

Memorandum

TO: Roland Dreist, Surveyor, D.C.

Office of the Surveyor

FROM: /Goel Lawson, Associate Director, Development Review

DATE: January 16, 2018

SUBJECT: Large Tract Review Exemption:

Proposed Residential / Retail Development at 1830 Bladensburg Road NE.

Since its original Large Tract Review completed in 2016 for this approximately 16-acre triangular site, located at the intersection of Bladensburg Road, New York Avenue, and Montana Avenue NE (2016-02), this proposal has undergone a series of modifications and amendments. The Office of Planning has been contacted by Douglas Development ("applicant") regarding these modifications.

OP forwarded revised plans to agencies requesting comments. As discussed below, OP has determined that the modifications will not require an additional, full LTR review. The applicant is encouraged to continue meaningful discussions, some of which will occur as part of further permitting processes, with DOEE regarding environmental and storm water management issues; DDOT regarding public space and access issues; DHCD regarding affordable housing requirements; DCPS regarding student enrollment; and the Advisory Neighborhood Commission and neighborhood. It is also expected that the applicant will consult with relevant agencies regarding best practices for any site remediation throughout the development process. Future LTR review is not expected, but may be necessary for individual development sites which could separately trigger individual LTR review, or if the development program changes considerably, pursuant to the requirements of DCMR 10 Chapter 23.

Proposal and Analysis

The subject site consists of most of Square 4268. The site is zoned MU-5B, a moderate to medium density mixed use zone. The site underwent Large Tract Review for a mixed retail / residential development proposed by the applicant in 2016 – LTR 2016-02. The OP Report for that proposal can be found on the Office of Planning Website and is the basis for the comparison analysis provided below. The site also underwent two previous PUD applications, 06-15 and 09-06; a zoning map amendment (14-16) to C-2-B-1 (now MU-5B) as well as two previous LTR processes in 2011 and 2012, each for proposals involving mainly commercial development.

The information provided in the current submission was somewhat difficult to interpret. However, compared to the project originally reviewed in 2016, the project now would have significantly more residential, and would appear to have less retail / office space and less parking overall, including the elimination of previously proposed surface parking areas and an apparent reduction in above grade parking, based on OP's interpretation of the information provided. The changes to reduce parking spaces bring overall parking numbers closer to but still in excess of the zoning requirements. Overall, density would increase by between .54 and .61 FAR – still well below the permitted density under the zoning, and less than the density reviewed as part of some of the earlier proposals. The overall site plan, with new, private internal streets and a series of building pads, is somewhat the same, with the exception of breaking up the previously proposed large building pad along New York Avenue into a series of smaller building



pads with greater porosity through to the interior of the site, and moving the potential hotel site from New York Avenue to a site fronting on Bladensburg.

A chart showing a comparison of the current proposal, as submitted in October 2017, to the one originally reviewed in 2016 follows:

	2016-02 LTR	CURRENT PROPOSAL 1	DIFFERENCE
TOTAL FAR	2.14	2.68 – 2.75	+ .54 - +.61
TOTAL SQUARE FEET	1.517 K	1.864 K to 1.914 K	+.347 K - +.397 K
COMMERCIAL SQ.FT. ²	459 K	353 K	-106 K
RESIDENTIAL SQ.FT. inc. hotel	641 K	1,173 K	+532 K
Above Grade Parking SQ.FT. ³	416 K	approx246 K max.	-170 K
PARKING TOTAL SPACES	2,046	1,413	-633
HEIGHT (max)	75 FT. max.	75 FT. max. (assumed)	ı
Residential Units	Approx. 670	Approx. 1,357(inc. PH)	+697

- 1 Based on the October 2017 set of drawings, as interpreted by OP.
- 2 Not including below grade parking or penthouse space
- 3 Above grade parking sq.ft. for the new proposal was not provided; this number is calculated by OP based on numbers provided

The height, density, and proposed use mix as described by the applicant would continue to be not inconsistent with the Comprehensive Plan. The proposed level of development and use mix are well within and more consistent with that anticipated in the Future Land Use Map designation of Moderate Density Commercial and Medium Density Residential. The changes would particularly further Comprehensive Plan policies in the Housing Element including the provision of affordable housing (all housing on this site would, at a minimum, be subject to the District Inclusionary Zoning program, and habitable penthouse space would be subject to additional affordable housing requirements). The changes to the proposal would also be not inconsistent with language in the Upper Northeast Area Element, which encourages infill development along New York Avenue and the proposal would maintain significant retail, likely including both destination and neighborhood serving.

