

MEMORANDUM

TO: Roland Driest, DC Surveyor
Matthew LeGrant, Zoning Administrator

FROM: *JL for* Jennifer Steingasser, Deputy Director, Development Review & Historic Preservation

DATE: January 23, 2018

SUBJECT: Office of Planning Report for Large Tract Review Case No. 2017-03
415 14th Street SE (Square 1042, Lot 109)

I. Summary

On April 14, 2017, FP Capitol Holdings, LLC (the Applicant) submitted and the Office of Planning (OP) accepted an application for Large Tract Review (LTR) for the development of Square 1042, Lot 109 (the Property). The Applicant proposes an approximately 350,066 square-foot, mixed-use development consisting of a four-story building measuring 50 feet in height. On May 24, 2017, the Applicant submitted a Comprehensive Transportation Review (CTR) to DDOT. The Applicant then submitted a revised CTR to DDOT on August 22, 2017. The Applicant submitted a revised architectural package to OP on November 13, 2017, that conformed with the District Projection Regulations.

Section 2300.1 (a) of Title 10 of the District of Columbia Municipal Regulations (DCMR) directs OP to “Review, prior to the filing of applications for building permits or construction permits, (for) ... any commercial or mixed-use commercial development of fifty-thousand square feet (50,000 ft²) or more gross floor area (above grade) and cellar area (below grade); ...”. This otherwise by-right development proposal is subject to LTR because it is a mixed-use development that will contain more than 50,000 square feet of commercial gross floor area that is located in the MU-4 zone.

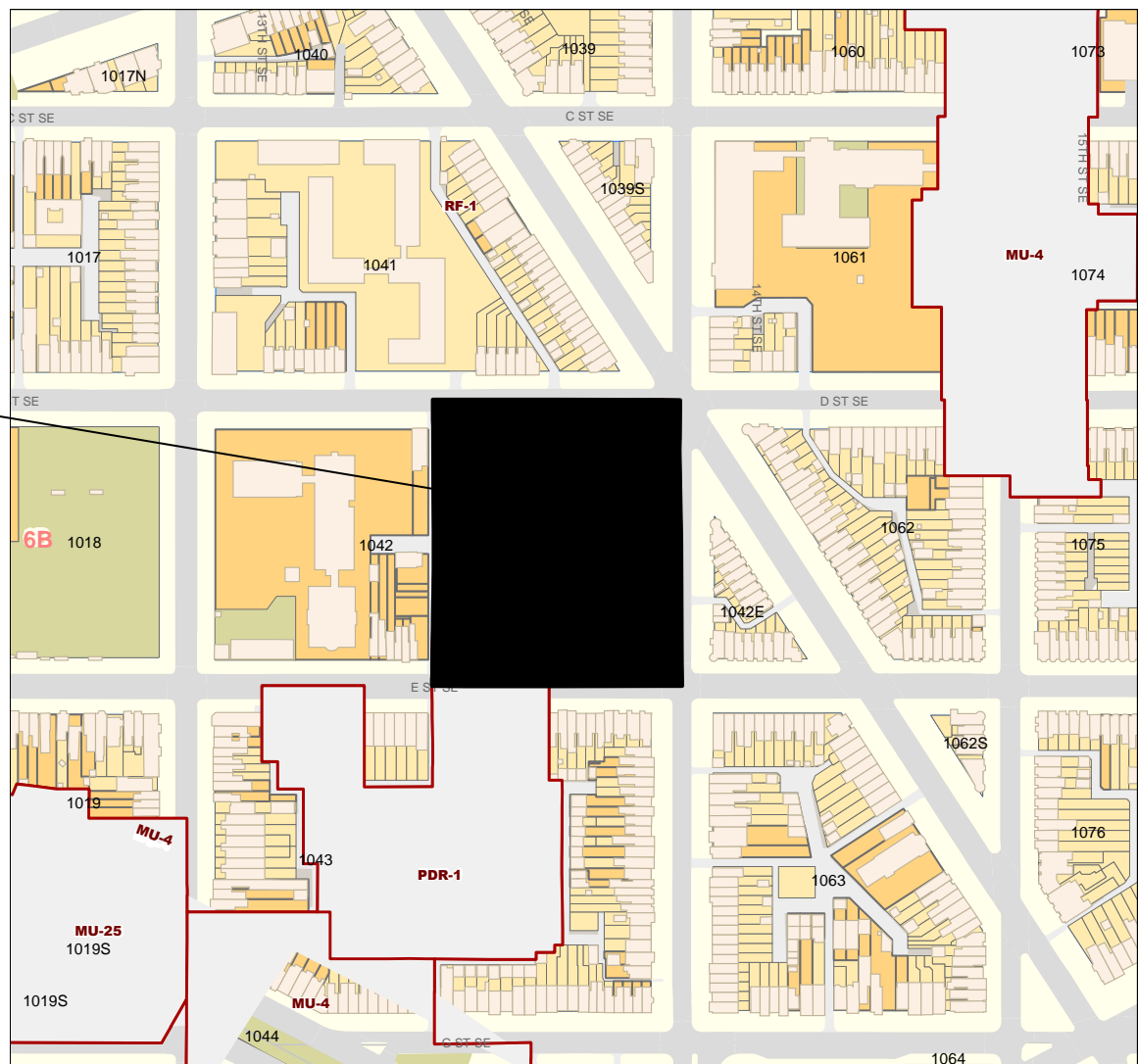
OP has completed its review of the LTR application and concludes that, for the reasons outlined in this report, the application addresses the goals of the LTR regulations, as outlined in DCMR Title 10, Chapter 23, § 2300.2:

- To minimize adverse environmental, traffic, and neighborhood impacts;
- To avoid unnecessary public costs in terms of new services or facilities required of city agencies; and
- To carry out the policies of the District Elements of the Comprehensive Plan.

As with all LTR applications, this is not a review that results an “approval” or “denial”. Rather, the following report provides additional description of this by-right proposal, analysis of the proposal against the LTR standards, and a summary of comments and issues raised by OP, other District Agencies, and the community. At times, it notes issues for which additional attention by the applicant is requested.

II. Location and Site Description

Address	415 14 th Street SE
Applicant	FP Capitol Holdings, LLC
Legal Description	Square 1042, Lot 109
Ward / ANC	Ward 6; ANC 6B
Zone	MU-4 – Moderate density mixed-use development
Lot Characteristics	The Property is generally rectangular in shape and is bounded by D Street SE to the north, 14 th Street SE to the east, E Street SE to the south, and an improved public alley to the west.
Existing Development	The Property is developed with an existing Safeway grocery store and surface parking lot, which occupy the majority of the Square.
Adjacent Properties	The southeast corner of the square is occupied by six row dwellings in separate ownership that house residential and commercial service uses. To the north and west is the DC Housing Authority owned Kentucky Courts. To the east are residential row dwellings. To the south is an approved Planned Unit Development (PUD) for a four-story apartment building with 145 units (ZC Case 15-33), as well as other commercial uses and residential row dwellings. To the west is the International Graduate University/Buchanan School property, which is being redeveloped for residential use. The surrounding squares are characterized by a mix of residential row dwellings, educational and recreational uses, and small-scale commercial.
Surrounding Neighborhood Character	The Property is located in a predominately residential neighborhood with commercial businesses to the southeast and production, distribution, and repair uses to the south across E Street SE.



III. Application and Project Description

This otherwise by-right development proposal is subject to LTR because is a mixed-use development that will contain more than 50,000 square feet of commercial gross floor area that is located in the MU-4 zone. The proposed four-story building would include a ground-floor Safeway grocery store to replace the existing store at the Property. The project would feature two additional ground floor retail spaces, two levels of below-grade parking (403 spaces), and three levels of residential rental apartments (325 units) above the ground floor retail. One retail space would be entered from E Street and the other retail space would be entered from 14th Street. The Safeway store would be entered from 14th Street and at the corner of 14th and D Streets. The Starbucks coffee shop, affiliated with the Safeway, would also be entered from 14th Street. The Applicant has committed to ensuring that the 14th street entrance to Starbucks remains open to the public. The residential lobby would be accessible from E Street. The penthouse will include approximately 35 residential units.

Vehicular access for the residential and retail parking would be from 14th Street SE. Loading would be accessed from the alley to the west of the property. Long-term bicycle parking spaces would be provided on the P1 and P2 levels (117 spaces total). Short-term bicycle parking spaces are proposed to be provided

in public space on D and E Streets (39 spaces total) along with Capital Bikeshare stations (existing on D Street and proposed E Street).

The building residential amenities would include a clubroom, fitness center, sport court, swimming pool, mail and package center, workroom, and office space. Four outdoor courtyards, including the aquatic court, would provide outdoor amenity space for residential tenants.

The Applicant is proposing approximately 12,000 square feet of extensive Green Roof and the project Green Area Ratio (GAR) score of 0.309 would meet or exceed the minimum requirement of 0.3. The Applicant states that the project would satisfy the LEED Gold standards.

The proposed building design incorporates a variety of architectural treatments and materials in an effort to break down the massing of the building and to provide visual interest. The proposed material palette could be simplified to create a more cohesive design that reflects the surrounding brick rowhouse neighborhood. The penthouse is clad in corrugated metal panel, which successfully unifies the upper level of the building on all facades. The building courtyards are a mix of nichiha, stucco, and ribbed and corrugated metal panel.

The D Street elevation features three separate volumes: metal panel and red brick at the eastern end with a porcelain tile accent at the base; painted white brick and gray nichiha panel with architectural block at the base in the middle; and iron spot brick and tan nichiha panel with architectural block at the base at the western end. The corner of the building at 14th and D Streets and Kentucky Avenue SE takes a rounded form with a metal awning at the first level and a metal rail “eyebrow” feature at the roof level. The treatment of the corner reads as suburban in character and the Applicant should refine the design to create an engaging architectural feature at this intersection.

The 14th Street elevation feature four separate volumes: a narrow bay projection clad in corrugate metal with an ironspot brick base adjacent to the parking garage entrance; a painted white brick volume at the retail portion of the building; tan nichiha panel surrounding the Safeway entrance; and the metal panel extending to the corner with red brick and porcelain panel accents at the base.

The E Street elevation would feature brick on the two legs of the building that extend to the street and surround the aquatic court. The western end of the building would be clad in red brick with floor to ceiling windows at the ground floor retail space. The eastern end would feature almond brick with corten, ribbed metal panel, and horizontal wood louver accents.

The design includes two landscaped areas, or garden rooms, at the west end of the D Street elevation. Additional landscaping is proposed adjacent to the retail spaces on 14th and E Streets. The Applicant should ensure that the proposed plantings frame and highlight the retail spaces rather than obstruct views or entryways. The Applicant is also proposing landscaping to screen views in to the aquatic court from E Street.

The basic parameters of the project are shown in the table below.

