

1 **AMENDMENT IN THE NATURE OF A SUBSTITUTE**
2 **Chairman Phil Mendelson**
3 **October 8, 2019**

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7 A BILL

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9 23-1

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

20
21 BE IT ENACTED BY THE COUNCIL OF THE DISTRICT OF COLUMBIA that this
22 act may be cited as the “Comprehensive Plan Framework Amendment Act of 2019.”

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

26 **“200 OVERVIEW**

27 **“200.1 Framework Element**

28 The Framework Element of the Comprehensive Plan serves four purposes. 200.1
29 “200.2 First, it provides the context for the rest of the Plan by describing the forces driving
30 change in the city. These forces include demographic shifts, economic change,
31 technological change, fiscal challenges, tensions between federal and local interests,

32 and more. Such “driving forces” define the major issues facing Washington and touch
33 every aspect of life in the city. 200.2

34 “200.3 Second, the Element includes a description of the District’s growth forecasts and
35 projections. The forecasts are expressed in narrative format and are also summarized
36 in tables and charts. They show how and where the District expects to add
37 households, people, and jobs between 2005 and 2025, and adds an extended forecast
38 through 2045. 200.3

39 “200.4 Third, the Framework Element ties the Comprehensive Plan to the “Vision for
40 Growing an Inclusive City.” It lays out 36 principles to be followed as the District
41 moves from “Vision to Reality.” These principles, largely drawn from the Vision and
42 from the previous Comprehensive Plan, express cross-cutting goals for the District’s
43 future that guide the Plan’s policies and actions. 200.4

44 “200.5 Finally, the Element describes the Comprehensive Plan, Generalized Policy Map, and
45 the Future Land Use Map, describes how the Comprehensive Plan guides
46 development decisions, and the role of capital investments in addressing current and
47 future challenges regarding infrastructure and facilities. The Generalized Policy Map
48 “tells the story” of how the District is expected to change during the first quarter of
49 the century. It highlights the places where much of the city’s future growth and
50 change is expected to occur and sets the stage for the Elements that follow. The
51 Future Land Use Map shows the general character and distribution of recommended
52 and planned uses across the city. Both maps carry the same legal weight as the text of
53 the Comprehensive Plan. 200.5

54 “200.6 Unlike the other Citywide Elements, this Element does not contain policies and
55 actions. Its intent is to provide the foundation for the rest of the Comprehensive Plan.

56 200.6

57 **“201 THE FORCES DRIVING CHANGE**

58 “201.1 The sections below describe the forces driving change in the District of Columbia and
59 outline the implications of these forces for the District’s future. The Comprehensive
60 Plan seeks to address these implications for the District to become a more inclusive
61 city. Achieving a more inclusive city calls for public and private collaborations,
62 among District agencies, between District and federal agencies, with the private and
63 non-profit sectors, with our citizens, as well as our regional partners. 201.1

64 **“202 THE DISTRICT AND THE REGION**

65 “202.1 Since 2006, the District has re-established its position at the center of an
66 economically dynamic metropolitan area. Rapid growth in population and jobs has
67 made the District one of the fastest growing large cities in the United States,
68 following prior decades of population and job loss. Now the District is regaining its
69 share of the region’s vitality. 202.1

70 “202.2 Between 2006 and 2016, the Washington metropolitan area grew by over 19 percent,
71 increasing from 5.2 million to 6.1 million residents. More than 260,000 jobs were
72 added during this period, an increase of almost nine percent. Greater Washington is
73 the fastest growing large metropolitan area in the country outside of the South and
74 West. It is the sixth largest metropolitan area in the nation. Metropolitan Washington
75 now sprawls across 4,500 square miles of the Middle Atlantic States. 202.2

76 “202.3 The District has captured a greater share of regional growth than expected. In 1950,
77 the District had 46 percent of the region’s population and 83 percent of its jobs. By
78 2000, it had just 12 percent of the region’s population and 25 percent of its jobs. In
79 2006, the perceived difficulties of infill development and other factors led to even the
80 most ambitious projections showing the District with a diminishing share of the
81 region’s population and jobs in the future. 202.3

82 “202.4 Instead, our position as the nation’s capital, our historic and unique neighborhoods,
83 our cultural offerings, and the benefits of density, such as transportation and urban
84 amenities, placed a premium on Washington and distinguished it from the
85 surrounding suburbs, reflecting renewed interest in living and working in the city.
86 With this renewed interest, the District can maintain a growing share of the region’s
87 population and jobs. 202.4

88 “202.5 There are signs the region will better balance growth between jobs and households in
89 the future. In 2006, Montgomery, Prince George’s, and Fairfax Counties planned to
90 add 620,000 jobs during the next 25 years but only 273,000 households, with similar
91 imbalances in other regional jurisdictions. If this regional jobs-housing imbalance had
92 continued, more workers would have sought housing outside the region, creating
93 more congestion and sprawl, while also raising housing costs in the region’s core as
94 people sought to reduce their commuting times by moving closer to their jobs.
95 However, regional projections now indicate a shift toward more housing within the
96 inner suburbs that should moderate the jobs-housing imbalance, described below in
97 the Cooperative Forecasting section. 202.5

98 “203 **DEMOGRAPHIC CHANGES**

99 “203.1 The District is an attractive place to live and work, as evidenced by recent population
100 growth. Since 2006, the District grew by over 123,000 (21.6 percent) to an estimated
101 population of 693,972 in 2017. This growth sharply contrasts with the loss of
102 population that marked the decades from 1950 to 2000, when Washington went from
103 a peak of 802,000 residents to 572,000. The current trend, if sustained, puts the
104 District on track to bypass the 1950s peak within two decades. The main drivers of
105 this increase are natural increase (births minus deaths), and international and domestic
106 migration. 203.1

107 “203.2 Nine to ten percent of the population moves into, or out of, the city each year. The
108 District has successfully sought to attract and retain both domestic and international
109 residents. Domestic migration has shifted from negative to positive, with 2,000 people
110 added annually since 2009. The city has also added an average of 3,000 net new
111 international residents each year since 2006. 203.2

112 “203.3 The largest component (77 percent) of in-migration from 2006 to 2017 consisted of
113 young adults who tended to be white and college educated. These new residents
114 shifted the demographic makeup in many neighborhoods in several ways. They held
115 higher-wage jobs than many existing residents, and their incomes grew faster. These
116 new residents also stayed in the District and started families. In 2006, married couples
117 made up only 22 percent of households; since then, married couples represent almost
118 half of the District’s 31,000 new households. While fertility rates are down, including
119 for single and teen mothers, the increase in married couples has resulted in a mini-
120 baby boom, with the number of average births per year increasing from 7,700 in the
121 early 2000s to over 9,500 in 2017. 203.3

122 “203.4 Since 2006, recent migration patterns indicate the city has lost existing residents in
123 certain types of households, including parents with children and blacks, although the
124 overall population of Washington, DC is growing. Prince George’s and Montgomery
125 Counties in Maryland are, in order, the two largest destinations for those leaving the
126 city. 203.4

127 “203.5 Previous population decline, and now growth, has affected different parts of the city
128 in different ways. Figure 2.1 illustrates changes in population by neighborhood
129 cluster from 1980 – 2000 and 2000-2015. Between 1980-2000, the vast majority of
130 population decline occurred east of 16th Street - areas east of the Anacostia River lost
131 44,000 residents - while many areas west of Rock Creek Park actually gained
132 residents. As middle-income households moved away, poorer residents stayed behind,
133 leaving the District with the largest concentration of poverty in the region and a
134 sharper divide between rich and poor. This also resulted in a greater concentration of
135 people with special needs, and places of disinvestment, with concomitant challenges
136 in many communities. 203.5

137 “203.6 Much of the population growth between 2000 and 2017 concentrated in central
138 Washington neighborhoods, particularly those hit hard by the 1968 riots. The riots
139 and their aftermath resulted in vacant and underutilized land in what subsequently
140 became a desirable, central location. Accelerating demand to live in these
141 neighborhoods has resulted in increased housing costs that threaten the ability of
142 existing lower income households to remain. 203.6

143 “203.7 Figure 2.1: Population Change by Neighborhood Cluster, 1980-2000 and 2000-2017

144

145 “203.8 Figure 2.2 illustrates changes to population in the District by race, over time. Unlike
146 the experience of other major cities, the loss of population in Washington was not
147 solely attributable to “white flight.” In fact, between 1980 and 2000, black residents
148 registered the largest decrease among the city’s racial groups, dropping in population
149 by almost 100,000, and this trend continued through 2010, with an additional decline
150 of 38,000 to 310,379. While some black residents left the District for family ties and
151 increased opportunities, the rising costs of living, especially housing costs, became a
152 significant factor. Since 2010, the black population has stabilized and started to grow
153 again, and now represents 46 percent of the total population. Compared to the rest of
154 the District, the current black population is both younger (under 18) and older (over
155 64). Challenges persist, with black households, including single female household
156 heads, on average earning 68 percent less than white households. While forecasted to
157 increase numerically, the city’s black population will remain below 50 percent of
158 total population through 2025. 203.8

159 “203.9 There have been steady increases in Hispanic and Asian populations in recent decades.
160 Growth of Hispanic residents started in the 1980’s with foreign migration primarily
161 from countries like El Salvador. This has subsequently shifted to migration primarily
162 from Mexico and Puerto Rico, along with net natural increases from residents. 203.9

163 “203.10 Figure 2.2 Population of DC by Race: 1890 – 2010 203.10

164 “203.11 While population loss after 1950 was significant, the decline in the number of
165 households was-much less dramatic. The number of households in the District
166 declined by just 2 percent between 1980 and 2000, standing at 248,000 in 2000. Thus,
167 population loss in the late 1900s was less a function of housing being abandoned and

168 more a result of larger households being replaced by smaller households. In fact, the
169 average household in Washington contained 2.16 persons in 2000, down from 2.72 in
170 1970. Middle-class families left the city in large numbers during this period and the
171 number of school-aged children dropped dramatically. 203.11

172 “203.12 The 2006 Plan accurately predicted household size falling through 2010, and then
173 stabilizing. According to the US Census, the percentage of older residents is expected
174 to increase as “baby-boomers” retire, and the percentage of foreign-born residents,
175 particularly those of Hispanic origin, is expected to rise. The District is expected to
176 continue to be a magnet for the region’s young professionals and empty nesters. Its
177 ability to attract and retain young households and families with children rests largely
178 on its ability to improve the quality of public education and address basic issues like
179 crime, provision of services, inventory of, family-sized housing stock, and housing
180 affordability. 203.12

181 **“204 ECONOMIC CHANGES**

182 “204.1 On the surface, Washington’s economic picture is the envy of most cities. There are
183 more jobs than residents, and nearly three times more jobs than households. Job
184 growth, important for the city’s economic vitality, has continued throughout this
185 century, with 83,000 new jobs added since 2005 for a total of 798,000 jobs in 2015.
186 Job growth in the professional services, education, and hospitality sectors has
187 outpaced federal employment growth, helping diversify the city’s economy beyond
188 the federal government. Wages in the region are among the highest in the nation.
189 204.1

190 “204.2 Job growth has led to declining unemployment. After peaking above 10 percent in
191 2011, unemployment dropped to 6.1 percent in 2016. The diversity of job growth has
192 reduced unemployment across race, education levels, and geography. Yet the city’s
193 unemployment rate is relatively high, hovering between 6 and 9 percent - consistently
194 almost double the rate for the region. Unemployment rates in areas such as Far
195 Southeast/Southwest are still four to five times higher than the regional rate, and
196 disproportionately affect black residents. Yet many District residents do not have the
197 skills to fill the white-collar jobs that drive the city’s economy, and because the
198 District is one of the region’s major job centers and requires some “importing” of
199 workers from the suburbs, more than 70 percent of the jobs in the District are filled
200 by workers who live in Maryland and Virginia. This is essential to the District’s
201 economy: even if every DC resident in the labor force was employed in the city, we
202 would still need almost 400,000 additional workers to fill the city’s jobs. 204.2

203 “204.3 This imbalance results in a number of problems. The most often cited problem is the
204 District’s inability to tax the incomes of the nearly 500,000 non-residents who
205 commute to the city each day. This daily migration is also accompanied by traffic
206 congestion, air quality problems, and millions of hours of lost productivity. 204.3

207 “204.4 Perhaps the more profound problem is the regional income divide. As Figures 2.3
208 through 2.5 indicate, the District today is a city divided by income, education, and
209 employment. The maps depict this regional pattern within the District, as well as the
210 change the District has experienced since 2006. And, change must be carefully
211 considered: while the neighborhoods of Central Washington have seen a recent
212 decrease in the percent of those without a college degree or living in poverty, this is

213 attributed to the strong increase in a resident workforce with college degrees, not
214 necessarily improvements for existing residents, so the regional divide persists.
215 “Vision for Growing an Inclusive City” concluded that bridging the income divide
216 was the single biggest challenge facing the District as it plans for its future, and now,
217 with nearly 17 percent of residents living in poverty and the cost of living rising, that
218 challenge remains. 204.4

219 “204.5 Figure 2.3: Unemployment in 2017 204.5

220 “204.6 Figure 2.4: Persons 25+ Without College Degrees in 2017 204.6

221 “204.7 Figure 2.5: Poverty Rate in 2017 204.7

222 “204.8 Demographic tables throughout the Comprehensive Plan, including Figures 2.3, 2.4,
223 and 2.5, use the most accurate, up-to-date Census and other data available. At the
224 city-wide level, this may mean data from a single year of the American Community
225 Survey (ACS) and the Annual Estimate of Population. Getting to a neighborhood
226 level requires five years of ACS data. Unless otherwise stated, this data is labeled
227 with the last year the data was collected but represents an average for the whole
228 collection period. Readers should take this into consideration given the rapid rates of
229 change for some neighborhoods. For the decennial census, students residing in the
230 District on April 1, 2010 (census day) are counted as residents of the District rather
231 than residents of their home state. Consequently, data on poverty, age, and other
232 variables reflects student populations in census tracts containing (or adjacent to)
233 universities. The District has accounted for these anomalies within the
234 Comprehensive Plan, and should tailor its anti-poverty, economic development, and
235 similar programs accordingly. 204.8

236 “204.9 While attracting residents earning higher-wage jobs reflects a strong economy, it is
237 important to consider the resulting growth in income disparities. At the national and
238 metropolitan levels, income from lower-wage jobs has decreased in real terms, while
239 income for workers with higher wages has grown, as shown in Figure 2.6. In the
240 District, the story is somewhat different: wage growth at the lower end improved but
241 importantly has not kept pace with growth for higher wage workers. Growing income
242 disparity is even greater when considering geographic, racial/ethnic, and gender
243 dimensions. 204.9

244 “204.10 Figure 2.6 Earned Income Growth for Wage and Salary Workers by Percentile: 2000-
245 2014

246 “204.11 From a regional perspective, the District’s employment outlook is positive. Because
247 Washington is the seat of the federal government, it has been insulated from the
248 economic cycles that have affected other regions of the country. The city never had a
249 large industrial base, so it was spared the large-scale job losses experienced in cities
250 like Baltimore and Philadelphia during the 1970s and 1980s. The District was not
251 dependent on technology jobs, so it was spared the downturns affecting places like
252 San Jose and Austin during the early 2000s. Even the downsizing of the federal
253 government in the 1990s was accompanied by a rise in procurement spending that
254 kept the Washington economy strong. The 2013 federal budget sequestration provides
255 a recent example of the District’s economic strength and diversity. Despite the sudden
256 loss of 7,000 federal jobs, the city’s population and total jobs continued to grow.
257 20411

258 “204.12 A factor in the city’s economic growth is its taxes. During the 1980’s and 1990’s, the
259 District’s reputation in the region was high-taxing: the highest tax rates for sales,
260 business franchise, and real property. Since the Control Board era, the District for the
261 most part has resisted raising tax rates, lowered many of these rates, and from a tax
262 perspective, become more economically competitive in the region. 204.12

263 “204.13 Washington’s economy is diversifying, which helps during slow federal growth;
264 however, a period of significant and sustained decline in federal employment and
265 procurement would challenge the city’s ability to recover. Further diversifying the
266 District’s economy will make the city more resilient to this and other economic
267 shocks. A key advantage to the federal presence is its highly educated and skilled
268 workforce, which the private and non-profit sectors can tap as a mutual asset for
269 growth. 204.13

270 “204.14 But it is hard to consider an economy truly resilient when it does not close the “skills
271 gap” that exists between the needs of local employers and the abilities of many
272 District residents. Future job growth is expected to be concentrated in the services
273 sector, including the business, legal, engineering, management, educational and social
274 service fields. The Economic Development Element of this Plan emphasizes the
275 importance of closing the skills gap by improving education and job training so that
276 more District residents can fill jobs in these and all other professions and adapt to
277 changing conditions. 204.14

278 “204.15 Since 2006, the increased demand and competition for housing from a growing
279 number of higher-wage households was greater than anticipated and has made the
280 District one of the most expensive cities to live in the country. Between 2011 and

