

Comprehensive Plan Framework Element

Draft Amendments

~~DELETIONS~~

ADDITIONS

200 OVERVIEW

200.1 Framework Element

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

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

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

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

200.5 Finally, the Element describes the Comprehensive Plan **Generalized** Policy Map and the Future Land Use Map **and discusses capital investments in infrastructure and facilities.** The Policy Map “tells the story” of how the District is expected to change during the next two decades. It highlights the places where much of the city’s future growth and change is expected to occur and sets the stage for the Elements that follow. The Future Land Use Map shows the general character and distribution of recommended and planned uses across the city. Both maps carry the same legal weight as the text of the Comprehensive Plan. **The discussion of capital investments frames the major infrastructure challenges the District faces now and for the foreseeable future.** 200.5

200.6 Unlike the other Citywide Elements, this Element does not contain policies and actions. Its intent is to provide

the foundation for the rest of the Comprehensive Plan. 200.6

201 THE FORCES DRIVING CHANGE

201.1 The sections below describe the forces driving change in the District of Columbia and outline the implications of these forces for the District's future. **The Comprehensive Plan seeks to address these implications in order for the District to become a more inclusive, and resilient city.** 201.1

NEW Resilience in the District is defined as the capacity to thrive amidst challenging conditions by preparing and planning to absorb, recover and more successfully adapt to adverse events. Resilience planning involves creating solutions that reduce negative impacts to the Forces Driving Change, by capitalizing on positive impacts, and diminishing any negative ones that may increase vulnerabilities of residents and systems. A resilient DC builds or expands social and economic systems within and across places to bring people together to assist each other as a community in times of need. Finally, achieving a more resilient DC calls for public and private collaborations – among District agencies and between District and federal agencies, the private and non-profit sectors and regional partners.

202 THE DISTRICT AND THE REGION

202.05 **Since 2006, when the Comprehensive Plan was adopted, the District has reestablished its position at the center of the region. Rapid population and job growth has made the District one of the fastest growing large cities within the metropolitan region and in America as a whole. Decades of prior loss meant that by 2000 D.C.'s share of the region had declined to just 12 percent of the region's population and 25 percent of its jobs. However, the District is now regaining its share of vitality within one of the country's most economically dynamic metropolitan areas.** 202.05

202.1 Between ~~1980~~ **2006** and ~~2005~~ **2016**, the Washington metropolitan area grew by almost ~~50~~ **17** percent, increasing from ~~3.4~~ **5.2** million to ~~5.0~~ **6.1** million residents. More than ~~1.2 million~~ **260,000** jobs were added during this period, an increase of almost ~~70~~ **9** percent. **It is now the sixth largest metro area in the nation.** This type of growth might not be surprising in a sunbelt city like Houston or Los Angeles, but **as part of in** the urban northeast, these **se** statistics are truly impressive. Greater Washington is the fastest growing large metropolitan area in the country outside of the South and West. ~~This growth has been accompanied by unprecedented urban sprawl—the region has actually become less dense as it has added people and jobs.~~ Metropolitan Washington now sprawls across ~~4,000~~ **4,500** square miles of the Middle Atlantic States. 202.1

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

projections ~~show~~ **showing** the District with a diminishing share of the region's population and jobs in the future. 202.2

202.3 ~~A declining share of population and jobs does not necessarily suggest a less important role, however. Our~~ **Instead, our** position as the nation's capital, our historic and unique neighborhoods, and our cultural and urban amenities ~~will keep~~ **received renewed interest and attracted residents to move, start families, and/or retire in the city** ~~the city vital~~. In fact, these attributes have already placed a premium on Washington as it has become more distinct from the ~~vast and relatively new~~ suburbs growing up around it. **With this renewed interest, the District can maintain a growing share of the region's population and jobs.** 202.3

202.4 **There are signs that the region will do a better job of balancing growth between jobs and households over the next 30 years. In 2006,** ~~There are warning signs that regional growth may be out of balance, however. The~~ **the** "inner ring" suburbs of Montgomery, Prince George's, and Fairfax Counties ~~are~~ **planned** to add 620,000 jobs ~~during the next 25 years~~ **by 2030**, but only 273,000 households. Similar **jobs-housing** imbalances ~~appear~~ **existed** in Arlington, Alexandria, and even in counties on the suburban fringe. If the region ~~continues~~ **had continued** ~~to~~ **growing** this way, more workers ~~will~~ **would have had to** seek housing outside the region, creating more congestion, more sprawl, **greater environmental impacts**, and more expensive housing in the region's core. ~~The~~ **Such a** jobs-housing imbalance ~~may~~ **could** fuel demand for housing ~~and~~ **drive up costs** in the District as suburban residents seek to reduce their commuting times by moving closer to their jobs. However, **the Cooperative Forecast section below demonstrates a shift toward more housing within the inner suburbs that should moderate the jobs-housing imbalance.** ~~the opposite may occur if jobs move further away and the workforce follows.~~ 202.4

203 DEMOGRAPHIC CHANGES 203

NEW The District continues to be an attractive place to live and work as evidenced by the continued growth in its population. The District's total population was 681,170 as of July 2016 – a figure not seen since the 1970s. The District grew by over 110,000 or 19.5 percent since the Comprehensive Plan was developed in 2006. This trend puts the District on track to bypass its previous 1950 peak population of 802,000 within the next two decades. The District experienced the largest share of this growth (79,000 residents) in the six years since the 2010 decennial census. The main drivers of this increase in the population since 2006 were natural increase (birth minus deaths), followed by international and domestic migration. This District's strategy of attraction and retention has been successful as net domestic migration moved from being negative in 2006 to positive with an increase of over 2,000 people each year since 2009. Washington, DC also has attracted and retained a net of more than 4,000 new international residents annually. This growth is part of the tremendous churn in the District's population as roughly nine to 10 percent of the city's population move out or move into the city every year. NEW

NEW The largest component (69 percent) of in-migration since 2006 consisted of young adults who tended

to be white and college educated. This influx of new residents caused a shift in the demographic makeup of many of the city's neighborhoods in several ways. First, the education levels of recent migrants enabled them to accept higher wage entry-level positions than many existing residents. Second, their incomes grew faster as they received pay increases, promotions and new jobs. Third, they stayed in D.C., met and decided to start families. In 2006, married couples made up only 22 percent of households, yet since 2006 they represented over half of the 31,000 new households. Even though fertility rates are down, including for single and teen mothers, the big increase in married couples has been a major reason for the significant increase in births in the city. A mini-baby boom has occurred, increasing the number of births in D.C. from an average of 7,700 per year in early 2000s to over 9,500 per year by 2015. NEW

NEW Recent migration patterns of those leaving the District suggest conditions cause the city to lose certain types of households. While those moving to DC tended to be young adult white individuals either with or seeking higher education, those moving out tended to be parents and their children, older adults, and blacks. The single largest destination for those leaving the city was Prince Georges County and the next was Montgomery County, Maryland. Even with the higher rates of out migration of parents with children, older adults, and blacks; the population of all three groups in the District is once again growing in the District.

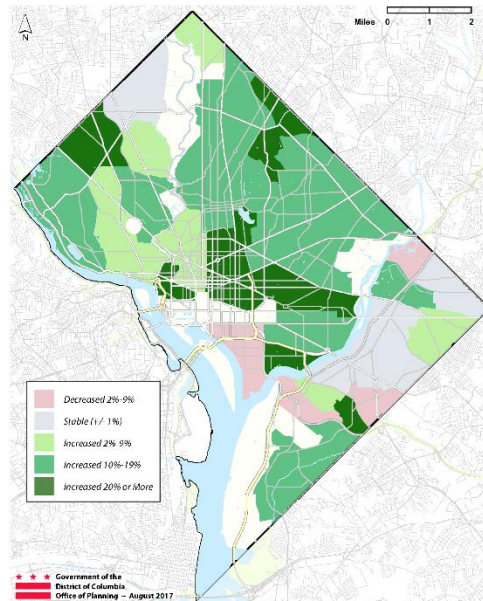
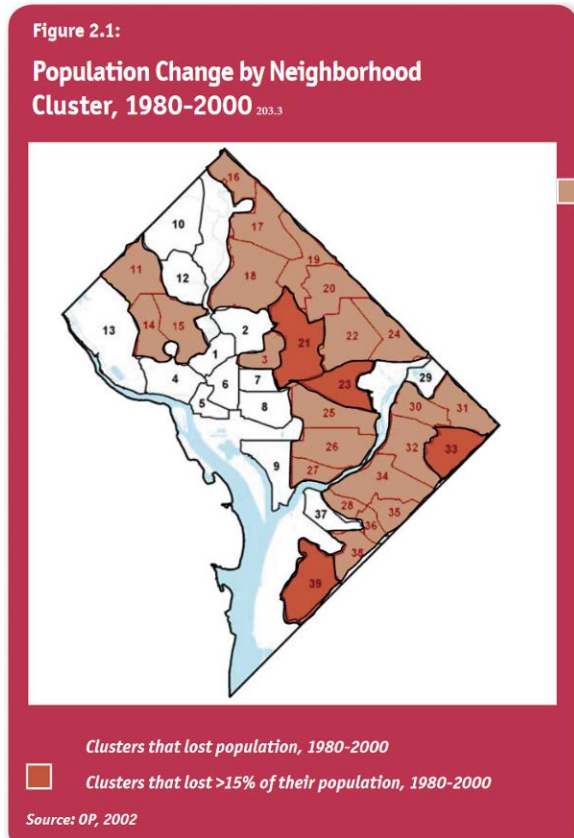
203.1 Recent in and out migration patterns are in sharp contrast to the decades prior to 2006 when ~~One~~ one of the most well documented trends to affect the District ~~over the last five decades is~~ was the loss of population. In 1950, Washington had 802,000 residents and was the 9th largest city in America. By 2000, Washington's population had dropped to 572,000, and it ranked 21st in size among U.S. cities. ~~Between 1970 and 2000 alone, the number of people living in the District of Columbia dropped by almost 25 percent.~~ Despite the District's rapid population growth since 2006, the city is now the 22nd largest in the nation as other cities have grown even faster. 203.1

203.2 Population ~~decline~~ change since 1980 has affected different parts of the city in different ways. The maps in Figure 2.1 ~~shows~~ illustrate these changes by neighborhood cluster and show the decline in population changes that occurred from 1980 to 2000, and where population increased from 2000 to 2015 by neighborhood cluster. ~~Prior to 2000, the~~ The vast majority of the decline ~~has~~ occurred in areas east of 16th Street. In fact, the area east of the Anacostia River lost 44,000 residents during the 1980s and 90s, while many areas west of Rock Creek Park actually gained residents. As middle-income households moved away, poorer residents were left behind, leaving the District with the largest concentration of poverty in the region and a sharper divide between rich and poor. This also resulted in a growing concentration of people with special needs, and patterns of disinvestment and social ills in many communities. 203.2

NEW Figure 2.1 demonstrates how much of the population growth was concentrated in the neighborhoods of Central Washington, particularly those hit hard by the 1968 riots. In these neighborhoods, the riots created a waiting supply of vacant and underutilized land in what has become a desirable, central location. Since the year 2006, accelerating demand to live in these neighborhoods has resulted in

increasing housing costs, placing tremendous pressure on lower income households and threatening their ability to remain. As an example, between 2009 and 2015 the Shaw neighborhood saw the average median household income rise by 58 percent from \$57,344 to \$90,317. NEW

203.3 Figure 2.1: Population Change by Neighborhood Cluster, 1980-2000 **& 2000-2015**

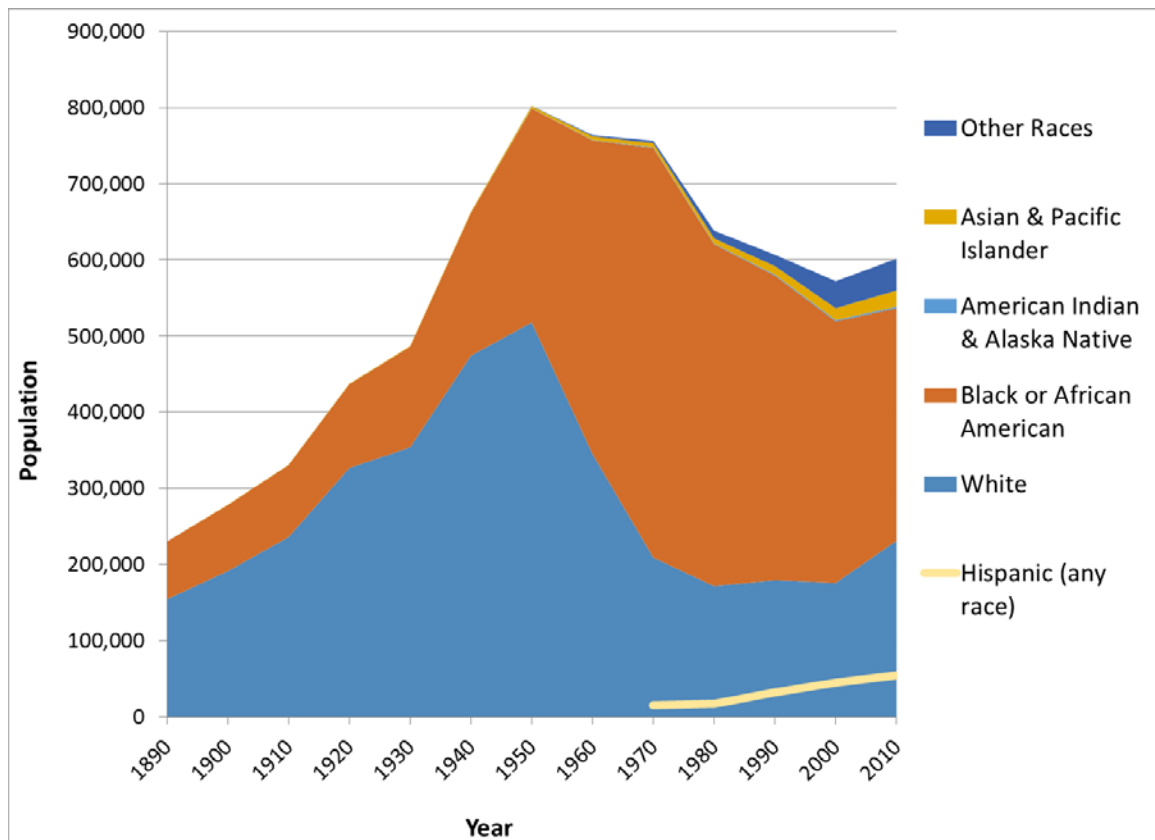


http://planning.dc.gov/planning/frames.asp?doc=/planning/lib/planning/2006_revised_comp_plan/2_framework.pdf.

203.4 Unlike the experience of other major cities, the loss of population in Washington was not the result of “white flight.” In fact, between 1980 and 2000, ~~African-Americans~~ **blacks** registered the largest decrease among the city’s racial groups, dropping in population by almost 100,000. **This trend continued between 2000 and 2010 as the District’s population of blacks declined by another 38,000 to 305,125. Many blacks left the city for the suburbs, or migrated to other parts of the country because of family ties, increased opportunities and lower cost of living. However, since 2010, the population of blacks stabilized and started to grow again, rising to 325,190 by 2016, but now represents 48 percent of the District’s population. The District’s black population tends to be both younger with a greater percentage of under 18, and older with greater share over 64 than the rest of the District. Challenges persist, as black households tend to earn 45 percent less than white households and a greater percentage families tend to be headed by single female head of household. While the city’s black population is forecasted to continue to increase numerically, it will remain below 50 percent of the total population through 2025.** ~~This drop was partially offset by increases in the city’s Hispanic and Asian populations.~~ 203.4

NEW **Figure 2.2 illustrates how population distribution by race in D.C. has changed from 1890 through to 2010. It also shows how there have been steady increases in the city’s Hispanic and Asian populations; growing to 74,422 and 28,251 residents respectively by 2010. Growth of Hispanic residents started in the 1980s with foreign migration from countries like El Salvador, and has since shifted to migration from Mexico, Puerto Rico and the net natural increase from existing residents.**

NEW Figure 2.2 Population of DC by Race: 1890 - 2010



Source: US Census, DC Office of Planning.

