

**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: October 17, 2014

SUBJECT: Zoning Commission Case No. 14-08 – Portner Place, 1441-1449 U Street NW

PROJECT SUMMARY

Portner Place, LLC (the “Applicant”) seeks approval of a Planned Unit Development (“PUD”) and related map amendment to permit construction of a mixed-use residential with ground floor retail development at Square 204, Lot 208. The project is comprised of two wings: Wing A (fronting V Street), an 8-story building with 96 residential units, and Wing B (fronting U Street), an 11-story building with 270 residential units and 14,780 square feet of retail. Two levels of below-grade parking providing 137 vehicle parking spaces are proposed beneath both wings.

SUMMARY OF DDOT REVIEW

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, multi-administration review of the case materials submitted by the Applicant, DDOT finds:

Site Design

- Vehicle, loading, and trash access is proposed via a single curb cut on V Street, and is in keeping with DDOT’s approach to site access; and

- Primary pedestrian access points for Wing A and Wing B are located on U Street and V Street, respectively, and retail entrances are located on U Street.

Travel Assumptions

- The Applicant utilized sound methodology and assumptions;
- Future residents and retail visitors are likely to utilize transit, walking, and bicycling at high rates, thus auto use is likely to be low;

Analysis

- The action is projected to minimally increase travel delay in the area;
- Existing transit service, pedestrian infrastructure, and bicycle infrastructure has capacity to accommodate future demand; and
- The Applicant proposes to provide an adequate number of long-term bicycle parking spaces in bicycle storage rooms and is expected to provide a total of 12 short-term bicycle parking spaces in the public space.

Mitigations

DDOT has no objection to the requested PUD with the following condition:

- The Applicant adopt the proposed TDM with the clarification that the Applicant offer an *annual* carshare and/or bikeshare membership rather than a membership of another time duration (e.g. daily, monthly, etc.).

Continued Coordination

The Applicant is expected to continue to work with DDOT on the following matter:

- Design of the public realm, including utility vault location and treatment.

TRANSPORTATION ANALYSIS

DDOT requires applicants who request PUD approval from the Zoning Commission perform a Comprehensive Transportation Review (CTR) in order to determine the PUD'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 review of the analysis is divided into four categories: site design, travel assumptions, analysis, and mitigations. 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.

Site Design

Site design, which includes site access, loading, and public realm design, plays 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

The Applicant proposes a single curb cut on V Street to accommodate vehicular, loading, and trash access. The proposed site access location complies with DDOT's approach to site access, which, in the absence of alley access, requires that site access be provided from the least busy adjacent street and that the number of curb cuts be minimized.

Given the one-way operations of V Street (one-way westbound) and 15th Street (one-way northbound), vehicular site traffic ingressing the parking garage is required to travel westbound on V Street from 14th Street. Likewise, egressing vehicular site traffic from the parking garage is required to travel westbound on V Street until 15th Street before traffic can disperse throughout the road network.

