

Government of the District of Columbia

Department of Transportation



d. Planning and Sustainability Division

MEMORANDUM

TO: Sara Bardin
Director, Office of Zoning

FROM: Jim Sebastian *JMS*
Associate Director

DATE: September 23, 2019

SUBJECT: ZC Case No. 15-20C – Sursum Corda First Stage PUD Modification and Phase 1 Second Stage PUD

PROJECT SUMMARY

TBSC Owner I, LLC (the “Applicant”) seeks approval of a First Stage PUD Modification and a Second Stage PUD for Phase 1 to construct the multi-family residential development at premises 1111 First Street NW (Square 620, Lots 250, 893, 894, 895, 898, 900, 904 & 905). Below is a summary of the proposed building program changes compared to the previously approved First Stage PUD.

	First Stage PUD			Second Stage PUD		
	Phase 1	Phase 2	Total	Phase 1	Phase 2	Total
Dwelling Units	430	712	1142	562	569	1,131
Retail (SF)	-	23,225	23,225	-	19,100	19,100
Office Space (SF)	-	17,880	17,880	-	-	0
Community Space (SF)	8,315	-	8,315	-	-	0
Vehicle Parking Spaces	272	474	746	304	446	746
Long-term Bike Parking Spaces	183	270	453	199	To be determined	-

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.

This report follows two (2) previous DDOT reports, Exhibits 25 and 44, and represents DDOT's full assessment of the action.

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

Site Design

- The subject action shifts some density from Phase 2 to Phase 1, but the overall density of the project remains generally consistent with the approved First Stage PUD;
- The proposed site plan is consistent with the reconfigured street network included in the approved First Stage PUD, including the closure of existing alleys, First Terrace, and a portion of First Place, the opening of a new public segment of First Place, and the addition of a new segment of Pierce Street as a private street;
- An assessment by DDOT's Urban Forestry Division (UFD) identified eight (8) Heritage Trees on site which are in direct conflict with the proposed buildings. DDOT's preference is always to maintain heritage trees because they are uniquely valuable in providing significant benefits to the ecosystem. DDOT became aware of proposed legislation intended to permit the Applicant to remove the on-site heritage trees that could have set an undesirable precedent for future developments' impacts on heritage trees. As such, the Applicant and DDOT negotiated a settlement for the removal of the heritage trees and a payment of \$270,354.00 that will be used to plant new trees to strengthen the District's tree canopy;
- The likely development of Northwest One on the south side of L Street provides the opportunity in conjunction with Sursum Corda to re-establish a portion of L Street between to its historic 90-foot wide right-of-way (ROW) width;
- The proposed interim and final L Street cross sections are generally appropriate, but final designs will be determined during future coordination with DDOT through the public space permitting and new ROW design review process. The street designs must not preclude a future protected bicycle facility on L Street;
- The Applicant proposes to provide vehicular and loading site access for Phase 1 via two (2) curb cuts on First Place;
- Loading for the southeast and southwest buildings is provided via a consolidated loading area accessed via First Place with head-in/head out maneuvers consistent with DDOT standards;
- The loading location requires residential move-in/move-out and trash for the southwest building to travel upwards of 675 feet, including 415 feet within the parking garage rather than a designated loading corridor in closer proximity to the southwest building. The Applicant believes the proposed design meets the building's operational needs. DDOT finds the loading design does not meet best practices for loading facilities and is likely to attract loading and trash activities on the Pierce Street curbside where it could conflict with vehicle operations and the proposed Pierce Street streetscape. A Loading Management Plan (LMP) is proposed to mitigate potential impacts;

- Multiple pedestrian access points are proposed along the perimeter of the site;
- Access to the long-term bicycle parking rooms is proposed via the northern First Place curb cut and First Place lobby;
- The Applicant proposes a total of 304 vehicle parking spaces for Phase 1. This equates to 0.54 spaces per unit, greatly in excess of the required 187 spaces and higher than what DDOT would expect to see given the development's context; and
- DDOT recommends the Applicant provide at least six (6) electric vehicle (EV) stations in the parking garage, which equates to one (1) charging station per 50 vehicle parking spaces.

Travel Assumptions

- The Applicant's analysis accounts for Phase 1 only. A Comprehensive Transportation Review (CTR) will be required for Phase 2's Second Stage PUD, which will evaluate the impacts from that phase;
- The Applicant's analysis accounted for the shift in density from Phase 2 to Phase 1 by allocating more trips to Phase 1 and completed a revised traffic impact analysis for Phase 1; and
- The Applicant utilized sound methodology and assumptions to perform the analysis.

Analysis

- The Applicant's analysis revealed a constrained vehicular network in the vicinity of the site, particularly on New York Avenue and North Capitol Street;
- The action is expected to negatively impact operations at North Capitol Street & L Street and First Street and K Street NW;
- The proposed L Street improvements will improve circulation and address missing and substandard pedestrian infrastructure on the north side of L Street and at the intersection of L Street & North Capitol Street. The Applicant provided a commitment letter jointly signed by the Northwest One developer to ensure L Street work is coordinated such that critical transportation infrastructure will be in place to serve the needs of the developments;
- The Applicant will be required to upgrade existing substandard pedestrian facilities during public space permitting, including adjacent and receiving curb ramps, sidewalks, and crosswalks, along the perimeter of the site. This may require the relocation of existing infrastructure such as traffic signal poles and stormwater catch basins;
- The site has good access to existing transit service and bicycle facilities in the vicinity;
- The limited Capital Bikeshare station coverage in the vicinity will be improved by the Applicant's proffer to install a Capital Bikeshare station as part of Phase 1;
- The proposed LMP will ameliorate impacts from the proposed loading design, but will likely result in additional trash truck trips to the site than if the loading facilities were more appropriately located and design; and
- The Applicant was required to provide a TDM plan as part of the First Stage approval and does not propose any additional TDM measures as part of the Second Stage review. The TDM plan as proposed is insufficient to achieve the desired mode split and needs to be strengthened.

