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: February 23, 2016

SUBJECT: **BZA Case No. 19200** – 1401 Okie St. NE – Jemal's Pappas Tomato's

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APPLICATION

Application of Jemal's Pappas Tomato's, LLC, an affiliate of Douglas Development Company (both referred to as the "Applicant"), pursuant to 11 DCMR §§ 3103.2 and 3104.1, for a variance from the off-street parking requirements under § 2101.1 to allow the adaptive reuse of an existing warehouse building for retail and light manufacturing uses in the C-M-1 District at premises 1401 Okie Street, NE (Square 4093, Lot 832). The Applicant is required to provide 268 off-street parking spaces and proposes zero spaces. In lieu of on-site parking, parking will be provided across Okie Street in the Applicant's above-ground parking garage on Square 4037.

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:

- On-street vehicle parking supply is available to meet the project's parking demand;
- Off-street vehicle parking is available off-site in the Applicant's neighboring parking garage to meet the project's parking demand;
- 11 long-term and 32 short-term bicycle parking spaces are proposed, which meets DDOT's requirements for a project of this size;

- An adequate sidewalk network does not exist;
- As part of ZC Order No. 14-01, the Applicant was required to install 500 linear square feet of sidewalk in the surrounding neighborhood, the exact location to be determined in cooperation with ANC 5D. According to the Applicant, they coordinated with the ANC and agreed to construct the missing sidewalk on the east side of Fenwick Street between the site and West Virginia Avenue. This sidewalk segment has not yet been built;
- Loading access is proposed to occur from one new curb cut on Fenwick Street; and
- Truck access will utilize backing movements in public space, which do not meet DDOT standards.

While DDOT has considerable concerns with loading access on Fenwick Street, DDOT expects to resolve these concerns prior to or during the public space permitting process. As such, DDOT has no objection to the requested variance with the following condition:

- The curb ramps on the east-side of Fenwick Street at the intersection of Gallaudet Street must be installed as part of streetscape improvements, which will be coordinated through public space permits.

Continued Coordination

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

- Apply for public space permits and install the missing sidewalk segment that was a condition of ZC Order No. 14-01;
- 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 and off-site streetscape improvements will be reviewed as part of the public space permitting process and may be subject to Public Space Committee approval;
- Site access for loading, including public space permits. If DDOT's concerns are not resolved, the Applicant may need to seek additional zoning relief for loading; and
- The location of the 32 short-term bicycle parking spaces.

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.

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 268 parking spaces for the project. The Applicant requests full parking relief. Parking occupancy data was collected on Friday, January 21, 2016 from 5:00 am to 10:00 pm. The Applicant's analysis of the data shows unused nearby on-street parking that would meet the proposed project's parking demand (see Figures 1, 2, 3, and 4). During peak weekday on-street parking demand in the study area (5:00 pm to 6:00 pm), 289 spaces are available. Additionally, Figures 4 shows that on the east-side of Fenwick Street, adjacent to and south of the proposed development, parking occupancy is less than 50% during peak weekday demand. DDOT finds that the available parking spaces can accommodate the expected peak hour site generated vehicular trips and parking demand.

Square 4037's parking garage (approved by ZC Order No. 13-02 and owned by the Applicant, also known as Hecht's Garage) was constructed to exceed the parking requirements for the development on that square in order to accommodate the parking demand associated with the development of nearby sites owned by the Applicant (see Figure 5). Square 4037's parking garage contains 1,067 parking spaces and 361 of these spaces (34%) are allocated to specific uses for nearby buildings. Parking occupancy data was also collected for this garage, and only 83 spaces (7.8%) were occupied during the peak demand for the garage (6:00 pm to 7:00 pm). As such, there is sufficient space to accommodate parking for the retail patrons and employees of this project.