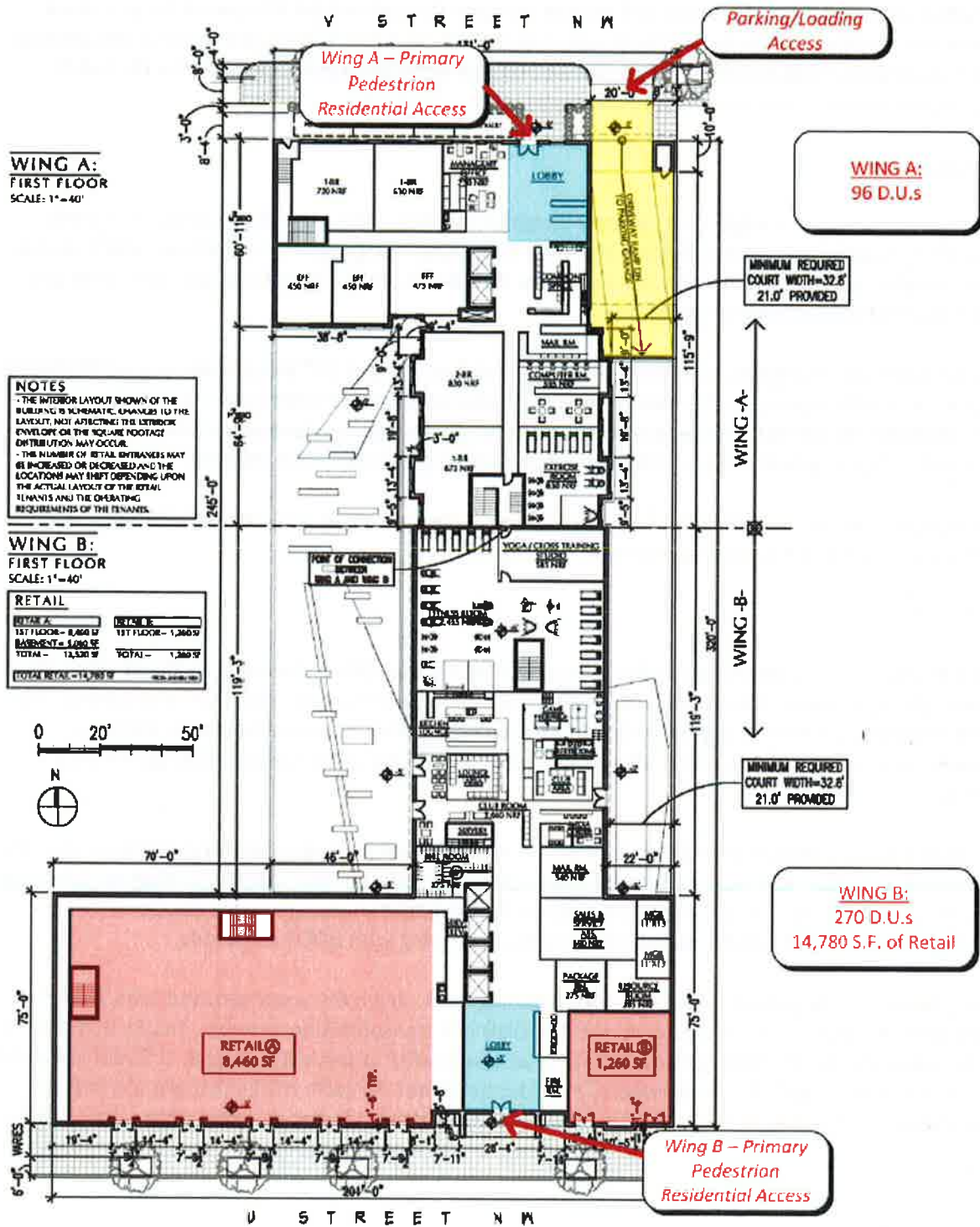
Primary pedestrian access points for Wing A and Wing B are located on U Street and V Street, respectively, and retail entrances are located on U Street.

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. This often results in loading being accessed through an alley network.

Loading docks are located on the lower level of the underground parking garage and accessed from the V Street curb cut. The Applicant's proposed loading locations comply with DDOT's loading requirements. The Applicant's analysis includes AutoTurn analysis showing that truck maneuvers can be accommodated with front-in/front-out movements, in keeping with DDOT standards.

The Applicant is seeking relief from the 55-foot loading dock. Given the proposed land uses, this relief is appropriate and unlikely to negatively impact the District's transportation network. Trucks that are too large to utilize the on-site loading facility may occasionally need to serve the project. U Street is a major commercial corridor while V Street remains a residential street. As such, trucks that are too large to access the on-site loading facilities may be required to utilize the U Street curbside rather than V Street.



