

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF TRANSPORTATION



d. Policy Planning and Sustainability Administration

MEMORANDUM

TO: Sara Bardin
Director, Office of Zoning

FROM: Sam Zimbabwe *sz*
Associate Director

DATE: November 27, 2013

SUBJECT: **DDOT Report for ZC Case No. 06-40C**, Gateway Market, 340 Florida Ave, NE

APPLICATION AND SUMMARY

Gateway Market Center, Inc. (the "Applicant") along with Gateway Edens LLC, has submitted a major Modification of a Consolidated Planned Unit Development (PUD) and map amendment to construct a new mixed-use building (the "Project") at the intersection of Florida Avenue and 4th Street N.E. The site is Square 3587, Lot 8. The Zoning Commission approved the previous PUD in Case No. 06-40. The approved PUD proposed a mixed use project with residential, office and retail components, and had a building area of 307,384 square feet, FAR of 7.7 and height of 119 feet. This modification would significantly reduce the Project's density and height, and alter the proposed uses. The modified PUD eliminates the office component, increases the residential use, redesigns the retail and below-grade space, and shifts the construction type from concrete to wood frame over a concrete podium. The revised development proposal includes 188 residential units, 27,500 square feet of retail, and a 215-space below ground parking garage (107 allotted for retail use and 108 for residential use).

RECOMMENDATION IN BRIEF

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

- DDOT understands the hardship of providing access from Morse Street, NE, which would be DDOT's preferred location for the curb cut.
- DDOT has agreed in principle to allowing site access from Florida Avenue with the potential for restrictions to the operations and design of the curb cut. The final design and operations of the curb cut will be addressed during DDOT's public space permitting process.
- The high provision of parking, especially for the retail component of the development, will lead to additional vehicle trips and exacerbate DDOT's concerns with the safety and operations of the site access driveway.

- The proposed back-in truck maneuvers across public space are inconsistent with DDOT's Design and Engineer Manual (DEM) and negatively impact public space. The Applicant has proposed a Loading Management Plan to mitigate these impacts.
- The proposed development is anticipated to negatively impact the performance of some intersections in the vicinity. The Applicant has proposed to mitigate these impacts.
- The subject site is in close proximity to a range of transportation options, however Florida Avenue currently acts as a barrier to accessing these modes easily.
- DDOT is currently studying Florida Avenue in response to changing land use and travel patterns. The study may result in planned changes to the operations and design of the right-of-way, which may impact the eventual public space reconstruction needs as part of the public space permitting process.
- Three of the intersections in the vicinity experience high rates of vehicle incidents. The Applicant has committed to several safety improvements at the intersection of 4th Street/Morse Street.
- The Applicant has proposed approximately 72 long-term bicycle parking spaces, in excess of the 68 bicycle parking spaces required by District requirements.

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:

- Modify the transportation demand management program to include the following:
 - Provide at least one reserved free space in the parking garage for car share,
 - Offer a one-year Capital Bikeshare membership or carshare membership to all new tenants in perpetuity.
 - Provide a transportation information screen in the lobby that would show real time arrival / availability for nearby trains, buses, carshare, and bikeshare.
- Provide 16 short-term bicycle parking spaces.
- Alter the proposed Loading Management Plan to require that all deliveries be scheduled and limit loading hours to address safety concerns.
- Provide a minimum of two parking spaces with 240-volt electric car charging stations in the parking garage accessible to residents and visitors

Additionally, as the Applicant contemplates developing other properties within the Florida Market area, they should consider concepts for site access that utilize existing alleys and explore shared parking opportunities among all off the Applicants' properties to minimize future vehicular trip generation. DDOT will continue to apply its policies on future development proposals and encourages the Applicant to ensure that access points are not from arterial or collector streets for future development proposals in the Florida Market area.

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 within, and take advantage of, the District's multimodal transportation network and ultimately discourage single occupancy vehicle trips.