Conditions

DDOT has no objection to the requested Stage 2 PUD provided the following conditions are satisfied:

- Finalize the negotiated settlement and transmit the payment to DDOT prior to the Certificate of Occupancy for the first building on the site;
- Commit to the L Street commitments outlined in Exhibit 42 in conjunction with the adjacent Northwest One development;

- Commit to pedestrian improvements at the following locations:
 - North side of L Street - The reconfigured L Street with Northwest One developing first enables the creation of a standard sidewalk width on the north side of L Street between First Street and North Capitol Street in the ultimate buildout. If Sursum Corda redevelops first, the Applicant should commit to striping or another treatment to be determined in front of Mt. Airy Baptist Church.
 - First Street –Commit to the creation of a standard sidewalk section between L Street and M Street facilitated by the re-establishment of the historic First Street ROW along the site’s frontage.
 - Missing or substandard sidewalks along the perimeter – All missing or substandard curb ramps and crosswalks along the perimeter of Phase 1 will be required to be upgraded to DDOT standards as part of the public space permitting process. This includes upgrading the receiving curb ramps on the opposite side of the street as the development.
- Implement the LMP as outlined in Exhibit 23E;
- Supplement the TDM plan to include the elements identified in this report; and
- Revise the Pierce Street plans to show a minimum of six (6) bicycle racks.

Continued Coordination

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

- All new streets and ROWs proposed to be dedicated as public streets must be designed and constructed to DDOT standards and specifications as a condition of DDOT acceptance of these facilities. The Applicant will be required to enter into a Memorandum of Agreement with DDOT to govern the design review and inspections process, and compensation will be required for DDOT’s reviews.
- Final design of the interim and final L Street cross sections, which will be determined during future coordination with DDOT through the public space permitting and new ROW design review process. The street designs must not preclude a future on- or off-street protected bicycle facility that could run on L Street connecting New Jersey Avenue NW and the First Street NE cycletrack and points further east;
- The Applicant will be required to complete a CTR as part of Phase 2’s Second Stage PUD to evaluate that phase’s impacts. The analysis must re-visit all mitigations identified during the First Stage PUD CTR including improvements to First Street & New York Avenue NW and First Street & K Street NW;
- Intersection control for the intersections of First Street & Pierce Street and First Street & L Street must be analyzed. Stop sign and a signal warrant analyses will be required at public space permitting and during the Phase 2 Second Stage PUD;
- Signal design for the North Capitol Street & L Street signal;
- A location for the Capital Bikeshare station. The Applicant’s plans show a station location at on L Street at First Street. The Applicant will need to coordinate with DDOT at public space permitting to identify the best location for a station;
- Design of the public realm, including utility vault location and treatment, location of short-term bicycle parking spaces, sidewalk widths, curb ramp, and crosswalk locations; and
- A curbside management and signage plan, possibly including multi-space meter installation at the Applicant’s expense, consistent with current DDOT policies to facilitate new curbside uses made possible by curb cut closings and ROW changes associated with the development.

TRANSPORTATION ANALYSIS

DDOT requires applicants who request PUD approval from the Zoning Commission perform a 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.

Right-of-Way (ROW) Changes

Consistent with the First Stage PUD approval, the project includes substantial changes to the internal and external road network. Changes include the closure of existing alleys, First Terrace through the site and a portion of First Place, the opening of a new public segment of First Place to align with the existing northern alignment of the street, and the addition of a new segment of Pierce Street as a private street.

As was identified during the First Stage PUD, L Street is historically a 90-foot ROW, but was previously narrowed to its present ROW width of approximately 40 feet. This narrow existing ROW does not allow for a full typical District street section, including sidewalks and tree boxes of both sides of the street, two-way traffic, and curbside parking. It currently operates as one-way eastbound and does not have sidewalks on either side. The ROW is further constrained to the east of the site by stairs from Mount Airy Baptist Church that project about 8-10 feet into the limited ROW. Re-establishment of a full L Street section requires the extension of the street to the south into the area that the ROW used to occupy before the street was narrowed. The Severna just to the south of the subject site set back their development to preserve adequate land for the eventual re-establishment of L Street, which requires the redevelopment of the two properties to the east of the Severna.

At the time of the First Stage PUD, the parcels to the east of the Severna were not redevelopment sites so it was not possible to widen the L Street ROW to its historic width. Accordingly, the Applicant proposed L Street as two-way operations between First Street and First Place and one-way eastbound between North Capitol Street and First Place as shown in Figure 1. As part of that scenario the Applicant

also agreed to making pedestrian enhancements to facilitate pedestrian connections between North Capitol Street and First Place.

At present time, one of the properties needed to widen L Street – commonly referred to as Northwest One – is slated for development, therefore the opportunity exists to widen a portion of L Street. The Applicant is coordinating with Northwest One to create a full street section between Northwest One’s private driveway and North Capitol Street. With this scenario, the northern curbline of L Street would be shifted southward in order to create a wider sidewalk section on the north side of the street and to set the L Street northern curbline in its final condition. As a result of this curbline shift, the cartway of the existing L Street section between First Place and First Street NW would be narrowed, thus requiring one-way westbound traffic between First Place and First Street NW as shown in Figure 2.

