



NEW YORK AVENUE NE VISION FRAMEWORK

NOVEMBER 2023

District of Columbia
Office of Planning



 GOVERNMENT OF THE
DISTRICT OF COLUMBIA
DC MURIEL BOWSER, MAYOR

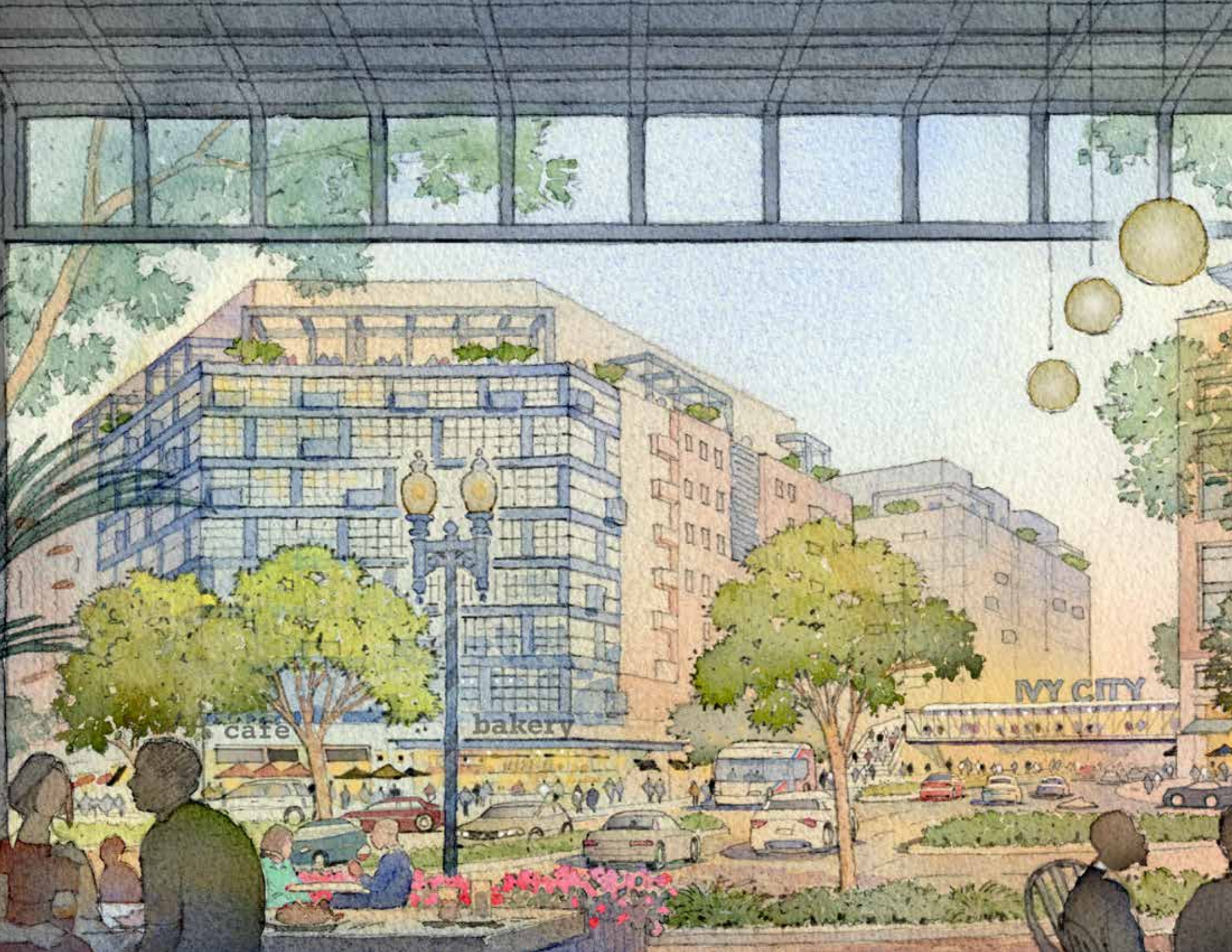


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Detached home with solar panels.





Rowhomes off
of the New York
Avenue NE corridor.

INTRODUCTION

The DC Office of Planning (OP) produced the *New York Avenue NE Vision Framework* to establish a shared vision and key actions to guide the corridor's transition from an industrial hub to a mixed-use community over the next twenty years.

The *Vision Framework* focuses on the blocks lining New York Avenue NE, which extends nearly three miles from Florida Avenue NE to South Dakota Avenue NE.

Figure 1 shows the focus area and broader study area.

The Vision Framework is guided by four goals:

1. Advance racial equity
2. Add affordable housing and good jobs
3. Increase resilience
4. Update the District's Production, Distribution, and Repair (PDR) land use policy

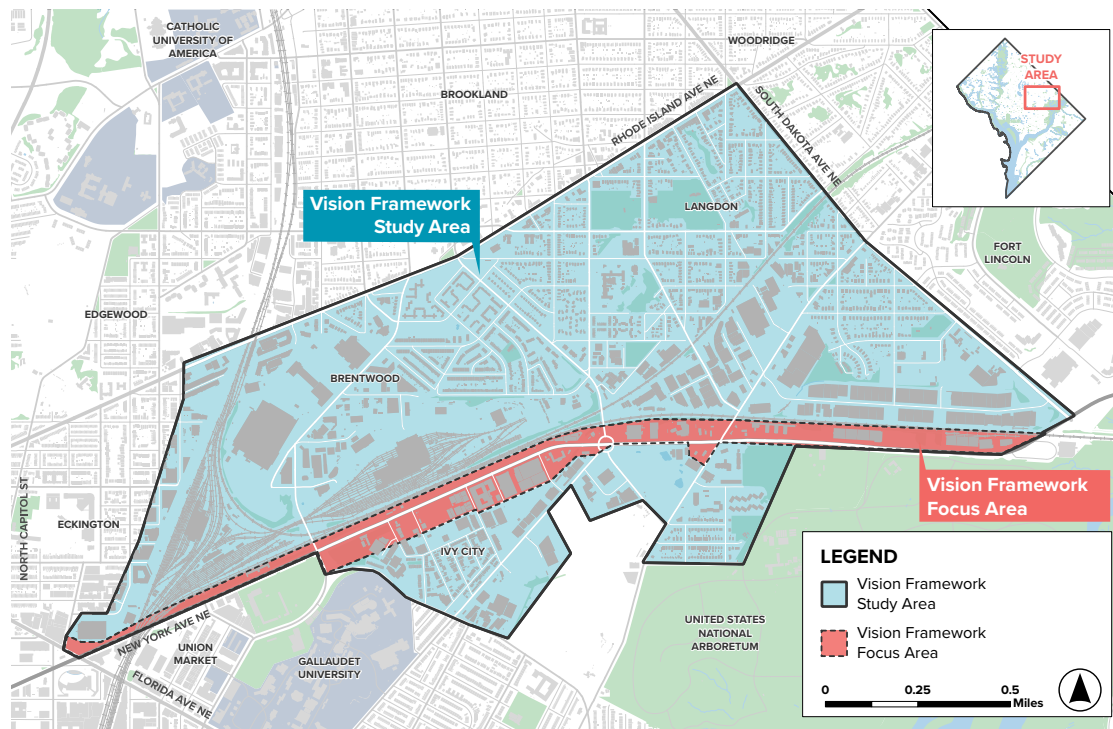
Vision

New York Avenue NE will be a mixed-use and mixed-income community where more than 20,000 people live. The corridor will include thousands of homes that will be affordable to people with low and moderate incomes. Many residents will live in sustainable apartment buildings that produce their own clean energy. New buildings will reflect the corridor's industrial history with designs that celebrate the corridor as a unique place in the District.

The corridor's retail will be anchored by businesses on Okie Street and in Montana Triangle. Residents will be able to access fresh food, health care, and childcare close to home. There will be great public spaces where residents gather for block parties and farmers markets. Sidewalks, plazas, and gathering places will be shaded by lush trees. New York Avenue NE will be connected by high-quality transit service and safe, comfortable spaces for people traveling on foot and by bike.

Figure 1: New York Avenue NE Study Area and Focus Area

Source: DC Office of Planning



This image shows New York Avenue NE at the 9th Street Bridge facing north in 1943.



Framework for Action

To realize this vision, the District will work with residents, business owners, and property owners to:

1. Produce and preserve housing to prevent displacement, maximize dedicated affordable housing, and keep rents low for all residents.
2. Increase resilience to sudden events, such as severe storms, and help residents overcome persistent stressors including high air temperatures.
3. Strengthen connections both within the study area and to jobs and services throughout the District.
4. Uplift the corridor's industrial legacy with shared spaces, human-centric urban design, and public art.





Community and Partner Input

This *Vision Framework* is shaped by community input from 13 engagement events with more than 500 participants. OP collected input from community members both in-person and virtually through community meetings, walking tours, and at other events that were community-led or held by partner agencies.

Community members shared that affordable housing, a healthy environment, better transportation options, and a distinct identity are all important. Community feedback emphasized concerns that vulnerable residents could be displaced and that more affordable housing is needed, especially for residents with lower incomes.

Community members imagined a future where New York Avenue NE is comfortable to cross and move along, is a great place to gather, and has beautifully landscaped public space shaded by a lush tree canopy.

Additionally, OP assembled a working group of staff from nine District agencies who provided input on their current and planned operations along the corridor, including public facilities and infrastructure.

OP conducted walking tours to listen and gather feedback from community stakeholders about their experiences with, and hopes for, the New York Avenue NE corridor.

