

Government of the District of Columbia


Department of Transportation



d. Planning and Sustainability Division

MEMORANDUM

TO: Sara Bardin
Director, Office of Zoning

FROM: Anna Chamberlin, AICP 
Neighborhood Planning Manager

DATE: June 30, 2020

SUBJECT: ZC Case No. 19-19 – 3301 23rd Street SE (Terrace Manor)

PROJECT SUMMARY

Terrace Manor Redevelopment LP (the “Applicant”) has requested approval of a Consolidated Planned Unit Development (PUD) application to redevelop a 100,265-square-foot (2.3-acre) site with a 130-unit multi-family residential building. The site is bounded by Savannah Street SE to the south, 23rd Street SE to the east, a YMCA and low-density multi-family residential buildings to the west and north. The site currently contains 12 vacant multi-family residential buildings totaling 61 dwelling units. The proposal includes the redevelopment of a 130-unit multi-family residential building, all of which will be affordable housing with a median family income of 60 percent.

SUMMARY OF DDOT REVIEW

The District Department of Transportation (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 review of the case materials submitted by the Applicant, DDOT finds:

- Vehicular access to the site is proposed via a two-way parking garage entrance from a driveway on Savannah Street SE. The existing curb cut on 23rd Street SE will be closed, but a new curb cut

on Savannah Street SE is proposed. The proposed curb cut will need approval by the Public Space Committee;

- The Applicant proposes to exceed the ZR16 requirements for off-street vehicle parking of 21 parking spaces by providing 52 spaces within an enclosed parking garage. This amount of parking is consistent with DDOT's Preferred Maximum Parking Rates in *the Guidance for Comprehensive Transportation Review*;
- Due to the low parking ratio, which DDOT supports, a CTR study was not required. However, a Transportation Demand Management (TDM) plan was requested to help support the non-automotive traveling needs of the residents;
- DDOT finds the proposed "Baseline" tier TDM plan paired with an appropriate parking ratio of 0.40 spaces per dwelling unit sufficiently robust to support non-automobile travel. However, two additional bullets should be included in the plan (see Recommendation section below);
- The Applicant proposes to meet the ZR16 requirements and practical needs for loading by providing a total of one (1) 30-foot berth, one (1) 20-foot delivery spaces, and one (1) loading platform;
- All loading activities are proposed to occur via a curb cut and driveway on Savannah Street SE due to significant grade changes and lack of access to an alley system;
- DDOT does not object to the location and design of the loading berth on private property as shown, but the portions of the driveway within the DDOT right-of-way and building restriction area will need to be further refined during public space permitting to minimize pavement. This may result in back-in loading;
- To address the potential for back-in loading, a Loading Management Plan (LMP) was proposed and should be included as a condition to help facilitate the movement of trucks and manage conflicts with other vehicles and pedestrians in the driveway along Savannah Street SE;
- The Applicant is proposing to meet the ZR16 minimum bicycle parking requirements of 43 long-term and seven (7) short-term spaces by providing 44 long-term spaces in the parking garage and eight (8) short-term spaces at the building entrance on 23rd Street SE; and
- Final locations of the short-term spaces (inverted U-racks) will be determined during public space permitting but should be in easily accessible locations near building entrances.

RECOMMENDATION

DDOT has no objection to approval of this Consolidated Planned Unit Development application with the following conditions:

- Implement the Transportation Demand Management (TDM) Plan as proposed in the Applicant's June 19, 2020 Supplemental Memo (Exhibit 20B), for the life of the project, unless otherwise noted, with the following additions:
 - Following the issuance of a certificate of occupancy for the Project, the Transportation Coordinator shall submit documentation from DCRA summarizing compliance with the transportation and TDM conditions of the Order (including, if made available, any written confirmation from the Office of the Zoning Administrator) to the Office of Zoning for inclusion in the IZIS case record of the case; and

- Following the issuance of a certificate of occupancy for the Project, the Transportation Coordinator will submit a letter to the Zoning Administrator, DDOT, and goDCgo every five (5) years (as measured from the final certificate of occupancy for the Project) summarizing continued compliance with the transportation and TDM conditions in the Order.
- Implement the Loading Management Plan (LMP) proposed in the Applicant’s June 19, 2020 Supplemental Memo (Exhibit 20B), for the life of the project, unless otherwise noted.

