

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF TRANSPORTATION



d. Policy Planning and Sustainability Administration

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MEMORANDUM

TO: Sara Bardin
Director, Office of Zoning

FROM: Sam Zimbabwe
Associate Director

DATE: January 10, 2013

SUBJECT: ZC Case No. 09-22 – MR Ballpark 4 – One M Street SE

APPLICATION

MR Ballpark 4 LLC (the "Applicant") is requesting review and approval of new office building with ground floor retail uses pursuant to the requirements of the Capitol Gateway (CG) Overlay District. In addition, the Applicant is seeking variance relief from the street-wall setback requirements for new construction along South Capitol Street S.E. and for loading requirements.

SUMMARY AND RECOMMENDATION

The purpose of DDOT's review is to assess the impact of the proposed project on the District's transportation network and, as necessary, propose appropriate mitigations. After a thorough review of the analysis submitted by the Applicant, DDOT concludes:

- As proposed, the project will generate a high number of vehicle trips, adding to congestion and delay on adjacent streets and creating safety concerns with additional vehicles accessing the intersection of Van Street and M Street SE,
- Reverse loading movements in public space as proposed are not in keeping DDOT standards and pose safety concerns, and
- Multiple curb cuts to accommodate access are not desired.

DDOT is actively working with the Applicant to address these concerns and believes the following types of actions should be required to minimize potential impacts that may result from the site:

- Reduce site generated vehicle trips by a third to approximately 125 total trips during the peak hour to minimize impacts to the larger network and exposure at the intersection of Van Street and M Street SE. This can be accomplished by removing approximately 100 parking spaces from the development program or committing to a robust monitoring and TDM program to reduce peak hour trips.
- Design the site such that reverse truck movements are accommodated on private space. If this is not a feasible option, the Applicant should create a loading management plan that addresses safety concerns of reverse truck movements in public space.

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 alternative modes of transportation are adequate to accommodate new travel demand while discouraging single occupancy vehicle trips. The following analysis evaluates the Applicant's traffic impact study (TIS) to determine its accuracy and consistency with the District's vision and goals for its transportation network.

Changes in Land Use Context

In the near future, high volumes of vehicular trips are expected from approximately 30 planned and approved developments in the area. DDOT is aware of the planned developments and the challenges associated with congestion and mobility concerns along the two major corridors in this area. To address these concerns, DDOT has undertaken two distinct efforts to evaluate and modify the transportation infrastructure in both corridors. The following present a brief description of the aforementioned corridor-wide studies:

- 1) *South Capitol Street Environmental Impact Statement* - The purpose of the South Capitol Street project is to improve safety, multimodal mobility, accessibility, and support economic development. The project would transform the existing corridor into an urban gateway to the US Capitol and District of Columbia's Monumental Core.
- 2) *M Street, SE/SW Transportation Study* - The study identified current and future transportation challenges and needed mitigation measures within an approximately 1.7-square-mile area along M Street SE/SW, and the Southwest waterfront from 12th Street, SE to 14th Street, SW and from the Southwest/Southeast Freeway south to the Anacostia River/Washington Channel. The study analyzed the integration of transit, bicycling and walking with motor vehicle traffic in order to best serve the neighborhoods in this burgeoning section of the city. Safety and access needs were balanced to address the travel needs of residents with those of visitors and workers who will be drawn to new retail and mixed use development planned for the area.

Both studies contemplated growth in land use for the area and made assumptions about the resulting vehicle trip generation. Analysis produced for these studies evaluated the potential impacts of the future land uses along with proposed changes to infrastructure. The studies concluded that the transportation network can handle the growth, but will be at capacity. In order to maintain functionality of the system, future land development projects need to achieve a reasonable vehicle trip generation. This can be equated to the level of trip generation that could be expected from providing a level of

parking equivalent to the zoning minimums. As such, DDOT will be working to limit vehicle trip generation on this and future projects to ensure network functionality into the future.

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 nearby high-quality public transit. With the site in proximity to such transit, DDOT expects a low need for on-site parking.

According to DC Zoning Regulations, the proposed development would require one parking space per 1,800 square feet in excess of 2,000 square feet for the office uses and one space per 750 square feet in excess of 3,000 square feet for the retail uses. This would equate to 172 parking spaces for the office and 19 spaces for the retail portion of the proposed development, for a total of 191 spaces.