The Study Area

The *Vision Framework* focuses on the blocks lining New York Avenue NE, which extends nearly three miles from Florida Avenue NE to South Dakota Avenue NE.

Today, this portion of New York Avenue is an urban highway lined with car-oriented uses including warehouses, parking lots, gas stations, fast food restaurants, and motels. Over the past ten years, the corridor's land uses started transitioning from manufacturing and distribution to housing and retail. In the future, this area will include a mix of high-density housing and ground floor businesses.

As part of the *Vision Framework*, OP is evaluating how land use changes along New York Avenue NE are likely to affect communities surrounding the corridor, including Ivy City, Arboretum, Brentwood, and Langdon. These communities are bound by Rhode Island Avenue NE, South Dakota Avenue NE, the National Arboretum, Mount Olivet Cemetery, and the industrial properties along Metro's Red Line corridor. These neighborhoods are shown in **Figure 1**.



Maker uses located in the study area.

Comprehensive Plan Guidance for New York Avenue

OP produced this *Vision Framework* to guide implementation of the 2021 *Comprehensive Plan Update*, which adopted new land use policies in this area. See **Figure 2**, which depicts the District's future land use policy for the corridor.

New York Avenue NE is defined in the District's *Comprehensive Plan* as a *Gateway Corridor* that should be celebrated as a place of significance, lined with interesting buildings and public spaces. These corridors also link adjacent neighborhoods through shared infrastructure.

The *Comprehensive Plan's Future Land Use Map* (FLUM) allows for High-Density Mixed-Use development including Production, Distribution, and Repair (PDR) uses. This category broadens the range of land uses on the corridor, which were previously limited to PDR.

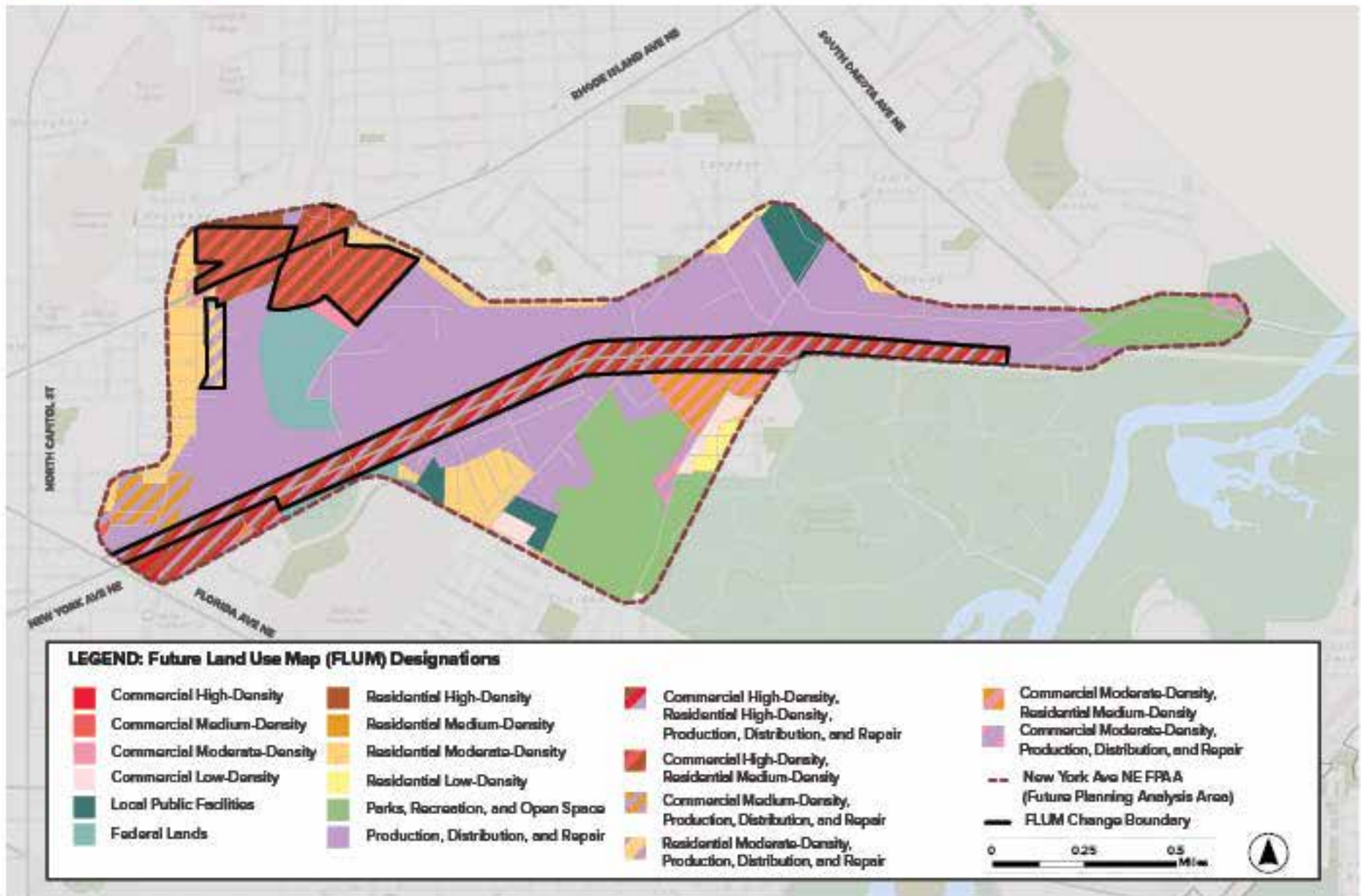
The High-Density Mixed-Use land use designation allows tall apartment and office buildings with ground floor commercial amenities to be constructed along New York Avenue NE as long as they include space for PDR uses that are compatible with residential uses.



Current condition on New York Avenue NE.

Figure 2: Comprehensive Plan Future Land Use Designations

Source: DC Office of Planning



OUTLOOK FOR NEW YORK AVENUE NE

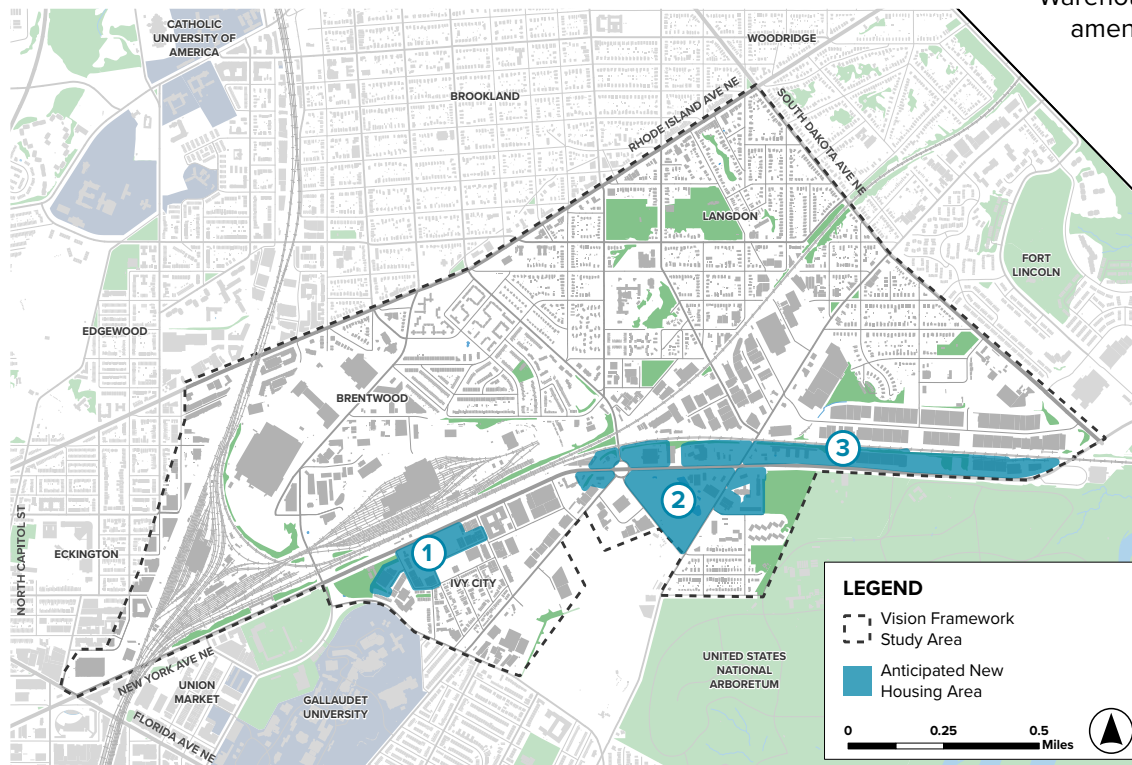
The study area has three areas where new housing is expected to be concentrated.

These areas are represented in **Figure 3**:

1. Ivy City
2. Montana Triangle
3. Gateway Warehouse Area

Figure 3. Areas Where New Housing is Anticipated

Source: DC Office of Planning



Ivy City is a neighborhood on the south side of New York Avenue NE. The Hecht Warehouse is in Ivy City and was the first new apartment building along this portion of New York Avenue in the last ten years. Over time, properties west of the Hecht Warehouse will likely be redeveloped as mixed-use apartment buildings.

