

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

1350 Pennsylvania Avenue, NW, Washington, DC 20004

DRAFT

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**TO:** All Councilmembers

**FROM:** Chairman Phil Mendelson  
Committee of the Whole

**DATE:** November 16, 2021

**SUBJECT:** Report on PR 24-380, the “Comprehensive Plan Future Land Use Map and Generalized Policy Map Approval Resolution of 2021”

The Committee of the Whole, to which PR 24-380, the “Comprehensive Plan Future Land Use Map and Generalized Policy Map Approval Resolution of 2021” was referred, reports favorably thereon and recommends approval by the Council.

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**I. BACKGROUND AND NEED**

On October 1, 2021, PR 24-380, the “Comprehensive Plan Future Land Use Map and Generalized Policy Map Approval Resolution of 2021” was introduced by Chairman Mendelson at the request of the Mayor to approve the updated District of Columbia Future Land Use Map and Generalized Policy Map transmitted by the Mayor pursuant to the Comprehensive Plan Amendment Act of 2021.

On May 18, 2021, the Council adopted Bill 24-1, the Comprehensive Plan Amendment Act of 2021 on final reading. The plan was reviewed by the National Capital Planning Commission on July 1, 2021 and it found that the plan will not have a negative impact on the interests or functions of the federal establishment in the National Capital. The legislation completed its 30-day Congressional Review on September 24, 2021.

The Comprehensive Plan amendments contained in Bill 24-1 updated various policies with regard to land use and planning in the District. In addition to those policies, the plan contains two

maps – a Future Land Use Map and a Generalized Policy Map. The purpose of the Future Land Use Map is to represent the land use policies contained in the proposed Land Use Element using color-coded categories to express public policy for future land uses across the city and is intended to be used in conjunction with the Comprehensive Plan’s policies and actions. The purpose of the Generalized Policy Map is to categorize how different parts of the District may change between 2005 and 2025, highlighting areas where more detailed policies are necessary, both within the Comprehensive Plan and in follow-up plans.

Bill 24-1 contained 53 amendments to the Future Land Use map from what was proposed in the introduced version of the plan, and 7 amendments to the Generalized Policy Map. It also had a requirement that the Office of Planning transmit updated versions of the maps reflecting those amendments to the Council by resolution for the Council’s approval. Previous comprehensive plan amendment legislation also contained this approval provision, and the last two map amendments were approved by the Council with additional changes contained in the approval resolution.<sup>1</sup> However, the Committee worked closely with the Office of Planning after final passage of the plan to ensure that the maps transmitted would reflect all changes adopted in the legislation. Moreover, the Committee shared the proposed maps to Council offices for their review. The Committee identified no inconsistencies with the amendments contained in the comprehensive plan legislation, thus there are no changes directed in the committee print.

Pursuant to the process laid out in the comprehensive plan legislation, the Committee finds that the maps transmitted by the Office of Planning accurately reflect all of the amendments put forward by the Council and recommends approval of the maps which will be published by the Office of Planning as the official Comprehensive Plan.

## II. LEGISLATIVE CHRONOLOGY

October 1, 2021	PR 24-380, the “Comprehensive Plan Future Land Use Map and Generalized Policy Map Approval Resolution of 2021” is introduced by Chairman Mendelson at the request of the Mayor.
October 5, 2021	PR 24-380 is officially read at a regularly scheduled Legislative Meeting and referred to the Committee of the Whole.
October 8, 2021	Notice of Intent to Act on PR 24-380 is published in the <i>DC Register</i> .
October 8, 2021	Notice of a public hearing on PR 24-380 is published in the <i>DC Register</i> .
November 3, 2021	The Committee of the Whole holds a hearing on PR 24-380.
November 16, 2021	The Committee of the Whole marks up PR 24-380.

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<sup>1</sup> See Resolution 19-698, Resolution 14-112.

### III. POSITION OF THE EXECUTIVE

Anita Cozart, Deputy Director, Community Planning and Design, Office of Planning testified on behalf of the Executive that the Office of Planning updated the maps to reflect the future land use and policy designations approved by the Council.

### IV. COMMENTS OF ADVISORY NEIGHBORHOOD COMMISSIONS

The Committee received no testimony or comments from Advisory Neighborhood Commissions.

### V. SUMMARY OF TESTIMONY

The Committee of the Whole held a public hearing on PR 24-380 on Wednesday, November 3, 2021. Copies of written testimony are attached to this report.

*Chris Williams, DC Grassroots Planning Coalition*, testified that the underlying maps exacerbate racial inequity and displacement, and called on the Zoning Commission to implement a racial equity framework.

*William Jordan, Public Witness*, testified that past development projects have not created enough affordable housing and that the underlying maps exacerbate displacement.

*Anita Cozart, Deputy Director, Community Planning and Design, Office of Planning*, testified on behalf of the Executive in support of the resolution. Her testimony is attached and also summarized above.

The Committee received no other testimony or comments in opposition to PR 24-380.

### VI. IMPACT ON EXISTING LAW

PR 24-380 has no impact on existing law. D.C. Official Code § 1-306.02(f)<sup>2</sup> requires the Mayor to transmit the Future Land Use Map and the Generalized Policy Map to the Council within 90 days of the effective date of Bill 24-1. The Council is then required to hold a public hearing to determine if the maps conform to the amendments made by the Council. If the Council determines that the maps conform as required, it shall approve the maps by resolution.

### VII. FISCAL IMPACT

Funds are sufficient in the fiscal year 2022 through fiscal year 2025 budget and financial plan to implement the provisions of the proposed legislation.

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<sup>2</sup> Comprehensive Plan Act of 1984, effective April 10, 1984 (D.C. Law 5-76).

## VIII. RACIAL EQUITY IMPACT

PR 24-038 has a negligible impact on racial equity in the District of Columbia.

## IX. SECTION-BY-SECTION ANALYSIS

<u>Section 1</u>	States the short title of PR 24-380.
<u>Section 2</u>	Approves the maps as transmitted by the Mayor.
<u>Section 3</u>	Adopts the Fiscal Impact Statement.
<u>Section 4</u>	Establishes the effective date by stating the standard 30-day congressional review language.

## X. COMMITTEE ACTION

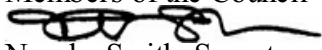
## XI. ATTACHMENTS

1. PR 24-380 as introduced.
2. Written Testimony.
3. Racial Equity Impact Assessment for PR 24-380.
4. Fiscal Impact Statement for PR 24-380.
5. Legal Sufficiency Determination for PR 24-380.
6. Committee Print for PR 24-380.

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

Memorandum

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To : Members of the Council  
  
From : Nyasha Smith, Secretary to the Council  
Date : Monday, October 4, 2021  
Subject : Referral of Proposed Legislation

Notice is given that the attached proposed legislation was introduced in the Office of the Secretary on Friday, October 01, 2021. Copies are available in Room 10, the Legislative Services Division.