Item	Permitted / Required	Proposal
Lot Area	n/a	119,694 sq. ft.
Lot Occupancy	60% 75% (IZ)	71.2%
Height	50'	49'11"
Penthouse Height	12'/1 story res. 15'/2 nd story mech.	
Floor Area Ratio	2.5 / 1.5 max. non res. 3.0 (IZ)	2.9

Item	Permitted / Required	Proposal
Side Yard	None required, but 2 in./1 ft. height, 5 ft. min. if prov. (8'4")	15 ft.
Rear Yard	15 ft. min.	45 ft. at E Street 40 ft. at driveway
Residential Units (estimated)	n/a	327 units
Parking – Vehicle	Res. 1/3 du > of 4 du (107) <u>Ret. 1.33/1,000 sq. ft. > 3,000 sq. ft. (90)</u> 197	Res. 205 <u>Ret. 198</u> 403
Parking – Bicycle	Long Term Res. 1/3 du (109) Ret. 1/10,000 sq. ft. (7) Short Term Res. 1/20 du (16) Ret. 1/3,500 sq. ft. (20)	Long Term Res. 109 Ret. 22 Short Term Res. 17 Ret. 22
Loading	Res. 1 loading berth and 1 service/delivery sp. Ret. 2 loading berths and 1 service/delivery sp.	2 55-foot loading berths, 3 30-foot berths, and 1 20-foot delivery sp.
Green Area Ratio	0.304 ¹	0.309

IV. Comprehensive Plan

The proposed project would not be inconsistent with the written elements of the Comprehensive Plan, particularly the Land Use, Transportation, Housing, Urban Design, and Capitol Hill elements. The proposal would further those policies noted below.

Land Use Element

Policy LU-2.1.3: Conserving, Enhancing, and Revitalizing Neighborhoods Recognize the importance of balancing goals to increase the housing supply and expand neighborhood commerce with parallel goals to protect neighborhood character, preserve historic resources, and restore the environment. The overarching goal to “create successful neighborhoods” in all parts of the city requires an emphasis on conservation in some neighborhoods and revitalization in others. 309.8

Policy LU-2.3.2: Mitigation of Commercial Development Impacts Manage new commercial development so that it does not result in unreasonable and unexpected traffic, parking, litter, shadow, view obstruction, odor, noise, and vibration impacts on surrounding residential areas. Before commercial development is approved, establish requirements for traffic and noise control, parking and loading management, building design, hours of operation, and other measures as needed to avoid such adverse effects. 311.4

Policy LU-2.3.3: Buffering Requirements Ensure that new commercial development adjacent to lower density residential areas provides effective physical buffers to avoid adverse effects. Buffers may include larger setbacks, landscaping, fencing, screening, height step downs, and other architectural and site planning measures that avoid potential conflicts. 311.5

¹ C § 707.3(a)(5) requires .001 increase in GAR for each two (2) excess parking spaces, to a maximum of an additional 0.1.

Policy LU-2.4.5: Encouraging Nodal Development Discourage auto-oriented commercial “strip” development and instead encourage pedestrian-oriented “nodes” of commercial development at key locations along major corridors. Zoning and design standards should ensure that the height, mass, and scale of development within nodes respects the integrity and character of surrounding residential areas and does not unreasonably impact them. 312.9

Policy LU-2.4.13: Commercial Uses Outside Designated Centers Recognize that not all commercial uses can be appropriately sited within designated neighborhood, multi-neighborhood, and regional centers. For example, automobile sales, nurseries, building supply stores, large night clubs, hotels, and similar uses may require highway-oriented locations. The District should retain and support such uses and accommodate them on appropriately located sites. 312.17

The proposed project would replace an auto-oriented grocery store and associated surface parking lot with a mixed-use development featuring a ground floor grocery store and retail, as well as residential apartments. The area is designated for Neighborhood Conservation; however, the Safeway store has been a fixture in the Hill East neighbor for a number of years. The Applicant is proposing to incorporate a new Safeway store as part of the proposed project. To serve the grocery use, the Applicant has proposed a high number of parking spaces, which trigger a mitigation requirement.

Transportation Element

Policy T-1.1.4: Transit-Oriented Development Support transit-oriented development by investing in pedestrian-oriented transportation improvements at or around transit stations, major bus corridors, and transfer points. 403.10

Policy T-2.4.1: Pedestrian Network Develop, maintain, and improve pedestrian facilities. Improve the city’s sidewalk system to form a network that links residents across the city. 410.5

The proposed project includes streetscape improvements on the surrounding streets, including D, 14th, and E Streets, SE. The Applicant proposes to close existing curb cuts on the adjoining streets and provide access to parking from 14th Street and access to loading from the alley to the west of the project.

Housing Element

Policy H-1.1.4: Mixed Use Development Promote mixed use development, including housing, on commercially zoned land, particularly in neighborhood commercial centers, along Main Street mixed use corridors, and around appropriate Metrorail stations. 503.5

Unit	Number	Percent
1 BR	184	57%
1 BR + Den	21	6%
2 BR	100	31%
2 BR + Den	5	2%
3 BR	10	3%
3 BR + Den	5	2%
Total	325	100%

The project could be revised to provide more larger family-sized units. At present, 5% of the units are 3-bedroom, while the remaining 95% of units are 2-bedroom or less. The development will also be required to meet the District IZ program, including the provision of additional units at 50% MFI for the habitable penthouse space.

Urban Design Element

Policy UD-2.2.1: Neighborhood Character and Identity Strengthen the defining visual qualities of Washington's neighborhoods. This should be achieved in part by relating the scale of infill development, alterations, renovations, and additions to existing neighborhood context.

910.6

Policy UD-2.2.7: Infill Development Regardless of neighborhood identity, avoid overpowering contrasts of scale, height and density as infill development occurs. 910.15

Policy UD-2.2.8: Large Site Development Ensure that new developments on parcels that are larger than the prevailing neighborhood lot size are carefully integrated with adjacent sites. Structures on such parcels should be broken into smaller, more varied forms, particularly where the prevailing street frontage is characterized by small, older buildings with varying facades. (see Figure 9.13). 910.16

Policy UD-3.1.7: Improving the Street Environment Create attractive and interesting commercial streetscapes by promoting ground level retail and desirable street activities, making walking more comfortable and convenient, ensuring that sidewalks are wide enough to accommodate pedestrian traffic, minimizing curb cuts and driveways, and avoiding windowless facades and gaps in the street wall. 913.14

The proposed project replaces a stand-alone grocery store and surface parking lot with a mixed-use development that should result in an improved street environment. The Applicant should activate the D Street façade at the ground level to ensure an interesting street-level environment for pedestrians and the adjoining residential neighborhood to the north. The Applicant has committed to keeping the Starbucks entry on 14th open, during business hours, in addition to maintaining the separate grocery store entrances, which is key to ensuring an active streetscape.

Capitol Hill Area Element

Policy CH-2.2.6: Potomac Avenue Metrorail Station Support the revitalization of vacant commercial space and additional moderate density mixed use development around the Potomac Avenue Metro station. Such development should be located on existing commercially zoned property and developed in a manner that is consistent with existing zoning (including established provisions for planned unit developments and pending programs for inclusionary housing). Any infill development should be relatively low-scale, respecting the character of the adjacent row house community. 1512.10

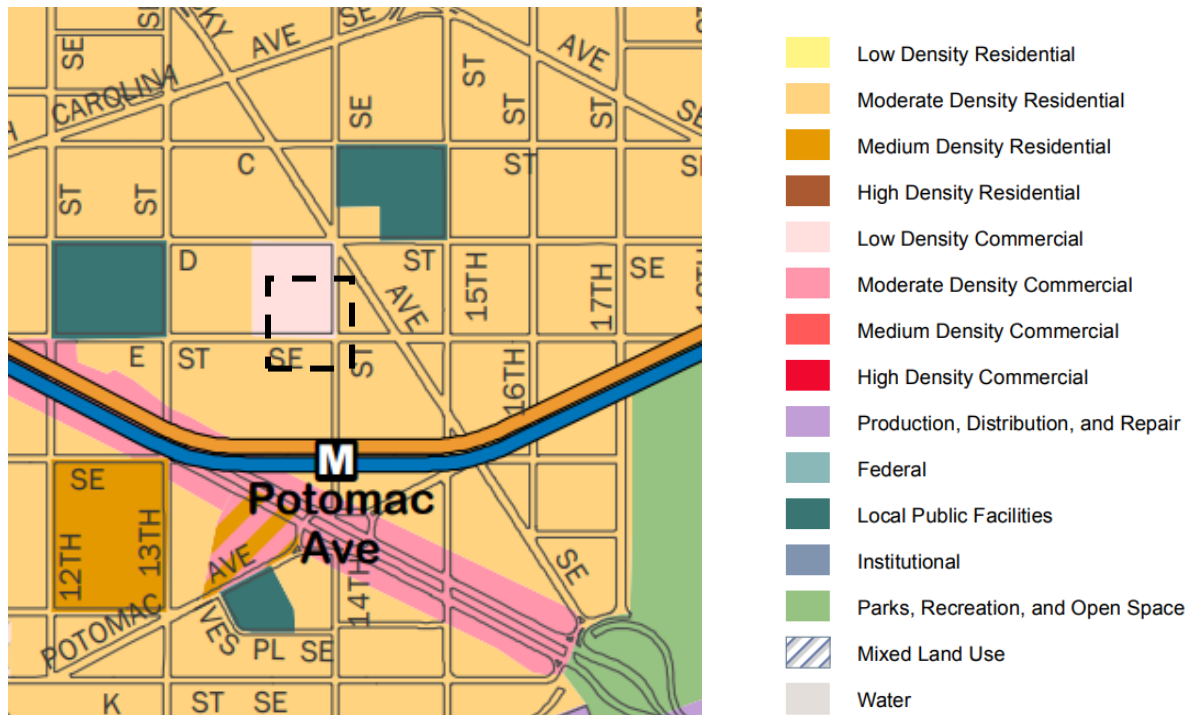
The proposed project would include a mixed-use development approximately one quarter (1/4) of a mile from the Potomac Avenue Metrorail Station.

