

ZONING COMMISSION CASE NO. 86-26

PRESENTATION OF
STEVEN E. SHER
DIRECTOR OF ZONING SERVICES
WILKES, ARTIS, HEDRICK & LANE
CHARTERED

ZONING COMMISSION

CASE No. 86-26
ZONING COMMISSION
District of Columbia

EXHIBIT No. 377
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WILKES, ARTIS, HEDRICK & LANE

CHARTERED

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Outline for Presentation at the Public Hearing
Zoning Commission Case No. 86-26

Proposed Overlay Districts
for Cleveland Park and Woodley Park Commercial Areas

Steven E. Sher
Director of Zoning Services
Wilkes, Artis, Hedrick & Lane, Chartered
January 28, 1988

- I. Overall perspective on growth and change
 - A. District of Columbia is a built-up, dynamic, complicated, urban environment
 1. It is the national capital; it is not a suburban sprawl or a small town
 2. It is a unique city in a larger three-state metropolitan area; it is not Atlanta, San Francisco, Chicago or New York
 - B. Purpose of planning and zoning is to guide growth and change, not to prohibit it; cities cannot survive without evolving
- II. General planning issues
 - A. Wedges and corridors
 - B. Nodes
 - C. Utilization of mass transportation
- III. Small scale planning issues identified by petitioners and OP
 - A. Height
 - B. Uses
 1. Residential conversions (Cleveland Park)
 2. Hotels (Woodley Park)

3. Fast food restaurants
 4. Food service establishments
 - C. Curb cuts
 - D. Below grade space
- IV. Basis for proposed regulations
- A. Comprehensive Plan
 - B. Traffic
 - C. Business/neighborhood enhancement
 - D. Historic preservation
- V. Response to identified issues
- A. What compels the Zoning Commission to take action?
 1. Purposes of zoning (as set forth in the Zoning Act)
 2. Comprehensive Plan land use element
 - a. Low density commercial land use category
 - b. Local neighborhood centers
 - c. Proposed overlays do not reduce the existing commercial density, an indication that the existing density is "not inconsistent" with the Plan
 - d. Comprehensive Plan does not address height in describing the general land use categories
 - e. Existing zoning allows only 1.5 FAR for commercial use
 - f. 32 locations in the city are mapped with the combination of low density commercial and local neighborhood center; more than 2/3 of those locations are zoned C-2-A or C-2-B
 - g. Out of the 32 areas, only Cleveland Park and Woodley Park include Metrorail stations

3. Consistency with the Comprehensive Plan means more than just the Land Use Element
 - a. Transportation element (Section 504 (1): "Support land use arrangements that simplify and economize transportation services, including mixed use zones that permit the codevelopment of residential and nonresidential uses to promote higher density residential development at strategic locations, particularly near appropriate Metrorail stations")
 - b. Housing element (Section 304 (1): "Encourage the private sector to provide new housing to meet the needs of present and future District residents at locations consistent with District land-use policies and objectives, ...")
 - c. Economic Development element (Section 207: "strengthen and expand the District Government's active involvement in ... strengthening the District's competitive position in the region's economy.")
- B. Traffic - vehicular and transit
 1. OP/DPW report indicates that current traffic on Connecticut Avenue and in the neighborhood is not a problem, nor will future traffic
 2. Metro service thrives on foot traffic created by mix of uses and sufficient density
- C. Residential
 1. Changes would hurt residential component
 2. Commercial density remains as is with additional use restrictions imposed
 3. No guarantees that existing commercial uses will remain; can't mandate continuation of specific existing businesses through zoning

D. Historic preservation

1. DC Law 2-144 is one of the most stringent preservation laws in the nation, controlling new construction, demolition, alteration, subdivision
2. Implication of the petitioner's arguments is that the Historic Preservation Review Board and the Mayor's Agent have not been and/or are not capable of properly performing their functions
3. Record does not provide any information to support that argument
 - a. No demolitions
 - b. No incompatible new construction or additions
4. Zoning decisions must be made on the basis of the standards set forth in the Zoning Act; comparison to Downtown

E. Economic health of the District of Columbia

1. Economic Development element of the Comprehensive Plan applies to the entire city, including Ward 3
2. Continued fiscal viability must be of concern to the Zoning Commission to provide the funds for city services, including Metro
3. Suburban growth has dramatically and significantly outpaced growth in the District
4. Developers are not "bluffing" about moving to the suburbs
5. Taxes lost to the suburbs cannot be recaptured, as if they were in the same state

VI. Effect of proposed regulations is reduction in permitted height with more restrictive use controls; this is a downzoning

VII. Level of control applied here is not warranted by the facts and is inconsistent with how other similar areas are treated

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- A. Height issues in other parts of the corridor
 - 1. Corridor from Lafayette Square to Chevy Chase Circle is high height area; even from Rock Creek Park to Western, predominant permitted height is 90 feet
 - 2. Can find no reasonable rationale to limit height in this immediate location; the block immediately to the north is zoned R-5-C and no height overlay is proposed
 - B. Other C-2-A/C-2-B areas adjacent to comparable residential areas
 - 1. Kennedy Street, NW
 - 2. Pennsylvania Avenue, SE
 - 3. Good Hope Road, SE
 - 4. Rhode Island Avenue, NE
 - 5. MacArthur Boulevard at U and V Streets, NW
- VIII. Impact of proposal is contrary to best interests of the City and is not supported by sound planning theory or policy
- A. Prevents growth in the areas of the city best able to accommodate growth
 - B. Inverse node theory
 - C. Primary impact is on residential component
 - D. Effect of limiting height is to affect the design of the residential; reducing from 6 to 5 or 4 stories means have lower, wider buildings, inefficient apartment designs, further distances from windows, etc; also forces building mass further toward the rear of the site
- IX. Specific comments on provisions of the proposed overlay districts
- A. Potential prohibition of planned unit developments
 - B. Limitation on height related to height of existing adjacent buildings

- C. Fast food restaurants
 - D. Curb cuts
 - E. Below grade space
- X. Alternatives to overlay districts proposed
- A. Metro Station development zones to encourage mix of uses around stations generally, but especially at Cleveland Park and Woodley Park
 - B. Provide for additional height and FAR for projects meeting mixed use goals which achieve appropriate utilization of mass transit

LIST OF EXHIBITS

- A. Excerpts from the Zoning Act (D.C. Code, Sections 5-413 and 5-414, 1981 Ed.)
- B. Zoning Commission Orders No. 282 and 338, regarding the rezoning of the Dupont Circle area and Connecticut Avenue from Dupont Circle to Florida Avenue.
- C. Executive Summary of The District of Columbia's Changing Economy and its Future Growth Opportunities, prepared by Stephen S. Fuller for the Greater Washington Research Center, September, 1987.
- D. Excerpts from Economic Trends in Metropolitan Washington 1980-1986, prepared by the Metropolitan Washington Council of Governments, April, 1987.
- E. Portions of the Zoning Atlas for the following areas:
 - 1. Connecticut Avenue between Calvert Street and Woodley Road, N.W.
 - 2. Connecticut Avenue, between Macomb and Porter Streets, N.W.
 - 3. Kennedy Street, between Georgia Avenue and 3rd Street, N.W.
 - 4. Pennsylvania Avenue, between 12th Street and Barney Circle, S.E.
 - 5. Good Hope Road, between 13th and 18th Streets, S.E.
 - 6. Rhode Island Avenue between 13th and 17th Streets, N.E.
 - 7. MacArthur Boulevard between Reservoir Road and V Street, N.W.
- F. Metrorail Ridership information

A

§ 5-413

BUILDING RESTRICTIONS AND REGULATIONS

adequacy and good condition of existing buildings for uses to which they are presently being put, the need of the community for those uses, and the style and attractiveness of existing buildings, since all of this is relevant to the preservation of values of the surrounding property. *Lewis v. District of Columbia*, 190 F.2d 25 (D.C. Cir. 1951).

The Zoning Commission, in considering whether to change a classification from residential to commercial, may consider the eligibility of the property for commercial use and for the use of educational or philanthropic institutions, trade associations and professional persons. *Lewis v. District of Columbia*, 190 F.2d 25 (D.C. Cir. 1951).

Remedy after refusal of permit. — The remedy for a refusal to issue a permit to erect a structure is to appeal first, not to seek a mandamus. *United States ex rel. Connor v. District of*

Columbia, 61 F.2d 1015 (D.C. Cir. 1933).

Suit to declare zoning order void is not appeal on the merits of the issues presented to the Zoning Commission at its hearing. *Lewis v. District of Columbia*, 190 F.2d 25 (D.C. Cir. 1951).

Standard of review for comprehensive zoning plan. — In reviewing the exercise of discretion given to the Zoning Commission for establishing a comprehensive zoning plan, it is not the function of the court to substitute its judgment for that of the Commission, even for reasons which appear most persuasive. *Lewis v. District of Columbia*, 190 F.2d 25 (D.C. Cir. 1951).

Cited in *Garrity v. District of Columbia*, 86 F.2d 207 (D.C. Cir. 1936); *Hazen v. Hawley*, 86 F.2d 217 (D.C. Cir.), cert. denied, 299 U.S. 613, 57 S. Ct. 315, 81 L. Ed. 452 (1936).

§ 5-413. Same — Regulations; districts or zones.

To promote the health, safety, morals, convenience, order, prosperity, or general welfare of the District of Columbia and its planning and orderly development as the national capital, the Zoning Commission created by § 5-412, is hereby empowered, in accordance with the conditions and procedures specified in §§ 5-413 to 5-432, to regulate the location, height, bulk, number of stories and size of buildings and other structures, the percentage of lot which may be occupied, the sizes of yards, courts, and other open spaces, the density of population, and the uses of buildings, structures, and land for trade, industry, residence, recreation, public activities, or other purposes; and for the purpose of such regulation said Commission may divide the District of Columbia into districts or zones of such number, shape, and area as said Zoning Commission may determine, and within such districts may regulate the erection, construction, reconstruction, alteration, conversion, maintenance, and uses of buildings and structures and the uses of land. The said Zoning Commission shall also have power to promulgate regulations to require, with respect to buildings erected subsequent to the promulgation of such regulations, that facilities be provided and maintained either on the same lot with any such building, or on the same lot with any such building or elsewhere, for the parking of automobiles and motor vehicles of the owners, occupants, tenants, patrons, and customers of such building, and of the business, trades, and professions conducted therein. All such regulations shall be uniform for each class or kind of building throughout each district, but the regulations in 1 district may differ from those in other districts. (June 20, 1938, 52 Stat. 797, ch. 534, § 1; Mar. 4, 1942, 56 Stat. 122, ch. 126; 1973 Ed., § 5-413.)

Cross references. — As to rules and regulations, see §§ 1-315, 1-319 and 1-322. As to recommendations of National Capital Planning Commission regarding zoning regulations, see § 1-2006. As to height of buildings, see §§ 5-401 to 5-409 and 5-418.

Section references. — This section is referred to in §§ 5-415, 5-423, 5-424 and 5-426 to 5-432.

Section requires only that the zoning regulations be applied uniformly to all property throughout the District, with all

Where the decision of the Zoning Adjustment Board, upon review, is clearly unreasonable and arbitrary, it will be set aside. *Hyman v. Coe*, 146 F. Supp. 24 (D.D.C. 1956).

Generally, the correctness or incorrectness of a decision of the Board of Zoning Adjustment is not one for judicial review if there is substantial evidence to support it and the parties have been accorded due process of law. *Jarrott v. Schivener*, 225 F. Supp. 827 (D.D.C. 1964).

The court can set aside an action of the Board of Zoning Adjustment in denying an exception to the zoning regulations if it finds that its decision was arbitrary or capricious. *O'Boyle v. Coe*, 155 F. Supp. 581 (D.D.C. 1957).

Ordinarily, review limited to evidence before Board. — Ordinarily, the review of a decision of the Board of Zoning Adjustment is limited to the Board's record of the proceedings before it, and the court will not be permitted to hear evidence *dehors* that record. *Jarrott v. Schivener*, 225 F. Supp. 827 (D.D.C. 1964).

In an action to set aside an order denying an application for the establishment of a building, judicial review must be had solely on the record

before the Zoning Board and evidence not introduced before the Board, but presented to the court in the 1st instance, will not be considered. *O'Boyle v. Coe*, 155 F. Supp. 581 (D.D.C. 1957).

But where integrity of decision is questioned, court can go outside the record and receive independent evidence. *Jarrott v. Schivener*, 225 F. Supp. 827 (D.D.C. 1964).

Refusal to grant exception found unreasonable. — In the absence of evidence that a conversion of a building would any more adversely affect the present character and future development of the neighborhood than do other uses permitted of other properties in the same area, and in the absence of evidence that such a use would render less desirable, for residential purposes, other property used as such in the same area, a refusal to grant an exception is without reasonable foundation and constitutes a manifest abuse of discretion. *Hyman v. Coe*, 146 F. Supp. 24 (D.D.C. 1956).

Cited in *Wolpe v. Poretsky*, 154 F.2d 330 (D.C. Cir.), cert. denied, 329 U.S. 724, 67 S. Ct. 69, 91 L. Ed. 627 (1946).

§ 5-414. Zoning regulations—Purpose.

Zoning maps and regulations, and amendments thereto, shall not be inconsistent with the comprehensive plan for the national capital, and zoning regulations shall be designed to lessen congestion in the street, to secure safety from fire, panic, and other dangers, to promote health and the general welfare, to provide adequate light and air, to prevent the undue concentration of population and the overcrowding of land, and to promote such distribution of population and of the uses of land as would tend to create conditions favorable to health, safety, transportation, prosperity, protection of property, civic activity, and recreational, educational, and cultural opportunities, and as would tend to further economy and efficiency in the supply of public services. Such regulations shall be made with reasonable consideration, among other things, of the character of the respective districts and their suitability for the uses provided in the regulations, and with a view to encouraging stability of districts and of land values therein. (June 20, 1938, 52 Stat. 797, ch. 534, § 2; 1973 Ed., § 5-414; Dec. 24, 1973, 87 Stat. 810, Pub. L. 93-198, title IV, § 492(b)(1).)

Cross reference. — As to comprehensive plan for national capital, see § 1-2003.

Commission has ample statutory authority for fixing minimum width and sizes of residential lots. *Salzer v. McLaughlin*, 240 F.2d 891 (D.C. Cir. 1957).