The Applicant proposes 310 off-street parking spaces that would be shared by the office and retail portions of the development. The proposed number of 310 spaces is 119 spaces above the 191 off-street parking spaces required by Zoning Regulations. Based on the proposed number of spaces, the Applicant proposes the following approximate parking ratios:

- 19 retail parking spaces - 1.12 parking spaces per 1,000 SF of retail
- 291 office parking spaces - one parking space per 1,065 SF of office

The above parking ratios are higher than what DDOT expects to see in this area. DDOT compared the subject development's ratios to several recent development proposals in the area and found that other similar land uses have proposed smaller parking ratios. For example, Square 701 development, which is two blocks to the east, proposed approximately one space per 1500-1600 SF. If these parking ratios are applied to the subject development, the project would provide approximately 220 spaces, which is approximately 30 greater than the Zoning Regulation requirements and 90 spaces fewer than the Applicant's proposal.

DDOT identified this concern to the Applicant more than two years ago via a letter dated November 29, 2010. In the letter, DDOT stated support for 196 parking spaces based on the slightly different size of the development at that time. DDOT continues to believe that the level of parking will encourage an excessive amount of vehicle trips. DDOT would prefer that the Applicant reduce the parking supply by approximately 100 spaces to reduce the vehicular trip impact on the surrounding streets. If this is not possible, the Applicant should be required to implement a monitoring program that includes strategies to require a level of vehicle trips consistent with the reduced amount of parking.

Roadway Network, Capacity, and Operations

DDOT reviewed the Applicant's transportation analysis and found that generally, operations are not expected to deteriorate significantly in the forecast year of 2015. The exception is at the intersection of Potomac Avenue and South Capitol Street where operations are expected to degrade substantially. DDOT does not dispute that operations will largely remain functional in the Applicant's forecast year. However the Applicant was not asked to show analysis for a long term planning horizon, approximately 25-30 years. DDOT has performed long range studies of the area and finds that in the long range planning horizons conditions are congested, but functional.

As part of DDOT's effort to evaluate future travel conditions in the area, DDOT undertook a detailed evaluation of expected future land use in the area. Extensive research was performed to determine the type and density of expected future land uses in the area. With this information, DDOT projected future mode split rates that would be utilized to perform the transportation analysis. The mode split assumed for office land uses was approximately 80-90% non-auto. Approximately 8 or 9 out of every 10 trips in the peak period are not expected to be in a single occupancy vehicle. Even with such high levels of non-auto use, high levels of delay and congestion are still expected.

To facilitate mobility for the area, all office development projects in the area should achieve or exceed 80-90% of employees traveling by a non-automotive mode. DDOT requests that the Applicant and the Zoning Commission require new office developments in this area achieve a minimum of an 80% non-auto mode split. For the One M Street project, this would equate to a reduction of the vehicle trip rates in the peak hour by approximately one third to about 125 total trips in both the AM and PM peak hours.

Safety

DDOT policy requires that Applicants conduct safety analyses to demonstrate that specific land developments will not create or exacerbate new or existing safety issues for all modes of travel. Due to the fact that DDOT is in the process of validating the crash data for the year 2011, the Applicant used the available data for the most recent three years for safety evaluations (i.e., 2008-2010). Based on the crash rate calculations, three of the nine study intersections' rate is above DDOT's accepted crash rate criteria of 1.0 per Million Entering Vehicles (MEV). The intersections of M Street and N Street with South Capitol Street, and the intersection of M Street and New Jersey Avenue experienced 3.69, 1.06, and 1.15 crash rates per MEV, respectively.

In general, higher crash rates per MEV do not necessarily identify specific crash patterns and corrective actions to alleviate any problems. Crash rates typically indicate that comprehensive safety analyses using traffic engineering tools and methodologies need to be undertaken at locations with rates greater than 1.0 (or any other established criteria). Due to the scope and resource limitations of traffic impact studies prepared by the Applicants, and their limitations on the associated specialized expertise, DDOT does not expect Applicants to provide such detailed analyses, but to prepare a summary to highlight the problematic areas for further evaluation/analyses.

As mentioned in the previous sections of this report, DDOT has evaluated the traffic conditions and transportation needs from a broader perspective to develop and implement long-term transportation solutions that include operational and safety measures to improve mobility, access, and safety of the roadway network in this area (i.e., *South Capitol Street Environmental Impact Statement, M Street, SE/SW Transportation Study*). Since geometric and traffic control modifications are underway for the M Street SE/SW and South Capitol Street in the near future; DDOT believes that the safety issues that are highlighted by the Applicant's TIS will be addressed and mitigated during the redesign and planning stages of these facilities.

However, DDOT is concerned about the potential for safety issues at the intersection of M Street and Van Street SE. This intersection is located approximately equidistant between South Capitol Street and Half Street SE such that signalization is not possible. An office building or group of buildings of this type often leads to the need for signalization. Since the intersection cannot be signalized, DDOT is concerned about the level of traffic making turn movements, particularly left turn movements at this intersection.

