

Government of the District of Columbia


Department of Transportation



d. Planning and Sustainability Division

MEMORANDUM

TO: Sara Bardin
Director, Office of Zoning

FROM: Anna Chamberlin, AICP 
Neighborhood Planning Manager

DATE: July 13, 2020

SUBJECT: ZC Case No. 09-03F – Skyland Town Center

PROJECT SUMMARY

Skyland Holdings, LLC (the “Applicant”) has requested approval of a Modification of Significance to an approved Consolidated Planned Unit Development (PUD) to change the future mix of land uses on-site and reduce the number of development blocks from five (5) to four (4). The 18.7-acre site is located at the intersection of Naylor Road SE, Good Hope Road, and Alabama Avenue in Ward 7. The following table summarizes the proposed changes from the prior approval.

Application	Development Program
Currently Proposed 09-03F Blocks 1-4	515 Residential Units 131,344 SF Medical Office 132,369 SF Retail/Restaurant 1,289 Parking Spaces
Previously Approved 09-03A & 09-03D Blocks 1-5	500 Residential Units 342,000 SF Retail/Restaurant 1,406 Parking Spaces
Net Change	+15 Residential Units + 131,344 SF Medical Office - 209,631 SF Retail/Restaurant - 117 Parking Spaces

SUMMARY OF DDOT REVIEW

The District Department of Transportation (DDOT) is committed to achieving an exceptional quality of life in the nation’s capital by encouraging sustainable travel practices, constructing safer streets, and

providing outstanding access to goods and services. As one means to achieve this vision, DDOT works through the zoning process to ensure that impacts from new developments are manageable within and take advantage of the District’s multimodal transportation network.

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

Site Design

- The proposed modification would result in a net decrease in retail square footage by about 209,000 SF due to the loss of Wal-Mart. The site would offset this loss with the addition of 131,000 SF of medical office. The number of residential units would be essentially unchanged;
- Vehicular access to Blocks 1, 3, and 4 is proposed to remain in the same locations as previously approved: two (2) driveways to Naylor Road and two (2) to Alabama Avenue;
- All loading activities are planned to occur on private property with no trash or delivery truck backing maneuvers through the public rights-of-way, consistent with DDOT standards;
- The Applicant proposed a Loading Management Plan in the June 8, 2020 CTR Study to address the loading relief requested for Block 3, which DDOT finds acceptable;
- The lack of connections to adjacent neighborhoods via 28th Street SE and Akron Place are missed opportunities. More connectivity would allow for better dispersal of traffic, improved circulation, and shorter travel routes for pedestrians and cyclists. The Applicant should explore the possibility of making these connections;
- There appears to be missing curb ramps along the internal private streets. The Applicant should ensure that the internal pedestrian network is complete and ADA accessible; and
- It is proposed in the June 8, 2020 CTR Study that the ZR16 minimum long- and short-term bicycle parking and shower/locker requirements will be met. They should be shown on the plans and included on the Zoning Analysis page of the plan set.

Vehicle Parking

- DDOT supports the proposed reduction in overall vehicle parking supply by 117 spaces from 1,406 to 1,289 spaces, however the site still has a large parking supply which could induce additional driving and discourage non-auto modes of travel;
- 884 spaces are proposed for Blocks 1, 3, and 4, including 42 “on-street” spaces along the internal private streets;
- The proposed parking supply is significantly higher than the 133 minimum spaces required by ZR16 (assuming 50% transit reduction) and 225-275 spaces DDOT would expect for a project of this size, mix of uses, and proximity to high priority bus routes;
- The parking supply may trigger ZR16 TDM mitigations for sites with parking significantly in excess of the minimum requirement, subject to a determination from the Zoning Administrator;
- DDOT encourages the Applicant to explore shared parking arrangements and combine all the site’s vehicle parking into fewer garages and lots (excluding Block 2 which was constructed

separately). This could further reduce the overall parking supply, eliminate surface parking, and reduce the overall footprint of parking which could be used for other purposes;

- To help offset the potential for induced driving as a result of the high parking supply, the Applicant should implement an “Enhanced” tier TDM Plan for each of the three blocks; and
- DDOT encourages the Applicant to provide a minimum of 18 electric vehicle spaces (1 per 50 spaces).

