


GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF TRANSPORTATION



d. Policy, Planning and Sustainability Administration

MEMORANDUM

TO: Sara Bardin
Director, Office of Zoning

FROM: Samuel Zimbabwe 
Associate Director

DATE: December 7, 2015

SUBJECT: Zoning Commission Case No. 13-14A – McMillan Sand Filtration Parcel 2

PROJECT SUMMARY

Jair Lynch Development Partners (the “Applicant”) seeks approval of a second stage Planned Unit Development (“PUD”) to construct a mixed-use building at “Parcel 2” of the McMillan Sand Filtration site (Square 3128, Lot 800). Below is a summary of the proposed Stage 2 building program compared to the program studied under the Stage 1 PUD review:

Plan Component	Parcel 2 Stage 1 PUD	Parcel 2 Stage 2 PUD	Difference
Dwelling Units	258 units	236 units	-22 units
Retail Space	23,250 square feet	18,772 square feet	-4,478 square feet
Residential Parking	218 spaces	155 spaces	-63 spaces
Retail Parking	95 spaces	67 spaces	-28 spaces
Residential Bike Parking	TBD	79 spaces	-
Retail Bike Parking	TBD	8 spaces	-
Loading Facilities	TBD	1 40’ berth & 1 30’ berth	-

The Applicant is seeking relief from the 55-foot loading dock and the 20-foot service space to instead provide one 40-foot loading berth and one 30-foot loading berth.

SUMMARY OF DDOT REVIEW

DDOT is committed to achieving an exceptional quality of life in the nation’s capital by encouraging sustainable travel practices, constructing safer streets, and providing 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

- Vehicle, loading, bicycle, and trash access are proposed via Three-Quarter Street, which is a private street.
- The Applicant seeks relief from the 55-foot loading dock and the 20-foot service space and proposes to provide one 40-foot loading berth and one 30-foot loading berth; and
- The two proposed loading berths require back-in/front-out movements. Although Three-Quarter Street is a private street and therefore not subject to DDOT standards that prohibit backing movements through public space, DDOT's preference would be to provide loading access with head-in/head-out movements.
- Initial truck circulation diagrams showed significant encroachment into opposite lanes of travel on Evarts Street, which could cause operation problems in vehicles accessing the site. Supplemental truck circulation diagrams confirm that flipping the on-street parking lane on Evarts from the south side of the street to the north side would result in significantly less encroachment and allow for improved vehicular operations

Travel Assumptions & Analysis

- The proposed building program is consistent with the building program used to analyze the action's impacts during Stage 1 approvals. Accordingly, the travel assumptions and analysis from the Stage 1 review remain valid; and
- DDOT is likely to require an updated CTR as part of the Parcel 3 Stage 2 PUD.

Mitigations

The transportation review for Stage 1 identified a substantial collection of mitigations including vehicle capacity improvements, transit facilities and capacity improvements, pedestrian facilities, bicycle facilities, and Transportation Demand Management (TDM) requirements. The Applicant's construction schedule indicates that the majority of these mitigations are anticipated to be in place prior to the opening of the Parcel 2 development.

DDOT has no objection to the requested Stage 2 PUD with the following conditions:

- Strengthen the proposed TDM plan to include:
 - Install an electronic display in the Half Street residential lobby to display real-time transit arrival and transportation options information; and
 - Offer the first occupant of each unit an annual carsharing membership and an annual Capital Bikeshare membership for a period of one to three years.
- Flip on-street parking on Evarts Street from the south side of the street to the north side to facilitate truck movements. The Applicant has expressed interest in this change but had not committed to it at the time this report was finalized.

As indicated above, DDOT is likely to require an updated CTR as part of the Parcel 3 Stage 2 PUD. An updated CTR will provide an opportunity to review multi-modal project impacts, including vehicular impacts based on updated traffic counts that should include observed volumes from completed

buildings elsewhere on the site rather than based on projections. This analysis will be used to identify if any additional mitigations are needed.

Continued Coordination

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

- Design of the public realm, including utility vault location and treatment;
- An updated CTR as part of Parcel 3’s Stage 2 PUD process; and
- Implementation of all Stage 1 mitigations, including the development of a *Transit Implementation Plan*.

TRANSPORTATION ANALYSIS

DDOT requires applicants who request PUD approval from the Zoning Commission perform a Comprehensive Transportation Review (CTR) in order to determine the PUD’s impact on the overall transportation network. Accordingly, an applicant is expected to show the existing conditions for each transportation mode affected, the proposed impact on the respective network, and any proposed mitigations, along with the effects of the mitigations on other travel modes. A CTR should be performed according to DDOT direction. The Applicant and DDOT coordinated on an agreed-upon scope for the CTR that is consistent with the scale of the action.

