

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 23, 2015

SUBJECT: ZC Case No. 14-22 – Text & Map Amendments to create new Walter Reed (WR) Zone
District – Ward 4

PROJECT SUMMARY

The Office of Planning (OP) proposes text and map amendments to permit and guide development for the District portion of the Walter Reed Army Medical Center site. The WR zone would implement the Council approved Walter Reed Army Medical Center Small Area Plan (SAP) and allow the following development program:

- 1,945,000 square feet of residential uses, which is approximately equivalent to 1,954 residential units
- 767,000 square feet of office
- 212,000 square feet of retail
- 176,400 square feet of other/creative uses
- A maximum of 3,400 off-street vehicle parking spaces

BACKGROUND

The Walter Reed Army Medical Center (WRAMC) is located on a 110.1-acre enclosed campus bounded by Fern Street and Alaska Avenue to the north, 16th Street to the west, Aspen Street to the south, and Georgia Avenue to the east. With the recommended closure of the WRAMC in 2005, the Federal government declared 67.5 acres as surplus property, thereby making it available to a Local Redevelopment Authority (LRA) for re-use. The remaining portions of the WRAMC are expected to stay within Federal ownership.

Acting through the Walter Reed LRA, the District of Columbia conducted a coordinated planning process to establish a Base Reuse Plan and Small Area Plan (SAP). The Reuse Plan provided a vision and

framework for the comprehensive reuse of the site as a mixed use destination that will serve the surrounding communities and the District by providing economic growth, jobs and a range of public benefits via development of residential, retail, office and public green space on a previously self-contained, insulated military hospital installation. The Reuse Planning process, led by the District's Office of the Deputy Mayor for Planning and Economic Development (DMPED), engaged in an extensive public planning process to align the District, the community, and the 2005 Defense Base Closure and Realignment goals into the Plan. On July 10, 2012, the Council of the District of Columbia unanimously approved the "Walter Reed Army Medical Center Base Realignment and Closure Homeless Assistance Submission Approval Act of 2012" (the Reuse Plan, B19-729). Subsequently, the Plan was transmitted to HUD for its determination on July 23, 2012 and approved on January 24, 2014.

The SAP process, conducted concurrently with the Reuse Planning process, was led by the District's Office of Planning (OP) in collaboration with the Deputy Mayor for Planning and Economic Development (DMPED) and the District's Department of Transportation (DDOT). The SAP is required by District law to establish land use designations, pursuant to the Comprehensive Plan for the National Capital to establish zoning for future development on the site. While the SAP does not recommend any specific zoning designations, it establishes characteristics that a zone should include, such as building form, setbacks, height and stories. The SAP also includes design guidelines for future development, a transportation analysis, and market analysis based on the Reuse Plan's preferred development concept of 3.1 million square feet of mixed-use development. After an extensive public engagement process with residents, other community and business stakeholders, the Walter Reed LRA and OP completed the WRAMC SAP, which the Council of the District of Columbia approved on April 30, 2013 (R20-0105).

SUMMARY OF DDOT REVIEW

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. During the SAP process for the site, DDOT scoped a Comprehensive Transportation Review (CTR) in order to determine the impact of the proposed development plan on the overall transportation network. The August, 15th 2012 Transportation Impact Study reflects the expected impacts and needed mitigations in order to support the proposed level of development in the WR zone proposal. DDOT reviewed the proposed zoning text for the WR zone and found that the text is consistent with the development program assumed in the CTR completed as part of the SAP. The proposed WR zone includes an overall site layout based on the street network identified in the SAP and accompanying land use, automobile parking, bicycle parking, and loading provisions. DDOT's review will focus on each of these sections of the proposed zoning text.

Land Use and Site Design

A robust network of streets and alleys within the WR zone is proposed based on the SAP, which will improve multimodal connections in the surrounding area. The new roads will serve as vehicle, bicycle, and pedestrian access points for the site. Some of the access points replicate access points present as part of the WRAMC use of the site, while others are new. The proposed street network has the potential to disperse site traffic in a way that minimizes the action's impact on the external road network and improves connectivity to the adjacent neighborhoods. Of note, whereas the WRAMC campus was closed off from the adjacent community for security purposes, the LRA portion of the campus will be open to the public, thereby providing better accessibility.