Traffic Impact Analysis

- The medical office is projected to result in fewer vehicle trips during the weekday evening (-123) and Saturday mid-day peak hour (-303), while more trips are projected during the weekday morning peak (+118) than the previous approval;
- The traffic impact analysis identified three (3) intersections where vehicle level of service (LOS) has worsened by 5% or more during the weekday morning peak hour due to the addition of site-generated traffic;
- The study recommended adjusting signal timings at the three (3) intersections and changes to lane marking with new on-street parking restrictions at one (1) intersection as mitigation to improve LOS;
- DDOT typically does not make traffic signal changes at individual intersections in conjunction with new developments because signals are in synchronized corridors. DDOT also prefers to make any changes to lane stripings and parking restrictions at a later time if and when the need arises; and
- In lieu of these physical improvements, the Applicant should focus on reducing the demand for driving through the three (3) impacted intersections by improving the TDM programming.

Mitigation

- In previous approvals, the Applicant has committed to several transportation network upgrades to facilitate traffic into the site. The Applicant has already installed two (2) new traffic signals at site entrances and closed off the Naylor Road slip lane near Block 2;
- The Applicant is proposing to implement TDM strategies from the First Stage PUD for Blocks 1 and 3, with no changes, and to revisit TDM programming for Block 4 when that site is evaluated for Second Stage PUD;
- The TDM Plan previously committed to over 10 years ago is inadequate to reduce driving trips or encourage non-automotive trips to the site. The Applicant should submit and receive approval from DDOT for updated TDM Plans for Blocks 1, 3, and 4 as part of this application; and
- The plans should be updated to be consistent with DDOT’s *Guidance for Comprehensive Transportation Review* and include additional strategies to encourage bikeshare usage (i.e., expand the existing bikeshare station and provide bikeshare memberships to new residents and employees). For site’s over-parked as much as this project, DDOT requires an Enhanced Tier plan with additional TDM strategies to mitigate the potential for induced driving.

RECOMMENDATION

DDOT has no objection to approval of this Modification of Significance with the following conditions:

- The Applicant update and strengthen their TDM plans for Blocks 1, 3, and 4 subject to DDOT approval. In addition, the TDM plans should include the following:
 - Install eight (8) additional docks (two expansion plates) to the existing 11-dock Capital Bikeshare station at the corner of Alabama Avenue and Good Hope Road and ensure it is designed to remain in place;
 - Provide annual Capital Bikeshare memberships to the residents and employees of Blocks 1, 3, and 4 for the first three (3) years after each building opens; and
 - Provide the required long- and short-term bicycle parking spaces, as well as shower and locker facilities for each Block.
- Implement a Loading Management Plan (LMP) for Block 3, for the life of the project, unless otherwise specified, as proposed by the Applicant in the June 8, 2020 CTR Study.

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:

- Public space, including curb and gutter, street trees and landscaping, streetlights, sidewalks, curb ramps, and other features within the public right-of-way are expected to be designed and built to DDOT standards;
- Coordinate with DDOT's Transit Delivery Division (TDD) and the Washington Metropolitan Area Transit Authority (WMATA) regarding new bus stop facilities and potential impacts to ingress/egress of site traffic due to planned bus priority network upgrades.
- Submit a detailed curbside management and signage plan to DDOT, consistent with current DDOT policies. If meter installation is required, they will be at the Applicant's expense;
- Coordinate with DDOT's Urban Forestry Division (UFD) and the Ward 7 arborist regarding the special trees on-site, the preservation and protection of existing small street trees, as well as the planting of new street trees, in bioretention facilities or a typical expanded tree planting space.

TRANSPORTATION ANALYSIS

DDOT requires applicants requesting an action from the Zoning Commission complete a Comprehensive Transportation Review (CTR) in order to determine the action's impact on the overall transportation network. Accordingly, an applicant is expected to show the existing conditions for each transportation mode affected, the proposed impact on the respective network, and any proposed mitigations, along with the effects of the mitigations on other travel modes. A CTR should be performed according to DDOT direction. The Applicant and DDOT coordinated on an agreed-upon scope for the CTR that is consistent with the scale of the action.

