

**GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF TRANSPORTATION**



d. Policy, Planning and Sustainability Administration

JUN 4

MEMORANDUM

TO: District of Columbia, Board of Zoning Adjustment

FROM: Samuel Zimbabwe
Associate Director, PPSA
District Department of Transportation

BOARD OF ZONING ADJUSTMENT
District of Columbia

CASE NO. 18558

EXHIBIT NO. 32

DATE: May 28, 2013

SUBJECT: **DDOT Review of BZA Case #18558, The Coliseum (Uline Arena) 1140, 3rd Street NE**

APPLICATION

Application of Jemal's Uline LLC, pursuant to 11 DCMR § 3129.7, for approval of interior and exterior modifications to the plans approved by the Board of Zoning Adjustment pursuant to Order No. 17809, to permit the expansion and renovation of the existing Uline arena and ice house in the C-M-1 and C-M-3 Districts at premises 1130-1150 3rd Street, N.E. (Square 748, Lots 8-11, 30-34, 42, 43, 802, 808-812). The Applicant is seeking to provide 176 on-site parking spaces in lieu of the 202 parking spaces required under zoning, representing a 13 percent reduction from zoning requirements. The Board had previously granted special exception relief to reduce the off-street parking from 243 required spaces to 162-182 provided spaces, or a 25 to 33 percent reduction from zoning requirements. The Applicant's project consists of redeveloping the site into a mixed-use development consisting of approximately 54,000 square feet of retail (including about 40,000 square feet of destination-type food-based retail) and approximately 153,000 square feet of office space.

RECOMMENDATIONS IN BRIEF

The purpose of DDOT's review is to assess the potential impacts of the project on the District's transportation network. After an extensive multi-administration review, DDOT finds:

- The project has the potential to generate significantly more person trips and freight trips compared to the existing land use.
- The site is well-served by transportation alternatives including Metro, buses, bicycling, and walking.
- The proposed access to the on-site parking garage from Congress Street may negatively impact access for neighbors along Congress Street due to the narrowness of the street.
- The proposed on-site parking is likely sufficient to accommodate parking demand, and curbside parking in the vicinity has excess capacity to accommodate the minimal amount of expected spillover parking.
- The Applicant is providing more bike parking on private space than required.

DDOT has no objection to the variance requests, provided the following conditions or minor changes be incorporated into the project:

- The Applicant should coordinate with DDOT and businesses along Congress Street to identify acceptable operations for the street to provide adequate access and egress from the on-site parking structure.
- The Applicant should work with DDOT to develop a loading management plan that identifies the optimal truck routing options, limits delivery times to times outside the AM and PM peaks, and precludes access for regular deliveries from trucks more than 40' long.
- The Applicant should assign a loading management coordinator to prevent truck queuing and to help guide trucks' back-in movements to eliminate conflicts with pedestrians and bicyclists
- The Applicant should provide transportation information screens which would show real time arrival / availability for nearby trains, buses, and bikeshare for both office and retail uses.
- The Applicant should provide showers and lockers to encourage bicycling amongst office and retail employees

TRANSPORTATION ANALYSIS

DDOT is committed to achieving an exceptional quality of life in the nation's capital by encouraging sustainable travel practices, constructing safer streets, and providing 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 and take advantage of the District's multimodal transportation network.

As part of the transportation impact assessment, DDOT requests that applicants evaluate the impacts to the pedestrian, transit, and roadway system resulting from the proposed action. Accordingly, an applicant is expected to show the existing conditions for each transportation mode affected, the proposed impact on the respective network, and any proposed mitigations, along with the effects of the mitigations on *other* travel modes. A Comprehensive Transportation Review (CTR) should be performed according to DDOT direction. The evaluation should consider guidance from relevant documents including guidance on the public realm, the pedestrian system, the bicycle system, as well as neighborhood-based studies.