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

The Applicant must work closely with DDOT and the Office of Planning 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 the District of Columbia Municipal Regulations, DDOT's *Design and Engineering Manual* will serve as the main public realm references for the Applicant. DDOT staff will be available to provide additional guidance during the public space permitting process.

DDOT's preference is for electrical vaults to be located on private space or in the driveway. If these options are not feasible, the vaults may be located in the public space if they are against the building façade and shielded by a landscaped buffer on all three sides. The Applicant's preliminary public space plans show electric vaults located in the public space along V Street with a landscaped buffer on only the north and east sides of the vaults. Further coordination will be necessary during the public space permitting process.

Travel Assumptions

The purpose of the CTR is to inform DDOT's review of a proposed action's impacts on the District's transportation network. To that end, selecting reasonable and defensible travel assumptions is critical to developing a realistic analysis.

Background Developments and Regional Growth

As part of the analysis of future conditions, DDOT requires applicants to account for future growth in traffic on the network or what is referred to as background growth. The Applicant coordinated with DDOT on the appropriate travel forecasting methodology to include in the analysis.

Trip Generation

The Applicant provided trip generation estimates utilizing the Institute of Traffic Engineers (ITE) Trip Generation Manual, the *Census Data Transportation Planning Package* (2000), and the assumed mode split to convert base vehicular trips to base person trips using average auto occupancy data and then back to vehicular trips. DDOT generally finds this method appropriate.

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, availability and cost of parking, among many others. Mode split assumptions used in the subject analysis were informed by WMATA's *2005 Development-Related Readership Survey*.

Based on the trip generation and mode split assumptions discussed above, the Applicant predicted the following level of weekday peak hour trip generation:

Trip Generation by Land Use & Mode		AM Peak Hour			PM Peak Hour			Weekday Trips
		In	Out	Total	In	Out	Total	
Residential								
Transit Person-Trips	45%	19	73	91	70	38	109	1,159
Walking Person-Trips	15%	6	24	30	23	13	36	386
Bicycling Person-Trips	5%	2	8	10	8	4	12	129
Vehicular Person-Trips	35%	14	56	70	55	30	84	902
Vehicle-Trips		13	51	64	50	27	76	820
Retail								
Transit Person-Trips	40%	6	4	10	20	21	41	454
Walking Person-Trips	20%	3	2	5	9	10	19	227
Bicycling Person-Trips	5%	1	0	1	2	3	5	57
Vehicular Person-Trips	35%	6	3	9	16	18	34	398
Vehicle-Trips		3	2	5	9	10	19	221
Overall Trip Generation								
Transit Person-Trips		25	77	102	90	59	148	1,613
Walking Person-Trips		9	26	35	32	23	56	613
Bicycling Person-Trips		3	8	11	10	7	17	186
Vehicular Person-Trips		20	59	79	71	48	119	1,300
Total Person-Trips		57	170	227	203	137	340	3,712
Total Vehicle-Trips		16	53	69	59	37	95	1,041

Figure 2 Weekday Peak Hour Vehicle Trip Generation (Source: Gorove/Slade)

Study Area and Data Collection

The Applicant in conjunction with DDOT identified six intersections where detailed vehicle counts would be conducted and a level of service analysis would be performed. These intersections are immediately adjacent to the site and include intersections radially outward from the site that have the greatest potential to see impacts in vehicle delay. DDOT acknowledges that not all affected intersections are included in the study area and there will be intersections outside of the study area which would realize new trips. However, DDOT expects minimal to no increase in delay outside the study area as a result of the proposed action.

The Applicant collected weekday intersection data in June 2013 and May 2014. In general, DDOT agrees with the time frame and collection dates. None of the collection dates occurred during Congressional recess or outside of the District of Columbia Public School calendar.

Analysis

To determine the action's impacts on the transportation network, a CTR includes an extensive multi-modal analysis of the existing baseline conditions, future conditions without the proposed action, and future conditions with the proposed development. The Applicant completed their analysis based on the assumptions described above.