Purpose of zoning is to create districts, large or small, and not to zone or rezone specific property. *Capital Properties, Inc. v. Zoning Comm'n*, 229 F. Supp. 255 (D.D.C. 1964).

Adoption of comprehensive plan and promulgation of regulations may be single

act. — The adoption of a comprehensive plan and the promulgation of regulations, accompanied by a city-wide map, may all be a single act, providing the entire city is zoned on a comprehensive basis. *Capital Properties, Inc. v. Zoning Comm'n*, 229 F. Supp. 255 (D.D.C. 1964).

Meaning of "comprehensive plan" prior to 1973. — "Comprehensive plan," as used in this section, does not refer to the comprehensive land use plan which the National Capital Planning Commission is charged with preparing by § 1-2003, but refers to the Commission's

B

Government of the District of Columbia

ZONING COMMISSION



ZONING COMMISSION ORDER NO. 282

CASE NO. 76-24

June 14, 1979

Pursuant to notice, public hearings were held by the District of Columbia Zoning Commission on October 19, 21 and 30, November 14 and 30 and December 9, 1978 to consider amendments to the Zoning Map of the District of Columbia. While the Zoning Commission sponsored the hearing pursuant to Paragraph 9101.22 of the Zoning Regulations, the case was initiated by a petition filed by the Dupont Coalition. The Dupont Coalition is comprised of Advisory Neighborhood Commission 2-B, the Dupont Circle Citizens Association, the Dupont Circle Property Owners Association, the Midway Civic Association and the North Dupont Community Association. The Coalition's petition requested the Commission to change the zoning for various property in the Dupont Circle area, bounded generally by Florida Avenue and U Street on the north, 15th Street on the east, M and N Streets on the south and 23rd Street on the west. The notice of public hearing identified all the specific changes proposed by the Coalition, including changes from R-5-C to R-5-B, from R-5-D to SP-1 or R-5-B, from SP to R-5-B, R-5-D or SP-1, from C-2-A to R-5-B, C-1 or C-2-B with a 3.5 floor area ratio (FAR), from C-2-B with a 6.0 FAR to C-2-B with a 3.5 FAR, and from C-3-B to C-2-A. The notice further stated the Commission's desire to "receive public testimony on the appropriateness of making other changes to the Zoning Map in the area."

The R-5-B District permits general residential use, including detached, semi-detached and row dwellings, flats, apartments and hotels, to a maximum height of sixty feet and a maximum FAR of 1.8. The R-5-C District permits the same uses as R-5-B, with a maximum height of ninety feet and a maximum FAR of 3.5. The R-5-D District permits the same uses as R-5-B and R-5-C, with a maximum height of ninety feet and a maximum FAR of 6.0.

When the petition was advertised for hearing, the SP District permitted residential and limited office uses, to a maximum height of ninety feet and a maximum FAR of 6.0 for

apartments and hotels and 5.5 for offices. The SP-1 District referenced in the notice was an SP-1 District proposed by the Dupont Coalition. That SP-1 District would have had a maximum height of sixty feet, a maximum FAR of 3.5 and would have restricted non-residential uses to existing buildings or buildings built prior to 1910. On September 14, 1978, by Order No. 235, the Zoning Commission adopted amendments to the SP District. Those amendments created two SP Districts, an SP-1 and an SP-2. Both districts continue to permit residential uses, and allow limited office uses with BZA approval. The SP-1 District has a maximum height of sixty-five feet and a maximum FAR of 4.0, with non-residential uses limited to 2.5 FAR. The SP-2 District has a maximum height of ninety feet, and a maximum FAR of 6.0, with non-residential uses limited to 3.5 FAR. All property which was zoned SP at the time the two new categories were created was designated in the SP-2 District.

When the petition was advertised for hearing, the C-1 District allowed local neighborhood oriented retail and service uses, as well as offices and all-kinds of residential uses, with a maximum height of forty feet or three stories, and with a maximum FAR of 1.0, with residential uses limited to 0.9 FAR. By Order No. 242, dated November 9, 1978, the Zoning Commission adopted amendments to the C-1 District, which allowed residential uses to have the same 1.0 maximum FAR as non-residential uses.

When the petition was advertised for hearing, the C-2-A District allowed office, retail and residential uses, with a maximum height of sixty feet and a maximum FAR of 2.0, with residential uses limited to 1.8 FAR. By Order No. 242, dated November 9, 1978, the Zoning Commission adopted amendments to the C-2-A District which reduced the maximum height to fifty feet, increased the overall FAR to 2.5, and reduced the non-residential FAR to 1.5.

When the petition was advertised for hearing, the C-2-B District permitted the same retail, office and residential uses permitted in C-2-A. Retail uses were limited to the first floor and office uses to the first and second floors while residential uses could occupy any floor and were required for the third and all higher floors. The maximum height was ninety feet, and the maximum FAR was either 3.5 or 6.0, depending upon the area and designation by the Zoning Commission. By Order No. 242, dated November 9, 1978, the Zoning Commission adopted amendments to the C-2-B District. The limitation of retail and office uses to the first and second floors was removed. The C-2-B District was split into the C-2-B and C-2-C Districts. The C-2-B District remained at a 3.5 overall FAR, with non-residential uses limited to 1.5 FAR, while the height was reduced

to a maximum of sixty-five feet. The C-2-C District has a maximum height of ninety feet and a maximum FAR of 6.0, with non-residential uses limited to 2.0 FAR. All property which was zoned C-2-B with a 6.0 FAR at the time that the district was split was designated C-2-C.

When the petition was advertised for hearing, the C-3-B District permitted office, retail and residential uses with a maximum height of ninety feet and a maximum FAR of 6.5, with residential uses limited to 4.5 FAR. By Order No. 234, dated September 14, 1978, the Zoning Commission adopted amendments to the C-3-B District which allowed residential uses to have the same 6.5 maximum FAR as non-residential uses.

The petition submitted by the Dupont Coalition was originally received in June of 1975, and at that time proposed both extensive map and text amendments to the Zoning Regulations. The Commission determined to incorporate the proposed text modifications into the overall review of commercial, special purpose and mixed use districts which the Commission conducted in the early part of 1978. Some of the changes which resulted from that review have been noted earlier in this order. The Coalition's map amendments generally proposed to:

1. Rezone most of the existing SP zoned land east of Dupont Circle to SP-1, or in the alternative R-5-B.
2. Rezone Massachusetts Avenue from Dupont Circle to 23rd Street from R-5-D and SP to SP-1, or in the alternative R-5-B.
3. Rezone Connecticut Avenue from Dupont Circle to Florida Avenue from C-3-B to C-2-A.
4. Change the permitted FAR in the existing C-2-B zoned area along P Street from 6.0 to 3.5.
5. Rezone most of the C-2-A zoned area along 17th Street to C-2-B with an FAR of 3.5.
6. Rezone a small portion of the C-2-A zoned land at 18th and S Streets from C-2-A to C-1, and rezone most of the rest of this C-2-A District along 18th Street to R-5-B.
7. Rezone several areas currently zoned SP focused on 17th Street and Massachusetts Avenue and 17th and O Streets and 20th and P Streets and 20th Street and New Hampshire Avenue to R-5-D.

8. Rezone most of the existing R-5-C Districts along 16th and New Hampshire Avenue south of S Street to R-5-B.
9. Rezone the triangular block at New Hampshire Avenue and 21st Street from R-5-D to R-5-B.

The Coalition's proposals were designed to achieve the following general objectives:

1. Preserve a wide-range of housing alternatives for all income groups and for households of all sizes;
2. Provide opportunities for the expansion of the neighborhood's housing stock;
3. Accommodate diplomatic and non-profit uses in portions of the neighborhood without jeopardizing the housing stock;
4. Provide a physical environment favorable for the survival of small shops and businesses serving both neighborhood and regional markets;
5. Provide a clear boundary between the Dupont Circle neighborhood and the Central Business District; and
6. Preserve the neighborhood's ambience and Victorian architectural character.

At the present, the Dupont Circle area is a mixed use community. The area is crossed by three major diagonal avenues, Connecticut, Massachusetts and New Hampshire and one major north-south street, 16th. The existing higher density zones are located generally along these four major streets. This includes C-3-B zoning along Connecticut Avenue, R-5-D and SP along Massachusetts Avenue, and SP and R-5-C along New Hampshire Avenue and 16th Street. There are also strips of neighborhood oriented commercial districts along 17th Street between P and R, 18th Street between S and Florida Avenue, and P Street between 20th and 22nd. The remaining portions of the area, including the majority of the frontage along the east-west streets, is zoned R-5-B.

The pattern of existing uses is similar to the zoning categories. Commercial development, including retail and general offices, is located along Connecticut Avenue, 17th, 18th and P Streets. The highest bulk is located on and adjacent to Connecticut Avenue south of Dupont Circle, although there are some high-rise office buildings on Connecticut between Dupont

Circle and Florida Avenue. There are major high-rise apartment buildings along New Hampshire and Massachusetts Avenues, as well as on 16th and P Streets. There are major high-rise office buildings for professionals and non-profit organizations along Massachusetts Avenue. There are major hotels in the area, including three located on and west of Dupont Circle. There are many row houses and medium sized apartment buildings, containing both residential and non-residential uses, primarily located along the east-west cross streets. In summary, north of P Street and Dupont Circle, residential uses predominate, south of the Circle, office uses predominate. Connecticut Avenue and 19th Street both north and south of the Circle have become a focus for entertainment/restaurant oriented retail activity substantially extending the hours of activity on the streets. The area contains both specialty and locally oriented retail strips. Clubs, art gallery's, churches and other private institutions provide area residents and employees with substantial cultural opportunities.

The existing Dupont Circle neighborhood is one of the city's special areas. It's unique attractiveness is due to two basic factors. One is the physical environment. The L'Enfant plan with its circles, squares and street network of major avenues diagonally placed over a 19th century scaled grid street pattern provides a visually powerful, organizing framework. In this area, developed one of the city's most attractive residential neighborhoods. The streets are lined with architecturally distinctive row houses and grand landmark quality mansions. The unique architectural and cultural characteristics of this neighborhood have been recognized by the designation of three historic districts within the area to the National Register: the Massachusetts Avenue Historic District which extends through the area and the Dupont Circle and 16th Street Historic Districts which are located completely within the area.

The second major factor contributing to the Dupont Circle area's unique attractiveness is the urban vitality created by the area's particularly diverse mix of uses. Dupont Circle is a balanced community. It provides many opportunities for housing and employment, shopping, entertainment and cultural pursuits.

The problems in the Dupont Circle area can generally be summarized as three basic sets of issues. The first set of issues involves the conservation and enhancement of Dupont Circle as a predominantly residential neighborhood. The second set involves the extent of accommodation of development resulting from the expansion of the central employment area and the opening of the

Metro station. The third group of issues involves the preservation and enhancement of historic landmarks and districts.

In considering those issues, and all of the related problems associated therewith, the Zoning Commission has received an extensive amount of testimony, evidence and information. The Dupont Coalition presented a substantial case, including much detailed evidence and expert testimony on issues ranging from economic effects to traffic and air quality. The District of Columbia Municipal Planning Office, presented an extensive report on the area. Many persons appearing in opposition presented carefully prepared and documented information opposing many of the changes proposed.

The Commission has carefully and extensively weighed and considered all of the evidence before it. The Commission has conducted its own personal and extensive review of the area, including several site visits by the Commission. The Commission believes that this case can only be decided by balancing all of the issues presented before it.

In reaching its decision on this matter, the Commission wishes to note three factors which it has taken heavily into account. First, the Commission has previously adopted changes to the text of many of the zone districts presently mapped in this area. Specifically, it has reduced the non-residential density in the SP-2 District, reduced the height and non-residential density in the C-2-A District, and adopted many other changes designed to facilitate and encourage new residential development in commercial districts. Second, the Historic Landmark and Historic District Protection Act of 1968 became effective on March 3, 1979. This law provides a much stronger protection for historic buildings and areas than was previously the case. The law further sets up a mechanism to administer the process, and to specifically take into account the primary concerns of historic preservation. It is therefore not necessary for the Zoning Commission to take the primary role in preservation. Third, the Commission desired to avoid as far as possible the creation of non-conforming uses so as not to penalize persons who relied on and developed under the existing zoning. The changes finally adopted by the Commission for the most part are within one general category to avoid non-conformities; that is, from SP-2 to SP-1, R-5-C to R-5-B, etc. Those changes which are outside of one category either do not restrict uses or conform to existing uses.

In consideration of all of the testimony and evidence, and balancing the positions of all affected interests, the Commission has determined that the following actions are appropriate:

1. Rezone from SP-2 to SP-1 both sides of 16th Street between Scott Circle and Q Street, including the south side of O Street west of 16th Street, in order to conserve the scale of existing historic and residential buildings, and the mixture of residential and institutional uses.
2. Retain R-5-C for both sides of 16th Street between Q and U Streets and for both sides of New Hampshire Avenue from Swann Street to V Street, because both Streets are already developed with several large apartment buildings consistent with the general nature of the R-5-C District.
3. Rezone from R-5-C to D/R-5-B part of the east side of New Hampshire Avenue between R and S Streets and the west side of New Hampshire Avenue between Riggs Place and Swann Street, in order to protect existing low-rise buildings, continue residential use in the area and preserve the option for chancery use in accordance with the Foreign Missions element of the Comprehensive Plan.
4. Rezone from R-5-C to SP-1 the west side of New Hampshire Avenue between R Street and Riggs Place, in order to allow for preservation and appropriate use of landmark buildings, many of which have historically not been used for residential purposes.
5. Rezone from SP-2 to SP-1 both sides of New Hampshire Avenue and 18th Street between R Street and south of Q Street; both sides of 18th Street south to P Street, extending to Dupont Circle; the west side of 18th Street from P Street to south of Massachusetts Avenue; the square bounded by Massachusetts Avenue, 17th, N and 18th Streets; the south side of N Street and the north side of Rhode Island Avenue west of 17th Street; the area bounded by Rhode Island Avenue, Massachusetts Avenue, 15th and 17th Streets, in order to insure the continued mixture of embassy, chancery, residential and office uses, to reflect existing development, and to keep any new development to levels appropriate in scale to the existing development.
6. Retain SP-2 for the north side of Massachusetts Avenue between 17th Street and the alley west of 16th Street, because this area is already exclusively developed

with ninety foot buildings devoted to residential and office uses.

