

## MEMORANDUM



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**TO:** Aaron Zimmerman, DDOT

**FROM:** Chris Kabatt, P.E.

**COPY:** Sean Cahill, PGP  
Christy Shiker, Holland & Knight

**RE:** Capitol Crossing Center Block Modification

**DATE:** April 15, 2019

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## INTRODUCTION

On April 11, 2011, the District of Columbia Zoning Commission approved an application filed by Center Place Holdings, LLC on behalf of the District of Columbia, (Zoning Commission Order No. 08-34) for a planned unit development (PUD) located in Squares 564, 566, and 568 (excluding Lots 849 and 850 in Square 566 and Lot 43 in Square 568), as shown on Figure 1. The proposed PUD included development of three city blocks known as the North Block, the Center Block, and the South Block. The North Block would contain office and retail uses, the Center Block would contain residential, institutional, and office uses, and the South Block would contain office and institutional uses.

The approval included:

- 1) A first-stage PUD approval for the land and air rights above the Center Leg Freeway in the area bound by Massachusetts Avenue to the north, E Street to the south, 2<sup>nd</sup> Street to the east, and 3<sup>rd</sup> Street to the west;
- 2) A consolidated PUD for the construction of the platform and base infrastructure, the mix of uses for the project, the height and density of each building, the site plan for the overall project, the North Block, the construction of all below grade parking, concourse, and service levels, and the proposed landscaping and streetscape design for the project; and
- 3) A zoning map amendment to rezone the site from the C-3-C District to the C-4 District.

Subsequent to the initial approval, the Zoning Commission approved a modification to the consolidated PUD for the North Block and several second-stage PUD approvals, as follows:

- Zoning Commission Case No. 08-34A: On January 28, 2013, the Zoning Commission approved a second-stage PUD approval for development of the South Block;
- Zoning Commission Case No. 08-34C: On January 27, 2014, the Zoning Commission approved a second-stage PUD for development of the facilities for the Holy Rosary Church in the Center Block, which included elimination of the F Street curb cut that was included in the original PUD;
- Zoning Commission Case No. 08-34E: On June 30, 2014, the Zoning Commission approved a modification to the consolidated PUD application for the North Block, which included an elevated

# WELLS + ASSOCIATES

## MEMORANDUM

pedestrian bridge connecting the east and west wings of the building, relocation of the parking garage access from 3<sup>rd</sup> Street to G Street, and redesign of the 3<sup>rd</sup> Street pedestrian entrance and lobby.

- Zoning Commission Case No. 08-34F: On May 23, 2016, the Zoning Commission approved a minor modification to the second-stage PUD application for the South Block to allow for removal of the eco-chimney, to replace the building's approved façade treatment, to infill the 11<sup>th</sup> floor terrace and relocate the terrace to the 12<sup>th</sup> floor, and to revise the design of the building's penthouse to include habitable space.
- Zoning Commission Case No. 08-34G: On September 11, 2017, the Zoning Commission approved a minor modification to the second-stage PUD application for the North Block to revise the design of the building's penthouse to include habitable space.

The Applicant now proposes a modification to the Center Block, which would provide the opportunity for the approved office use to be an office building, hotel, or college/university use. The ground floor retail would remain at 20,623 SF. The latest development program for the Center Block of the Capitol Crossing project (taken from Zoning Commission Case Nos. 08-34 and 08-34C) is shown in Table 1 along with the now proposed hotel and college/university options.

Table 1  
Approved vs. Current Development Program

Land Use	Approved PUD	Hotel Option	College/University Option
<b>Center Block</b>			
Office	276,688	N/A	N/A
Retail	20,623	20,623	20,623
Residential	180,384 (150 DU)	180,384 (150 DU)	180,384 (150 DU)
Institutional	22,765	22,765	22,765
Hotel	N/A	276,688 (260 rooms)	N/A
College/University	N/A	N/A	276,688
Subtotal	500,460 SF	500,460 SF	500,460 SF

## TRIP GENERATION

An evaluation was conducted to compare the trip generation for the office use to the anticipated trip generation for the either a hotel or college/university use. The results of the comparisons are shown on Table 2 and Table 3.

