


**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 
Associate Director

DATE: January 19, 2018

SUBJECT: ZC Case No. 08-24C – Monroe Street Market Block E

PROJECT SUMMARY

Monroe Street Block E Residential, LLC (the “Applicant”) seeks approval of a Modification of Consequence on Block E of a Consolidated Planned Unit Development (“PUD”) previously approved in ZC No. 08-24/08-24A/04-25 and 08-24B/04-25 in order to construct mixed-use building at the corner of 7th Street NE and Monroe Street NE (Square 3654, Lot 20). The existing site is currently not developed and is bounded by the WMATA/CSX tracks to the west, Monroe Street NE to the north, Lawrence Street NE to the south, and 7th Street NE to the east.

The revised PUD includes the following:

- 157 residential dwelling units (previously 156);
- 20,215 SF of retail (previously 23,000 SF);
- 99 on-site vehicle parking spaces (previously 171);
- One (1) 55’, one (1) 30’, and one (1) 20’ service/delivery space; and
- 54 long-term bicycle parking spaces and 13 short-term bicycle parking spaces (previously 40 total bicycle parking spaces).

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

- The Applicant is not proposing to change vehicular and loading access from the configuration previously approved in ZC 08-24.

Travel Assumptions

- The proposed development changes did not meet the required threshold of more than 25 vehicle trips in the peak direction for a capacity analysis. However, a multi-modal trip generation analysis was conducted to understand the impacts of the requested action.

Analysis

- The proposed development changes will result in significantly improved residential parking ratios (1.09 spaces/unit reduced to 0.38), in line with what DDOT would expect at a metro accessible location;
- The proposed modification is expected to decrease AM trip generation by one (1) vehicular trip and decrease PM trip generation by four (4) vehicle trips. Non-auto trips saw modest decreases in trip generation as well;
- DDOT concurs with the Applicant's proposed Loading Management Plan (LMP). Given the back-in loading design, and narrow width of 8th Street NE, which could be further narrowed if an on-street cycle track is ultimately installed on the east side, the Applicant should commit to provide a flagger to help facilitate ingress and egress of trucks (see Mitigations section below); and
- The Applicant proposes to provide 54 long-term bicycle parking spaces in the below-grade parking garage and 13 short-term bicycle parking spaces in public space, which meets or exceeds the amount required by ZR16. However, the Applicant is not currently showing on the plans where the short-term spaces will be located in public space.

Mitigations

DDOT has no objection to the requested action on the condition that the Applicant implements the proposed Loading Management Plan with the following revision:

- In addition to the presence of a dock manager, a flagger will be present whenever a vehicle is entering/exiting the loading dock. This flagger will alert pedestrian/bicyclists/other vehicles to trucks that may be entering or exiting the loading facilities; and

Continued Coordination

The Applicant should continue to work with DDOT on the following matters:

- Provide the required 13 short-term bicycle parking spaces near the primary and secondary pedestrian entrances;
- Coordinate with DDOT's Project Review Team and Active Transportation Branch on the future design and implementation of bicycle facilities along 8th Street NE, which may include the installation of a two-way cycle-track; and
- Coordinate with DDOT through the public space permitting process regarding the location of the vaults (which should be on private property), location of short-term bicycle racks (inverted U-racks), and appropriate widths of sidewalks on all sides of the block.

TRANSPORTATION ANALYSIS

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.

Site Access

The Applicant is not proposing to change vehicular and loading access from what was approved in ZC 08-24. The Applicant received Public Space Committee in April of 2011 for two curb cuts (loading and garage) on 8th Street NE, as shown in Figure 1. The proposed curb cut widths meet current DDOTs standards and the proposed separation is being updated with 12-feet of separation between the loading and garage access points.

The Applicant is not proposing to change the previously approved residential entrances. Primary residential access is proposed along 7th Street NE and an auxiliary entrance is proposed on Monroe Street NE. Long-term bicycle parking is proposed in the parking garage and can be accessed via 8th Street NE.