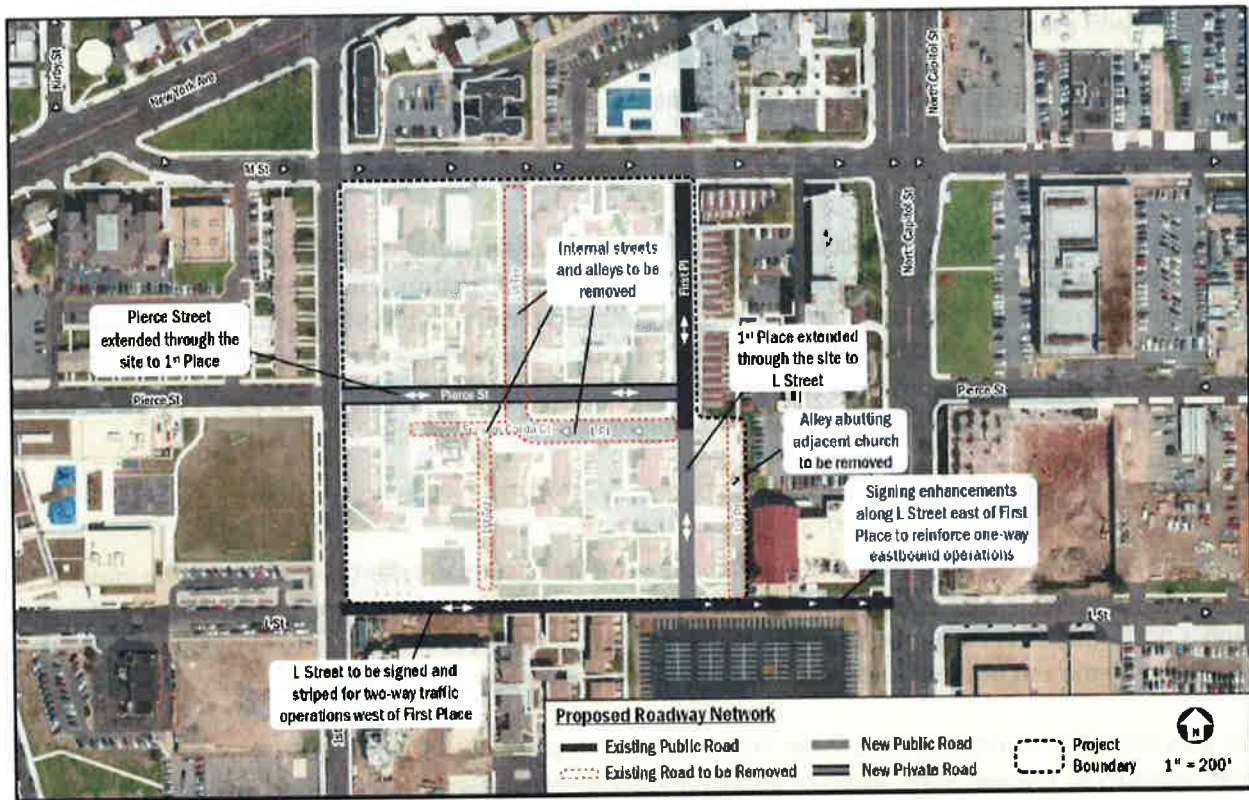


Figure 1 Circulation Plan with L Street's Current ROW Width

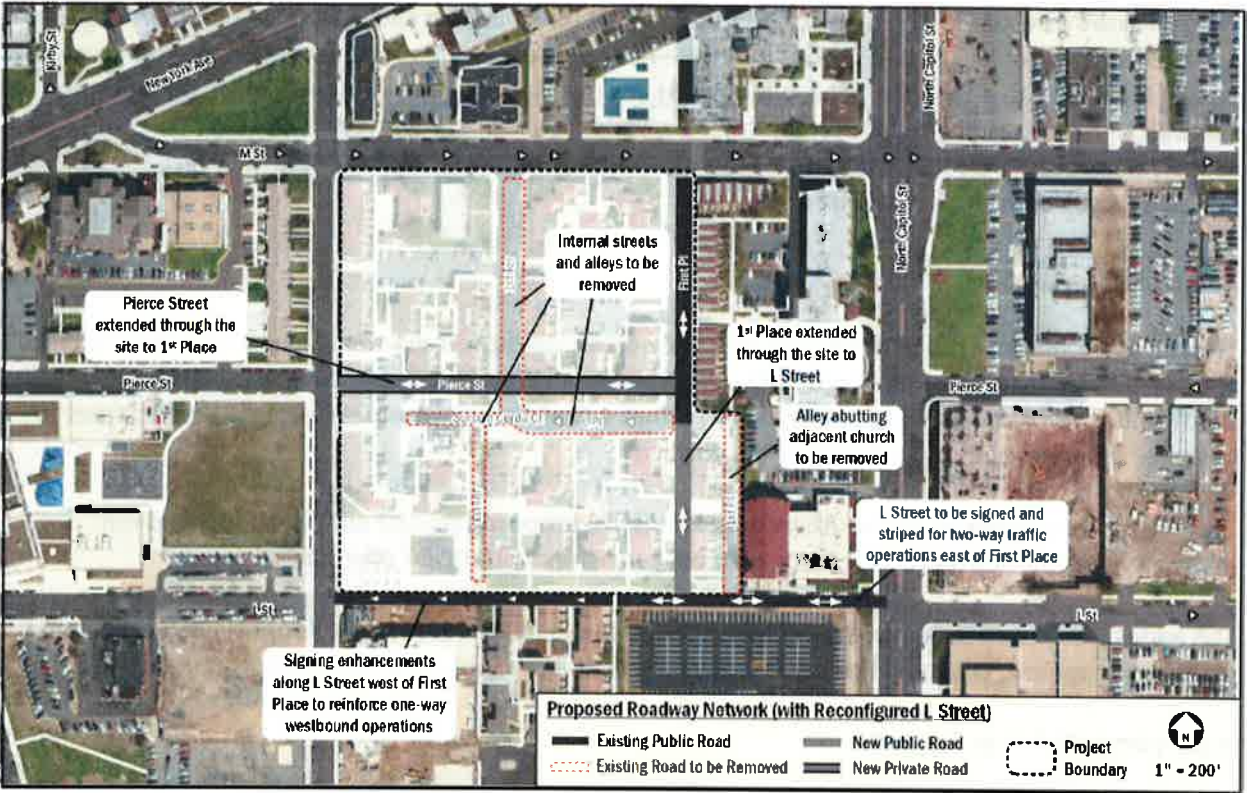


Figure 2 Circulation Plan with L Street's Wider ROW

DDOT strongly supports this approach to widen L Street between First Place and North Capitol Street because it allows for the northern curbline to be set in its ultimate location, thus eliminating the need to relocate the northern curbline in the future when L Street can be widened to its historic ROW width for the entire block. This option also has the added benefit of providing a DDOT-standard sidewalk along the entirety of the north side of L Street between North Capitol Street and First Street, including in front of Mount Airy Baptist Church where today the stairs terminate abruptly in the street and no sidewalk is provided.

The Applicant provided a commitment letter jointly signed by the Northwest One developer to ensure L Street work is coordinated such that critical transportation infrastructure will be in place to serve the needs of the developments (Exhibit 42). The coordination between developers also includes interim and final designs for L Street to ensure that critical infrastructure improvements are in place to support the developments. Specifically, the letter states, "prior to the issuance of a building permit for either project (Sursum Corda or Northwest One), the Developer will enter in an agreement to modify the traffic signal at North Capitol Street and L Street including striping and crosswalk improvements and sharing the costs."

