 Increasingly, people have the technology and services to work from multiple
505 locations, changing commute patterns and workspaces. The widespread adoption of
506 autonomous vehicle technology is potentially revolutionary, and self-driving vehicles
507 are already being tested in the District. These changes result from a demand for
508 alternative transportation modalities to improve mobility. While private sector
509 innovation makes these changes possible, public policy and regulation are necessary
510 to ensure their implementation is inclusive, accessible, and sustainable. 207.6

511 “207.7 While multi-modality and new technologies are important, most important is linking
512 land use decisions to transportation capacity. 207.7

513 **“208 ENVIRONMENTAL CHANGES**

514 “208.1 The District of Columbia was sited to take advantage of the unique environment and
515 landscape at the confluence of the Anacostia and Potomac Rivers. Urbanization over

the last 200 years has compromised almost every aspect of this environment, leaving our rivers and streams polluted, air quality that struggles to meet federal standards, and a city where heavy tree cover remains inadequate.. On a global level, issues such as greenhouse gas emissions, climate change, sea level rise, and deforestation may have even more far-reaching impacts on the way we live and work in the future. There is a greater potential for increased rainfall and flooding from more damaging storms in the District. Extreme heat conditions are more likely, exacerbated by the city’s urban heat island effect, that disproportionately affect vulnerable residents.

208.1

“208.2 This Plan incorporates and builds upon the 2012 Sustainable DC and 2016 Climate Ready DC plans. Sustainable DC makes a conscious effort to promote natural resource conservation and environmental sustainability. It incorporates measurable goals such as reducing citywide energy consumption by 50 percent, sending zero solid waste to landfills and reducing total waste generation by 15 percent, and making the Anacostia River fishable and swimmable by 2025. These goals can only be achieved through fundamental changes in the way we live and the way we build. Green building and “low impact development” must be the norm rather than the exception. The concept of sustainability is an important theme for the Comprehensive Plan, including the renewal of brownfield sites, stormwater mitigation, and a renewed commitment to environmental justice in all neighborhoods of the city. Climate Ready DC identifies the impacts a changing climate will have upon the District; the risks to infrastructure, public facilities, and neighborhoods; and the actions to take now and in the future to prepare. 208.2

539 “208.3 The challenge and opportunity going forward is to identify and implement new
540 technologies, design and urban development that accommodates population and
541 economic growth, better protect natural resources, minimize future environmental
542 degradation, and prepare the city for a changing climate. 208.3

543 **“209 TECHNOLOGY CHANGES**

544 “209.1 Technology is rapidly changing how we live, work, and travel and it will continue to
545 shape the District in unexpected ways. Since the 1980s, telecommuting has changed
546 travel patterns; on-line purchases have changed retailing; and e-mail has changed the
547 way business and government operate. For instance, working from home is one of the
548 fastest growing ways employees “commute” to work. Mobile computing, self-driving
549 cars, new construction methods, green technology and other advances will have new
550 and unexpected impacts on our lifestyles, how the city makes development decisions,
551 and the shape of future growth. 209.1

552 “209.2 It is hard to fathom how advancements yet to be made will affect us in the future. The
553 only thing that is certain is that technology will change our lives, with potentially
554 profound spatial impacts. Such change may have more of an impact on Washington
555 than it might in other cities, given the city’s role as a global and intellectual capital.
556 The city is already a center of the information economy and has demonstrated a
557 strong pull for innovators from around the country and the world. In Washington,
558 economic activity is becoming less reliant on a place-based office, with implications
559 for the social spaces where people meet. In addition, the potential decline in demand
560 for high-value office space has fiscal implications for commercial real estate. 209.2

“209.3 One aspect of technological change is its potential to deepen economic divides in the city. In 2004, the National Poverty Center reported that 85 percent of the nation’s white children had access to a home computer, compared to just 40 percent of black and Latino children. Recent Census data suggests the District has made significant progress in this area, but gaps remain as effectively 100 percent of white children and 89 percent of black children have access to a computer. Access to technology will be an important part of improving the well-being of District residents in the future. This will place a premium on education and training, and an emphasis on providing residents with the skills to use technology and access information. 209.3

“209.4 Finally, rapid advances in technology present new opportunities for how the District identifies problems and tests solutions. The ability to collect and analyze large amounts of data from a variety of sources goes well beyond traditional Census data. Many aspects of urban life are now tracked by public or private entities. From bike-share station usage to the deployment of health inspectors based on environmental conditions, a new era of ‘smart cities’ is rising. With it comes an opportunity to monitor, predict and respond quickly to new problems, but it also presents new challenges to information security and maintaining the privacy of our citizenry. A key challenge is to adapt technology to our historic urban city rather than force the city to adapt to technology. 209.4

“210 SECURITY CHANGES

“210.1 Security is not a new concern or challenge in the District of Columbia. As a capital city, we are used to a heightened level of risk and the visibility of extra security personnel. The city’s public spaces, such as the National Mall, routinely attract large

584 crowds for events and First Amendment gatherings that require support. As an urban
585 center, we also face daily concerns about personal safety and crime. But security
586 concerns have taken on a new meaning since 9/11. The attacks on Washington and
587 New York changed the psyche of our city and ushered in an uncertainty about the
588 future that still persists. 210.1

589 “210.2 Since 9/11, we have sought to balance beauty, access, and openness with the need to
590 protect our landmarks, government buildings, officials, workers, residents, and
591 visitors from danger. The federal government has strived to discourage acts of
592 terrorism through the design and management of public spaces and buildings,
593 including the closing of some District streets and retrofitting of major landmarks.
594 Security issues have been cited in decisions to shift the federal workforce to more
595 remote locations. They also have resulted in design standards for federally-leased
596 space that will reverberate through the regional office market for many years to come.
597 210.2

598 “210.3 Washington’s security issues are ongoing and evolving. Indeed, cyber-attacks
599 affecting critical infrastructure and services has emerged as a new threat. The need to
600 balance our desire for safety, accessibility, and aesthetics while maintaining an open,
601 democratic, and resilient society is one of the important challenges that this plan
602 seeks to address by introducing approaches to prepare for, and recover from, events
603 regardless of cause. 210.3

604 **“211 FISCAL CHANGES**

605 “211.1 When the District received limited Home Rule in 1973, it incurred a variety of cost
606 burdens, including the responsibility for providing many services that are typically

607 provided by states. Revenue restrictions also were imposed, including the inability to
608 impose a “commuter tax” on income earned in the city by non-residents. Moreover, a
609 large amount of land in the city is owned by the federal government and therefore not
610 subject to property tax. Indeed, 61 percent of all property in the District is non-
611 taxable, and more than two-thirds of the income earned in the District cannot be
612 locally taxed. These burdens and restrictions are estimated to cost the District well
613 over \$1 billion per year.^{211.1}

614 “211.2 A well-publicized target of adding 100,000 residents to the city’s population, set in
615 2003, as a way to boost the number of taxpaying residents has been largely
616 successful. Economic and population growth has dramatically expanded our tax
617 revenues, and fiscal discipline has improved the District’s credit rating and funded a
618 \$1.3 billion reserve. Growth and an expanded tax base have enabled the District to
619 direct additional resources toward vulnerable populations in need of affordable
620 housing, workforce development, and human services. The District has also worked
621 to increase the income of current residents, which can in turn lift families out of
622 poverty, generate tax revenues, and reduce social service costs. A key component of
623 improving the city’s fiscal health as well as the economic prosperity of its residents is
624 to increase the number of employed residents and thus the economic and tax base of
625 the city. ^{211.2}

626 “211.3 Fortunately, economic growth in the city has helped improve the District’s fiscal
627 standing. In the 1990’s, the District was on the brink of bankruptcy. The situation has
628 improved markedly, as a result of actions taken by the Government of the District of
629 Columbia. Despite the optimistic forecasts of the Comprehensive Plan, there is no

630 guarantee that this good fortune will last. Prudent action and fiscal responsibility are
631 needed to avoid problems should future downturns take place. 211.3

632 “211.4 The District’s fiscal situation will continue to influence land use and economic
633 development choices. It is currently driving the redevelopment of large former federal
634 sites with tax-generating uses, creation of new retail centers that reduce the “leakage”
635 of sales tax dollars to the suburbs, and mixed use development downtown and
636 elsewhere. Such efforts mitigate fiscal challenges but do not eliminate them. The
637 most effective strategies will combine revenue-raising strategies like population and
638 job growth with strategies investing in people – like breaking the cycle of poverty in
639 District neighborhoods. 211.4

640 “211.5 A key consideration is that the city has benefitted from increasing revenues as a result
641 of growth, while not experiencing increasing costs to the same degree. Between 2006
642 and 2016, the city had the ability to grow into its under-utilized infrastructure, such as
643 schools, transit and electrical networks, that had largely been developed and paid for
644 prior to the 1980s. The same cannot necessarily be counted on going forward. Already,
645 significant reinvestment was required to resolve long-deferred maintenance and create
646 high-value assets such as DC Public Schools and libraries. These investments have left
647 the District with a relatively high debt-per-capita level. Moving forward, the District
648 must creatively address infrastructure financing to maintain and build capacity for
649 anticipated future growth. 211.5

650 **“212 GLOBAL CITY, LOCAL CITY**

651 “212.1 One of the most obvious forces influencing planning in the District is the city’s dual
652 role as a world capital and a residential community. There is the Washington of lore,

653 the city of inaugural parades, museums, and monuments-the place that school
654 textbooks describe as “belonging to all of America.” And there is the city most of us
655 know, comprised of neighborhoods, shopping districts, schools, corner stores,
656 churches, and parks. Even the Comprehensive Plan itself is divided into District and
657 Federal Elements, suggesting that federal interests may not always align with the
658 goals of the city’s residents and businesses. 212.1

659 “212.2 The tension between Washington’s global and local roles plays out in a number of
660 ways. Foremost, our citizenry seeks and equal voice in the federal system through
661 statehood, supported by 86 percent of the District’s voters in 2016. Conflicts around
662 fiscal issues and security have already been noted. Issues such as embassy siting,
663 plans for federal lands, funding for Metrorail, and Congressional oversight on local
664 land use and public facility decisions have been the focus of much debate and
665 discussion in the past. The District itself seems partitioned at times, with the federal
666 government functioning as a “city within the city”. 212.2

667 “212.3 Yet in spite of these conflicts, the “federal presence” remains Washington’s most
668 prominent and visible asset. It provides tens of thousands of jobs for District
669 residents, attracts millions of visitors to the city, and sustains cultural institutions that
670 would not otherwise be possible. This influx of workers and visitors contributes to a
671 doubling of the District’s daytime population. It makes Washington an international
672 and multi-cultural center, second only to New York on the eastern seaboard. The
673 federal presence requires that our plans take a broader perspective than the
674 metropolitan region, and approach these tensions between global and local functions
675 with a sense of shared stewardship that benefits all. 212.3

676 “212.4 The District’s role in the world economy has become increasingly important during
677 the past 60 years. In the early 2000’s, the Association of Foreign Investors in Real
678 Estate ranked Washington as the top city in the world for foreign investment for three
679 consecutive years. Foreign investment still plays an important role in many of the
680 District’s revitalization projects. In addition, the Washington region is one of the
681 leading gateways for immigration into the United States. We are home to such
682 institutions as the World Bank and International Monetary Fund. Our emergence as a
683 global center has implications for our communication systems, our transportation and
684 infrastructure needs, our cultural life, and our real estate and development markets.

