

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: March 7, 2025

SUBJECT: ZC Case No. 24-21 – DC Correctional Treatment Facility Annex

PROJECT SUMMARY

The District of Columbia Department of General Services (the “Applicant”), on behalf of the District of Columbia Department of Corrections (DOC), has requested approval of a Design Review application to modernize the existing DOC complex in the Hill East neighborhood. The site is bounded by Massachusetts Avenue SE to the north, 19th Street SE to the west, Hill East Parcel M to the east, and the Congressional Cemetery to the south. The existing DOC complex currently contains:

- The 2,164-bed Central Detention Facility (CDF);
- The 1,400-bed Correctional Treatment Facility (CTF);
- 919 employees; and
- 564 DOC staff vehicle parking spaces (282 on-site, 282 off-site).

The proposal to modernize the DOC complex includes:

- Funding and constructing the extension of Massachusetts Avenue SE along the site’s frontage;
- Demolishing a portion of the existing CDF building;
- Constructing two (2) buildings (the 958-bed CTF Annex) and connecting them to each other and the existing CTF building via skybridge;
- Reducing the existing CTF capacity to 1,186 beds;
- Discontinuing the CDF;
- Maintaining 919 employees for the modernized DOC complex;
- 451 DOC staff vehicle parking spaces (45 existing on-site, 406 new on-site, zero off-site);
- 63 long- and 12 short-term bicycle parking spaces; and
- Two (2) 30-foot loading berths and one (1) 20-foot delivery space.

ZONING COMMISSION

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 staff parking garage is from a private driveway via a two-way curb cut on the proposed Massachusetts Avenue extension with all loading and trash occurring through an internal driveway network connecting to 19th Street and E Street SE;
- The project proposes exceeding the minimums for long- and short-term bicycle parking in Titles 11 and 18 of the *District of Columbia Municipal Regulations (DCMR)*, which DDOT strongly supports;
- The project does not have zoning requirements for vehicle parking and is reducing the total staff-accessible parking supply by approximately 20%, which DDOT supports;
- The Applicant proposes a sufficient Transportation Demand Management (TDM) Plan (Attachment 1), including exceeding long- and short-term bicycle parking requirements as noted above, that will encourage usage of non-auto modes as appropriate for the project's use. DDOT requests several minor revisions, noted at the end of this report.

RECOMMENDATION

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

- Implement the TDM Plan as proposed in the February 6, 2025 Comprehensive Transportation Review (CTR) report ([Exhibit 10B](#)), for the life of the project, unless otherwise noted, with the revisions requested in the TDM Section of this report.

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 zoning process:

- The Applicant will additionally be required to participate in the Submittal, Review and Construction Acceptance process for [Horizontal Development Projects](#) which will require design review of the proposed Massachusetts Avenue extension by DDOT's Infrastructure Project Management Administration (IPMA);
 - During this process, DDOT requests the Applicant provide truck turning diagrams for at least the proposed Massachusetts Avenue curb cut and provide information regarding the number of and type of trucks expected to access the site's loading area to ensure the curb cut and internal driveway network is adequately designed for the anticipated trucks.
- 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;

