

Government of the District of Columbia

Department of Transportation



d. Planning and Sustainability Division

MEMORANDUM

TO: Sara Bardin
Director, Office of Zoning

FROM: Jim Sebastian
Associate Director *J for*

DATE: March 4, 2019

SUBJECT: ZC Case No. 18-19 – Columbian Quarter Map Amendment

PROJECT SUMMARY

Poplar Point RBBR, LLC (the “Applicant”) seeks approval of a Map Amendment to rezone several properties along Howard Road SE from the MU-14 to the North Howard Road (NHR) zone. The subject properties total approximately 8 acres fronting on Howard Road SE between South Capitol Street and the Anacostia Freeway (Square 5860, Lots 97, 1025-1031, 1036 & 1037; and Square 5861, Lots 89 & 991) in Ward 8. Concurrent with the subject action, the Office of Planning proposes a Text Amendment to Subtitle K to create the Northern Howard Road Zone (ZC Case No. 18-18).

The subject sites except for Square 5861, Lot 89 that houses a school, were previously approved for a Planned Unit Development (PUD) as part of ZC Case No. 16-29. The Applicant is pursuing the Map Amendment in lieu of constructing the PUD.

SUMMARY OF DDOT REVIEW

The District Department of Transportation (DDOT) is committed to achieve an exceptional quality of life in the nation’s capital by encouraging sustainable travel practices, safer streets, and outstanding access to goods and services. As one means to achieve this vision, DDOT works through the zoning process to ensure that impacts from new developments are manageable within and take advantage of the District’s multimodal transportation network.

The purpose of DDOT’s review is to assess the potential impacts of the proposed map amendment on the District’s transportation network. After review of the case materials submitted by the Applicant, DDOT finds:

- The proposed NHR (North Howard Road) zone will allow for permitted height of 130 feet, a Floor Area Ratio (FAR) of 9.0, and 100% lot occupancy compared to the current MU-14 zone that

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permits building heights up to 100 feet, 7.2 FAR for residential or 5.0 FAR for commercial, and 80% lot occupancy;

- The amount of vehicle trips generated under the proposed NHR zone is comparable to the level of trips generated by the approved PUD for the site, although the inclusion of the school site will generate additional vehicle trips not considered under the PUD;
- The additional vehicle trips generated under the PUD were found to have a significant impact on the transportation network. The PUD process identified a series of mitigations to address the anticipated impacts. The additional walk, bike, and transit trips under the PUD resulted in improvements to the pedestrian and bicycle network along Howard Road that required the use of private space to accommodate wider sidewalks and a two-way cycletrack on the north side of Howard Road. Impacts to all modes were also partially mitigated by the creation of private street connections between Howard Road and Poplar Point that provided improved multimodal circulation and connectivity to a potential future redevelopment site. These mitigations and site design elements will be critical to accommodate future developments subject to the NCR zone and will therefore be required by DDOT during the permitting process for each phase of development;
- DDOT concurs with the proposed up-zoning to further support nearby transit and generate additional foot traffic to support nearby businesses. This is consistent with DDOT's approach to infill sites which should be dense, compact, transit oriented, and improve the public realm;
- Since the sites are within ½ mile of a Metrorail station, ZR16 allows a 50% vehicle parking reduction. DDOT strongly encourages the Applicant to minimize the amount of vehicle parking provided if and when the site develops;
- Any development proposals for the sites will need to account for long-term bicycle parking storage rooms, either below- or at-grade in an easily accessible location from the lobby, as well as short-term bicycle parking, as required by ZR16; and
- ZC Case No. 18-18 requires that "no direct vehicular garage or loading entrance or exit shall be permitted to a new building or structure" from Howard Road. The sites to the north of Howard Road currently have access to a paper alley network. If and when these sites redevelop, it is expected that all loading, trash pick-up, and vehicle parking will take place from an improved alley network. DDOT expects any proposed changes to the existing alley network would result in a revised network of public alleys that improve access options for adjacent parcels. The sites to the south of Howard Road are expected to be served by a consolidated private drive similar to the PUD proposal. DDOT will not support, and the proposed NHR text will not permit, any new parking or loading access directly from Howard Road.

