

Government of the District of Columbia

Department of Transportation



d. Planning and Sustainability Division

MEMORANDUM

TO: Sara Bardin
Director, Office of Zoning

FROM: Jim Sebastian *JMS*
Associate Director

DATE: September 6, 2019

SUBJECT: ZC Case No. 19-01 – 1 Hawaii Avenue NE

PROJECT SUMMARY

Wesley Hawaii, LLC (the “Applicant”) seeks approval of a Consolidated Planned Unit Development (PUD) and related Map Amendment from RA-1 to RA-2 to construct a multifamily residential building at premises 1 Hawaii Avenue, NE (Parcel 124/77). The triangular site is bounded by Allison Street to the south, Rock Creek Church Road to the west, and Hawaii Avenue to the north. The development proposal includes:

- 78 affordable residential units
- 14 off-street vehicle parking spaces
- 48 long-term bicycle parking spaces
- 12 short-term bicycle parking spaces
- One (1) 30-foot loading berth and one (1) 20-foot service/delivery space

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 parking and loading is proposed from a curb cut along Allison Street consistent with DDOT standards for site access;
- Long-term bicycle parking is located in a bicycle room accessible via the parking garage;
- The proposed loading facilities are accessed with head-in/head-out movements consistent with DDOT standards;
- The Applicant proposes a curbside pick-up/drop-off zone on Rock Creek Church Road, which DDOT will evaluate during the public space permitting process;
- DDOT recommends the Applicant provide at least one (1) electric vehicle charging station in the garage; and
- Several elements in the preliminary public space plans will require further discussion with DDOT during the public space permitting process and may need to be modified to comply with public space regulations. These elements include the utility transformer location, the sections of sidewalk within the Building Restriction Line (BRL), the playground space within the BRL, and the Rock Creek Church wall and amenity terrace design.

Travel Assumptions

- The action is expected to generate a small number of vehicle, transit, bicycle, and pedestrian trips. Accordingly, DDOT did not require a traffic impact assessment (TIA); 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. While there are numerous missing sidewalks near the site, pedestrian facilities are provided between the site and major transit stations/stops;
- The Applicant is exceeding zoning regulations by proposing 48 long-term bicycle parking spaces onsite (26 required) along with an additional 12 short-term bicycle parking spaces (4 required) located around the building; and
- The proposed Transportation Demand Management (TDM) plan is a good basis to support the proposed parking supply, but needs to be strengthened.

Mitigations

DDOT has no objection to the requested PUD with the condition that the Applicant implement a TDM Plan as proposed in the May 22, 2019 Comprehensive Transportation Review (CTR) with the additional elements described in this report.

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 utility transformer locations, the sections of sidewalk within the BRL, the playground space within the BRL, and Rock Creek Church wall and amenity terrace treatment. 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 public space regulations and standards, 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 triangular site is bounded by Rock Creek Church Road to the west, Hawaii Avenue to the east, and Allison Street to the south. Access to vehicle parking and loading is proposed from a curb cut along Allison Street consistent with DDOT standards for site access. Primary pedestrian access is located at the corner of Rock Creek Church Road and Hawaii Avenue and secondary access is proposed on Allison Street. Long-term bicycle parking is located in a bicycle room accessible via the parking garage. A site plan is shown in Figure 1.

