

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF TRANSPORTATION



d. Policy, Planning, and Sustainability Administration

MEMORANDUM

TO: District of Columbia Board of Zoning Adjustment

FROM: Samuel Zimbabwe 
Associate Director

DATE: November 24, 2015

SUBJECT: **BZA Case No. 19121** – Capitol Point South: 51 N St., 1250 1st St., and 50 Patterson St. NE

APPLICATION

Application of The JBG Companies (the “Applicant”), pursuant to 11 DCMR §§ 3103.2 and 3104.1, for variances from the off-street parking requirements under § 2101.1, and the loading requirements under § 2201.1, and a special exception from the roof structure setback requirements under §§ 411 and 770.6, to implement the second phase of a mixed-use development in the C-3-C District located at 51 N St., 1250 1st St., and 50 Patterson St. NE (Square 672, Lot 260). The proposed site includes:

- 210 residential dwelling units
- 28,177 SF retail
- 381,745 SF office
- 30,000 SF movie theater (1,100 seats)
- 245 vehicle parking spaces
- 167 long-term bicycle parking spaces and 32 short-term bicycle parking spaces

SUMMARY OF DDOT REVIEW

The District Department of Transportation (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 within, and take advantage of, the District’s multimodal transportation network.

The purpose of DDOT’s review is to assess the potential safety and capacity impacts of the proposed action on the District’s transportation network and, as necessary, propose mitigations that are commensurate with the action. DDOT finds:

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- Loading and parking access is proposed to occur from two curb cuts on Patterson Street;
- The amount and size of the loading facilities is appropriate for this site
- DDOT expects that all loading from 30-foot or smaller vehicles will occur from the proposed loading berths and service spaces;
- The Applicant proposes to share 233 parking spaces among office, retail, and theater uses. Each of these uses has a different peak period of parking demand. This amount of parking is consistent with we see elsewhere;
- On-street vehicle parking supply, which is predominantly metered, is generally available during weekdays from 7:30 am to 9:30 pm;
- The Applicant proposes 12 parking spaces for the residential use (0.06 parking ratio), which is a lower parking ratio than DDOT typically sees, but is reasonable;
- DDOT would not support the conversion of the south-side of N Street to a Residential Permit Parking (RPP) block or the residential building from obtaining RPP status; and
- The Transportation Demand Management (TDM) plan submitted to the BZA is not sufficient to support the projected mode split. However, the Applicant has coordinated with DDOT to reach an agreeable TDM plan.

DDOT has no objection to approval of the requested variances with the following condition:

- Amend the TDM plan, as agreed via email, to include the following:
 - Unbundle the cost of office and residential parking from the lease of office space and residential units or purchase of residential units and set the parking price at market rate. Parking rates should be reviewed and adjusted every three years.

Continued Coordination

The Applicant is expected to continue to work with DDOT on the following matter:

- Public space, including curb and gutter, street trees and landscaping, street lights, sidewalks, and other features within the public rights of way, are expected to be designed and built to DDOT standards. All on-site streetscape improvements will be reviewed as part of the public space permitting process and may be subject to Public Space Committee approval; and
- Coordination is necessary for curbside management of parking, particularly on N Street, which does not have RPP restrictions but has time restricted parking.

TRANSPORTATION ANALYSIS

DDOT guidance suggests that a comprehensive vehicular traffic analysis be completed if various thresholds for added traffic are met, which could signify the potential for impacts to the surrounding street network. Based on this project's anticipated level of trip generation, a comprehensive vehicle traffic analysis is not required, as thresholds are not met and impacts to the surrounding vehicle network are expected to be minimal. However, the Applicant conducted a vehicle parking occupancy study, which met DDOT's parameters and is consistent with the scale of the action.

Site Access

The Applicant proposes off-street parking and loading access to the site through two separate curb cuts

on Patterson Street (see Figure 1). Access to the site from Patterson Street is appropriate. While these two curb cuts do not meet DDOT standards for distance between curb cuts, the Applicant has demonstrated that the two curb cuts cannot be located a minimum of 32' apart or combined to a single 24' curb cut for simultaneous access to loading and parking. The Applicant has already applied for conceptual approval of a public space permit for the two curb cuts and been approved by the Public Space Committee.