7. Rezone from C-2-A to C-2-B the east side of 17th Street from P Street to north of R Street and the west side of 17th Street from Q to north of R Street, in order to allow continuation of existing neighborhood serving commercial uses while encouraging in-fill development of housing at higher densities.
8. Rezone from SP-2 to R-5-B the Stead Playground north of P Street between 16th and 17th Streets, in order to restrict development to the same type and level as is appropriate for other property in east-west cross streets, if the playground is ever redeveloped.
9. Retain C-2-A for both sides of 18th Street between S Street and Florida Avenue, because this area is developed with many commercial uses, expansion of which would serve neighborhood needs.
10. Rezone from SP-2 and R-5-D to SP-1 the square bounded by Massachusetts Avenue and 20th, 21st and Q Streets, and the south side of Massachusetts Avenue between 20th and 21st Streets and the north side of Massachusetts Avenue between 21st Street and Florida Avenue in order to conserve the existing scale of buildings, mixture of uses and several landmark buildings.
11. Retain R-5-D for the south side of Massachusetts Avenue between 21st and 22nd Streets, because the block is primarily developed with existing high density residential buildings.
12. Retain C-2-C for both sides of P Streets between 21st and 22nd Streets and retain D/C-2-A for the north side of P Street east of 21st Street, because those zones generally reflect the level of development already existing.
13. Rezone from C-2-C to C-2-B the south side of P Street east of 21st Street, in order to encourage retention and reuse of existing buildings for appropriate residential/retail purposes.
14. Retain SP-2 for the west side of 20th Street between O and P Streets and the west side of New Hampshire Avenue between O and N Streets, because the area is fully developed with apartment buildings built to SP-2 standards.

15. Rezone from SP-2 to R-5-B the north side of N Street west of New Hampshire Avenue, and rezone from R-5-D to R-5-B the square bounded by New Hampshire Avenue and N and 21st Streets, in order to match the zoning with existing development to preserve existing townhouses in residential use.
16. Rezone from R-5-B to C-2-B the north side of R Street west of 17th Street immediately adjacent to the existing C-2-A, in order to create a larger developable parcel adjacent to the commercial strip along 17th Street.

The Commission has also determined that it is not appropriate to take any action concerning the rezoning of Connecticut Avenue from Dupont Circle to Florida Avenue at this time. While the Commission believes that the continuation of the high density and height levels of the present C-3-B zoning is not desirable, the Commission does not believe that any of the existing lower density commercial zones provides adequate commercial density for what is and has been a commercial strip. The Commission has therefore asked the Office of Planning and Development to study what alternatives are possible for future action regarding Connecticut Avenue.

Advisory Neighborhood Commission 2-B was a member of the Dupont Coalition, and actively supported the Coalition proposal. The Advisory Neighborhood Commission did not submit an individual written statement setting out its issues and concerns apart from the overall views of the Coalition, which the Commission has herein addressed.

The proposed map amendments were referred to the National Capital Planning Commission under the terms of the District of Columbia Self-Government and Governmental Reorganization Act, and the NCPC reported that the proposed amendments will not have a negative impact on the interests and functions of the Federal Establishment in the National Capital and are not inconsistent with the Foreign Missions and International Agencies element of the Comprehensive Plan for the National Capital.

The Commission finds that the proposed amendments are in the best interests of the District of Columbia and are consistent with the intent and purpose of the Zoning Regulations and the Zoning Act. The Commission therefore orders adoption of the following amendments to the Zoning Map:

1. Square 66 - Change all that property currently zoned R-5-D to SP-1
2. Square 94 - Change the entire square from R-5-D and SP-2 to SP-1
3. Square 95 - Change all that property currently zoned R-5-D and SP-2 to SP-1
4. Square 96 - Change all that property currently zoned C-2-C to C-2-B
5. Square 97 - Change lots 42-44 and 57 from SP-2 to R-5-B
6. Square 98 - Change the entire square from R-5-D to R-5-B
7. Squares 134
135, 136,
N-137, 137- Change all that property currently zoned SP-2 to SP-1
8. Square 152- Change all that property between Swann and S Streets currently zoned R-5-C to D/R-5-B
9. Square 153- Change all that property between Riggs Place and Swann Street currently zoned R-5-C to D/R-5-B

Change all that property between Riggs Place and R Street currently zoned R-5-C to SP-1
10. Square S-153 - Change the entire square from SP-2 to SP-1
11. Square 154 - Change Lots 21, 22, 39, 25 and 26 from R-5-C to D/R-5-B

Change all that property currently zoned C-2-A and Lots 802 and 803 to C-2-B

12. Square 155 - Change all that property currently zoned SP-2 to SP-1

Change all that property currently zoned C-2-A to C-2-B
13. Square 156- Change all that property currently zoned SP-2 to SP-1
14. Square 158 - Change the entire square from SP-2 to SP-1
15. Square 159 - Change all that property currently zoned SP-2 to SP-1
16. Squares 178
and 179 - Change all that property currently zoned C-2-A to C-2-B.
17. Square 180 - Change all that property currently zoned C-2-A to C-2-B

Change Lot 813 from SP-2 to R-5-B

Change Lots 42-44, 801, 84, 83 and 800 from SP-2 to SP-1
18. Square 181 - Change all that property between O and P Streets currently zoned SP-2 to SP-1

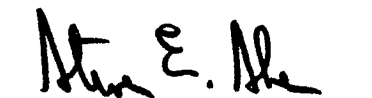
Change Lots 28, 803, 804, 852, 851, 806, 158, 155, 156, 807, 825, 141 and 800 from SP-2 to SP-1
19. Squares S-181,
N-182, S-195,
N-196 - Change the entire squares from SP-2 to SP-1
20. Squares 194-
and 195 - Change all that property currently zoned SP-2 to SP-1

Z. C. CASE NO. 282
CASE NO. 76-24
PAGE 12

NOTE: All lots, and squares are as shown on the BAIST ATLAS, Volume I, on record in the Office of the Zoning Secretariat.

Vote of the Commission taken at its public meeting held on May 10, 1979: 3-0 (Walter B. Lewis, John G. Parsons and George M. White in favor of the changes, Ruby B. McZier not voting, not having participated in the case, Theodore F. Mariani not present, not voting).


RUBY B. McZIER
Chairperson


STEVEN E. SHER
Executive Director

This order was adopted by the Zoning Commission at its public meeting held on June 14, 1979 by a vote of 3-0 (Walter B. Lewis, George M. White and John G. Parsons to ADOPT, Theodore F. Mariani and Ruby B. McZier not voting, not having participated in the case.

In accordance with Section 3.6 of the Rules of Practice and Procedure before the Zoning Commission of the District of Columbia, the amendments to the Zoning Map are effective on 22 JUN 1979

Government of the District of Columbia
ZONING COMMISSION



ZONING COMMISSION ORDER NO. 338
CASE NO. 79-10
APRIL 9, 1981

Pursuant to notice, public hearings of the District of Columbia Zoning Commission were held on November 10 and 20, and December 1, 1980. At these hearing sessions, the Zoning Commission considered a proposal to rezone a portion of Connecticut Avenue, pursuant to Section 9101 of the Zoning Regulations of the District of Columbia. The hearing was conducted under the provisions of Chapter 5 of the Rules of Practice and Procedure before the Zoning Commission.

The area under consideration for rezoning is the frontage of Connecticut Avenue between Dupont Circle and Florida Avenue, N.E. The subject area includes all of Squares 90,91,112, and 113, and parts of Squares 92,93, and 111. The subject area is presently zoned SP-2 and C-3-C. The Zoning Commission considered whether to rezone the property to a more restrictive commercial district including C-3-B,C-3-A,C-2-C,C-2-B, or C-2-A.

The SP-2 District permits mixed uses of medium/high density development, including residential and limited office-type uses, to a maximum floor area ratio(FAR) of 6.0, with non-residential uses limited to 3.5 FAR, a maximum lot occupancy of eighty percent for residential uses, and a maximum height of ninety feet. The C-3-C District permits major business and employment centers of medium/high density development, including office, retail, housing, and mixed uses to a maximum height of ninety feet, a maximum floor area ratio(FAR) of 6.5 for residential and other permitted uses, and a maximum lot occupancy of one hundred percent. The C-3-B District permits major business and employment centers of medium density development, including office, retail, housing, and mixed uses to a maximum height of seventy feet/six stories, a maximum FAR of 5.0 for residential uses and 4.0 for other permitted uses, and a maximum lot occupancy of one hundred percent. The C-3-A District permits major business and employment centers of medium density development, including office, retail, housing, and mixed uses to a maximum height of sixty-five feet, a maximum FAR of 4.0 for

residential uses and 2.5 for other permitted uses, and a maximum lot occupancy of seventy-five percent. The C-2-C District permits community business and employment centers of high density development, including office, retail, housing, and mixed uses to a maximum height of ninety feet, a maximum FAR of 6.0 for residential and 2.0 for other permitted uses, and a maximum lot occupancy of eightypercent. The C-2-B District permits community business and employment centers of medium density development including office, retail, housing, and mixed uses to a maximum height of sixty-five feet, a maximum FAR of 3.5 for residential and 1.5 for other permitted uses, and a maximum lot occupancy of eighty percent. The C-2-A District permits community business and employment centers of low density development, including office, retail, housing, and mixed uses to a maximum height of fifty feet, a maximum FAR of 2.5 for residential and 1.5 for other permitted uses, and a maximum lot occupancy of sixty percent.

To the north of the subject area is R-5-C and C-3-C zoning. To the east of the subject area is R-5-B and SP-1 zoning. To the south of the subject area is C-3-C and to the west is R-3,D/R-3, D/R-5-B, and SP-1 zoning. The uses in the neighborhood include a wide variety of mixed uses. The subject area is almost exclusively commercial in use, including office, retail, and service-type uses. These commercial uses also extend to the north and the south of the subject area. The uses to the east and west of the subject area are predominately residential in nature, including rowhouses, flats, and apartments, but also include limited office, service, and institutional-type uses.

The subject area lies within the boundaries of the Dupont Circle Historic District and partly within the Massachusetts Avenue Historic District. The Dupont Circle Historic District is a Category II Landmark " which contributes significantly to the cultural heritage and visual beauty of the District of Columbia." As a designated historic district, the area is subject to the provisions of D.C. Law 2-144, the District of Columbia Historic Landmark and Historic District Protection Act of 1978.

The Zoning Commission conducted public hearings in 1978 for Case No. 76-24(North Dupont - Map Amendment). In the course of deliberating upon the zoning changes proposed in that case, the Commission was unable to reach a decision on how it would rezone the Connecticut Avenue frontage between Dupont Circle and Florida Avenue, N.W. As set forth in Order No. 281, dated May 14, 1980, the Commission stated:

The Commission has also determined that it is not appropriate to take any action concerning the rezoning of Connecticut Avenue from Dupont Circle to Florida Avenue at this time. While the Commission believes that the continuation of the high density and height levels of the present C-3-B zoning is not desirable, the Commission does not believe that any of the existing lower density commercial zones provides adequate commercial density for what is and has been a commercial strip. The Commission has therefore asked the Office of Planning and Development to study what alternatives are possible for future action regarding Connecticut Avenue.

Subsequently, the Commission created a new commercial district in Case No. 79-9 (C-3 District - Text Amendment), which, in addition to other commercial zoning districts, is under consideration for rezoning in this proceeding.

The Zoning Commission derives its authority from the Zoning Act. As set forth in Section 5-413 of the D.C. Code, the Commission is empowered "to regulate the location, height, bulk, number of stories and size of buildings and other structure, the percentage of lot which may be occupied, the sizes of yards, courts and other open spaces, the density of population and the uses of buildings, structures and land for trade, industry, residence, recreation, public activities or other purposes," All of these regulations are "To promote the health, safety, morals, convenience, order, prosperity or general welfare." As further set forth in Section 5-414, the primary responsibility of the Commission is the regulation of land use.

In weighing the varying arguments over how to zone the portion of the Connecticut Avenue strip at issue, the Commission is compelled to consider primarily the land use issues. In this regard, the Commission notes that Connecticut Avenue is a major throughfare in the District of Columbia; and is an extremely wide street at this location. The Commission further notes the presence of a Metro Station entrance at the corner of Connecticut Avenue and Q Street. That entrance greatly enhances the accessibility of the area not only within the District of Columbia but to most parts of the Washington Metropolitan Area.

The Commission notes that the area proposed to be rezoned is immediately adjacent to the Central Employment Area, which is the major commercial concentration in the city and the metropolitan area. The height and density permitted in surrounding zones are medium to medium/high, as set forth in the Zoning Regulations. The height and bulk to be permitted in the subject area must be consistent with the height in the surrounding area. Furthermore, sound planning theory recognizes that it is appropriate to step down in terms of height and density from core areas proceeding outward.

The Commission further notes that the area at present is almost exclusively developed with a wide variety of commercial uses. There are very few residential uses. The existing commercial uses, while they also do serve the neighborhood, serve shopping and business needs for large portions of the city, and also attract a region-wide clientele. The Connecticut Avenue strip in this location is not a mixed use area, but rather is an important business center supplementing the central core of the city.

For all the reason cited above, the Commission believes that it is inappropriate to rezone the subject area to any C-2 District, all of which are designed to encourage mixed use developments with substantial residential components, and all of which are intended to provide for business centers serving smaller and more local needs.

The Commission further believes that retention of the existing C-3-C District would allow for future development at a height and density which might adversely affect the character of the area, and would not be of the appropriate scale and character for the strip. The Commission, therefore, believes that rezoning of the area to C-3-B would best serve the public interest. As set forth in Paragraph 5103.12, the C-3-B District "is intended for uptown locations where the largest component of development will be office, retail and other non-residential uses. C-3-B Districts should be compact in area and located in and near the Central Employment Area, on arterial streets, in uptown centers and at rapid transit stops." The Commission believes that the C-3-B District is thus the most appropriate zone for the area at issue.