RECOMMENDATION

DDOT has reviewed the Applicant's request and determined that based on the information provided, the proposed rezoning is appropriate. Therefore, DDOT has no objection to the approval of the requested Map Amendment. Of note, the Applicant will be expected to complete a Comprehensive Transportation Review (CTR) per DDOT direction for each development parcel. The CTRs must re-evaluate the appropriateness of the transportation mitigations identified during the PUD, and the Applicant will be required to implement mitigations for each phase of development as a condition of permit approval. In addition, DDOT will require that future developments within the NHR zone include the non-auto infrastructure improvements on Howard Road and the private street connections to Poplar Point included in the PUD.

CONTINUED COORDINATION

Given the achievable matter-of-right density possible on the subject property, it is expected that the Applicant will work with DDOT through the permitting process (e.g., public space permitting and EISF) if and when a development proposal is put forth, on the following actions to minimize impacts to the transportation network:

- Complete CTRs for each phase of development to identify anticipated impacts and develop and implement appropriate mitigations;
- Develop and implement Transportation Demand Management (TDM) measures commensurate with the land use and scale of future development, as appropriate;
- Design, permit, and construct the non-auto infrastructure improvements on Howard Road included in the PUD, including the widened sidewalks and the two-way cycletrack. Timing of the improvements will be determined as part of the future CTRs. Improvements along Howard Road must be coordinated with DDOT's South Capitol Street Corridor Project. Any modifications to the South Capitol Street Corridor Project plans needed to accommodate developments within the NHR zone will be the sole responsibility of the Applicant;
- Design and construct new private street connections per DDOT direction between Howard Road and Poplar Point consistent with the PUD to improve multimodal circulation and connectivity to a potential future redevelopment site;
- Any modifications to the existing paper alley network at the rear of the properties on the north side of Howard Road must result in a revised network of public alleys that improve access options for adjacent parcels;
- The sites should be designed so that loading occurs without trucks performing backing maneuvers across public space. Also, coordinate with DDOT on an appropriate Loading Management Plan (LMP), if necessary;
- Coordinate with DDOT's Urban Forestry Division (UFD) and the Ward 8 arborist regarding the possibility of any existing Heritage Trees or Special Trees on the property; and
- Continue coordination with DDOT on the following public space design elements:
 - Submit a public space permit application for any proposed changes within the public right-of-way (ROW);
 - DDOT expects development projects to rehabilitate streetscape infrastructure between the curb and the property lines. This includes curb and gutters, street trees, landscaping, street lights, sidewalks, and other appropriate features within the ROW adjacent to the site; and
 - DDOT encourages the Applicant to participate in a Preliminary Design Review Meeting (PDRM) with the Office of Planning and DDOT to discuss the public space design if and when a future development is proposed.

TRANSPORTATION ANALYSIS

Trip Generation and Mitigations

The CTR completed as part of the PUD identified a level of multimodal trip generation shown in Figure 1.

Land Use		AM Peak Hour			PM Peak Hour		
		In	Out	Total	In	Out	Total
Proposed Development							
710 DU Apartment (LUC 220)	Total Trips	70	282	352	265	143	408
	Non-auto Trips	39	155	194	146	79	225
	Transit	37	146	183	138	75	213
	Bicycle	1	3	4	3	1	4
	Pedestrian	1	6	7	5	3	8
	New Vehicle Trips	31	127	158	119	64	183
49,980 SF Retail (LUC 820)	Total Trips	63	39	102	181	195	376
	Non-auto Trips	19	12	31	54	59	113
	Transit	17	11	28	49	53	102
	Bicycle	1	0	1	2	2	4
	Pedestrian	1	1	2	3	4	7
	Pass-by Trips	7	5	12	43	46	89
New Vehicle Trips	37	22	59	84	90	174	
1,679,510 SF Office (LUC 710)	Total Trips	1,609	219	1,828	333	1,627	1,960
	Non-auto Trips	483	66	549	100	488	588
	Transit	434	60	494	90	439	529
	Bicycle	16	2	18	3	16	19
	Pedestrian	33	4	37	7	33	40
	Vehicle Trips	1,126	153	1,279	233	1,139	1,372
Total Proposed Development	Total Trips	1,742	540	2,282	779	1,965	2,744
	Non-auto Trips	541	233	774	300	626	926
	Transit	488	217	705	277	567	844
	Bicycle	18	5	23	8	19	27
	Pedestrian	35	11	46	15	40	55
	New Vehicle Trips	7	5	12	43	46	89
	Vehicle Trips	1,194	302	1,496	436	1,293	1,729
¹ Note the current development program has decreased since the traffic analysis was conducted. The most recent development program includes 683 dwelling units, 49,980 SF of retail, and 1,608,190 SF of office.							