Much of DDOT's review focuses on Site design, which includes site access, loading, vehicle parking, and public realm design, because they play a critical role in determining a proposed action's impact on the District's infrastructure. While transportation impacts can change over time, the site design will remain constant throughout the lifespan of the proposed development, making site design a critical aspect of

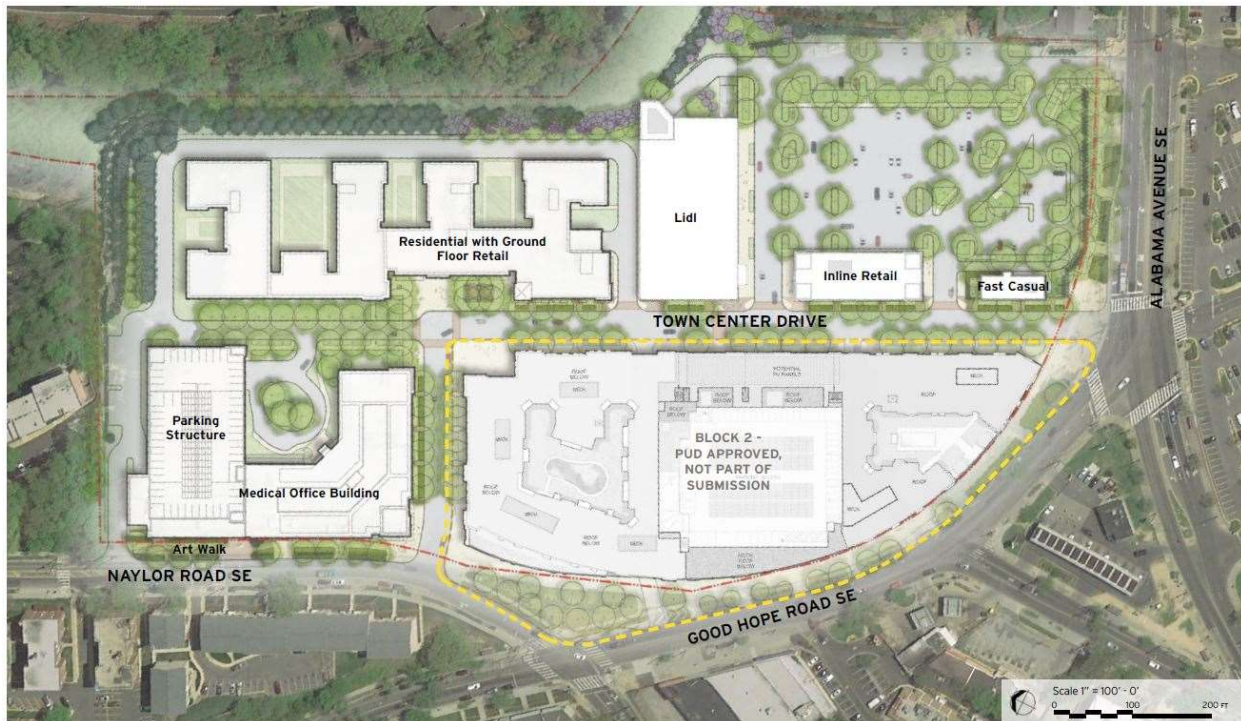
DDOT’s development review process. Accordingly, new developments must provide a safe and welcoming pedestrian experience, enhance the public realm, and serve as positive additions to the community.

Site Access

Vehicle access is proposed via the same driveways that were approved under previous PUD applications. Two (2) driveways will be located on Naylor Road and two (2) on Alabama Avenue SE. The Applicant has already installed a traffic signal on each of these streets at site access points, as well as closed the Naylor Road slip lane at Good Hope Road.

DDOT notes that the site does not connect to adjacent neighborhoods with either vehicular or pedestrian facilities. This is a missed opportunity for improved connectivity that will help disperse traffic and shorten walking distances for residents of the surrounding neighborhoods seeking to access the site. DDOT requests the Applicant explore constructing a vehicular access point with sidewalk to the existing 28th Street SE stub and a new pedestrian connection to the existing sidewalk on the south side of Akron Place SE.