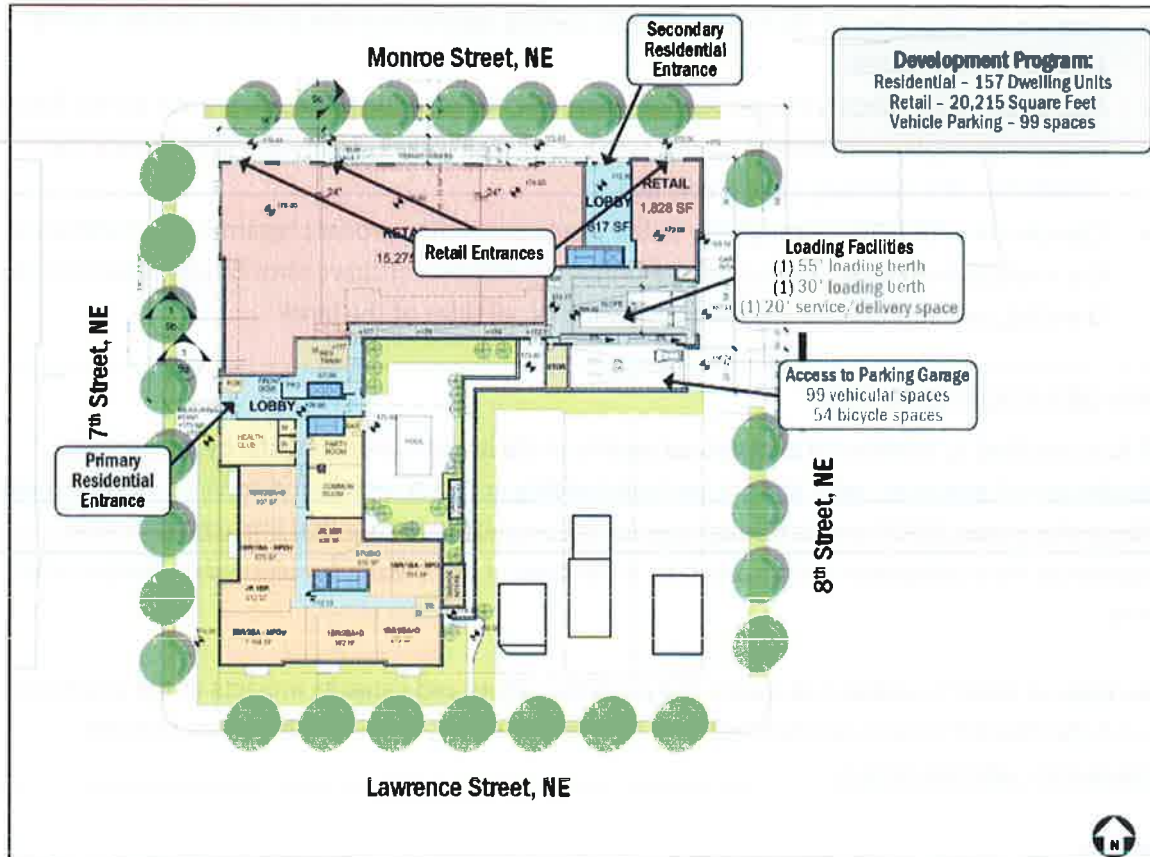


Figure 1. Site Design and Access (Source: Transportation Memo, Gorove/Slade, Figure 2, December 22, 2017)

Parking

The 08-24 ZC Order approved 171 vehicle parking spaces, based on the 1958 Zoning Regulations (ZR58), in an on-site garage, and combined all of the retail parking in one location for the entire PUD in Block A1. No retail parking was proposed for Block E, but is now being proposed with this modification. The Applicant is proposing to reduce the amount of vehicle parking with this action to 99 spaces, with 60 for residential and 39 for retail. Even with this reduction, the number of spaces exceeds the number required by the 2016 Zoning Regulations (ZR16).

The Applicant conducted a parking utilization study of the street frontage along the constructed portions of the Monroe Street Market PUD to better understand how the existing on-street parking will be impacted by new residents and retail visitors. The analysis revealed that the parking utilization for all three blocks was at 50% or under, as shown in Figure 2. The proposed number of residential vehicle parking spaces would result in a parking supply of 0.38 spaces/unit, reduced from 1.09. The proposed parking is more representative of parking ratios found elsewhere in the District in metro accessible locations. The Applicant has noted that if parking demand were to exceed the proposed amount, the Applicant would offer parking spaces that are not utilized in the Block A1 garage, directly across 7th Street NE.

