

Government of the District of Columbia

Department of Transportation



d. Planning and Sustainability Division

MEMORANDUM

TO: District of Columbia Zoning Commission

FROM: Meredith Soniat
Acting Associate Director *MS*

DATE: October 6, 2025

SUBJECT: ZC Case No. 24-11 – New City PUD

PROJECT SUMMARY

Jemal's Schaeffer LLC & Jemal's Bumper George LLC (jointly, the "Applicant") have requested approval of a Consolidated Planned Unit Development (PUD) application to develop a property bounded by New York Avenue NE to the north, Bladensburg Road NE to the east, Montana Avenue NE to the west, and a WMATA bus facility to the south. The site is currently vacant.

A large mixed-use development at the site was approved in 2016 through the Large Tract Review process. However, this project was never built, and the Applicant now proposes to construct a 185,692-square-foot warehouse on site with two (2) new curb cuts and 19 loading berths.

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 zoning process to ensure that impacts from new developments are manageable within and take advantage of the District's multi-modal transportation network and, as necessary, propose mitigations that are commensurate with the action. After an extensive review of the case materials submitted by the Applicant, DDOT finds:

- Vehicular access to the site is proposed via an existing alley and two (2) curb cuts. These curb cuts provide access to an east-west private driveway which serves the site's parking and loading areas;
- A total of 198 vehicle parking spaces, split between three (3) separate parking lots, and 19 loading berths are proposed. This is significantly higher than DDOT's preferred maximum level of vehicle parking for a warehouse project of this size;
- The Comprehensive Transportation Review (CTR) indicated that two (2) of the study intersections unacceptably degrade in operations due to the addition of site-generated vehicle

trips. As mitigation for these impacts and the excess parking provided, DDOT requests that the Applicant construct several multimodal safety improvements detailed later in this report;

- The Applicant proposes a Transportation Demand Management (TDM) Plan (Attachment 1), that will support usage of non-auto modes and mitigate the identified traffic impacts.

RECOMMENDATION

DDOT has no objection to the approval of this PUD application with the following conditions included in the Zoning Order:

- Implement the TDM Plan as proposed in the CTR (Exhibit 49A), for the life of the project, unless otherwise noted.
- Implement the following infrastructure improvements in public space, subject to DDOT approval:
 - Install sidewalk and trail along the site's New York Avenue frontage and along Montana Avenue NE from New York Avenue NE to Bladensburg Road NE;
 - Provide an easement for all sidewalk and trail facilities within the property line so that DDOT can provide maintenance;
 - Install intersection signalization as needed at the driveway on Montana Avenue NE at 17th Street NE and on Bladensburg Road NE at T Street NE; and
 - Upgrade the sidewalk along the site's Bladensburg Road frontage to DDOT's width and buffer standards where it does not already meet this standard.

CONTINUED COORDINATION

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

- The Applicant will be required to obtain public space permits for all elements of the project proposed in public space. DDOT has several comments on the initial public space design which are noted later in the Streetscape and Public Realm section and can be resolved during the public space permitting process;
- The Applicant should participate in a Preliminary Design Review Meeting (PDRM) to discuss the public space design with DDOT and Office of Planning (OP);
- Coordinate with DDOT's Planning and Sustainability Division (PSD) to ensure the long-term bicycle storage room, showers, and lockers meet Zoning requirements and DDOT design guidelines;
- Submit a detailed curbside management and signage plan for Curbside Management Division (CMD) review, consistent with current DDOT policies. If meter installation is required, they will be at the Applicant's expense;
- Coordinate with DDOT's TDM Team and goDCgo on the implementation of the TDM Plan; and
- Coordinate with DDOT's Urban Forestry Division (UFD) and the Ward 5 Arborist regarding the possibility of any existing Heritage Trees or Special Trees on the property as well as any street trees in public space.