	PM				
	5:00	6:00	7:00	8:00	9:00
Occupancy	280	214	173	173	167
Total Spaces	569	569	569	569	569
Utilization	49%	38%	30%	30%	29%

Figure 1: On-Street Weekday Parking Occupancy and Utilization (Source: Grove/Slade)

Space Type	Peak Period (5:00PM-6:00PM)			
	Spaces	Occupancy	Utilization	Available
Metered	0	--	--	--
Non-RPP	40	5	13%	35
RPP	131	47	36%	84
Unrestricted	398	228	57%	170
All On-Street Spaces	569	280	49%	289

Figure 2: On-Street Weekday Parking Peak Hour Inventory and Occupancy (Source: Grove/Slade)

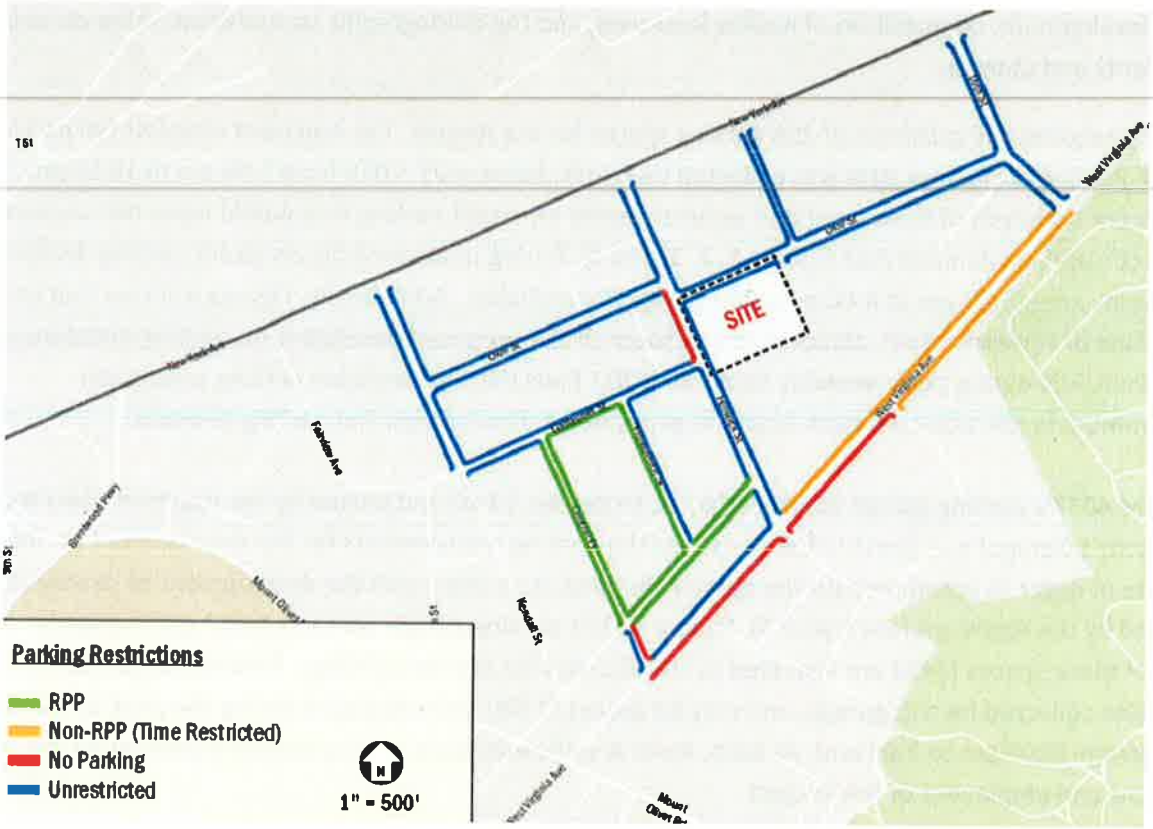

Figure 3: Parking Restrictions (Source: Grove/Slade)