TITLE: "Comprehensive Plan Future Land Use Map and Generalized Policy Map Approval Resolution of 2021", PR24-0380

INTRODUCED BY: Chairman Mendelson, at the request of Mayor

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

Attachment  
cc: General Counsel  
Budget Director  
Legislative Services



**MURIEL BOWSER**  
**MAYOR**

October 1, 2021

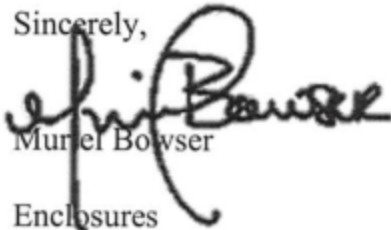
The Honorable Phil Mendelson, Chairman  
Council of the District of Columbia  
John A. Wilson Building  
1350 Pennsylvania Avenue, NW  
Suite 504  
Washington, DC 20004

Dear Chairman Mendelson:

Enclosed for the consideration and approval by the Council of the District of Columbia is the proposed Comprehensive Plan Future Land Use Map and Generalized Policy Map Resolution of 2021. This resolution and the accompanying maps are submitted in accordance with Section 2(b) of the Comprehensive Plan Amendment Act of 2021 ("Act"). The purpose of this resolution is to approve the Comprehensive Plan Future Land Use Map and Generalized Policy Map, which the Office of Planning has updated to reflect the changes described in Sections 2(a)(4) and (5) of the Act.

As you know, the approval of the updated maps will culminate the Comprehensive Plan amendment process, which is critical to advancing the District's priorities around housing, equity, and resilience. I urge the Council to promptly approve this resolution.

Sincerely,

  
Muriel Bowser

Enclosures



Chairman Phil Mendelson  
at the request of the Mayor

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A PROPOSED RESOLUTION

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IN THE COUNCIL OF THE DISTRICT OF COLUMBIA

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To approve the updated District of Columbia Future Land Use Map and Generalized Policy Map transmitted by the Mayor pursuant to the Comprehensive Plan Amendment Act of 2021.

RESOLVED, BY THE COUNCIL OF THE DISTRICT OF COLUMBIA, That this resolution may be cited as the “Comprehensive Plan Future Land Use Map and Generalized Policy Map Approval Resolution of 2021”.

Sec. 2. The Council of the District of Columbia approves the updated District of Columbia Future Land Use Map and Generalized Policy Map, dated XXXX, transmitted by the Mayor pursuant to Section 2(b) of the Comprehensive Plan Amendment Act of 2021, effective September XXXX, 2021 (D.C. Law XXXX; D.C. Official Code § 1-306.02(f)) (“Act”). These maps conform to the requirements of the Act.

Sec. 3. The Council adopts the fiscal impact statement of the Chief Financial Officer as the fiscal impact statement required by Section 602(c)(3) of the District of Columbia Home Rule Act, approved December 24, 1973 (87 Stat. 813; D.C. Code § 1-206.02(c)(3)).

Sec. 4. The Secretary to the Council shall transmit a certified copy of this resolution, upon its adoption, each to the Director of the Office of Planning and the Director of the Office of Zoning.

Sec. 5. This resolution shall take effect immediately.



# Comprehensive Plan Generalized Policy Map Proposed Amendments

## Status of this Map

This draft map reflects the land use designations approved in Bill 24-1 and is subject to DC Council review and approval after Bill 24-1 becomes effective.

## Purpose

The purpose of the Generalized Policy Map is to categorize how different parts of the District may change between 2005 and 2025. It highlights areas where more detailed policies are necessary, both within the Comprehensive Plan and in follow-up plans, to manage this change. The map should be used to guide land-use decision-making in conjunction with the Comprehensive Plan text, the Future Land Use Map, and other Comprehensive Plan maps. Boundaries on this map are to be interpreted in concert with these other sources, as well as the context of each location.

