

Government of the District of Columbia

Department of Transportation



d. Planning and Sustainability Division

MEMORANDUM

TO: District of Columbia Zoning Commission

FROM: Meredith Soniat
Acting Associate Director *MS*

DATE: January 13, 2025

SUBJECT: ZC Case No. 04-14H – 25 Potomac Avenue SE (Capitol Riverfront Phases 3 and 4)

PROJECT SUMMARY

Florida Rock Properties Inc. and its partner MRP Realty (jointly, the “Applicant”) have requested approval of a Modification with Hearing of a First-Stage Planned Unit Development (PUD) and a Second-Stage PUD for Phases 3 and 4 of the Approved PUD to redevelop a property bounded by Potomac Avenue SE to the north, the Anacostia River to the south, 1st Street SE to the east, and South Capitol Street SE to the west. The site comprising Phases 3 and 4 is currently occupied by a dog park and a bar while the completed Phases 1 and 2 are improved with residential buildings, public open space, and waterfront trail.

Phase 1 comprises a:

- 305-unit residential building (Dock 79) with approximately 18,364 square feet of retail;
- Public plaza with approximately 5,800 square feet of open space; and
- Waterfront trail with seating and a designated bike path.

Phase 2 comprises a:

- 264-unit residential building (Maren) with approximately 8,178 square feet of retail;
- Approximately 32,000 square feet of additional open space; and
- Continuation of the waterfront trail.

The proposal to construct a mixed-use development includes the following development program:

- 590 residential units (309 in Phase 3, 281 in Phase 4) with 6,331 square feet of retail;
- Substantial public open space, including a public dog park between the Phase 3 and 4 buildings;
- 385 on-site vehicle parking spaces;
- At least 150 long- and 31 short-term bicycle parking spaces; and
- Two (2) 30-foot berths and two (2) 20-foot delivery spaces.

SUMMARY OF DDOT REVIEW

The District Department of Transportation (DDOT) is committed to achieving an exceptional quality of life by encouraging sustainable travel practices, safer streets, and outstanding access to goods and services. 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 multi-modal transportation network and, as necessary, propose mitigations that are commensurate with the action. After an extensive review of the case materials submitted by the Applicant, DDOT finds:

- Vehicular access to the site is proposed via an existing, two-way curb cut and driveway on Potomac Avenue built as part of previously completed PUD phases. The project proposes no new curb cuts to a public street and to provide all loading, trash, and vehicle access from the internal driveway network, consistent with DDOT standards;
- The project proposes to meet the minimums for long- and short-term bicycle parking in Title 11 of the *District of Columbia Municipal Regulations (DCMR)*, but it does not provide enough residential long-term bicycle parking to meet the requirements of Title 18 of the *DCMR* §1214. The Applicant must meet all *DCMR* bicycle parking requirements (at least 198 long-term bicycle parking spaces), which DDOT is requesting as a condition of this report;
- The project is not required by Zoning to provide any vehicle parking spaces, and DDOT estimates a project of the size, mix of uses, and distance from transit should provide a maximum of 210 spaces. While DDOT strongly supports the proposed parking reduction compared to the First-Stage PUD, the site is over 80% overparked with 385 proposed spaces, compared to DDOT's preferred maximum parking rates, and the availability of excess parking has the potential to induce additional demand for driving;
- To offset this impact, DDOT expects the Applicant to implement a robust Transportation Demand Management (TDM) Plan and fund the purchase and installation of a Capital Bikeshare station to encourage bicycling and discourage driving; and
- The Applicant's proposed TDM Plan (Attachment 1) must incorporate DDOT's requested revisions noted at the end of this report to provide a sufficiently robust program that will support non-automobile ownership lifestyles and encourage usage of non-auto modes.

RECOMMENDATION

DDOT has no objection to the approval of this First-Stage PUD modification and Second-Stage PUD application with the following conditions included in the Zoning Order:

- Fund the purchase and installation of a 23-dock Capital Bikeshare station on or near the development as part of the TDM plan with final design and location to be determined in coordination with DDOT during public space permitting;
- Meet the long-term bicycle parking requirements from Title 18 of the *DCMR* § 1214 by providing at least 198 long-term bicycle parking spaces; and

- Implement the TDM plan proposed in the December 5, 2024¹ Comprehensive Transportation Review (CTR) study ([Exhibit 19](#)) with DDOT's requested revisions at the end of this report, and maintain the TDM program for the life of the project, unless otherwise noted.

