GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF TRANSPORTATION

d. Policy, Planning and Sustainability Administration

MEMORANDUM

TO: Sara Bardin
Director, Office of Zoning

FROM: Jamie Henson
Manager, Systems Planning

DATE: November 14, 2016

SUBJECT: ZC Case No. 16-13 – 1109 Congress Street, NE

PROJECT SUMMARY

JS Congress Holdings, LLC (the "Applicant") seeks approval of a Consolidated Planned Unit Development ("PUD") and Zoning Map Amendment from C-M-1 to C-2-B in order to construct a residential and retail building at 1109 Congress Street, NE. The site is bounded by Congress Street to the west, commercial buildings to the north, a public alley and vacant lot to the east, and L Street to the south (Square 748, Lots 78 and 819). The PUD includes:

- 64 residential units
- 3,825 square feet of retail/production, distribution, and repair
- 7 vehicle parking spaces (all for residential)
- 22 long-term and 5 short-term 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 existing 9 foot public alley that runs east-west from Congress Street though the middle of the site is proposed to be closed. In turn, the Applicant proposes a new connection to the north-south public alley east of the site through a 15 foot wide easement at the north of the site. Vehicular and bicycle access is proposed via this alley easement;
- The Applicant proposes to setback the ground floor adjacent to the north-south public alley by 5 feet 3 inches in order to provide vehicle parking;
- The Applicant conducted vehicle turning analysis for the seven proposed vehicle parking spaces. All of the vehicle parking spaces are designed for front-in and front-out maneuvers on Congress Street, and six of the seven vehicle parking spaces are proposed as compact spaces in order to properly maneuver; and
- The proposed residential loading and trash pick-up will result in back-out maneuvers from the alley easement onto Congress Street. While DDOT does not object to loading relief, DDOT does not support back-out maneuvers due to safety concerns.

Travel Assumptions

- The proposed vehicular mode split and expected vehicular, transit, pedestrian, and bicycle trip generation are low.

Analysis

- The proposed Transportation Demand Management (TDM) plan is sufficiently robust to support the mode split and trip generation assumptions, with one minor modification to the Capital Bikeshare mitigation; and
- The amount and location of long-term and short-term bicycle parking is appropriate.

DDOT has no objection to the requested approval with the following conditions:

Mitigations

- The Applicant agreed to fund the installation of a new Capital Bikeshare station up to $80,000 as a part of their TDM plan. DDOT requests the mitigation be updated to the following:
    - The Applicant should not only fund the installation of the new Capital Bikeshare station located near the intersection of 3rd Street and L Street, NE, but the Applicant should also fund its first year's operation expenses. The current cost for a 19 dock station with 10 bicycles and one-year operation expenses is $78,250. This cost is subject to change, but the Applicant should be required to fund the full cost of the facility, installation, and operating expenses at the year of project delivery;
- The Applicant agreed to provide the following TDM mitigations, which DDOT agrees with:
    - Provide 10 short-term bicycle spaces (5 racks), which exceeds the amount required by District Code;
    - Provide a bicycle repair station in the bicycle storage room;
    - Provide each unit's incoming residents a one-year membership to Capital Bikeshare or a carshare membership for the first year following the Certificate of Occupancy;
    - Provide a one-time $50 SmartTrip card to each initial residential tenant and employee in the building;

    - Provide a digital multimodal display in the residential lobby that provides schedule information of Metrobus and Metrorail, and locations of bikeshare stations and carshare vehicles, among other transportation related information;
    - Identify a Resident TDM Coordinator (for planning, construction, and operations). The Resident TDM Leaders will work with residents and employees in the building to distribute and market various transportation alternatives and options; and
    - Provide TDM materials to new residents in the Residential Welcome Package materials;
- A loading management plan, which includes a flagger, is necessary for all trucks accessing the site from Congress Street, including residential move-ins, move-outs, and trash collection due to back-out maneuvers, and must be approved by DDOT.