LAND USE MAPS

Future Land Use Map

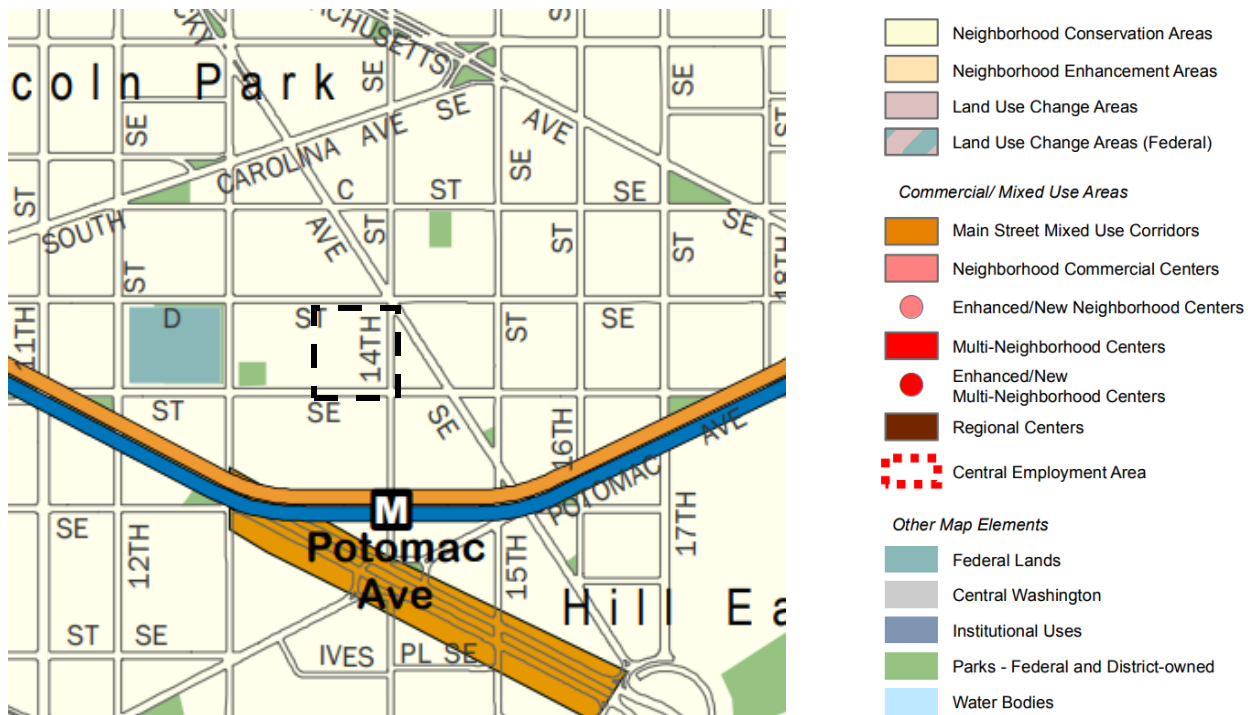
The Comprehensive Plan Future Land Use Map designates the Square as appropriate for low-density commercial land use. This designation refers to shopping and service areas that are neighborhood-serving

as well as those with a regional draw. All commercial designations also anticipate new residential development. The proposed development is not inconsistent with this designation.



Generalized Policy Map

The Generalized Policy Map classifies the site as a Neighborhood Conservation Area. New residential development in scale with the broader neighborhood and replacement of the neighborhood serving grocery store are in keeping with the intent of this designation. The proposal is not inconsistent with this designation.



V. Analysis of Compliance with 10 DCMR, Chapter 23, Large Tract Review Procedures

Because this proposal is for the development of more than 50,000 square feet of commercial gross floor area, it is subject to the submission requirements and review standards of Sections 2301.3 and 2302.1.

2301.3 Applicants for commercial and mixed-use commercial development projects of fifty thousand square feet (50,000 ft.²) or more shall submit ... the following documents:

- (a) A completed certification form (forms shall be provided by the Office of Planning);*

Submitted. All application submissions are available on the [OP website](#).

- (b) The name, address and signature of all owners, or their authorized agent, and of property included in the area to be developed. If there is an agent, the applicant shall provide written authorization and the extent of the agent's authority;*

Submitted.

- (c) A map showing location of the proposed project and the existing zoning of the site;*

Submitted.

- (d) A statement indicating the contribution of the project toward implementing city and community goals and policies;*

Submitted.

- (e) A statement indicating the relationship of the proposed development to the objectives of the District Elements of the Comprehensive Plan for the National Capital;*

Submitted. Statement in Support, pages 6 – 15, and further analyzed in Section IV of this report.

- (f) A general site and development plan, indicating the proposed use, location, dimensions, number of stories and height of building;*

Submitted.

- (g) A general circulation plan, including the location of vehicular and pedestrian access ways, other public space and the location and number of all off-street parking and loading spaces, loading berths and service delivery spaces;*

Submitted.

- (h) A typical floor plan;*

Submitted.

- (i) A general statement of the approximate schedule of building construction;*

The Applicant will construct the project in one 25-month phase with groundbreaking anticipated for the first quarter of 2018.

- (j) Vehicular trip generation, trip assignment and before and after capacity analysis and level of service at critical intersections; and*

On February 17, 2017, the Applicant submitted a Comprehensive Transportation Review (CTR). A revised CTR responding to District Department of Transportation (DDOT) comments was submitted August 21, 2017.

- (k) Any other information needed to fully understand the final building proposed for the site.*

No other information is required at this time.

2302.1 The scope of review to be used by District departments and agencies in assessing projects under this chapter shall include the following:

- (a) *Consistency with laws in the District of Columbia, including the Comprehensive Plan for the National Capital and regulations enacted pursuant thereto;*

The proposed project would generally not be inconsistent with the Comprehensive Plan. As noted above, the project would further a number of policies of the Comprehensive Plan, including Land Use, Transportation, Housing and Urban Design policies, and policies from the Capitol Hill area element. The project would create a more pedestrian friendly design, would introduce residential apartment units, would activate the street with ground floor retail and would improve the urban design for the area, and would result in a building that is appropriate in scale to its surroundings.

The project could more completely fulfill the goals of the Housing Element of the Plan by providing units sized for families with children, including more three-bedroom units and the inclusion of four-bedroom units.

- (b) *Potential traffic, neighborhood and design impact; and*

OP defers to DDOT on matters related to the traffic and loading impacts of the project, but notes that the site is walkable to the Potomac Avenue Metrorail Station and is served by major bus lines along Pennsylvania Avenue SE. A detailed DDOT report with analysis is attached to this report, and summarized below.

Overall, the design of the mixed-use project would make a generally positive impact on the neighborhood. It would remove existing curb cuts on D and 14th Streets SE that serve Safeway's surface parking lot. Consolidated vehicular access and alley-served loading, along with streetscape improvements, should result in a pedestrian- and retail-friendly environment.

As noted, the Applicant should ensure that the D Street façade is sufficiently activated to create an inviting pedestrian environment.

- (c) *Quality of life and environmental impact.*

The Applicant indicated that the project would satisfy the LEED Gold standards and would comply with the District's Green Building Act. The project Green Area Ratio (GAR) meets the minimum requirement of 0.3. The applicant is encouraged to continue discussions with DOEE and DOH to address environmental impacts of the development, during and following construction.

VI. Departmental Responses

Application materials were distributed to the following District departments for their review and comment.

- Department of Consumer and Regulatory Affairs (DCRA)
- Department of Transportation (DDOT)
- Department of Housing and Community Development (DHCD)
- Department of Health (DOH)
- Department of Employment Services (DOES)
- Department of Energy and the Environment (DOEE)
- Department of Public Works (DPW)
- Fire and Emergency Medical Services (FEMS)
- Metropolitan Police Departments (MPD)

- DC Public Schools (DCPS)
- Deputy Mayor for Education (DME)
- DC Water

In addition to meetings between the Office of Planning (OP) and the Applicant, OP held an interagency meeting on July 19, 2017, on the application. Agencies in attendance included:

- DDOT
- DDOE
- DOH
- DHCD
- DCPS

DDOT

In addition to attending the interagency meeting, DDOT provided written comment on December 15, 2017 (Attachment 1) and noted its findings with respect to the site design and travel assumptions for the proposed redevelopment of the site. The DDOT comments note required mitigations to site-generated impacts and outline specific areas for continued coordination. Of note, DDOT finds the following:

- Concurs with the proposed loading scheme that allows for head-in/head-out truck access from the public street network to the alley;
- Loss of approximately two on-street parking spaces on each of D and E Streets SE as a result of alley widening and truck maneuvers;
- Intersection of 14th Street at D Street and Kentucky Avenue SE would be impacted by the traffic generated by the project;
- Proposed Transportation Demand Management (TDM) plan, along with the zoning-required TDM mitigations for excess parking, would be sufficient to offset site-generated impacts to the transportation network;
- Applicant should construct the three missing ADA ramps in the overall study area;
- Applicant must provide the following TDM mitigations;
 - 68 bicycle parking spaces (52 long-term and 16 short term);
 - 21 street trees;
 - 10 electric vehicle charging stations;
 - 10 car share parking spaces; and
 - One 24-dock Capital Bikeshare station or two 12-dock Bikeshare stations.
- Applicant's proposal to expand the existing 15-dock Capital Bikeshare station by four docks and install a new off-site 19-dock station is appropriate in order to meet the C § 70.3 requirement.

The Urban Forestry Division provided written comments to DDOT on June 6, 2017, which noted the requirements for street trees, including mitigation, tree protection, and tree planting, as well as for Special Trees. (Attachment 2)

DOH

At the July 17, 2017 interagency meeting, DOH noted that new health codes would apply to any on-site swimming pools. DOH also asked clarifying questions regarding the Starbucks located within the Safeway to determine whether the Starbucks would obtain a second license, have different business hours than the Safeway, and whether table service would be provided to the outdoor café seating.

DOEE

At the July 17, 2017 interagency meeting, the District Department of Energy and Environment (DOEE) noted that the proposed project would have to meet District Stormwater Management requirements for retention and detention. DOEE recommended that the Applicant consider a Variable Refrigerant Flow (VRF) system for the building to increase efficiency. DOEE also noted that Property Assessed Clean Energy (PACE) financing could be available for rooftop solar. DOEE recommended the inclusion of bioretention features in all tree boxes. Finally, DOEE noted that the Applicant should provide electric vehicle charging stations in the garage. The Applicant is providing excess parking, and the required mitigation includes the provision of 10 electric vehicle charging stations and a higher GAR, which the applicant is providing.

DHCD

At the July 17, 2017 interagency meeting, DHCD requested that the Applicant provide a breakdown of the unit mix, which was supplied by the Applicant on November 13, 2017. DHCD also noted that the project would have to comply with the Inclusionary Zoning (IZ) requirements at 11 DCMR C, Chapter 10. The Applicant stated that the project would include approximately 48 affordable housing units. The Applicant should continue to coordinate with DHCD regarding provision of the IZ units. Any on-site IZ units required to meet the penthouse habitable space requirement would be required at 50% MFI.

DCPS

At the July 17, 2017 interagency meeting, DCPS requested the demographic forecast for the proposed project. The Applicant noted that it did not anticipate many school-age children. The applicant is encouraged to continue these discussions with DCPS.

No other agencies commented on this application.

VII. Community Review

Application materials were distributed to the following for their review and comment:

- ANC 6B
- Owners of property within 200' of the site

ANC 6B

At its regularly scheduled and properly notices meeting on June 13, 2017, with a quorum present, ANC 6B voted 8-0-0 to send comments to the Office of Planning (Attachment 3). The ANC found that the overall project will improve a currently underperforming site in the urban area of Hill East.

Individual members of the community contacted OP to express concerns regarding potential traffic, neighborhood and design impacts; loading and delivery; parking; impacts to light and air; and construction management. These comments have been forwarded to the applicant.