Public and private ownership of each proposed street and alley has not been determined, nor have building site plans been developed. DDOT expects that street design and site access for each building will comply with DDOT standards, as is called for in the proposed zoning language.

DDOT expects that an approved action will lead to a significant number of new person trips, many of which would be made by personal vehicle. DDOT expects that the site is likely to generate as many as 1,916 AM and 2,197 PM peak hour vehicle trips. While this is a significant number of trips, it is lower than the vehicular trip generation rates of 3,384 AM and 3,479 PM trips when the campus was an active military hospital installation. As part of the SAP process, a transportation analysis was performed which identified impacts and proposed mitigations to address these impacts. The impacts in some locations were expected to be significant and as such, a program of mitigations was defined that was appropriately robust. The mitigations consist of a variety of infrastructure and geometric changes as well as programmatic elements focused on transportation demand management. Specific requirements of the mitigation are summarized in Attachment A and fully defined in the CTR (August, 15th 2012 Transportation Impact Study). It is DDOT's understanding that the mitigations will be required as part of the land disposition agreement with the future owner of the site.

Automobile Parking

Using Urban Land Institute's (ULI) *Shared Parking* manual and case studies, the CTR identified a range of 2,300 to 3,400 vehicle parking spaces likely to be needed to serve the site.

Base Program	Amount		Projected Parking Demand			
			Parking Ratio		Parking Demand	
			High	Low	High	Low
<u>Residential</u>						
Apartments	1,706	Units	0.7	0.5	1,194	853
Townhomes	90	Units	1	1	90	90
<u>Retail</u>						
Neighborhood Retail	271,284	Square Feet	0.003	0.0015	814	407
<u>Commercial</u>						
General Office	245,800	Square Feet	0.002	0.001	492	246
Medical Office	56,350	Square Feet	0.003	0.003	169	169
<u>Institutional</u>						
Building 1	200,000	Square Feet	0.0015	0.001	300	200
<u>NOI Uses</u>						
Veterans Living (HELP USA)	75	Units	0	0	0	0
Senior Living (SOME)	25	Units	0	0	0	0
Howard University (Ambulatory)	50,379	Square Feet	0.001	0.001	50	50
Howard University (Ambulatory)	65,649	Square Feet	0.003	0.003	197	197
LAMB and Yu-Ying Schools	148,679	Square Feet	—	—	105	105
Total					3,411	2,317

The CTR acknowledged that the exact demand within this range would be dependent upon a variety of factors including the specific development program and development phasing. However, to minimize the amount of parking required, the CTR called for best practices management of on-site parking supply to include:

- To the highest extent possible, parking should be shared across all uses and garages;

- Parking costs should generally be unbundled from leases and condominium purchases to keep residential parking demand to a minimum; and
- Performance pricing measures should be incorporated to help balance demand.

The proposed zoning allows up to 3,400 vehicle parking spaces for the LRA portion of the campus as a matter-of-right, which is consistent with the maximum assumptions utilized in the CTR. The number of vehicle trips is highly influenced by parking provision, and higher parking rates may lead to additional vehicle trips and impacts that were not considered in the CTR. A special exception process is established for requests to provide more than 3,400 vehicle parking spaces. Such a process provides a mechanism for DDOT to review requests for their impacts to the transportation network and identified mitigations, if appropriate.

Parallel parking spaces on public and private streets, provided they are open to use by the public and not reserved for a particular or private use, are not proposed to count toward the cap. DDOT finds the exclusion of parallel parking spaces to be appropriate.

The zoning text's requirement that access to parking facilities, whether from a public or private right of way, shall meet DDOT and Public Space Committee standards, will improve pedestrian and bicyclist safety by minimizing conflicts between motorists and other users.

Bicycle Parking

The improved connections to the surrounding road network, along with the proposed street grid, and bicycle facilities will provide excellent bicycle access through the site. To further support high bicycle usage, the proposed zoning text requires adequate provision of supportive bicycle infrastructure such as convenient and accessible short- and long-term bicycle parking, changing rooms, and shower facilities. The quantity and placement requirements proposed in the zoning text are in line with DDOT bicycle parking requirements.