The review of the analysis is divided into four categories: site design, travel assumptions, analysis, and mitigations. The following review provided by DDOT evaluates the Applicant’s CTR to determine its accuracy and assess the action’s consistency with the District’s vision for a cohesive, sustainable transportation system that delivers safe and convenient ways to move people and goods, while protecting and enhancing the natural, environmental, and cultural resources of the District.

Site Design

Site design, which includes site access, loading, and public realm design, plays a critical role in determining a proposed action’s impact on the District’s infrastructure. While transportation impacts can change over time, the site design will remain constant throughout the lifespan of the proposed development, making site design a critical aspect of DDOT’s development review process. Accordingly, new developments must provide a safe and welcoming pedestrian experience, enhance the public realm, and serve as positive additions to the community.

Site Access

Site access points were not identified in the Stage 1 review but have been proposed as part of the Stage 2 plans. Vehicular, loading, bicycle, and trash access are proposed via Three-Quarter Street, which is a private street.

The parking garage access is located on the east side of Three-Quarter Street. There are two curb cuts leading to loading docks on Three-Quarter Street – one on the east side of the street serving a 30-foot loading berth and one on the west side of the street serving a 40-foot loading berth.

The primary pedestrian access point is located on Half Street. Secondary residential entrances are provided on both sides of Three-Quarter Street.

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. This often results in loading being accessed through an alley network.

Loading facilities were not identified in the Stage 1 review but have been proposed as part of the Stage 2 plans. The two proposed loading berths require back-in/front-out movements. Although Three-Quarter Street is a private street and therefore not subject to DDOT standards that prohibit backing movements through public space, DDOT's preference would be to provide loading access with head-in/head-out movements.

The Applicant is seeking relief from the 55-foot loading dock and the 20-foot service space. The Applicant anticipates approximately one residential move-in/move-out trip and 3 to 4 commercial parcel deliveries per day and an additional 12 to 15 retail deliveries per day.

To mitigate potential impacts of backing movements and the requested relief from zoning-required loading facilities, the Applicant proposes a loading management plan, which is discussed in the Mitigations section.