Figure 1 | Site Plan

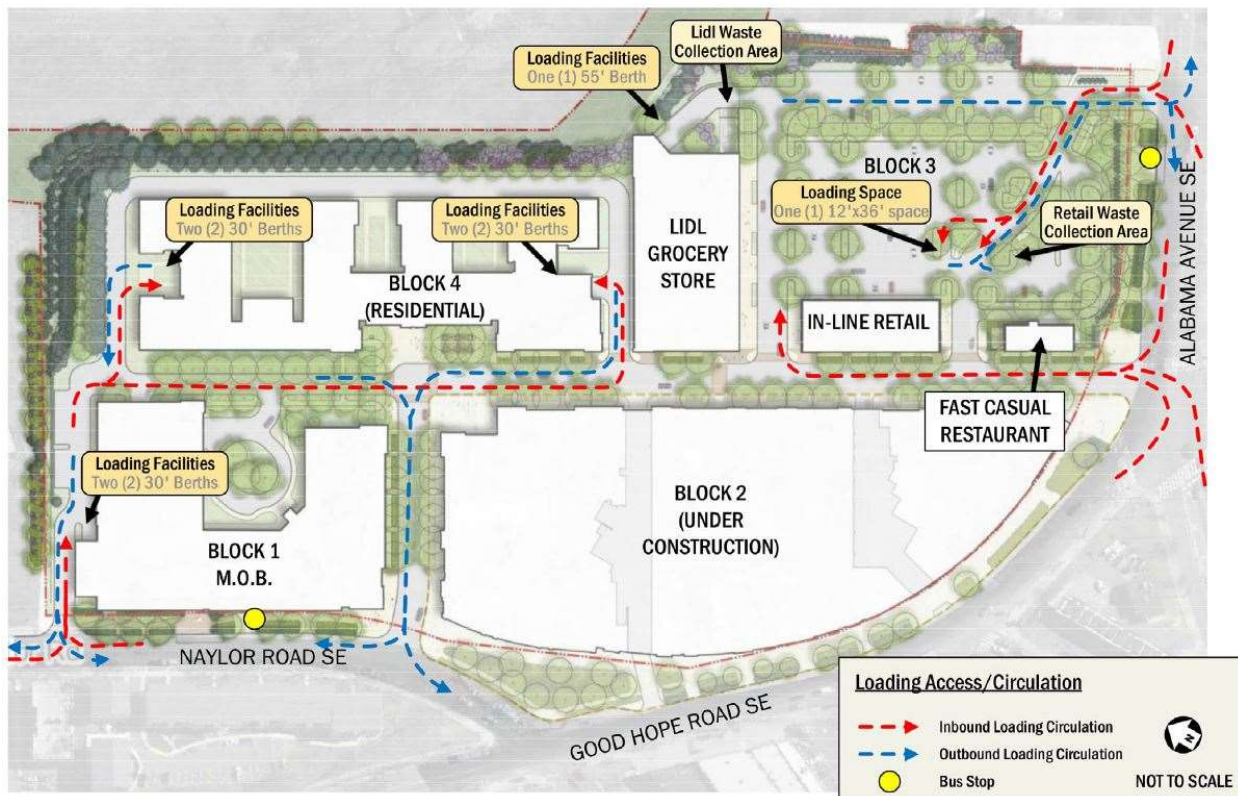


Loading

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.

Blocks 1, 3, and 4 have been designed so that all loading activities, including delivery trucks, moving trucks, and trash pick-up, take place on private property with only head-in/head-out movements through DDOT public space. The locations of loading facilities and anticipated truck circulation are shown in Figure 2 below. DDOT finds this loading scheme acceptable. The Applicant has proposed a Loading Management Plan in the June 8, 2020 CTR Study to address the loading relief requested for Block 3. DDOT finds this plan acceptable and should be included as a condition of approval.

Figure 2 | Loading Circulation Plan



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. In urban areas, however, 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, and the demographic composition and other characteristics of the potential residents.

