

Government of the District of Columbia


Department of Transportation



d. Planning and Sustainability Division

MEMORANDUM

TO: District of Columbia Zoning Commission

FROM: Anna Chamberlin, AICP
Associate Director 

DATE: December 2, 2024

SUBJECT: ZC Case No. 23-27 – Creation of Navy Yard East Zone

PROJECT SUMMARY

The Office of Planning (the “Applicant”) seeks approval of a Text and Map Amendment to create a new Navy Yard East (NYE) zone for the 653,400-square-foot southeast corner of the Navy Yard site. The subject property is located in:

- Squares 955, 979, and 979S;
- Portions of Square 1001S;
- The portion of land extending south of Squares 955 and 979 to the Anacostia River pierhead lines;
- The southeast portion of Reservation 14 containing Navy Yard Building 70; and
- The south portion of Reservation 14 containing the public pathway adjacent closed streets to the Anacostia River.

The site for the proposed zoning is generally bounded by O Street SE to the north, 11th Street SE to the east, Sicard Street SE to the west, and the Anacostia River to the south. While the site is approximately 15 acres, the developable area is considerably smaller. The site currently consists of existing structures, some of which are historic, a non-historic parking garage and administrative office spaces, and surface parking lots.

SUMMARY OF DDOT REVIEW

The District Department of Transportation (DDOT) is committed to achieving an exceptional quality of life by encouraging sustainable travel practices, safer streets, and outstanding access to goods and services. To achieve this vision, DDOT works through the Text and Map Amendment process to evaluate the requested zoning change and inform the Zoning Commission (ZC) on the order of magnitude impacts

to the transportation network. After an extensive review of the case materials submitted by the Applicant, DDOT finds:

- The site is less than ¼ mile from the 90, 92, and A8 Metrobus Priority Corridor Network routes along 11th Street SE;
- As noted in the *Washington Navy Yard Southeast Corner Master Plan* ([Exhibit 6](#)), Redbrick LMD (the “Developer”) signed a land exchange agreement with the Department of the Navy (DON) to develop the site and intends to construct up to 1,700 multi-family dwellings and 100,000 square feet of retail. The site is currently unzoned, and the Developer would not be able to construct any residential or retail under existing conditions;
- The increased density is expected to generate a significant increase in the amount of transit, biking, walking, and vehicle trips;
- The additional vehicle trips generated by the additional density could have a significant impact on the roadway network, and a Comprehensive Transportation Review (CTR) or some other transportation analysis will be required as the Developer finalizes plans for the site;
- The site is adjacent to priority transit, and DDOT encourages the Developer to minimize the amount of off-street parking provided with any future redevelopment proposals. Per DDOT’s January 2022 *Guidance for Comprehensive Transportation Review*, ideally the development would provide no more than 0.35 vehicle spaces per unit (1 per 3 units);
- Any development proposals for the site will need to account for long-term bicycle parking storage rooms, either below- or at-grade in easily accessible locations from building lobbies, as well as short-term bicycle parking, as required by Title 11 of the *District of Columbia Municipal Regulations (DCMR)* Subtitle C, § 801 and Title 18 of the *DCMR* § 1214;
- When the site redevelops, it is expected that all loading, trash pick-up, and vehicle parking will take place from the site’s internal street and alley network, outside of the public right-of-way (ROW);
- Vehicular site access for both the DON and the Developer should be consolidated as a single eastbound leg of the signalized intersection of 11th and O Streets. This leg of the intersection should be minimized to the maximum extent possible based on an intersection capacity analysis from a future CTR for the site;
- The Developer should minimize curb cuts along O Street within the site; and
- The proposed rezoning would support nearby transit and generate additional foot traffic to support nearby businesses. This is consistent with DDOT’s approach to infill sites which should be dense, compact, transit-oriented, and improve the public realm.

RECOMMENDATION

DDOT has no objection to the approval of the requested Map Amendment.