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. 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. The Applicant and DDOT coordinated on an agreed-upon scope for the CTR. An evaluation of the Applicant's CTR follows.

Vehicle Site Access and Parking

Vehicular access to the site is proposed to be provided from a curb cut on Florida Avenue. DDOT's general approach to vehicle site access is to have access from the lowest volume street to preserve the capacity of the District's arterials and reduce safety impacts of driveway conflict points. DDOT understands the hardship of providing access from Morse Street, NE, which would be DDOT's preferred location for the curb cut.

DDOT met with the Applicant on several occasions to discuss site access. In an effort to find a solution that balances the needs of all parties, DDOT agrees in principle to allowing site access from Florida Avenue. Due to the nature of Florida Avenue as a principal arterial with some areas of existing safety concerns, DDOT may require restrictions to the operations and design of the curb cut. DDOT continues to have safety concerns with garage access from Florida Avenue due to the number of conflicts, vehicular speeds and volumes, and the sight line issues caused by the railroad bridge in the vicinity. DDOT supports right-in/right-out operations of the driveway. Left in operations will be reviewed and DDOT will determine whether there would need to be any time restrictions on this movement to address safety or operational concerns. Left out movements are the most problematic, and DDOT has more significant concerns about the safety of this movement under the current roadway conditions.

Adding to DDOT's safety concerns, the project as proposed has significantly more parking (215 spaces) than required by zoning (80 spaces), and at 3 spaces per 1000 square feet of retail, is higher than many other similar projects in close proximity of a Metro station. The amount of parking is likely to encourage more patrons to drive to the site and utilize the curb cut, thereby increasing exposure to safety risks. As is discussed later in this document, DDOT's concerns are further substantiated by the project's anticipated impact on the intersection of Florida Avenue/4th Street and the changing vehicle operations caused by the expected increase in pedestrian volumes. In light of these safety concerns, DDOT will work with the Applicant to determine the exact operations and design of the curb cut through the public space permitting process.

As the Applicant contemplates developing other properties within the Florida Market area, they should consider concepts for site access that utilize existing alleys and explore shared parking opportunities among all off the Applicants' properties to minimize future vehicular trip generation. DDOT will continue to apply its policies on future development proposals and encourages the Applicant to ensure that access points are not from arterial or collector streets for future development proposals in the Florida Market area.

Site Loading

Under zoning, the site is required to provide 1 55-foot loading berth, 1 200 square foot loading platform, and 1 20-foot service space for the residential component of the project and 2 30-foot loading berths, 2 200 square foot loading platform, and 1 20-foot service space for the retail component of the project. The Applicant received relief from the loading requirements as part of a previous PUD approval. The Applicant is seeking to maintain the level of loading relief, and proposes to provide one 55-foot loading berth, one 30-foot loading berth, and two 200 square foot loading platforms.

The loading facilities will be located via a curb cut on Morse Street at the northwest portion of the site. Trucks would have to back-in and head-out. DDOT is concerned loading that back-in truck maneuvers could impede safe pedestrian circulation in public space, and such movements are contrary to DDOT's Design and Engineering Manual (DEM) for loading. The proposed back-in movements will require an exception from the DEM standards. The exception, including any mitigations to address safety concerns associated with backing movement through public space, will be addressed during the public space permitting process.

In order to minimize the impact of loading, the Applicant has agreed to implement a Loading Management Plan with the following elements:

- Designate a member of the on-site management team as a loading coordinator.
- Require all retail tenants notify the loading coordinator ahead of planned loading activities.
- Secure DDOT permits for oversize and overweight vehicles.
- Prohibit truck idling.

DDOT finds these measures appropriate, and asks that the following conditions be added to the loading management plan:

- Require both residential and retail tenants schedule loading activities with the loading coordinator ahead of planning moving activities to allow for better coordination of all site-related loading activities and avoid scheduling conflicts and truck queuing.
- Limit retail loading to times to address safety concerns.