Because the proposed development program is allowed under current zoning and only parking relief is being sought, a limited transportation analysis was requested of the Applicant. The Applicant and DDOT coordinated on an agreed-upon scope for the CTR. An evaluation of the basic elements and assumptions of the Applicant's CTR follows. However, the scope pertained to the analysis most relevant to the proposed zoning action and did not go into great detail regarding vehicle traffic impacts. It should be noted that additional analysis may be requested during DDOT's public space permit process in order to gain a better understanding of the proposed project's impact.

Site Access

The following figure shows the site access for pedestrians, trucks, and private vehicles.

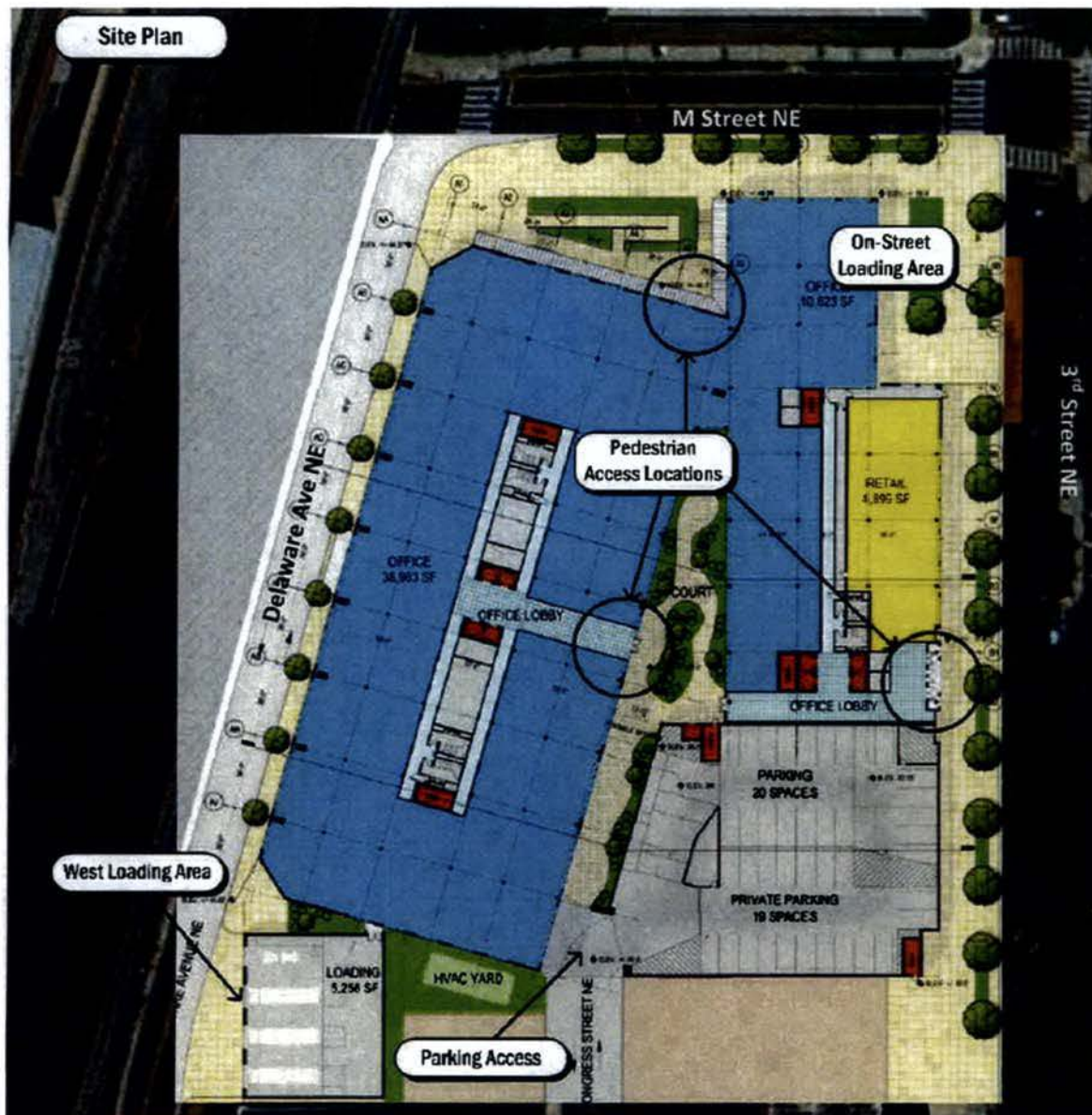


Figure 1: Proposed Site Layout and Access.