The **Montana Triangle** is a large tract of land bound by New York Avenue NE, Montana Avenue NE, and Bladensburg Road NE. This site is being redeveloped as a mixed-use community that will include housing and retail. Once built, it will provide another community center. Over time, Montana Triangle will offer amenities and help prove the market's demand for housing that will encourage property owners of the gas station and aging hotels to redevelop their properties as apartments and mixed-use buildings.

The **Gateway Warehouse Area** located along the north side of New York Avenue NE, between Montana Avenue NE and South Dakota Avenue NE, will likely be redeveloped as housing once most sites in Ivy City and the Montana Triangle have been redeveloped. Currently, the Gateway Warehouse Area has less access to grocery stores and other amenities that support housing.

HISTORIC CONTEXT

New York Avenue NE is a relatively new section of road that opened between 1930 and 1954. Before this, the corridor was primarily used as a railway and lined by warehouses. Manufacturing businesses, such as feed dealers, brewers, and sculptors filled these warehouses.



New York Avenue NE between 16th Street NE and Montana Avenue facing west in the 1960s.



The Sunoco gas station on New York Avenue NE facing east in 1949.

Construction along the New York Avenue NE corridor in 2000.



Depiction of the Langdon Station on the Washington Branch rail line in 1890.



Traffic on New York Avenue NE west of the 9th Street Bridge facing north in 1940. Eckington and the railroad are shown in the background.

The first rail line to cross the area was the District's first railroad, the Baltimore & Ohio's (B&O) Washington Branch. The B&O Railroad opened that line in 1835, which connected Washington City to Baltimore, and followed West Virginia Avenue NE and proceeded parallel to Bladensburg Road.

Regular train service along the Washington Branch line spurred suburban development in the 1870s and 1880s. Ivy City, Langdon, and Woodridge each had their own stations, which supported their early growth. Notably, Ivy City was home to many Black families with members who worked on the railroad.

In 1873, the B&O opened the Metropolitan Branch rail line. The new line connected Washington with Point of Rocks, Maryland. The right-of-way crossed the western-most edge of the study area. Today, this rail corridor is still used by MARC, CSX, the Metro Red Line, and Metropolitan Branch Trail.

By the late nineteenth century, streetcars helped spur increased residential development in the area. Eventually, streetcars ran along Rhode Island Avenue NE and Bladensburg Road NE and streetcar suburbs grew adjacent to the lines. Like the earlier railroad communities, the streetcar suburbs' commercial development was centered on the streetcar stop and residential development radiated outward within walking distance.

In 1893, to increase safety, the District government passed a law requiring the B&O Railroad to eliminate all at-grade crossings within DC. As a result, the railroad rerouted the Washington Branch slightly northward with a similar alignment to today's rail lines. Following the realignment, the Ivy City train station was removed and, with no nearby streetcar lines, the area became isolated from the rest of the District.

CULTURAL CONTEXT

For 10,000 years, the area that would one day become the New York Avenue NE corridor was home to the Nacotchtank people. They lived in villages along both the Potomac and Anacostia Rivers and specialized in fishing. In addition, they harvested crops, such as corn, beans, and potatoes, grown in the area's fertile floodplain, and quarried stone for tools in nearby rocky valleys. The Nacotchtank were at the center of a wide trading network that extended across the present-day eastern United States, and that united a large Algonquian-speaking population. By the 1600s, European colonizers arrived in the region and proceeded to conquer and divide the lands of the Nacotchtank.

What would become the study area was eventually formed into Prince George's County in the Colony of Maryland, before becoming the District of Columbia after 1790. Many of the first European landowners of the area operated tobacco plantations that relied on enslaved labor. In the 1700s and 1800s, families like the Brents and Queens enslaved hundreds of Black laborers along the corridor. The identity of most of those enslaved individuals is now lost to history, however census records and other documents provide at least the first names of some who were enslaved by families like the Queens: Robert, John, Martin, Jesse, Eleanor, Gannard, Teresa, Antonio, Henne, and Benjamin.



Depiction of the Brentwood estate.



Brentwood rowhomes built in the 1940s.



Clark Mills Bronze Foundry off Bladensburg Road around the 1860s.

There was one enslaved laborer named Philip Reid at the Clark Mills Foundry, which was located near present-day New York Avenue NE. Ironically, Reid was one of the builders of the Statue of Freedom, which was created at the foundry, that now stands atop the US Capitol dome.

The legacy of enslaved people is not reflected along the corridor. The names of some streets in the area are named for enslavers, including Brentwood Parkway, Corcoran Street, Franklin Street, Lafayette Avenue, Mills Avenue, Queens Chapel Road, Randolph Place, and Washington Place.

URBAN DESIGN CONTEXT

Urban design focuses on how people experience the city through buildings, streets, sidewalks, parks, and plazas.

Today, New York Avenue NE's urban design emphasizes the experience of people who travel by cars and trucks. This design presents various challenges for pedestrians and also creates a confusing visual identity.

The sidewalks along New York Avenue NE are incomplete and provide little protection from traffic. The corridor also lacks shade-providing tree canopy.

Another challenge is that many properties have parking lots between the building and the street, which provides easy access for people who travel in vehicles to access these buildings but creates difficulties for pedestrians.

In other parts of the corridor, industrial buildings have loading docks at the front of the building. While this design provides direct access for delivery trucks, it is less safe for people who travel on foot, by bike, or wheelchair.

Together, these design elements create spaces that are uncomfortable for pedestrians who not only need to share areas with vehicles but also must walk longer distances to reach their destination.



Intersection of New York Avenue NE and 16th Street NE facing east. Driver access is prioritized to reach parking and businesses off of the corridor.



This image shows New York Avenue NE facing west. The sidewalk is narrow, close to fast-moving vehicle traffic on one side and flanked by a tall fence on the other side.



This image shows Montana Circle, located at the intersection of Montana Avenue NE and New York Avenue NE, facing east. The sidewalk is alongside fast-moving traffic and there is little tree canopy to provide shade.

Some of the corridor's most unique urban design elements are unused railroad facilities including a bridge over New York Avenue NE and tracks between New York Avenue NE and West Virginia Avenue NE. However, the facilities are underutilized and visually unappealing. It is unlikely that these railroad facilities will return to active service. In the future, these facilities can be reused to establish a distinctive identity and improve pedestrian and bicycle connectivity. The images at the bottom show how the railroad bridge looks today and what it could look like in the future.

As New York Avenue NE transitions from its industrial past to its mixed-use future, the corridor's urban design will evolve to focus on pedestrians. New mixed-use buildings will be much closer to the roadway and their entrances will be conveniently located for pedestrians. There will be shaded and landscaped areas along the front and sides of buildings where people will gather. Truck access will be located at the back of buildings along alleyways. New sidewalks will be constructed that are wider and separated from the roadway by street trees.

The District is also working to improve public space along the corridor. For example, the area where New York Avenue NE and Montana Avenue NE intersect is called Montana Circle. The roadways in this area retain part of the original traffic circle that extends the look and feel of historic Washington, DC to this corridor.

In the future, Montana Circle will be refreshed to make the area an enjoyable destination for people to visit and spend time, similar to other prominent circles in the District, such as Dupont Circle and Washington Circle.

The District is also planning to improve the sidewalks, tree canopy, and landscaping along the western portion of the corridor from Bladensburg Road to Florida Avenue.



An unused railroad bridge over New York Avenue NE as it appears today. Also shown, is the raised median that offers little refuge for people crossing the street.



Rendering of a pedestrian bridge made of a repurposed railroad bridge. This would make a pedestrian and bicycle connection across New York Avenue NE.

EQUITY ACROSS THE DISTRICT

The District is deeply committed to advancing racial equity, affordable housing, and resilience. These commitments are the foundation for changes along New York Avenue NE.

The planning approach for New York Avenue NE reflects the *Comprehensive Plan's* commitment to equity and racial justice. These commitments are influenced by social and structural determinants of health, which include education, employment, income, housing, transportation, food environment, outdoor environment, medical care, and community safety. The planning approach explores three key questions: How has the neighborhood changed? How will it continue to change, and for whom?

Equity in the Comprehensive Plan

The *Comprehensive Plan* is the District's policy document that guides land use planning to advance racial equity. The *Comprehensive Plan* states that “equity exists where all people share equal rights, access, choice, opportunities and outcomes, regardless of characteristics such as race, class, or gender.”

The *Comprehensive Plan's Framework Element* adds that “the District achieves racial equity when race no longer determines one's socioeconomic outcomes; when everyone has what they need to thrive, no matter where they live or their socioeconomic status; and when racial divides no longer exist between people of color and their white counterparts.”

OP's approach to the *New York Avenue NE Vision Framework* is informed by guidance from the District's Office of Racial Equity, which works with all District agencies to apply a racial equity lens to the government's work. This means that government agencies:

- Acknowledge the historical and structural factors that drive racial inequities (pages 10-11)
- Center the voices of residents who are Black, Indigenous, and People of Color (pages 5, 14, 15)
- Elevate solutions to people who have been harmed by institutional and structural racism (pages 21, 24, 29, 32)
- Analyze data in a way that recognizes that each person's identity has many parts including race, ethnicity, community, and gender. It is also important to make sustained investments to achieve racial equity (pages 13, 19, 22, 26, 30).



Typical rowhomes in the study area.

Demographics

The study area's population is roughly two percent of the District's total. Within the study area, 77% of the people are Black, 15% are white, and the remaining 8% are another race or have two or more racial identities. The study area has a higher percentage of Black residents compared to the District as a whole, where Black people represent about 46% of the District's population. **Figure 4** details this breakdown.