CONTINUED COORDINATION

It is expected that the Developer will coordinate with DDOT through the permitting process on the following actions to minimize impacts of a future development proposal on the transportation network:

- Given the anticipated development program for the site, a CTR or some other transportation analysis will likely be required as the Developer finalizes plans for the site;

- A Transportation Demand Management (TDM) Plan may be required if a curb cut is requested, the contents of which will be commensurate with the land use, parking supply, and scale of future development, in accordance with the January 2022 *Guidance for Comprehensive Transportation Review*;
- When the property ultimately develops, the site should be designed so that loading occurs without trucks performing backing maneuvers through sidewalk space. Also, coordinate with DDOT on an appropriate Loading Management Plan (LMP), if necessary;
- Coordinate with DDOT's Urban Forestry Division (UFD) and the Ward 8 Arborist regarding the preservation of any existing Heritage Trees or Special Trees on the property. According to the District's [Tree Size Estimator map](#), the property has approximately 14 Special Trees; and
- Continue coordination with DDOT on the public space design elements noted in the Streetscape and Public Realm section of this report.

TRANSPORTATION ANALYSIS

Mode Split and Trip Generation Comparison

DDOT conducted a trip generation analysis for the site to understand the transportation impacts of mixed-use development scenarios under the proposed NYE zones. Though there are existing structures on the site, existing vehicle and person trips are assumed to be zero for the purposes of this analysis since the site is currently unzoned and located within a secure, federal campus. To complete the analysis, DDOT assessed the theoretical maximum development potential of the site based on the proposed zoning.

If rezoned to NYE, the site could potentially achieve an 8.0 floor area ratio (FAR) for a mixed-use development, assuming an additional 1.0 FAR for residential use that the ZC can grant on top of the maximum permitted density of 7.0 FAR. It is estimated that a maximum of 1,700 residential units, 100,000 square feet of retail, and 933 hotel rooms could be constructed on-site if the zoning to NYE is granted, as compared to zero dwellings with no retail or lodging under existing, unzoned conditions.

It is important to note that a specific development has not been proposed and that these are just estimates based on the anticipated sitewide development maximum of 2.05 million gross square feet and up to 1,700 residential units and 100,000 square feet of retail, which DDOT obtained from the *Washington Navy Yard Southeast Corner Master Plan*. Granting the zoning would not lock in the development program estimated in this report since the NYE allows for a wider range of uses and the site may include additional constraints that will affect the amount of developable space.

To determine the number of trips generated, DDOT utilized the rates published in the ITE *Trip Generation Manual*, 11th Edition, webtool. Non-auto mode shares of 60%, 75%, and 70% were assumed for residential, retail, and hotel uses, respectively, based on the site's proximity to Priority Transit (Metrobus Routes 90, 92, A8). Table 1 below presents a summary of DDOT's estimate of vehicle and person trips for the site's development.

As shown below, development of the site with the maximum number of allowable units (estimated 1,700 multi-family dwellings, 100,000 square feet of retail, 933 hotel rooms) will generate approximately 333 vehicle trips in the weekday morning commuter peak hour, 468 vehicle trips during the weekday

evening commuter peak hour, and 556 vehicle trips during the Saturday peak hour. This represents a significant increase in vehicle trips on the transportation network.

Table 1 | Trip Generation Comparison

Development Scenario	Estimated Development Program	AM Peak Person Trips	PM Peak Person Trips	SAT Peak Person Trips	AM Peak Vehicle Trips	PM Peak Vehicle Trips	SAT Peak Vehicle Trips
Maximum Current Matter-of-Right – Unzoned	Not Applicable	0	0	0	0	0	0
Maximum Future Matter-of-Right – NYE Zone	1,700 Multi-Family Dwellings 100,000 SF Retail 933 Hotel Rooms	1,411	2,180	2,645	333	468	556