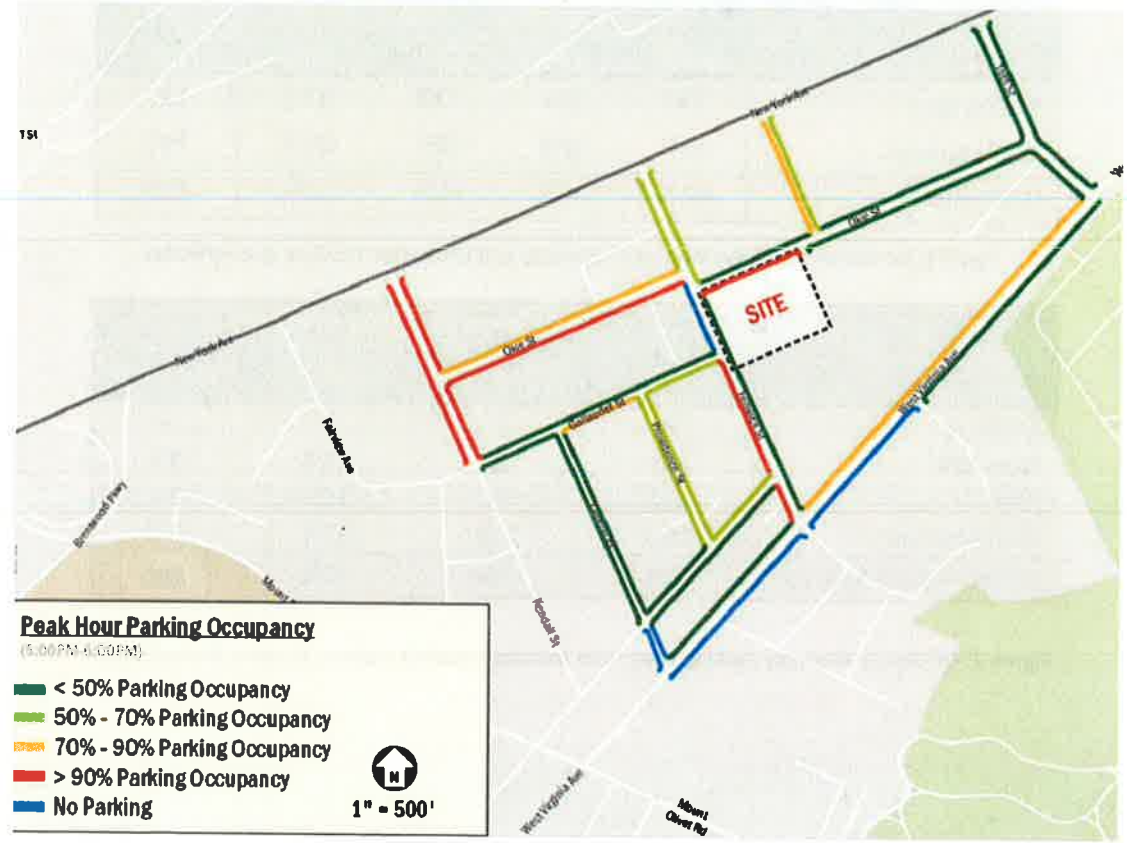

Figure 4: Weekday Peak (PM) Parking Occupancy (Source: Grove/Slade)

