

**GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF TRANSPORTATION**



d. Policy, Planning and Sustainability Administration

RECEIVED
D.C. OFFICE OF ZONING
2014 NOV -4 AM 9:04

MEMORANDUM

TO: Sara Bardin
Director, Office of Zoning

FROM: Samuel Zimbabwe
Associate Director

DATE: November 3, 2014

SUBJECT: Zoning Commission Case No. 14-15 – 1244 South Capitol Residential

APPLICATION

The Applicant, 1244 South Capitol Residential, LLC, proposes to develop property included in the CR Zone District and within the Capitol Gateway (CG) Overlay District with a new 13-story apartment building with ground and second floor retail. Approximately 290 dwelling units are proposed for the building with 25,811 square feet of retail with 139 parking spaces.

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

- The site is well served by both Metrorail and Metrobus;
- Residents are likely to heavily utilize non-automobile modes of travel, in particular, Metrorail,
- New pedestrian trips will be introduced to Van Street, which lacks adequate pedestrian facilities;
- 110 secure, long-term bicycle spaces are proposed;
- Truck access will utilize backing movement in the public space; and
- An acceptable loading management plan is proposed.

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

- The Applicant should complete the missing sidewalk link on the west side of Van Street to M Street;
- The Applicant should provide a transportation information screen in the lobby that displays real time arrival / availability for nearby buses, trains, carshare, and bikeshare; and

- Install 11 short-term bicycle racks, the equivalent of 22 total bicycle spaces in public space near each entrance.

FURTHER COORDINATION

- Detailed truck turning templates with lane markings and a curbside signing plan will be required during the public space permitting.
- DDOT recommends that the Applicant provide at least 1 parking space with a 240-volt electric car charging station located in the underground parking garage for use by its residents.

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 and take advantage of the District's multimodal transportation network

As part of the transportation impact assessment, DDOT requests that applicants evaluate the impacts to the pedestrian, transit, and roadway system resulting from the development. 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 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 agreed on a scope of work for the CTR. An evaluation of the basic elements and assumptions of the Applicant's CTR follows.

Changes in Land Use Context

DDOT has undertaken two distinct efforts to evaluate and modify the transportation infrastructure along South Capitol Street and M Street SE/SW. The analysis produced for these studies evaluated the potential impacts of future land uses along with proposed changes to the transportation infrastructure. The studies concluded that the transportation network can accommodate anticipated growth, but will be at capacity.

The transportation improvement projects recommended from these studies provide a framework to help mitigate some levels of congestion and enhance mobility along these two major corridors. Below are brief descriptions of these corridor-wide studies and recommended projects.

- 1) **South Capitol Street Corridor Improvements** - The purpose of the South Capitol Street Corridor project is to improve safety, multimodal mobility, accessibility, and support economic development. This project will transform the existing corridor by rationalizing capacity, upgrading bridge structures, and modifying traffic patterns to operate more efficiently. When complete, the South Capitol Street Corridor will serve as a major urban gateway to the US Capitol and District of Columbia's Monumental Core.

2) M Street, SE/SW Transportation Study - The study identified current and future transportation challenges and needed mitigation measures within an approximately 1.7-square-mile area along M Street SE/SW, and the Southwest waterfront from 12th Street, SE to 14th Street, SW and from the Southeast/Southwest Freeway south to the Anacostia River/Washington Channel. The study analyzed the integration of transit, bicycling and walking with motor vehicle traffic in order to best serve the neighborhoods in this burgeoning section of the City. Safety and access needs were balanced to address the travel needs of residents with those of visitors and workers who will be drawn to new retail and mixed use development planned for the area.

The analysis from both studies revealed that future land development projects need to achieve a reasonable vehicle trip generation in order to maintain functionality of the system. This can be equated to the level of trip generation that could be expected from providing a level of parking equivalent to the zoning minimums. As such, DDOT will be working to limit vehicle trip generation on this and future projects to ensure network functionality into the future.

Site Access

Figure 1 below shows the proposed site access for pedestrians, trucks, and private vehicles.