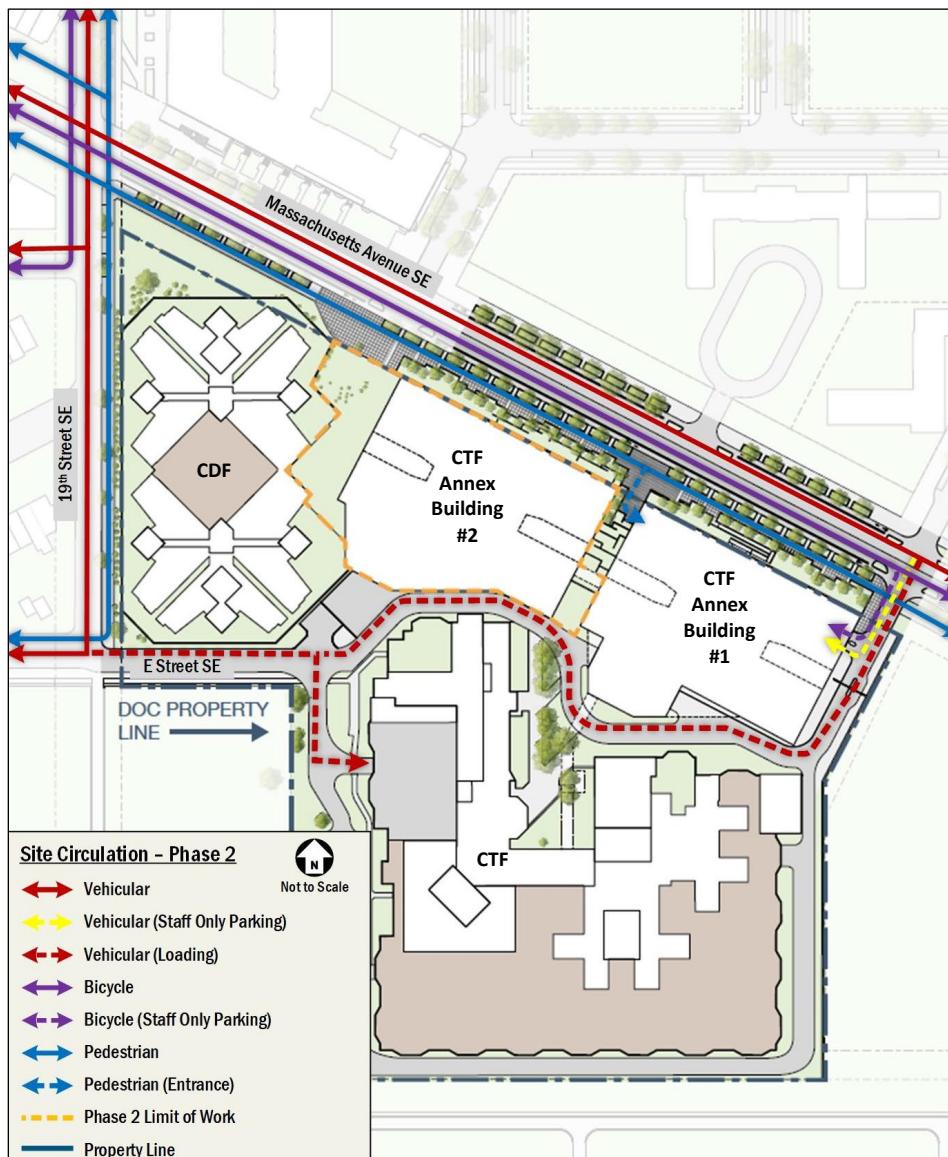
- The Applicant should participate in a Preliminary Design Review Meeting (PDRM) to discuss the public space design with DDOT and Office of Planning (OP);
- The Applicant should submit a detailed curbside management and signage plan for Curbside Management Division (CMD) review, consistent with current DDOT policies. If meter installation is required, they will be at the Applicant's expense;
- The Applicant should coordinate with DDOT's TDM Team and goDCgo on the implementation of the TDM Plan; and
- The Applicant should coordinate with DDOT's Urban Forestry Division (UFD) and the Ward 7 Arborist regarding the removal of Special Trees and planting of new street trees in public space.

TRANSPORTATION ANALYSIS

The following is DDOT's review of the submitted plans, application materials, and February 6, 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 is on Massachusetts Avenue with the primary entrance between the two (2) CTF Annex buildings. Vehicular access to the staff parking garage is from a private driveway via a two-way curb cut on the Massachusetts Avenue extension. The private driveway connects through an internal driveway network to 19th Street and E Street SE to the west. The project maintains the existing private leg of E Street on the DOC site and proposes no new curb cuts on existing public streets. Figure 1 below shows the site layout of the proposed project with anticipated circulation in "Phase 2" after the CTF Annex buildings are complete.

Figure 1 | Site Circulation Plan

Source: Gorove Slade 2/6/25 CTR, Figure 8 (with DDOT annotations)

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.

Currently, staff parking is located both on- and off-site, including 282 parking spaces across three (3) on-site, DOC-controlled surface lots and 282 parking spaces across two (2) off-site surface parking lots on Parcel M to the east of the site. Zoning does not require the project to provide any vehicle parking spaces as a large-scale government use. The project proposes a total of 451 on-site parking spaces (406 in a new underground garage, 45 surface), according to the breakdown of parking provided in the

February 6, 2025 CTR. This equates to 113 spaces or approximately 20% fewer total staff-accessible spaces compared to existing conditions.

