

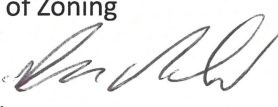
GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF TRANSPORTATION



d. Planning and Sustainability Division

MEMORANDUM

TO: Sara Bardin
Director, Office of Zoning

FROM: Jim Sebastian 
Associate Director

DATE: September 13, 2017

SUBJECT: ZC Case No. 16-26 – 4620-4624 Wisconsin Avenue, NW

PROJECT SUMMARY

Wisconsin Owner, LLC (the “Applicant”) seeks approval of a Consolidated Planned Unit Development (“PUD”) and Zoning Map Amendment in order to construct a mixed-use building at 4620-4624 Wisconsin Avenue, NW (Square 172, Lots 45 and 49). The existing development on the site is occupied by office, residential dwelling units, and retail. The site is bounded by Wisconsin Avenue to the east, mix-use buildings to the north and south, and public alley to and residential homes to the west. The PUD includes:

- 146 residential dwelling units;
- 10,400 square feet of retail;
- 58 off-street vehicle parking spaces; and
- 82 long-term (78 for residential and four for retail) and 10 short-term bicycle parking spaces.

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

Site Design

- Vehicular and loading access is proposed to occur from an existing north-south alley to the west of the site;
- The proposed use of special paving in public space exceeds what DDOT would permit. DDOT expects the Applicant to reduce special paving and increase landscaping, which will be coordinated during the public space permitting process.

Travel Assumptions

- The Action is expected to generate fewer total peak hour vehicle trips in the AM and PM than the existing site; and
- The CTR used 74 off-street parking spaces to calculate trip generation. However, in a later zoning submission, the Applicant proposed 58 off-street parking spaces. This difference may decrease trip generation and impacts to the transportation network.

Analysis

- The Applicant utilized sound methodology to perform the analysis;
- The action is projected to minimally increase travel delay in the area;
- The Applicant proposes more long-term bicycle parking than zoning requires;
- The Applicant proposes to close a segment of Brandywine Street between 42nd Street and River Road as part of their PUD benefits and amenities package. While DDOT supports this proposal, the design requires modifications to safely and effectively route pedestrians, bicyclists, and vehicles. Such changes can be coordinated during the public space permitting process.

Mitigations

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

- The Applicant implement their proposed Transportation Demand Management (TDM) plan:
 - A member of the property management team will be designated as the Transportation Management Coordinator (TMC). The TMC will be responsible for ensuring that information is disseminated to tenants of the building;
 - The property management website will include information on and/or links to current transportation programs and services, such as Capital Bikeshare, Car-sharing services, Uber, Ridescout, Commuter Connections Rideshare Program, Commuter Connections Guaranteed Ride Home, and Commuter Connections Pools Program;
 - An electronic display will be provided in a common, shared space in the building and will provide public transit information such as nearby Metrorail stations and schedules, Metrobus stops and schedules, car-sharing locations, and nearby Capital BikeShare locations indicating the number of bicycles available at each location; and

- Convenient and covered secure bike parking facilities will be provided in excess of the minimum required by zoning for residential and retail long-term bike parking.

Continued Coordination

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

- DDOT expects design modifications to the proposal to close a segment of Brandywine Street between 42nd Street and River Road;
- Public space, including curb and gutter, street trees and landscaping, street lights, sidewalks, and other features within the public rights of way, are expected to be designed and built to DDOT standards. Careful attention should be paid to pedestrian and bicycle connections along the site's perimeter and adjacent infrastructure;
- DDOT expects the Applicant to reduce special paving and increase landscaping, which will be coordinated during the public space permitting process; and
- DDOT recommends one electric vehicle charging station for every 50 vehicle parking spaces.

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 four categories: site design, travel assumptions, analysis, and mitigations. The following review provided by DDOT evaluates the Applicant's CTR to determine its accuracy and assess the action's consistency with the District's vision for a cohesive, sustainable transportation system that delivers safe and convenient ways to move people and goods, while protecting and enhancing the natural, environmental, and cultural resources of the District.

