Government of the District of Columbia
Department of Transportation

d. Planning and Sustainability Division

MEMORANDUM

TO: Sara Bardin
Director, Office of Zoning

FROM: Anna Chamberlin, AICP
Neighborhood Planning Manager

DATE: June 22, 2020

SUBJECT: ZC Case No. 15-27B – 350 Morse Street NE (Market Terminal Building C2)

PROJECT SUMMARY

Carr Properties OC, LLC (the "Applicant") has requested approval of a Second Stage Planned Unit Development (PUD) and Modification to an Approved First Stage PUD for Market Terminal Building C2. Building C2 is located on Square 3587-Lot 834 and bounded by Neal Place NE to the north, 3rd Street to the west, a private alley to the east, and Building C1 to the south. With this application, the Applicant proposes the following revised development program:

- 225,398 GSF office (changed from 232 residential units);
- 13,581 GSF retail/restaurant (increased from 9,200 SF);
- 141 on-site vehicle parking spaces (increased from 90 spaces)
- 72 long-term and 10 short-term bicycle parking spaces; and
- One (1) 30-foot loading berth and one (1) 20-foot delivery space.

The Applicant also requests a Modification to an Approved Consolidated PUD for neighboring Building C1 to allow for a restaurant, night-club, or cocktail lounge on the penthouse level.

SUMMARY OF DDOT REVIEW

The District Department of Transportation (DDOT) is committed to achieving an exceptional quality of life in the nation's capital by encouraging sustainable travel practices, constructing safer streets, and providing outstanding access to goods and services. As one means to achieve this vision, DDOT works through the zoning process to ensure that impacts from new developments are manageable within, and take advantage of, the District's multimodal transportation network.

The purpose of DDOT's review is to assess the potential safety and capacity impacts of the proposed action on the District's transportation network and, as necessary, propose mitigations that are commensurate with the action. After an extensive review of the case materials submitted by the Applicant, DDOT finds:

Site Design

- Vehicular access and loading for the site are proposed from the rear private alley;
- The vehicle parking supply is proposed to increase from 90 to 141. This amount of parking is higher than the 66 spaces required by zoning and 105-120 spaces preferred by DDOT given the site's proximity (1/4 mile) to the NoMa-Gallaudet Metrorail station;
- The presence of excess parking has the potential to induce additional demand for driving. To offset this induced demand, the Applicant has provided additional strategies in the TDM plan;
- The Applicant has indicated that some of the excess parking may be used by the adjacent Building D (ZC 15-27E) which has 159 proposed residential units and no on-site vehicle parking;
- The loading dock, located on the private alley, is designed with back-in truck maneuvers across the planned cycletrack. Additionally, the number of provided loading berths is less than the amount required by zoning;
- To address DDOT's concerns with the loading design, the Applicant has proposed a Loading Management Plan (LMP) that DDOT finds acceptable;
- Six (6) electric vehicle charging stations will be provided in the garage, consistent with DDOT's recommendation of at least 1 per 50 spaces; and
- The Applicant proposes to exceed the ZR16 minimum requirements of 70 long-term and 10 short-term bicycle parking spaces by providing 77 long- and 16 short-term spaces.

Travel Assumptions

- This site is expected to have a mode split of 35% automobile and 65% non-automobile travel. Within the non-auto category, the retail use would have a higher walk mode share and the office use have a higher transit mode share; and
- The proposed land use change from residential to office is projected to generate approximately 35 more morning peak hour vehicle trips and 20 more evening peak hour vehicle trips.

Multi-Modal Evaluation

- The Applicant utilized sound methodology and assumptions to perform the analysis in the CTR;
- The site has excellent access to both transit (1/4 mile walk to NoMa-Gallaudet Metrorail Station) and numerous high quality bicycle facilities;
- The rear private alley will include a two-way cycletrack for bicycles, will be well lit for pedestrian safety, and will include ADA-accessible flush curbs on the western corners of the alley;
- The current design of the cycletrack includes a concrete median, adjacent to both Buildings C2 and D, that blocks the pedestrian crossing across the alley. The concrete barrier should be pulled back to allow a flush pedestrian clear path;
- The site will be surrounded by a mostly complete pedestrian network after several nearby projects have completed; and

- There are missing curb ramps on the eastern side of the alley that were not installed during construction of 1270 4th Street and 1300 4th Street NE. DDOT will work with those private property owners, outside of this application, to make the curbs ADA-accessible.

Traffic Impact Analysis

- The CTR indicated that three (3) of the study intersections would unacceptably degrade in level of service (LOS) due to the addition of site-generated vehicle trips;
- Two (2) of the intersections can be mitigated with signal timing adjustments and the third (4th Street at Morse Street) would require a new exclusive right-turn lane. DDOT typically does not adjust signal timings in conjunction with a specific development, instead DDOT evaluates and re-times corridors throughout the District on a 4 to 5 year basis; and
- In lieu of the signal timing adjustments and striped right-turn lane, DDOT requested and the Applicant has committed to providing a $25,000 contribution to the Transportation Mitigation Fund so that DDOT can implement these at a later date, if needed, or repurpose the funds for pedestrian safety improvements, traffic calming, or transit connections within the project's ANC.