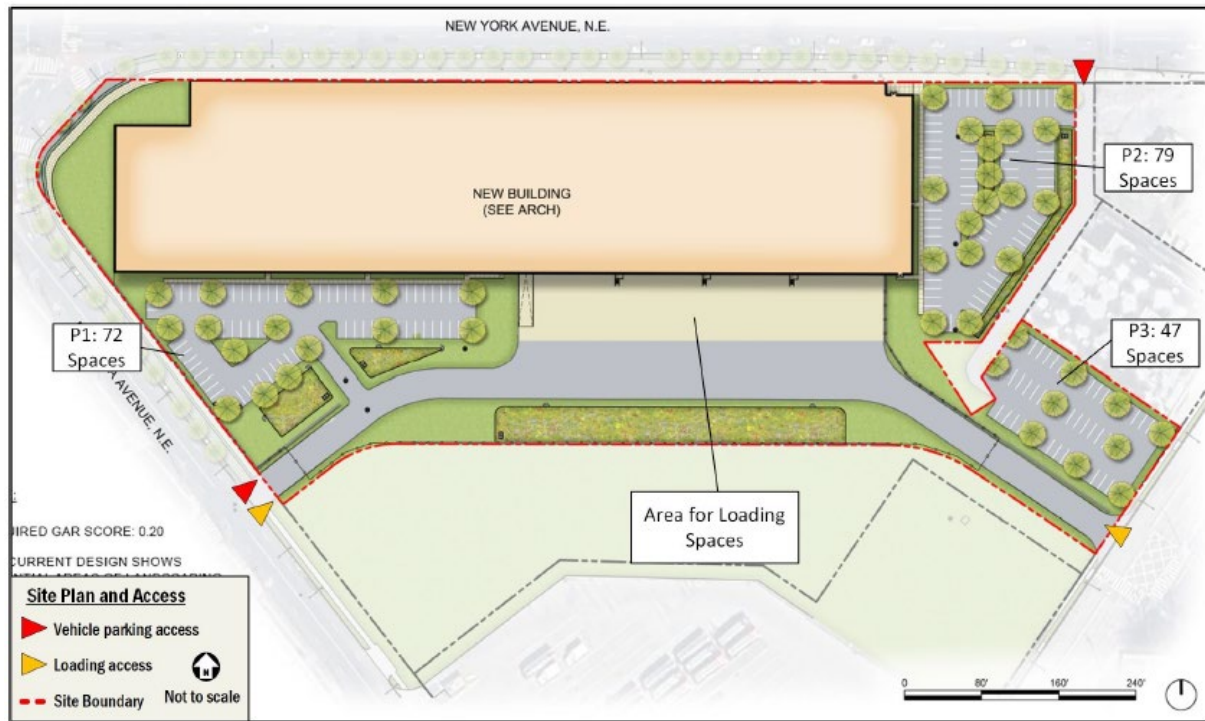
TRANSPORTATION ANALYSIS

The following is DDOT’s review of the submitted plans, application materials, and September 16, 2025, CTR to assess the project’s consistency with the District’s vision for an equitable and sustainable transportation system that delivers safe and convenient ways to move people, goods, and services.

Site Access

Pedestrian access to the site is on New York Avenue. The project proposes three (3) separate vehicle parking areas in addition to a loading area. Vehicular access to two (2) of the parking areas is provided from the existing public alley connecting to New York Avenue, and access to the other parking area is provided from the internal east-west driveway. This driveway connects Montana Avenue, Bladensburg Road, the site’s loading area, and one of the parking areas. All existing curb cuts at the site, aside from the two (2) entrances to the private driveway, will be removed. Figure 1 below shows the site layout of the proposed project.

Figure 1 | Site Plan



Source: Gorove/Slade 9/16/25 CTR, Figure 6

Vehicle Parking

The overall parking demand created by the development is primarily a function of land use, development square footage, price, and supply of parking spaces. However, in urban areas, other factors contribute to the demand for parking, such as the availability of high-quality transit, frequency of transit service, proximity to transit, connectivity of bicycle and pedestrian facilities within the vicinity of the development, demographic composition, and other characteristics.

The project is required by Zoning to provide 62 vehicle parking spaces. The project proposes a total of 198 on-site parking spaces split among three (3) separate lots. The project is not eligible to take a 50%

reduction because the site is more than ½ mile from a Metrorail station and more than ¼ mile from the nearest Priority Bus Route.