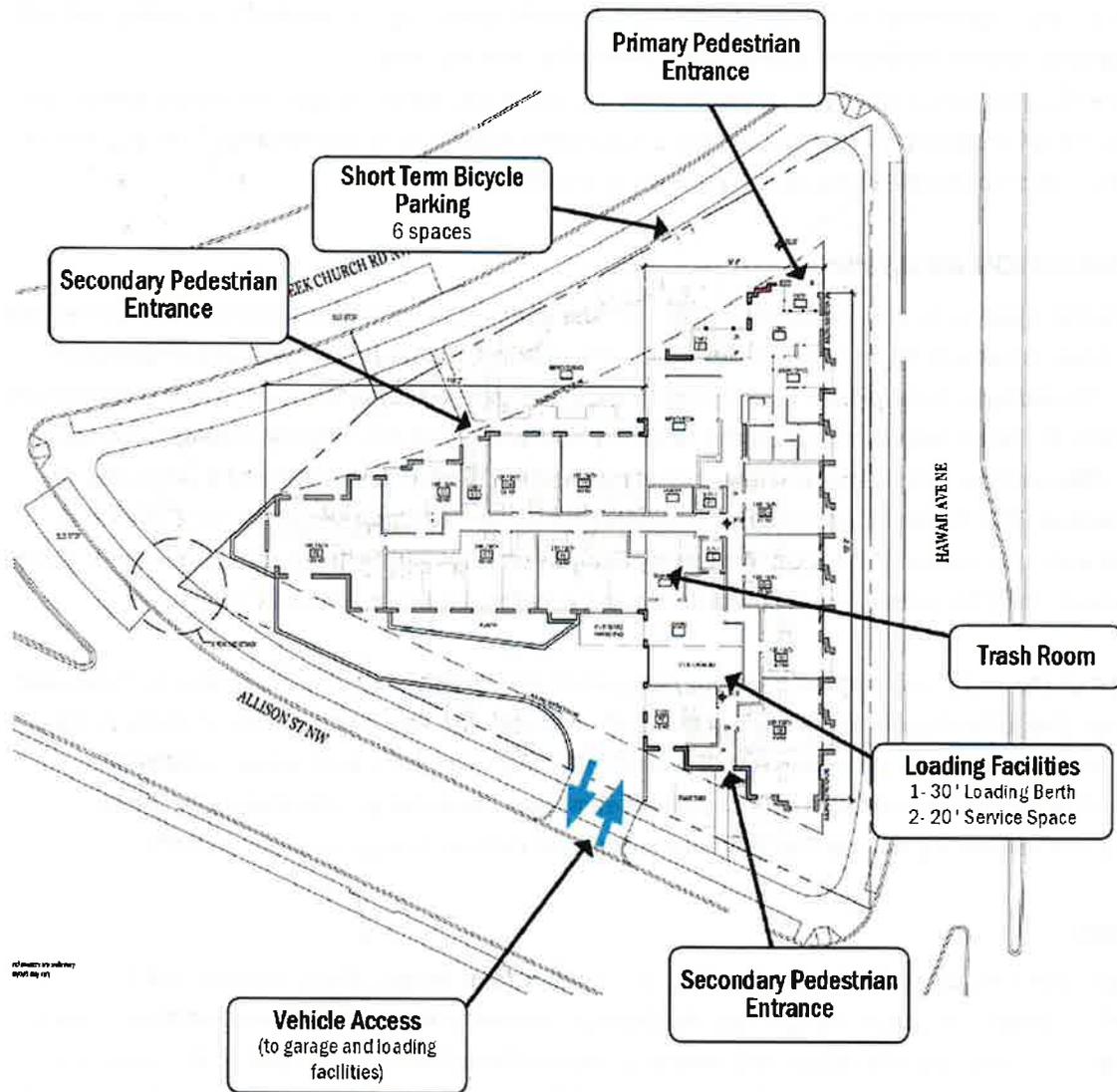


Figure 1 - Site Plan (Source: Applicant's Pre-Hearing Statement)

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 the building, which the Applicant proposes to satisfy in loading facilities accessed via Allison Street. The Applicant provided truck turning analysis showing that 30-foot trucks can access and egress the loading area within head-in/head-out movements across public space, although the outbound movement is relatively complex and requires multiple maneuvers. Of note, DDOT expects that most truck trips will be made by trucks smaller than 30-feet in length that would more easily maneuver in and out of the loading facilities.

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.

Each of the site's three (3) frontages contains a Building Restriction Line (BRL). The area between the BRL is private space that is subjected to public space regulations.