Continued Coordination

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

- Public space, including curb and gutter, street trees and landscaping, street lights, sidewalks, and other features within the public rights of way, are expected to be designed and built to DDOT standards. Careful attention should be paid to pedestrian and bicycle connections along the site's perimeter and adjacent infrastructure;
- Provide an updated parking signage plan, as a part of the public space permitting process, to remove parking where truck sweeps coincide with on-street vehicle parking and loading spaces;
- Coordination of the utility vaults so that they do not impact public space. This may require a minor modification to the building if PEPCO cannot support a utility vault in the 15 foot alley easement; and
- Coordination on the closure of the east-west public alley.

TRANSPORTATION ANALYSIS

DDOT guidance suggests that a Comprehensive Transportation Review (CTR) be completed if various thresholds for added traffic are met, which could signify the potential for impacts to the surrounding street network. Based on this project's anticipated level of trip generation, a comprehensive vehicle traffic analysis is not required, as thresholds are not met and impacts to the surrounding vehicle network are expected to be minimal. However, the Applicant evaluated the bicycle, pedestrian, and transit network surrounding the site, which met DDOT's parameters and is consistent with the scale of the action.

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

The existing 9 foot public alley that runs east-west from Congress Street through the middle of the site is proposed to be closed. In turn, the Applicant proposes a new private connection to the 8 foot 6 inch north-south public alley east of the site through a 15 foot wide easement at the north of the site. Vehicular and bicycle access is proposed via this alley easement.

The Applicant proposes to setback the ground floor adjacent to the north-south public alley by 5 feet 3 inches in order to provide vehicle parking. Due to the design of the vehicle parking spaces, DDOT requested turning analysis of all vehicle parking spaces in order to determine whether the design of the parking spaces would result in back-out maneuvers onto Congress Street. Due to vehicle, pedestrian, and bicycle conflicts, DDOT will not support vehicles to back-out onto the street. The Applicant conducted a vehicle turning analysis, as requested and submitted on November 14, 2016 to DDOT. The analysis showed that all of the vehicle parking spaces are designed for front-in and front-out maneuvers on Congress Street. Due to the necessity of multiple point turns to adequately clear all obstructions, such as columns, all vehicle parking spaces should be reserved for compact vehicles in order to properly maneuver. The Applicant proposed six of the seven vehicle parking spaces as compact spaces, which is appropriate.