The median household income in the study area is about 42% lower than the District's median income. Within the study area, both Black and white households earn less on average compared to households Districtwide. However, the average white household in the study area earns more than the District's median income and the average Black household earns less than half of the District's median household income.

The data shows that Black households' median income began falling in 2019 and then rapidly decreased in 2020. This change reflects several factors, including population change where more Black households are leaving the study area and more white households are moving in, and job losses due to COVID-19, which affected Black residents more severely than white residents. **Figure 5** shows how Black and white household income has changed over time.

Employment

In 2020, there were approximately 13,250 jobs in the study area. Among these jobs, the largest concentrations are in service industries at 32%, followed by transportation industries at 30%, and retail trade industries at 12%. Among employed residents, 76% work in office jobs; 9% work in manufacturing, construction, or distribution; and 15% work in services, such as healthcare, security, and food service.

Major employment locations in the study area include the District's Department of Public Works (DPW) West Virginia Avenue Campus; railroad facilities operated by Amtrak, Metro, VRE, and MARC; construction companies including Fort Meyer Construction Corporation and Anchor Construction Corporation; and warehousing and distribution businesses including ProFish, DHL, and Capital Eagle.

Figure 4. Race & Ethnicity of Households within the New York Avenue NE Study Area

Source: US Census Bureau, ACS 5-Year Estimates (Table S2502) for DC census tracts 91.02 and 111.0, 2020.

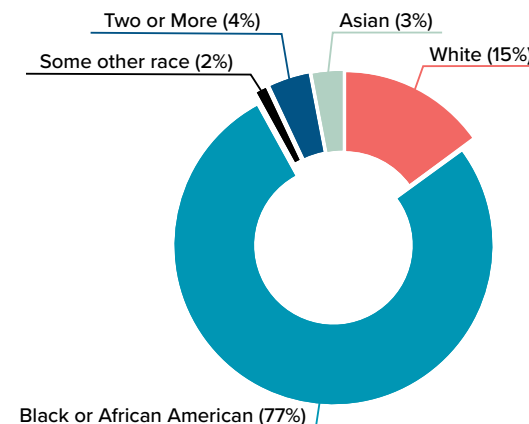
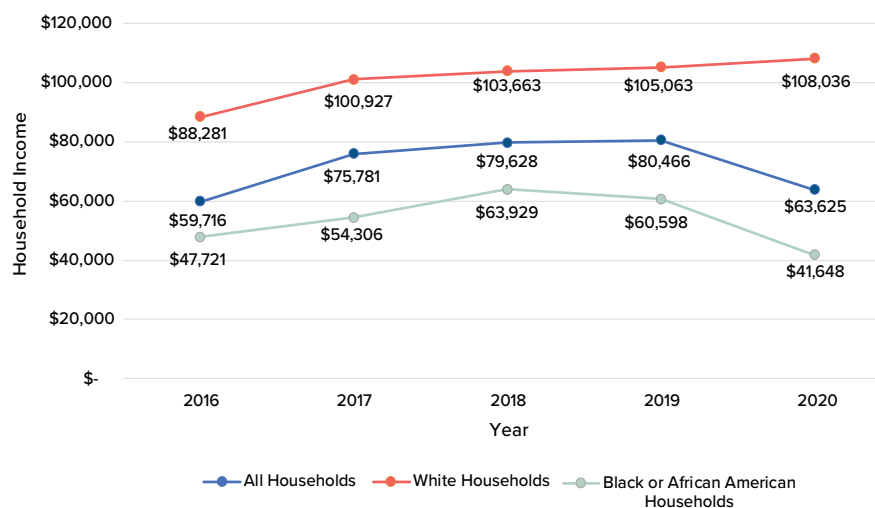


Figure 5. Median Household Income in the New York Avenue NE Study Area

Source: US Census Bureau, ACS 5-Year Estimates (Table S1903) for DC census tracts 91.02 and 111.0, 2020.



Note: Due to the small population size in this geography, the census does not provide consistent estimates for households that identify as American Indian and Alaska Native, Asian, Hispanic or Latino, or Native Hawaiian and Other Pacific Islander.

STAKEHOLDER ENGAGEMENT

The *Vision Framework* was developed with input from residents, small businesses, Advisory Neighborhood Commissions (ANCs), community-based organizations, and government agencies.

OP engaged with stakeholders both in-person and virtually in community meetings, walking tours, and at other events that were community-led or held by other agencies.

The purpose of the engagement activities was to listen and gather feedback from community stakeholders about their experiences along New York Avenue NE, hopes for the future, and concerns about the corridor. Each type of engagement took a different approach to make it easy for all people to participate in the planning process.



Walking tour participants and OP staff.

How Stakeholders Shaped This Framework

OP heard from stakeholders who experience the New York Avenue NE corridor in different ways. The experiences came from those who live, work and operate businesses along the corridor, and those who travel along the corridor to reach recreational and commercial destinations.

Over ten months, OP hosted large community events, organized guided walking tours, held pop-up events, and attended community-led events. OP also launched a project website to share information about upcoming outreach, serve as a resource for prior meetings and publications, and engage community stakeholders through a series of surveys.

OP used online surveys to understand who participated in the planning process, their preferences for how the future corridor could look, and to collect their input on the draft recommendations. Stakeholders also provided input through the project website, which included an open comment feature to gather general feedback about the corridor and ideas for its future.

OP hosted several guided walking tours in the summer of 2022 to listen to community stakeholder experiences and to learn about specific locations, opportunities, and concerns about future changes to the corridor. Each walking tour focused on a specific area: Ivy City, the 9th Street Bridge, and Montana Circle.

The Community Kickoff Meeting for the New York Avenue NE Vision Framework was hosted by OP in August 2022. OP hosted three more community meetings in September 2022, January 2023, and April 2023.

To reach more community stakeholders, OP attended ANC meetings, farmers markets, the Open Streets event for Ward 5 in August 2022, Ivy City Day in October 2022, and other community-led events. At these events, OP answered questions and community stakeholders shared their experiences to inform the *Vision Framework*.

Additionally, OP conducted stakeholder interviews to record perspectives from community stakeholders including ANCs, residents, business owners, and community groups. Participants were able to share their level of understanding of the project, concerns about the corridor, and what they believed should be prioritized within the *Vision Framework*.

Through the engagement process, key themes emerged. Residents expressed interest in housing affordability, the environment and resilience, the look and feel of the corridor, and transportation.

Residents prioritized affordable housing, especially for low-income households, and shared concerns about displacement as new developments are constructed. Community stakeholders also shared challenging experiences on New York Avenue NE related to extreme heat, the lack of shade, and vehicle exhaust.

Community stakeholders expressed ideas and hopes for a future corridor. Some ideas included where it would be comfortable to cross and move, where there could be places to gather, and where there could be planted areas and tree canopy to provide shade. Residents also communicated their hopes for more transportation options.

OP tracked feedback from community engagements and combined that input with information from other agencies and themes from data analysis. Input from community engagements shaped the *Vision Framework's* recommendations.

Interagency Working Group

OP assembled a working group with representatives from nine District agencies. During December 2022, OP also conducted a series of three focus groups with staff from those District agencies. Each focus group was organized around one of three themes: fleets and operations, civic facilities and services, and infrastructure.

District agencies shared that access to District facilities in the study area is challenging due to walkability barriers and limited transit service. Agency partners highlighted that electricity demand along the corridor will increase due to development and the District's fleet electrification plans, and how the District uses its properties along the corridor.

Strategies identified during interagency working group meetings are captured in this plan in the *Equity Across the District* and *Framework for Action* sections.

WHAT COMMUNITY MEMBERS ENVISION

"I want old buildings to get a new life and all areas to be a mixed-use."

"New York Ave's future will have green places to recreate and live, affordability and accessibility, great transportation options, thriving businesses, and focus on equity."

"I want the future New York Avenue to have more green space. Be a more inviting area for local residents and a destination for people who live in other parts of DC."

"Park spaces, increased tree canopy, raised crosswalks for pedestrian safety, protected walking and biking lanes, protect affordable housing for NY Avenue."

"Express bus lanes, protected bike lanes, reduced pollution, pedestrian pathways and inviting pedestrian areas, inclusive establishments and services that support the needs of current community members are my vision."

FRAMEWORK FOR ACTION

To realize this vision, the District will work with residents, business owners, and property owners to:

1. Produce and preserve housing to prevent displacement, maximize dedicated affordable housing, and to keep rents low for all residents.
2. Increase resilience to sudden events, such as severe storms, and help residents overcome persistent stressors including high air temperatures.
3. Strengthen connections both within the study area and to jobs and services throughout the District.
4. Uplift the corridor's industrial legacy with shared spaces, human-centric urban design, and public art.





1) PRODUCE AND PRESERVE HOUSING

Over the next twenty years, New York Avenue NE will be home to many more people with a range of incomes living in diverse communities. This section recommends actions that will help residents stay in their communities and benefit from the corridor's reinvestment. The recommendations also outline how the District will work with property owners to upgrade infrastructure and achieve the District's goal that one-third of all new housing is dedicated affordable.

These actions build on the District's suite of housing programs that help prevent homelessness and displacement, while increasing the supply of market-rate and dedicated affordable housing.

The District's *Inclusionary Zoning Plus* (IZ+) program is especially important for New York Avenue NE. Along this corridor, IZ+ requires 20% of all multi-family housing be set aside as dedicated affordable housing because zoning will change from a Production, Distribution, and Repair (PDR) zone to one that allows housing.