DDOT finds the amount of vehicle parking proposed on-site to be high given the project size and use. Per DDOT's January 2022 *CTR Guidelines*, a maximum of 93 spaces for a warehouse of this size would be appropriate. Since the Applicant proposes to provide significantly more parking than this amount, DDOT expects the Applicant to provide additional mitigation measures, detailed later in this report.

The project proposes to serve four (4) parking spaces with electric vehicle (EV) charging stations, which is consistent with DDOT's recommendation to install at least one (1) EV station for every 50 vehicle parking spaces.

Bicycle Parking

The project is required by Title 11 of *DCMR*, Subtitle C § 802.1 to provide nine (9) long-term bicycle parking spaces. Short-term bicycle parking is not required for the PDR use. The Applicant will provide at least 10 long-term spaces within a secure bicycle room within the building. The Applicant also proposes to construct some short-term spaces but has not identified an exact number.

As the design of the long-term bicycle storage room moves forward, the Applicant should refer to page F-9 of Appendix F in the *Guidance for Comprehensive Transportation Review* for design best practices. The storage room must be designed so that a minimum of 50% of long-term spaces are located horizontally on the floor or bottom of a two-tier rack system, 10% of spaces are served by electrical outlets, and 5% of spaces (minimum 2 spaces) are designed for larger tandem/cargo bikes (10 feet by 3 feet, rather than 6 feet by 2 feet).

The Applicant is also required by Title 11 of *DCMR*, Subtitle C § 806 to provide six (6) showers and six (6) lockers to support bicycle commuters.

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. Access to this building for loading and unloading, delivery and trash pick-up is an important consideration, and DDOT expects the project to comply with DDOT's standards for loading.

Per Title 11 of *DCMR*, Subtitle C § 901.1 and § 901.4, PDR uses with 150,000 to 200,000 square feet of gross floor area are required to provide three (3) loading berths. The project proposes to significantly exceed these requirements by providing a total of 19 loading berths.

The building is designed so that all loading activities take place in the loading dock area accessible via the east-west private driveway. The truck turning diagrams included in the CTR demonstrate that large trucks can enter and exit the site from the public roadway network with head-in and head-out movements, consistent with DDOT standards.

Heritage and Special Trees

According to the District's [Tree Size Estimator map](#), there are two (2) Special trees within the project's street frontage. DDOT expects the Applicant to coordinate with the Ward 5 Arborist regarding the

preservation and protection of existing Special and small street trees, as well as the planting of new street trees, in bioretention facilities or a typical expanded tree planting space.

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

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, streetlights, sidewalks, and other appropriate features within the public rights of way bordering the site.

The Applicant must work closely with DDOT and OP 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 Titles 11, 12A, and 24 of *DCMR*, DDOT's *Design and Engineering Manual (DEM)* and *Public Realm Design Manual* will serve as the main public realm references for the Applicant. Streetscape designs will be reviewed in further detail during the public space permitting process.

While the preliminary public space plans, shown above in Figure 1, are generally consistent with DDOT standards, there are several considerations that need to be reviewed in greater detail during the public space permitting process:

- Signalize the intersection of Bladensburg Road and T Street if it has not already been built by the time the Applicant applies for public space permits;
- Close the existing Montana Avenue curb cut at the eastern edge of the site frontage that will not be used in the redeveloped site;
- Provide an easement for all sidewalk and trail facilities within the property line so that DDOT can provide maintenance;
- Submit a detailed curbside management plan with proposed signage for review and approval by DDOT Curbside Management Division (CMD). If CMD requires multi-space meters for the remainder of the frontage, they will be at the Applicant's expense;
- Provide a plan showing the detailed design of the long-term bike storage room so PSD can confirm it meets the requirements in Title 11 of *DCMR*, Subtitle C § 800, Title 18 of *DCMR*, § 1214, and DDOT *Bike Parking Guide* best practices, including larger cargo/tandem spaces; and
- Determine final locations for the short-term bicycle parking.

DDOT encourages the Applicant to participate in a Preliminary Design Review Meeting (PDRM) to address design-related comments provided by DDOT and OP.