VIII. LTR Application Findings

The project proposed by this Large Tract Review Application is generally consistent with the purposes and goals of the LTR regulations, and is not inconsistent with the Comprehensive Plan. The Office of Planning recommends that the applicant consider the following amendments:

1. Simplify the range of materials proposed to create a more cohesive design that is sympathetic to the surrounding brick rowhouse architecture.
2. Minimize the large expanses of architectural block on the D Street elevation and replace with window openings to activate the street level façade.
3. Increase the sustainability, including, but not limited to:
 - a. VRF system;
 - b. Solar Panels;
 - c. Bioretention in all street tree boxes; and
 - d. Enhanced energy efficiency;
4. Coordinate with adjacent stakeholders and revise the building program as described in the ANC 6B comments, including, but not limited to:
 - a. Include larger, family-sized units;
 - b. Increase public bike parking;
 - c. Develop a building sign package that is compatible with the surrounding neighborhood;
 - d. Ensure all site lighting is directed at the ground and is a lower lighting color temperature LED; and
 - e. Address alley lighting, design and circulation to acknowledge residential nature;
 - f. Work with the ANC to develop a construction management plan.
5. Provide TDM measures and pedestrian safety improvements as noted in the DDOT report, including, but not limited to:
 - a. Construct missing ADA ramps;
 - b. Provide required TDM mitigation to offset 205 excess parking spaces:
 - i. 68 bicycle parking spaces (52 long-term and 16 short-term);
 - ii. 21 street trees;
 - iii. 10 electric vehicle charging stations;
 - iv. 10 car share parking spaces;
 - v. One 24-dock Capital Bikeshare station or two 12-dock bikeshare stations.
 - c. Implement TDM plan.
 - d. Implement the loading management plan;
 - e. Provide a curbside management and signage plan consistent with DDOT policies;
 - f. Continue to coordinate with Urban Forestry; and
 - g. Continue to coordinate with DDOT through the public space permitting process.

cc: Foulger-Pratt
Goulston and Storrs
DDOT
DOEE
DOH
DHCD
DCPS
ANC 6B

JS/EMV
Elisa Vitale, Project Manager

Attachments:

- Attachment 1: DOOT comments
- Attachment 2: Urban Forestry Division comments
- Attachment 3: ANC 6B comments


GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF TRANSPORTATION



d. Planning and Sustainability Division

MEMORANDUM

TO: Elisa Vitale
Office of Planning

FROM: Jim Sebastian
Associate Director 

DATE: December 15, 2017

SUBJECT: Large Tract Review Case No. 2017-03 – 415 14th Street SE (Capitol Hill Safeway)

PROJECT SUMMARY

Foulger-Pratt Development, LLC (the “Applicant”) seeks to redevelop the existing 50,000 SF Capitol Hill Safeway site with a 350,066 SF mixed-use development. The site is located at 415 14th Street SE (Square 1042, Lot 109) and consists of the following development program:

- 327 residential apartment units;
- 60,187 SF grocery store;
- 10,403 SF feet retail;
- 403 vehicle parking spaces (198 retail, 205 residential);
- Two (2) 55-foot loading berths, three (3) 30-foot berths, one (1) 20-foot delivery space; and
- 117 long-term and 39 short-term bicycle parking spaces.

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, safer streets, and outstanding access to goods and services, and preserving the District’s public space. As a means to achieve this vision, DDOT works through the Large Tract Review (LTR) 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:

Site Design

- The Applicant is proposing to increase the intensity of development on-site from 50,000 SF grocery to over 350,000 SF of residential, grocery, and retail uses;
- The number of vehicle parking spaces on-site would increase from 140 spaces on the existing surface lot to 403 spaces in an underground garage;
- The proposed 403 vehicle spaces is more than double the 198 spaces required by ZR16 (before taking the 50% transit reduction) and will trigger zoning-required TDM mitigations, per Subtitle C §707.3;
- DDOT finds the Applicant's proposal to close an existing curb cut on each of 14th Street and D Street SE appropriate;
- DDOT finds it appropriate to combine the proposed grocery store entrance/exit with the existing 10-foot alley into a single 28-foot curb cut on 14th Street SE. While this is wider than the 24-foot standard and requires backing in or out of the adjacent 10-foot alley through public space, this is preferable to two (2) curb cuts close together. DDOT expects the 10-foot alley will be eliminated when and if the property to the south redevelops;
- The Applicant is proposing to widen the existing 16-foot rear public alley to 30-feet. The extra 14-feet should either be dedicated to DDOT or constructed on private property with a public access easement;
- Since larger grocery store trucks will need to back into diagonally-configured berths from the alley, the Applicant has provided a loading management plan; and
- There are no electric vehicle stations or car sharing spaces proposed by the Applicant. However, DDOT estimates 10 of each are required by Zoning as TDM mitigation.

Travel Assumptions

- The site is well served by transit service. The Potomac Avenue Metrorail station is located less than ¼ mile south of the site;
- The proposed 403 vehicle spaces is high for this project given the sizes and mixes of the land uses proposed and the ¼ mile walk distance to the Potomac Avenue Metrorail Station. DDOT estimates approximately 200-300 spaces would be more appropriate for this scale of development;
- The proposed redevelopment of the site is expected to generate a significant amount of vehicle trips (413 AM trips and 505 PM trips, plus another 212 pass-by trips in the PM peak);
- To present a conservative estimate of peak hour vehicle trips generated, the CTR assumed 100% of grocery and retail traffic would arrive by automobile; and
- There is a projected net increase, as compared to existing conditions, in total weekday AM (+193) and PM (+265) peak hour vehicle trips.

Analysis

- DDOT concurs with the proposed loading scheme that allows for head-in/head-out truck access from the public street network to the alley;
- There may be a loss of approximately two (2) on-street parking spaces on each of D Street and E Street SE as a result of the alley widening and truck maneuvers in and out of the alley;
- The Applicant used sound methodology in developing the CTR study;
- The CTR identified only one (1) intersection that is impacted by the traffic generated by the site (14th Street at D Street and Kentucky Avenue SE) and proposed a TDM plan in lieu of physical roadway improvements;
- DDOT finds the Applicant's TDM plan, in conjunction with Zoning-required TDM mitigations, sufficient to offset site-generated impacts to the transportation network (see below);
- The CTR identified three (3) locations in the overall study area where ADA ramps are missing. The Applicant should construct these ramps to improve the experience for persons with disabilities traveling to the site;
- The Applicant will be required to provide TDM mitigations, per ZR16 Subtitle C §707.3, since the amount of vehicle parking proposed (403 spaces) is more than double the required amount (198 spaces);
- It is DDOT's estimates that the 205 additional spaces will trigger the following TDM mitigations:
 - 68 bicycle parking spaces (52 long-term and 16 short term);
 - 21 street trees;
 - 10 electric vehicle charging stations;
 - 10 car share parking spaces; and
 - One (1) 24-dock Capital Bikeshare station or two (2) 12-dock bikeshare stations.
- DDOT finds the Applicant's proposal to expand the existing 15-dock Capital Bikeshare station by four (4) docks and install a new off-site 19-dock station appropriate in order to meet the ZR16 §707.3 requirement for additional Capital Bikeshare docks.

Mitigations

To offset the impacts to the transportation network, as identified in the CTR, the Applicant should take the following actions to mitigate site-generated impacts to the network:

- Implement the loading management plan proposed in the 8/21/17 CTR and listed later in this report to mitigate larger trucks backing down the alley to access the diagonally-configured grocery store loading berths;
- Implement the TDM plan proposed in the 8/21/17 CTR and listed later in this report.
- Implement the ZR16-required TDM mitigations, as noted above, in quantities to be determined by the Zoning Administrator;
- Construct ADA ramps at the following locations:
 - Northwest corner of D Street and Kentucky Avenue SE;
 - Northwest corner of Pennsylvania Avenue and 11th Street SE; and
 - Northwest corner of Pennsylvania Avenue and 12th Street SE.

Continued Coordination

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

- Provide a curbside management and signage plan, assumed to include multi-space meter installation at the Applicant's expense, consistent with current DDOT policies;
- Coordinate with DDOT's Urban Forestry Division (UFD) and the Ward 6 arborist regarding 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;
- 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. All on-site and off-site streetscape improvements will be reviewed as part of the public space permitting process and may be subject to Public Space Committee (PSC) approval;
- Coordinate with DDOT on the potential loss of on-street parking spaces near the alley curb cuts on D and E Streets SE; and
- The following are elements of the project proposed in public space and should be considered during the public space permitting process:
 - Public Space Committee (PSC) approval will be required for re-use and alterations to the southernmost existing curb cut serving the property on 14th Street SE and the 30-foot widened alley curb cuts at D and E Streets SE;
 - Close the existing northernmost existing curb cut serving the property on 14th Street SE and existing curb cut on D Street SE;
 - DDOT concurs with the proposed sidewalk clear zones of 8 feet on D Street SE, 10 feet on 14th Street SE, and 6 to 8 ½ feet on E Street SE;
 - Upgrade all substandard curb ramps surrounding the site (e.g., northwest corner of D Street and Kentucky Street SE);
 - Install additional street trees near the corner of D Street SE and 14th Street SE;
 - Determine final location on private or public space and appropriate design for the ZR16 required short-term bicycle spaces;
 - Determine final location on private or public space, immediately adjacent to the site, for the existing Capital Bikeshare station to be permanently located after being expanded by four (4) docks. Also, work with DDOT to find a location in the vicinity of the site for the temporary relocation of the bikeshare station during construction; and
 - Coordinate with Capital Bikeshare staff to determine a final off-site location for the proposed 19-dock Bikeshare station.

TRANSPORTATION ANALYSIS

DDOT requires applicants going through the Large Tract Review (LTR) process to complete a Comprehensive Transportation Review (CTR) study in order to determine the proposal's impact on the overall transportation network. Accordingly, an Applicant is expected to show the existing conditions for

each transportation mode affected, the proposed impact on the respective network, and any proposed mitigations, along with the effects of the mitigations on other travel modes. A CTR should be performed according to DDOT direction. The Applicant and DDOT coordinated on an agreed-upon scope for the CTR that is consistent with the scale of the proposal.

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

Site Design

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

Site Access

Primary vehicular access to the underground parking garage will be via two access points: one on 14th Street SE and another via an existing 16-foot two-way rear public alley that connects D Street and E Street SE. The Applicant is proposing to widen the alley by 14-feet onto private space for a total of 30-feet. The Applicant should commit to either dedicating this 14-foot strip to DDOT or providing a public access easement if it remains on private space. Access to the loading area is also proposed via the alley. Primary pedestrian access to the Safeway is proposed at the corner of 14th Street SE and D Street SE. The primary pedestrian residential access is proposed on E Street SE. Figure 1 below shows an overview of the site layout and vehicular access points.