Figure 1 Weekday Peak Hour Trip Generation for ZC Case No. 16-29 (Source: Applicant's PUD CTR)

The addition of PUD-related trips to the road network was found to negatively impact vehicle operations at the following intersections:

- Howard Road & Suitland Parkway
- Howard Road & Anacostia Metro Station parking garage
- Howard Road & Firth Sterling Avenue

- Howard Road & MLK Avenue & Sheridan Road
- Firth Sterling Avenue & Suitland Parkway
- MLK Avenue & Sumner Road
- MLK Avenue & Suitland Parkway (northbound)
- I-295 Northbound ramps & Suitland Parkway
- South Capitol Street (East Oval at the Frederick Douglass Memorial Bridge)
- South Capitol Street (East Oval at Howard Road)

A series of mitigations to be implemented by the Applicant, listed below, were identified to address these impacts:

- Transportation Demand Management (TDM) – A TDM plan for each phase will be established in cooperation with DDOT, that shall include the following: (1) Designate a transportation management coordinator; (2) Install transit screens in a common space in each building; (3) Include transportation information on property management website; (4) Provide covered, secure bicycle parking; (5) Provide a bicycle repair station provided on P1 level of each garage; (6) Provide two car sharing spaces, subject to agreement by the car sharing provider; (7) Provide shower and changing facilities for office facilities; (8) Designate parking for carpools or vanpools in the garage for the office component; (9) Unbundle the cost of parking from leases; (10) Provide personalized outreach to new residents regarding transportation options; (11) Install 19 electric car charging stations provided in the garage on the north and south parcel; (12) Fund the installation and first year's operating cost for a new Capital Bikeshare station near the site; (13) Provide on shopping cart for every 50 resident units; (14) Provide one cargo bike for every 100 residential units; (15) Host a biannual meeting with goDCgo to inform residents and employers of commute alternatives; and (16) Provide either one-year car share membership to all new residents over the age of 16 in the first three years after initial delivery of the residential building or provide one-year Capital Bikeshare membership to all new residents over the age of 16 in the first three years after initial delivery of the residential building.
- Performance monitoring – A performance monitoring plan for each phase will be required to include the following: (1) Timing - Conduct performance monitoring studies annually when Congress and schools are in session and when buildings are at least 80% occupied; (2) Targets - Establish trip generation targets for each building at Stage-Two review; (3) Methodology - Measure trip generation counts for each building by observation and tube counts. Measure mode splits for each building by observation and intercept surveys; (4) Scope - In addition to trip generation and mode split targets, the performance monitoring study may include intersection capacity analyses and queuing, if a need is identified through Stage-Two reviews; (5) Triggers- If the development exceeds the targeted vehicle trip generation, the Applicant will be required to conduct a robust survey of users to determine mode of travel to and from the site in order to determine additional TDM elements to be implemented to reach the trip generation target or physical improvements and operational changes to mitigate operations or queuing impacts; (6) Evaluation by construction phase where feasible - Generally, monitoring should be completed by construction phase. However, parking garages and other shared transportation infrastructure may connect multiple buildings. As such, performance monitoring studies may include buildings from multiple phases rather than buildings in a single phase; and (7) Sunset - When conditions

are consistent with the requirements for two successive periods, the Applicant shall be released from the monitoring requirement.

- Impact Mitigations – The following vehicle impact mitigations will be required: (1) Prepare a traffic signal warrant study for the Suitland Parkway/Howard Road intersection and, if warranted, install a traffic signal at the intersection, subject to DDOT permit approval; (2) Modify the traffic signal at the intersection of Howard Road and Firth Sterling Avenue to include a northbound advance left-turn phase on Howard Road with a concurrent eastbound right-turn overlap, subject to DDOT permit approval; (3) Modify the traffic signal at the intersection of Firth Sterling Avenue and Suitland Parkway to include an eastbound advance left-turn phase on Firth Sterling Avenue and a southbound right-turn overlap to run concurrently with the westbound left-turn phase, subject to DDOT permit approval; and (4) Restripe Sumner Road, S.E. to provide separate eastbound left and right turn lanes at its approach to Martin Luther King Junior Avenue, subject to DDOT permit approval. The removal of approximately three to four parking spaces will be required to accommodate the separate turn lanes.
- Site access and site design – The following site access and site design elements will be required: (1) Rebuild Howard Road as proposed with widened sidewalks and a two-way cycletrack, including the use of private property, subject to further refinement during the public space permitting process; (2) Reconstruct access to the Anacostia Metro Station parking garage entrance to include robust pedestrian and bicycle facilities as proposed in concept subject to further refinement through the public space permitting process.

