

**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 
Associate Director

DATE: February 29, 2016

SUBJECT: Zoning Commission Case No. 13-14B - McMillan Reservoir Parcel 4 Modification

PROJECT SUMMARY

Jair Lynch Development Partners (the "Applicant") seeks to modify an approved Planned Unit Development ("PUD") (#13-14) in order to construct a mixed-use building with 278 multi-family residential units (a mix of senior and market rate), a 52,920 square foot grocery store, and 339 parking spaces. The site is bound by North Capitol Street NW, North Service Court NW, Evarts Street NW, and Quarter Street NW (Square 3128, Lot 800).

The Applicant seeks to modify the following elements of the approved PUD:

- Reconfigure parking garage access and loading facility design, quantity, and orientation; and
- Change several elements of the Loading Management Plan, including elimination of the loading restriction between 7:00am-8:30am Monday through Friday.

SUMMARY OF DDOT REVIEW

The District Department of Transportation (DDOT) is committed to achieve an exceptional quality of life in the nation's capital by encouraging sustainable travel practices, safer streets, and 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, multi-administration review of the case materials submitted by the Applicant, DDOT finds:

- The requested change in the size and number of loading berths is appropriate for the selected grocer;

- The approved loading facilities require back-in maneuvers, which are inconsistent with DDOT standards, and the proposed reconfigured loading facilities also require back-in maneuvers;
- DDOT's review of ZC 13-14 identified likely queuing problems caused by the site's loading and identified a need for a loading restriction between 7:00am-8:30am when traffic volumes will be highest in order to mitigate impacts from the site;
- The Applicant seeks to eliminate the time-of-day loading restrictions;
- Queuing analysis of the proposed loading changes found negative impacts from the site's loading;
- The Applicant seeks to address queuing problems by prohibiting back-in maneuvers to begin when the left turn signal from North Capitol Street is green;
- DDOT finds the proposed loading management strategy for managing queuing to be practically difficult to implement and enforce, and therefore the strategy is highly unlikely to effectively manage vehicle queuing;
- DDOT does not object to the other proposed Loading Management Plan changes; and
- In the absence of an effective strategy for managing conflicts between truck activity and site traffic, queuing on Evarts Street is likely to negatively impact North Capitol Street traffic.

Due to the expected vehicle queueing that will negatively impact traffic operations on North Capitol Street, DDOT objects to the requested modification to remove the prohibition on deliveries between 7:00am-8:30am.

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.

The following review provided by DDOT evaluates the Applicant's CTR to determine its accuracy and assess the action's consistency with the District's vision for a cohesive, sustainable transportation system that delivers safe and convenient ways to move people and goods, while protecting and enhancing the natural, environmental, and cultural resources of the District.

DDOT Review of ZC 13-14

DDOT closely reviewed Parcel 4's site design and loading as part of ZC 13-14, which created significant conflicts between northbound left turning vehicles from North Capitol Street onto Evarts Street and trucks accessing Parcel 4's loading facilities on Evarts. Due to significant left turn volumes and the time needed for trucks to maneuver into the loading berths, traffic analysis identified queuing problems that would block southbound North Capitol Street traffic. As outlined in ZC 13-14 Exhibit 834 (July 8, 2014), DDOT found:

- The Parcel 4 loading design associated with the large format grocer did not meet DDOT right-of-way standards. Specifically, adjacent curb cuts were located too close together, curb cut widths exceed maximum widths allowed, and back-in truck movements are planned.
- The proximity of the loading curb cuts in combination with the back-in loading maneuvers had the potential to negatively impact the operations of North Capitol Street, thus necessitating a loading management plan.

- Restricting truck deliveries between 7-9am and 4-6pm would minimize additional truck traffic during the peak hours.

In response to DDOT's review, the Applicant made several improvements to the Parcel 4 loading facility designs, which were ultimately approved by the Zoning Commission. As outlined in ZC 13-14 Exhibit 851 (September 10, 2014), DDOT found:

- The revised site design for Parcel 4 that shifted the curb cuts to the west represented an improvement over the previously proposed concept by reducing the likelihood of spillover impacts to North Capitol Street caused by vehicle queuing.
- The proposed loading management plan that included loading restrictions between 7:00am-8:30am was necessary to ensure that operations of North Capitol Street will not be affected by Parcel 4 site traffic and loading.

Site Access & Loading

The Applicant proposes several changes to the approved site design for Parcel 4. The proposed changes reorganize site access and loading for the site along Evarts Street as shown in Figure 1.