Mode Split and Trip Generation

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

Mode split assumptions used in the analysis were informed by the Census, WMATA’s Development-Related Ridership Survey, mode splits used for nearby developments, and MWCOG’s *State of the Commute Survey Report*. As shown in Figure 2 below, 92% of trips were assumed to be made by vehicle, and the remainder of trips are anticipated to be made by transit, walking, or bicycling.

Figure 2 | Summary of Mode Split Assumptions

Mode	Mode Split				
	Auto	Transit	Bike	Walk	Telecommute
Industrial	92%	5%	1%	2%	0%

Source: Gorove/Slade 9/16/25 CTR, Table 3

The study provided trip generation estimates based on the rates published in the Institute of Transportation Engineers (ITE) *Trip Generation Manual, 11th Edition* (Land Use Code 110, General Light Industrial). The assumed mode-split was used to convert base vehicular trips to base person trips using average auto occupancy data and then back to vehicular, transit, bicycle, and pedestrian trips. DDOT finds these methods appropriate.

As shown below in Figure 3, the projected person and vehicle trips met DDOT’s thresholds in the *CTR Guidelines* for further analysis (100 total person trips OR 25 inbound or outbound vehicle trips during any one of study periods). As such, a Comprehensive Transportation Review (CTR) study with traffic impact analysis (TIA) was required.

Figure 3 | Multi-Modal Trip Generation Summary

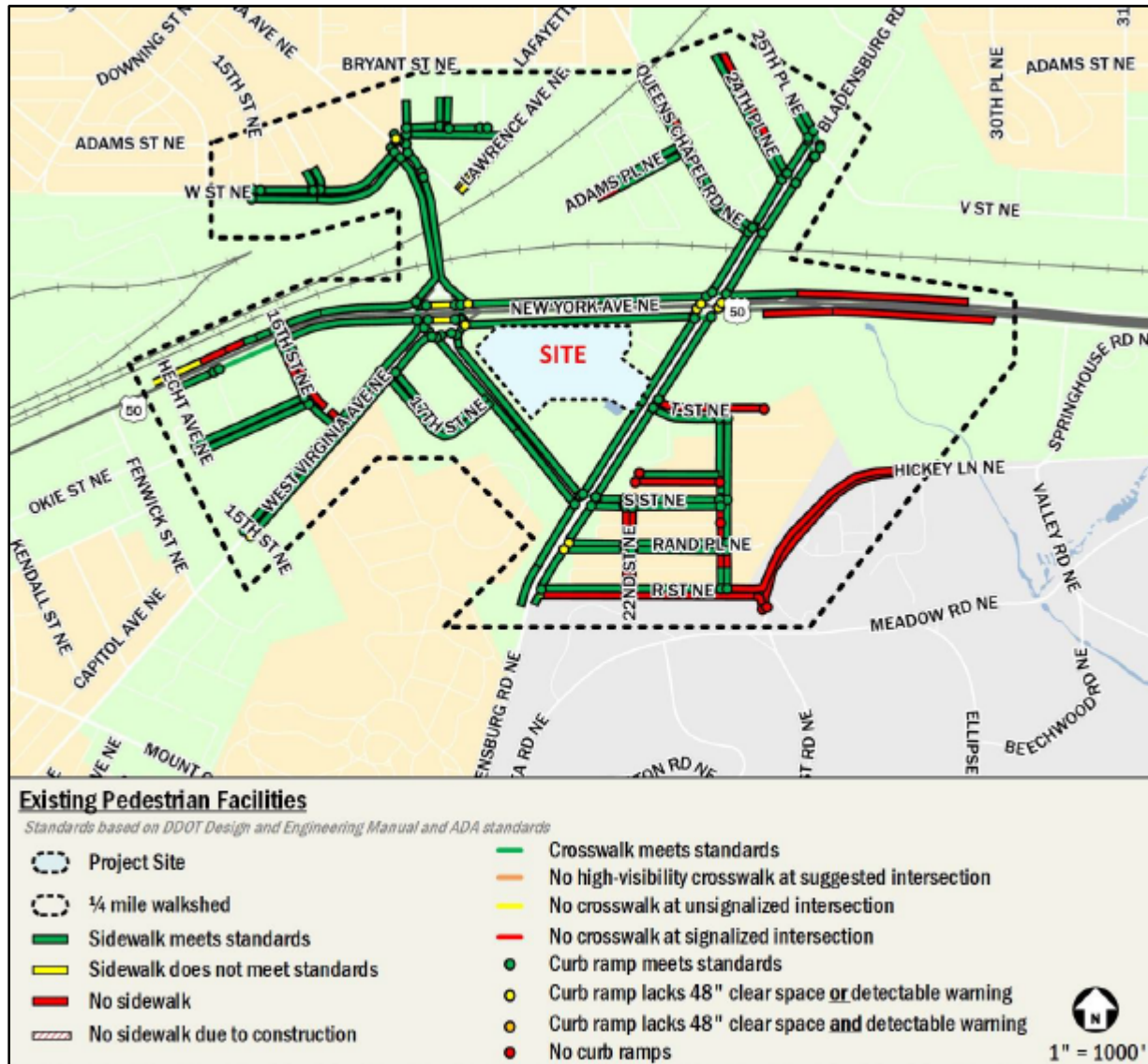
Mode	Modal Split	AM Peak Hour			PM Peak Hour		
		In	Out	Total	In	Out	Total
Proposed Plan							
Industrial Use (185,692 SF)							
Auto Trips [veh/hr]	92%	112	14	126	15	97	112
Transit [ppl/hr]	5%	7	1	8	1	6	7
Bike [ppl/hr]	1%	1	1	2	0	1	1
Walk [ppl/hr]	2%	3	0	3	1	2	3