The Developer has indicated that the intention is to potentially subdivide and sell three development parcels along New York Avenue, for presumably mixed-use developments generally consistent with the modified plans provided. The MU-5B zone generally allows most forms of uses in buildings limited to 75 feet in height, and 4.2 FAR (with Inclusionary Zoning). Non-residential use is limited to 1.5 FAR maximum. OP particularly supports the additional residential development which includes ground floor retail. OP would support further changes to lessen or eliminate any above grade parking, a design not typically associated with new quality development in the District. It is anticipated that the development on any of these parcels would generally conform to zoning; development in excess of the zoning permitted height or density amounts would require Zoning Commission review, likely through a Planned Unit Development (PUD) process. Development of each of these individually owned parcels would not appear to trigger a separate LTR process.

The remainder of the property would remain under the control of the applicant. Under the 2016 proposal, this portion of the site was intended to be developed mainly with lower scale retail, some low to moderate density residential, hotel, and plaza space. Development under the current proposal would include generally low to moderate scale commercial and residential, plaza space, hotel, and a large partially above grade parking lot.

As noted above, the applicant has presented to Staff a series of modifications to the originally reviewed proposal. Specifically, the applicant submitted a set of modifications in early 2017 which were generally

similar to the current proposal although it included essentially no increase in density for the original proposal, slightly less commercial space than either the original or current proposal, and less parking than either the original or the current proposal. OP forwarded this proposal to all District agencies for review and comment. As noted below, OP received comments from DDOT, DOEE, and MPD. However, OP specifically requested that the applicant have further detailed discussions with DDOT to ensure that a full LTR review of the revised plan was not required, due the changes in the overall use mix and circulation patterns proposed.

DDOT provided to OP a detailed report dated January 4, 2018, based on the current proposal, following extensive discussions with the applicant. The Applicant provided to DDOT a supplemental Comprehensive Transportation Review analysis on Dec 29th, 2017. Based on this, DDOT determined that the prior CTR's conclusions are still valid, as are the original mitigations requested by DDOT. DDOT noted that there is nothing else needed for review of this project as far as the LTR process goes. The DDOT report is attached to this memorandum, but in general notes that a series of mitigations are required to address the impacts of the development, and that these will be addressed and required through the public space permitting process.

The applicant is also encouraged to have additional discussions with the Department of Energy & Environment (DOEE). DOEE had noted that the removal of the large format retail and reconfiguration of parking at the north of the site changes the developer's approach to solar as had been previously discussed. Also, DOEE continues to envision this as a critical and prime opportunity site to implement district energy systems that would benefit both the developer and the grid. DOEE can help identify resources for both opportunities. OP would strongly support DOEE in these discussions.

DHCD has noted to OP that the additional residential units are welcomed, and would result in additional Inclusionary Zoning (IZ) units. The addition of habitable space in the penthouses of individual buildings would also result in additional affordable housing requirements.

The Metropolitan Police Department (MPD) did not note any concerns, although this was to a previously proposed set of modifications to the originally reviewed LTR.

Although OP did not receive comments from other agencies or utilities, comments were received as part of the original review to which the applicant should refer, and there will be further opportunity for agency input at the time of permit review. OP would particularly recommend that the applicant consult with DCPS, since the addition of residential units may impact student enrollment.

The applicant indicated that revisions to the approved proposal have been presented to the ANC and community. The applicant is strongly encouraged to continue discussions regarding the proposal with the ANC and remain responsive to neighborhood concerns, particularly with regards to any construction management plan.