Site Design

Site design, which includes site access, loading, and public realm design, plays a critical role in determining a proposed action's impact on the District's infrastructure. While transportation impacts can change over time, the site design will remain constant throughout the lifespan of the proposed development, making site design a critical aspect of DDOT's development review process. Accordingly, new developments must provide a safe and welcoming pedestrian experience, enhance the public realm, and serve as positive additions to the community.

Site Access

The Applicant proposes vehicular and loading access from the north-south public alley to west of the site that runs from Chesapeake Street to Brandywine Street. Pedestrian access for both the residential lobby and ground floor retail is proposed via the Wisconsin Avenue sidewalk. Long-term bicycle parking is proposed in the parking garage and can be accessed via the public alley. DDOT does not object to the proposed site access.

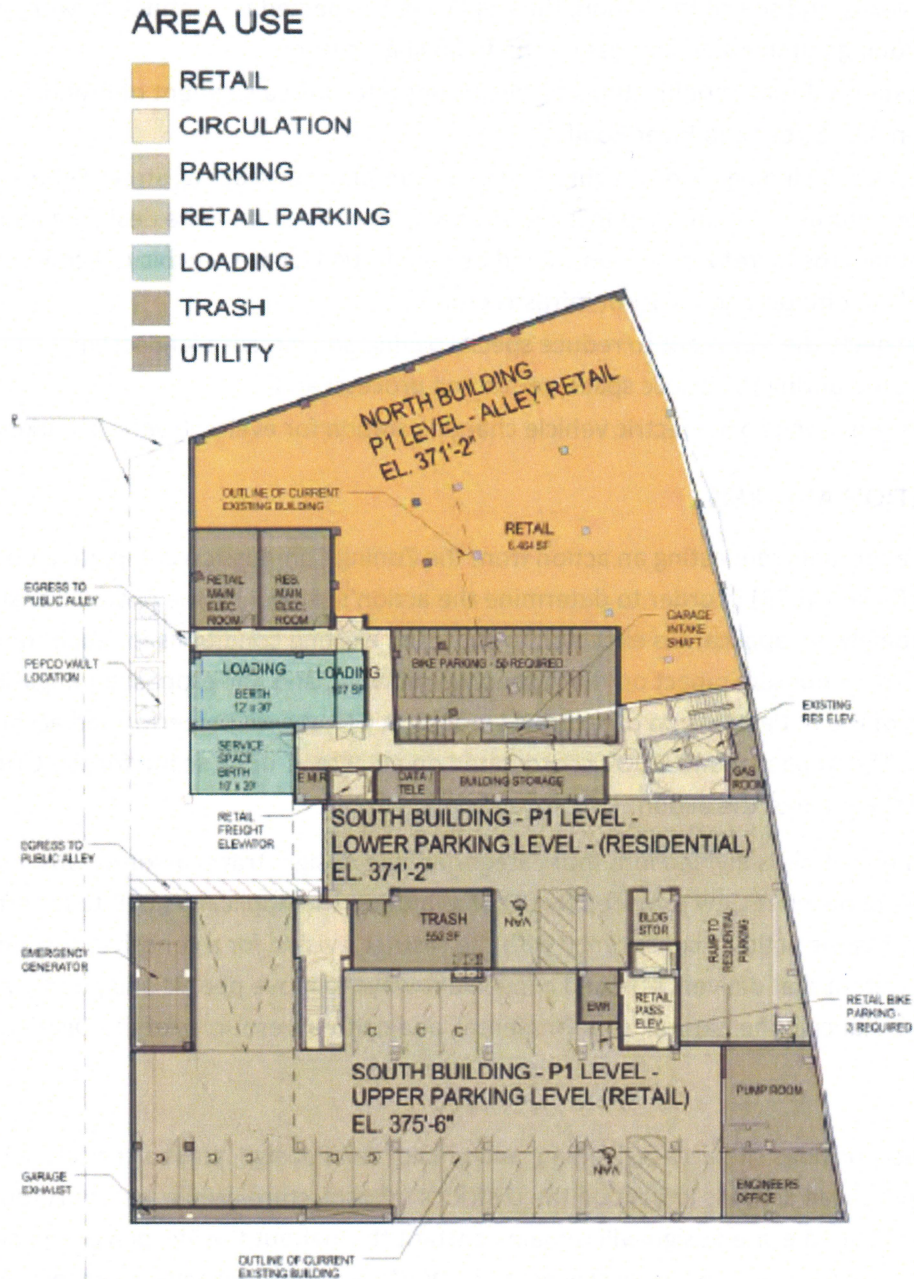


Figure 1 – Site Design and Access (Source: CTR, Wells and Associates, Attachment A, Figure 1, November 2016)

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.

The Applicant's proposed loading locations comply with DDOT's loading requirements. No back-in loading movements occur in the public realm.

Zoning requires one 30-foot loading berth and one 20-foot service and delivery space for the proposed uses, both of which the Applicant proposes to provide. If the residents require moving trucks larger than 30-feet in length, they will need to seek public space permits to load from the street via Emergency No Parking signs. Rush hour parking and street cleaning restrictions exist along Wisconsin Avenue; therefore, any Emergency No Parking permits are required to comply with such parking restrictions.

Streetscape and Public Realm

