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: November 1, 2018

SUBJECT: ZC Case No. 18-13 – 1530 First Street SW

PROJECT SUMMARY

TM Jacob, LLC (the "Applicant") seeks approval of a new 11-story mixed-use development in the Capitol Gateway Overlay District at the premises 1530 First Street SW (Square 656, Lot 53). The site is bounded by First Street to the west, High Road Middle School to the north, a public alley to the east, and an approved multi-family development to the south (ZC Case No. 17-13). The development proposal includes:

- 101 residential units
- 7,000 SF of retail
- 23 off-street vehicle parking spaces
- 45 long-term bicycle parking spaces
- Eight (8) short-term bicycle parking spaces
- One (1) 20-foot loading berth

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

- Access to vehicle and long-term bicycle parking is proposed via the adjacent public alley network, which is consistent with DDOT standards for site access;
- The Applicant seeks relief from the 30-foot loading berth requirements due to the difficulty of accommodating a 30-foot truck in the existing public alley network. DDOT finds that the alley is capable of accommodating 30-foot trucks, however the limited alley frontage of the subject property is a challenge for larger trucks to access the site;
- The Applicant proposes one (1) service delivery space and a Loading Management Plan to minimize impacts of the requested loading relief;
- Preliminary public space plans are generally consistent with DDOT standards and the Buzzard Point Streetscape Guidelines; and
- The Applicant proposes to convert the curbside spaces adjacent to the site along First Street to metered parking, which is appropriate given the ground floor retail.

Travel Assumptions

- The action is expected to generate a moderate number of vehicle, transit, bicycle, and pedestrian trips; and
- The assumed non-auto modes splits are achievable if supported by commensurate Transportation Demand Management (TDM) plan. Failure to provide a robust TDM plan could result in higher auto usage and impacts to the network not anticipated in the CTR.

Analysis

- Future bicycle, pedestrian, and transit infrastructure in the vicinity of the site is sufficiently robust to accommodate the action;
- The proposed TDM plan is a good basis for encouraging non-auto travel but requires additional measures to support the assumed mode-splits;
- The Applicant is meeting zoning regulations by proposing 45 long-term bicycle parking spaces onsite along with an additional eight (8) short-term bicycle parking racks located around the building; and
- The Loading Management Plan requires strengthening to more fully mitigate potential impacts from the loading relief.

Mitigations

DDOT has no objection to the requested PUD with the following conditions included in the Zoning Order:

- Implement the Transportation Demand Management (TDM) Plan as proposed by the Applicant in the September 27, 2018 CTR (Exhibit 18) for the life of the project, unless otherwise noted, with the following revisions:

- Work with DDOT and goDCgo, DDOT's TDM program, to implement TDM measures at the site;
- Share the full contact information of the TDM coordinator for the site with DDOT and goDCgo;
- Provide at least two (2) shopping carts for residential use; and
- Offer residents either an annual carshare or Capital Bikeshare membership for a period of three (3) years.

- Implement the Loading Management Plan as proposed by the Applicant in the September 27, 2018 CTR (Exhibit 18) for the life of the project with the following revisions:
  - Schedule deliveries 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 return at a later time when a berth will be available so as to compromise safety or impede street or intersection function;
  - Schedule residential loading activities so as not to conflict with retail deliveries. All residential loading will need to be scheduled with the dock manager;
  - Monitor inbound and outbound truck maneuvers and will ensure that trucks accessing the loading dock do not block vehicular, bike, or pedestrian traffic except during those times when a truck is actively entering or exiting a loading berth; and
  - Prohibit the scheduling of residential move-in/move-outs within three (3) hours of a scheduled event at Audi Field or at least 10,000 attendees.
- Install at least one (1) electric vehicle charging station in the parking garage.

Continued Coordination

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

- A curbside management and signage plan will be required at permitting;
- Design of the public realm surrounding the Site, including any proposed utility vault locations and treatment, and bike rack locations. All 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 and Buzzard Point Streetscape standards and desired design, and will be coordinated during the public space permitting process; and
- The final design of any building projections, including bay windows, oriel windows, ramps, and steps. All projections are expected to comply with Chapter 32 of the Building Code and will be reviewed during the public space permitting process.

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. A capacity analysis was not warranted because trips do not meet the threshold. The CTR submission focused on loading relief and multi-modal accessibility.

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

This site is bounded by First Street to the west, High Road Middle School to the north, a public alley to the east, and an approved multi-family development to the south (ZC Case No. 17-13). Access to vehicle and long-term bicycle parking is proposed via the adjacent public alley network, which connects to Half and Q Streets. Primary pedestrian access to the residential and retail uses is located on First Street. A site plan is shown in Figure 1.