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## MEMORANDUM

Table 2  
Trip Generation for Hotel Use vs. Office Use

Land Use	AM Peak Hour			PM Peak Hour		
	In	Out	Total	In	Out	Total
<b>Hotel (260 Rooms)<sup>†</sup></b>						
Vehicle Trips	49	51	100	42	38	80
Total Person Trips	172	177	349	203	185	388
Non-auto Person Trips (50% AM; 58% PM)	86	88	174	117	108	225
<i>Transit Trips</i>	7	7	14	16	14	31
<i>Pedestrian Trips</i>	79	81	161	99	91	190
<i>Bicycle Trips</i>	0	0	0	2	2	4
Auto Person Trips	86	88	175	85	78	162
<b>Office (276,688)*</b>						
Vehicle Trips	77	11	88	16	80	96
<b>Net New Vehicle Trips (Hotel – Residential)</b>	<b>-28</b>	<b>+40</b>	<b>+12</b>	<b>+25</b>	<b>-42</b>	<b>-16</b>
<sup>†</sup> Vehicle trip generation for the hotel, including the non-auto breakdown of trips, was taken from Trip Generation for three select hotels studied by DDOT. The inbound and outbound distribution was based on data collection conducted by W+A at five select service hotels in DC. Trip generation data for the hotels is included in Attachment A. <sup>*</sup> Trip Generation for the office component was taken from traffic evaluations conducted as part of Zoning Commission Case Nos. 08-34 C and 08-34E.						

As shown in Table 2, the hotel is expected to generate 12 more vehicle trips than the office use during the AM peak hour and 16 fewer vehicle trips during the PM peak hour. While the increase in peak direction trips, however, would trigger additional study, the hotel is a compatible use in downtown. Should the hotel use be selected at such time as the 2<sup>nd</sup> Stage PUD is filed, the Applicant will work with DDOT to complete any required studies and to determine what if any mitigation is required to ensure no adverse impacts.

# WELLS + ASSOCIATES

## MEMORANDUM

Table 3  
Trip Generation for College/University Use vs. Office Use

Land Use	AM Peak Hour			PM Peak Hour		
	In	Out	Total	In	Out	Total
<b>College/University (276,688 SF)<sup>†</sup></b>						
Vehicle Trips	70	21	91	31	66	97
Total Person Trips	163	48	211	73	154	227
Non-auto Person Trips (70% AM; 70% PM)	114	33	147	51	108	159
<i>Transit Trips</i>	104	31	135	47	98	145
<i>Pedestrian Trips</i>	7	2	9	3	6	9
<i>Bicycle Trips</i>	3	1	4	1	4	5
Auto Person Trips	49	14	64	22	46	68
<b>Office (276,688)*</b>						
Vehicle Trips	77	11	88	16	80	96
<b>Net New Vehicle Trips (Hotel – Residential)</b>	<b>-7</b>	<b>+10</b>	<b>+3</b>	<b>+15</b>	<b>-14</b>	<b>+1</b>
<sup>†</sup> Vehicle trip generation for the college/university component calculated using Trip Generation, 10 <sup>th</sup> Edition, Institute of Transportation Engineers and non-auto mode splits consistent with office uses. * Trip Generation for the office component was taken from traffic evaluations conducted as part of Zoning Commission Case Nos. 08-34 C and 08-34E.						

As shown in Table 3, college/university use of the same size is expected to generate three more vehicle trips than the office use during the AM peak hour and one more vehicle trip during the PM peak hour. Further, the increase in AM and PM peak hour, peak direction vehicle trip generation is below DDOT’s threshold for a traffic impact analysis and, therefore, is not considered significant. As such, no adverse traffic impacts are anticipated as a result of the proposed modification.

## SITE ACCESS

The parking and loading facilities for the project will be provided below-grade. Access to the parking facility will be provided via two curb cuts: one on 3<sup>rd</sup> Street south of F Street and one on G Street east of 3<sup>rd</sup> Street. Access to the below-grade loading facilities will be provided via a curb cut on E Street east of 3<sup>rd</sup> Street. The below-grade loading was designed so that trucks can enter and exit the site front-first. The access configuration was reviewed and approved by the Zoning Commission in the various zoning cases, and the Public Space Committee since approved the curb cuts in April 2015.

With the hotel option, parking would be valet only. It is anticipated that guests who drive to the hotel would use the curb space in front of the lobby on the north side of F Street for the

# WELLS + ASSOCIATES

## MEMORANDUM

valet service. F Street is designed to include two, 12-foot travel lanes and an eight-foot parking lane on both the north and south sides of the street. A portion of the north parking lane would be used for the valet service. The hotel will be staffed sufficiently to unload bags and move cars from the drop-off area in a timely manner. When leaving, guests can call ahead for their cars. Staff will assist with loading luggage into the car to minimize the dwell time along the curb. Cars will not “park” along the curb for extended periods of time, only for loading and unloading.