Notes: **Hispanic population data not available prior to 1970.**

203.5 While population loss after 1950 was significant, the decline in the number of households ~~has been~~ **was** much less dramatic. The number of households in the District declined by just 2 percent between 1980 and 2000, standing at 248,000 in 2000. Thus, population loss in the late 1990s was less a function of housing being abandoned and more a result of larger households being replaced by smaller households. In fact, the average household in Washington contained 2.16 persons in 2000, down from 2.72 in 1970. Middle-class families left the city in large numbers during this period and the number of school-aged children dropped dramatically. 203.5

203.6 **The forecast in the 2006 Plan predicted fairly accurately that** ~~Looking forward,~~ the city’s ~~expects~~ household size **would** ~~to~~ continue falling through 2010, and then stabilize. According to the US Census, the

percentage of ~~seniors~~ **older residents** is expected to increase as “baby-boomers” retire, ~~and as is~~ the percentage of foreign born residents, particularly those of Hispanic origin, is expected to rise. The District is expected to continue to be a magnet for the region’s young professionals and empty nesters. Its ability to attract **and retain young households and** families with children rests largely on its ability to improve the quality of public education and address basic issues like crime, service provision, and housing affordability. **Programs such as the provision of free universal pre-school for three and four year olds appear to have been instrumental toward this goal. The degree to which the District's family-sized housing stock can be retained or expanded, and remain affordable is also critical. The Looking Forward: Growth Forecasts section discusses in greater detail the expected increase in children and average household size.** 203.6

204 ECONOMIC CHANGES 204

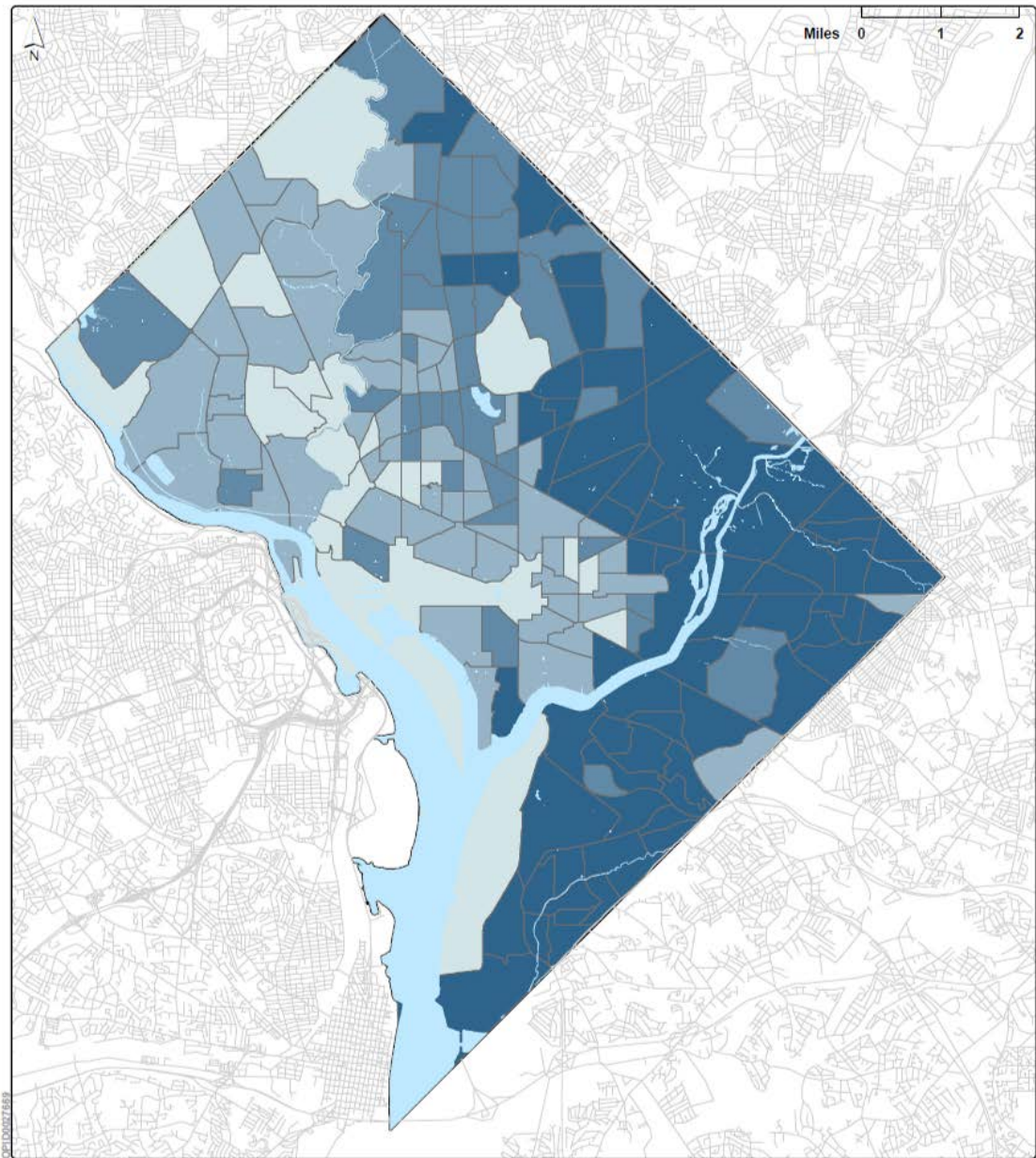
204.1 On the surface, Washington’s economic picture ~~would appear to be~~ **is** the envy of most cities. There are more jobs than residents, and nearly three times more jobs than households. In 2005, there were ~~some 740,000~~ **715,000** jobs in the District, an increase of about ~~30,000~~ **32,000** jobs since 2000. **The city's economic vitality has continued to strengthen rapidly since then as the city added 83,000 new jobs for a total of 798,000 in 2015. At the same time the District's economy has reduced its dependency on federal employment as growth in Professional Services, Health, Education and Hospitality have outpaced growth in federal employment.** Wages in the region are among the highest in the nation. 204.1

204.2 ~~With these statistics, one might assume that every District resident who is able to work is gainfully employed. Yet the~~ **Job growth has led to declining unemployment. After peaking above 10 percent in 2011, unemployment has dropped to 6.1 percent in 2016. The diversity of job growth has reduced unemployment across race, education, and geography. More than that, both high and low wage jobs provide critical public and private goods and services that add vitality to the District. Despite the gains and a favorable ratio of jobs to residents, the** city’s unemployment rate **is still relatively high, hovers hovering** between 6 and 9 percent, ~~and is~~ consistently **almost** double the rate for the region as a whole. **Unemployment rates in certain areas such as Far Southeast/Southwest seen in Figure 2.3 are still four to five times as high as the region's and disproportionately affect black residents.** Many District residents do not have the skills to fill the white-collar jobs that drive the city’s economy. More than 70 percent of the jobs in the District are filled by workers who live in Maryland and Virginia. In fact, **The District is one of the region’s major job center and requires** some “importing” of workers from the suburbs. **This** is essential to the District’s economy; even if ~~every~~ **all 400,000** DC residents in the labor force were employed in the city, we would still need ~~over~~ **almost** 400,000 additional workers to fill the city’s jobs. 204.2

204.3 This imbalance causes a number of problems. The most often cited problem is the District’s inability to tax the incomes of the **nearly** 500,000 non-residents who commute to the city each day. This daily migration is also accompanied by traffic congestion, air quality problems, and millions of hours of lost productivity. But perhaps the most profound problem is the regional income divide. As Figures ~~2.2, 2.3~~ **and through 2.4 2.5**

indicate, the District today is a city divided by income, education, and employment. **The maps reflect both the expression of the regional pattern within the District, but also the change the District has experienced since 2006 as well. One example is the decrease in the percent of those without college degrees and poverty in the neighborhoods of Central Washington, resulting from the strong increases in resident workforce with college degrees. However, the overall divide continues the consistent pattern that challenges the resilience of the city.** “Vision for Growing an Inclusive City” concluded that bridging the income divide, **especially with over 17 percent of residents living in poverty, to be** ~~was~~ the single biggest challenge facing the District as it planned for its future. 204.3

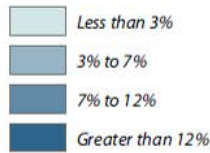
204.4 Figure 2.~~22~~**3**: Unemployment in ~~2002~~ **2015**



Unemployment Rate 2015

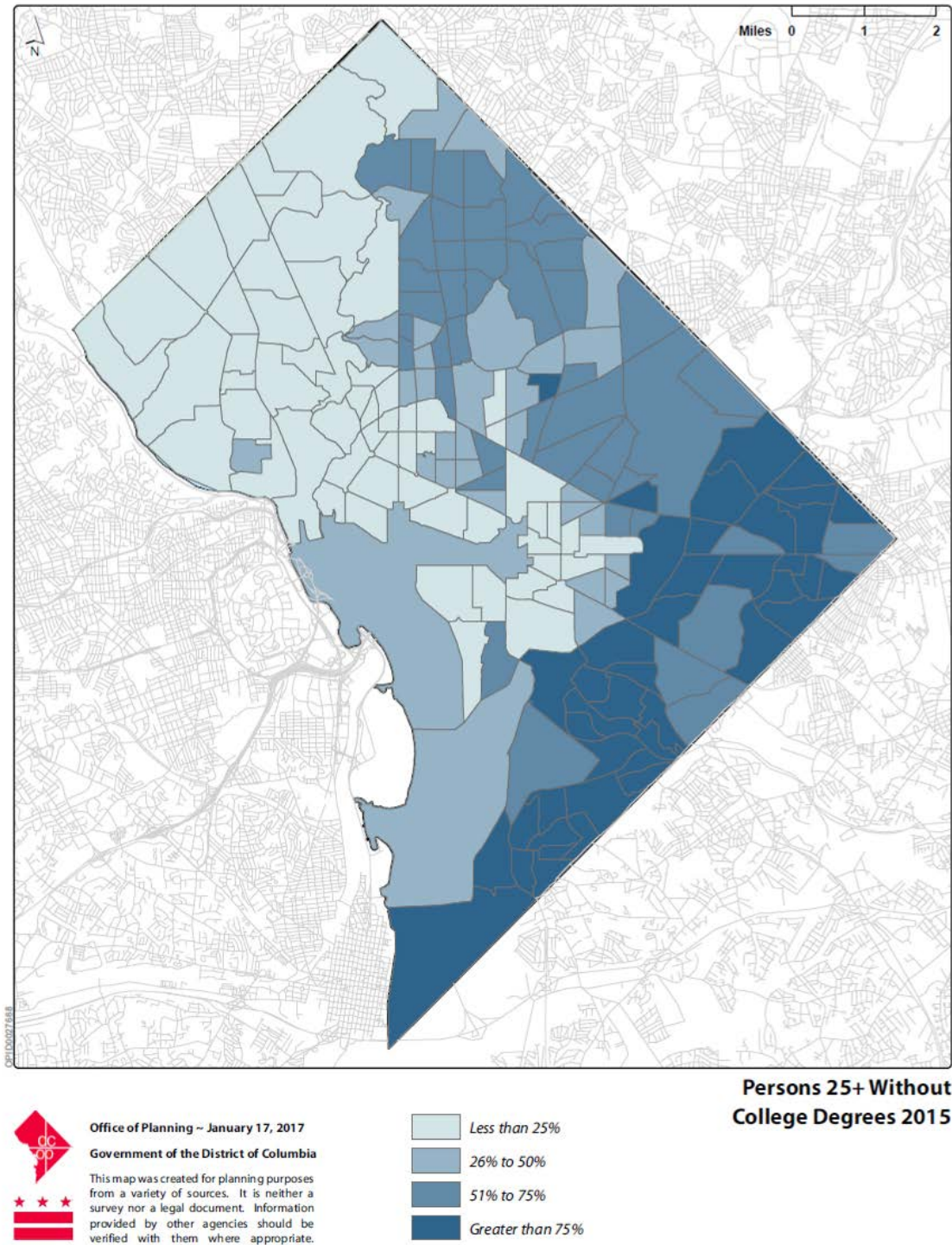


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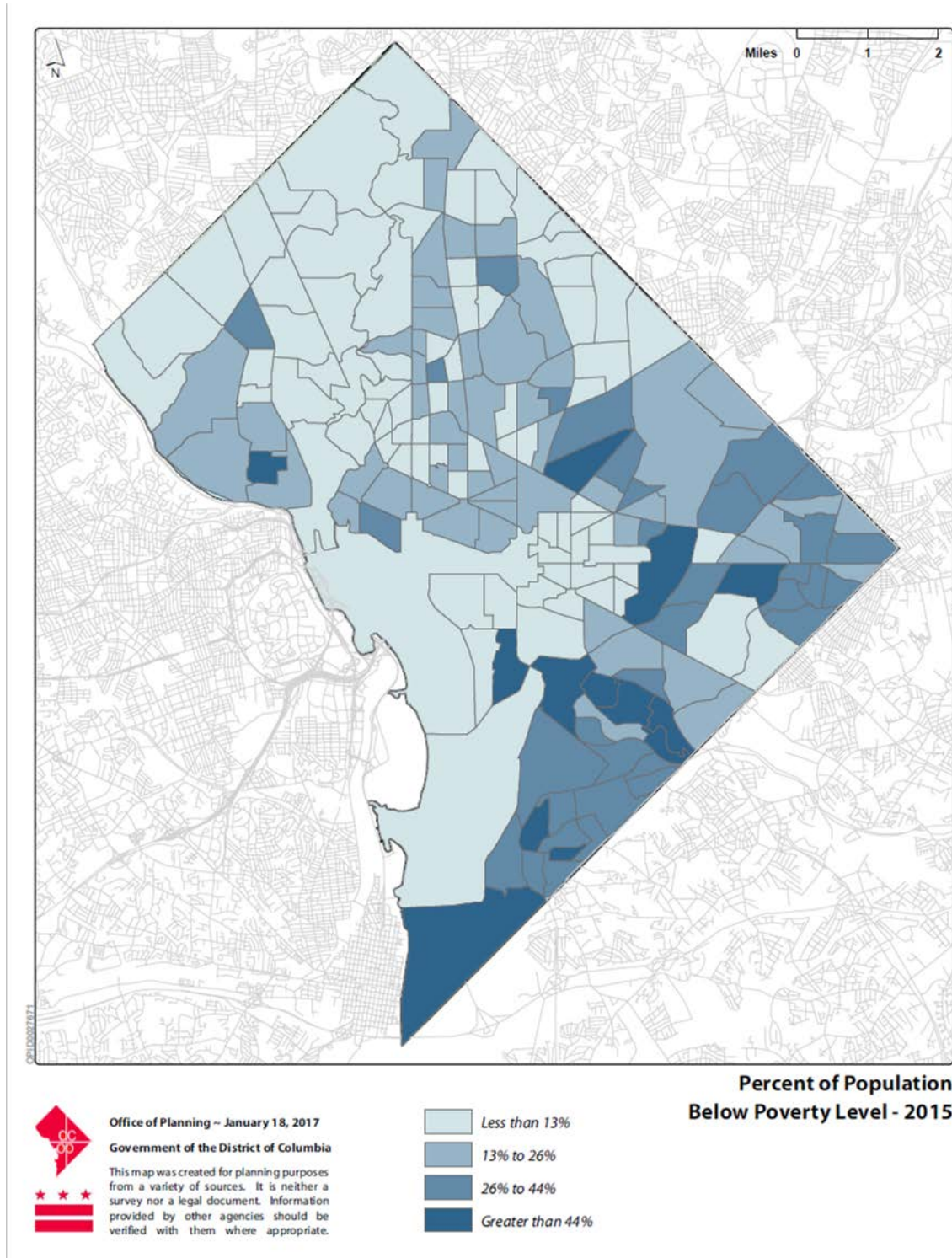
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204.5 Figure 2.34: Persons 25+ Without College Degrees in ~~2000~~ **2015**



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

204.6 Figure 2.45: Poverty Rate in ~~2000~~ **2015**



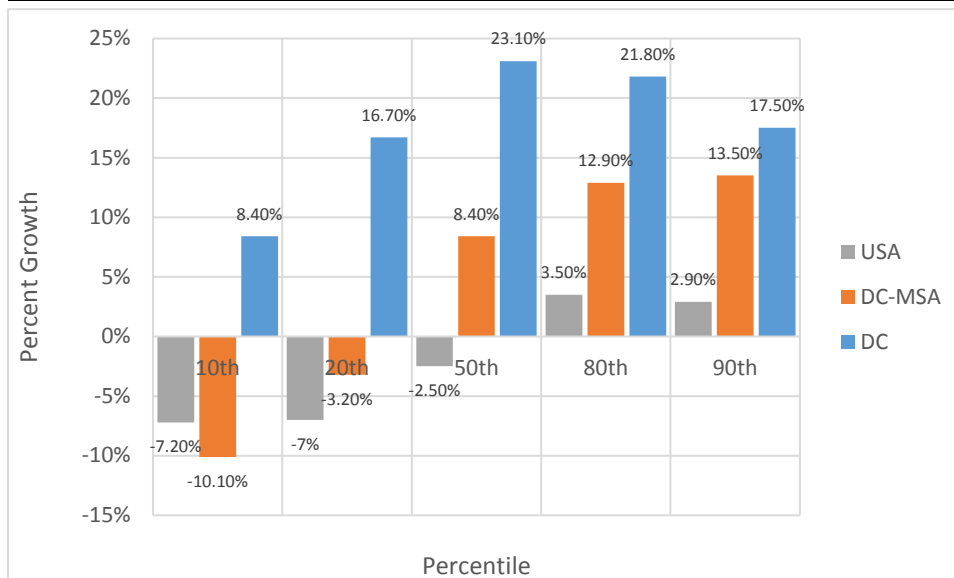
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204.7 Figures 2.3, 2.4, and 2.5 and other demographic tables in this document **use the most accurate and up-to-date Census and other data available. At the citywide level this may mean data from a single year of**

the American Community Survey (ACS) and the annual Estimate of Population. However, to get to the neighborhood level requires the use of five years of ACS data. In general, unless stated otherwise, the data is labeled with the last year the data was collected i.e. ACS data collected from 2011 to 2015 is labeled as 2015. However, it represents an average for the whole time period. When reviewing the data presented, readers should take this into consideration given the rapid rate at which some neighborhoods have changed, especially since recovery from the national recession in 2009, are generally based on 2000 Census data. It should be noted that **for the decennial census**, students residing in the District on April 1, ~~2000~~ **2010** (census day) are counted as residents of the District rather than residents of their home state. Consequently, data on poverty, age, and other variables **may be skewed reflects student populations** in census tracts containing (or adjacent to) universities. The District has accounted for these anomalies within the Comprehensive Plan, and should tailor its anti-poverty, economic development, and similar programs accordingly. **Additional topical data and discussion can be found in each of the Citywide Policy and Area Elements of the Plan.** 204.7

NEW In addition to the District attracting those working higher wage jobs, the wages those jobs pay is a growing source of inequity across the country. Figure 2.6 below illustrates the problem at the national, metropolitan, and the District’s level. The figure shows the changes in income growth across low to high income wages between 2000 and 2014. At the national and metropolitan level the figure shows that pay for lower wage jobs has not only stagnated but actually decreased in real terms. In the District, the story is different; wage growth at the lower end has actually improved, but has still not kept pace with growth at the higher end of jobs. The growing disparity of income is even greater along geographic, racial/ethnic, educational and gender dimensions. This trend is not unique to the District; it reflects a macroeconomic condition throughout the nation. NEW

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



Source: National Equity Atlas, IPUMS, US Census ACS

204.8 From a regional perspective, the District’s employment outlook is positive. Because Washington is the seat of the federal government, it has been insulated from the economic cycles that have affected other regions of the country. The city never had a large industrial base, so it was spared the large-scale job losses experienced by places like Baltimore and Philadelphia during the 1970s and 1980s. It was not dependent on technology jobs, so it was spared the downturns affecting places like San Jose and Austin during the early 2000s. Even the downsizing of the federal government in the 1990s was accompanied by a rise in procurement spending that kept the Washington economy strong. **The most recent example of the District's economic strength and diversity occurred as a result of sequestration of the federal budget in 2013. Despite the sudden loss of 7,000 federal jobs going into 2014, the District's population and total jobs continued to grow. The most notable result was a drop-off in domestic migration, which quickly rebounded the following year.** 204.8

NEW Washington's economy is diversifying, which helps during times of slow federal growth, but it is not yet sufficient to balance a sustained shift in federal hiring and procurement. A period of significant and sustained decline in federal employment and procurement, like any loss of a major sector of the economy, would challenge a city's ability to recover from through fiscal measures or economic incentives. Further diversifying the District's economy will make the city more resilient to such economic shocks. One key advantage to the federal presence is the highly educated and skilled workforce the private and non-profit sectors can tap into as an asset for further growth.