Vehicle Parking, Bicycle Parking, and Loading Requirements

Per the proposed Title 11 of *DCMR*, Subtitle K, § 1303.1(c) and § 1303.1(d), the cumulative total of all parking spaces built within the NYE zone¹ shall not exceed a total of 1,550 parking spaces, and there will be no minimum vehicle parking requirement in the NYE zone

According to DDOT’s January 2022 *Guidance for Comprehensive Transportation Review*, a site this proximate to priority transit should provide no more than 0.35 spaces per residential unit (1 space per 3 units). The presence of surplus parking has the potential to induce demand for additional driving on the roadway network. During public space permitting, the Developer will be required to commit to a TDM plan if the project has 20 or more residential units and a curb cut, the contents of which will be determined at that time and will be influenced by the amount of off-street parking provided. Per the proposed Title 11 of *DCMR*, Subtitle K, § 1303.1(a) and § 1303.1(b), at least 20% of the total provided parking spaces² shall have access to electric vehicle charging infrastructure and at least 5% shall have access to electric vehicle charging stations.

The project must meet all bicycle parking requirements. Per the proposed Title 11 of *DCMR*, Subtitle K, § 1304.1(c), the Developer must provide one (1) long-term bicycle parking space per 2.5 residential, multiple dwelling units. DDOT encourages the Developer to meet or exceed all other bicycle parking, shower, and locker requirements of Title 11 of the *DCMR* Subtitle C § 800 and Title 18 of *DCMR* § 1214. Long- and short-term bicycle parking should be designed in accordance with the 2018 DDOT *Bike Parking Design Guide*. As required by zoning, at least 50% of long-term bicycle parking spaces must be located horizontally on the floor or easily accessible on the bottom level of a two-tier rack system. Additionally, per the proposed Title 11 of *DCMR*, Subtitle K, § 1304.1(a) and § 1304.1(b), the Developer must provide at least 20% of required long-term spaces with access to electrical sources for charging electric bikes and design 5% of spaces for cargo and larger bikes (10 feet by 3 feet rather than 6 feet by 2 feet in the DDOT *Bike Parking Design Guide*).

¹ Including below-grade, surface, on-street, and above-grade structured parking, and inclusive of any spaces dedicated to Federal use within the NYE zone; each application to the Department of Buildings shall provide an accounting for the total number of parking spaces within the NYE zone.

² Including those parking spaces in the existing parking garage and excluding any parking spaces within the NYE zone dedicated to Federal use (which shall not exceed 800 parking spaces).

If the redevelopment proposal triggers loading requirements, the Developer must ensure that there is no backing of trucks across the sidewalk and that all movements through sidewalk space are head-in and head-out with turns occurring on private property or an alley. If an alley is available, access must be provided via the alley. If the project has more than three (3) residential units, the Developer must contract a private trash collection service. Trash must be stored on private property out of the view of the sidewalk and collected from an alley or parking lot. Move-ins and move-outs should occur from a loading berth, off-street parking space, alley, or parking lot, if provided. Future residents may also obtain “emergency no parking” signs through DDOT’s Transportation Online Permitting System (TOPS) to reserve an on-street parking space for move-ins and move-outs. Per the proposed Title 11 of *DCMR*, Subtitle K, § 1305.1, required loading berths and facilities do not need to be located on the same lot as the building or buildings they are intended to serve but must be located on a lot within the NYE zone.

Note that the exact zoning requirements for vehicle parking, bicycle parking, and loading will be determined by the Department of Buildings (DOB) and will be based on the specific development ultimately proposed.

HERITAGE AND SPECIAL TREES

According to the District’s [Tree Size Estimator map](#), the property has no Heritage Trees and approximately 14 Special Trees. DDOT expects that the Developer coordinate with the Ward 8 Arborist regarding the preservation and protection of existing Heritage, Special, and small street trees, as well as the planting of new street trees, in bioretention facilities or a typical expanded tree planting space, if proposed.

Special Trees are between 44 inches and 99.99 inches in circumference. Special Trees may be removed with a permit. However, if a Special Tree is designated to remain by UFD, a Tree Protection Plan (TPP) will be required.