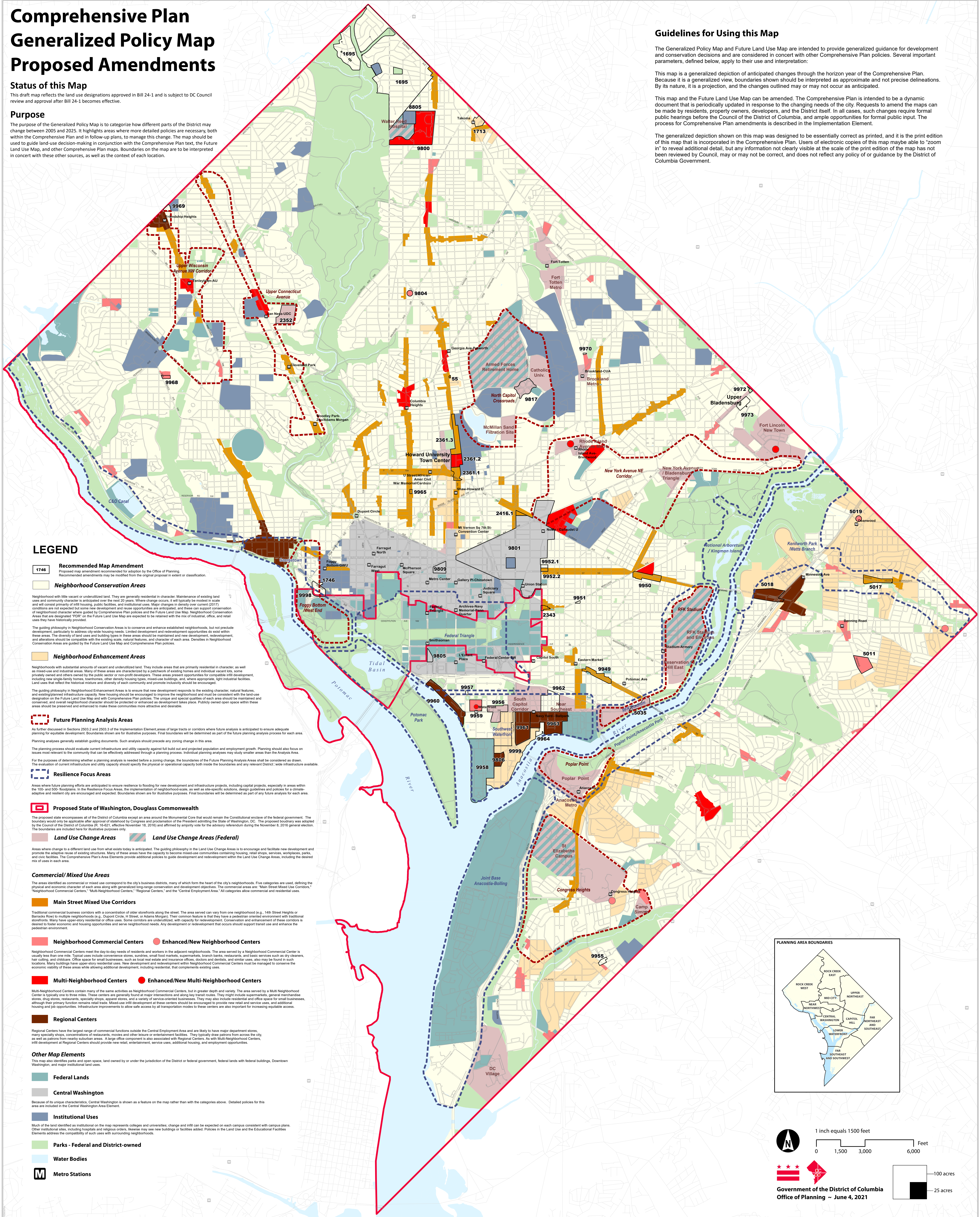
## Guidelines for Using this Map

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

This map is a generalized depiction of anticipated changes through the horizon year of the Comprehensive Plan. Because it is a generalized view, boundaries shown should be interpreted as approximate and not precise delineations. By its nature, it is a projection, and the changes outlined may or may not occur as anticipated.

This map and the Future Land Use Map can be amended. The Comprehensive Plan is intended to be a dynamic document that is periodically updated in response to the changing needs of the city. Requests to amend the maps can be made by residents, property owners, developers, and the District itself. In all cases, such changes require formal public hearings before the Council of the District of Columbia, and ample opportunities for formal public input. The process for Comprehensive Plan amendments is described in the Implementation Element.

The generalized depiction shown on this map was designed to be essentially correct as printed, and it is the print edition of this map that is incorporated in the Comprehensive Plan. Users of electronic copies of this map may be able to "zoom in" to reveal additional detail, but any information not clearly visible at the scale of the print edition of the map has not been reviewed by Council, may or may not be correct, and does not reflect any policy of or guidance by the District of Columbia Government.



## LEGEND

### 1748 Recommended Map Amendment

Proposed map amendment recommended for adoption by the Office of Planning. Recommended amendments may be modified from the original proposal in extent or classification.

### Neighborhood Conservation Areas

Neighborhood with little vacant or underutilized land. They are generally residential in character. Maintenance of existing land uses and community character is anticipated over the next 20 years. Where changes in density over current (2017) conditions are not expected but some new development and reuse opportunities are anticipated, and these can support conservation of neighborhood character where guided by Comprehensive Plan policies and the Future Land Use Map. Neighborhood Conservation Areas that are designated "NCA" on the Future Land Use Map are expected to be related with the mix of industrial, office, and retail uses they have historically provided.

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

### Neighborhood Enhancement Areas

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

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

### Future Planning Analysis Areas

As further discussed in Sections 2503.2 and 2503.3 of the Implementation Element, areas of large tracts or corridors where future analysis is anticipated to ensure adequate planning for equitable development. Boundaries shown are for illustrative purposes. Final boundaries will be determined as part of the future planning analysis process for each area. Planning analyses generally establish guiding documents. Such analysis should precede any zoning change in this area.

The planning process should evaluate current infrastructure and utility capacity against full build out and projected population and employment growth. Planning should also focus on issues most relevant to the community that can be effectively addressed through a planning process. Individual planning analyses may study smaller areas than the Analysis Area.

For the purposes of determining whether a planning analysis is needed before a zoning change, the boundaries of the Future Planning Analysis Areas shall be considered as drawn. The evaluation of current infrastructure and utility capacity should specify the physical or operational capacity both inside the boundaries and any relevant District-wide infrastructure available.

### Resilience Focus Areas

Areas where future planning efforts are anticipated to ensure resilience to flooding for new development and infrastructure projects, including capital projects, especially in areas within the 100- and 500-year floodplains. In the Resilience Focus Areas, the implementation of neighborhood-scale, as well as site-specific solutions, design guidelines and policies for a climate-adaptive and resilient city are encouraged and expected. Boundaries shown are for illustrative purposes. Final boundaries will be determined as part of any future analysis for each area.

### Proposed State of Washington, Douglass Commonwealth

The proposed state encompasses all of the District of Columbia except an area around the Monumental Core that would remain the Constitutional enclave of the federal government. The boundary would only be applicable after approval of statehood by Congress and proclamation of the President admitting the State of Washington, DC. The proposed boundary was adopted by the Council of the District of Columbia (C-18-021) effective November 18, 2018) and affirmed by majority vote for the advisory referendum during the November 8, 2016 general election. The boundaries are included here for illustrative purposes only.

### Land Use Change Areas

### Land Use Change Areas (Federal)

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

### Commercial/Mixed Use Areas

The areas identified as commercial or mixed use correspond to the city's business districts, many of which form the heart of the city's neighborhoods. Five categories are used, defining the physical and economic character of each area along with generalized long-range conservation and development objectives. The commercial areas are: "Main Street Mixed Use Corridors," "Neighborhood Commercial Centers," "Multi-Neighborhood Centers," "Regional Centers," and the "Central Employment Area." All categories allow commercial and residential uses.

### Main Street Mixed Use Corridors

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

### Neighborhood Commercial Centers

### Enhanced/New Neighborhood Centers

Neighborhood Commercial Centers meet the day-to-day needs of residents and workers in the adjacent neighborhoods. The area served by a Neighborhood Commercial Center is usually less than one mile. Typical uses include convenience stores, sundries, small food markets, supermarkets, branch banks, restaurants, and basic services such as dry cleaners, hair cutting, and childcare. Office space for small businesses, such as local real estate and insurance offices, doctors and dentists, and similar uses, also may be found in such locations. Many buildings have upper-story residential uses. New development and redevelopment within Neighborhood Commercial Centers must be managed to conserve the economic viability of these areas while allowing additional development, including residential, that complements existing uses.

### Multi-Neighborhood Centers

### Enhanced/New Multi-Neighborhood Centers

Multi-Neighborhood Centers contain many of the same activities as Neighborhood Commercial Centers, but in greater depth and variety. The area served by a Multi-Neighborhood Center is typically one to three miles. These centers are generally found at major intersections and along key transit routes. They might include supermarkets, general merchandise stores, drug stores, restaurants, specialty shops, apparel stores, and a variety of service-oriented businesses. They may also include residential and office space for small businesses, although their primary function remains retail trade. Mixed-use infill development at these centers should be encouraged to provide new retail and service uses, and additional housing and job opportunities. Infrastructure improvements to allow safe access by all transportation modes to these centers are also important for increasing equitable access.

### Regional Centers

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

### Other Map Elements

This map also identifies parks and open space, land owned by or under the jurisdiction of the District or federal government, federal lands with federal buildings, Downtown Washington, and major institutional land uses.

### Federal Lands

### Central Washington

Because of its unique characteristics, Central Washington is shown as a feature on the map rather than with the categories above. Detailed policies for this area are included in the Central Washington Area Element.