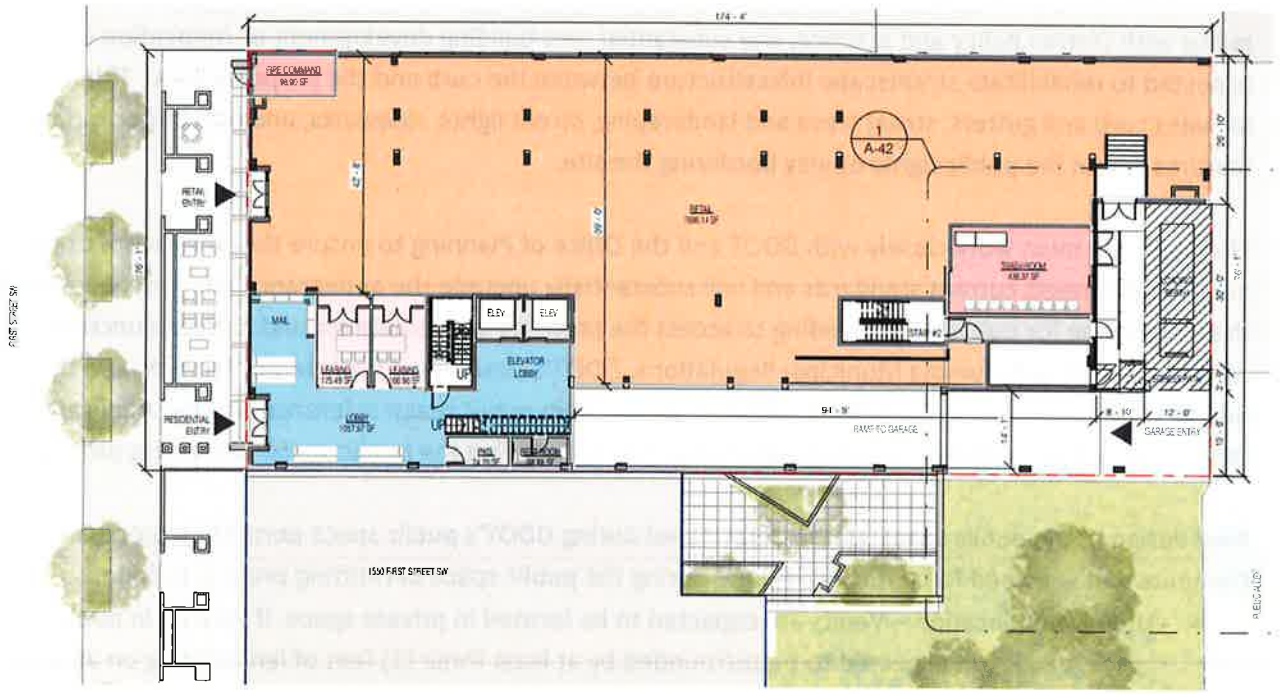

Figure 1. Site Plan (Source: Applicant's Statement in Support)

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.

Zoning regulations call for one (1) 30-foot berth and one (1) 20-foot service space to serve residential uses. The Applicant is requesting loading relief for the 30-foot berth due to the difficulty of accommodating a 30-foot truck in the existing public alley network. DDOT finds that the alley is capable of accommodating 30-foot trucks, however the limited alley frontage of the subject property is a challenge for larger trucks to access the site. The Applicant proposes to provide the 20-foot service space plus a 100 square foot platform that will accommodate commercially available rental trucks of up to 17 feet. Commercial rental truck companies advertise the 17-foot truck as appropriate for 2-3 bedroom homes and is therefore sufficient to meet the demand of the proposed unit mix in the subject development.

Of note, the Applicant estimates approximately four (4) daily truck trips to the site. DDOT finds that the retail space will generate truck trips that are not included in the Applicant's estimates.

The Applicant proposes a Loading Management Plan to mitigate possible impacts from the requested relief, which requires strengthening. The plan is discussed in the Mitigations section.

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*, and the Buzzard Point Streetscape Guidelines 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.

Final design of the public space will be determined during DDOT's public space permitting process. Elements that will need to be further refined during the public space permitting process include:

- Utility vault location – Vaults are expected to be located in private space. If located in public space, vaults are expected to be surrounded by at least three (3) feet of landscaping on all sides or covered with a solid-top;
- Walls and planters – Non-retaining walls should be eliminated and above-grade planters should be replaced with in-ground landscaping beds;
- Public space dimensions – The dimensions for tree box zone, sidewalk, and tenant zones are expected to comply with the Buzzard Point Streetscape Guidelines, which calls for a 6' tree box zone, 8-10' sidewalk, and 13-15' tenant zone.