In line with District policy and practice, any substantial new building development or renovation is expected to rehabilitate streetscape infrastructure between the curb and the property lines. This includes curb and gutters, street trees and landscaping, street lights, sidewalks, and other appropriate features within the public rights of way bordering the site.

The Applicant must work closely with DDOT and the Office of Planning to ensure that the design of the public realm meets current standards and will substantially upgrade the appearance and functionality of the streetscape for public users needing to access the property or circulate around it. In conjunction with the District of Columbia Municipal Regulations, DDOT's *Design and Engineering Manual* will serve as the main public realm references for the Applicant. DDOT staff will be available to provide additional guidance during the public space permitting process.

DDOT's Urban Forestry Division's inventory shows four street trees (ranging in size from two-inches to 13-inches diameter) between the curb and sidewalk of the project boundaries at 4620-4626 Wisconsin Avenue NW. There is also one open planting space in front of 4620 Wisconsin Avenue NW identified for a future street tree, which DDOT expects the Applicant to add during streetscape improvements.

The Applicant shows on the proposed site plan within their CTR (see Figure 2) special paving in public space that exceeds what DDOT would permit. DDOT expects the Applicant to reduce special paving and increase landscaping, which will be coordinated during the public space permitting process. Finally, DDOT expects utility vaults to be accommodated on private property. All proposed curb cuts are subject to the public space permitting process.

Final design of the public space will be determined during DDOT's public space permitting process. DDOT notes the importance of maximizing the width of sidewalks along the perimeter of the site to accommodate pedestrian and bicycle activity.