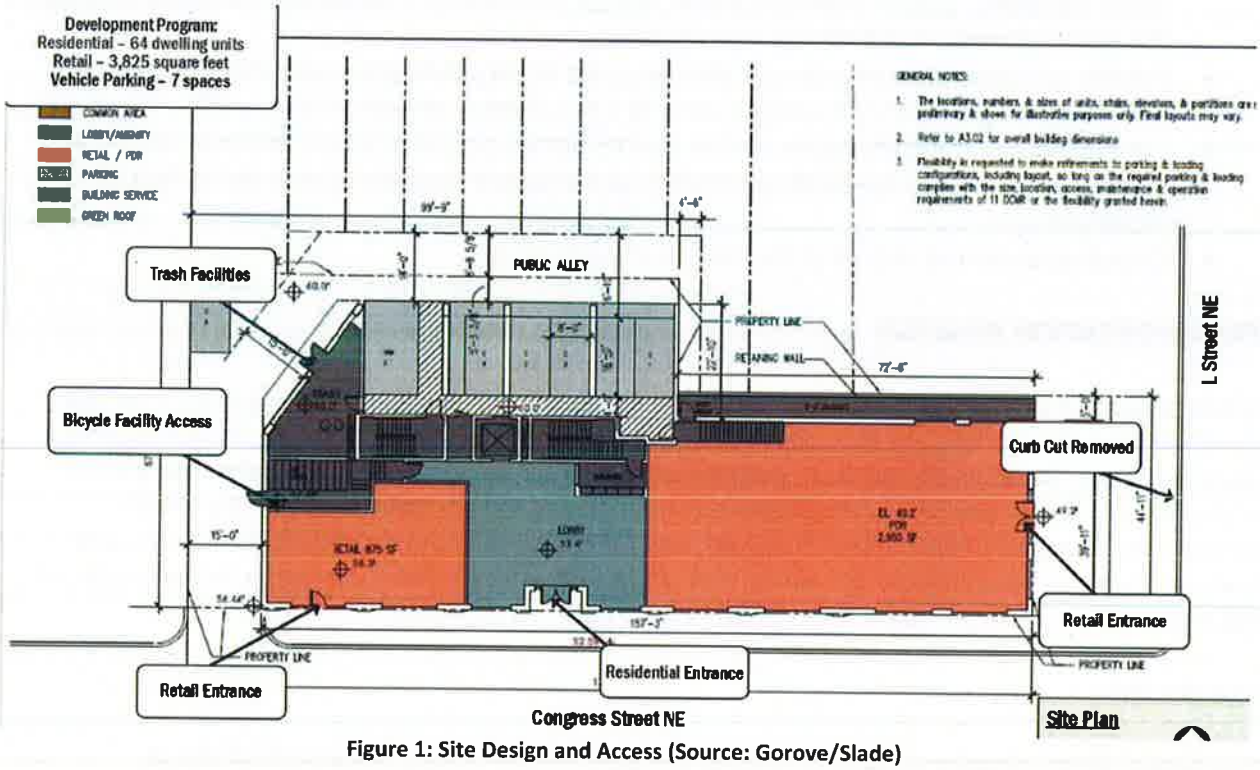

Figure 1: Site Design and Access (Source: Gorove/Slade)

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.

Zoning requires one 55-foot loading berth, one 200 square foot platform, and one 20-foot service and delivery space. The Applicant does not propose any on-site loading and requests zoning relief. Instead, the Applicant proposes curbside loading from Congress Street for residential moves and trash pick-up and curbside loading from L Street for retail deliveries. The proposed residential loading and trash pick-up will result in either back-out maneuvers from the alley easement onto Congress Street as trucks turn around on this dead-end street or back-out maneuvers from Congress Street onto L Street. DDOT does not support trucks backing out of either the alley easement or Congress Street due to safety concerns regarding vehicle, pedestrian, and bicycle conflicts.

While DDOT does not object to loading relief, a loading management plan, which includes a flagger, is necessary for all trucks accessing the site from Congress Street, including residential move-ins, move-outs, and trash collection due to back-out maneuvers. Additionally, as a part of the public space permitting process, an updated parking signage plan is necessary in order to remove parking where truck sweeps coincide with on-street vehicle parking and loading spaces.

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.

DDOT expects that the Applicant 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.

In particular, the Applicant proposes a utility vault within the alley easement. It is DDOT's understanding that PEPCO maintenance vehicles need a minimum 20 feet wide and 40 feet of vertical clearance in order to access and maintain utility vaults. The proposed alley easement is 15 feet wide. As such, the building footprint may need a minor modification if PEPCO cannot support the vault within the 15 foot alley easement. DDOT will not support utility vaults in public space at this location, in part, because District of Columbia Municipal Regulations Title 12A, Section 3202.7.1.1 does not permit any projections other than cornices, bases, silts, belt courses, pilaster, and water tables beyond the building line on streets that are less than 60 feet in width. Congress Street is 40 feet wide.

Travel Assumptions

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.

Off-Street Vehicle Parking

The overall parking demand created by the development is primarily a function of land use, development square footage, and 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, and proximity to transit.