Pedestrian access for the site will occur along M Street, 3rd Street, and via an interior entranceway in the middle of the site. Truck access will be located via a loading area along Delaware Avenue and a proposed curbside loading zone on 3rd Street.

The parking access is proposed to be via a curb cut on Congress Street NE. Congress Street has a 24 foot cross section with regular loading and parking on either side. As currently designed and programmed, Congress Street will be too narrow to accommodate parking garage access as vehicles will not be able pass each other due to loading or parking activity along Congress Street. The Applicant has suggested instituting parking restrictions on one side of Congress Street in order to facilitate access to the parking structure: DDOT requests that, as a condition of approval for the parking variance, the Applicant work

with DDOT and the property owners along Congress Street to develop an acceptable cross section for Congress Street that will result in fewer potential delays for vehicles using the street. A DDOT public space permit will be contingent on successfully addressing access concerns.

Roadway Capacity and Operations

Through the scoping process, the Applicant and DDOT defined a scope of work to evaluate the potential impacts to the transportation network. Because the proposed development program is allowed under current zoning and only parking relief is being sought, a limited analysis of roadway capacity and operations was requested.

Trip Generation and Mode Split

The Applicant utilized a combination of *Institute of Traffic Engineer (ITE)* trip generation rates. Because the ITE trip generation rates are based on more suburban, auto-dependent data, the Applicant decreased the vehicle trip generation rates to account for the urban setting of the site. The Applicant also converted vehicle trips to person-trips. The Applicant projected that the peak hour trip generation for all travel modes to be: 384 AM trips (315 in / 69 out) and 615 PM trips (211 in / 405 out).

The Applicant generated their mode split estimates based on WMATA's *Development-Related Ridership Survey*. Modifying the mode split data from the Metro Plaza 1 in Silver Spring, MD, the Applicant arrived at the following mode split figures:

Land Use	Mode Split			
	Transit	Walk	Bicycle	Automobile
Retail	45%	10%	5%	40%
Office	45%	15%	10%	30%

Figure 2: Mode Split

Based on the trip generation calculations and the mode split assumptions, *Figure 3* summarizes the multi-modal trip generation figures for the proposed development:

Land Use/Mode	Trip Generation by Mode						Daily Total
	AM Peak Hour			PM Peak Hour			
	In	Out	Total	In	Out	Total	
Office							
Transit Person-Trips	117	16	133	21	103	124	898
Walking Person-Trips	26	4	30	5	23	28	200
Bicycling Person-Trips	13	2	15	2	11	13	100
Vehicular Person-Trips	104	14	118	19	91	110	798
Vehicle Trips	95	13	108	17	83	100	726
Retail							
Transit Person-Trips	24	16	40	73	80	153	1764
Walking Person-Trips	8	5	13	24	27	51	588
Bicycling Person-Trips	5	3	8	16	18	34	392
Vehicular Person-Trips	17	10	27	49	53	102	1176
Vehicle Trips	10	6	16	29	31	60	692
Total Trips							
Transit Person-Trips	142	32	173	95	183	277	2662
Walking Person-Trips	34	9	43	29	49	79	788
Bicycling Person-Trips	18	5	23	19	29	47	492
Vehicular Person-Trips	121	24	145	68	144	212	1974
Vehicle Trips	105	19	124	46	114	160	1418

Figure 3: Trip Generation by Mode

DDOT believes that the retail non-automobile mode split assumptions for the retail component of the proposed development are too high, especially given the anticipated destination retail component that would be a regional draw. Accordingly, the number of vehicle trips are likely to be greater than predicted, especially during the PM peak period. This increase in retail-related vehicle trips will also cause a corresponding increase in parking demand, which is discussed in the Parking section of this memo. Though a precise estimate is difficult to make, it is possible that the mode share for auto travel could be up to 50 percent higher than projected. Even if this conservative estimate materializes, the site would only experience an additional 30 total trips in the PM peak period, hardly enough to significantly change conditions in the area. Further, it is difficult to imagine the additional trips straining area parking demand considering the level of parking proposed by the Applicant.