281 2016, the cost of purchasing a home rose 50 percent, while renting costs rose 18
282 percent. Increasing rental housing costs make it difficult for lower or even moderate-
283 income residents to live in the city. The absolute number of low-cost rental units (less
284 than \$800/month) declined by half between 2003 and 2013, while the number of
285 higher cost units increased. Units with rents of \$1000 or less made up 59 percent of
286 the total rental stock in 2002; in 2013 those units comprised only 34% of the total
287 stock. The District now has a large percentage of high- and low-income households,
288 with relatively few in the middle-income range – the “missing middle.” Housing
289 costs, along with income inequality, are perhaps the central challenges to maintain
290 and grow an inclusive city. 204.15

291 **“205 LAND USE CHANGES**

292 “205.1 In terms of land area, at 61 square miles Washington is not a large city. It is half the
293 size of Denver or Philadelphia, and one-fifth the size of Dallas or San Diego. It is
294 hemmed in by adjacent cities and states and cannot grow through annexation. In
295 2017, it had over 11,000 people per square mile. Moreover, federal lands comprise
296 almost 40 percent of the land in the District, making land a precious and limited
297 resource. 205.1

298 “205.2 Figure 2.5 shows how land in the District (including federal land), is currently used.
299 About 28 percent of the city is developed with housing, and more than one quarter is
300 developed with street rights-of-way. About 20 percent of the city’s land area consists
301 of permanent open space, including federally managed sites such as Rock Creek Park
302 and the National Mall. About 465 acres of the city-or 1.2 percent of its land area-
303 consists of vacant land. 205.2

304 “205.3 Figure 2.7: Land Use Distribution, 2016 205.3

305 “205.4 These statistics do not tell the full story of land use in the District. For over a century,
306 building height has been regulated by the federal Height of Buildings Act of 1910
307 (Height Act). The Height Act limits building height through a street-width-to- height
308 ratio, restricting the construction of buildings to a maximum height of 130 feet in
309 most of the downtown areas and along major avenues. The result of the Height Act
310 gives the city a distinctive low visual profile. In 2014, following a joint federal-
311 District study of the Height Act, Congress made modest amendments to address
312 penthouse height and use. In addition, there are dozens of federal and local historic
313 districts where capacity for growth is additionally governed. Development proposals
314 must complement the historic district in context-sensitive ways. Many areas that are
315 not “officially” historic also require careful consideration of development proposals
316 to ensure compatibility. 205.4

317 “205.5 These regulations guide development; with substantial room for growth in the District
318 of Columbia. Key opportunities include government lands, underused commercial
319 and industrial sites, and vacant buildings that can be repurposed and/or redeveloped.
320 Sites vary in scale from areas with significant acreage to smaller infill lots. Many
321 opportunities for growth are located east of the Anacostia River. Together, these areas
322 hold the potential for thousands of new units of housing and millions of square feet of
323 office and retail space. 205.5

324 “205.6 While there is substantial room for growth under current zoning, various non-
325 regulatory factors restrict this capacity. In some areas, a real or perceived lack of
326 services, amenities and assets, such as transit, libraries, quality schools, grocery

327 stores, or retail, discourages investment. In other areas, opportunities to develop
328 above existing buildings, such as adding several stories of housing above an existing
329 office or retail building along a commercial corridor are intentionally deferred. In
330 these cases, property owners wait until market conditions make redevelopment more
331 financially lucrative. And, there are sites potentially suitable for additional
332 development through an entitlements process (a Planned Unit Development) that
333 instead are developed “matter-of-right” (to existing zoning standards), forgoing
334 additional capacity. These factors, particularly to the extent they limit housing and
335 affordable housing production or other desired uses, represent missed opportunities
336 for the District to grow inclusively. 205.6

337 “205.7 Fitting such development into the fabric of a mature city creates a number of
338 challenges. One is displacement, a threat that has become more real in the District as
339 the cost of housing and other real estate has increased due to rising demand that has
340 not been met with proportional supply. Displacement not only affects District
341 residents-particularly those of lower income-it also affects businesses, non-profits,
342 and municipal operations that may be displaced by rising rents and land prices. 205.7

343 “205.8 Whether the issue is displacement, the siting of locally undesirable but necessary
344 uses, parking impacts, or threats to neighborhood character and stability, the
345 development or redevelopment of land creates tension in the District of Columbia.
346 This tension will only mount as growth pressures increase, making it even more
347 important to have sound land use policies, urban design processes, and development
348 review procedures that mitigate the effects of the District’s competing and conflicting
349 goals. 205.8

350 “205.9 Figure 2.8 depicts the location of residential development in the city between 2006-
351 2015. Of the 28,955 units of housing added, 88 percent were within a half mile a
352 Metro station area, about 25 percent were located in Central Washington and 15
353 percent were located in Near Northwest. The Mid-City and Rock Creek Park West
354 areas each absorbed about 18 and 3 percent, respectively, of the District’s housing
355 growth. About 12 percent of the new housing units were located east of the Anacostia
356 River in the Far Southeast/Southwest and Far Northeast Southeast Planning Areas.
357 However, some of this housing replaced units that were demolished, resulting in a
358 smaller net increase. 205.9

359 “205.10 Figure 2.8: Housing Development Activity, 2006-2015 205.10

360 “206 HOUSING COST CHANGES

361 “206.1 The rising cost of housing is one of the most pressing and critical issues facing the
362 District and the region. To achieve our goal of an inclusive city, we must meet the
363 challenge of providing housing for a variety of household types, including families,
364 the elderly, and the homeless; for owners and renters; for existing and new residents;
365 workforce housing; and housing affordable at all income levels. Tied in with housing
366 cost issues are deeper concerns about displacement, the impacts of gentrification, and
367 long-term competitiveness. 206.1

368 “206.2 In the District, market rate housing costs have steadily climbed as demand has
369 increased with population growth. Since the economic recovery began in 2010
370 through 2017, the median sales price of single-family homes and condominiums have
371 increased 7.3 and 2.8 percent per year, respectively. Average rents have increased 3.8
372 percent per year. Cost increases are driven by several factors, including: the strong

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

379 “206.3 In general, increased demand has prompted rising rents for older housing units,
380 conversions of rental units to ownership units, and demolition of older buildings for
381 redevelopment. The result has been a reduced supply of less expensive housing and a
382 lower availability of lower cost market rate, or “naturally occurring” affordable
383 housing. The District’s public housing stock is in a state of serious disrepair, and
384 addressing these needs is further hampered by diminished federal funding. In
385 addition, workforce housing to serve the needs of the District’s teachers, nurses,
386 police and fire personnel, and other essential workers must also be considered. 206.3

387 “206.4 For many lower income households, increasing housing costs have become difficult
388 to afford, in part because their income growth has not kept pace with increased costs.
389 Most lower income residents are financially burdened by housing costs, which can
390 lead to displacement from their neighborhood, or even the District. In addition,
391 housing insecurity has negative impacts on household health, school performance, job
392 access, and other indicators of wellbeing. Residents of color are a majority of lower-
393 income households in the District and, therefore, face a disproportionate share of the
394 problems caused by housing insecurity and displacement. 206.4

395 “206.5 Between 2006 and 2017, the supply of rental housing units expanded dramatically,
396 while the supply of affordable units declined. Most of the new units were higher-cost,
397 studio, one, and two bedroom-apartments affordable to households earning at and
398 above median income. During this period, due to new construction and rising rents of
399 existing supply, the total supply of rental units affordable only to those households
400 earning more than 60 percent of the Median Family Income (MFI) increased by
401 almost 44,765. In contrast, the total supply of rental units affordable to households
402 earning less than 50 percent MFI declined by approximately 22,000 units, from
403 72,000 units in 2006 to 50,000 in 2017. At the same time, there was a modest gain of
404 2,500 units affordable to households with incomes between 50 percent and 60 percent
405 of the MFI. Almost 7,000 of the District’s roughly 8,000 public housing units are
406 currently in critical condition or worse, which may lead to a reduction in affordable
407 housing stock for lower-income households. 206.5

408 “206.6 Rising housing costs and decreasing availability of affordable housing are causing
409 more households to be severely burdened, which means their housing costs consume
410 more than 50 percent of household income. In 2017, more than 42,800 households
411 were severely burdened by rental housing costs, while another 32,600 rental
412 households were burdened by housing costs consuming 30 to 50 percent of their
413 income. These households must reduce expenditures on other necessities, such as
414 food and health care. Further, households that are severely burdened by housing costs
415 must often choose between a home that is in a desirable location—close to their
416 community, jobs and/or services—and a home that is more affordable. 206.6

417 “206.7 By comparison, the number of households burdened by ownership costs significantly
418 decreased between 2006 and 2017. This decline is attributable to factors including
419 older, lower-income households selling their homes to the growing number of
420 younger households starting families; as well as high rates of foreclosure during the
421 financial crisis that started in 2008. Lower- and middle-income households wishing to
422 buy a home now have fewer options. This phenomenon may reinforce racial patterns
423 of settlement in the District and/or create additional market pressure on the housing
424 prices in eastern neighborhoods.206.7

425 “206.8 Increasing costs and a decreasing supply of naturally occurring affordable housing are
426 affecting the types of households that are staying in the District. The table below
427 illustrates the change in households by income in the District between 2006 and 2017.
428 The number of extremely low-income households increased by less than 500
429 households even as more of these households became severely burdened by rental
430 housing costs. There was a notable decline in low- and moderate-income households
431 as many residents sold or lost their homes, resulting in a decrease of more than
432 15,600 households in this income range. Finally, the table shows that the number of
433 higher-income households increased by almost 37,600. This data highlights the
434 importance of preserving and developing housing affordable to low and extremely-
435 low income households. 206.8

436 “206.9 Figure 2.9 Net Change in the Number of District Households by MFI: 2006 - 2017
437 206.9

438 “206.10 These patterns of household change have affected the District’s neighborhoods in
439 varied ways. For example, the greatest decline in the number of lower income

440 households was in Capitol Hill and Upper Northeast, whereas the greatest increase in
441 higher income households was in Central Washington. Affordable housing is
442 unevenly distributed across the District. The Rock Creek West area has fewer than
443 500 subsidized affordable units, while areas east of the Anacostia River provide over
444 25,000. -While the need for affordable housing, particularly deeply affordable
445 housing for low- and extremely low-income households, -affects the city, discrete
446 challenges vary at the neighborhood level. 206.10

447 “206.11 The District has taken enormous strides toward strengthening its affordable housing
448 infrastructure. The city has some of the strongest tenant protection provisions in the
449 country; the highest level, per capita, for affordable housing investment; the lowest
450 residential real property tax rate in the region; and provides additional discounts for
451 seniors and renters. It has innovative programs such as tax abatements to stimulate the
452 development of workforce housing. From 2015 to 2018, the District of Columbia has
453 successfully delivered, through subsidy or inclusionary zoning, 5352 new or
454 preserved affordable housing units. The District is also committed to addressing
455 temporary or permanent displacement of residents with programs and policies tailored
456 to community needs. For example, the principles for the District’s New Communities
457 Initiative include: one to one replacement of existing affordable housing, Build First,
458 mixed-income housing, and opportunities for residents to return and/or stay in the
459 community. Still, more systemic work is needed to address the impacts of rapid
460 population growth in the District and across a region that is broadly lacking sufficient
461 affordable housing. 206.11

462 “207 **MOBILITY AND ACCESS CHANGES**

463 “207.1 The Washington region faces significant transportation challenges. While road
464 congestion remains a top issue for many in the region, District residents, commuters
465 and visitors also experience issues with transit capacity and reliability, as buses,
466 railcars, and station platforms are crowded at peak use. The safety and reliability of
467 the region’s transportation system – from Metrorail to pedestrian and cyclist networks
468 – are continuing concerns. Funding to maintain the existing transportation system, let
469 alone expand the system to meet increased demand, is severely constrained. 207.1

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

479 “207.3 The District already has one of the most extensive transit systems in the country and
480 ranks second only to New York in the percentage of residents using transit to go to
481 work. The Metrorail and bus systems complement the city’s radial roadway system
482 and maximize the movement of people across the city. While Metro remains one of
483 the safest and cost-effective means of travel in the region, years of deferred
484 maintenance, have led to problems with safety and reliability requiring sustained
485 investment and new regional approaches to funding. In addition, parts of the Metrorail

486 system are approaching capacity. Many of those who need transit the most, including
487 ~~the poor~~low-income households and those with special needs, do not have equitable
488 access to transportation options~~still face mobility problems~~. Transit often does not
489 connect District residents to jobs in the suburbs, and it may be expensive or difficult
490 to access. 207.3

491 “207.4 At the same time, the District’s multi-modal transportation network has diversified
492 and seen significant improvement, such as protected bicycle lanes, wider sidewalks,
493 signalized crosswalks, the DC Circulator system, the streetcar, and prioritized bus
494 corridors. A good example is the Capital Bikeshare system. Since its creation in
495 2010, the bikeshare system has grown to almost 450 stations and 3,700 bikes across
496 the District and the region. The District also supported infrastructure changes and
497 other strategies to make pedestrian and bicycle environments safer and more
498 accessible. For example, District residents commuting to work by biking or walking
499 increased by 70 percent to over 66,400 commuters from 2006 to 2017. ~~New travel~~
500 ~~options, including car sharing and ride hailing, also have improved access and~~
501 ~~mobility.~~ Car-sharing, ride-hailing, and other new approaches provide additional
502 travel options but also present challenges. 207.4

503 “207.5 The District’s Sustainable DC goals have set targets to reduce the share of commuter
504 trips made by care to 25 percent by 2032, while increasing transit mode share to 50
505 percent and walking and cycling to 25 percent. To further these goals, additional
506 investments will have to made in high capacity transit improvements, an expanded
507 network of bicycle and pedestrian infrastructure, and rethinking of road and curb

508 space. Access to the multimodal transportation network must be equitable across the
509 District. 207.5

510 “207.6 Technological innovations will continue to disrupt how we get around and receive
511 goods and services. Increasingly, people have the technology and services to work
512 from multiple locations, changing commute patterns and workspaces. Private sector
513 firms offering transportation services such as car-sharing, ride-hailing, or scooters
514 have proliferated in the District. Delivery firms are exploring new ways to deliver
515 goods, including sidewalk drones. While ~~N~~new technology platforms can increase
516 allow better informed trip planning and convenient payment methods, convenience for
517 some, research suggests a correlation between ride-hailing and reduced public transit
518 use, increased vehicle miles travelled, and increase traffic injuries and fatalities..

519 Increasingly, people have the technology and services to work from multiple
520 locations, changing commute patterns and workspaces. Serious questions remain
521 about the impact of ~~The~~ widespread adoption of autonomous vehicle technology is
522 potentially revolutionary, and self-driving vehicles are already being tested in the
523 District. These changes result from a demand for alternative transportation modalities
524 to improve mobility, and, ~~While private sector innovation makes these changes~~
525 possible, public policy and regulation are necessary to ensure their implementation is
526 safe, inclusive, accessible, and sustainable. 207.6

527 “207.7 While multi-modality and new technologies are important, most important is linking
528 land use decisions to transportation capacity. Our existing infrastructure primarily
529 accommodates privately owned vehicles, often making it difficult or unsafe to use
530 public transit, bicycles, or walk. Moving forward, our infrastructure must be upgraded

531 and built to provide a multimodal transportation network that is safe and equitably
532 accessed across the District. .207.7

533 **“208 ENVIRONMENTAL CHANGES**

534 “208.1 The District of Columbia was sited to take advantage of the unique environment and
535 landscape at the confluence of the Anacostia and Potomac Rivers. Urbanization over
536 the last 200 years has compromised almost every aspect of this environment, leaving
537 our rivers and streams polluted, air quality that struggles to meet federal standards,
538 and a city where heavy tree cover remains inadequate. On a global level, issues such
539 as greenhouse gas emissions, climate change, sea level rise, and deforestation may
540 have even more far-reaching impacts on the way we live and work in the future.

541 There is a greater potential for increased rainfall and flooding from more damaging
542 storms in the District. Extreme heat conditions are more likely, exacerbated by the
543 city’s urban heat island effect, that disproportionately affect vulnerable residents.