Additionally, the District's *Housing Production Trust Fund* (HPTF) provides critical financial support to increase the District's affordable housing supply. This fund helps the District produce and preserve affordable housing that is both rented and owned by residents.

The HPTF strengthens a host of local and federal housing programs. These include the federal *Low Income Housing Tax Credit* (LIHTC) Program, which funds most new dedicated affordable housing. This program also helps preserve housing constructed with these tax credits.

The District's *Local Rent Supplement Program* helps the most vulnerable residents pay for housing that meets their needs by capping housing costs at 30% of income. The District frequently combines these vouchers with dedicated affordable housing units produced with the HPTF and LIHTC programs to maximize the number of affordable housing units and reduce the cost of living in those units for as many residents as possible.

The District is also focused on making homeownership affordable to more residents through the *Black Homeownership Fund*, *Home Purchase Assistance Program*, and *DC Opens Doors*. Each of these programs provides funding to help residents overcome barriers to homeownership including down payments.



This image depicts how new apartment buildings could be constructed along New York Avenue NE. White buildings indicate new structures and gray indicate existing buildings.

What the Data Say

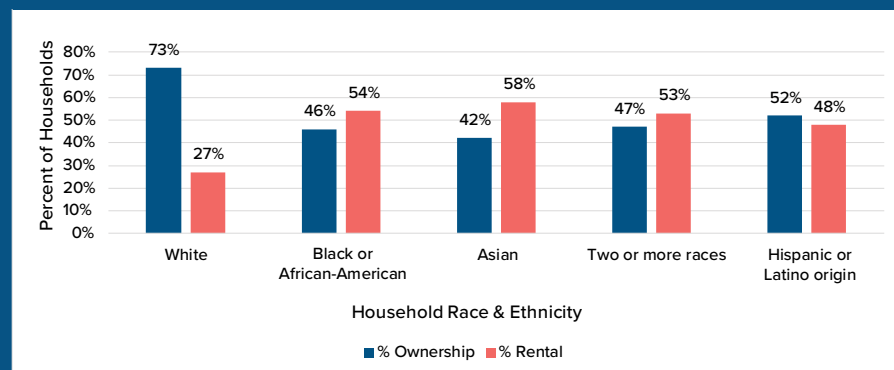
In the study area, approximately 60% of residents rent their housing and 40% own their housing. Among them, 73% of white residents own their housing compared to 46% of Black residents. **Figure 6** shows that white residents are much more likely to own their housing than Black, Asian, Latino, or people who identify with two or more races.

Home ownership is more accessible to residents with low-to-moderate incomes than in many other parts of the District. For example, two-bedroom townhomes are affordable to households earning about \$70,000 per year. Many other housing options are affordable to households making less than the region's median income of \$142,000.

Rental housing is also more affordable in the study area than many other parts of the District. In 2022, the average rent for an apartment in the study area was \$1,621 per month, which indicates that many apartments in the study area are affordable to households with low and moderate incomes of less than \$75,000 per year. However, newer market-rate apartments command significantly higher rents, averaging \$2,337 per month, which is affordable to middle income households making \$100,000 to \$115,000 per year.

Figure 6. Home Ownership Rates for Households in the New York Avenue NE Study Area by Race & Ethnicity

Source: Bureau, ACS 5-Year Estimates (Table S2502) for DC census tracts 91.02 and 111.0, 2020

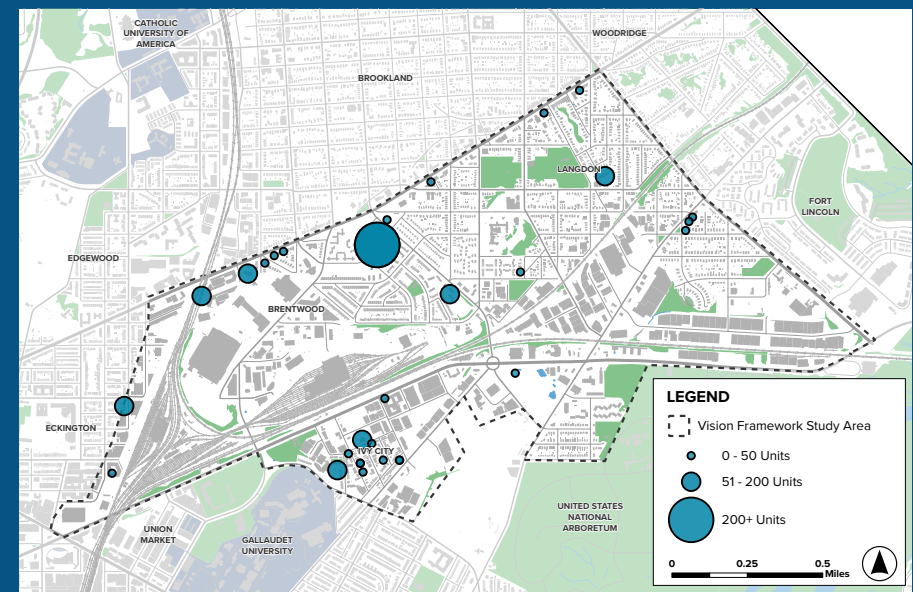


Affordable housing is a long-standing priority for the District. Currently, the study area has 776 dedicated affordable housing units that are supported by a wide range of programs including LIHTC, IZ, and housing vouchers. The affordability requirements for more than 80% of these units will expire within the next 10 years and the District is actively working to preserve these housing units as dedicated affordable housing. **Figure 7** shows where dedicated affordable housing units are located.

Many families with children live along the corridor. About one-third of all housing units in the study area are detached or semi-detached homes, and 40% of housing units have three or more bedrooms. Many homes within the study area, in both the ownership and rental housing markets, are more affordable than comparable housing across the District.

Figure 7. Dedicated Affordable Housing Locations

Source: Housinginsights.org, DMPED, DHCD, OP, March 2022.



What is Happening Now

Housing is one of the most important areas in which the *Comprehensive Plan* helps the District advance racial equity because it is the single largest expense for most households. Households with high housing costs struggle to save for emergencies and often skip essentials, such as meals and healthcare. To address these challenges, the *Comprehensive Plan* establishes land use policy to preserve existing affordable housing while producing the dedicated affordable and market rate housing needed by residents.

In 2019, Mayor Bowser released the District's *Housing Equity Report* to align *Comprehensive Plan* policy with the District's affordable housing initiatives. This report set targets for dedicated affordable housing and market-rate housing production in each of the *Comprehensive Plan*'s ten planning areas. These targets help the District add new residents to continue growing without displacing existing residents. The targets help the District to build enough housing to prevent competition from driving housing prices up for everyone. The planning area targets help the District empower residents of all incomes to choose where they live.

New York Avenue NE is in the *Upper Northeast Planning Area*. As of 2023, this planning area has 90% of the dedicated affordable housing units the *Housing Equity Report* calls for by 2025. It is important that more dedicated affordable housing is constructed in the long-term, while preserving the dedicated affordable housing that exists today. This ensures that enough housing is available to meet all residents' needs as the District grows.

Over the long-term, the *Comprehensive Plan*'s goal is that one-third of all new housing units across the District will be dedicated affordable. To achieve this goal, the District has developed an extensive suite of housing programs to prevent displacement, produce new dedicated affordable housing, and increase access to homeownership.



Recommended Actions to Produce and Preserve Housing

#	Recommendation	Timeline	Responsible Parties
1.1	Increase awareness of the District's anti-displacement programs by conducting outreach in communities along the New York Avenue NE corridor. This will help residents at risk of displacement gain access to housing they can afford.	0-3 years	DHCD, CBOs
1.2	Rezone properties along New York Avenue NE to mixed-use in alignment with the 2021 Comprehensive Plan Future Land Use Map (FLUM), which will require residential developments to meet minimum dedicated affordable housing standards of IZ +. New zoning will help achieve the District's affordable housing goals, and guide how PDR uses should be incorporated into mixed-use buildings.	0-3 years	OP, OZ
1.3	Support real estate projects that provide affordable rental and ownership housing opportunities through the Housing Production Trust Fund (HPTF) and Black Homeownership Fund. These programs help residents save for the future while empowering them to stay in their communities.	0-3 years	DHCD, DCHFA, DMPED
1.4	Expand opportunities for families to live along New York Avenue NE. Support the provision of 2- and 3-bedroom apartments in new buildings through zoning and/or the PUD process. Larger apartments should be located together with direct access to outdoor spaces when possible. These steps will help families renting their housing find more dedicated affordable and market-rate options.	0-3 years	OP
1.5	Evaluate public-private strategies to equitably fund infrastructure improvements to transportation, transit, drinking water, wastewater, clean energy, and public facilities to support the corridor's anticipated new housing and make infrastructure improvements accessible to all residents.	0-3 years	OP, DDOT, DOEE, DMPED, DMOI, DME, utilities, property owners

2) INCREASE RESILIENCE

Reinvestment in New York Avenue NE will make the area cooler, less likely to flood, and healthier for residents. The recommended actions in this section will help the District and its partners align economic development, workforce development, facility planning, and environmental protection.

What the Data Say

New York Avenue NE experiences some of the highest surface air temperatures in the District. High air temperatures can make many health conditions worse. This area is especially hot because there is less tree cover and more paving than other parts of the District. These conditions also contribute to localized flooding and worse air quality.

Figure 8 depicts surface air temperatures across the District. The coolest areas, such as Rock Creek Park, have the most tree cover while the hottest places, such as New York Avenue NE and downtown, have much less tree canopy.