The proposed interim and final L Street cross sections are generally appropriate, but final designs will be determined during future coordination with DDOT through the public space permitting and new ROW design review process. The street designs must not preclude a future on- or off-street protected bicycle facility that could run on L Street connecting New Jersey Avenue NW and the First Street NE cycletrack and points further east.

The proposed private Pierce Street will feature one (1) travel lane in each direction between First Place and First Street NW and two (2) 7-foot parking lanes. The south side of the street will be constructed as part of Phase 1 with a tree box zone, a minimum 8-foot sidewalk, and additional space between the sidewalk and the building façade for landscaping and hardscaping. A temporary asphalt curb and 6-foot asphalt sidewalk will be constructed on the north side of the street as part of Phase 1 with the final condition to be constructed as part of Phase 2.

Site Access

The Applicant proposes to provide vehicular site access for Phase 1 via two (2) curb cuts on First Place. This is a change from the First Stage PUD, which had one (1) curb cut each of First Place and L Street. DDOT finds this change to be a positive change that will allow the eventual re-established L Street to operate better through the removal of the curb cut.

Loading for the southeast and southwest buildings are proposed on-site with head-in/head out maneuvers via the southern First Place curb cut consistent with DDOT standards.

The pedestrian access points are proposed from all the building’s frontages. Four (4) bicycle storage areas are proposed, which will be accessed via the First Place lobby and the parking garage curb cut.

A site plan is shown in Figure 3.