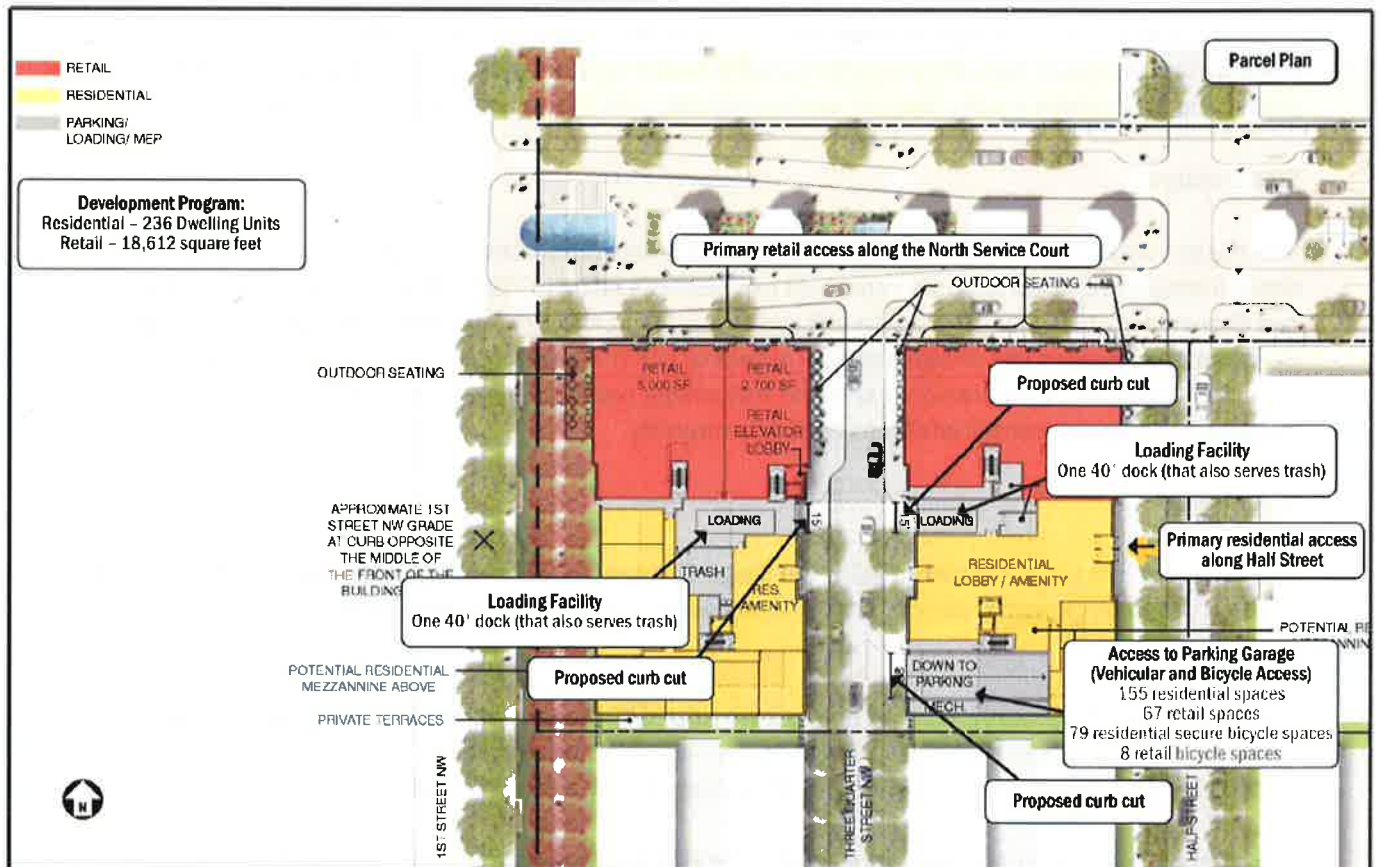


Figure 1 - Site Design and Access (Source: Gorove/Slade)

Truck routing and circulation diagrams including in the Applicant’s analysis revealed significant encroachment into opposite lanes of travel, particularly for SU-40 trucks. As shown in Figures 2 and 3, such maneuvers would block eastbound Evarts Street vehicular traffic attempting to access the site from First Street.

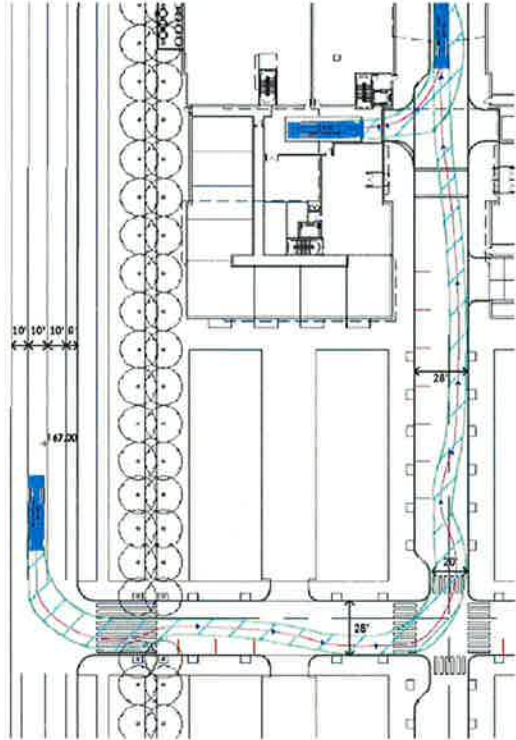


Figure 2 Turning Maneuvers - SU-40 Inbound

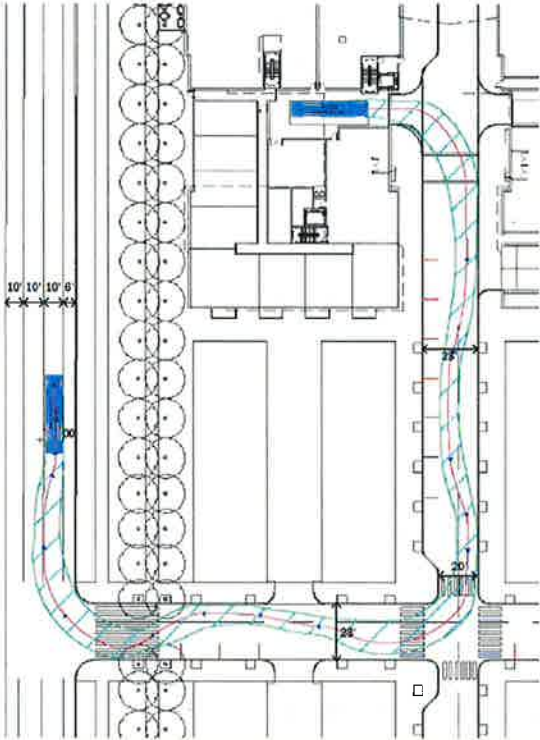


Figure 3: Turning Maneuvers - SU-40 Outbound

Flipping the on-street parking lane on Evarts from the south side of the street to the north side results in significantly less encroachment into the opposite lane from trucks and allows for improved vehicular operations, as shown in Figure 4 and 5.