Source: Gorove/Slade 9/26/25 CTR, Table 4

Pedestrian Network

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. DDOT expects the Applicant to reconstruct the public space along the frontage and upgrade any pedestrian facilities leading to transit stops and neighborhood services to current DDOT standards.

The CTR’s inventory of existing pedestrian infrastructure, as shown in Figure 4 below, demonstrates that most sidewalks in the immediate vicinity of the site are currently constructed with appropriate widths and include accessible curb ramps. While there are several missing or substandard facilities in the broader area, the existing pedestrian network along major walking routes is generally adequate.

Figure 4 | Existing Pedestrian Network

Source: Gorove/Slade 9/16/25 CTR, Figure 24

To enhance the pedestrian accessibility of the site, the Applicant will upgrade the site's New York Avenue and Montana Avenue streetscapes with a sidewalk and shared use path. DDOT notes that the final design of these improvements will occur during public space permitting.

Bicycle Network

The District is committed to enhancing bicycle accessibility by ensuring consistent investment in bicycle 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 bicycling trips.

As shown below in Figure 5, the site is accessible via existing protected bike lanes on West Virginia Avenue and future protected bike lanes on Bladensburg Road. The Applicant will construct a multi-use path along the site's New York Avenue and Montana Avenue frontages, further enhancing bicycle accessibility.

Figure 5 | Existing Bicycle Facilities

Source: Gorove/Slade 9/16/25 CTR, Figure 21

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 over a mile away from the Rhode Island Ave-Brentwood Metrorail station which is served by the Red Line. Trains serve the Metrorail station every 4 to 10 minutes on weekdays and weekends. The closest bus stops to the site are located at Bladensburg Road and T Street, served by the Metrobus C41 route, and West Virginia Avenue and 19th Street, served by the C71 route.

Curbside Management

When a property redevelops, it is DDOT policy to reevaluate the existing curbside restrictions around the site frontages to ensure they align with the new land use(s) on the property and surrounding

neighborhood context. Parking is not permitted along the site's New York Avenue and Bladensburg Road frontages. The site's Montana Avenue frontage offers unrestricted parking. The Applicant does not propose any changes to the site's curbside designations.

A detailed curbside and signage plan must be submitted during public space permitting for review and approval by DDOT's Curbside Management Division (CMD). At that time, the plan may be refined by CMD and the exact signage placards will be determined. If multi-space meters are required by CMD then they will be at the Applicant's expense.