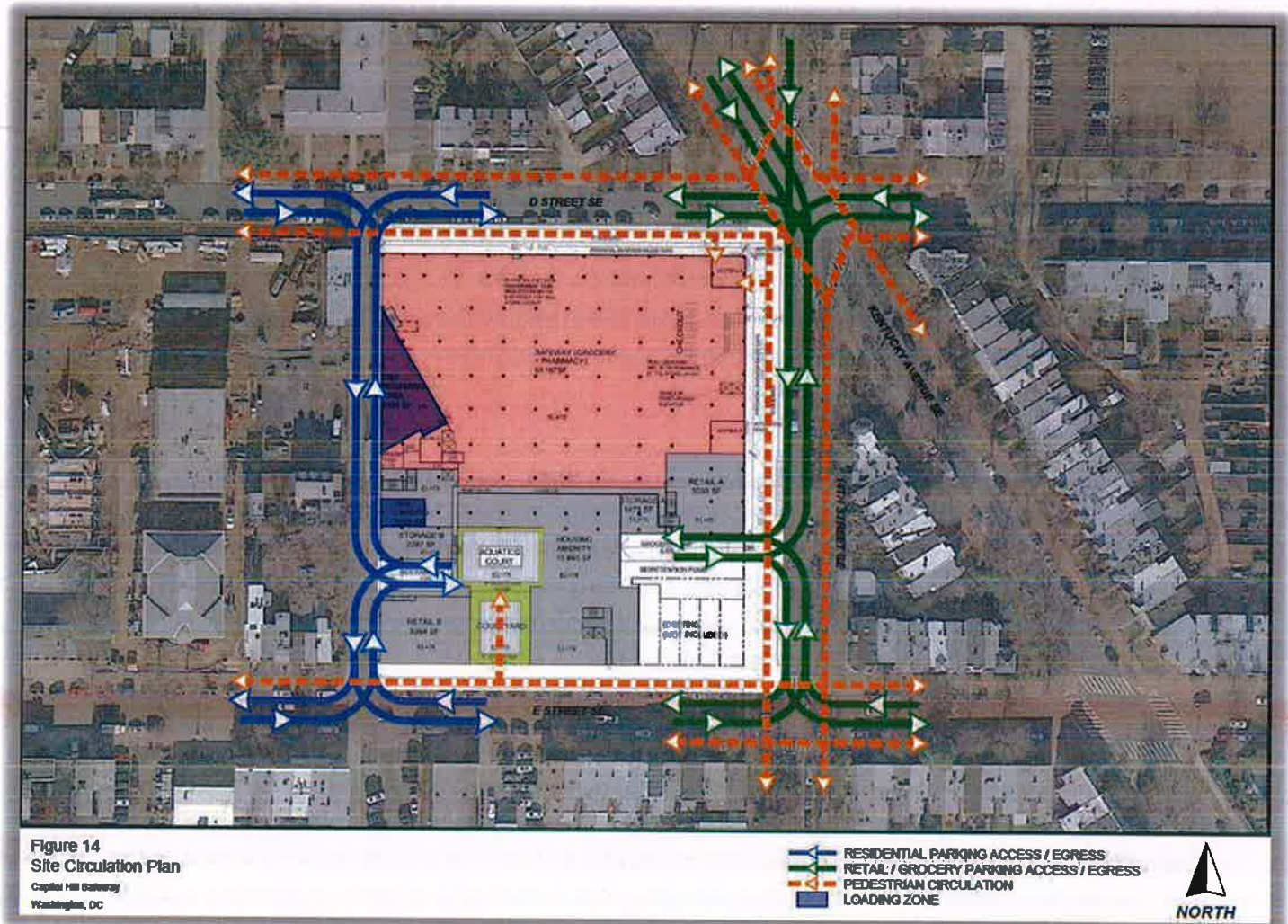


Figure 1 – Site Circulation Plan (Source: Wells & Associates, CTR Figure 14, 8/21/17)

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 the Applicant's calculations for the overall development program, the 2016 Zoning Regulations (ZR16) require a total of three (3) loading berths and two (2) delivery spaces. One (1) loading berth and one (1) delivery space is required for residential uses over 50 dwelling units and two (2) berths and one (1) delivery space are required for retail uses between 20,000 and 100,000 SF. The Applicant is proposing to exceed the zoning requirements by providing two (2) 55-foot loading berths, one (1) 30-foot loading berth, and one (1) delivery space to serve the retail and grocery portion of the project and

two (2) 30-foot berths to serve the residential component. DDOT finds the number and sizes of berths appropriate for the proposed land use mix.

All loading berths and delivery spaces are proposed to be accessed via the future widened 30-foot two-way rear public alley that connects D Street SE to E Street SE. Due to the diagonal configuration of retail and grocery loading berths, trucks are proposed to access the alley from the south (E Street SE) and exit to the north (D Street SE). Smaller trucks seeking to access the residential loading berths, which are at a 90-degree angle with the alley, could enter or exit the alley from either E Street or D Street SE.

In general, 30-foot trucks will be able to enter and exit the loading berths making only head-in/head-out maneuvers from the alley, while 55-foot trucks can exit making head-out only movements from the berth. Larger 55-foot trucks entering from the south must pull forward ahead of the loading berths with the front ends of trucks protruding slightly into the D Street SE travel lanes and back a short distance through public space to enter the diagonal berths. DDOT finds the proposed loading scheme acceptable on the condition that the Applicant implements the following loading management plan, prepared by Wells & Associates, dated August 29, 2017:

- Dock Managers will be designated by the Safeway Store Director (duties may be part of other duties assigned to the individual). He or she will coordinate the receipt of both warehouse and direct store vendor deliveries.
- Warehouse deliveries shall occur uniformly throughout the week with two daily deliveries occurring three days a week and three daily deliveries occurring four days a week. Warehouse delivery times shall occur from 7:00 am through 11:00 pm, while direct store vendor deliveries will generally occur from 7:00 am to 12:00 noon. The Dock Managers and the Store Management Team shall be responsible for resolving any issues that arise.
- All store deliveries shall utilize the receiving/dock area along the alleyway.
- The Dock Managers shall coordinate deliveries to maximize efficiency and prevent trucks from blocking movement along the alleyway. The Dock Managers will implement best practices and not compromise safety or allow vehicular flow to be impeded in the alleyway or adjacent streets.
- The Dock Managers 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 the alleyway or D Street, except during those times when a truck is actively entering or exiting a loading berth.
- 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 Dock Managers will be responsible for distributing suggested truck routing and loading maps to the delivery drivers as necessary. The Dock Managers shall also distribute materials as DDOT's Freight Management and Commercial Vehicle Operations document to drivers as

needed to encourage compliance with idling laws. The Dock Managers will also post these documents and notices in a prominent location within the service area.

Additionally, based on the truck turning diagrams submitted by the Applicant (Figure 2), one or two on-street vehicle parking spaces on the south side of D Street SE just east of the alley may need to be removed to accommodate the larger grocery delivery trucks. DDOT finds this acceptable in order to facilitate orderly head-in/head-out truck maneuvers from the alley.

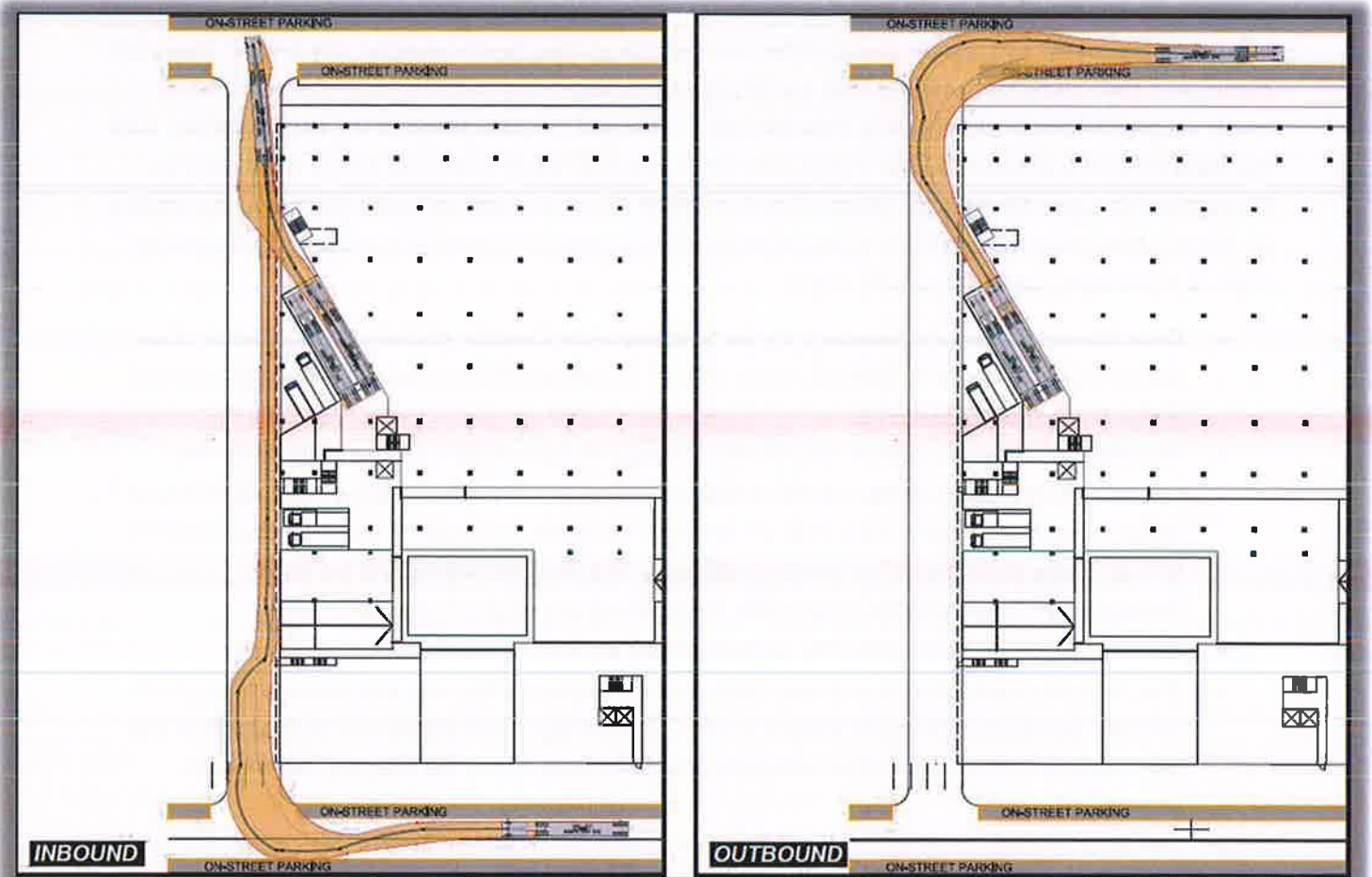


Figure 2 – Commercial Truck Turning Analysis (Source: Wells & Associates, CTR Appendix I, 8/21/17)

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 recently released 2017 version of the *Design and Engineering Manual (DEM)* and DDOT's *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.