544 208.1

545 “208.2 This Plan incorporates and builds upon the 2018 Sustainable DC 2.0 plan and 2016
546 Climate Ready DC plan. Sustainable DC makes a conscious effort to promote natural
547 resource conservation and environmental sustainability. It incorporates measurable
548 goals such as reducing citywide energy consumption by 50 percent, sending zero
549 solid waste to landfills and reducing total waste generation by 15 percent, and making
550 the Anacostia River fishable and swimmable by 2025. These goals can only be
551 achieved through fundamental changes in the way we live and the way we build.
552 Green building and “low impact development” must be the norm rather than the
553 exception. The concept of sustainability is an important theme for the Comprehensive

554 Plan, including the renewal of brownfield sites, stormwater runoff mitigation,
555 increased use of distributed energy resources like residential solar, and a renewed
556 commitment to environmental justice in all neighborhoods of the city. Climate Ready
557 DC identifies the impacts a changing climate will have upon the District; the risks to
558 infrastructure, public facilities, and neighborhoods; and the actions to take now and in
559 the future to prepare. 208.2

560 “208.3 The challenge and opportunity going forward is to identify and implement new
561 technologies, design and urban development that accommodates population and
562 economic growth, better protect natural resources, minimize future environmental
563 degradation, reduce greenhouse gases, and prepare the city for a changing climate.
564 208.3

565 **“209 TECHNOLOGY CHANGES**

566 “209.1 Technology is rapidly changing how we live, work, and travel and it will continue to
567 shape the District in unexpected ways. Since the 1980s, telecommuting has changed
568 travel patterns; on-line purchases have changed retailing; and e-mail has changed the
569 way business and government operate. For instance, working from home is one of the
570 fastest growing ways employees “commute” to work. Mobile computing, self-driving
571 cars, new construction methods, green technology and other advances will have new
572 and unexpected impacts on our lifestyles, how the city makes development decisions,
573 and the shape of future growth. 209.1

574 “209.2 It is hard to fathom how advancements yet to be made will affect us in the future. The
575 only thing that is certain is that technology will change our lives, with potentially
576 profound spatial impacts. Such change may have more of an impact on Washington

577 than it might in other cities, given the city’s role as a global and intellectual capital.
578 The city is already a center of the information economy and has demonstrated a
579 strong pull for innovators from around the country and the world. In Washington,
580 economic activity is becoming less reliant on a place-based office, with implications
581 for the social spaces where people meet. In addition, the potential decline in demand
582 for high-value office space has fiscal implications for commercial real estate. 209.2

583 “209.3 The District should also ensure its plan for preserving and improving its
584 neighborhoods is evidence-based and data-driven. The District should take advantage
585 of any technologies it possesses that inform public policy. Risk terrain modeling, for
586 example, is a predictive tool that explores the relationship between public safety and
587 certain environmental features, including parks, transportation infrastructure, vacant
588 or blighted properties, and businesses. The model allows the District to identify
589 environmental features that impact public safety, coordinate a targeted response to
590 address those features, and evaluate the success of that response. 209.3

591 “209.4 One aspect of technological change is its potential to deepen economic divides in the
592 city. In 2004, the National Poverty Center reported that 85 percent of the nation’s
593 white children had access to a home computer, compared to just 40 percent of black
594 and Latino children. Recent Census data suggests the District has made significant
595 progress in this area, but gaps remain as effectively 100 percent of white children and
596 89 percent of black children have access to a computer. Access to technology will be
597 an important part of improving the well-being of District residents in the future. This
598 will place a premium on education and training, and an emphasis on providing
599 residents with the skills to use technology and access information. 209.4

600 “209.5 Finally, rapid advances in technology present new opportunities for how the District
601 identifies problems and tests solutions. The ability to collect and analyze large
602 amounts of data from a variety of sources goes well beyond traditional Census data.
603 Many aspects of urban life are now tracked by public or private entities. From bike-
604 share station usage to the deployment of health inspectors based on environmental
605 conditions, a new era of ‘smart cities’ is rising. With it comes an opportunity to
606 monitor, predict and respond quickly to new problems, but it also presents new
607 challenges to information security and maintaining the privacy of our citizenry. A key
608 challenge is to adapt technology to our historic urban city rather than force the city to
609 adapt to technology. 209.5

610 **“210 SECURITY CHANGES**

611 “210.1 Security is not a new concern or challenge in the District of Columbia. As a capital
612 city, we are used to a heightened level of risk and the visibility of extra security
613 personnel. The city’s public spaces, such as the National Mall, routinely attract large
614 crowds for events and First Amendment gatherings that require support. As an urban
615 center, we also face daily concerns about personal safety and crime. But security
616 concerns have taken on a new meaning since 9/11. The attacks on Washington and
617 New York changed the psyche of our city and ushered in an uncertainty about the
618 future that still persists. 210.1

619 “210.2 Since 9/11, we have sought to balance beauty, access, and openness with the need to
620 protect our landmarks, government buildings, officials, workers, residents, and
621 visitors from danger. The federal government has strived to discourage acts of
622 terrorism through the design and management of public spaces and buildings,

623 including the closing of some District streets and retrofitting of major landmarks.
624 Security issues have been cited in decisions to shift the federal workforce to more
625 remote locations. They also have resulted in design standards for federally-leased
626 space that will reverberate through the regional office market for many years to come.

627 210.2

628 “210.3 Washington’s security issues are ongoing and evolving. Indeed, cyber-attacks
629 affecting critical infrastructure and services has emerged as a new threat. As more of
630 the population moves close to our waterways, there are particular security concerns,
631 including access for first responders in areas where public infrastructure is still being
632 improved. The need to balance our desire for safety, accessibility, and aesthetics
633 while maintaining an open, democratic, and resilient society is one of the important
634 challenges that this plan seeks to address by introducing approaches to prepare for,
635 and recover from, events regardless of cause. 210.3

636 **“211 FISCAL CHANGES**

637 “211.1 When the District received limited Home Rule in 1973, it incurred a variety of cost
638 burdens, including the responsibility for providing many services that are typically
639 provided by states. Revenue restrictions also were imposed, including the inability to
640 impose a “commuter tax” on income earned in the city by non-residents. Moreover, a
641 large amount of land in the city is owned by the federal government and therefore not
642 subject to property tax. Indeed, 61 percent of all property in the District is non-
643 taxable, and more than two-thirds of the income earned in the District cannot be
644 locally taxed. These burdens and restrictions are estimated to cost the District well
645 over \$1 billion per year.211.1

646 “211.2 A well-publicized target of adding 100,000 residents to the city’s population, set in
647 2003, as a way to boost the number of taxpaying residents has been largely
648 successful. Economic and population growth has dramatically expanded our tax
649 revenues, and fiscal discipline has improved the District’s credit rating and funded a
650 \$1.3 billion reserve. Growth and an expanded tax base have enabled the District to
651 direct additional resources toward vulnerable populations in need of affordable
652 housing, workforce development, and human services. The District has also worked
653 to increase the income of current residents, which can in turn lift families out of
654 poverty, generate tax revenues, and reduce social service costs. A key component of
655 improving the city’s fiscal health as well as the economic prosperity of its residents is
656 to increase the number of employed residents and thus the economic and tax base of
657 the city. 211.2

658 “211.3 Fortunately, economic growth in the city has helped improve the District’s fiscal
659 standing. In the 1990’s, the District was on the brink of bankruptcy. The situation has
660 improved markedly, as a result of actions taken by the Government of the District of
661 Columbia. Despite the optimistic forecasts of the Comprehensive Plan, there is no
662 guarantee that this good fortune will last. Prudent action and fiscal responsibility are
663 needed to avoid problems should future downturns take place. 211.3

664 “211.4 The District’s fiscal situation will continue to influence land use and economic
665 development choices. It is currently driving the redevelopment of large former federal
666 sites with tax-generating uses, creation of new retail centers that reduce the “leakage”
667 of sales tax dollars to the suburbs, and mixed use development downtown and
668 elsewhere. Such efforts mitigate fiscal challenges but do not eliminate them. The

669 most effective strategies will combine revenue-raising strategies like population and
670 job growth with strategies investing in people – like breaking the cycle of poverty in
671 District neighborhoods. 211.4

672 “211.5 A key consideration is that the city has benefitted from increasing revenues as a result
673 of growth, while not experiencing increasing costs to the same degree. Between 2006
674 and 2016, the city had the ability to grow into its under-utilized infrastructure, such as
675 schools, transit and electrical networks, that had largely been developed and paid for
676 prior to the 1980s. The same cannot necessarily be counted on going forward. Already,
677 significant reinvestment was required to resolve long-deferred maintenance and create
678 high-value assets such as DC Public Schools and libraries. These investments have left
679 the District with a relatively high debt-per-capita level. Moving forward, the District
680 must creatively address infrastructure financing to maintain and build capacity for
681 anticipated future growth. 211.5

682 **“212 GLOBAL CITY, LOCAL CITY**

683 “212.1 One of the most obvious forces influencing planning in the District is the city’s dual
684 role as a world capital and a residential community. There is the Washington of lore,
685 the city of inaugural parades, museums, and monuments-the place that school
686 textbooks describe as “belonging to all of America.” And there is the city most of us
687 know, comprised of neighborhoods, shopping districts, schools, corner stores,
688 churches, and parks. Even the Comprehensive Plan itself is divided into District and
689 Federal Elements, suggesting that federal interests may not always align with the
690 goals of the city’s residents and businesses. 212.1

691 “212.2 The tension between Washington’s global and local roles plays out in a number of
692 ways. Foremost, our citizenry seeks and equal voice in the federal system through
693 statehood, supported by 86 percent of the District’s voters in 2016. Conflicts around
694 fiscal issues and security have already been noted. Issues such as embassy siting,
695 plans for federal lands, funding for Metrorail, and Congressional oversight on local
696 land use and public facility decisions have been the focus of much debate and
697 discussion in the past. The District itself seems partitioned at times, with the federal
698 government functioning as a “city within the city”. 212.2

699 “212.3 Yet in spite of these conflicts, the “federal presence” remains Washington’s most
700 prominent and visible asset. It provides tens of thousands of jobs for District
701 residents, attracts millions of visitors to the city, and sustains cultural institutions that
702 would not otherwise be possible. This influx of workers and visitors contributes to a
703 doubling of the District’s daytime population. It makes Washington an international
704 and multi-cultural center, second only to New York on the eastern seaboard. The
705 federal presence requires that our plans take a broader perspective than the
706 metropolitan region, and approach these tensions between global and local functions
707 with a sense of shared stewardship that benefits all. 212.3

708 “212.4 The District’s role in the world economy has become increasingly important during
709 the past 60 years. In the early 2000’s, the Association of Foreign Investors in Real
710 Estate ranked Washington as the top city in the world for foreign investment for three
711 consecutive years. Foreign investment still plays an important role in many of the
712 District’s revitalization projects. In addition, the Washington region is one of the
713 leading gateways for immigration into the United States. We are home to such

714 institutions as the World Bank and International Monetary Fund. Our emergence as a
715 global center has implications for our communication systems, our transportation and
716 infrastructure needs, our cultural life, and our real estate and development markets.

717 212.4

718 “212.5 These changes create vast potential for increased prosperity. But they also create the
719 threat of disruption and a changing identity for many parts of the city. City plans must
720 clearly articulate the values to be preserved and the people and places to be protected
721 as we contemplate where we as a city hope to be in 25 s and beyond. 212.5

722 “212.6 The city’s visibility is an opportunity to exhibit global leadership. The District has
723 already established its leadership in resilience, sustainability and inclusion through
724 partnerships and participation in initiatives such as the Paris Climate Agreement, the
725 Compact of Mayors, and as the first global city to achieve Leadership in Energy and
726 Environmental Design (LEED) Platinum status. 212.6

727 **“213 PLANNING FOR RESILIENCE AND EQUITY**

728 “213.1 The second Plan amendment cycle incorporates resilience and equity as new cross-
729 cutting themes through which to plan for the District’s future, referencing the 2019
730 Resilient DC plan and other related documents. 213.1

731 “213.2 Resilience in the District is defined as the capacity to thrive amidst challenging
732 conditions by preparing and planning to absorb, recover, and more successfully adapt
733 to adverse events. Resilience planning recognizes the volatility of the forces driving
734 change. Ideally, we want to capitalize on positive impacts, and diminish negative
735 impacts of the forces driving change. 213.2

736 “213.3 Considering shocks and stresses helps to understand the District’s vulnerabilities.
737 Shocks are sudden, acute disasters like storms, flooding, cyber-attacks, or economic
738 crises, such as the 2008 Great Recession. Stresses are ‘slow-burning disasters’ that
739 weaken the city every day and are magnified by shocks: these include poverty,
740 trauma, housing insecurity, and stressed transportation systems. 213.3

741 “213.4 The District’s resilience goals focus on inclusive growth that benefits all residents,
742 preparing for the impacts of climate change, embracing advances in technology while
743 minimizing the negative impacts of change. Ensuring that every neighborhood is safe
744 and our residents are healthy is one way to have a more resilient city. Being more
745 resilient strengthens our collective capacity to thrive in the face of shocks and
746 stresses. Building resilience is about addressing everyday stresses, which not only
747 makes our city more inclusive, but enables the District to recover quicker from
748 catastrophic events. Incorporating resilience into the Comprehensive Plan is critical to
749 achieve our goals. 213.4

750 “213.5 As an example, the stress of poverty, combined with substantial population growth,
751 has created a housing affordability crisis that must be addressed. The need for more
752 housing, and more affordable housing, has become an important policy goal that, if
753 addressed and achieved, will help the city be more resilient. 213.5

754 “213.6 The District seeks to create and support an equitable and inclusive city. Like
755 resilience, equity is both an outcome and a process. Equity exists where all people
756 share equal rights, access, choice, opportunities, and outcomes, regardless of
757 characteristics such as race, class, or gender. Equity is achieved by targeted actions
758 and investments to meet residents where they are, to create equitable opportunities.

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

770 “213.7 Equitable development is a participatory approach for meeting the needs of
771 underserved communities through policies, programs and/or practices that reduce and
772 ultimately eliminate disparities while fostering places that are healthy and vibrant.
773 Equitable development holistically considers land use, transportation, housing,
774 environmental, and cultural conditions, and creates access to education, services,
775 health care, technology, workforce development, and employment opportunities. As
776 the District grows and changes, it must do so in a way that encourages choice, not
777 displacement, and builds the capacity of vulnerable, marginalized, and low-income
778 communities to fully and substantively participate in decision-making processes and
779 share in the benefits of the growth, while not unduly bearing its negative impacts.

780 “213.7 The District must also commit to normalizing conversations about race and
781 operationalizing strategies for advancing racial equity. Racial equity is defined as the

782 moment when “race can no longer be used to predict life outcomes and outcomes for
783 all groups are improved.” 213.7

784 “213.8 ~~Like resilience, racial equity is both an outcome and a process.~~ As an outcome, the
785 District achieves racial equity when race no longer determines one’s socioeconomic
786 outcomes; when everyone has what they need to thrive, no matter where they live or
787 their socioeconomic status; and when racial divides no longer exists between people
788 of color and their white counterparts. As a process, we apply a racial equity lens when
789 those most impacted by structural racism are meaningfully involved in the creation
790 and implementation of the institutional policies and practices that impact the lives,
791 particularly, people of color. Applying this lens also reflects the targeted support to
792 communities of color through policies and programs that are aimed at centering —
793 focusing on their needs and barriers to participate and make informed decisions - their
794 needs and eliminating racial divides, all while taking into account historical trauma
795 and racism. 213.8

796 “213.9 The District’s policies and investments should reflect a commitment to eliminating
797 racial inequities. Addressing issues of equity in transportation, housing, employment,
798 income, asset building, geographical change, and socioeconomic outcomes through a
799 racial equity lens will allow the District to address systemic and underlying drivers of
800 racial inequities. 213.9

801 **“214 **LOOKING FORWARD: GROWTH FORECASTS****

802 “214.1 The forces driving change described in the previous sections suggest a different future
803 for the District of Columbia than was imagined when the 1984 Comprehensive Plan
804 was drafted. The 1984 Plan sought to prepare the city and neighborhoods for a period

805 of long-term population and economic decline. Even the Ward Plans prepared during
806 the early 1990s focused on preventing neighborhood decline and unwanted intrusions.
807 In 2006, the new Comprehensive Plan responded to a different outlook: it anticipated
808 growth. Since then, the District has experienced rapid growth, even as the nation
809 recovered from a major recession. Today, the continued strength of the Washington
810 economy, coupled with transportation and environmental limits to regional
811 expansion, suggest that the city will continue to grow and capture a larger share of the
812 region’s growth in the future than it has in the past. This assumption is bolstered by
813 an unprecedented amount of development in the “pipeline” and joint federal/ District
814 proposals for federal land transfers. 214.1

815 “214.2 Unlike revenue forecasts that often have conservative growth estimates to ensure
816 fiscal responsibility, more optimistic growth assumptions are appropriate in the
817 context of the Comprehensive Plan to ensure adequate provision for future
818 infrastructure, housing, and other development needs. At the same time, a wide array
819 of risk factors are considered that could affect future growth. 214.2

820 “214.3 The growth forecasts used in this Comprehensive Plan are driven by three factors:
821 land supply, demand, and regional growth projections. Unless otherwise noted, values
822 were prepared in 2015-6 by the Office of Planning. Each of these is described below.
823 214.3

824 **“215 LAND SUPPLY**

825 “215.1 Land supply in the District of Columbia includes “pipeline” sites, vacant infill sites,
826 underutilized sites, large sites, and other sites. These categories are mutually
827 exclusive, meaning there is no double counting between them. 215.1

828 “215.2 Pipeline sites are sites where specific development projects are already planned or
829 under construction. Such sites comprise over 1,300 acres in the District. They
830 represent 60,000 housing units and about 42 million square feet of non-residential
831 space. The degree of certainty that these projects will be built by 2030 is relatively
832 high. 215.2