Traffic Impact Analysis (TIA)

DDOT aims to provide a safe and efficient roadway network that provides for the timely movement of people, goods, and services. As part of the evaluation of travel demand generated by the site, DDOT requests analysis of traffic conditions for the agreed upon study intersections for the current year and after the facility opens both with and without the site development or any transportation changes.

To determine the proposed development's impact on the transportation network, the Applicant completed a Traffic Impact Analysis (TIA) as a component of the larger CTR which includes an extensive analysis of existing conditions (2025 Existing), future with no development (2027 Background) and future conditions with development (2027 Future) scenarios.

Background Developments and Regional Growth

DDOT required the CTR to account for future growth in traffic on the network or what is referred to as background growth. Background growth is made up of local traffic growth from approved but not constructed nearby land development projects and regional traffic growth further away from the site based on forecasts from the Metropolitan Washington Council of Governments' (MWCOC) regional travel demand model.

The Applicant coordinated with DDOT on the appropriate background developments and regional growth methods to include in the analysis. No background developments were included, but annually compounding background regional growth rates of between 0.10% and 0.72% were assumed in the study area, differing based on roadway and peak hour.

DDOT also requires applicants to consider future changes to the roadway network. It was determined in coordination with DDOT staff that the following change is anticipated before 2027:

- Legislation passed by the DC Council banned right-turns on red at all intersections. Under background and future scenarios, it was assumed that all signalized intersections will have "No Turn on Red" signage installed, and that right-turns on red will be universally prohibited.

The Bladensburg Road NE Multimodal Safety and Access Project, which will alter lane configurations on Bladensburg Road and add a new traffic signal at Bladensburg Road and T Street, may or may not occur before 2027. To be conservative, the Applicant accounted for these changes in the CTR and will implement the signal if it has not yet been constructed by DDOT.

The Applicant also proposes to signalize the intersection of Montana Avenue and 17th Street as part of this project. As of October 6th, 2025, the Applicant and DDOT are still in discussions as to whether signalizing this intersection is appropriate.

Study Area and Data Collection

The Applicant collaborated with DDOT to identify 11 existing intersections where detailed vehicle counts would be collected and a level of service (LOS) analysis would be performed. These intersections are immediately adjacent to the site and include intersections radially outward from the site with the greatest potential to see impacts in vehicle delay. DDOT acknowledges that not all affected intersections are included in the study area and there will be intersections outside of the study area which would realize new trips. However, DDOT expects minimal to no increase in delay outside the study area as a result of the proposed action.

The Applicant collected weekday intersection traffic count data on Thursday, February 17 from 6:30 a.m. to 9:30 a.m. and 4:00 p.m. to 7:00 p.m. while District of Columbia Public Schools and Congress were in session.

Trip Distribution and Assignment

The study included a drive-shed analysis that considered likely travel times as well as relevant demographic characteristics of the drive-shed area. This drive-shed analysis was then used to distribute the vehicle trips throughout the study area intersections. The analysis revealed that approximately 20% of the trips travel to and from the north, 22.5% to/from the east, 25% to/from the south, and 32.5% to/from the west.

Results of Roadway Capacity Analysis

The roadway capacity analysis provided in the CTR demonstrated that two (2) of the 11 study intersections reach DDOT's threshold for mitigation:

- New York Avenue, Montana Avenue, and West Virginia Avenue
 - The delay on the northbound approach degrades to an unacceptable LOS during the PM peak hour
- Montana Avenue and Bladensburg Road
 - The volume-to-capacity ratio for the northbound left movement degrades to an unacceptable level during the AM peak hour

Due to these impacts and the site's high parking ratio, DDOT requests that the Applicant complete the following mitigation measures:

- The Applicant's proposed dual sidewalk and multi-use path on Montana Avenue should extend to Bladensburg Road;
- Signalize the intersection of Bladensburg Road and T Street if it has not already been built by the time the Applicant applies for public space permits; and
- Upgrade the sidewalk along the site's Bladensburg Road frontage to DDOT's width and buffer standards where it does not already meet this standard.

As of October 6th, 2025, DDOT and the Applicant are still discussing appropriate mitigation measures for this site. These measures may change before the Zoning Order is written.