Final design of the public space will be determined during DDOT's public space permitting process. DDOT recommends the Applicant schedule a Preliminary Design Review Meeting (PDRM) prior to submitted for public space permits in order to discuss the proposed streetscape. Elements that will need to be further refined during the public space permitting process include:

- Utility vault location – Preliminary public space plans show an above-ground transformer on within the BRL area. An above ground transformer is considered a fixture and would likely require approval from the Public Space Committee. The Applicant should pursue other locations and treatments for the transformer possibly to include installing a utility vault or relocating the transformer in private property not subject to the BRL.
- Sidewalk within the BRL area – A portion of the surrounding sidewalks are shown within the BRL. The split of the sidewalk between ROW and BRL will require additional discussion at public space permitting. The Applicant may be required to redesign the streetscape such that the sidewalk is located entirely within ROW. Alternatively, legal agreements, possibly including an easement or ROW dedication, may be required.

- Playground within the BRL – The Applicant proposes a playground within the BRL on Rock Creek Church Road but has not provided plans showing the proposed treatment. Any playground equipment in this space would require approval from the Public Space Committee.
- Rock Creek Church wall and amenity terrace – A large amenity terrace and associated wall are proposed on Rock Creek Church. Walls are permitting within the BRL and in public space, but only when retaining natural grade. The proposed wall appears to include sections of free-standing wall and a glass panel and will need to be revised to come into compliance with public space regulations.
- Projections – All projections including areaways, bay and oriel windows, and steps are required to meet all application projection regulations.
- Bus stop – Existing bus stops on Rock Creek Church Road and Hawaii Avenue are expected to be preserved and upgraded to current DDOT standards.

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 Residential: Apartment (Code 220) ITE land use code in the generation estimation.

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

Land Use	Mode			
	Drive	Transit	Bike	Walk
Residential	40%	40%	10%	10%

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	Proposed	4 veh/hr	9 veh/hr	13 veh/hr	11 veh/hr	6 veh/hr	17 veh/hr
	Existing	2 veh/hr	4 veh/hr	6 veh/hr	5 veh/hr	3 veh/hr	8 veh/hr
	Net New Trips	2 veh/hr	5 veh/hr	7 veh/hr	6 veh/hr	3 veh/hr	9 veh/hr
Transit	Proposed	5 ppl/hr	18 ppl/hr	23 ppl/hr	18 ppl/hr	11 ppl/hr	29 ppl/hr
	Existing	3 ppl/hr	7 ppl/hr	10 ppl/hr	8 ppl/hr	6 ppl/hr	14 ppl/hr
	Net New Trips	2 ppl/hr	11 ppl/hr	13 ppl/hr	10 ppl/hr	5 ppl/hr	15 ppl/hr
Bike	Proposed	0 ppl/hr	2 ppl/hr	2 ppl/hr	1 ppl/hr	1 ppl/hr	2 ppl/hr
	Existing	0 ppl/hr	1 ppl/hr	1 ppl/hr	1 ppl/hr	0 ppl/hr	1 ppl/hr
	Net New Trips	0 ppl/hr	1 ppl/hr	1 ppl/hr	0 ppl/hr	1 ppl/hr	1 ppl/hr
Walk	Proposed	1 ppl/hr	3 ppl/hr	4 ppl/hr	3 ppl/hr	1 ppl/hr	4 ppl/hr
	Existing	0 ppl/hr	2 ppl/hr	2 ppl/hr	1 ppl/hr	1 ppl/hr	2 ppl/hr
	Net New Trips	1 ppl/hr	1 ppl/hr	2 ppl/hr	2 ppl/hr	0 ppl/hr	2 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 15-minute walk, from the Fort Totten Metro Station, which is served by the Red, Green, and Yellow lines.

The site is served by two (2) Metrobus routes in close proximity to the site. Figure 4 shows the available bus routes.