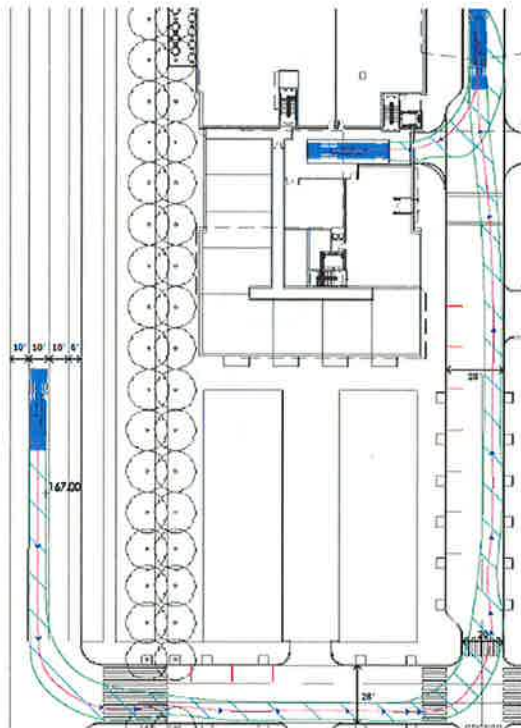


Figure 4 Turning Maneuvers - SU-40 Inbound (Revised)

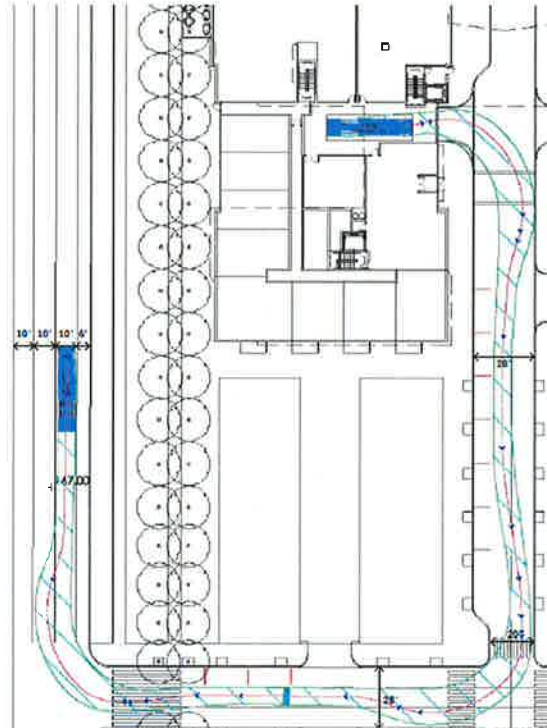


Figure 5 Turning Maneuvers - SU-40 Inbound (Revised)

The Applicant has expressed interest in this change but had not committed to it at the time this report was finalized.

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

The Applicant must work closely with DDOT and the Office of Planning 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 the District of Columbia Municipal Regulations, DDOT's *Design and Engineering Manual* will serve as the main public realm references for the Applicant. DDOT staff will be available to provide additional guidance during the public space permitting process.

Three-Quarter Street, Evarts Street, and North Service Court are all private streets. For Parcel 2, only the First Street frontage impacts DDOT right-of-way that is subject to public space permitting. However, DDOT recommends that all private streets be designed in accordance with DDOT standards in order to ensure adequate and safe facilities for all users.

Travel Assumptions & Analysis

The purpose of the CTR is to inform DDOT's review of a proposed action's impacts on the District's transportation network. To that end, selecting reasonable and defensible travel assumptions is critical to developing a realistic analysis.

The building program is overall consistent with the building program used to analyze the action's impacts during Stage 1 approvals. Accordingly, the travel assumptions and analysis from the Stage 1 review remain valid.