Because of the variance requested, no Level of Service analysis was requested to analyze the impact of the vehicle trips on the transportation network.

Passenger Vehicle Parking

The overall parking demand created by the development is primarily a function of land use, development square footage, and price/supply of parking spaces. However in urban areas, other factors contribute to the demand for parking such as the availability of high quality transit, frequency of transit service, and proximity to transit.

The Applicant is requesting a variance from the zoning-required 202 off-street vehicle parking spaces. The parking proposed for this project includes 176 parking spaces in a parking structure accessed via Congress Street. Based on zoning requirements, the project proposes relief from 26 spaces. This represents a 13 percent reduction sought from zoning requirements. In the previous approval, the Board granted special exception relief to reduce the off-street parking requirements from 243 required spaces to 162-182 provided spaces, or a 25 to 33 percent reduction from zoning requirements. As mentioned above, the current design will continue to require relief to reduce the off-street parking requirements. However, the degree of parking relief has been reduced in that the current design requires a 13 percent parking reduction versus the previous approval's 25 to 33 percent parking reduction.

As noted in the Roadway Capacity and Operations section, the Applicant is assuming an overly-aggressive non-automobile mode split for the retail component of the project. Accordingly, the project is likely to generate more vehicle trips than the Applicant proposes which will, in turn, generate a greater demand for parking than the Applicant assumes. Parking is proposed to be shared between the office and retail uses. Office and retail uses have complementary peak periods of demand with office demand peaking on weekday afternoons and retail demand peaking toward the end of the weekday PM peak period and during the weekend midday period. The aggregate peak parking demand is likely to be experienced during the PM peak periods of travel. Despite the potential underestimate of vehicle trips, DDOT expects that the amount of on-site parking proposed is sufficient to meet the demand for the site.

On-Street Parking

The Applicant conducted a curbside parking utilization study in an area surrounding the site. The study showed a large supply (372 on weekday evenings and 415 on Saturday midday) of curbside parking (RPP Zone 6, metered, and unrestricted) within two blocks of the site. The parking utilization study noted that 57 RPP spaces, 4 metered spaces, and 11 unrestricted spaces were available during the weekday evening period. The study also found that 92 RPP spaces, 22 metered spaces, and 44 unrestricted spaces were available during the Saturday midday period. DDOT believes these figures generally capture the

availability of on-street parking in the vicinity. Given the availability of on-street parking, sufficient capacity exists on-street to accommodate any additional parking demand caused by the Applicant's underestimate of retail-related vehicle trips.

Transit Service

The District and Washington Metropolitan Transportation Authority (WMATA) have partnered to provide extensive public transit service in the District of Columbia. DDOT's vision is to leverage this investment to increase the share of non-automotive travel modes so that economic development opportunities increase with minimal infrastructure investment. As noted by the Applicant, the site is well-served by public transit. The site is in close proximity (about ½ mile) to the NoMA – Gallaudet U Metro station, which serves WMATA's Red Line. In addition, 11 distinct WMATA bus routes have stops near the site, with headways ranging from 10 to 30 minutes. The site is also located approximately .4 miles from the future DC Streetcar line on H Street NE.

Pedestrian and Bike Facilities

The District of Columbia is committed to enhancing the walk-ability and bike-ability of the city by ensuring consistent investment in pedestrian and bike infrastructure on the part of both the public and private sectors. DDOT generally expects new developments to serve the needs of all trips they generate, including pedestrian and bicycle trips. The site has good pedestrian access to nearby pedestrian generators as well as nearby transit destinations. The Applicant did identify several pedestrian deficiencies adjacent to the site, including substandard or missing crosswalk and curb ramps. The Applicant will be asked to upgrade these deficiencies during DDOT's public space permitting process.