Roadway Capacity and Operations

DDOT aims to provide a safe and efficient roadway network that provides for the timely movement of people, goods and services. As part of the evaluation of travel demand generated by the site, DDOT requests analysis of traffic conditions for the agreed upon study intersections for the current year and after the facility opens both with and without the site development or any transportation changes.

Analysis provided by the Applicant shows that the eastbound movement at the intersection of 14th Street & W Street is expected to experience a marginal increase in delay of 7.8 seconds as a result of the action and remain at Level of Service (LOS) “F” compared to background. The proposed mitigation for this increase in delay is addressed in the Mitigations section of this report.

Intersection	Movement	Existing		Background		Total Future	
		AM Peak	PM Peak	AM Peak	PM Peak	AM Peak	PM Peak
W Street and 14 th Street	EB	D 49.7	F 82.9	D 52.5	F 95.6	D 53.5	F 103.4
	NB	A 5.5	B 10.4	A 5.6	B 10.3	A 5.6	A 9.4
	SB	B 13.6	A 9.4	B 14.1	A 9.5	B 14.1	A 9.6
	Overall	B 18.9	C 29.5	B 19.6	C 32.9	C 20.1	C 34.7

Figure 3 Peak Hour Capacity Analysis for Impacted Intersection (Source: Gorove/Slade)

All other intersections in the study area are expected to be minimally impacted by the action as measured by LOS. Some approaches at intersections within the study area are projected to operate at failing levels under background conditions and remain at failing levels with only minor increases in vehicle delay.

Transit Service

The District and Washington Metropolitan Area Transit Authority (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 .25 miles from the U Street/Cardozo/African American Civil War Memorial Metro station, roughly a 5 minute walk. The Metro station is served by Metro’s Yellow and Green lines.

The site is well-served by high-frequency bus routes. Bus routes include:

- 52, 53, 54 – 14th Street Line
- 90, 92, 93 – U Street-Garfield Line
- 96,97 – East Capitol Street-Cardozo Line
- S1 – 16th Street-Potomac Park Line
- S2, 24 – 16th Street Line
- S9 – 16th Street MetroExtra Line
- X3 – Benning Road Line
- DC Circulator – Woodley Parking-Adams Morgan-McPherson Square Line