Parcel 3, anticipated to be a medical office building, previously received Stage 1 PUD approval and will need Stage 2 PUD approval before the program can be constructed. DDOT is highly likely to require an updated CTR as part of the review process. An updated CTR will provide an opportunity to review multi-modal project impacts, including vehicular impacts based on updated traffic counts that should include observed volumes from completed buildings elsewhere on the site rather than based on projections. This analysis will be used to identify if any additional mitigations are needed. In addition, the analysis should be consistent with and incorporate recommendations from DDOT's Crosstown Multimodal Study.

Mitigations

As part of all major development review cases, DDOT requires the Applicant to mitigate the impacts of the development in order to positively contribute to the District's transportation network. The mitigations must sufficiently diminish the action's vehicle impact and promote non-auto travel modes. This can be done through Transportation Demand Management (TDM), physical improvements, operations, and performance monitoring.

Stage 1 Mitigations

As noted in the Applicant's transportation review for Parcel 2, the transportation review for Stage 1 identified a substantial collection of mitigations including:

- **Vehicular Mitigations**
 - New traffic signals at the intersections of Michigan Avenue with Half Street NW, North Capitol Street with the North Service Court, and North Capitol Street with Evarts Street;
 - New turn lanes along North Capitol Street at intersections adjacent to the PUD;
 - Retiming of existing signal timings adjacent to the site; and
 - Reconstruction of First Street NW to include turn lanes and bicycle facilities.
- **Transit Facilities**
 - Consolidate and/or relocate bus stops in conjunction with new signal locations that provide new pedestrian crossings; and
 - Increase transit capacity by at least 1,100 at full build out.
- **Pedestrian Facilities**
 - A new roadway grid through the site with high quality pedestrian facilities; and
 - New signalized pedestrian crossings along Michigan Avenue and North Capitol Street.
- **Bicycle Facilities**
 - A new bicycle-friendly roadway grid through the site; and
 - Long-term bicycle parking for Parcels 1, 2, 3, and 4 in excess of District requirements;

- A northbound climbing lane on First Street; and
- Provide 80 Capital Bikeshare docks (60 on-site and 20 off-site) associated with Parcels 1, 4, and 6.
- Transportation Demand Management
 - Each Parcel will employ a transportation demand management plan; and
 - Accommodate car-sharing company requests to provide at minimum 10 car-sharing parking spaces on-site

The Applicant's construction schedule indicates that the majority of these mitigations are anticipated to be in place prior to the opening of the Parcel 2 development. Of note, under the Stage 1 approvals, the Applicant is required to increase transit capacity by 75 peak hour seats associated with Parcel 2. The Applicant has committed to coordinate with DDOT on this expansion as part of the *Transit Implementation Plan*, which will determine the plan for ensuring the Applicant's transit expansion commitment is met.

Stage 2 Mitigations

The remaining mitigation areas for Parcel 2's Stage 2 review include Transportation Demand Management and Loading.

Transportation Demand Management

As part of all major development review cases, DDOT requires the Applicant to produce a comprehensive Transportation Demand Management (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 the following TDM strategies:

- Designate a TDM coordinator responsible for organizing and marketing the TDM plan;
- Post all TDM commitments online;
- Include links to Commuter Connections and goDCgo on the project website;
- Hold annual commuter fairs to advertise available transportation options to employees and residents (fairs can be project-wide and not specific for Parcel 2);
- Price parking at market rates and unbundle parking from the costs of leading apartment or purchasing condos; and
- Provide at least 88 long-term bicycle parking spaces on the first level of the parking garage (including 79 spaces for residential uses and 8 for retail uses).

The proposed TDM elements should be augmented with the following measures:

- Install an electronic display in the Half Street residential lobby to display real-time transit arrival and transportation options information; and
- Offer the first occupant of each unit an annual carsharing membership and an annual Capital Bikeshare membership for a period of one three years.

Loading Management Plan

The Applicant proposes a loading management plan to mitigate potential impacts potential impacts of backing movements and the requested relief from zoning-required loading facilities. The loading management plan includes the following elements:

- Assign a loading management coordinator;
- Require tenants to schedule and coordinate deliveries;
- Schedule deliveries such that the loading space's capacity is not exceeded;
- Monitor inbound and outbound truck maneuvers to ensure that trucks accessing the loading space do not block vehicular traffic along the alley except during those times when a truck is actively entering or exiting the loading space and alley; and
- Manage the 30-foot loading dock such that conflicts between the building's loading and service/delivery needs will be avoided by designating peak periods during the day when the dock can only be used for service/delivery vehicles and loading or unloading is not permitted.

In the event that trucks larger than 40' service the site, the Applicant would need to accommodate large trucks on the private street network rather than on a public street such as First Street NW.

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