In addition, this area is bike friendly and has good access to bicycle facilities. The site is located in close proximity to the Metropolitan Branch Trail as well bike lanes on 4th Street NE and 6th Street NE. Additionally, there is a Capital Bikeshare Station adjacent to the site at M Street/Delaware Ave that contains 19 docking stations.

Bike Parking

The Applicant is supplying a total of 21 bike parking spaces on-site including 9 open bicycle parking spaces in the garage and 12 enclosed bicycle parking spaces in the garage. This is above the minimum requirement of 9 spaces (5 percent of the vehicle parking spaces). The Applicant also proposes to provide 30 sidewalk bicycle parking spaces. The amount of the street parking is appropriate and the location of it will be addressed in the public space permitting process.

Loading and Curbside Management

DDOT's practice is to accommodate vehicle loading in a reasonable and safe manner while at the same time preserving safety across non-vehicle modes. For new developments, DDOT requires that loading takes place in private space and that no back-up maneuvers occur in the public realm. As shown in *Figure 1*, loading for the site is proposed to take place via an approximately 85 foot curb cut on Delaware Avenue. Due to the orientation of historic buildings on the site and other constraints, back-up maneuvers in the public realm and the non-standard curb cut are unavoidable.

The Applicant is also seeking a curbside loading zone on 3rd Street NE. This request is consistent with DDOT practice but a final decision on the exact location and dimensions will be made in the public space permitting process.

The large development program, in particular the desired destination food retailer, will likely generate substantial truck trips. In order to limit the impact of trucks on the transportation network, the Applicant should collaborate with DDOT to develop a loading management plan that provides optimal truck routing options and restricts deliveries to times outside the AM and PM peak periods. Further, the plan should preclude access for regular deliveries from trucks more than 40' long. Additionally, the Applicant should appoint a loading coordinator to ensure no truck queuing occurs and to help guide trucks as they back-in to the loading berths to eliminate conflicts with pedestrians and bicyclists.

Transportation Demand Management

As part of all major development review cases, DDOT requires the Applicant to produce a comprehensive Transportation Demand Management (TDM) plan. TDM is a set of strategies, programs, services, and physical elements that influence travel behavior by mode, frequency, time, route, or trip length in order to help achieve highly efficient and sustainable use of transportation facilities. In the District, this typically means implementing infrastructure or programs to maximize the use of mass transit, bicycle and pedestrian facilities, and reduce single occupancy vehicle trips during peak periods.

The Applicant is proposing the following TDM strategies:

- Install a Transportation Information Center (kiosk) within the building lobby containing printed materials related to local transportation alternatives, and maintain a stock of materials at all times.
- Provide links to CommuterConnections.com and GoDCgo.com on developer and property management website.

DDOT agrees with these measures but believes the Applicant should add the following measures to the project's TDM plan:

- Provide transportation information screens which would show up to date arrival / availability for nearby trains, buses, and bikeshare for both office and retail uses
- Provide showers and lockers to encourage bicycling amongst office and retail employees

Streetscape and the Public Realm

In line with District policy and practice, any substantially new building development or renovation is expected to rehabilitate streetscape infrastructure between the curb and the property lines, or in this case the building restriction line. This includes curb & gutter, street trees and landscaping, street lights, sidewalks, and other appropriate features within the public rights-of-way bordering the site. As part of this process, the Applicant must work closely with DDOT and OP to ensure that the design of the public realm meets current standards, and will substantially upgrade the appearance and functionality of the streetscape for public users needing to access the property or circulating around it. The DDOT Public Realm Design Manual will serve as the main public realm reference for the Applicant.

As discussed previously, the Applicant identified several deficiencies in the pedestrian facilities adjacent to the site. The Applicant will be expected to upgrade these facilities to meet current DDOT standards during the public space permitting process.

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