Mitigations

- There are several transportation conditions and mitigations in Exhibit 15H agreed to during the First Stage PUD (i.e., traffic signal at 4th Street and Morse, CaBi Station at Building C1, additional TDMs). The Applicant has re-iterated that they will continue to implement these items;
- The TDM plan proposed in the May 20, 2020 Transportation Memorandum is sufficiently robust to encourage non-auto travel and offset the impacts of the high parking supply and identified traffic impacts;
- The TDM plan includes substantial commitments by the Applicant such as providing three (3) years of Capital Bikeshare memberships to each employee and a $25,000 contribution to the DDOT Transportation Mitigation Fund; and
- The LMP proposed in the May 20, 2020 Transportation Memorandum is sufficiently robust to manage conflicts with bicycles and pedestrians in the private alley, address the needs of the retail units, and to accommodate the potential for spillover loading activity to Building C1.

RECOMMENDATION

DDOT has no objection to approval of this Second Stage PUD and Modification to Approved First Stage PUD application with the following conditions:

- Implement the Loading Management Plan (LMP) as proposed in the Applicant's May 20, 2020 Transportation Memorandum (Exhibit 26C), for the life of the project, unless otherwise noted;
- Implement the Transportation Demand Management (TDM) Plan as proposed in the Applicant's May 20, 2020 Transportation Memorandum (Exhibit 26C), for the life of the project, unless otherwise noted; and
- The cycletrack design will be revised to pull back the concrete barrier on the south side of the private alley and Neal Place intersection to allow for a clear and accessible pedestrian path across the alley. Flexposts will be installed at the end of the concrete barrier.

CONTINUED COORDINATION

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

- Since the site does not touch DDOT right-of-way, public space permits are not required for the design of private 3rd Street, private Neal Place, and the private alley;
- The private "public realm," including curb and gutter, street trees and landscaping, street lights, sidewalks, curb ramps, and other features within the private streets, are expected to be of a high-quality design and built as close to DDOT standards as possible;
- Continue to coordinate with DDOT's Active Planning Branch regarding the design of the cycletrack, to ensure the private alley and streets are ADA accessible, and to ensure the alley is adequately lit;
- Coordinate with goDCgo and DDOT's TDM Coordinator regarding implementation of the site's TDM Plan; and
- Coordinate with DDOT's Urban Forestry Division (UFD) and the Ward 5 arborist regarding the preservation and protection of existing small street trees, as well as the planting of new street trees, in bioretention facilities or a typical expanded tree planting space.

TRANSPORTATION ANALYSIS

DDOT requires applicants requesting an action from the Zoning Commission complete a Comprehensive Transportation Review (CTR) in order to determine the action's impact on the overall transportation network. Accordingly, an applicant is expected to show the existing conditions for each transportation mode affected, the proposed impact on the respective network, and any proposed mitigations, along with the effects of the mitigations on other travel modes. A CTR should be performed according to DDOT direction. The Applicant and DDOT coordinated on an agreed-upon scope for the CTR that is consistent with the scale of the action.

The review of the analysis is divided into five categories: site design, travel assumptions, multi-modal evaluation, traffic impact 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, vehicle parking, and public realm design, plays a critical role in determining a proposed action's impact on the District's infrastructure. While transportation impacts can change over time, the site design will remain constant throughout the lifespan of the proposed development, making site design a critical aspect of DDOT's development review process. Accordingly, new developments must provide a safe and welcoming pedestrian experience, enhance the public realm, and serve as positive additions to the community.

Site Access

Pedestrian access to the office and 'maker space' is via entrances on 3rd Street side of the building. Access for the retail unit will be from entrances on both Neal Place and 3rd Street. Vehicular access points to the parking garage and loading berth are proposed from the rear private alley. The project proposes no new curb cuts to the public street network. Figure 1 below shows the site layout of the proposed project.

