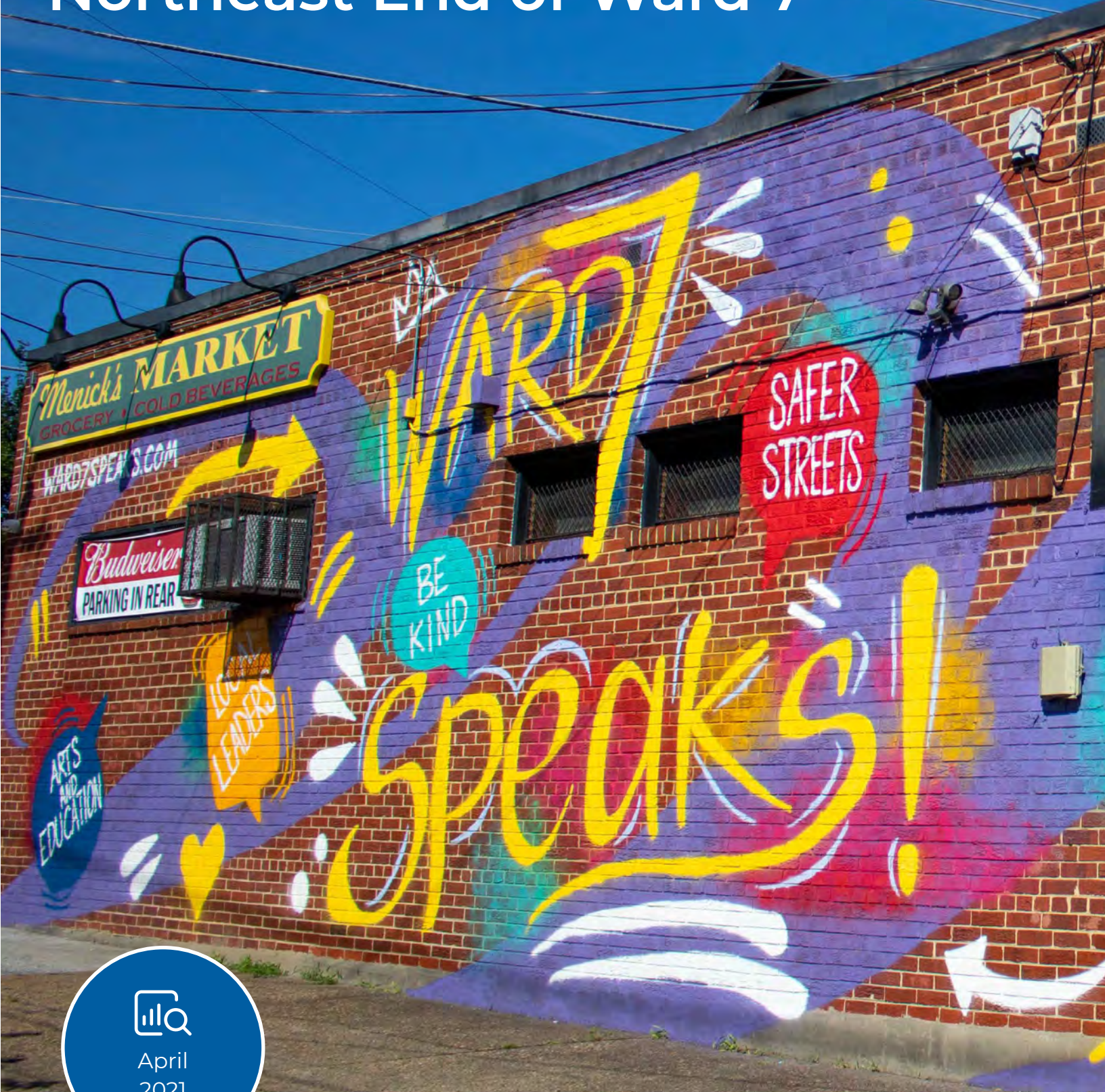


Comprehensive Community Development Model in the Northeast End of Ward 7



April
2021

Contents

List of Abbreviations	2
Acknowledgements	4
Letter from the President	5
Executive Summary	6
PART ONE: THE NE END OF WARD 7 TODAY	9
PART TWO: HISTORY OF THE NEIGHBORHOODS IN THE NE END OF WARD 7	12
PART THREE: THE COMPREHENSIVE COMMUNITY DEVELOPMENT MODEL IN WARD 7 NEIGHBORHOODS	16
Planning Process and Community Engagement	16
Developing a Shared Vision: Community Principles for Investment	19
Principle 1: Prioritize Community-Driven Decision-Making and Ownership in Investments	19
Principle 2: Protect Current Residents and Small Businesses from Displacement	20
Principle 3: Advance Economic Opportunities for All Residents	23
Principle 4: Ensure that All Residents Live in Healthy, Safe and Opportunity-Rich Neighborhoods that Reflect Resident History and Culture	25
Next Steps for the Comprehensive Community Development Model in Ward 7 Neighborhoods	28
PART FOUR: THE FUTURE OF LINCOLN HEIGHTS AND RICHARDSON DWELLINGS	31
PART FIVE: RECENT AND FUTURE DEVELOPMENT IN THE NE END OF WARD 7	35
Letter from the Director	41
Appendix	43
Notes	45



List of Abbreviations

ANC	Advisory Neighborhood Commission
CAH	Commission on Arts and Humanities
CBA	Community Benefit Agreement
CCDM	Comprehensive Community Development Model
CDFI	Community Development Financial Institutions
CNHED	Coalition for Nonprofit Housing and Economic Development
CRA	Community Reinvestment Act
DCHA	District of Columbia Housing Authority
DCHFA	District of Columbia Housing Finance Agency
DCOZ	District of Columbia Office of Zoning
DCPL	District of Columbia Public Library
DCPS	District of Columbia Public Schools
DCRA	Department of Consumer and Regulatory Affairs
DDOT	District Department of Transportation
DHCD	Department of Housing and Community Development
DMPED	Office of the Deputy Mayor for Planning and Economic Development
DOEE	Department of Energy and Environment



List of Abbreviations

DOES	Department of Employment Services
DOH	Department of Health
DPR	Department of Parks and Recreation
DPW	Department of Public Works
DSLBD	Department of Small and Local Business Development
MHCDO	Marshall Heights Community Development Organization
MPD	Metropolitan Police Department
NCI	New Communities Initiative
OCTO	Office of Chief Technology Officer
OP	Office of Planning
PUD	Planned Unit Development
RU	Replacement Unit
SBA	Small Business Administration
TOPA	Tenant Opportunity to Purchase Act
UDC	University of District of Columbia
UPO	United Planning Organization
WDCEP	Washington DC Economic Partnership
W7BP	Ward 7 Business Partnership



Acknowledgements

We greatly appreciate and want to offer thanks to the Office of the Deputy Mayor's Office for Planning and Economic Development (DMPED), the DC Office of Planning (OP), and the Kresge Foundation for their support of this undertaking. Many thanks to the valuable contributions to this report from the core project team, including Sabiha Zainulbhai and Precious Rideout from the Coalition for Nonprofit Housing and Economic Development (CNHED) and Deborah Crain-Kemp from OP.

The team is incredibly grateful to all the residents and community stakeholders in the neighborhoods of the NE End of Ward 7 who attended monthly meetings, contributed their experience and expertise to issue area subcommittees, and drafted recommendations. We are especially grateful to the subcommittee facilitators—Thomas Houston of Medici Road Community Center, Talayah Jackson, resident of Ward 7, Jason Jude of IMBY Community Inc., Evie Washington, activist/entrepreneur, and Tina Whitlow of the Whitlow Foundation—who skillfully shepherded the issue subcommittees throughout this process.

We offer individual thanks to Alice Chandler and Deavie Lewis for sharing their experience growing up and living in neighborhoods in the NE End of Ward 7, and to Max Richman and David Smith of the Deanwood Citizens Association for providing insight into the local development process. We also thank Babatunde Oloyede from Marshall Heights Community Development Organization for convening discussions with local developers, and Al Hudgens and Dr. Veronica Jenkins of Homes for Hope, for facilitating conversations with residents living at Lincoln Heights and Richardson Dwellings.

We are grateful to the research assistance from Gabrielle Crossnoe and Nick Stabile at the Policy Innovation Lab at Georgetown University's McCourt School of Public Policy. And lastly, we are lucky to work with Rishawna Gould at OP, who designed and formatted this report.

Lastly, in-person meetings would not have been possible without the accommodations provided by the Riverside Center and the catering of Catherine's Kitchen, Margaret's Soulfood and Catering, and Shawn Lightfoot of Art-drenaline Café and The Fresh Food Factory Kitchen Incubator, LLC.



Dear Community Members and Residents,

About a year ago, the Coalition for Nonprofit Housing & Economic Development (CNHED) and the Office of Planning (OP) began developing a Comprehensive Community Development Model (CCDM) in Ward 7 neighborhoods. Funded by the Office of the Deputy Mayor for Planning and Economic Development (DMPED), we learned about their motivation for pursuing this Model in early conversations. Publicly and privately-sponsored development, including New Communities Initiative, was introducing growth and change to neighborhoods such as Deanwood, Lincoln Heights and Capitol View. These neighborhoods, full of rich histories, civic pride, and a longstanding Black community, should be at the forefront of determining the direction of their neighborhoods.

The goal of this work is to ensure that change benefits longstanding residents as well as new residents. The CCDM is a community-led strategy that builds upon the existing network of residents and community organizations in the NE End of Ward 7 to address key challenges. The hope is that residents, Ward 7 organizations, government agencies and local businesses can use the CCDM to push forward an agenda around neighborhood development that guides future decision-making.

Currently, residents and community organizations are working hard to ensure that longstanding communities remain intact and that the leaders and community assets that have been vital to neighborhoods is strengthened in the process. But this work should be incumbent on us all, especially organizations and government agencies committed to addressing economic and racial justice in DC.

We are proud of what we collectively accomplished over the past year. It was not without its setbacks, however. Admittedly, we struggled with how to define the CCDM in the early stages. By the time we wrapped our heads around this, the District, the country and the world ran head first into COVID-19, presenting untold health and economic devastation. What is represented here is a result of residents and community members collective commitment, despite these monumental challenges.

Still, the CCDM does not address everything, nor could it. To us, the CCDM is a foundation of community-driven principles and strategies to build from as we work towards a goal of ensuring equitable development. The CCDM ensures that new investments are intentional and targeted and can lead to the kind of changes that current residents would like to see.

What will define the CCDM's success are the next steps taken. That decision-making rests with those most impacted—current residents and community members. But CNHED and OP stand ready and willing to assist in any ways we can.

Thank you for trusting us with this.

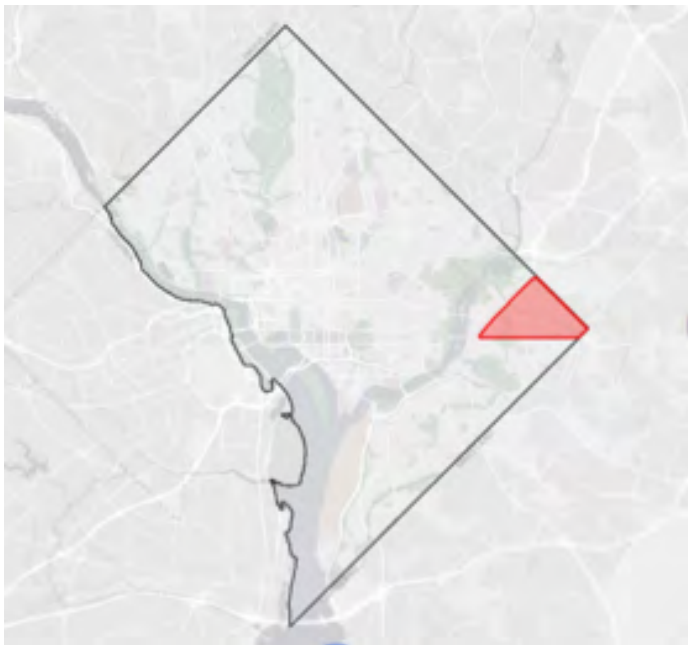
Sincerely,

A handwritten signature in black ink that reads "Steve Glaude". The signature is fluid and cursive.

Steve Glaude
President & CEO, CNHED

Executive Summary

The Comprehensive Community Development Model (CCDM) is a community-led strategy to support neighborhood development in Ward 7. Driven by a network of residents and community stakeholders, the CCDM offers shared principles for community investment in Deanwood, Burrville, Capitol View, Lincoln Heights



and Richardson Dwellings (referred to in this report as the 'NE End of Ward 7').¹ These shared principles are supported by a broad range of recommendations—policies, programs and practices—addressing key issues in housing, economic and workforce development, health and wellness, and youth development. Ultimately, the

CCDM is a blueprint that residents, Ward 7 organizations, government agencies and local businesses can incorporate into their agendas and build upon as they work to achieve equitable outcomes for current and new residents. The CCDM is intended to drive neighborhood growth in ways that prop up current residents and strengthen institutions and community assets.

Facilitated by the Coalition for Nonprofit Housing & Economic Development (CNHED) and DC's Office of Planning (OP) and funded by the Office of the Deputy Mayor for Planning and Economic Development (DMPED), the CCDM is the result of a year-long community engagement effort, spanning from September 2019 to October 2020. This process of identifying community needs, developing recommendations, and establishing shared principles occurred through monthly community-wide meetings, issue area subcommittees in areas of Housing, Health & Wellness, Economic & Workforce Development and Youth Development, and a website intended to spark public input.

The geographic scope of the CCDM is the area bordered by Kenilworth Avenue in the Northwest, East Capitol Street in the South, and Eastern Avenue in the Northeast. Bordered by Prince George's County, Maryland on the Northeast border and the Anacostia River on the West, the NE End of Ward 7 is tucked away in the far northeast corner of DC. Home to approximately 24,000 residents, the NE End of Ward 7 contains some of the oldest, consistently Black communities in DC. Unlike the overall population of DC, which is 46 percent Black, neighborhoods in the



This is the geographic scope of the NE End of Ward 7, encompassing Deanwood, Burrville, Lincoln Heights, Grant Park and part of Capitol View.