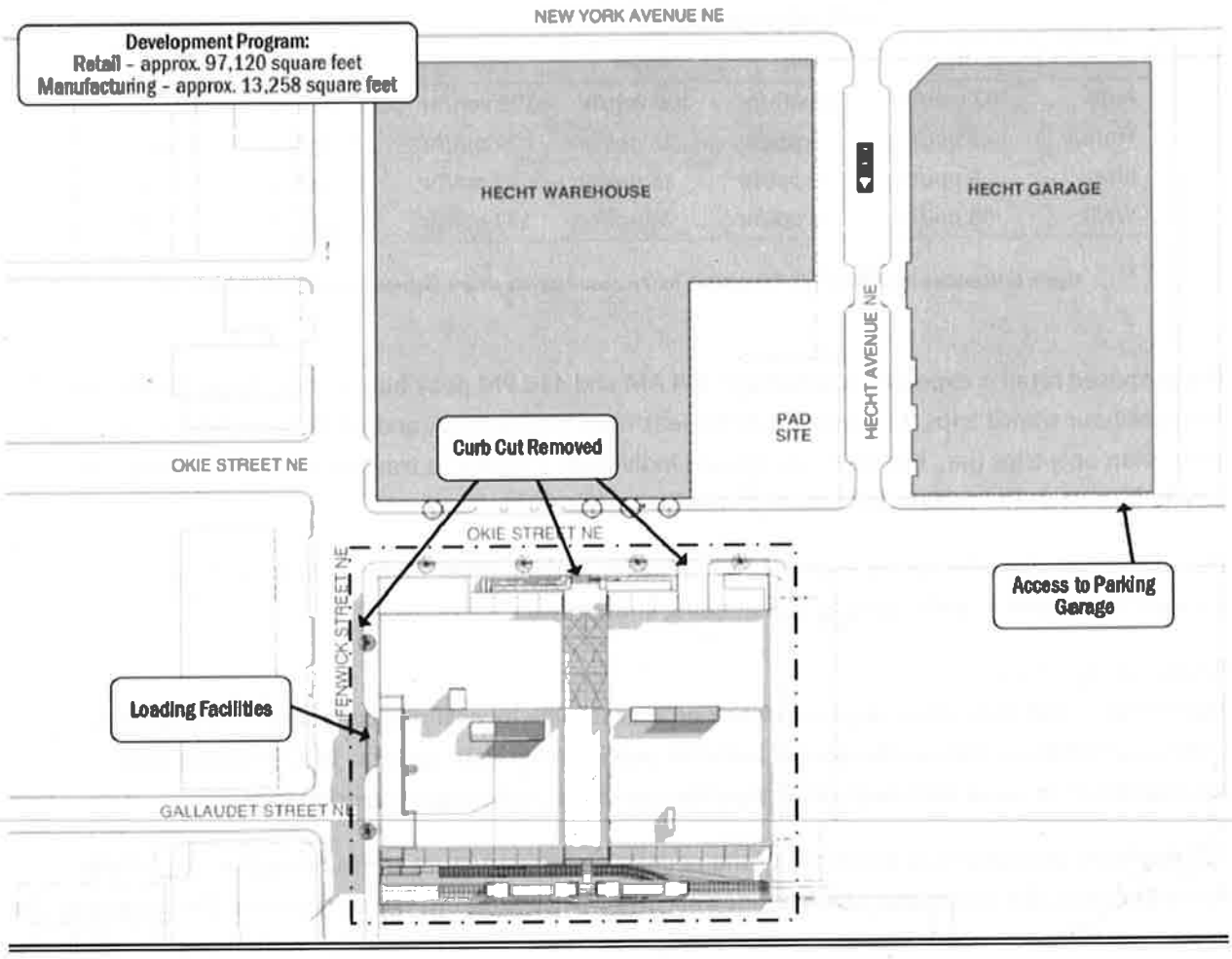

Figure 5: Site Design (Source: Grove/Slade Associates)

Trip Generation

The Applicant provided trip generation estimates utilizing the Institute of Traffic Engineers (ITE) Trip Generation Manual code for Shopping Center (Code 820).

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 developed the following mode split assumptions informed by WMATA's *2005 Development-Related Ridership Survey*: 65% drive, 5% transit, 5% bike, and 25% walk.