685 212.4

686 “212.5 These changes create vast potential for increased prosperity. But they also create the
687 threat of disruption and a changing identity for many parts of the city. City plans must
688 clearly articulate the values to be preserved and the people and places to be protected
689 as we contemplate where we as a city hope to be in 25 s and beyond. 212.5

690 “212.6 The city’s visibility is an opportunity to exhibit global leadership. The District has
691 already established its leadership in resilience, sustainability and inclusion through
692 partnerships and participation in initiatives such as the Paris Climate Agreement, the
693 Compact of Mayors, and as the first global city to achieve Leadership in Energy and
694 Environmental Design (LEED) Platinum status. 212.6

695 **“213 PLANNING FOR RESILIENCE AND EQUITY**

696 “213.1 The second Plan amendment cycle incorporates resilience and equity as new cross-
697 cutting themes through which to plan for the District’s future, referencing the 2019
698 Resilient DC plan and other related documents. 213.1

699 “213.2 Resilience in the District is defined as the capacity to thrive amidst challenging
700 conditions by preparing and planning to absorb, recover, and more successfully adapt
701 to adverse events. Resilience planning recognizes the volatility of the forces driving
702 change. Ideally, we want to capitalize on positive impacts, and diminish negative
703 impacts of the forces driving change. 213.2

704 “213.3 Considering shocks and stresses helps to understand the District’s vulnerabilities.
705 Shocks are sudden, acute disasters like storms, flooding, cyber-attacks, or economic
706 crises, such as the 2008 Great Recession. Stresses are ‘slow-burning disasters’ that
707 weaken the city every day and are magnified by shocks: these include poverty,
708 trauma, housing insecurity, and stressed transportation systems. 213.3

709 “213.4 The District’s resilience goals focus on inclusive growth that benefits all residents,
710 preparing for the impacts of climate change, embracing advances in technology while
711 minimizing the negative impacts of change. Ensuring that every neighborhood is safe
712 and our residents are healthy is one way to have a more resilient city. Being more
713 resilient strengthens our collective capacity to thrive in the face of shocks and
714 stresses. Building resilience is about addressing everyday stresses, which not only
715 makes our city more inclusive, but enables the District to recover quicker from
716 catastrophic events. Incorporating resilience into the Comprehensive Plan is critical to
717 achieve our goals. 213.4

718 “213.5 As an example, the stress of poverty, combined with substantial population growth,
719 has created a housing affordability crisis that must be addressed. The need for more
720 housing, and more affordable housing, has become an important policy goal that, if
721 addressed and achieved, will help the city be more resilient. 213.5

722 “213.6 The District seeks to create and support an equitable and inclusive city. Equitable
723 growth must be managed in ways that support all District residents, including
724 vulnerable communities and District protected classes. We must recognize that
725 managing growth and change includes addressing the historic, structural, and
726 systemic racial inequities and disenfranchisement of many District residents. And, we
727 must recognize the importance of longtime businesses, as well as educational and
728 cultural institutions, in defining our DC values. An equitable and inclusive city
729 includes access to housing that is healthy, safe, and affordable for a range of
730 household types, sizes, and incomes in all neighborhoods. A citywide problem
731 requires citywide solutions – ones that overcome historical patterns of segregation,
732 avoid concentrating poverty, and afford the opportunity to stay in one’s home and not
733 be displaced. 213.6

734 “213.7 The District must also commit to normalizing conversations about race and
735 operationalizing strategies for advancing racial equity. Racial equity is defined as the
736 moment when “race can no longer be used to predict life outcomes and outcomes for
737 all groups are improved.” 213.7

738 “213.8 Like resilience, racial equity is both an outcome and a process. As an outcome, the
739 District achieves racial equity when race no longer determines one’s socioeconomic
740 outcomes; when everyone has what they need to thrive, no matter where they live or
741 their socioeconomic status; and when racial divides no longer exists between people
742 of color and their white counterparts. As a process, we apply a racial equity lens when
743 those most impacted by structural racism are meaningfully involved in the creation
744 and implementation of the institutional policies and practices that impact the lives,

particularly, people of color. Applying this lens also reflects the targeted support to communities of color through policies and programs that are aimed at centering their needs and eliminating racial divides, all while taking into account historical trauma and racism. 213.8

“213.9 The District’s policies and investments should reflect a commitment to eliminating racial inequities. Addressing issues of equity in transportation, housing, employment, income, asset building, geographical change, and socioeconomic outcomes through a racial equity lens will allow the District to address systemic and underlying drivers of racial inequities. 213.9

“214 LOOKING FORWARD: GROWTH FORECASTS

“214.1 The forces driving change described in the previous sections suggest a different future for the District of Columbia than was imagined when the 1984 Comprehensive Plan was drafted. The 1984 Plan sought to prepare the city and neighborhoods for a period of long-term population and economic decline. Even the Ward Plans prepared during the early 1990s focused on preventing neighborhood decline and unwanted intrusions. In 2006, the new Comprehensive Plan responded to a different outlook: it anticipated growth. Since then, the District has experienced rapid growth, even as the nation recovered from a major recession. Today, the continued strength of the Washington economy, coupled with transportation and environmental limits to regional expansion, suggest that the city will continue to grow and capture a larger share of the region’s growth in the future than it has in the past. This assumption is bolstered by an unprecedented amount of development in the “pipeline” and joint federal/ District proposals for federal land transfers. 214.1

“214.2 Unlike revenue forecasts that often have conservative growth estimates to ensure fiscal responsibility, more optimistic growth assumptions are appropriate in the context of the Comprehensive Plan to ensure adequate provision for future infrastructure, housing, and other development needs. At the same time, a wide array of risk factors are considered that could affect future growth. 214.2

“214.3 The growth forecasts used in this Comprehensive Plan are driven by three factors: land supply, demand, and regional growth projections. Unless otherwise noted, values were prepared in 2015-6 by the Office of Planning. Each of these is described below. 214.3

“215 LAND SUPPLY

“215.1 Land supply in the District of Columbia includes “pipeline” sites, vacant infill sites, underutilized sites, large sites, and other sites. These categories are mutually exclusive, meaning there is no double counting between them. 215.1

“215.2 Pipeline sites are sites where specific development projects are already planned or under construction. Such sites comprise over 1,300 acres in the District. They represent 60,000 housing units and about 42 million square feet of non-residential space. The degree of certainty that these projects will be built by 2030 is relatively high. 215.2

“215.3 In 2013, the District undertook a comprehensive analysis of land use capacity as part of its joint study of the Height of Buildings Act with the National Capital Planning Commission. The analysis looked at the unused potential capacity from the development of privately-owned vacant and underutilized sites. Vacant infill sites comprise about 505 acres in the District and are not associated with any particular

791 project or proposal. They are generally less than ten acres and include a mix of
792 privately-owned properties and publicly owned sites. Some 426 acres of this land are
793 residentially zoned, including about 121 acres of multi-family zoned land, and 306
794 acres of land zoned for single family and rowhouses. About 53 vacant acres are
795 commercially zoned and 23 vacant acres are industrially zoned. While vacant lots
796 occur in all parts of the city, about 30 percent of the city’s vacant land is located east
797 of the Anacostia River. 215.3

798 “215.4 Underutilized sites comprise about 849 acres. For the purposes of the Comprehensive
799 Plan, these are defined as Privately owned properties zoned for either multi-family
800 residential, commercial, or industrial uses where the property improvements represent
801 less than 30 percent of the potential built capacity under the Comprehensive Plan’s
802 land use designations and zoning. An example is a one-story storefront on a property
803 where four or more stories are permitted. This does not necessarily mean these uses
804 should be displaced-it simply means the private market will create pressure to replace
805 them over time. The underutilized sites tend to be clustered along mixed-use corridor
806 streets such as Wisconsin, Connecticut, Georgia, Martin Luther King Jr, Nannie
807 Helen Burroughs, and New York Avenues, and Benning Road. 215.4

808 “215.5 Large sites in the District include about a dozen properties or clusters of adjoining
809 properties, with the potential for reuse during the next 20 years. They range in size
810 from 25 acres to over 300 acres. They include sites that already contain extensive
811 development, like DC Village and Reservation 13, and sites that are largely vacant,
812 such as Poplar Point and the McMillan Reservoir Sand Filtration site. These sites hold
813 many possibilities for the future, from large mixed use communities to new parks and

814 open spaces, public facilities, and infrastructure. In total, the large sites represent
815 about 1,500 acres. Some have already been master planned for new uses; The future
816 of other sites has yet to be determined. Some are federally owned, and some are
817 owned by the District. The Office of Planning estimates that federally owned sites
818 will account for less than 10 percent of the District’s job and household growth
819 through 2025. 215.5

820 “215.6 There are many other sites in the District where development could occur. Despite an
821 overall decrease in the number of vacant buildings, some of these buildings can be
822 renovated and others are likely to be demolished and replaced. There are also
823 freeways and railyards where development could occur in the air rights above the
824 existing uses. There are at least four aging housing projects that have been identified
825 as possible “new communities.” 215.6

826 “215.7 Table 2.1 summarizes vacant and underutilized commercial land within the District
827 and provides an estimate of potential additional development that these lands could
828 accommodate based on existing zoning. 215.7

829 “215.8 Table 2.1: Potential Additional Development on Vacant and Underutilized Lands
830 Citywide 215.8

831 **“216 THE COOPERATIVE FORECASTS**

832 “216.1 The Metropolitan Washington Council of Governments (MWCOG) coordinates
833 socio-economic projections for the Washington region. These projections include
834 households, population, and jobs and are expressed in five-year intervals, currently to
835 2045. Projections are made for the region as a whole and for each of its 23
836 jurisdictions. They take into account national economic trends, local demographics,

837 and the local plans and policies of the region’s cities and counties. As part of this
838 effort, the District develops a jurisdiction-level forecast and works with MWCOG to
839 reconcile and balance the forecast with other jurisdictions. 216.1

840 “216.2 At the regional level, the projections have been relatively accurate since the
841 forecasting program began in 1975. Actual growth during the last 40 years has
842 tracked closely with what the forecasts predicted. 216.2

843 “216.3 In 2016, the MWCOG board approved projections showing the region would add 1.4
844 million jobs between 2015 and 2045. The projections further show an addition of
845 640,000 households and 1.5 million residents during this time period. About 29
846 percent of this growth is expected to occur in “outer” suburbs such as Loudoun,
847 Frederick, and Prince William Counties, a significant decrease from the 43 percent
848 share that was forecasted in 2005. The “inner” suburbs of Fairfax, Montgomery, and
849 Prince George’s Counties are expected to maintain their share of growth at about 41
850 percent. The most significant change between the 2006 and 2015 MWCOG forecast
851 is the share of growth in the central jurisdictions of the District, Arlington County,
852 and Alexandria, which has doubled from 15 to 30 percent. The shift in growth from
853 the outer suburbs to the region’s core is healthy land use. 216.3

854 “216.4 Figure 2.9 indicates the location of regional activity centers in the Washington
855 Metropolitan Area. Updated centers were identified cooperatively by jurisdictions in
856 the MWCOG area in 2012. They are intended to provide an organizing framework for
857 directing regional job and housing growth, as articulated in Region Forward,
858 MWCOG’s planning compact. This compact sets goals to guide growth toward the
859 centers, including 75 percent of commercial construction and 50 percent of new

860 households. As the Figure indicates, some of the clusters are more than 40 miles from
861 the District and are larger in land area than all of Central Washington. Since 2006,
862 progress has been made toward these goals. MWCOG estimates that 76 percent of job
863 growth and 65 percent of household growth will occur in the centers. This suggests
864 that urban sprawl and related congestion can be minimized. Expanded coordination in
865 land use and transportation planning among the region's cities and counties will be
866 essential to keep the region sustainable. 216.4

867 "216.5 Figure 2.10: Regional Activity Clusters 216.5

868 **"217 PROJECTED GROWTH, 2015-2045**

869 "217.1 The District's growth projections are based on a combination of the regional
870 forecasts, approved and planned development, and land supply estimates. These
871 projections anticipate a greater pace of growth and increased household size than was
872 used in 2006. While many factors may influence these projections, particularly in the
873 out-years, they are intended to ensure the District, through the Comprehensive Plan,
874 is adequately preparing today for future growth. Table 2.2 provides a summary. 217.1

875 "217.2 Table 2.2: Population, Household and Job Forecasts, 2015-2045 217.2

876 "217.3 Because the Census is only taken every 10 years, estimates of population and
877 household growth begin with the 2010 Census as the base, then adjust this using the
878 Census' Annual Estimates of Population and the American Community Survey. Since
879 2005, these sources have closely matched the District's own population forecasts.