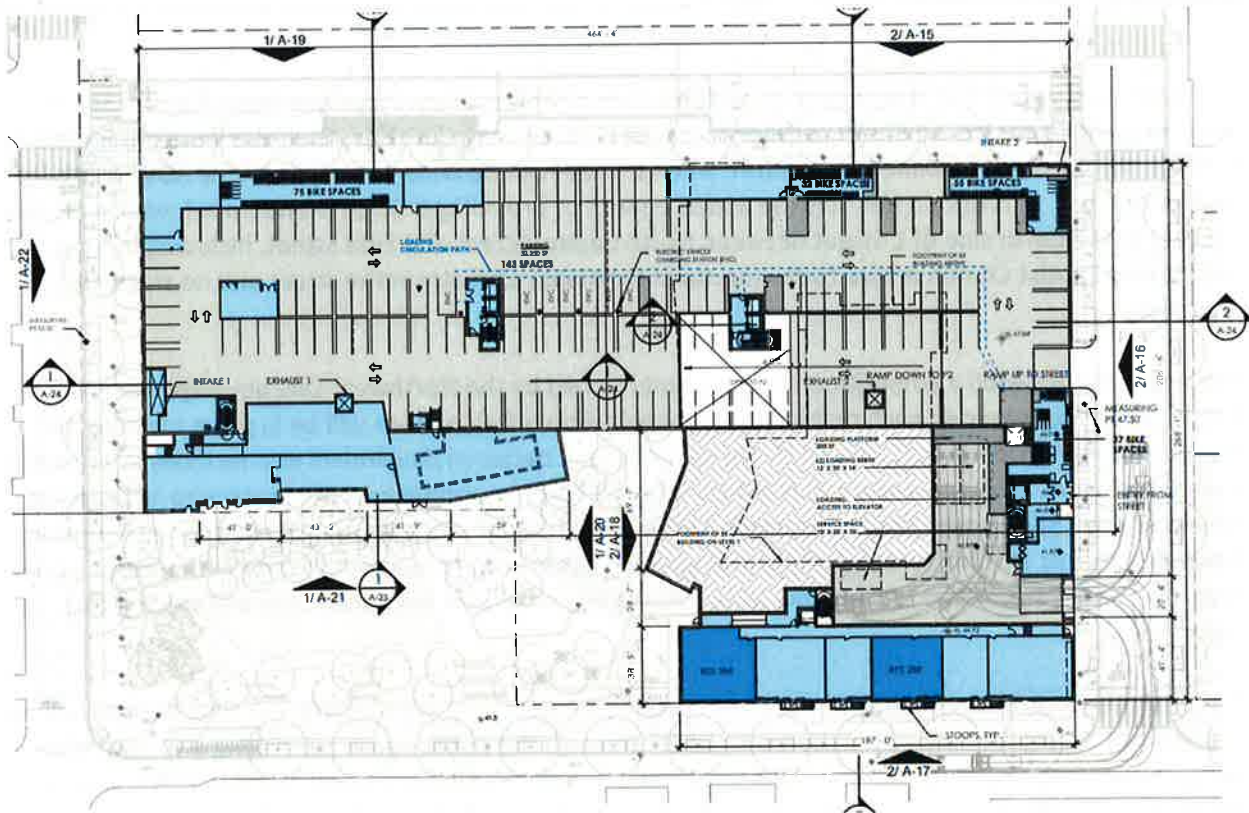


Figure 3 Site Plan (Source: CTR)

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.

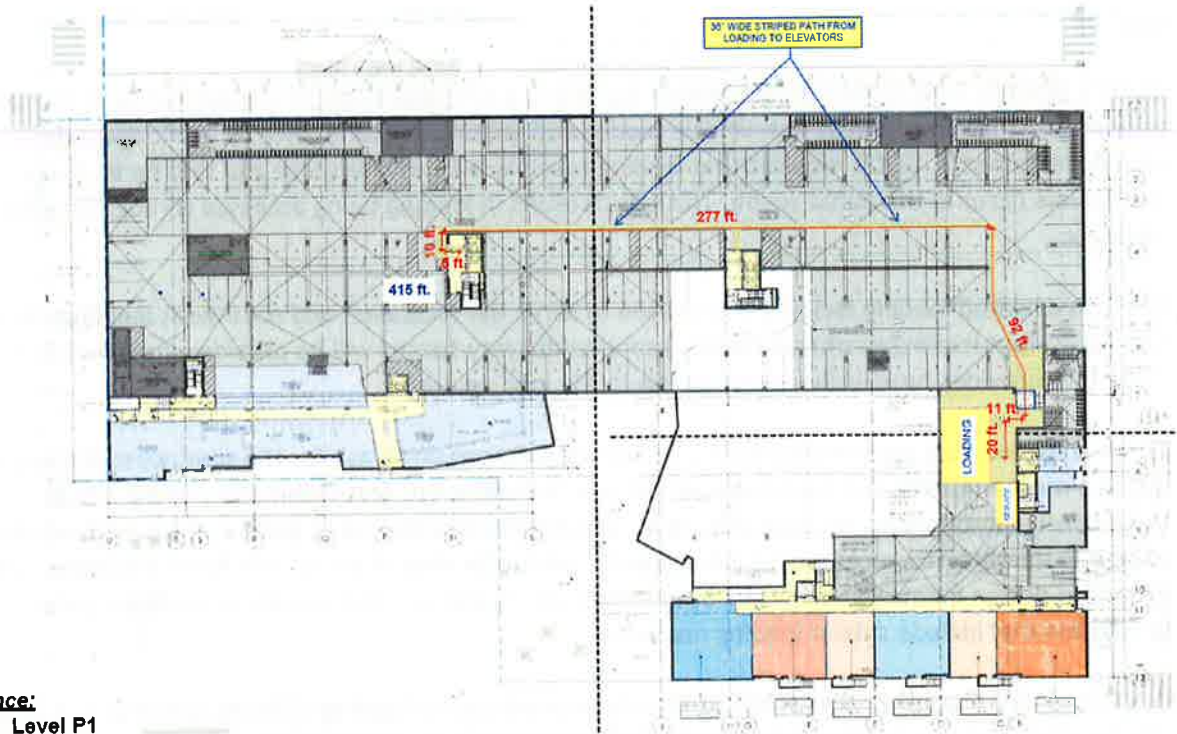
One consolidated loading facility is proposed to serve the southeast and southwest buildings. A total of two (2) 30-foot loading berths and two (2) service/delivery spaces will be provided via a curb cut on First Place that provides head-in/head-out access to the loading area.

This loading location requires residential move-in/move-out and trash for the southwest building to utilize a mechanical lift and travel upwards of 675, including 415 feet within the parking garage rather than a designated loading corridor (Figure 4). The Applicant proposes to paint a walkway through the garage to demarcate spaces where loading and trash traffic should travel. The Applicant believes the proposed design meets the building's operational needs and included several examples of other properties that include similar loading distances.

DDOT finds the loading design does not meet best practices for loading facilities, which would include shorter distances to a building's loading facilities that would be connected via a designated loading corridor, and believes that there will be pressure for loading and trash to occur via the Pierce Street curbside. This is important because access to Phase 2's loading facilities accessed via Pierce Street may conflict the proposed curbside on the south side of Pierce Street. If curbside loading for the southwest building takes place from the south curbside of Pierce Street, it will likely block vehicular traffic on the street and conflict with the proposed streetscape design proposed for Pierce Street.

DDOT finds that a combination of the size of the project and the location of the southwest building's loading facilities has the potential to cause loading impacts in the absence of active management and supervision of loading activities. The Applicant proposes to mitigate these impacts through a LMP, which is discussed in the Mitigations section.

The Applicant will be required to refine their loading access for Phase 2 during the Second Stage PUD such it is consistent with the Pierce Street cross section established as part of the Phase 1 Second Stage PUD.