Zoning requires the provision of 22 off-street vehicle parking spaces (21 for residential and 1 for retail), and the Applicant proposes 7 vehicle parking spaces (all residential). Multiple on-street parking occupancy studies from the past three years within the area have shown that there is sufficient parking to meet the demand, and the site is unlikely to generate overnight parking demand on the available Residential Permit Parking (RPP) spaces. The site is not currently eligible for RPP. Neither the 1100 block of Congress Street, NE, nor the 200 block of L Street, NE are in the RPP system. Since all properties on Congress Street – other than this site – are industrial uses and only two vehicle parking spaces are available curbside on Congress Street, it is unlikely that Congress Street will be added to the RPP system in the near future. Even if L Street is added to the RPP system in the future, the site is ineligible for RPP status based on L Street's RPP status since the residential address for this site is on Congress Street. DDOT does not object to the parking relief requested.

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 assumed a 30% auto mode split for residential use and 25% auto mode split for retail use (see Figure 2) based on WMATA's *2005 Development-Related Ridership Survey* and the US Census data. DDOT generally finds this method appropriate if supported by a robust TDM plan.

Land Use	Mode			
	Auto	Transit	Bike	Walk
Residential	30%	40%	10%	20%
Retail	25%	35%	5%	35%

Figure 2: Assumed Mode Split (Source: Gorove/Slade)

The Applicant provided trip generation estimates utilizing the Institute of Traffic Engineers (ITE) Trip Generation Manual, Census data, and the assumed mode split to convert base vehicular trips to base person trips using average auto occupancy data and then back to vehicular trips. The Applicant utilized the following ITE land use codes in their trip generation estimation: Residential-Apartments (Code 220) and Retail-Shopping Center (Code 820). DDOT finds this method appropriate.

Based on the trip generation and mode split assumptions discussed above, the Applicant predicted the following level of weekday peak hour trip generation:

Mode	Land Use	AM Peak Hour			PM Peak Hour		
		In	Out	Total	In	Out	Total
Auto	Apartments	2 veh/hr	9 veh/hr	11 veh/hr	10 veh/hr	6 veh/hr	16 veh/hr
	Retail	1 veh/hr	0 veh/hr	1 veh/hr	2 veh/hr	1 veh/hr	3 veh/hr
	Total	**3 veh/hr**	**9 veh/hr**	**12 veh/hr**	**12 veh/hr**	**7 veh/hr**	**19 veh/hr**
Transit	Apartments	3 ppl/hr	13 ppl/hr	16 ppl/hr	15 ppl/hr	9 ppl/hr	24 ppl/hr
	Retail	1 ppl/hr	1 ppl/hr	2 ppl/hr	4 ppl/hr	5 ppl/hr	9 ppl/hr
	Total	**4 ppl/hr**	**14 ppl/hr**	**18 ppl/hr**	**19 ppl/hr**	**14 ppl/hr**	**33 ppl/hr**
Bike	Apartments	1 ppl/hr	3 ppl/hr	4 ppl/hr	4 ppl/hr	2 ppl/hr	6 ppl/hr
	Retail	0 ppl/hr	0 ppl/hr	0 ppl/hr	1 ppl/hr	0 ppl/hr	1 ppl/hr
	Total	**1 ppl/hr**	**3 ppl/hr**	**4 ppl/hr**	**5 ppl/hr**	**2 ppl/hr**	**7 ppl/hr**
Walk	Apartments	2 ppl/hr	6 ppl/hr	8 ppl/hr	8 ppl/hr	4 ppl/hr	12 ppl/hr
	Retail	1 ppl/hr	1 ppl/hr	2 ppl/hr	4 ppl/hr	5 ppl/hr	9 ppl/hr
	Total	**3 ppl/hr**	**7 ppl/hr**	**10 ppl/hr**	**12 ppl/hr**	**9 ppl/hr**	**21 ppl/hr**

Figure 3: Weekday Peak Hour Vehicle Trip Generation (Source: Gorove/Slade)

The proposed action is expected to generate a low number of vehicular, transit, bicycle, and pedestrian trips. DDOT requires a capacity analysis when a development's projected number of peak hour vehicle trips in the peak direction equals or surpasses 25 vehicle trips. This project does not surpass DDOT's threshold; therefore, a capacity analysis was not required.