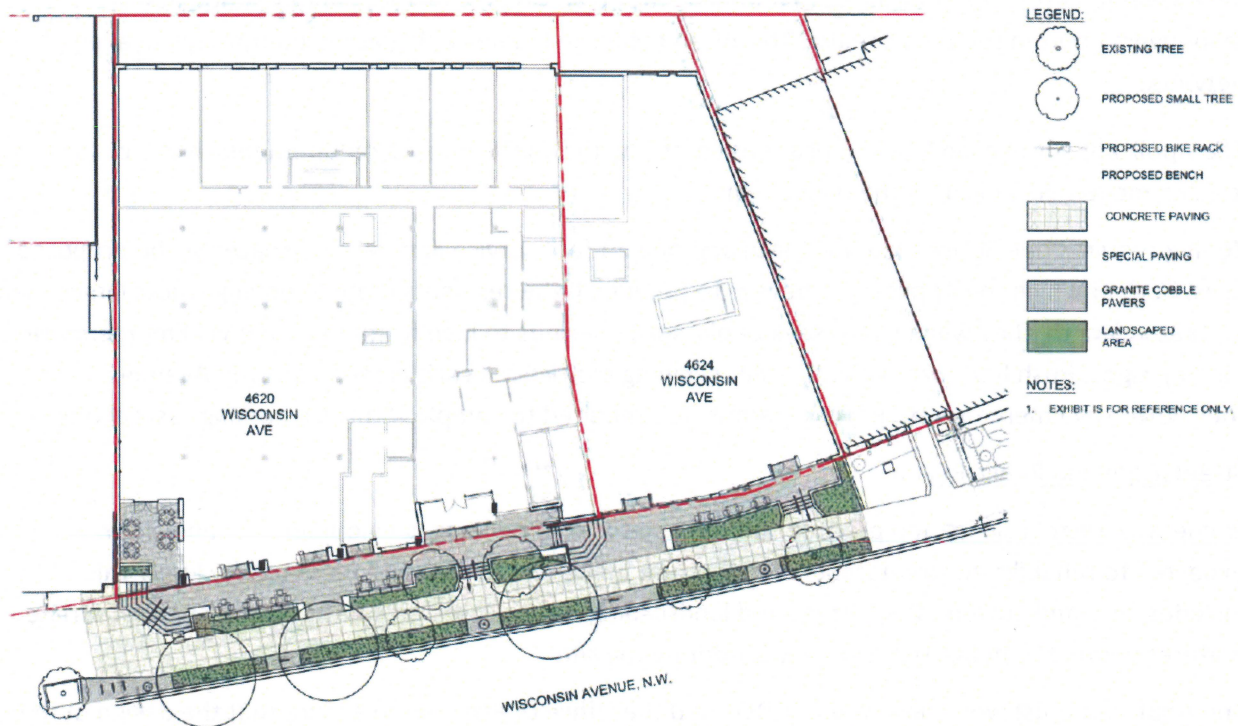


Figure 2 – Streetscape Concept Plan (Source: CTR, Wells and Associates, Figure 4B, November 2016)

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. Non-Hazardous Heritage Trees may not be damaged or removed. A preliminary assessment by DDOT’s Urban Forestry Administration (UFA) identified zero Heritage Trees on site. The Applicant should confirm the lack of Heritage Trees to ensure there are no conflicts between these protected trees, including on adjacent lots, and the proposed project. In the event that conflicts exist, the Applicant may be required to redesign the site plan in order to preserve any Non-Hazardous Heritage Trees. With approval by the Mayor and the Urban Forestry Administration, Heritage Trees might be permitted to be relocated.

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. The Applicant is not proposing any sustainable transportation elements, such as electric vehicle charging stations or dedicated carshare

spaces, which are common with PUD applications. DDOT recommends one electric vehicle charging station for every 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 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. Only projects that were both approved and included an origin or destination within the study area were included in the analysis. No background developments were included in the analysis as no developments in the study area were approved at the time of the analysis.

DDOT also requires applicants account for regional growth. 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. Historical average daily traffic volumes indicated that traffic volumes in the study area generally have decreased. Therefore, no background growth was applied.

Off-Street 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, and proximity to transit.

Based on parking requirements prescribed in the zoning regulations, a minimum of 29 parking spaces are required for the proposed development (including the 50 percent reduction allowed within ½ mile of a metro station). The Applicant is not seeking relief from the minimum parking requirements nor is the Applicant providing "excess parking" as defined in zoning regulations. The November 2016 CTR stated that the Applicant proposed 74 vehicle parking spaces; the Applicant has since revised this number to 58 parking spaces. DDOT does not object to the number of parking spaces proposed.

Trip Generation

As previously described, the CTR used 74 off-street parking spaces to calculate trip generation. However, in a later zoning submission, the Applicant proposed 58 off-street parking spaces. This difference may decrease trip generation and impacts to the transportation network.

The Applicant provided trip generation estimates utilizing the Institute of Traffic Engineers (ITE) Trip Generation Manual. The Applicant utilized the following ITE land uses in their trip generation

estimation:

- Residential: Code 220 (Apartment)
- Retail: Code 820 (General Retail)

DDOT generally finds the use of these ITE codes appropriate.