Table 1 shows a summary of the proposed changes to the on-site loading berths. The changes are in response to the specific needs of the selected grocer, Harris Teeter, which was not known at the time of the ZC 13-14. According to the Applicant, the selected grocer utilizes 40-foot trucks or shorter and therefore does not need the larger berths anticipated in ZC 13-14. The redesigned site design shifted parking garage access to the east and resulted in more but smaller commercial loading facilities.

Table 1 Approved and Proposed Loading Changes

	Approved	Proposed
Residential Loading	1 40-foot berth (perpendicular)	1 40-foot berth (perpendicular)
Commercial Loading	2 73-foot berths (angled)	3 40-foot berths (perpendicular)

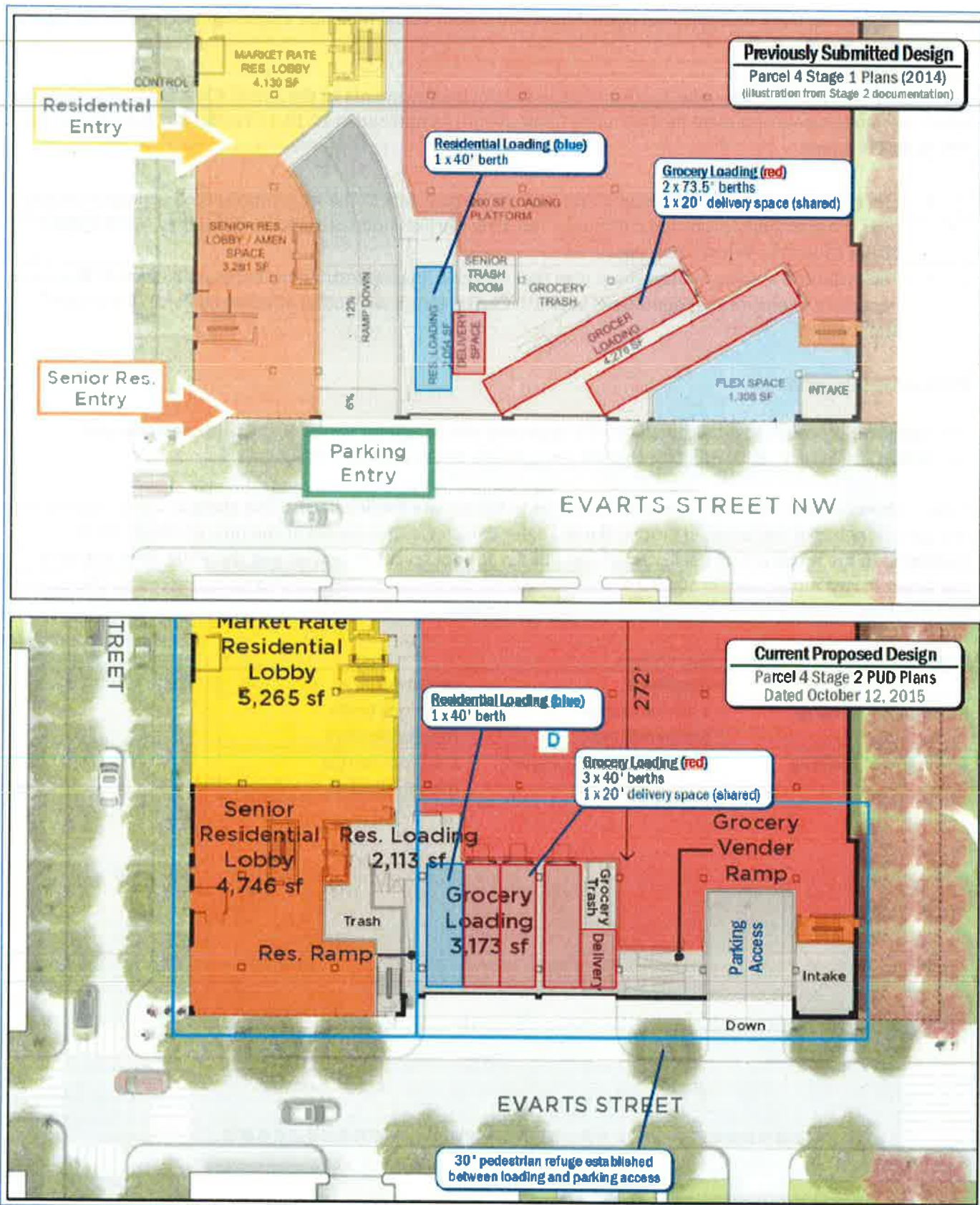


Figure 1 Approved (top) and Proposed (bottom) Site Access and Loading Designs

Traffic Operations

The Applicant and DDOT coordinated on an appropriate scope and set of assumptions to analyze the potential impacts from the proposed loading scheme. The analysis accounted for the revised loading berth locations, sizes, and operational characteristics of other Harris Teeter establishments in the District.