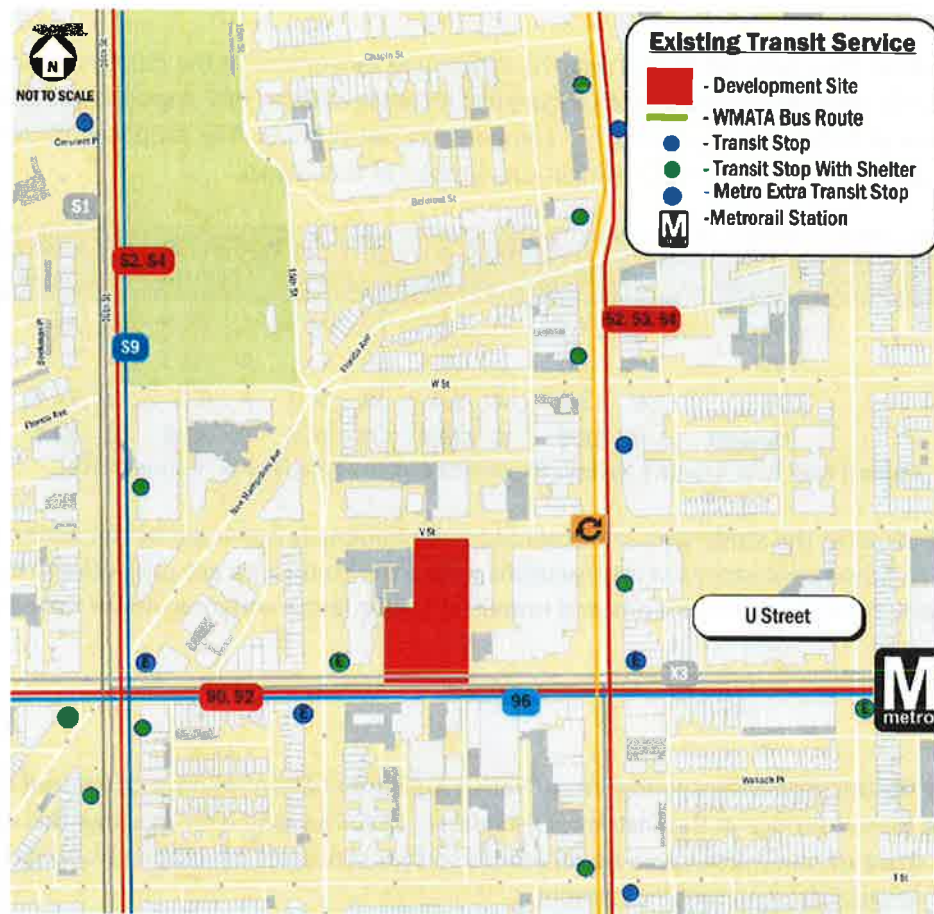


Figure 4 Existing Transit Services (Source: Gorove/Slade)

Pedestrian Facilities

The District is committed to enhance the 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.

The site generally has excellent pedestrian access to nearby destinations and transit; however, the Applicant's analysis revealed several substandard pedestrian sidewalks and curb ramps in the vicinity of the site. The Applicant will be expected to upgrade some of these facilities during the public space permitting process.

As discussed in the Site Access section, the Applicant is expected to work with DDOT through the public space permitting process. DDOT expects the Applicant to meet all DDOT standards for pedestrian facilities. This includes sidewalks, exclusive of the tree box planting area, to be a minimum of 8 feet on V Street and 10 feet on U Street.

Bicycle Facilities

The District of Columbia is committed to enhance bicycle access 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. The site is currently well-served by bicycle infrastructure. Bicycle lanes on 14th Street and a 2-way cycle track on 15th Street provide excellent north-south bicycle connections. East-west bicycle lanes are provided on V Street, T Street, and R Street. Bicycle lanes on New Hampshire Avenue connect the site to Dupont Circle and Washington Circle.

A large Capital Bikeshare station with 27 docking stations is located at 14th and V Streets.

The Applicant's analysis identified few bicycle parking spaces in the public space. The Applicant will be expected to provide at least 4 bicycle parking spaces on V Street and 8 bicycle parking spaces on U Street. The exact location of short-term bicycle facilities will be determined during the public space permitting process.

Safety

DDOT requires that the Applicant conduct a safety analysis to demonstrate that the site will not create new, or exacerbate existing safety issues for all travel modes. DDOT asks for an evaluation of crashes at study area intersections as well as a site distance analysis along the public space where there is expected to be conflicts between competing modes (e.g. crosswalks, driveway entrances, etc.).

The Applicant's analysis of DDOT crash data reveals four intersections within the study area that have a crash rate of 1.0 Million Entering Vehicles (MEV) or higher. A significant portion of the crashes are designated as "rear end" or "side swipe" crashes.

		Rate per MEV	Right Angle	Left Turn	Right Turn	Rear End	Side Swiped	Head On	Parked	Fixed Object	Ran Off Road	Ped. Involved	Backing	Non-Collision	Under/ Over Ride	Unspecified	Total
Intersection																	
1.	14th Street & U Street	6.53	11	12	12	30	58	1	8	3	1	7	11	0	2	10	166
			7%	7%	7%	18%	35%	1%	5%	2%	1%	4%	7%	0%	1%	6%	
2.	14th Street & V Street	3.56	5	3	6	4	10	2	3	0	0	2	7	0	0	6	48
			10%	6%	13%	8%	21%	4%	6%	0%	0%	4%	15%	0%	0%	13%	
3.	14th Street & W Street	2.17	5	1	1	5	12	0	2	1	0	1	2	0	0	4	34
			15%	3%	3%	15%	35%	0%	6%	3%	0%	3%	6%	0%	0%	12%	
4.	15th Street & U Street	2.50	6	0	5	9	19	0	1	1	0	1	5	0	0	3	50
			12%	0%	10%	18%	38%	0%	2%	2%	0%	2%	10%	0%	0%	6%	