833 “215.3 In 2013, the District undertook a comprehensive analysis of land use capacity as part
834 of its joint study of the Height of Buildings Act with the National Capital Planning
835 Commission. The analysis looked at the unused potential capacity from the
836 development of privately-owned vacant and underutilized sites. Vacant infill sites
837 comprise about 505 acres in the District and are not associated with any particular
838 project or proposal. They are generally less than ten acres and include a mix of
839 privately-owned properties and publicly owned sites. Some 426 acres of this land are
840 residentially zoned, including about 121 acres of multi-family zoned land, and 306
841 acres of land zoned for single family and rowhouses. About 53 vacant acres are
842 commercially zoned and 23 vacant acres are industrially zoned. While vacant lots
843 occur in all parts of the city, about 30 percent of the city’s vacant land is located east
844 of the Anacostia River. 215.3

845 “215.4 Underutilized sites comprise about 849 acres. For the purposes of the Comprehensive
846 Plan, these are defined as Privately owned properties zoned for either multi-family
847 residential, commercial, or industrial uses where the property improvements represent
848 less than 30 percent of the potential built capacity under the Comprehensive Plan’s
849 land use designations and zoning. An example is a one-story storefront on a property
850 where four or more stories are permitted. This does not necessarily mean these uses

851 should be displaced-it simply means the private market will create pressure to replace
852 them over time. The underutilized sites tend to be clustered along mixed-use corridor
853 streets such as Wisconsin, Connecticut, Georgia, Martin Luther King Jr, Nannie
854 Helen Burroughs, and New York Avenues, and Benning Road. 215.4

855 “215.5 Large sites in the District include about a dozen properties or clusters of adjoining
856 properties, with the potential for reuse during the next 20 years. They range in size
857 from 25 acres to over 300 acres. They include sites that already contain extensive
858 development, like DC Village and Reservation 13, and sites that are largely vacant,
859 such as Poplar Point and the McMillan Reservoir Sand Filtration site. These sites hold
860 many possibilities for the future, from large mixed use communities to new parks and
861 open spaces, public facilities, and infrastructure. In total, the large sites represent
862 about 1,500 acres. Some have already been master planned for new uses; The future
863 of other sites has yet to be determined. Some are federally owned, and some are
864 owned by the District. The Office of Planning estimates that federally owned sites
865 will account for less than 10 percent of the District’s job and household growth
866 through 2025. 215.5

867 “215.6 There are many other sites in the District where development could occur. Despite an
868 overall decrease in the number of vacant buildings, some of these buildings can be
869 renovated and others are likely to be demolished and replaced. There are also
870 freeways and railyards where development could occur in the air rights above the
871 existing uses. There are at least four aging housing projects that have been identified
872 as possible “new communities.” 215.6

873 “215.7 Table 2.1 summarizes vacant and underutilized commercial land within the District
874 and provides an estimate of potential additional development that these lands could
875 accommodate based on existing zoning. 215.7

876 “215.8 Table 2.1: Potential Additional Development on Vacant and Underutilized Lands
877 Citywide 215.8

878 **“216 THE COOPERATIVE FORECASTS**

879 “216.1 The Metropolitan Washington Council of Governments (MWCOG) coordinates
880 socio-economic projections for the Washington region. These projections include
881 households, population, and jobs and are expressed in five-year intervals, currently to
882 2045. Projections are made for the region as a whole and for each of its 23
883 jurisdictions. They take into account national economic trends, local demographics,
884 and the local plans and policies of the region’s cities and counties. As part of this
885 effort, the District develops a jurisdiction-level forecast and works with MWCOG to
886 reconcile and balance the forecast with other jurisdictions. 216.1

887 “216.2 At the regional level, the projections have been relatively accurate since the
888 forecasting program began in 1975. Actual growth during the last 40 years has
889 tracked closely with what the forecasts predicted. 216.2

890 “216.3 In 2016, the MWCOG board approved projections showing the region would add 1.4
891 million jobs between 2015 and 2045. The projections further show an addition of
892 640,000 households and 1.5 million residents during this time period. About 29
893 percent of this growth is expected to occur in “outer” suburbs such as Loudoun,
894 Frederick, and Prince William Counties, a significant decrease from the 43 percent
895 share that was forecasted in 2005. The “inner” suburbs of Fairfax, Montgomery, and

896 Prince George’s Counties are expected to maintain their share of growth at about -41
897 percent. The most significant change between the 2006 and 2015 MWCOG forecast
898 is the share of growth in the central jurisdictions of the District, Arlington County,
899 and Alexandria, which has doubled from 15 to 30 percent. The shift in growth from
900 the outer suburbs to the region’s core is healthy land use. 216.3

901 “216.4 Figure 2.9 indicates the location of regional activity centers in the Washington
902 Metropolitan Area. Updated centers were identified cooperatively by jurisdictions in
903 the MWCOG area in 2012. They are intended to provide an organizing framework for
904 directing regional job and housing growth, as articulated in Region Forward,
905 MWCOG’s planning compact. This compact sets goals to guide growth toward the
906 centers, including 75 percent of commercial construction and 50 percent of new
907 households. As the Figure indicates, some of the clusters are more than 40 miles from
908 the District and are larger in land area than all of Central Washington. Since 2006,
909 progress has been made toward these goals. MWCOG estimates that 76 percent of job
910 growth and 65 percent of household growth will occur in the centers. This suggests
911 that urban sprawl and related congestion can be minimized. Expanded coordination in
912 land use and transportation planning among the region’s cities and counties will be
913 essential to keep the region sustainable. 216.4

914 “216.5 Figure 2.10: Regional Activity Clusters 216.5

915 “217 **PROJECTED GROWTH, 2015-2045**

916 “217.1 The District’s growth projections are based on a combination of the regional
917 forecasts, approved and planned development, and land supply estimates. These
918 projections anticipate a greater pace of growth and increased household size than was

919 used in 2006. While many factors may influence these projections, particularly in the
920 out-years, they are intended to ensure the District, through the Comprehensive Plan,
921 is adequately preparing today for future growth. Table 2.2 provides a summary. 217.1
922 “217.2 Table 2.2: Population, Household and Job Forecasts, 2015-2045 217.2
923 “217.3 Because the Census is only taken every 10 years, estimates of population and
924 household growth begin with the 2010 Census as the base, then adjust this using the
925 Census’ Annual Estimates of Population and the American Community Survey. Since
926 2005, these sources have closely matched the District’s own population forecasts.
927 217.3
928 “217.4 The Comprehensive Plan’s household and population forecasts use a supply-side
929 method, which relies on the construction of new square footage of non-residential
930 space and residential units. This newly built space reflects the capacity to absorb net
931 new job and household demand. The Plan’s forecasts begin by tracking the number of
932 housing units in larger new developments as they progress from conceptual plan to
933 completion. Occupancy rates and average household size by building type are applied
934 to each development to estimate the increase in households and the population
935 increase from migration. Net natural increase (births minus deaths) is then added to
936 the population numbers to reflect growth from within the District. Using this method,
937 recent growth is reviewed and five-year growth forecasts through 2030 are provided,
938 as noted in Table 2.2 and described below. 217.4
939 “217.5 Between 2010 and 2015, the District added approximately 30,000 households and the
940 population increased by 70,000. This matched changes in the housing supply from

941 new construction, subdivision of larger units into a greater number of smaller units,
942 and decreases in vacancy to historic lows. 217.5

943 “217.6 The 2015-2020 growth increment consists of actual projects that are now under
944 construction plus a portion of planned projects expected to start construction and
945 reach completion by 2020. The largest share of these projects are rental buildings that
946 will increase the percent of rental households as a share of the District’s overall
947 households. Rental buildings are the largest share of these projects, and that will
948 increase rental households as a share of the District’s overall households. This growth
949 will result in a net gain of about 22,000 households and is expected to increase the
950 city’s population to almost 730,000 by the 2020 census. This assumes that household
951 size will start to increase from 2.11 to 2.13. 217.6

952 “217.7 Growth forecasts for 2020-2025 are based on specific projects that have received a
953 pre-development approval and portions of projects still in more conceptual stages. are
954 still in the planning stages. About 22,000 households are expected to be added during
955 this period, bringing the city’s population to 787,00 by 2025. 217.7

956 “217.8 From 2025 to 2030, the remaining projects that today are in the early conceptual
957 stages of pre-development are expected to deliver and be occupied. During this
958 interval the forecast expects the city to grow by over 21,000 households and 55,000
959 residents for a total of over 362,000 households and 842,000 residents. 217.8

960 “217.9 From 2020 to 2035, a significant portion of the District’s growth is expected to occur
961 on the large sites described earlier in this Element, contributing 14,000 households
962 and 23,000 people. These large sites have significant capacity, but also significant
963 planning and infrastructure needs. Growth from these sites is spread across several

964 time intervals due to site complexity and where they are in the development process.
965 Beyond the large sites, growth is expected to continue on the remaining smaller
966 vacant and underutilized sites, until the District’s population approaches 990,000 and
967 412,000 households by 2045. 217.9

968 “217.10 A forecast of age growth in the population growth, from 2006 to 2025, is now
969 included. Figure 2.10 shows several trends in how the city’s population is anticipated
970 to change by age. First, the large influx of younger, 20-30-year-old individuals who
971 arrived between 2006 and 2016 will age, and as they start families an increase in
972 children is anticipated. In addition, the number of older residents will increase. This
973 age forecast has important implications for how the District will respond to:

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

980 “217.11 Figure 2.11 Forecast of DC Residents by Age: 2015-2025 217.11

981 “217.12 In 2006 the biggest unknown in the forecasts was how the types of households and
982 household size would change. If the District were to lose families and attract only
983 small one- and two-person households, the 2006 plan recognized that the city could
984 add 57,000 households with no gain in population. By incorporating the age forecast
985 with the long-term population forecast in Table 2.2, household size is anticipated to
986 increase from 2.11 to 2.27 from 2015 to 2045. However, this increase will occur only

987 if the District retains its families, keeping both young professionals in the city as they
988 form families, as well as single-or elder-parent led households; and provides a healthy
989 environment for all families in its neighborhoods. Indeed, from 1990 to 2000, the
990 number of families with children in the District declined by 11,000, with an attendant
991 drop in citywide household size. 217.12

992 “217.13 Related factors affecting population forecasts are housing costs, immigration, the cost
993 of daycare, and K-12 school quality. Higher housing costs have already caused
994 families to “double up” in some parts of the city or leave the city for less expensive
995 housing. It may result in adult children returning home or living at home longer.
996 Immigration also may drive increases in household size, as it has in New York, San
997 Francisco, and other gateway cities. Improvement in the District’s public schools and
998 the shift toward universal pre-school has made the city a more attractive place for
999 families with young children. 217.13

1000 “217.14 Unlike the 2006 household and population forecasts, which suggested that the District
1001 of Columbia would capture 10 percent of the region’s growth during 2005-2025, the
1002 Plan now expects the District to gain an increasing share of the region’s population.
1003 By 2045, the District will represent as much as 14 percent of the region’s population.
1004 217.14

1005 “217.15 Employment Growth

1006 “217.16 Employment forecasts track new capacity in proposed development and estimate the
1007 number of jobs each project could contain. The 2010 baseline estimates build on
1008 monthly data reported from the U.S. Bureau of Labor Statistics, InfoUSA, the District
1009 Department of Employment Services, and other sources, with adjustments for self-

1010 employment and military personnel. The forecasts from 2015 to 2030 are largely
1011 based on actual projects under construction in the city, as well as office, retail, hotel,
1012 industrial, and institutional development that is currently planned and in conceptual
1013 stages. These estimates are then compared to forecasts made by the District
1014 Department of Employment Services and other sources. 217.16

1015 “217.17 Beyond 2030, the projections presume a continuation of 2010-2020 trends but at a
1016 slowing rate. Continued growth in the professional, health, and education sectors is
1017 expected, as is growth in the eating and drinking establishment sector, as the
1018 District’s population increases. Between 2010 and 2045, the District is expected to
1019 add 300,000 new jobs, bringing the citywide total to over a million jobs. 217.17

1020 “217.18 The employment forecasts suggest that the District of Columbia will capture 22
1021 percent of the region’s job growth during 2010-2045. By 2045, the District will have
1022 essentially retained its share of the region’s jobs, as it drops slightly from 25 to 24
1023 percent, a significantly higher share than forecast in 2005. 217.18

1024 “217.19 Translating the Forecasts into Demand for Land

1025 “217.20 How much land does it take to accommodate 145,000 housing units and 300,000
1026 jobs? The answer depends on the density of new development. Other factors, such as
1027 the size of housing units, the types of jobs being created, and the amount of land set
1028 aside for parking and open space also weigh in. The diagram at right shows three
1029 scenarios. 217.20

1030 “217.21 The first illustrates the land that would be required for single family homes (at 6 units
1031 per acre) and one-story campus-style office buildings. About 33,000 acres would be
1032 necessary. The second scenario shows land requirements for housing built at row

1033 house densities (25 units per acre), with the jobs housed in five story office buildings.
1034 About 7,000 acres would be required. The third scenario shows land requirements for
1035 housing built at apartment densities of about 125 units per acre, with the jobs housed
1036 in ten-story office buildings. Land consumption drops to under 2,000 acres. 217.21
1037 “217.22 Of course, the diagram simplifies the actual dynamics of how land is used and
1038 developed. It also leaves out land that must be set aside for parks, public facilities,
1039 and infrastructure. The District expects some combination of high, medium, and low-
1040 density development during the next 30 years. However, high land costs and the
1041 scarcity of land in the city make denser development more likely and even
1042 appropriate. 217.22
1043 “217.23 Growth by Planning Area
1044 “217.24 Tables 2.3 and 2.4 show where household and job growth is expected to take place
1045 within the city through 2045. The estimates reflect the location of planned
1046 development projects, vacant and underutilized sites, and Comprehensive Plan land
1047 use designations and policies. 217.24
1048 “217.25 Table 2.3: Projected Distribution of Household Growth by Planning Area 217.25
1049 “217.26 Table 2.4: Projected Distribution of Job Growth by Planning Area 217.26
1050 “217.27 The tables indicate that about 28 percent of the city’s future household growth will
1051 occur in Central Washington and along the Lower Anacostia Waterfront. This reflects
1052 current and expected development in and around Downtown, the North of
1053 Massachusetts Avenue (NoMA) area, the Southwest Waterfront, the Near Southeast,
1054 and on large sites such as Poplar Point. Other areas east of the Anacostia River
1055 represent about 18 percent of the projected total. The Mid-City and Near Northwest

1056 areas also represent a combined total of 14.2 percent, with most of the gain expected
1057 east of 14th Street NW, especially around Howard University, Columbia Heights, and
1058 Shaw. The biggest shift since the 2006 forecast is that the Upper Northeast area is
1059 now expected to accommodate 19.7 percent of the District’s household growth. This
1060 is a result of major land use changes around Union Market, McMillan Reservoir,
1061 Rhode Island Avenue Metro station, and the large number of vacant and underutilized
1062 properties in the Upper Northeast area. Additional data and guidance for each of these
1063 areas is provided in the Area Elements of the Comprehensive Plan. 217.27

1064 “217.28 Employment growth will continue to be concentrated in Central Washington and
1065 along the Anacostia River. These two areas were expected to absorb three-quarters of
1066 the city’s job growth by 2025, principally in places like the South Capitol Street
1067 Corridor, the Southeast Federal Center, and the New York Avenue Metro Station
1068 area. The updated forecast suggests that job growth will be slightly more distributed.
1069 Central Washington and the Anacostia River Waterfront areas are now expected to
1070 absorb 57 percent of job growth. Upper Northeast, especially along the New York
1071 Avenue corridor, is now expected to absorb about 10 percent of the city’s job growth.
1072 Another 14 percent is expected east of the Anacostia River on sites such as St.
1073 Elizabeths and the Minnesota Avenue Metro Station Area. The remaining six
1074 planning areas represent less than 20 percent of the city’s job growth, most associated
1075 with institutional uses and infill office and retail development along corridor streets.

1076 217.28

1077 “217.29 As time unfolds, departures from the District’s forecasts are likely. Future
1078 amendments to the Comprehensive Plan may be considered in response to changing
1079 trends, new projections, and shifting expectations for the future. 217.292

1080 **“218 FROM VISION TO REALITY: GUIDING PRINCIPLES**

1081 “218.1 The earlier sections of this Element provided the context for the Comprehensive Plan.
1082 This section establishes 36 underlying principles for the future that reflect this
1083 context. Most of these principles are based on “A Vision for Growing an Inclusive
1084 City,” the policy framework for the Comprehensive Plan Revision endorsed by the
1085 Council of the District of Columbia in 2004. However, statements from the previous
1086 Comprehensive Plan and other documents that set the frame for more detailed
1087 planning in the District also are incorporated. Policies in each Element of the
1088 Comprehensive Plan elaborate on the city’s commitment to following these
1089 principles. 218.1

1090 “218.2 The principles are grouped into five sections:

- 1091 • Managing Growth and Change
- 1092 • Creating Successful Neighborhoods
- 1093 • Increasing Access to Education and Employment
- 1094 • Connecting the City
- 1095 • Building Green and Healthy Communities. 218.2

1096 “218.3 The principles acknowledge that the benefits and opportunities of living in the
1097 District are not available to everyone equally and that divisions in the city – physical,
1098 social and economic - must be overcome to move from vision to reality. To grow

1099 equitably and achieve racial equity, equity-centered approaches that address the needs
1100 of underserved communities are necessary. 218.3

1101 **“219 MANAGING GROWTH AND CHANGE: GUIDING PRINCIPLES**

1102 “219.1 The District seeks to create and support an equitable and inclusive city. Growth must
1103 be managed equitably to support all District residents, including vulnerable
1104 communities and District protected classes. We must recognize that managing growth
1105 and change includes addressing the historic, structural, and systemic racial inequities
1106 and disenfranchisement of many District residents. And, we must recognize the
1107 importance of longtime businesses, as well as educational and cultural institutions.
1108 An equitable and inclusive city includes access to housing that is healthy, safe, and
1109 affordable for a range of household types, sizes, and incomes in all neighborhoods. A
1110 citywide problem requires citywide solutions – ones that overcome the legacy of
1111 segregation, avoid concentrating poverty, and afford the opportunity to stay in one’s
1112 home and not be displaced.