The project proposes at least nine (9) electric vehicle (EV) parking spaces for the site, which is consistent with DDOT's recommendation that one (1) out of every 50 spaces be served by an EV station.

Bicycle Parking

The project is required by Zoning to provide 57 long- and 12 short-term bicycle parking spaces for 473,880 square feet of large-scale government use. According to the proposed TDM Plan, the project includes 63 long- and 12 short-term bicycle parking spaces, exceeding the long-term requirements and meeting the short-term requirements. Long-term spaces are proposed as secure bicycle lockers on the first floor of the parking garage, and the short-term racks are accommodated with six (6) inverted U-racks along the site's Massachusetts Avenue frontage.

The Applicant should refer to page F-11 of Appendix F in the *Guidance for Comprehensive Transportation Review* for design best practices for bicycle lockers. The long-term spaces must be designed so that a minimum of 50% of required long-term spaces (29 spaces) are located horizontally on the floor or the bottom of a two-tier rack system with at least 10% of spaces (six spaces) served by electrical outlets for e-bikes and scooters and 5% of spaces (3 spaces) designed for cargo or larger bikes (10 feet by 3 feet, rather than 6 feet by 2 feet). DDOT confirms the most recent submitted plans do accommodate these guidelines and requests the TDM Plan be revised to specifically state the provided amounts of each:

- 63 spaces horizontally on the floor (in bicycle lockers);
- Seven (7) spaces served by electrical outlets for e-bikes and scooters; and
- Four (4) spaces for cargo or larger bikes (10 feet by 3 feet, rather than 6 feet by 2 feet).

Additionally, DDOT requests the Applicant design at least one (1) of the spaces for cargo or larger bikes to be served by an electrical outlet.

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 the *DCMR*, Subtitle C § 901.1 and § 901.4, large-scale government uses with more than 100,000 square feet in gross floor area are required to provide two (2) 30-foot loading berths with platforms and one (1) 20-foot delivery space. The project proposes to meet the zoning requirements and practical needs for loading by providing a total of one (1) 30-foot berth, one (1) 20-foot delivery spaces, and a loading platform.

The building is designed so that all loading activities take place in the loading area accessible from the internal driveway network. While the February 6, 2025 CTR states that all truck turning maneuvers will occur within private space with head-in and head-out access to the public roadway network, DDOT requests the Applicant provide truck turning diagrams for at least the proposed Massachusetts Avenue

curb cut during the Submittal, Review, and Construction Acceptance process for Horizontal Development Projects that will be necessary for the Massachusetts Avenue extension. Additionally, DDOT requests the Applicant provide information regarding how many trucks are expected to access the site's loading area, including trash pick-up, mail drop-off, and other potential deliveries. Trash should be stored and collected internal to the site, consistent with DDOT's standards that trash not be stored in public space or be visible from the public sidewalk.

Heritage and Special Trees

According to the site plan and comments provided by DDOT's Urban Forestry Division (UFD) during the CTR scoping, the project proposes to remove two (2) Special Trees. DDOT expects the Applicant to coordinate with the Ward 7 Arborist regarding the removal of these Special Trees as well as the planting of new street trees along the Massachusetts Avenue extension.

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*, the 2008 *Reservation 13 Hill East Waterfront Design Guidelines*, DDOT's *Design and Engineering Manual (DEM)* and *Public Realm Design Manual* will serve as the main public realm references for the Applicant. Meanwhile, the proposed Massachusetts Avenue extension is expected to align with the curb-to-curb roadway width and lane configuration of the existing Massachusetts Avenue segment between 20th and 19th Streets, which differs from the 2008 Design Guidelines. As the Applicant will be funding and constructing the extension of Massachusetts Avenue along the site's frontage, streetscape designs will be reviewed in further detail during the Submittal, Review and Construction Acceptance process for Horizontal Development Projects which will require review by IPMA.