The previously amended First Stage PUD (ZC 09-03A) for the site required 1,774 vehicle parking spaces for all four (4) blocks (originally five blocks). The Second Stage PUD for Block 2 (ZC 09-03D) reduced the development’s total parking supply to 1,406 spaces. This application to amend Blocks 1, 3, and 4 further reduces the site’s parking supply to 1,289 spaces (including Block 2 not part of this application). DDOT supports this reduction in parking; however, it is noted that the supply is still quite high.

As shown in Figure 3 below, for just Blocks 1, 3, and 4 subject to this application, the Applicant is proposing a total of 884 parking spaces (including 42 spaces along internal private streets). Based on

DDOT’s preferred maximum parking rates published in the June 2019 *Guidance for Comprehensive Transportation Review*, approximately 225-275 vehicle parking spaces would be expected for these three (3) blocks given the site’s proximity to multiple Priority Corridor Network Metrobus Routes. Additionally, ZR16 requires a minimum of 133 parking spaces with the eligible 50% transit reduction. Since the site is significantly overparked, the Applicant should confirm with the Zoning Administrator whether the ZR16 TDM mitigations for sites significantly in excess of the minimum are triggered for this development program, per Subtitle C 707. The ZR16 TDM mitigations are in addition to any separate TDMs required by DDOT.

Figure 3 | Vehicle Parking Comparison

Development Block	Proposed 09-03F	ZR16 Parking Minimum w/50% transit reduction	DDOT Preferred Max Parking within ¼ Mile of Priority Bus
Block 1	131,344 SF Medical Office 465 Parking Spaces	0.50/1,000 SF above 3kSF 64 Parking Spaces	0.50 spaces/1,000 SF 66 Parking Spaces
Block 3	28,954 SF Grocery Store 9,792 SF In-Line Retail 2,483 SF Fast Casual 214 Parking Spaces	0.67/1,000 SF above 3kSF 25 Parking Spaces	1.25 spaces/1,000 SF 52 Parking Spaces
Block 4	252 Residential Units 7,140 SF Retail 163 Parking Spaces	1 per 6 above 4 units 0.67/1,000 SF above 3kSF 44 Parking Spaces	0.40 spaces/unit 1.25 spaces/1,000 SF 110 Parking Spaces
Internal Private Street Network	42 On-Street Spaces	N/A	N/A
Total Parking	884 Parking Spaces	133 Parking Spaces	228 Parking Spaces

DDOT requests the Applicant refresh the previously committed to Transportation Demand Management (TDM) Plan to meet DDOT’s current “Enhanced” Tier plan in order to help mitigate the potential for induced demand for driving due to the oversupply of parking. The TDM plan should also include additional strategies such as expanding the existing Capital Bikeshare station on Alabama Avenue to 19 docks to meet DDOT’s minimum station size and providing annual bikeshare memberships for residents and employees for the first three (3) years after the buildings open.

As the plans evolve, DDOT also recommends the Applicant explore options for consolidating parking for Blocks 1, 3, and 4 into fewer garages and surface lots by developing a shared parking arrangement. This would reduce the number of spaces needed, reduce the footprint of parking on this site, and eliminate the need for surface parking.

As part of all PUDs, DDOT also recommends Applicants provide at least one (1) electric vehicle (EV) charging station for every 50 parking spaces. For the proposed 884 spaces for Blocks 1, 3 and 4, DDOT recommends a minimum of 18 EV stations be supplied.

Bicycle Parking

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

The Applicant proposes in the June 8, 2020 CTR Study to meet the ZR16 bicycle parking requirements, as shown in Figure 4 below. These facilities are not currently shown on the plan set or Zoning Analysis page. Long-term parking must be in easily accessible locations internal to the building. Short-term bicycle parking should be accommodated with inverted-U racks and located near building entrances. The final locations of short-term bicycle parking will be determined during public space permitting.