Air quality across the District has improved significantly in the last two decades. However, New York Avenue NE still has air quality challenges because it is a major commuter corridor and truck route, home to a major rail yard, and a base of operations for many fleet vehicles. These uses generate higher emissions that can harm residents. The District is actively working to identify and mitigate these emissions.

Frequent minor flooding is a challenge in the study area because storm drains reach capacity very easily at high tide when their outlets to the Anacostia River are submerged. This kind of flooding is a risk factor for more serious events that are likely to occur as global climate change leads to more frequent and severe storms.

The study area includes 18% of the District's Brownfield sites, which are federally recognized sites that likely are contaminated by at least one hazardous substance. Additionally, the corridor has 36 sites where contamination is likely because of the type of current or past uses including gas stations and vehicle repair facilities.

What is Happening Now

The *Sustainable DC* and *Resilient DC* plans set goals to make DC the healthiest, greenest, most livable city while helping residents overcome shocks and stressors. Shocks are sudden events, such as a flood, that can immediately threaten residents' health and safety. Stressors are ongoing conditions, including food insecurity, that can make residents sick and vulnerable to other risk factors.

As the District implements the *Sustainable DC* plan, residents will see many improvements to their quality of life. Air quality will be improved through an accelerated transition to clean electric power for everything from cars to buildings. The District will add more trees and green space to reduce flood risks and reduce heat. Residents will have improved access to fresh food and other services to live healthier lives.

These actions build on District programs and policies from the *DC Comeback Plan*, *Sustainable DC*, *Resilient DC*, *Carbon Free DC*, *Clean Energy DC*, and the *Ready2Play Parks and Recreation Master Plan*.

Starting with human resilience, the *DC Comeback Plan* calls for every neighborhood to be opportunity-rich, which means that residents have access to the goods and services they need to thrive. Along New York Avenue NE, the District's *Great Streets* program and the *Food Access Fund* are two of the ways that the District can help empower residents.

Additionally, the District Department of Energy and the Environment (DOEE) is working with partners to build out a network of community resilience hubs that will help residents living along this corridor reduce chronic stressors and overcome shocks from major storms or other unexpected events.

These actions also strengthen environmental resilience. The District is a national leader in the fight against climate change. DOEE has implemented cutting-edge policies and regulations to improve air and water quality, reduce flooding, and cut greenhouse gas emissions that cause global warming.

Along New York Avenue NE, the District's regulations will require all new buildings to be net zero, meaning that they will be incredibly energy efficient while generating clean energy. As a result, there will be a lot less need for electricity from coal-fired power plants and buildings will no longer use fossil fuels, including natural gas, which will improve regional air quality.

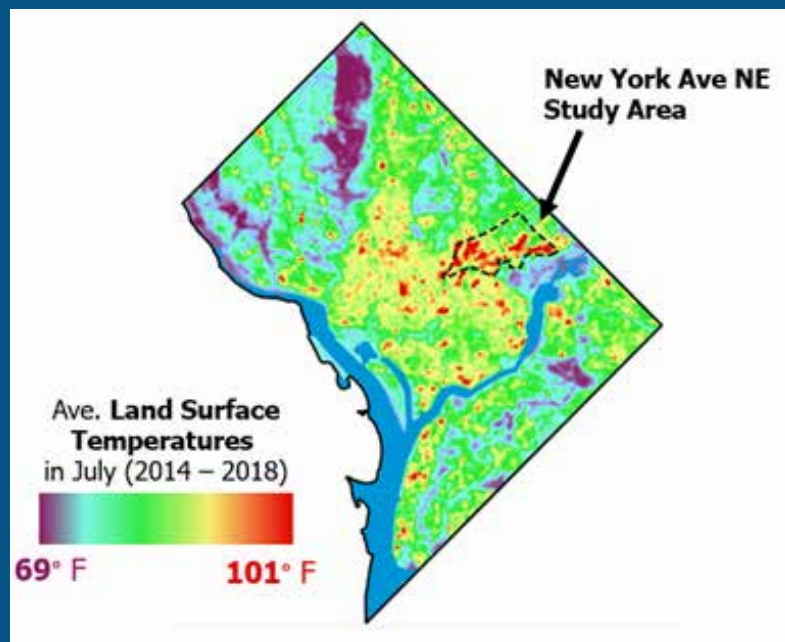
Another way the District will improve air quality along New York Avenue NE is accelerating electric vehicle use. The District has designated New York Avenue NE as part of a national network of roads designed to support electric vehicles. The District is deploying federal funding to install electric vehicle charging infrastructure that will encourage vehicle fleets based along the corridor to transition to electric vehicles in the coming years.

Together these actions will improve current and future residents' quality of life while making the community as resilient as possible to the growing likelihood of dangerous storms.

Resilient DC is focused on economic and population growth, climate change, and technological transformation. This policy document also focuses on individual resilience, acknowledging that the District can only become a more resilient city by addressing longstanding health and safety challenges.

Figure 8. Land Surface Temperatures in the New York Avenue NE Study Area

Source: DC Department of Energy & Environment, Open Data DC (2018)



DOEE developed *Clean Energy DC* and *Climate Ready DC* to overcome the most difficult challenges outlined in *Sustainable DC* and *Resilient DC*. *Clean Energy DC* is the District's approach to reducing greenhouse gases that cause climate change. Even with the District's efforts to reduce greenhouse gases in alignment with a global movement, our communities will still be harmed by rising temperatures. *Climate Ready DC* is the District's action plan to adapt to the changing climate, including preparations for more flooding and heat emergencies.

The District is implementing these plans through innovative regulations codified in the *Clean Energy Omnibus Act*. These include the District's *Green Building Act*, which requires new buildings to generate as much clean energy as they use while phasing out natural gas, which produces harmful emissions when used to heat homes and cook food.

DOEE is monitoring air quality along the corridor and working to reduce high air temperatures by coordinating with partners. For example, the District works with Casey Trees to increase the District's tree canopy, which makes our communities cooler while helping the natural environment absorb more stormwater. The District also coordinates with the DC Sustainable Energy Utility (DCSEU), which helps residents, businesses, and institutions save energy and money through energy efficiency and renewable energy programs.

Parks and recreation spaces also support resilience and improve racial equity outcomes. In December 2022, the Department of Parks and Recreation (DPR) released the first draft *Ready2Play* master plan, which will guide investments over the next twenty years. This plan calls for more park and recreation facilities in many parts of the study area. These facilities will help more residents get the exercise they need while increasing green space, which makes the area more resilient to climate change.

Recommended Actions to Increase Resilience

#	Recommendation	Timeline	Responsible Parties
2.1	Develop opportunity-rich neighborhoods where residents can access the goods and services they use most often in or near their community. The District will encourage businesses to apply for District grant programs, including Great Streets and the Food Access Fund. The District will also seek community-serving amenities through the PUD process.	0-3 years	DMPED, DSLBD
2.2	Prepare residents for good jobs by building awareness of workforce development opportunities, such as Career Coach DC and programs offered by the District of Columbia Sustainable Energy Utility (DCSEU), apprenticeship programs, and Career Pro DC to help residents with barriers to employment get jobs that provide living wages in industries such as food production, transportation, energy efficient building and construction, and renewable energy.	0-3 years	DOES, WIC, DCSEU
2.3	Implement renewable energy systems to reduce greenhouse gas emissions through the District's Green Building Act and Capital Improvement Plan. Use strategies, such as micro-grids and on-site energy generation, which enable new buildings to produce as much energy as they use. Pursue opportunities to partner with residents and businesses to increase access to clean energy.	0-10 years	DDOT, DOEE, DPW, DGS
2.4	Improve air quality by leveraging federal resources to construct electric vehicle charging infrastructure and by informing property owners about the District's requirements for all construction dust to be managed on site. Electric vehicle charging infrastructure will support increasing electric vehicle adoption by businesses and residents along the New York Avenue NE Corridor.	3-10 years	DDOT, DOEE
2.5	Support public spaces around new buildings that are welcoming for everyone, including nearby residents. Through public space permitting, capital budgeting, and PUD processes, OP will support spaces that are physically accessible and include public restrooms. Public spaces will not include elements such as light and sound that are designed to deter use by vulnerable populations.	0-3 years	OP, DDOT
2.6	Identify opportunities to add and improve park and recreation space in alignment with the DPR Ready2Play master plan. Ready2Play calls for more parks opportunities and recreation programming in the communities along New York Avenue NE.	0-10 years	DPR
2.7	Explore development of a community resilience hub through the Ivy City Small Area Plan. A resilience hub offers regularly scheduled programming and resources that help residents prepare for shocks, such as a significant storm, and stressors, including food insecurity. A resilience hub may be located in a facility owned by the government or a private group, such as a place of worship.	3-10 years	DOEE
2.8	Maximize the tree canopy and green space by seeking opportunities to add landscaped areas when the District or a property owner reconstructs the streetscape. Increasing trees and green space will help reduce surface air temperatures and improve air quality.	0-3 years	DDOT, DOEE, property owners



3) STRENGTHEN CONNECTIONS

In the coming years, it will be easier for all people to travel to, from, and within the New York Avenue NE corridor. These improvements will provide residents of nearby communities better access to jobs, healthcare, and other services throughout the District. Recommended actions in this section will guide the District as it works with transit operators, highlight opportunities for the District and property owners to collaborate, and identify strategies that property owners should consider.