The Commission notes that much of the argument in favor of rezoning the area to a lower height and density category is based on historic preservation grounds. The Commission notes that the District of Columbia has one of the strongest historic preservation laws in the country. Pursuant to the requirements of D.C. Law 2-144:

- a. Applications to raze buildings in Historic Districts are referred to the State Historic Preservation Office and then to the Joint Committee on Landmarks (which serves as the local Historic Preservation Review Board) for review and recommendation. If a finding is made that the structure does not contribute to the historic district, the permit to raze may be granted without a public hearing. If the Joint Committee recommends denial of the permit, a public hearing must be held. At hearings, the applicant

must demonstrate that the demolition is either "necessary in the public interest" or that the applicant will suffer "unreasonable economic hardship" if the razing permit is denied. If such showing is not made, the razing permit will not be issued.

- b. Construction of new buildings and alternations of existing buildings are subject to public review and approval by the Joint Committee and the Mayor's Agent which may require specific limitations on height, bulk, design, exterior materials and other building features judged to be necessary in keeping with the historic character of the area and adjacent buildings.

The Commission notes that zoning and the historic preservation law work under separate legislation and procedures. Each process must fulfill its role, but should take into account the existence of the other process and its implications. Zoning establishes land and building use policy, and provides specific standards as to height, bulk, use and other aspects of development. The State Historic Preservation Officer and the Joint Committee have special review powers over razing, and provide beyond zoning, a public review of the scale and design of new buildings in the context of the specific site and the character of the historic district. Neither process should be expected to carry the entire burden of development control. The Commission believes that zoning should not be used to excess in accomplishing historic preservation goals, and the historic preservation process should not be expected to establish and carry out land use objectives for an area.

The Commission believes that the rezoning of the subject area to C-3-B will aid in the historic preservation process. Such rezoning reduces the maximum permitted height from ninety feet to seventy feet, and limits new buildings to six stories. The rezoning reduces the permitted commercial floor area ratio from 6.5 to 4.0, and the overall permitted FAR from 6.5 to 5.0. The Commission notes that by leaving the height and density at the levels permitted by C-3-B zoning, the Commission will aid historic preservation efforts by allowing for certain economic incentives for preservation. National historic preservation and tax laws allow buildings in historic districts to be eligible for tax benefits and in some cases renovation grants. These benefits can take a variety of forms, including development easement, facade easement, and accelerated depreciation of a certified historic renovation. The provisions are intended to provide a financial incentive for owners to preserve historic landmark buildings and buildings within historic districts which

"contribute" to historic character. Reducing the permitted height and bulk levels further lessens some of these economic incentives.

The Office of Planning and Development(OPD) by reports dated 10-31-80 and 2-6-81, recommended rezoning the subject area to C-3-B because this district presented, on balance, the most desired controls over land-use intensity, reuse, infill development and redevelopment. The OPD reported that this district would allow and encourage use of existing buildings and good maintenance, by accommodating most existing buildings within the permitted commercial floor area, height, and lot occupancy. With the permitted commercial FAR of 4.0, the upper floors of approximately ninety-two percent of existing buildings would clearly continue to be conforming in commercial use. This would encourage continued economic vitality in the area and sound building maintenance.

The OPD reported that the permitted height of infill development would be compatible with the pattern of existing building heights, and would allow reasonable flexibility by private architects and the Joint Committee to adjust heights and other design features as necessary. The permitted density would provide an adequate incentive for infill development and perhaps some redevelopment, subject to approval of razings and new construction by the JCL. The OPD reported that the existing development pattern, medium-density office-retail uses, is appropriate to the area. The scale of business activity is substantially higher than that of existing uptown commercial strips and substantially lower than the concentration of office-retail activity located in Downtown commercial areas. The intermediate intensity of commercial use is entirely appropriate to a commercial strip at the edge of Downtown, where surrounding population density is high. Existing commercial intensity in this location serves as a "stepping down" in scale from Downtown to the area on the periphery. The Zoning Commission agrees with the findings set forth by the OPD.

The Advisory Neighborhood Commission - 2B, by letter dated November 10, 1980 and by testimony presented at the public hearing, recommended that the area be rezoned to C-2-A. The ANC cited reasons related to the preservation of the historic buildings along the Avenue, and the maintenance of the fifty foot height that protects the character and scale and secures the present bulk, of the buildings that are now compatible with the adjacent community. The ANC-2B believed that rezoning to C-2-A would generate more neighborhood commercial uses, would reduce existing traffic levels and would force major office development to locate downtown where existing transportation

system could support that development.

The Zoning Commission is required by statute to give "great weight" to the issues and concerns of Advisory Neighborhood Commissions. In regard to the issues and concerns raised by the ANC, the Commission stated the following:

- a. As to the concerns of ANC-2B, regarding historic preservation issues, the Commission believes that zoning is not and cannot be the mechanism to resolve all problems. The Commission notes the historic preservation process identified earlier in this order, and believes that the historic preservation process is strong enough to maintain the character, scale, and bulk of existing buildings that are compatible with the adjacent community. The Commission further believes that reducing the C-3-C zoning on the subject area would reinforce the historic preservation objectives.
- b. As to the concerns of the ANC-2B regarding its desire for more neighborhood commercial uses along Connecticut Avenue, the Commission believes that the subject stretch of Connecticut Avenue is a major regional commercial attraction. The Commission also believes that rezoning the area to C-2-A will have little impact on whether the area will be used for neighborhood commercial uses. The existing buildings are likely to remain, and are likely to continue to be attractive to the kinds of uses already existing in the area.
- c. As to the concerns of the ANC-2B regarding its desire to reduce automobile traffic, the Commission believes that reducing building height and density limits will not effectively change automobile traffic patterns. The Commission believes that even if no change in zoning were adopted, the historic preservation mechanism will insure that there will be no large scale redevelopment of this area. Consequently, development is likely to remain at substantially the same levels as the present, and rezoning will not alter traffic levels. The same reasoning applied to forcing office development downtown. There has been no large scale change in the area since a 90 foot height and 6.5 FAR were permitted in 1958, and the historic preservation process makes the likelihood of substantial new development remote.

This proposed map amendment was referred to the National Capital Planning Commission (NCPC) under the terms of the District of Columbia Self Government and Governmental Reorganization Act. The NCPC reported that the proposed rezoning is inconsistent with the Comprehensive Plan and would have an adverse impact on the Federal interest in the preservation and protection of the historic district. The Planning Commission reported that:

1. The National Capital Planning Act of 1952, as amended, charges the Planning Commission with the preservation of "important natural and historical features" of the National Capital. The area proposed to be rezoned is within the Dupont Circle Historic District, a Category II Landmark of the National Capital on the National Register of Historic Places. Therefore, the preservation and protection of the Dupont Circle Historic District is a Federal interest.
2. The Comprehensive Plan for the National Capital has among its goals increased "awareness of, and access to, facilities, places and activities essential to residents' and visitors' understanding of their history and culture" and among its policies "the preservation and enhancement of places and events which most importantly contribute to neighborhood identity" and "the continued identification, preservation and use of significant*** historic***districts and sites."
3. The proposed rezoning would permit buildings of 70 feet in height with a maximum floor area ratio of 5.0. Buildings of such bulk and height would have an adverse impact on this portion of the Dupont Circle Historic District, where approximately 90 percent of existing buildings are 55 feet in height or below.
4. The proposed rezoning would not eliminate the potential incentive for demolition of existing structures, almost all of which contribute to the character of the historic district.

The NCPC further recommended that the area should be rezoned to a new zoning district more compatible with this portion of the historic district that would more closely reflect the existing character and pattern of development.

The referral to the National Capital Planning Commission required by the Home Rule Act is for "comment and review." The Act is silent about the obligations of the Zoning Commission as to the report made by NCPC to the Zoning Commission. This contrasts sharply with other provisions of the Home Rule Act. In Section 203, regarding the comprehensive plan, the Act provides that if the NCPC finds that an element of the comprehensive plan will have a negative impact on the interests or functions of the Federal Establishment, the element "shall not be implemented." The Zoning Commission therefore believes that it is not bound to accept the report of the NCPC if it finds valid reasons not to be so bound. The Zoning Commission does believe that it must give serious attention and consideration to the report of the NCPC, and the issues and concerns raised therein.

The NCPC report reaches two conclusions

1. The proposed rezoning from C-3-C and SP-2 to C-3-B is inconsistent with the Comprehensive Plan.
2. The proposed rezoning from C-3-C and SP-2 to C-3-B would have an adverse impact on the Federal Interest in the preservation and protection of the historic district.

In regard to the Comprehensive Plan, the Zoning Act as amended by the Home Rule Act (D.C. Code, Section 5-414, 1973 Ed., Supp. V, 1978) requires that "Zoning maps and regulations, and amendments thereto, shall not be inconsistent with the comprehensive plan for the National Capital..." The District of Columbia Court of Appeals, in the case of Citizens Association of Georgetown v. Zoning Commission, D.C. App., 392 A.2d 1027 (1978) held that the Comprehensive Plan referred to is the plan to be adopted pursuant to Section 203 (a)(4)(D) of the Home Rule Act. The Court further held that until that plan was adopted, compliance with the comprehensive plan provision of the statute requires solely that the Zoning Commission "zone on a uniform and comprehensive basis."

At this point, only a limited number of elements of the Home Rule Act comprehensive plan have been adopted. The NCPC has adopted a Foreign Missions and International Agencies element and a Federal Environment element. The District of Columbia Council has adopted, and the NCPC has approved, a Goals and Policies element. The latter is the only local element of the Plan to be adopted, and is the element at issue in this case.

The NCPC cites two sections of the District of Columbia Comprehensive Plan Goals and Policies Act of 1978. Sections 451 and 452 are both from the portion of the element dealing with "History and Culture." The NCPC made no reference to any other portion of the Goals and Policies element, even though the element has sixty-four other sections dealing with such topics as land use, transportation, economic performance and urban design.

In addressing the concerns of the NCPC regarding the Comprehensive Plan, the Zoning Commission states the following:

1. The issue of historic preservation has been the primary motivation for the consideration of rezoning of the subject area. The Commission has previously set forth in this order, its view on the relationship between zoning and the historic preservation protection processes established by D.C. Law 2-144. The primary mechanisms for historic preservation in the District is D.C. Law 2-144. The NCPC's finding that "the proposed rezoning would permit buildings [which]... would have an adverse impact on this portion of the Dupont Circle Historic District" ignores the reality of D.C. Law 2-144. Section 8(f) of that Law allows the Mayor's agent to deny the issuance of a building permit for new construction in a historic district "if the design of the building and the character of the historic district or historic landmark are incompatible." Further, Section 5(e) provides that no demolition permit for a building in a historic district may be issued "unless the Mayor finds that issuance of the permit is necessary in the public interest, or that failure to issue a permit will result in reasonable economic hardship to the owner." The Zoning Commission notes that the Joint Committee on Landmarks has recently approved two buildings in the subject area; one at a height of seventy-four feet and one at a height of approximately seventy-eight feet. Under the terms of D.C. Law 2-144, the designs of both were considered to be compatible with the character of the historic district. If D.C. Law 2-144 is properly administered, there can be no contravention of the intent of the Comprehensive Plan. The Zoning Commission has previously stated in this order its belief that the historic preservation process

is strong enough to accomplish its purpose. The Commission would be unwise and presumptive to rezone property on the implication that another government entity is incapable of carrying out its statutory mandate.

2. The Zoning Commission has already stated in this order its belief that rezoning from C-3-C and SP-2 to C-3-B will be consistent with historic preservation goals and policies. This rezoning will reduce the permitted height by twenty feet, and commercial floor area ratio by 2.5. It will still provide for some measure of economic incentive to encourage preservation.
3. The NCPD further failed to recognize that in evaluating and applying the Goals and Policies element, all of the goals and policies must be considered. The element as a whole constitutes the goals and policies for the District of Columbia. To seize upon one goal or policy to the exclusion of all the others is to the detriment of the city. The NCPD did not cite such other policies of the element as "to encourage the retention of existing businesses, the attraction of new businesses and appropriate business expansion" (Section 502(a)), "to promote a broadened public revenue base for the District, using all available resources" (Section 542(c)), "to promote appropriate commercial, industrial and related development to serve the economic needs of the city and its neighborhood" (Section 702(b)), "to promote land uses which most effectively support efficient transportation systems" (Section 702(g)) and "to promote the maximum possible use of public transit for trips within the city " (Section 802(a)). The Commission believes that, in determining whether an action is inconsistent or not inconsistent with the Comprehensive Plan, it must take into account the entire Goals and Policies element. Further, the Commission must balance what are often competing goals and policies. The Commission believes that to accept the view of the NCPD and to reject the rezoning would be to take an action that is more inconsistent with the Plan than the action to be taken herein. The Commission believes that the balance to be reached clearly favors the proposed action.

In suggesting an adverse impact on the Federal Interest, the NCPC has again singled out a small portion of what might be considered to be the Federal Interest. The District of Columbia is the national capital. From that viewpoint, any action taken by the Zoning Commission which affects the District of Columbia might be said to affect the Federal Interest. However, in establishing the principle of home rule, and the dichotomy of authority between the District and Federal governments, the Congress clearly intended that the interests of the District would prevail over other interests in some circumstances. The power of the District is not unchecked. For example, the Congress retains disapproval power over all legislative actions of the City Council.

The Commission believes therefore that, in assessing whether a proposed action would have an adverse impact on the Federal interest, it must consider all the ramifications of such actions and strike the appropriate balance of Federal and local concerns. The Zoning Commission believes that the issue of historic preservation is primarily a local issue. The preservation of historic districts is accomplished through local legislation and controls. The goals and policies for historic preservation cited by the NCPC are from a District element of the Comprehensive Plan. The Commission believes that the mere fact that a historic district is listed on the National Register of Historic Places is not sufficient to accept the assertion that protection of that district is a Federal interest. The Commission notes however that even if the NCPC's argument is correct, its conclusion that there will be an adverse impact on that interest is not correct. The Commission has stated its findings and conclusions on the question of historic preservation previously in this order. It is not necessary to state them again.

In response to the NCPC's recommendation that the area be rezoned to a new zoning district that would be compatible with the area, the Zoning Commission notes that such a proposal is not before the Commission at this time. Without having the substantive nature of such a district before it, the Commission is unable to determine whether it would be appropriate to adopt such a district. The Commission has invested a considerable amount of time and study in considering the proper zoning for the area at issue. Based on all of the information now available, and considering all of the possible alternatives, the Commission arrives at the conclusion that rezoning to C-3-B is the proper course.