NE End of Ward 7 today are 95 percent Black. There is a deep sense of pride stemming from the area's historical and cultural identity, and its tradition of self-sufficiency in the face of segregation and redlining.

After decades of disinvestment, the NE End of Ward 7 is experiencing high rates of poverty, blight and crime. At the same time, due in part to city-led efforts to redevelop public housing communities into mixed-income, mixed-use neighborhoods, the NE End of Ward 7 has seen a rise in residential development and capital improvement projects over the past decade. The CCDM is developed with the goal of ensuring that longstanding residents are protected, and that prosperity gained from increased investment flows to all residents.

To advance the kind of development that reflects residents and community members desires, the CCDM offers shared principles for community investment. These principles, taken together, help ensure that all residents benefit from the opportunities that new development can bring. These include:

□ Principle 1: Prioritizing community-driven decision-making and ownership in investments

- Reorient development process for new housing and economic development projects towards community needs, interests, and benefits
- Raise the standards for community benefits of new development

□ Principle 2: Protecting current residents and small businesses from displacement

- Increase homeownership and community ownership of land
- Increase density
- Right size rental housing



❑ Principle 3: Advancing economic opportunities for all residents and

- Embed workforce development into youth activities
- Enhance workforce capacity and train for skills of the future
- Create employment opportunities to fulfill basic community needs
- Develop vacant or public spaces for entrepreneurs, small businesses and resident's professional development

❑ Principle 4: Building healthy, safe, opportunity-rich neighborhoods that reflect residents' history and culture

- Enhance youth activities;
- Support the food ecosystem;
- Enhance accessibility of outdoor activities and recreation facilities for all;
- Bridge the digital divide;
- Invest in resident-driven art and culture

Advancing the principles—and the corresponding strategies—put forth in the CCDM requires an intentional and coordinated approach. The CCDM is a blueprint that residents, neighborhood-based organizations, government agencies and the financial and philanthropic sector can own, build upon, and incorporate into their agendas. While the CCDM approach was intended to be holistic, this year-long engagement process is just the start. A critical next step is to further define and develop implementation plans for these recommendations and identify and develop partnerships and resources that advance them over the short, medium and long-term.

As part of the CCDM process, we assessed recent and future development and explore how residents and community leaders have been included in these efforts to date. Current processes around how residents and

community organizations are able to negotiate with developers and gain leverage in large scale development processes are an important component of how the recommendations in the CCDM are realized.

The shared principles and recommendations in the CCDM are intended to serve all residents living in the NE End of Ward 7. However, the future redevelopment of Lincoln Heights and Richardson Dwellings under the New Communities Initiative (NCI) presents residents with a different set of considerations. As part of the CCDM, we also assessed the status of redevelopment at these sites, and how residents still living on these two sites view the challenges and opportunities presented by redevelopment.

Lastly, the CCDM is enhanced by two additional efforts that complement this work: asset mapping and creative placemaking. CNHED and OP integrated community assets, such as schools, health centers, and parks, into an existing web tool intended for affordable housing stakeholders, [HousingInsights.org](https://housinginsights.org). CNHED and OP also selected an artist organization, Creative Junkfood, LLC, to activate three sites across the NE End of Ward 7 and engage stakeholders and residents in the development, design and build-out of those sites.

Part one of this report explores the current characteristics of the neighborhoods in the NE End of Ward 7. Part two presents the unique history of the neighborhoods comprising the NE End of Ward 7. Part three presents the Comprehensive Community Development Model, including the shared principles and recommendations developed by residents and community members. Part four assesses the redevelopment of Lincoln Heights and Richardson Dwellings under New Communities Initiative, and part five assesses recent and future development in the NE End of Ward 7.



-Part One-

The NE End of Ward 7 Today

LOCATION AND SIZE

The NE End of Ward 7 covers about 2 square miles or 1,282 acres. It has a population of approximately 24,000, which comprises 29 percent of the population of Ward 7 and 3 percent of DC. The geographic scope of the NE End of Ward 7 is bound by Kenilworth Avenue in the Northwest, East Capitol Street in the South, and Eastern Ave in the Northeast.

KEY DEMOGRAPHICS

Neighborhoods in the NE End of Ward 7, and Deanwood in particular, are recognized as the oldest, longstanding Black communities in DC. In 2019, the overall population of this area was 95 percent Black, 2 percent Hispanic or Latinx, 1 percent white, and 2 percent other.² By comparison, the overall population of DC is 46 percent Black, 37.5 percent white, 11 percent Latinx, 4.5 percent Asian, and 1 percent other.

The median household income for households in the NE End of Ward 7 is \$41,773,³ compared to \$82,604 for households across DC. Further, the unemployment rate for people 16 and older in the NE End of Ward 7 is almost double that of DC (15.7 percent vs. 7.4 percent).

The current homeownership rate for residents in the NE End of Ward 7 is 41 percent, which mirrors that of DC (42 percent).

In DC, nearly 91 percent of residents 25 years and older are high school graduates and 58 percent are college graduates. In the NE End of Ward 7, 86 percent of residents are high school graduates and 18 percent are college graduates. Further, 93 percent of households across DC have access to a computer and 86 percent have access to Broadband Internet. In the NE End of Ward 7, 80 percent of households have access to a computer and 59 percent have access to Broadband Internet.

LAND USE

Most land in the NE End of Ward 7 is residential (36 percent). This is followed by land used for streets and right-of-way (e.g., sidewalks, curbs, gutter) (33 percent).⁴ Known for its abundance of green spaces — notably Watts Branch, the tributary running from the Anacostia River into Maryland—a large portion this area is parks and open space (11 percent). The rest of the land is used for public or institutional purposes (7 percent), mixed-use and commercial purposes (6 percent), industrial use (5 percent), or is vacant (1 percent).

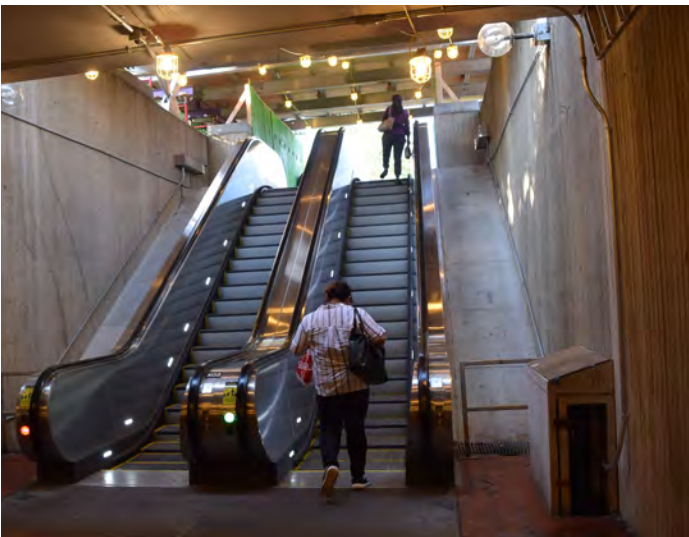
PHYSICAL FORM

The NE End of Ward 7 has several established neighborhoods with a mix of housing, including single-family homes with yards, rowhomes and semi-detached homes, and multi-family apartments. These neighborhoods are still largely residential despite several prominent commercial corridors, notably Nannie Helen Burroughs Avenue, Sherriff Road, Division Avenue,



Benning Road, Minnesota Avenue, and East Capitol. There are some restaurants and convenience stores, but most residents must leave the neighborhood for basic goods and services, as well as employment opportunities and health care. There is a robust transportation network

in the NE End of Ward 7, including three metro stations (Minnesota Avenue, Benning Road and Deanwood), several major highways connecting to downtown DC, and numerous bus routes.

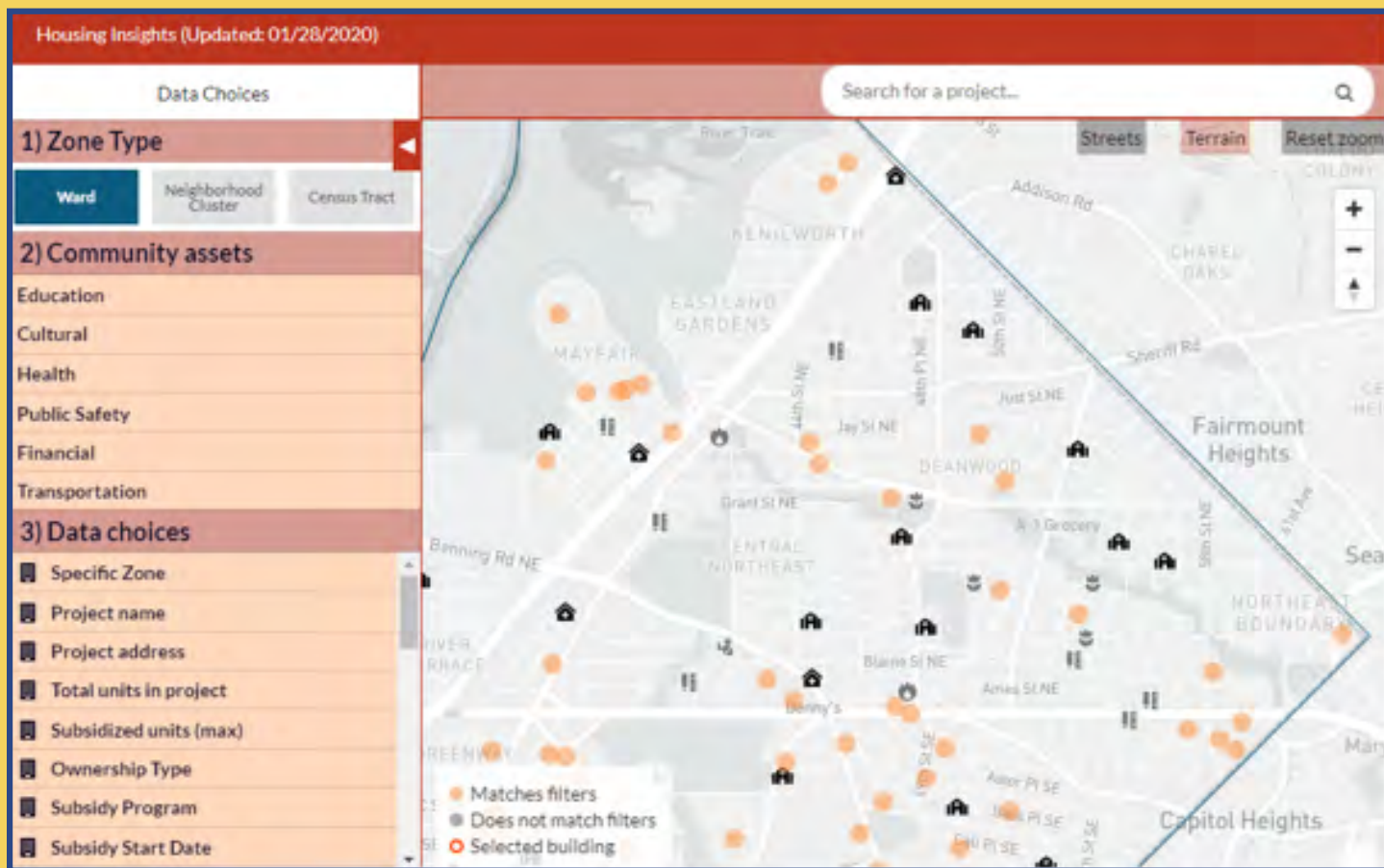




ASSET MAPPING IN HOUSING INSIGHTS

One component of the CCDM is a map of community assets within the geographic boundaries of the NE End of Ward 7. A CNHED website, Housing Insights (housinginsights.org), maps data on subsidized housing in DC. CNHED worked with OP to integrate community assets, such as schools, health centers, and community gardens, into Housing Insights. Residents and

community members, along with housing stakeholders, can now view physical assets of their neighborhoods in addition to subsidized housing developments. The underlying data is compiled from the Office of the Chief Technology Officer (OCTO), and will be updated periodically. CNHED and OP hope to continue to add assets to this site.



Current assets included in Housing Insights:

- **Educational Assets:** public schools; charter schools; independent schools; day care centers
- **Cultural Assets:** churches and other religious institutions; community, recreation and senior centers; museums; libraries
- **Transportation Assets:** bus stops; metro stops
- **Health Assets:** hospitals and health centers; aging centers; grocery stores; parks; community gardens; primary care centers
- **Public Safety Assets:** police departments; fire stations
- **Financial Assets:** banks; non-depository banks; ATMs; payday lenders

-Part Two-

History of the Neighborhoods in the NE End of Ward 7

The NE End of Ward 7 is comprised of several neighborhoods, each with their own identity, history and sense of pride. Here we explore the unique history of the area's most prominent neighborhoods, including the housing sites, Lincoln Heights and Richardson Dwellings.

DEANWOOD

Located in the upper Northeast of Washington, DC and bordered by Prince George's County in Maryland, the neighborhood of Deanwood is bounded by Eastern Avenue in the Northeast, Kenilworth Avenue in the Northwest, Division Avenue in the East and Nannie Helen Burroughs Avenue in the South. The neighborhood of Deanwood is one of the oldest consistently Black communities in DC.⁵



The area presently known as Deanwood was originally populated by the Nacochtanke, or Anacostank, Indians who established trading sites along the Anacostia River.⁶ After the arrival of European settlers—and a century of war, disease and displacement—Deanwood came to be occupied by white farming families from the early 1700s through the late 1800s. In 1703, Ninian Beall, a white farmer, acquired this land in a land grant. In 1833, much of this land was sold to Levi Sheriff, another white farmer, who acquired hundreds of acres of farmland, and used it to raise cattle, hogs and crops with slave labor.⁷ When Sheriff died in 1871, he left this land to his three daughters, who subdivided it into three plots. Two of the plots sold quickly for fifty dollars. The third was purchased in 1874 by Reverend John H. W. Burley, the first Black man on record to purchase land in the Deanwood area.⁸ This purchase set a precedent for Black land ownership as this was one of the few parts of DC that permitted Black families to own land during segregation.