204.9 But ~~a~~ **it is hard to consider an economy truly resilient ~~economy alone does not close the~~ when such a “skills gap” ~~that~~ exists between the needs of local employers and the abilities of many District residents. Future job growth is expected to be concentrated in the services sector, including the business, legal, engineering, management, educational and social service fields. The Economic Development Element of this Plan emphasizes the importance of closing the skills gap by improving education and job training so that more District residents can fill **not only** jobs in these professions, **but other jobs and business opportunities as well. This will create a more resilient workforce and enable workers to adapt as economic conditions change.**** 204.9

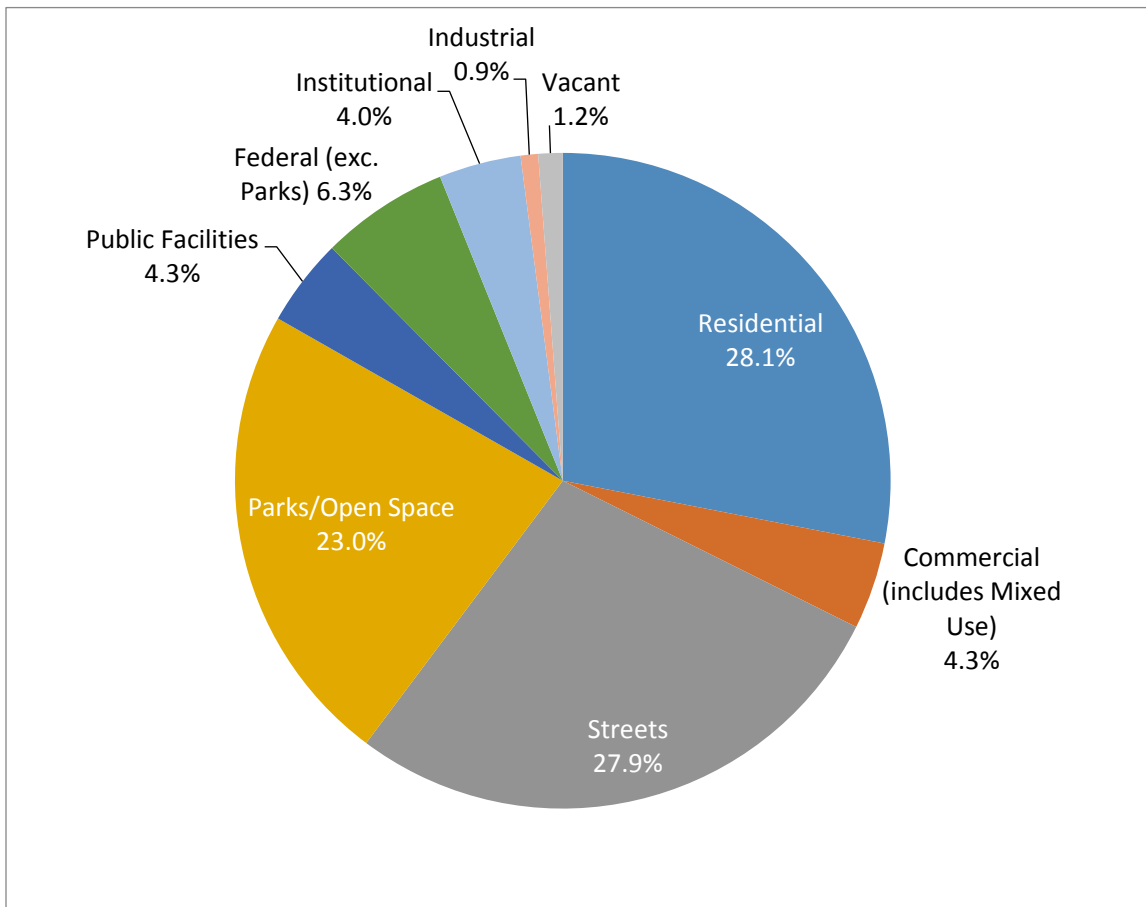
NEW Since 2006, the single largest increase in the types of households were those comprised with members that work in the Professional Services industry, and who tend to earn higher wages. The increased demand and competition from higher income households was greater than anticipated and has made the city one of the most expensive places to live in the country. The District now has a large percent of both and high and low income households with very few in the middle-income ranges. Increasing rental housing costs are the primary household budget item that is making it difficult for lower or even moderate income residents to continue living in the city. Some estimates suggest that between 2011 and 2016 the cost of purchasing a home rose by almost 50 percent, while the cost of renting rose 18 percent. Housing costs are perhaps the central challenge toward maintaining and growing an inclusive city. NEW

205 LAND USE CHANGES

205.1 In terms of land area, **at 69 square miles**, Washington is not a large city. ~~At 69 square miles, it is half the size of Denver or Philadelphia, and one-fifth the size of Dallas or San Diego.~~ It is hemmed in by adjacent cities and states and cannot grow through annexation. The District ~~is also the sixth densest city in America, with in 2016 had~~ over ~~9,000~~ **11,000** people per square mile. ~~Population density is even higher when federal lands which comprise almost 40 percent of the District of Columbia are subtracted out.~~ **Federal lands comprise almost 40 percent of land in the District, making land** ~~Land is~~ a precious and limited resource ~~here~~. 205.1

205.2 Figure 2.57 shows how land in the District is currently used. About 28 percent of the city is developed with housing, and more than one quarter is developed with street rights-of-way. About ~~20~~ **23** percent of the city’s land area consists of permanent open space, including Rock Creek Park and the National Mall. About ~~600~~ **465** acres of the city-or ~~4.5~~ **1.2** percent of its land area-consists of vacant land. 205.2

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



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

205.4 These statistics alone do not tell the full story of land use in the District. ~~Since 1899,~~ **Building height and**

historic districts have impacted the District’s development. Building height has been strictly regulated by the Height of Buildings Act originally adopted by the US Congress in 1899. Amended in 1910, the Act to provided more comprehensive height regulations giving the District a low visual profile and preventing the construction of buildings ~~over about 14 stories tall,~~ **taller than 130 feet in most areas through building height and street width ratios, and other policies detailed within the act. In 2014, Congress amended the Height Act to increase the height of a penthouse to twenty feet and to allow that portion of a penthouse not used for mechanical purposes to be used for habitable space. The city also has dozens of federal and local historic districts with unique opportunities for growth.** ~~In addition, much of the city consists of historic districts with limited capacity for growth. Even many of the areas that are not “officially” historic are fully developed and have little potential for change.~~ **The city also has dozens of federal and local historic districts where development and preservation co-exist and complement each other in context-sensitive ways. Many of the areas that are not “officially” historic also require careful consideration to ensure the design of new and rehabilitated buildings is compatible with the existing urban fabric.** 205.4

205.5 Despite these limitations, there is room for growth in the District of Columbia. Key opportunities include government lands, underused commercial and industrial sites, and vacant **buildings that can be repurposed, repositioned and/or redeveloped. The sites vary in scale from those of significant acreage to smaller infill lots.** ~~Other sites, including failed housing projects and ailing business districts, also present opportunities. There are also hundreds of small “infill” sites scattered throughout the city, especially in the northeast and southeast quadrants.~~ Together, these areas hold the potential for thousands of new units of housing and millions of square feet of office and retail space. 205.5

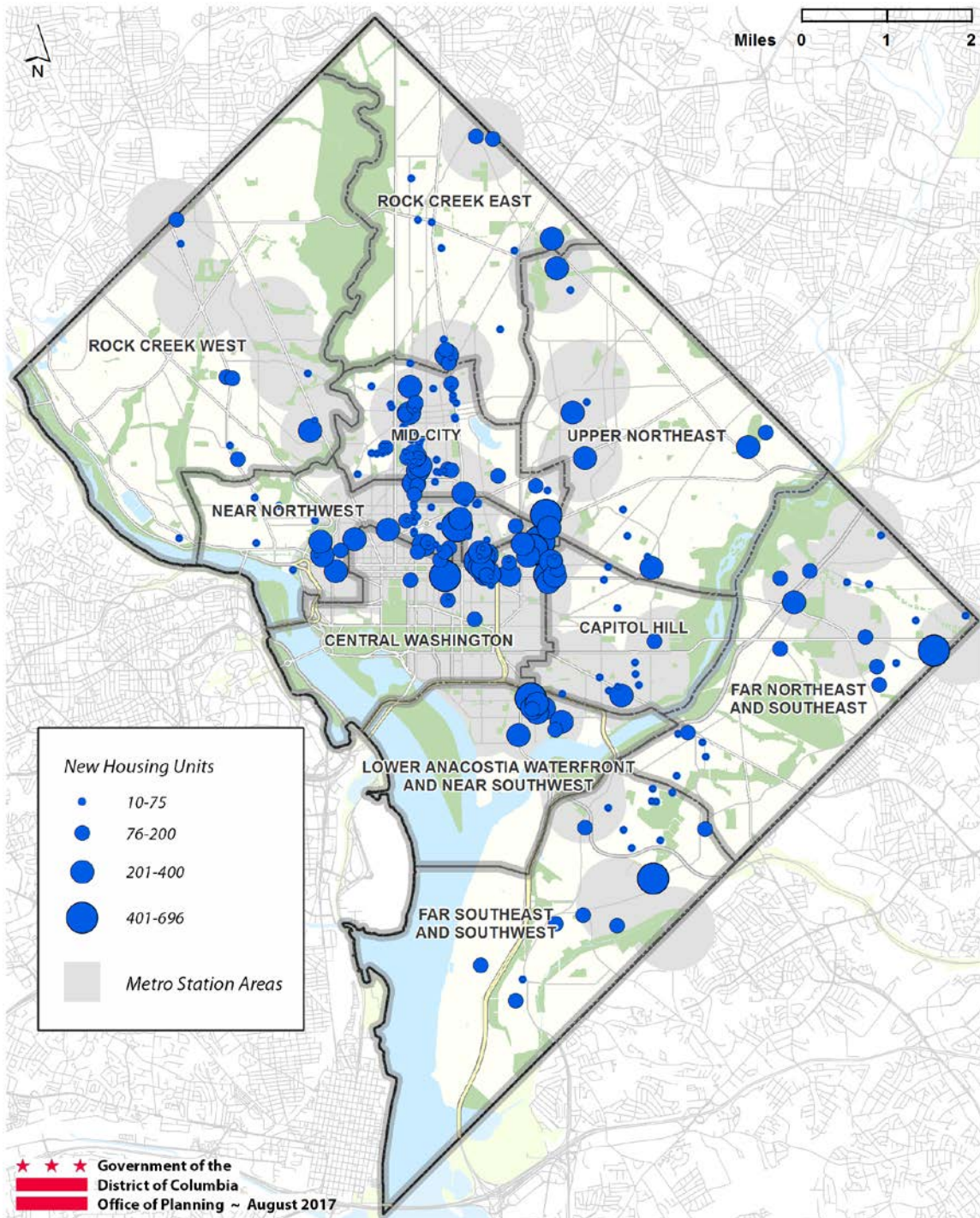
205.6 Fitting such development into the fabric of a mature city creates a number of challenges. One is displacement, a threat that has become more real in the District as land values have increased **due to rising demand that has not been met with a proportional increase in supply.** Displacement not only affects District residents-particularly those of lower income-it also affects businesses, **non-profits,** and municipal operations that may be ~~dislocated~~ **displaced** by rising rents and land prices. 205.6

205.7 Whether the issue is displacement, the siting of locally undesirable **but necessary** uses, parking impacts, or threats to neighborhood character and stability, development creates tension in the District of Columbia. This tension ~~will only mount as growth pressures increase, making it even more important to have~~ **can be reduced with** sound land use policies, **urban design** and development review procedures that mitigate the effects of competing and conflicting uses. 205.7

205.8 Figure 2.68 depicts the location of residential development in the city ~~between 2000 and 2005~~ **between 2006 and 2015.** Of the ~~7,700~~ **28,955** units of housing added, **88 percent were within a half mile of metro station areas,** about ~~one-third~~ **25 percent** were located in Central Washington and 15 percent were located in Near Northwest. The Mid-City and ~~Upper Northwest~~ **Rock Creek West Planning** areas ~~each~~ absorbed about ~~12~~ **18 and 3** percent of the District’s housing growth **respectively.** About ~~20~~ **12** percent of the new housing units were located east of the Anacostia River **in the Far Southeast/Southwest and Far Northeast Southeast Planning Areas.** ~~However, much~~ **Some** of this housing replaced units that were demolished,

resulting in a ~~very-small~~ **smaller** net increase. 205.8

205.9 Figure 2.68: Housing Development Activity, ~~2000-2005~~ **2006-2015**



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

206 MOBILITY AND ACCESS CHANGES

- 206.1 The Washington region faces significant transportation challenges. ~~Decentralization has caused longer commutes, increased congestion, and deteriorating air quality. The nationally recognized 2005 Urban Mobility Report found that Washington was the third most congested region in the country, behind Los Angeles and San Francisco.~~ **While road congestion remains an issue for many, District residents, commuters, and visitors also experience issues with transit availability and reliability: buses, railcars, and station platforms can experience crowding at times of heaviest use. In addition, safety and accessibility of our transportation system—particularly for pedestrians and cyclists, remains an issue. At the same time, the city has seen significant improvements to its multimodal transportation network, such as protected bicycle lanes, wider sidewalks and signalized crosswalks, and the initial leg of a streetcar line that will stretch east and west across the city. New travel options, including car-sharing, ride-hailing, and the Capital Bikeshare system, have improved access and mobility. Great strides have been made in building a connected city over the last decade since the 2006 Comprehensive Plan was adopted, but much remains to be done.** Funding to maintain the existing transportation system, let alone expand the system to meet increased demand, is severely constrained. 206.1
- 206.2 ~~These challenges have propelled two opposing trends—one pushing development further out toward uncongested roads miles away from the city, and the other pushing development closer in, to areas where transit is available and shorter commutes are possible.~~ **From a regional perspective, areas close to transit have become highly desirable to many, as households and employers both attempt to reduce travel time and costs. Over the next 15 years, approximately 78 percent of all development in the District will be within a half-mile of a Metro station. The focus on building around existing infrastructure is more efficient than the decentralized development patterns of the past. At the same time, careful planning and reinvestment is needed to ensure that our infrastructure has the capacity to accommodate Washington's population and economic growth.** ~~They have also led to the recognition that increasing road capacity alone cannot solve the region's traffic problems.~~ Looking forward, increased investment in bus and rail transit, pedestrian and bicycle facilities, **and other modes of travel will also be needed to ensure a resilient, robust network that increases accessibility for all.** ~~and other modes of travel, will be needed to sustain economic growth.~~ 206.2
- 206.3 The District already has one of the most extensive transit systems in the country and ranks second only to New York in the percentage of residents using transit to go to work. The Metrorail and bus systems complement the city's radial roadway system and maximize the movement of people across the city. However, many of those who need transit the most, including the poor and those with special needs, still face mobility problems. Transit often does not connect District residents to jobs in the suburbs, and it may be expensive or difficult to access. In addition, parts of the Metrorail system are approaching capacity. **While Metro remains, per passenger mile, one of the safest and most cost effective means of travel in the region, years of deferred maintenance on Metrorail have led to problems with safety and reliability. Sustained investment in the system is needed. Changes in governance and funding are on the way. The District,**

Maryland, and Virginia have established a Metro Safety Commission with enhanced oversight authority, and the regional jurisdictions have recently placed a renewed emphasis on establishing a dedicated funding source for the system. The District is represented on the Transportation Planning Board (TPB) and has played a strong role in the establishment of the Access for All Committee, whose members identify issues of concern to traditionally underserved populations in order to determine whether and how these issues might be addressed within the TPB process. The Office of Planning provides ongoing support for the use of TPB's Enhanced Environmental Justice Analysis and the mapping of "Equity Emphasis Areas" to guide transportation investments.^{206.3}

NEW Since the adoption of the 2006 Plan, the city has diversified its transportation choices such as the DC Circulator Bus and Capital Bikeshare. The growth of the bikeshare network is a good example. In just six years since its creation in 2010, the system has grown to almost 450 stations and 3,700 bikes across the District and the region. The District has supported the use of sustainable transportation modes by encouraging safe and appealing pedestrian environments that enable residents to conduct many daily trips without the use of motorized vehicles. As a result of bike and pedestrian improvements since 2006, D.C. residents commuting to work by biking or walking increased by 65 percent to over 65,000 commuters by 2015.

NEW Policy changes, demographic forces, and fiscal limitations all cause impacts on transportation networks, forcing the District and its regional partners to adapt to new realities. For example, as the region faces high growth in demand for paratransit services to serve older adults and people with disabilities, the District and Metro have both begun to pilot new service delivery methods that may greatly reduce costs. In the realm of education, robust growth in public charter school attendance has opened up new educational opportunities for District residents—many of them beyond walking distance of a student's home. The District's "Kids Ride Free" program reduces the financial burden on individual families, as well as the overall impacts on the road network, by allowing public school students to travel to and from school on Metrobus and Metrorail for free. In both of these areas, changes in our population and in the choices people make are causing the District to rethink old ways of doing business and coming up with new mobility solutions.

NEW Market changes and technological innovations have also disrupted the transportation world over the last decade, and will continue to do so. Since 2006, there has been a proliferation in private-sector firms offering transportation services, such as car-sharing and ride-hailing. Goods movement has also been a source of innovation, with delivery companies exploring lower-impact forms of transport such as sidewalk drones. New technology platforms allow for better-informed trip planning and more convenient payment methods. Perhaps the most revolutionary change coming is the development, and eventual widespread adoption, of autonomous (sometimes called "self-driving") vehicles. Fully automated vehicles are being tested on city streets across North America now, with commercial sales expected to begin within this Comprehensive Plan's planning horizon. While private sector innovation makes all of these changes possible, public policy and regulation will be necessary to ensure that the District's goals of inclusivity, accessibility, and sustainability are achieved.