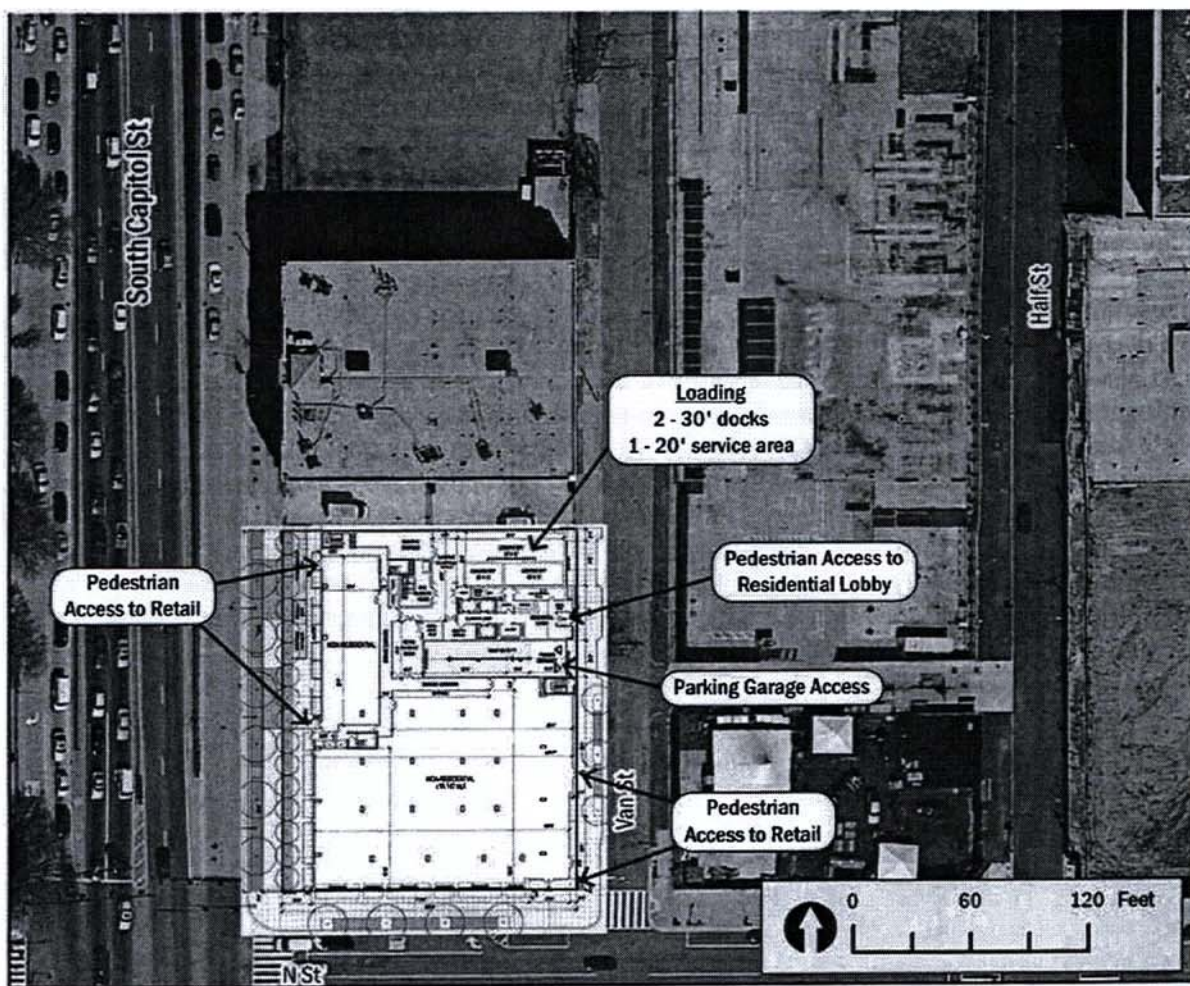


Figure 1 Site Access (Source: Applicant's CTR)

Loading & Trash

The development proposes two 30-foot loading docks and a 20-foot service area, in lieu of one 55-foot dock and a 20-foot service area. These loading berths are back-in/front-out, located on Van Street. The Applicant proposes the following loading management plan:

- Building Management will require that all tenants schedule deliveries in advance to the extent possible.
- Deliveries will be permitted between 7:00 AM and 4:00 PM, seven days a week, except for when events occur at Nationals Park. Deliveries cannot be scheduled for the period between two (2) hours when an event begins and one (1) hour after an event is completed (including during the event itself).
- A representative of Building Management will supervise all deliveries to the loading dock, for 30-foot trucks or larger (this does not apply to delivery vans). Building management will not schedule deliveries during Nationals Park events as defined above when there could be heavier than typical pedestrian traffic on Van Street.
- Building management will post a sign in a highly visible location within the loading area that states that all loading activities must be scheduled through building management.
- Trucks using the loading dock will not be allowed to idle and must follow all District guidelines for heavy vehicle operation including but not limited to DCMR 20 – Chapter 9, Section 900 (Engine Idling), the regulations set forth in DDOT's Freight Management and Commercial Vehicle Operations document, and the primary access routes listed in the DDOT Truck and Bus Route System.