1113 “219.2 ~~42~~. Change in the District of Columbia is both inevitable and desirable. The key is to
1114 manage change in ways that protect the positive aspects of life in the city and reduce
1115 negatives such as poverty, crime, food deserts, displacement, and homelessness.

1116 219.1

1117 “219.~~23~~ ~~23~~. A city must be diverse to thrive, and the District cannot sustain itself by only
1118 attracting small, affluent households. To retain residents and attract a diverse
1119 population, the city should provide services that support families. A priority must be
1120 placed on sustaining and promoting safe neighborhoods offering health care, quality

1121 education, transportation, child care, parks, libraries, arts and cultural facilities, and
1122 housing for families. 219.2

1123 “219.34 34. Diversity also means maintaining and enhancing the District’s mix of housing
1124 types. Housing should be developed for households of different sizes, including
1125 growing families as well as singles and couples, and for all income levels. 219.3

1126 “219.45 45. The District needs both residential and non-residential growth to survive.
1127 Nonresidential growth benefits residents by creating jobs and opportunities for less
1128 affluent households to increase their income. 219.4

1129 “219.56 56. A large component of current and forecasted growth in the next decade is
1130 expected to occur on large sites that are currently isolated from the rest of the city.
1131 Rather than letting these sites develop as gated or self-contained communities, they
1132 should be integrated into the city’s urban fabric through the continuation of street
1133 patterns, open space corridors and compatible development patterns where they meet
1134 existing neighborhoods. Since the District is landlocked, its large sites must be
1135 viewed as extraordinarily valuable assets. Not all should be used right away-some
1136 should be “banked” for the future. 219.5

1137 “219.67 67. Redevelopment and infill opportunities along corridors and near transit stations
1138 will be an important component of reinvigorating and enhancing our neighborhoods.
1139 Development on such sites must be designed to respect the integrity of stable
1140 neighborhoods and the broader community context, and encourage housing and
1141 amenities for low-income.households, who rely more on transit. Adequate
1142 infrastructure capacity should be ensured as growth occurs. 219.6

1143 “219.78 78. Growth in the District benefits not only District residents, but the region as well.
1144 By accommodating a larger number of jobs and residents, we can create the critical
1145 mass needed to support new services, sustain public transit, and improve regional
1146 environmental quality. 219.7

1147 “220 **CREATING SUCCESSFUL NEIGHBORHOODS: GUIDING PRINCIPLES**

1148 “220.1 9. The District prioritizes equitable participation that enfranchises everyone and builds
1149 people’s long-term capacity to organize to improve their lives and neighborhoods.
1150 Residents and communities should have meaningful opportunities to participate in all
1151 stages of planning, policy, public investment, and development decision-making. The
1152 District has a special responsibility to identify, engage, and build capacity for greater
1153 participation among traditionally underrepresented communities, and will make
1154 additional, targeted efforts to improve services for these communities and promote their
1155 ability to participate on an equal basis with other communities. 220.1

1156 220.2 10. To participate effectively and represent community interests in public processes,
1157 support and build the capacity of civic organizations, Advisory Neighborhood
1158 Commission, residents, businesses and other stakeholders. We should encourage
1159 collaborative, community-led processes that bring together diverse perspectives. These
1160 processes should be clear, open and transparent. Notification procedures should be
1161 timely, provide appropriate information, and allow adequate time to respond. 220.2

1162 “220.43 811. The residential character of neighborhoods must be protected, maintained and
1163 improved. Many District neighborhoods possess social, economic, historic, and
1164 physical qualities that make them unique and desirable places in which to live. As the
1165 District continues to grow, more residents, and those of varied socio-economic

1166 backgrounds, should be accommodated, including the production and preservation of
1167 affordable housing, while using zoning, design, and other means to retain the qualities
1168 that physically characterize these neighborhoods and make them attractive. Zoning
1169 and other means should be used to attract neighborhood serving retail that in turn,
1170 enhances the surrounding residential neighborhood. 220.1

1171 “~~220.42~~ 129. Many neighborhoods include commercial and institutional uses that contribute to
1172 their character. Neighborhood businesses, retail districts, schools, parks, recreational
1173 facilities, houses of worship and other public facilities all make our communities
1174 more livable. These uses provide strong centers that reinforce neighborhood identity
1175 and provide destinations and services for residents. They too must be protected and
1176 stabilized. 220.2

1177 “~~220.35~~ 4013. The recent housing population boom has triggered a crisis of affordability in
1178 the city, creating a hardship for many District residents and changing the character of
1179 neighborhoods. The preservation of existing affordable housing and the production of
1180 new affordable housing, especially for low income and workforce households, are
1181 essential to avoid a deepening of racial and economic divides in the city, and must
1182 occur city-wide to achieve fair housing objectives. Affordable renter-and owner-
1183 occupied housing production and preservation is central to the idea of growing more
1184 inclusively, as is the utilization of tools such as public housing, community land
1185 trusts, and limited equity cooperatives that help keep the costs of land affordable,
1186 particularly in areas with low homeownership rates and those at risk of cost increases
1187 due to housing speculation. 220.53

1188 “220.46 ~~4114~~. The District of Columbia contains many buildings and sites that contribute to
1189 its identity. Protecting historic resources through preservation laws and other
1190 programs is essential to retain the heritage that defines and distinguishes the city.
1191 Special efforts should be made to conserve row houses as the defining element of
1192 many District neighborhoods, and to restore neighborhood “main streets” through
1193 sensitive renovation and updating. 220.64

1194 “220.57 ~~4215~~. Each neighborhood is an integral part of a diverse larger community that
1195 contributes to the District’s identity. Growing an inclusive city means that all
1196 neighborhoods should share in the overall social responsibilities of the community,
1197 including accommodating the overall growth in new residents, housing the homeless,
1198 feeding the hungry, and accommodating the disabled. 220.57

1199 “220.76 ~~4316~~. Enhanced public safety is one of the District’s highest priorities and is vital to
1200 the health of our neighborhoods. The District must continue to improve safety and
1201 security, and ensure timely and high-quality emergency police, fire, and medical
1202 assistance. Moreover, the District must engage in appropriate planning and capital
1203 investments to reduce the likelihood and severity of future emergencies. 220.6

1204 “220.78 ~~4417~~. Confidence in government begins at the neighborhood level. It is built block-
1205 by-block, based on day-to-day relationships and experiences. Meaningful ~~citizen~~
1206 participation and responsive neighborhood services are essential to sustain successful
1207 neighborhoods. 220.78

1208 “220.98 ~~4518~~. Public input in decisions about land use and development is an essential part of
1209 creating successful neighborhoods, from development of the Comprehensive Plan to
1210 every facet of its implementation. 220.89

1211 “220.910 Policies and actions to support neighborhoods cut across many Comprehensive Plan
1212 topics and appear throughout this document. Wherever they may appear, these
1213 policies are underpinned by the common goal of conserving functioning, stable
1214 neighborhoods and improving those that need redirection or enhancement. 220.910

1215 “221 **INCREASING ACCESS TO EDUCATION AND EMPLOYMENT: GUIDING**
1216 **PRINCIPLES**

1217 “221.1 ~~4619~~. Increasing access to jobs and education by District residents is fundamental to
1218 improving the lives and economic well-being of District residents. Quality education
1219 equips students with the skills and tools to succeed. 221.1

1220 “221.2 ~~4720~~. An economically strong and viable District of Columbia is essential to the
1221 economic health and well-being of the region. Thus, a broad spectrum of private and
1222 public growth (with an appropriate level of supporting infrastructure) should be
1223 encouraged. The District’s economic development strategies must capitalize on the
1224 city’s location at the center of the region’s transportation and communication
1225 systems. 221.2

1226 “221.3 ~~4821~~. Increasing access to education is linked to broader social goals such as
1227 increasing access to employment, strengthening families, creating a better future for
1228 the city’s youth, and reducing chronic and concentrated poverty. Therefore, physical
1229 plans for the city must be accompanied by plans and programs to improve our
1230 educational system, improve literacy and job training, ensure access to high-quality
1231 public primary and secondary education in all neighborhoods, and link residents to
1232 quality jobs. 221.3

1233 “221.4 ~~1922~~. The overarching goals of the Comprehensive Plan cannot be achieved without
1234 sustained investment in public school and library facilities. The physical condition of
1235 these facilities must be of good quality before the vision of a more inclusive city can
1236 be truly achieved. 221.4

1237 “221.5 ~~2023~~. Colleges and universities make the District an intellectual capital as well as a
1238 political capital. They are an essential part of the District’s plans to grow its
1239 “knowledge based” economy, improve access to learning, and broaden economic
1240 prosperity for all District residents. Sustaining our colleges and universities is
1241 important, as is protecting the integrity of the communities of which they are a part.
1242 Encouraging access to higher education for all residents is vitally important, as is
1243 locating higher education facilities in neighborhoods currently underserved by such
1244 facilities. 221.5

1245 “221.6 ~~2124~~. Land development policies should be focused to create job opportunities for
1246 District residents. This means that sufficient land should be planned and zoned for
1247 new job centers in areas with high unemployment and under-employment. A mix of
1248 employment opportunities to meet the needs of residents with varied job skills should
1249 be provided. 221.6

1250 “221.7 ~~2225~~. Providing more efficient, convenient, and affordable transportation for
1251 residents to access jobs in the District and in the surrounding region is critical to
1252 achieve the goal of increasing District residents’ access to employment. 221.7

1253 “221.8 ~~2326~~. Downtown should be strengthened as the region’s major employment center, as
1254 its cultural center; as a center for government, tourism and international business; and
1255 as an exciting urban mixed-use neighborhood. Policies should strive to increase the

1256 number of jobs for District residents, enhance retail opportunities, increase the
1257 number of residential units, promote access to Downtown from across the District and
1258 the region, and ensure Downtown’s prominence as the heart of the city. 221.8

1259 “221.9 ~~2427~~. Despite the recent economic resurgence in the city, the District has yet to reach
1260 its full economic potential. Expanding the economy means increasing shopping and
1261 services for many District neighborhoods, particularly east of the Anacostia River,
1262 bringing tourists beyond the National Mall and into the city’s business districts, and
1263 creating more opportunities for local entrepreneurs and small businesses. The
1264 District’s economic development expenditures should help support local businesses
1265 and provide economic benefits to the community. 221.9

1266 **“222 CONNECTING THE CITY: GUIDING PRINCIPLES**

1267 “222.1 ~~2528~~. Increased mobility can no longer be achieved simply by building more roads.
1268 The priority must be on investment in other forms of transportation, particularly
1269 transit. Mobility can be enhanced further by improving the connections between
1270 different transportation modes, improving ~~traveler~~-safety and security of users of all
1271 transportation modes, and increasing system efficiency. 222.1

1272 “222.2 ~~2629~~. Transportation facilities, including streets, bridges, transit, sidewalks, and
1273 paths, provide access to land and they provide mobility for residents and others.
1274 Investments in the transportation network must be equitably distributed, prioritize
1275 safety, access and sustainable transportation, and balance the needs of pedestrians,
1276 bicyclists, transit users, autos and delivery vehicles as well as the needs of residents
1277 and others to move around and through the city. 222.2

1278 “222.3 ~~2730~~. Washington’s wide avenues are a lasting legacy of the 1791 L’Enfant Plan and
1279 are still one of the city’s most distinctive features. The “great streets” of the city
1280 should be reinforced as an element of Washington’s design through transportation,
1281 streetscape, and economic development programs. 222.3

1282 “222.4 ~~2831~~. Connections to and between the city’s celebrated open spaces, such as Rock
1283 Creek Park and the National Mall, should be improved. At the same time, creation of
1284 new parks along the Anacostia River and enhancement of the federal Fort Circle
1285 Parks, should be supported to connect communities and enhance “green
1286 infrastructure” in the city. 222.4

1287 “222.5 ~~2932~~. The District continues to grow in reputation as an international cultural center.
1288 To sustain this growth, it must continue to support a healthy arts and cultural
1289 community through its land use, housing, and economic development policies. The
1290 power of the arts to express the identity of each community while connecting
1291 neighborhoods and residents must be recognized. 222.5

1292 “222.6 ~~3033~~. Residents are connected by places of “common ground,” such as Union Station
1293 and Eastern Market. Such public gathering places should be protected and should be
1294 created in all parts of the city as development and change occurs. 222.6

1295 “222.7 ~~3134~~. The District’s communities are connected by a shared heritage of urban design,
1296 reflecting the legacy of the L’Enfant Plan, the McMillan Plan, the Height Act of
1297 1910, and preservation of much of the historic urban fabric. After more than two
1298 centuries of building, the nation’s capital is still a remarkable place. Urban design and
1299 streetscape policies must retain the historic, majestic, and beautiful qualities that
1300 make Washington unique among American cities. 222.7

1301 “223 **BUILDING GREEN AND HEALTHY COMMUNITIES: GUIDING**
1302 **PRINCIPLES**

1303 “223.1 35. Focus the city’s resilience goals on supporting inclusive growth for all residents,
1304 preparing the city for the impacts of climate change, and embracing advances in
1305 technology, while minimizing the negative impacts of change. 223.1

1306 223.2 ~~3236~~. The site selected for the national capital was characterized by a very special
1307 topography, including hills interlaced with broad rivers and streams. The topography
1308 allowed for the construction of a special collection of buildings that gives the District
1309 a unique profile. This profile has been further protected by local and national
1310 ordinances and must continue to be protected in the future. This should include the
1311 protection of views and vistas and the enhancement of city gateways. 223.~~42~~

1312 “223.~~23~~ ~~3337~~. The earth, water, air, and biotic resources of the District must be protected.
1313 Furthermore, such resources should be restored and enhanced where they have been
1314 degraded by past human activities. In particular, reforestation of the District and
1315 maintenance of its tree cover should be emphasized to sustain the District’s reputation
1316 as one of America’s “greenest” cities. 223.~~23~~

1317 “223.~~34~~ ~~3438~~. As the nation’s capital, the District should be a role model for environmental
1318 sustainability. Building construction and renovation should minimize the use of non-
1319 renewable resources, promote energy and water conservation, encourage the use of
1320 distributed energy resources like rooftop solar, and reduce harmful effects on the
1321 natural environment. 223.~~34~~

1322 “223.~~45~~ ~~3539~~. Planning decisions should improve the health of District residents by reducing
1323 exposure to hazardous materials, improving the quality of surface and groundwater,

1324 and encouraging land use patterns and land uses that reduce air pollution and
1325 facilitate pedestrian and bicycle travel. 223.45
1326 “223.56 3640. The District’s parks and open spaces provide health, recreational,
1327 psychological, aesthetic, and ecological benefits that contribute to the quality of life.
1328 Maintenance and improvement of existing parks, and increased access to open space
1329 and recreation across the city are basic elements of the city’s vision. The District’s
1330 public open spaces should be protected against exploitation, and their recreational and
1331 environmental values should be conserved. 223.56

1332 **“224 PUTTING IT ALL TOGETHER**

1333 “224.1 Taken together, the forces driving change, growth projections, and guiding principles
1334 in the Framework Element provide a foundation for planning the future of the District
1335 of Columbia. The subsequent elements of the Comprehensive Plan following this
1336 Framework Element examine these conditions in much more detail and outline the
1337 journey from vision to reality. 224.1

1338 “224.2 The Comprehensive Plan provides direction to many District agencies in ~~two several~~
1339 important ways. ~~The first~~One way is its role in careful land use decisions that
1340 accommodate growth and ensure that the city is an inclusive and desirable place to
1341 live and work. ~~The second~~Another is through continuing consideration of the plan’s
1342 infrastructure priorities to inform the District’s Capital Improvement Plan. 224.2

1343 “224.3 The Comprehensive Plan and Zoning Regulations are linked in law, and subsequently
1344 in application. A Congressional Act of June 20, 1938 established that zoning
1345 “regulations shall be made in accordance with a comprehensive plan...”. In 1973, the
1346 District of Columbia Home Rule charter included changes to the 1938 Act, as

1347 follows: “Zoning maps and regulations, and amendments thereto, *shall not be*
1348 *inconsistent* with the comprehensive plan for the national capital” (emphasis added).