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

207 ENVIRONMENTAL CHANGES

207.1 The District of Columbia was sited to take advantage of the unique environment and landscape at the confluence of the Anacostia and Potomac Rivers. Urbanization over the last 200 years has compromised almost every aspect of this environment, leaving us **with our rivers and streams polluted by raw sewage and urban runoff** ~~one of the most polluted rivers in the country~~, air quality that fails to meet federal standards **for ground level ozone**, and a city where heavy tree cover ~~has declined by more than half in the last 30 years alone~~ **remains below historic levels**. ~~Of course, these are not issues unique to Washington.~~ On a global level, issues such as ~~fossil fuel depletion~~ **greenhouse gas emissions**, climate change, sea level rise, **food security**, and deforestation may have even more far-reaching impacts on the way we live and work in the future. **There is now greater potential for increased rainfall and flooding from more damaging storms. In addition, there is a greater likelihood of extreme heat conditions, exacerbated by the city's urban heat island effect, that disproportionately affects vulnerable residents. Finally, environmental degradation continues, threatening air and water quality.** 207.1

207.2 This Plan **incorporates and builds upon the 2012 Sustainable DC and the 2016 Climate Ready DC plans. Sustainable DC** makes a conscious effort to promote natural resource conservation and environmental sustainability. It incorporates measurable goals such as reducing ~~per capita~~ **citywide** energy consumption by ~~one percent a year~~ **50 percent**, ~~recycling 45 percent of our~~ **sending zero** solid waste ~~stream~~, **to landfills and reducing total waste generation by 15 percent**, and making the Anacostia River fishable and swimmable by 2025. These goals can only be achieved through fundamental changes in the way we live and the way we build. ~~In the future, "green"~~ **Green** building and "low impact development" ~~will need to~~ **have** become the norm rather than the exception. The concept of sustainability runs through much of the Comprehensive Plan, from the renewal of brownfield sites, **to healthy food access, to storm water mitigation**, to a renewed commitment to environmental justice in all neighborhoods of the city. **In addition, Climate Ready DC identifies the impacts that a changing climate will have on the District; the risks to the city's infrastructure, public facilities, and neighborhoods; and the actions we must take now and in the future to prepare.** 207.2

NEW The challenge going forward is to identify and implement new technology such as distributed energy production with solar, and urban typologies that allow for the accommodation of population and economic growth, but that better protect natural resources, and minimize future environmental degradation, and prepare the city for a changing climate.

208 TECHNOLOGY CHANGES

208.1 Technology ~~has changed~~ **is rapidly changing** how we live, work, and travel and it will continue to shape the District in unexpected ways. ~~Twenty years ago~~ **In the 1980s**, few predicted the scale at which computers would pervade every aspect of our lives. Since the 1980s, telecommuting has changed travel patterns; on-line purchases have changed retailing; and e-mail has changed the way business and government operate. **For instance, working from home is one of the fastest growing ways employees 'commute' to work. In addition, mobile computing, self-driving cars, construction methods, green technology, and other advances will have new and unexpected side effects on the way Washingtonians live, how the city make land use decisions, and the shape of the District's growth.** 208.1

208.2 It is hard to fathom how advancements yet to be made will affect us in the future. The only thing that is certain is that technology will change our lives, with potentially profound spatial impacts. Such change may have more of an impact on Washington than it might in other cities, given the city's role as a global and intellectual capital. The city is already a center of the information economy, and has demonstrated a strong pull for innovators from around the country and the world. **In Washington D.C. these forms of economic activity are becoming less reliant on the place based 'office'. This has implications for the social spaces in the city's neighborhoods where people meet. In addition, the potential decline of high value office as a percent of total land uses has fiscal implications for the District's reliance on commercial real estate taxes.** 208.2

208.3 One aspect of technological change is its potential to deepen economic divides in the city. In 2004, the National Poverty Center reported that 85 percent of the nation's ~~White~~ **white** children had access to a home computer, compared to just 40 percent of ~~Black~~ **black** and Latino children. **Recent census data suggests the District has made significant progress in this area but gaps still remain as effectively 100 percent of white children and 89 percent black children have access to a computer.** Access to technology will be an important part of improving the well-being of District residents in the future. This will place a premium on education and training, and an emphasis on providing residents with the skills to use technology and access information. 208.3

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

209 SECURITY CHANGES

209.1 Security is not a new concern or challenge in the District of Columbia and many challenges exist. As a capital city, we are used to a heightened level of risk and the visibility of military personnel and operations. The National Mall and other public spaces in the District draw large crowds of people as the nation's focal point for expression of free speech and need vital support. As an urban center, we also face daily concerns about personal safety and crime. But security concerns have taken on a new meaning since September 2001 ("9/11"). The attacks on Washington and New York changed the psyche of our city and ushered in an uncertainty about the future that still persists today. 209.1

209.2 ~~Over the past five years~~ Since 9/11, we have ~~struggled with the need to~~ slowly sought to balance beauty, access, and openness with the need to protect our landmarks, government buildings, ~~and~~ officials, workers, visitors, and residents from danger. Each have common points of intersection, but they have separate concerns requiring different responses as well. The federal government has strived to discourage acts of terrorism through the design and management of public spaces and buildings, including the closing of some District streets and retrofitting of major landmarks. Security issues have also been cited in decisions to shift the federal workforce to more remote locations, which have implications on how the District approaches public space and land use. They also have resulted in design standards for federally leased space that will reverberate through the regional office market for many years to come. 209.2

NEW Security and technology intersect with the new potential threat from cyber-attacks impacting the operations of critical infrastructure such as the power grids and water supply, communications, transit and other systems that serve the city's daily needs.

NEW Washington's security issues are ongoing and reducing the likelihood of adverse events by creatively securing buildings and infrastructure is an important first step. But more is needed to make the city resilient to potential threats. This plan introduces how the city can better prepare for and recover from such events regardless of the underlying cause.

209.3 These concerns are not likely to diminish in the future. The need to balance our desire for safety, accessibility, and aesthetics while maintaining an open, democratic, and resilient society is one of the key challenges that this plan seeks to address. 209.3

210 FISCAL CHANGES

210.1 When the District received limited Home Rule in 1973, it incurred a variety of cost burdens, including the responsibility for providing many services that are typically provided by states. Revenue restrictions also were imposed, including the inability to impose a "commuter tax" on income earned in the city by non-residents. ~~The result of these burdens and restrictions has been a financial "structural imbalance" that persists to this day.~~ A 2002 report by the federal General Accounting Office estimated that these burdens and restrictions had caused a financial "structural imbalance" ~~the imbalance that~~ exceeded \$470 million

- a year. 210.1
- 210.3 The imbalance is amplified by the large amount of land in the city that is owned by the federal government and therefore not subject to property tax. Indeed, ~~53~~ **61** percent of all ~~land~~ **property** in the District is non-taxable, and more than two-thirds of the income earned in the District cannot be locally taxed. 210.2
- 210.3 ~~One outcome of the imbalance is that District residents and businesses face the highest tax burden in the nation. Another is that major investments in infrastructure and capital improvements have been deferred. The District has hesitated to cut services, raise taxes or incur more debt, and instead has sought other remedies to reduce the imbalance.~~ 210.3
- 210.4 ~~One of these remedies has been to “grow” the population of the District of Columbia.~~ A well-publicized target of adding 100,000 residents to the city’s population ~~was~~ set in 2003, ~~as a way motivated in part by a desire~~ to boost the number of taxpaying residents, ~~has been largely successful.~~ **Economic and population growth has dramatically expanded our tax revenues and fiscal discipline has improved the District’s credit rating and funded a \$1 billion reserve. Growth and an expanded tax base have enabled the District to direct additional resources toward vulnerable populations in need of affordable housing, workforce development and human services consistent with the Comprehensive Plan’s Core Themes and the Guiding Principles.** The District has also worked to increase the income of current residents, which can in turn lift families out of poverty, generate tax revenues, and reduce social service costs. A key component of improving the city’s fiscal health as well as the economic prosperity of its residents is to increase the number of employed residents and thus the economic and tax base of the city. 210.4
- 210.5 Fortunately, economic growth in the city has helped improve the District’s fiscal standing, ~~at least in the short term for the foreseeable future.~~ ~~A decade ago~~ **In the late 1990’s,** the District was on the brink of bankruptcy. The situation has improved markedly, in part as a result of actions taken by the Government of the District of Columbia. Despite the optimistic forecasts of the Comprehensive Plan, there is no guarantee that this good fortune will last. Prudent action is needed to avoid problems should future downturns take place. 210.5
- 210.6 The District’s fiscal situation will continue to influence land use and economic development choices. It is currently driving the redevelopment of large former federal sites with tax-generating uses, creation of new retail centers that reduce the “leakage” of sales tax dollars to the suburbs, and **mixed use** development ~~of high-income, high-density housing~~ **in** downtown and elsewhere. Such efforts may reduce the imbalance but are unlikely to eliminate it. The most effective strategies will combine revenue-raising strategies with strategies to break the cycle of poverty in District neighborhoods. 210.6
- NEW A key consideration to the District’s fiscal changes is that the city has benefitted from increasing revenues as a result of growth, while not experiencing increasing costs to the same degree. Between 2006 and 2016, the city had the ability to grow into its surplus infrastructure such as schools, transit and electrical networks that had largely been developed and paid for prior to the 1980s. The same**

cannot necessarily be said going forward. Growing into the existing infrastructure required significant reinvestment to resolve long deferred maintenance and create high value assets to the community such as McKinley Tech High School or the Woodridge Library. The investment has left the District with an already relatively high level of debt per capita, the District will have to creatively address the financing of the infrastructure improvement needed to accommodate the expected population growth of more than 300,000 over the next 20 to 30 years.

211 GLOBAL CITY, LOCAL CITY

- 211.1 One of the most obvious forces influencing planning in the District is the city’s dual role as a world capital and a residential community. There is the Washington of lore, the city of inaugural parades, museums, and monuments—the place that school textbooks describe as “belonging to all of America.” And there is the city most of us know, comprised of neighborhoods, shopping districts, schools, corner stores, churches, and parks, yet with a citizenry that is seeking for equal voice within the United States of America through the New Columbia Statehood Commission supported by 86 percent of the District’s voters. Even the Comprehensive Plan itself is divided into District and Federal Elements, suggesting that federal interests may not always align with the goals of the city’s residents and businesses. 211.1
- 211.2 The tension between Washington’s global and local roles plays out in a number of ways. Conflicts around fiscal issues and security have already been noted. Issues such as embassy siting, plans for federal lands, funding for Metrorail, and Congressional oversight on local land use and public facility decisions have been the focus of much debate and discussion in the past. The District itself seems partitioned at times, with the federal government functioning as a “city within the city”. 211.2
- 211.3 Yet in spite of these conflicts, the “federal presence” remains Washington’s most prominent and visible asset. It provides tens of thousands of jobs for District residents, attracts millions of visitors to the city, and sustains cultural institutions that would not otherwise be possible. This influx of visitors on the daily basis contributes to a doubling of the District’s day time population. It makes Washington an international and multi-cultural center, second only to New York on the eastern seaboard. The federal presence requires that our plans take a broader perspective than the metropolitan region and approach these tensions between the global and local functions with a sense of shared stewardship that benefits all, ~~and recognize that we are more susceptible to global events than places like Baltimore, Detroit, and other cities of similar size.~~ 211.3
- 211.4 The District’s role in the world economy has become increasingly important during the past ~~50~~ 60 years. In the early 2000’s, the ~~The~~ Association of Foreign Investors in Real Estate ~~has~~ ranked Washington as the top city in the world for foreign investment for three consecutive years. Foreign investment still plays an important role in many of the District’s revitalization projects. ~~The~~ In addition, the Washington region is one of the leading gateways for immigration into the United States. We are home to such institutions as the World Bank and International Monetary Fund. Our emergence as a global center has implications for our

communication systems, our transportation and infrastructure needs, our cultural life, and our real estate and development markets. 211.4

- 211.5 These changes create vast potential for increased prosperity. But they also create the threat of disruption, and a changing identity for many parts of the city. City plans must clearly articulate the values to be preserved and the **people and** places to be protected as we contemplate where we as a city hope to be in 20 years and beyond. 211.5

NEW With all the District is striving to achieve, the city’s visibility presents an opportunity to exhibit global leadership around resilience, sustainability and inclusion. The District has asserted itself as a global leader through partnerships and participation in initiatives such as the Paris Climate Agreement, The Compact of Mayors, and the District’s designation as the first global city to achieve LEED Platinum status.

NEW PLANNING FOR RESILIENCE

New The Second Amendment Cycle to the 2006 Comprehensive Plan integrates for the first time a focus on resilience as a new cross-cutting policy framework through which to plan for the District’s future. Many of the recommendations and strategies from other District agency efforts – such as the District Preparedness System, Sustainable DC and Climate Ready DC – have been incorporated as new resilience narrative, policies and actions within the other Citywide and Area Elements. As those policies and actions are being implemented, it is important to track how the Forces Driving Change are positively or negatively impacting vulnerabilities in the District. For the District to maintain consistency and stability of being a more resilient city, DC needs to better plan for the volatility of the Forces Driving Change.

New As the District further refines its approach to resilience, we understand that in the immediate day-to-day and longer term, there are multiple impacts that affect the lives of vulnerable people and communities. Policies within the Comprehensive Plan will be used to provide guidance to help improve the welfare and resilience of these populations. Community resilience is directly related to the ability of a community to use its assets to improve the physical, behavioral and social conditions to withstand, adapt to, and recover from adversity.

– New The District cannot foresee the unexpected. As the earthquake in 2011 and the derecho in 2012 that hit DC and Hurricane Sandy that hit New York City in 2012, have shown, cities are vulnerable to sudden and forceful natural phenomena that have the strength to impact residents and the built environment in the immediate and long-term. The District will leverage policies and target specific actions to reduce the immediate impact and facilitate long-term recovery in the establishment of resilience for all residents across the city.

New **The District will also be faced with other impacts that have a longer time horizon than the 20-year Comprehensive Plan. DC has already experienced a preview of this through flooding, which is of immediate concern, with additional impacts from climate change to come in the long-term. The District is actively working on a number of strategies to reduce the impact in the immediate term in order to make the city responsive and resilient in the long-term.**

New **Resilience in the District is dependent upon an active and collaborative group of stakeholders beyond government. It is going to require substantive leadership and governance on the part of the District with established and lasting support from all sectors at all scales with the ongoing participation of residents and stakeholders. The capacity to successfully incorporate the consideration of resilience standards into decisions and policies that govern the physical development, maintenance, and enhancement of the built and natural environment is fundamental to achieving the District’s vision of a resilient city. Furthermore, applying resilience throughout the District’s daily operations allows the city to better plan for and respond to any type of impact to the Forces Driving Change, therefore, providing the ability for all residents to thrive regardless of vulnerabilities.**

212 LOOKING FORWARD: GROWTH FORECASTS

212.1 The driving forces described in the last section suggest a different future for the District of Columbia than was imagined when the 1984 Comprehensive Plan was drafted. The 1984 Plan **largely sought to prepare** ~~was prepared~~ **the city and neighborhoods for** ~~during~~ a period of long-term population and economic decline. Even the Ward Plans prepared during the late 1980s and early 1990s focused on preventing neighborhood decline and unwanted intrusions. **In 2006, the new Comprehensive Plan recognized how the forces were changing the District.** Today, the continued strength of the Washington economy, coupled with transportation and environmental limits to regional expansion, suggest that the city will **continue to grow, and** capture a larger share of the region’s growth in the future than it has in the past. This assumption is bolstered by an unprecedented amount of development in the “pipeline” and joint federal/ District proposals for federal land transfers. 212.1

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

212.2 The growth forecasts used in this Comprehensive Plan are driven by ~~two~~ **three** factors: land supply, **increased demand** and regional growth projections. Each of these is described below. 212.2

213 LAND SUPPLY

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

- them. 213.1
- 213.2 Pipeline sites are sites where specific development projects are already planned or under construction. Such sites comprise over ~~800~~ **1,300** acres in the District. They represent ~~20,000~~ **60,000** housing units and about ~~20~~ **42** million square feet of ~~commercial~~ **non-residential** space. The degree of certainty that these projects will be built ~~in the next 10~~ **2030** years is relatively high. 213.2
- 213.3 **In 2013, the District undertook a comprehensive analysis of land use capacity as part of the city's report on Height Master Plan conducted with the National Capital Planning Commission. The capacity analysis looked at the unused potential from the development of privately owned vacant and underutilized sites.** Vacant infill sites comprise about ~~600~~ **505** acres in the District and are not associated with any particular project or proposal. They are generally less than ten acres and include a mix of privately owned properties and publicly-owned sites. Some ~~440~~ **426** acres of this land is residentially zoned, including about ~~160~~ **121** acres of multi-family zoned land, and ~~280~~ **306** acres of land zoned for single family and townhomes. About ~~40~~ **53** vacant acres are commercially zoned and ~~20~~ **23** vacant acres are industrially zoned. While vacant lots occur in all parts of the city, about ~~half~~ **30 percent** of the city's vacant land is located east of the Anacostia River. 213.3
- 213.4 Underutilized sites comprise about ~~345~~ **849** acres. For the purposes of the Comprehensive Plan, these are defined as ~~commercially and industrially zoned properties containing structures with low-assessed values. Examples might include auto-body shops, car washes, and fast food restaurants located in high density commercial districts.~~ **privately owned properties zoned for either multi-family residential, commercial or industrial uses where the property improvements represent less than 30 percent of the potential built capacity under the Comprehensive Plan's land use designations and zoning. Examples might include a one to two-story storefront where a property is permitted four or more stories above it.** This does not necessarily mean these uses should be displaced-it simply means the private market will create pressure to replace them over time. The underutilized sites tend to be clustered along **mixed-use** corridor streets such as **Wisconsin, Connecticut and** New York Avenues, Benning Road, and Georgia Avenue. 213.4
- 213.5 Large sites in the District include about a dozen properties or clusters of adjoining properties, with the potential for reuse during the next 20 **to 30** years. They range in size from 25 acres to over 300 acres. They include sites that already contain extensive development, like DC Village and Reservation 13, and sites that are largely vacant, such as Poplar Point and the McMillan Reservoir Sand Filtration site. These sites hold many possibilities for the future, from large mixed use communities to new parks, ~~and~~ open spaces, **public facilities and infrastructure.** In total, the large sites represent about 1,500 acres. Some ~~have already been with~~ master ~~planned~~ **plans** for new uses **first envisioned before 2006 such as Fort Lincoln, Saint Elizabeths East & West Campus, or Southwest Waterfront's Wharf project have elements of the plan that are completed or under construction, but by 2016 none have reached full build out. Others like Walter Reed are in the very early stages of implementation.** **Finally, for other sites;** the future ~~of others~~ has yet to be determined. Some are federally owned, and some are owned by the District. The Office of Planning estimates that federally owned sites will account for less than 10 percent of the District's job and

household growth in the next 20 years. 213.5

213.6 **Despite the overall decrease in the number of vacant buildings, there** ~~There~~ are many other sites in the District where development could occur. ~~These include approximately 2,000 vacant buildings, many of which contain multiple vacant housing units.~~ Some of these **vacant** buildings can be renovated and others are likely to be demolished and replaced. **Other buildings will be repurposed from commercial to residential use.** There are also freeways and railyards, ~~in some cases with developable~~ **that could develop the** air rights above, **while maintaining their existing use below.** There are at least ~~eight~~ **four** aging housing projects that have been identified as possible “new communities.” ~~There are also hundreds of properties in the city that are developed below the maximum square footage allowed by zoning. Some property owners may choose to replace what is on these lots today with something larger in the future.~~ 213.6

213.7 Table 2.1 summarizes vacant and underutilized commercial land within the District and provides an estimate of potential additional development that these lands could accommodate based on existing zoning. 213.7

213.8 Table 2.1: Vacant and Underutilized Lands Citywide 213.8

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

***Millions of Square Feet**

Source: Office of Planning, 2017.