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 Division (UFD) 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 Division, 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.

DDOT recommends that the Applicant provide at least one (1) 240-volt electric car charging station.

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.

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, availability and cost of parking, among many others.

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

- Residential: Apartment (Code 220)
- Retail: Shopping Center (Code 820)

DDOT generally finds the use of ITE codes appropriate. The Applicant also considered trip generation estimates using TripsDC, but due to that tool's overestimation of vehicle trips for buildings with all-affordable housing and very low parking ratios DDOT determined that ITE was the most appropriate resource to estimate trip generation for the subject development.

Mode split assumptions used in the subject analysis were informed by the Census and the WMATA Ridership Survey. Figure 2 shows the assumed mode split assumptions.

Land Use	Mode			
	Auto	Transit	Bike	Walk
Residential	**40%**	**40%**	**8%**	**12%**
Retail	**45%**	**25%**	**5%**	**25%**

Figure 2. Trip Generation Mode Split Assumptions (Source: Applicant's CTR)

These mode splits are reasonable, based on the expected behavior of residents in the area, but must be supported by commensurate TDM. Based on the trip generation and mode split assumptions discussed above, the Applicant predicted the following level of weekday peak hour trip generation:

Mode	Land Use	AM Peak Hour			PM Peak Hour		
		In	*Out*	*Total*	*In*	*Out*	*Total*
Auto	Apartments	4 veh/hr	17 veh/hr	21 veh/hr	19 veh/hr	10 veh/hr	29 veh/hr
	Retail	2 veh/hr	1 veh/hr	3 veh/hr	5 veh/hr	7 veh/hr	12 veh/hr
	Total	**6 veh/hr**	**18 veh/hr**	**24 veh/hr**	**24 veh/hr**	**17 veh/hr**	**41 veh/hr**
Transit	Apartments	5 ppl/hr	19 ppl/hr	24 ppl/hr	21 ppl/hr	12 ppl/hr	33 ppl/hr
	Retail	2 ppl/hr	1 ppl/hr	3 ppl/hr	5 ppl/hr	7 ppl/hr	12 ppl/hr
	Total	**7 ppl/hr**	**20 ppl/hr**	**27 ppl/hr**	**26 ppl/hr**	**19 ppl/hr**	**45 ppl/hr**
Bike	Apartments	1 ppl/hr	4 ppl/hr	5 ppl/hr	4 ppl/hr	3 ppl/hr	7 ppl/hr
	Retail	0 ppl/hr	1 ppl/hr	1 ppl/hr	1 ppl/hr	1 ppl/hr	2 ppl/hr
	Total	**1 ppl/hr**	**5 ppl/hr**	**6 ppl/hr**	**5 ppl/hr**	**4 ppl/hr**	**9 ppl/hr**
Walk	Apartments	1 ppl/hr	6 ppl/hr	7 ppl/hr	6 ppl/hr	4 ppl/hr	10 ppl/hr
	Retail	2 ppl/hr	1 ppl/hr	3 ppl/hr	5 ppl/hr	7 ppl/hr	12 ppl/hr
	Total	**3 ppl/hr**	**7 ppl/hr**	**10 ppl/hr**	**11 ppl/hr**	**11 ppl/hr**	**22 ppl/hr**

Figure 3. Trip Generation Development (Source: Applicant's CTR)

The proposed action is not expected to generate a significant number of new transit, vehicular, or walking trips during the morning and evening peak hours. Based on the anticipated level of trip generation, a full vehicle traffic analysis was not necessary to assess impacts to the surrounding vehicle network.

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.

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 0.7 miles, roughly a 14 minute walk, from both the Navy Yard/Ballpark and Waterfront Metro stations. Both stations serve the Green Line.