For the reasons noted above, because the proposal results in less commercial use which was the trigger for the original LTR, and less parking the Office of Planning does not require a new Large Tract Review process.

If you need additional information, please contact the Office of Planning at 202-442-7600.

Cc: Norman Glasgow, Holland & Knight
Andrea Gourdine, Douglas Development
Matt LeGrant, Zoning Administrator
Jonathan Rogers, DDOT
Jay Wilson, DOEE

GOVERNMENT OF THE DISTRICT OF COLUMBIA DEPARTMENT OF TRANSPORTATION



d. Planning and Sustainability Division

MEMORANDUM

TO:

Karen Thomas

Office of Planning

FROM:

Jim Sebastian

udlif Associate Director

DATE:

January 4, 2018

SUBJECT:

Supplemental Report for Large Tract Review Case No. 16-02 - New City

This supplemental report addresses changes in the development program and site design from the original proposal, which were the subject of a Comprehensive Transportation Review (CTR) dated September 12, 2016, the Supplemental Transportation Information memo dated November 7, 2016, and the District Department of Transportation's (DDOT) report to the Office of Planning dated December 5, 2016. Specifically, this report responds to the Applicant's Supplemental Transportation Information memo dated December 29, 2017, which provides an analysis of the changes in transportation impacts between the original and revised development programs.

SUMMARY OF CHANGES

Trip Generation

Table 1 shows the original and revised development programs.

Table 1 Development Program Changes

	Original Program	Revised Program	Change
Residential (units)	670	1,357	687
Retail (sq ft)	334,889	142,987	-191,902
Office (sq ft)	0	104,910	104,910
Hotel (rooms)	160	163	3
Vehicle Parking (spaces)	2,046	1,413	-633

The changes in land use alter the number of trips generated by the site as well as the characteristics of those trips (ins versus outs, time of day changes, mode share changes, etc.). DDOT and the Applicant

coordinated to understand the magnitude of changes expected to the trip generation. Table 2 shows a summary of overall trip generation changes.

Table 2 Trip Generation Comparison (Source: Applicant's Supplemental Transportation Information 12-29-17)

	AM Peak Hour		PM Peak Hour		Saturday Peak Hour				
Program	In	Out	Total	In	Out	Total	In	Out	Total
Revised Program Auto Trips	418	426	844	741	721	1462	754	680	1434
	veh/hr	veh/hr	veh/hr	veh/hr	veh/hr	veh/hr	veh/hr	veh/hr	veh/hr
CTR (9.12.2016) Auto Trips	289	363	652	870	742	1612	1022	826	1918
	veh/hr	veh/hr	veh/hr	veh/hr	veh/hr	veh/hr	veh/hr	veh/hr	veh/hr
Over/Under	129	63	192	-129	-21	-150	-268	-146	-484
	veh/hr	veh/hr	veh/hr	veh/hr	veh/hr	veh/hr	veh/hr	veh/hr	veh/hr

The revised development program is expected to generate additional vehicle trips during the AM peak period and fewer trips during the PM and Saturday peak periods.

Site Design

Figure 1 and 2 show the original and revised site plans, respectively.

While the overall site plan approach remains similar with the introduction of a private east-west street (with a two-way cycletrack) now called Broadway Avenue bisecting the site and connecting 17th Street NE to T Street NE, several notable changes have been made including:

- Introduction of additional north-south private streets connecting New York Avenue to Broadway Avenue. Whereas the original plan provided one (1) north-south connection, the revised plan provides three (3) street connections. These intersections would operate with right-in/right-out movements. Of note, the easternmost connection utilizes an existing public alley. Design of this connection needs to be closely coordinated during the public space permitting process.
- Removal of direct parking garage access from New York Avenue. Parking access to the northern three (3) residential buildings will be from private streets internal to the site.
- Removal of a curb cut on Bladensburg Road. Access for the parking and loading facilities that this curb cut served have been shifted to a driveway from Broadway Avenue.
- The reduction in parking supply no longer triggers mitigation requirements under Subtitle C § 707.3 of the zoning regulations.