CONTINUED COORDINATION

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

- Public space, including curb and gutter, street trees and landscaping, streetlights, sidewalks, curb ramps, and other features within the public right-of-way are expected to be designed and built to DDOT standards;
- The Applicant will be required to obtain public space permits for all elements of the project proposed in public space. The proposed curb cut on Savannah Street SE will need approval by the Public Space Committee. DDOT has several comments on the Applicant’s initial public space design which are noted later in the Streetscape and Public Realm section and can be resolved during the public space permitting process;
- The Applicant should participate in a Preliminary Design Review Meeting (PDRM) to discuss the public space design with DDOT and OP;
- Submit a detailed curbside management and signage plan to DDOT, consistent with current DDOT policies. If meter installation is required, they will be at the Applicant’s expense;
- Coordinate with DDOT’s Urban Forestry Division (UFD) and the Ward 8 arborist regarding the special trees on-site, the preservation and protection of existing small street trees, as well as the planting of new street trees, in bioretention facilities or a typical expanded tree planting space.

TRANSPORTATION ANALYSIS

Site design, which includes site access, loading, vehicle parking, 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

Pedestrian access to the residential building is via one entrance on 23rd Street SE. Vehicular access to the parking garage is proposed via a two-way entrance/exit on Savannah Street SE. The loading dock area is also accessed via Savannah Street SE. Typically, DDOT encourages entrances to parking and loading facilities via an alley, however, the site is not connected to an alley network. Therefore, DDOT supports parking and loading to occur via a driveway to the street with less vehicular traffic. Bicyclists may enter

the building through the pedestrian entrance or through a separate bicycle parking entrance near the parking entrance on Savannah Street SE.

The Applicant proposes to close the existing curb cut on 23rd Street SE that leads to the existing surface parking lot, but proposes a new curb cut on Savannah Street SE that leads to the parking garage. Figure 1 below shows the site layout of the proposed project.

Figure 1 | Site Plan



(Source: WCSmith Site Plan – 6/19/2020)

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.

Per Subtitle C § 901.1 and § 901.4 of the 2016 Zoning Regulations (ZR16), residential properties with more than 50 units are required to provide one (1) loading berth, one (1) loading platform, and one (1) 20-foot delivery space. The Applicant is proposing to meet the ZR16 requirements and practical needs for loading by providing a total of one (1) 30-foot berth, one (1) 20-foot delivery spaces, and one (1) loading platform.

The building is designed so that all loading activities, including delivery and moving trucks, take place in the loading entrance of parking garage located on Savannah Street SE, as shown in Figure 1 above. Trash trucks will enter via back-in maneuvers with a member of the collection team serving as a flagger to assist with maneuvers and alert traffic during collection. While back-in deliveries are typically not

supported by DDOT, the proposed loading system is appropriate given the site limitations, including severe grade changes and lack of access to an alley system.

To help facilitate truck movement and manage conflicts with vehicles and pedestrians at the driveway on Savannah Street SE, the Applicant has proposed the following Loading Management Plan (LMP) in the June 19, 2020 Memorandum (Exhibit 20B) for the project:

- The building's on-duty maintenance technician will serve as the loading manager during the weekdays, and the front desk/concierge will serve as loading manager on weekends. The loading manager will be on duty from 8 am to 5 pm and will coordinate with vendors and tenants to schedule deliveries and with the community and neighbors to resolve any conflicts should they arise.
- A lease provision will require all tenants to use only the loading docks for deliveries and move-in/move-out activities.
- All tenants will be required to schedule deliveries that utilize the loading dock (any loading operation conducted using a truck 20' in length or larger) and all loading activities are required to occur at the loading dock.
- The loading manager will schedule deliveries such that the dock's capacity is 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 when a berth will be available so as to compromise safety or impede street or intersection function.
- The loading manager will schedule residential loading activities so as not to conflict with commercial deliveries, such as FedEx and UPS. All residential loading will need to be scheduled with the loading manager.
- The loading manager will monitor inbound and outbound truck maneuvers and will ensure that trucks accessing the loading dock do not block vehicular, bike, or pedestrian traffic along Savannah Street SE except during those times when a truck is actively entering or exiting a loading berth.
- Service vehicle/truck traffic interfacing with Savannah Street SE traffic will be monitored during peak periods and management measures will be taken if necessary to reduce conflicts between truck and vehicular movements.
- 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 Map (godcgo.com/truckandbusmap).
- The loading manager will monitor the timing of the residential deliveries to see if any adjustments need to be made to ensure any conflicts are minimized.

DDOT concurs with the proposed LMP above and has no objection to the site's loading scheme. The LMP should be included in the final Zoning Order.

Vehicle Parking

The overall parking demand created by the development is primarily a function of land use, development square footage, price, and supply of parking spaces. In urban areas, however, other factors contribute to the demand for parking, such as the availability of high quality transit, frequency of transit service, proximity to transit, connectivity of bicycle and pedestrian facilities within the vicinity of the development, and the demographic composition and other characteristics of the potential residents.

Per Subtitle C §701.5 of ZR16, the proposed development is required to provide 42 parking spaces. Subtitle C §702.1, allows the subject site to take a 50 percent parking reduction due to the ¼-mile proximity to a Priority Corridor Network Metrobus Route which would reduce the parking minimum to 21 off-street parking spaces. The Applicant proposes to provide 52 enclosed parking spaces in a garage.

Based on DDOT's preferred maximum parking rates published in the June 2019 *Guidance for Comprehensive Transportation Review*, 52 off-street vehicle parking spaces would be appropriate at this location (0.40 spaces/unit parking ratio). As such, DDOT recommends that the Applicant implement a "baseline" tier transportation demand management (TDM) plan to help support the non-automotive travel needs of the residents (see below).

Since the site has an excellent (low) parking ratio, is located within ¼ mile of a Priority Corridor Metrobus Route, and the Applicant has committed to a robust TDM plan (see later in this report), DDOT did not require a Comprehensive Transportation Review (CTR) study or Traffic Impact Analysis (TIA).

Bicycle Parking

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.

Per Subtitle C § 802.1 of ZR16, the Applicant is required to provide 43 long-term and seven (7) short-term bicycle parking spaces. The Applicant is proposing to meet these requirements by installing 44 long-term spaces in the parking garage and eight (8) short-term spaces at the building entrance on 23rd Street SE. The locations of short-term spaces are shown in the public parking area as four (4) inverted U-racks. The final locations of short-term bicycle parking will be determined during public space permitting.

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 (OP) 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 Titles 11, 12A, and 24 of the DCMR, DDOT's most recent version of the *Design and Engineering Manual (DEM)* and the *Public Realm Design Manual* will serve as the main public realm

references for the Applicant. Public space designs will be reviewed in further detail during the public space permitting process. DDOT staff will be available to provide additional guidance during these processes.

Figure 2 | Public Space Rendering



(Source: WSmith Site Rendering – 6/19/2020)

While the preliminary public space plans, shown above in Figure 2, are generally consistent with DDOT standards, there are several considerations that need to be reviewed in greater detail during the public space permitting process:

- There is a 15-foot Building Restriction Line (BRL) on both Savannah Street and 23rd Street SE. The area between the property line and BRL is regulated as if it is public right-of-way;
- DDOT concurs that the existing curb cut 23rd Street SE should be closed;
- The Public Space Committee will need to review the proposed curb cut and driveway on Savannah Street SE;
- Minimize the amount of size of the driveway and pavement in the right-of-way and building restriction area on Savannah Street SE;
- Any fences in public space must not be taller than 42 inches and must be at least 50% open;
- The leadwalk and short-term bicycle racks on 23rd Street SE are located within public space; and
- Determine final locations for short-term bicycle racks.