880 217.3

881 "217.4 The Comprehensive Plan's household and population forecasts use a supply-side
882 method, which relies on the construction of new square footage of non-residential

883 space and residential units. This newly built space reflects the capacity to absorb net
884 new job and household demand. The Plan's forecasts begin by tracking the number of
885 housing units in larger new developments as they progress from conceptual plan to
886 completion. Occupancy rates and average household size by building type are applied
887 to each development to estimate the increase in households and the population
888 increase from migration. Net natural increase (births minus deaths) is then added to
889 the population numbers to reflect growth from within the District. Using this method,
890 recent growth is reviewed and five-year growth forecasts through 2030 are provided,
891 as noted in Table 2.2 and described below. 217.4

892 "217.5 Between 2010 and 2015, the District added approximately 30,000 households and the
893 population increased by 70,000. This matched changes in the housing supply from
894 new construction, subdivision of larger units into a greater number of smaller units,
895 and decreases in vacancy to historic lows. 217.5

896 "217.6 The 2015-2020 growth increment consists of actual projects that are now under
897 construction plus a portion of planned projects expected to start construction and
898 reach completion by 2020. The largest share of these projects are rental buildings that
899 will increase the percent of rental households as a share of the District's overall
900 households. Rental buildings are the largest share of these projects, and that will
901 increase rental households as a share of the District's overall households. This growth
902 will result in a net gain of about 22,000 households and is expected to increase the
903 city's population to almost 730,000 by the 2020 census. This assumes that household
904 size will start to increase from 2.11 to 2.13. 217.6

905 “217.7 Growth forecasts for 2020-2025 are based on specific projects that have received a
906 pre-development approval and portions of projects still in more conceptual stages. are
907 still in the planning stages. About 22,000 households are expected to be added during
908 this period, bringing the city’s population to 787,00 by 2025. 217.7

909 “217.8 From 2025 to 2030, the remaining projects that today are in the early conceptual
910 stages of pre-development are expected to deliver and be occupied. During this
911 interval the forecast expects the city to grow by over 21,000 households and 55,000
912 residents for a total of over 362,000 households and 842,000 residents. 217.8

913 “217.9 From 2020 to 2035, a significant portion of the District’s growth is expected to occur
914 on the large sites described earlier in this Element, contributing 14,000 households
915 and 23,000 people. These large sites have significant capacity, but also significant
916 planning and infrastructure needs. Growth from these sites is spread across several
917 time intervals due to site complexity and where they are in the development process.
918 Beyond the large sites, growth is expected to continue on the remaining smaller
919 vacant and underutilized sites, until the District’s population approaches 990,000 and
920 412,000 households by 2045. 217.9

921 “217.10 A forecast of age growth in the population growth, from 2006 to 2025, is now
922 included. Figure 2.10 shows several trends in how the city’s population is anticipated
923 to change by age. First, the large influx of younger, 20-30-year-old individuals who
924 arrived between 2006 and 2016 will age, and as they start families an increase in
925 children is anticipated. In addition, the number of older residents will increase. This
926 age forecast has important implications for how the District will respond to:

927 • Increasing demand for pre-school, daycare, and public schools as well as

- 928 playgrounds and parks from a growing population of children;
- 929 • Rising housing costs as recent residents enter their prime income earning years;
- 930 and
- 931 • Rising demand for senior services as the baby boom generation retires and
- 932 grows older. 217.10

933 “217.11 Figure 2.11 Forecast of DC Residents by Age: 2015-2025 217.11

934 “217.12 In 2006 the biggest unknown in the forecasts was how the types of households and

935 household size would change. If the District were to lose families and attract only

936 small one- and two-person households, the 2006 plan recognized that the city could

937 add 57,000 households with no gain in population. By incorporating the age forecast

938 with the long-term population forecast in Table 2.2, household size is anticipated to

939 increase from 2.11 to 2.27 from 2015 to 2045. However, this increase will occur only

940 if the District retains its families, keeping both young professionals in the city as they

941 form families, as well as single-or elder-parent led households; and provides a healthy

942 environment for all families in its neighborhoods. Indeed, from 1990 to 2000, the

943 number of families with children in the District declined by 11,000, with an attendant

944 drop in citywide household size. 217.12

945 “217.13 Related factors affecting population forecasts are housing costs, immigration, the cost

946 of daycare, and K-12 school quality. Higher housing costs have already caused

947 families to “double up” in some parts of the city, or leave the city for less expensive

948 housing. It may result in adult children returning home or living at home longer.

949 Immigration also may drive increases in household size, as it has in New York, San

950 Francisco, and other gateway cities. Improvement in the District’s public schools and

951 the shift toward universal pre-school has made the city a more attractive place for
952 families with young children. 217.13

953 “217.14 Unlike the 2006 household and population forecasts, which suggested that the District
954 of Columbia would capture 10 percent of the region’s growth during 2005-2025, the
955 Plan now expects the District to gain an increasing share of the region’s population.
956 By 2045, the District will represent as much as 14 percent of the region’s population.
957 217.14

958 “217.15 Employment Growth

959 “217.16 Employment forecasts track new capacity in proposed development and estimate the
960 number of jobs each project could contain. The 2010 baseline estimates build on
961 monthly data reported from the U.S. Bureau of Labor Statistics, InfoUSA, the District
962 Department of Employment Services, and other sources, with adjustments for self-
963 employment and military personnel. The forecasts from 2015 to 2030 are largely
964 based on actual projects under construction in the city, as well as office, retail, hotel,
965 industrial, and institutional development that is currently planned and in conceptual
966 stages. These estimates are then compared to forecasts made by the District
967 Department of Employment Services and other sources. 217.16

968 “217.17 Beyond 2030, the projections presume a continuation of 2010-2020 trends but at a
969 slowing rate. Continued growth in the professional, health, and education sectors is
970 expected, as is growth in the eating and drinking establishment sector, as the
971 District’s population increases. Between 2010 and 2045, the District is expected to
972 add 300,000 new jobs, bringing the citywide total to over a million jobs. 217.17

“217.18 The employment forecasts suggest that the District of Columbia will capture 22 percent of the region’s job growth during 2010-2045. By 2045, the District will have essentially retained its share of the region’s jobs, as it drops slightly from 25 to 24 percent, a significantly higher share than forecast in 2005. 217.18

“217.19 Translating the Forecasts into Demand for Land

“217.20 How much land does it take to accommodate 145,000 housing units and 300,000 jobs? The answer depends on the density of new development. Other factors, such as the size of housing units, the types of jobs being created, and the amount of land set aside for parking and open space also weigh in. The diagram at right shows three scenarios. 217.20

“217.21 The first illustrates the land that would be required for single family homes (at 6 units per acre) and one story campus-style office buildings. About 33,000 acres would be necessary. The second scenario shows land requirements for housing built at row house densities (25 units per acre), with the jobs housed in five story office buildings. About 7,000 acres would be required. The third scenario shows land requirements for housing built at apartment densities of about 125 units per acre, with the jobs housed in ten-story office buildings. Land consumption drops to under 2,000 acres. 217.21

“217.22 Of course, the diagram simplifies the actual dynamics of how land is used and developed. It also leaves out land that must be set aside for parks, public facilities, and infrastructure. The District expects some combination of high, medium, and low-density development during the next 30 years. However, high land costs and the scarcity of land in the city make denser development more likely and even appropriate. 217.22

996 “217.23 Growth by Planning Area

997 “217.24 Tables 2.3 and 2.4 show where household and job growth is expected to take place

998 within the city through 2045. The estimates reflect the location of planned

999 development projects, vacant and underutilized sites, and Comprehensive Plan land

1000 use designations and policies. 217.24

1001 “217.25 Table 2.3: Projected Distribution of Household Growth by Planning Area 217.25

1002 “217.26 Table 2.4: Projected Distribution of Job Growth by Planning Area 217.26

1003 “217.27 The tables indicate that about 28 percent of the city’s future household growth will

1004 occur in Central Washington and along the Lower Anacostia Waterfront. This reflects

1005 current and expected development in and around Downtown, the North of

1006 Massachusetts Avenue (NoMA) area, the Southwest Waterfront, the Near Southeast,

1007 and on large sites such as Poplar Point. Other areas east of the Anacostia River

1008 represent about 18 percent of the projected total. The Mid-City and Near Northwest

1009 areas also represent a combined total of 14.2 percent, with most of the gain expected

1010 east of 14th Street NW, especially around Howard University, Columbia Heights, and

1011 Shaw. The biggest shift since the 2006 forecast is that the Upper Northeast area is

1012 now expected to accommodate 19.7 percent of the District’s household growth. This

1013 is a result of major land use changes around Union Market, McMillan Reservoir,

1014 Rhode Island Avenue Metro station, and the large number of vacant and underutilized

1015 properties in the Upper Northeast area. Additional data and guidance for each of these

1016 areas is provided in the Area Elements of the Comprehensive Plan. 217.27

1017 “217.28 Employment growth will continue to be concentrated in Central Washington and

1018 along the Anacostia River. These two areas were expected to absorb three-quarters of

1019 the city’s job growth by 2025, principally in places like the South Capitol Street
1020 Corridor, the Southeast Federal Center, and the New York Avenue Metro Station
1021 area. The updated forecast suggests that job growth will be slightly more distributed.
1022 Central Washington and the Anacostia River Waterfront areas are now expected to
1023 absorb 57 percent of job growth. Upper Northeast, especially along the New York
1024 Avenue corridor, is now expected to absorb about 10 percent of the city’s job growth.
1025 Another 14 percent is expected east of the Anacostia River on sites such as St.
1026 Elizabeths and the Minnesota Avenue Metro Station Area. The remaining six
1027 planning areas represent less than 20 percent of the city’s job growth, most associated
1028 with institutional uses and infill office and retail development along corridor streets.
1029 217.28

1030 “217.29 As time unfolds, departures from the District’s forecasts are likely. Future
1031 amendments to the Comprehensive Plan may be considered in response to changing
1032 trends, new projections, and shifting expectations for the future. 217.292

1033 **“218 FROM VISION TO REALITY: GUIDING PRINCIPLES**

1034 “218.1 The earlier sections of this Element provided the context for the Comprehensive Plan.
1035 This section establishes 36 underlying principles for the future that reflect this
1036 context. Most of these principles are based on “A Vision for Growing an Inclusive
1037 City,” the policy framework for the Comprehensive Plan Revision endorsed by the
1038 Council of the District of Columbia in 2004. However, statements from the previous
1039 Comprehensive Plan and other documents that set the frame for more detailed
1040 planning in the District also are incorporated. Policies in each Element of the