Analysis

To determine the action's impacts on the transportation network, a CTR includes an extensive multi-modal analysis of the existing baseline conditions, future conditions without the proposed action, and future conditions with the proposed development. The Applicant completed their analysis based on the assumptions described above.

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 proposed project is located 0.2 miles from the NoMA-Gallaudet Metro Station on the Red Line. Additionally, the site is well-served by high-frequency bus routes, which operate with headways in the range of approximately seven to 30 minutes. Bus routes include: 90, 92, X3, D4, 80, 96, and P6 lines. The H Street streetcar line is located within close proximity of the site. A mixed-use building located in such a transit rich area of the District should achieve high transit ridership.

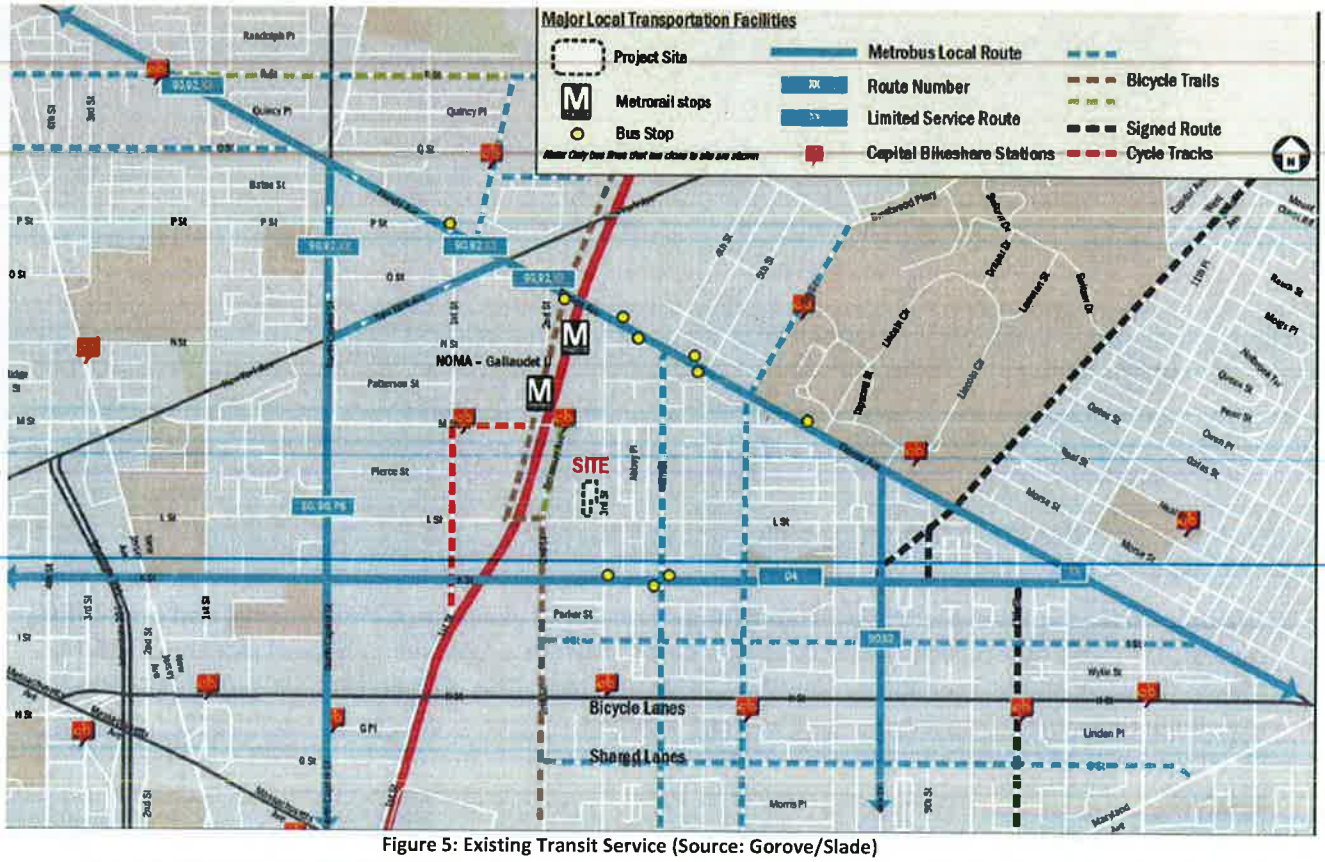

Figure 5: Existing Transit Service (Source: Gorove/Slade)

Pedestrian Facilities

The District is committed to enhance the 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 Applicant performed an inventory of the pedestrian infrastructure in the vicinity. Some of the existing pedestrian facilities within one-quarter mile of the site do not meet DDOT standards. In particular, the sidewalks on Congress Street do not meet DDOT standards of a minimum six-foot sidewalk and 4-foot tree box zone. Due to the limited 40-foot right-of-way, the tree box zone cannot be accommodated along with all of the other functions of the right-of way. The Applicant proposes to improve the pedestrian infrastructure adjacent to the site, including the sidewalk on Congress Street and adding street trees and landscaping in the public parking area on L Street.

Bicycle Facilities

The District is committed to enhance 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.

Many bicycle facilities are located near the site, including bicycle lanes and cycle tracks along G Street, I Street, K Street, M Street, 4th Street, 6th Street, Q Street, and R Street. The Metropolitan Branch Trail is

located 0.25 miles to the west of the site. There are two Capital Bikeshare stations located within one-quarter mile of the site supplying a total of 36 bicycle docks. The nearest station is located at the intersection of Delaware Avenue and M Street, NE.

The Applicant proposes 22 long-term bicycle parking spaces, which meets the new zoning requirement. The Applicant proposes 10 short-term bicycle parking spaces (5 racks), which exceeds the new zoning requirement of 6 short-term bicycle parking spaces (3 racks).