### Institutional Uses

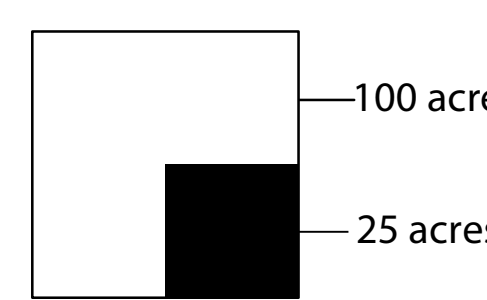
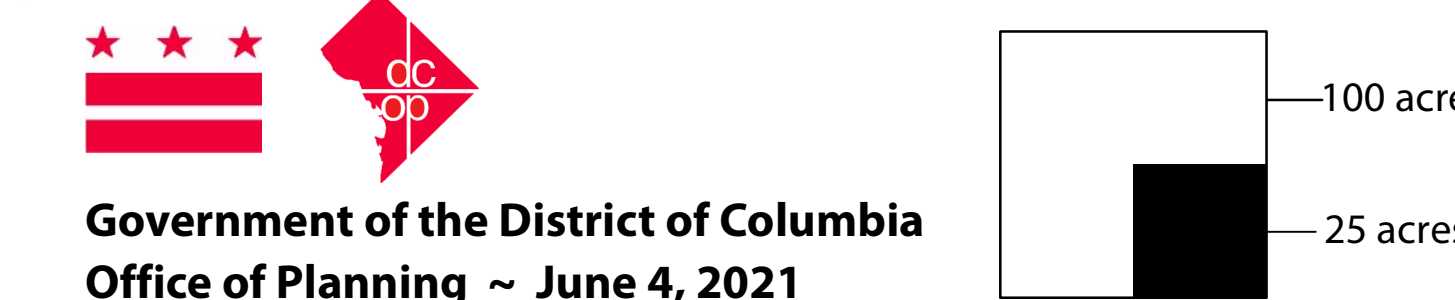
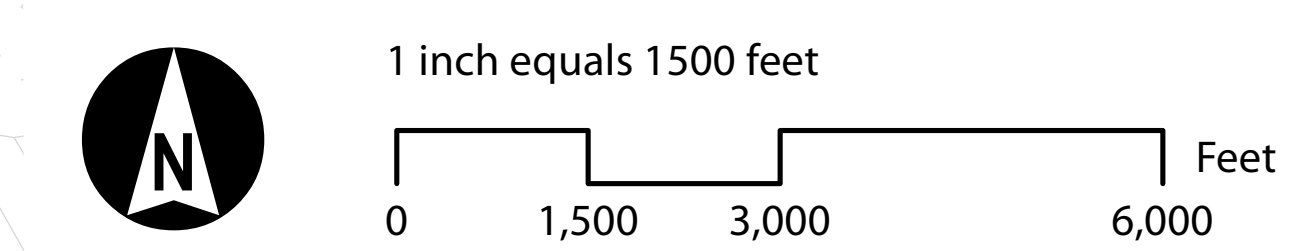
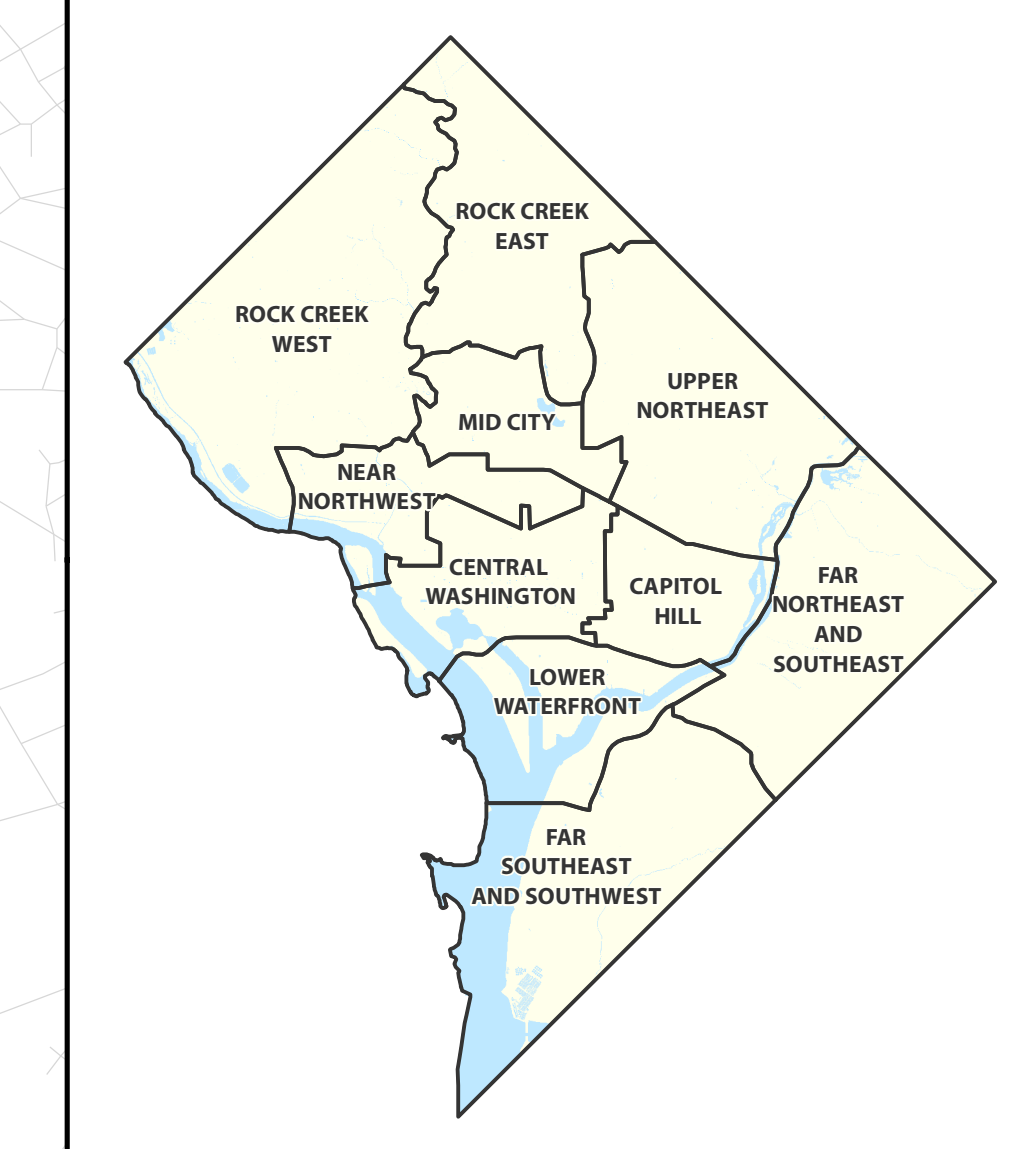
Much of the land identified as institutional on the map represents colleges and universities; change and infill can be expected on each campus consistent with campus plans. Other institutional sites, including hospitals and religious orders, likewise may see new buildings or facilities added. Policies in the Land Use and the Educational Facilities Elements address the compatibility of such uses with surrounding neighborhoods.