CONTINUED COORDINATION

Given the complexity and size of the action, the Applicant is expected to continue to work with DDOT on the following matters outside of the zoning process:

- The Applicant will be required to obtain public space permits for all elements of the project proposed in public space. DDOT has some comments on the initial public space design which are noted later in the Streetscape and Public Realm section and can be resolved during the public space permitting process;
- The Applicant should participate in a Preliminary Design Review Meeting (PDRM), as necessary to discuss the public space design with DDOT and Office of Planning (OP);
- Coordinate with DDOT's Planning and Sustainability Division (PSD) to ensure the long-term bicycle storage room meets both Zoning requirements and DDOT design guidelines;
- Coordinate with DDOT's TDM Team and goDCgo on the implementation of the TDM Plan; and
- Coordinate with DDOT's Urban Forestry Division (UFD) and the Ward 8 Arborist regarding any street trees in public space.

TRANSPORTATION ANALYSIS

The following is DDOT's review of the submitted plans, application materials, December 5, 2024 CTR study ([Exhibit 19](#)), and January 10, 2025 Updated CTR ([Exhibit 21A](#)) to assess the project's consistency with the District's vision for an equitable and sustainable transportation system that delivers safe and convenient ways to move people, goods, and services.

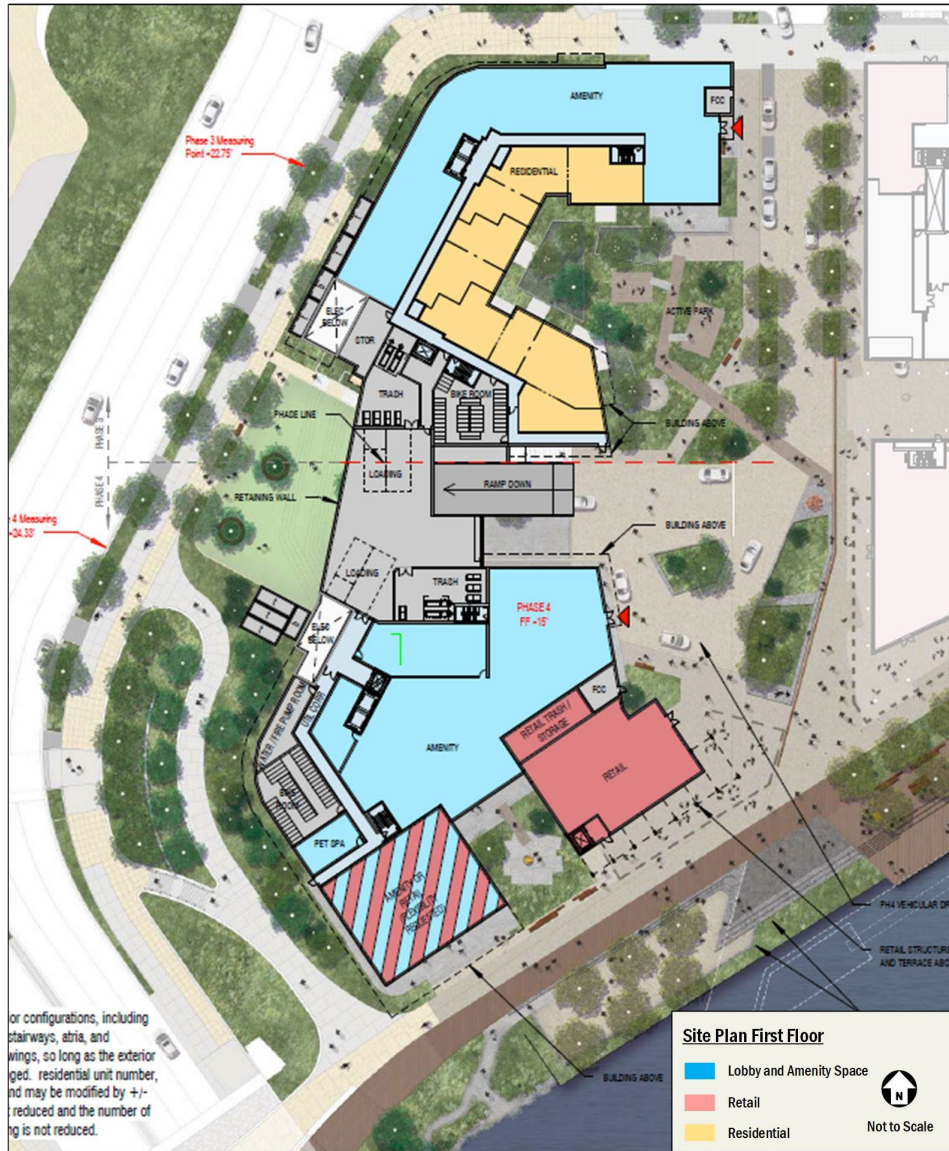
Site Access

Pedestrian access is from internal walkways that connect to Potomac Avenue, South Capitol Street, and the Anacostia Riverwalk Trail. Residential lobbies are at the northeastern corners of each building, and pedestrian retail access is located on the southeast corner of the Phase Four building. Vehicular access to the shared parking garage and loading facilities is proposed from an internal driveway via an existing, two-way curb cut and driveway on Potomac Avenue built as part of previously completed PUD phases. The project proposes no new curb cuts to a public street, consistent with DDOT *Design and Engineering Manual (DEM)* standards for vehicle access. Figure 1 below shows the site layout of the proposed project.

The proposed development is in close proximity to Nationals Park and will be subject to the terms of the [Audi Field + Nationals Park Traffic Operations & Parking Plan](#) (TOPP). Potomac Avenue operates one-way southwest-bound during post-game operations for Nationals Park. Future residents will need to receive placards that grant them access to closed roads on event days.