Trip Generation

The Applicant utilized the ITE Trip Generation manual, 9th Edition to estimate the expected trip generation for the site. Land Use Codes (LUC) 220 (Apartment) and 820 (Shopping Center) were used to estimate the total number of trips to/from the proposed development.

The Applicant then applied discounts to the total trips to account for internal capture, pass-by trips, and diverted link trips. The Applicant applied the internal capture rates from the ITE's Trip Generation manual. Since internal capture rates are not provided for the AM peak hour, the AM internal capture rates were assumed to be half the PM rates.

The Applicant assumed a 50 percent non-auto mode split for residential land use and 30 percent for the retail land use. DDOT finds that the 30 percent non-auto mode split for the retail component of the development likely under-predicts the number of auto trips. The large supply of parking associated with the retail portion of the development is likely to encourage driving to the site. Additionally, DDOT believes that diverted link trips from New York Avenue traffic are overestimated because of potential site access restrictions and circulation constraints could make it impractical for motorists to divert from their normal routes. Accordingly, the vehicle trip generation for the retail uses is likely to be higher than proposed. DDOT concludes that the order of magnitude of the analysis is correct, but notes that the TDM measures proposed will likely be necessary to achieve these projections, particularly for retail customers.

The Applicant's analysis also includes a substantial increase in the pedestrian traffic in vicinity as a result of the development proposal. Additional pedestrian activity and the associated increase in street crossings will affect vehicle turn movements. As identified in the table below, the Florida Avenue/4th Street intersection could see 120 additional pedestrian trips in the PM peak hour. Because the distribution of these trips is likely to be to and from the south, this level of pedestrian activity will affect

the Florida Avenue/4th Street intersection. These impacts will alter the vehicle gaps and spacing that are necessary to facilitate left turns into the site.

Table 1. Proposed Development's Trip Generation by Mode (Source: Wells + Associates)

LAND USE	AM PEAK HOUR			PM PEAK HOUR		
	In	Out	Total	In	Out	Total
Apartments – 216 DU (LUC 220)						
Total Trips¹	22	88	110	88	48	136
Internal Trips ²	(2)	(2)	(4)	(16)	(11)	(27)
External Trips ³	20	86	106	72	37	109
Metrorail Trips ⁴	(7)	(30)	(37)	(25)	(13)	(38)
Bus Trips ⁴	(1)	(3)	(4)	(3)	(2)	(5)
Walk/Bicycle Trips ⁴	(2)	(10)	(12)	(8)	(4)	(12)
Vehicle Trips	10	43	53	36	18	54
Pass-By Trips ⁵	-	-	-	-	-	-
Diverted Link Trips ⁵	-	-	-	-	-	-
New Vehicle Trips	10	43	53	36	18	54
Retail – 27,410 SF (LUC 820)						
Total Trips¹	44	27	71	121	131	252
Internal Trips ²	(2)	(2)	(4)	(11)	(16)	(27)
External Trips ³	42	25	67	110	115	225
Metrorail Trips ⁴	(6)	(4)	(10)	(14)	(15)	(29)
Bus Trips ⁴	(2)	(1)	(3)	(5)	(5)	(10)
Walk/Bicycle Trips ⁴	(5)	(3)	(8)	(14)	(15)	(29)
Vehicle Trips	29	17	46	77	80	157
Pass-By Trips ^{5,6}	(2)	(1)	(3)	(8)	(9)	(17)
Diverted Link Trips ^{5,6}	(3)	(2)	(5)	(18)	(18)	(36)
New Vehicle Trips	24	14	38	51	53	104
Total Development						
Total Trips	66	115	181	209	179	388
Internal Trips	(4)	(4)	(8)	(27)	(27)	(54)
External Trips	62	111	173	182	152	334
Metrorail Trips	(13)	(34)	(47)	(39)	(28)	(67)
Bus Trips	(3)	(4)	(7)	(8)	(7)	(15)
Walk/Bicycle Trips	(7)	(13)	(20)	(22)	(19)	(41)
Vehicle Trips	39	60	99	113	98	211
Pass-By Trips	(2)	(1)	(3)	(8)	(9)	(17)
Diverted Link Trips	(3)	(2)	(5)	(18)	(18)	(36)
New Vehicle Trips	34	57	91	87	71	158

Roadway Network, Capacity, and Operations

DDOT and the Applicant worked together to define the study area parameters, multi-modal analysis methodologies, and the trip generation and modal split assumptions. The map below illustrates eight intersections that were included in the study area.

