

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF TRANSPORTATION



d. Policy Planning and Sustainability Administration

MEMORANDUM

TO: District of Columbia Zoning Commission

FROM: Samuel Zimbabwe
Associate Director

DATE: July 3, 2013

SUBJECT: ZC Case No. 12-05A - Square 701 – Proposed Modification - M Street SE/1st Street SE/N Street SE

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D.C. OFFICE OF ZONING
2013 JUL -5 AM 8:50

PROJECT SUMMARY

Ballpark Square, LLC (the "Applicant") proposes modifications to a previously approved mixed-use development with 292 residential units, 223,819 square feet of office use, a 170 room hotel, and 46,467 square feet of retail use with 370-380 parking spaces in two below grade parking garages accessed from a rear alley. The Property is comprised of two parcels – a north parcel of 73,591 square feet (the "Main Parcel") and a south parcel of 3,618 square feet (the "South Parcel") abutting M Street, 1st Street, and N Street S.E. in the Capitol Gateway & Capitol Riverfront District.

SUMMARY OF DDOT REVIEW

The purpose of the District Department of Transportation (DDOT) review is to assess the impact of the proposed project on the District's transportation network and as necessary, propose appropriate mitigations. The Applicant proposes to increase the residential component from 292 to 326 units and reduce the retail space from 46,467 to 45,033 square feet. No modifications to the amount of vehicle parking spaces are proposed. After a review of the analysis submitted by the Applicant, DDOT finds:

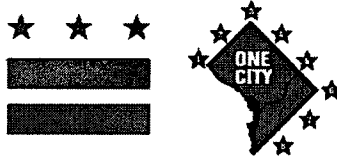
- The proposed modification does not alter the findings in our September 21, 2012 Zoning Commission report, which concluded that the previously approved project would not adversely impact the surrounding transportation network.

ZC Case No. 12-05A | Square 701

DDOT has no objection to the application, provided the previous transportation related conditions identified in our previous report attached here and memorialized in the Zoning Commission Order No. 12-05 are included in the new Zoning Order.

SZ:AC

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF TRANSPORTATION



d. Policy Planning and Sustainability Administration

MEMORANDUM

TO: Sara Bardin
Director, Office of Zoning

FROM: Samuel Zimbabwe *Sam*
Associate Director, PPSA
District Department of Transportation

DATE: September 21, 2012

SUBJECT: ZC Case No. 12-05 - Zoning Commission Design Review and Special Exception and
Variance Relief for Square 701 - M Street SE/1st Street SE/N Street SE

APPLICATION

Ballpark Square, LLC and SCD Acquisitions, LLC (collectively, the "Applicant") proposes to develop a mixed-use development (retail, residential, office, and hotel), with approximately 661,000 square feet of overall development that will consist of approximately 285-290 residential units, 224,000 square feet of office use, a 170-180 room hotel, and 51,000 square feet of retail use. The project will provide 370-390 parking spaces in two below grade parking garages accessed from a rear alley. The Property is comprised of two parcels – a north parcel of 73,591 square feet (the "Main Parcel") and a south parcel of 3,618 square feet (the "South Parcel") both abutting M Street, 1st Street, and N Street S.E. in the Capitol Gateway & Capitol Riverfront Zone District.

The Applicant seeks a design review of the project and special exception relief for parking on the South parcel for the four (4) required spaces for the retail use that will be provided on the Main parcel; loading requirements for the South Parcel; variance relief for the loading requirements for the residential and retail uses on the Main Parcel; and a variance relief for rear yard requirements.

RECOMMENDATION IN BRIEF

The District Department of Transportation (DDOT) has reviewed the TIS submitted by the Applicant on August 17, 2012. The submitted development program to the Zoning Commission varied slightly from the program analyzed in the Applicant's Transportation Impact Study (TIS), which included 665,000

square feet of overall development with 289 residential units, 235,000 square feet of office use, a 180 room hotel, and 43,000 square feet of retail use. DDOT determined that these slight variations will not affect the overall conclusions of the analysis. In addition, DDOT agrees with the assumptions and methodology used in the analysis of the TIS, which found that the proposed development would impact three intersections described in detail in the Roadway and Operations section below and that improvements are already planned for these intersections.