Overall, these changes contribute positively to the site design and minimize the action's impact on the external road network.



Figure 1 Original Site Plan and Vehicular Access (Source: the Applicant)



Figure 2 Revised Site Plan and Vehicular Access (Source: the Applicant)

Overall Consistency with the CTR

Given the increase in morning trip generation and the revised site design that could serve to distribute site traffic differently than assumed in the CTR, DDOT instructed the Applicant to complete an AM Peak vehicle capacity analysis to identify any additional intersection impacts.

The results of that analysis indicate that increase in trip generation during the morning peak hour cause impacts at the same intersections found to be impacted in the September 2016 CTR, although the magnitude of impacts at these intersections may differ (some intersections were found to be more greatly impacted while others were shown to lesser impacts). Consequently, DDOT finds the September 2016 CTR still represents a valid analysis and the same mitigations discussed in the December 5, 2016 DDOT report remain appropriate. A summary of those mitigations is included in the Mitigations section below.

MITIGATIONS

DDOT's December 5, 2016 report identified a series of mitigations deemed necessary to address impacts from the proposed action. The Applicant's Supplemental Transportation Information memo provides the Applicant's responses to the DDOT requested mitigations. DDOT's conclusion on the Applicant's responses are described below.

Roadway Capacity, Operations, and Signal Changes

Intersection	Proposed Mitigation	DDOT Evaluation	Applicant Response	DDOT Conclusion
Montana Avenue & 18 th Street; Bladensburg Road & Mount Olivet Road; Bladensburg Road & 17 th Street; Bladensburg Road & Mount Olivet Road; Bladensburg Road & Montana Avenue; Bladensburg Road & S Street; Bladensburg Road & New York Avenue	Optimize signal timing	Applicant-initiated signal retimings for these intersections are inappropriate because signal timings for all intersections in the vicinity will be reviewed comprehensively within the context of DDOT's ongoing Signal Optimization efforts. Instead, additional mitigations to encourage non-auto travel should be pursued.	The reduction of parking spaces and trips during the PM and Saturday peaks plus the proposed TDM package should be counted towards additional mitigations to encourage non-auto travel.	DDOT agrees – issue is closed.
Montana Avenue & 17th Street/T Place intersection	Install a traffic signal.	DDOT agrees.	Noted.	DDOT agrees – issue is closed.
Bladensburg Road & T Street*	Install a traffic signal.	DDOT agrees.	Noted.	DDOT agrees – issue is closed.
West Virginia Avenue & 17 th Street NE	Convert the intersection to an all-way stop.	DDOT disagrees with this recommendation because the intersection is on a	As part of the CTR, an all- way stop warrant and signal warrant were	DDOT disagrees with the implementation

		multi-lane road and located 300 feet from a signalized intersection, which will lead to low driver compliance. The Applicant will be required to investigate the installation of a traffic signal in this location to mitigate the site-generated impacts as part of the permitting process and a signal warrant will be required. If approved by DDOT, the Applicant will be required to install the signal.	performed for this intersection. Based on peak vehicle and pedestrian volumes, an all-way stop warrant was met, while the signal warrant was not.	of an all-way- stop. This intersection will need to be revisited during public space permitting. If warranted at that time, the Applicant will be required to signalize this intersection.
Montana Avenue, W Street & 18th Street NE	Remove split phase and restripe intersection.	The CTR does not explain why this split phase is in place. The removal will have a detrimental impact to pedestrian safety and, furthermore, is highly unlikely to implement due intersection geometry. The Applicant must revisit this mitigation at permitting.	The split phasing is in effect most likely due to the offset geometry of the intersection. Given the significant number of westbound right-turning vehicles and low number of westbound left turning vehicles, restriping the westbound approach to be one thru/left lane and one right only lane will improve operations at this intersection.	DDOT agrees subject to approval at permitting.
Bladensburg Road & 17th Street NE	Reduce the flashing don't walk time.	DDOT disagrees with this recommendation as this would reduce the crossing time provided to pedestrians.	This mitigation is no longer needed. This intersection was analyzed using the revised trip generation, and signal timing adjustment are possible without reducing the flash don't walk time.	DDOT and Applicant agree – this mitigation will not be provided.
Bladensburg Road & Mount Olivet Road NE	Reduce the hold phase for the southbound approach.	The CTR does not note why this hold phase is in place. The Applicant must revisit this mitigation at permitting.	Two hold phases are in place as a method of coordinating the signal with the signal at Bladensburg Road and 17th Street, which has two conflicting protected	DDOT agrees subject to approval at permitting.