The Applicant's analysis confirmed that, like the approved PUD, the proposed loading changes result in queuing on Evarts that exceeds the available queue space on Evarts and would block North Capitol Street traffic. Specifically, the Applicant found queuing problems when back-in truck maneuvers coincided with the protected left turn arrow from North Capitol Street onto Evarts Street turned green simultaneously. The analysis found acceptable queuing levels when back-in truck maneuvers and left arrow green times did not overlap.

Loading Management Plan

The Applicant proposes to revise the approved Loading Management Plan to account for the specific loading conditions generated by the selected grocer. The approved and proposed Loading Management Plan elements are in Table 2.

Of note, the Applicant proposes to eliminate the time-of-day loading restrictions to accommodate the selected grocer's loading desired loading patterns based on loading activity at other Harris Teeter grocery locations in the District. Data provided on loading patterns at the two District Harris Teeter locations shows that approximately 43% of loading trips occur between 6:00am-10:00am. Specific loading activities for the 7:00am-8:30am period were not available.

The Applicant seeks to address queuing problems by prohibiting back-in maneuvers to begin when the left turn signal from North Capitol Street is green. To facilitate this measure, the Applicant proposes to design Evarts Street with one travel lane in each direction and a temporary truck parking lane on the north side of the street adjacent to the site where trucks could temporarily park and wait for the loading management coordinator to instruct the truck to proceed once the left turn arrow from North Capitol Street to turn red. The proposal is depicted in Figure 2.

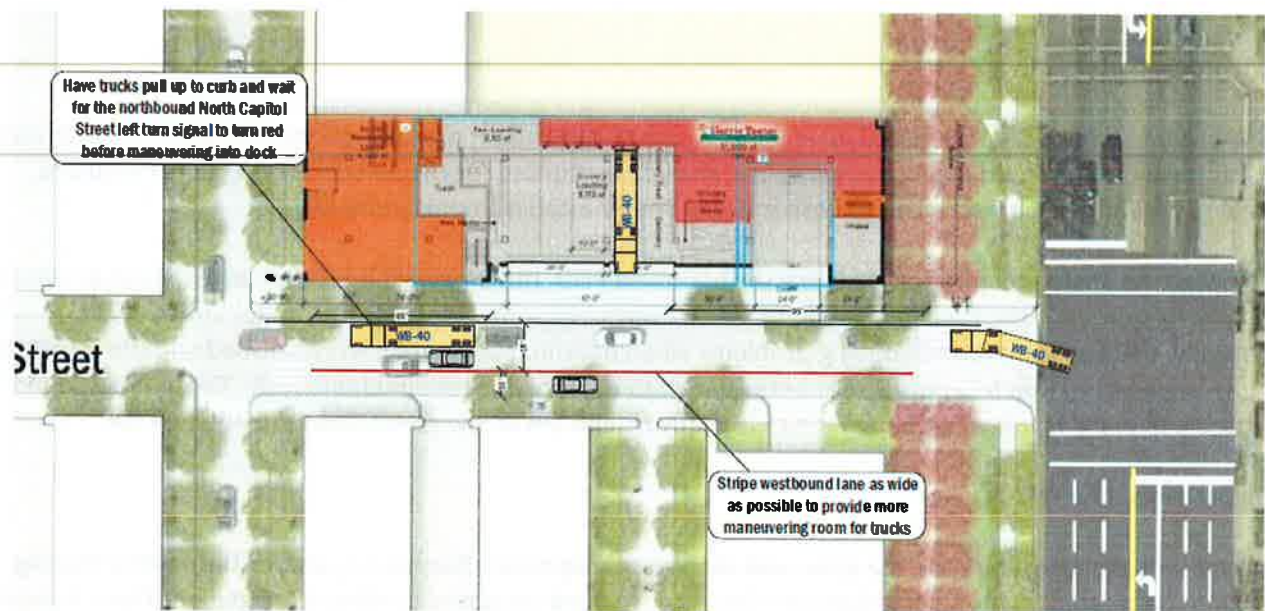


Figure 2 Proposed Loading Management Plan for Queuing

DDOT finds the proposed loading management strategy for managing queuing practically difficult to implement and enforce. The challenges associated with the strategy are described below:

- **Left turn arrow visibility:** The strategy requires that the loading management coordinator be able to see the left turn arrow located on North Capitol Street, which is not visible from the loading dock area. Accordingly, the loading management coordinator would not know when to instruct the trucks to proceed with their back-in maneuver.
- **Curbside space availability:** The strategy is dependent upon keeping the curbside clear and available for trucks to temporarily park. The curbside space is likely to be attractive for vehicle parking. While the curbside could be signed to prohibit parking during times when temporary truck parking is needed, Evarts Street is proposed to be a private street and therefore the District has limited ability to enforce any non-compliance with posted signs. Should a conflict arise, the District cannot be assured that any illegally parked cars can be removed; and
- **Multiple trucks:** Based on DDOT experience with other grocers across the District, simultaneous deliveries by multiple trucks is a common occurrence. Due to the limited amount of curbside temporary parking space, which can only accommodate one 40-foot truck, the viability of the strategy to accommodate multiple simultaneous deliveries is problematic.

Because of the implementation and enforcement issues above, the proposed strategy is highly unlikely to effectively manage vehicle queuing, and queuing on Evarts Street is likely to negatively impact North Capitol Street traffic. The time restriction is needed to manage conflicts between truck activity and vehicular traffic on Evarts Street during the period of the day where potential for negatively impacting operations of North Capitol Street is expected to be highest.

DDOT does not object to the other proposed Loading Management Plan changes.

Table 2 Approved (left) and Proposed (right) Loading Management Plan Elements

Conceptual Plan for Parcel 4 from Original PUD	Recommended Plan for Parcel 4 with known Grocery Tenant (Harris Teeter)
A grocery store employee will be responsible for implementing the plan. This includes ensuring the dock meets the District's noise ordinance, scheduling deliveries, providing ingress and egress routes to delivery drivers/companies, and ensuring pedestrian safety near the dock.	Harris Teeter will designate an employee as the loading dock manager, whose responsibilities will include ensuring the dock meets the District's noise ordinance, scheduling deliveries, providing ingress and egress routes to delivery drivers/companies, ensuring pedestrian safety near the dock, and enforcing the AM weekday maneuvering restriction listed below.
	Harris Teeter will not use trucks large in size than a WB-40 tractor trailer. Vendors will also have the same restriction, with the loading dock manager responsible for communicating this to vendors.
Limited hours of operation. Due to the location of the dock on Evarts Street close to North Capitol Street, DDOT has requested prohibiting access during weekday mornings during high volumes of commuter demand. Thus, the dock hours should be limited to 6:00 am to 7:00 am, and 8:30 am to 7:30 pm. Deliveries would be allowed between 7:00 am and 8:30 am on weekends.	During the hours of 7:00 am to 8:30 am on weekdays, trucks using the dock will maneuver into and out of the dock beginning when the left turn signal from North Capitol Street turns red. The loading dock manager will be responsible for coordinating these maneuvers. The loading dock will be closed between the hours of 10pm and 6am.
A requirement to schedule all deliveries to ensure docks are available and impacts are minimal on surrounding/adjacent streets.	The loading dock manager will schedule all deliveries to ensure docks are available and impacts are minimal on surrounding/adjacent streets.
The grocery store will issue plans to all drivers and delivery companies. These plans include any restrictions on vehicle size and type, the hours of operations, scheduling rules, noise control rules, and ingress and egress routes.	The loading dock manager will issue plans to all drivers and delivery companies. These plans will include scheduling rules, noise control rules, and ingress and egress routes.
Pedestrian conflict abatement. Some loading docks have a provision that a store employee will help abate conflicts between the loading dock and pedestrians on the sidewalk by providing signage and helping control movements outside the loading dock while large trucks are maneuvering into and out of the dock.	The loading dock manager will abate conflicts between the loading dock and pedestrians on the sidewalk by providing signage and helping control movements outside the loading dock while large trucks are maneuvering into and out of the dock
Coordination with the Property Manager for the senior and multi-family residential buildings for scheduling use of the shared dock for resident move-in and move-out.	<i>Removed as there is no shared dock in the proposed plans.</i>

SZ:jr