1041 Comprehensive Plan elaborate on the city’s commitment to following these
1042 principles. 218.1

1043 “218.2 The principles are grouped into five sections:

1044 • Managing Growth and Change

1045 • Creating Successful Neighborhoods

1046 • Increasing Access to Education and Employment

1047 • Connecting the City

1048 • Building Green and Healthy Communities. 218.2

1049 “218.3 The principles acknowledge that the benefits and opportunities of living in the
1050 District are not available to everyone equally and that divisions in the city physical,
1051 social and economic - must be overcome to move from vision to reality. 218.3

1052 **“219 MANAGING GROWTH AND CHANGE: GUIDING PRINCIPLES**

1053 “219.1 1. Change in the District of Columbia is both inevitable and desirable. The key is to
1054 manage change in ways that protect the positive aspects of life in the city and reduce
1055 negatives such as poverty, crime, food deserts, displacement, and homelessness.
1056 219.1

1057 “219.2 2. A city must be diverse to thrive, and the District cannot sustain itself by only
1058 attracting small, affluent households. To retain residents and attract a diverse
1059 population, the city should provide services that support families. A priority must be
1060 placed on sustaining and promoting safe neighborhoods offering health care, quality
1061 education, transportation, child care, parks, libraries, arts and cultural facilities, and
1062 housing for families. 219.2

1063 “219.3 3. Diversity also means maintaining and enhancing the District’s mix of housing
1064 types. Housing should be developed for households of different sizes, including
1065 growing families as well as singles and couples, and for all income levels. 219.3

1066 “219.4 4. The District needs both residential and non-residential growth to survive.
1067 Nonresidential growth benefits residents by creating jobs and opportunities for less
1068 affluent households to increase their income. 219.4

1069 “219.5 5. A large component of current and forecasted growth in the next decade is expected
1070 to occur on large sites that are currently isolated from the rest of the city. Rather than
1071 letting these sites develop as gated or self-contained communities, they should be
1072 integrated into the city’s urban fabric through the continuation of street patterns, open
1073 space corridors and compatible development patterns where they meet existing
1074 neighborhoods. Since the District is landlocked, its large sites must be viewed as
1075 extraordinarily valuable assets. Not all should be used right away-some should be
1076 “banked” for the future. 219.5

1077 “219.6 6. Redevelopment and infill opportunities along corridors and near transit stations
1078 will be an important component of reinvigorating and enhancing our neighborhoods.
1079 Development on such sites must be designed to respect the integrity of stable
1080 neighborhoods and the broader community context, and encourage housing and
1081 amenities for low-income.households, who rely more on transit. Adequate
1082 infrastructure capacity should be ensured as growth occurs. 219.6

1083 “219.7 7. Growth in the District benefits not only District residents, but the region as well.
1084 By accommodating a larger number of jobs and residents, we can create the critical

1085 mass needed to support new services, sustain public transit, and improve regional
1086 environmental quality. 219.7

1087 **“220 CREATING SUCCESSFUL NEIGHBORHOODS: GUIDING PRINCIPLES**

1088 “220.1 8. The residential character of neighborhoods must be protected, maintained and
1089 improved. Many District neighborhoods possess social, economic, historic, and
1090 physical qualities that make them unique and desirable places in which to live. As the
1091 District continues to grow, more residents, and those of varied socio-economic
1092 backgrounds, should be accommodated, including the production and preservation of
1093 affordable housing, while using zoning, design, and other means to retain the qualities
1094 that physically characterize these neighborhoods and make them attractive. Zoning
1095 and other means should be used to attract neighborhood serving retail that in turn,
1096 enhances the surrounding residential neighborhood.220.1

1097 “220.2 9. Many neighborhoods include commercial and institutional uses that contribute to
1098 their character. Neighborhood businesses, retail districts, schools, parks, recreational
1099 facilities, houses of worship and other public facilities all make our communities
1100 more livable. These uses provide strong centers that reinforce neighborhood identity
1101 and provide destinations and services for residents. They too must be protected and
1102 stabilized. 220.2

1103 “220.3 10. The recent housing boom has triggered a crisis of affordability in the city, creating
1104 a hardship for many District residents and changing the character of neighborhoods.
1105 The preservation of existing affordable housing and the production of new affordable
1106 housing for low income and workforce households are essential to avoid a deepening
1107 of racial and economic divides in the city, and must occur city-wide to achieve fair

1108 housing objectives. Affordable renter-and owner-occupied housing production and
1109 preservation is central to the idea of growing more inclusively. 220.3

1110 “220.4 11. The District of Columbia contains many buildings and sites that contribute to its
1111 identity. Protecting historic resources through preservation laws and other programs
1112 is essential to retain the heritage that defines and distinguishes the city. Special efforts
1113 should be made to conserve row houses as the defining element of many District
1114 neighborhoods, and to restore neighborhood “main streets” through sensitive
1115 renovation and updating. 220.4

1116 “220.5 12. Each neighborhood is an integral part of a diverse larger community that
1117 contributes to the District’s identity. Growing an inclusive city means that all
1118 neighborhoods should share in the overall social responsibilities of the community,
1119 including accommodating the overall growth in new residents, housing the homeless,
1120 feeding the hungry, and accommodating the disabled. 220.5

1121 “220.6 13. Enhanced public safety is one of the District’s highest priorities and is vital to the
1122 health of our neighborhoods. The District must continue to improve safety and
1123 security, and sustain a high level of emergency police, fire, and medical assistance.
1124 Moreover, the District must engage in appropriate planning and capital investments to
1125 reduce the likelihood and severity of future emergencies. 220.6

1126 “220.7 14. Confidence in government begins at the neighborhood level. It is built block-by-
1127 block, based on day-to-day relationships and experiences. Meaningful citizen
1128 participation and responsive neighborhood services are essential to sustain successful
1129 neighborhoods. 220.7

1130 “220.8 15. Public input in decisions about land use and development is an essential part of
1131 creating successful neighborhoods, from development of the Comprehensive Plan to
1132 every facet of its implementation. 220.8

1133 “220.9 Policies and actions to support neighborhoods cut across many Comprehensive Plan
1134 topics and appear throughout this document. Wherever they may appear, these
1135 policies are underpinned by the common goal of conserving functioning, stable
1136 neighborhoods and improving those that need redirection or enhancement. 220.9

1137 **“221 INCREASING ACCESS TO EDUCATION AND EMPLOYMENT: GUIDING**
1138 **PRINCIPLES**

1139 “221.1 16. Increasing access to jobs and education by District residents is fundamental to
1140 improving the lives and economic well-being of District residents. Quality education
1141 equips students with the skills and tools to succeed. 221.1

1142 “221.2 17. An economically strong and viable District of Columbia is essential to the
1143 economic health and well-being of the region. Thus, a broad spectrum of private and
1144 public growth (with an appropriate level of supporting infrastructure) should be
1145 encouraged. The District’s economic development strategies must capitalize on the
1146 city’s location at the center of the region’s transportation and communication
1147 systems. 221.2

1148 “221.3 18. Increasing access to education is linked to broader social goals such as increasing
1149 access to employment, strengthening families, creating a better future for the city’s
1150 youth, and reducing chronic and concentrated poverty. Therefore, physical plans for
1151 the city must be accompanied by plans and programs to improve our educational
1152 system, improve literacy and job training, and link residents to quality jobs. 221.3

1153 “221.4 19. The overarching goals of the Comprehensive Plan cannot be achieved without
1154 sustained investment in public school and library facilities. The physical condition of
1155 these facilities must be of good quality before the vision of a more inclusive city can
1156 be truly achieved. 221.4

1157 “221.5 20. Colleges and universities make the District an intellectual capital as well as a
1158 political capital. They are an essential part of the District’s plans to grow its
1159 “knowledge based” economy, improve access to learning, and broaden economic
1160 prosperity for all District residents. Sustaining our colleges and universities is
1161 important, as is protecting the integrity of the communities of which they are a part.
1162 Encouraging access to higher education for all residents is vitally important, as is
1163 locating higher education facilities in neighborhoods currently underserved by such
1164 facilities. 221.5

1165 “221.6 21. Land development policies should be focused to create job opportunities for
1166 District residents. This means that sufficient land should be planned and zoned for
1167 new job centers in areas with high unemployment and under-employment. A mix of
1168 employment opportunities to meet the needs of residents with varied job skills should
1169 be provided. 221.6

1170 “221.7 22. Providing more efficient, convenient, and affordable transportation for residents
1171 to access jobs in the District and in the surrounding region is critical to achieve the
1172 goal of increasing District residents’ access to employment. 221.7

1173 “221.8 23. Downtown should be strengthened as the region’s major employment center, as
1174 its cultural center; as a center for government, tourism and international business; and
1175 as an exciting urban mixed-use neighborhood. Policies should strive to increase the

1176 number of jobs for District residents, enhance retail opportunities, increase the
1177 number of residential units, promote access to Downtown from across the District and
1178 the region, and ensure Downtown’s prominence as the heart of the city. 221.8

1179 “221.9 24. Despite the recent economic resurgence in the city, the District has yet to reach its
1180 full economic potential. Expanding the economy means increasing shopping and
1181 services for many District neighborhoods, particularly east of the Anacostia River,
1182 bringing tourists beyond the National Mall and into the city’s business districts, and
1183 creating more opportunities for local entrepreneurs and small businesses. The
1184 District’s economic development expenditures should help support local businesses
1185 and provide economic benefits to the community. 221.9

1186 **“222 CONNECTING THE CITY: GUIDING PRINCIPLES**

1187 “222.1 25. Increased mobility can no longer be achieved simply by building more roads. The
1188 priority must be on investment in other forms of transportation, particularly transit.
1189 Mobility can be enhanced further by improving the connections between different
1190 transportation modes, improving traveler safety and security, and increasing system
1191 efficiency. 222.1

1192 “222.2 26. Transportation facilities, including streets, bridges, transit, sidewalks, and paths,
1193 provide access to land and they provide mobility for residents and others. Investments
1194 in the transportation network must be equitably distributed, prioritize safety, access
1195 and sustainable transportation, and balance the needs of pedestrians, bicyclists,
1196 transit users, autos and delivery vehicles as well as the needs of residents and others
1197 to move around and through the city. 222.2

1198 “222.3 27. Washington’s wide avenues are a lasting legacy of the 1791 L’Enfant Plan and
1199 are still one of the city’s most distinctive features. The “great streets” of the city
1200 should be reinforced as an element of Washington’s design through transportation,
1201 streetscape, and economic development programs. 222.3

1202 “222.4 28. Connections to and between the city’s celebrated open spaces, such as Rock
1203 Creek Park and the National Mall, should be improved. At the same time, creation of
1204 new parks along the Anacostia River and enhancement of the federal Fort Circle
1205 Parks, should be supported to connect communities and enhance “green
1206 infrastructure” in the city. 222.4

1207 “222.5 29. The District continues to grow in reputation as an international cultural center. To
1208 sustain this growth, it must continue to support a healthy arts and cultural community
1209 through its land use, housing, and economic development policies. The power of the
1210 arts to express the identity of each community while connecting neighborhoods and
1211 residents must be recognized. 222.5

1212 “222.6 30. Residents are connected by places of “common ground,” such as Union Station
1213 and Eastern Market. Such public gathering places should be protected and should be
1214 created in all parts of the city as development and change occurs. 222.6

1215 “222.7 31. The District’s communities are connected by a shared heritage of urban design,
1216 reflecting the legacy of the L’Enfant Plan, the McMillan Plan, the Height Act of
1217 1910, and preservation of much of the historic urban fabric. After more than two
1218 centuries of building, the nation’s capital is still a remarkable place. Urban design and
1219 streetscape policies must retain the historic, majestic, and beautiful qualities that
1220 make Washington unique among American cities. 222.7