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.

DDOT preference is to mitigate vehicle traffic impacts first through establishing an optimal site design and operations to support efficient site circulation. When these efforts alone cannot properly mitigate an action's impact, TDM measures may be necessary to manage travel behavior to minimize impact. Only when these other options are exhausted will DDOT consider capacity-increasing changes to the transportation network because such changes often have detrimental impacts on non-auto travel and are often contrary to the District's multi-modal transportation goals.

Transportation Demand Management

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 initially proposed the following TDM strategies:

- Contribute $80,000 to fund the installation of a new Capital Bikeshare station located near the intersection of 3rd Street and L Street, NE;
- Provide 10 short-term bicycle spaces (5 racks), which exceeds the amount required by District Code;
- Provide a bicycle repair station in the bicycle storage room;
- Provide each unit's incoming residents a one-year membership to Capital Bikeshare or a carshare membership for the first year following the Certificate of Occupancy;
- Provide a one-time $50 SmartTrip card to each initial residential tenant and employee in the building;

- Provide a digital multimodal display in the residential lobby that provides schedule information of Metrobus and Metrorail, and locations of bikeshare stations and carshare vehicles, among other transportation related information;
- Identify a Resident TDM Coordinator (for planning, construction, and operations). The Resident TDM Leaders will work with residents and employees in the building to distribute and market various transportation alternatives and options; and
- Provide TDM materials to new residents in the Residential Welcome Package materials.

These TDM measures are sufficient to support the proposed mode split and trip generation with a minor modification to the bikeshare contribution:

- The Applicant should not only fund the installation of the new Capital Bikeshare station located near the intersection of 3rd Street and L Street, NE, but the Applicant should also fund its first year's operation expenses. The current cost for a 19 dock station with 10 bicycles and one-year operation expenses is $78,250. This cost is subject to change, but the Applicant should be required to fund the full cost of the facility, installation, and operating expenses at the year of project delivery.

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