STREETSCAPE AND PUBLIC REALM

When the site develops or there are any substantial renovations to future buildings, the property owner will be expected to rehabilitate streetscape infrastructure between the curb and the property lines, in line with District policy and practice. This includes curb and gutters, street trees and landscaping, streetlights, sidewalks, and other appropriate features within the public rights of way bordering the site.

Specifically, in a March 2022 memorandum to the Naval Facilities Engineering Systems Command Washington, DDOT flagged several items of interest that the Developer should be aware of and continue to coordinate with DDOT on when the site develops:

- 24-hour public access to the Anacostia Riverwalk Trail shall be maintained;
- Restore the Anacostia Riverwalk Trail to a state of good repair in accordance with ADA, ABAAS, and PROWAG guidance;
- Complete a CTR to determine the impacts of the proposed development(s) on the District’s transportation network;
- Ensure the number of off-street parking spaces is consistent with the Preferred Maximum Vehicle Parking Rates outlined in DDOT’s January 2022 *Guidance for Comprehensive Transportation Review*;
- Provide long-term and short-term bicycle parking spaces as required by zoning;

- Public space, including curb and gutter, street trees and landscaping, streetlights, sidewalks, curb ramps, and other features within the public rights of way, are expected to be designed and built to DDOT standards;
- Ensure private, internal sidewalks and roadways are built to DDOT standards;
- Site design should focus on minimizing vehicle and pedestrian conflicts at its access points, loading facilities, vehicle parking areas, and public space adjacent to the site;
- Coordinate with the 11th Street Bridge Park project team to ensure each project properly considers the other. If the project moves forward, the 11th Street western sidewalk from M Street to the waterfront should be evaluated to be widened to accommodate separate pathways for pedestrians and bicyclists and matching with the 11th Street Bridge Park project design;
- Any possibility of removing the brick wall along the Anacostia Riverwalk Trail should be considered for the opportunity to make a more inviting and open trail; and
- The Anacostia Riverwalk Trail is intended for active transportation users. Any activation of the piers should include adequate queueing space outside of the Anacostia Riverwalk Trail to ensure its continued use as a transportation.

Additional potential access and public space issues that the Developer should be aware of and continue to coordinate with DDOT on based on a review of this case's materials include:

- Vehicular site access for both the DON and the Developer should be consolidated as a single eastbound leg of the signalized intersection of 11th and O Streets. This leg of the intersection should be minimized to the maximum extent possible based on an intersection capacity analysis from a future CTR for the site;
- All vehicular site access to the site, as well as loading facilities and trash pick-up, must be via the site's internal street and alley network, outside of the public ROW;
- Ensure there is no backing of trucks across the public space and that all movements through public space are head-in and head-out;
- Given the high density of proposed development, sidewalk clear paths should be a minimum of 10 feet in width and tree boxes a minimum of 4 feet in width where at all possible through the site;
- Provide a plan showing the detailed design of the long-term bike storage rooms so DDOT's Planning and Sustainability Division can confirm they meet the requirements of Title 11 of the *DCMR* Subtitle C, § 800 and Title 18 of the *DCMR* § 1214 and DDOT *Bike Parking Guide* best practices;
- At a minimum, install No Right Turn on Red signage for the eastbound leg of the signalized intersection at 11th and O Streets SE; and
- Any existing Cobra Head-style streetlights along the site perimeter should be replaced with either Washington Globe or Decorative Tear Drop-style streetlights. Exact style to be installed will be determined at the time of permitting.

DDOT encourages the Developer to participate in a Preliminary Design Review Meeting (PDRM) with the Office of Planning and DDOT to discuss the public space design when a future development is proposed.

In conjunction with the *DCMR*, DDOT's *Design and Engineering Manual (DEM)* and the *Public Realm Design Manual* will serve as the main public realm references for the Developer. DDOT staff will be available to provide additional guidance during the public space permitting process.

AC:pj