¹ The Applicant submitted a January 10, 2025 Updated CTR ([Exhibit 21A](#)) to reflect DDOT scoping comments. Revisions were not related to the TDM plan, which is consistent across both versions.

Figure 1 | Site Plan



Source: Gorove Slade 12/5/24 CTR, Figure 8

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, demographic composition, and other characteristics.

The project is not required by Zoning to provide any vehicle parking spaces because the site is located in the Capitol Gateway zone. The project proposes a total of 385 on-site parking spaces in the below-grade garage (167 for Phase 3 residential, 168 for Phase 4 residential, 50 for Phase 4 retail), according to the breakdown of parking provided in the December 5, 2024, CTR.

While DDOT is supportive of the proposed parking reduction compared to First-Stage PUD, the amount of vehicle parking proposed on-site is higher than typically expected given the project size, mix of uses, and proximity to transit. Based on DDOT's preferred maximum parking rates in the January 2022 *Guidance for Comprehensive Transportation Review*, a total number of 210 spaces would be more appropriate. This means the site is over 80% overparked compared to DDOT's preferred maximum parking rates. Providing more parking than practically needed has the potential to induce more driving, so DDOT recommends the Applicant implement a robust TDM program to encourage walking to and from the site rather than driving (see Pedestrian Network and TDM sections later in this report).

The project proposes at least four (4) electric vehicle (EV) charging stations in the parking garage. As additionally noted in the TDM section later in this report, DDOT is requesting the Applicant to confirm these EV charging stations will serve at least eight (8) spaces to be consistent with DDOT's recommendation to install at least one (1) EV station for every 50 vehicle parking spaces.

Bicycle Parking

The project is required by Title 11 of the *DCMR* Subtitle C and Title 18 of the *DCMR* § 1214 to provide 198 long-term and 31 short-term bicycle parking spaces for 590 residential units and 6,331 square feet of retail. According to the proposed TDM Plan, the project includes at least 150 long- and 31 short-term bicycle parking spaces, the latter of which can be accommodated with 16 inverted U-racks. This meets the short-term bicycle parking requirements but does not meet the long-term bicycle parking requirements from Title 18 of the *DCMR* §1214. The Applicant must provide at least 198 long-term bicycle parking spaces, which DDOT is requesting as a condition of this report.