Route Number	Route Name	Service Hours	Headway	Walking Distance to Nearest Bus Stop
H8	Park Road-Brookland Line	Weekdays: Westbound 5:16 am - 11:52 pm	20-25 min	<0.1 miles, 1 minute
		Eastbound 5:30 am - 11:51 pm		
60	Fort Totten-Petworth Line	Weekends: Westbound 6:14 am - 12:02 am	10-21 min	<0.1 miles, 1 minute
		Eastbound 5:58 am - 12:00 am		
		Weekdays: Northbound 6:11 am - 7:36 pm		
		Southbound 5:43am - 7:03pm		

Figure 4 - Metrobus Route Information

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 in the vicinity (Figure 5). The inventory identified several gaps in network, however standard pedestrian facilities are largely present along the likely walking paths to transit stops/stations and destinations. Of note, there is no crosswalk on the northern leg of the

Hawaii Avenue/Allison Street/Clermont Drive intersection. Such an improvement would reduce the number of crossings needed to access the closest westbound/northbound H8 bus stop from three (3) to two (2). The Applicant explored two (2) possibilities for adding a crosswalk at the northern leg. As noted in the Bicycle Facilities section below, DDOT will use this analysis to inform its planning for pedestrian and bicycle improvements at this intersection.

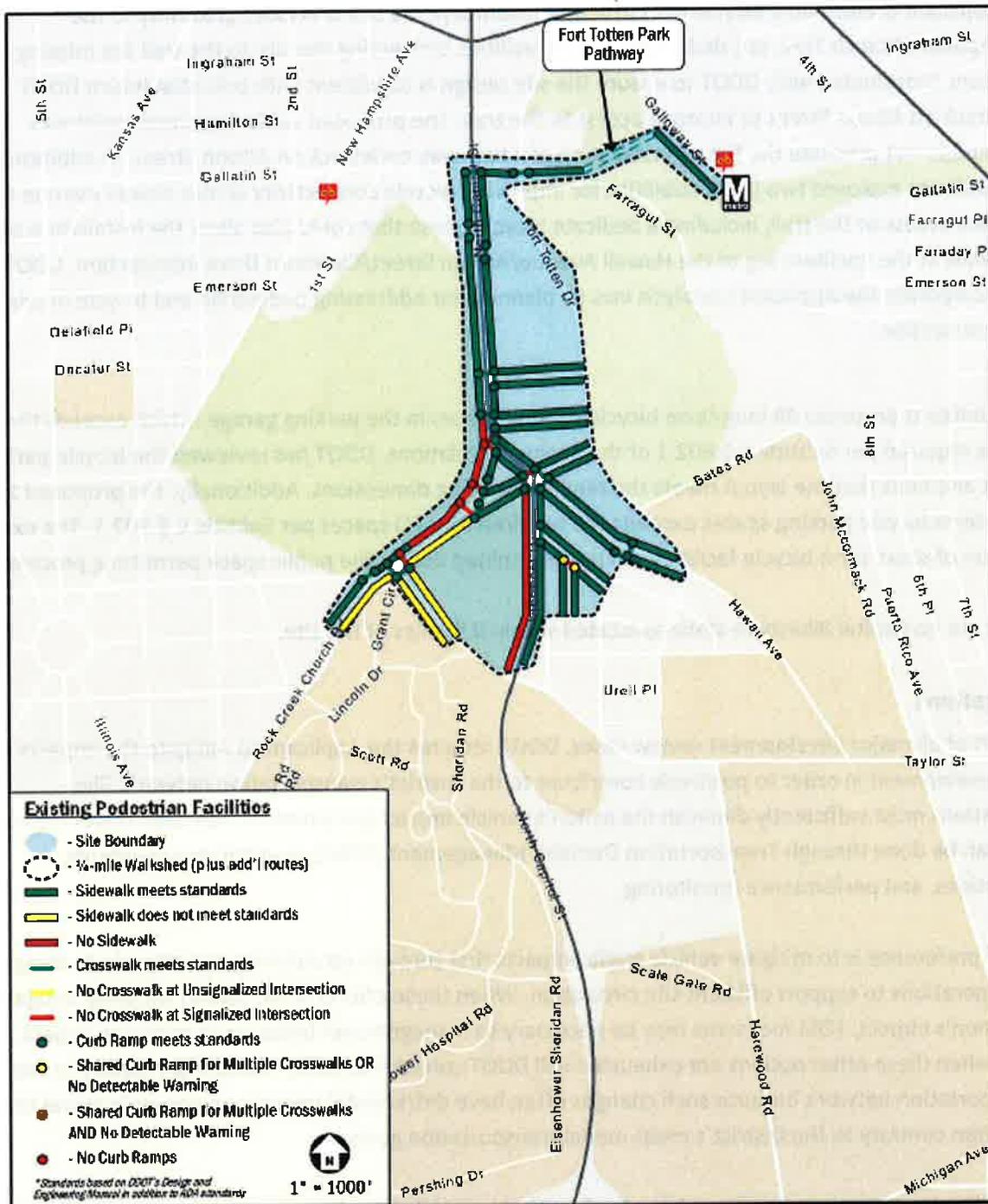


Figure 5. Future Pedestrian Pathways (Source: Applicant's CTR)

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 performed a bicycle infrastructure inventory. The site is in close proximity to the Metropolitan Branch Trail, but dedicated bicycle facilities connecting the site to the trail are missing. The Applicant coordinated with DDOT to ensure the site design is consistent with potential future DDOT cycletrack on Allison Street to improve access to the trail. The proposed vehicular access point was designed to not preclude the future installation of a two-way cycletrack on Allison Street. In addition, the Applicant explored two (2) possibilities for improving bicycle connectivity across Hawaii Avenue to facilitate access to the trail, including a dedicated bicycle phase that could also allow the installation of a crosswalk at the northern leg of the Hawaii Avenue/Allison Street/Clermont Drive intersection. DDOT will incorporate the Applicant's analysis into its planning for addressing pedestrian and bicycle needs at this intersection.

The Applicant proposes 48 long-term bicycle parking spaces in the parking garage, which exceeds the 24 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 12 short-term bicycle parking spaces exceeds the required four (4) spaces per Subtitle C § 802.1. The exact location of short-term bicycle facilities will be determined during the public space permitting process.