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

- The design of the Massachusetts Avenue SE extension;
- All building entrances must be at grade with the sidewalk so that no stairs or ramps will be necessary in public space;
- 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; and
- Determine final locations for the inverted-U bicycle racks.

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, the Metropolitan Washington Council of Government (MWCOG) State of the Commute Survey Report, WMATA’s Development-Related Ridership Survey, and a Fall 2023 survey of DOC staff. As shown in Figure 2 below, the mode split assumed was 95% automotive with the remainder of trips anticipated to be made by transit, walking, or bicycling.

Figure 2 | Summary of Mode Split Assumptions

Land Use	Mode			
	Auto	Transit	Bike	Walk
Adult Detention Facility	95%	3%	1%	1%

Source: Gorove Slade 2/6/25 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 571 Adult Detention Facility). 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 in Figure 3, the existing and projected person and vehicle trips are unchanged since staffing levels are not proposed to change. Given the project does not propose an increase in staffing and includes a reduction in overall staff-accessible vehicle parking, a traffic impact analysis (TIA) was not required for the CTR.

Figure 3 | Multi-Modal Trip Generation Summary

Mode	AM Peak Hour			PM Peak Hour		
	In	Out	Total	In	Out	Total
Auto (veh/hr)	175	122	297	39	179	218
Transit (ppl/hr)	7	4	11	1	7	8
Bike (ppl/hr)	2	2	4	0	3	3
Walk (ppl/hr)	2	1	3	1	2	3

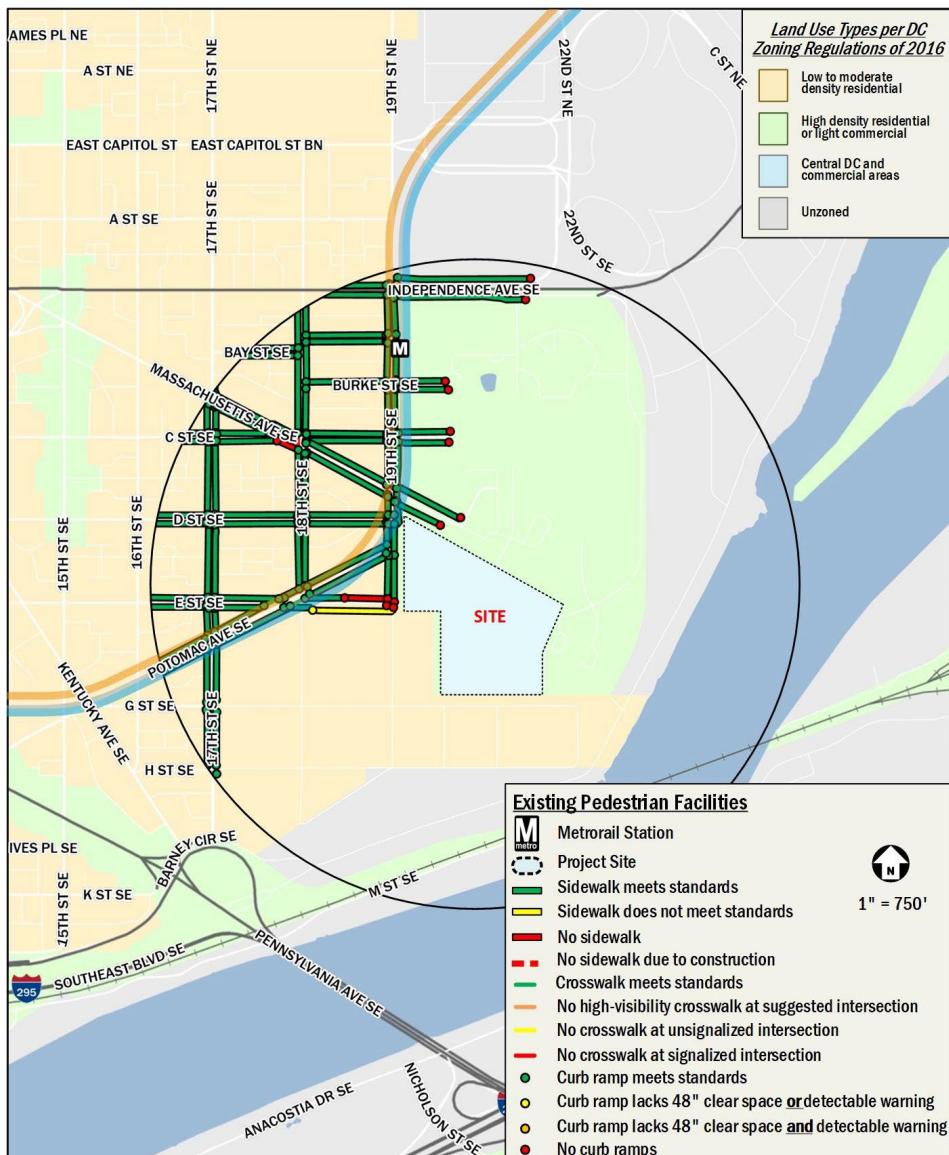
Source: Gorove Slade 2/6/25 CTR, Table 4