No left turn movements at this intersection would be protected by a signal. This could lead to a potentially dangerous scenario with many trips crossing multiple travel lanes unprotected. DDOT believes that vehicle trips to and from the project should be minimized in order to limit exposure to potentially dangerous conditions. Trip reductions as previously described could minimize exposure to this risk.

Bicycle and Pedestrian Facilities

The Applicant proposes 38 secure long-term parking spaces in their garage. These secured bicycle parking spaces should be easily accessible and visible to users. In addition, DDOT recommends that a minimum of 13 inverted U-style bicycle racks be installed around the building near their proposed entrances for short-term bicycle parking. Further coordination during our permitting process will be necessary to ensure designed pedestrian facilities within public space surrounding the site meet current DDOT standards.

Transit Services

DDOT and the Washington Metropolitan Transportation Authority (WMATA) have partnered to provide extensive public transit service in the District. DDOT's vision is to leverage these investments 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 approximately 250 feet from the Navy Yard - Ballpark Metro Station and is well served by 13 different bus lines (i.e., 74, A9, A42, A46, A48, P1, P2, P17, P19, V7, V8, V9, and W13) and the Union Station-Navy Yard Circulator route. The Circulator bus service operates with 10-minute frequency, whereas the other bus lines operate with headways in the range of approximately 15 to 20 minutes. In addition, transit accessibility to the site is excellent and the transit level of service in the area is rated as LOS "B" or "C," which is expected to contribute to a high non-vehicle mode share for the project. An office building located in such a transit rich area of the City should achieve high transit ridership.

Site Access and Loading

The Applicant proposes two curb cuts on Van Street SE; one for vehicular access to off-street parking and another for loading. It is unclear from the TIS that the proposed curb cut dimensions meet DDOT design standards requiring that commercial curb cuts be less than 24 feet and adjacent curb cuts be 32 feet apart from each other. DDOT believes that further review will be necessary as part of the permitting and approval process.

According to D.C. Zoning Regulations, three 30-foot deep berths, a single 20-foot service/delivery space, and three 100-SF loading platforms are required for the proposed development. The Applicant has requested relief to provide two 30-foot loading berths, a 20-foot service/delivery space, and one 100-SF loading platform. In the TIS, the Applicant stated that all deliveries will be made by 30-foot trucks or smaller. It should be noted that restaurants and some retail uses generate trips by delivery vehicles longer than 30 feet. As discussed in the TIS, 30-foot trucks will access the loading areas by backing up from Van Street into their proposed loading areas. In addition, 30-foot trucks making an inbound right-turn movement would encroach on the curb and an incoming traffic lane, which is unacceptable.

Therefore, the Applicant should provide a loading management plan for loading and unloading larger trucks, along with time and access restrictions.

In a letter dated November 29, 2010, DDOT requested the Applicant consider an internal alley to allow for loading and vehicular access in order to reduce any adverse impacts to Van Street. Although DDOT is concerned about the aforementioned truck maneuvers, the Applicant demonstrated that feasible alternatives for truck access are limited due to restrictions based on the geometric configuration of the site. Therefore, DDOT recommends that the Applicant work with DDOT to develop and finalize a viable truck access and loading solution (i.e., loading management plan, temporal access restrictions, etc.) to minimize or mitigate this condition.

Streetscape and Public Realm

In accordance 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 gutter, street trees and landscaping, street lights, sidewalks, and other appropriate features within the public rights of way bordering the site.

The proposed project is within the Anacostia Watershed Initiative with specific street design guidelines, which needs to be reflected in their proposal. DDOT expects that there will be street tree plantings along M Street and the Applicant should incorporate sustainable green measures to include, but not limited to bioretention planters, permeable pavers and other measures to mitigate runoff. During the permitting process, the Applicant must identify all trees proposed for removal and compensate for any healthy tree removals as per current DDOT & District Standards. Furthermore, pedestrian facilities should be designed into the project that facilitate safe and efficient pedestrian movements in the area and can accommodate demand from high pedestrian events such as baseball games.

Transportation Demand Management (TDM)

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.

According to the TIS, the Applicant proposes the following TDM measures:

- Identify a TDM Leader for the office building,
- Dedicate two parking spaces for a car sharing service,
- Provide conveniently located reserved spaces for carpools and vanpools,
- Host a transportation mobility fair six months after the office building has opened, and
- Perform a monitoring study of their trip generation two years after the project is 90% occupied.

These measures are not likely to reduce vehicle trips to a level consistent with the trip generation being requested by DDOT. If the parking is not reduced, DDOT believes the Zoning Commission should require a more robust TDM program coupled with an extensive monitoring program to ensure trips do not exceed 125 during the peak hour.

Performance Monitoring & Measuring

DDOT recognizes the continuing impact that developments can have on the transportation network and local community, and therefore requires the Applicant to compose a performance monitoring plan. This plan should consist of the establishment of benchmark goals with regard to TDM measures, along with a commitment to increase TDM efforts should the Applicant fail to reach these goals.