These actions build on *MoveDC*, the District's long-range transportation plan. This plan calls for improved transportation options along the New York Avenue NE corridor while improving safety for all travelers. In the coming years, the District will expand the study area's transit service operated by the Metro and DC Neighborhood Connect, a shared-ride shuttle service operated by the District's Department of For-Hire Vehicles.

MoveDC calls for new transit service along New York Avenue NE. New service will be added once enough residents live along the corridor to support a new connection. In the short-term, the District is working with Metro to improve and expand existing service on existing bus routes through its *Better Bus Initiative*.

Through this *Vision Framework*, the District will build on these efforts and work with property owners to add sidewalks where they do not exist today and make new connections that will help residents cross busy roads and move safely around the community.

What the Data Say

New York Avenue NE is one of the busiest roadways in the District, serving as a key freight and commuting corridor. It has direct access to downtown, including connections to I-395 and the Baltimore-Washington Parkway.

On a typical day, the busiest portion of New York Avenue NE carries nearly 74,000 vehicles including a high percentage of heavy trucks. Over the next twenty years, the District's freight traffic is forecast to grow by 74% as demand for e-commerce deliveries increases. As freight trips across the District increase, the number of freight trips along New York Avenue NE are likely to increase because the corridor is one of the leading ways freight enters the District.

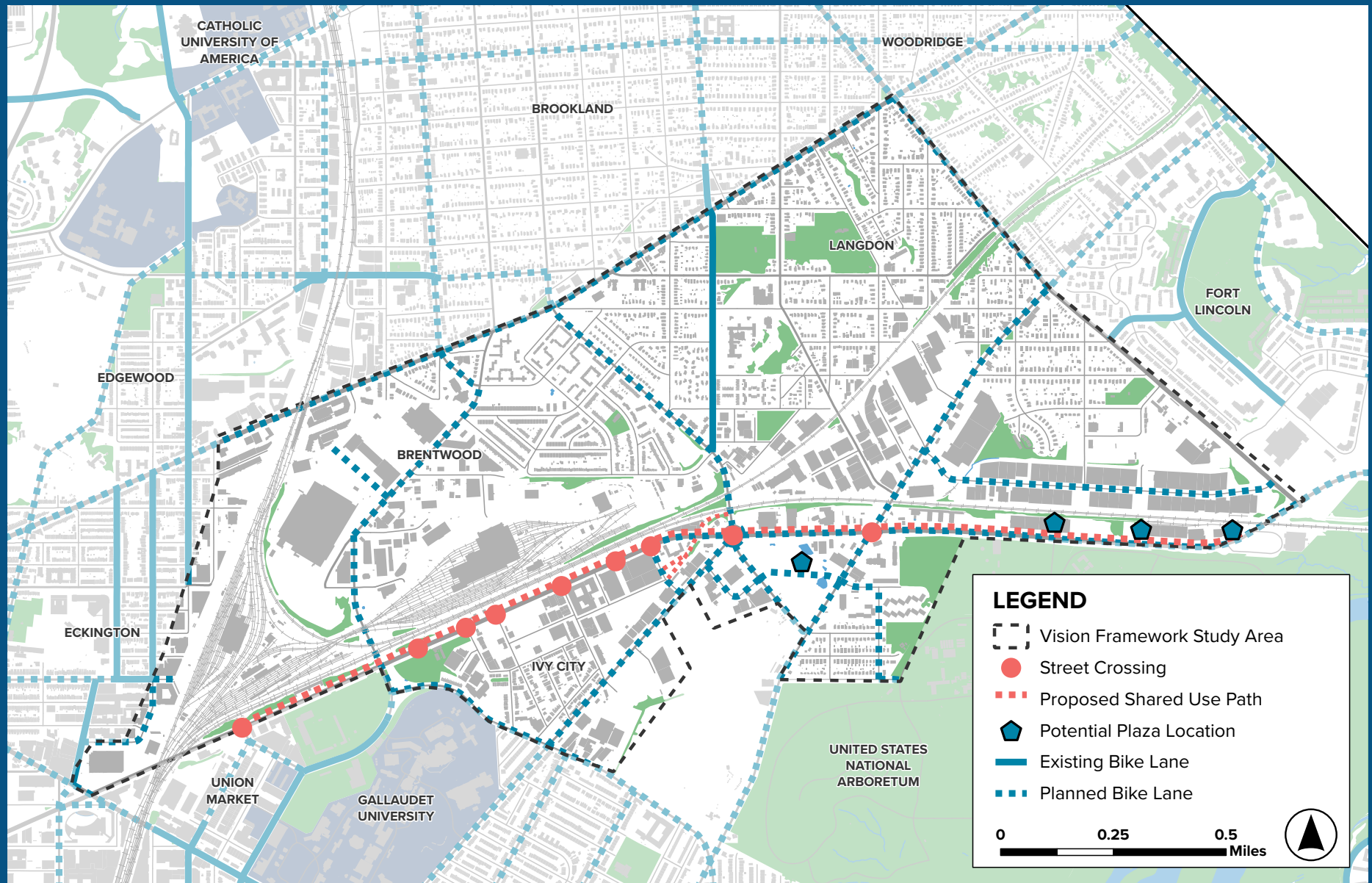
In the primary study area, 53% of workers commute to work by car, closely followed by public transportation at 30%. The rate of commuting by car is much higher than the District average in 2020 of 37%. Currently, there is no bus service along New York Avenue NE and the routes that do serve the study area have indirect connections to Metro stations and major employment areas. It is likely that more residents will travel by bus and bike in the future after planned transportation facilities are constructed.

Among major roads in the District, New York Avenue NE is one of the most difficult places for pedestrians to travel due to missing sidewalks, large intersections, inconvenient crosswalks, a disconnected street grid, and limited building access. Still, eight percent of workers walk to work, and one percent of workers commute by bicycle. The study area has limited bicycle facilities, and in many cases these facilities do not provide convenient access to major travel destinations, such as downtown. **Figure 9** shows how the barriers make it difficult for residents to access locations along New York Avenue NE on foot.

Figure 9 also shows how the railroad bridge crossing New York Avenue NE would form strong connections for people who do not travel by car. Links between existing and proposed sidewalks, plazas, and gathering places would also create strong connections for people not traveling by car. Plazas and gathering places also create moments to rest and enjoy public space along the corridor.

Figure 9: Mobility Diagram

Source: District Department of Transportation



What is Happening Now

Transportation is another key to building an equitable city. *MoveDC*, the District's long-range transportation plan, will make the District's transportation network safer, cleaner, and more equitable, while increasing residents' ability to travel quickly and reliably using a wide range of modes.

MoveDC outlines priorities for roadways and other transit facilities to maximize the ability to travel by walking, riding a bike, riding transit, and driving a car while also considering how freight and trains should move through the District. To achieve its goals, *MoveDC* uses 18 policies to guide transportation investments. The policies include improving bus efficiency, creating people-focused public space, and combating climate change.

To improve safety, *MoveDC* centers *Vision Zero*'s goal that no pedestrians, bicyclists, or motorists are killed or seriously injured on the District's roadways. Through *Vision Zero*, the District is redesigning dangerous intersections to make them safe for all users, reducing vehicle speeds to prevent crashes that can hurt people, and increasing traffic law enforcement to normalize safe driving. The District is also working to make New York Avenue NE a more enjoyable place to walk, bike, and roll and is building a dedicated trail for pedestrians and bicyclists.

To advance equity, the District Department of Transportation (DDOT) evaluated transportation needs and disparities across the District. They evaluated how easily residents can access transit service by bus and train, how many jobs residents can access, and how safe travel is across the District.

The District is also working to make sure every resident lives in an opportunity-rich neighborhood. This means that in addition to affordable housing and transit access, residents will also live near a grocery store and have access to childcare, among the other goods and services residents need on a daily basis. One of the ways the District helps achieve these outcomes is through targeted investments from programs including *Great Streets* and the *Fresh Food Fund*, which help local businesses meet residents' needs.

WMATA is working on improvements to Metrobus for the region through its *Better Bus Initiative*. Through this initiative, WMATA is reviewing current bus service and creating a bus network that is faster, frequent, reliable, and easier to understand. The *Better Bus Initiative* is an opportunity to improve mobility on the New York Avenue NE corridor.



Recommended Actions to Strengthen Connections

#	Recommendation	Timeline	Responsible Parties
3.1	Coordinate with WMATA to enhance transit service in the communities along New York Avenue NE through the Better Bus initiative. This initiative is an opportunity to make improvements to mobility along the corridor by improving the efficiency of existing service on Bladensburg Road NE, West Virginia Avenue NE, and Mt Olivet Road NE.	0-3 years	WMATA, DDOT, OP
3.2	Explore opportunities to reuse the abandoned railroad bridge across New York Avenue NE and adjoining railroad tracks for recreation and mobility through a public, private, or public-private partnership. Reusing this infrastructure is an opportunity to connect communities along the corridor and add recreation space.	10-20 years	OP, DDOT, DPR, Property Owners
3.3	Require property owners along New York Avenue NE to improve or add sidewalks when redeveloping a property. Additionally, seek opportunities in coordination with DDOT to upgrade these sidewalks to shared-use paths that accommodate bicycles. These improvements will make it safe and convenient for people to travel to the area by transit, bike and as pedestrians.	0-10 years	DDOT, OP
3.4	Include short- and long-term bicycle parking that exceeds the District's minimum requirements in public spaces and buildings. Additionally, pursue opportunities for property owners to support new Capital Bikeshare dock locations and e-bike storage through the PUD process. Providing more bike parking will help people who travel by bicycle access the New York Avenue NE corridor.	0-3 years	OP, DDOT, Property Owners

4) UPLIFT THE CORRIDOR'S INDUSTRIAL LEGACY

In the coming years, new buildings will line New York Avenue NE and form a welcoming gateway into the District. The recommended actions in this section outline how the District, community members, and property owners will work together to retain the corridor's unique visual identity while creating new uses and spaces for all residents.