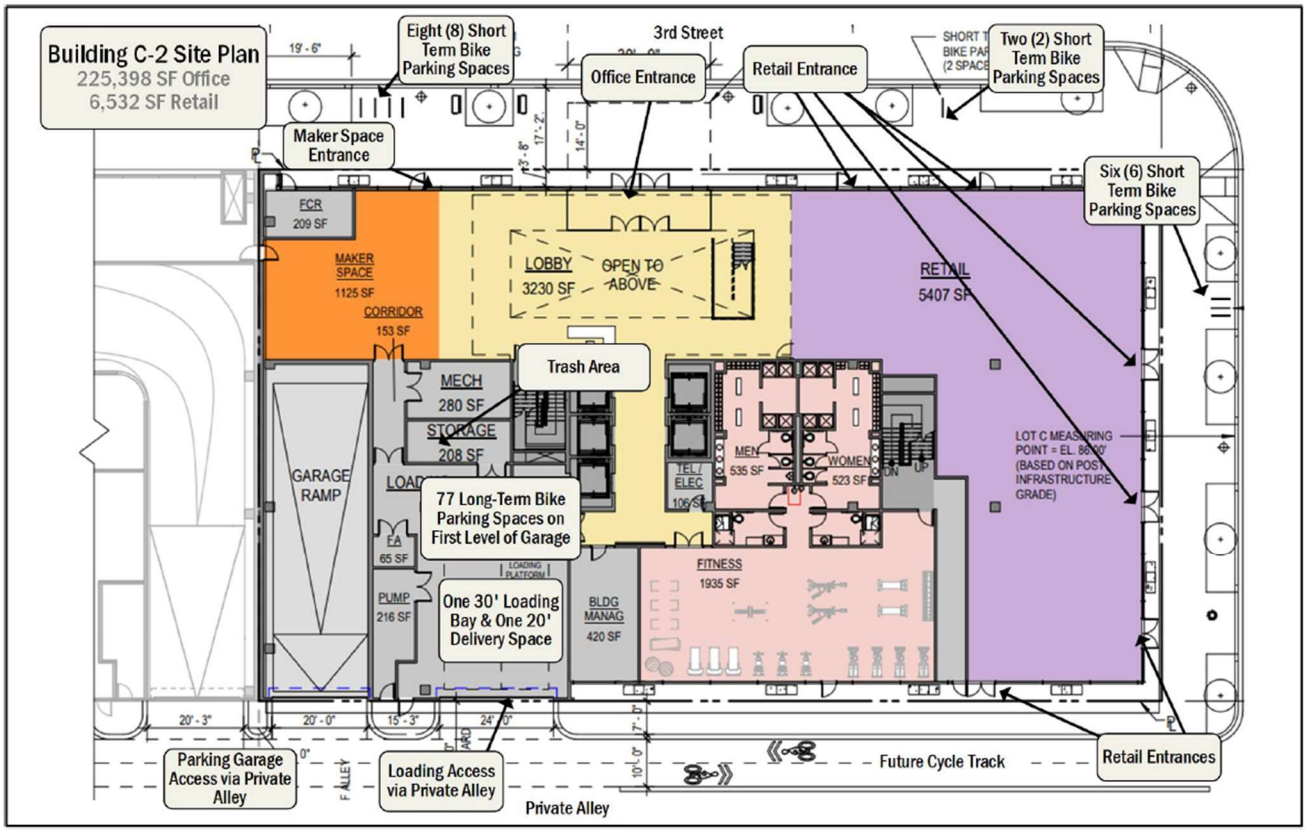

Figure 1 – Site Plan (Source: CTR, Gorove/Slade, Figure 7, 3/9/20)

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.

Per Subtitle C § 901.1 and § 901.4 of the 2016 Zoning Regulations (ZR16), the proposed office building is required to provide three (3) loading berths, one (1) 20-foot delivery space, and loading platforms. For the retail component of this project, zoning requires one (1) loading berth and one (1) loading platform; however the office loading docks may be shared with the retail use so long as there are internal building connections, per § 901.8. The Applicant is proposing to provide one (1) 30-foot berth, one (1) 20-foot delivery space, and platforms with Building C-2 and is planning to share the loading area with Building C-

1 to meet the remainder of the loading demand. DDOT has no objection to this arrangement so long as a Loading Management Plan (LMP) is implemented.

The building is designed so that all loading and trash pick-up activities take place in the dock area off the rear alley. Since the loading area has been designed for back-in truck maneuvers from the alley, the Applicant should coordinate the design of the cycle track to include special striping and markings at the parking garage and loading dock entrances, as necessary, and include strategies in the LMP to address this conflict.

Since Building C2 is providing less than the number of loading berths required under ZR16, includes back-in loading across the cycletrack, is not providing a direct connection between the retail units and the loading bays (instead via the building lobby), and is sharing loading space with building C1, DDOT has requested the Applicant implement an LMP to address these items. DDOT finds that the following LMP, proposed by the Applicant in the May 20, 2020 Transportation Memorandum (Exhibit 26C), adequately resolves DDOT's concerns:

- A loading dock manager will be designated by the building management who will be on duty during delivery hours. The dock manager will be responsible for coordinating with vendors and tenants to schedule deliveries and will work with the community and neighbors to resolve any conflicts should they arise.
- The dock manager will monitor inbound and outbound truck maneuvers and will ensure that trucks accessing the loading dock do not block vehicular, bike, or pedestrian traffic along the private alley except during those times when a truck is actively entering or exiting a loading berth.
- All tenants will be required to schedule deliveries that utilize the loading area (any loading operation conducted using a truck 20-feet in length or larger).
- Delivery trucks for the retail tenants will be prohibited from serving the site between the commuter peak hour times of 8:00 to 10:00 AM and 4:00 to 6:00 PM.
- Retail loading in the 30-foot berth will be restricted to times before 8:00 AM and after 6:00 PM to allow for deliveries to be accessed through the building lobby from the loading berth to the retail space.
- Outside of these hours, retail tenants may access the loading dock via the sidewalk along the private alley. This is projected to occur no more than five (5) times in a week.
- The dock manager will schedule deliveries using the berths such that the dock's capacity is not exceeded. In the event that an unscheduled delivery vehicle arrives while the dock is full, that driver will be directed to use the C1 loading facility or return at a later time when a berth will be available so as to not compromise safety or impede the private alley functionality.
- When needed, the dock manager will coordinate usage of Building C1's loading facilities with the Building C1 dock manager. Building C2 loading and delivery schedules will be coordinated to lessen the need of this overflow option.
- 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 goDCgo Motorcoach Operators Guide, and the primary access routes shown on the DDOT Truck and Bus Route Map (godcgo.com/freight).
- The dock manager will be responsible for disseminating suggested truck routing maps to the building's tenants and to drivers from delivery services that frequently utilize the development's loading dock as well as notifying all drivers of any access or egress restrictions (ex. No left turn

onto Neal Place Extension). The dock manager will also distribute flyer materials, such as the MWCOG Turn Your Engine Off brochure, to drivers as needed to encourage compliance with idling laws. The dock manager will also post these materials and other relevant notices in a prominent location within the loading area.