### Parks - Federal and District-owned

### Water Bodies

### Metro Stations

### PLANNING AREA BOUNDARIES



# Comprehensive Plan Future Land Use Map Proposed Amendments

## Status of this Map

This draft map reflects the land use designations approved in Bill 24-1 and is subject to DC Council review and approval after Bill 24-1 becomes effective.

## Purpose

This map uses color-coded categories to express public policy for future land uses across the city. The Future Land Use Map is intended to be used in conjunction with the Comprehensive Plan's policies and actions. The purpose of this map is to represent the land use policies contained in the proposed Land Use Element.

## Guidelines for Using this Map

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

The Future Land Use Map depicts the intended land use for an area generally. It is not a zoning map. A zoning map is parcel-specific and establishes detailed requirements and development standards for setbacks, height, use, parking, and other attributes. In contrast, the Future Land Use Map does not follow parcel boundaries, and its categories do not specify allowable uses or development standards. By definition, this map is to be interpreted broadly and the land use categories identify desired objectives.

The map envisions intended uses for the horizon year of the Comprehensive Plan. It is not an "existing land use map," although in many cases future uses in an area may be the same as those that exist today.

While the densities within any given area on this map reflect all contiguous properties on a block, there may be individual buildings that are larger or smaller than these ranges within each area.

The zoning of any given area should be guided by this map, interpreted in conjunction with applicable guidance from the text of the Comprehensive Plan, including the Citywide Elements and the Area Elements.

Some zone districts may be compatible with more than one Comprehensive Plan Future Land Use Map designation.

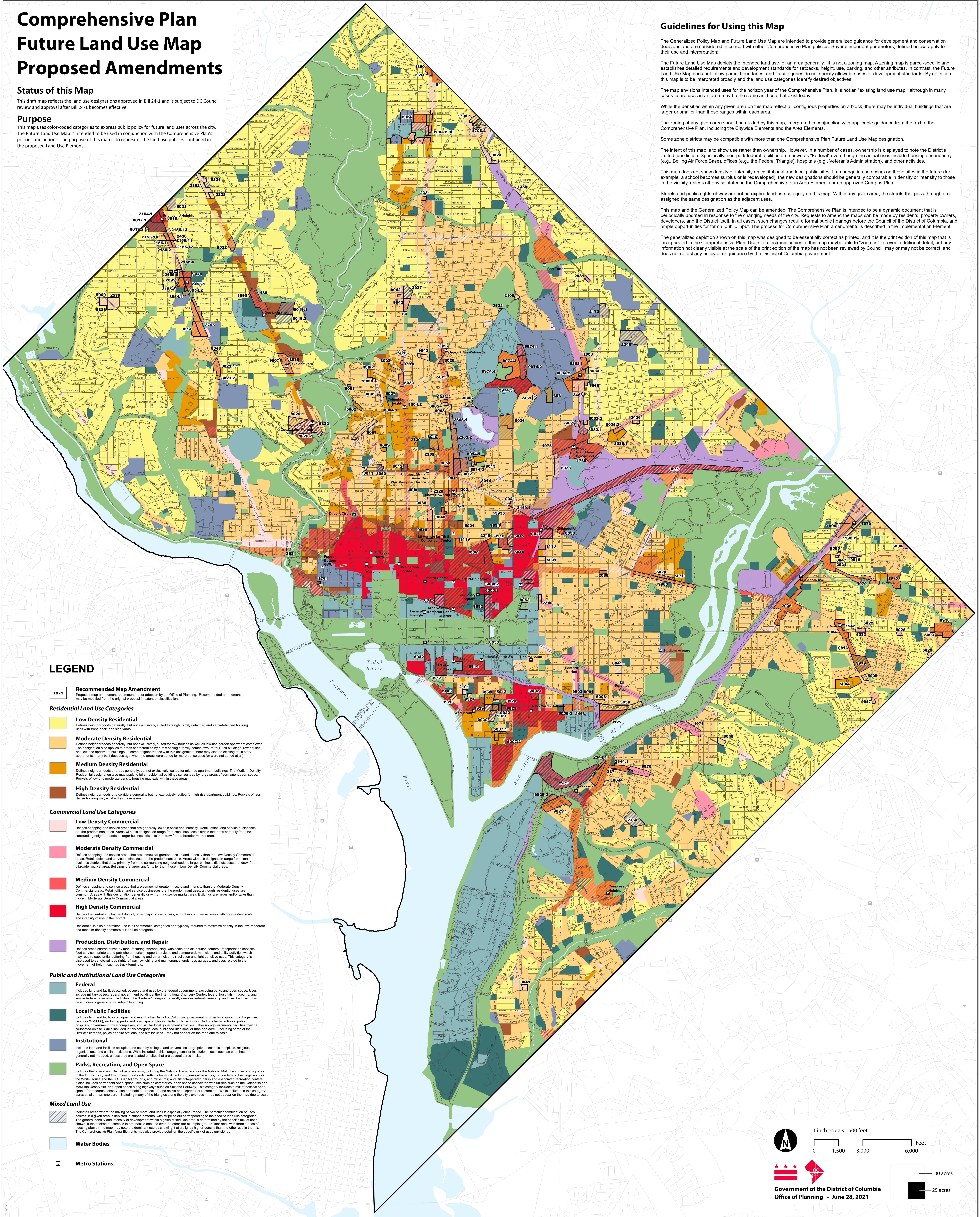
The intent of this map is to show use rather than ownership. However, in a number of cases, ownership is displayed to note the District's limited jurisdiction. Specifically, non-park federal facilities are shown as "Federal" even though the actual uses include housing and industry (e.g., Bolling Air Force Base), offices (e.g., the Federal Triangle), hospitals (e.g., Veteran's Administration), and other activities.

This map does not show density or intensity on institutional and local public sites. If a change in use occurs on these sites in the future (for example, a school becomes surplus or is redeveloped), the new designations should be generally comparable in density or intensity to those in the vicinity, unless otherwise stated in the Comprehensive Plan Area Elements or an approved Campus Plan.

Streets and public rights-of-way are not an explicit land-use category on this map. Within any given area, the streets that pass through are assigned the same designation as the adjacent uses.

This map and the Generalized Policy Map can be amended. The Comprehensive Plan is intended to be a dynamic document that is periodically updated in response to the changing needs of the city. Requests to amend the maps can be made by residents, property owners, developers, and the District itself. In all cases, such changes require formal public hearings before the Council of the District of Columbia, and ample opportunities for formal public input. The process for Comprehensive Plan amendments is described in the Implementation Element.