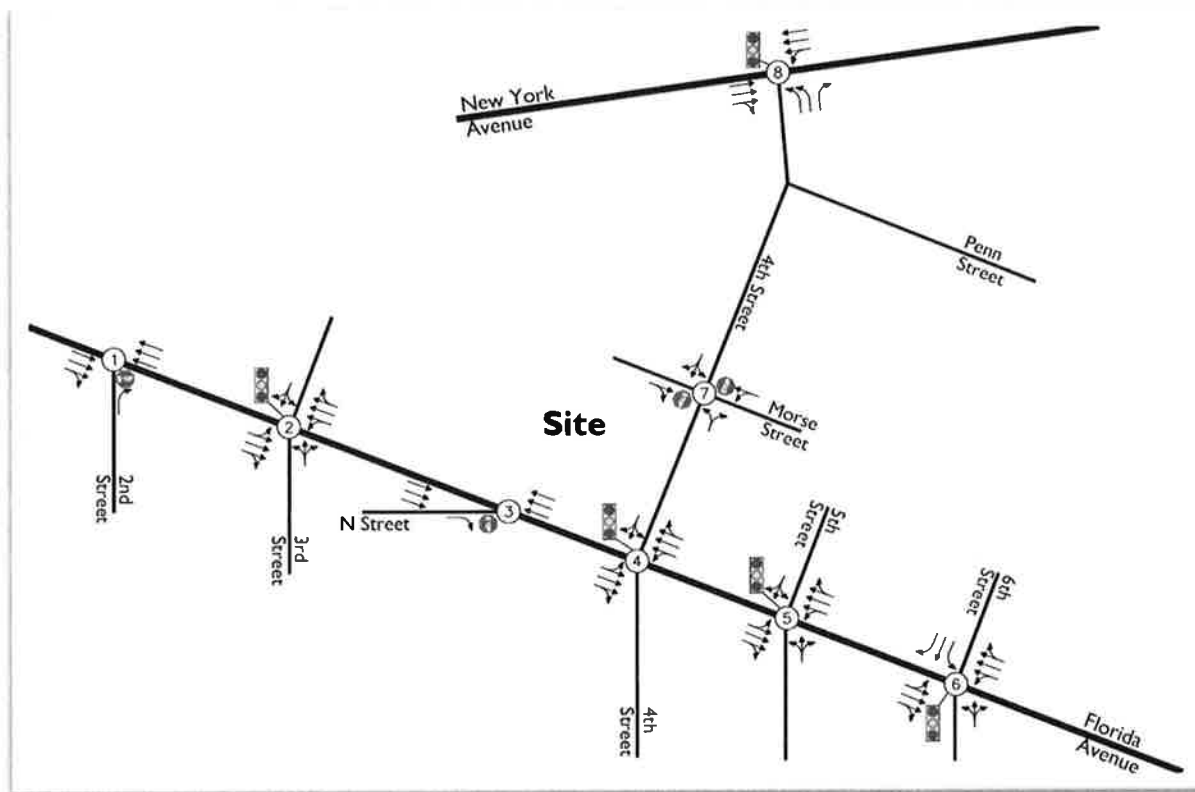


Figure 2: Study Intersections (Source: Wells + Associates)