MSM Phase I Parking						
	# Units	# Stalls	Ratio	Leased	Available	Utilization
Phase I Residential						
Block A1	310	212	0.68/Unit	156	56	0.50/Unit
Block B	100	128	1.28/Unit	50	78	0.50/Unit
Block C	152	92	0.61/Unit	71	21	0.47/Unit
Phase I Residential Parking	562	432	0.77/Unit	277	155	0.49/Unit
Block A1 - Retail	-	220	-	-	-	-
Total Phase 1 Parking	562	652	-	-	-	-

Figure 2. Parking Availability On-Street (Source: Transportation Memo Corrections, Gorove/Slade, Table 1, January 10, 2017)

Loading

ZR58 requires one (1) 55’ loading berth, one (1) 30-foot loading berth, and one (1) 20-foot service and delivery space for the proposed uses, which the Applicant proposes to provide. While DDOT’s preference would be for loading to take place with no back-in maneuvers in public space, DDOT has no objection to the proposed curb cut location given that Public Space Committee Approval has been granted and expects the Applicant to implement the proposed Loading Management Plan to ensure safe loading practices below:

- A loading facility manager will be designated by the building management. The dock manager will coordinate with tenants/residents to schedule deliveries, and will be on duty during delivery hours;
- All loading activity will take place on private property and not in public right-of-way. Retail and residential tenants will be made aware of this requirement;
- All residential move ins/move outs will be required to be scheduled in a manner that coordinates with the retail delivery schedule;
- The dock manager will schedule deliveries such that the loading dock capacities are not exceeded. In the event that an unscheduled delivery vehicle arrives while the dock is full, that driver will be directed to return at a later time so as to not impede traffic flow;
- Trucks using the loading dock will not be allowed to idle and must follow all District guidelines for heavy vehicle operation including but not limited to DCMR 20 – Chapter 9, Section 900 (Engine Idling), the regulations set forth in DDOT’s Freight Management and Commercial Vehicle Operations document, and the primary access routes listed in the DDOT Truck and Bus Route System; and
- The dock manager will be responsible for disseminating DDOT’s Freight Management and Commercial Vehicle Operations document to drivers as needed to encourage compliance with District laws and DDOT’s truck routes. The dock manager will also post these documents in a prominent location within the service area.

DDOT finds the proposed loading management plan sufficient to mitigate loading conflicts, but recommends the Applicant modify the language to include the following in order to facilitate safe ingress and egress of trucks on 9th Street NE, which is narrow and may be further narrowed if DDOT implements a cycle track on the east side.

- In addition to the presence of a dock manager, a flagger will be present whenever a vehicle is entering/exiting the loading dock. This flagger will alert pedestrian/bicyclists/other vehicles to trucks that may be entering or exiting the loading facilities.

Trip Generation

Each trip a person makes is made by a certain means of travel, such as vehicle, bicycle, walking, etc. 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 CTR from the Consolidated PUD performed by Wells + Associates from ZC 08-24 in 2009. The Applicant also provided an updated trip generation with the 2017 development which was calculated using the Institute of Traffic Engineers (ITE) Trip Generation Manual, the Census.

DDOT finds the use of ITE codes appropriate, but notes the lack of dependable information on trip generation in urban contexts. Thus, the methodology was supplemented with information from WMATA’s 2005 Development-Related Ridership Survey, 2016 State of the Commuter Survey Report, and census data to account for the urban nature of the Site and to split the trips into the appropriate mode. Figure 3 shows the Applicant developed mode split assumptions.

Land Use	Mode			
	<i>Drive</i>	<i>Transit</i>	<i>Bike</i>	<i>Walk</i>
Residential	55%	40%	2%	3%
Retail	40%	35%	5%	20%

Figure 3. Summary of Mode Split Assumptions (Source: Transportation Memo, Gorove/Slade, Table 3, December 22, 2017)

These mode splits are reasonable, based on the expected behavior of residents in the area, but must be supported by commensurate infrastructure facilities investment. Based on the trip generation and mode split assumptions discussed above, the Applicant predicted the following level of weekday peak hour trip generation in Figure 4:

Mode	AM Peak Hour			PM Peak Hour		
	In	Out	Total	In	Out	Total
Approved Block E Consolidated PUD plans						
Residential (156 Units)						
<i>Auto</i>	8 veh/hr	21 veh/hr	29 veh/hr	22 veh/hr	15 veh/hr	37 veh/hr
<i>Transit</i>	6 ppl/hr	18 ppl/hr	24 ppl/hr	18 ppl/hr	13 ppl/hr	31 ppl/hr
<i>Bike</i>	0 ppl/hr	1 ppl/hr	1 ppl/hr	1 ppl/hr	1 ppl/hr	2 ppl/hr
<i>Walk</i>	0 ppl/hr	2 ppl/hr	2 ppl/hr	1 ppl/hr	1 ppl/hr	2 ppl/hr
Retail (23,000 SF)						
<i>Auto</i>	6 veh/hr	3 veh/hr	9 veh/hr	17 veh/hr	18 veh/hr	35 veh/hr
<i>Transit</i>	9 ppl/hr	5 ppl/hr	14 ppl/hr	26 ppl/hr	29 ppl/hr	55 ppl/hr
<i>Bike</i>	1 ppl/hr	1 ppl/hr	2 ppl/hr	4 ppl/hr	4 ppl/hr	8 ppl/hr
<i>Walk</i>	5 ppl/hr	3 ppl/hr	8 ppl/hr	15 ppl/hr	16 ppl/hr	31 ppl/hr
Proposed Block E PUD Modification plans						
Residential (157 Units)						
<i>Auto</i>	8 veh/hr	21 veh/hr	29 veh/hr	22 veh/hr	15 veh/hr	37 veh/hr
<i>Transit</i>	6 ppl/hr	18 ppl/hr	24 ppl/hr	18 ppl/hr	13 ppl/hr	31 ppl/hr
<i>Bike</i>	0 ppl/hr	1 ppl/hr	1 ppl/hr	1 ppl/hr	1 ppl/hr	2 ppl/hr
<i>Walk</i>	0 ppl/hr	2 ppl/hr	2 ppl/hr	1 ppl/hr	1 ppl/hr	2 ppl/hr
Retail (20,215 SF)						
<i>Auto</i>	4 veh/hr	4 veh/hr	8 veh/hr	15 veh/hr	16 veh/hr	31 veh/hr
<i>Transit</i>	7 ppl/hr	5 ppl/hr	12 ppl/hr	23 ppl/hr	25 ppl/hr	48 ppl/hr
<i>Bike</i>	1 ppl/hr	1 ppl/hr	2 ppl/hr	3 ppl/hr	4 ppl/hr	7 ppl/hr
<i>Walk</i>	4 ppl/hr	3 ppl/hr	7 ppl/hr	13 ppl/hr	14 ppl/hr	27 ppl/hr
Difference						
<i>Auto Trips</i>	-2 veh/hr	1 veh/hr	-1 veh/hr	-2 veh/hr	-2 veh/hr	-4 veh/hr
<i>Non-Auto Trips</i>	-3 ppl/hr	0 ppl/hr	-3 ppl/hr	-6 ppl/hr	-6 ppl/hr	-12 ppl/hr

Figure 4. Multi-Modal Trip Generation (Source: Transportation Memo, Gorove/Slade, Table 4, December 22, 2017)

The proposed modification is expected to decrease AM trip generation by one (1) vehicular trip and decrease PM trip generation by four (4) vehicle trips. Non-auto trips saw modest decreases in trip generation as well. Many of the pedestrian trips will be routed to the nearest transit location.

DDOT did not request a full capacity analysis since the Applicant did not meet the required threshold of more than 25 vehicle trips in the peak direction; however a multi-modal trip generation analysis was conducted to understand the trip generation impacts of the requested action.

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 existing pedestrian facilities generally meet DDOT standards. The Applicant proposes to improve the sidewalks immediately adjacent to the site in order to meet DDOT standards with tree boxes and expanded sidewalks.

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.

Subtitle C § 802.1 of the Zoning Regulations requires a total of 45 long-term (1 per 3 dwelling units and 1 for each 10,000 SF of retail) and 12 short-term (1 per 20 dwelling units and 1 for each 3,500 SF of retail) bicycle parking spaces for the proposed 16,382 of retail and 143 dwelling units. The Applicant is proposing to exceed the ZR16 requirement for both long- and short-term bicycle parking by providing 54 long-term spaces (52 for residents and 2 for retail) and 13 short-term spaces. The long-term bicycle parking spaces are proposed in the vehicle parking garage. This represents an increase from 40 spaces (not distinguished between long- and short-term) previously approved to 67 total with this modification. The exact location of short-term bicycle facilities will be determined during the public space permitting process.

DDOT supports the proposed amount of bicycle parking given the development is near several bicycle facilities, including lanes on Monroe Street NE and sharrows on 8th Street NE, and proximity to the Metropolitan Branch Trail. DDOT notes that several options are under construction for upgraded bicycle facilities on 8th Street NE, including the possibility of a two-way cycle track on the east side. Any potential changes to the bike facilities, which could further narrow 8th Street NE, may impact this site.

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