1221 **“223 BUILDING GREEN AND HEALTHY COMMUNITIES: GUIDING**
1222 **PRINCIPLES**

1223 “223.1 32. The site selected for the national capital was characterized by a very special
1224 topography, including hills interlaced with broad rivers and streams. The topography
1225 allowed for the construction of a special collection of buildings that gives the District
1226 a unique profile. This profile has been further protected by local and national
1227 ordinances and must continue to be protected in the future. This should include the
1228 protection of views and vistas and the enhancement of city gateways. 223.1

1229 “223.2 33. The earth, water, air, and biotic resources of the District must be protected.
1230 Furthermore, such resources should be restored and enhanced where they have been
1231 degraded by past human activities. In particular, reforestation of the District and
1232 maintenance of its tree cover should be emphasized to sustain the District’s reputation
1233 as one of America’s “greenest” cities. 223.2

1234 “223.3 34. As the nation’s capital, the District should be a role model for environmental
1235 sustainability. Building construction and renovation should minimize the use of non-
1236 renewable resources, promote energy and water conservation, and reduce harmful
1237 effects on the natural environment. 223.3

1238 “223.4 35. Planning decisions should improve the health of District residents by reducing
1239 exposure to hazardous materials, improving the quality of surface and groundwater,
1240 and encouraging land use patterns and land uses that reduce air pollution and
1241 facilitate pedestrian and bicycle travel. 223.4

1242 “223.5 36. The District’s parks and open spaces provide health, recreational, psychological,
1243 aesthetic, and ecological benefits that contribute to the quality of life. Maintenance

1244 and improvement of existing parks, and increased access to open space and recreation
1245 across the city are basic elements of the city’s vision. The District’s public open
1246 spaces should be protected against exploitation, and their recreational and
1247 environmental values should be conserved. 223.5

1248 **“224 PUTTING IT ALL TOGETHER**

1249 “224.1 Taken together, the forces driving change, growth projections, and guiding principles
1250 in the Framework Element provide a foundation for planning the future of the District
1251 of Columbia. The subsequent elements of the Comprehensive Plan following this
1252 Framework Element examine these conditions in much more detail and outline the
1253 journey from vision to reality. 224.1

1254 “224.2 The Comprehensive Plan provides direction in two important ways. The first is its
1255 role in careful land use decisions that accommodate growth and ensure that the city is
1256 an inclusive and desirable place to live and work. The second is through continuing
1257 consideration of the plan’s infrastructure priorities to inform the District’s Capital
1258 Improvement Plan. 224.2

1259 “224.3 The Comprehensive Plan and Zoning Regulations are linked in law, and subsequently
1260 in application. A Congressional Act of June 20, 1938 established that zoning
1261 “regulations shall be made in accordance with a comprehensive plan...”. In 1973, the
1262 District of Columbia Home Rule charter included changes to the 1938 Act, as
1263 follows: “Zoning maps and regulations, and amendments thereto, *shall not be*
1264 *inconsistent* with the comprehensive plan for the national capital” (emphasis added).
1265 The relationship between the Comprehensive Plan and the District’s Zoning

1266 Regulations, and how these are used in the city’s development review process, is
1267 described below. 224.3

1268 “224.4 The Comprehensive Plan, which includes a Generalized Policy Map and a Future
1269 Land Use Map, provides generalized guidance. The Generalized Policy Map provides
1270 guidance on whether areas are designated for conservation, enhancement or change,
1271 as explained in Section 225. The Future Land Use Map shows anticipated future land
1272 uses, which may be the same, or different than, the current land uses. Both maps are
1273 part of the adopted Comprehensive Plan and the categories used for each map are
1274 described later in this Framework. 224.4

1275 “224.5 Small Area Plans are prepared with community input, to provide more detailed
1276 planning guidance. Small Area Plans are typically approved by resolution of the
1277 Council and information from these plans may be subsequently incorporated into the
1278 Comprehensive Plan Elements. If approved by Council resolution, the Small Area
1279 Plans should be used as supplemental guidance by the Zoning Commission where not
1280 in conflict with the Comprehensive Plan. If approved by Council act, the Small Area
1281 Plans have equal weight to the Comprehensive Plan and may even amend it. 224.5

1282 “224.6 The District of Columbia Zoning Commission is required to use the Comprehensive
1283 Plan in its land use decision-making. The Zoning Commission may amend the
1284 District of Columbia zoning map in two ways, both requiring a finding of “not
1285 inconsistent with the Comprehensive Plan.” The first way is to establish a zone
1286 district for a specific parcel or an area of land. A zone district specifies uses allowed
1287 as a matter-of-right or through a special exception, and development standards such
1288 as maximum density, height, and lot occupancy. 224.6

1289 “224.7 The second way is through a Planned Unit Development (PUD), often for sites that
1290 have more than one parcel or building. The goal of a PUD is to permit development
1291 flexibility greater than specified by matter-of-right zoning, such as increased building
1292 height or density, provided that the project offers a commendable number or quality
1293 of public benefits, and protects and advances the public health, safety, welfare, and
1294 convenience. These public benefits should be lasting and are developed through
1295 discussions between developers, District representatives, Advisory Neighborhood
1296 Commissions, civic organizations, and the community. As part of the PUD process,
1297 the Zoning Commission may include a zoning map amendment for the purpose of the
1298 PUD, which is applicable only for the duration of the PUD, and subject to PUD
1299 conditions. The PUD process is not to be used to circumvent the intent and purposes
1300 of the Zoning Regulations or result in an action inconsistent with the Comprehensive
1301 Plan. In considering whether a PUD is “not inconsistent” with the Comprehensive
1302 Plan, it is appropriate to consider the context of the entire site, such as aggregating
1303 density on one portion so as to increase open space on another portion – achieving an
1304 overall density that is consistent with the Plan. 224.7

1305 “224.8 In its decision-making, the Zoning Commission must make a finding of “not
1306 inconsistent with the Comprehensive Plan.” To do so, the Zoning Commission must
1307 consider the many competing, and sometimes conflicting, policies of the
1308 Comprehensive Plan, along with the various uses, development standards and
1309 requirements of the zone districts. It is the responsibility of the Zoning Commission
1310 to consider and balance these policies in its decision-making, and clearly explain its
1311 decision-making rationale. 224.8

1312 “224.9 Specific public benefits are determined through each PUD application and should
1313 respond to critical issues facing the District as identified in the Comprehensive Plan
1314 and through the PUD process itself. In light of the acute need to preserve and build
1315 affordable housing, described in Section 206, the production of new affordable
1316 housing units, above and beyond existing matter-of-right limits, and the prevention of
1317 permanent displacement of on-site residents should be considered as high-priority
1318 public benefits in the evaluation of residential PUDs. 224.9

1319 **“225 GENERALIZED POLICY MAP**

1320 “225.1 Purpose of the Policy Map

1321 The purpose of the Generalized Policy Map is to categorize how different parts of the
1322 District may change between 2005 and 2025. It highlights areas where more detailed
1323 policies are necessary, both within the Comprehensive Plan and in follow-up plans, to
1324 manage this change. 225.1

1325 “225.2 Purpose of the Policy Map

1326 The map should be used to guide land use decision-making in conjunction with the
1327 Comprehensive Plan text, the Future Land Use Map, and other Comprehensive Plan
1328 maps. Boundaries on the map are to be interpreted in concert with these other sources,
1329 as well as the context of each location. 225.2

1330 “225.3 Categories

1331 The Generalized Policy Map identifies the following four different types of areas:
1332 Neighborhood Conservation Areas, Neighborhood Enhancement Areas, Land Use
1333 Change Areas, and Commercial/Mixed Use Areas. Although each area has specific

1334 characteristics, all provide opportunities for future development that advances District
1335 goals and policies. 225.3

1336 “225.4 Neighborhood Conservation Areas

1337 Neighborhood Conservation areas have little vacant or underutilized land. They are
1338 generally residential in character. Maintenance of existing land uses and community
1339 character is anticipated over the next 20 years. Where change occurs, it will typically
1340 be modest in scale and will consist primarily of infill housing, public facilities, and
1341 institutional uses. Major changes in density over current (2017) conditions are not
1342 expected but some new development and reuse opportunities are anticipated, and
1343 these can support conservation of neighborhood character where guided by
1344 Comprehensive Plan policies and the Future Land Use Map. Neighborhood
1345 Conservation Areas that are designated “PDR” on the Future Land Use Map are
1346 expected to be retained with the mix of industrial, office, and retail uses they have
1347 historically provided. 225.4

1348 “225.5 The guiding philosophy in Neighborhood Conservation Areas is to conserve and
1349 enhance established neighborhoods but not preclude development, particularly to
1350 address city-wide housing needs. Limited development and redevelopment
1351 opportunities do exist within these areas. The diversity of land uses and building
1352 types in these areas should be maintained and new development, redevelopment, and
1353 alterations should be compatible with the existing scale, natural features, and
1354 character of each area. Densities in Neighborhood Conservation Areas are guided by
1355 the Future Land Use Map and Comprehensive Plan policies. 225.5

1356 “225.6 Neighborhood Enhancement Areas

1357 Neighborhood Enhancement Areas are neighborhoods with substantial amounts of
1358 vacant and underutilized land. They include areas that are primarily residential in
1359 character, as well as mixed use and industrial areas. Many of these areas are
1360 characterized by a patchwork of existing homes and individual vacant lots, some
1361 privately owned and others owned by the public sector or non-profit developers.
1362 These areas present opportunities for compatible infill development, including new
1363 single family homes, townhomes, other density housing types, mixed use buildings,
1364 and where appropriate, light industrial facilities. Land uses that reflect the historical
1365 mixture and diversity of each community and promote inclusivity should be
1366 encouraged. 225.6

1367 “225.7 The guiding philosophy in Neighborhood Enhancement Areas is to ensure that new
1368 development responds to the existing character, natural features, and existing/planned
1369 infrastructure capacity. New housing should be encouraged to improve the
1370 neighborhood and must be consistent with the land use designation on the Future
1371 Land Use Map and with Comprehensive Plan policies. The unique and special
1372 qualities of each area should be maintained and conserved, and overall neighborhood
1373 character should be protected or enhanced as development takes place. Publicly-
1374 owned open space within these areas should be preserved and enhanced to make these
1375 communities more attractive and desirable. 225.7

1376 “225.8 The main difference between Neighborhood Enhancement and Neighborhood
1377 Conservation Areas is the large amount of vacant and underutilized land that exists in
1378 the Enhancement Areas. Neighborhood Enhancement Areas often contain many acres
1379 of undeveloped lots, whereas Neighborhood Conservation Areas appear to be mostly

1380 “built out.” Existing housing should be enhanced through rehabilitation assistance.
1381 New development in these areas should support neighborhood and city-wide housing
1382 need, reduce crime and blight, and attract complementary new uses and services that
1383 better serve the needs of existing and future residents. 225.8

1384 “225.9 Land Use Change Areas
1385 Land Use Change Areas are areas where change to a different land use from what
1386 exists today is anticipated. In some cases, the Future Land Use Map depicts the
1387 specific mix of uses expected for these areas. In other cases, the Future Land Use
1388 Map shows these sites as “Federal”, indicating the District does not currently have the
1389 authority to develop appropriate plans for these areas, but expects to have this
1390 authority by 2025. 225.9