DDOT expects the Applicant to provide an updated TIS with corridor-wide balanced volumes to correct identified errors in the data. This correction is not expected to materially change the conclusions of their analysis.

In summary, DDOT concludes that the design review and request for special exception and variance relief will not adversely impact the surrounding transportation network with the condition that the Applicant completes the following supporting measures:

- Provide a minimum of 19-20 bicycle parking spaces within their garage and install a minimum of 2-3 bicycle racks at each building entrance;
- Provide a DDOT approved loading plan in support of the retail to be located on the South Parcel;
- Implement all of the Transportation Demand Measures (TDM) as described in this report and in detail in the submitted TIS; and
- Implement a Monitoring Program designed to evaluate vehicle trip generation, if actual trips exceed projected levels, additional TDM efforts will be expected.

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 TIS to determine its accuracy and consistency with the District's vision and goals for its transportation network.

Roadway Capacity and Operations

The Applicant attended several meetings with DDOT to develop an agreement on the study area parameters, multi-modal analysis methodologies for capacity and safety, and trip generation/modal split assumptions.

Existing Conditions - Based on the aforementioned Scoping Agreement, DDOT and the Applicant agreed that the following 14 intersections would be included in the study area:

1. M Street/South Capitol Street (northbound)
2. M Street/South Capitol Street (southbound)
3. N Street/South Capitol Street
4. Potomac Avenue/South Capitol Street
5. M Street/Half Street, SE
6. N Street/Half Street, SE
7. M Street/1st Street, SE

8. N Street/1st Street, SE
9. M Street/New Jersey Avenue, SE
10. M Street Cushing Place, SE
11. M Street/Half Street, SW
12. M Street/Delaware Avenue, SW
13. M Street/4th Street, SW
14. N Street/Cushing Place, SE

The Applicant used the Highway Capacity Manual methods to evaluate the intersection capacities under the existing (2011/2012), background (2015), and build-out conditions (2015). Based on the analysis results under the existing traffic conditions, all of the study area intersections are operating at acceptable Levels of Service (LOS) “D” or better, as outlined in the DDOT Design and Engineering Manual §45.1, except the intersections of **N Street/South Capitol Street**, which is operating at LOS “F” during the PM peak hour, and **Potomac Avenue/South Capitol Street**, which is operating at LOS “E” during the AM, and LOS “F” during the PM peak hour.

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 on South Capitol Street, a growth rate was not added to regional traffic in the study area. DDOT believes the Applicant has utilized an appropriate methodology to assess the impacts of background developments as well as any planned transportation improvements in the study area.

The TIS identified twenty-five (25) background developments, whose generated trips would be expected to impact the study area roadway network. DDOT reviewed these developments and found them appropriate for inclusion into the TIS. Based on the analysis results under the background traffic conditions, all of the study area intersections are projected to continue operating at acceptable Levels of Service (LOS) “D” or better, except the intersections of **N Street/South Capitol Street**, which is expected to operate at LOS “F” during the PM peak hour, **Potomac Avenue/South Capitol Street**, which is expected to operate at LOS “F” during both AM and PM peak hours, and **M Street/South Capitol Street (SB)**, which is expected to operate at LOS “E” during the AM peak hour.

Build-out Conditions - Multimodal trip generation estimates are discussed in the TIS in detail, along with assumptions and documented justifications for each proposed land use. A combination of sources for the computations and trip reduction measures were documented. The initial trip generation calculations were based on the guidelines as outlined in the Institute of Transportation Engineers (ITE) Trip Generation (8th Edition), and the Applicant adjusted the base trip generation estimates based on several factors for each land use. These factors are modal split assumptions based on the WMATA Development-related Ridership Survey Final Report (2005) and MWCOG State of the Commute Report (2010), Census tract data, WMATA’s transit ridership data, availability of on-site and off-site parking, proximity to transit facilities, and physical conditions of the pedestrian and bicycle facilities in the vicinity of the proposed development. DDOT concurred with the provided trip generation and assumption information. Based on the above calculations and assumptions, the following table

summarizes separate vehicle, transit, walking, and bicycling trip generation data for the retail, office, residential, and hotel portions of the proposed development:

Land-Use/Mode	Trip Generation by Mode						Daily Total
	AM Peak Hour			PM Peak Hour			
	In	Out	Total	In	Out	Total	
Vehicle Trips							
Retail	11	6	17	32	31	63	732
Office	130	18	148	24	113	137	1,029
Residential	28	18	46	31	27	58	681
Hotel	9	30	39	28	20	48	605
Total New Vehicle Trips	178	72	250	115	191	306	3,047
Transit Person-Trips							
Retail	12	7	19	34	36	70	805
Office	180	24	204	32	156	188	1,416
Residential	20	13	33	22	19	41	477
Hotel	11	32	43	32	20	52	665
Total New Transit Person-Trips	223	76	299	120	231	351	3,363
Walking Person-Trips							
Retail	4	3	7	13	13	26	302
Office	25	4	29	4	22	26	198
Residential	4	3	7	4	4	8	95
Hotel	2	5	7	5	3	8	103
Total New Walking Person-Trips	35	15	50	26	42	68	698
Bicycling Person-Trips							
Retail	1	1	2	4	5	9	101
Office	11	1	12	2	9	11	85
Residential	2	1	3	2	2	4	41
Hotel	1	2	3	2	1	3	44
Total New Bicycling Person-Trips	15	5	20	10	17	27	271
Total Trips*	451	168	619	271	481	752	7,379

Table 1

Based on the analysis results under the build-out traffic conditions, all of the study area intersections are expected to operate at acceptable Levels of Service (LOS) "D" or better, except the intersections of **N Street/South Capitol Street**, which is expected to operate at LOS "F" during the PM peak hour, **Potomac Avenue/South Capitol Street**, which is expected to operate at LOS "F" during both AM and PM peak hours, and **M Street/South Capitol Street (SB)**, which is expected to operate at LOS "E" during the AM peak hour.

Based on the analyses of the existing, background, and build-out scenarios, although there are three (3) intersections that are operating and will continue to operate at LOS that are above DDOT's thresholds upon build-out of the subject site, it was determined that the development of the proposed site alone would not cause significant deterioration to the study area intersection operations and proposed reconstruction plans for South Capitol Street will address various concerns related to growth in the area.

During the review of the TIS, DDOT noticed inconsistencies in the traffic volumes that were used for the capacity analyses. It was observed that the AM peak hour volumes leaving the South Capitol Street and M Street intersection in the westbound direction are approximately 75% lower than the westbound volumes arriving at the M Street and Half Street, Southwest intersection. Although the discrepancy

could be attributable to the fact that the data was collected at the subject intersection during different times (i.e., in 2010 and 2011), and traffic patterns might have changed, it is DDOT's practice to reject analysis results based on data with known inconsistencies. Based on the analysis results that were performed by DDOT using the corrected volumes and a comparison of the Applicant's results to other results in DDOT's comprehensive planning studies in the area, it was determined that the Applicant's results were within an acceptable range from a planning level perspective.

Safety

DDOT's policy is to require 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. The TIS identified four high crash rate intersections in the study area, which included South Capitol Street & M Street, S.E., South Capitol Street & N Street, S.E., M Street and New Jersey Avenue S.E., and M Street and 4th Street SW. DDOT agrees with the report recommendations that mitigation measures are not recommended for the South Capitol Street intersections due to future changes proposed in the South Capitol Street corridor Environmental Impact Statement and that the two other intersections are not significantly impacted by the proposed project. In addition, DDOT is undertaking an M Street S.E./S.W. Transportation Study to address current and future transportation challenges related to safety and mobility along this corridor in support of planned development.

Bicycle and Pedestrian Facilities

The Applicant proposes to comply with zoning requirements to provide bicycle parking and storage facilities, but does not indicate how many spaces or where within the site this will be accommodated. Per zoning requirements, a minimum of 19 to 20 bicycle parking spaces will need to be provided for the 370 to 390 proposed parking spaces. These secured bicycle parking spaces should be easily accessible and visible to users. In addition, DDOT recommends that a minimum of 2-3 bicycle racks be located at each proposed building entrance.