As the design of the long-term bicycle storage room moves forward, the Applicant should refer to page F-9 of Appendix F in the January 2022 *Guidance for Comprehensive Transportation Review* for design best practices. The storage room must be designed so that a minimum of 50% of long-term spaces are located horizontally on the floor or bottom of a two-tier rack system, 10% of spaces are served by electrical outlets, and 5% of spaces (minimum 2 spaces) are designed for larger bikes and cargo bikes (10 feet by 3 feet, rather than 6 feet by 2 feet). The TDM Plan has committed to accommodate these requirements but should be revised to state the specific amounts, which DDOT is requesting as a condition of this report.

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 takes place in private space and that no back-up maneuvers occur in the public realm. Access to this building for loading and unloading, delivery and trash pick-up is an important consideration, and DDOT expects the project to comply with DDOT's standards for loading.

Per Title 11 of the *DCMR*, Subtitle C, § 901.1 and § 901.4, residential properties with more than 50 units are required to provide one (1) loading berth, one (1) loading platform, and one (1) 20-foot delivery space. Retail uses between 5,000 and 20,000 square feet are required to provide one (1) loading berth and one (1) loading platform. The project proposes to meet the zoning requirements and practical needs for loading by providing a total of two (2) 30-foot berths with platforms and two (2) 20-foot delivery spaces.

The buildings are designed so that all loading activities take place in the dock area off the internal driveway network. The truck turning diagrams included in the Applicant's August 5, 2024 architectural plans ([Exhibit 2B9](#)) demonstrate that 30-foot trucks can enter and exit the internal driveway network with head-in and head-out movements, consistent with DDOT standards. Trucks can maneuver and turn around while in the internal driveway network and loading dock area, so that they can exit to the designated "truck through route" of South Capitol Street via the short segment of Potomac Avenue. The Applicant anticipates approximately five (5) loading and delivery trips per day will utilize the shared loading dock area, including trash pick-up, mail drop-off, produce and retail deliveries, and move-ins and move-outs by residents. Trash is proposed to be stored and collected internal to the building, consistent with DDOT's standards that trash not be stored in public space or be visible from the public sidewalk.

Heritage and Special Trees

According to the District's [Tree Size Estimator map](#), the property has no Heritage or Special trees. DDOT expects the Applicant to coordinate with the Ward 8 Arborist regarding the preservation and protection of existing street trees, as well as the planting of new street trees, in bioretention facilities or a typical expanded tree planting space, if proposed.

Streetscape and 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, streetlights, sidewalks, and other appropriate features within the public rights of way bordering the site.

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 circulate around it. In conjunction with Titles 11, 12A, and 24 of *DCMR*, DDOT's *DEM* and *Public Realm Design Manual* will serve as the main public realm references for the Applicant. Streetscape designs will be reviewed in further detail during the public space permitting process.

Based on the preliminary public space plans, most public space adjacent to Phases 3 and 4 has already been built as part of the previous PUD phases and is generally consistent with DDOT standards. There are several considerations that need to be reviewed in greater detail during the public space permitting process:

- The Applicant received PSD approval for the conceptual design of the future dog park between the Phase 3 and 4 buildings (TOPS #454715). All proposed features in public space should be included in a future construction permit application, and any non-standard items must be included in a future maintenance covenant;
- The Anacostia Riverwalk Trail is intended for active transportation users. Any waterfront activation should provide adequate space for visitors to patronize retail and recreational spaces without interfering with the trail's use as a transportation facility. Trail-fronting uses should provide at least 2 feet of clear space free of obstructions along the trail;
- All building entrances must be at grade with the sidewalk so that no stairs or ramps will be necessary in public space;

- Provide a plan showing the detailed design of the long-term bike storage room so PSD can confirm it meets the requirements in Titles 11 and 18 in *DCMR* and *DDOT Bike Parking Guide* best practices, including spaces for larger bikes and cargo bikes;
- Determine final locations for the inverted-U bicycle racks and the Capital Bikeshare station that DDOT is requesting the Applicant to fund and install as part of its TDM Plan; and
- Any potential future outdoor café patios in public space will require a public space occupancy permit.

DDOT encourages the Applicant to participate in a PDRM to address design-related comments provided by DDOT and OP as necessary.