Access for the college/university use would operate in a similar manner as the office use.

The site access is shown on Figure 2.

## PARKING

The approved PUD rezoned the subject property to C-4 under the Zoning Regulations of 1958. Therefore, the parking requirements prescribed in the 1958 Zoning Regulations apply and are summarized in Table 4. As shown in Table 4, the hotel use would require 121 fewer parking spaces than the approved office use. Parking spaces are not required for college/university use in the C-4 District. Therefore, 154 fewer parking spaces would be required should the college/university use be selected at the time of the 2<sup>nd</sup> Stage PUD application.

Table 4  
Parking Summary

Land Use	Required Parking
Hotel Option	1 per 8 rooms usable for sleeping = 260/8 = 33 spaces
College/University Option	None required in C-4 District
Office (Approved)	1 per 1,800 SF =276,688/1,800 = 154 spaces

From a parking demand perspective, the hotel is anticipated to have a lower parking demand than the office use. According to the Institute of Transportation Engineers’ (ITE) Parking Generation, the 85<sup>th</sup> percentile parking demand rate for Office is 3.30 vehicles per 1,000 SF. The 85<sup>th</sup> percentile parking demand rate for Hotels is 0.99 vehicles per room. Wells + Associates own study of hotel parking rates shows an even lower parking demand ratio for hotels. Based on data collected at four select service hotels in the District in 2011, the 85<sup>th</sup> percentile parking demand

# WELLS + ASSOCIATES

## MEMORANDUM

ratio was 0.20 vehicles per room.<sup>1</sup> Therefore, since the parking demand for hotels is significantly lower than for office uses, the parking proposed for the overall project, including the hotel use, will be sufficient to serve the needs of the project.

Parking demand data found in ITE publications for a college/university is based on the overall campus and individual buildings. At the time of the 2<sup>nd</sup> Stage PUD, should the college/university option move forward, given parking is not required for college/university in the C-4 District the Applicant will work with DDOT to demonstrate the parking that had been allocated to the approved office use (154 parking spaces) is adequate for the college/university use.

## LOADING

As with the parking, the project is subject to the loading requirements from the 1958 Zoning Regulations. The requirements for the office versus hotel and college/university uses are summarized in Table 4.

Table 5  
Loading Summary

Land Use	Required Loading
Hotel	≥ 200 rooms 1 @ 55' loading berth + 200 SF platform 1 @ 30' loading berth + 100 SF platform 1 @ 20' service/delivery space
College/University	Any Other Use 1 @ 55' loading berth + 200 SF platform 1 @ 30' loading berth + 100 SF platform 1 @ 20' service/delivery space
Office	3 @ 30' loading berth + 100 SF platform 1 @ 20' service/delivery space

As shown on Table 5, the loading requirements for the proposed hotel or college/university use are slightly lower in total number than the requirements for the approved office use (i.e. office use requires a 3, 30-foot berths as opposed to two berths (30-foot and 55-foot required for the hotel use).

<sup>1</sup> Milanovich, J. Memo to Jeff Jennings, District Department of Transportation. September 12, 2011.

# WELLS + ASSOCIATES

## MEMORANDUM

As approved, the project will provide a centralized loading facility with eight 30-foot loading berths with 100 SF platforms, one 55-foot loading berth with a 200 SF platform, and four 20-foot service/delivery spaces. The hotel or college/university option would use the centralized loading facilities. It should be noted that the Zoning Regulations of 2016 allow for loading facilities to be shared among all uses; whereas, the 1958 Zoning Regulations required the loading requirements for each individual use to be added together. While a hotel or college/university use would require an additional 55-foot berth under the 1958 Zoning Regulations, the total number of berths is less compared to the office use and with a 55-foot berth provided the proposed facilities are adequate. Further, having multiple uses located at the same site allows for the overall number of deliveries to be reduced. For example, a FedEx or UPS truck will make deliveries to multiple buildings in one stop, rather than each building getting its own FedEx or UPS delivery.