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 will 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, demonstrates that most sidewalks in the immediate vicinity of the site are currently constructed with appropriate widths and include accessible curb ramps. Additionally, the Applicant will be funding and constructing the extension of Massachusetts Avenue along the site's frontage, including pedestrian facilities that meet DDOT standards. While there are several missing or substandard facilities in the broader area, the existing pedestrian network along major walking routes to and from the site is generally adequate.

Figure 4 | Existing Pedestrian Network

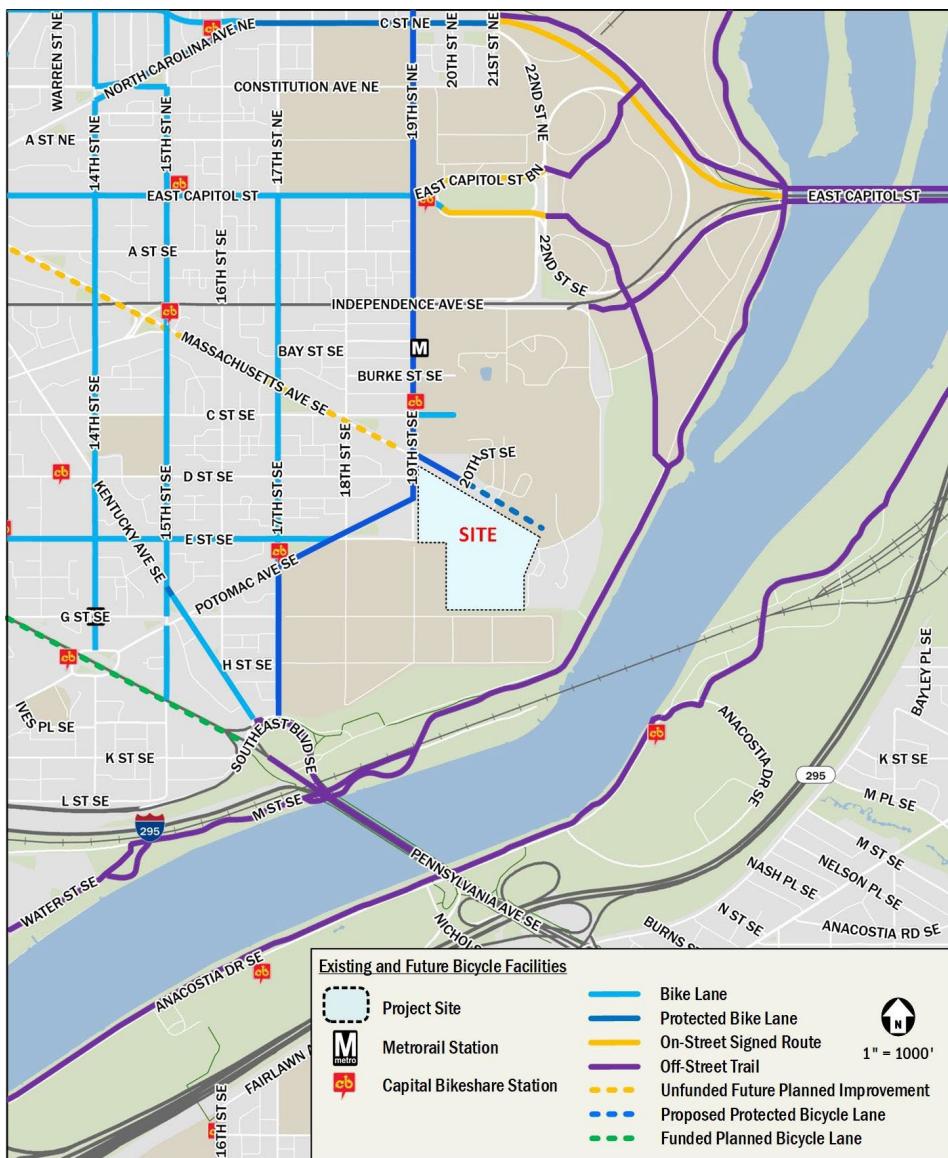


Bicycle Network

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 in Figure 5, there are currently protected bicycle lanes along Massachusetts Avenue, 19th Street, and Potomac Avenue SE near the site. Additionally, the Applicant will be extending the existing protected bicycle lanes on Massachusetts Avenue as part of the streetscape for the extension included with this project.