In the late 1800s and early 1900s, Black families from Southern states migrated to DC as part of the Great Migration. Separated from the rest of DC by the Anacostia River, Deanwood was considered “living in the country” because of its relative isolation from other Black epicenters (e.g., the Shaw neighborhood, which was home to several Black institutions, including Howard University, the Whitelaw Hotel, and Feedmen's Hospital).⁹ While white and Black working-class families

lived alongside each other up until the late 1800s, by 1895, Deanwood was predominantly populated by Black families.¹⁰

The arrival of the Baltimore and Potomac (B&P) Railroad along Deanwood's western border in 1872 began the area's gradual transition from rural farmland to suburban neighborhood.¹¹ The Benning Racetrack and Training Ground also played a part in Deanwood's development.¹² Though it only operated from 1890 to 1908, opportunities in the equine industry attracted some of the earliest Black families to Deanwood,¹³ providing employment as well as entertainment, to nearby residents.¹⁴

Geographic and racial segregation led to Deanwood's strong sense of self-sufficiency as Black residents set out to build their own community and provide for their daily needs. Many early Black residents of Deanwood were craftsmen and built homes for their families and neighbors. From the 1920s and 1940s, several prominent craftsmen (Randolph Dodd and Jacob Dodd) and architects (Howard Dilworth Woodson and Lewis Giles Sr.) designed and built homes in Deanwood.¹⁵ Guided by their common Christian values, early residents built Contee African Methodist Episcopal Zion Church in 1885 and six additional churches by 1926.¹⁶ Today, there are over 75 churches and religious institutions in Deanwood, including the First Baptist Church of Deanwood.

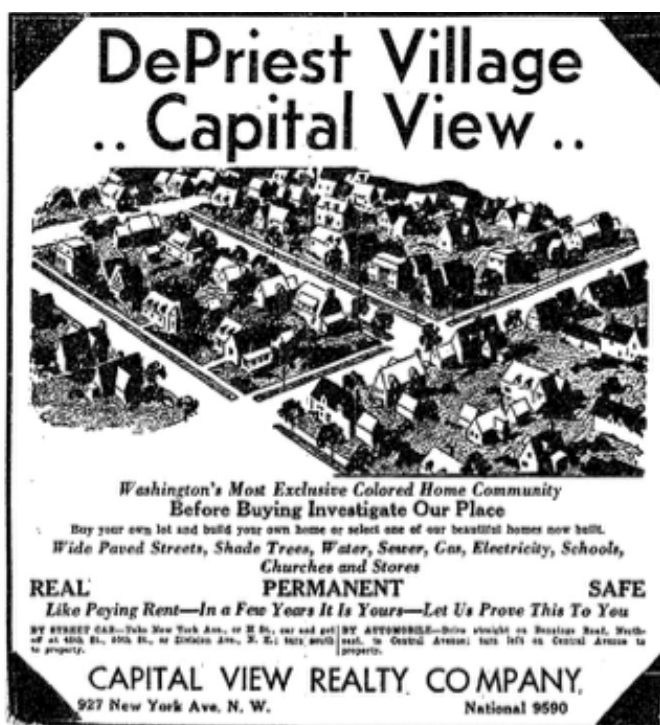
By the early 1950s, Deanwood was still semi-rural, and lacked modern conveniences such as paved streets, sewers and sidewalks.¹⁷ Up until that point, dairies, gardening, floral greenhouses and slaughterhouses dominated the commerce along the flatlands of the Anacostia river.¹⁸ Black families met their daily needs through gardens and small farms on their plots of land and bartering with neighbors.¹⁹ Several accounts of the neighborhood during this time reveal a vibrant food and economic ecosystem, in which men in horse-drawn wagons traversed the neighborhood, selling surplus fruits, vegetables and fish and local residents sold ice, coal and other necessities door-to-door.^{20,21} In time, Black families opened small, neighborhood groceries out of their homes, selling dry goods, meats and other basic foodstuff.²² Jewish-owned groceries, many of which operated on credit and allowed residents to settle bills at the end of the month, became a mainstay of residents

food shopping experiences.²³ Deanwood is also known for its historically-rich retail corridors. Black-owned small businesses, many along Sheriff Road, included pharmacies, dry cleaners, shoe repair shops, and barbers and beauty shops.²⁴ Building-related crafts such as electrical, plumbing, and cement and stone making were carried out as a community.²⁵

Residents from all over DC traveled to 50th and Hayes, NE to enjoy Suburban Gardens, an amusement park and entertainment venue for Black families. Opened in 1921 by a Black real estate and development company,²⁶ Suburban Gardens existed primarily for families denied access to Glen Echo and other venues during segregation. Suburban Gardens closed in 1940 but holds the distinction as the only amusement park to operate in DC.²⁷ Complete with a movie theater, a dance hall and a pool room, the Strand Theater (5129-5131 Nannie Helen Burroughs Avenue NE) also operated as a neighborhood hub for Black entertainment for over 40 years.²⁸

CAPITOL VIEW

The neighborhood currently known as Capitol View is bounded by Blaine Street in the North, Southern Avenue in the East, and Central Avenue to 47th Street in the South. In the early 1900s, this area consisted of forests and farmland for tobacco production.²⁹ The





land was sparsely populated with few homes dotting unpaved streets. There was no public transportation, gas or electricity at the time. Up until the 1920s, it was not uncommon for families to raise chickens, goats and horses and carry water from nearby springs to their homes.

In the 1920s, John Whitelaw Lewis, head of Capital View Realty Company, began the development of DePriest Village—an insulated, residential community intended for Black homeownership. Located between 49th and 54th and Blaine and Central Avenue, Lewis designed modern homes made of steel, stone or brick with conveniences like hot water systems. Lewis employed the talents of several notable Black architects and designers, including Roscoe Vaughn, George Ferguson, and Randall S. Marshall, John A. Melby, Hestle H. Brooks, and Milton Dorsey.³⁰ DePriest Village Capital View Realty worked to instill a sense of pride associated with living in Capitol View, exhibited by the contests for the best-maintained front and back yards.

In 1925, Lewis established the Capitol View Baptist Church out of a resident's home as the center of community life (the church still stands, now at 5201 Ames Street). In the decades that followed, residents built several other churches, including the Church of the Atonement, St. Luke's Catholic Church, East Capitol Street Church of Christ, Hughes Memorial United Methodist Church, and Peace Lutheran Church.

LINCOLN HEIGHTS AND RICHARDSON DWELLINGS

The housing sites Lincoln Heights and Richardson Dwellings are adjacent to one another, bounded by 48th Place in the West, Hayes Street and Nannie Helen Burroughs Avenue in the North, 57th Street in the East, and East Capitol Street in the South. Both sites were constructed by the DC government in 1945. Despite significant community resistance, the city condemned parts of Marshall Heights and Lincoln Heights, sites of Black homeownership at the time, to erect these housing sites.³¹ Historically, Lincoln Heights was known as a neighborhood offering homeownership opportunities to Black men who fought in World War II and their families.

EDUCATION AND COMMUNITY LIFE

There were few schooling options in the NE End of Ward 7 in the early 1900s, with the exception of Burr Elementary School and Deanwood Elementary School.³² Activist and educator Nannie Helen Burroughs founded the National Training School for Women and Girls in 1909 (on 601 50th Street NE), the first school in the country to provide educational and entrepreneurial skills, such as printmaking and dressmaking, to Black women.³³ After the city erected Lincoln Heights and Richardson Dwellings and the population grew substantially, the city opened George Harris Richardson Elementary School in 1948 and Kelly Miller Junior High School (which still stands at 301 49th Street, NE) in 1949. Even after desegregation in 1954, students from Deanwood, Capitol View, and surrounding neighborhoods traveled outside the neighborhood to attend schools designated for Black students, such as Springarn High School, Dunbar, Armstrong, Phelps or Cardozo.³⁴ In 1972, however, the city opened H.D. Woodson High School (540 55th Street, NE), named after the architectural engineer and civic leader.

Civic associations, founded in the late 1800s, were important forums for residents to address community issues. The Capitol View Civic Association, founded in 1925, lobbied the city to pave main thoroughfares, advocated for bus service, and built a community center (located on 5301 East Capitol), that served as a popular dance hall through the 1940s and 1950s. In 1965, residents lobbied for a public library serving Capitol View and Marshall Heights. Since 1893, the Deanwood Civic Association has played an important role in addressing community needs.³⁵

DISINVESTMENT IN THE NE END OF WARD 7

The majority Black neighborhoods that comprised the NE End of Ward 7 “created a community that met most of residents’ needs, despite the challenges presented by racism, physical isolation, and vastly undeveloped tracts of land.”³⁶ These same neighborhoods, that for so long thrived as self-sufficient, began to decline in the late 1960s and 1970s due to decades of disinvestment and Black middle-class flight to areas like Prince George’s County, Maryland, spurred in part by the 1968 uprisings that resulted from Martin Luther King Jr.’s assassination.

The loss of residents in DC in general, and Ward 7 and 8 in particular, coupled with the crack epidemic of the 1980s and 1990s, led to further disinvestment in DC neighborhoods. City-led revitalization efforts focused on neighborhoods like Columbia Heights in Northwest DC, but development efforts in Wards 7 and 8 were

sporadic.³⁷ By the 1990s, residents in the NE End of Ward 7 experienced high rates of poverty, unemployment and crime.

By the 2000s, Lincoln Heights and Richardson Dwellings were in poor condition after decades of disinvestment in public housing. In 2005, the Deputy Mayor’s Office for Planning and Development (DMPED) launched the New Communities Initiative (NCI), a program designed to redevelop distressed public housing sites and revitalize surrounding communities into mixed-income, mixed-use neighborhoods.³⁸ DMPED selected four sites to redevelop, one of which was Lincoln Heights and Richardson Dwellings.

In the next section, we discuss the CCDM, including the shared principles and the recommendations that result from the rich history of economic self-sufficiency coupled with deep legacies of historical injustices.



-Part Three- The Comprehensive Community Development Model in the NE End of Ward 7

PLANNING PROCESS AND COMMUNITY ENGAGEMENT

To develop a CCDM, CNHED and OP engaged residents and community stakeholders through three types of outreach and engagement: monthly meetings; issue area subcommittees; and a website, public input.

Monthly meetings. CNHED and OP hosted 12 monthly meetings over the course of a year (five in person at the Riverside Center on Foote Street and seven virtual

meetings due to COVID19). These meetings engaged a growing network of stakeholders and residents in the work of the CCDM and provided a space for updates on the progress of the subcommittees. Leaders from local government, civic and resident associations, religious institutions, nonprofit organizations, school and youth programs, and local businesses were invited to attend. Outside speakers from OP, DMPED, and a retail real estate expert,³⁹ addressed key challenges and opportunities related to development in Ward 7.





Attendance at these monthly meetings ranged from 20 to 40 residents and community stakeholders.

Issue area subcommittees. Beginning in January 2020, subcommittees in Housing, Health & Wellness, Economic & Workforce Development, and Youth Development met regularly to prioritize community needs, establish goals, and propose strategies to achieve those goals. Each subcommittee was guided by a facilitator(s) and comprised of community stakeholders and residents. Subcommittees played a key role in advancing the recommendations in the CCDM and integrating stakeholder and resident feedback into the process. They developed recommendations in accordance with vision statements developed at the November 2019 monthly meeting. Subcommittee facilitators are as follows:

- **Housing Subcommittee:** Thomas Houston
- **Health & Wellness Subcommittee:** Evie Washington
- **Economic & Workforce Development Subcommittee:** Talayah Jackson
- **Youth Development Subcommittee:** Jason Jude and Tina Whitlow

Public Input: The Office of Planning developed a website, www.publicinput.com/CCDM2020, to solicit feedback on the recommendations put forth by the subcommittees. Launched in August 2020, Public Input provided a way for stakeholders, residents and other interested parties to provide feedback through text messages, voicemail, e-mail and online comments.



SUBCOMMITTEE VISION STATEMENTS

Economic & Workforce Development: The NE End of Ward 7 is a self-sustaining, diverse, and restorative community committed to equitable community ownership, empowered local entrepreneurship, a resilient workforce, and building generational wealth.

Youth Development: Youth will be self-sufficient, healthy and whole, and engaged in their communities through quality, safe, and appropriate youth programming informed by their needs and interests, combined with parental involvement, community engagement, and staffing.

Housing: Longstanding and new residents of all incomes and ages have a safe and clean place to live that reflects the culture of Deanwood, Richardson Dwellings, Lincoln Heights and Capitol View communities.

Health & Wellness: All residents will have access to information and services that enable them to achieve physical, emotional, social, spiritual and intellectual health.



SUBCOMMITTEE FACILITATOR BACKGROUND

Thomas Houston, *Facilitator of the Housing Subcommittee*

Thomas is the Executive Director of Medici Road, where he leads their efforts to connect the dots between education and public health to reduce poverty. He is a tenured strategic marketer with over fifteen years of marketing, consumer behavior, innovation, and team building experience within companies like Cadbury, Sara Lee, and Walmart. In these roles, he focused on using data and consumer behavior to develop marketing programs and advertising campaigns. Thomas holds a BBA in Marketing from Howard University and later received his MBA from The Pennsylvania State University. He is a proud resident of the Burrville neighborhood in DC where he, his wife, and two young boys are part of the community change they want to see.

Talayah Jackson, *Facilitator of the Economic & Workforce Development Subcommittee*

Talayah is a certified project management and management consultant who advises community-based organizations (CBOs), healthcare providers, and government agencies on the development and implementation of population health improvement strategies. Talayah is actively engaged in her DC Ward 7 community, working with the Advisory Neighborhood Commission, civic associations, CBOs, and local real estate developers to facilitate more meaningful and non-confrontational conversations. She is also a burgeoning real estate investor committed to community-driven development and revitalization in DC Wards 7 and 8, and all communities East of the River.