The Commission finds that the proposed amendment is in the best interests of the District of Columbia and is consistent with the intent and purpose of the Zoning Regulations and the Zoning Act. The Commission, therefore hereby orders that the following property be rezoned from C-3-C and SP-2 to C-3-B:

All of Squares:

90, 91, 112, and 113

Part of Squares:

92 - that portion thereof presently zoned C-3-C, including lots 47-53, 25,30,36,37,57,58, part of 31 (62), part of 31 and 32 (63), 33 and 807 and 808 (61), part of 38 and part of 39 (59), part of 38 and part of 39 (60), and 806.

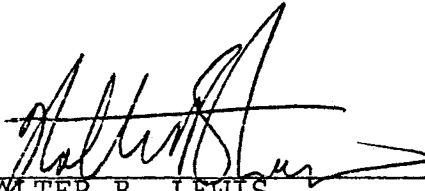
93 - that portion thereof presently zoned C-3-C, including lots 65, 75,76,69 (821), 70 and 144 (146), 812-814 (820), 800,801, and 139-141.


111 - that portion thereof presently zoned C-3-C, including lots 13, 14,18-20,77,78,40,59,60-62 (82), 803 and 804 (818), 800, 801, and 814-816.

(802)- Parentheses identify the current lot or portion of a lot designation, as per records of the D.C. Department of Finance and Revenue.

The source of all lots and squares is the Baist Real Estate Atlas.

Vote of the Commission taken at the meeting on February 12, 1981: 3-1(Ruby B. McZier, George M. White, and Walter B. Lewis, to approve C-3-B - John G. Parsons, opposed and Theodore F. Mariani not voting having recused himself).


WALTER B. LEWIS
Chairman
Zoning Commission


STEVEN E. SHER
Executive Director
Zoning Secretariat

This order was adopted by the Zoning Commission at its public meeting held on April 9, 1981 by a vote of 3-1 (Ruby B. McZier, George M. White and Walter B. Lewis to adopt, John G. Parsons opposed, Lindsley Williams not voting, not having participated in the case).

In accordance with Section 4.5 of the Rules of Practice and Procedure before the Zoning Commission of the District of Columbia, the amendments to the Zoning Map are effective on 1 MAY 1981.

D

**THE DISTRICT OF COLUMBIA'S
CHANGING ECONOMY
AND ITS
FUTURE GROWTH OPPORTUNITIES**

Executive Summary

**by
Stephen S. Fuller, Ph.D.**

September 1987

The Greater Washington Research Center is an independent and nonpartisan organization that provides information about the people, economy, and governance of the Washington area. It monitors trends, analyzes issues, attempts to anticipate approaching problems, and suggests options for public policy and civic action.

The Research Center is a membership organization. It has over 180 member companies and firms representing all the major industry sectors in the metropolitan area, including publicly and privately held companies, professional services firms, trade associations and nonprofit organizations. Both downtown and suburban firms support and participate in the Center's work.

For additional information on the Research Center and its programs, call 387-0900.

Interpretations and conclusions contained in the Research Center's publications are those of the authors. They should not be ascribed to the Research Center, its trustees, its members, or its funding sources.

The District of Columbia's Changing Economy And Its Future Growth Opportunities is available from the Greater Washington Research Center, Suite 403, 1717 Massachusetts Avenue, N.W., Washington, D. C. 20036 (telephone 202-387-0900). To receive a copy of the full report, please complete the order form below, and mail it to the Center with your check for \$10. Student price is \$7.50. Research Center members may obtain a complimentary copy by calling the Center.

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Please send me a copy of the report, The District of Columbia's Changing Economy And Its Future Growth Opportunities. I have enclosed a check for \$10 (student \$7.50).

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INTRODUCTION

The report, summarized herein, has been prepared under contract with the District of Columbia Government and in response to a request from the City Administrator. He wished to have an independent study made of how the District's economy has changed in recent years in its structure and performance, and of how economic change in the District compares to economic change in Washington's suburbs and other central cities.

The City Administrator asked the Greater Washington Research Center to conduct this analysis because the Center was already engaged in a series of studies on the Washington region's economy that began with publication in 1984 of its third State of the Region Report -- The Changing Washington Economy.

The Research Center also was already engaged, with District Government assistance and cooperation, in an extensive research effort to understand the nature and dimension's of long-term chronic poverty in the city. It was anticipated that an analysis of the District's economy would help provide a context for the findings and conclusions of the poverty studies. In addition, the Center had begun work on a fourth State of the Region Report -- one focused on human needs and human services in the Washington metropolitan area.

These three Research Center projects -- the District's economy, the poverty studies, and the State of the Region Report -- were viewed as interrelated and mutually reinforcing. The Research Center is grateful for District Government support and assistance in these efforts to enlarge understanding of the national capital city and region as a local community, for that is the basic mission of the Center. In particular, we hope this study of the District's economy will prove useful to the District Government in its continuing efforts to sharpen the focus and increase the effectiveness of its economic development and social service programs.

The Research Center was fortunate to obtain the services of Stephen S. Fuller to prepare this report. Professor Fuller, Chairman of the Department of Urban and Regional Planning at George Washington University, had previously played a key role in the preparation of the Research Center's original report on The Changing Washington Economy.

Professor Fuller has pointed in this study to the need for a better understanding of the roles of tourism, international activities, and federal purchasing in the local economy. The Research Center hopes to contribute to meeting that challenge.

EXECUTIVE SUMMARY

This report reaches one principal conclusion and makes one principal recommendation.

The conclusion is that the structure of the District of Columbia's economy is highly specialized and becoming more so. The federal government remains the economy's driving force, and government-related services are the main growth sector.

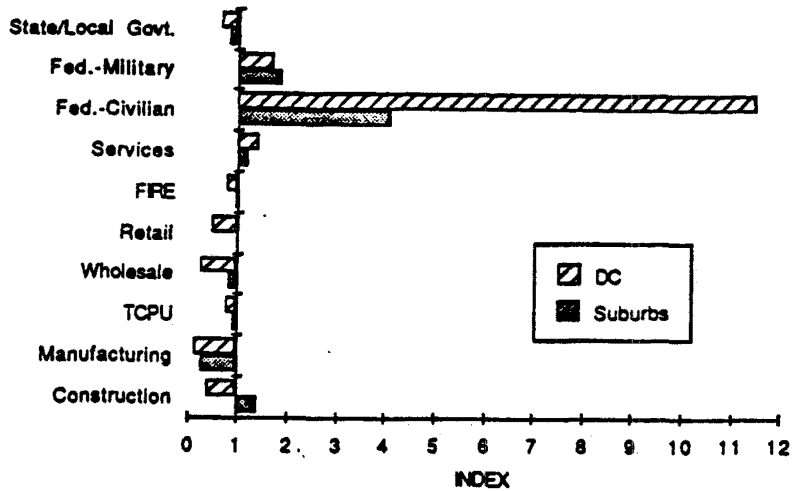
The recommendation is that economic development efforts in the District of Columbia should acknowledge, understand, and exploit this specialization in functions that are "natural" for national/world capital cities.

Some of the report's more detailed findings, conclusions and recommendations follow:

Specialization in Government and Services

- Between 1977 and 1985, the District of Columbia's specialization in the federal employment sector of its economy increased from 1030% above the national average to 1051% above.
- Services employment increased in that period from 31% above the national average to 41% above.
- All other significant private sectors were below the national average throughout the 1977-85 period, and all but manufacturing fell still further behind during those years. (See Figure 1.)

Figure 1
SPECIALIZATION BY SECTOR
DC vs. SUBURBS
1985



Values less than 1 indicate a below-average proportion of employment locally compared to the nation. Values greater than 1 indicate an above-average proportion of employment.

- The District's economy has historically specialized in high-skilled and high-salaried jobs. But, while the District's average per-job wages remain higher than those in the suburbs, they have grown more slowly in recent years than those in the suburbs. (See Figures 2 and 3.)

Figure 2
AVERAGE EARNINGS PER WORKER
DC vs. SUBURBS
Percent Change in
Constant Dollars
1977-1985

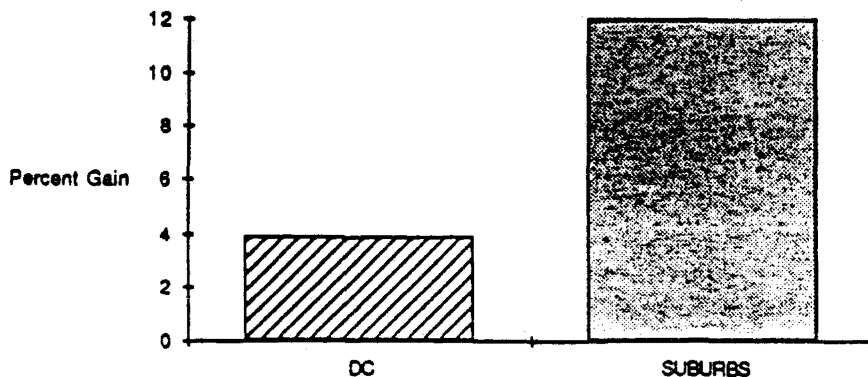
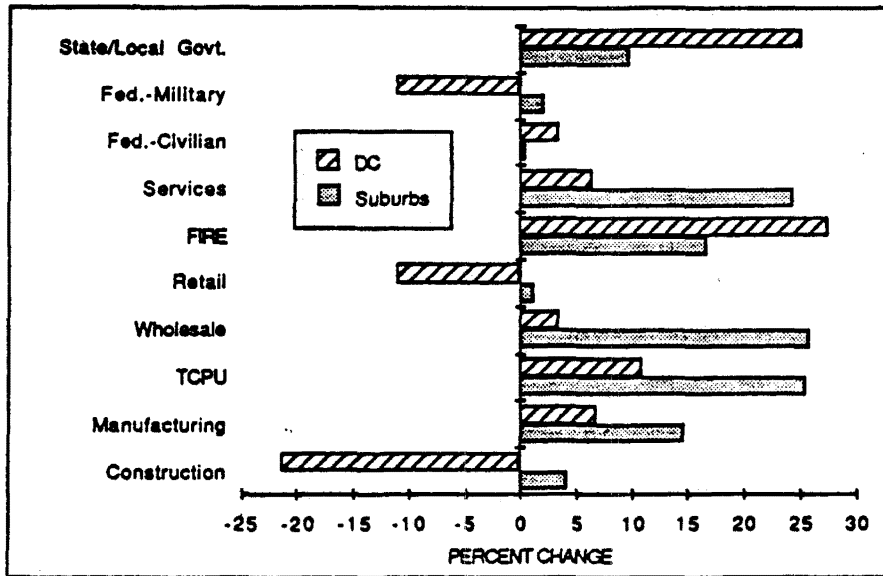


Figure 3
 AVERAGE EARNINGS PER WORKER
 DC vs. SUBURBS
 1977-1985

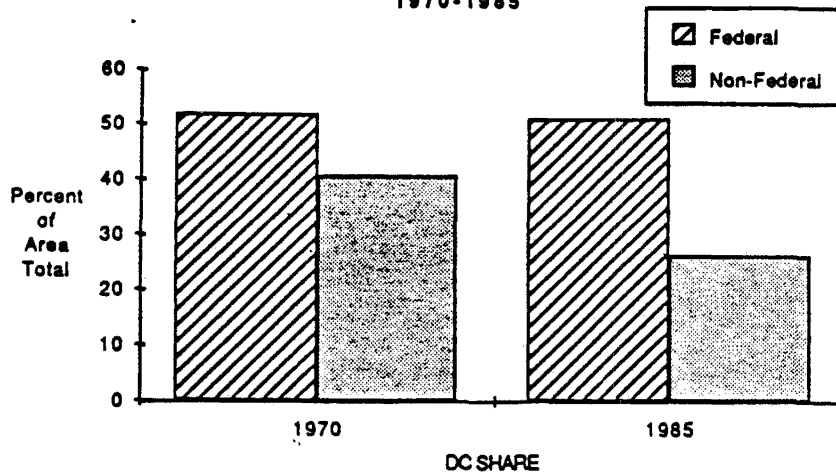


Federal Government Dominance

Employment

- Federal government jobs (civilian and military) in the District numbered 230,910 (34% of total) in 1970, 251,020 (36%) in 1980, and 241,150 (34%) in 1985. They are projected to number 257,600 (32%) in the year 2000.
- The District's share of total federal employment in the metropolitan area decreased by only two percentage point between 1970 and 1985 (from 52% to 51%), while its share of total metropolitan non-federal employment fell by 12 percentage points. (See Figure 4.)

Figure 4
DC'S SHARE OF AREA'S JOBS
FEDERAL and NON-FEDERAL
1970-1985



Payroll

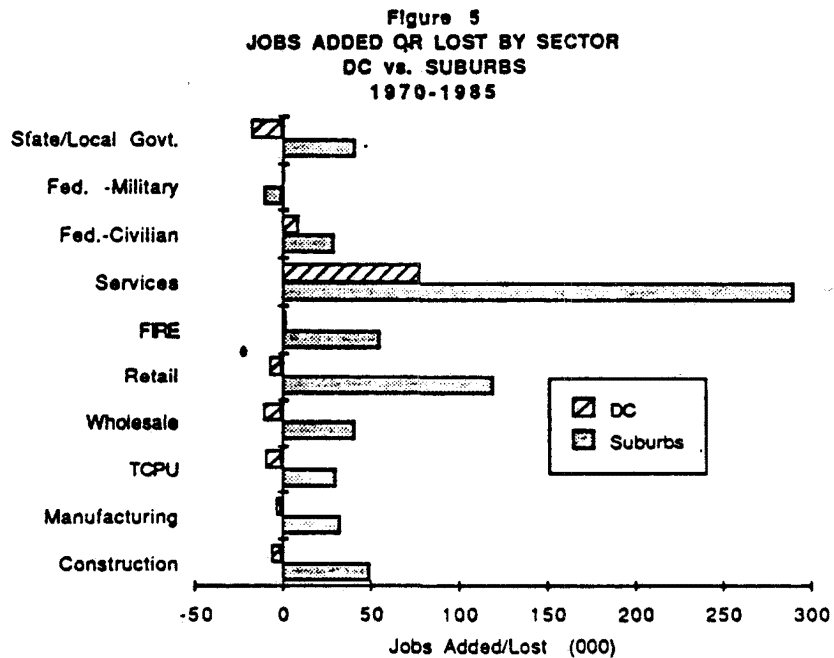
- The 1985 federal payroll in the District was 53.2% of the total metropolitan federal payroll.
- The federal payroll continues to be the largest single source of personal earnings in the District -- 40.7% of the total in 1985, though that is down slightly from 44.2% of the total in 1979.