Loading

The proposed zoning text establishes a minimum number of loading berths and service/delivery spaces requirements based on land use. The proposed requirements are likely appropriate to accommodate the loading needs of future developments in the WR zone on-site rather than along the curbside. Adequate one-site loading facilities will reserve scarce curbside space for other uses. Additionally, the zoning text's requirement that access to loading facilities, whether from a public or private right of way, shall meet DDOT and Public Space Committee standards, will improve pedestrian and bicyclist safety by minimizing conflicts between trucks and other users.

Individual building site access has not yet been determined. DDOT expects properties within the site comply with DDOT's standards for loading. Trucks accessing the campus will be required to use designated truck routes on Georgia Avenue, 16th Street, and Aspen Street.

DDOT RECOMMENDATION

DDOT has no objection to the proposed WR zone with the following condition:

A complete list of the mitigations identified in the CTR and detailed performance monitoring plan are included in Attachment A.

Continued Coordination

Given the complexity and size of the action, the Applicant is expected to continue to work with DDOT on the following matters:

- Implementation of the roadway capacity improvement measures and TDM requirements identified in the SAP process;
- Street network design and construction;
- Individual site access;
- Loading facilities with no back-in movements across public space;
- Location of utility vaults within private property;
- Curbside regulatory signage;
- Public space, including curb and gutter, street trees and landscaping, street lights, sidewalks, and other features within the public rights of way, are expected to be designed and built to DDOT standards. Careful attention should be paid to pedestrian and bicycle connections along the site's perimeter and adjacent infrastructure; and
- Annual monitoring program.

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ATTACHMENT A

Walter Reed Local Redevelopment Authority Mitigations

Below is a list of mitigations that were identified in the Comprehensive Transportation Review (CTR) for the Walter Reed Local Redevelopment Authority Small Area Plan (SAP). These mitigations were identified as being necessary to both achieve the mode splits assumed in the analysis and to ameliorate the impacts of the development program. The list below is not necessarily comprehensive of all the mitigations identified in the CTR and additional mitigations may be identified during permitting.

Physical Improvements to the Right-of-Way

The CTR identified a number of physical improvements to the right-of-way. Improvements to the right-of-way need to be coordinated with DDOT to determine the feasibility and/or appropriateness of the mitigations, and keeping curb lines constant is highly desirable. The CTR also identified a series of signal timing improvements and intersection stop control changes (not listed below) that need to be coordinated with DDOT. A list of physical improvements identified in the CTR are noted below:

- 16th Street & Alaska Avenue: Construct a 200-foot northbound right-turn lane;
- 16th Street & Main Drive: Construct the driveway as a separate left- and right-turn lane;
- 16th Street & Aspen Street/Sherrill Drive: Construct a 150-foot westbound left-turn lane and a southbound right-turn lane extended from the existing bus lay-by;
- Georgia Avenue & Aspen Street: Remove approximately 200-feet of on-street parking on Aspen Street to allow for separate left-turn and through/right-turn lanes while also providing a 100-foot southbound right turn lane;
- Georgia Avenue & Butternut Street: Install a 150-foot dedicated northbound left turn into the WRAMC site (remove existing on-street parking). A southbound left turn bay at this intersection would mirror the northbound turn bay. Additionally, install a 100-foot right turn storage lane;
- Georgia Avenue & Dahlia Street: Install a 150-foot dedicated northbound left turn into the WRAMC site (remove existing on-street parking). A southbound left turn bay at this intersection would mirror the northbound turn bay. Additionally, install a 100-foot right turn storage lane;
- Georgia Avenue & Fern Street: Construct a signal to be combined with the off-set intersection to the north;
- 16th Street/Colesville Road/Eastern Avenue/North Portal Drive: Construct a 250-foot northbound right-turn lane;
- 16th & Kalmia Road: Construct a 50-foot right turn lane along the eastbound approach;
- Georgia Avenue & Piney Branch Road: Install a 25-foot right turn lane along the northbound approach;
- 16th Street & Somerset Place/Luzon Avenue: Construct a traffic signal;
- 13th Street & Missouri Avenue: Construct a 100-foot northbound left-turn lane; and
- 14th & Military Road: Construct a short 50-foot northbound left-turn lane (remove existing on-street parking) and eastbound right-turn lane.