The generalized depiction shown on this map was designed to be essentially correct as printed, and it is the print edition of this map that is incorporated in the Comprehensive Plan. Users of electronic copies of this map may be able to "zoom in" to reveal additional detail, but any information not clearly visible at the scale of the print edition of the map has not been reviewed by Council, may or may not be correct, and does not reflect any policy or guidance by the District of Columbia government.



## LEGEND

- 1971 Recommended Map Amendment**  
Proposed map amendment recommended for adoption by the Office of Planning. Recommended amendments may be modified from the original proposal in extent or classification.
- Residential Land Use Categories**
  - Low Density Residential**  
Defines neighborhoods generally, but not exclusively, suited for single family detached and semi-detached housing units with front, back, and side yards.
  - Moderate Density Residential**  
Defines neighborhoods generally, but not exclusively, suited for row houses as well as low-rise garden apartment complexes. The designation also applies to areas characterized by a mix of single-family homes, two- to four-unit buildings, row houses, and low-rise apartment buildings. In some neighborhoods with this designation, there may also be existing multi-story apartments, many built decades ago when the areas were zoned for more dense uses (or were not zoned at all).
  - Medium Density Residential**  
Defines neighborhoods or areas generally, but not exclusively, suited for mid-rise apartment buildings. The Medium Density Residential designations also may apply to taller residential buildings surrounded by large areas of permanent open space. Pockets of low and moderate density housing may exist within these areas.
  - High Density Residential**  
Defines neighborhoods and corridors generally, but not exclusively, suited for high-rise apartment buildings. Pockets of less dense housing may exist within these areas.
- Commercial Land Use Categories**
  - Low Density Commercial**  
Defines shopping and service areas that are generally lower in scale and intensity. Retail, office, and service businesses are the predominant uses. Areas with this designation range from small business districts that draw primarily from the surrounding neighborhoods to larger business districts that draw from a broader market area.
  - Moderate Density Commercial**  
Defines shopping and service areas that are somewhat greater in scale and intensity than the Low-Density Commercial areas. Retail, office, and service businesses are the predominant uses. Areas with this designation range from small business districts that draw primarily from the surrounding neighborhoods to larger business districts that draw from a broader market area. Buildings are larger and/or taller than those in Low-Density Commercial areas.
  - Medium Density Commercial**  
Defines shopping and service areas that are somewhat greater in scale and intensity than the Moderate Density Commercial areas. Retail, office, and service businesses are the predominant uses, although residential uses are common. Areas with this designation generally draw from a citywide market area. Buildings are larger and/or taller than those in Moderate Density Commercial areas.
  - High Density Commercial**  
Defines the central employment district, other major office centers, and other commercial areas with the greatest scale and intensity of use in the District.  
Residential is also a permitted use in all commercial categories and typically required to maximize density in the low, moderate and medium density commercial land use categories.
- Production, Distribution, and Repair**  
Defines areas characterized by manufacturing, warehousing, wholesale and distribution centers, transportation services, food services, printers and publishers, tourism support services, and commercial, municipal, and utility activities which may require substantial buffering from housing and other uses, air-pollution and light-sensitive uses. This category is also used to denote railroad rights-of-way, switching and maintenance yards, bus garages, and uses related to the movement of freight, such as truck terminals.
- Public and Institutional Land Use Categories**
  - Federal**  
Includes land and facilities owned, occupied and used by the federal government, excluding parks and open space. Uses include military bases, federal government buildings, the International Chancery Center, federal hospitals, museums, and similar federal government activities. The "Federal" category generally denotes federal ownership and use. Land with this designation is generally not subject to zoning.
  - Local Public Facilities**  
Includes land and facilities occupied and used by the District of Columbia government or other local government agencies (such as WMATA), excluding parks and open space. Uses include public schools including charter schools, public hospitals, government office complexes, and similar local government facilities. Other government facilities may be co-located on site. While included in this category, local public facilities smaller than one acre – including some of the District's libraries, police and fire stations, and similar uses – may not appear on the map due to scale.
  - Institutional**  
Includes land and facilities occupied and used by colleges and universities, large private schools, hospitals, religious organizations, and similar institutions. While included in this category, smaller institutional uses such as churches are generally not mapped, unless they are located on sites that are several acres in size.
  - Parks, Recreation, and Open Space**  
Includes the federal and District park systems, including the National Parks, such as the National Mall, the circles and squares of the LEFland city and District neighborhoods, settings for significant commemorative works, certain federal buildings such as the White House and the U.S. Capitol grounds, and museums; and District-operated parks and associated recreation centers. It also includes permanent open space uses such as cemeteries, open space associated with utilities such as the Dalecarlia and McMillan Reservoirs, and open space along highways such as Sullyland Parkway. This category includes a mix of passive open space (for resource conservation and habitat protection) and active open space (for recreation). While included in this category, parks smaller than one acre – including many of the triangles along the city's avenues – may not appear on the map due to scale.
- Mixed Land Use**  
Indicates areas where the mixing of two or more land uses is especially encouraged. The particular combination of uses desired in a given area is depicted in striped patterns, with stripe colors corresponding to the specific land use categories. The general density and intensity of development within a given Mixed Use area is denominated by the specific mix of uses shown. If the desired outcome is to emphasize one use over the other (for example, ground-floor retail with three stories of housing above), the map may note the dominant use by showing it at a slightly higher density than the other use in the mix. The Comprehensive Plan Area Elements may also provide detail on the specific mix of uses envisioned.
- Water Bodies**
- Metro Stations**

1 inch equals 1500 feet

0 1,500 3,000 6,000 Feet

100 acres  
25 acres

Government of the District of Columbia  
Office of Planning ~ June 28, 2021

**GOVERNMENT OF THE DISTRICT OF COLUMBIA**  
**Office of Planning**



Public Hearing  
on  
Proposed Resolution 24-380, the “Comprehensive Plan Future Land Use Map and  
Generalized Policy Map Approval Resolution of 2021”

Testimony of  
Anita Cozart  
Deputy Director, Community Planning and Design  
DC Office of Planning

Before the  
Committee of the Whole  
Chairman Phil Mendelson

Virtual Platform

November 3, 2021  
10:00 A.M.

Good morning, Chairman Mendelson and members and staff of the Committee of the Whole. I am Anita Cozart, Deputy Director for Community Planning and Design of the DC Office of Planning. Today, I am pleased to testify on Proposed Resolution 24-380, the “Comprehensive Plan Future Land Use Map and Generalized Policy Map Approval Resolution of 2021,” which would approve final maps reflecting changes required under the recently enacted Comprehensive Plan Amendment Act of 2021 (“Act”).

As it has done in past Comprehensive Plan amendment cycles, when approving the latest update, the Council directed that certain changes be made to the Future Land Use and Generalized Policy Maps introduced with the Mayor’s Comprehensive Plan draft. These changes are specified in Section 2(b) of the Act. The Council further required the Mayor to submit revised maps reflecting these changes for approval by resolution. In fulfillment of this requirement, the maps accompanying the proposed resolution reflect the future land use and policy designations approved by the Council.