Jason Jude, *Co-Facilitator of the Youth Development Subcommittee*

Jason serves as the Community Engagement Manager for Unite Us in DC. Jason came to Unite Us after almost a decade leading voter engagement and campaign strategy across the country. Previously, Jason served as a Regional Field Director in Michigan and Illinois on Hillary for America. Jason also served as the Executive Director of Making Every Vote Count, a voting rights not-profit. Alongside his duties with Unite Us, Jason advises Imby Community Inc., a startup that seeks equitable outcomes in real-estate development. Jason is a proud alumnus of Middlebury College and New York Law School.

Evie Washington, *Facilitator of the Health & Wellness Subcommittee*

Evie Washington owns All N' 1 Medical Supplies & Treasures, which provides medical/dental supplies, furniture, transportation, staffing, laboratory supplies/equipment, and disposable apparel. Evie also designs apparel for individuals with physical disabilities through Evie Adaptive Clothing. She is the former owner of the Angel ConneXion Assisted Living Residential Home in Upper Marlboro, Maryland. Evie was a Search & Rescue Mission Pilot for the Capitol Region Civil Air Patrol and she was the Tuskegee Airman Squadron Commander. Evie has been a Ward 7 Resident since 1970. She is a former ANC for SMD 7F01. Currently, she is the President for the Fort Dupont Civic Association, a member of the Ward 7 Community Advisory Council for Families First DC, and an Ordained Elder at Sargent Memorial Presbyterian Church.

Tina Whitlow, *Co-Facilitator of the Youth Development Subcommittee*

Tina is a career non-profit organizational leader and program facilitator that provides community-based engagement and entrepreneurship programming to youth from underrepresented communities in DC. Tina's goal is to break the cycle of poverty by training the next generation of creative, ethical, entrepreneurial minded youth leaders from within the boundaries of their environment. Tina has facilitated programs that have helped hundreds of youth and young adults to identify their own natural gifts and talents and then teaching them how to expand on these skills and use them to start a career or income driven opportunities.



DEVELOPING A SHARED VISION: COMMUNITY PRINCIPLES FOR INVESTMENT

Between February and July 2020, each subcommittee developed recommendations in their issue area—Housing, Economic & Workforce Development, Health & Wellness, and Youth Development. However, the challenges that residents, community members and their neighborhoods face are complex and interconnected. Recommendations that exist in silos do not address the interconnectedness of different



areas of resident's lives. Housing instability and a lack of digital connectivity, for example, hinder a child's ability to participate in and benefit from after-school activities, and the lack of adequate transportation or child care may impact an unemployed resident's ability to fully access job training and employment opportunities. Further, without community ownership over land, brokers and developers will continue to rely on the same economic indicators to determine a neighborhood's "fitness" for retail, which may or may not fit with the kind of retail that residents would like to see.

After developing recommendations within individual subcommittees, the facilitators looked across recommendations to pull out shared strategies and common themes. Taken together, these themes convey a shared vision, or community principles for investment. These include:

- **Principle 1: Prioritize community-driven decision-making and ownership in investments;**
- **Principle 2: Protect current residents and small businesses from displacement;**

- **Principle 3: Advance economic opportunities for all residents; and**
- **Principle 4: Provide all residents the opportunity to live in healthy, safe, opportunity-rich neighborhoods that reflect their neighborhood's history and culture.**

Below we explore each shared principle and the recommendations — the goals and key strategies — associated with it, including a timeline and potential partners.

Principle 1: Prioritize Community-Driven Decision-Making and Ownership in Investments

Decades of disinvestment in the NE End of Ward 7 has led to gaps in basic goods and services, including grocery stores, training and employment opportunities, and retail. There is widespread agreement on the need, but preferences for what kind of investments address these critical needs varies by resident and by neighborhood. Recognizing this, it becomes less important what investments are desired at any given point in time, and more important how those investment decisions are made, and by whom.

To ensure that decisions around investment are not reliant on one-time community engagement efforts or controlled by those with shifting priorities, there needs to be community ownership over decision-making around investment. Indeed, there are several neighborhood-based organizations that engage existing residents in efforts to improve their neighborhoods while simultaneously welcoming new residents. These organizations, historically and presently, play a pivotal role in engaging residents in addressing community issues, building community cohesion and negotiating with developers on behalf of the community. Implementing and further defining the strategies laid out in the CCDM needs to be an intentional and organized effort, carried out by those that are connected to what is happening in neighborhoods. The recommendations that support this principle are intended to ensure that community members and residents have a stake in decision-making.



Table 1. Recommendations for Prioritizing Community-Driven Decision-Making and Ownership in Investments

GOAL	KEY STRATEGIES	TIME FRAME	POTENTIAL PARTNERS
Reorient Development Process for New Housing and Economic Development Projects Towards Community Needs, Interests, and Benefits <i>Ensure that residents move from having input into investments to ownership over decision-making. Residents and community leaders should collectively determine how, when and to whom funds are allocated</i>	<ul style="list-style-type: none"> • Develop a place-based, citizens' investment fund to capitalize on ideas from community entrepreneurs and projects that directly benefit residents and businesses, and further neighborhood development. ❖ Create a community governance structure to establish priorities and allocation of funds, and funding structure (e.g., grants, resident dues, funds from new development). ❖ Prioritize partnerships with mission-driven, community-based developers to build housing and economic development projects. ❖ Partner with faith-based organizations, such as churches, to maximize underutilized land and other real estate assets. 	1-2 years 1 year 1 year	Community-based entities
Raise the Standards for Community Benefits of New Development <i>Some projects built by developers allow community members to weigh in and negotiate tangible benefits. Community benefits should be structured to give residents as much ownership over funds as possible.</i>	<ul style="list-style-type: none"> • Require all new development, including Planned Unit Development (PUD) projects, mixed-use and multifamily developments, to establish a community benefit agreement (CBA) worth 1% of total development costs (TDC) to preserve and advance community interests. ❖ 10% of those funds could go to local civic associations (or a citizen's investment fund) ❖ Larger community can decide on projects (e.g. helping offset displacement of small business by larger business entrants by dedicating X% toward small business upstart or investment). 	2 years 2 years 2 years	Zoning Commission, OP DC Council

Principle 2: Protect current residents and small businesses from displacement

To address the inequitable outcomes stemming from a history of disinvestment and racial segregation, the NE End of Ward 7 requires new public and private investment. However, any investment strategy needs to be carefully planned to avoid the negative impacts that too often flow from market-led growth, namely exorbitant housing prices and displacement of long-

time residents. One of the key ways to ensure that development is equitable for all residents is to anticipate and prevent displacement of current residents and existing small businesses. Almost every subcommittee spoke to the importance of anchoring resident's interests and ensuring that they benefit from growth and solidified this larger principle via recommendations for resident ownership of housing and businesses and the protection of tenant's rights and resources.

**Table 2. Recommendations for Protecting Current Residents and Small Businesses from Displacement**

GOAL	KEY STRATEGIES	TIME FRAME	POTENTIAL PARTNERS
Increasing Homeownership and Community Ownership of Land <i>Homeownership provides housing stability while building wealth. Shared-equity homeownership models that make homes affordable and then keeps prices low for the next owner can help those priced out of the regular housing market.</i>	<ul style="list-style-type: none"> • Increase the pace of approvals on for-sale home purchases. <ul style="list-style-type: none"> ❖ Add a Ward 7 community-based organization as a facilitator of EHAP, HPAP, and DC Open Doors funds. ❖ Create a pipeline, or list of residents, looking to purchase a home in the next two years. ❖ Support a DHCD and DCHFA sponsored pilot of for sale condo buildings.⁴⁰ • Strategize with local organizations to create community land trusts, deed-restricted housing and limited equity co-operatives that maintain affordability and allow community landownership.⁴¹ 	2-3 years 2-3 years 1 year 2-3 years 2-3 years	Community-based entities, DHCD, DCHFA
Increasing Density <i>Increasing the supply of housing at various prices can help mitigate displacement.</i>	<ul style="list-style-type: none"> • Implement a 75% floor area ratio (FAR) minimum requirement in all multi-family, mixed-use, and Production, Distribution and Repair (PDR) zones.⁴² 	2 years	OP, Zoning Commission
Rightsizing Rental Housing and Protecting Tenant Rights <i>Displacement can be slowed through building units that house multi-generation families.</i>	<ul style="list-style-type: none"> • Increase amount of mixed-income, family-size (3+ bedrooms) housing allowing residents to maintain, start and grow families in their current neighborhood(s). 	2-5 years	DCHA, DC Council, OP

**Table 2. Recommendations for Protecting Current Residents and Small Businesses from Displacement (cont.)**

GOAL	KEY STRATEGIES	TIME FRAME	POTENTIAL PARTNERS
Preventing Wealth Stripping Practices <i>Homeowners in the NE End of Ward 7 are increasingly experiencing harassment from prospectors to sell their homes. Proactively implement policies to curb speculative lending and predatory practices.</i>	<ul style="list-style-type: none"> Ban Shoddy developers that engage in wealth stripping practices from being able to build in area. ❖ Require home flippers to register and purchase a bond relative to the number of homes they flip annually. ❖ Create a two strikes rule that heavily fines and bans repeat offenders. Create a mechanism for residents who own property/land (e.g. seniors) to keep those assets in the community, either through a trust or a small group of stakeholders vested in the community – conscious developers, civic associations, REI clubs. 	1-3 years 2-3 years 2-3 years 1-2 years	Community-based entities, CRA Partners, CDFI Fund, DCRA, DC Council
Creating, Protecting, and Sustaining Small Businesses and Entrepreneurs <i>There are a wealth of small businesses and entrepreneurs in the NE End of Ward 7, some in brick and mortar locations and some out of resident's homes or online. Yet, there is a dearth of affordable office space and streamlined resources for small businesses and entrepreneurs in this area.</i>	<ul style="list-style-type: none"> Enhance entrepreneurs' business acumen and help small businesses obtain new skills on topics such as financial management, capital raising, and online/digital marketing. Work with funding agencies to craft business grant opportunities that match area needs (e.g., grants for businesses without brick-and-mortar locations) . Develop "TOPA for Business" legislation that gives business owners the first right to purchase the physical structure(s)/real estate where their businesses are located. Add 10 commercial properties in area so businesses can operate in the area. Require a commercial component in all new developments that occur in a mixed-use or PDR zone. 	1-3 years 1-2 years 2 years 3-5 years	DC Council, DSLBD, SBA, Ward 7BP, OP, OZ, DMPED

**Table 2. Recommendations for Protecting Current Residents and Small Businesses from Displacement (cont.)**

GOAL	KEY STRATEGIES	TIME FRAME	POTENTIAL PARTNERS
Providing for the Needs of Older Residents <i>The senior population in DC is growing. Aging in Place is important to the well-being of older adults and individuals with disabilities.</i>	<ul style="list-style-type: none"> • Build quality high-level assisted living facilities, nursing homes and senior apartment independent living within immediate communities so older residents can get medical care or age in place • Provide accessible activities for older adults in the community, including health and nutrition classes, exercise facilities, seminars, workshops, movies, free trips and other entertainment. 	2-5 years 2-3 years	Age Friendly DC, DC Department of Aging and Community Living, DHCD, DOH, AARP

Principle 3: Advance Economic Opportunities for All Residents

Public and private development offers opportunities to promote workforce development, enhance community-serving retail, and increase good, living wage jobs for all residents. Beyond employing residents who are currently

unemployed or underemployed, there are opportunities to invest in the growth of locally-owned small businesses and entrepreneurs and create economic opportunity for residents. This focus on enhancing economic opportunity was evident across all subcommittees.

Table 3. Recommendations for Advancing Economic Opportunities for All Residents

GOAL	KEY STRATEGIES	TIME FRAME	POTENTIAL PARTNERS
Enhance Youth Workforce Development Opportunities <i>Youth in the NE End of Ward 7 should have positive ways to spend their spare time, based on organized recreation, part-time work, and community services.</i>	<ul style="list-style-type: none"> • Strengthen (and build) partnerships with local universities to expose students to different career opportunities and higher education. • Build a fully formed jobs pipeline available to DCPS students to allow them to enter the workforce immediately after high school. • Create a program for youth outside of the Summer Employment Program to allow them to make money. • Train youth professionals to assist other youth in NE Ward 7. Track student's through their academic career and supplement e-learning. 	1-3 years 1-2 years 1-3 years 1-2 years	Community-based organizations, W7BP, UDC, Trinity University, DCPS, Community of Hope, UPO