Figure 5 | Existing and Planned Bicycle Facilities



Source: Gorove Slade 2/6/25 CTR, Figure 20

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 less than $\frac{1}{4}$ mile from the Stadium-Armory Metrorail station and within a mile of the Potomac Avenue Metrorail station, both of which are served by the Blue, Orange, and Silver Lines. Trains currently serve each Metrorail station every 10 minutes during weekday peak hours, 12 minutes during weekday non-peak times, and 15 minutes on weekends. For riders to and from stations served by all three (3) lines, effective headways are even shorter.

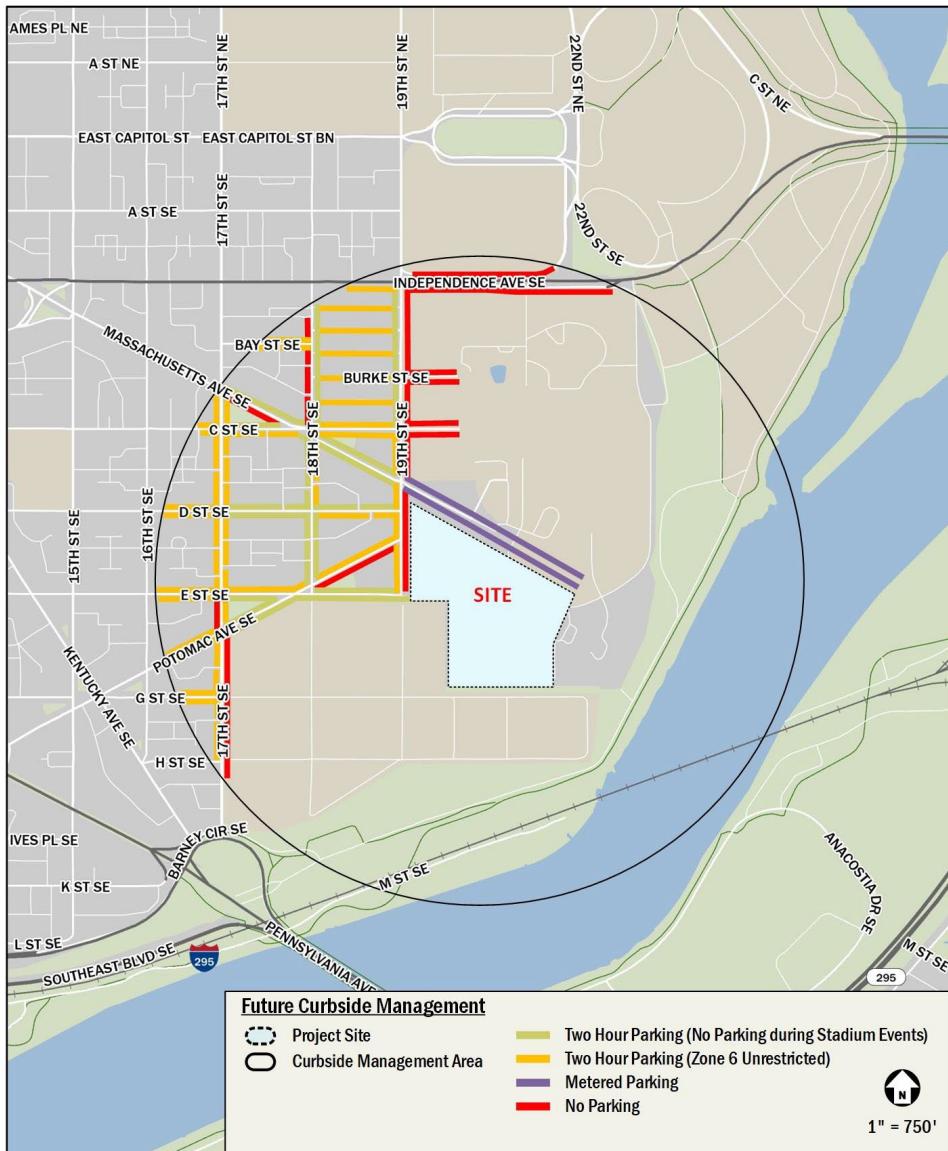
The site is also served by two (2) nearby Metrobus routes which will be replaced with up to three (3) Metrobus routes that follow similar routes as part of WMATA's Better Bus Network Redesign. This includes one (1) new route with 24-hour, 7-day-a-week service (Route C41) and one (1) new route with 12-minute high-frequency service (Route C41) versus the one (1) existing 24-hour, 7-day-a-week bus route (Route B2) and zero (0) existing high-frequency bus routes.