Vehicle Parking

The overall parking demand created by the development is primarily a function of land use, development square footage, price, and 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.

Per ZR16 Subtitle C § 701.5 and 702.1(a), the Applicant is required to provide a minimum of 66 vehicle parking spaces with the 50% allowable transit reduction. The Applicant is proposing a total of 141 on-site parking spaces (9 of which are non-compliant tandem spaces) in an underground garage. Based on DDOT's off-street parking guidelines published in the June 2019 *Guidance for Comprehensive Transportation Review*, a parking supply in the 105-120 spaces range would be more appropriate given that the site is located within ¼ mile of the NoMa-Gallaudet Metrorail Station. Providing more parking than practically needed, particularly with sites well-served by transit, has the potential to induce more vehicular traffic on the roadway network. As such, DDOT has requested the Applicant to implement additional TDM measures and make a monetary contribution to the Transportation Mitigation Fund to offset these potential impacts (see TDM section later in this report).

Bicycle Parking

Per ZR16 Subtitle C § 802.1, the Applicant is required to provide a minimum of 70 long-term and 10 short-term bicycle parking spaces. In the March 9, 2020 CTR, the Applicant states that a total of 77 long-term spaces and 16 short-term spaces will be provided. Long-term bicycle parking spaces are shown as in two (2) storage rooms on Level B1 of the parking garage (first level below lobby). The short-term bicycle parking spaces will be accommodated with eight (8) inverted U-racks around the site on private property.

Since the site includes a major non-residential component (225k GSF office), the project is required to provide showers and lockers in accordance with ZR16 Subtitle C § 806.3 and § 806.4 to serve the needs of bicycle commuters. By DDOT's estimation, this equates to a minimum of six (6) showers and 42 lockers. The June 16, 2020 plan set shows showers and lockers on the lobby level attached to the fitness center. The TDM Plan in the May 20, 2020 Transportation Memorandum states that a minimum of six (6) showers and 42 lockers will be provided.

Streetscape and Public Realm

The site is unique in that it is surrounded by three private streets (3rd Street, Neal Place, and the alley) and does not touch any DDOT right-of-way. Therefore, public space permits are not required for the private "public realm" design adjacent to the building. However, since the public generally does not know where DDOT public space ends and the Applicant's private property begins, it is still expected the Applicant will provide a high-quality streetscape that is safe, ADA accessible, and as close to DDOT standards as possible.

DDOT has reviewed the June 16, 2020 planset and confirms that the Applicant is showing a proposed cycletrack, ADA-accessible curbs on the southwest corner of Neal Place and the alley, short-term bicycle parking racks, and lighting in the alley for pedestrian safety. The cycletrack is currently shown as 8 feet wide adjacent to Buildings C2 and D but 10 feet adjacent to Building C1. DDOT understands the Applicant is considering widening the cycletrack adjacent to Building C2 to 10 feet and make the transition from 10 to 8 feet at the intersection with Neal Place, rather than midblock. DDOT has no objection to this change.

Additionally, the concrete barrier between the cycletrack and vehicle travel lanes in the private alley is currently shown as blocking accessible pedestrian travel across the alley. DDOT requests a condition that the Applicant revise the cycletrack design to pull back the concrete barrier back on both the north and south sides of Neal Place to allow for a clear pedestrian crossing and flexposts be installed at the ends of the barriers.

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.

In the TDM Plan the Applicant is proposing to provide six (6) electric vehicle (EV) charging stations in the parking garage, which is consistent with DDOT's recommendation for at least one (1) EV station for every 50 vehicle parking spaces.

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. With approval by the Mayor and DDOT's Urban Forestry Division (UFD), Heritage Trees might be permitted to be relocated. As such, the Applicant may be required to redesign the site plan in order to preserve the Non-Hazardous Heritage Trees. UFD did not identify any Heritage Trees or Special Trees on-site and recommends that the Applicant coordinate with the Ward 5 arborist regarding the preservation and protection of existing small street trees, as well as the planting of new street trees, in bioretention facilities or a typical expanded tree planting space.

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.

Mode Split and Trip Generation

Each trip a person makes is made by a certain means of travel, such as vehicle, bicycle, walking, and transit. The means of travel is referred to as a 'mode' of transportation. A variety of elements impact the mode of travel, including density of development, diversity of land use, design of the public realm, proximity to transit options, availability and cost of vehicle parking, among many others.

Mode split assumptions used in the trip generation analysis were informed by the Census, WMATA's 2005 Development-Related Readership Survey, and those used in previous studies for nearby developments. The study assumed a 35% automobile and 65% non-automobile modeshare for both the retail and office uses. Within the non-auto category, more patrons to the retail component were anticipated to walk, while the office use assumed more transit riders.