The amount of vehicle trips generated under the proposed NHR zone is likely roughly consistent with the level of trips generated by the prior PUD for the site, although the inclusion of the school site will generate additional vehicle trips not considered under the PUD. As such, the impacts are expected to be similar, thus the mitigations identified during the PUD will serve as the basis for required mitigations to be implemented by the Applicant as part of the future development of the sites under the NHR zone. The final list of required mitigations for each phase will be refined subject to future CTRs that will evaluate impacts of each specific development program.

Zoning Requirements

Future developments within the NHR zone must comply with ZR16 loading, vehicle parking, and bicycle parking requirements.

Since the site is located within ½ mile of a Metrorail station, DDOT encourages the Applicant to take advantage of the 50% reduction in the parking minimum, per ZR16 Subtitle C, Section 702.1(a), if and when the site develops. Additionally, DDOT encourages the Applicant to meet or exceed the bicycle parking and showers/lockers requirements of ZR16.

PUBLIC SPACE

If the sites redevelop, the property owner will be expected to rehabilitate streetscape infrastructure between the curb and the property lines, in line with District policy and practice. This includes curb and gutters, street trees and landscaping, street lights, sidewalks, and other appropriate features within the public rights of way bordering the site.

Specifically, there are potential access and public space issues that the Applicant should be aware of and continue to coordinate with DDOT on, if and when the site develops:

- Submit a public space permit application for any proposed changes within the public right-of-way (ROW);
- DDOT expects development projects to rehabilitate streetscape infrastructure between the curb and the property lines. This includes curb and gutters, street trees, landscaping, street lights, sidewalks, and other appropriate features within the ROW adjacent to the site; and
- DDOT encourages the Applicant to participate in a Preliminary Design Review Meeting (PDRM) with the Office of Planning and DDOT to discuss the public space design if and when a future development is proposed.

In conjunction with the *District of Columbia Municipal Regulations (DCMR)*, DDOT's *Design and Engineering Manual (DEM)* and the *Public Realm Design Manual* will serve as the main public realm references for the Applicant. DDOT staff will be available to provide additional guidance during the public space permitting process.

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A series of mitigations, shown in Table 1, were identified to address these impacts. In addition, a robust TDM plan and performance monitoring plan were also critical elements of the mitigations needed to address impacts.

Table 1 Vehicle Mitigations

Intersection	Proposed Mitigation	DDOT Evaluation
Howard Road & Suitland Parkway	Signalization potentially by DDOT.	<p>The South Capitol Street Corridor Project identified this intersection as a candidate for signalization to facilitate pedestrian movements. If a full traffic signal is not included within the South Capitol Street Project, the Applicant should commit to installing a traffic signal at this location. Because Suitland Parkway is classified as an Interstate in DDOT’s roadway classification system, it is possible that an Interchange Modification Report (IMR) would be required as part of signalization, which the Applicant would be required to perform in coordination with DDOT and potentially the Federal Highway Administration.</p> <p>As noted above, geometric improvements to the Suitland Parkway & Howard Road intersection may be required to accommodate a driveway for Building D.</p>
Howard Road & Anacostia Metro Station parking garage	<p>Prohibit parking on the south side of Howard Road east of the Metro entrance to accommodate two eastbound travel lanes.</p> <p>Modify signal timings.</p>	<p>DDOT agrees with the recommendation to prohibit parking on the south side of Howard Road to the east of the Metro entrance subject to permitting. Parking is currently prohibited east of the Anacostia Freeway overpass but not expressly prohibited between the overpass and the Metro entrance.</p> <p>Any adjustments to signal timings to improve one movement at an intersection will negatively impact other movements, as well as intersections up- and down-stream. Thus, signal timings for all intersections in the vicinity will be reviewed comprehensively within the context of DDOT’s ongoing Signal Optimization efforts to determine optimal timings for the network. As such, Applicant-initiated signal retiming for this intersection is an inappropriate mitigation.</p> <p>Instead, the Applicant should commit to modify the existing signal (or replace depending on the ultimate location of the revised intersection in relation to its existing location) at this intersection to accommodate crosswalks traversing Howard Road. Under current conditions, the signal exists but crosswalks for Howard Road are not provided.</p>
Howard Road & Firth Sterling Avenue	Implement a northbound advanced left turn phase on Howard Road with	DDOT concurs with current eastbound right and westbound left movements subject to permitting, however this will require a signal modification.