Purchases

- Federal purchases of goods and services from District firms rose from less than \$1.3 billion in 1979 to \$1.95 billion in 1984, an increase of 52 percent.
- While the \$1.95 billion in 1984 represented 10,905 contracts from 3,131 firms, 141 of those firms received \$1.3 billion -- two-thirds of the total, for an average of \$9.3 million each.
- Federal purchases, however, have not stimulated economic diversification in the District's private sector. Instead, they have reinforced the emerging specialization in services.

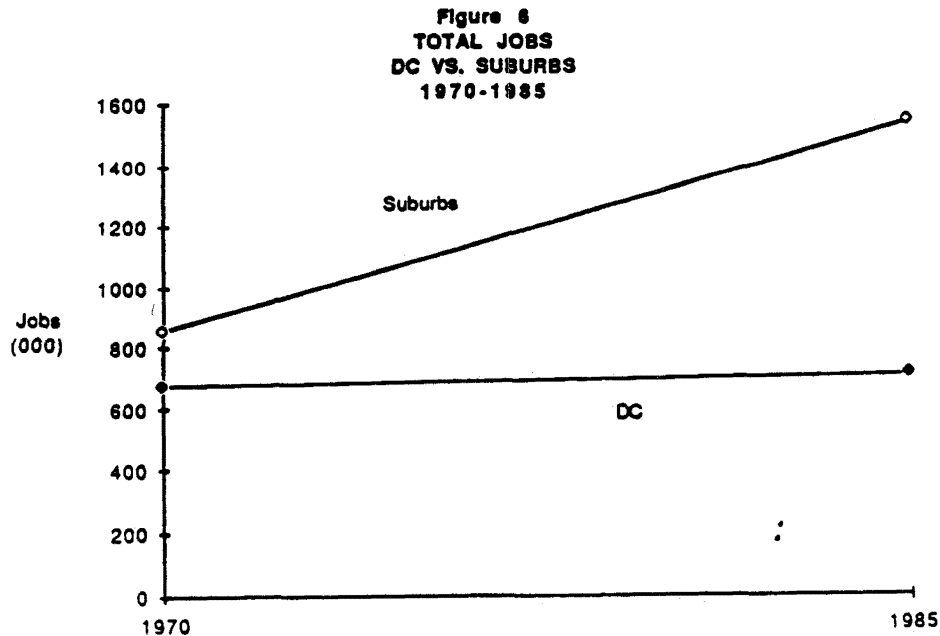
Services Dominant in Growth

- Between 1970 and 1985, service jobs in the District's economy increased by 79,000 while total jobs increased by only 38,000.
- Jobs in the District are forecast to increase by 104,000 between 1985 and 2000, with services accounting for 87% of the increase.
- Nearly 80 percent (by value) of all federal purchases in the District in 1984 were for services.
- Except for services and for finance, insurance and real estate (FIRE), all major private sectors of the District's economy lost jobs during the 1970-85 period. (See Figure 5.)

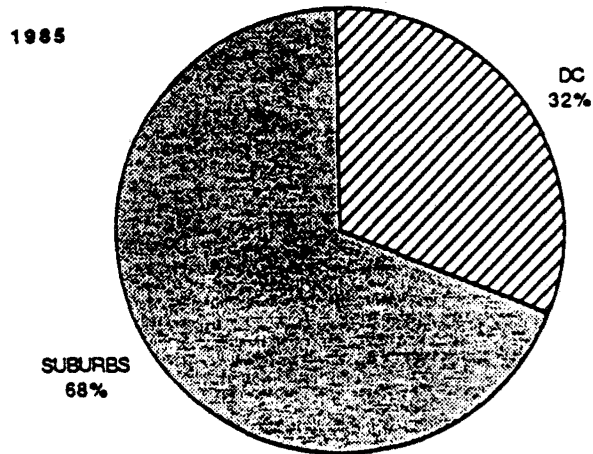
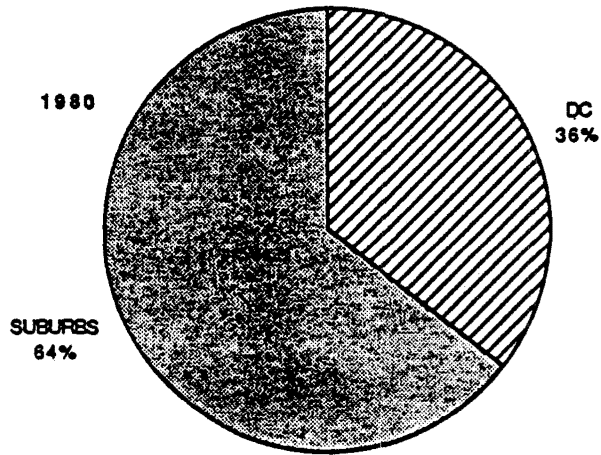
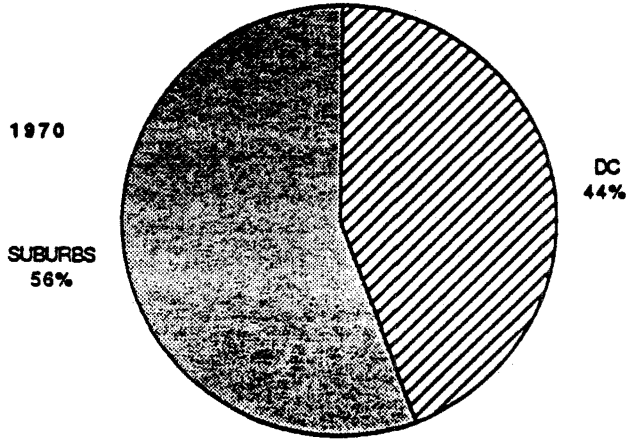


District Compared to the Suburbs

- Between 1970 and 1985, for every job added in the District, eighteen were added in the suburbs. (See Figure 6.)
- In 1970, the District accounted for 44% of the metropolitan area's jobs; in 1985, 32. (See Figure 7.)
- Most sectors of the District's economy are growing more slowly than their corresponding national sectors, whereas all but one of the suburban sectors are growing more rapidly than their corresponding national sectors.
- While the value of federal purchases from District firms increased by 52% between 1979 and 1984, it increased by 176% in the suburbs.
- The District's share of federal purchases in the Washington area dropped from 38% in 1979 to 25% in 1984.



**Figure 7
SHARE OF AREA JOBS
DC vs. SUBURBS
1970-1985**



District Compared to Other Cities

- Since the 1981-82 recession, the District's unemployment rate has declined more rapidly than the rate in eleven comparable central cities.
- But the District's unemployment rate (8.0%, January 1987) remains above the average for the nation (7.3%) and the average for the comparison group of cities (7.5%).
- And the gap between the District's unemployment rate and the suburban Washington rate (4.7 percentage points in February 1987) is the largest city/suburban gap among the metropolitan areas in the comparison group.
- Job growth in other cities, as in the District, is not broad based. It is customarily concentrated in services, FIRE, and, less frequently, retail trade.

District Compared to the Nation

- The District's economy has a mix of sectors that have above-average growth rates nationally, but in the District those sectors are lagging behind their corresponding national sectors.
- Had the District's economy performed as well as the national economy between 1977 and 1985, it would have gained 133,044 jobs, rather than only 33,060.
- And it would have generated an additional \$1.4 billion in wage earnings.

Growth Opportunities and Recommendations

The District of Columbia's principal economic growth opportunities are to be found in those specializations that derive from its essential function as a national and world capital city -- government, services to government, tourism, and international activities. Because these specializations are, and will continue to be, the central driving force in the District's economy, economic development efforts need to give increased attention to ways in which they can be strengthened and be made to benefit District residents more broadly.

Specific actions and policies that need to be strengthened or initiated include the following:

- The District should make all reasonable efforts to retain within the city as many federal jobs as are consistent with the efficient operation of the federal government.
- The District should consider whether there are ways in which it could become more successful in pursuit of federal contracting.
- Further steps should be taken to improve the District's attractiveness and capacity as an international center. Success in that endeavor would benefit other sectors as well -- retail trade; finance, insurance and real estate; and services.
- Tourism, like international activities, is an increasingly important part of the District's basic national capital function. It also needs to be better understood and more effectively promoted.
- To attract and retain skilled and knowledgeable workers, the improvement of the District's housing and residential environment must be among its primary economic development priorities.

- More attention should be given to providing a continuing flow of labor resources that are well trained, productive and capable of adjusting to changing skill requirements. To that end, adult education and retraining will be as important as entry-level education and training.
- An effort should be made to increase labor force participation beyond its presently high levels -- by more flexible work hours, day care, before- and after-school care, and transportation services, as well as upgraded training and retraining.

In conclusion, while growth in retail trade; finance, insurance and real estate (FIRE); manufacturing; and transportation, communications and public utilities (TCPU) should certainly be actively pursued in the city's economic development program, the top priority need is to give greater, more systematic, and better informed attention to strengthening the District's basic, or "natural" areas of specialization -- federal government, services, tourism, and international activities.

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**ECONOMIC TRENDS IN
METROPOLITAN WASHINGTON
1980 - 1986**

APRIL 1987

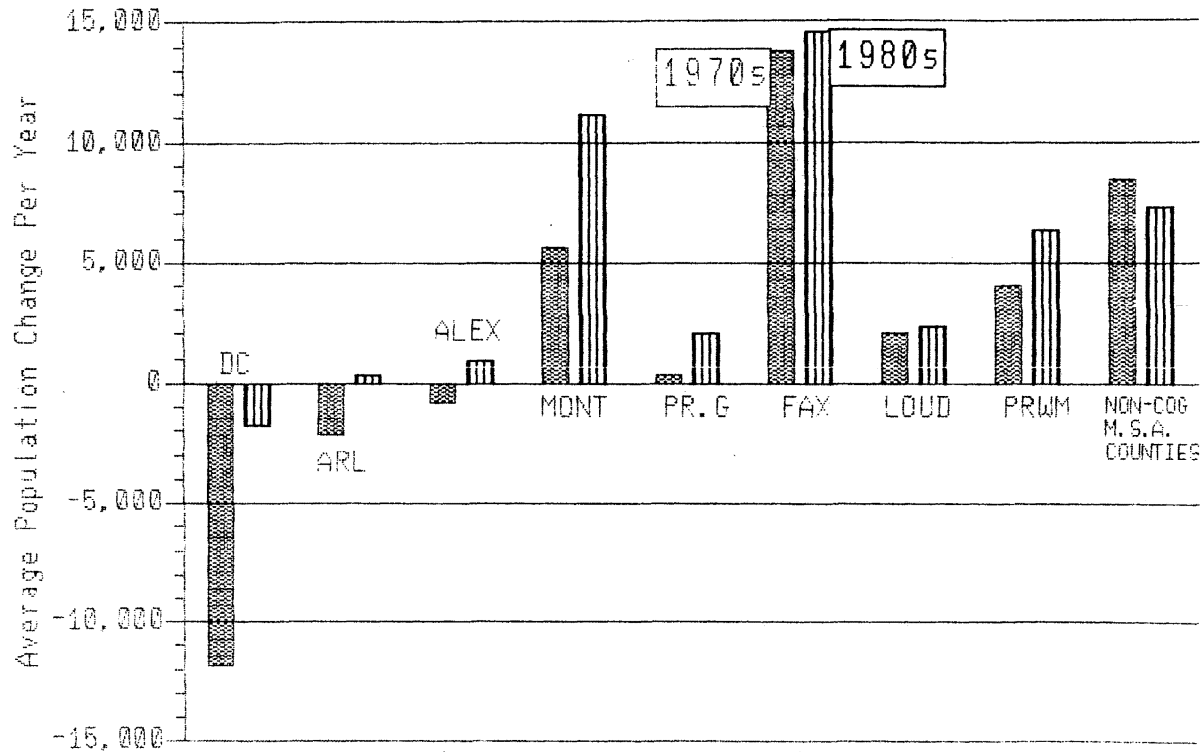
**Department of Metropolitan Development
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Metropolitan Washington Council of Governments

**This report was made possible through
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JUN 27 1987

FIGURE 2
POPULATION CHANGE PER YEAR, 1970s AND 1980s
BY JURISDICTIONS OF THE METROPOLITAN STATISTICAL AREA



Metropolitan Washington Council of Governments

April 1987

TABLE 1
POPULATION TRENDS: 1970 - 1986

JURISDICTION	Total Population			Amount of Change		Average Change Per Year		Percentage Change Per Year	
	1970	1980	1986 a/	1970-1980	1980-1986	1970-1980	1980-1986	1970-1980	1980-1986
District of Columbia	756,500	638,300	627,400	-118,200	-10,900	-11,820	-1,817	-1.6	-0.3
Arlington County	174,300	152,600	154,900	-21,700	2,300	-2,170	383	-1.2	0.3
City of Alexandria	110,900	103,200	108,500	-7,700	5,300	-770	883	-0.7	0.9
CORE JURISDICTIONS	1,041,700	894,100	890,800	-147,600	-3,300	-14,760	-550	-1.4	-0.1
Montgomery County	522,800	579,100	646,000	56,300	66,900	5,630	11,150	1.1	1.9
City of Rockville b/	42,700	43,800	45,000	1,100	1,200	110	200	0.3	0.5
Prince George's County	661,700	665,100	677,300	3,400	12,200	340	2,033	0.1	0.3
Fairfax County	454,300	595,800	683,800	141,500	88,000	14,150	14,667	3.1	2.5
City of Fairfax	22,700	20,500	20,300	-2,200	-200	-220	-33	-1.0	-0.2
Falls Church	10,800	9,500	9,500	-1,300	0	-130	0	-1.2	0.0
INNER SUBURBS	1,672,300	1,870,000	2,036,900	197,700	166,900	19,770	27,817	1.2	1.5
Loudoun County	37,100	57,400	71,000	20,300	13,600	2,030	2,267	5.5	3.9
Prince William County	95,100	144,700	177,400	49,600	32,700	4,960	5,450	5.2	3.8
Independent Cities	16,000	22,000	27,000	6,000	5,000	600	833	3.8	3.8
OUTER SUBURBS	148,200	224,100	275,400	75,900	51,300	7,590	8,550	5.1	3.8
Frederick County	84,900	114,800	129,100	29,900	14,300	2,990	2,383	3.5	2.1
Calvert County	20,700	34,600	41,100	13,900	6,500	1,390	1,083	6.7	3.1
Charles County	47,700	72,800	84,800	25,100	12,000	2,510	2,000	5.3	2.7
Stafford County	24,600	40,500	51,500	15,900	11,000	1,590	1,833	6.5	4.5
NON-COG JURISDICTIONS	177,900	262,700	306,500	84,800	43,800	8,480	7,300	4.8	2.8
1983 MSA	3,040,100	3,250,900	3,509,600	210,800	258,700	21,080	43,117	0.7	1.3
COG REGION c/	2,862,200	2,988,200	3,203,100	126,000	214,900	12,600	35,817	0.4	1.2