The site is served by high-frequency bus routes. The closest bus stop is located approximately two (2) blocks north, at First and O Street. This stop serves the 74 – Convention Center – Southwest Waterfront

Line. The Eastern Market-L'Enfant Plaza DC Circulator route also provides service in close proximity to the site with a stop at M Street and Delaware Avenue. Additional bus routes include:

- A9 – Martin Luther King Jr. MetroExtra Line
- A42, A46, A48 – Anacostia – Congress Heights Line
- P17, P19 – Oxon Hill – Fort Washington Line
- W13 – Bock Road Line
- 74 – Convention Center – Southwest Waterfront Line
- P6 - Anacostia-Eckington Line
- V1 - Benning Heights-M Street Line
- V4 – Capitol Heights-Minnesota Avenue Line
- W9 – South Capitol Street Limited Line
- 315 – Columbia/Silver Spring to Washington, D.C. MTA Line
- 735 - Charlotte Hall/Waldorf to Washington, D.C. MTA Line
- 850 - Prince Frederick/Dunkirk to Suitland/Washington, D.C. MTA Line
- D300 - Dale City-Washington Navy Yard Omni-Ride Line
- LCT - Loudoun County Transit

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 Applicant preformed a sidewalk inventory which identified sidewalk gaps in the area (Figure 4). While many gaps exist under the current conditions, future developments and DDOT's South Capitol Street Project will significantly improve the pedestrian network in the vicinity and better connect the site to nearby destinations such as transit stations/stops. Of note, the Applicant's analysis does not include recent sidewalk improvements made by DDOT on the north side of Q Street between First and 2nd Streets or the full extent of the sidewalk improvements on Q Street included in the South Capitol Street Project. These pedestrian projects will result in DDOT standard pedestrian facilities along the north side of Q Street between South Capitol Street and 2nd Street which is not currently shown in Figure 5.

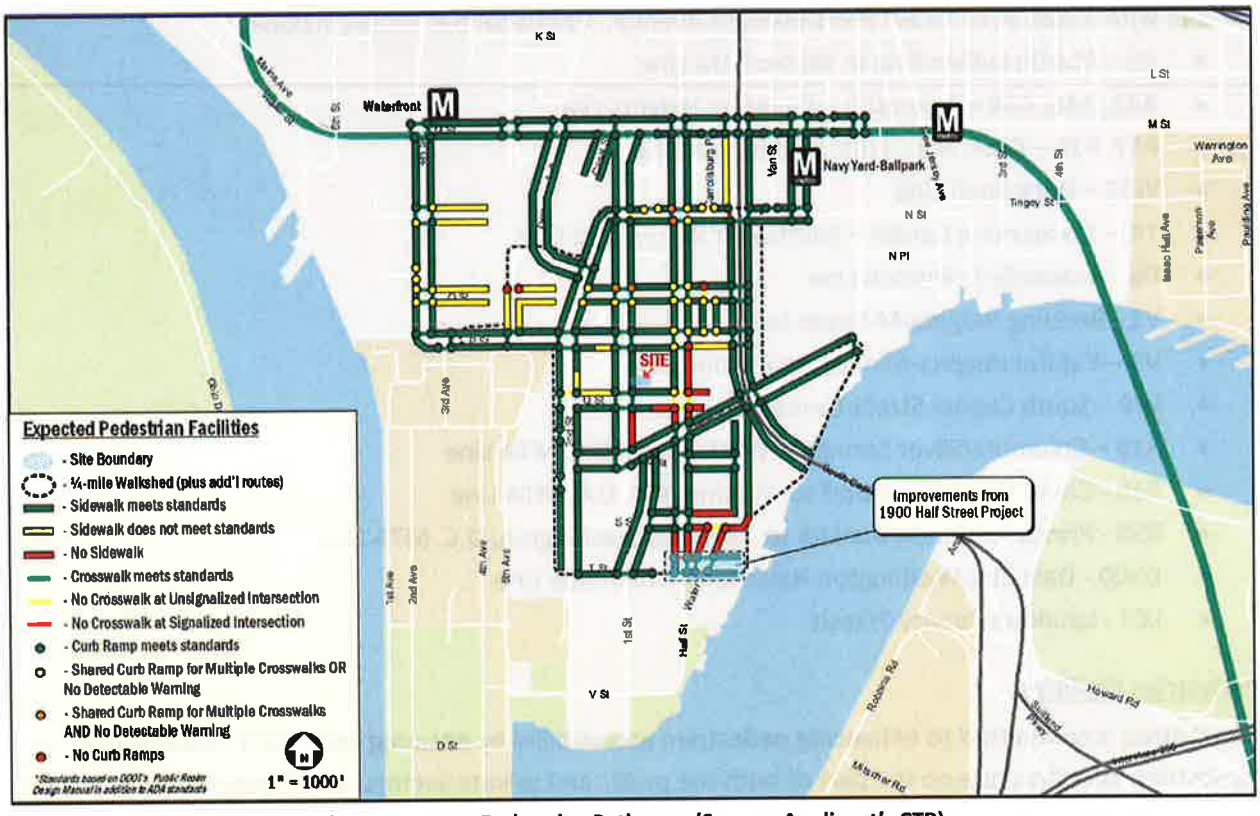

Figure 4. Future Pedestrian Pathways (Source: Applicant's CTR)

Bicycle Facilities

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.