While the preliminary public space plans, shown below in Figure 3, are generally consistent with DDOT standards, there are several considerations that need to be incorporated and items to be reviewed in greater detail during the public space permitting process:

- Public Space Committee (PSC) approval will be required for re-use and alterations to the curb cut on 14th Street SE and the 30-foot widened alley curb cuts at D and E Streets SE;
- DDOT finds it appropriate to combine the proposed grocery store entrance/exit with the existing 10-foot alley into a single 28-foot curb cut on 14th Street SE (as shown in Figure 3 below). While this is wider than the 24-foot standard and requires backing in or out of the adjacent 10-foot alley through public space, this is preferable to two curb cuts close together. DDOT expects the 10-foot alley will be eliminated when and if the property to the south redevelops;
- DDOT finds it appropriate to close the northernmost existing curb cut serving the property on 14th Street SE and existing curb cut on D Street SE;
- Sidewalk clear zones are proposed to be 8 feet on D Street SE, 10 feet on 14th Street SE, and 6 to 8 ½ feet on E Street SE. DDOT finds these widths appropriate.
- Upgrade all substandard curb ramps surrounding the site (e.g., northwest corner of D Street and Kentucky Street SE);
- Install additional street trees near the corner of D Street SE and 14th Street SE;
- Determine final location on private or public space and appropriate design for the ZR16 required short-term bicycle spaces;
- Determine final location on private or public space, immediately adjacent to the site, for the existing Capital Bikeshare station after it has been expanded by four (4) docks. Also, work with DDOT to find a location in the vicinity of the site for the temporary relocation of the station during construction; and
- Coordinate with Capital Bikeshare staff to determine a final off-site location for the proposed 19-dock Bikeshare station.

DDOT notes that these items were discussed with the Applicant and Office of Planning at the October 26, 2017 Preliminary Design Review Meeting (PDRM).

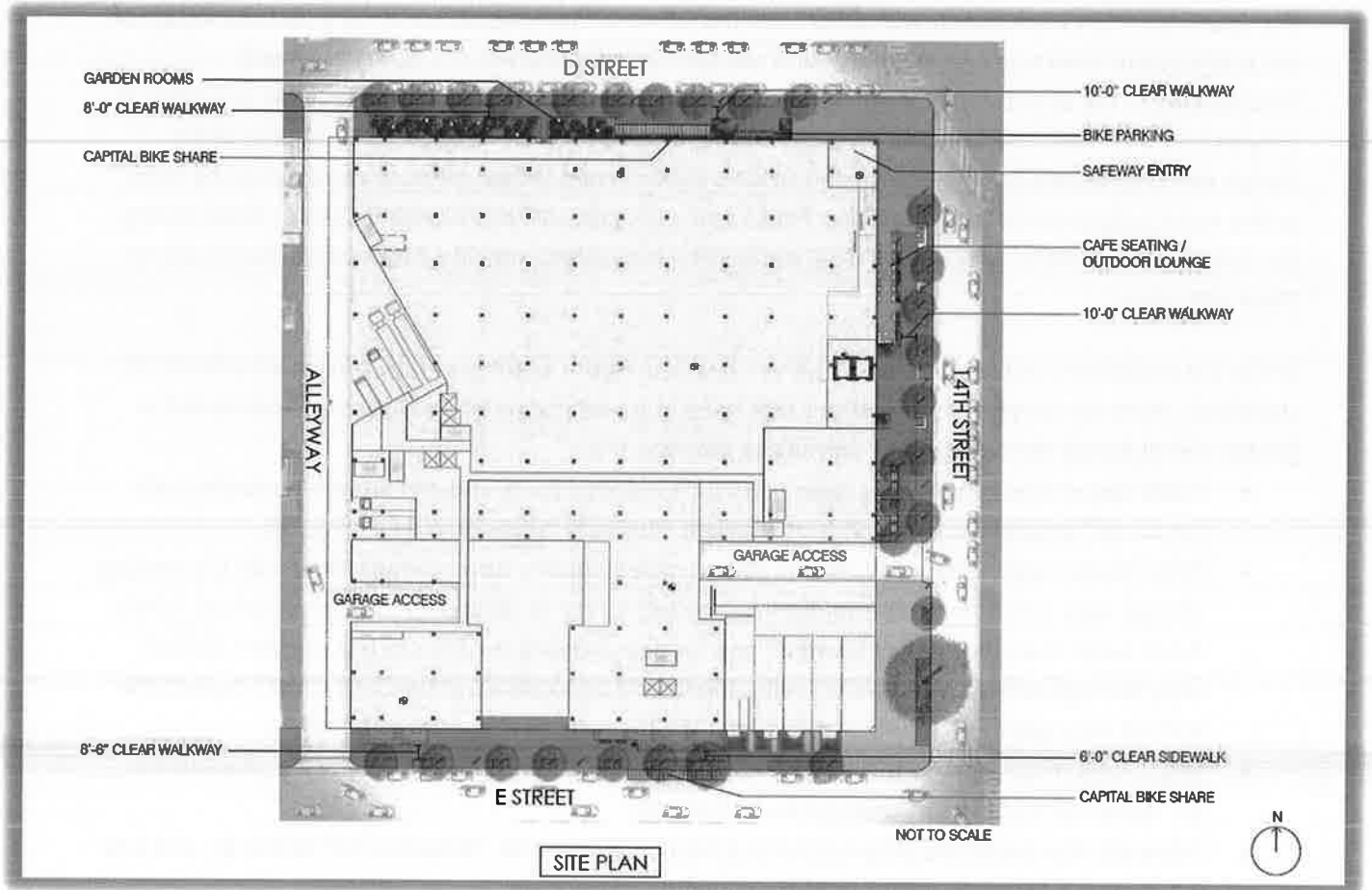


Figure 3 – Site Plan and Public Space Design (Source: Applicant Plan Submission, Page 20, 4/13/17)

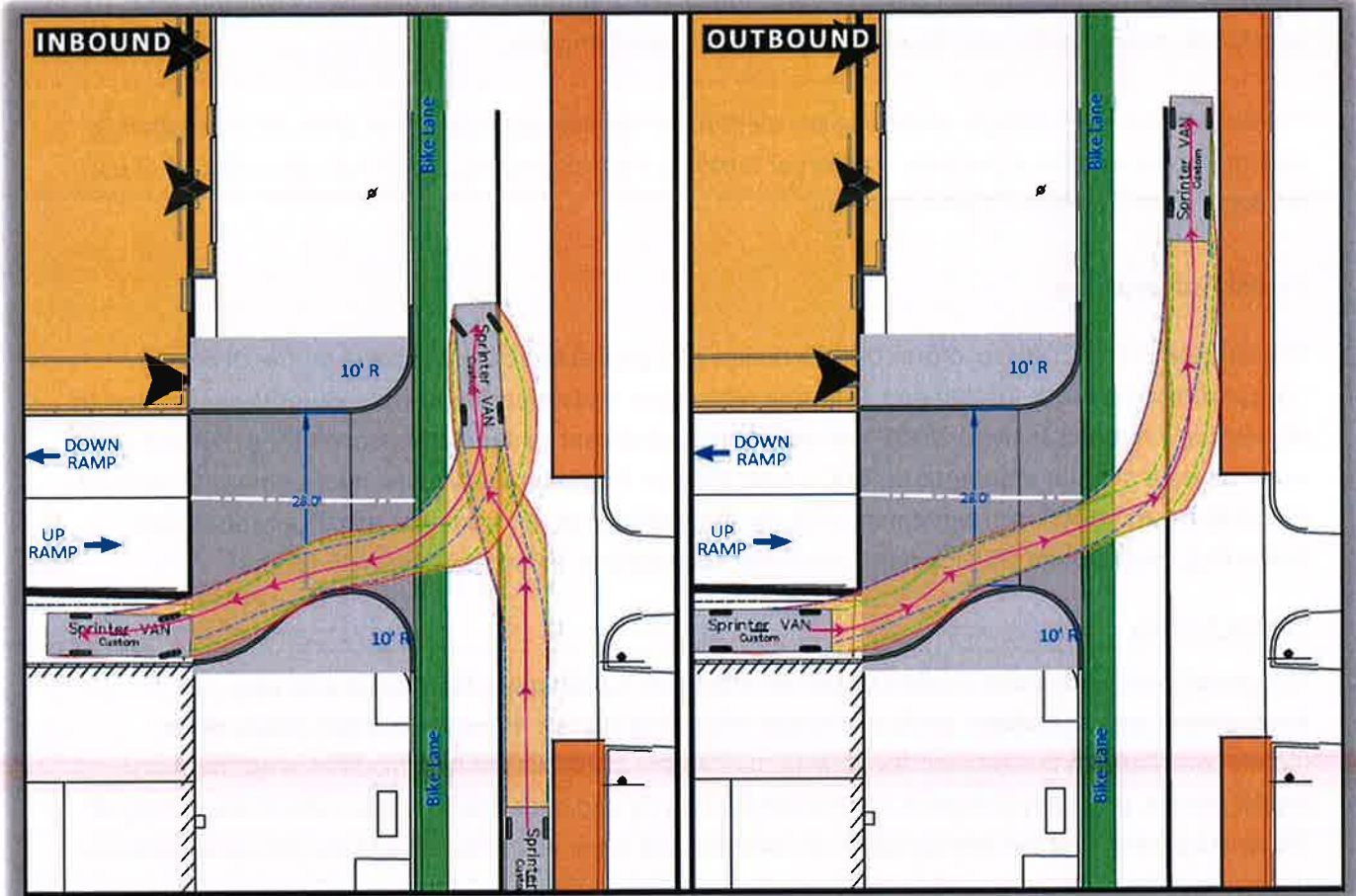


Figure 4 – Proposed Combined Curb Cut on 14th Street SE (Source: Wells & Associates, Supplemental Figure 6, 11/14/17)

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. DDOT's Urban Forestry Division (UFD) has not identified any Heritage Trees on-site. It is recommended that the Applicant work with UFD and the Ward 6 arborist regarding 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.

Sustainable Transportation Elements

Sustainable transportation measures target to promote environmentally responsible types of transportation in addition to the transportation mode shift efforts of TDM programs. These measures can range anywhere from practical implementations that would promote use of vehicles powered by alternative fuels to more comprehensive concepts such as improving pedestrian access to transit in order to increase potential use of alternative modes of transportation. Within the context of DDOT's development review process, the objective to encourage incorporation of sustainable transportation

elements into the development proposals is to introduce opportunities for improved environmental quality (air, noise, health, etc.) by targeting emission-based impacts.

The Applicant is not currently proposing any electric vehicle charging stations or dedication car-sharing parking spaces which are common with larger mixed-use developments. DDOT estimates that 10 of each are required by Zoning as TDM mitigation.

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. DDOT worked with the Applicant to define the scope of the CTR and agree on a set of study assumptions. DDOT finds that the Applicant used sound methodology to conduct the analysis, and DDOT is in agreement with the assumptions of the study not specifically discussed below (e.g., background developments, roadway assumptions, and regional growth rate).

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. However in urban areas, 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.

