


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: October 29, 2018

SUBJECT: ZC Case No. 18-07 – 2nd Street and K Street NE

PROJECT SUMMARY

Lean Development, LLC (the “Applicant”) seeks approval of a Map Amendment to rezone four (4) properties totaling 5,001 SF from PDR-1 to split MU-4 and MU-5A. The subject properties are located on the southeast corner of the intersection of 2nd Street and K Street NE (Square 750, Lots 128, 156, 157, 158). The site is currently occupied by three (3) residential row houses and one (1) empty lot and served by a 10-foot rear public alley.

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 impacts of the proposed map amendment on the District’s transportation network. After review of the case materials submitted by the Applicant, DDOT finds:

- The proposed split MU-4 / MU-5A (Mixed Use - Moderate Density) zones would allow for the same or slightly less maximum build-out intensity, depending on the mix of uses ultimately proposed on the property and associated FAR caps, as compared to the maximum development potential allowed in the existing PDR-1 (Production, Distribution and Repair – Moderate Density) zone;

- From a trip generation standpoint, any of the likely matter-of-right residential or mixed-use redevelopment scenarios proposed under the new split MU-4 / MU-5 zoning are anticipated to generate fewer person- and vehicle-trips than a maximum intensity matter-of-right office project under the existing PDR-1 zone, despite similar maximum FARs. This is because residential uses tend to generate fewer trips per square foot than office uses;
- The primary driver of future trips to the site would be due to the inclusion of a retail or restaurant component. Without first-floor retail or restaurant, the amount of trips generated by either office or residential would be minimal. Additionally, it is anticipated that the vast majority of trips generated by first-floor retail or restaurant would be by foot, given the site's proximity to two (2) Metrorail stations and location adjacent to an established residential neighborhood;
- Since the site is within ½ mile of a Metrorail station (approximately 0.3 mile from both Union Station and NoMa-Gallaudet U Station), ZR16 allows a 50% vehicle parking reduction. DDOT strongly encourages the Applicant to minimize the amount of vehicle parking provided if and when the site redevelops;
- Any redevelopment proposals for the site will need to account for a long-term bicycle parking storage room, either below- or at-grade in an easily accessible location from the lobby, as well as short-term bicycle parking, showers, and locker facilities, depending on the use and requirements of ZR16;
- The site currently has access to a 10-foot rear public alley which terminates at the property line. If and when the site redevelops, it is expected that all loading, trash pick-up, and vehicle parking will take place from the alley. DDOT will not support any new curb cuts to the property; and
- Depending on the ultimate redevelopment proposal, DDOT may require the alley be extended westward through the site to 2nd Street or that the alley be widened on the Applicant's property to accommodate efficient circulation and trash pick-up.

RECOMMENDATION

DDOT has reviewed the Applicant's request and determined that based on the information provided, the proposed rezoning would likely not lead to an increase in the number of peak hour vehicle trips on the District's transportation network if redeveloped with the most intense matter-of-right uses. Therefore, DDOT has no objection to the approval of the requested Map Amendment.

CONTINUED COORDINATION

Given the achievable matter-of-right density possible on the subject property, it is expected that the Applicant will work with DDOT through the permitting process (e.g., public space permitting and EISF) if and when a redevelopment proposal is put forth, on the following actions to minimize impacts to the transportation network:

- Depending on the ultimately proposed redevelopment program and if any future relief is requested from the Board of Zoning Adjustment (BZA), the Applicant may be required to scope and provide a Comprehensive Transportation Review (CTR) study;
- Develop and implement Transportation Demand Management (TDM) measures commensurate with the land use and scale of future redevelopment, as appropriate;

- If the property ultimately redevelops, the site should be designed so that loading occurs without trucks performing backing maneuvers across public space. Also, coordinate with DDOT on an appropriate Loading Management Plan (LMP), if necessary;
- Coordinate with DDOT’s Urban Forestry Division (UFD) and the Ward 6 arborist regarding the possibility of any existing Heritage Trees or Special Trees on the property. There appears to be a large tree on-site near the corner of 2nd Street and K Street NE; and
- Continue coordination with DDOT on the following public space design elements:
 - Submit a public space permit application for any proposed changes within the public right-of-way (ROW);
 - DDOT expects redevelopment projects to rehabilitate streetscape infrastructure between the curb and the property lines. This includes curb and gutters, street trees, landscaping, street lights, sidewalks, and other appropriate features within the ROW adjacent to the site;
 - If the site redevelops with a first-floor restaurant component, a public space occupancy permit will be required to operate an outdoor café patio along 2nd Street or K Street NE;
 - The rear alley may need to be extended through the site or widened near the site in order to facilitate efficient circulation, trash pick-up, and vehicle parking;
 - No new curb cuts to the property should be proposed, aside from a new alley entrance on 2nd Street NE;
 - The site is currently surrounded on two sides by steep grass yards in the public parking area which are within the public ROW. The Applicant should not attempt to re-grade this space until a public space permit application has been reviewed and a permit issued by DDOT. Depending on the proposed uses on-site, DDOT strongly encourages the Applicant to maintain the topography of the existing green space and not re-grade the public parking area, if possible; and
 - DDOT encourages the Applicant to participate in a Preliminary Design Review Meeting (PDRM) with the Office of Planning and DDOT to discuss the public space design if and when a future redevelopment is proposed.