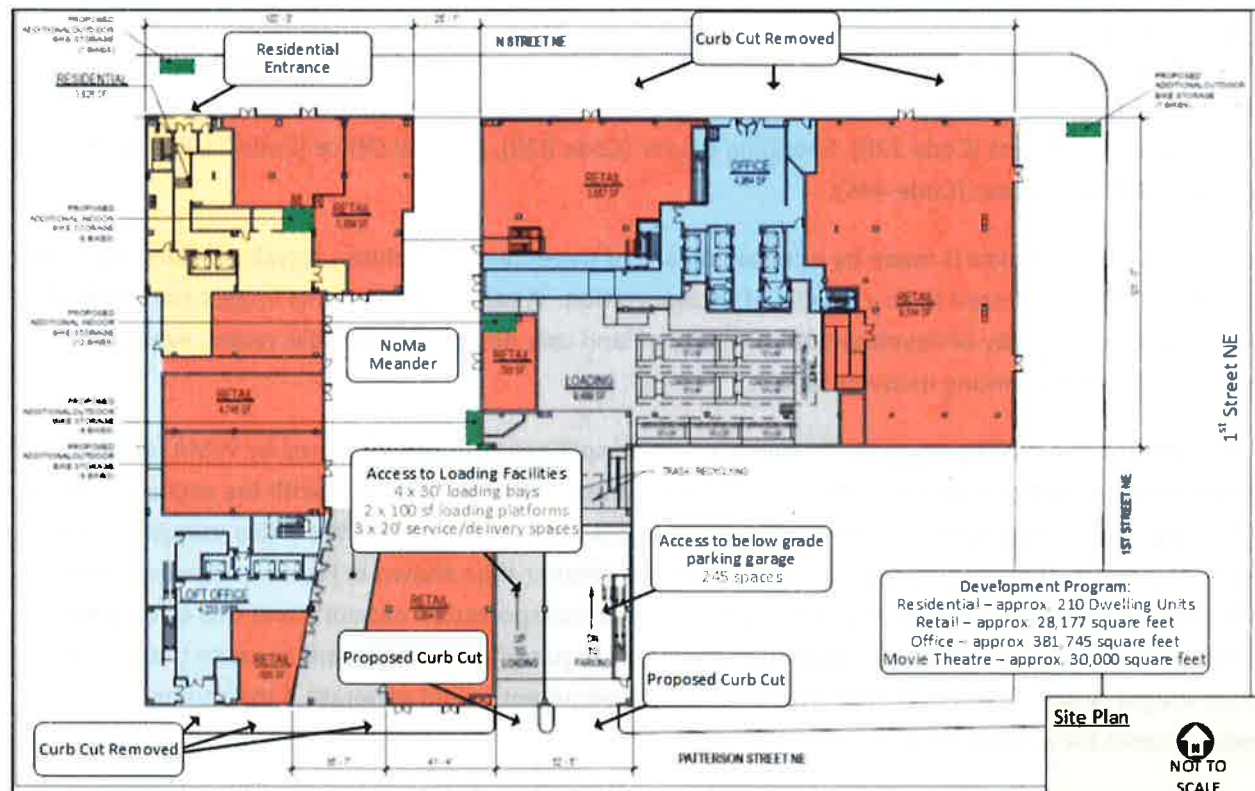


Figure 1: Site Design and Access (Source: Grove/Slade Associates)

Loading

DDOT's practice is to accommodate vehicle loading in a safe and efficient manner, while at the same time preserving safety across non-vehicle modes and limiting any hindrance to traffic operations. For new developments, DDOT requires that loading take place in private space and that no back-up maneuvers occur in the public realm. This often results in loading being accessed through an alley network.

The Applicant proposes providing four 30-foot loading berths, two 20-foot service spaces, and two 100-foot loading platforms. Zoning requires two 55-foot and five 30-foot loading berths, four 20-foot service spaces, and two 200-foot and five 100 foot loading platforms. The Applicant provided truck turning diagrams showing that the proposed loading layout accommodates front-in/front-out movements.