Site Circulation, Operations, and Design

The SAP identified an internal street network within the LRA area, which the future developer will be responsible for installing. The proposed zoning map establishes appropriate right-of-way widths and

locations for the road network. The future developer will be required to coordinate with DDOT to determine final design of the streets. It is expected that proposed public streets will meet all DDOT standards.

Parking Management

The CTR called for parking management strategies to be employed by the Reuse Plan to encourage more efficient use of parking facilities constructed in the development. Parking facilities will be shared among users of the development. The following strategies were identified:

- To the highest extent possible, parking should be shared across all uses and garages;
- Parking costs should generally be unbundled from leases and condominium purchases to keep residential parking demand to a minimum; and
- Performance pricing measures should be incorporated to help balance demand.

Transportation Demand Management

The CTR established the following peak hour non-auto mode choice percentages for the various proposed land uses within the WRAMC Reuse Plan:

- Residential: 40% non-auto
- Retail: 35% non-auto
- Office: 16% non-auto
- Institutional: 16% non-auto
- Educational: 30% non-auto

To achieve these mode splits, the CTR identified an extensive list of TDM elements that would be implemented as part of various stages of the LRA development. DDOT concurs that the following TDM elements are necessary and sufficiently robust to mitigate the transportation impacts of the development.

During the Design Phase, the Developer will be required to perform the following:

- Identify any existing bus stops that would need to be relocated during construction. This relocation will be performed at the Developer's expense. (This requirement applies to all proposed developments.)
- Comply with zoning requirements to provide bicycle parking/storage facilities. (This requirement applies to all proposed developments.)
- Provide secured bicycle parking/storage facilities (lockers, bicycle valet parking, etc.). (This requirement applies to all proposed developments.)
- Provide location for Bikeshare Program Station/Kiosk. (This requirement applies to all proposed developments.)
- Locate and furnish an on-site Transit Store free of charge, if DDOT requires the installation of a new Transit Store. (This requirement applies to all proposed developments.)
- Install and maintain new bus stop infrastructure. (This requirement applies to all proposed developments.)
- Identify enhanced connectivity measures to the existing Takoma Metrorail station. (This requirement applies to all proposed developments.)

- Unbundle all parking from the cost of the lease or purchase of residential units. Parking costs must be set at no less than the charges of the lowest fee garage located within ¼ mile. (This requirement applies to all proposed residential developments only.)
- Provide an on-site business center to residents with access to copier, fax, and internet services. (This requirement applies to all proposed residential developments only.)
- Dedicate spaces in the garage for car sharing services to use. Count the car sharing spaces towards the project's parking requirements. (This requirement applies to all proposed retail and residential developments only.)
- Provide reserved spaces for carpools and vanpools that are conveniently located with respect to the elevators serving the buildings. Oversee a program to provide carpools and vanpools with a parking subsidy. (This requirement applies to all proposed office developments only.)

During the Construction of the Project, the Developer will be required to perform the following:

- During construction, maintain or coordinate relocation of any existing bus stops at the developer's expense. (This requirement applies to all proposed developments.)
- Identify a project's TDM Leader (for construction). Provide DDOT/Zoning Enforcement with annual TDM Leader contact updates. (This requirement applies to all proposed developments.)
- Restrict construction vehicle traffic to non-residential streets by including restrictive language in the contract with the construction contractors. Require all construction vehicles to enter the WRAMC site via Georgia Avenue or 16th Street. (This requirement applies to all proposed developments.)

After the Construction of the Project and within 6 months of the Issuance of the Certificate of Occupancy, the Developer will be required to perform the following:

- Relocate any existing bus stops at the developer's expense to the appropriate locations once construction is completed. (This requirement applies to all proposed developments.)
- Post all TDM commitments on-line, publicize availability, and allow the public to see what commitments have been promised. (This requirement applies to all proposed developments.)
- Identify a project's TDM Leader. Provide DDOT/Zoning Enforcement with annual TDM Leader contact updates. (This requirement applies to all proposed developments.)
- Install a Transportation Information Center Display (kiosk) containing printed materials related to local transportation alternatives, and maintain a stock of materials at all times. (This requirement applies to all proposed developments.)
- Provide website links to CommuterConnections.com and goDCgo.com on developer and property management websites. (This requirement applies to all proposed residential and office developments only.)
- Provide Ongoing Funding for on-site Bikeshare Program. (This requirement applies to all proposed developments.)
- 30-year commitment to operate an on-site Transit Store or kiosk. (This requirement applies to all proposed developments.)
- Provide each new resident with a 1-year subscription to a District Bikesharing program, or provide residents with \$75 mail-in refund on bicycle purchases. (This requirement applies to all proposed residential developments only.)
- Provide SmarTrip cards plus \$100.00 Metro fare media per person, for free, one time, per resident. (30-year commitment required.) (This requirement applies to all proposed residential developments only.)

- Provide a one-time membership fee subsidy in a car sharing program for each residential unit. (This requirement applies to all proposed residential developments only.)
- Provide SmarTrip cards plus \$100.00 Metro fare media per person, for free, one time, per employee, to each of the tenants' employees and each on-site employee of the property management company and/or building operator. (30-year commitment required.) (This requirement applies to all proposed retail and office developments only.)

Performance Monitoring

The CTR provides a projection of an action's likely transportation impacts. However, in an urban environment that is rapidly developing and changing, the projections may not provide enough certainty to reveal the true future impacts of an action, particularly at the scale of this PUD. A performance monitoring plan provides the framework for increasing the level of certainty concerning expected impacts so that DDOT and the public can have a better idea of expected future travel conditions. A performance monitoring plan establishes thresholds for new trips an action can generate, defines post-completion evaluation criteria and methodology, and establishes potential remediating measures.

The CTR for the SAP identified a performance monitoring plan in order to effectively track the effectiveness of the implementation of all the TDM Plans within the WRAMC. The monitoring plan requires the preparation of an annual report that includes the following elements:

- **Commuter Survey:** This survey consists of residents and/or employees of a new development being required to fill out a questionnaire survey once a year that confirms journey-to-work information. The information would include where the person is coming from or headed to in the morning and their mode choice.
- **Parking Occupancy Survey:** This parking survey should be performed once a year during a representative non-holiday mid-weekday to show the parking accumulation within the WRAMC property for both off-street and on-street parking spaces to determine the overall parking demand of the developments within the WRAMC. This can be benchmarked against the population or square footage of the WRAMC property to see if the rate of parking per person or per square foot increases or decreases over time.
- **Traffic Count Surveys at WRAMC Boundary intersections:** This survey would consist of placing automatic traffic recorders once a year at all of the entrances into and out of the WRAMC property to see the volume of traffic into and out of the site. This information would be benchmarked against the amount of square footage of building to see if the rate of traffic per square foot of development increases or decreases over time.

This monitoring program should be performed once a year when DC schools are in session and should provide a comprehensive representation of traffic and parking rates that can be benchmarked year after year to determine what programs have been successful, what area-wide capital improvements have been impactful, and what overall impacts additional density has on commuting patterns. In the event that the overall traffic volumes and parking demand exceeds what has been projected in this document, campus-wide commitments to other TDM programs can be pursued to incentivize increased non-auto mode share utilization.

Mode-Specific Improvements

Transit:

- Establish a SmartBenefits program for on-site employees, and investigate implementing transit subsidies to encourage ridership.
- Promote the Guaranteed Ride Home Program to all transit users.
- Work with DDOT on future streetcar and other long-term transit improvements.
- During the development of parcels along Georgia Avenue, review transit facilities including Metro stations, bus stops, and Bikeshare stations for potential improvements and consolidation.
- As part of the planning process between DDOT, WMATA and the development team, provide assistance in the service modification for transit lines and streetcar servicing the streets interior to WRAMC.
- In locations where available and appropriate, provide bus shelters, bus stops and layover areas within and along the boundary of WRAMC.
- Consider providing transit treatments to Georgia Avenue as part of the Upper Georgia Avenue Great Streets Initiative. These treatments can include signal enhancements, dedicated transit lanes or other operational improvements to support efficient transit service.