The site currently contains 140 spaces on a surface lot. The Applicant proposes to raze the current Safeway and parking lot to redevelop with a total of 403 vehicle spaces (198 retail/grocery, 205 residential) in a new underground garage. DDOT considers this amount of vehicle parking high for this project given the sizes and mix of the land uses proposed and proximity (less than ¼ mile walk) to the Potomac Avenue Metrorail Station. DDOT estimates approximately 200-300 spaces would be more appropriate for the scale of development.

The Applicant will be required to provide TDM mitigations, per Subtitle C §707.3 of the Zoning Regulations (ZR16), since the amount of vehicle parking provided is more than double the required amount. According to the Applicant's calculations, 198 spaces are required (before a 50% transit reduction) and 403 spaces are proposed. It is DDOT's understanding that the 205 additional spaces will trigger the following TDM mitigations above and beyond the typical Zoning Requirements:

- 68 bicycle parking spaces (52 long-term and 16 short term);
- 21 street trees;
- 10 electric vehicle charging stations;
- 10 car share parking spaces; and
- One (1) 24-dock Capital Bikeshare station or two (2) 12-dock bikeshare stations.

The Applicant should coordinate with DDOT through the public space permitting process on the final locations of these TDM mitigations.

Trip Generation

Each trip a person makes is made by a certain means of travel, such as vehicle, bicycle, walking, and transit. 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, proximity to transit options, availability and cost of vehicle parking, among many others.

The Applicant provided vehicle trip generation estimates by utilizing the rates published in the Institute of Transportation Engineers (ITE) *Trip Generation Manual, 9th Edition* and the assumed mode splits which were based on WMATA's 2005 Development-Related Readership Survey. To present a more conservative estimate of trips, it was assumed that 100% of grocery store and retail traffic and 58.1% of residential traffic would travel by automobile. Additionally, a 34% to 36% pass-by rate was assumed in the weekday evening commuter peak hour. DDOT finds these methods and assumptions to be appropriate. Figure 5 below shows a summary of the Applicant's vehicle trip generation estimates.

Scenario	Size/Units	AM Peak Hour Total Trips	PM Peak Hour Total Trips
Existing Conditions			
Supermarket	50,000 SF	220	240*
Proposed Conditions			
Supermarket	60,187 SF	278	302*
General Retail	10,403 SF	40	88*
Residential	327 Units	95**	115**
Total Proposed	-	413	505
* includes pass-by reduction ranging from 34% to 36% for retail/grocery uses			
** includes a 41.9% non-automotive mode share for residential use			

Figure 5 – Trip Generation Summary (Source: Wells & Associates, CTR Table 9, 8/21/17)

As shown above, the proposed development is expected to generate a significant number of new vehicle trips during the weekday morning (413 trips) and evening (505 trips) peak hours. In addition, there will be another 212 "pass-by" vehicle trips turning into and out of the site during the PM peak hour. Pass-by trips are vehicles already on the road but detour from their original routes to visit the site and then continue on their original journey. As compared to existing conditions, the site is anticipated to add another 193 AM peak hour and 265 PM peak hour vehicular trips to the overall transportation network.

Study Area and Data Collection

The Applicant in conjunction with DDOT identified 15 existing intersections (including 3 driveways, 2 of which will be removed) where detailed vehicle counts would be collected and a level of service analysis

would be performed. These intersections are immediately adjacent to the site and include intersections radially outward from the site with the greatest potential to see impacts in vehicle delay. DDOT acknowledges that not all affected intersections are included in the study area and there will be intersections outside of the study area which would realize new trips. However, DDOT expects minimal to no increase in delay outside the study area as a result of the proposed action.

The Applicant collected weekday intersection traffic count data between 7:00 AM-10:00 AM and 4:00 PM-7:00 PM on May 3, 2016 and June 16, 2016 while school and Congress were in session. DDOT is in agreement with the Applicant on the data collection time frame and dates.

Analysis

To determine the development's impacts on the transportation network, the Applicant completed a CTR which includes an extensive multi-modal analysis of the existing (2016) baseline conditions, future with no development (2020 Background) conditions, and future conditions with development (2020 Future) scenarios.

Roadway Capacity and Operations

DDOT aims to provide a safe and efficient roadway network that provides for the timely movement of people, goods and services. As part of the evaluation of travel demand generated by the site, DDOT requests analysis of traffic conditions for the agreed upon study intersections for the current year and after the facility opens both with and without the site development or any transportation changes.

The analysis provided by the Applicant identified one (1) intersection within the study area with approaches projected to operate at LOS E or LOS F during at least one peak hour either resulting from the addition of site traffic or are noticeably worsened by 5 or more seconds due to site traffic:

- 14th Street at D Street and Kentucky Avenue SE – the overall intersection is projected to degrade from LOS D to LOS E in the morning peak hour and increase delay by 41.6 seconds in the evening peak hour due to site-generated traffic. Several individual movements and approaches also degrade to LOS F as a result of the proposed development. The CTR recommends implementing a transportation demand management (TDM) plan in lieu of physical roadway improvements as mitigation. DDOT finds this an appropriate solution in conjunction with the ZR16-required TDM mitigations.

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 site is located just under ¼ mile, roughly a 5-8 minute walk, from the Potomac Avenue Metrorail Station which is serviced by the Orange, Silver, and Blue Lines. Headways for Metrorail trains servicing this station are generally 6-12 minutes during the weekday morning and evening commuter rush hours and 12 to 20 minutes during all other times and days of the week. The site is also within ¼ mile radius of bus stops serving the DC Circulator (Potomac Avenue Metro – Skyland Line) and seven (7) Metrobus routes (30N, 30S, 32, 34, 36, 39, and B2). Metrobus headways depend on bus route, day of week, and time of day but typically range between 4 minutes and 37 minutes during weekday rush hours and 20 to 60 minutes outside of rush hours, with the 30N and 30S around once per hour at any time of day. The DC Circulator stops every 10 minutes at the Potomac Avenue Metrorail station.

Pedestrian Facilities

The District is committed to enhancing 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 CTR identified several locations within the study area where ADA ramps were missing:

- northwest corner of D Street and Kentucky Avenue SE;
- northwest corner of Pennsylvania Avenue and 11th Street SE; and
- northwest corner of Pennsylvania Avenue and 12th Street SE.

DDOT expects the Applicant to upgrade any deficient pedestrian infrastructure and construct any missing elements of the network along the site frontage, including the identified missing ADA ramps noted above.

Bicycle Facilities

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. The only on-street bicycle facility in the vicinity of the site is a striped southbound bike lane on 14th Street SE which connects the site to the Potomac Avenue Metrorail Station.

Per the Applicant's CTR, a total of 117 secure long-term bicycle parking spaces and 39 short-term spaces are proposed with this project, which exceeds the ZR16 requirement of 87 long-term and 37 short-term spaces, as calculated by the Applicant. The Applicant's drawings currently do not show where the short-term and long-term spaces will be located. Long-term spaces should be located internal to the building with easy access for employees and residents, preferably on the first floor near the lobby or in the garage close to ground level. Short-term spaces should be installed as inverted U-racks in public space or private property as close to the building entrance as possible.

The Applicant should coordinate with DDOT on the location of proposed short-term bicycle parking in public space, and on the locations for any additional spaces required by ZR16 as TDM mitigation since the development proposal includes more than double the number of required vehicle parking spaces.

There is currently a Capital Bikeshare station with 15 docks located along the northern edge of the site on the southwest corner of the intersection of 14th Street at D Street and Kentucky Avenue SE. As part of ZR16-required TDM mitigations, DDOT requests that the Applicant upgrade the station by four (4) docks to DDOT's minimum station size of 19-docks. The Applicant is proposing to return the bikeshare station to its current location after construction of the project has been completed. The Applicant should coordinate with DDOT on a temporary location for the station while the site being redeveloped.

The Applicant has also proposed to fund and install an additional 19-dock bikeshare station along the southern edge of the site. DDOT notes that the bikeshare station proposed on E Street SE is currently shown on the Applicant's drawings in the street where vehicle parking spaces are currently striped. DDOT does not permit the installation of bikeshare stations in the roadway unless there is a bicycle lane striped. The Applicant will need to further coordinate with DDOT staff on an appropriate off-site location for the proposed bikeshare station in public or private space. Additionally, DDOT finds that the new 19-dock bikeshare station and four (4) dock expansion of the existing station appropriate to meet the ZR16-requirement for additional Capital Bikeshare docks.

Safety

DDOT requires that the Applicant conduct a safety analysis to demonstrate that the site will not create new, or exacerbate existing safety issues for all travel modes. DDOT asks for an evaluation of crashes at study area intersections as well as a site distance analysis along the public space where there is expected to be conflicts between competing modes (e.g. crosswalks, driveway entrances, etc.).

The Applicant's analysis of DDOT crash data reveals four (4) intersections within the study area that have a crash rate of 1.0 Million Entering Vehicles (MEV) or higher. The following table (Figure 6) provides a summary of collisions at the intersections within the study area.

Intersection	Type of Control	No. of Crashes (3 Years)	ADT (veh/day)	Crash Rate (MEV)
11th St./D St.	All-way Stop	2	8,650	0.21
12th St./D St.	All-way Stop	8	4,910	1.49
13th St./D St.	All-way Stop	5	4,330	1.05
14th St./D St./ Kentucky Ave.	Signal	8	4,210	1.74
11th St./ E St./ Pennsylvania Ave.	Signal	37	25,260	1.34
12th St./E St.	All-way Stop	3	3,890	0.70
13th St./E St.	All-way Stop	4	5,580	0.65
14th St./E St.	All-way Stop	1	4,930	0.19
E St./Kentucky Ave.	All-way Stop	1	3,690	0.25
12th St./ Pennsylvania Ave.	Signal	19	26,620	0.65
13th St./G St./ Pennsylvania Ave.	Signal	40	38,640	0.95

Figure 6 – Summary of Crash Data (Source: Wells & Associates, CTR Table 7, 8/21/17)

DDOT has evaluated the Applicant's crash analysis within the CTR and determined that there are no obvious crash trends at these intersections requiring roadway reconfiguration as part of this LTR application. It is anticipated that the additional traffic associated with the redevelopment of the Capitol Hill Safeway will not have a major impact on the existing MEV rates.

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.

Loading

Due to the larger 55-foot grocery store trucks needing to back down the widened 30-foot alley to access the diagonal loading berths, the Applicant should implement the loading management plan, as proposed in the 8/21/17 CTR study.

Pedestrian Network

Construct ADA ramps at the following locations to improve facilities and mobility for persons with disabilities seeking to travel to the site:

- Northwest corner of D Street and Kentucky Avenue SE;
- Northwest corner of Pennsylvania Avenue and 11th Street SE; and
- Northwest corner of Pennsylvania Avenue and 12th Street SE.

Transportation Demand Management (TDM)

As part of all major development review 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.