1349 The relationship between the Comprehensive Plan and the District’s Zoning
1350 Regulations, and how these are used in the city’s development review process, is
1351 described below. 224.3

1352 “224.4 The Comprehensive Plan, which includes a Generalized Policy Map and a Future
1353 Land Use Map, provides generalized guidance. The Generalized Policy Map provides
1354 guidance on whether areas are designated for conservation, enhancement or change,
1355 as explained in Section 225. The Future Land Use Map shows anticipated future land
1356 uses, which may be the same, or different than, the current land uses. Both maps are
1357 part of the adopted Comprehensive Plan and the categories used for each map are
1358 described later in this Framework. 224.4

1359 “224.5 Small Area Plans are prepared with community input, to provide more detailed
1360 planning guidance, and typically are approved by resolution of the Council. Unless a
1361 Small Area Plan has been made binding on the Zoning Commission through its
1362 enactment as part of a Comprehensive Plan amendment, a Small Area Plan provides
1363 only supplemental guidance to the Zoning Commission and it does so only to the
1364 extent it does not conflict with the Comprehensive Plan. 224.5

1365 “224.6 The District of Columbia Zoning Commission is required to use the Comprehensive
1366 Plan in its land use decision-making. The Zoning Commission may amend the
1367 District of Columbia zoning map in two ways, both requiring a finding of “not
1368 inconsistent with the Comprehensive Plan.” The first way is to establish a zone
1369 district for a specific parcel or an area of land. A zone district specifies uses allowed

1370 as a matter-of-right or through a special exception, and development standards such
1371 as maximum density, height, and lot occupancy. 224.6

1372 “224.7 The second way is through a Planned Unit Development (PUD), often for sites that
1373 have more than one parcel or building. The goal of a PUD is to permit development
1374 flexibility greater than specified by matter-of-right zoning, such as increased building
1375 height or density, provided that the project offers a commendable number or quality
1376 of public benefits, and protects and advances the public health, safety, welfare, and
1377 convenience. These public benefits should be lasting and are developed through
1378 discussions between developers, District representatives, Advisory Neighborhood
1379 Commissions, civic organizations, and the community. As part of the PUD process,
1380 the Zoning Commission may include a zoning map amendment for the purpose of the
1381 PUD, which is applicable only for the duration of the PUD, and subject to PUD
1382 conditions. The PUD process is not to be used to circumvent the intent and purposes
1383 of the Zoning Regulations or result in an action inconsistent with the Comprehensive
1384 Plan. In considering whether a PUD is “not inconsistent” with the Comprehensive
1385 Plan, it is appropriate to consider the context of the entire site, such as aggregating
1386 density on one portion so as to increase open space on another portion – achieving an
1387 overall density that is consistent with the Plan. 224.7

1388 “224.8 In its decision-making, the Zoning Commission must make a finding of “not
1389 inconsistent with the Comprehensive Plan.” To do so, the Zoning Commission must
1390 consider the many competing, and sometimes conflicting, policies of the
1391 Comprehensive Plan, along with the various uses, development standards and
1392 requirements of the zone districts. It is the responsibility of the Zoning Commission

1393 to consider and balance ~~these~~those policies relevant and material to the individual
1394 case before it in its decision-making, and clearly explain its decision-making
1395 rationale. 224.8

1396 “224.9 Specific public benefits are determined through each ~~each~~-PUD application and
1397 should respond to critical issues facing the District as identified in the Comprehensive
1398 Plan and through the PUD process itself. In light of the acute need to preserve and
1399 build affordable housing, described in Section 206, and to prevent displacement of
1400 on-site residents, the production of new affordable housing units, above and beyond
1401 existing matter of right limits, and the prevention of permanent displacement of on-
1402 site residents the following should be considered as high-priority public benefits in
1403 the evaluation of residential PUDs:

- 1404 • The production of new affordable housing units above and beyond existing legal
1405 requirements or a net increase in the number of affordable units that exist on-site,
- 1406 • The preservation of housing units made affordable through subsidy, covenant, or
1407 rent control, or replacement of such units at the same affordability level and
1408 similar household size,
- 1409 • The minimizing of unnecessary off-site relocation through the construction of
1410 new units before the demolition of existing occupied units, and
- 1411 • The right of existing residents of a redevelopment site to return to new on-site
1412 units at affordability levels similar to or greater than existing units. 224.9

1413 **“225 GENERALIZED POLICY MAP**

1414 “225.1 Purpose of the Policy Map

1415 The purpose of the Generalized Policy Map is to categorize how different parts of the
1416 District may change between 2005 and 2025. It highlights areas where more detailed
1417 policies are necessary, both within the Comprehensive Plan and in follow-up plans, to
1418 manage this change. 225.1

1419 “225.2 Purpose of the Policy Map

1420 The map should be used to guide land use decision-making in conjunction with the
1421 Comprehensive Plan text, the Future Land Use Map, and other Comprehensive Plan
1422 maps. Boundaries on the map are to be interpreted in concert with these other sources,
1423 as well as the context of each location. 225.2

1424 “225.3 Categories

1425 The Generalized Policy Map identifies the following four different types of areas:
1426 Neighborhood Conservation Areas, Neighborhood Enhancement Areas, Land Use
1427 Change Areas, and Commercial/Mixed Use Areas. Although each area has specific
1428 characteristics, all provide opportunities for future development that advances District
1429 goals and policies. 225.3

1430 “225.4 Neighborhood Conservation Areas

1431 Neighborhood Conservation areas have little vacant or underutilized land. They are
1432 generally residential in character. Maintenance of existing land uses and community
1433 character is anticipated over the next 20 years. Where change occurs, it will typically
1434 be modest in scale and will consist primarily of infill housing, public facilities, and
1435 institutional uses. Major changes in density over current (2017) conditions are not
1436 expected but some new development and reuse opportunities are anticipated, and
1437 these can support conservation of neighborhood character where guided by

1438 Comprehensive Plan policies and the Future Land Use Map. Neighborhood
1439 Conservation Areas that are designated “PDR” on the Future Land Use Map are
1440 expected to be retained with the mix of industrial, office, and retail uses they have
1441 historically provided. 225.4

1442 “225.5 The guiding philosophy in Neighborhood Conservation Areas is to
1443 conserve and enhance established neighborhoods but not preclude development,
1444 particularly to address city-wide housing needs. Limited development and
1445 redevelopment opportunities do exist within these areas. The diversity of land uses
1446 and building types in these areas should be maintained and new development,
1447 redevelopment, and alterations should be compatible with the existing scale, natural
1448 features, and character of each area. Densities in Neighborhood Conservation Areas
1449 are guided by the Future Land Use Map and Comprehensive Plan policies.

1450 Approaches to managing context-sensitive growth in Neighborhood Conservation
1451 Areas may vary based on neighborhood socio-economic and development
1452 characteristics. In areas with access to opportunities, services, and amenities, more
1453 levels of housing affordability should be accommodated. Areas facing housing
1454 insecurity (see Section 206.4) and displacement should emphasize preserving
1455 affordable housing and enhancing neighborhood services, amenities, and access to
1456 opportunities. 225.5

1457 “225.6 Neighborhood Enhancement Areas

1458 Neighborhood Enhancement Areas are neighborhoods with substantial amounts of
1459 vacant and underutilized land. They include areas that are primarily residential in
1460 character, as well as mixed use and industrial areas. Many of these areas are

1461 characterized by a patchwork of existing homes and individual vacant lots, some
1462 privately owned and others owned by the public sector or non-profit developers.
1463 These areas present opportunities for compatible infill development, including new
1464 single family homes, townhomes, other density housing types, mixed use buildings,
1465 and where appropriate, light industrial facilities. Land uses that reflect the historical
1466 mixture and diversity of each community and promote inclusivity should be
1467 encouraged. 225.6

1468 “225.7 The guiding philosophy in Neighborhood Enhancement Areas is to ensure that new
1469 development responds to the existing character, natural features, and existing/planned
1470 infrastructure capacity. New housing should be encouraged to improve the
1471 neighborhood and must be consistent with the land use designation on the Future
1472 Land Use Map and with Comprehensive Plan policies. The unique and special
1473 qualities of each area should be maintained and conserved, and overall neighborhood
1474 character should be protected or enhanced as development takes place. Publicly-
1475 owned open space within these areas should be preserved and enhanced to make these
1476 communities more attractive and desirable. 225.7

1477 “225.8 The main difference between Neighborhood Enhancement and Neighborhood
1478 Conservation Areas is the large amount of vacant and underutilized land that exists in
1479 the Enhancement Areas. Neighborhood Enhancement Areas often contain many acres
1480 of undeveloped lots, whereas Neighborhood Conservation Areas appear to be mostly
1481 “built out.” Existing housing should be enhanced through rehabilitation assistance.
1482 New development in these areas should support neighborhood and city-wide housing

1483 need, reduce crime and blight, and attract complementary new uses and services that
1484 better serve the needs of existing and future residents. 225.8

1485 “225.9 Land Use Change Areas

1486 Land Use Change Areas are areas where change to a different land use from what
1487 exists today is anticipated. In some cases, the Future Land Use Map depicts the
1488 specific mix of uses expected for these areas. In other cases, the Future Land Use
1489 Map shows these sites as “Federal”, indicating the District does not currently have the
1490 authority to develop appropriate plans for these areas, but expects to have this
1491 authority by 2025. 225.9

1492 “225.10 There are more than two dozen Land Use Change Areas identified on the Policy Map.

1493 They include many of the city’s large development opportunity sites, and other
1494 smaller sites that are undergoing redevelopment or that are anticipated to undergo
1495 redevelopment. Together, they represent much of the city’s supply of vacant and
1496 underutilized land. 225.10

1497 “225.11 The guiding philosophy in the Land Use Change Areas is to encourage and facilitate

1498 new development and promote the adaptive reuse of existing structures. Many of
1499 these areas have the capacity to become mixed-use communities containing housing,
1500 retail shops, services, workplaces, parks, and civic facilities. The Comprehensive
1501 Plan’s Area Elements provide additional policies to guide development and
1502 redevelopment within the Land Use Change Areas, including the desired mix of uses
1503 in each area. 225.11

1504 “225.12 As Land Use Change Areas are redeveloped, the District aspires to create high quality
1505 neighborhoods that demonstrate exemplary site and architectural design and

1506 innovative environmental features, compatible with nearby neighborhoods, and
1507 provide significant affordable housing and employment opportunities. Measures to
1508 ensure that public benefits are commensurate with increased density and to avoid and
1509 mitigate ~~any~~ undesirable impacts of development of the Land Use Change Areas upon
1510 adjacent neighborhoods should be required as necessary. Such measures should
1511 prioritize equity by accounting for the needs of underserved communities.225.12

1512 “225.13 Commercial/Mixed Use Areas

1513 The areas identified as commercial or mixed use correspond to the city’s business
1514 districts, many of which form the heart of the city’s neighborhoods. Five categories
1515 are used, defining the physical and economic character of each area along with
1516 generalized long-range conservation and development objectives. The commercial
1517 areas are: “Main Street mixed use corridors,” “neighborhood commercial centers,”
1518 “multi-neighborhood commercial centers”, “regional commercial centers,” and
1519 “central employment area.” All categories allow commercial and residential uses.

1520 225.13

1521 “225.14 Main Street Mixed Use Corridors

1522 These are traditional commercial business corridors with a concentration of older
1523 storefronts along the street. The area served can vary from one neighborhood (e.g.,
1524 14th Street Heights or Barracks Row) to multiple neighborhoods (e.g., Dupont Circle,
1525 H Street, or Adams Morgan). Their common feature is that they have a pedestrian-
1526 oriented environment with traditional storefronts. Many have upper story residential
1527 or office uses. Some corridors are underutilized, with capacity for redevelopment.
1528 Conservation and enhancement of these corridors is desired to foster economic and

1529 housing opportunities and serve neighborhood needs. Any development or
1530 redevelopment that occurs should support transit use and enhance the pedestrian
1531 environment. 225.14

1532 “225.15 Neighborhood Commercial Centers

1533 Neighborhood Commercial Centers meet the day-to-day needs of residents and
1534 workers in the adjacent neighborhoods. The area served by a Neighborhood
1535 Commercial Center is usually less than one mile. Typical uses include convenience
1536 stores, sundries, small food markets, supermarkets, branch banks, restaurants, and
1537 basic services such as dry cleaners, hair cutting, and childcare. Office space for small
1538 businesses, such as local real estate and insurance offices, doctors and dentists, and
1539 similar uses, also may be found in such locations. Many buildings have upper-story
1540 residential uses. 225.15

1541 “225.16 Unlike Main Street Retail Corridors, the Neighborhood Commercial Centers include
1542 both auto-oriented centers and pedestrian-oriented shopping areas. Examples include
1543 Penn Branch Shopping Center on Pennsylvania Avenue, SE and the Spring Valley
1544 Shopping Center on Massachusetts Avenue, NW. New development and
1545 redevelopment within Neighborhood Commercial Areas must be managed to
1546 conserve the economic viability of these areas while allowing additional
1547 development, including residential, that complements existing uses. 225.16

1548 “225.17 Multi-Neighborhood Centers

1549 Multi-neighborhood centers contain many of the same activities as neighborhood
1550 centers but in greater depth and variety. The area served by a Multi-Neighborhood
1551 Center is typically one to three miles. These centers are generally found at major

1552 intersections and along key transit routes. These centers might include supermarkets,
1553 general merchandise stores, drug stores, restaurants, specialty shops, apparel stores,
1554 and a variety of service-oriented businesses. These centers also may include
1555 residential and office space for small businesses, although their primary function
1556 remains retail trade. 225.17

1557 “225.18 Examples of multi-neighborhood business centers include Hechinger Mall, Columbia
1558 Heights, Brentwood, and Skyland Shopping Centers. Mixed-use infill development at
1559 these centers should be encouraged to provide new retail and service uses, and
1560 additional housing and job opportunities. Transit-Infrastructure improvements to
1561 allow safe access by all transportation modes to these centers are also
1562 desirableimportant for increasing equitable access. 225.18

1563 “225.19 Regional Centers
1564 Regional centers have the largest range of commercial functions outside the Central
1565 Employment Area and are likely to have major department stores, many specialty
1566 shops, concentrations of restaurants, movies and other leisure or entertainment
1567 facilities. They typically draw patrons from across the city, as well as patrons from
1568 nearby suburban areas. A large office component is also associated with regional
1569 centers. As with Multi-Neighborhood Centers, infill development at Regional Centers
1570 should provide new retail, entertainment, service uses, additional housing, and
1571 employment opportunities. 225.19

1572 “225.20 These centers are generally located along major arterials and are served by transit, but
1573 may also see typically generate significant demand for parking. Off-street parking
1574 may be provided on a cooperative/shared basis within the area, using both self-

1575 contained and nearby commercial parking lots and garages, while also ensuring
1576 access for other transportation modes. Regional centers are higher in density and
1577 intensity of use than other commercial areas, except downtown. Building height,
1578 massing, and density should support the role of regional centers while scaling
1579 appropriately to development in adjoining communities and should be further guided
1580 by policies in the Land Use Element and the Area Elements. Examples of regional
1581 centers include Friendship Heights and Georgetown. 225.20

1582 “225.21 Central Employment Area

1583 The Central Employment Area is the business and retail heart of the District and the
1584 metropolitan area. It has the widest variety of commercial uses, including but not
1585 limited to major government and corporate offices; retail, cultural, and entertainment
1586 uses; hotels, restaurants, and other hospitality uses; as well as high density residential
1587 uses. The Central Employment Area draws patrons, workers, and visitors from across
1588 the region and consequently, safe access for all transportation modes should be
1589 provided. The Comprehensive Plan’s Land Use and Economic Development
1590 Elements, and the Central Washington Area and Lower Anacostia Waterfront/Near
1591 Southwest Area Elements provide additional guidance, policies and actions related to
1592 the Central Employment Area. 225.21

1593 “225.22 Other Areas

1594 The Generalized Policy Map also identifies parks and open space, land owned by or
1595 under the jurisdiction of the District or federal government, federal lands with federal
1596 buildings, Downtown Washington, and major institutional land uses. The fact that
1597 these areas are not designated as Conservation, Enhancement, or Land Use Change

1598 does not mean they are exempt from the Comprehensive Plan or that their land uses
1599 will remain static. Public parks and public open space will be conserved and carefully
1600 managed in the future. Federal lands are called out to acknowledge the District’s
1601 limited jurisdiction over them but are still discussed in the text of the District
1602 Elements. Downtown includes its own set of conservation, enhancement, and change
1603 areas, described in more detail in the Central Washington Area Element. Much of the
1604 land identified as institutional on the map represents colleges and universities; change
1605 and infill can be expected on each campus consistent with campus plans. Other
1606 institutional sites, including hospitals and religious orders, likewise may see new
1607 buildings or facilities added. Policies in the Land Use and the Educational Facilities
1608 Elements address the compatibility of such uses with surrounding neighborhoods.