Trip generation estimates were developed using the rates published in the Institute of Transportation Engineers (ITE) *Trip Generation Manual, 10th Edition* (Land Use Code 710 General Office and Code 820 Shopping Center) and the assumed mode-split to convert base vehicular trips to base person trips using average auto occupancy data and then back to vehicular, transit, bicycle, and pedestrian trips. DDOT finds these methods appropriate. Based on the ITE trip generation rates and mode split assumptions, Figure 2 shows the predicted number of weekday peak hour trips generated by each mode.

Mode	Land Use	AM Peak Hour			PM Peak Hour		
		In	Out	Total	In	Out	Total
Auto	Office	72 veh/hr	11 veh/hr	83 veh/hr	14 veh/hr	72 veh/hr	86 veh/hr
	Retail	1 veh/hr	1 veh/hr	2 veh/hr	4 veh/hr	5 veh/hr	9 veh/hr
	Total	**73 veh/hr**	**12 veh/hr**	**85 veh/hr**	**18 veh/hr**	**77 veh/hr**	**95 veh/hr**
Transit	Office	121 ppl/hr	20 ppl/hr	141 ppl/hr	23 ppl/hr	122 ppl/hr	145 ppl/hr
	Retail	2 ppl/hr	2 ppl/hr	4 ppl/hr	8 ppl/hr	8 ppl/hr	16 ppl/hr
	Total	**123 ppl/hr**	**22 ppl/hr**	**145 ppl/hr**	**31 ppl/hr**	**130 ppl/hr**	**161 ppl/hr**
Bike	Office	12 ppl/hr	2 ppl/hr	14 ppl/hr	2 ppl/hr	13 ppl/hr	15 ppl/hr
	Retail	0 ppl/hr	1 ppl/hr	1 ppl/hr	1 ppl/hr	1 ppl/hr	2 ppl/hr
	Total	**12 ppl/hr**	**3 ppl/hr**	**15 ppl/hr**	**3 ppl/hr**	**14 ppl/hr**	**17 ppl/hr**
Walk	Office	24 ppl/hr	4 ppl/hr	28 ppl/hr	5 ppl/hr	24 ppl/hr	29 ppl/hr
	Retail	2 ppl/hr	1 ppl/hr	3 ppl/hr	6 ppl/hr	6 ppl/hr	12 ppl/hr
	Total	**26 ppl/hr**	**5 ppl/hr**	**31 ppl/hr**	**11 ppl/hr**	**30 ppl/hr**	**41 ppl/hr**

Figure 2 – Multi-Modal Trip Generation Summary (Source: CTR, Gorove/Slade, Table 3, 3/9/20)

The proposed project is expected to generate a moderate number of vehicle trips and a significant amount of non-automotive trips (combined transit, bicycle and walking trips) during the peak hours.

Table 3 below shows that the proposed change in use from residential to office would result in a net increase of 35 morning peak hour trips and 20 during the evening peak. This amount of net new vehicle trips generated exceeds the threshold for completing a CTR with Traffic Impact Analysis (TIA), which is discussed in further in the next section.

Mode	Land Use	AM Peak Hour			PM Peak Hour		
		In	Out	Total	In	Out	Total
Auto	Residential	62 veh/hr	-25 veh/hr	37 veh/hr	-23 veh/hr	51 veh/hr	28 veh/hr
	Retail	-2 veh/hr	0 veh/hr	-2 veh/hr	-4 veh/hr	-4 veh/hr	-8 veh/hr
	Total	**60 veh/hr**	**-25 veh/hr**	**35 veh/hr**	**-27 veh/hr**	**47 veh/hr**	**20 veh/hr**

Figure 3 – Change in Vehicle Trip Generation (Source: CTR, Gorove/Slade, Appendix, 3/9/20)

Multi-Modal Network Evaluation

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. DDOT expects that the Applicant will reconstruct the public space along the frontage on both 3rd Street and Neal Place and ensure all pedestrian facilities are built to current ADA and DDOT standards.

The Applicant's inventory of existing and planned pedestrian infrastructure, as shown in Figure 4 below, demonstrates that most sidewalks in the immediate vicinity of the site are or will be constructed with appropriate widths and include accessible curb ramps. East of the site, in the vicinity of Union Market, sidewalks and pedestrian facilities will be upgraded when the adjacent blocks redevelop. These pedestrian facilities will be in accordance with the Union Market Streetscape Guidelines.

It is also noted that the eastern corners of the intersection of Neal Place and the private alley have not been upgraded to ADA compliance with the recently constructed adjacent projects. DDOT will work with the other property owners outside of this application to get the missing curb ramps installed. Through the two concurrent applications for Buildings C2 and D, the Applicant will ensure the western side of the private alley is ADA compliant by making the sidewalk flush with private Neal Place.