There are no Capital Bikeshare stations located within 0.5 miles of the 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 proposes 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;
- TDM Leaders will receive TDM training from goDCgo to learn about the TDM conditions for this project and nearby available options;
- The Applicant will post all TDM commitments online, publicize availability, and allow the public to see what commitments have been promised;
- The Applicant will provide website links to CommuterConnections.com and goDCgo.com on property websites;
- The Applicant will exceed Zoning requirements by providing 48 long-term bicycle parking spaces and twelve (12) short-term bicycle parking spaces around the perimeter of the site;
- The long-term bicycle storage room will accommodate non-traditional bike sizes, including cargo, tandem and kids' bikes;
- The Applicant will provide a bicycle repair station to be located in the secure long-term bicycle storage room;
- The Applicant will unbundle the cost of residential parking from the cost of lease or purchase of each unit, and parking cost will be the average market rate within ¼ mile of the Property at a minimum; 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:

- Identify Transportation Coordinators for the planning, construction, and operations phases of development. The Transportation Coordinators will act as points of contact with DDOT, goDCgo, and Zoning Enforcement;
- Provide Transportation Coordinators' contact information to goDCgo, conduct an annual commuter survey of employees on-site, and report TDM activities and data collection efforts to goDCgo once per year;
- Transportation Coordinators will develop, distribute, and market various transportation alternatives and options to the residents, including promoting transportation events (i.e., Bike to Work Day, National Walking Day, Car Free Day) on property website and in any internal building newsletters or communications;
- Provide residents who wish to carpool with detailed carpooling information and will be referred to other carpool matching services sponsored by the Metropolitan Washington Council of Governments (MWCOG) or other comparable service if MWCOG does not offer this in the future;
- Transportation Coordinator will subscribe to goDCgo's residential newsletter; and
- Provide a FREE SmarTrip card to every new resident and a complimentary Capital Bikeshare coupon good for one ride.

JS:jr