**Table 3. Recommendations for Advancing Economic Opportunities for All Residents (cont.)**

GOAL	KEY STRATEGIES	TIME FRAME	POTENTIAL PARTNERS
Enhance Workforce Capacity and Train for Skills of the Future <i>Connect residents to good jobs and asset-building opportunities that are closer to their neighborhood.</i>	<ul style="list-style-type: none"> Assess demand/need for a non-governmental workforce development center, like the Skyland Workforce Center in Ward 8.⁴³ Broaden employment training offerings beyond the construction trades, to include other career and employment opportunities in areas such as ecommerce, coding, digital, analytics, etc. Encourage outreach and partnerships with industry and bring them East of the River – e.g., healthcare providers, General Assembly, Black Girls, Code/Women Who Code. 	1-2 years 1-2 years 1-2 years	Community-based organizations, MHDGO, Skyland Workforce Center, W7BP, Area schools
Match Employment Opportunities with Basic Community Needs <i>Create employment opportunities that match the needs of the community, and ensure housing so there can be people within the community who fulfill basic community needs.</i>	<ul style="list-style-type: none"> Partner with DOES, DPW and DSLBD to create jobs available to area residents that focus on weekly clean-up of trash, graffiti, neighborhood jobs etc. This would be an extension of what DPW or Main Streets may currently be doing. Increase the amount of basic need providers in the community. <ul style="list-style-type: none"> ❖ Develop a live-work townhouse community for a group of professionals in R2 zone ❖ Create a DC government-backed acquisition incentive to develop a mixed-use plaza along Kenilworth Avenue between Eastern Ave and Nannie Helen Burroughs Ave. 	1-3 years 1-2 years 1-3 years	DOES, DPW, DSLBD, W7BP
Develop Vacant or Public Space for Entrepreneurs, Small Businesses and Residents' Professional Development <i>Create dedicated spaces—both physical and virtual—to provide resources, collaborative workspace, and education for small businesses and entrepreneurs to help accelerate existing business growth.</i>	<ul style="list-style-type: none"> Renovate or create more safe, public gathering spaces for youth to utilize after school. Utilize vacant land for expansion of third spaces (places where people spend time between home and work) and creative space activation to help entrepreneurs and business owners diversify their revenue streams. Create a “community shared space” for one-stop business advice and guidance – either in a physical space (e.g., Makers Space on Nannie Helen Burroughs/Deanwood Grow) or a digital home. Establish technical assistance “outposts” to provide tailored support to entrepreneurs, especially minority-owned and women-owned businesses (e.g., accounting and legal resource clinics online or in community spaces). 	1-2 years 1-2 years 1 year 1-2 years	Community-based entities, W7BP, WDCEP



Principle 4: Ensure that All Residents Live in Healthy, Safe and Opportunity-Rich Neighborhoods that Reflect Resident History and Culture

Traditionally, cities attempt to attract new residents to enhance the tax base, which in turn provides supports for economic development. While this is one strategy to revitalize neighborhoods, cities can also invest in the services that create the kinds of neighborhoods that all residents—both current and new—want to live in. While this is one strategy, cities should also just invest in the services that create the kinds of neighborhoods

that all residents—both current and new—want to live. Neighborhoods that support residents' health and overall well-being provide quality schools, safe streets, access to healthy food, parks, transit and more. As discussed, decision-making over community investments should be driven by residents and led by community organizations that represent residents. However, healthy, opportunity-rich neighborhood require some necessities, and the recommendations below identify some of resident's top priorities.⁴⁴

Table 4. Recommendations for Ensuring that All Residents Live in Healthy, Safe and Opportunity-Rich Neighborhoods that Reflect Resident History and Culture

GOAL	KEY STRATEGIES	TIME FRAME	POTENTIAL PARTNERS
Invest in Youth Activities <i>Youth need positive ways to spend their time, based on organized recreation, part-time work, tutoring and volunteer community services.</i>	<ul style="list-style-type: none"> • An increase in tutoring services and specialized programs for at-risk students. • Increased funding for a diverse set of after-school programs that continue into early adulthood. 	1 year 1-3 years	Community-based entities, Food Policy Council
Invest in the Food Ecosystem <i>Characterized by corner stores, food giveaways, and mobile markets, the food ecosystem in the NE End of Ward 7 is fragmented, subpar and periodic.</i>	<ul style="list-style-type: none"> • Provide support for residents and community members to build and grow a permanent, diverse food ecosystem owned by community members (e.g., locally-owned grocery stores, food cooperative, urban agriculture, community gardens etc.). 	1 year	Community-based entities, Food Policy Council



Table 4. Recommendations for Ensuring that All Residents Live in Healthy, Safe and Opportunity-Rich Neighborhoods that Reflect Resident History and Culture (cont.)

GOAL	KEY STRATEGIES	TIME FRAME	POTENTIAL PARTNERS
Enhance Public Safety <i>There needs to be a collaborative effort to ensure that residents feel safe and accountable to one another. Persistent loitering, drug activity, vacant properties, and unlit streets are some of the factors that lead to residents feeling unsafe.</i>	<ul style="list-style-type: none"> • There should be Neighborhood Watch or Community patrol, working with police. Residents should make sure their homes and streets are well lit. • Residents should not be exposed to environmental hazards or pollutants. DC government should take proactive steps against radiation in the air (from cell phone poles) and chemicals and lead in water sources. ❖ Every household and apartment building should have access to clean energy (e.g. Solar) at a discounted rate. 	1-3 years 1 year 1-3 years	Community-based entities, MPD, DPW, DOEE, DCWater
Enhance Accessibility of Outdoor Activities and Recreation Facilities for All <i>From the Deanwood Recreation Center to Watts Branch park, there are existing community assets that are currently inaccessible to a wide range of residents. All residents must feel safe and able to access their neighborhood resources, for healthy, memorable and positive experiences.</i>	<ul style="list-style-type: none"> • Reduce transportation barriers, including free shuttle buses between neighborhood centers so that seniors and individuals with disabilities can navigate terrain with ease. Explore opportunities to reinstate permanent subsidized car service. Free transportation should be provided to and from key outdoor and recreation facilities. • Promote collaborations between community-led institutions and DC government agencies (e.g., DDOT, DPR) to ensure that the NE End of Ward 7 is accessible and safe for all residents. This includes widening sidewalks, ensuring adequate lighting, and ensuring that bike and walking paths are accessible. • Ensure that DPR Facilities are accessible to all residents. Benches and exercise locations should be placed along walking paths. It also includes preventing trash dumping and high-risk activities in parks. 	2-5 years 1-2 years 1-2 years	Community-based entities, DDOT, DPR, WMATA

Table 4. Recommendations for Ensuring that All Residents Live in Healthy, Safe and Opportunity-Rich Neighborhoods that Reflect Resident History and Culture (cont.)

GOAL	KEY STRATEGIES	TIME FRAME	POTENTIAL PARTNERS
<p>Bridging the Digital Divide</p> <p><i>From accessing public benefits to applying for jobs, access to highspeed, affordable Internet is vital to resident's wellbeing. DC has piecemeal initiatives,⁴⁵ but as still lacks a comprehensive, long-term solution to accessing the Internet.</i></p>	<ul style="list-style-type: none"> The District should conduct a multi-phased roll out to ensure that all residents have reliable, free, highspeed home internet access that does not cause undue financial hardship. Consider piloting this program in all public housing sites across the District, including Lincoln Heights and Richardson Dwellings.⁴⁶ Ensure all students have access to the necessary devices to engage in distance learning. Ensure there are no barriers to implementing the Empowered Learners Initiative, the Mayor Bowser Initiative for accessing devices. 	<p>1-2 years</p> <p>1 year</p>	Comcast, DCPL, OCTO, DCPS
<p>Invest in Resident-Driven Art and Culture</p> <p><i>Stabilize changing communities through art.</i></p>	<ul style="list-style-type: none"> Provide funding and promote the use of local artists and youth for the installation of short- or long-term place-based art designs. 	1 year	DC Commission on Arts and Humanities, DCOP





NEXT STEPS FOR THE COMPREHENSIVE COMMUNITY DEVELOPMENT MODEL IN WARD 7 NEIGHBORHOODS

The CCDM, including the shared principles and the recommendations that support them, represent a broad-based strategy to achieve community members and resident's vision. A critical next step is to further define and develop implementation plans for each recommendation (i.e., goals and key strategies) in the CCDM. This means identifying partnerships, resources and entities that will be held accountable for moving key strategies forward over the short, medium and long-term. It also means developing recommendations for critical issues not covered in the CCDM, especially those that ensure the resilience of communities, such as environmental sustainability and public safety. Partnerships with District agencies (Office of Planning, DMPED, etc.) and the private sector (advocacy organizations, foundations, philanthropic sector) will be key, but decisions about what form these next steps take should be made by community members and residents. Below we discuss various ways to move the recommendations forward, none of which are mutually exclusive.

Conduct a Small Area Plan for the Neighborhoods in the NE End of Ward 7. Ownership and control of land is one of the most pressing development issues in Ward 7 and there is not a modern document directing the use of this asset. In 2008, the DC Council approved the Deanwood/Great Streets Strategic Development Plan to provide an implementation framework for public and private investment that would lead to neighborhood revitalization in Deanwood. A small area plan could build on the recommendations in the CCDM and provide concrete direction for land use and development in the NE End of Ward 7. Small area plans supplement the Comprehensive Plan and shape budget decisions and agency investment priorities. They are also approved by the Council as legislation.⁴⁷ Twelve years later, many residents and community stakeholders believe that the 2008 plan is outdated and the plans have not come to fruition. Many residents and stakeholders believe a Small Area Plan is still one of the most promising ways to plan long-overdue investment.

Design an Implementation Plan for the Recommendations through a Coalition Driven by Community Organizations and Residents in the NE End of Ward 7. For each recommendation, advancing progress requires something slightly different. Some recommendations require further assessment of existing community programs to better understand the gaps (e.g. after-school youth programming) while others require enhancing capacity for action and ownership (e.g. building a food ecosystem). Some recommendations call for policy changes through legislation (e.g., TOPA for small businesses) while others can be achieved through partnerships with District agencies (e.g., ensuring accessibility of the area parks). Lastly, some changes are District-wide and thus require tapping into ongoing city-wide advocacy while others are specific to the neighborhoods in the NE End of Ward 7 and require targeted place-based interventions that are tailored to neighborhood conditions and needs.

To ensure that these recommendations move forward, community organizations and residents could build a coalition in the NE End of Ward 7, facilitated by a coordinating entity. This coalition would be open to the public, volunteer-based, and created to flesh out the recommendations further. This includes conducting additional research and working with lead entities and government agencies to ensure progress. The coalition and the coordinating entity could also decide when and what kind of technical assistance to bring in to help advance progress. The coordinating entity and the coalition responsible for overseeing this planning process must be adequately funded. The District could fund this coalition and coordinating entity through an RFP process.

Explore Partnerships with Anchor Institution(s) to Steward Resources. Across the country, health systems and educational institutions that are anchored in their community are making investments and exploring how to utilize their land, underutilized buildings, endowments, and community voice to improve neighborhood conditions. In partnership with DMPED, CNHED has developed the DC Community Anchor Partnership (DCAP), a collaborative of major health systems and educational institutions committed to leveraging their operations to advance equitable



Bon Secours Comprehensive Community Development Model in Baltimore, Maryland

In southwest Baltimore, the Bon Secours Health System established a comprehensive community development model in the 1990s.¹ As a result, the Health System developed a Community Investment Fund where unrestricted assets, combined with resources from other funders, are available for low-interest loans for affordable housing projects, community and child care centers, and workforce, educational, and economic development programs. Through a partnership with a local housing non-profit, additional community development needs of low-income and senior residents are met in affordable housing and health care.

assessment is in early stages. It is important that any assessment of anchor institutions explores not only their ability to leverage economic power and resources, but also assesses the institutions' track record in the community. This assessment should also include the potential for community anchor institutions, such as libraries, schools, and religious institutions, to play a role.



economic development in DC. The CCDM intended to assess the capacity for anchor institutions in DC, and the NE End of Ward 7 specifically, to provide capital, invest in intermediaries (such as CDFIs and local anchor institutions), donate land and buildings, and invest in loan and grant funds, based on local needs. Given the short supply of anchor institutions in the area, this





CREATIVE PLACEMAKING

At its best, creative placemaking empowers people to better the spaces and places around them through art. Through a competitive request for proposal process, CNHED selected Creative JunkFood to engage stakeholders and residents in the development, design and build-out of community-driven activations at three sites across the neighborhoods comprising the NE End of Ward 7. Creative JunkFood is a full-service arts production company that specializes in animation and video, branding, digital media, interactive installations, public art, and creative strategy. Creative JunkFood artists, Candice Taylor and Nabeeh Bilal, managed this project in collaboration with Sarah Cappel, Deborah Jones of the Ward 7 Business Partnership, and Tina Whitlow of The Whitlow Foundation.

A full report, with in-depth information on Creative JunkFood's process, from community engagement and site activation to installation, can be found at www.cnhed.org/.

The artist team engaged community members through outreach to community leaders and organizations, walking tours, a community-wide survey, and digital design feedback sessions. Based on this engagement, the Creative JunkFood team developed the concept "Ward 7 Speaks!"; this concept is intended to reflect the voices of residents speaking out about what they want and need in their communities and what resources exist to address these desires and needs. Using arts-driven installations, Creative JunkFood sought to provide information and resources that break down barriers between community members and decision makers. At three sites across the NE End of Ward 7, Creative JunkFood created murals, interactive signage and a custom website, www.ward7speaks.com, to connect residents with their power to make

sure their voices are heard. The three sites are Triangle Park (between Brooks and Blaine Street off Division Ave), Menick's Market (44th and Nannie Helen Burroughs Ave) and the State Farm building (47th and Sherrif Road).

PUBLIC LIFE STUDY

At the onset of the CCDM process, CNHED and OP set out to conduct a Public Life Study. OP describes public life as "the everyday activities that people naturally take part in when they spend time with each other outside their homes, workplaces, and cars." Through engagement with community members and youth, CNHED and OP intended to analyze observed public life and pedestrian activities across the NE End of Ward 7. Unfortunately, the District's public health emergency due to COVID-19 prevented our team from carrying out this

work safely during the engagement period. We look forward to revisiting this, as ensuring that shared public spaces are inclusive, accessible and delightful for residents of all ages is important to improving quality of life in the NE End of Ward 7 and DC.

"The greatest lesson we've learned through this work is that the people of Ward 7 are speaking up. It's time to listen, DC."

— Creative Junkfood artists, Candice Taylor and Nabeeh Bilal





-Part Four-

The Future of Lincoln Heights and Richardson Dwellings

The recommendations developed by the subcommittees are intended to improve the quality of life for all residents in the NE End of Ward 7. However, the redevelopment of Lincoln Heights and Richardson Dwellings under New Communities Initiative (NCI) presents additional opportunities and challenges for residents living at these sites. We assess the status of Lincoln Heights and Richardson Dwellings redevelopment, recent changes and resident’s perspectives on the future of redevelopment.