Further coordination during our permitting process will be necessary to ensure designed pedestrian facilities within public space surrounding the site meet existing 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 adjacent to the Navy Yard - Ballpark Metro Station and is well served by bus lines and a Circulator route. In addition, transit accessibility and level of service to the site is excellent and is expected to contribute to a high non-vehicle mode share for the project.

The Applicant provided a table of routes and headways for the buses that serve the local area along with a Level of Service analysis based on headway. However, the existing passenger occupancy rates for these routes are not provided. Given the projected 3,300 transit trips on a weekday, DDOT recommends that the Applicant coordinate with WMATA to determine if there is sufficient capacity and

service on existing bus routes to accommodate the expected additional trips and Metrorail capacity during ballpark games.

It should be noted that the P1 and P2 lines have been eliminated and headways on the P6 have been reduced to 15-30 minutes depending on time of day, which are not reflected in the TIS. In addition, there is a future Circulator route proposed from Dupont to SW Waterfront to Navy Yard that will further connect and support the area.

Site Access and Loading

The Applicant proposes all loading and parking garage access off of the abutting alley, along with a variance on the loading berth size requirements and that loading not be provided on the South Parcel. DDOT requests that the Applicant provide a loading plan to support the retail uses on the South Parcel. In addition, a hotel and residential pick-up and drop-off area as shown in the proposed plan will need to undergo further approval through our public space permitting process to determine any associated costs with the permanent removal of two or more existing metered on-street parking spaces.

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.

The Applicant proposes 370-390 parking spaces to the Zoning Commission in two below grade parking garages with access off an alley. In the TIS, 385 parking spaces were proposed with the following approximate ratios:

- 1 parking space per 2 residential units
- 1 parking space per 1,200 sq. ft. of retail
- 1 parking space per 4 hotel rooms
- 1 parking space per 1,500 sq. ft. of office

DDOT concludes that the exception relief request for parking be provided on the South Parcel and the overall proposed parking ratios for 370 to 390 below-grade parking spaces to support this mixed-use development project are adequate and what we expect to see in this area.

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

The Applicant must closely work 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 circulate around it.

In addition, DDOT expects that all utility vaults will be located in private space and that the Applicant will schedule a Preliminary Design Review Meeting (PDRM) to review their streetscape proposal.

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.

The Applicant has proposed the following TMD measures:

- Unbundle parking costs from the cost of lease and purchase.
- Parking costs will be set at no less than the charges of the lowest fee garage within ¼ mile.
- Post all TDM commitments on-line.
- Identify a TDM leader for the development.
- Provide an on-site business center for residents.
- Install a Transportation Information Center Display kiosk within lobbies.
- Dedicate two car sharing spaces.
- Provide reserved parking for carpools and vanpools.
- Host a Transportation mobility fair after the residential and office buildings have opened.

Performance Monitoring & Measuring

DDOT recognizes the continuing impact that new development 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 proposes to perform a monitoring study of the site trip generation two years after the project is occupied. If site trips exceed the projections in their TIS, the Applicant has committed to further supplement their TDM measures to ensure that their projected transportation impacts are met.

Accordingly, DDOT will request of the Zoning Commission and require in the Public Space permitting process a robust monitoring program designed to limit trips entering the site to previously forecasted levels. The monitoring program would have to address Nationals Park events. DDOT will coordinate with the Applicant on details of the performance monitoring plans.

In the event that the projected impacts on the peak am and pm hour roadway conditions exceed projections forecasted for the site, the Applicant will provide DDOT with an updated TDM and Mitigation Plan designed to bring the impacts back to a level at or below that evaluated in the transportation analysis.

SUMMARY AND RECOMENDATION

In summary, DDOT concludes that the design review and request for special exception and variance relief will not adversely impact the surrounding transportation network with the condition that the Applicant completes the following supporting measures:

- Provide a minimum of 19-20 bicycle parking spaces within their garage and install a minimum of 2-3 bicycle racks at each building entrance;
- Provide a DDOT approved loading plan in support of the retail to be located on the South Parcel;
- Implement all of the Transportation Demand Measures (TDM) as described in this report and in detail in the submitted TIS; and
- Implement a Monitoring Program designed to evaluate vehicle trip generation, if actual trips exceed projected levels, additional TDM efforts will be expected.

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