•	curb ramps and crosswalks.	pedestrian amenities in the vicinity, DDOT's expectation is that all developments upgrade the adjacent public space, including pedestrian facilities, to current DDOT standards. Therefore, this is not considered a		issue is closed.
Site-wide Site perimeter	Ensure proper wayfinding through the following means: Signage in public space Signage on private space Selecting building addresses that reflect desired routing to the site Install/upgrade	DDOT agrees. While this will improve the	need to clear every cycle. Noted.	DDOT agrees – issue is closed.
			phases during the southbound approach's hold phases. Removing one or shortening of these hold phases would allow southbound vehicles to travel south into the area between the two signals, thus decreasing the amount of space that vehicles	

^{*} The CTR (page 81) incorrectly refers to the intersection as "Bladensburg Road & 17th Street". However, Bladensburg Road & 17th Street is already signalized. The CTR (page 81) was intended to suggest signalization of the Bladensburg Road & T Street/T Place intersection.

In addition, DDOT will require during public space permitting that the Applicant close unused median breaks on New York Avenue between Bladensburg Road and Montana Avenue and Bladensburg Road between Montana Avenue and New York Avenue. The Applicant will need to work through the public space permitting process to identify median breaks that are not needed for site access for site on the north side of this stretch of New York Avenue.

Transit Improvements

Proposed Mitigation	DDOT Evaluation	Applicant Response	DDOT Conclusion
Implement a shuttle service with the following	DDOT finds that the	Due to security	DDOT agrees –
specifications and operational characteristics:	proposed shuttle	challenges, the	issue is closed.
 Connect between the site and the 	service will improve	Applicant will offer	
NoMa/Gallaudet Metro station;	transit accessibility to	shuttle service to only	To reflect the
 Utilize 32-passenger minibuses that 	the site. DDOT	residents.	resident-only
would be purchased for the property	encourages the		shuttle service,
with personnel hired to drive the	Applicant to make the	The following operating	the transit mode
shuttle;	shuttle available to	characteristics are now	split for non-
 Initially operate during peak hours 	retail shoppers and	proposed, which	residential uses
(such as 7:00 to 10:00am and 4:00 to	nearby residents and	represents a change	was revised
7:00pm, or similar hours) which could	to consolidate shuttle	from the originally	downward for
be expanded to service throughout	operations with the	proposed mitigation:	the December
the day, depending on demand;	nearby Hecht	 Connect 	29, 2017 memo.
 The shuttle would be available only to 	Warehouse in order to	between the	
residents and retail employees via	minimize the number	site and the	
cards or fobs;	of additional large	NoMa/Gallaudet	
 Operate at 15 to 20 minute intervals 	vehicles circulating on	Metro station	
to and from the NoMa/Gallaudet	congested roads and	and/or Rhode	
Metro Station; and	to improve transit	Island Metro	
 Schedule information would be 	connectivity between	station;	
available via a TransitScreen as well as	the two sites. The	Utilize 24-	
an app that will be available for	Applicant will be	passenger	
download for users.	required to secure a	minibuses;	
	public space permit	 Operate on 30 	
	for pick-up/drop-off	minute	
	areas in public space.	headways.	