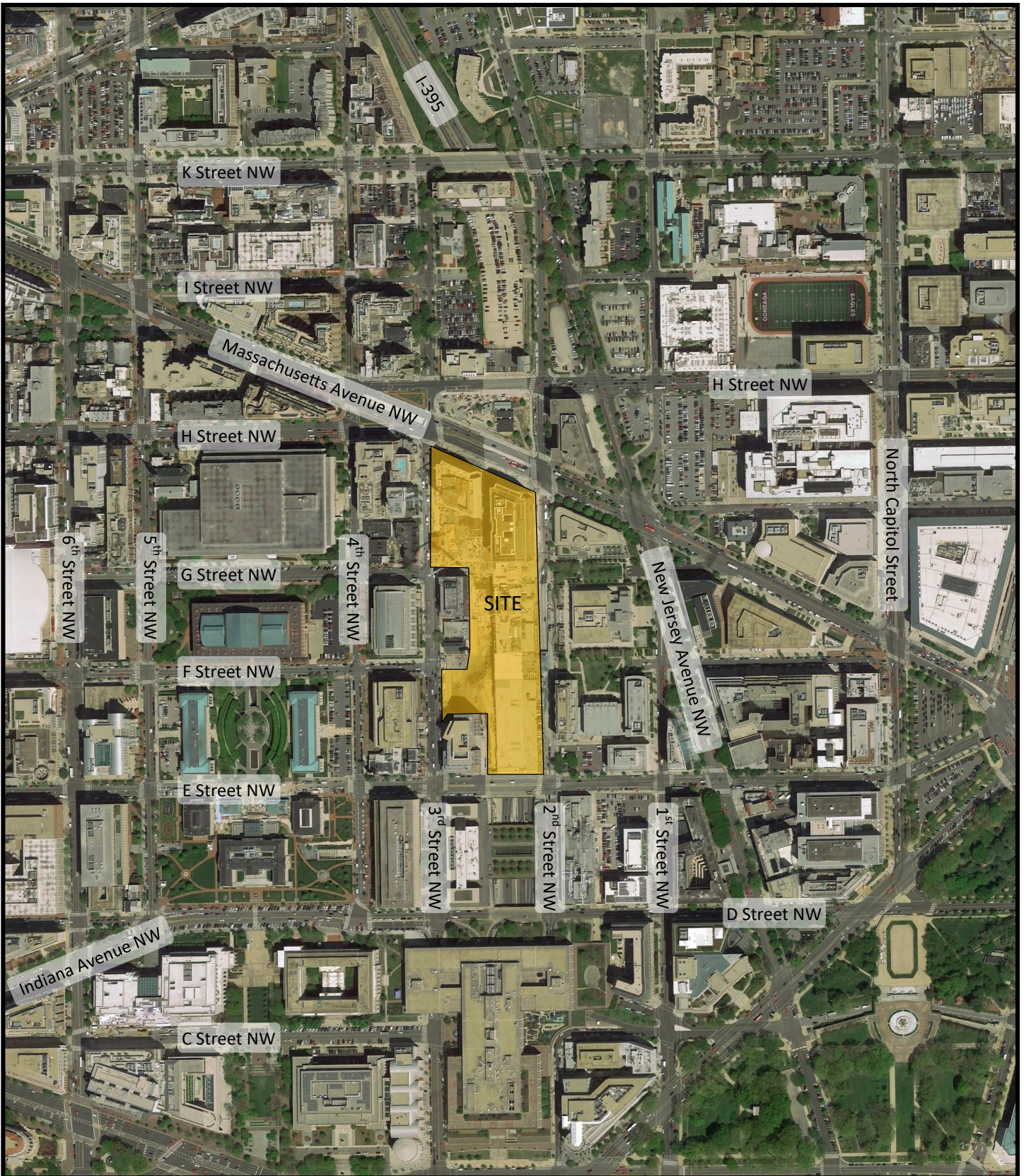
## CONCLUSIONS

As described herein, the proposed modification, which would allow a hotel or college/university use as an option in place of the approved office use for the Center Block, would provide compatible uses in the downtown and comparable trip generators and parking and loading characteristics. At the time the 2<sup>nd</sup> Stage PUD is filed the Applicant will work with DDOT to complete any required studies and to determine what if any mitigation is required to ensure no adverse impacts.

Further, the proposed parking garage would adequately accommodate the hotel or college/university option use since the hotel use generates both a lower parking requirement and parking demand than the office use and parking is not required for the college/university use. From a loading perspective, the proposed loading facilities are anticipated to adequately accommodate the entire project's loading needs, particularly given the synergy associated with multiple uses located at the same site.