Intersection	Proposed Mitigation	DDOT Evaluation
	<p>concurrent eastbound right turn overlap.</p> <p>Extend (to Howard Road) the westbound through/right lane on Firth Sterling Avenue at its intersection with Suitland Parkway.</p>	<p>DDOT does not agree with the extension of the westbound through/right lane to Howard Road as this creates a free flow movement at a high crash intersection. Instead, the Applicant should commit to additional TDM measures to reduce non-auto trips generated by the development.</p>
<p>Howard Road & MLK Avenue & Sheridan Road</p>	<p>Modify signal timings.</p>	<p>Any adjustments to signal timings to improve one movement at an intersection will negatively impact other movements, as well as intersections up- and down-stream. Thus, signal timings for all intersections in the vicinity will be reviewed comprehensively within the context of DDOT's ongoing Signal Optimization efforts to determine optimal timings for the network. As such, Applicant-initiated signal retiming for this intersection is an inappropriate mitigation.</p> <p>Instead, the Applicant should commit to additional TDM measures to reduce non-auto trips generated by the development.</p>
<p>Firth Sterling Avenue & Suitland Parkway</p>	<p>Implement an eastbound left turn phase on Firth Sterling Avenue with concurrent southbound right turn overlap to be run concurrently with the westbound left turn phase.</p>	<p>DDOT agrees subject to permitting. The Applicant will be responsible for signal modifications required to implement the proposed mitigation.</p> <p>Of note, DDOT has safety improvement plans under development for this intersection to implement a left turn phase for both Suitland Parkway approaches to correct a heavy left turn crash pattern. This improvement is likely to be installed prior to the Applicant's mitigation. The Applicant's proposed mitigation is consistent with these plans.</p>
<p>MLK Avenue & Sumner Road</p>	<p>Provide separate eastbound and westbound turn lanes on Sumner Road, necessitating the removal of 3-4 parking spaces on the south side of the street.</p>	<p>DDOT agrees subject to permitting. The Applicant will be responsible for outreach with nearby residents and Excel Academy Public Charter School to ensure that school pick-up/drop-off operations are not negatively impacted.</p>
<p>MLK Avenue & Suitland Parkway Northbound Off Ramp</p>	<p>Modify signal timings.</p>	<p>Any adjustments to signal timings to improve one movement at an intersection will negatively impact other movements, as well as intersections up- and down-stream. Thus, signal timings for all intersections in the vicinity will be reviewed comprehensively within the context of DDOT's ongoing Signal Optimization efforts to determine optimal timings for the network. As such, Applicant-initiated signal retiming for this intersection is an inappropriate mitigation.</p>

Intersection	Proposed Mitigation	DDOT Evaluation
		<p>Instead, the Applicant should commit to additional TDM measures to reduce non-auto trips generated by the development.</p>
<p>I-295 Northbound Ramps & Suitland Parkway</p>	<p>Convert a northeast right turn lane to a left turn lane during the AM peak period only.</p>	<p>DDOT disagrees. Implementing a part-time left turn lane would be very difficult to implement and lead to driver confusion.</p> <p>Instead; the Applicant should commit to additional TDM measures to reduce non-auto trips generated by the development.</p>
<p>Frederick Douglass Memorial Bridge & South Capitol Street East Oval</p>	<p>Convert one of the two exclusive northwest bound left turn lanes into a third exclusive right turn lane.</p>	<p>DDOT disagrees. Implementing this mitigation would modify DDOT’s approved South Capitol Street Project, which is not desirable.</p> <p>Instead, the Applicant should commit to additional TDM measures to reduce non-auto trips generated by the development.</p>
<p>Suitland Parkway & South Capitol Street East Oval</p>	<p>Modify signal timings.</p>	<p>Any adjustments to signal timings to improve one movement at an intersection will negatively impact other movements, as well as intersections up- and down-stream. Thus, signal timings for all intersections in the vicinity will be reviewed comprehensively within the context of DDOT’s ongoing Signal Optimization efforts to determine optimal timings for the network. As such, Applicant-initiated signal retiming for this intersection is an inappropriate mitigation.</p> <p>Instead, the Applicant should commit to additional TDM measures to reduce non-auto trips generated by the development.</p>