DDOT finds the loading management plan acceptable and expects the Applicant to fulfill its requirements.

Pedestrian and Bicycle Facilities

55% of residential and 60% of retail trips are projected to occur via transit, walk, and bike. This equates to 81 non-auto trips during the AM peak hour and 160 during the PM peak hour. Based on the Applicant's field observations and inventory of the pedestrian and bicycle facilities (i.e., sidewalks, crosswalks, and bicycle lanes), the Applicant did not identify the existing sidewalk gap along Van Street on the same side of the proposed development project. The proposed project will create new pedestrian trips and demand that cannot be accommodated under the existing infrastructure. Pedestrians arriving to the site via Metro or M Street do not have a continuous sidewalk from M Street to the residential entrance on Van Street, which was not clearly identified by the Applicant in their Sidewalk Condition figure. See Figure 2 & 3 below for the existing conditions on the Westside of Van Street leading up to the proposed development.



Figure 2 Pedestrian Conditions at Van and M Street (Source: Google Map)



Figure 3 Pedestrian Conditions along Van Street (Source: Google Map)

As shown in the above figures, a continuous sidewalk from M Street along Van Street to the site does not currently exist. Without a robust pedestrian network, it is unlikely that the mode split can be reached.

The Applicant proposes 110 secure bicycle parking spaces in the 290 unit apartment building, which exceeds the current District law¹ requiring one bicycle space for every three residential units. The Applicant does commit to an exact number of short-term bicycle parking spaces. DDOT requests that a minimum of 22 short-term bicycle parking spaces be installed near the various project entrances. The

¹ Section 8 of the Bicycle Commuter and Parking Expansion Act of 2007, effective February 2, 2008 (D.C. Law 17-103; D.C. Official Code § 50-1641.07) (2012 Supp.) and Mayor's Order 2011-149, dated September 6, 2011.

exact location of short-term bicycle parking spaces will be determined during the public space permitting process.

Transit Services

DDOT and Washington Metropolitan Area Transportation Authority have partnered to provide extensive public transit service in the District. DDOT's vision is to leverage this investment to increase the share of non-automotive travel modes with minimal infrastructure investment.

The site is approximately 600 feet from the Navy Yard - Ballpark Metro Station and is well served by 14 different bus lines (i.e., 74, A9, A42, A46, A48, P1, P2, P6, P17, P19, V7, V8, V9, and W13) and the Union Station-Navy Yard Circulator route. The Circulator bus service operates with 10-minute frequency, whereas the other bus lines generally operate with headways in the range of approximately 15 to 20 minutes. Transit accessibility to the site is excellent, which is expected to contribute to a high non-vehicle mode share for the project although. However, as mentioned in the Bicycle and Pedestrian Facilities section above, substandard pedestrian connections may impede access to nearby bus stops in the near future.

Roadway Capacity and Operations

The Applicant coordinated with DDOT on the development of the traffic study scope and relevant study area intersections. The Applicant's methodology for evaluating existing traffic conditions and future traffic conditions is generally consistent with DDOT procedures as defined in the Design and Engineering Manual.

The proposed action is expected to generate less vehicular trips than the previously approved office use proposal under ZC 10-31. The retail and residential components are expected to generate approximately 52 vehicle trips in the AM peak hour, 83 vehicle trips in the PM peak hour.

The proposed project will have a minimal impact to intersections that are expected to fail under future conditions that DDOT has already identified in two corridor-wide studies discussed above. As such, the project will not significantly impact these intersections along the South Capitol Street and M Street corridors

Safety

DDOT requires that the Applicant conduct a safety analysis to evaluate the crash rates at intersections within the study area over a 3-year period. The Applicant noted three intersections with high crash rates in figure below.