Should you have any questions, please do not hesitate to contact Chris Kabatt at (301) 971-3416 or [clkabatt@wellsandassociates.com](mailto:clkabatt@wellsandassociates.com).





**Figure 1**  
Site Location



**NORTH**

**Capitol Crossing Center Block Modification  
Washington, DC**





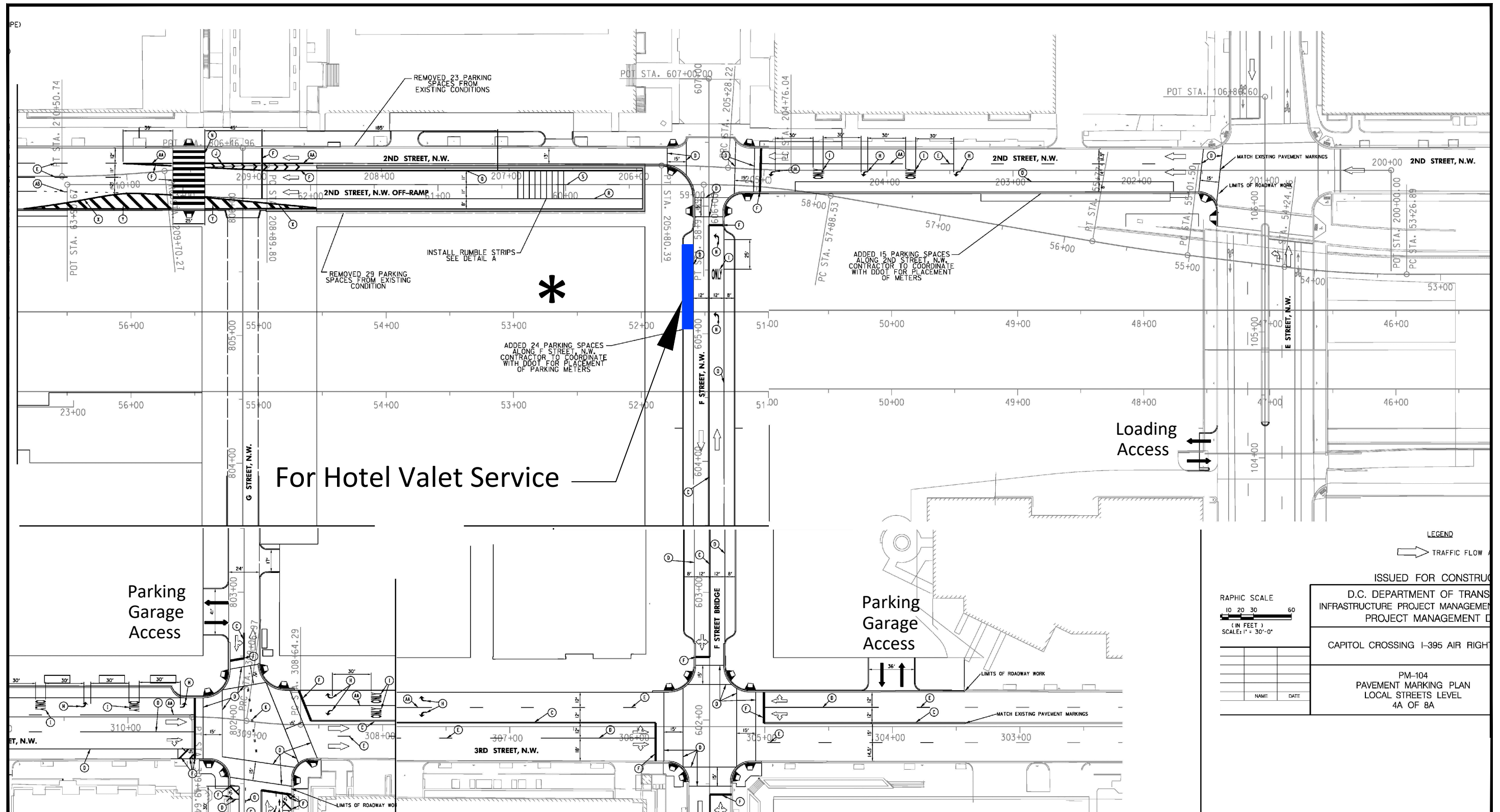


Figure 2  
Site Vehicular Access

- ↔ Site Driveways
- \* Site - Approved Office Building

Plan provided by STV Incorporated