DDOT find the proposed amount and size of loading facilities appropriate for this site. DDOT expects that all loading from 30-foot or smaller vehicles will occur from the proposed loading berths and service spaces. Vehicles 30-foot or smaller will not be permitted to load on-street. This includes residential

move-ins and move-outs; retail, theater, and office deliveries; and all trash collection for residential, retail, theater, and office uses. In the rare event that larger trucks must service the site, Emergency No Parking signs are available from DDOT to reserve a loading area along the curbside. The requested variance from loading requirements will have no adverse impacts on the travel conditions of the District's transportation network. Additionally, the requested loading relief is consistent with other loading-related relief requests throughout the District.

Trip Generation

The Applicant provided trip generation estimates utilizing the Institute of Traffic Engineers (ITE) Trip Generation Manual. The Applicant utilized the following ITE land uses in their trip generation estimation: Apartment (Code 220), Shopping Center (Code 820), General Office (Code 710), and Multiplex Movie Theater (Code 445).

Each trip a person makes is made by a certain means of travel, such as vehicle, bicycle, walking, etc. The means of travel is referred to as a 'mode' of transportation. A variety of elements impact the mode of travel, including density of development, diversity of land use, design of the public realm, availability and cost of parking, among many others.

The Applicant and DDOT agreed to the following mode split assumptions informed by WMATA's 2005 Development-Related Ridership Survey and the U.S. Census data (see Figure 2) with the exception of the office use. DDOT requested that the Applicant use a 35% auto mode split for the office use, yet 20% was used. As a result, the trip generation may be marginally higher than shown in Figure 3. However, this difference is expected to result in minimal impact to the transportation network, and this error is not germane to the zoning action. No capacity analysis was required of the Applicant because the zoning relief sought results in fewer vehicle trips than the development would generate if the zoning requirements for parking are met.

	Residential	Office	Retail	Movie Theater
Automobile	25%	20%	25%	35%
Transit	50%	70%	35%	45%
Bike	5%	5%	5%	5%
Walk	20%	5%	35%	15%

Figure 2: Mode Split

Based on the trip generation and mode split assumptions discussed above, the Applicant predicted the following level of weekday peak hour trip generation for the site (see Figure 3). The proposed site is expected to generate a combined 153 AM and 216 PM peak hour vehicle trips.

Mode	Land Use	AM Peak Hour			PM Peak Hour		
		In	Out	Total	In	Out	Total
Auto	Apartments	5 veh/hr	22 veh/hr	27 veh/hr	21 veh/hr	13 veh/hr	34 veh/hr
Auto	Retail	4 veh/hr	3 veh/hr	7 veh/hr	12 veh/hr	14 veh/hr	26 veh/hr
Auto	Office	105 veh/hr	14 veh/hr	119 veh/hr	20 veh/hr	94 veh/hr	114 veh/hr
Auto	Theatre	0 veh/hr	0 veh/hr	0 veh/hr	25 veh/hr	17 veh/hr	42 veh/hr
Auto	Total	114 veh/hr	39 veh/hr	153 veh/hr	78 veh/hr	138 veh/hr	216 veh/hr
Transit	Apartments	12 ppl/hr	49 ppl/hr	61 ppl/hr	49 ppl/hr	26 ppl/hr	75 ppl/hr
Transit	Retail	11 ppl/hr	6 ppl/hr	17 ppl/hr	31 ppl/hr	34 ppl/hr	65 ppl/hr
Transit	Office	653 ppl/hr	90 ppl/hr	743 ppl/hr	121 ppl/hr	588 ppl/hr	709 ppl/hr
Transit	Theatre	0 ppl/hr	0 ppl/hr	0 ppl/hr	71 ppl/hr	48 ppl/hr	119 ppl/hr
Transit	Total	676 ppl/hr	145 ppl/hr	821 ppl/hr	272 ppl/hr	696 ppl/hr	968 ppl/hr
Bike	Apartments	1 ppl/hr	5 ppl/hr	6 ppl/hr	5 ppl/hr	3 ppl/hr	8 ppl/hr
Bike	Retail	2 ppl/hr	0 ppl/hr	2 ppl/hr	4 ppl/hr	5 ppl/hr	9 ppl/hr
Bike	Office	47 ppl/hr	6 ppl/hr	53 ppl/hr	9 ppl/hr	42 ppl/hr	51 ppl/hr
Bike	Theatre	0 ppl/hr	0 ppl/hr	0 ppl/hr	8 ppl/hr	5 ppl/hr	13 ppl/hr
Bike	Total	50 ppl/hr	11 ppl/hr	61 ppl/hr	26 ppl/hr	55 ppl/hr	81 ppl/hr
Walk	Apartments	5 ppl/hr	19 ppl/hr	24 ppl/hr	19 ppl/hr	11 ppl/hr	30 ppl/hr
Walk	Retail	11 ppl/hr	6 ppl/hr	17 ppl/hr	31 ppl/hr	34 ppl/hr	65 ppl/hr
Walk	Office	47 ppl/hr	6 ppl/hr	53 ppl/hr	9 ppl/hr	42 ppl/hr	51 ppl/hr
Walk	Theatre	0 ppl/hr	0 ppl/hr	0 ppl/hr	24 ppl/hr	16 ppl/hr	40 ppl/hr
Walk	Total	63 ppl/hr	31 ppl/hr	94 ppl/hr	83 ppl/hr	103 ppl/hr	186 ppl/hr