Distance:
415 ft. Level P1

Figure 4 Southwest Building Loading Distances (Source: Exhibit 42)

Parking

The Applicant proposes 304 vehicle parking spaces for Phase 1. This equates to 0.54 spaces per unit, in excess of the required 187 spaces and marginally higher than what DDOT would expect to see from the development program given its context.

The Applicant proposes to provide 199 long-term bicycle parking spaces in four (4) different bicycle storage rooms, which equates to 0.35 spaces per unit and is consistent with the number of spaces required by ZR16.

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 (DCMR), the Design and Engineering Manual (DEM) and DDOT's Public Realm Design Manual will serve as the primary public space references for the Applicant. DDOT staff will be available to provide additional guidance during the public space permitting process.

Of note, all new streets and ROWs proposed to be dedicated as public streets must be designed and constructed to DDOT standards and specifications as a condition of DDOT acceptance of these facilities. This applies to the widening of First Street and extension of First Place subject to DC Council Bill 21-672. It would also apply to the widening of L Street, but the actual widening may be the responsibility of the adjacent Northwest One development. The Applicant will be required to enter into a Memorandum of Agreement with DDOT to govern the design review and inspections process, and compensation will be required for DDOT's reviews.

The Applicant proposes to install grated top utility vaults in the roadway of Pierce Street. One bus vault, which has a solid top, is proposed in the sidewalk of Pierce Street. DDOT finds the vault locations acceptable.

Heritage Trees

Heritage Trees are defined as a tree with a circumference of 100 inches or more and are protected by the Tree Canopy Protection Amendment Act of 2016. An assessment by DDOT's Urban Forestry Division (UFD) identified eight (8) Heritage Trees on site which are in direct conflict with the proposed buildings. DDOT informed the Applicant of these conflicts early and often throughout the PUD process, including the possibility of relocating the trees, with approval by the Mayor and UFD, as a means of addressing the conflict.

DDOT's preference is always to maintain heritage trees because they are uniquely valuable in providing exponentially more ecosystem services than trees half their size or smaller. They actively combat serious risks to human health such as heat island impacts. These trees are valuable and rare, comprising less than 5% of the total population of trees in the city. It is for these reasons they were protected in the Tree Canopy Protection Act of 2016.

Ultimately, DDOT became aware of proposed legislation intended to permit the Applicant to remove the on-site heritage trees that could have set an undesirable precedent for future developments' impacts on heritage trees. As such, DDOT negotiated a settlement with the Applicant for the removal of the heritage trees and a payment of \$270,354.00 that will be used to plant new trees to strengthen the District's tree canopy. The proposed legislation was withdrawn and not acted on by Council.

With the negotiated settlement, the Applicant satisfies their legal requirements related to the heritage trees. As a condition of PUD approval, the Applicant should finalize the negotiated settlement and transmit the payment to DDOT prior to the Certificate of Occupancy for the first building on the site.

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.

DDOT recommends that the Applicant provide at least six (6) 240-volt electric car charging stations, which equates to approximately one (1) electric car charging station per 50 vehicle parking spaces.

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 pipeline developments in the study area and future growth in traffic on the network. The Applicant coordinated with DDOT on the appropriate methodology to include in the analysis. Specifically, seven (7) background developments were included in the analysis. Of note, at the time of scoping, the Northwest One development was not advanced enough in the development process to be considered a background development. The addition of Northwest One trips are not expected to impact additional intersections not identified in the CTR, and specific impacts to the North Capitol Street & L Street intersection will be further evaluated in the signal design for the reconfigured intersection and signal.

Development Scenarios

The Applicant and DDOT coordinated to determine five appropriate development scenarios to analyze for capacity impacts:

- 2018: existing conditions
- 2021: future conditions without development
- 2021: future conditions with Phase 1
- 2021: future conditions with Phase 1 with the reconfigured L Street

Of note, Phase 2 was not analyzed. By shifting some density from Phase 2 to Phase 1, some of the Phase 2 impacts identified in the original First Stage PUD may vary slightly. The Applicant will be required to complete a CTR for the future Phase 2 Second Stage PUD in order to evaluate the impacts specific to Phase 2.

Future Road Network

Through DDOT's New Jersey Avenue NW Safety Upgrades & Two-Way Conversion Project, New Jersey Avenue will be converted from one-way to two-way between I Street and Morgan Street. Per DDOT's instruction, this project is currently under construction, and the Applicant's analysis assumed this change in the future conditions scenarios. Subsequent lane configuration changes were also included as a background improvement. The Applicant's analysis also analyzed circulation changes caused by the interim reconfigurations of L Street.

Trip Generation

The Applicant provided trip generation estimates utilizing the Institute of Traffic Engineers (ITE) Trip Generation Manual, the Census, 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. The Applicant applied

the same assumptions as the First Stage PUD where appropriate but updated the trip generation figures to reflect the change in Phase 1 density and the elimination of non-residential uses. DDOT 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. Again, mode splits used in the First Stage PUD were assumed for the Second Stage review.

Based on the trip generation and mode split assumptions discussed above, the Applicant predicted the following level of weekday peak hour trip generation for Phase 1. Figure 5 shows the trip generation for the full site build-out.