Four key principles guide redevelopment under the NCI:

- **One-for-One Replacement** of existing housing units to ensure that there was no net loss of affordable housing in these neighborhoods;
- **Mixed-Income Residential Development** to end the concentration of low-income housing;

- **Build First**, or the development of new housing before the demolition of existing distressed housing, to minimize involuntary displacement; and
- **Opportunity for Right to Stay / Right to Return** to ensure that current residents can remain in their neighborhoods by giving them priority for new units built to replace distressed housing.

In 2006, DMPED engaged Lincoln Heights and Richardson Dwellings residents in a planning process, which the DC Council later adopted. This plan, the Lincoln Heights/Richardson Dwellings New Community Revitalization Plan, included a human capital plan to meet the needs of current residents and a physical plan for the redevelopment of the two sites.⁴⁸ The physical plan for called for the demolition and one-for-one replacement of 630 housing units—440 units at Lincoln Heights and 190 units at Richardson Dwellings.⁴⁹ To date,

Table 5. Recently Completed, Under Construction and Proposed Developments with Off-Site Replacement Units for Lincoln Heights and Richardson Dwellings Residents

Off-Site, Build First Developments	# of Units	# of RUs	Status, Date
Marley Ridge/C Street, SE	9	9	Completed, 2008
The Nannie Helen at 4800	70	23	Completed, 2013
The Residence at Hayes	150	50	Completed, 2018
The Strand	86	28	Under Construction
Providence Place	93	35	Under Construction
*Deanwood Town Center	183	61	Planned

*No longer classified as an NCI offsite project
Various Sources: DCHA 20-Year Redevelopment Plan, 2016-2017 NCI Annual Report



the focus of NCI has been on the development of offsite properties, not on the redevelopment of Lincoln Heights and Richardson Dwellings.

REPLACEMENT UNITS

Since 2006, NCI and the DC Housing Authority (DCHA) have worked with developers to designate Replacement Units (RUs) for Lincoln Heights and Richardson Dwellings



residents at off-site developments. DCHA is using a phased redevelopment strategy, where development can take place on one portion of the site while residents continue to live on another. This strategy, known as “build first,” frees up space within the current housing sites to begin redevelopment, but also mitigates involuntary displacement from the neighborhood. These off-site, build first units are considered permanent replacements for public housing units. As shown in Table 5, approximately 206 “build first” replacement units have either been completed or are under construction or planned to date. The redevelopment of Lincoln Heights and Richardson Dwellings will also include a set number of on-site RUs. It is unclear how many RUs are needed at this time as several Lincoln Heights and Richardson Dwelling residents have moved to other properties or neighborhoods altogether and this information is not tracked by DCHA or DMPED.

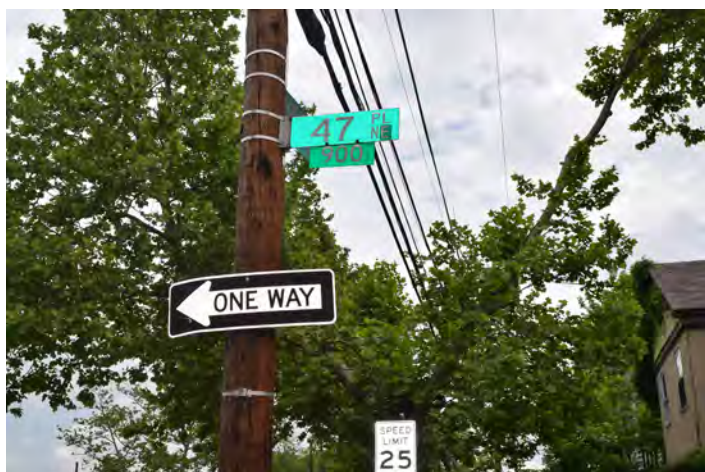
THE RIGHT TO RETURN

Part of the phased redevelopment strategy is determining which residents are eligible to move from Lincoln Heights and Richardson Dwellings into

RUs. DCHA uses priority phasing to determine which residents have first choice for moving into off-site RUs. This phasing is set on a property-by-property basis and is supposed to be set by residents with guidance from DCHA and NCI.⁵⁰ Of the NCI guiding principles, the right to return/right to stay has caused the most consternation among residents at Lincoln Heights and Richardson Dwellings. In 2016, the DCHA Board of Commissioners passed Resolution 16-06 that clarified policy for the right to return and relocation.⁵¹ It stated that all residents living on the property on or after the date that a developer is selected or on the date of any onsite demolition have the right to return. At Lincoln Heights, the first demolition occurred in August 2019, meaning residents living at the property as of this time have the right to return. No date exists for Richardson Dwellings currently, as no developer has been selected and there has been no onsite demolition.

The resolution also clarified when a resident’s right to return is satisfied (i.e., when it is considered fulfilled) and when it is not satisfied. A resident’s right to return is satisfied upon moving into an off-site or on-site RU, or until all phases of the planned redevelopment are complete. DCHA considers RUs permanent replacements for public housing units. As such, a resident who moved from Lincoln Heights to 5201 Hayes Street, for example, has satisfied their right to return and would no longer be prioritized for other onsite or offsite RUs. If a resident does choose to move from an RU, their ability to do so is subject to availability after other residents who have yet to satisfy their right to return have an opportunity to move into a new RU. However, residents do not lose their right to return if they decline to move into a RU. For





“There’s so much that could be changed, but it is hard to imagine it all. We can dream it, but that doesn’t mean it will happen.”

— Lincoln Heights resident

residents who want to remain on the property, their right to stay will be preserved as long as they do not move into a new RU before the redevelopment of Lincoln Heights or Richardson Dwellings. On the other hand, the right to return is not satisfied (i.e., not fulfilled) if residents move to a vacant unit within Lincoln Heights or Richardson Dwellings; move to another DCHA property; or use a housing voucher.⁵² The resolution also clarifies that residents are eligible for a new unit as long as they are eligible for public housing (i.e., the screening criteria is no more stringent) and that residents have a right to a unit that fits their family size (even if their family grows during the relocation period) at the time of return.⁵³

Some residents are either dissatisfied with the right to return policy or are unclear about the parameters. NCI Resident Council President Patricia Malloy indicated at a public hearing in front of the Zoning Commission for Providence Place in 2017 that residents have been told that they are unable to return to Lincoln Heights or Richardson Dwellings once they move into another unit, and that the right to return to the original site should be offered regardless of whether residents move into an offsite RU or not.⁵⁴ Service providers claim that there is a lack of clarity and communication to service providers and residents about the right to return.

LINCOLN HEIGHTS AND RICHARDSON DWELLINGS RESIDENTS

To better understand how residents living in Lincoln Heights and Richardson Dwellings view their housing and their neighborhood, CNHED and OP conducted interviews with eight residents on September 16th and 17th, 2020. Homes for Hope, a New Communities Initiative

service provider, facilitated the selection of residents. The residents interviewed ranged from 54 to 74 years old, were mostly women (7 out of 8), and had lived in Lincoln Heights or Richardson Dwellings from 6 years to 50 years. While these findings are not generalizable to all residents living in Lincoln Heights and Richardson Dwellings, they do echo the findings of the 2006 Lincoln Heights/ Richardson Dwellings NCI Master Plan and findings from an Urban Institute study of human capital needs of residents across the NCI sites.⁵⁵

LIVING IN LINCOLN HEIGHTS AND RICHARDSON DWELLINGS

Residents claimed that the main benefit of living in Lincoln Heights and Richardson Dwellings was the housing security and the sense of relief from not having to fear homelessness or worry about eviction when life circumstances change provided residents with an invaluable sense of relief. However, public safety concerns, the lack of engagement for youth, and challenges with the DCHA rental office had an outsized, negative impact on resident’s experiences.

Public Safety. Every resident spoke about the need to invest in improvements to public safety. Several residents discussed the dangers associated with being outside after dark, and acknowledged the reality that families are raising their children among heavy drug activity and shootings. Several residents felt the need to clarify that the individuals responsible for the loitering, shootings, and violence do not live in Lincoln Heights and Richardson Dwellings, but come to the sites to carry out these activities. The most common solutions proposed by residents were increased community police patrols and heightened security. As one resident of Lincoln Heights



said, “anywhere you go is not going to be perfect, but you should not be scared to go into your own hallway.”

Youth Engagement. All residents decried the lack of opportunities for youth at Lincoln Heights and Richardson Dwellings. Residents discussed the need for



additional after-school programming for youth (e.g., computer classes, cooking classes, swimming lessons, etc.). One resident identified the need for mentorship for boys aged

12 to 25 and classes or mentorship for young mothers who may not have guidance on how to raise their children. On increased investment in youth activities, one Richardson Dwellings resident who has lived on the property for close to fifty years said, children “need to know someone cares, but they are receiving no attention.”

DC Housing Authority Rental Office. Several residents identified challenges with the DCHA Rental Office. These residents detailed ways in which the rental office was not helpful in addressing their issues, whether those issues stemmed from the conditions in their unit that require maintenance (e.g., mold, leaks) to the need to right size the unit they live in. Residents claimed that in order for the rental office to take their issues seriously, they need to be forceful and that the issue needed to be beyond a critical threshold given the length of the waitlist for maintenance and repairs. In general, residents expressed resignation that things would change, “you can call 100 times and you still have the same problems.” Further, some residents felt that there was not enough communication coming from the rental office on replacement units and other NCI developments. Instead, residents rely on Homes for Hope, the NCI Resident Council, and conversations with neighbors for information.

NEW COMMUNITIES INITIATIVE AND RESIDENT'S FUTURE

We asked residents about their knowledge of and desire to move into replacement units, as well as their hopes for what their housing will look like in the next five years. While several residents articulated clear desires, there was an uncertainty over redevelopment and the fate of Richardson Dwellings and Lincoln Heights.

Replacement Units. There are several new and planned developments in the NE End of Ward 7 that are entirely or partially comprised of replacement units (RUs) for Lincoln Heights and Richardson Dwelling residents. While almost all residents were excited by the prospect of a new start, residents' interest in moving into RUs ranged from complete disinterest to excitement. Residents that expressed disinterest in moving to a RU did not view RUs as an upgrade relative to their current housing in terms of size, location, or housing preference. These residents found RUs to be too small, preferred to live in a house rather than an apartment, or did not find that RUs provided enough distance from the general chaos and public safety concerns of the current neighborhood. One resident was perplexed as to why RUs were built on “the edge of the street”, or in “the same neighborhood with the same problems.” Residents that expressed excitement at the prospect of living in a RU also expressed a desire to live in a safer and better maintained environment with amenities. These residents are on a list to move into RUs, which means they have completed the requisite financial class, have adequate credit, and are up to date with rental payments. RUs that matched these residents' needs and family size have not become available yet.

Rooted in Place. Residents preferences around remaining in the immediate neighborhood or even in Ward 7 varied. Most residents were indifferent about the location of their housing, as long as they were able to secure housing that met their criteria. For most residents we spoke with, these criteria included a sense of calm, stability, and less living on edge. However, some residents felt strongly about staying either at the housing site they were currently living at or staying in the immediate neighborhood. Others felt strongly about wanting to move out of the immediate neighborhood, West of the River, for a new start.



-Part Five-

Recent and Future Development in the NE End of Ward 7

The NE End of Ward 7 has seen a rise in residential development and capital improvement projects over the past decade. Some of this investment is tied to New Communities Initiative and efforts to redevelop Lincoln Heights and Richardson Dwellings into mixed-income, mixed-use neighborhoods. This includes reinvestment in the Deanwood Recreation Center and H.D. Woodson High School, and residential and mixed-use development projects with replacement units intended specifically for residents living in Lincoln Heights and Richardson Dwellings (e.g., 4800 Nannie Helen Burroughs, 5201 Hayes Street, the Strand, Providence Place). Increased development activity can also be attributed to the relocation of the Department of Employment Services (DOES) in 2009 to a property across from the Minnesota Avenue metro station.

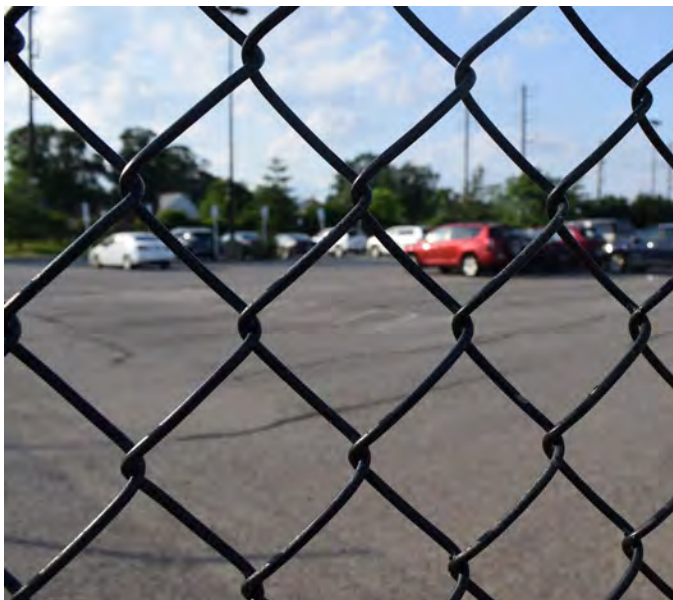
Increased interest in public and private investment in the NE End of Ward 7, combined with housing that is affordable relative to the rest of DC,⁵⁶ has heightened resident and developer interest in these neighborhoods. At the same time, investors looking to profit off foreclosures and home flipping have taken an active interest in the area. A lifelong Deanwood resident describes a familiar occurrence on their block and surrounding streets: residents whose homes were either built or purchased in the 1940s and 1950s and passed down to them by their parents or relatives are today aggressively targeted by flippers who send out mailings, birthday cards, and text messages.

To ensure that residents are protected from predatory and speculation-driven development, and that prosperity gained from increased investment flows to all residents,⁵⁷ we assess recent and future development and explore how residents and community leaders have been included in these efforts to date. CNHED also partnered with Marshall Heights Community Development Organization (MHCDO) to carry out discussions with developers building projects in the NE End of Ward 7 to better understand the unique opportunities and challenges when it comes to realizing improvements in Ward 7 neighborhoods.