TRANSPORTATION ANALYSIS

Vehicle Trip Comparison

DDOT conducted a trip generation analysis for the site to compare the transportation impacts of the existing row houses with hypothetical office, residential, and mixed-use redevelopment scenarios under the existing PDR-1 and proposed MU-4 / MU-5A zones. To complete the analysis, DDOT first assessed the theoretical maximum development potential of the site based on current and proposed zoning.

The existing PDR-1 zone allows for a 3.5 FAR for commercial uses only. If rezoned to MU-4 / MU-5A, the site could potentially achieve 3.0-4.2 FAR for residential-focused project and 2.5-3.5 FAR for an office-residential project. In all scenarios, it was assumed there would be some amount, approximately 4,500 SF, of first floor retail and/or restaurant.

Table 1 below shows a comparison of the estimated land uses and densities for each of the scenarios evaluated.

Maximum Development Scenarios	Max Height	FAR	Residential	Office	First Floor Restaurant / Retail	Total SF
Existing Conditions	-	-	3 Dwellings	-	-	5,001 SF
Office Redevelopment Existing PDR-1 Zone	50'	3.5	-	12,503 SF	4,500 SF	17,503 SF
Residential Redevelopment Proposed Split Zone MU-4 (2,532 SF) & MU-5A (2,469 SF)	MU-4 (50') MU-5A (65')	MU-4 (3.0 w/IZ) MU-5A (4.2 w/IZ) Both (1.5 max non-res)	13,466 SF (13 Units)	-	4,500 SF	17,966 SF
Mixed-Use Redevelopment Proposed Split Zone MU-4 (2,532 SF) & MU-5A (2,469 SF)	MU-4 (50') MU-5A (65')	MU-4 (2.5) MU-5A (3.5) Both (1.5 max non-res)	7,472 SF (7 units)	3,000 SF	4,500 SF	14,972 SF

Note: The square footages and dwelling units shown in this table are DDOT estimates and may differ slightly from the actual development proposal ultimately put forth by the property owner. Dwelling unit estimates are based on an assumption of 1,000 GSF per unit.

Table 1 – Comparison of Potential Development Scenarios

Based on the square footages and number of residential units in the table above, DDOT estimated the amount of person- and vehicle-trips that would be generated by theoretical maximum matter-of-right developments under the existing PDR-1 and proposed MU-4 / MU-5A zones. To determine the number of trips generated by each scenario, DDOT utilized for the suburban-oriented trip generation rates published in the Institute of Transportation Engineers' (ITE) *Trip Generation Manual, 10th Edition*. The suburban-oriented vehicle trips were converted to person trips using a standard 1.13 persons per vehicle car occupancy rate. An urban-context automobile mode-share was then applied to the person, based on previous studies in the area, trips to determine the number of vehicle trips anticipated to be attracted to the site.

Table 2 below presents a summary of DDOT's estimate of vehicle trips for each development scenario.

Maximum Development Scenarios	Estimated Development Program	ITE Land Use Code	AM Peak Person Trips	PM Peak Person Trips	AM Peak Vehicle Trips*	PM Peak Vehicle Trips*
Existing Conditions	3 Dwelling Units	LUC 210 – Single Family	3	3	1	1
Office Redevelopment Existing PDR-1 Zone	12,503 SF Office 4,500 SF Retail/Restaurant	LUC 710 – General Office LUC 930 – Fast Casual Restaurant	27	93	6	15
Residential Redevelopment Proposed Split Zone MU-4 & MU-5A	13 Dwelling Units 4,500 SF Retail/Restaurant	LUC 210 – Single Family LUC 930 – Fast Casual Restaurant	21	86	5	14
Mixed-Use Redevelopment Proposed Split Zone MU-4 & MU-5A	7 Dwelling Units 3,000 SF Office 4,500 SF Retail/Restaurant	LUC 210 – Single Family LUC 710 – General Office LUC 930 – Fast Casual Restaurant	20	85	4	13

Notes:
 * Assumed the following automobile mode shares: 35% residential, 30% office, 15% retail/restaurant. Site is located less than 1/3 mile from two Metro stations.