Future Background Conditions – As part of the analysis of future conditions, DDOT requires applicants to account for two types of growth: 1) growth in regional traffic which has neither origin nor destination in the study area, except the traffic on the thoroughfares, along with funded roadway improvements that would have an expected impact on the capacity of the roadway system; and 2) future growth of traffic on the roadway network that has either an origin or destination in the study area due to planned/approved developments, which is referred to as ‘background growth’. Given the extensive amount of background developments and existing capacity issues in the vicinity, a growth rate was not added to regional traffic in the study area. The TIS identified twelve (12) background developments, whose generated trips would be expected to impact the study area roadway network. DDOT believes the Applicant generally utilized an appropriate methodology to assess the impacts of background developments as well as any planned transportation improvements in the study area. DDOT reviewed these developments and found them appropriate for inclusion into the TIS.

Build-out Conditions - Multimodal trip generation estimates are discussed in the CTR in detail, along with assumptions and documented justifications for each proposed land use. The initial trip generation calculations were based on the guidelines as outlined in the Institute of Transportation Engineers (ITE) Trip Generation (9th Edition). The Applicant then adjusted the base trip generation consistent with several pertinent resources. These resources included the WMATA Development-related Ridership Survey Final Report (2005), Census tract data, WMATA’s transit ridership data, proximity to transit facilities, and physical conditions of the pedestrian and bicycle facilities in the vicinity of the proposed development.

Based on the analysis results, all of the study area intersections are operating at acceptable Levels of Service (LOS), as outlined in the DDOT Design and Engineering Manual §45.1, except the intersections of Florida Avenue/6th Street and Florida Avenue/4th Street, which already operates at a Level of Service (LOS) F in the eastbound direction in the AM peak without the proposed development. With the proposed development, nearly 8 seconds of delay are added to the eastbound direction of the Florida Avenue/4th Street intersection in the AM peak, and the westbound movements in the PM peak degrade from a LOS D to an LOS E. The degradation of operations and the proposed mitigations point to a worsening condition at the Florida Avenue/4th Street intersection as a result of the development. Such impacts contribute to DDOT's concerns about the proposed vehicle site access point, the operations of which will be determined during the public space permitting process.

Safety

DDOT requires that Applicants conduct safety analyses to demonstrate that implementation of a zoning action will not create or exacerbate new or existing safety issues for all modes of travel. The Applicant used the available data for the most recent three years for safety evaluations (i.e., 2010-2012). Based on the crash rate calculations, three of the eight study intersections' rates are above DDOT's accepted crash rate criteria of 1.0 per Million Entering Vehicles (MEV). The intersections with crash rates 1.0 or higher per MEV include 4th Street/Morse Street at 4.26, Florida Avenue/3rd Street at 1.40, and New York Avenue/4th Street at 1.40.

A more in-depth review of the intersection of 4th Street/Morse Street revealed several geometric deficiencies and substandard pavement markings. The Applicant has committed to several safety improvements at the intersection, including installing a stop bar on Morse Street for eastbound traffic, placing a stop sign for eastbound traffic two feet behind the curb adjacent to the stop bar, and restricting on-street parallel parking on the south side of Morse Street for a distance of 25 feet behind the stop bar and 40 feet back from the edge of 4th Street in accordance with the Design and Engineering Manual. DDOT concurs with the commitment to make basic geometric modifications and will work with the Applicant to determine final design during the public space permitting process.

DDOT is currently undertaking the Florida Avenue Multimodal Study. Focusing on the Florida Avenue corridor from New York Avenue to H Street/Benning Road, the study will evaluate safety, streetscape, and operational enhancements to improve safety for pedestrians and bicyclists while ensuring all users have safe access within and through this important corridor. As part of that study, DDOT has gathered current safety information about the corridor, which shows that in the past 3 years there were 63 traffic accidents, including 21 that resulted in injuries, and 2 that involved bicycles and pedestrians between 3rd and 4th Street NE on Florida Avenue. The study will make recommendations that the Applicant may need to incorporate into reconstruction plans.