Planned Unit Developments (PUDs) and Community Benefit Agreements (CBAs)

Table 6 details completed, under construction, planned residential and mixed-use development projects over the past decade in the NE End of Ward 7. Many large-scale, mixed-use developments in DC are built through Planned Unit Developments (PUDs). The NE End of Ward 7 area is no exception. Development projects in the NE End of Ward 7 that have utilized the PUD process include 4800 Nannie Helen Burroughs, 5201 Hayes Street, Providence Place, and The Strand. Future developments, such as Deanwood Town Center and Capitol Gateway Marketplace, are also being developed through the PUD process.

PUDs allow developers flexibility to go beyond what is allowed in a site's zoning regulations. Developers can increase the height or density of a building or change



the land use designation.⁵⁸ This could amount to building taller or denser buildings or building a commercial project in an area zoned strictly for residential use.⁵⁹ In exchange for this zoning flexibility, developers are required to provide meaningful community benefits to residents that are roughly equal to the zoning relief. We assess one of the key components of the PUD process for residents and developers—community benefit agreements (CBAs).

CBAs are contracts between developers and neighborhood-based entities (often Advisory Neighborhood Commissions, or ANCs, or civic associations) committing developers to fulfill specific obligations in connection with a project.⁶⁰ Developers are encouraged to work with community entities to settle on a host of benefits that roughly equal the value of the zoning relief. These benefits typically include affordable housing, streetscape improvements, transportation benefits, employment opportunity assurances, or environmental benefits. While CBAs are negotiated across the city, the Deanwood Citizens Association found that CBAs in Ward 7 yielded significantly less on average in monetary value to community organizations than CBAs in every other ward.⁶¹ This deserves further inspection as CBAs are one of the few points of leverage for residents in contributing in the decision-making that is reshaping their neighborhoods.

Looking across the CBAs associated with approved PUDs in the NE End of Ward 7, we see a set of standard benefits arise.⁶² This includes:

- **Affordable housing.** Nearly 100 percent of the new developments in the NE End of Ward 7 developed through the PUD process include housing that is affordable for residents earning below 60 percent Area Median Income (\$75,600 for a family of four).⁶³
- **Employment opportunities.**
 - ❖ Job fairs for current residents
 - ❖ Priority employment for DC residents for any new jobs created by financing (First Source Agreements with DOES)⁶⁴
 - ❖ An agreement to subcontract a certain percentage (Certified Business Enterprise agreement with DSLBD)⁶⁵
- **Environmental benefits.** Meeting the requirements of Enterprise Green Communities, an effort to align affordable housing development with environmentally responsive building practices⁶⁶
- **Community benefits.** Commercial space set aside for neighborhood-serving retail and Ward 7 businesses, and a community rooms available for public use
- **Historic preservation.** Preservation of significant historic and cultural landmarks.

Agreement on these benefits are often the result of long, drawn-out negotiations between community entities and developers, sometimes spanning several years. In final PUD agreements, benefits that community entities originally fought for may have been negotiated away or significantly watered down. An examination of earlier iterations of CBAs provides a clearer depiction of benefits community entities believe will deliver equity to their neighborhoods. Using earlier versions of CBAs for the Strand and Providence Place and a recent CBA negotiated with Neighborhood Development Company, additional benefits that community entities pushed for include:

- Providing a set amount of funds to neighborhood-based organizations (civic associations and local PTOs)



- Providing a set 30-51 percent of contracting opportunities associated with all aspects of development to community residents
- Providing equity and ownership where public land, funding, cultural assets or intellectual property was leveraged to create increased property values, land development and creative small business opportunities
- Working with neighborhood-based organizations to identify tenants for retail/commercial spaces in line with community's strategic growth plans, potentially through a community-based CDC or resident-owned retail co-op or firm
- A single point of contact for developer to provide monthly updates
- Minimizing noise and traffic congestion during construction
- Real estate development, construction, and environmental and geotechnical contracting and mentorship, including internships for local high school students throughout the course of construction and seminars for adults on various parts of the development process
- Establishing a fund from a portion of developer's management fee to help with homeownership for current tenants

The Potential of Community Benefits Agreements

CBAs can be a powerful tool for ensuring that community members have a seat to shape and share in the benefits of major development in DC.⁶⁷ However, there are many reasons why CBAs alone are often unable to ensure that new development leads to equitable outcomes for all residents. First, CBAs are only a required if developers choose to use the PUD process. If developers stay within the height, density and land use designations of a site, there is no requirement to obtain community input (known as by-right development). Second, even though CBAs are legally enforceable by Department of Consumer and Regulatory Affairs (DCRA) and the DC Office of Zoning (OZ),⁶⁸ there is no clear enforcement of benefits. To the extent that there is enforcement, it is incumbent on residents and community members and requires access to legal assistance. Further, none

of the benefits agreed to in the CBAs in the NE End of Ward 7 had associated timeframes or other metrics that could help hold developers accountable. Third, there are several design elements of development that may not be in the best interest of residents but are outside of the purview of a community benefit. For example, the Deanwood Citizens Association does not support the lack of family-sized units or the reduction of community-serving retail in Neighborhood Development Company's proposed design for 1100 Eastern Avenue mixed-use development.⁶⁹ The community has little leverage to influence this design element of the project.

It is worth considering certain improvements to the CBA process, including defining a baseline set of benefits that every PUD ought to contain.⁷⁰ Many of the community benefits detailed in the six approved PUDs in the NE End of Ward 7, such as meeting certain environmental standards and prioritizing local hiring, should be the expectation for any development receiving public subsidies because they protect and advance the welfare of residents.

MHDCO discussions with developers reflect a desire for standardized benefits and a streamlined process as well. Given the lack of standards regarding CBAs, developers must rely on land use counsel and other research for estimates of what is reasonable, with the understanding that each community and development is unique. Developers noted that inability to reach consensus on CBA implementation at the community level can make CBAs difficult to implement, especially since many development projects take many years to bring to fruition, and community representation may change during that time. Developers note that standardizing the requirements of a CBA, including who is responsible for implementation at the community level, would be helpful. Ideally, as the entities with legal standing, ANC's will help drive the negotiation process, but the ability of ANC's to do so varies by neighborhood. A standard CBA template would create a framework that the community and developer can start negotiations from. A developer also noted that moving forward with community benefit pledges or agreements, even when not required, can help build trust and buy-in from the community.



Developer Discussions: Changes to the Development Process that Benefit Developers and Residents

Developers identified several changes that would improve the development process from the developer's perspective. The main themes of these improvements focus on reducing ambiguity, reducing development time, and ensuring constructive community input for the development process. If implemented, these improvements would eliminate the greatest concern for developers: risk. These recommendations are:

- Fast track zoning process for projects that demonstrate significant community support
- Establish a much more rigid development review process with the Comprehensive Plan as the guide.
- Require all new development projects over a base size to go through site plan review and design review with public hearings at the Zoning Commission.
- Have mandated community-based programs with dedicated funding to counter budget cuts to fill gaps
- Include more robust enforcement of community hiring mandates.
- Provide dedicated funds and preferences for historic DC community-based organizations.
- Create incentives for creating development partnerships with local community organizations that have track records in the neighborhoods and the neighborhood's best interests in mind.



Table 6. Recently Completed, Under Construction and Planned Development in the NE End of Ward 7, 2010-Present Day

PROJECT	ADDRESS	DEVELOPER	MAJOR USE	RETAIL SQ. FT.	# OF UNITS	# OF RUS	STATUS	DATE
4427 HAYES STREET	4427 Hayes Street, NE	Blue Sky Development	Residential	--	26	9	Completed	2010
EDEN PLACE PHASE I	400-414 Eastern Ave, NE	UrbanMatters	Residential	--	29	--	Completed	2012
THE NANNIE HELEN AT 4800*	4800 Nannie Helen Burroughs Ave, NE	Northern Real Estate Ventures, A. Wash & Associates	Mixed-Use	5,600	70	23	Completed	2013
PARK7 APARTMENTS	4020 Minnesota Ave, NE	Donatelli Development	Residential	22,000	377	--	Completed	2014
ST. STEPHENS APARTMENTS	4000 Benning Road, NE	Warrenton Group, Pennrose Properties, Washington Metro CDC	Residential	--	71	--	Completed	2017
THE CONWAY CENTER	4430 Benning Road, NE	So Others Might Eat (SOME)	Residential	2,000	182	--	Completed	2018
RESIDENCE AT HAYES*	5201 Hayes Street, NE	Warrenton Group, Pennrose Properties	Residential	--	150	50	Completed	2018
THE SOLSTICE	3500 East Capitol Street, NE	MidAtlantic Realty Partners, Taylor Adams Associates	Mixed-Use	2,272	146	--	Completed	2019
PROVIDENCE PLACE*	601 50th Street, NE	Progressive National Baptist Church, AtlanticPacific Communities, UrbanMatters	Residential	--	93	35	Under Construction	2021
THE STRAND*	5119-5127 Nannie Helen Burroughs Ave, NE	Warrenton Group, Washington Metro CDC	Mixed-Use	6,900	86	28	Under Construction	2021
1100 EASTERN AVE	1100 Eastern Ave, NE	Neighborhood Development Company	Mixed-Use	5,500	56	--	Under Construction	2022

Notes: * indicates if a development utilized the PUD process.



Table 6. Recently Completed, Under Construction and Planned Development in the NE End of Ward 7, 2010-Present Day								
PROJECT	ADDRESS	DEVELOPER	MAJOR USE	RETAIL SQ. FT.	# OF UNITS	# OF RUS	STATUS	DATE
DEANWOOD TOWN CENTER*	5100 Nannie Helen Burroughs Ave, NE	Warrenton Group	Mixed-Use	15,900	183	61	Planned	2024
DEANWOOD METRO REDEVELOPMENT	4880 Minnesota Ave, NE		Mixed-Use	10,000	160		Pre-Planning	2025
CAPITOL GATEWAY MARKETPLACE*	5800 East Capitol Street, NE	A&R Development	Mixed-Use	167,000	288		Pre-Planning	
EAST RIVER PARK / NORTHEAST HEIGHTS	Benning Road and Minnesota Ave, NE	Cedar Realty Trust		62,000				
EDEN PLACE PHASE II	6100 Dix Street, NE	DMPED/A&R Development						

Notes: * indicates if a development utilized the PUD process.



Letter from the Director



The Comprehensive Community Development Model in Practice

As the District faces many challenges including racial injustice, a worldwide pandemic, and economic uncertainty, it has become even more urgent that communities and governments work together to support more equitable and vibrant outcomes, especially in our overlooked and underserved neighborhoods. To this end, the DC Office of Planning (OP) partnered with Ward 7 residents and stakeholders, along with the Coalition for Non-profit Housing and Economic Development (CNHED), and the Office of the Deputy Mayor for Planning and Economic Development (DMPED) to develop a Comprehensive Community Development Model (CCDM) for the neighborhoods of Deanwood, Lincoln Heights, Richardson Dwellings, Burrville and Capitol View. The CCDM, which is described in this report, is an important strategy for achieving racial justice and equity.

Our work on the CCDM, builds on our past and ongoing engagements in Deanwood, Lincoln Heights, Richardson Dwellings, Burrville and Capitol View. In 2006, DMPED, OP and the DC Housing Authority completed a master plan for the Lincoln Heights-Richardson Dwellings public housing properties. In 2008, OP completed the Deanwood/Great Streets – Nannie Helen Burroughs Ave. & Minnesota Ave Strategic Development Plan. Additionally, OP works with the greater Deanwood community to monitor and support implementation of planning recommendations such as redevelopment of the Deanwood Metro Station area.

For the CCDM, OP and CNHED issued a call for artists to activate locations in the community with art. A community-driven selection process resulted in three art installations completed in the study area, two of which are colorful murals that remain in the community. One of the murals, located on the side of a popular corner store, lifts up the slogan, “Ward 7 Speaks” which was coined by the residents of the CCDM study area, as a declaration of civic pride and a call to action.

As we move toward implementation, OP has identified tools that can be used to realize the outcomes envisioned in the CCDM:

Housing: OP will leverage the Housing Equity Report, to identify opportunities for housing development in this planning area, including homeownership opportunities for existing residents, as a pathway to long-term stability, wealth generation, asset development, and prosperity.

Land use: OP will encourage the community to engage in negotiations about the community benefits proffered in planned unit developments and identify locations to support new or enhanced retail activity.

Historic Preservation: The Historic Preservation Office (HPO), housed at OP, will use existing tools that support efforts to develop a tour or trail for area(s) neighborhoods listed in the CCDM. HPO staff will assist and engage the community as they collectively explore and create new goals for the preservation of their cultural resource. For example, existing walking trails or tours can be updated to include any new sites, platforms, or interpretations for the community to connect with the built neighborhood.

Letter from the Director

Food Access: The Food Policy Council, housed at OP, will work to expand healthy food access in the CCDM study area, and work toward increasing investment and support for Black and Latinx- led food businesses, organizations and entrepreneurs of color.

At OP we learned many valuable lessons from the CCDM strategy that will inform and shape our planning practice, especially around equity. We learned a new approach to partnering with residents and community stakeholders to co-design every aspect of the process from the scope of work through the community engagement process and to the final deliverables. We also observed that art improves resident engagement and even helped the team and residents remain connected through the unprecedented COVID-19 public health emergency.

OP truly appreciates the commitment and partnership with Ward 7 residents and stakeholders, as well as CNHED. We look forward to supporting the implementation of the CCDM strategy for Deanwood, Lincoln Heights, Richardson Dwellings, Burrville and Capitol View, and exploring ways to replicate the CCDM in other neighborhoods.