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

214 THE COOPERATIVE FORECASTS

214.1 The Metropolitan Washington Council of Governments (MWCOG) coordinates socio-economic projections for the Washington region. These projections include households, population, and jobs and are expressed in five-year intervals, currently to ~~2030~~ **2045**. Projections are made for the region as a whole and for each of its ~~17~~ **23** jurisdictions. They take into account national economic trends, local demographics, and the local plans and policies of the region’s cities and counties. **The District of Columbia develops a jurisdiction level forecast as part of this effort and works with MWCOG to reconcile and balance the forecast with other jurisdictions.** 214.1

214.2 At the regional level, the projections have been relatively accurate since the forecasting program began in 1975. Actual growth during the last ~~30~~ **40** years has tracked closely with what the forecasts predicted. 214.2

- 214.3 In ~~2005~~ **2016**, the MWCOG board approved **updated** projections showing the region would add ~~one~~ **1.14** million jobs between ~~2005~~ **2015** and ~~2025~~ **2045**. The projections further show an addition of ~~550,000~~ **640,000** households and ~~1.35~~ **1.5** million residents during this time period. About ~~43~~ **29** percent of this growth is expected to occur in “outer” suburbs such as Loudoun, Frederick, and Prince William Counties, **which is a significant decrease in the 43 percent share that was forecasted back in 2005**. The “inner” suburbs of Fairfax, Montgomery, and Prince George’s Counties are expected to **maintain their same share of forecasted growth at approximately** ~~absorb about 42~~ **41** percent. The **most significant change between the COG forecast made in 2006 and 2016 is that the share of growth through 2045 in the Central Jurisdictions of the District, Arlington, and Alexandria has doubled from** ~~remaining~~ 15 percent **to 30 percent** ~~is expected to occur within the District, Arlington, and Alexandria~~. 214.3
- 214.4 Figure 2.~~7~~**9** indicates the location of regional activity clusters in the Washington Metropolitan Area. These clusters were identified cooperatively by jurisdictions in the MWCOG area in ~~2002~~ **2012**. They are intended to provide an organizing framework for directing regional job and housing growth **as articulated in MWCOG's planning compact Region Forward 2050. The compact set goals of guiding growth toward the regional activity centers, including 75 percent of commercial construction and 50 percent of new households**. As the Figure indicates, some of the clusters are more than 40 miles from the District and are larger in land area than all of Central Washington. **Since 2006, progress has been made toward these goals. Ten years ago** ~~Despite the designation of these areas~~, MWCOG ~~indicates~~ **expected that between 2005 and 2025** ~~that~~ only about 40 percent of the region’s housing growth and 70 percent of its job growth ~~are projected to~~ **would** occur in the regional activity centers ~~during the next 20 years~~. **The 2016 forecasts through 2045 demonstrate the region is making valuable progress toward Region Forward's goals. MWGOG now estimates that 76 percent of jobs growth and 65 percent of household growth will occur in the activity centers.** This ~~means~~ **suggests** that increased congestion and urban sprawl ~~are likely~~ **can be minimized**. Expanded coordination in land use and transportation planning among the region’s cities and counties will be essential to keep the region sustainable. 214.4
- NEW **Since the recovery from the national recession started in 2009, increased demand has enabled other sites to not only redevelop, but also maximize their capacity within their designated land use. Immediately prior to the recession in 2008, there were examples of properties across from Metro stations developed with a single story storefront. The District is now seeing the use of expensive high-rise construction methods that enable the properties to achieve the full density permitted by the Comprehensive Plan.**
- 214.5 Figure 2.~~7~~**9**: Regional Activity Clusters



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

215 PROJECTED GROWTH, ~~2005-2025~~2015-2045

215.1 The District's projections are based on a combination of the regional forecasts, approved and planned

development, and land supply estimates. Table 2.2 provides a summary. **The forecast uses a supply-side method, which relies on the construction of new square footage of non-residential space and residential units. Newly built space reflects the capacity to absorb net new job and household demand. To this, the forecast adds growth from net natural increase (births minus deaths).** 215.1

215.2 Table 2.2: Population, Household and Job Forecasts, ~~2005-2025~~**2015-2045**

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

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

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

215.3 Because the Census is only taken every 10 years, estimates of population and household growth ~~begin with 2005 "baseline" estimates.~~ **use the 2010 decennial census as a base, with adjustments made by the Census' Annual Estimates of Population and the ACS. These data sources have closely matched the District's own population forecasts since 2005. The annual Census estimate for 1999 was 53,000 people short of the actual number reported by the 2000 Census. By 2010, these estimates were less than 2,000 different from each other. In fact, the 2006 Comprehensive Plan's forecast for the city's 2010 population was 599,300 residents, or less than 2,500 people (half a percent) off the Decennial Census' 2010 actual population estimate.** ~~These figures are based on the 2000 Census, plus an estimate of net new households and residents added between 2000 and 2005.~~ 215.3

215.4 ~~The city's estimates do not match the U.S. Census estimates, which show a loss of 20,000 residents during the 2000-2005 period. District estimates are based on a series of indicators, such as net housing additions, vacancy rates, school enrollment, IRS tax returns, and utility connections. The Census' annual estimate is not used as the baseline in part because it has historically underestimated the District's population.* For example, the annual Census estimate for 1999 was 53,000 people below the actual number reported during the decennial census in 2000.~~ **The Plan's household and population forecasts begin by tracking the number of housing units in larger new developments as they progress from conceptual plans to under construction and completion. Occupancy rates and average household size by building type are applied to each development to estimate the increase in households and the population increase from migration. Net natural increase (births minus deaths) is added to the population numbers to reflect growth from within.** 215.4

NEW The second amendment to the 2006 Comprehensive Plan will also introduce for the first time a forecast

of population growth by age of residents. The age forecast has important implications for how the District will respond to:

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

215.5 ~~Based on building permits, there were 8,100 units added and about 2,100 units demolished between 2000 and 2005, for a net gain of about 6,000 units. Accounting for vacancies, the 2005 household total is estimated at 254,700. Population has been relatively stable and is currently estimated at 576,700. The average household size declined from 2.16 to 2.12 between 2000 and 2005.~~ **Between 2010 and 2015 the District added approximately 30,000 households and population increased by 70,000. This matched the changes in the housing supply from new construction, subdivision of larger units into a greater number of smaller units and decreases in vacancy to historic lows.** 215.5

215.6 The ~~2005-2010~~ **2015-2020** growth increment consists of actual projects that are now under construction **plus a portion of projects that are planned, but are expected to start construction and reach completion by 2020. The largest share of these projects are rental buildings that will increase percent of rental households as share of the District.** This growth will result in a net gain of about ~~11,000~~ **22,000** households and is expected to increase the city's population to almost ~~600,000~~ **730,000** by the ~~2010~~ **2020** census. This assumes that household size will ~~stay at 2.12~~ **start to increase from 2.11 to 2.13.** 215.6

215.7 Growth forecasts for ~~2010-2015~~ **2020-2025** are based on specific projects that ~~are still in the planning~~ **have received a pre-development approval and portions of projects still in more conceptual** stages. About ~~14,000~~ **another 22,000** households are expected to be added during this period, bringing the city's population to ~~630,000~~ **787,000** by ~~2015~~ **2025.** 215.7

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

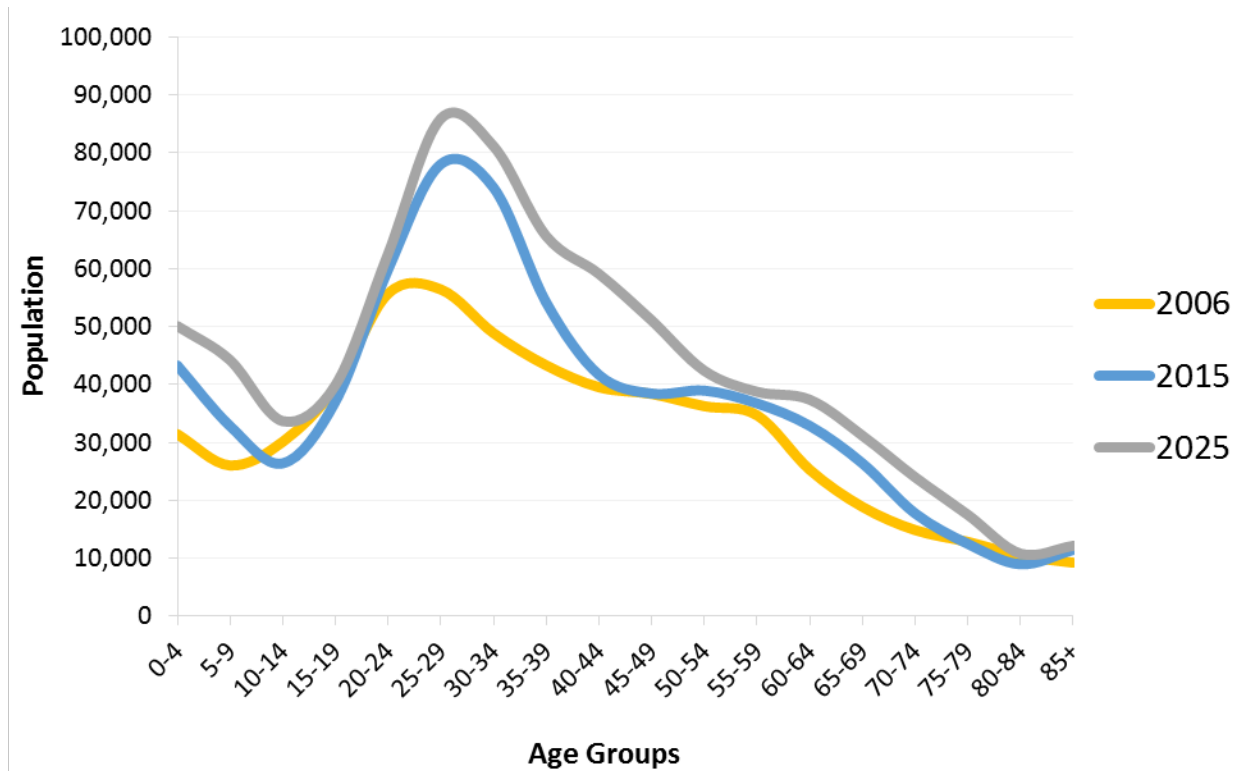
215.8 ~~From 2015 to 2025~~ **During the time period between 2020 and 2035, much a significant portion** of the District's growth is expected to occur on the large sites described earlier in this Element. **These large sites have significant capacity, but also significant planning and infrastructure needs. Growth from these large sites is spread out over several intervals due to the complexity of the sites and how far along they are in development. Over this 15 year period growth on these large sites is expected to contribute over 14,000 households and 23,000 people. Beyond these large sites, growth from 2030 to 2045 is expected to continue on the remaining smaller vacant and underutilized sites until the District's population approaches 990,000 and 412,000 households.** ~~Assuming the pace of growth experienced~~

~~between 2005 and 2015 is sustained, another 32,000 households will be added. Household size is expected to remain at 2.12, bringing the total population to 698,000. This is approximately the same number of residents the District had in 1973, but residing in about 50,000 more households. 215.8~~

- 215.9 ~~In 2006, The~~ **the** biggest unknown in the forecasts ~~is~~ **was how the types of households and** household size **would change**. If the District ~~continues~~ **continued** to lose families and attract only small one- and two-person households, ~~it may well add~~ **the 2006 plan recognized that the city could add** 57,000 households ~~in the next 20 years~~ with no gain in population. **The 2016-17 Plan amendments provide new estimates in Figure 2.10, which illustrates how the city's population is now anticipated to change by age over the next 15 years. First, it shows how the large influx of young individuals who came to D.C. between 2006 and 2016 will age from 20-30 year olds to 30-40 year olds by 2025. Second, it shows how they may create a wave of young children entering the school system as they start families in the District. Finally, it illustrates how the number of older residents will increase over time. Based on the 2030 forecast by age Figure 2.10 and long term forecast in Table 2.2, the District expects household size to increase from 2.11 in 2015 to 2.27 by 2045. However, Household household size will only be maintained at increase over** its current level if the District retains its families, keeps **both** young professionals in the city as they form families **and single or elder parent led households**, and provides a healthy environment for new families in its established single family and rowhouse neighborhoods. Indeed, **in the past** the number of families with children in the District declined from 62,000 in 1990 to 51,000 in 2000, with an attendant drop in citywide household size. 215.9

~~ In Spring 2006, the District successfully challenged the US Census 2005 population estimate. The Census revised the estimate to 582,000, representing an increase of 10,000 residents since 2000. The District's official forecasts reflect a lower 2005 household size than was used in the Census challenge (2.12 vs 2.16), and consequently reflect lower baseline figures. 2-18~~*

NEW Figure 2.10 Forecast of DC Residents by Age:2015-2025



Source: DC Office of Planning

215.10 ~~Other factors~~ **Factors** affecting **the District’s** population forecasts ~~are include~~ housing costs, immigration, **the cost of daycare,** and K-12 school quality. Higher housing costs have ~~already~~ caused families to “double up” in some parts of the city ~~or leave the city for less expensive housing.~~ **It** may ~~also~~ result in adult children returning home or living at home longer. Immigration also may drive increases in household sizes, as it has in New York, San Francisco, and other gateway cities. Improvement in the District’s public schools, **and the shift toward universal pre-school has also made** the city a more attractive place for families with young children. ~~These forces could offset some of the decline in household size.~~ 215.10

215.11 ~~The~~ **Unlike the 2006** household and population forecasts ~~suggest, which suggested~~ that the District of Columbia ~~will~~ **would** capture 10 percent of the region’s growth during 2005-2025, **the Plan now expects the District to gain an increasing share of the region's population.** By ~~2025~~**2045**, the District will represent ~~11~~ **as much as 14** percent of the region’s population, ~~which is a slightly smaller share than it has today.~~ 215.11

215.12 **Employment Growth**

Employment forecasts **use the same process of tracking new capacity proposed by developments and estimating the number of jobs each project could contain. These estimates are then compared to forecasts made by** ~~are based on estimates from~~ the District Department of Employment ~~Services~~ **and other sources.** ~~The~~ baseline (~~2005~~**2010**) estimates build on monthly data reported by the Bureau of Labor Statistics,

~~Dun & Bradstreet~~ **InfoUSA, DC Department of Employment Services**, and other sources, with adjustments for self-employment and military personnel. The forecasts from ~~2005 2015~~ to ~~2015 2030~~ are largely based on actual projects under construction in the city, as well as office, retail, hotel, industrial, and institutional development that is currently planned and ~~proposed~~ **in early conceptual stages**. 215.12

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

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

215.15 Translating the Forecasts into Demand for Land

215.16 How much land does it take to accommodate ~~57,000~~ **145,000** housing units and ~~125,000~~ **300,000** jobs? The answer depends on the density of new development. Other factors, such as the size of housing units, the types of jobs being created, and the amount of land set aside for parking and open space also weigh in. The diagram at right shows three scenarios. 215.16

215.17 The first illustrates the land that would be required for single family homes (at 6 units per acre) and one story campus-style office buildings. About ~~13,000~~ **33,000** acres would be necessary. The second scenario shows land requirements for housing built at row house densities (25 units per acre), with the jobs housed in five story office buildings. About ~~3,000~~ **7,000** acres would be required. The third scenario shows land requirements for housing built at apartment densities of about 125 units per acre, with the jobs housed in ten-story office buildings. Land consumption drops to under ~~1,000~~ **2,000** acres. 215.17

215.18 Of course, the diagram simplifies the actual dynamics of how land is used and developed. It also leaves out land that must be set aside for parks, public facilities, and infrastructure. The District expects some combination of high, medium, and low density development during the next ~~20~~ **30** years. However, high land costs and the scarcity of land in the city make denser development more likely on most of the remaining vacant sites. 215.18

215.19 Growth by Planning Area

Tables 2.3 and 2.4 show where household and job growth is expected to take place within the city ~~over the next 20 years~~ **2045**. The estimates reflect the location of planned development projects, vacant and underutilized sites, and Comprehensive Plan land use designations and policies. 215.19