1391 “225.10 There are more than two dozen Land Use Change Areas identified on the Policy Map.
1392 They include many of the city’s large development opportunity sites, and other
1393 smaller sites that are undergoing redevelopment or that are anticipated to undergo
1394 redevelopment. Together, they represent much of the city’s supply of vacant and
1395 underutilized land. 225.10

1396 “225.11 The guiding philosophy in the Land Use Change Areas is to encourage and facilitate
1397 new development and promote the adaptive reuse of existing structures. Many of
1398 these areas have the capacity to become mixed-use communities containing housing,
1399 retail shops, services, workplaces, parks, and civic facilities. The Comprehensive
1400 Plan’s Area Elements provide additional policies to guide development and
1401 redevelopment within the Land Use Change Areas, including the desired mix of uses
1402 in each area. 225.11

1403 “225.12 As Land Use Change Areas are redeveloped, the District aspires to create high quality
1404 neighborhoods that demonstrate exemplary site and architectural design and
1405 innovative environmental features, compatible with nearby neighborhoods, and
1406 provide significant affordable housing and employment opportunities. Measures to
1407 ensure that public benefits are commensurate with increased density and to avoid and
1408 mitigate any undesirable impacts of development of the Land Use Change Areas upon
1409 adjacent neighborhoods should be required as necessary. 225.12

1410 “225.13 Commercial/Mixed Use Areas

1411 The areas identified as commercial or mixed use correspond to the city’s business
1412 districts, many of which form the heart of the city’s neighborhoods. Five categories
1413 are used, defining the physical and economic character of each area along with
1414 generalized long-range conservation and development objectives. The commercial
1415 areas are: “Main Street mixed use corridors,” “neighborhood commercial centers,”
1416 “multi-neighborhood commercial centers”, “regional commercial centers,” and
1417 “central employment area.” All categories allow commercial and residential uses.
1418 225.13

1419 “225.14 Main Street Mixed Use Corridors

1420 These are traditional commercial business corridors with a concentration of older
1421 storefronts along the street. The area served can vary from one neighborhood (e.g.,
1422 14th Street Heights or Barracks Row) to multiple neighborhoods (e.g., Dupont Circle,
1423 H Street, or Adams Morgan). Their common feature is that they have a pedestrian-
1424 oriented environment with traditional storefronts. Many have upper story residential
1425 or office uses. Some corridors are underutilized, with capacity for redevelopment.

1426 Conservation and enhancement of these corridors is desired to foster economic and
1427 housing opportunities and serve neighborhood needs. Any development or
1428 redevelopment that occurs should support transit use and enhance the pedestrian
1429 environment. 225.14

1430 “225.15 Neighborhood Commercial Centers

1431 Neighborhood Commercial Centers meet the day-to-day needs of residents and
1432 workers in the adjacent neighborhoods. The area served by a Neighborhood
1433 Commercial Center is usually less than one mile. Typical uses include convenience
1434 stores, sundries, small food markets, supermarkets, branch banks, restaurants, and
1435 basic services such as dry cleaners, hair cutting, and childcare. Office space for small
1436 businesses, such as local real estate and insurance offices, doctors and dentists, and
1437 similar uses, also may be found in such locations. Many buildings have upper-story
1438 residential uses. 225.15

1439 “225.16 Unlike Main Street Retail Corridors, the Neighborhood Commercial Centers include
1440 both auto-oriented centers and pedestrian-oriented shopping areas. Examples include
1441 Penn Branch Shopping Center on Pennsylvania Avenue, SE and the Spring Valley
1442 Shopping Center on Massachusetts Avenue, NW. New development and
1443 redevelopment within Neighborhood Commercial Areas must be managed to
1444 conserve the economic viability of these areas while allowing additional
1445 development, including residential, that complements existing uses. 225.16

1446 “225.17 Multi-Neighborhood Centers

1447 Multi-neighborhood centers contain many of the same activities as neighborhood
1448 centers but in greater depth and variety. The area served by a Multi-Neighborhood

1449 Center is typically one to three miles. These centers are generally found at major
1450 intersections and along key transit routes. These centers might include supermarkets,
1451 general merchandise stores, drug stores, restaurants, specialty shops, apparel stores,
1452 and a variety of service-oriented businesses. These centers also may include
1453 residential and office space for small businesses, although their primary function
1454 remains retail trade. 225.17

1455 “225.18 Examples of multi-neighborhood business centers include Hechinger Mall, Columbia
1456 Heights, Brentwood, and Skyland Shopping Centers. Mixed-use infill development at
1457 these centers should be encouraged to provide new retail and service uses, and
1458 additional housing and job opportunities. Transit improvements to these centers are
1459 also desirable. 225.18

1460 “225.19 Regional Centers

1461 Regional centers have the largest range of commercial functions outside the Central
1462 Employment Area and are likely to have major department stores, many specialty
1463 shops, concentrations of restaurants, movies and other leisure or entertainment
1464 facilities. They typically draw patrons from across the city, as well as patrons from
1465 nearby suburban areas. A large office component is also associated with regional
1466 centers. As with Multi-Neighborhood Centers, infill development at Regional Centers
1467 should provide new retail, entertainment, service uses, additional housing, and
1468 employment opportunities. 225.19

1469 “225.20 These centers are generally located along major arterials and are served by transit, but
1470 typically generate significant demand for parking. Off-street parking may be provided
1471 on a cooperative/shared basis within the area, using both self-contained and nearby

1472 commercial parking lots and garages. Regional centers are higher in density and
1473 intensity of use than other commercial areas, except downtown. Building height,
1474 massing, and density should support the role of regional centers while scaling
1475 appropriately to development in adjoining communities, and should be further guided
1476 by policies in the Land Use Element and the Area Elements. Examples of regional
1477 centers include Friendship Heights and Georgetown. 225.20

1478 “225.21 Central Employment Area

1479 The Central Employment Area is the business and retail heart of the District and the
1480 metropolitan area. It has the widest variety of commercial uses, including but not
1481 limited to major government and corporate offices; retail, cultural, and entertainment
1482 uses; hotels, restaurants, and other hospitality uses; as well as high density residential
1483 uses. The Central Employment Area draws patrons, workers, and visitors from across
1484 the region. The Comprehensive Plan’s Land Use and Economic Development
1485 Elements, and the Central Washington Area and Lower Anacostia Waterfront/Near
1486 Southwest Area Elements provide additional guidance, policies and actions related to
1487 the Central Employment Area. 225.21

1488 “225.22 Other Areas

1489 The Generalized Policy Map also identifies parks and open space, land owned by or
1490 under the jurisdiction of the District or federal government, federal lands with federal
1491 buildings, Downtown Washington, and major institutional land uses. The fact that
1492 these areas are not designated as Conservation, Enhancement, or Land Use Change
1493 does not mean they are exempt from the Comprehensive Plan or that their land uses
1494 will remain static. Public parks and public open space will be conserved and carefully

1495 managed in the future. Federal lands are called out to acknowledge the District’s
1496 limited jurisdiction over them but are still discussed in the text of the District
1497 Elements. Downtown includes its own set of conservation, enhancement, and change
1498 areas, described in more detail in the Central Washington Area Element. Much of the
1499 land identified as institutional on the map represents colleges and universities; change
1500 and infill can be expected on each campus consistent with campus plans. Other
1501 institutional sites, including hospitals and religious orders, likewise may see new
1502 buildings or facilities added. Policies in the Land Use and the Educational Facilities
1503 Elements address the compatibility of such uses with surrounding neighborhoods.

1504 225.22

1505 **“226 THE DISTRICT’S FUTURE LAND USE MAP**

1506 “226.1 Maps showing the general distribution and character of future land uses in the city
1507 have been an essential part of the Comprehensive Plan for over half a century. Both
1508 the 1950 and 1967 Comprehensive Plans for the National Capital depicted “high
1509 density”, “moderate density”, and “low density” residential neighborhoods. These
1510 Plans further defined “Local Commercial” areas along many corridor streets, a
1511 “Downtown Commercial” area, and a “Central Federal Employment Area”. The
1512 Maps also called out hospitals, universities, industrial areas, and federal installations.

1513 226.1

1514 “226.2 The District portion of the 1984 Comprehensive Plan-the first Plan of the Home Rule
1515 Era-was initially adopted without a Land Use Map. A set of four large maps was
1516 adopted in 1985, along with the Land Use Element itself. In the years that followed,

1517 the four maps were consolidated into two maps-a Generalized Land Use Map and a
1518 Generalized Land Use Policy Map. 226.2

1519 “226.3 An illustrative “paintbrush” format, reminiscent of those used in the 1950 and 1967
1520 Plans, was initially used for the 1985 Land Use Map. This format was rejected as
1521 being too imprecise and “bloblike.” In subsequent years it was replaced by a map
1522 with more clearly defined edges, although the maps continue to note that these
1523 designations are generalized. The Comprehensive Plan text stipulated that streets and
1524 street names be displayed on the map to ensure its legibility. Its 15 land use categories
1525 were defined in broad terms-typical uses were described, but no density or intensity
1526 ranges were assigned. 226.3

1527 **“227 FUTURE LAND USE MAP AND CATEGORIES**

1528 “227.1 Purpose of the Land Use Map

1529 The Future Land Use Map is part of the adopted Comprehensive Plan and carries the
1530 same legal weight as the Plan document itself. The Map uses color-coded categories
1531 to express public policy for future land uses across the city. The Future Land Use
1532 Map is intended to be used in conjunction with the Comprehensive Plan’s policies
1533 and actions. Preparation of this map is explicitly required by DC Law; its purpose is
1534 to “represent the land use policies set forth in the proposed Land Use Element,” using
1535 “standardized colors for planning maps.” (1-246, D.C. Code). 227.1

1536 “227.2 Each land use category identifies representative zoning districts and states that other
1537 zoning districts may apply. The Zoning Commission, in selecting a zone district, such
1538 as through a Planned Unit Development or Zoning Map Amendment, shall determine
1539 if it:

- 1540 • Is not inconsistent with the Comprehensive Plan;
- 1541 • Meets the intent of the Future Land Use Map land use category;
- 1542 • Is generally compatible with the character and scale of the Future Land Use Map
- 1543 land use category when considering the site in total; and
- 1544 • Is generally compatible with the physical and visual character of the surrounding
- 1545 neighborhood. 227.2

1546 “227.3 Definitions of Land Use Categories: Residential Categories

1547 Four residential categories appear on the Future Land Use Map, as follows: 227.3

1548 “227.4 Low Density Residential: This designation is used to define neighborhoods generally,

1549 but not exclusively, suited for single family detached and semi-detached housing

1550 units with front, back, and side yards. The R-1-A, R-1-B, R-6 through R-12, R-14, R-

1551 15, R-16, R-19, and R-21 zone districts are generally consistent with the Low Density

1552 Residential category, although other zones may also apply. 227.4

1553 “227.5 Moderate Density Residential: This designation is used to define neighborhoods

1554 generally, but not exclusively, suited for row houses as well as low-rise garden

1555 apartment complexes. The designation also applies to areas characterized by a mix of

1556 single-family homes, 2-4 unit buildings, row houses, and low-rise apartment

1557 buildings. In some neighborhoods with this designation, there may also be existing

1558 multi-story apartments, many built decades ago when the areas were zoned for more

1559 dense uses (or were not zoned at all). The R-3, R-13, R-17, all RF, RA-1, RA-2, RA-

1560 6, RA-7, RA-8 and RC-1 Zone Districts are generally consistent with the Moderate