Sincerely,



Andrew Trueblood

Director, District of Columbia Office of Planning

Appendix

Prior Planning Efforts in the NE End of Ward 7

There have been several planning efforts and market studies focusing on the neighborhoods in the NE End of Ward 7 over the past fifteen years. While the purpose, process and scope of each of these planning efforts differ, the CCDM builds off these to ensure that this process reflects resident's vision over time. Together, these plans offer recommendations in areas such as housing and land use; transportation; economic development; workforce; education; public safety; youth investment; health; recreation; environment; and more. It is important to take into consideration past plans so that each effort does not become a one-time snapshot of resident's vision. Further, it is important to use the CCDM to reflect on the progress of past planning efforts. Together, these plans offer recommendations in areas such as housing and land use; transportation; economic development;

workforce; education; public safety; youth investment; health; recreation; environment; and more. While the purpose, process and scope of each of these planning efforts differ, it is important to take into consideration past plans so that each effort does not become a one-time snapshot of resident's vision. Further, it is important to use the CCDM to reflect on the progress of past planning efforts. Otherwise, there is a risk of continuously engaging residents about their vision for improvements without advancing the very recommendations that do just that. The CCDM acknowledges that despite the high volume of planning efforts, these plans by and large have not driven the kind of resident-led development and economic opportunity that have led to more equitable outcomes. Table X includes a table of past planning efforts, with accompanying information.

PLANNING EFFORT	TARGET AREA	OVERVIEW	COMMUNITY INPUT	AREAS OF FOCUS
Lincoln Heights & Richardson Dwellings New Communities Initiative Revitalization Plan (2006)	Lincoln Heights and Richardson Dwellings	Neighborhood planning process to develop recommendations for human capital and physical infrastructure investments	4-day community design charrette	Education attainment and job training; public safety; youth investment; health promotion and treatment opportunities; housing; commercial corridors; transportation
Deanwood Great Streets-Nannie Helen Burroughs Ave. & Minnesota Ave NE Strategic Development Plan (2008)	Deanwood	Implementation framework for public and private investment, leading to neighborhood stabilization and revitalization over a 10-year horizon	Steering committee of community reps and elected officials, 5 community meetings	Housing; worship; human capital needs; retail; workforce; education; recreation; neighborhood connectivity
WMATA-Deanwood Metro Station Access Improvement Study (2013)	Deanwood	Assessment of existing and future access needs of Deanwood metrorail station	Engaged community stakeholders and held community open houses	Accessibility of metro and bus stops by foot, bicycle, bus, taxi, private vehicles

Appendix

PLANNING EFFORT	TARGET AREA	OVERVIEW	COMMUNITY INPUT	AREAS OF FOCUS
JS&A- Deanwood Retail Market Analysis and Near-Term Enhancement Strategy (2017)	Deanwood	Understand needs of local business owners, what changes could help serve retail needs and attract new businesses	N/A	Technical assistance for existing and new businesses; retail space buildout; space activation or popup grant program
Ward 7 Economic Development Advisory Council Progress Report (2017)	Ward 7	Vision and strategies to deliver amenities, robust economic development, and expanded job opportunities to Ward 7 neighborhoods	Listening session with Ward 7 residents and stakeholders	Expanding tax base; employment & workforce development; transportation; workforce housing; mixed use development; small business support; image of Ward 7
Comprehensive Plan-Far Northeast/Southeast Area Element (Draft 2020)	Far Northeast/Southeast Area	General policies and actions to guide neighborhood conservation for the Far Northeast and Southeast	Four comprehensive plan workshops for residents	Land use and transportation; conserving and enhancing community resources; employment; education; housing and retail

¹ The 'NE End of Ward 7' is a shorthand to refer to the geographic area covered used throughout this report, not a rebranding of the neighborhoods in this area.

² Unless otherwise specified, all data presented in the Key Demographics section are based on U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates.

³ The median income for households in the NE End of Ward 7 was calculated by the Office of Planning using Pareto interpolation of census tract estimates, U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates.

⁴ DC Office of Planning analysis of current lot-by-lot property tax data, together with additional information on housing units, employment, District and federal land ownership, parks, roads, water bodies, etc.

⁵ The Deanwood History Committee, Washington, D.C.'s Deanwood. Arcadia Publishing, 2008, p. 7.

⁶ DC Historic Preservation Office, 2020 District of Columbia Historic Preservation Plan, (January 2018), <https://planning.dc.gov/sites/default/files/dc/sites/op/publication/attachments/2020%20DC%20Historic%20Preservation%20Plan.pdf>.

⁷ Deanwood History Committee, p. 7.

⁸ Ashanté M. Reese, *Black Food Geographies: Race, Self-Reliance and Food Access in Washington, D.C.*, (Chapel Hill: The University of North Carolina Press, 2019), p. 20.

⁹ Bowers Brown et al.; Deanwood History Committee, p. 23.

¹⁰ Korey Bowers Brown et al., *Self-Reliant People: Greater Deanwood Heritage Trail*. Cultural Tourism DC, 2009.

¹¹ Deanwood History Committee, p. 9.

¹² Kent Boese, "Lost Washington: Benning Race Track," Greater Greater Washington, January 25, 2010, <https://ggwash.org/view/4055/lost-washington-benning-race-track>.

¹³ Patsy M. Fletcher, Ward 7 Heritage Guide. DC Historic Preservation Office, 2013, https://planning.dc.gov/sites/default/files/dc/sites/op/release_content/attachments/Ward_7_Heritage_Guide.pdf

¹⁴ Bowers Brown et al.

¹⁵ Deanwood History Committee, p. 9.

¹⁶ Deanwood History Committee, p. 63.

¹⁷ Deanwood History Committee, p. 51.

¹⁸ Fletcher, Ward 7 Heritage Guide, p. 8.

¹⁹ Reese, *Black Food Geographies*, p. 25.

²⁰ Reese, *Black Food Geographies*, p. 26.

²¹ Deanwood History Committee, p. 51.

²² Reese, *Black Food Geographies*, p. 28-29.

²³ Reese, *Black Food Geographies*, p. 28-33.

²⁴ Bowers Brown et al., *Greater Deanwood Heritage Trail*.

²⁵ Reese, *Black Food Geographies*, p. 28.

²⁶ Fletcher, *Ward 7 Heritage Guide*, p. 9.

²⁷ Deanwood History Committee, p. 103.

²⁸ “Deanwood’s History: A Legacy of Pride”, Deanwood Citizens Association website, accessed August 14, 2020, <https://www.deanwoodcitizens.org/history-and-preservation>.

²⁹ *Memories of Capitol View*, Capitol View Civic Association History Committee, 2010. Unless otherwise specified, all information in this section is from this source.

³⁰ Fletcher, *Ward 7 Heritage Guide*, p. 10.

³¹ *Ward 7 Heritage Guide*, p. 10.

³² Deanwood History Committee, p. 81.

³³ Fletcher, *Ward 7 Heritage Guide*, p. 22.

³⁴ Deanwood History Committee, p. 81.

³⁵ Deanwood History Committee, p. 93.

³⁶ Reese, *Black Food Geographies*, p. 24.

³⁷ Mary Bogle, Somala Diby, and Mychal Cohen, *Equitable Development and Urban Park Space: Results and Insights from the First Two Years of Implementation of the Equitable Development Plan of DC’s 11th Street Bridge Park Project*, (Washington, DC: Urban Institute, 2019), p. 9.

³⁸ New Communities Initiative (NCI) Stakeholder Report 2016-2017, <https://dcnewcommunities.org/wp-content/uploads/2018/04/NCI-2016-AnnualReport-03.22.18-v3b-PREVIEW.pdf>, pg. 4.

³⁹ Bobby Boone, Founder and Chief Strategist of And Access, <https://andaccess.com/>, presented at the June monthly meeting.

⁴⁰ See DC Housing Finance Agency, Housing Investment Platform, for more details, <https://dchfa.org/developers/available-programs/hip/>.

⁴¹ Currently, there are only three limited equity co-operatives in the NE End of Ward 7, East Capitol Gardens, George Washington Carver Tenants Association, and The Pleasant Park Cooperative, [HousingInsights.org](https://housinginsights.org).

⁴² DC Office of Zoning, *Zoning Handbook*, accessed September 4, 2020, <https://handbook.dcoz.dc.gov/zones/production-distribution-and-repair/>.

⁴³ Currently under construction, Skyland Workforce Center provides workforce development programs in one location, from literacy and computer skills to career-focused job placement services, see <https://www.skylandworkforcecenter.org/>.

⁴⁴ Sarah Treuhaft, *Equitable Development: The Path to an All-In Pittsburgh*, (PolicyLink, Neighborhood Allies, Urban Innovation 21, 2016), https://www.policylink.org/sites/default/files/report_pittsburgh_FINAL_PDF_0.pdf.

⁴⁵ Since 2010, there have been several initiatives and programs to bridge access to high-quality Internet for DC residents. From providing free Internet through DC's community anchor institutions (e.g., schools, libraries, fire departments and pools) to promoting discounted home Internet to low-income residents, DC has made progress over time. Most recently, Mayor Bowser launched the \$3.3 million Internet for All Initiative to provide free internet access for up to 25,000 disconnected low-income students and families from DC Public Schools and public charter schools. But many of the District's programs only focus on public spaces or are funded through private efforts. See <https://mayor.dc.gov/release/mayor-bowser-announces-33-million-investment-provide-home-internet-low-income-dc-students>.

⁴⁶ ANC Internet Resolution

⁴⁷ DC Office of Planning, "Small Area Planning Information", November 26, 2010, <https://planning.dc.gov/sites/default/files/dc/sites/op/publication/attachments/Small%20Area%20Planning%20Process%20WebVersion%202010.pdf>.

⁴⁸ DC Office of Planning, *Lincoln Heights and Richardson Dwellings New Communities Initiative Revitalization Plan* (Washington, DC: DC Office of Planning, 2006), <https://dcnewcommunities.org/wp-content/uploads/2014/05/LH-Final-Plan.pdf>.

⁴⁹ DC Zoning Commission, "Public Hearing Case No. 17-19", May 7, 2018, p. 8

⁵⁰ Angie Rodgers, "Re: Supporting Information for Providence Place I, LP Planned Unit Development Application and Zoning Map Amendment", November 6, 2017, Office of the Deputy Mayor for Planning and Economic Development.

⁵¹ DC Housing Authority (DCHA), "Resolution 16-06 To Adopt Relocation and Re-Entry Policies for New Communities Initiative Developments," (Washington, DC: DCHA Board of Commissioners, in March 2016), http://www.dchousing.org/docs/res16_06.pdf.

⁵² New Communities Initiative service providers indicated that the only vouchers available to Lincoln Heights and Richardson Dwellings residents were for those with children under 6 experiencing dangerous levels of lead. Since this is a situation in which residents are relocated without choice for a health and safety concern, residents retain their right to return.

⁵³ NCI Stakeholder Report 2016-2017; DCHA, "Resolution 16-06"

⁵⁴ DC Zoning Commission, "Public Hearing Case No. 17-08 Providence Place I LP-Consolidated PUD & Related MAP @ Square 5194, Lot 84", October 19, 2017, p. 35-37.

⁵⁵ NCI Stakeholder Report 2016-2017, p. 24-26.

⁵⁶ The median home price in the NE End of Ward 7 ranges from \$233,000 to \$348,600, compared with \$568,400 in DC, based on U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates.

Notes

⁵⁷ Jimell Sanders, “Testimony of Ms. Jimell Sanders, Board Member, Deanwood Citizens Association”, Budget Oversight Hearing: Committee on Housing & Neighborhood Revitalization, June 8, 2020, https://397addf9-2191-4aee-815a-35a38174c1d7.usrfiles.com/ugd/397add_6355f84b80184947bbd24a010b2f2156.pdf.

⁵⁸ DC Office of Zoning, “Planned Unit Development,” accessed October 21, 2020, <https://dcoz.dc.gov/page/planned-unit-development>.

⁵⁹ Nick Burger, “Planned Unit Developments, explained”, *Greater Greater Washington*, November 14, 2016, <https://ggwash.org/view/43490/planned-unit-developments-are-a-big-part-of-building-in-dc-heres-an-explanation-of-what-those-are>.

⁶⁰ Jarriid Green, “Community Benefit Agreements,” The Next System Project, August 31, 2018, <https://thenextsystem.org/learn/stories/community-benefit-agreement>.

⁶¹ Jimell Sanders, Deanwood Citizens Association Testimony.

⁶² Nick Sementelli, *New database of D.C. Planned Unit Developments (PUDs)*, (D.C. Policy Center, December 2019), <https://www.dcpolicycenter.org/publications/pud-database-2010-2018/>.

⁶³ Residential units over the past decade are almost entirely affordable at or below 60% AMI

⁶⁴ Department of Employment Services, “First Source Program”, https://does.dc.gov/sites/default/files/dc/sites/does/page_content/attachments/First%20source%20program%20info_factsheet.pdf.

⁶⁵ Department of Small and Local Business Development, “Developer Project Compliance”, accessed October 28, 2020, <https://dslbd.dc.gov/service/developer-project-compliance>.

⁶⁶ Enterprise Community Partners, “2020 Enterprise Green Communities Criteria”, https://www.enterprisecommunity.org/sites/default/files/media-library/solutions-and-innovation/green/2020_Criteria_Ambassador_Brief.pdf.

⁶⁷ Partnership for Working Families and Community Benefits Law Center, Common Challenges in Negotiating Community Benefit Agreements and How to Avoid Them, January 2016, <https://www.forworkingfamilies.org/sites/default/files/publications/Effective%20CBAs.pdf>.

⁶⁸ <https://dcregs.dc.gov/Common/DCMR/SectionList.aspx?SectionId=37445>; <https://planning.dc.gov/sites/default/files/dc/sites/op/publication/attachments/PUD%20summary%20ZR16%20handout.pdf>

⁶⁹ Jimell Sanders, Deanwood Citizens Association Testimony.

⁷⁰ David Alpert, “Helping communities win better benefits agreements”, *Greater Greater Washington*, March 19, 2009, <https://ggwash.org/view/1322/helping-communities-win-better-benefits-agreements>. See also Sarah Treauhaft, p. 10.