Mode Split and Trip Generation

Each trip a person makes is made by a certain means of travel, such as vehicle, bicycle, walking, and transit. 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, proximity to transit options, availability and cost of vehicle parking, among many others.

Mode split assumptions used in the analysis were informed by the Census, the Washington Metropolitan Area Transit Authority (WMATA) Development-Related Ridership Survey, and mode splits used for nearby developments. As shown in Figure 2 below, the mode splits assumed were 30% automotive for residential and 25% for office, the remainder of trips are anticipated to be made by transit, walking, or bicycling.

Figure 2 | Summary of Mode Split Assumptions

Land Use	Mode			
	Auto	Transit	Bike	Walk
Residential	30%	40%	10%	20%
Retail	25%	35%	20%	20%

Source: *Gorove Slade 12/5/24 CTR, Table 4*

The study provided trip generation estimates based on the rates published in the Institute of Transportation Engineers (ITE) *Trip Generation Manual, 11th Edition* (Land Use Code 222 Multi-Family High-Rise, Code 822 Strip Retail Plaza). The assumed mode-split was used to convert base vehicular trips to base person trips using average auto occupancy data and then back to vehicular, transit, bicycle, and pedestrian trips. DDOT finds these methods appropriate.

As shown below in Figure 3, the projected person and vehicle trips met DDOT’s thresholds in the January 2022 *CTR Guidelines* for further analysis (100 total person trips OR 25 inbound or outbound vehicle trips during any one of study periods). However, Figure 4 shows a net reduction in vehicle trips in the proposed development compared to the approved First-Stage PUD. As such, a Comprehensive CTR study was required, but a traffic impact analysis (TIA) was not required.

Figure 3 | Multi-Modal Trip Generation Summary for Proposed Development

Mode	Phase	Land Use	AM Peak Hour			PM Peak Hour		
			In	Out	Total	In	Out	Total
Auto (veh/hr)	PH 3	Residential	7	18	25	19	11	30
	PH 4	Residential	6	17	23	17	10	27
		Retail	2	2	4	7	7	14
		Total	15	37	52	43	28	71
Transit (ppl/hr)	PH 3	Residential	10	29	39	29	18	47
	PH 4	Residential	10	29	39	29	18	47
		Retail	6	3	9	18	18	36
		Total	26	61	87	76	54	130
Bike (ppl/hr)	PH 3	Residential	3	7	10	7	5	12
	PH 4	Residential	3	7	10	7	5	12
		Retail	3	2	5	10	10	20
		Total	9	16	25	24	20	44
Walk (ppl/hr)	PH 3	Residential	5	15	20	14	9	23
	PH 4	Residential	5	15	20	14	9	23
		Retail	3	2	5	10	10	20
		Total	13	32	45	38	28	66

Source: Gorove Slade 1/8/25 Revised Trip Generation (received via email)

Figure 4 | Vehicle Trip Difference Between Approved First-Stage PUD and Proposed Development

	AM Peak Hour			PM Peak Hour		
	In	Out	Total	In	Out	Total
Z.C. Case No. 04-14B Approved CTR Analysis	284 veh/hr	86 veh/hr	370 veh/hr	113 veh/hr	260 veh/hr	373 veh/hr
Proposed	15 veh/hr	37 veh/hr	52 veh/hr	43 veh/hr	28 veh/hr	71 veh/hr
Net (Proposed- Approved CTR)	-269 veh/hr	-49 veh/hr	-318 veh/hr	-70 veh/hr	-232 veh/hr	-302 veh/hr