Heritage Trees

Heritage Trees are defined as a tree with a circumference of 100 inches or more and are protected by the Tree Canopy Protection Amendment Act of 2016. With approval by the Mayor and DDOT's Urban Forestry Division (UFD), Heritage Trees might be permitted to be relocated. As such, the Applicant may be required to redesign the site plan in order to preserve the Non-Hazardous Heritage Trees. Special

Trees are defined as being between 44 inches and 99.99 inches in circumference. Special trees may be removed with a permit. However, if a Special Tree is designated to remain by UFD, protection is necessary.

It is recommended that the Applicant coordinate with the Ward 8 arborist regarding the preservation and protection of Special trees and small street trees, as well as the planting of new street trees in bioretention facilities or a typical expanded tree planting space.

Transportation Demand Management (TDM)

As part of all land development cases, DDOT requires the Applicant to produce a comprehensive 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 proposes a TDM Plan in the June 19, 2020 Supplemental Submission memo which includes the following elements:

- Unbundle the cost of vehicle parking from the lease or purchase agreement for each residential unit and charge a minimum rate based on the average market rate within a quarter mile.
- Identify Transportation Coordinators for the planning, construction, and operations phases of development. The Transportation Coordinators will act as points of contact with DDOT, goDCgo, and Zoning Enforcement.
- Will provide Transportation Coordinators' contact information to goDCgo, conduct an annual commuter survey of employees on-site, and report TDM activities and data collection efforts to goDCgo once per year.
- Transportation Coordinators will develop, distribute, and market various transportation alternatives and options to the residents, including promoting transportation events (i.e., Bike to Work Day, National Walking Day, Car Free Day) on property website and in any internal building newsletters or communications.
- Transportation Coordinators will receive TDM training from goDCgo to learn about the TDM conditions for this project and available options for implementing the TDM Plan.
- Provide welcome packets to all new residents that should, at a minimum, include the Metrorail pocket guide, brochures of local bus lines (Circulator and Metrobus), carpool and vanpool information, CaBi coupon or rack card, Guaranteed Ride Home (GRH) brochure, and the most

recent DC Bike Map. Brochures can be ordered from DDOT's goDCgo program by emailing info@godcgo.com.

- Provide residents who wish to carpool with detailed carpooling information and will be referred to other carpool matching services sponsored by the Metropolitan Washington Council of Governments (MWCOG) or other comparable service if MWCOG does not offer this in the future.
- Transportation Coordinator will subscribe to goDCgo's residential newsletter.
- Post all TDM commitments on website, publicize availability, and allow the public to see what has been promised.
- Provide a SmarTrip card and one (1) complimentary Capital Bikeshare coupon good for a free ride to every new resident.
- Will meet ZR16 short- and long-term bicycle parking requirements. There will be no fee to the residents for usage of the bicycle storage room.
- Long-term bicycle storage rooms will accommodate non-traditional sized bikes including cargo, tandem, and kids bikes.

DDOT finds the TDM Plan to be sufficiently robust to support the non-automotive travel needs of the residents with the two (2) following minor additions:

- Following the issuance of a certificate of occupancy for the Project, the Transportation Coordinator shall submit documentation from DCRA summarizing compliance with the transportation and TDM conditions of the Order (including, if made available, any written confirmation from the Office of the Zoning Administrator) to the Office of Zoning for inclusion in the IZIS case record of the case; and
- Following the issuance of a certificate of occupancy for the Project, the Transportation Coordinator will submit a letter to the Zoning Administrator, DDOT, and goDCgo every five (5) years (as measured from the final certificate of occupancy for the Project) summarizing continued compliance with the transportation and TDM conditions in the Order.

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