As mentioned in the notice for today’s hearing, the proposed resolution is not a vehicle for map changes not already approved in the Act. Nevertheless, the resolution is important because it marks the final Council action in the Comprehensive Plan update, and with this approval we can turn our attention fully to the Comprehensive Plan implementation.


I appreciate the speed with which the Committee scheduled this hearing and the opportunity to testify before you today. I urge the resolution's prompt approval and am happy to answer any questions you may have.



## PROPOSED RESOLUTION 24-0380

### RACIAL EQUITY IMPACT ASSESSMENT

#### COMPREHENSIVE PLAN FUTURE LAND USE MAP AND GENERALIZED POLICY MAP APPROVAL RESOLUTION OF 2021

**TO:** The Honorable Phil Mendelson, Chairman, Council of the District of Columbia  
**FROM:** Brian McClure, Director, Council Office of Racial Equity  
**DATE:** November 15, 2021 

#### COMMITTEE

Committee of the Whole

#### BILL SUMMARY

Proposed Resolution 24-0380 approves the updated District of Columbia Future Land Use Map (FLUM) and Generalized Policy Map (GLUM).

#### CONCLUSION

PR 24-0380 has a negligible impact on racial equity in the District of Columbia.

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#### BACKGROUND

By law, the Mayor is required to incorporate all of Council's changes to the Comprehensive Plan (Comp Plan).<sup>1</sup> After the Mayor has incorporated all Council approved changes, each map must be sent back to Council within ninety days of the Comp Plan's effective date (August 21, 2021).<sup>2</sup>

Upon receiving the updated maps, Council is required to hold a public hearing to determine if the maps transmitted by the Mayor:

- 1) conform to requirements of sections 225 through 228 of the Framework Element;<sup>3</sup>
- 2) were printed at a scale of 1,500 feet to one inch;
- 3) use standardized colors for planning maps;
- 4) indicate generalized land use policies; and
- 5) include a street grid and any changes in format or design to improve the readability and understanding of the adopted policies.<sup>4</sup>

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<sup>1</sup> Both the Committee Print and Introduced versions of [PR24-0380, the "Comprehensive Plan Future Land Use Map and Generalized Policy Map Approval Resolution of 2021."](#)

<sup>2</sup> See the [legislative history for Bill 24-0001](#), the "Comprehensive Plan Amendment Act of 2020."

<sup>3</sup> [Framework Element](#), Section 225, Generalized Policy Map; Section 226 is the District's Future Land Use Map; Section 227 is the Future Land Use Map and Categories; and Section 228 covers Guidelines for Using the Generalized Policy Map and the Future Land Use Map.

<sup>4</sup> See the [Signed Act](#) of the Comp Plan, page 11.

The Mayor transmitted (meaning submitted the resolution containing the maps) PR24-0380 to the Council on October 1, 2021. On November 3, 2021, the Committee of the Whole held a public hearing to consider the resolution. According to the Committee Print, the maps meet the requirements of the Comprehensive Plan.

For context, the Comprehensive Plan guides the District’s long term growth, shaping many aspects of residents’ lives. For example, the Plan describes how the District should balance competing demands for land, encourage retail expansion, use schools to meet nonacademic needs in their neighborhoods, and support efficient and environmentally friendly transportation choices.

This sweeping document is written every twenty years and is amended during the years between. The latest Plan was written in 2006 and amended in 2011. In 2016, the Office of Planning (OP) began another amendment process. The agency’s amendments—also referred to as the introduced version or Mayor’s Proposal—were submitted to the Council of the District of Columbia in April 2020. In the Spring of 2021, the Council voted on an amended version—the Committee Print from the Committee of the Whole—and that version passed and is now in effect.

**A** Future Land Use Map and the Generalized Policy Map

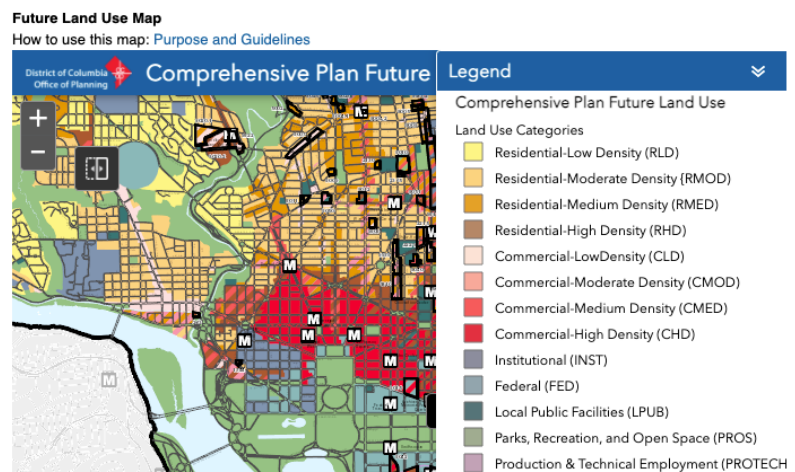
**RACIAL EQUITY IMPACTS**

This proposed resolution does not make or propose changes to either the FLUM or the GLUM.<sup>5</sup> The resolution only evaluates the extent to which the Mayor has accurately incorporated Council approved changes. Therefore, commenting on the racial equity impacts of either map falls outside the scope of our assessment.

In April 2021, the Council Office of Racial Equity conducted an in depth assessment of the Comp Plan.<sup>6</sup>

**FURTHER CONSIDERATIONS**

It is unclear how the OP’s changes to the maps’ format or design improves the readability and understanding of the adopted policies. OP’s Comp Plan website includes interactive maps and a header that reads, “How to use this map: Purpose and Guidelines” (Figure A). However, the page users are directed to does not provide instructions on how to practically use each map. Instead, the site provides users with



**B** Comprehensive Plan Future Land Use Map Context, Purpose, and Guidelines

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

**Purpose:**  
This map uses color-coded categories to express public policy for future land uses across the city. The Future Land Use Map is intended to be used in conjunction with the Comprehensive Plan’s policies and actions. The purpose of this map is to represent the land use policies contained in the proposed Land Use Element.

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

The Future Land Use Map depicts the intended land use for an area generally. It is not a zoning map. A zoning map is parcel-specific and establishes detailed requirements and development standards for setbacks, height, use, parking, and other attributes. In contrast, the Future Land Use Map does not follow parcel boundaries, and its categories do not specify allowable uses or development standards. By definition, this map is to be interpreted broadly and the land use categories identify desired objectives.

The map envisions intended uses for the horizon year of the Comprehensive Plan. It is not an “existing land use map,” although in many cases future uses in an area may be the same as those that exist today.

While the densities within any given area on this map reflect all contiguous properties on a block, there may be individual buildings that are larger or smaller than these ranges within each area.