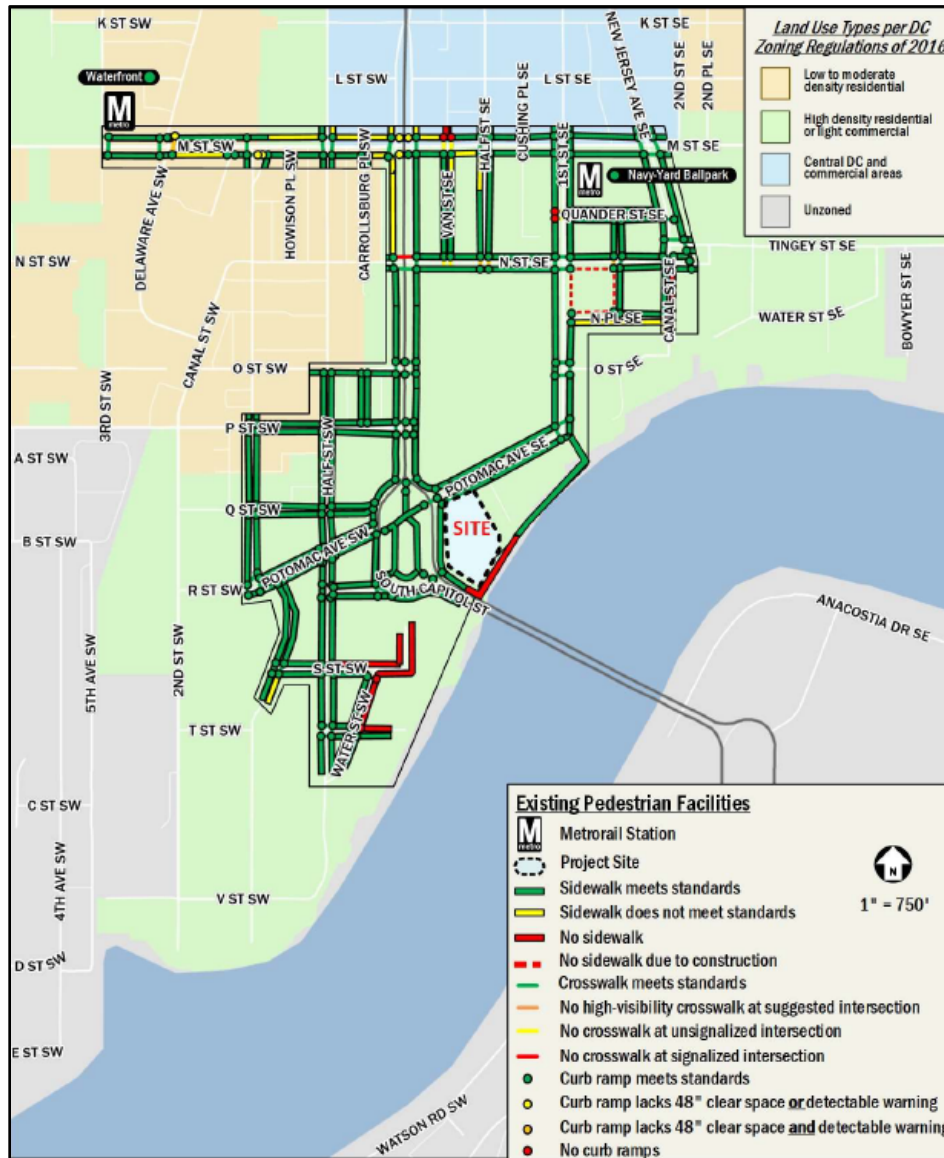
Source: Gorove Slade 1/8/25 Revised Trip Generation (received via email)

Pedestrian Network

The District is committed to enhancing 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. Walking is expected to be an important mode of transportation for this development. As mentioned above in the Streetscape and Public Realm section of this report, most public space, including the pedestrian network adjacent to Phases 3 and 4, has already been built as part of the previous PUD phases and is generally consistent with DDOT standards. DDOT expects the Applicant will reconstruct the public space along the proposed dog park and waterfront trail to current DDOT standards.

The CTR's inventory of existing pedestrian infrastructure, as shown in Figure 5 below, demonstrates that most sidewalks in the immediate vicinity of the site are currently constructed with appropriate widths and include accessible curb ramps. The Applicant will be extending the Anacostia Riverwalk Trail from the south side of the completed Phases 1 and 2 of the PUD site, along Phases 3 and 4, to the existing connection to the South Capitol Street oval. While there are a few missing or substandard facilities in the broader area, the existing pedestrian network along major walking routes from the site to schools, attractions, and the Metrorail station are generally adequate.

Figure 5 | Existing Pedestrian Network



Source: Gorove Slade 1/10/25 Updated CTR, Figure 16

Bicycle Network

The District is committed to enhancing bicycle accessibility 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. Bicycling is expected to be an important mode of transportation for this development.