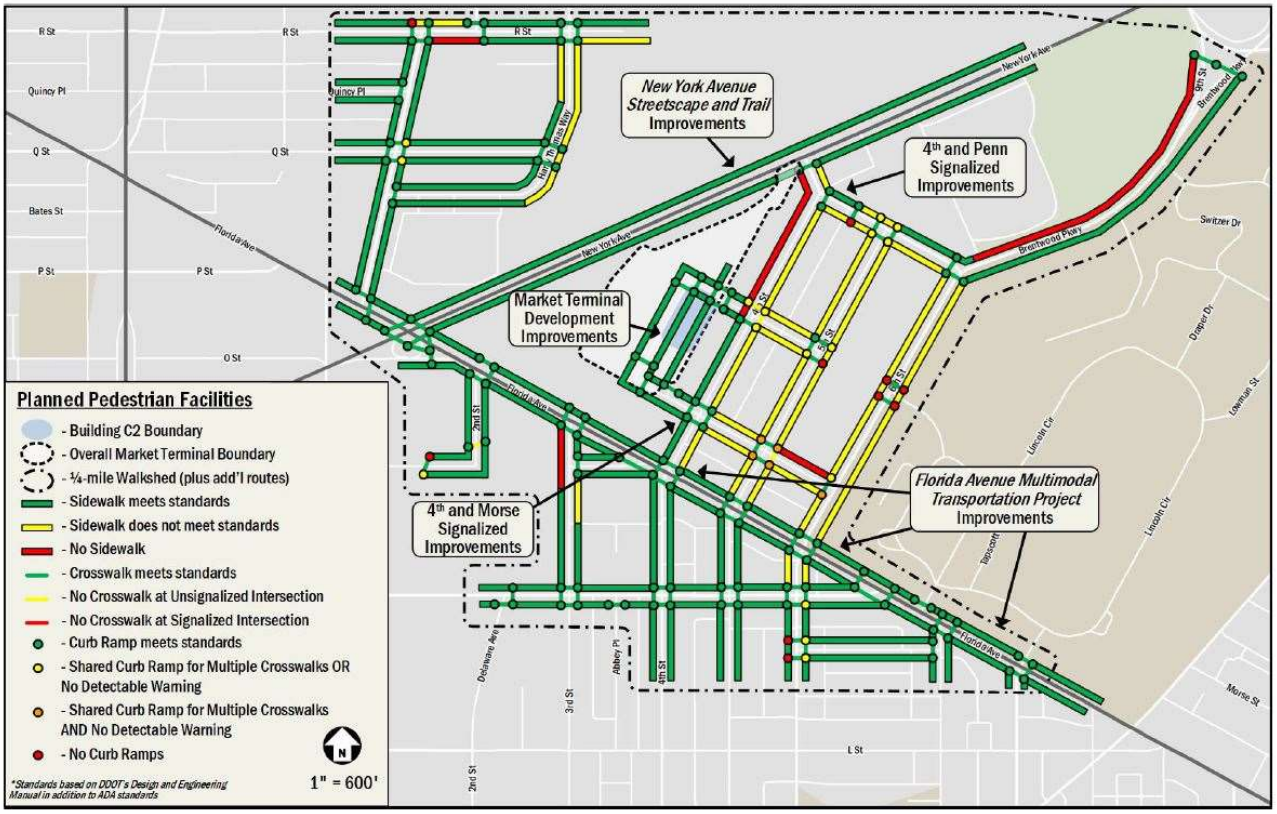

Figure 4 – Existing and Planned Pedestrian Facilities (Source: CTR, Gorove/Slade, Figure 26, 3/9/20)

Bicycle Network

The District is committed to enhancing bicycle access by ensuring consistent investment in bicycle infrastructure by both the public and private sectors. DDOT expects new developments to serve the needs of all trips they generate, including bicycling trips.

As shown below in Figure 5, the area in the vicinity of the Market Terminal development and Union Market neighborhood are well served by high quality bicycle facilities. As the area continues to develop, additional bikeshare stations and bicycle lanes will be installed. The Applicant has committed as part of the Stage 1 approval to install a new Capital Bikeshare station on Morse Street and to construct a cycletrack along the west side of the north-south private alley adjacent to Buildings C1, C2, and D.