Transportation Demand Management (TDM)

DDOT and the Applicant coordinated closely on the proposed TDM plan. DDOT finds the proposed TDM plan below appropriate.

Land Use	Proposed TDM Element
Overall Site	Installation of at least one Capital Bikeshare station.
3	Provide two bicycle repair stations in publicly accessible areas of the development, which would can be used by employees (retail/office/hotel) of the development and the wider public.
	Identify TDM Leaders (for planning, construction, and operations) to work with residents and employees in each building to distribute and market various transportation alternatives and options.
	Install Transportation Information Center Displays (electronic screens) within residential lobbies.
	Provide TDM materials to new residents in the Residential Welcome Package materials.
Residential	For the first year following the Certificate of Occupancy for each building, each unit's incoming resident will receive either a one-year membership to Capital Bikeshare or a one-year membership to a carsharing service.
	Provide bicycle repair stations within the residential bicycle rooms of the development.
	The Applicant will dedicate three (3) parking spaces in the parking garage of each building for car- sharing services to use with right of first refusal.
	The Applicant will unbundle the cost of residential parking from the cost of lease or purchase.
	Identify TDM Leaders (for planning, construction, and operations) to work with employees in each building to distribute and market various transportation alternatives and options.
Retail	Structure parking fees so that retail parking spaces would allow for, at most, 2 hours of free parking, but would need to be validated by a retailer. Retail users would be charged at market rate (within 0.25 miles) for any parking over 2 hours or if they park without validation from a retailer.
Office	Identify TDM Leaders (for planning, construction, and operations) to work with employees in each building to distribute and market various transportation alternatives and options.
×	Install Transportation Information Center Displays (electronic screens) within office lobbies.
Hotel	Identify TDM Leaders (for planning, construction, and operations) to work with employees and hotel guests to distribute and market various transportation alternatives and options.
	Install Transportation Information Center Displays (electronic screens) within the hotel lobby.

As noted above, with the reduced parking supply, mitigations required under Subtitle C § 707.3 are no longer required.

Mitigation Implementation Schedule

As noted in DDOT's December 5, 2016 report, mitigations should be implemented concurrently with the development phase that is expected to generate impacts. The Applicant does not propose an implementation plan for the impact mitigations. The Applicant proposes to construct the project in phases, but the transportation analysis only studied the development as a whole. The Applicant is expected to submit a mitigation implementation schedule for DDOT approval as part of the public space permit package for the first phase of development. Additional capacity analysis may be required at this time to justify and support the proposed implementation schedule.

CONCLUSION

DDOT finds that the mitigations discussed above are needed to address the impacts of the development. These mitigations will be a condition of public space permit approval.

In addition, given the complexity and size of the action, the Applicant is expected to continue to work with DDOT outside of the Large Tract Review 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;
- The design of the north-south street in the existing public alley right-of-way;
- The design of bicycle facilities within or adjacent to the site proposed by the Applicant, which will be addressed through the public space permitting process:
 - O Broadway Avenue cycle track Coordination is needed on the design of the facilities at the intersections of T Place with Montana Avenue and Bladensburg Road to ensure smooth transitions to planned bicycle facilities on DDOT ROW. In addition, a break in the cycle track at the intersection with the north-south private street should be added to facilitate bicycle access internal to the site.
 - New York Avenue multi-use path The proposed path should be 10 feet wide, consistent with DDOT standards for multi-use paths.
- Placement of the Capital Bikeshare station, which may be expected to be located on private space;
- Shuttle pick-up/drop-off locations in public space adjacent to the site and at Metro stations will require public space permits;
- Locating and design of wayfinding in public space, which will require public space permits;
- Identification of median breaks on New York Avenue and Bladensburg Road to be closed by the Applicant during public space permitting;
- Design and permitting of traffic signals, including the reevaluation of the West Virginia Avenue &
 17th Street NE intersection for signalization;
- All utility vaults are expected to be accommodated on private property;
- Development of a curbside management and signage plan for the exterior of the site; and
- Coordination is expected for any changes to existing bus stops adjacent to the site.