These actions build on the *Comprehensive Plan's Urban Design Element*, which identifies New York Avenue NE as a gateway corridor. This element guides the shape and form of new buildings and the design and functions of public spaces.

The District's Commission on the Arts and Humanities offers grant funding to create and install public artworks, such as the sculptures on the New York Avenue bridge crossing the Union Station rail yard. Additionally, the District's Commemorative Works Committee helps to create artworks and memorials that celebrate locally significant people and events.

Today, the buildings along New York Avenue NE are a mix of older industrial buildings originally served by railroads and newer car-oriented buildings, such as motels, gas stations, and fast-food restaurants. Over the coming decades, as the corridor transitions to a mixed-use community, many of these buildings will be redeveloped.

What the Data Say

OP conducted surveys throughout the planning process. Community members responded that the corridor's industrial look and feel are important to retain as new buildings are constructed. Ivy City's long history as a manufacturing and warehousing hub has given the community a unique visual identity that many residents want to see emphasized as the corridor redevelops.

Residents shared a preference for spaces that blend paved plazas with park-like settings that have more vegetation. These spaces are best located between buildings where they will be protected from roadway noise from the thousands of vehicles traveling along New York Avenue NE every day.

The railroads along the corridor are one of its defining elements. Some legacy railroad infrastructure can be repurposed to better serve residents.

What is Happening Now

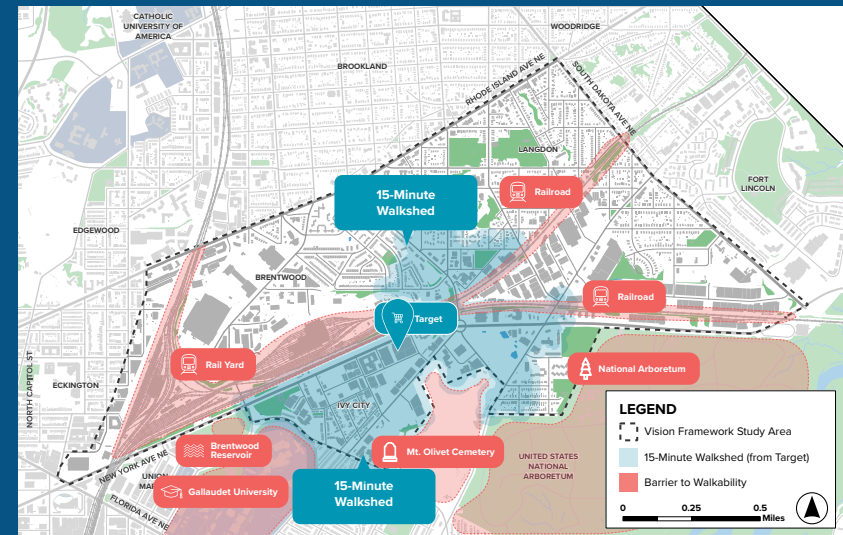
Today, an unused railroad bridge crosses New York Avenue NE and connects to unused railroad tracks in Ivy City. In the future, this infrastructure can be reused to make a safe, comfortable bridge across the corridor.

The railroad bridge is an opportunity to forge a seamless connection for people to walk, bike, and roll across New York Avenue NE. Making this connection will enable people to easily travel from the shops, restaurants, and businesses on Okie Street NE and Montana Triangle. Reusing this legacy infrastructure to serve the people who live nearby would be a powerful tool to make New York Avenue NE a great place to live.

While there are opportunities to create better connections on the corridor in the future, current access is limited. **Figure 10** shows that pedestrians have good access to locations in Ivy City and limited access to other areas surrounding the corridor because numerous barriers make it difficult to travel in this area. Barriers include railroad facilities and fenced off areas of the nearby cemetery and the National Arboretum.

Figure 10. Pedestrian Access

Source: Remix and Office of Planning Analysis





Rendering of Ivy City pedestrian bridge crossing New York Avenue NE facing east. The bridge is constructed out of a reused railroad bridge, preserving its industrial architecture and creating a safer pedestrian crossing.

Recommended Actions to Uplift the Corridor's Industrial Legacy

#	Recommendation	Timeline	Responsible Parties
4.1	Celebrate New York Avenue NE as a gateway through public art and urban design. Building height should be concentrated along New York Avenue NE, and key features, such as entrances and plazas, should be located at major intersections. Public art, funded by property owners and District grants, should be used to elevate the culture and heritage of communities along the corridor in alignment with the District's Commemorative Works Program.	0-3 years	OP, CAH
4.2	Uplift the corridor's unique visual identity connected to its history of industrial uses. Property owners should adaptively reuse industrial buildings, use industrial building design elements, and avoid monolithic building footprints that occupy an entire block.	0-3 years	Property owners
4.3	Strengthen and establish public gathering places along the corridor by working with property owners along Okie Street NE, in the Montana Triangle, and on the north side of New York Avenue NE. OP will work with property owners through the public space and PUD processes to ensure public spaces are well-designed, well-lit, and accessible. These public gathering places should also be designed and programmed to meet community needs, such as farmers markets.	0-10 years	OP, Property owners
4.4	Strengthen the corridor's commercial identity through a management organization, such as a Business Improvement District, Main Street, or merchant's association.	10-20 years	OP, Property Owners
4.5	Explore opportunities to commemorate the enslaved people who lived along the New York Avenue NE.	0-10 years	CAH, HPO, Property Owners

CALL TO ACTION

This section outlines how residents, ANCs, advocacy organizations, property owners, and the government can work together to make the redevelopment of New York Avenue NE equitable, affordable, and resilient.



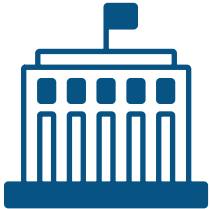
For residents

Share your support for the programs that will fulfill this vision, including new and improved bus service, upgraded pedestrian and bicycle facilities, air quality improvement, and affordable housing by talking with your neighbors and elected officials.



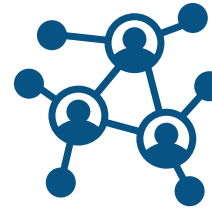
For property owners

Individual property owners are critical in achieving the vision for New York Avenue NE laid out in this plan. Property owners can help by designing buildings' public spaces in alignment with community preferences.



For District government

While OP led the *Vision Framework* planning process, participation from and collaboration between various District agencies, regional entities, and federal departments is essential to realize the vision produced by this plan. These government partners will implement the *Vision Framework* through continued planning and study of corridor challenges, identifying and creating funding opportunities for needed improvements, and developing programs and policies that support residents and businesses along the corridor. Additionally, approval and regulatory bodies are vital in the *Vision Framework* implementation as they facilitate and guide decision-making. The Zoning Commission, Public Space Committee, National Capital Planning Commission, and Commission of Fine Arts are all potential entities that would weigh in on proposed changes to the corridor's built environment and public realm. The Zoning Commission will play a significant role as they are responsible for reviewing Zoning Map Amendments and PUDs along the corridor.



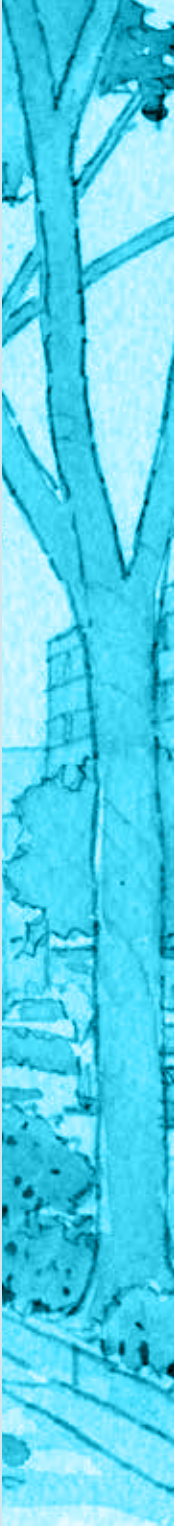
For ANCs and advocacy organizations

As advocates of the corridor's surrounding neighborhoods, ANCs and advocacy organizations play an essential role in implementing the New York Avenue NE *Vision Framework*. ANCs, community groups, civic associations, and others were thoughtful contributors to the vision created for New York Avenue NE through this planning process. Community partners can help implement the *Vision Framework's* recommended actions through community programming and events, activating and taking care of public spaces, supporting social and economic initiatives, providing services to vulnerable populations, advocating for future studies to address challenges, and participating in public processes for zoning amendments and PUDs.

ACKNOWLEDGMENTS

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- ▶ Office of the Deputy Mayor for Education
- ▶ District Department of Housing and Community Development
- ▶ District Department of Energy and the Environment
- ▶ District Department of Transportation
- ▶ District Department of General Services
- ▶ District Department of Human Services
- ▶ District Department of Parks and Recreation
- ▶ District Department of Public Works
- ▶ District of Columbia Public Library





**NEW YORK
AVENUE NE
VISION
FRAMEWORK
NOVEMBER 2023**

District of Columbia
Office of Planning



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DC MURIEL BOWSER, MAYOR**