Figure 4 | Bicycle Parking

Development Block	Proposed 09-03F
Block 1	51 Long-Term / 3 Short-Term 6 Showers / 31 Lockers
Block 3	4 Long-Term / 12 Short-Term 2 Showers / 2 Lockers
Block 4	68 Long-Term / 15 Short-Term
Total	123 Long-Term / 30 Short-Term 8 Showers / 33 Lockers

Trip Generation

The Applicant provided a trip generation analysis for the current proposal and a comparison to the previous approval in the June 8, 2020 Comprehensive Transportation Review (CTR) study (see Figures 5 and 6 below). The analysis demonstrates the current proposal will generate a significant amount of vehicle and transit trips. The amount of vehicle trips is projected to decrease as compared to the previous approval for the Weekday evening and Saturday mid-day peak hours, while vehicle trips are projected to increase during the Weekday morning peak hour. This is a result of swapping Wal-Mart for medical office. Retail uses generate more traffic during Weekday evenings and Saturdays and are generally closed during the weekday morning commuter peak period.

Figure 5 | Multi-Modal Trip Generation Summary

Mode	AM Peak Hour			PM Peak Hour			Sat Peak Hour		
	In	Out	Total	In	Out	Total	In	Out	Total
Auto	322 veh/hr	209 veh/hr	531 veh/hr	414 veh/hr	527 veh/hr	941 veh/hr	569 veh/hr	527 veh/hr	1,096 veh/hr
Transit	162 ppl/hr	106 ppl/hr	268 ppl/hr	235 ppl/hr	287 ppl/hr	522 ppl/hr	328 ppl/hr	307 ppl/hr	635 ppl/hr
Bike	12 ppl/hr	9 ppl/hr	21 ppl/hr	18 ppl/hr	22 ppl/hr	40 ppl/hr	26 ppl/hr	23 ppl/hr	49 ppl/hr
Walk	12 ppl/hr	9 ppl/hr	21 ppl/hr	18 ppl/hr	22 ppl/hr	40 ppl/hr	26 ppl/hr	23 ppl/hr	49 ppl/hr

Figure 6 | Trip Generation Comparison (Approved vs Proposed)

Scenario	AM Peak Hour (veh/hr)			PM Peak Hour (veh/hr)			Sat Peak Hour (veh/hr)		
	In	Out	Total	In	Out	Total	In	Out	Total
Approved Trips									
Approved PUD	175	238	413	544	520	1,064	721	678	1,399
Proposed Modification Trip Generation (Blocks 1, 3, 4) + Approved Block 2									
Proposed Modification Program	322	209	531	414	527	941	569	527	1,096
Net New Trips	147	-29	118	-130	7	-123	-152	-151	-303

Traffic Impact Analysis

As part of the June 8, 2020 CTR, the Applicant included an assessment of the projected impacts to the roadway network due to the new revised development proposal. The analysis identified three (3) intersections that meet DDOT’s criteria for mitigation:

- 1) Good Hope Road / Naylor Road & 25th Street SE: eastbound and northbound delays increase by more than 5% during the weekday morning peak hour as a result of site-generated traffic. As mitigation, the CTR proposes a signal timing adjustment and restricting on-street parking to separate through and right-turn volumes to improve Level of Service (LOS).
- 2) Good Hope Road / Naylor Road SE & Block 2 Driveway: northbound delays increase by more than 5% during the weekday morning peak hour as a result of site-generated traffic. As mitigation, the CTR proposes a signal timing adjustment to improve LOS.
- 3) Naylor Road and Alabama Avenue SE: eastbound, westbound, and northbound delays increase by more than 5% during the weekday morning peak hour as a result of site-generated traffic. As mitigation, the CTR proposes a signal timing adjustment to improve LOS.

DDOT typically does not adjust traffic signal timings at individual intersections in conjunction with a land development project because most signals are part of a corridor of synchronized signals that would be impacted by any change. DDOT does update timings for corridors of signals on a 4-5 year basis and can capture the new traffic associated with this project at that time. Additionally, since the recommended lane marking changes and restrictions to on-street parking are relatively inexpensive and easy to implement, DDOT prefers to implement them at a later date if and when the need arises. In lieu of making physical roadway improvements, beyond the signals and slip lane closure the Applicant has already constructed from the First Stage PUD, the Applicant should focus on improving the TDM Plan in order to reduce the demand for driving through these intersections.

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