The Applicant preformed a bicycle infrastructure inventory which identified a well-connected network of bicycle facilities in the vicinity. New cycletracks on 2nd Street between P and V Streets and R Street/Potomac Avenue between 2nd Street and South Capitol Street provide excellent connectivity to the future Anacostia Riverwalk Trail and the Navy Yard neighborhood, respectively. A series of bicycle lanes, paths, and cycletracks will be delivered with the South Capitol Street Project and will provide additional bicycle connectivity to destinations.

The Applicant proposes 45 long-term bicycle parking spaces in the parking garage, which exceeds the 34 spaces required per Subtitle C § 802.1 of the Zoning Regulations. DDOT has reviewed the bicycle parking layout and finds that the layout meets the required spacing dimensions. Additionally, the proposed eight (8) short-term bicycle parking spaces exceeds the required seven (7) spaces per Subtitle C § 802.1. The exact location of short-term bicycle facilities will be determined during the public space permitting process.

The closest existing Capital Bikeshare station is located two (2) blocks away at Potomac Avenue and Half Street. A new Capital Bikeshare station included as part of ZC Case No. 17-13 will provide excellent access to bikeshare with the station expected to be located immediately next door to the subject site.

Mitigations

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 Transportation Demand Management (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.

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 strategies:

- The Applicant will identify a TDM Leader (for planning, construction, and operations) at the building, who will act as a point of contact with DDOT/Zoning Enforcement with annual updates.

The TDM Leader will work with residents to distribute and market various transportation alternatives and options;

- The Applicant will provide TDM materials to new residents in the Residential Welcome Package materials;
- The Applicant will meet Zoning requirements by providing approximately 45 long-term bicycle parking spaces in the building garage and eight (8) short-term bicycle parking spaces along the perimeter of the site;
- All parking on site will be priced at market rates, at minimum, defined as the average cost for parking in a 0.25 mile radius from the site;
- The Applicant will unbundle the cost of residential parking from the cost of lease or purchase of each unit;
- The Applicant will provide a one-time $100 SmartTrip Card for each residential unit upon opening. A proactive marketing strategy will be provided to ensure residents are aware of this benefit.
- The Applicant will provide a bicycle repair station to be located in the secure long-term bicycle storage room;
- The Applicant will provide an on-site business center to residents with access to copier, fax, and internet services; and
- The Applicant will install a Transportation Information Center Display (electronic screen) within the residential lobby containing information related to local transportation alternatives.

The proposed TDM plan is a good basis for encouraging non-auto travel but requires the following additional measures to support the assumed mode-splits:

- Work with DDOT and goDCgo, DDOT's TDM program, to implement TDM measures at the site;
- Share the full contact information of the TDM coordinator for the site with DDOT and goDCgo;
- Provide at least two (2) shopping carts for residential use; and
- Offer residents either an annual carshare or Capital Bikeshare membership for a period of three (3) years.

Loading

The Applicant proposes a Loading Management Plan to mitigate the residential loading relief request. The proposed plan includes the following elements:

- Designate a loading manager to coordinate with residents to schedule deliveries and be on duty during delivery hours;
- Restrict use of the loading berth to trucks 23 feet in length or shorter, which equates to a commercially leasable 17-foot truck. Longer trucks will be required to loading curbside on First Street;
- Require residents to schedule move-in and move-outs;
- Coordinate trash pick-up to minimize use of the loading area;

- Prohibit idling and follow all District guidelines for heavy vehicle operations; and
- Disseminate DDOT's Freight Management and Commercial Vehicle Operations documents to drivers as needed.

The plan requires strengthening to more fully mitigate potential impacts from the loading and should be modified to include the following measures:

- Schedule deliveries 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 return at a later time when a berth will be available so as to compromise safety or impede street or intersection function;
- Schedule residential loading activities so as not to conflict with retail deliveries. All residential loading will need to be scheduled with the dock manager;
- Monitor inbound and outbound truck maneuvers and will ensure that trucks accessing the loading dock do not block vehicular, bike, or pedestrian traffic except during those times when a truck is actively entering or exiting a loading berth; and
- Prohibit the scheduling of residential move-in/move-outs within three (3) hours of a scheduled event at Audi Field or at least 10,000 attendees.

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