Bicycle Facilities:

- Ensure roadways internal to the site accommodate bicycle travel. Specifically, construct bicycle facilities (bike lanes, shared-use trails, etc.) along both north-south and east-west roadways to ensure full connectivity through the proposed site.
- Connect existing bike lanes on 14th Street with the site with a combination of shared-use streets and dedicated bicycle lanes to ensure bicycle access between the site and the surrounding neighborhoods while permitting direct access from the surrounding neighborhood by the many access points along the exterior road network.
- Connect the northern boundary of the site at Fern Street to the southern boundary of Aspen Street with a combination of dedicated bicycle lanes, shared-use streets and shared-use trails.
- All shared-use trails shall be designed to a minimum of 10' wide to accommodate bicycle and pedestrian activities.
- Recommend bicycle facilities be extended by the District from northern edge of the WRAMC campus to the north.
- Construct bike lanes along Aspen Street, south of the site, to provide east-west mobility.
- Provide crosswalks and all-way stops at site entrances to ensure bicycle access to the site.
- Locate an enclosed and secure bicycle parking facility on the site (possibly in a parking garage in the first phase), targeted to commuters, and make shower facilities available to commuters.
- Provide one or more Capital Bikeshare stations on the southern and eastern sides of campus aligned with the new site access points. These locations are recommended because of their proximity to major activity centers on the site and their ability to connect to existing bicycle infrastructure and possible new Capital Bikeshare stations installed by other sources.
- Consider enhancing bicycle connectivity to/from the Takoma Metrorail station by installing a Capital Bikeshare station at the station linking the site directly to the Red Line.
- Add bike racks outside of buildings on the site, focusing on those closest to bike routes, major employment centers, and residential buildings.
- Provide the bicycle commuter benefit to employees on site.

- Provide short and long-term bicycle parking for residential and commercial developments based on existing DC municipal regulations.

Pedestrian

- Improve pedestrian conditions along east-west and north-south pedestrian routes. Recommended improvements include expanding sidewalk widths, removing obstructions, installing and upgrading crosswalks at intersections, and installing traffic calming measures, such as speed tables, decorative pavers, bulb outs at intersections, and the like. These would also include improving pedestrian accessibility at the reopened gates and in the open spaces areas along Georgia Avenue and Aspen Street.
- Minimize on-street parking impacts within the core of the site by implementing performance parking on metered streets to reduce traffic circulation, minimize visitor parking within the core by locating it on the periphery of the site, and avoid locating on-street parking at major pedestrian crossing locations while providing additional space for pedestrian amenities such as bulb-outs and tree pits, planters or other buffers.
- Work with DDOT to implement Great Streets Initiative recommendations that improve pedestrian conditions along the Georgia Avenue corridor. These improvements include adding pedestrian bulb-outs on Georgia Avenue and making other improvements to sidewalks, including new and wider planted buffers between the roadway and sidewalk and enhanced pedestrian crossing facilities.
- Implement Leading Pedestrian Intervals (LPIs) at signalized crossings along Georgia Avenue and 16th Street to assist
- safety for east-west pedestrian crossings upon buildout of the site.
- As part of the widening of Aspen Street, the development will investigate incorporating sidewalks along the northern side of the street by widening in the direction of the WRAMC property in an effort to promote pedestrian activity.
- Add east-west and north-south pedestrian connections through the site to provide better access and routing between the site and the surrounding neighborhood. New routing options and crossing locations will help disperse pedestrian traffic along various routes, which will mitigate the impact of increased pedestrian volumes to any one intersection or sidewalk segment. It will also reduce the need to make significant changes to intersections that would attract additional pedestrian volumes warranting new traffic control devices or changes to intersection geometry.

Heavy Vehicle Operations

- Heavy vehicle traffic should be limited on all local streets by providing a Transportation Management Plan (TMP) for the development which would instruct deliveries and loading operations to the approved heavy vehicle corridors through this portion of the District.
- Ensure construction of all internal roadways are built to conformance with DDOT standards and will support the necessary heavy vehicles anticipated to travel the roadway system.
- Design all pertinent intersections to support the turning maneuvers for the largest design vehicle expected to visit the site.
- Loading operations for all buildings will be designed to occur from an alley or minor street while trying to avoid all public streets for loading operations. These operations will also require heavy vehicles to pull-in and pull-out of any loading area. Backing along sidewalks or crosswalks should not be permitted.