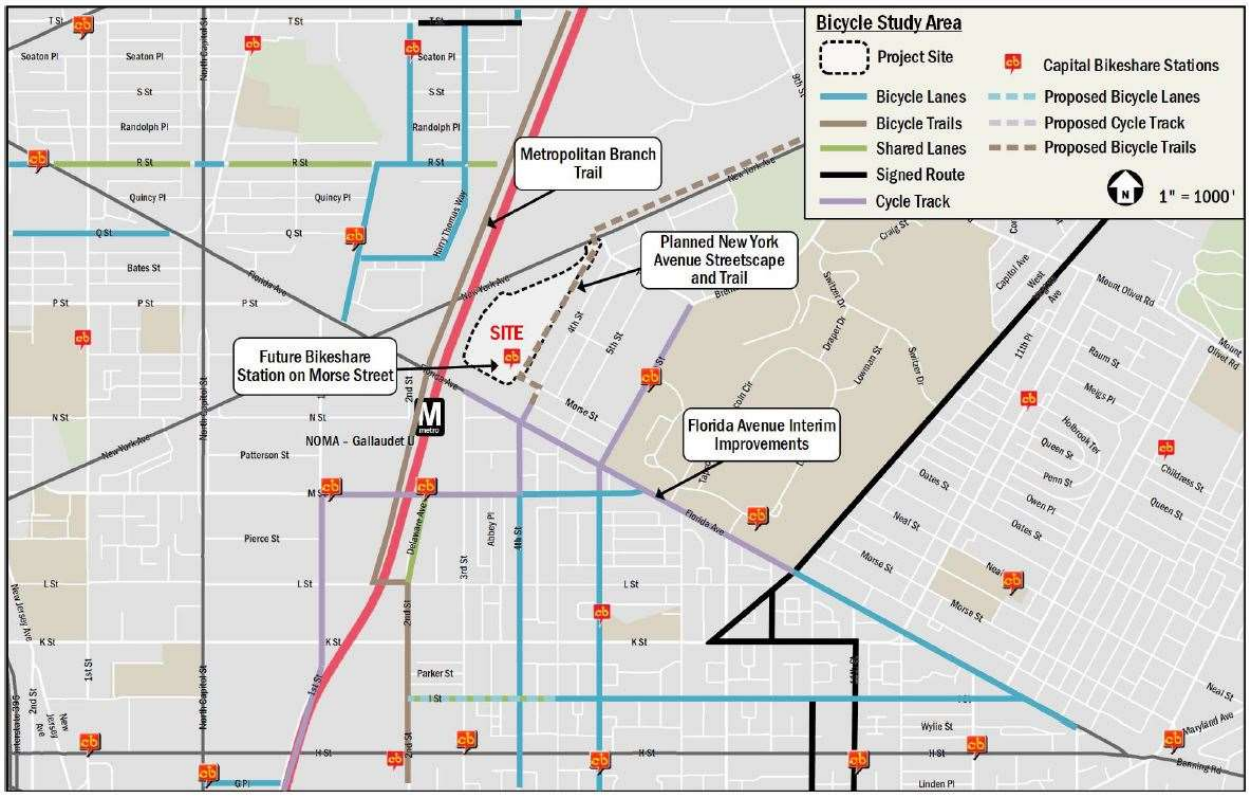

Figure 5 – Existing and Planned Bicycle Facilities (Source: CTR, Gorove/Slade, Figure 27, 3/9/20)

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 ¼ mile, roughly a 5-8 minute walk, from the NoMa-Gallaudet Metrorail station which is served by the Red Line. Trains serve the Metrorail station every 6 minutes during weekday peak hours, 8-12 minutes during weekday non-peak times, and 15 minutes on weekends.

There are several bus stops within a few blocks of the site along Florida Avenue NE. These stops are served by Metrobus routes X3, 90, and 92 with bus headways on these routes ranging from 10 to 40 minutes depending on day of the week and time of day.

Traffic Impact Analysis (TIA)

To determine the proposed development's impacts on the transportation network, the Applicant completed a Comprehensive Transportation Review (CTR) study, prepared by Gorove/Slade, dated March 9, 2020 which includes an extensive multi-modal analysis of existing conditions (2019 Existing), future with no development (2022 Background) and future conditions with development (2022 Future) scenarios.

Background Developments and Regional Growth

As part of the analysis of future conditions, DDOT requires applicants to account for future growth in traffic on the network or what is referred to as background growth. The Applicant coordinated with DDOT on the appropriate background developments to include in the analysis. Traffic volumes from 16 other nearby projects were taken into account as anticipated to be constructed and open by 2022 resulting in an estimated 2,051 morning peak hour and 3,023 evening peak hour vehicle trips.

DDOT requires Applicants account for regional growth through the build-out year of 2022. This can be done by assuming a general growth rate or by evaluating growth patterns forecast in MWCOG's regional travel demand model. The Applicant coordinated with DDOT on an appropriate measure to account for regional growth that accurately accounted for background growth on the network. Annually compounding background regional growth rates of between 0.10% and 1.00% were assumed in the study area, differing based on roadway and peak hour.

DDOT also requires applicants to consider future changes to the roadway network. It was determined in coordination with DDOT staff that the following local transportation network changes are anticipated before 2022: 1) reduce the number of through lanes on Florida Avenue as part of the cycletrack project; 2) installation of traffic signals on 4th Street at Morse Street and Penn Street; and 3) conversion of 6th Street to one-way northbound between K Street and Florida Avenue.

Study Area and Data Collection

The Applicant in conjunction with DDOT identified eight (8) existing intersections (plus another three intersections to be studied in the future) where detailed vehicle counts would be collected 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 with 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 traffic count data on Wednesday, June 12, 2019 between 6:30 AM-9:30 AM and 4:00 PM-7:00 PM while District of Columbia Public Schools and Congress were in session. DDOT concurs with the timeframe of the data collection and notes that while the data is now a year old, the Applicant isn't required to update the traffic counts until they are two (2) years old.

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.

The roadway capacity analysis provided in the CTR demonstrated that three (3) of the study intersections would have an approach that degrades from Level of Service (LOS) D or better to LOS E or worse due to the addition of site generated traffic. These intersections include: 1) New York Avenue at 4th Street NE; 2) Florida Avenue at 4th Street NE; and 3) Morse Street at 4th Street NE. The analysis

indicated that delays at the first two intersections could be remedied with signal timing adjustments and the third intersection improved with the creation of an exclusive right-turn lane. In lieu of directly making these improvements in conjunction with this development, DDOT requested the Applicant make a $25,000 monetary contribution to the Transportation Mitigation Fund. This money would then be used to either make the improvements noted above or repurposed to improve pedestrian safety, connections to transit, traffic calming, or other traffic flow improvements. The Applicant has included this commitment in the TDM Plan below.