215.20 Table 2.3: Projected Distribution of Household Growth by Planning Area 215.20

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

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

215.21 Table 2.4: Projected Distribution of Job Growth by Planning Area 215.21

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

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

- 215.22 The tables indicate that about ~~30~~ **28** percent of the city's future household growth will occur in Central Washington and along the Lower Anacostia Waterfront. This reflects current and expected development in and around Downtown, the North of Massachusetts Avenue (NoMA) area, the Southwest Waterfront, the Near Southeast, and on large sites such as Poplar Point. Other areas east of the Anacostia River represent about ~~20~~ **18** percent of the projected total. The Mid-City and Near Northwest areas also represent a combined total of ~~20~~ **17** percent, with most of the gain expected east of 14th Street NW, especially around Howard University, Columbia Heights, and Shaw. **The biggest shift since the 2006 forecast is that the Upper Northeast Area is now expected to accommodate 18 percent of the District's growth in households. This is a result of major changes to land uses around the Florida Market, McMillan Reservoir, Rhode Island Avenue Metro station and the large number of vacant and underutilized properties in the Upper Northeast Area.** Additional data and guidance for each of these areas is provided in the Area Elements of the Comprehensive Plan. 215.22
- 215.23 Employment growth will **continue to** be concentrated in Central Washington and along the Anacostia River. These two areas are **were** expected to absorb three-quarters of the city's job growth **by 2025**, principally in places like the South Capitol Street Corridor, the Southeast Federal Center, and the New York Avenue Metro Station area. **The 2016 update to the 2006 forecast suggests that job growth will be slightly more distributed across other areas. Central Washington and the Anacostia River Waterfront are now expected to absorb 57 percent of D.C.'s job growth.** ~~About five percent of the city's job growth is projected to take place in~~ Upper Northeast **is now expected to absorb 10 percent of the city's job growth.**

especially along the New York Avenue corridor. Another ~~eight~~ **14** percent is **now** expected east of the Anacostia River on sites such as St. Elizabeths and the Minnesota Avenue Metro Station Area. The remaining six planning areas represent less than ~~15~~ **20** percent of the city's job growth, most associated with institutional uses and infill office and retail development along corridor streets. 215.23

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

215.24 As time unfolds, departures from the District's forecasts are likely. Future amendments to the Comprehensive Plan may be considered in response to changing trends, new projections, and shifting expectations for the future. 215.24

216 FROM VISION TO REALITY: GUIDING PRINCIPLES

216.1 The first two sections of this Element provided the context for the Comprehensive Plan Revision. This section establishes 36 underlying principles for the future that reflect this context. Most of these principles are based on "A Vision for Growing an Inclusive City," the policy framework for the Comprehensive Plan Revision endorsed by the Council of the District of Columbia in 2004. However, statements from the previous Comprehensive Plan and other documents that set the frame for more detailed planning in the District also are incorporated. Policies in each Element of the Comprehensive Plan elaborate on the city's commitment to following these principles. 216.1

216.2 The principles are grouped into five sections:

- Managing Growth and Change
- Creating Successful Neighborhoods
- Increasing Access to Education and Employment
- Connecting the City
- Building Green and Healthy Communities. 216.2

216.3 The principles acknowledge that the benefits and opportunities of living in the District are not available to everyone equally and that divisions in the city-physical, social and economic must be overcome to move from vision to reality. 216.3

217 MANAGING GROWTH AND CHANGE: GUIDING PRINCIPLES

217.1 1. Change in the District of Columbia is both inevitable and desirable. The key is to manage change in ways that protect the positive aspects of life in the city and reduce negatives such as poverty, crime, and

- homelessness. 217.1
- 217.2 2. A city must be diverse to thrive, and the District cannot sustain itself by only attracting small, affluent households. To retain residents and attract a diverse population, the city should provide services that support families. A priority must be placed on sustaining and promoting safe neighborhoods offering health care, quality education, transportation, child care, parks, libraries, arts and cultural facilities, and housing for families. 217.2
- 217.3 3. Diversity also means maintaining and enhancing the District’s mix of housing types. Housing should be developed for households of different sizes, including growing families as well as singles and couples. 217.3
- 217.4 4. The District needs both residential and non-residential growth to survive. Nonresidential growth benefits residents by creating jobs and opportunities for less affluent households to increase their income. 217.4
- 217.5 5. Much of the growth that is forecast during the next 20 years is expected to occur on large sites that are currently isolated from the rest of the city. Rather than letting these sites develop as gated or self-contained communities, they should become part of the city’s urban fabric through the continuation of street patterns, open space corridors and compatible development patterns where they meet existing neighborhoods. Since the District is landlocked, its large sites must be viewed as extraordinarily valuable assets. Not all should be used right away-some should be “banked” for the future. 217.5
- 217.6 6. Redevelopment and infill opportunities along corridors and near transit stations will be an important component of reinvigorating and enhancing our neighborhoods. Development on such sites must not compromise the integrity of stable neighborhoods and must be designed to respect the broader community context. Adequate infrastructure capacity should be ensured as growth occurs. 217.6
- 217.7 7. Growth in the District benefits not only District residents, but the region as well. By accommodating a larger number of jobs and residents, we can create the critical mass needed to support new services, sustain public transit, and improve regional environmental quality. 217.7

218 CREATING SUCCESSFUL NEIGHBORHOODS: GUIDING PRINCIPLES

- 218.1 8.The residential character of neighborhoods must be protected, maintained and improved. Many District neighborhoods possess social, economic, historic, and physical qualities that make them unique and desirable places in which to live. These qualities can lead to development and redevelopment pressures that threaten the very qualities that make the neighborhoods attractive. These pressures must be controlled through zoning and other means to ensure that neighborhood character is preserved and enhanced. 218.1

- 218.2 9. Many neighborhoods include commercial and institutional uses that contribute to their character. Neighborhood businesses, retail districts, schools, park and recreational facilities, houses of worship and other public facilities all make our communities more livable. These uses provide strong centers that reinforce neighborhood identity and provide destinations and services for residents. They too must be protected and stabilized. 218.2
- 218.3 10. The recent housing boom has triggered a crisis of affordability in the city, creating a hardship for many District residents and changing the character of neighborhoods. The preservation of existing affordable housing and the production of new affordable housing both are essential to avoid a deepening of racial and economic divides in the city. Affordable renter-and owner-occupied housing production and preservation is central to the idea of growing more inclusively. 218.3
- 218.4 11. The District of Columbia contains many buildings and sites that contribute to its identity. Protecting historic resources through preservation laws and other programs is essential to retain the heritage that defines and distinguishes the city. Special efforts should be made to conserve row houses as the defining element of many District neighborhoods, and to restore neighborhood “main streets” through sensitive renovation and updating. 218.4
- 218.5 12. Each neighborhood is an integral part of a diverse larger community that contributes to the District’s identity. Growing an inclusive city means that all neighborhoods should share in the overall social responsibilities of the community, including housing the homeless, feeding the hungry, and accommodating the disabled. 218.5
- 218.6 13. Enhanced public safety is one of the District’s highest priorities and is vital to the health of our neighborhoods. The District must continue to improve safety and security, and sustain a high level of emergency police, fire, and medical assistance. Moreover, the District must engage in appropriate planning and capital investments to reduce the likelihood and severity of future emergencies. 218.6
- 218.7 14. Confidence in government begins at the neighborhood level. It is built block-by-block, based on day-to-day relationships and experiences. Meaningful citizen participation and quality, responsive neighborhood services are essential to sustain successful neighborhoods. 218.7
- 218.8 15. Public input in decisions about land use and development is an essential part of creating successful neighborhoods, from development of the Comprehensive Plan to every facet of its implementation. 218.8
- 218.9 Policies and actions to support neighborhoods cut across many Comprehensive Plan topics and appear throughout this document. Wherever they may appear, these policies are underpinned by the common goal of conserving functioning, stable neighborhoods and improving those that need redirection. 218.9

219 INCREASING ACCESS TO EDUCATION AND EMPLOYMENT:

GUIDING PRINCIPLES

- 219.1 16. Increasing access to jobs and education by District residents is fundamental to improving the lives and economic well being of District residents. Education must equip students with the skills and tools to succeed. 219.1
- 219.2 17. An economically strong and viable District of Columbia is essential to the economic health and well being of the region. Thus, a broad spectrum of private and public growth (with an appropriate level of supporting infrastructure) should be encouraged. The District's economic development strategies must capitalize on the city's location at the center of the region's transportation and communication systems. 219.2
- 219.3 18. Increasing access to education and employment is linked to broader social goals such as strengthening families, creating a better future for the city's youth, and reducing chronic and concentrated poverty. Therefore, physical plans for the city must be accompanied by plans and programs to improve our educational system, improve literacy and job training, and link residents to quality jobs. 219.3
- 219.4 19. The overarching goals of the Comprehensive Plan cannot be achieved without sustained investment in public school and library facilities. The physical condition of these facilities must be improved before the vision of a more inclusive city can be truly achieved. 219.4
- 219.5 20. Colleges and universities make the District an intellectual capital as well as a political capital. They are an essential part of the District's plans to grow its "knowledge based" economy, improve access to learning, and broaden economic prosperity for all District residents. Sustaining our colleges and universities is important, as is protecting the integrity of the communities of which they are a part. Encouraging access to higher education for all residents is vitally important, as is locating higher education facilities in neighborhoods currently underserved by such facilities. 219.5
- 219.6 21. Land development policies should be focused to create job opportunities for District residents. This means that sufficient land should be planned and zoned for new job centers in areas with high unemployment and under-employment. A mix of employment opportunities to meet the needs of residents with varied job skills should be provided. 219.6
- 219.7 22. Providing more efficient, convenient, and affordable transportation for residents to access jobs in the District and in the surrounding region is critical to achieve the goal of increasing District residents' access to employment. 219.7
- 219.8 23. Downtown should be strengthened as the region's major employment center, as its cultural center; as a center for government, tourism and international business; and as an exciting urban mixed-use neighborhood. Policies should strive to increase the number of jobs for District residents, enhance retail opportunities, promote access to Downtown from across the District and the region, and restore Downtown's prominence

as the heart of the city. 219.8

- 219.9 24. Despite the recent economic resurgence in the city, the District has yet to reach its full economic potential. Expanding the economy means increasing shopping and services for many District neighborhoods, bringing tourists beyond the National Mall and into the city's business districts, and creating more opportunities for local entrepreneurs and small businesses. The District's economic development expenditures should help support local businesses and provide economic benefits to the community. 219.9

220 CONNECTING THE CITY: GUIDING PRINCIPLES

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

fabric. After more than two centuries of building, the nation's capital is still a remarkable place. Urban design and streetscape policies must retain the historic, majestic, and beautiful qualities that make Washington unique among American cities. 220.7

221 BUILDING GREEN AND HEALTHY COMMUNITIES: GUIDING PRINCIPLES

- 221.1 32. The site selected for the national capital was characterized by a very special topography, including hills interlaced with broad rivers and streams. The topography allowed for the construction of a special collection of buildings that give the District a unique profile. This profile has been further protected by local and national ordinances and must continue to be protected in the future. This should include the protection of views and vistas and the enhancement of city gateways. 221.1
- 221.2 33. The earth, water, air, and biotic resources of the District must be protected. Furthermore, such resources should be restored and enhanced where they have been degraded by past human activities. In particular, reforestation of the District and maintenance of its tree cover should be emphasized to sustain the District's reputation as one of America's "greenest" cities. 221.2
- 221.3 34. As the nation's capital, the District should be a role model for environmental sustainability. Building construction and renovation should minimize the use of non-renewable resources, promote energy and water conservation, and reduce harmful effects on the natural environment. 221.3
- 221.4 35. Planning decisions should improve the health of District residents by reducing exposure to hazardous materials, improving the quality of surface and groundwater, and encouraging land use patterns and land uses that reduce air pollution and facilitate pedestrian and bicycle travel. 221.4
- 221.5 36. The District's parks and open spaces provide health, recreational, psychological, aesthetic, and ecological benefits that contribute to the quality of life. Maintenance and improvement of existing parks, and increased access to open space and recreation across the city are basic elements of the city's vision. The District's public open spaces should be protected against exploitation, and their recreational and environmental values should be conserved. 221.5

222 PUTTING IT ALL TOGETHER

- 222.1 Taken together, the driving forces, projections, and guiding principles in the Framework Element provide a foundation for planning the future of the District of Columbia. **The Comprehensive Plan speaks to two**

major ways the District can rise to the challenges posed by the forces driving change. The first is by making careful land use decisions that accommodate growth and ensure the city is an inclusive and desirable place to live and work. The second is through periodic refining of the infrastructure priorities identified in the Comprehensive Plan through the District's Capital Improvement Plan (CIP). The following sections provide a high level overview of those two tools. The remaining elements of the Comprehensive Plan examine these conditions in much more detail and outline the journey from vision to reality. 222.1

223 GENERALIZED POLICY MAP

Purpose of the Generalized Policy Map

- 223.1 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. 223.1
- 223.2 The map should be used to guide, but not dictate, land use decision-making in conjunction with the Comprehensive Plan text, the Future Land Use Map, ~~and~~ other Comprehensive Plan maps, and approved small area plans. Boundaries on the map are generalized and are to be interpreted in concert with these other sources, as well as the ~~actual-physical-characteristics~~ context of each location shown. 223.2

Categories

- 223.3 The Generalized Policy Map identifies the following four different types of areas: Neighborhood Conservation Areas, Neighborhood Enhancement Areas, Land Use Change Areas, and Commercial/Mixed Use Areas. Although each of these areas have specific characteristics, they all provide opportunities for future development that advance District goals and policies. 223.3

Neighborhood Conservation Areas

- 223.4 Neighborhood Conservation areas have ~~very~~ little vacant or underutilized land. ~~They are primarily residential in character.~~ Major changes in density over current (2005) (2017) conditions are not expected but some new development and reuse opportunities are anticipated. New development and localized land use changes are predicted to occur in Neighborhood Conservation areas when not inconsistent with the Future Land Use Map (FLUM), or when identified as part of an approved small area plan and are in furtherance of the policies of the citywide or area elements. Conservation of neighborhood character can be achieved in conjunction with or through new development. In Neighborhood Conservation Areas that are designated Low Density Residential on the FLUM, Maintenance maintenance of existing land uses and community character is anticipated over the next 20 years and ~~Where-where~~ change occurs, it will typically be modest in scale and will consist primarily of scattered site infill housing, public facilities, and institutional uses. ~~Major changes in density over current (2005) conditions are not expected but some new development and reuse opportunities are anticipated~~

Neighborhood Conservation Areas that are designated “PDR” on the Future Land Use Map are expected to be retained with the mix of industrial, office, and retail uses they have historically provided. 223.4

- 223.5 The guiding philosophy in Neighborhood Conservation Areas is to ~~conserve and enhance established neighborhoods~~ **encourage the conservation and enhancement of existing neighborhood character but not to preclude new development, redevelopment, or alteration.** ~~Limited development and New development, redevelopment, and alteration~~ opportunities do exist within these areas ~~but they are small in scale~~. The diversity of land uses and building types in these areas should be maintained and **when** new development, **redevelopment, or** ~~and~~ alterations **occur, they** should be compatible with the existing scale, ~~and architectural~~ character, **and natural features** of each area. Densities in Neighborhood Conservation Areas are guided by the Future Land Use Map **in conjunction with the text of the Comprehensive Plan and approved small area plans.** 223.5

Neighborhood Enhancement Areas

- 223.6 Neighborhood Enhancement Areas are neighborhoods with substantial amounts of vacant ~~residentially zoned~~ land. They **include areas that** are primarily residential in character **as well as areas identified for mixed-use and industrial.** Many of these areas are characterized by a patchwork of existing homes and individual vacant lots, some privately owned and others owned by the public sector or non-profit developers. These areas present opportunities for compatible ~~small-scale~~ infill development, including new single family homes, townhomes, ~~and~~ other density housing types, **and mixed-use buildings consistent with land use designation on the FLUM and the text of the Comprehensive Plan and approved small area plans.** Land uses that reflect the historical **character**, mixture, and diversity of each community **and that promote inclusivity** should be encouraged. 223.6
- 223.7 The guiding philosophy in Neighborhood Enhancement Areas is to ensure that new development ~~“fits in” and~~ responds to the existing character, natural features, and existing/planned infrastructure capacity. New housing should be encouraged to improve the neighborhood and must be consistent with the land use designation on the ~~Future Land Use Map~~ **FLUM and text of the Comprehensive Plan and approved small area plan.** The unique and special qualities of each area should be maintained and conserved, and overall neighborhood character should be protected **or enhanced** as development takes place. Publicly-owned open space within these areas should be preserved and enhanced to make these communities more attractive and desirable. 223.7
- 223.8 The main difference between Neighborhood Enhancement and Neighborhood Conservation Areas is the large amount of vacant land that exists in the Enhancement Areas. Neighborhood Enhancement Areas often contain many acres of undeveloped **vacant** lots, whereas Neighborhood Conservation Areas appear to be **mostly, but not completely**, “built out.” As infill development takes place on undeveloped lots, special care must be taken to avoid displacement nearby. Existing housing should be enhanced through rehabilitation assistance. New development in ~~these areas~~ **Enhancement and Conservation Areas** should improve the real estate

market, reduce crime and blight, and attract complementary new uses and services that better serve the needs of existing and future residents. 223.8

Land Use Change Areas

- 223.9 Land Use Change Areas are areas where change to a different land use from what exists today is anticipated. In some cases, the ~~Future Land Use Map~~ **FLUM or approved small area plan** depicts the specific mix of uses expected for these areas. In other cases, the Future Land Use Map shows these sites as “Federal”, indicating the District does not have the authority to determine land uses, but expects ~~a change by~~ **to have the authority to develop appropriate plans for these areas by** 2025. 223.9
- 223.10 There are more than two dozen Land Use Change Areas identified on the Policy Map. They include many of the city’s large development opportunity sites, and other smaller sites that are undergoing redevelopment or that are anticipated to undergo redevelopment. Together, they represent much of the city’s supply of vacant and underutilized land. 223.10
- 223.11 The guiding philosophy in the Land Use Change Areas is to encourage and facilitate new development and promote the adaptive reuse of existing structures **through future land use planning**. 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. 223.11
- 223.12 As Land Use Change Areas are redeveloped, the District aspires to create high quality environments that include exemplary site and architectural design and that are compatible with and do not negatively impact nearby neighborhoods, **that promote inclusivity and resilience through the provision of significant affordable housing and employment opportunities, and that provide innovative environmental measures**. Programs to **capitalize on potential value capture and** avoid and mitigate any undesirable impacts of development of the Land Use Change Areas upon adjacent neighborhoods should be required as necessary. 223.12