Mode	Land Use	AM Peak Hour			PM Peak Hour		
		In	Out	Total	In	Out	Total
Auto	Apartments	27 veh/hr	111 veh/hr	138 veh/hr	104 veh/hr	57 veh/hr	161 veh/hr
Transit	Apartments	25 ppl/hr	99 ppl/hr	124 ppl/hr	94 ppl/hr	52 ppl/hr	146 ppl/hr
Bike	Apartments	1 ppl/hr	5 ppl/hr	6 ppl/hr	5 ppl/hr	2 ppl/hr	7 ppl/hr
Walk	Apartments	5 ppl/hr	20 ppl/hr	25 ppl/hr	19 ppl/hr	10 ppl/hr	29 ppl/hr

Figure 5 Phase 1 Weekday Peak Hour Trip Generation by Mode (Source: Gorove/Slade)

Study Area and Data Collection

The Applicant in conjunction with DDOT identified 13 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 on between 6:30AM-9:30AM and 4:00PM-7:00PM on Tuesday, October 23, 2018. The Applicant’s traffic counts found that a significant amount of traffic makes illegal southbound right turns and northbound left turns from North Capitol Street onto L Street NW. These movements were noted, but site generated traffic was not assigned to unpermitted movements.

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 a constrained network in the vicinity of the site with eight (8) intersections in the study area operating at unacceptable levels. Two (2) intersections were determined to operate at unacceptable conditions or significantly increase delay in the future conditions with Phase 1 and reconfigured L Street scenario:

- North Capitol Street & L Street
- First Street & K Street NW

These intersections require mitigations and are discussed in the Mitigations section. Of note, development impacts are not realized if L Street is left in its current configuration. However, the benefits of re-establishing the historic ROW width of L Street between North Capitol Street to First Place in conjunction with the subject development and Northwest One outweigh the negative impacts. The enhanced pedestrian facilities, increased connectivity to and from North Capitol Street, and the future-proofing realized by being able to shift L Street's northern curbline southward help to offset these impacts. In addition, TDM strategies can be leveraged to minimize impacts on these two (2) impacted intersections.

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 0.4 miles from both the NoMa-Gallaudet Metro Station, roughly an eight (8) minute walk. The station is served by Metro's Red line. The site is well-served by high-frequency bus routes.

Pedestrian Facilities

The District is committed to enhancing 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 has good overall pedestrian access to nearby destinations and transit. Pedestrian facilities – sidewalks, curb ramps, and crosswalks – are generally in good condition and meet current DDOT standards; however, the Applicant's analysis revealed several notable gaps or substandard conditions, including:

- Missing sidewalks on the north side of L Street between North Capitol Street and First Street NW. Under existing conditions, L Street's limited ROW and the Mount Airy Baptist Church steps prevent a sidewalk along the north side of L Street. The development of Northwest One and the subsequent re-establishment of L Street's historic ROW between First Place and North Capitol Street enables the creation of a standard sidewalk width on the north side of L Street between First Street and North Capitol Street, thus greatly improving the pedestrian network.

- Substandard sidewalks on the east side of First Street. Under existing conditions, First Street's limited ROW and the proximity of the existing Sursum Corda buildings to the ROW line prevent a sidewalk along the east side of First Street. The re-establishment of First Street's historic ROW along the project's frontage allows for the creation of a standard sidewalk section between L Street and M Street, thus greatly improving the pedestrian network.
- Missing or substandard curb ramps and crosswalks along the perimeter of Phase 1, which will be required to be upgraded to DDOT standards as part of the public space permitting process. This includes upgrading the receiving curb ramps on the opposite side of the street as the development.
- Unsafe pedestrian crossing conditions at North Capitol Street & L Street. Under existing conditions, the curb ramp on the west side of the street is missing and the crosswalk terminates into the L Street drive aisle west of North Capitol Street, which creates a conflict with eastbound vehicular traffic on L Street. Such an arrangement does not meet ADA or DDOT standards and represents an unsafe pedestrian condition that is expected to see significant increases in pedestrian activity as a result of the action. Again, the development of Northwest One and the redesign of the North Capitol Street & L Street intersection allows for these deficiencies to be addressed.

Remedies to these deficiencies are discussed in the Mitigations section.

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.

While not immediately adjacent to on-street bicycle facilities, the site is located approximately two blocks from the Metropolitan Branch Trail, providing excellent an excellent north-south connection. The site is also several blocks from the First Street NE cycletrack. Additionally, nearby local, low volume roadways provide comfortable bicycle routes and connections major bicycle infrastructure.

The closest Capital Bikeshare station about 0.3 miles to the east, at the intersection of First Street NE & M Street. This station has 14 docks. There are limited other Bikeshare Stations in the vicinity. The First Stage approval includes a condition to provide a Capital Bikeshare station adjacent to the project, which the Applicant proposes to provide at First Street & L Street. The Applicant must coordinate with DDOT during the public space permitting process to determine the best location for the station.

*L Street
?*

The Applicant proposes 199 long-term bicycle parking spaces in Phases 1. In addition, the Applicant is required per the Zoning Order to provide at least 23 short-term bicycle parking spaces. The exact location of short-term bicycle facilities within the ROW will be determined during the public space permitting process, but a minimum of six (6) bicycle racks must be provided on private Pierce Street.

Conditions

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 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 to minimize impact. 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.

The following analysis is a review of the Applicant's proposed mitigations and a description of DDOT's suggested conditions for inclusion in the Zoning Order.

Signal Retimings

As noted above, the Applicant proposes modifications to L Street that will result in impacts to two (2) intersections in the study area – North Capitol Street & L Street and First Street and K Street NW. The Applicant proposes to mitigate these impacts with signal retimings, which DDOT does not find appropriate. In lieu of signal retimings, the Applicant should strengthen the TDM plan to encourage greater use of non-auto modes as a means to reduce vehicular impacts.

Transportation Demand Management

As part of all major development review cases, DDOT requires the Applicant to produce a comprehensive 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.

As part of the First Stage PUD, the Applicant is required to provide the following TDM strategies:

- Designate a TDM Coordinator;
- Establish a TDM marketing plan;
- Unbundle all parking costs from the cost of lease and set the cost at no less than the charges of the lowest fee garage located within a quarter-mile of the site;
- Dedicate two (2) parking spaces in each garage for car sharing services to use with the right of first refusal;
- Install electronic displays in each building's residential lobby; and

- Install a 50-foot (19-dock) Capital Bikeshare station within the site as part of the Phase 1 development and include one year's operating expenses.