Table 2 – Vehicle Trip Generation Comparison

As shown above, redevelopment of the site under any scenario will generate more person- and vehicle-trips than the site generates today. However, maximum allowable redevelopment under the new split MU-4 / MU-5A zoning will generate approximately the same or fewer trips than under maximum redevelopment under the PDR-1 zone. This is due to the PDR-1 zone prohibiting residential uses and allowing commercial uses, which generate more trips per square foot than residential uses allowed under the MU-4 / MU-5A. It is noted that under any redevelopment scenario, the vast majority of person- and vehicle-trips generated will be by a first-floor retail/restaurant component.

Zoning Requirements

Table 3 below details DDOT’s estimates of the theoretical zoning requirements for each of the evaluated redevelopment scenarios. Note that the exact requirements would be determined by the Zoning Administrator and would be based on the specific development ultimately proposed.

Since the site is located within ½ mile of a Metrorail station (approximately 0.3 mile from both Union Station and NoMa-Gallaudet U Station), DDOT encourages the Applicant to take advantage of the 50% reduction in the parking minimum, per ZR16 Subtitle C, Section 702.1(a), if and when the site redevelops. Additionally, DDOT encourages the Applicant to meet or exceed the bicycle parking and showers/lockers requirements of ZR16.

Development Scenario	Estimated Development Program	Vehicle Parking Spaces*	Long-Term Bicycle Spaces	Short-Term Bicycle Spaces	Loading Berths	Delivery Spaces
Existing Conditions	3 Dwelling Units	N/A**	N/A**	N/A**	N/A**	N/A**
Office Redevelopment Existing PDR-1 Zone	12,503 SF Office 4,500 SF Retail/Restaurant	4	5	1	0	0
Residential Redevelopment Proposed Split Zone MU-4 & MU-5A	13 Dwelling Units 4,500 SF Retail/Restaurant	3	4	2	0	0
Mixed-Use Redevelopment Proposed Split Zone MU-4 & MU-5A	7 Dwelling Units 3,000 SF Office 4,500 SF Retail/Restaurant	2	4	1	0	0

Note:
 * Includes 50% reduction for being located within ½ mile of a Metrorail station. NoMa-Gallaudet U Metro Station and Union Station are both approximately 0.3 mile walk from property.
 ** Existing row houses are exempt from zoning requirements since they were constructed prior to the adoption of the 1958 Zoning Regulations (ZR58)

Table 3 – Zoning Requirements for Vehicle Parking, Bicycle Parking, and Loading Facilities

PUBLIC SPACE

If the site redevelops or there are any substantial renovations, the property owner will be expected to rehabilitate streetscape infrastructure between the curb and the property lines, in line with District policy and practice. 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.

Specifically, there three potential issues that the Applicant should be aware of and continue to coordinate with DDOT on, if and when the site redevelops:

- The rear alley should be extended through the site or widened near its terminus at the property line in order to facilitate efficient circulation, trash pick-up, and vehicle parking. DDOT has reviewed plans from the Surveyor’s Office going back to 1887 showing that the alley was originally intended to connect to 2nd Street NE. Presumably this connection was never made through the site because of the steep grade;
- DDOT will not support any new curb cuts to the property, aside from a new alley entrance on 2nd Street NE;
- If a first-floor restaurant component is included in the ultimate redevelopment proposal, a public space occupancy permit will be required to operate an outdoor café patio within the public ROW along 2nd Street or K Street NE;
- The site is currently surrounded on two sides (K Street and 2nd Street NE) by steep grass yards in the public parking area which are within the public ROW. The Applicant should not attempt to re-grade this space until a public space permit application has been reviewed and a permit issued by DDOT. Depending on the proposed uses on-site, DDOT strongly encourages the

Applicant to maintain the topography of the existing green space and not re-grade the public parking area, if possible; and

DDOT encourages the Applicant to participate in a Preliminary Design Review Meeting (PDRM) with the Office of Planning and DDOT to discuss the public space design if and when a future redevelopment is proposed.

In conjunction with the *District of Columbia Municipal Regulations (DCMR)*, DDOT's *Design and Engineering Manual (DEM)* and the *Public Realm Design 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.

JS:az