1561 Density Residential category, although other zones may also apply. 227.5

1562 “227.6 Medium Density Residential: This designation is used to define neighborhoods or
1563 areas generally, but not exclusively, suited for mid-rise (4-7 stories) apartment
1564 buildings. The reference to stories is general, recognizing that story heights may vary.
1565 Pockets of low and moderate density housing may exist within these areas. The
1566 Medium Density Residential designation also may apply to taller residential buildings
1567 surrounded by large areas of permanent open space. The RA-3 Zone Districts are
1568 generally consistent with the Medium Density Residential designation, although other
1569 zones may also apply. 227.6

1570 “227.7 High Density Residential: This designation is used to define neighborhoods and
1571 corridors generally, but not exclusively, suited for high-rise (8 stories or more)
1572 apartment buildings. The reference to stories is general, recognizing that story heights
1573 may vary. Pockets of less dense housing may exist within these areas. The RA-4, RA-
1574 5, RA-9 and RA-10 zone districts are generally consistent with the High Density
1575 Residential designation, although other zones may also apply. 227.7

1576 “227.8 Commercial Categories: Four commercial categories appear on the Map, listed below.
1577 The predominant use is commercial, with housing permitted in all categories, and
1578 incentivized in all but the High Density category. Although all Commercial
1579 Categories accommodate a mix of uses, a separate category (Mixed Use, defined
1580 below) is used to identify areas where the mixing of commercial, residential, and
1581 sometimes industrial uses is strongly encouraged. 227.8

1582 “227.9 Low Density Commercial: This designation is used to define shopping and service
1583 areas that are generally lower in scale and intensity. Retail, office, and service
1584 businesses are the predominant uses. Areas with this designation range from small

1585 business districts that draw primarily from the surrounding neighborhoods to larger
1586 business districts that draw from a broader market area. Their common feature is that
1587 they are comprised primarily of commercial and mixed-use buildings that range up to
1588 40 feet, with greater height possible when approved through a Planned Unit
1589 Development. The NC-1, MU-3 and MU-4 zone districts are generally consistent
1590 with the Low Density category, although other zones may also apply. 227.9

1591 “227.10 Moderate Density Commercial: This designation is used to define shopping and
1592 service areas that are somewhat greater in scale and intensity than the low-density
1593 commercial areas. Retail, office, and service businesses are the predominant uses.
1594 Areas with this designation range from small business districts that draw primarily
1595 from the surrounding neighborhoods to larger business districts uses that draw from a
1596 broader market area. Buildings are larger and/or taller than those in Low Density
1597 Commercial areas but generally do not exceed 50 feet, with greater height possible
1598 when approved through a Planned Unit Development. The NC zone districts
1599 identified as moderate density, MU-4, MU-5, MU-7, MU-12, MU-15, MU-17, and
1600 MU-24 through MU-27 zone districts are generally consistent with the Moderate
1601 Density category, although other zones may also apply. 227.10

1602 “227.11 Medium Density Commercial: This designation is used to define shopping and
1603 service areas that are somewhat greater in scale and intensity than the moderate-
1604 density commercial areas. Retail, office, and service businesses are the predominant
1605 uses, although residential uses are common. Areas with this designation generally
1606 draw from a citywide market area. Buildings are generally larger and/or taller than
1607 those in moderate density commercial areas but generally do not exceed 80-90 feet in

1608 height, with greater height possible when approved through a Planned Unit
1609 Development. The NC zone districts identified as medium density, MU-5 through
1610 MU-8, MU-10, MU-13, MU-16, MU-18, MU-19, MU-22, MU-23 Zone Districts are
1611 generally consistent with the Medium Density category, although other zones may
1612 also apply. 227.11

1613 “227.12 High Density Commercial: This designation is used to define the central employment
1614 district, other major office centers, and other commercial areas with the greatest scale
1615 and intensity of use in the District.. Office and mixed office/retail buildings greater
1616 than 90 feet in height are the predominant use, although high-rise residential and
1617 many lower scale buildings (including historic buildings) are interspersed. The MU-6,
1618 MU-9, MU-30, and the D zones (except the D-1 and D-2) are generally consistent,
1619 although other zones may also apply. 227.12

1620 “227.13 Production, Distribution, and Repair (PDR): The Production, Distribution, and Repair
1621 (PDR) category is used to define areas characterized by manufacturing, warehousing,
1622 wholesale and distribution centers, transportation services, food services, printers and
1623 publishers, tourism support services, and commercial, municipal, and utility activities
1624 which may require substantial buffering from housing and other noise-, air pollution-
1625 and light-sensitive uses. This category is also used to denote railroad rights-of-way,
1626 switching and maintenance yards, bus garages, and uses related to the movement of
1627 freight, such as truck terminals. It is important to ensure adequate, appropriate land is
1628 provided for these PDR uses that are critical to supporting the retail, transportation
1629 and service needs of the city. A variety of zone districts apply within PDR areas,
1630 recognizing the different intensities of use and impacts generated by various PDR

1631 activities. The corresponding Zone District is PDR, and other districts may also apply
1632 where the PDR map designation is striped with other land uses.. The present density
1633 and height limits set in these districts are expected to remain for the foreseeable
1634 future. 227.13

1635 “227.14 Public and Institutional Categories

1636 Four public and institutional land use categories appear on the Map, as follows:
1637 227.14

1638 “227.15 Federal: This designation includes land and facilities owned, occupied and used by
1639 the federal government, excluding parks and open space. Uses include military bases,
1640 federal government buildings, the International Chancery Center, federal hospitals,
1641 museums, and similar federal government activities. The “Federal” category
1642 generally denotes ownership and federal use. Land with this designation is generally
1643 not subject to zoning. In the event federal interests on any given federal site
1644 terminate, zoning for these areas should be established in a manner that is consistent
1645 with Comprehensive Plan policies. 227.15

1646 “227.16 Local Public Facilities: This designation includes land and facilities occupied and
1647 used by the District of Columbia government or other local government agencies
1648 (such as WMATA), excluding parks and open space. Uses include public schools
1649 including charter schools, public hospitals, government office complexes, and similar
1650 local government activities. Other non-governmental facilities may be co-located on
1651 site. While included in this category, local public facilities smaller than one acre-
1652 including some of the District’s libraries, police and fire stations, and similar uses-

1653 may not appear on the map due to scale. Zoning designations vary depending on
1654 surrounding uses. 227.16

1655 “227.17 Institutional: This designation includes land and facilities occupied and used by
1656 colleges and universities, large private schools, hospitals, religious organizations, and
1657 similar institutions. While included in this category, smaller institutional uses such as
1658 churches are generally not mapped, unless they are located on sites that are several
1659 acres in size. Zoning designations vary depending on surrounding uses. Institutional
1660 uses are also permitted in other land use categories. 227.17

1661 “227.18 Parks, Recreation, and Open Space: This designation includes the federal and District
1662 park systems, including the National Parks, such as the National Mall; the circles and
1663 squares of the L’Enfant city and District neighborhoods;;settings for significant
1664 commemorative works, certain federal buildings such as the White House and the
1665 U.S. Capitol grounds, and museums; and District-operated parks and associated
1666 recreation centers. It also includes permanent open space uses such as cemeteries,
1667 open space associated with utilities such as the Dalecarlia and McMillan Reservoirs,
1668 and open space along highways such as Suitland Parkway. This category includes a
1669 mix of passive open space (for resource conservation and habitat protection) and
1670 active open space (for recreation). While included in this category, parks smaller than
1671 one acre-including many of the triangles along the city’s avenues-may not appear on
1672 the map due to scale. Zoning designations for these areas vary. The federal parklands
1673 are generally unzoned, and District parklands tend to be zoned the same as
1674 surrounding land uses. 227.18

“227.19 Mixed Use Categories: The Future Land Use Map indicates areas where the mixing of two or more land uses is especially 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. A Mixed Future Land Use Map designation should not be confused with the Mixed Use (MU) zoning districts, although they frequently apply to the same area or parcel of land. The Mixed Use Category generally applies in the following 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;
- c. Large sites (generally greater than 10 acres in size), where opportunities for multiple uses exist but a plan depicting the precise location of these uses has yet to be prepared; and
- d. Development that includes residential uses, particularly affordable housing, and residentially compatible industrial uses, typically achieved through a Planned Unit Development, although there should be no net loss of potential onsite PDR capacity. 227.19

“227.20 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

1698 one use over the other (for example, ground floor retail with three stories of housing
1699 above), the Future Land Use Map may note the dominant use by showing it at a
1700 slightly higher density than the other use in the mix (in this case, “Moderate Density
1701 Residential/Low Density Commercial). The Comprehensive Plan Area Elements may
1702 also provide detail on the specific mix of uses envisioned. 227.20

1703 “227.21 It should also be acknowledged that because of the scale of the Future Land Use Map
1704 and the fine-grained pattern of land use in older parts of the city, many of the areas
1705 shown purely as “Commercial” may also contain other uses, including housing.
1706 Likewise, some of the areas shown as purely “Residential” contain existing incidental
1707 commercial uses such as corner stores or gas stations, or established institutional uses
1708 such as places of worship. The “Mixed Use” designation is intended primarily for
1709 larger areas where no single use predominates today, or areas where multiple uses are
1710 specifically encouraged in the future. 227.21

1711 “227.22 A variety of zoning designations are used in Mixed Use areas, depending on the
1712 combination of uses, densities, and intensities. All zone districts formerly identified
1713 as commercial, SP, CR and Waterfront were renamed as MU zone districts in 2016,
1714 and are considered to be mixed use... Residential uses are permitted in all of the MU
1715 zones, however, so many Mixed Use areas may have MU zoning. 227.22

1716 **“228 GUIDELINES FOR USING THE GENERALIZED POLICY MAP AND THE**
1717 **FUTURE LAND USE MAP**

1718 “228.1 The Generalized Policy Map and Future Land Use Map are intended to provide
1719 generalized guidance for development and conservation decisions, and are considered

1720 in concert with other Comprehensive Plan policies. Several important parameters,
1721 defined below, apply to their use and interpretation.

1722 a. The Future Land Use Map is not a zoning map. Whereas zoning maps are
1723 parcel-specific, and establish detailed requirements and development standards
1724 for setbacks, height, use, parking, and other attributes, the Future Land Use Map
1725 is intended to be “soft-edged” and does not follow parcel boundaries and its
1726 categories do not specify allowable uses or development standards. By
1727 definition, the Future Land Use Map is to be interpreted broadly and the land
1728 use categories identify desired objectives.

1729 b. The Future Land Use Map is a generalized depiction of intended uses in the
1730 horizon year of the Comprehensive Plan, roughly 20 years in the future. It is
1731 not an “existing land use map,” although in many cases future uses in an area
1732 may be the same as those that exist today.

1733 c. While the densities within any given area on the Future Land Use Map
1734 reflect all contiguous properties on a block,,there may be individual
1735 buildings that are larger or smaller than these ranges within each area.
1736 Similarly, the land use category definitions describe the general character of
1737 development in each area, citing typical building heights as appropriate. The
1738 granting of density bonuses (for example, through Planned Unit
1739 Developments or Inclusionary Zoning) may result in heights that exceed the
1740 typical ranges cited here. Except in the R and RF zone districts, the zoning
1741 regulations use “Floor Area Ratios”- which set a ratio between a building’s
1742 total gross floor area and lot area - to regulate density. With this approach,

1743 buildings may be higher than is characteristic for the land use category, but
1744 still consistent with the category's density. Similarly, density on a portion of
1745 a site may be greater, while provided the density for the site as a whole is
1746 consistent with the designation.

1747 d. The zoning of any given area should be guided by the Future Land Use Map,
1748 interpreted in conjunction with the text of the Comprehensive Plan, including
1749 the Citywide Elements and the Area Elements,.