Figure 3: Weekday Peak Hour Vehicle Trip Generation (Source: Grove/Slade Associates)

Off Street Vehicle Parking

The overall parking demand created by the development is primarily a function of land use, development square footage, price, and 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, proximity to transit, connectivity of bicycle and pedestrian facilities within the vicinity of the development, composition of nearby land-uses, and the demographic composition of the potential residents and patrons.

Zoning requires the provision of 419 parking spaces for the proposed site (see Figure 4). The Applicant proposes to provide 245 parking spaces, a parking relief of 174 spaces. 233 of the 245 proposed parking spaces are shared spaces among office, retail, and theater users. Each of these users typically has a different peak parking demand – office parking peaks in the mid-morning through mid-afternoon, while theater and retail parking peaks during the late-afternoon through evening. DDOT finds that these uses are complementary uses for shared parking, and the proposed amount of parking is appropriate. The Applicant proposes 12 parking spaces for residential users, a parking ratio of 0.06. While this is a low parking ratio for a residential development, given the site's proximity to the NoMA-Gallaudet Metro Station, which is one-block away, the amount of long-term bicycle parking provided, and the Transportation Demand Management (TDM) plan proposed, DDOT finds the amount of parking

proposed for the residential use is reasonable. DDOT would not support the conversion of the south-side of N Street to a Residential Permit Parking (RPP) block or the residential building from obtaining RPP status.

	Zoning Required Parking Spaces	Proposed Parking Spaces
Residential	53	12
Office	212	233 shared spaces
Retail	38	
Theater	116	
Total	419	245

Figure 4: Zoning Required and Proposed Parking Spaces

A vehicle parking occupancy study was conducted by the Applicant. Parking occupancy data was collected on Friday, November 10, 2015 from 7:30 am to 9:30 pm when street sweeping was not scheduled for the day. This analysis shows unused nearby on-street parking (see Figures 5, 6, 7, and 8), with 87 spaces available during peak weekday demand in the study area (12:30 pm to 1:30 pm). The Applicant noted that due to ongoing construction in the vicinity of the site, many of the parking spaces were cordoned off during the parking occupancy study, and a higher number of total spaces would be available once construction is complete. DDOT finds that the on-street vehicle parking supply, which is predominantly metered, is generally available during weekdays from 7:30 am to 9:30 pm

	AM				PM									
	7:30	8:30	9:30	11:30	12:30	1:30	2:30	3:30	4:30	5:30	6:30	7:30	8:30	9:30
Occupancy	192	236	245	280	288	274	255	229	191	169	174	192	194	186
Total Spaces	375	375	375	375	375	375	375	375	375	375	375	375	375	375
Utilization	51%	63%	65%	75%	77%	73%	68%	61%	51%	45%	46%	51%	52%	50%

Figure 5: On-Street Weekday Parking Occupancy and Utilization (Source: Grove/Slade)