Commercial/Mixed Use Areas

- 223.13 These classifications correspond to the city’s business districts, many of which form the heart of its neighborhoods. Five categories are used, ~~defining~~ **describing** the physical and economic character of each area along with generalized long-range conservation and development objectives. The commercial areas ~~defined~~-are: “Main Street mixed use corridors,” “neighborhood commercial centers,” “multi-neighborhood commercial centers”, “regional commercial centers,” and “central employment area.” **All of these classifications allow residential and commercial uses**. 223.13

Main Street Mixed Use Corridors

- 223.14 These are traditional commercial business corridors with a concentration of older storefronts along the street. ~~The service area for Main Streets~~ **An area served by such a corridor** can vary from one neighborhood

(e.g., 14th Street Heights or Barracks Row) to multiple neighborhoods (e.g., Dupont Circle, H Street, or Adams Morgan). Their common feature is that they have a pedestrian-oriented environment with traditional storefronts. Many have upper story residential or office uses, **and some are underutilized with significant 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. 223.14

Neighborhood Commercial Centers

223.15 Neighborhood Commercial Centers meet the day-to-day needs of residents and workers in the adjacent neighborhoods. ~~Their service area-~~**An area served by a Neighborhood Commercial Center** is usually less than one mile. Typical uses include convenience stores, sundries, small food markets, supermarkets, branch banks, restaurants, and basic services such as dry cleaners, hair cutting, and child care. 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 have upper story residential uses.** 223.15

223.16 Unlike Main Street Retail Corridors, the Neighborhood Commercial Centers include both auto-oriented centers and pedestrian-oriented shopping areas. Examples include Penn Branch Shopping Center on Pennsylvania Avenue, SE and the Spring Valley Shopping Center on Massachusetts Avenue, NW. New development and redevelopment within Neighborhood Commercial Areas must be managed to conserve the economic viability of these areas while allowing additional development, **including residential,** that complements existing uses. 223.16

Multi-Neighborhood Centers

223.17 Multi-neighborhood centers contain many of the same activities as neighborhood centers but in greater depth and variety. ~~Their service area-~~**An area served by a Multi-Neighborhood Center** is typically one to three miles. These centers are generally found at major intersections and along key transit routes. These centers might include supermarkets, general merchandise stores, drug stores, restaurants, specialty shops, apparel stores, and a variety of service-oriented businesses. These centers also may include **residential development,** **and** office space for small businesses, although their primary function remains retail trade. 223.17

223.18 Examples of multi-neighborhood business centers include Hechinger Mall, Brentwood Shopping Center, **Columbia Heights, Van Ness,** and Skyland Shopping Center. Mixed-use infill development at these centers should be encouraged to provide new retail and service uses, and additional housing and job opportunities. Transit improvements to these centers are also desirable. 223.18

Regional Centers

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

service uses, additional housing, and employment opportunities ~~where feasible~~. 223.19

- 223.20 These centers are generally located along major arterials and are **higher in density and intensity of use than other commercial areas**. **They are well** served by transit, ~~and but~~ typically generate significant demand for parking. Off-street parking may be provided on a cooperative/shared basis within the area, using both self-contained and nearby commercial parking lots and garages. ~~Heights~~ **Building massing** and densities in regional centers should **support their role as regional centers while being appropriately scaled to-be appropriate to the scale and function of** development in adjoining communities, and should be further guided by policies in the Land Use Element and the Area Elements, **as well as any approved small area plan**. Examples of regional centers include Friendship Heights and Georgetown. . 223.20

Central Employment Area

- 223.21 The Central Employment Area is the business and retail heart of the District and the metropolitan area. It has the widest variety of commercial uses, including but not limited to major government and corporate offices; retail, cultural, and entertainment uses; and hotels, restaurants, and other hospitality uses, **as well as high density residential**. The Central Employment Area draws patrons, workers, and visitors from across the region. The Comprehensive Plan's Land Use and Economic Development Elements, and the Central Washington Area Element and **Lower Anacostia Waterfront/Near Southwest Area** Element, **and approved small area plans** provide additional guidance, policies and actions related to the Central Employment Area. 223.21

Other Areas

- 223.22 The Generalized Policy Map also identifies parks and open space, ~~federal lands~~ **land owned by or under the jurisdiction of the District or the Federal Government, other Federal Lands with Federal Public Buildings**, Downtown Washington, and major institutional land uses. The fact that these areas are not designated as Conservation, Enhancement, or **Land Use Change Areas** does not mean ~~they are exempt from~~ the **Future Land Use Map and other** policies of the Comprehensive Plan **do not apply** or **that the land uses** will remain static. ~~Park and open space~~ **Public parks and other open spaces** ~~will~~ **should** be conserved and carefully managed ~~in the future~~. Federal lands are called out to acknowledge the District's limited jurisdiction over them, but are still discussed in the text of the District Elements. **Central Washington, the traditional** "Downtown," includes its own set of conservation, enhancement, and change areas, described in more detail in the Central Washington Area Element. Much of the ~~institutional~~ land on the map **identified in the institutional category** represents colleges and universities; change and infill can be expected on each campus consistent with campus plans. Other institutional sites, **such as major hospital or religious order sites**, likewise may see new buildings or facilities added. Policies in the Land Use Element and the Educational Facilities Element address the compatibility of such uses with surrounding neighborhoods. 223.22

224 THE DISTRICT'S FUTURE LAND USE MAP

- 224.1 Maps showing the general distribution and character of future land uses in the city have been an essential

part of the Comprehensive Plan for over half a century. Both the 1950 and 1967 Comprehensive Plan for the National Capital depicted “high density”, “moderate density”, and “low density” residential neighborhoods. These Plans further ~~defined~~ **showed** “Local Commercial” areas along many corridor streets, a “Downtown Commercial” area, and a “Central Federal Employment Area”. The Maps also called out hospitals, universities, industrial areas, and federal installations. 224.1

224.2 The District portion of the 1984 Comprehensive Plan-the first Plan of the Home Rule Era-was initially adopted without a Land Use Map. A set of four large maps was adopted in 1985, along with the Land Use Element itself. In the years that followed, the four maps were consolidated into two maps-a Generalized Land Use Map and a Generalized Land Use Policy Map. 224.2

224.3 An illustrative “paintbrush” format, reminiscent of those used in the 1950 and 1967 Plans, was initially used for the 1985 Land Use Map. This format was rejected as being too imprecise and “bloblike.” In subsequent years it was replaced by a map with **more** clearly defined edges, **although the maps continued to note that these designations are generalized.** The Comprehensive Plan text stipulated that streets and street names be displayed on the map to ensure its legibility. Its 15 land use categories were defined in broad terms-typical uses were described, but no density or intensity ranges were assigned. 224.3

225 FUTURE LAND USE MAP AND CATEGORIES

225.1 *Purpose of the Future Land Use Map*

The Future Land Use Map is part of the adopted Comprehensive Plan and carries the same legal weight as the Plan document itself. The ~~FLUM Map uses color codes categories to express~~ **generally depicts** public policy ~~for~~ **for** future land uses across the city **and is intended to be used in concert with Comprehensive Plan policies and actions as well as direction from approved small area plans.** Preparation of this map is explicitly required by DC Law; its purpose is to “represent the land use policies set forth in the proposed Land Use Element,” using “standardized colors for planning maps.” (1-246, D.C. Code).

Each land use category includes a brief description of the category, a reference to the areas for which the category is generally, but not exclusively, suited. The description further identifies representative zone districts that are generally consistent with the category. However, the listed zone districts are not exhaustive, and other zone districts may also apply. A non-listed zone district may also be appropriate where it :

- 1) **Is not inconsistent with an approved small area plan for the area; or**
- 2) **Meets the intent of the identified land use category.**

A PUD-related map amendment to a non-listed zone may also be appropriate if it meets one of the criteria in (1) or (2) above, or if the PUD is not inconsistent with the Comprehensive Plan policies on balance and the PUD is compatible with the physical and visual character of the surrounding

neighborhood. 225.1*Definitions* **Descriptions of Land Use Categories***Residential Categories*

225.2 Four residential categories appear on the Future Land Use Map, as follows: 225.2

225.3 **Low Density Residential:** ~~This designation is used to define the District's single family neighborhoods. Single family detached and semi-detached housing units with front, back, and side yards are the predominate uses.~~ **This designation is used to describe areas suited generally, but not exclusively, for residential neighborhoods characterized by single family detached and semi-detached housing units with front, back, and side yards.** The R-1-A, R-1-B, ~~and R-2,~~ **R-6 through R-12, R-14, R-15, R-16, R-19 and R-21** Zone Districts are generally consistent with the Low Density Residential land use category; ~~although other zones may apply.~~ **Another zone district may be consistent with the Low Density Residential land use category when approved as described in Section 225.1.** 225.3

225.4 **Moderate Density Residential:** This designation is used to ~~define~~ **describe** ~~the District's~~ **areas suited generally, but not exclusively, for residential** row house neighborhoods, ~~as well as its~~ **including** low-rise garden apartment complexes. The designation **is** also **relevant** ~~applies~~ to areas characterized by a mix of single family homes, 2-4 unit buildings, row houses, and low-rise apartment buildings. In some of the ~~older inner-city~~ neighborhoods with this designation, there may also be existing multi-story apartments, many built decades ago when the areas were zoned for more dense uses (or were not zoned at all). ~~The R-3, R-4, R-5-A~~ **The R-3 R-13, R-17, R-20, all the RF, RA-1, RA-2, RA-6, RA-7, RA-8, and RC-1** zone **districts** are generally consistent with the Moderate Density Residential category; ~~the R-5-B district and other zones may apply in some locations~~ **Another zone district may be generally consistent with the Moderate Density Residential land use category when approved as described in Section 225.1.** 225.4

225.5 **Medium Density Residential:** This designation is used to ~~define~~ **describe areas suited generally, but not exclusively, for residential** neighborhoods or areas ~~where~~ **characterized by** mid-rise ~~(4-7 stories)~~ apartment buildings ~~as are~~ the predominant **form and** use. Pockets of low and moderate density housing may exist within these areas. The Medium Density Residential designation also may apply to taller residential buildings surrounded by large areas of permanent open space. ~~The R-5-B and R-5-C~~ The **RA-3** zone **districts** are generally consistent with the Medium Density designation; ~~although other zones may apply~~ **The RA-4, RA-9 and other zone districts may be generally consistent with the Medium Density Residential land use category when approved as described in Section 225.1.** 225.5

225.6 **High Density Residential:** This designation is used to ~~define~~ **describe** neighborhoods and corridors **sited generally, but not exclusively, for residential development characterized by** ~~where~~ high-rise ~~(8 stories or more)~~ apartment buildings ~~as are~~ the predominant **form and** use. Pockets of less dense housing may exist within these areas. ~~The corresponding zone districts are generally R-5-D and R-5-E, although other zones~~

~~may apply.~~ **The RA-4, RA-5, RA-9, and RA-10 zone districts are generally consistent with the High Density category. Other zone districts may be generally consistent with the High Density Residential land use category when approved as described in Section 225.1.** 225.6

Commercial Categories:

- 225.7 Four commercial categories appear on the Map, listed below. ~~Although housing~~ **Housing** is permitted in all of these categories, **and is incentivized through increased floor area ratio in the low to medium density zones. In the high density zones, purely commercial and office use is also anticipated to be at the** predominant use ~~is commercial.~~ **Although all commercial land uses accommodate a mix of uses, a** separate category (Mixed Use, ~~defined described below on Page 2-32~~) is used to identify areas where the mixing of commercial and residential, **and sometimes industrial** uses is strongly encouraged. 225.7
- 225.8 **Low Density Commercial:** This designation is used to ~~define~~ **describe** shopping and service areas that are generally **characterized as** low in scale ~~and character.~~ Retail, office, and service businesses are the predominant uses, **along with residential uses.** Areas with this designation range from small business districts that draw primarily from the surrounding neighborhoods to larger business districts ~~uses~~ that draw from a broader market area. Their common feature is that they are comprised primarily of ~~one to three story~~ commercial **or mixed use** buildings **ranging up to fifty feet (50 ft.) tall as a matter of right but may be taller when approved as part of a planned unit development.** ~~The corresponding-~~**Representative** zone districts ~~are generally C-1 and C-2-A~~ generally **include NC-1, MU-3 and MU-4, and** ~~although~~ other **zone districts may apply when approved as described in Section 225.1.** 225.8
- 225.9 **Moderate Density Commercial:** This designation is used to ~~define~~ **describe** shopping and service areas that are somewhat more intense in scale and character than the low-density commercial areas. Retail, office, and service businesses are the predominant uses, **although residential uses are also common.** Areas with this designation range from small business districts that draw primarily from the surrounding neighborhoods to larger business districts ~~uses~~ that draw from a broader market area. Buildings are larger and/or taller than those in low density commercial areas ~~but generally do not exceed five stories~~ **generally ranging up to fifty feet (50 ft.) in height as a matter of right, and may be taller when approved as part of a planned unit development.** **Representative** ~~The corresponding~~ zone districts ~~are~~ generally **include C-2-A, C-2-B, and C-3-A** **NC zone districts identified as moderate density, MU-4, MU-5, MU-7, MU-12, MU-15, MU-17, MU-24 through MU-27, although and** other districts may apply **when approved as described in Section 225.1.** 225.9
- 225.10 **Medium Density Commercial:** This designation is used to ~~define~~ **describe** shopping and service areas that are somewhat more intense in scale and character than the moderate-density commercial areas. Retail, office, and service businesses are the predominant uses, **although residential uses are also common.** Areas with this designation generally draw from a citywide market area. Buildings are generally larger and/or taller than those in moderate density commercial areas ~~but generally do not exceed eight stories~~ **generally ranging up to ninety feet (90 ft.) in height as a matter of right, and may be taller when approved as part of a**

planned unit development. Representative ~~The corresponding~~ zone districts ~~are~~ generally **include C-2-B, C-2-C, C-3-A, and C-3-B, NC zone districts identified as medium density, MU-5 through MU-8, MU-10, MU-13, MU-16, MU-18, MU-19, MU-22, MU-23 and** ~~although~~ other districts may apply **when approved as described in Section 225.1.** 225.10

225.11 High Density Commercial: This designation is used to ~~define~~ **describe the high density areas of the city the central employment district of the city and other major office employment centers on the downtown perimeter** ~~It is~~ characterized by office, ~~and~~ mixed office/retail buildings **and high-rise residential** greater than ~~eight stories~~ **ninety feet (90 ft.)** in height, although many lower scale buildings (including historic buildings) are interspersed. **Representative** ~~The corresponding~~ zone districts ~~are~~ generally **include C-2-C, C-3-C, C-4, and C-5, MU-6, MU-9, MU-30, D zone districts (except the D-1 and D-2 zone districts),** ~~and~~ ~~although~~ other districts may apply **when approved as described in Section 225.1.** 225.11

225.12 Production, Distribution, and Repair (PDR): The Production, Distribution, and Repair (PDR) category is used to ~~define~~ **describe** areas characterized by manufacturing, warehousing, wholesale and distribution centers, transportation services, food services, printers and publishers, tourism support services, and commercial, municipal, and utility activities which may require substantial buffering from noise-, air pollution- and light-sensitive uses such as housing. This category is also used to denote railroad rights-of-way, switching and maintenance yards, bus garages, and similar uses related to the movement of freight, such as truck terminals. A variety of zone districts apply within PDR areas, recognizing the different intensities of use and impacts generated by various PDR activities. The **representative** ~~The corresponding~~ zone districts are generally ~~CM-1, CM-2, CM-3, and M, PDR, and~~ ~~although~~ other districts may apply **where the PDR designation is striped with other land uses, when approved as described in Section 225.1.** The present density and height limits set by these districts are expected to remain for the foreseeable future. 225.12

Public and Institutional Categories

225.13 Four public and institutional land use categories appear on the Map, as follows: 225.13

225.14 Federal: This designation includes land and facilities owned, occupied and used by the federal government, excluding parks and open space. Uses include military bases, federal government buildings, the International Chancery Center, federal hospitals, and similar federal government activities. The “Federal” category generally denotes ownership ~~rather than~~ **and federal** use. Land with this designation is generally not subject to zoning. In the event federal ~~interests~~ **ownership and/or use** on any given federal site terminates, zoning for these areas should be established in a manner that is consistent with Comprehensive Plan policies **and approved small area plans.** 225.14

225.15 Local Public Facilities: This designation includes land and facilities occupied and used by the District of Columbia government or other local government agencies (such as WMATA), excluding parks and open space. Uses include public schools including charter schools, public hospitals, government office complexes, and similar local government activities; **other non-governmental uses may be collocated on these sites.**

Because of the map scale, local public facilities smaller than one acre - including some of the District's libraries, police and fire stations, and similar uses - may not ~~appear~~ **be separately designated** on the Map. Zoning designations vary depending on surrounding uses. 225.15

225.16 Institutional: This designation includes land and facilities occupied and used by colleges and universities, large private schools, hospitals, religious organizations, and similar institutions. Smaller institutional uses such as churches are generally not mapped, unless they are located on sites that are several acres in size. Zoning designations vary depending on surrounding uses; **institutional uses are also permitted in other land use designations.** 225.16

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

225.18 Mixed Use Categories: The ~~Future Land Use Map~~ **(FLUM)** indicates areas where the mixing of two or more land uses is **particularly** encouraged. The particular combination of uses desired in a given area is depicted in striped patterns, with stripe colors corresponding to the categories ~~defined~~ **described** on the previous pages. **A mixed use FLUM designation should not be confused with the Mixed Use (MU) zoning districts, although they frequently apply to the same area or parcel of land.** The Mixed Use category generally applies in the following ~~three~~ circumstances:

- a. Established, pedestrian-oriented commercial areas which also include substantial amounts of housing, typically on the upper stories of buildings with ground floor retail or office uses;
- b. Commercial corridors or districts which may not contain substantial amounts of housing today, but where more housing is desired in the future. The pattern envisioned for such areas is typically one of pedestrian-oriented streets, with ground floor retail or office uses and upper story housing; ~~and~~
- c. Large sites (generally greater than 10 acres in size), where opportunities for multiple uses exist but a plan ~~dietating the precise~~ **with the** location of these uses has yet to be prepared; ~~or~~
- d. [NEW] NEW] **Sites designated for a mix of PDR and residential uses. These sites are**

anticipated to foster mixed use developments that include residential uses together with residentially-compatible industrial uses. Such development is anticipated to include considerably greater affordable housing than required by statute or regulations such as Inclusionary Zoning. Development in any area which includes PDR striping should maintain an industrial character through the incorporation of significant amounts of space dedicated to PDR uses such as maker space, artist work space, or light manufacturing with any retail as ancillary to the PDR space. In areas which include PDR striping, any rezoning is anticipated to be achieved through a Planned Unit Development. 225.18

- 225.19 The general density and intensity of development within a given Mixed Use area is determined by the specific mix of uses shown. If the desired outcome is to emphasize one use over the other (for example, ground floor retail with three stories of housing above), the Future Land Use Map may note the dominant use by showing it at a slightly higher density than the other use in the mix (in this case, “Moderate Density Residential/Low Density Commercial). The Comprehensive Plan Area Elements may also provide detail on the specific mix of uses envisioned. 225.19
- 225.20 It should also be acknowledged that because of the scale of the Future Land Use Map and the fine-grained pattern of land use in older parts of the city, many of the areas shown purely as “Commercial” may also contain other uses, including housing. Likewise, some of the areas shown as purely “Residential” contain existing incidental commercial uses such as corner stores or gas stations, or established institutional uses such as ~~churches~~ **places of worship**. The “Mixed Use” designation is intended primarily for larger areas where no single use predominates today, or areas where multiple uses are specifically encouraged in the future. 225.20
- 225.21 A variety of zoning designations are used in Mixed Use areas, depending on the combination of uses, densities, and intensities. **All zone districts formerly identified as commercial, SP, CR and Waterfront zone districts are considered mixed use zone districts and have been renamed to MU zone districts through the 2016 zoning regulations.** ~~The city has developed a number of designations specifically for mixed use areas (such as SP-1, SP-2, CR, and the Waterfront districts).~~ Residential uses are permitted in all of the ~~commercial~~-**MU** zone districts, however, so many Mixed Use areas may have ~~commercial~~ **MU** zoning.

226 GUIDELINES FOR USING THE GENERALIZED POLICY MAP AND THE FUTURE LAND USE MAP

- 226.1 The Generalized Policy Map and Future Land Use Map are intended to provide generalized ~~guides~~ **guidance** for development and conservation decisions **and are to be considered in concert with other Comprehensive Plan policies and specific direction in approved small area plans.** Several important parameters, defined below, apply to their use and interpretation..

- a. The Future Land Use Map is not a zoning map. Whereas zoning maps are parcel-specific, and establish detailed **dimensional standard** requirements for setbacks, height, use, parking, and other attributes, the Future Land Use Map does not follow parcel boundaries and its categories do not specify allowable uses or dimensional standards. By definition, the Map is to be interpreted broadly.

The references to representative and specific zone districts in each land use category are intended to provide broad guidance, and are not intended to be strictly followed with respect to determining consistency of a zoning map amendment and/or Planned Unit Development with the Comprehensive Plan. The Future Land Use Map boundaries are intended to be “soft edged.” The land use categories identify desired objectives, but not the techniques for achieving these objectives.

- b. The Future Land Use Map is a generalized depiction of intended uses in the horizon year of the Comprehensive Plan, roughly 20 years in the future. It is not an “existing land use map,” although in many cases future uses in an area may be the same as those that exist today.
- c. The densities within any given area on the Future Land Use Map reflect all contiguous properties on a block - there may be individual buildings that are ~~higher or lower than these ranges~~ **larger or smaller than the building types described** within each area. Similarly, the land use category ~~definitions~~ **descriptions note** describe the general character of development in each area, citing typical building heights (~~in stories~~) as appropriate. ~~It should be noted that the~~ **The** granting of density bonuses (for example, through Planned Unit Developments **or Inclusionary Zoning**) may result in heights that exceed the typical ranges cited, ~~here~~ **especially when the Zoning Regulations regulate density through Floor Area Ratio, as is the case for all but the R (Residential House) and RF (Residential Flats) zone districts. Floor area ratio is defined as the ratio of the total gross floor area of a building to the area of its lot; therefore, buildings may still be considered consistent with the densities of a land use category but have heights taller than those cited as characteristic of a land use category. Likewise, density on a portion of a site may exceed that typically established for a site or area, provided the density for the site as a whole is consistent with the designation.**
- d. The zoning of any given area should be guided by the Future Land Use Map, interpreted in conjunction with the text of the Comprehensive Plan, including the citywide elements and the area elements, as well as approved Small Area Plans
- e. The designation of an area with a particular land use category does not necessarily mean that the most intense zoning district ~~described in~~ **among** the land use ~~definitions~~ **descriptions** is automatically permitted **or, that a zone that is not identified within a FLUM land use category cannot be permitted when approved as described in Section 225.1.**

A range of densities and intensities applies within each category, and the use of different zone districts

within each category should reinforce this range. There are ~~more than twice as~~ many more zone districts (~~about 30, plus more than a dozen overlay zones~~) as than there are Comprehensive Plan land use categories. For example, there are at least ~~three-18~~ zone districts corresponding to “Low Density Residential” and ~~three-nine~~ zone districts corresponding to “Moderate Density Residential.” Multiple zone districts should continue to be used to distinguish the different types of low- or moderate-density residential development which may occur within each area.

- f. Some zone districts may be compatible with more than one Comprehensive Plan Future Land Use Map designation. As an example, the existing ~~C-2-A~~ MU-4 zone is consistent with both the Low Density Commercial and the Moderate Density Commercial designation, the MU-6 and MU-10 zones are consistent with both the Medium and High Density Commercial designation, and the RA-9 zone is consistent with both the Medium and High Density Residential designation depending on the prevailing character of the area and the adjacent uses. ~~A correspondence table indicating which zones are “clearly consistent”, “potentially consistent” and “inconsistent” with the Comprehensive Plan categories should be prepared to assist in Comprehensive Plan implementation and future zoning actions (see Action LU 4.3.B).~~
- g. The intent of the Future Land Use Map is to show use rather than ownership. However, in a number of cases, ownership is displayed to note the District’s limited jurisdiction. Specifically, non-park federal facilities are shown as “Federal” even though the actual uses include housing and industry (e.g., Bolling Air Force Base), offices (e.g., the Federal Triangle), hospitals (e.g., Veterans Administration-Walter Reed), and other activities. Similarly, the “Local Public Facilities” designation includes high-impact uses such as solid waste transfer stations and stadiums, as well as low-impact uses such as schools. Other maps in the Comprehensive Plan are used to show the specific types of public uses present in each area.
- h. The Map does not show density or intensity on institutional and local public sites. If a change in use occurs on these sites in the future (for example, a school becomes surplus or is redeveloped), the new designations should be generally comparable in density or intensity to those in the vicinity, unless otherwise stated in the Comprehensive Plan Area Elements or an approved Campus Plan or an approved Small Area Plan.
- i. Streets and public rights-of-way are not an explicit land use category on the Future Land Use Map. Within any given area, the streets that pass through are assigned the same designation as the adjacent uses.
- j. Urban renewal plans remain in effect for parts of the District of Columbia, including Shaw, Downtown, and Fort Lincoln. These plans remain in effect and their controlling provisions must be considered as land use and zoning decisions are made.
- k. Finally, the Future Land Use Map and the Generalized Policy Map can be amended. They are not

intended to freeze future development patterns for the next 20 years. The Comprehensive Plan is intended to be a dynamic document that is periodically updated in response to the changing needs of the city. Requests to amend the maps can be made by residents, property owners, developers, and the District itself. In all cases, such changes require formal public hearings before the DC Council, and ample opportunities for formal public input. The process for Comprehensive Plan amendments is described in the Implementation Element. 226.1

227 ZONING AND THE COMPREHENSIVE PLAN

227.1 The Act of June 20, 1938 established that zoning “regulations shall be made in accordance with a comprehensive plan”... In 1973 the District of Columbia Home Rule Charter included changes to the 1938 Act that read "Zoning maps and regulations, and amendments thereto, shall *not be inconsistent* [emphasis added] with the comprehensive plan for the national capital,..." The double negative suggests flexibility in applying the Comprehensive Plan, and recognizes the need for discretionary, qualitative review of the multitude of sometimes competing Comprehensive Plan policies, action items, and maps and the various development standards, densities, uses, and conditions of the zoning districts. This is especially the case when the Zoning Commission considers a planned unit development.

227.2 The Zoning Commission may amend the zoning map decisions in two ways, both of which require a finding of “not inconsistent with the Comprehensive Plan”:

- 1) One way is the establishment of a zone district for a specific parcel or an area of land. A zone district includes uses (typically both matter-of-right and special exceptions) and development standards such as maximum density, height and lot occupancy, and minimum required side and rear yards. Together the development standards result in a maximum building envelop.**
- 2) The other way is through a planned unit development (PUD), which has inherent development flexibility and considers the Comprehensive Plan in the context of the entire PUD site which frequently includes more than a single parcel or building.**

227.3 The FLUM explicitly contemplates two ways in which more intensive development than is otherwise reflected in the FLUM may be permissible: 1) a larger development that as a whole is consistent with the FLUM designation may contain individual buildings with greater height or density, and 2) the PUD process may permit greater height or density.

227.4 The overall goal of a PUD is to permit flexibility of development and other incentives, such as increased building height and density; provided, that the project offers a commendable number or quality of public benefits and that it protects and advances the public health, safety, welfare, and convenience.

227.5 While providing for greater flexibility in planning and design than may be possible under matter of

right zoning procedures, the PUD process shall not be used to circumvent the intent and purposes of the Zoning Regulations, nor to result in action that is inconsistent with the Comprehensive Plan.

227.6 As part of a PUD's flexibility, the Zoning Commission may include a PUD-related map amendment, which amends the zoning map for the purpose of the PUD and is applicable only for the duration of the PUD and subject to the conditions of the PUD. A map amendment granted as part of a PUD only permits the construction of the specific building(s) and the establishment of the specific uses approved by the Zoning Commission as part of the PUD. A covenant is recorded against the property putting future purchases on notice as to these restrictions.

228 INVESTING FOR AN INCLUSIVE CITY

228.1 Investing in public facilities and infrastructure is a critical part of implementing the Comprehensive Plan. Facilities and infrastructure provide vital services to residents, businesses and visitors; fundamentally shape and enhance the public realm; provide affordable housing; contribute to health, wellness and quality of life; buttress and bolster economic growth; advance the District as a smart city; and are a cornerstone to the District's daily life, identity, and culture. Thus, public facilities and infrastructure fundamentally contribute to the District's ability to fulfill the vision of an inclusive and resilient city.

228.2 Infrastructure investments should achieve three priorities: reaching and maintaining a state of good repair for all infrastructure systems; adding capacity necessary to meet the needs of new growth; and perhaps most important investments should intentionally respond to the forces driving change and other factors, in order to make the District a more inclusive and resilient city. A greater capital investment in high quality design, sustainability and technology now, will pay dividends back to the city in the future by both making the city a more attractive place to work and live and reducing future costs to health and the environment.

228.3 At their core, these investments ensure that the city's transportation, affordable housing, communications, energy, water, and wastewater systems adequately serve the needs of the District, and that education, public safety, and health and wellness facilities effectively, and efficiently deliver high quality services to District residents, workers and visitors.

228.4 Examples of public and private infrastructure and facilities within in the District include:

- Over 1,100 miles of streets, 240 bridges, 1,650 signalized intersections and 70,000 street lights;
- 40 stations and 38 miles of track within the regional Metro System;
- Approximately 400 miles of fiber optic cable;
- Over 40,000 subsidized affordable rental units;
- 236 traditional public and public charter schools; 26 public libraries; approximately 370 parks and recreation facilities; and 60 public safety facilities;

- Over 2,200 miles of electrical cable and related substations;
- Over 2,300 miles of natural gas pipelines; and
- Over 1,300 miles of drinking water pipes and 1,800 miles of sewers, with pumping stations.

228.5 Since the adoption of the 2006 Comprehensive Plan, the District and other entities have undertaken a variety of important investments with the goal of improving the quality of life for District residents. Some of these investments include:

- Public Schools
 - HD Woodson High
 - Dunbar High
 - Janney Elementary
- Libraries
 - Anacostia
 - Tenley-Friendship
 - Shaw Watha T Daniel
- Transportation
 - H Street – Benning Road Streetcar
 - 11th Street Bridge
 - Circulator
 - Bike Share & Lanes
- Parks and Recreation
 - Watts Branch
 - Turkey Thicket
 - Over 40 Rehabbed Neighborhood Playgrounds
- Water and Sewer
 - Combined Sewer Overflow
 - Anacostia River Storm Water Tunnel
- Electrical Grid Network
 - New distribution substation in Buzzard Point and Downtown
 - Undergrounding of Power lines;

228.6 While these investments have made the District a better place to live, they have largely replaced aging infrastructure, improved existing facilities, or addressed environmental problems. Few of the investments have actually expanded capacity to meet the city’s growing needs. As previously noted, between 2006 and 2016, the city was able to grow into surplus infrastructure such as schools, transit and electrical networks that were largely developed prior to the 1980’s. The city therefore benefitted from the increasing tax revenues from growth while not experiencing the costs of expanding infrastructure to the same degree. The same cannot be said going forward. Increasingly, further population and job growth will require investments in additional capacity.

- 228.7 The Forecast of DC Residents by Age in Figure 2.10, shows that the District can expect over 21,000 more school age kids and another 7,000 infants and toddlers by 2025, and provides one example of increased demand. DC Public Schools has capacity, but it is not necessarily in the neighborhoods expected to have the greatest growth in children. Similarly, other public and private infrastructure has investment needs to address both deferred maintenance and upgrade out-of-date facilities before investments can be made to expand capacity. The metro transportation system, facilities for municipal fleets, and the electrical grid are only a few examples of where new investments are necessary to meet the growing needs of the city.
- 228.8 Forecasted growth as the city approaches 1 million people by 2045 will occur with competing priorities, rising costs, uncertain federal resources, and limited borrowing capacity. This will challenge the District to seek new ways of delivering the underlying structural supports that serve the residents and businesses of the city. Adding to the complexity, the District must function as a city, county, and a state, along with serving as the nation's capital and the seat of the federal government. These are unique challenges not experienced by any other municipality in our nation.
- 228.9 The District's capital investments are primarily guided by the Capital Improvement Plan (CIP), which uses a six-year investment horizon to identify and prioritize specific investments to upgrade and expand public facilities and infrastructure such as streets and transit. The 2006 Comprehensive Plan strengthened the linkage between the Plan and the CIP. The Plan became a guide for capital investments; led to greater coordination across agencies doing public facilities planning; and developed criteria by which capital projects were reviewed for a more objective and transparent process. As a result, proposed projects are now evaluated for consistency with the Comprehensive Plan and other District policies and priorities.
- 228.10 The current CIP spans FY 2017 – 2022 and allocates approximately \$6.3 billion to a wide range of capital projects in the District, including maintenance, replacement, or upgrade of vehicular fleets for police, fire and emergency medical services; street, sidewalks and alley infrastructure; and public buildings and facilities, such as schools, recreation centers, parks, health and wellness facilities, police, fire and government administration buildings.
- 228.11 The District also uses a 15-year Long-Range Capital Financial Plan to estimate the replacement needs of aging assets, evaluate how population growth will require expansion of existing infrastructure and facilities, and determine the District's fiscal capacity to fund these projects. This long-range plan was conducted in 2016 and included an analysis that estimated a capital budget shortfall of approximately \$4.2 billion through 2022. This gap includes unfunded new capital projects needed to support the growing population and unfunded capital maintenance of existing assets.
- 228.12 Perhaps the most significant challenge the District faces to meet the needs of growth is an already relatively high debt per capita. District law requires that annual debt service be no more than 12 percent of general fund expenditures. The long-range plan projects that the District's annual debt

service will approach 11.76 percent of general fund expenditures by 2022. This means the city has very limited capacity to borrow funds for new long-term investments. Going forward, the District will need to consider ways of innovating how infrastructure can be financed and delivered, perhaps learning from other parts of the country that are experiencing rapid growth similar to that of the District's.

228.13 The District has already begun the process. The Long-Range Capital Financial Plan represents a more rigorous and efficient analysis of capital needs and fiscal capacity. On large sites with significant infrastructure needs such as the Wharf along the Southwest Waterfront, the District is using tools like Tax Increment Financing (TIF) or Payments in Lieu of Taxes (PILOT) to fund the needed infrastructure for the projects. The District recently created the Office of Public Private Partnerships (OP3), which is charged with building collaborations between the private sector and District government to design, build, operate and/or maintain key infrastructure and facility projects. The Office is exploring ideas such as co-location of private sector uses on District owned land and social impact bonds to fund new local public facilities. All of these are important steps, but more is needed to fully invest in an inclusive city.

The provisions of Title 10, Part A of the DCMR accessible through this web interface are codification of the District Elements of the Comprehensive Plan for the National Capital. As such, they do not represent the organic provisions adopted by the Council of the District of Columbia. The official version of the District Elements only appears as a hard copy volume of Title 10, Part A published pursuant to section 9a of the District of Columbia Comprehensive Plan Act of 1994, effective April 10, 1984 (D.C. Law 5-76; D.C. Official Code § 1 -301.66). In the event of any inconsistency between the provisions accessible through this site and the provisions contained in the published version of Title 10, Part A, the provisions contained in the published version govern. A copy of the published District Elements is available www.planning.dc.gov.