1609 225.22

1610 **“226 THE DISTRICT’S FUTURE LAND USE MAP**

1611 “226.1 Maps showing the general distribution and character of future land uses in the city
1612 have been an essential part of the Comprehensive Plan for over half a century. Both
1613 the 1950 and 1967 Comprehensive Plans for the National Capital depicted “high
1614 density”, “moderate density”, and “low density” residential neighborhoods. These
1615 Plans further defined “Local Commercial” areas along many corridor streets, a
1616 “Downtown Commercial” area, and a “Central Federal Employment Area”. The
1617 Maps also called out hospitals, universities, industrial areas, and federal installations.

1618 226.1

1619 “226.2 The District portion of the 1984 Comprehensive Plan-the first Plan of the Home Rule
1620 Era-was initially adopted without a Land Use Map. A set of four large maps was

1621 adopted in 1985, along with the Land Use Element itself. In the years that followed,
1622 the four maps were consolidated into two maps-a Generalized Land Use Map and a
1623 Generalized Land Use Policy Map. 226.2

1624 “226.3 An illustrative “paintbrush” format, reminiscent of those used in the 1950 and 1967
1625 Plans, was initially used for the 1985 Land Use Map. This format was rejected as
1626 being too imprecise and “bloblike.” In subsequent years it was replaced by a map
1627 with more clearly defined edges, although the maps continue to note that these
1628 designations are generalized. The Comprehensive Plan text stipulated that streets and
1629 street names be displayed on the map to ensure its legibility. Its 15 land use categories
1630 were defined in broad terms-typical uses were described, but no density or intensity
1631 ranges were assigned. 226.3

1632 **“227 FUTURE LAND USE MAP AND CATEGORIES**

1633 “227.1 Purpose of the Land Use Map

1634 The Future Land Use Map is part of the adopted Comprehensive Plan and carries the
1635 same legal weight as the Plan document itself. The Map uses color-coded categories
1636 to express public policy for future land uses across the city. The Future Land Use
1637 Map is intended to be used in conjunction with the Comprehensive Plan’s policies
1638 and actions. Preparation of this map is explicitly required by DC Law; its purpose is
1639 to “represent the land use policies set forth in the proposed Land Use Element,” using
1640 “standardized colors for planning maps.” (1-246, D.C. Code). 227.1

1641 “227.2 Each land use category identifies representative zoning districts and states that other
1642 zoning districts may apply. The Zoning Commission, in selecting a zone district such
1643 as through a Planned Unit Development or Zoning Map Amendment, determines if it

1644 is not inconsistent with the Comprehensive Plan. In making this determination for a
1645 selected zone district, the Zoning Commission considers and balances the competing
1646 and sometimes conflicting aspects of the Comprehensive Plan, including the policies
1647 and text; the intent of the Future Land Use Map land use category; and the Future
1648 Land Use Map and Generalized Policy Map. Under the Zoning Regulations, a
1649 proposed Planned Unit Development should not result in unacceptable project impacts
1650 on the surrounding area. 227.2~~Each land use category identifies representative zoning~~
1651 ~~districts and states that other zoning districts may apply. The Zoning Commission, in~~
1652 ~~selecting a zone district, such as through a Planned Unit Development or Zoning Map~~
1653 ~~Amendment, shall determine if it:-~~

1654 ~~Is not inconsistent with the Comprehensive Plan;~~

1655 ~~Meets the intent of the Future Land Use Map land use category;~~

1656 ~~Is generally compatible with the character and scale of the Future Land Use Map land use category~~
1657 ~~when considering the site in total; and~~

1658 ~~Is generally compatible with the physical and visual character of the surrounding neighborhood.~~

1659 ~~227.2~~

1660 227.3 Definitions of Land Use Categories: Sections 227.4 through 227.13 describe the land
1661 use categories depicted on the Future Land Use Map. References herein to density,
1662 scale, use or other features are intended to distinguish generally between the
1663 categories. The Floor Area Ratios in the land use categories do not eliminate the need
1664 for height limits and other dimensional requirements established in the Zoning
1665 Regulations for a particular zone district, although the Zoning Regulations provide
1666 flexibility around such standards for Inclusionary Zoning and Planned Unit

1667 Developments.. The residential and commercial land use categories run a spectrum
1668 from low to high density. It is important to consider the categories in relationship to
1669 each other. For each category, one to three zone districts are listed as illustrative.
1670 Accordingly, other zones may also apply. Some zones may straddle categories,
1671 reflecting the higher end of one category, or the lower end of another. 227.3

1672 “227.34 Definitions of Land Use Categories: Residential Categories.
1673 Four residential categories appear on the Future Land Use Map, ~~as follows:~~ Density
1674 in the residential categories is typically calculated either as the number of dwelling
1675 units per minimum lot area, or as a Floor Area Ratio (FAR). FAR is a ratio between a
1676 building’s total gross floor area and lot area to regulate density. Using this approach,
1677 some aspects of a building may be higher than is characteristic for the land use
1678 category, but still consistent with the category’s density range. Similarly, density on a
1679 portion of a site may be greater, provided the density for the site overall is not
1680 inconsistent with the specified range. 227.34

1681 “227.45 Low Density Residential: This designation is used to define neighborhoods generally,
1682 but not exclusively, suited for single family detached and semi-detached housing
1683 units with front, back, and side yards. The R-1-A, ~~and R-2, R-6 through R-12, R-14,~~
1684 ~~R-15, R-16, R-19, and R-21~~ Zone Districts are zone districts are generally consistent
1685 with the Low Density Residential category, ~~although and~~ other zones may also apply.
1686 227.45

1687 “227.56 Moderate Density Residential: This designation is used to define neighborhoods
1688 generally, but not exclusively, suited for row houses as well as low-rise garden
1689 apartment complexes. The designation also applies to areas characterized by a mix of

1690 single-family homes, 2-4 unit buildings, row houses, and low-rise apartment
1691 buildings. In some neighborhoods with this designation, there may also be existing
1692 multi-story apartments, many built decades ago when the areas were zoned for more
1693 dense uses (or were not zoned at all). Density in moderate density areas is typically
1694 calculated either as the number of dwelling units per minimum lot area, or as a FAR
1695 up to 1.8, although greater density may be possible when complying with
1696 Inclusionary Zoning or when approved through a Planned Unit Development. The -R-
1697 3, ~~R-13, R-17, all RF, RA-1, and RA-2, RA-6, RA-7, RA-8 and RC-1~~ Zone Districts
1698 are ~~generally~~ consistent with the Moderate Density Residential category, ~~although~~
1699 ~~and~~ other zones may also apply. 227.56

1700 “227.67 Medium Density Residential: This designation is used to define neighborhoods or
1701 areas generally, but not exclusively, suited for mid-rise ~~(4-7 stories)~~ apartment
1702 buildings. ~~The reference to stories is general, recognizing that story heights may vary.~~
1703 ~~Pockets of low and moderate density housing may exist within these areas.~~ The
1704 Medium Density Residential designation also may apply to taller residential buildings
1705 surrounded by large areas of permanent open space. Pockets of low and moderate
1706 density housing may exist within these areas. Density typically ranges from 1.8 to
1707 4.0 FAR, although greater density may be possible when complying with
1708 Inclusionary Zoning or when approved through a Planned Unit Development. The
1709 RA-3 Zone Districts ~~are is~~ generally consistent with the Medium Density Residential
1710 ~~designation~~ category, ~~although and~~ other zones may also apply. 227.67

1711 “227.78 High Density Residential: This designation is used to define neighborhoods and
1712 corridors generally, but not exclusively, suited for high-rise ~~(8 stories or more)~~

1713 apartment buildings. ~~The reference to stories is general, recognizing that story heights~~
1714 ~~may vary.~~ Pockets of less dense housing may exist within these areas. Density is
1715 typically greater than a FAR of 4.0, and greater density may be possible when
1716 complying with Inclusionary Zoning or when approved through a Planned Unit
1717 Development. The RA-4, ~~and RA-5, RA-9 and RA-10~~ Zzone Districts are
1718 ~~generally~~ consistent with the High Density Residential ~~designation category,~~ ~~although~~
1719 ~~and~~ other zones may also apply. 227.78

1720 “227.89 Commercial Categories: Four commercial categories appear on the Map, ~~listed below.~~
1721 The predominant use is commercial, with housing permitted in all categories, and
1722 incentivized in all but the High Density category. Although all Commercial
1723 Categories accommodate a mix of uses, a separate category (Mixed Use, defined
1724 ~~below in 227.20~~) is used to identify areas where the mixing of commercial, residential,
1725 and sometimes industrial uses is strongly encouraged. Density is typically calculated
1726 as a Floor Area Ratio (FAR). Using this approach, some aspects of a building may be
1727 higher than is characteristic for the land use category, but still consistent with the
1728 category’s density range. Similarly, density on a portion of a site may be greater,
1729 provided the density for the site overall is not inconsistent with the specified range.

1730 227.89

1731 “227.910 Low Density Commercial: This designation is used to define shopping and service
1732 areas that are generally lower in scale and intensity. Retail, office, and service
1733 businesses are the predominant uses. Areas with this designation range from small
1734 business districts that draw primarily from the surrounding neighborhoods to larger
1735 business districts that draw from a broader market area. Their common feature is that

1736 they are comprised primarily of commercial and mixed-use buildings that range in
1737 density generally up to a FAR of 2.5, with greater density possible when complying
1738 with Inclusionary Zoning or when approved through a Planned Unit Development.~~up~~
1739 ~~to 40 feet, with greater height possible when approved through a Planned Unit~~
1740 ~~Development.~~ The ~~NC-1,~~ MU-3 and MU-4 Zzone Districts are generally consistent
1741 with the Low Density category, although and other zones may also apply. 227.910
1742 “227.4011 Moderate Density Commercial: This designation is used to define shopping and
1743 service areas that are somewhat greater in scale and intensity than the Low-Density
1744 ~~commercial~~ Commercial areas. Retail, office, and service businesses are the
1745 predominant uses. Areas with this designation range from small business districts that
1746 draw primarily from the surrounding neighborhoods to larger business districts uses
1747 that draw from a broader market area. Buildings are larger and/or taller than those in
1748 Low Density Commercial areas. Density typically ranges between a FAR of 2.5 and
1749 4.0, with greater density possible when complying with Inclusionary Zoning or when
1750 approved through a Planned Unit Development~~but generally do not exceed 50 feet,~~
1751 ~~with greater height possible when approved through a Planned Unit Development.~~
1752 The ~~NC zone districts identified as moderate density, MU-4, MU-5 and, MU-7, MU-~~
1753 ~~12, MU-15, MU-17, and MU-24 through MU-27~~ Zzone Districts are representative
1754 of zone districts generally consistent with the Moderate Density category, although
1755 and other zones may also apply. 227.4011
1756 “227.412 Medium Density Commercial: This designation is used to define shopping and
1757 service areas that are somewhat greater in scale and intensity than the Moderate-
1758 Density Commercial areas. Retail, office, and service businesses are the

1759 predominant uses, although residential uses are common. Areas with this designation
1760 generally draw from a citywide market area. Buildings are generally larger and/or
1761 taller than those in ~~moderate~~ Moderate Density commercial Commercial areas.
1762 Density typically ranges between a FAR of 4.0 and 6.0, with greater density possible
1763 when complying with Inclusionary Zoning or when approved through a Planned Unit
1764 Development, but generally do not exceed 80-90 feet in height, with greater height
1765 possible when approved through a Planned Unit Development. The MU-8 and MU-10
1766 NC zone districts identified as medium density, MU-5 through MU-8, MU-10, MU-
1767 13, MU-16, MU-18, MU-19, MU-22, MU-23 Zone Districts are generally consistent
1768 with the Medium Density category, although and other zones may also apply.

1769 227.4212

1770 “227.4213 High Density Commercial: This designation is used to define the central employment
1771 district, other major office centers, and other commercial areas with the greatest scale
1772 and intensity of use in the District. Office and mixed office/retail buildings with
1773 densities greater than a FAR of 6.0 greater than 90 feet in height are the predominant
1774 use, although high-rise residential and many lower scale buildings (including historic
1775 buildings) are interspersed. The MU-6, MU-9, MU-30, and the D-3, and D-6
1776 zone Zone Districts (except the D-1 and D-2) are generally consistent with the High
1777 Density category, although and other zones may also apply. 227.4213

1778 “227.4314 Production, Distribution, and Repair (PDR): The Production, Distribution, and Repair
1779 (PDR) category is used to define areas characterized by manufacturing, warehousing,
1780 wholesale and distribution centers, transportation services, food services, printers and
1781 publishers, tourism support services, and commercial, municipal, and utility activities

1782 which may require substantial buffering from housing and other noise-, air pollution-
1783 and light-sensitive uses. This category is also used to denote railroad rights-of-way,
1784 switching and maintenance yards, bus garages, and -uses related to the movement of
1785 freight, such as truck terminals. It is important to ensure adequate, appropriate land is
1786 provided for these PDR uses that are critical to supporting the retail, transportation
1787 and service needs of the city. A variety of zone districts apply within PDR areas,
1788 recognizing the different intensities of use and impacts generated by various PDR
1789 activities. The corresponding Zone ~~District~~ category is PDR, and the present density
1790 and height limits set in these districts are expected to remain for the foreseeable
1791 future. ~~Other districts may also apply where the PDR map designation is striped with~~
1792 ~~other land uses. In an area striped to include PDR, development must include PDR~~
1793 ~~space, and on sites containing existing PDR space the amount of PDR space on-site~~
1794 ~~should be substantially preserved. The present density and height limits set in these~~
1795 ~~districts are expected to remain for the foreseeable future.~~ 227.1314

1796 “227.1415 Public and Institutional Categories:

1797 Four public and institutional land use categories appear on the Map, as follows:

1798 227.1415

1799 “227.1516 Federal: This designation includes land and facilities owned, occupied and used by
1800 the federal government, excluding parks and open space. Uses include military bases,
1801 federal government buildings, the International Chancery Center, federal hospitals,
1802 museums, and similar federal government activities. The “Federal” category
1803 generally denotes ownership and federal use. Land with this designation is generally
1804 not subject to zoning. In the event federal interests on any given federal site

1805 terminate, zoning for these areas should be established in a manner that is consistent
1806 with Comprehensive Plan policies. 227.~~45~~16

1807 “227.~~46~~17 Local Public Facilities: This designation includes land and facilities occupied and
1808 used by the District of Columbia government or other local government agencies
1809 (such as WMATA), excluding parks and open space. Uses include public schools
1810 including charter schools, public hospitals, government office complexes, and similar
1811 local government activities. Other non-governmental facilities may be co-located on
1812 site. While included in this category, local public facilities smaller than one acre-
1813 including some of the District’s libraries, police and fire stations, and similar uses-
1814 may not appear on the map due to scale. Zoning designations vary depending on
1815 surrounding uses. 227.~~46~~17

1816 “227.~~47~~18 Institutional: This designation includes land and facilities occupied and used by
1817 colleges and universities, large private schools, hospitals, religious organizations, and
1818 similar institutions. While included in this category, smaller institutional uses such as
1819 churches are generally not mapped, unless they are located on sites that are several
1820 acres in size. Zoning designations vary depending on surrounding uses. Institutional
1821 uses are also permitted in other land use categories. 227.~~47~~18

1822 “227.~~48~~19 Parks, Recreation, and Open Space: This designation includes the federal and District
1823 park systems, including the National Parks, such as the National Mall; the circles and
1824 squares of the L’Enfant city and District neighborhoods; settings for significant
1825 commemorative works, certain federal buildings such as the White House and the
1826 U.S. Capitol grounds, and museums; and District-operated parks and associated
1827 recreation centers. It also includes permanent open space uses such as cemeteries,

1828 open space associated with utilities such as the Dalecarlia and McMillan Reservoirs,
1829 and open space along highways such as Suitland Parkway. This category includes a
1830 mix of passive open space (for resource conservation and habitat protection) and
1831 active open space (for recreation). While included in this category, parks smaller than
1832 one acre-including many of the triangles along the city’s avenues-may not appear on
1833 the map due to scale. Zoning designations for these areas vary. The federal parklands
1834 are generally unzoned, and District parklands tend to be zoned the same as
1835 surrounding land uses. 227.~~1819~~

1836 “227.~~1920~~ Mixed Use Categories: The Future Land Use Map indicates areas where the mixing
1837 of two or more land uses is especially encouraged. The particular combination of uses
1838 desired in a given area is depicted in striped patterns, with stripe colors corresponding
1839 to the categories defined on the previous pages. A Mixed Future Land Use Map
1840 designation should not be confused with the Mixed Use (MU) zoning districts,
1841 although they frequently apply to the same area or parcel of land. The Mixed Use
1842 Category generally applies in the following circumstances:

- 1843 a. Established, pedestrian-oriented commercial areas which also include
1844 substantial amounts of housing, typically on the upper stories of buildings
1845 with ground floor retail or office uses;
- 1846 b. Commercial corridors or districts which may not contain substantial amounts
1847 of housing today, but where more housing is desired in the future. The
1848 pattern envisioned for such areas is typically one of pedestrian-oriented
1849 streets, with ground floor retail or office uses and upper story housing;

1850 c. Large sites (generally greater than 10 acres in size), where opportunities for
1851 multiple uses exist but a plan depicting the precise location of these uses has
1852 yet to be prepared; and

1853 d. Development that includes residential uses, particularly affordable housing,
1854 and residentially compatible industrial uses, typically achieved through a
1855 Planned Unit Development or in a zone district which allows such a mix of
1856 uses., although there should be no net loss of potential onsite PDR capacity.