Intersection	Rate per MEV	Right Angle	Left Turn	Right Turn	Rear End	Side Swiped	Head On	Parked	Fixed Object	Ran Off Road	Ped. Involved	Backing	No-n-Collision	Under/Over Ride	Unspecified	Total
South Capitol Street & N Street	1.35	1 2%	3 6%	0 0%	33 69%	7 15%	0 0%	0 0%	0 0%	0 0%	0 0%	2 4%	0 0%	0 0%	2 4%	48
South Capitol Street & M Street	2.32	12 19%	16 26%	1 2%	16 26%	12 19%	0 0%	0 0%	2 3%	0 0%	0 0%	2 3%	0 0%	0 0%	1 2%	62
N Street & Van Street, SE	2.14	0 0%	1 25%	0 0%	0 0%	0 0%	0 0%	0 0%	1 25%	0 0%	0 0%	2 50%	0 0%	0 0%	0 0%	4

Figure 3 Crash Summary (Source: Applicant's CTR)

In general, higher crash rates per MEV do not necessarily identify specific crash patterns and corrective actions to alleviate any problems. Crash rates typically indicate that comprehensive safety analyses using traffic engineering tools and methodologies need to be undertaken at locations with rates greater than 1.0 (or any other established criteria). Due to the scope and resource limitations of traffic impact studies prepared by the Applicants, and their limitations on the associated specialized expertise, DDOT does not expect Applicants to provide such detailed analyses, but to prepare a summary to highlight the problematic areas for further evaluation/analyses.

As mentioned in the previous sections of this report, DDOT has evaluated the traffic conditions and transportation needs from a broader perspective to develop and implement long-term transportation solutions that include operational and safety measures to improve mobility, access, and safety of the roadway network in this area (i.e., South Capitol Street Environmental Impact Statement, M Street, SE/SW Transportation Study). Since geometric and traffic control modifications are underway for the M Street SE/SW and South Capitol Street in the near future, DDOT believes that the safety issues that are highlighted by the Applicant's TIS will be addressed and mitigated during the planning and design stages of these facilities.

DDOT agrees with the Applicant that the intersection of N Street and Van Street show an elevated crash rate due to the low volume at the intersection and will continue to monitor the intersection in the future.

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 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.

According to District Zoning Regulations, the proposed development would require one parking space per three dwelling units and one space per 750 square feet in excess of 3,000 square feet for the retail uses. This would equate to 97 parking spaces for the residential use and 31 spaces for the retail portion of the proposed development, for a total of 128 spaces. The proposed project proposes 139 parking spaces.

Transportation Demand Management

As part of all major development review cases, DDOT requires applicants to produce a comprehensive Transportation Demand Management (TDM) plan. 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 public transit, bicycle, and pedestrian facilities, and reduce single occupancy vehicle trips during peak periods.

The Applicant proposes implementing the following TDM strategy:

- The Applicant will comply with Zoning requirements to provide bicycle parking/storage facilities. This includes secure parking located in the garage for residents.
- The Applicant will identify a project's TDM Leader (for planning, construction, and operations). The TDM Leader will work with residents in the building to distribute and market various transportation alternatives and options.
- The Applicant will dedicate two spaces in the garage for car sharing services to use with right of first refusal. These spaces will be convenient to the garage entrance, available to members of the car sharing 24 hours a day, seven days a week, without restrictions (the garage may be gated – members of the service would have access to the spaces via a key pad combinations to a pass code system or other similar device).
- The Applicant agrees to host a transportation mobility fair six months after both the building has opened. The transportation fair will be advertised to all residents. The onsite TDM coordinator will work with DDOT's goDCgo team to organize representatives who are experts in the non-auto transportation options that serve the site. Each person who attends the event will be educated on the various options and representatives will work with attendees to help them tailor the use of non-auto options to their specific transportation needs. Based on the turnout of the transportation fair and feedback gleaned by the onsite TDM coordinator, a determination will be made if the event will be repeated the following year.

DDOT agrees with these measures but believes the Applicant should add the following measures to the project's TDM plan:

- The Applicant should provide a transportation information screen in the lobby that displays real time arrival / availability for nearby buses, trains, carshare, and bikeshare.

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 at least 1 parking space with a 240-volt electric car charging station located in the underground parking garage at a section that is accessible to office workers and visitors.

Streetscape and the 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 gutter, street trees and landscaping, street lights, sidewalks, and other appropriate features within the public rights of way bordering the site. As part of this process, the Applicant must work closely 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 circulating around it. The Applicant may refer to the District of Columbia Municipal Regulations and DDOT's Design and Engineering Manual for specific controls of public space.

DDOT expects utility vaults to be accommodated on private property and all retail doors should not open onto public space. DDOT is aware and will support the removal of 4 existing tree, in order to accommodate the needed pedestrian infrastructure on Van Street. All proposed curb cuts are subject to the public space permitting process and sight distance analysis will need to be submitted for review. These issues will be addressed during the public space permitting process.

SZ|ac