Space Type	Peak Period (12:30PM-1:30PM)			
	Spaces	Occupancy	Utilization	Available
Metered	283	215	76%	68
Non-RPP	60	48	80%	12
Unrestricted	32	25	71%	7
All On-Street Spaces	375	288	77%	87

Figure 6: On-Street Saturday Parking Occupancy and Utilization (Source: Grove/Slade)

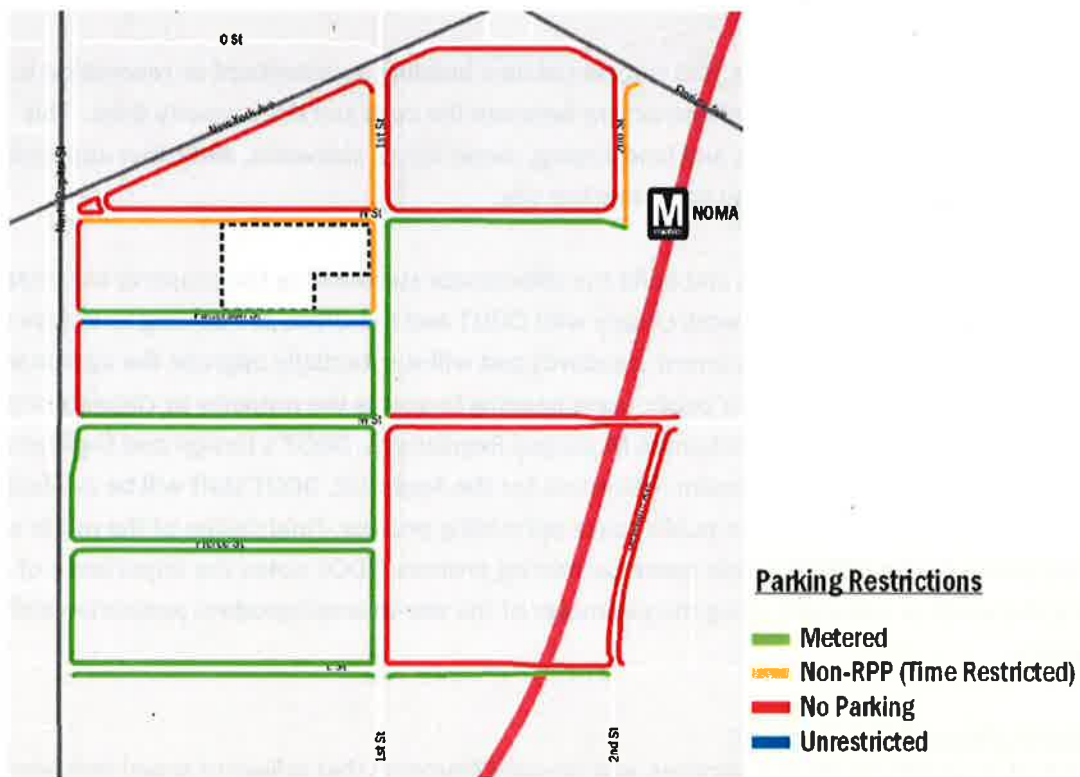


Figure 7: Parking Restrictions (Source: Grove/Slade)