Transit

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. The site is within 1/4 mile of the NoMa-Gallaudet University Metro station and is directly served by several frequent bus routes. The 90 and 92 bus lines provide frequent cross town service between the Anacostia or Congress Heights Metro stations and the Duke Ellington Bridge. The 93 provides early morning and late night service to the between the same destinations. The X3 connects the Minnesota Avenue Metro station and the Tenleytown Metro station with westbound service during the AM peak and eastbound service during the PM peak. Collectively, the 90s series bus

lines provide 473 daily bus trips, with headways of about 7-9 minutes during the peak hours. The X3 provides less frequent service, with 12 daily bus trips and headways generally between 20-30 minutes. Transit users will need to cross Florida Avenue to access the site to and from Metro or eastbound buses.

Bicycle and Pedestrian Facilities

The development is directly served by multi-use trails, signed bicycle routes, and surrounding local streets that accommodate cycling. The site is also in close proximity to a Capital Bikeshare station located at M Street and Delaware Avenue. This station contains 23 docks. The Applicant has proposed to include 72 secured long-term bicycle parking within the parking garage. District law pertaining to bicycle parking requires that one covered long-term bicycle parking space is provided for every three residential units plus bicycle parking spaces at least equal to 5% of the number of automobile parking spaces for other uses. For the subject property this would equate to 68 long-term parking spaces. Additionally, the Applicant has not proposed any short-term parking spaces. As part of the public space permitting process, the Applicant will be expected to provide at least 16 short-term bicycle parking spaces in high visibility areas near building entrances.

Existing pedestrian facilities in the vicinity of the development provide connections to nearby transit stops and bike share stations. The curb ramps at the signalized intersection in the vicinity are primarily non-compliant with DDOT's Design and Engineering Manual requirements. Further coordination during the public space permitting process will be necessary to ensure all pedestrian facilities within public space surrounding the site are sufficient and meet current DDOT standards.

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 CTR, the Applicant proposes the following TDM measures:

- Provide bicycle parking and storage facilities.
- Provide a one-time only carsharing membership fee subsidy of \$40 per residential unit.
- Provide a SmarTrip card with a fare value of \$20 per person to the initial residential occupants.
- Provide web links to CommuterConnections.com and goDCgo.com on the development property management webpage, and
- Designate a transportation management coordinator.
- Develop an employer outreach program to provide retail employees with information about commute alternatives.

These measures are not likely to provide the optimal reduction in single occupancy vehicle trips to the site. As such, DDOT recommends that the following TDM measures be included TDM program for the proposed project:

- Provide at least one reserved free space in the parking garage for car share,
- Provide a transportation information screen in the lobby that would show real time arrival / availability for nearby trains, buses, carshare, and bikeshare.
- Offer a one-year Capital Bikeshare membership or carshare membership to all new tenants in perpetuity.

Sustainable Transportation Elements

Sustainable transportation measures target to promote environmentally responsible types of transportation in addition to the transportation mode shift efforts of TDM programs. These measures can range anywhere from practical implementations that would promote use of vehicles powered by alternative fuels to more comprehensive concepts such as improving pedestrian access to transit in order to increase potential use of alternative modes of transportation. Within the context of DDOT's development review process, the objective to encourage incorporation of sustainable transportation elements into the development proposals is to introduce opportunities for improved environmental quality (air, noise, health, etc.) by targeting emission-based impacts. Based on the size of the proposed development and the number of vehicular parking spaces, DDOT recommends that the Applicant provide two parking spaces with 240-volt electric car charging stations located in the parking garage accessible to both residents and visitors.

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.

As discussed previously, the Florida Avenue Multimodal Transportation Study is underway and will likely make recommendations that would impact the public right-of-way adjacent to the proposed development. The changes proposed in the study may impact the Applicant's public space design. During the public space permitting process, the Applicant's public space plans will be evaluated for consistency with DDOT standards and the recommendations from the study.

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