Based on the trip generation and mode split assumptions discussed above, the Applicant predicted the following level of weekday peak hour trip generation as shown in Figure 6:

Mode	AM Peak Hour			PM Peak Hour		
	In	Out	Total	In	Out	Total
Auto	67 veh/hr	41 veh/hr	108 veh/hr	199 veh/hr	217 veh/hr	416 veh/hr
Transit	9 ppl/hr	6 ppl/hr	15 ppl/hr	27 ppl/hr	30 ppl/hr	57 ppl/hr
Bike	9 ppl/hr	6 ppl/hr	15 ppl/hr	27 ppl/hr	30 ppl/hr	57 ppl/hr
Walk	46 ppl/hr	28 ppl/hr	74 ppl/hr	137 ppl/hr	148 ppl/hr	285 ppl/hr

Figure 6: Weekday Peak Hour Trip Generation for Proposed Development (Source: Grove/Slade Associates)

The proposed retail is expected to generate 108 AM and 416 PM peak hour vehicle trips, 15 AM and 57 PM peak hour transit trips, 15 AM and 57 PM peak hour bicycle trips, and 74 AM and 285 PM peak hour pedestrian only trips (i.e., this does not include individuals walking to transit or off-site parking and bicycle facilities). The pedestrian trips are high for a project this size.

Due to the nature of the zoning action – a variance for parking relief – a full comprehensive transportation review with capacity and queuing analysis was not required.

Pedestrian Facilities

The District is committed to enhance pedestrian accessibility by ensuring consistent investment in pedestrian infrastructure on the part of both the public and private sectors. DDOT expects new developments to serve the needs of all trips they generate, including pedestrian trips.

The Applicant performed an inventory of the pedestrian infrastructure surrounding the site. While sidewalks exist adjacent to the site, the sidewalk on Fenwick Street to the south of the site is missing. As part of ZC Order No. 14-01, the Applicant was required to install 500 linear square feet of sidewalk in the surrounding neighborhood, the exact location to be determined in cooperation with ANC 5D. According to the Applicant, they coordinated with the ANC and agreed to construct the missing sidewalk on the east side of Fenwick Street between the site and West Virginia Avenue. The sidewalk has not been installed yet, but DDOT requires that the sidewalk is built prior to the issuance of the Certificate of Occupancy for this project as it creates a necessary pedestrian connection for this project. As previously noted in the trip generation section, the site is expected to have a high number of pedestrian trips. DDOT also expects that curb ramps adjacent to the site, including receiving ramps, are installed or brought up to current standards; this includes installing new curb ramps at the intersection of Fenwick Street and Gallaudet Street.

Bicycle Facilities

The District of Columbia is committed to enhance bicycle access by ensuring consistent investment in bicycle infrastructure on the part of both the public and private sectors. DDOT expects new developments to serve the needs of all trips they generate, including bicycling trips.

The site is in the vicinity of the West Virginia Avenue signed bicycle route, which connects to several north-south running bicycle lanes. A shared-use pedestrian and bicycle trail is envisioned along the north-side of New York Avenue. The closest Capital Bikeshare station is located across Okie Street on Hecht Avenue with a 22 dock station.

The Applicant proposes 11 long-term and 32 short-term bicycle parking spaces, which meets DDOT's requirements for a project this size. The location of the short-term bicycle parking spaces will be worked out during the public space permitting process.

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 to provide the zoning required amount of loading: one 55' loading berth, two 30' loading berths, two 100 square foot loading platforms, one 200 square foot loading platform, and one 20' service/delivery space. The loading facilities are proposed to be accessed from a new 24' curb cut on Fenwick Street (see Figure 5), which will require a public space permit. Additionally, truck access will utilize backing movements in public space, which do not meet DDOT standards. DDOT is particularly concerned with back-in maneuvers at this location due to the intensity of the use of the loading facilities creating conflicts with the high number of pedestrian trips to the site and vehicle trips, as Fenwick Street is the primary route connecting New York Avenue and West Virginia Avenue. DDOT proposed to the Applicant several alternatives for loading access that would address all of DDOT's concerns without significantly impacting leasable square footage, including relocating the proposed curb cut to the south of the site to prevent all back-in maneuvers; the Applicant agreed to further explore these scenarios. DDOT expects to resolve these concerns prior to or during the public space permitting process. If DDOT's concerns are not addressed, the Applicant may need to seek additional zoning relief for loading.

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 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 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 Applicant may refer to the District of Columbia Municipal Regulations and DDOT's Design and Engineering Manual for specific controls of public space.

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