As shown below in Figure 6, there are both existing and planned or proposed protected bike lanes and off-street trails directly adjacent to the site along Potomac Avenue, South Capitol Street, and the Anacostia Riverwalk Trail. Figure 6 also shows that there are multiple Capital Bikeshare stations near the site. DDOT expects the bikeshare demand from the new residential units and retail to overwhelm the existing Capital Bikeshare stations in the surrounding neighborhood, considering the activity associated with Nationals Park and Audi Field and access to protected bike facilities and off-street paths.

As discussed previously in the Vehicle Parking section, to offset the potential induced driving demand for being over-parked and anticipated bikeshare demand from the new residential and retail uses, DDOT recommends the Applicant fund the purchase and installation of a 23-dock Capital Bikeshare station on or near the development as part of the TDM Plan.

In conjunction with a robust TDM program, DDOT finds this Capital Bikeshare station installation to be an acceptable and appropriate mitigation. The final location will be determined during public space permitting.

Figure 6 | Existing Bicycle Facilities



Source: Gorove Slade 12/5/24 CTR, Figure 16

Transit Service

The District and 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.

The site is located approximately ½ mile or an 11-minute walk from the Navy Yard-Ballpark Metrorail station which is served by the Green Line. Trains serve Green Line stations every 6 to 8 minutes on weekdays and every 8 minutes on weekends.

There are some bus stops near the site along M Street SW/SE as well as along O, Half, and P Streets SW. These stops are served by Metrobus routes 74, A6, and P6, in addition to other nearby commuter bus routes, with bus headways on these routes ranging from 20 to 30 minutes throughout the day. WMATA's Final 2025 Network created as part of its Better Bus Network Redesign is expected to be implemented before the project is completed. The network redesign results in the same coverage as the existing network but will also result in changes to route frequencies and spans of service. These changes include two (2) new routes with 24-hour, 7-day-a-week service (Routes C11 and C31) and one (1) new route with 12-minute high-frequency service (Route 31) versus the zero 24-hour, 7-day-a-week and high-frequency bus routes existing.

Curbside Management

When a property redevelops, it is DDOT policy to reevaluate the existing curbside restrictions around the site frontages to ensure they align with the new land use(s) to occupy the property, as well as the surrounding neighborhood context.

The site currently has metered parking along sections of Potomac Avenue when an event at Nationals Park is not taking place. On the west side of the Project, there is no permitted parking on South Capitol Street. The Applicant is not proposing any changes to curbside management.

Transportation Demand Management

As part of all land development cases, DDOT requires an Applicant to develop a comprehensive TDM plan to help mitigate an action's transportation impacts. TDM is a set of strategies, programs, services, and physical elements that influence travel behavior by mode, frequency, time, route, or trip length 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 a TDM Plan in the December 5, 2024, CTR, which is included to this report as Attachment 1. Since the Applicant's proposal overparks the site by over 80% compared to DDOT's Preferred Maximum Rates and DDOT expects the anticipated bikeshare demand from the project's

change to a residential use to overwhelm the existing Capital Bikeshare stations in the neighborhood, DDOT does not find the TDM Plan to be sufficiently robust. In order to offset these impacts, appropriately support non-automobile ownership lifestyles, and encourage alternatives to auto travel, DDOT requests the following revisions to the TDM Plan be included in the Zoning Order:

- Fund the purchase and installation of a 23-dock Capital Bikeshare station on or near the development as part of the TDM Plan;
- Meet the long-term bicycle parking requirements from Title 18 of the *DCMR* § 1214 by providing at least 198 long-term bicycle parking spaces;
- Specify the minimum number of long-term bike parking spaces to be located horizontally on the floor (50% would be at least 99) and the amount to be designed with electrical outlets for e-bikes/scooters (10% would be at least 20). Also, specify that at least two (2) spaces will be designed with the larger 10 feet by 3 feet design for cargo and larger bikes; and
- Specify the number of vehicle parking spaces the four (4) proposed EV charge stations will serve. DDOT suggests at least 1 per 50 spaces or eight (8) for this project.

ATTACHMENTS

- 1) Proposed TDM Plan, Gorove Slade, December 5, 2024

MS:pj