Figure 5 Intersection Safety (Source: Grove/Slade)

Because of the low number of vehicle trips associated with the action, the action is not expected to significantly exacerbate the existing conditions at the high crash intersections.

Mitigations

As part of all major development review cases, DDOT requires the Applicant to mitigate the impacts of the development in order to positively contribute to the District's transportation network. The mitigations must sufficiently diminish the action's vehicle impact and promote non-auto travel modes.

This can be done through Transportation Demand Management (TDM), physical improvements, operations, and performance monitoring.

DDOT preference is to mitigate vehicle traffic impacts first through establishing an optimal site design and operations to support efficient site circulation. When these efforts alone cannot properly mitigate an action's impact, TDM measures may be necessary to manage travel behavior and minimize impacts. Only when these other options are exhausted will DDOT consider capacity-increasing changes to the transportation network because such changes often have detrimental impacts on non-auto travel and are often contrary to the District's multi-modal transportation goals.

Site Circulation and Operations

The site should be designed in a manner to facilitate internal movement of people and vehicles such that the potential impacts to the external transportation network are minimized. When potential impacts are unavoidable, operational changes such as signal timing changes may be an effective way to manage a site's potential transportation impact.

The Applicant proposes to mitigate the vehicle delay at the intersection of 14th Street & W Street caused by the action by shifting two second of green time from 14th Street to the eastbound W Street movement. The Applicant's analysis finds that this shift would reduce total future vehicle delay back to existing levels.

Intersection	Movement	Existing		Background		Total Future	
		AM Peak	PM Peak	AM Peak	PM Peak	AM Peak	PM Peak
W Street and 14 th Street	EB	D 49.7	F 82.9	D 52.5	F 95.6	D 53.5	F 103.4
	NB	A 5.5	B 10.4	A 5.6	B 10.3	A 5.6	A 9.4
	SB	B 13.6	A 9.4	B 14.1	A 9.5	B 14.1	A 9.6
	Overall	B 18.9	C 29.5	B 19.6	C 32.9	C 20.1	C 34.7
Modify Signal Timings	EB						F 80.9
	NB					B 10.1	
	SB					B 10.6	
	Overall					C 29.3	

Figure 6 Peak Hour Capacity Analysis for Impacted Intersection w/ Signal Retiming(Source: Gorove/Slade)

The Applicant should coordinate with DDOT during permitting to determine the appropriateness of the recommended signal timing adjustment.

Transportation Demand Management

As part of all major development review cases, DDOT requires the Applicant to produce a comprehensive Transportation Demand Management (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 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'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 the following TDM strategies:

- Designate a TDM coordinator responsible for organizing and marketing the TDM plan;
- Provide at least 137 long-term bicycle parking spaces in a bicycle room;
- Unbundle parking costs from the price of lease or purchase;
- Post all TDM commitments online, publicize availability, and allow the public to see what commitments have been promised;
- Provide website links to commuterconnections.com and goDCgo.com on developer and property management websites;
- Install a Transit Screen in each residential lobby and also make available printed materials; and
- For each residential unit, provide a one-time membership fee at initial lease and/or sale of each unit for a car sharing and/or Capital Bikeshare membership.

DDOT agrees with these measures but wishes to clarify that the carshare and/or bikeshare membership should be an *annual* membership rather than a membership of another time duration (e.g. daily, monthly, etc.). DDOT finds the TDM plan to be sufficient to encourage non-auto travel and support the high non-auto mode split assumed in the analysis.

SZ:jr