1750 e. The designation of an area with a particular Future Land Use Map category
1751 does not necessarily mean that the most intense zoning district described in
1752 that category is automatically permitted. And, even if a zone is not identified
1753 in a category, it can be permitted as described in Section 225. A range of
1754 densities and intensities applies within each category, and the use of different
1755 zone districts within each category should reinforce this range. There are
1756 many more zone districts than there are Comprehensive Plan land use
1757 categories. Multiple zone districts should continue to be used to distinguish
1758 the different types of low- or moderate-density residential development
1759 which may occur within each area. Some zone districts may be compatible
1760 with more than one Comprehensive Plan Future Land Use Map designation.

1761 f. Some zone districts may be compatible with more than one Comprehensive
1762 Plan Future Land Use Map designation. As an example, the MU-4 zone is
1763 consistent with both the Low Density Commercial and the Moderate Density
1764 Commercial designation, depending on the prevailing character of the area
1765 and the adjacent uses.

- 1766 g. The intent of the Future Land Use Map is to show use rather than ownership.
1767 However, in a number of cases, ownership is displayed to note the District’s
1768 limited jurisdiction. Specifically, non-park federal facilities are shown as
1769 “Federal” even though the actual uses include housing and industry (e.g.,
1770 Bolling Air Force Base), offices (e.g., the Federal Triangle), hospitals (e.g.,
1771 Veteran’s Administration), and other activities. Similarly, the “Local Public
1772 Facility” designation includes high-impact uses such as solid waste transfer
1773 stations and stadiums, as well as low-impact uses such as schools. Other
1774 maps in the Comprehensive Plan are used to show the specific types of
1775 public uses present in each area.
- 1776 h. The Map does not show density or intensity on institutional and local public
1777 sites. If a change in use occurs on these sites in the future (for example, a
1778 school becomes surplus or is redeveloped), the new designations should be
1779 generally comparable in density or intensity to those in the vicinity, unless
1780 otherwise stated in the Comprehensive Plan Area Elements or an approved
1781 Campus Plan.
- 1782 i. Streets and public rights-of-way are not an explicit land use category on the
1783 Future Land Use Map. Within any given area, the streets that pass through
1784 are assigned the same designation as the adjacent uses.
- 1785 j. Urban renewal plans remain in effect for parts of the District of Columbia,
1786 including Shaw, Downtown, and Fort Lincoln. These plans remain in effect
1787 and their controlling provisions must be considered as land use and zoning
1788 decisions are made.

- 1789 k. If a development or redevelopment requires discretionary approvals, the
1790 developer must address the displacement of residents and businesses.
- 1791 l. Finally, the Future Land Use Map and the Generalized Policy Map can be
1792 amended. The Comprehensive Plan is intended to be a dynamic document
1793 that is periodically updated in response to the changing needs of the city.
1794 Requests to amend the maps can be made by residents, property owners,
1795 developers, and the District itself. In all cases, such changes require formal
1796 public hearings before the DC Council, and ample opportunities for formal
1797 public input. The process for Comprehensive Plan amendments is described
1798 in the Implementation Element. 226.1

1799 **“229 INVESTING FOR AN INCLUSIVE CITY**

1800 “229.1 Investing in adequate, well-maintained public facilities and infrastructure that meet
1801 the needs of a growing city will help implement the Comprehensive Plan and fulfill
1802 our vision of an inclusive city. Public facilities and infrastructure offer vital services
1803 to residents, businesses and visitors. They shape and enhance the public realm;
1804 provide affordable housing; contribute to health, wellness, and quality of life; support
1805 economic growth; and advance the District as a smart, sustainable, and resilient city.

1806 229.1

1807 “229.2 Public facility and infrastructure investments should address three priorities: reach
1808 and maintain a state of good repair; add capacity necessary to meet the needs of
1809 growth; and address the forces driving change to successfully respond to future
1810 opportunities and challenges. Capital investments that incorporate sustainable,
1811 resilient, and high-quality design features and respond to emerging technologies make

1812 the District a more attractive, efficient place to live and work, and will pay future
1813 dividends by reducing costs to public health and the environment. These investments
1814 ensure that the city’s transportation, housing at various income levels,
1815 communications, energy, water, and wastewater systems adequately serve the needs
1816 of the District, and that education, public safety, and health and wellness facilities
1817 effectively and efficiently deliver high-quality services to residents, workers and
1818 visitors. 229.2

1819 “229.3 Public and private infrastructure and facilities within in the District include:

- 1820 • Over 1,100 miles of streets, 2401 bridges, 1650 signalized intersections, and
1821 70,000 streetlights;
- 1822 • 40 stations and 38 miles of track within the regional Metrorail system;
- 1823 • Approximately 400 miles of fiber optic cable;
- 1824 • Over 40,000 subsidized affordable rental units;
- 1825 • “236 traditional public and private charter schools, 26 public libraries,
1826 approximately 370 parks, and recreation facilities, and 60 public safety facilities;
- 1827 • Over 2,200 miles of electrical cable and related substations;
- 1828 • Over 2,300 miles of natural gas pipelines; and
- 1829 • Over 1,300 miles of drinking water pipes and 1,800 miles of sewer lines, with
1830 pumping stations. 229.3

1831 “229.4 Since the adoption of the 2006 Comprehensive Plan, the District and other entities
1832 undertook a variety of important facility and infrastructure investments to improve
1833 the quality of life for District residents. These investments have largely replaced
1834 aging infrastructure, improved existing facilities, or addressed environmental

1835 problems; however, few investments have actually expanded capacity to meet the
1836 city's growing needs. Between 2006 and 2016, the city rehabilitated existing
1837 infrastructure such as schools, transit and electrical networks that were largely
1838 developed prior to the 1980's. The city benefitted from the increasing tax revenues
1839 from growth while not experiencing the costs of expanding infrastructure to the same
1840 degree. The same cannot be said going forward. Increasingly, further population and
1841 job growth will require investments in new capacity. 229.4

1842 "229.5 The Forecast of DC Residents by Age in Figure 2.10 provides an example of
1843 increased demand: the District can expect more than 21,000 additional school-age
1844 children and another 7,000 infants and toddlers by 2025. DC Public Schools has
1845 capacity, but not necessarily in the neighborhoods expected to have the greatest
1846 growth in children. Other public and private infrastructure has investment needs to
1847 address both deferred maintenance and upgrade out-of-date facilities before
1848 investments can be made to expand capacity. The Metro transportation system,
1849 facilities for municipal fleets, and the electrical grid are only a few examples of where
1850 new investments are necessary to meet the growing needs of the city. 229.5

1851 "229.6 Forecasted growth will occur with competing priorities, rising costs, uncertain federal
1852 resources, and limited borrowing capacity. This will challenge the District to seek
1853 new ways of delivering the underlying structural supports that serve the residents and
1854 businesses of the city. Adding to the complexity, the District must function as a city,
1855 county, and a state, along with serving as the nation's capital and the seat of the
1856 federal government. These are unique challenges not experienced by any other
1857 municipality in our nation. 229.6

1858 “229.7 The District’s Capital Improvement Plan (CIP) is the official plan for making
1859 improvements to public facilities and infrastructure over a six-year horizon. The 2006
1860 Comprehensive Plan strengthened the linkage between the Plan and the CIP.
1861 Proposed projects are now evaluated for consistency with the Comprehensive Plan
1862 and other District policies and priorities. As a result, the Comprehensive Plan
1863 became a guide for capital investments, leading to greater coordination across
1864 agencies doing public facilities planning; and the development of review criteria for a
1865 more objective and transparent process. 229.7

1866 “229.8 Recognizing the difficulty of developing an appropriate capital plan to support the
1867 District’s needs, within the resources available, the District has implemented a new
1868 modeling tool called the Capital Asset Replacement Scheduling System (CARSS).
1869 The tool provides a set of mechanisms and models that: enable the District to
1870 inventory and track all assets; uses asset condition assessments to determine the
1871 needs and timing for replacement; provides a tool to then prioritize and rank the
1872 associated capital projects, both new and maintenance projects; and then determine
1873 the funding gap and assess the impact on out-year budgets from insufficient capital
1874 budget. 229.8

1875 “229.9 The current FY 2017 – 2022 CIP allocates approximately \$6.3 billion to a wide range
1876 of capital projects in the District, including maintenance, replacement, or upgrade of
1877 vehicular fleets for police, fire and emergency medical services; street, sidewalks and
1878 alley infrastructure; and public buildings and facilities, such as schools, recreation
1879 centers, parks, health and wellness facilities, and police, fire and government
1880 administration buildings. 229.9

1881 “229.10 The District also uses a 15-year Long-Range Capital Financial Plan to estimate the
1882 replacement needs of aging assets, evaluate how population growth will require
1883 expansion of existing infrastructure and facilities, and determine the District's fiscal
1884 capacity to fund these projects. This long-range plan was conducted in 2016 and
1885 included an analysis that estimated a capital budget shortfall of approximately \$4.2
1886 billion through 2022. This gap includes unfunded new capital projects needed to
1887 support the growing population and unfunded capital maintenance of existing assets.
1888 229.10

1889 “229.11 Perhaps the most significant challenge the District faces to meet the needs of growth
1890 is an already relatively high debt per capita. District law requires that annual debt
1891 service be no more than 12 percent of general fund expenditures. This means the city
1892 has limited capacity to borrow funds for new long-term investments. Going forward,
1893 the District must consider innovative ways to deliver and finance infrastructure,
1894 perhaps learning from other parts of the country experiencing rapid growth similar to
1895 that of the District's. 229.11

1896 “229.12 The District has already begun the process. The Long-Range Capital Financial Plan
1897 represents a more rigorous and efficient analysis of capital needs and fiscal capacity.
1898 On large sites with significant infrastructure needs such as the Wharf along the
1899 Southwest Waterfront, the District is using tools like tax increment financing or
1900 payments in lieu of taxes to fund the needed infrastructure for the projects. The
1901 District recently created an Office of Public Private Partnerships which is charged
1902 with building collaborations between the private sector and District government to
1903 design, build, operate, and/or maintain key infrastructure and facility projects. The

1904 Office is exploring ideas such as co-location of private sector uses on District owned
1905 land and social impact bonds to fund new local public facilities. All are important
1906 steps, but more is needed to fully invest in an inclusive city. 229.12”

1907 Sec. 3. Fiscal impact statement.

1908 The Council adopts the fiscal impact statement in the committee report as the fiscal
1909 impact statement required by section 4a of the General Legislative Procedures Act of 1975,
1910 approved October 16, 2006 (120 Stat. 2038; D.C. Official Code § 1-301.47a).

1911 Sec. 4. Effective date.

1912 (a) This act shall take effect following approval by the Mayor (or in the event of veto by
1913 the mayor, action by the Council to override the veto), a 30-day period of Congressional review
1914 as provided in section 602(c)(1) of the District of Columbia Home Rule Act, approved December
1915 24, 1973, (87 Stat. 813; D.C. Official Code § 1-206.02(c)(1)), and publication in the District of
1916 Columbia Register.

1917 (b) No District element of the Comprehensive Plan for the National Capital shall take
1918 effect until it has been reviewed by the National Capital Planning Commission as provided in
1919 Section 2(a) of the National Capital Planning Act of 1052, as amended by section 2013 of the
1920 District of Columbia Home Rule Act, approved December 24, 1973 (87 Stat. 779; D.C. Official
1921 Code § 2-1002(a)) and Section 423 of the District of Columbia Home Rule Act approved
1922 December 24, 1973 (87 Stat. 792; D.C. Official Code § 1-204.23).