1857 227.1920

1858 “227.2021 The general density and intensity of development within a given Mixed Use area is
1859 determined by the specific mix of uses shown. If the desired outcome is to emphasize
1860 one use over the other (for example, ground floor retail with three stories of housing
1861 above), the Future Land Use Map may note the dominant use by showing it at a
1862 slightly higher density than the other use in the mix (in this case, “Moderate Density
1863 Residential/Low Density Commercial). The Comprehensive Plan Area Elements may
1864 also provide detail on the specific mix of uses envisioned. 227.2021

1865 “227.2122 It should also be acknowledged that because of the scale of the Future Land Use Map
1866 and the fine-grained pattern of land use in older parts of the city, many of the areas
1867 shown purely as “Commercial” may also contain other uses, including housing.
1868 Likewise, some of the areas shown as purely “Residential” contain existing incidental
1869 commercial uses such as corner stores or gas stations, or established institutional uses
1870 such as places of worship. The “Mixed Use” designation is intended primarily for
1871 larger areas where no single use predominates today, or areas where multiple uses are
1872 specifically encouraged in the future. 227.2122

1873 “227.~~222~~223 A variety of zoning designations are used in Mixed Use areas, depending on the
1874 combination of uses, densities, and intensities. All zone districts formerly identified
1875 as commercial, SP, CR and Waterfront were renamed as MU zone districts in 2016,
1876 and are considered to be mixed use. Residential uses are permitted in all of the MU
1877 zones, however, so many Mixed Use areas may have MU zoning. 227.~~222~~223

1878 **“228 GUIDELINES FOR USING THE GENERALIZED POLICY MAP AND THE**
1879 **FUTURE LAND USE MAP**

1880 “228.1 The Generalized Policy Map and Future Land Use Map are intended to provide
1881 generalized guidance for development and conservation decisions, and are considered
1882 in concert with other Comprehensive Plan policies. Several important parameters,
1883 defined below, apply to their use and interpretation.

1884 a. The Future Land Use Map is not a zoning map. Whereas zoning maps are
1885 parcel-specific, and establish detailed requirements and development standards
1886 for setbacks, height, use, parking, and other attributes, the Future Land Use Map
1887 is intended to be “soft-edged” and does not follow parcel boundaries and its
1888 categories do not specify allowable uses or development standards. By
1889 definition, the Future Land Use Map is to be interpreted broadly and the land
1890 use categories identify desired objectives.

1891 b. The Future Land Use Map is a generalized depiction of intended uses in the
1892 horizon year of the Comprehensive Plan, roughly 20 years in the future. It is
1893 not an “existing land use map,” although in many cases future uses in an area
1894 may be the same as those that exist today.

1895 c. While the densities within any given area on the Future Land Use Map
1896 reflect all contiguous properties on a block, there may be individual
1897 buildings that are larger or smaller than these ranges within each area.
1898 Similarly, the land use category definitions describe the general character of
1899 development in each area, citing typical ~~building heights~~Floor Area Ratios as
1900 appropriate. The granting of density bonuses (for example, through Planned
1901 Unit Developments or Inclusionary Zoning) may result in heights-density
1902 that exceed the typical ranges cited here. ~~Except in the R and RF zone~~
1903 ~~districts, the zoning regulations use “Floor Area Ratios” which set a ratio~~
1904 ~~between a building’s total gross floor area and lot area to regulate density.~~
1905 ~~With this approach, buildings may be higher than is characteristic for the~~
1906 ~~land use category, but still consistent with the category’s density. Similarly,~~
1907 ~~density on a portion of a site may be greater, while provided the density for~~
1908 ~~the site as a whole is consistent with the designation.~~
1909 d. The zoning of any given area should be guided by the Future Land Use Map,
1910 interpreted in conjunction with the text of the Comprehensive Plan, including
1911 the Citywide Elements and the Area Elements.
1912 e. The designation of an area with a particular Future Land Use Map category
1913 does not necessarily mean that the most intense zoning district described in
1914 that category is automatically permitted. And, even if a zone is not identified
1915 in a category, it can be permitted as described in Section 227.2. A range of
1916 densities and intensities applies within each category, and the use of different
1917 zone districts within each category should reinforce this range. There are

1918 many more zone districts than there are Comprehensive Plan land use
1919 categories. Multiple zone districts should continue to be used to distinguish
1920 the different types of low- or moderate-density residential development
1921 which may occur within each area.

1922 f. Some zone districts may be compatible with more than one Comprehensive
1923 Plan Future Land Use Map designation. As an example, the MU-4 zone is
1924 consistent with both the Low Density Commercial and the Moderate Density
1925 Commercial designation, depending on the prevailing character of the area
1926 and the adjacent uses.

1927 g. The intent of the Future Land Use Map is to show use rather than ownership.
1928 However, in a number of cases, ownership is displayed to note the District's
1929 limited jurisdiction. Specifically, non-park federal facilities are shown as
1930 "Federal" even though the actual uses include housing and industry (e.g.,
1931 Bolling Air Force Base), offices (e.g., the Federal Triangle), hospitals (e.g.,
1932 Veteran's Administration), and other activities. Similarly, the "Local Public
1933 Facility" designation includes high-impact uses such as solid waste transfer
1934 stations and stadiums, as well as low-impact uses such as schools. Other
1935 maps in the Comprehensive Plan are used to show the specific types of
1936 public uses present in each area.

1937 h. The Map does not show density or intensity on institutional and local public
1938 sites. If a change in use occurs on these sites in the future (for example, a
1939 school becomes surplus or is redeveloped), the new designations should be
1940 generally comparable in density or intensity to those in the vicinity, unless

1941 otherwise stated in the Comprehensive Plan Area Elements or an approved
 1942 Campus Plan.

1943 i. Streets and public rights-of-way are not an explicit land use category on the
 1944 Future Land Use Map. Within any given area, the streets that pass through
 1945 are assigned the same designation as the adjacent uses.

1946 j. Urban renewal plans remain in effect for parts of the District of Columbia,
 1947 including Shaw, Downtown, and Fort Lincoln. These plans remain in effect
 1948 and their controlling provisions must be considered as land use and zoning
 1949 decisions are made.

1950 k. If a development or redevelopment requires discretionary approvals, the
 1951 developer must address the permanent, offsite displacement of residents and
 1952 businesses.

1953 l. Finally, the Future Land Use Map and the Generalized Policy Map can be
 1954 amended. The Comprehensive Plan is intended to be a dynamic document
 1955 that is periodically updated in response to the changing needs of the city.
 1956 Requests to amend the maps can be made by residents, property owners,
 1957 developers, and the District itself. In all cases, such changes require formal
 1958 public hearings before the DC Council, and ample opportunities for formal
 1959 public input. The process for Comprehensive Plan amendments is described
 1960 in the Implementation Element. 226.1

1961 **“229 INVESTING FOR AN INCLUSIVE CITY**

1962 “229.1 Investing in adequate, well-maintained public facilities and infrastructure that meet
 1963 the needs of a growing city will help implement the Comprehensive Plan and fulfill

1964 our vision of an inclusive city. Public facilities and infrastructure offer vital services
1965 to residents, businesses and visitors. They shape and enhance the public realm;
1966 provide affordable housing; contribute to health, wellness, and quality of life; support
1967 economic growth; and advance the District as a smart, sustainable, and resilient city.

1968 229.1

1969 “229.2 Public facility and infrastructure investments should address three priorities: reach
1970 and maintain a state of good repair; add capacity necessary to meet the needs of
1971 growth; and address the forces driving change to successfully respond to future
1972 opportunities and challenges. Capital investments that incorporate sustainable,
1973 resilient, and high-quality design features and respond to emerging technologies make
1974 the District a more attractive, efficient place to live and work, and will pay future
1975 dividends by reducing costs to public health and the environment. These investments
1976 ensure that the city’s transportation, housing at various income levels,
1977 communications, energy, water, and wastewater systems adequately serve the needs
1978 of the District, and that education, public safety, and health and wellness facilities
1979 effectively and efficiently deliver high-quality services to residents, workers and
1980 visitors. 229.2

1981 “229.3 The District must use its resources and assets strategically to advance the well-being
1982 of all residents. When a development project depends on public subsidies, surplus
1983 land, and/or entitlements such as Zoning Map or Future Land Use Map amendments,
1984 Planned Unit Developments, variances, and tax abatements, the District should
1985 leverage the enhanced value of the land that results. The enhanced value shall meet the
1986 equity needs of DC’s neighborhoods in the form of deeply affordable housing and

1987 other priorities detailed in the Comprehensive Plan. The leverage can take the form of
 1988 deeply affordable housing units in excess of the Inclusionary Zoning requirements, tax
 1989 increment financing, special assessment cash contributions or increased tax rates, or
 1990 other tools supported by the Comprehensive Plan. As an example, transit infrastructure
 1991 investments, such as a new station, should be aligned with land use policies that
 1992 support uses, densities, and connections that support transit-oriented development. The
 1993 primary goal of this equity leveraging effort is to ensure that land use policies and
 1994 actions align with the public investment and that District residents’ interests are
 1995 balanced with the developers’ interests. 229.3

1996 “229.34 Public and private infrastructure and facilities within in the District include:

- 1997 • Over 1,100 miles of streets, 2401 bridges, 1650 signalized intersections, and
- 1998 70,000 streetlights;
- 1999 • 40 stations and 38 miles of track within the regional Metrorail system;
- 2000 • 87.9 miles of bicycle lanes, with 44 miles added since 2010, and 290 Capital
- 2001 Bikeshare stations
- 2002 • Approximately 400 miles of fiber optic cable;
- 2003 • Over 40,000 subsidized affordable rental units;
- 2004 • “236 traditional public and private charter schools, 26 public libraries,
- 2005 approximately 370 parks, and recreation facilities, and 60 public safety facilities;
- 2006 • Over 2,200 miles of electrical cable and related substations;
- 2007 • Over 2,300 miles of natural gas pipelines; and
- 2008 • Over 1,300 miles of drinking water pipes and 1,800 miles of sewer lines, with

2009 pumping stations. 229.3

2010 “229.45 Since the adoption of the 2006 Comprehensive Plan, the District and other entities
2011 undertook a variety of important facility and infrastructure investments to improve
2012 the quality of life for District residents. These investments have largely replaced
2013 aging infrastructure, improved existing facilities, or addressed environmental
2014 problems; however, few investments have actually expanded capacity to meet the
2015 city’s growing needs. Between 2006 and 2016, the city rehabilitated existing
2016 infrastructure such as schools, transit and electrical networks that were largely
2017 developed prior to the 1980's. The city benefitted from the increasing tax revenues
2018 from growth while not experiencing the costs of expanding infrastructure to the same
2019 degree. The same cannot be said going forward. Increasingly, further population and
2020 job growth will require investments in new capacity. 229.45

2021 “229.56 The Forecast of DC Residents by Age in Figure 2.10 provides an example of
2022 increased demand: the District can expect more than 21,000 additional school-age
2023 children and another 7,000 infants and toddlers by 2025. DC Public Schools has
2024 capacity, but not necessarily in the neighborhoods expected to have the greatest
2025 growth in children. Other public and private infrastructure has investment needs to
2026 address both deferred maintenance and upgrade out-of-date facilities before
2027 investments can be made to expand capacity. The Metro transportation system,
2028 facilities for municipal fleets, and the electrical grid are only a few examples of where
2029 new investments are necessary to meet the growing needs of the city. 229.56

2030 “229.67 Forecasted growth will occur with competing priorities, rising costs, uncertain federal
2031 resources, and limited borrowing capacity. This will challenge the District to seek

2032 new ways of delivering the underlying structural supports that serve the residents and
2033 businesses of the city. Adding to the complexity, the District must function as a city,
2034 county, and a state, along with serving as the nation’s capital and the seat of the
2035 federal government. These are unique challenges not experienced by any other
2036 municipality in our nation. 229.67

2037 “229.7-8 The District’s Capital Improvement Plan (CIP) is the official plan for making
2038 improvements to public facilities and infrastructure over a six-year horizon. The 2006
2039 Comprehensive Plan strengthened the linkage between the Plan and the CIP.
2040 Proposed projects are now evaluated for consistency with the Comprehensive Plan
2041 and other District policies and priorities. As a result, the Comprehensive Plan
2042 became a guide for capital investments, leading to greater coordination across
2043 agencies doing public facilities planning; and the development of review criteria for a
2044 more objective and transparent process. 229.7-8

2045 “229.89 Recognizing the difficulty of developing an appropriate capital plan to support the
2046 District’s needs, within the resources available, the District has implemented a new
2047 modeling tool called the Capital Asset Replacement Scheduling System (CARSS).
2048 The tool provides a set of mechanisms and models that: enable the District to
2049 inventory and track all assets; uses asset condition assessments to determine the
2050 needs and timing for replacement; provides a tool to then prioritize and rank the
2051 associated capital projects, both new and maintenance projects; and then determine
2052 the funding gap and assess the impact on out-year budgets from insufficient capital
2053 budget. 229.89

2054 “229.910—The current FY 2017 – 2022 CIP allocates approximately \$6.3 billion to a wide range
2055 of capital projects in the District, including maintenance, replacement, or upgrade of
2056 vehicular fleets for police, fire and emergency medical services; street, sidewalks and
2057 alley infrastructure; and public buildings and facilities, such as schools, recreation
2058 centers, parks, health and wellness facilities, and police, fire and government
2059 administration buildings. 229.910

2060 “229.110 The District also uses a 15-year Long-Range Capital Financial Plan to estimate the
2061 replacement needs of aging assets, evaluate how population growth will require
2062 expansion of existing infrastructure and facilities, and determine the District's fiscal
2063 capacity to fund these projects. This long-range plan was conducted in 2016 and
2064 included an analysis that estimated a capital budget shortfall of approximately \$4.2
2065 billion through 2022. This gap includes unfunded new capital projects needed to
2066 support the growing population and unfunded capital maintenance of existing assets.
2067 229.10

2068 “229.412 Perhaps the most significant challenge the District faces to meet the needs of growth
2069 is an already relatively high debt per capita. District law requires that annual debt
2070 service be no more than 12 percent of general fund expenditures. This means the city
2071 has limited capacity to borrow funds for new long-term investments. Going forward,
2072 the District must consider innovative ways to deliver and finance infrastructure,
2073 perhaps learning from other parts of the country experiencing rapid growth similar to
2074 that of the District's. 229.412

2075 “229.4213 The District has already begun the process. The Long-Range Capital Financial Plan
2076 represents a more rigorous and efficient analysis of capital needs and fiscal capacity.

2077 On large sites with significant infrastructure needs such as the Wharf along the
2078 Southwest Waterfront, the District is using tools like tax increment financing or
2079 payments in lieu of taxes to fund the needed infrastructure for the projects. The
2080 District recently created an Office of Public Private Partnerships which is charged
2081 with building collaborations between the private sector and District government to
2082 design, build, fund, operate, and/or maintain key infrastructure and facility projects.
2083 The Office is exploring ideas such as co-location of private sector uses on District
2084 owned land and social impact bonds to fund new local public facilities. All are
2085 important steps, but more is needed to fully invest in an inclusive city. 229.~~4213~~”

2086 Sec 3. Residential zoning guidance

2087 Upon submission of amendments to the Land Use Element of the Comprehensive Plan,
2088 the Office of Planning shall provide to the Council additional guidance on the following:

2089 (1) Options for increasing the variety of housing types in areas zoned for single-
2090 family detached and semi-detached housing; and

2091 (2) The implications on equity and affordability of allowing small multifamily
2092 buildings in all residential zones.

2093 Sec. 4. Fiscal impact statement.

2094 The Council adopts the fiscal impact statement in the committee report as the fiscal
2095 impact statement required by section 4a of the General Legislative Procedures Act of 1975,
2096 approved October 16, 2006 (120 Stat. 2038; D.C. Official Code § 1-301.47a).

2097 Sec. 5. Effective date.

2098 (a) This act shall take effect following approval by the Mayor (or in the event of veto by
2099 the mayor, action by the Council to override the veto), a 30-day period of Congressional review

2100 as provided in section 602(c)(1) of the District of Columbia Home Rule Act, approved December
2101 24, 1973, (87 Stat. 813; D.C. Official Code § 1-206.02(c)(1)), and publication in the District of
2102 Columbia Register.

2103 (b) No District element of the Comprehensive Plan for the National Capital shall take
2104 effect until it has been reviewed by the National Capital Planning Commission as provided in
2105 Section 2(a) of the National Capital Planning Act of 1052, as amended by section 2013 of the
2106 District of Columbia Home Rule Act, approved December 24, 1973 (87 Stat. 779; D.C. Official
2107 Code § 2-1002(a)) and Section 423 of the District of Columbia Home Rule Act approved
2108 December 24, 1973 (87 Stat. 792; D.C. Official Code § 1-204.23).