Source: Local Government estimates and the Bureau of Census. The regional total does not reflect the Census Bureau total published elsewhere.

a/ The 1986 estimate of District of Columbia Population is being prepared by the District of Columbia Office of Planning. DC estimate is for 1985.

b/ Included in Montgomery County Total.

c/ The COG Region does not include Frederick, Calvert, Charles, and Stafford Counties, which are part of the Metropolitan Statistical Area as defined by the U.S. Office of Management and Budget, 1983

TABLE 6

COVERED AT-PLACE EMPLOYMENT BY JURISDICTION, 1980-1986 a/
WASHINGTON, D.C.-MARYLAND-VIRGINIA METROPOLITAN STATISTICAL AREA

JURISDICTION	1980	1981	1982	1983	1984	1985	1986	Percent Change 1980-1986
District of Columbia	615.3	613.3	596.3	594.8	610.4	631.3	640.4	4.1%
Arlington County	117.9	118.9	117.6	125.1	138.0	142.3	145.1	23.1
City of Alexandria	54.4	55.8	55.7	56.8	60.9	65.7	71.6	31.6
CORE JURISDICTIONS	787.5	788.0	769.6	776.7	809.4	839.3	857.2	8.8%
Montgomery County	276.2	283.9	287.2	305.1	325.6	342.3	359.7	30.2
Prince George's County	212.7	215.6	205.8	209.0	223.7	240.7	246.0	15.7
Fairfax County	200.6	205.4	206.0	232.7	254.0	281.9	296.1	47.6
City of Fairfax	11.5	12.5	12.1	12.8	14.1	15.0	15.9	57.3
City of Falls Church	11.0	13.0	12.3	13.4	14.4	16.2	17.3	38.3
INNER SUBURBS	711.9	730.3	723.5	773.0	831.8	896.0	934.9	31.3%
Loudoun County	16.5	15.8	16.1	15.7	18.6	20.4	22.7	37.6
Prince William County b/	28.8	30.6	30.8	34.6	36.6	39.9	44.0	51.4
OUTER SUBURBS	45.2	46.4	46.9	50.3	55.1	60.3	66.7	38.7%
Calvert County	4.5	4.5	4.7	5.0	5.5	6.0	6.8	51.1
Charles County	16.0	16.5	16.1	17.5	17.5	19.4	21.0	31.3
Frederick County	29.9	30.5	30.0	31.8	33.6	35.6	37.8	26.4
Stafford County	5.1	5.6	5.9	6.2	6.7	7.1	7.5	47.1
NON-COG JURISDICTIONS	55.6	57.1	56.5	60.4	63.4	68.2	72.9	5.6%
1983 MSA	1,600.2	1,621.8	1,596.5	1,660.3	1,759.7	1,863.7	1,931.7	20.7%
===== COG REGION c/ =====	1,544.6	1,564.6	1,540.0	1,599.9	1,696.2	1,795.5	1,858.8	20.3%

Source: Compiled by MWCOC, from the District of Columbia, Department of Employment Services, Planning, Research and Analysis Staff, Area Labor Summary Reports; Maryland Department of Employment and Training Research and Analysis Division, Employment and Payroll Reports; Virginia Employment Commission, Research and Analysis Division, Labor Force Estimates. Figures do not include Estimates of Military Personnel, Self-Employed, Mining and Other workers.

a/ Annual Averages 1980-1985. Preliminary Data for the District of Columbia; First and Second Quarter data for Virginia and Maryland Jurisdictions.

b/ Independent Cities are included in Prince William County.

c/ The COG Region does not include Frederick, Calvert, Charles, and Stafford Counties, which are part of the Metropolitan Statistical Area as defined by the U.S. Office of Management and Budget, 1983

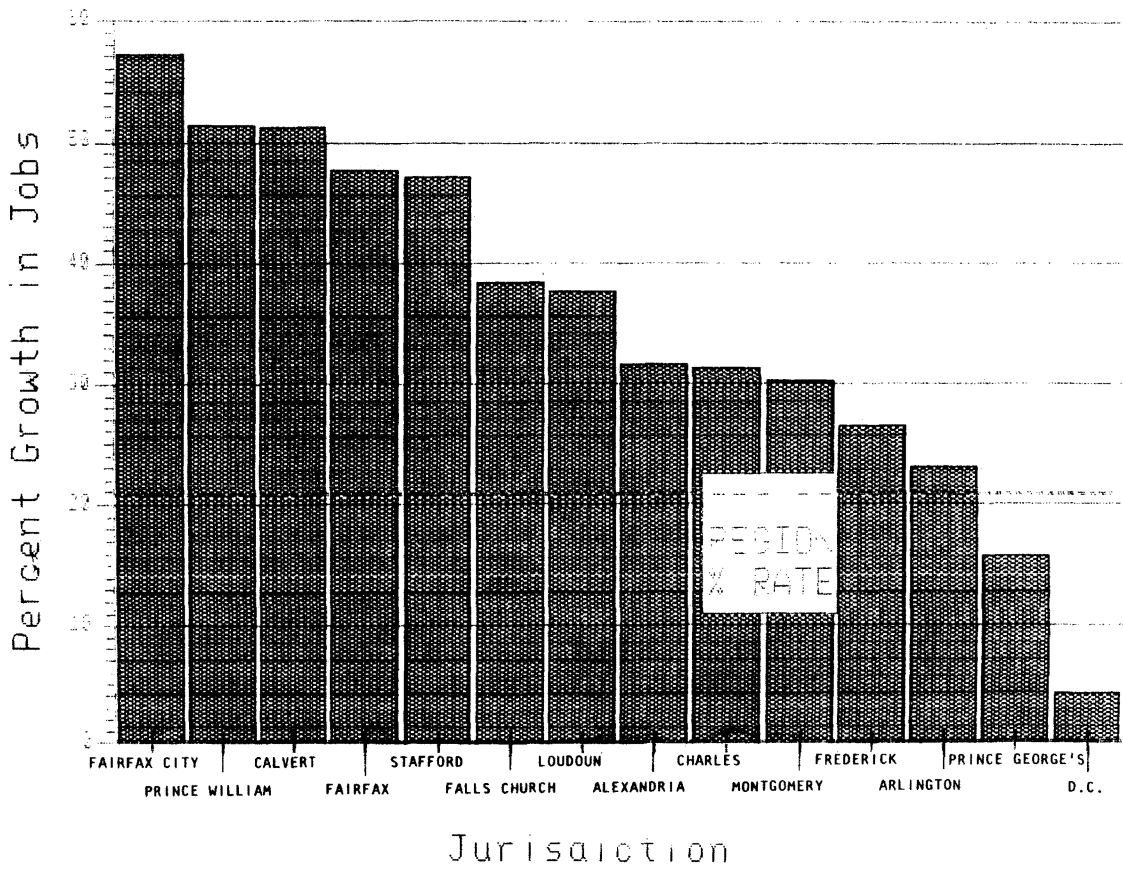
TABLE 7
 JURISDICTIONAL EMPLOYMENT SHARES 1980-1986 a/
 WASHINGTON, D.C.-MARYLAND-VIRGINIA METROPOLITAN STATISTICAL AREA

JURISDICTION	1980	1981	1982	1983	1984	1985	1986
District of Columbia	38.4%	37.8%	37.3%	35.8%	34.7%	33.9%	33.1%
Arlington County	7.4	7.3	7.4	7.5	7.8	7.6	7.5
City of Alexandria	3.4	3.4	3.5	3.4	3.5	3.5	3.6
CORE JURISDICTIONS	49.2	48.6	48.2	46.8	46.0	45.0	44.4
Montgomery County	17.3	17.5	18.0	18.4	18.5	18.4	18.6
Prince George's County	13.7	13.3	12.9	12.6	12.7	12.9	12.7
Fairfax County	12.5	12.7	12.9	14.0	14.4	15.1	15.3
Falls Church	0.7	0.8	0.8	0.8	0.8	0.8	0.8
City of Fairfax	0.7	0.8	0.8	0.8	0.8	0.9	0.9
INNER SUBURBS	44.5	45.0	45.3	46.6	47.3	48.1	48.4
Loudoun County	1.0	1.0	1.0	0.9	1.1	1.1	1.2
Prince William County	1.6	1.7	1.7	1.7	1.8	1.9	2.0
Independent Cities	0.2	0.2	0.3	0.3	0.3	0.3	0.3
Frederick County	1.9	1.9	1.9	1.9	1.9	1.9	2.0
Calvert County	0.3	0.3	0.3	0.3	0.3	0.3	0.4
Charles County	1.0	1.0	1.0	1.1	1.0	1.0	1.1
Stafford County	0.3	0.3	0.4	0.4	0.4	0.4	0.4
OUTER SUBURBS	6.3	6.4	6.5	6.7	6.7	6.9	7.2
M.S.A. TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100%

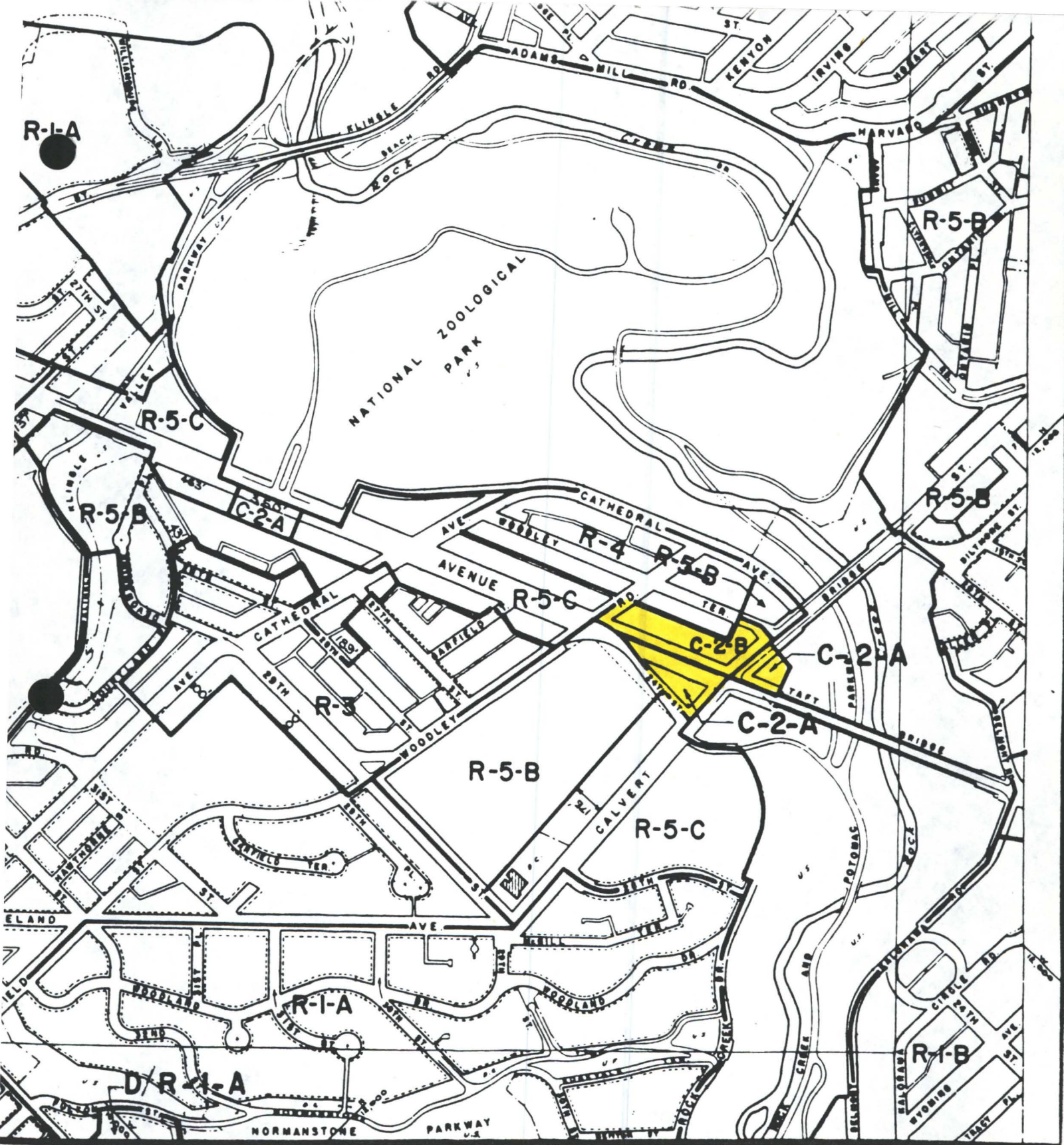
Source: Compiled by MWCOC from District of Columbia, Department of Employment Services, Planning, Research and Analysis Staff, Area Labor Summary Reports; Virginia Employment Commission, Research and Analysis Division, Labor Force Estimates Reports; Maryland Department and Training, Research and Analysis Division, Employment and Payroll Reports. Figures do not include estimates of Military Personnel, Self-employed, Mining and other workers.

a/ Figures represent quarterly averages for jurisdictions in the MSA defined by the U.S. Office of Management and Budget in 1983.