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) to occupy the property, as well as, the surrounding neighborhood context.

The site currently has metered parking along both sides of Massachusetts Avenue and No Parking along the east side of 19th Street adjacent to the site. As shown in Figure 6, the Applicant proposes to extend metered parking along Massachusetts Avenue as part of its extension included with this project.

DDOT is generally supportive of this concept, however, a detailed curbside and signage plan must be included during the IPMA-coordinated Submittal, Review and Construction Acceptance process for Horizontal Development Projects and be approved 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.

Figure 6 | Proposed Curbside Designations

Source: Gorove Slade 2/6/25 CTR, Figure 13

Transportation Demand Management

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 February 6, 2025 CTR, which is included with this report as Attachment 1. Given the project's use, DDOT finds the TDM Plan sufficiently robust to encourage alternatives to auto travel, with the following minor revisions included in the Zoning Order:

- Design at least one (1) of the spaces for cargo or larger bikes to be served by an electrical outlet; and
- Specify the number of long-term bike parking spaces to be located horizontally on the floor, designed with electrical outlets, and designed for cargo and larger bikes as follows:
 - 63 spaces horizontally on the floor (in bicycle lockers);
 - Seven (7) spaces served by electrical outlets for e-bikes and scooters; and
 - Four (4) spaces for cargo or larger bikes (10 feet by 3 feet, rather than 6 feet by 2 feet).

ATTACHMENTS

- 1) Proposed TDM Plan, Gorove Slade, February 6, 2025

MS:pj

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 the TDM strategies the Applicant proposes for the Project.

Site-Wide Base TDM Plan

- DOC employees will be directed to the DC Department of Human Resources (DCHR) platform documenting the transportation benefits available to them, which will include the following:
 - A free annual Capital Bikeshare membership to each employee as part of DC Government employees' benefits.
 - Provide a \$50 per month transit subsidy to eligible DC Government bargaining unit employees, who are members of collective bargaining Compensation Units 1 or 2 and use Metro public transportation to commute to and from work.
 - Benefits-eligible employees will be permitted to enroll in the Commuter Benefits program which provides an employee-paid pre-tax benefit for employees to pay for transit services.
- Provide, at no charge to and for use by any employee thereof, 63 long- and 12 short-term bicycle parking spaces.
- Provide at least 6 showers and 35 lockers for use by employees.
- Install a minimum of 9 electric vehicle (EV) charging spaces on site.
- Long-term bicycle storage areas will accommodate non-traditional sized bikes including cargo, tandem, and kids bikes, with a minimum 5% of spaces (minimum 2) be designed for longer cargo/tandem bikes, and a minimum of 10% of spaces will be designed with electrical outlets for the charging of electric bikes and scooters. There will be no fee to the employees for usage of the long-term bicycle storage.