Mitigations

DDOT requires the Applicant to mitigate the impacts of the development in order to positively contribute to the District's transportation network. The mitigations must sufficiently diminish the action's vehicle impact and promote non-auto travel modes. This can be done through Transportation Demand Management (TDM), physical improvements, operations, and performance monitoring.

DDOT's 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, a reduction in parking and implementation of 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:

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.

The Applicant proposed the following TDM Plan in the May 20, 2020 Transportation Memorandum, which DDOT finds sufficiently robust to offset the high parking ratio and identified traffic impacts:

- Unbundle the cost of parking from the cost to lease an office unit and only hourly, daily, or weekly rates will be charged. Free parking, validation, or discounted rates will not be offered.
- Identify Transportation Coordinators for the planning, construction, and operations phases of development. There will be a Transportation Coordinator for each tenant and the entire site. The Transportation Coordinators will act as points of contact with DDOT, goDCgo, and Zoning Enforcement.
- Will 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. All employer tenants must survey their employees and report back to the Transportation Coordinator.
- Transportation Coordinators will develop, distribute, and market various transportation alternatives and options to the employees and customers, 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.
- Will notify goDCgo each time a new office tenant moves in and provide TDM information to each tenant as they move in.
- Will post "getting here" information in a visible and prominent location on the website with a focus on non-automotive travel modes. Also, links will be provided to goDCgo.com, CommuterConnections.com, transit agencies around the metropolitan area, and instructions for discouraging parking on-street in Residential Permit Parking (RPP) zones.
- Transportation Coordinator will implement a carpooling system such that individuals working in the building who wish to carpool can easily locate other employees who live nearby.
- Distribute information on the Commuter Connections Guaranteed Ride Home (GRH) program, which provides commuters who regularly carpool, vanpool, bike, walk, or take transit to work with a free and reliable ride home in an emergency.
- Transportation Coordinator will demonstrate to goDCgo that tenants with 20 or more employees are in compliance with the DC Commuter Benefits Law and participate in at least one of the three transportation benefits outlined in the law (employee-paid pre-tax benefit, employer-paid direct benefit, or shuttle service), as well as any other commuter benefits related laws that may be implemented in the future.
- Provide employees who wish to carpool with detailed carpooling information and refer 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.
- Designate a minimum of two (2) preferential carpooling spaces and one (1) vanpooling spaces in a convenient location within the parking garage for employee use.
- Offer a free SmarTrip card and one (1) complimentary Capital Bikeshare coupon good for a free ride to each new employee for the first year.
- Will meet ZR16 requirements for showers and lockers for use by employees. The Applicant will provide shower and locker facilities that meet Zoning Regulations (6 showers and 42 lockers).
- Long-term bicycle storage rooms will accommodate non-traditional sized bikes including cargo and tandem bikes.
- Provide a minimum of six (6) electric vehicle parking spaces in the garage.
- Install a Transportation Information Center Display (electronic screen) within the office lobby containing information related to local transportation alternative.

- Offer an annual Capital Bikeshare membership to each employee for three (3) years after the building opens.
- Employers will participate in the Capital Bikeshare Corporate membership program and offer discounted annual memberships to employees.
- Provide a free parking space for all vehicles that employees use to vanpool to work.
- Additional short and long-term bicycle parking spaces above ZR16 requirements.
- Will not lease unused surplus parking spaces to anyone aside from tenants of the building or Market Terminal PUD unless the other building is under parked or provides zero (0) on-site parking.
- Provide a bicycle repair station in each long-term bicycle storage room.
- Following the issuance of a certificate of occupancy for the Project, the Transportation Coordinator shall submit documentation from DCRA summarizing compliance with the transportation and TDM conditions of the Order (including, if made available, any written confirmation from the Office of the Zoning Administrator) to the Office of Zoning for inclusion in the IZIS case record of the case.
- Following the issuance of a certificate of occupancy for the Project, the Transportation Coordinator will submit a letter to the Zoning Administrator, DDOT, and goDCgo every five (5) years (as measured from the final certificate of occupancy for the Project) summarizing continued compliance with the transportation and TDM conditions in the Order.
- Contribute $25,000 to the DDOT Transportation Mitigation Fund in lieu of installing the turn lane and making traffic signal adjustments. This money will be used by DDOT within ANC 5D (the ANC of Union Market) to fund these roadway geometric changes, other traffic flow improvements, traffic calming, bike/ped improvements, and/or improved transit connections.

In addition to the TDM strategies proposed above as part of this Second Stage PUD, the Applicant has reiterated that they plan to implement the following conditions from the First Stage PUD:

- Prior to the issuance of COO for Building C2, the building owner shall have the individual obligation to demonstrate to the Zoning Administrator that it has constructed the interior bicycle parking within Building C2;
- Prior to the issuance of COO for the first building completed within the second-stage PUD, the Applicant shall demonstrate to the Zoning Administrator that it has paid DDOT for the installation and first year's operation expenses of a new Capital Bikeshare station to be located on Morse Street, south of Building C1;
- Prior to the issuance of a COO for Building C2, the building owner shall have the individual obligation to demonstrate to the Zoning Administrator that it has installed a transit information screen in the lobby; and
- Prior to the issuance of a COO for Building C2, the Applicant shall demonstrate to the Zoning Administrator that it has exceeded the zoning requirements for bicycle parking for Building C2.

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