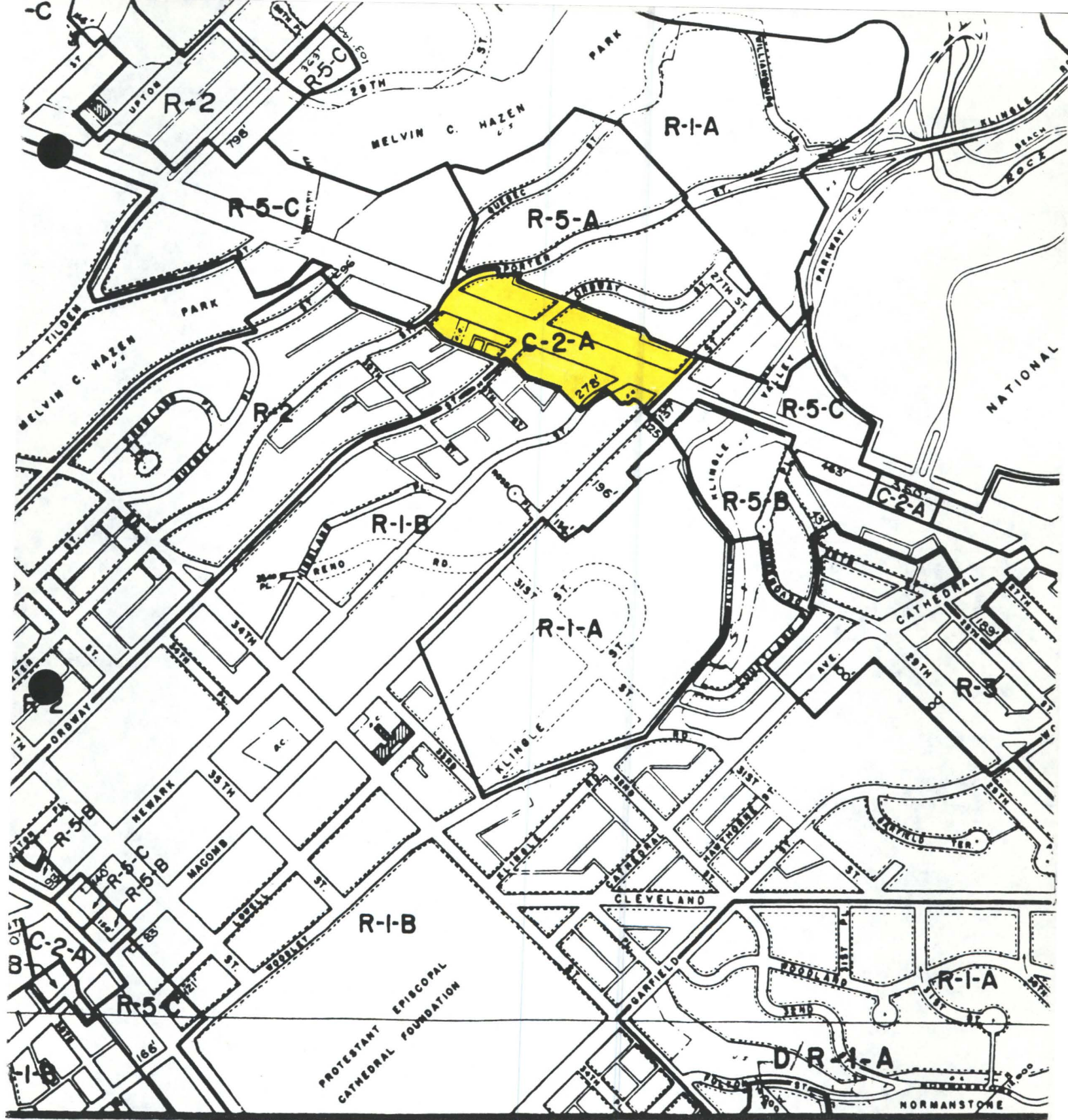
FIGURE 10
 PERCENTAGE GROWTH IN JOBS BY JURISDICTION 1980-1986
 (At-Place Wage And Salary Employment)



E



THIS MAP CONFORMS TO THE DECISIONS OF THE
DISTRICT OF COLUMBIA ZONING COMMISSION,
CORRECTED TO JANUARY 1, 1987



C O L U M B I A
M A P

ROCK CREEK CEMETERY



R-3

R-2

R-3

R-5-A

R-5-A

C-2-A

C-2-A

R-3

R-5-A

R-3

R-5-A

C-2-A

R-3

R-4

ARKANSAS

COLORADO

AVENUE

AVENUE

AVENUE

FERRAGUT PL.

ROSLIER

JEFFERSON

JEFFERSON

JEFFERSON

JEFFERSON

JEFFERSON

JEFFERSON

JEFFERSON

ILLINOIS

GEORGIA

HAMILTON

INDIANAH

JEFFERSON

AVENUE

AVENUE

GALLATIN

HAMILTON

INDIANAH

JEFFERSON

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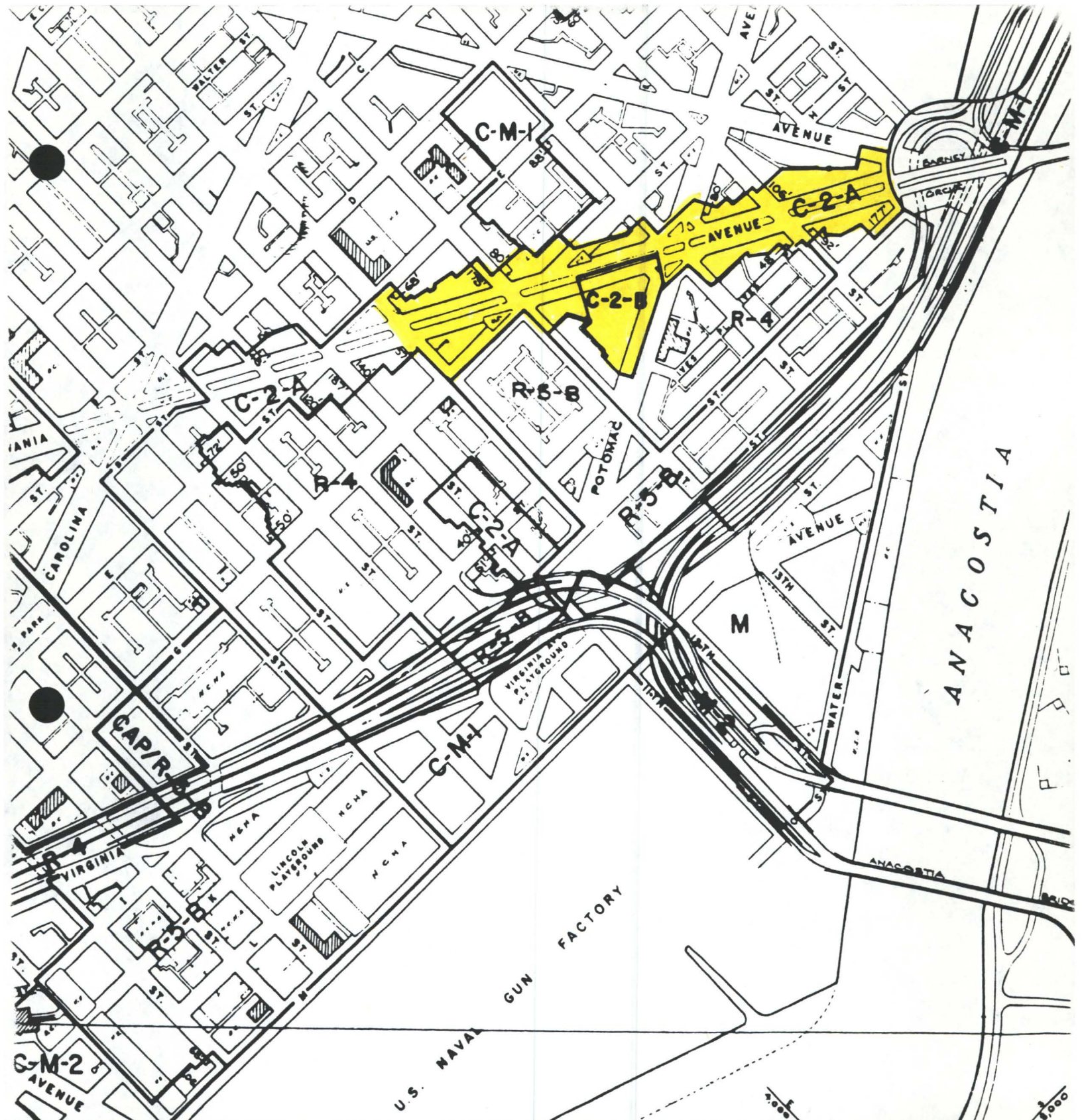
AVENUE

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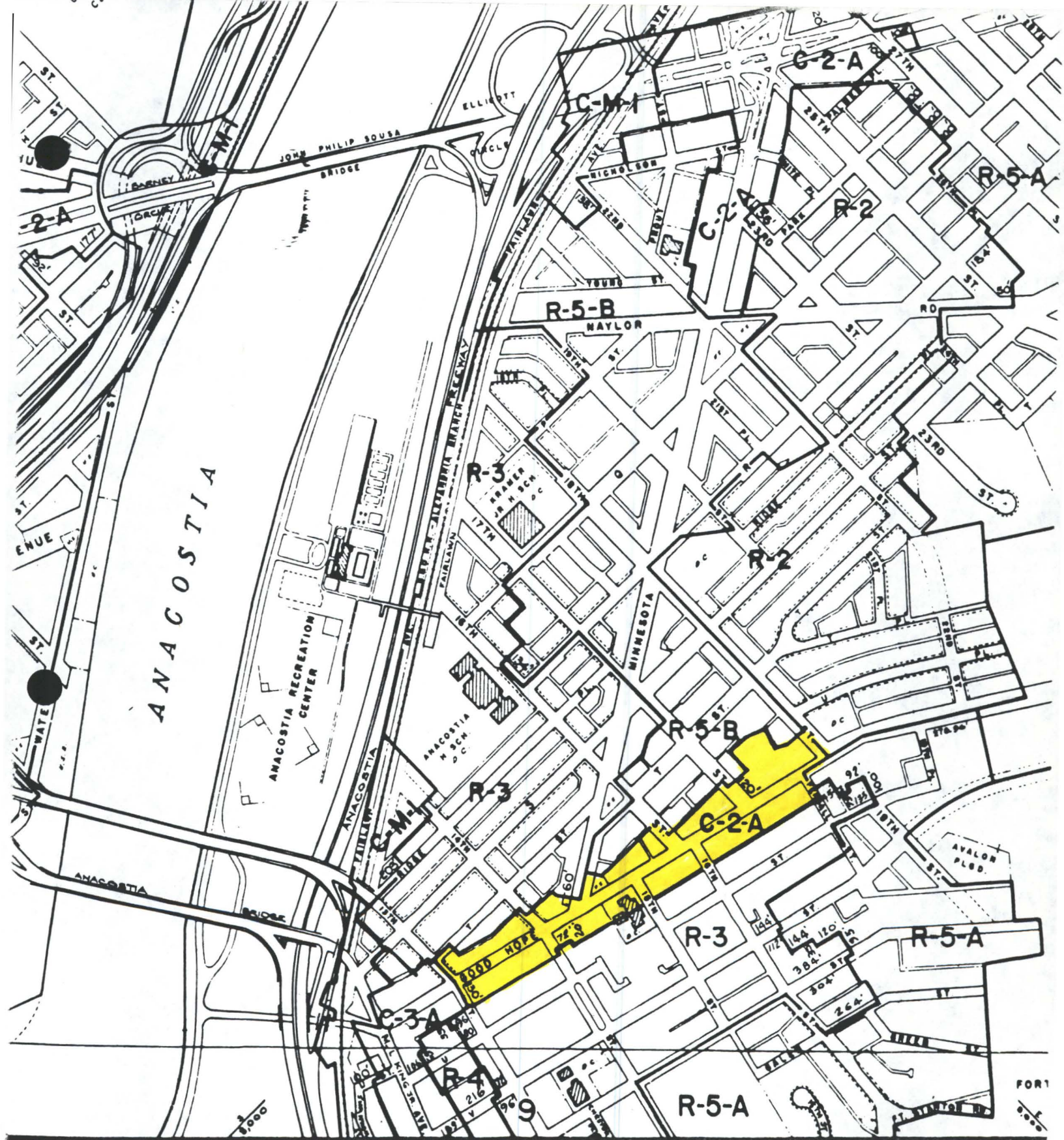
AVENUE



1200 FEET

DIST
Z 0

Commission



D I S T R I C T O F C O L U M B I A
 Z O N I N G M A P
 S E C T I O N 6

F

Metrorail Ridership
District of Columbia Stations

Actual Ridership vs. Projections

Station	Actual Ridership as of 11/3/87	Projected Ridership for 1990	Actual as % of Projected
Deanwood	4,560	11,972	38%
Capitol Heights	5,976	11,016	54%
Minnesota Ave.	6,314	19,588	32%
Cleveland Park	6,979	11,256	62%
Archives	6,993	28,048	25%
Benning Road	7,199	20,042	36%
Stadium Armory	7,896	19,604	40%
Takoma	11,433	21,032	54%
Fort Totten	11,555	55,484	21%
Tenleytown	11,819	37,020	32%
Woodley Park	11,899	15,650	76%
Rhode Island Ave.	12,351	46,212	27%
Federal Center SW	12,904	33,880	38%
Eastern Market	13,013	16,536	79%
Gallery Place	13,168	38,972	34%
Potomac Avenue	14,718	12,428	118%
Van Ness	14,940	22,768	66%
Capitol South	15,277	13,340	115%
Brookland	15,440	33,046	47%
Friendship Heights	15,729	26,640	60%
Federal Triangle	15,875	24,352	65%
Smithsonian	17,498	22,294	79%
Judiciary Square	17,900	7,236	247%
Union Station	29,741	37,782	79%
McPherson Square	32,586	35,936	91%
L'Enfant Plaza	37,352	46,816	80%
Foggy Bottom	37,635	51,330	73%
Dupont Circle	38,072	53,990	71%
Farragut North	48,371	47,172	103%
Metro Center	49,128	41,978	117%
Farragut West	53,533	39,222	136%

Stations are listed in increasing order of actual riders; actual ridership figures are numbers provided by WMATA as farecard gate counts on November 3, 1987; projections are from the study prepared for WMATA by Alan M. Voorhees & Associates, revised November, 1974