<sup>5</sup> The Office of Planning created an [interactive site](#) containing both maps.

<sup>6</sup> CORE, [Racial Equity Impact Assessment](#) for Bill 24-0001.

generalized guidance on how to interpret the maps, context for what the maps are, and context for what they are not (Figure B).

In the Comp Plan REIA, CORE noted that many of the Plan’s existing processes “maintain an existing community input process that is both exclusionary and inaccessible.” This critique is also true of the transmitted maps. The REIA recommended OP “clarify how existing land use and zoning processes work and intersect with the Future Land Use Map.”<sup>7</sup> Currently, it does not appear that any clarity has been added to ensure the public, and particularly residents that have been most marginalized, can actually use the maps and hold government accountable.

**In addition, the website OP links to takes you to the unapproved Comp Plan from 2020, not the final signed Act.** Clarification should be added to help users better understand the version of maps they are viewing, how they have changed, and to provide users with clear and detailed instructions for how to actually use each map not just to know about their purpose. During the public hearing, concerns regarding the size of the maps were raised by public witnesses.<sup>8</sup> In response to those concerns, a full size PDF version of both maps were added to the Council’s legislative information management system (LIMs). This is a system that allows members, staff, and the public to follow legislation as it moves throughout the legislative process.<sup>9</sup>

**OP should take steps to fully implement provisions of the Comp Plan that call for a racial equity lens.** Since the Comp Plan went into effect in August 2021, it is unclear how the Office of Zoning, OP, and the Zoning Commission have worked with the Mayor’s Office of Racial Equity to implement these provisions. Council should consider ways to ensure the Executive and the Zoning Commission prioritize implementation and are held accountable through timed check ins, comprehensive progress reports, and public hearings.<sup>10</sup>

## **ASSESSMENT LIMITATIONS**

Alongside the analysis provided above, the Council Office of Racial Equity encourages readers to keep the following limitations in mind:

**Assessing legislation’s potential racial equity impacts is a rigorous, analytical, and uncertain undertaking.** Assessing policy for racial equity is a rigorous and organized exercise but also one with constraints. It is impossible for anyone to predict the future, implementation does not always match the intent of the law, critical data may be unavailable, and today’s circumstances may change tomorrow. Our assessment is our most educated and critical hypothesis of the bill’s racial equity impacts.

**This assessment intends to inform the public, Councilmembers, and Council staff about the legislation through a racial equity lens.** As a reminder, a REIA is not binding. Regardless of the Council Office of Racial Equity’s final assessment, the legislation can still pass.

**This assessment aims to be accurate and useful, but omissions may exist.** Given the density of racial equity issues, it is unlikely that we will raise *all* relevant racial equity issues present in a bill. In addition, an

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<sup>7</sup> Ibid, page 18.

<sup>8</sup> See testimony from William Jordan, November 3, 2021 before the Committee of the Whole.

<sup>9</sup> To view these maps, see LIMS under [PR24-0380](#).

<sup>10</sup> The [approved Comp Plan](#) included a number of provisions that required developing and implementing a racial equity lens. For example, these provisions include: policies related to equitable transportation access, Policy T-1.1.7; development of a racial equity toolkit to review small business and workforce development programs through a racial equity lens, Action ED-1.3.J; requiring the Zoning Commission to develop and use a racial equity lens to evaluate *all* actions, Action IM-1.B; and requiring that all Small Area Plans be conducted using a racial equity lens, Policy IM-1.2.1.



omission from our assessment should not: 1) be interpreted as a provision having no racial equity impact or 2) invalidate another party's racial equity concern.

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



**Fitzroy Lee**  
Interim Chief Financial Officer

**MEMORANDUM**

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

**FROM:** Fitzroy Lee  
Interim Chief Financial Officer

**DATE:** August 23, 2021

**SUBJECT:** Fiscal Impact Statement - Comprehensive Plan Future Land Use Map  
and Generalized Policy Map Approval Resolution of 2021

**REFERENCE:** Draft Resolution provided to the Office of Revenue Analysis on July 23,  
2021

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**Conclusion**

Funds are sufficient in the fiscal year 2021 budget and proposed fiscal year 2022 through fiscal year 2025 budget and financial plan to implement the resolution.

**Background**

The resolution approves an updated Future Land Use Map and Generalized Policy Map of the Comprehensive Plan.<sup>1</sup> The updated maps incorporate changes made by the Council-approved amendments to the Comprehensive Plan.<sup>2</sup>

**Financial Plan Impact**

Funds are sufficient in the fiscal year 2021 budget and proposed fiscal year 2022 through fiscal year 2025 budget and financial plan to implement the resolution. Updating the maps is part of the regular Comprehensive Plan amendment process and the Office of Planning can make the updates within current resources. The bill that amended the Comprehensive Plan was approved with a

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<sup>1</sup> The current maps can be viewed here: <https://planning.dc.gov/page/comprehensive-plan-generalized-policy-maps>.

<sup>2</sup> Comprehensive Plan Amendment Act of 2020, projected law date of September 23, 2021 (D.C. Act 24-110; 68 DCR 6918).

The Honorable Phil Mendelson

FIS: "Comprehensive Plan Future Land Use Map and Generalized Policy Map Approval Resolution of 2021,"  
Draft resolution provided to the Office of Revenue Analysis on July 23, 2021.

partial subject to appropriations clause but is currently fully funded in the Council-approved fiscal year 2022 budget.<sup>3</sup>

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<sup>3</sup> Subtitle VII(I), Fiscal Year 2022 Budget Support Act of 2021 (Bill 24-285, passed final reading of Council, but is awaiting transmittal to the Mayor.)

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5 A PROPOSED RESOLUTION

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8 24-380  
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11 IN THE COUNCIL OF THE DISTRICT OF COLUMBIA  
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15 To approve the updated District of Columbia Future Land Use Map and Generalized Policy Map  
16 transmitted by the Mayor pursuant to the Comprehensive Plan Amendment Act of 2021.  
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18 RESOLVED BY THE COUNCIL OF THE DISTRICT OF COLUMBIA, That this  
19 resolution may be cited as the “Comprehensive Plan Future Land Use Map and Generalized  
20 Policy Map Approval Resolution of 2021”.

21 Sec. 2. The Council of the District of Columbia approves the updated District of  
22 Columbia Future Land Use Map and the updated Generalized Policy Map, transmitted by the  
23 Mayor to the Council on October 1, 2021, pursuant to Section 2(b) of the Comprehensive Plan  
24 Amendment Act of 2021, effective August 21, 2021 (D.C. Law 24-20; 68 DCR 10052). These  
25 maps conform to the requirements of that Act.

26 Sec. 3. Transmittal.

27 The Council shall transmit a copy of this resolution, upon its adoption, to the Mayor and  
28 the African American Civil War Museum.

29 Sec. 4. Fiscal impact statement.

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

33 Sec. 5. Effective date.

34 This resolution shall take effect immediately.