The Applicant has proposed to perform a monitoring study at two years after the project is 90% occupied to ensure that the trip generation contained in the TIS is met. If the trips exceed projections, the Applicant has committed to supplement their TDM plan with additional measure to be identified. DDOT believes that a monitoring program is only necessary if the Applicant is allowed to construct the proposed amount of parking. If the amount of parking is approximately 100 spaces less than proposed, DDOT believes monitoring is not necessary.

Assuming the parking is built to the Applicant's proposal, a successful monitoring program would require vehicle trip generation that is no more than approximately 125 peak hour trips. The monitoring term would extend for approximately 10 years due to the amount of parking requested. DDOT is actively engaged with the Applicant to further define a monitoring program and plans to discuss the details of a monitoring program in testimony at the hearing.

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GOVERNMENT OF THE DISTRICT OF COLUMBIA
DISTRICT DEPARTMENT OF TRANSPORTATION



Policy, Planning and Sustainability Administration

November 29, 2010

Pam Frentzel-Beyme
Monument Realty
1700 K Street, NW
Suite 600
Washington, DC 20006

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Dear Ms. Frentzel-Beyme:

Thank you for taking the time to meet with DDOT employees on November 10, 2010 to review the proposed building plans for Square 700, Lots 43 and 866. DDOT is encouraged to see more neighborhood retail and commercial office space to add to the vibrant neighborhood in the Navy Yard/Washington Nationals baseball stadium community.

DDOT is committed to building and maintaining a sustainable urban transportation system that can accommodate continued growth and development within the District, while at the same time improve safety and mobility, and maintain neighborhood quality of life. Accomplishing this means acknowledging the urban nature of the District and managing our major roadways and public space to encourage an ever increasing number of trips to be made on foot, bike or transit; minimizing conflict points between modes; and managing the number of public space access points to facilitate person through-put.

DDOT has evaluated your development proposal with this vital policy in mind. We feel strongly that the width of the proposed Van Street curb cut (approximately 75 feet) would introduce unnecessary conflicts to pedestrians, bicyclists, and roadway safety and operations. Additionally, it will adversely affect the Van Street streetscape. Reducing the number of loading berths will assist to minimize the Van Street curb cut width. Another consideration is to construct an internal alley adjacent to Public Storage at 1230 S. Capitol Street S.E., that can allow for loading and personal passenger vehicles to enter.

We firmly believe the Potomac Electric Power Company (PEPCO) vaults should not be located in public space and that there is room to accommodate the vaults in the 15 foot building setback located adjacent to M Street S.E.

While DDOT understands Monument's program goal of additional underground parking for future office leaseholders and neighborhood visitors, the vaulting under Van and S. Capitol Streets, for additional parking spaces, does not align with the District's transportation policy. We believe the transit oriented development (TOD) does not require 103 additional parking spaces through underground vaults in public space. DDOT supports Monument's plans for 196 underground parking spaces.

Should you have any questions regarding the project review, please do not hesitate to call:

A handwritten signature in black ink, appearing to read 'Karina Ricks', with a stylized, flowing script.

Karina Ricks
Associate Director

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DISTRICT DEPARTMENT OF TRANSPORTATION



Policy, Planning and Sustainability Administration

Preliminary Zoning Review Meeting (PZRM)

Applicant: Monument Realty

Project: Square 700 (lots 43 and 866)

Area plan of a 1 mile radius from Square 700 (lots 43 and 866), aka S. Capitol / M / Van Street S.E.

Landscape plan (including stormwater management)

Any proposed public space plans

Vehicle circulation plan for the proposed structure on Square 700

Level G1 and ground level plan

Square footage of the entire project and the usage of the space

The Square 700 Traffic Impact Analysis (not mandatory for this project)

A transportation management plan for Square 700, upon complete build-out

Delivery timeline of the project

Traffic mitigation plan

DDOT expects Monument Realty to bring all of the above noted materials to the meeting. If there is a problem with any of the requested materials, please let us know as soon as possible.

DDOT anticipates the PZRM to last approximately 1.5 hours and we will reflect the willingness of Monument, to meet with DDOT and OP staff members for this occasion, in our comments we submit to the Zoning Commission, in advance of the Zoning hearing. The preliminary Zoning review meeting (PZRM) will be held at 1100 4th Street S.W., in the 3rd floor conference room – same conference room where the preliminary design review meetings (PDRM) are conducted.

The goal of the PZRM is to assist Monument, DDOT and OP staff members with the transportation management and public space framework, before the Zoning Commission public hearing. The PZRM is not a substitute for the PDRM that will be hosted by DDOT once the case is approved by the Zoning Commission.