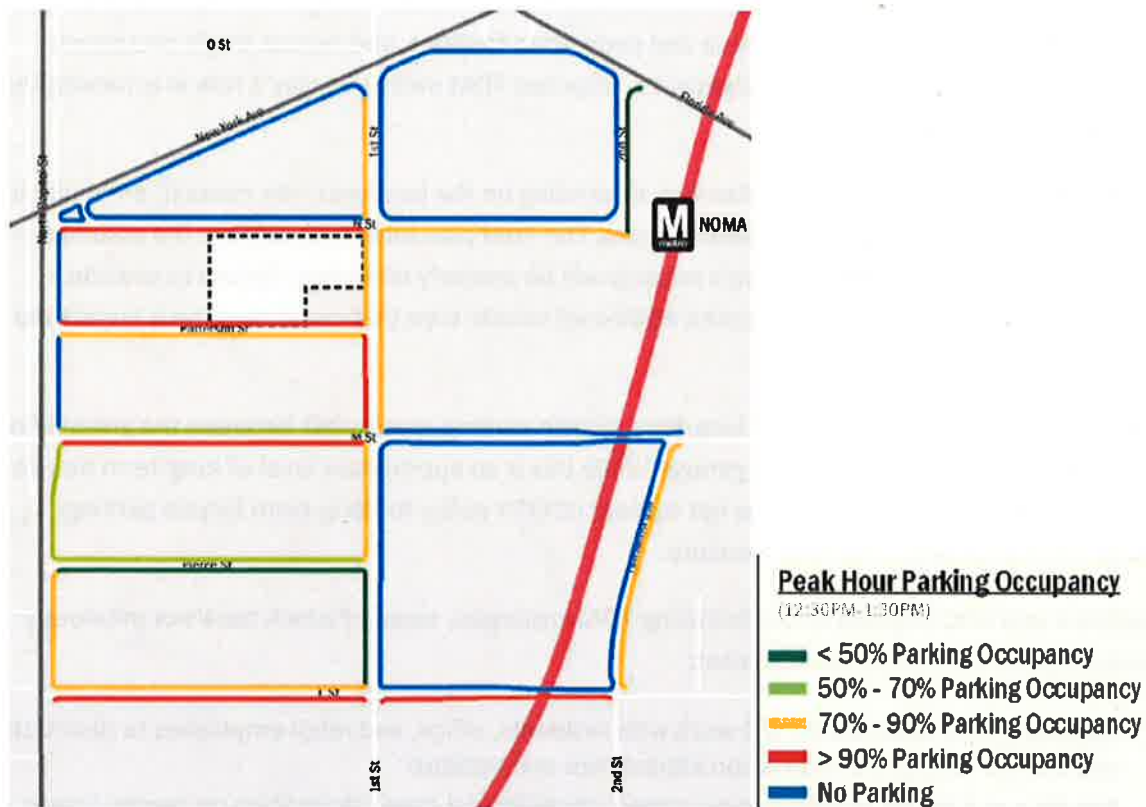


Figure 8: Weekday Peak Parking Occupancy (Source: Grove/Slade)

Streetscape and the Public Realm

In line with District policy and practice, any substantial new building development or renovation is expected to rehabilitate streetscape infrastructure between the curb and the property lines. 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.

DDOT expects the Applicant to design and build the streetscape surrounding the property to current DDOT standards. The Applicant must work closely with DDOT and the Office of Planning 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 circulate around it. In conjunction with the District of Columbia Municipal Regulations, DDOT's *Design and Engineering 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. Final design of the public space will be determined during DDOT's public space permitting process. DDOT notes the importance of maximizing the width of sidewalks along the perimeter of the site to accommodate pedestrian and bicycle activity.

Transportation Demand Management

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's proposed TDM measures play a role in achieving the desired and expected mode split.

The specific elements within the TDM plan vary depending on the land uses, site context, proximity to transit, scale of the development, and other factors. The TDM plan must help achieve the assumed trip generation rates to ensure that an action's impacts will be properly mitigated. Failure to provide a robust TDM plan could lead to unanticipated additional vehicle trips that could negatively impact the District's transportation network.

The Applicant proposed to provide 167 long-term bicycle parking spaces split between the ground floor of the building and the first level of the garage. While this is an appropriate level of long-term bicycle parking for the proposed project, it does not surpass DDOT's policy for long-term bicycle parking; therefore, it is not considered a TDM measure.

The Applicant and DDOT agreed to the following TDM strategies, some of which have not previously been submitted to the BZA by the Applicant:

- Appoint a TDM Coordinator will work with residents, office, and retail employees to distribute and market various transportation alternatives and options;
- Provide a public transit information screen, showing real-time information on nearby transit services, in the residential and office lobbies;
- Provide a one-year bikeshare membership, carshare membership or \$100 SmarTrip card to the first occupant of each residential unit and each initial office employee;

- Unbundle the cost of office and residential parking from the lease of office space and residential units or purchase of residential units and set the parking price at market rate. Parking rates should be reviewed and adjusted every three years.

DDOT finds the above TDM measures sufficiently robust to address the impacts expected from the project.

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