The Applicant does not propose any additional TDM measures as part of the Stage 2 PUD. As noted above, the Applicant should strengthen the TDM plan in lieu of the proposed signal retimings proposed to mitigate impacted intersections and mitigate against the high parking supply. The following TDM measures should be added to the TDM plan.

- Provide Transportation Coordinators' contact information to goDCgo, conduct an annual commuter survey of employees on-site, and report TDM activities and data collection efforts to goDCgo once per year.
- Transportation Coordinators will develop, distribute, and market various transportation alternatives and options to the residents, including promoting transportation events (i.e., Bike to Work Day, National Walking Day, Car Free Day) on property website and in any internal building newsletters or communications.
- Transportation Coordinators will receive TDM training from goDCgo to learn about the TDM conditions for this project and available options for implementing the TDM Plan.
- Provide welcome packets to all new residents that should, at a minimum, include the Metrorail pocket guide, brochures of local bus lines (Circulator and Metrobus), carpool and vanpool information, CaBi coupon or rack card, Guaranteed Ride Home (GRH) brochure, and the most recent DC Bike Map. Brochures can be ordered from DDOT's goDCgo program by emailing info@godcgo.com.
- Provide an annual membership to Bikeshare to each resident of an affordable dwelling unit for five (5) years after the building opens.
- Provide residents who wish to carpool with detailed carpooling information and will be referred to other carpool matching services sponsored by the Metropolitan Washington Council of Governments (MWCOG) or other comparable service if MWCOG does not offer this in the future.
- Transportation Coordinator will subscribe to goDCgo's residential newsletter.
- Post all TDM commitments on website, publicize availability, and allow the public to see what commitments have been promised.
- Provide a free SmarTrip card to every new resident and a complimentary Capital Bikeshare coupon good for one ride.
- Long-term bicycle storage rooms will accommodate non-traditional sized bikes including cargo, tandem, and kids bikes.
- Will not lease unused residential parking spaces to anyone aside from tenants of Phase 1 or Phase 2 of the project (e.g., will not lease to other nearby office employees, single-family home residents, or sporting events).
- Provide a bicycle repair station in each long-term bicycle parking storage room.
- Provide one (1) collapsible shopping cart (utility cart) for every 50 residential units, for a total of 11 to encourage residents to walk to the grocery shopping and run errands.
- Hold a transportation event for residents, employees, and members of the community once per year for a total of five (5) years. Examples include resident social, walking tour of local transportation options, goDCgo lobby event, transportation fair, WABA Everyday Bicycling seminar, bicycle safety/information class, bicycle repair event, etc.).

Additional TDM measures will be required as part of Phase 2's Second Stage PUD.

Loading Management

DDOT finds the loading design does not meet best practices for loading facilities and as a result there will be pressure for loading and trash for the southwest building to occur via the south curb lane. This will likely block vehicular traffic on the street and conflict with the proposed streetscape design proposed for Pierce Street.

The Applicant proposes to mitigate these impacts through a LMP containing the following elements:

- A member of the property management team will be designated as the loading facility manager.
- The loading facility manager will schedule deliveries such that the loading facility's capacity is not exceeded. In the event that an unscheduled delivery vehicle arrives while the facility is full, that driver will be directed to return at a later time when the loading facility will be available.
- All tenants will be provided with information regarding loading dock restrictions, rules, and suggested truck routes at lease signing.
- All tenants will be required to use trucks 30' in length or shorter.
- All residential tenants will be required to schedule move ins/move outs.
- All residential move-ins/move-outs and waste collection for both buildings will occur within the designated loading area off of First Place.
- Trash will be moved from the trash room in the SW building to the larger trash room in the SE building at least once per day. At least one member of the property management team will be assigned to this task.
- Trash will be collected from the designated loading area multiple times per week such that trash from both the SW building and SE building can be sufficiently accommodated within the SE building trash room between collection days.
- Trucks using the loading facility 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.
- The loading facility manager will be responsible for disseminating suggested truck routing maps to drivers from delivery services that frequently utilize the loading facility. The facility manager will also distribute materials such as DDOT's Freight Management and Commercial Vehicle Operations document to drivers as needed to encourage compliance with idling laws.

DDOT finds that the proposed LMP will ameliorate the impacts of the proposed loading design, but notes that it will result in additional trash truck trips to the site compared to better designed and located loading facilities.

Pedestrian Improvements

The Applicant's analysis identified multiple pedestrian infrastructure gaps and substandard infrastructure that should be included as conditions of PUD approval.

- North side of L Street - Missing sidewalks on the north side of L Street between North Capitol Street and First Street NW. The reconfigured L Street with Northwest One developing first enables the creation of a standard sidewalk width on the north side of L Street between First

Street and North Capitol Street, thus greatly improving the pedestrian network. If Sursum Corda redevelops first, the Applicant will be required to explore striping or another treatment to be determined during public space permitting in front of Mt. Airy Baptist Church to provide pedestrian access between North Capitol Street and First Place NW.

- First Street –The re-establishment of the historic First Street ROW allows for the creation of a standard sidewalk section between L Street and M Street, thus greatly improving the pedestrian network.
- Missing or substandard sidewalks along the perimeter – All missing or substandard curb ramps and crosswalks along the perimeter of Phase 1 will be required to be upgraded to DDOT standards as part of the public space permitting process. This includes upgrading the receiving curb ramps on the opposite side of the street as the development.

JS:jr