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

The Applicant and DDOT coordinated on mode split assumptions informed by WMATA’s 2005 *Development-Related Ridership Survey* and US Census data. Both residential and retail uses assumed a 45 percent auto, 40 percent transit, five percent bicycle, and 10 percent walk mode split. To assess existing conditions, the office use assumed a 60 percent auto, 30 percent transit, four percent bicycle, and six percent walk mode split.

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

Land Use		AM Peak Hour			PM Peak Hour		
		In	Out	Total	In	Out	Total
Existing Development							
33,300 SF of occupied Office (LUC 710)	Total Trips	70	9	79	20	96	116
	<i>Non-auto Trips</i>	28	4	32	8	38	46
	<i>Transit</i>	21	3	24	6	29	35
	<i>Bicycle</i>	3	0	3	1	4	5
	<i>Pedestrian</i>	4	1	5	1	6	7
	Vehicle Trips	42	5	47	12	58	70
3 DU of occupied Apartment (LUC 220)	Total Trips	1	4	5	12	7	19
	<i>Non-auto Trips</i>	1	2	3	7	4	11
	<i>Transit</i>	1	2	3	5	3	8
	<i>Bicycle</i>	0	0	0	1	0	1
	<i>Pedestrian</i>	0	0	0	1	1	2
	Vehicle Trips	0	2	2	5	3	8
6,147 SF of occupied Retail (LUC 820)	Total Trips	17	11	28	44	48	92
	<i>Non-auto Trips</i>	9	6	5	24	26	50
	<i>Transit</i>	7	4	11	18	19	37
	<i>Bicycle</i>	1	1	2	2	2	4
	<i>Pedestrian</i>	1	1	2	4	5	9
	Vehicle Trips	8	5	13	20	22	42

Proposed Development							
136 DU Apartment (LUC 220)	Total Trips	14	56	70	60	32	92
	<i>Non-auto Trips</i>	8	31	39	33	18	51
	<i>Transit</i>	6	22	28	24	13	37
	<i>Bicycle</i>	1	3	4	3	2	5
	<i>Pedestrian</i>	1	6	7	6	3	9
	Vehicle Trips	6	25	31	27	14	41
10,500 SF Retail (LUC 820)	Total Trips	24	15	39	63	69	132
	<i>Non-auto Trips</i>	13	8	21	35	38	73
	<i>Transit</i>	10	6	16	25	28	53
	<i>Bicycle</i>	1	0	1	3	3	6
	<i>Pedestrian</i>	2	2	4	6	7	13
	Vehicle Trips	11	7	18	28	31	59
Net Trips							
Proposed - Existing	Total Trips	(49)	51	2	59	(43)	16
	<i>Non-auto Trips</i>	(16)	29	13	36	(8)	28
	<i>Transit</i>	(12)	21	9	25	(7)	18
	<i>Bicycle</i>	(2)	2	0	3	(1)	2
	<i>Pedestrian</i>	(2)	6	4	7	(1)	6
	Vehicle Trips	(33)	20	(13)	18	(38)	(20)

Figure 3 – Weekday Peak Hour Vehicle Trip Generation (Source: CTR, Wells and Associates, Table 8, November 2016)

Based on these mode split estimates, the project is expected to generate fewer total peak hour trips in the AM and PM than the existing site. Since the trip generation table above was produced and capacity analysis conducted in November 2016, the proposed number of residential units increased by 10 units and the proposed retail decreased by 100 square feet. These changes resulted in an additional three AM and PM peak hour trips in total. These changes have a de minimis impact on the capacity analysis.

Study Area and Data Collection

The Applicant in conjunction with DDOT identified six intersections where detailed vehicle, bicycle, and pedestrian 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 moderate to significant increases 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 realize new trips. However, DDOT expects minimal to no increase in delay outside the study area as a result of the proposed action.

The Applicant collected weekday intersection data in Wednesday, May 7, 2014 and Wednesday, November 19, 2014 from 7:00 am to 10:00 am and 4:00 pm to 7:00 pm. The common peak hours were reviewed for the study area and no volume adjustments were necessary as there were no significant volume imbalances between count dates. Individual peak hour volumes were grown to the year 2016 assuming 0.5 percent regional growth determined during the scoping process. DDOT agrees with the