Transportation Demand Management (TDM) and Performance Monitoring

As part of all land development cases, DDOT requires an Applicant to develop 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 a TDM Plan in the CTR, which is included with this report as Attachment 1. In combination with the proposed conditions, DDOT finds the TDM Plan sufficiently robust to encourage alternatives to auto travel and mitigate the identified traffic impacts and high parking ratio. As noted above, the Applicant and DDOT are still discussing appropriate mitigation measures for this site, which may involve additional TDM. These measures may change before the Zoning Order is written.

ATTACHMENTS

- 1) Proposed TDM Plan, Gorove/Slade, September 16, 2025

MS:nh

Transportation Demand Management

Transportation Demand Management (TDM) is the application of policies and strategies used to reduce travel demand or redistribute demand to other times or spaces. TDM focuses on reducing the demand of single-occupancy, private vehicles during peak period travel times or on shifting single-occupancy vehicular demand to off-peak periods.

The following is a list of TDM strategies the Applicant proposes for the Project. This list was developed using current DDOT guidelines:

Site-Wide TDM Plan

- Identify Transportation Coordinators for the planning, construction, and operations phases of development. There will be a Transportation Coordinator for each tenant and the entire site. The Transportation Coordinators will act as points of contact with DDOT, goDCgo, and Zoning Enforcement and will provide their contact information to goDCgo.
- Transportation Coordinator will conduct an annual commuter survey of employees on-site, and report TDM activities and data collection efforts to goDCgo once per year for the first three years following the issuance of a Certificate of Occupancy for the Project. All employer tenants must survey their employees and report back to the Transportation Coordinator.
- Transportation Coordinators will develop, distribute, and market various transportation alternatives and options to the employees, including promoting transportation events (i.e., Bike to Work Day, National Walking Day, Car Free Day) on property website and in any internal building newsletters or communications.
- Transportation Coordinators will receive TDM training from goDCgo to learn about the transportation conditions for this Project and available options for implementing the TDM Plan.
- Transportation Coordinators will notify goDCgo each time a new office tenant moves in and provide TDM information to each tenant as they move in.
- Provide links to CommuterConnections.com and goDCgo.com to employees.
- The Transportation Coordinator will implement a carpooling system such that individuals working in the building who wish to carpool can easily locate other employees who live nearby.
- Distribute information on the Commuter Connections Guaranteed Ride Home (GRH) program, which provides commuters who regularly carpool, vanpool, bike, walk, or take transit to work with a free and reliable ride home in an emergency.
- Transportation Coordinator will demonstrate to goDCgo that tenants with 20 or more employees are in compliance with the DC Commuter Benefits Law to participate in at least one of the three transportation benefits outlined in the law (employee-paid pre-tax benefit, employer-paid direct benefit, or shuttle service), as well as any other commuter benefits related laws that may be implemented in the future such as the Parking Cash-Out Law.
- Provide employees 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 (MWCOC) or other comparable service if MWCOC does not offer this in the future.
- Post all transportation and TDM commitments on building website, publicize availability, and allow the public to see what has been promised.
- Offer a SmarTrip card and one (1) complimentary Capital Bikeshare coupon good for a free ride to every new employee employed by the first tenant of the building for up to the first six months of occupation.
- Provide, at no charge to and for use by any employee thereof, 10 long-term bicycle parking spaces. Long-term bicycle storage rooms will accommodate non-traditional sized bikes including cargo, tandem, and kids' bikes. The storage room must be designed so that a minimum of 50% of long-term spaces (5 spaces) are located horizontally on the floor or bottom of a two-tier rack system, 10% of spaces (1 space) are served by electrical outlets, and 5% of spaces (minimum 2 spaces) are designed for larger cargo bikes (10 feet by 3 feet, rather than 6 feet by 2 feet). There will be no fee to the residents for use of the bicycle storage room and strollers will be permitted to be stored in the bicycle storage room.
- Install a minimum of four (4) electric vehicle (EV) charging stations on site.
- Provide improved pedestrian and bicycle facilities along the site frontage on New York Avenue NE and parts of the site frontage on Montana Avenue NE.