To mitigate impacts to the transportation network by the proposed project, the Applicant has proposed the following TDM plan in the 8/21/17 CTR:

Residential

- A property management staff member will be designated as the Transportation Management Coordinator (TMC). TMC will be responsible for ensuring that information is disseminated to tenants of the building;
- TMC's contact information will be shared with DDOT and goDCgo, and both entities will be updated if TMC contact subsequently changes;
- Property management website will include information on and/or links to current transportation programs and services such as Capital Bikeshare, car-sharing services, Uber, Ridescout, and Commuter Connections Rideshare/Ride Home/Pools programs;

- Property management staff will provide personalized outreach to new students of the building informing them of available transportation options;
- An electronic display will be provided in a common shared space in the building and will provide public transit information such as nearby Metrorail stations and schedules, Metrobus stops and schedules, car-sharing locations, and nearby Capital Bikeshare locations;
- A business center will be provide on-site for residents who work from home;
- Safe and secure long-term bicycle parking spaces meeting or exceeding ZR16 requirements will be provided;
- TMC will work with goDCgo staff to create a Get Around Guide for residents that will be printable and available on property management website; and
- Vehicle parking will be unbundled from the cost to lease or purchase each unit and will be priced at market rates.

Grocery/Retail

- An electronic display will be provided in the employee lounge/workroom and will provide public transit information such as nearby Metrorail stations and schedules, Metrobus stops and schedules, car-sharing locations, and nearby Capital Bikeshare locations indicating;
- Safe and secure long-term bicycle parking spaces meeting or exceeding ZR16 requirements will be provided; and
- Four showers and changing facilities will be provided for the retail users.

DDOT notes that that the TDM plan described above does not include the TDM mitigations triggered by ZR16 Subtitle C §707.3 due to the Applicant's proposal to provide more than double the number of vehicle parking spaces required. DDOT estimates that the 205 additional spaces (403 proposed, 198 required) will trigger the following TDM mitigations:

- 68 bicycle parking spaces (52 long-term and 16 short term);
- 21 street trees;
- 10 electric vehicle charging stations;
- 10 car share parking spaces; and
- One (1) 24-dock Capital Bikeshare station or two (2) 12-dock bikeshare stations.

DDOT finds that the strategies proposed in the TDM plan, in conjunction with the ZR16-required TDM mitigations noted above, are sufficient to offset the impacts to the transportation network. The Applicant should coordinate with DDOT on the final locations for these ZR16 required TDM mitigations through the permitting process.

JS:az

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF TRANSPORTATION



d. Urban Forestry Division

MEMORANDUM

TO: Evelyn Israel, PPSA Transportation Planner

FROM: Sharon Dendy, Landscape Architect

DATE: June 6, 2017

SUBJECT: Capitol Hill Safeway – 415 14th Street SE

The District Department of Transportation Urban Forestry Division (DDOT-UFD) has the following comments for the above referenced project. Please feel free to contact me at 202-671-2253 should there be any further questions.

Street Trees

DDOT Urban Forestry Division inventory shows a total of 18 existing street trees adjacent to the subject property. There are 5 street trees on 14th Street SE, 7 street trees on D Street SE and 6 street trees on E Street SE ranging in size from 2.5"-to-32" diameter in size. There are also several tree boxes located at the back of sidewalk on each block, however, some of the boxes are open/empty or the trees are dead. Please contact Steve McKindley-Ward, Ward 6 Arborist at steve.mckindley-ward@dc.gov to schedule a site visit to assess the existing public space trees and review the scope of work to determine impacts to include protection and/or removal. Governmental agencies and non-governmental agencies must comply with DDOT standards and specifications when construction work impacts street trees in the public right-of-way.

Mitigation

If a street tree requires removal, then a permit must be submitted in d.TOPS and reviewed by the Ward 6 Arborist. If approved, compensation is required as per the current fee schedule shown below. For non-hazardous street trees, compensation is based on the size of the tree; measurements are taken at 4.5 feet above the ground (diameter at breast height)

- Non-Hazardous Street Trees – apply for a Construction/Excavation Permit: Landscaping Tree Removal; compensation shall be through payment at \$200 per inch diameter
- Hazardous Street Trees – apply for a Construction/Excavation Permit: Landscaping Tree Replacement; compensation shall be through 1:1 replacement (i.e. the planting of a street tree for the removal of a street tree).

Tree Protection

If street trees are identified to remain, then 6 ft. tall chain link fencing is required around all existing street trees within or directly adjacent to the limits of disturbance. Tree protection fence shall be installed to the extent of the tree box or the drip line in a continuous tree planting strip.

Preservation and protection of street trees to be retained shall follow the 2013 DDOT Standard Specifications (Gold Book) - Section 608.07 and 608.08 and current details. Applicant shall coordinate with DDOT-UFD regarding proper tree preservation methods & techniques to protect roots, branches, and trunks through-out construction. Please contact DDOT-UFD for the current Tree Protection documents as well as reference the 2013 DDOT Gold Book.

Tree Planting

New street tree plantings are required as part of the public space restoration process and they also contribute to increasing the District's Urban Tree Canopy goal. District standards and specifications to include, but not be limited to: 2013 DDOT Standard Specifications for Highways and Structures (Section 608), 2009 DDOT Standard Drawings (Drawings No.611.18 and 611.19), 2009 DDOT Design and Engineering Manual (Chapter 47), 2014 DDOT Green Infrastructure Standards and 2013 DDOE Stormwater Management Guidebook shall be used as a resource during the design process to determine placement of new street trees and vegetated areas around the site.

Special Trees

Special trees are trees between 44" and 100" circumference located on private property and in the public parking dimension. These trees require a Special Tree Permit (STP) for removal as per the Tree Canopy Amendment Act of 2016 which was enacted on July 1, 2016. In addition, a new

special tree designation – Heritage Trees – was created for trees 100” circumference or greater in size. And the Amendment Act prohibits the removal of healthy Heritage Trees and states the criteria for their protection and preservation.

Fall 2016 images on Globespotter show 2-3 Special Trees in the planter boxes behind the sidewalk (public parking dimension) on 14th Street SE and D Street SE. Please submit an application in d.TOPS - <https://tops.ddot.dc.gov> for their removal. Applications will be reviewed by the Ward 6 Arborist so please refer to the d.TOPS website for changes to the law (<https://tops.ddot.dc.gov>) or contact Steve McKindley-Ward at steve.mckindley-ward@dc.gov should you have any further questions.



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June 19, 2017

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Ms. Elisa Vitale
Development Review Specialist
DC Office of Planning
1100 4th Street, SW, Suite 650
Washington DC 20024

VIA EMAIL: elisa.vitale@dc.gov

RE: Comments on Large Tract Review for the Safeway Project

At a properly noticed monthly meeting on June 13, 2017, with a quorum present, the ANC 6B voted 8-0-0 to send the following comments to the Office of Planning. ANC 6B reviewed the proposed Large Tract Review (LTR) application for Safeway and Foulger-Pratt at its June 6 and June 13 meetings. We appreciate the active engagement of Foulger-Pratt and Safeway in this process, including two meetings with the community to share design details and receive feedback and multiple meetings and discussions with SMD Commissioner Burger. The overall project will improve a currently underperforming site in the urban area of Hill East. The comments below focus on ways the project could better achieve a range of goals that are compatible with the neighborhood. We have also shared the comments with the applicant.

ANC 6B further requests the opportunity to participate in any meetings or review sessions with other DC government parties as part of the LTR process.

Design

- ANC 6B encourages the applicant to identify **creative ways to activate the first floor elevation on D St?** The applicant has indicated interest in one or more murals, combined with limited glazing and landscaping, and we support these approaches.
- ANC 6B encourages the applicant to continue to work to develop a high quality architectural design, consistent with the building's urban location and neighborhood scale. In particular, we strongly encourage high-quality façade materials throughout, emphasizing the brick common to other large Capitol Hill structures.
- We note the alley façade and ask that the applicant ensure the appearance throughout is consistent with the active residential nature of the alley.
- ANC 6B asks that applicant and relevant agencies pay careful attention to mechanical systems areas in the alley to minimize visual impact and noise, given this is a formally named, residential alley. Specifically, the building needs sufficient **screening around the mechanical systems**, both on the alley and on the roof.
- We request similar attention to the alley loading area, to ensure maximum noise mitigation for activities in the larger commercial loading space.
- ANC 6B recognizes the building is not in a historic district, but we request that the applicant set self-determined limits on the **nature and size of building signage** to ensure compatibility with the neighborhood.

Design (continued)

- ANC 6B asks that the E Street entrance/open space area be further detailed and considered carefully, given this is the main intersection between public and private residential space for the project. We request that this space integrate thoughtfully with the neighborhood.
- We request a corrected **rendering of the Safeway garage ramp and bio-retention area** on 14th Street. The ramp isn't shown descending below grade, and a building mass is shown where the bio-retention area is supposed to be according to the plans. The landscape drawings show no information on the bio-retention area.
- We request that DDOT and DC urban forestry assess the planned 10-foot tree greenways on 14th street to ensure that sufficient space is being allocated to pedestrians and that the space allocation effectively balances all uses.
- Regarding Inclusionary Zoning, we encourage the applicant to provide larger, family-sized units to the extent possible as part of the IZ package.

Traffic / Bike / Pedestrian Management

- In the alley the ANC would like to see the applicant implement effective options for improving the way different uses get managed. For example, differentiated **paving colors to help visually segment the alley**, indicating space for pedestrians and space for vehicles. In addition, coloring should indicate where delivery vehicles will stand while waiting to load (see loading management below). We also ask the applicant to explore options to promote slower vehicular traffic, such as a controlled intersection at Carry's Way and Guethler's Court. We appreciate the applicant's openness to these ideas.
- Given the large amount of vehicle parking planned, ANC 6B request that the applicant **increase the amount of public bike parking** on the exterior of the site, expanding the number of spots and including parking at multiple points around the building.
- ANC 6B is concerned about **turning diagrams for the north end of the alley**. While the proposed alley design is a major improvement, the turning diagrams show that under the current design some trucks will need to cross public space (the sidewalk) and then reverse into the loading bays. A major problem with the current Safeway configuration is that it requires trucks to cross and then reverse across sidewalks, and we would prefer a design that avoids sidewalk crossings.
- Make sure the final configuration will accommodate the possible future use of photo enforcement equipment.
- Clarify if Alternatives #3 and #4 remove an existing curb cut that would impact a residence parking area on the south side of the intersection between Potomac Avenue and 14th Street SE.

Loading Management

- ANC 6B requests that the applicant provide a **robust and comprehensive Loading management plan**. Ideally this would include a staff position with dedicated responsibilities for managing truck traffic. The existing site has significant delivery and loading challenges, and the new building will have less space available for trucks to wait.
- We request that the loading management plan also address **truck idling**. At the existing building we large trucks idling, including at night. We recognize the challenges associated with refrigeration trucks, but we request dedicated work on long-term solutions.
- Loading site designation and use: Currently multiple loading activities take place around the Safeway site (e.g., loading bays, parking lot, sidewalk, alley). ANC 6B requests that the applicant's **plans designate all loading areas**, including any areas beyond the loading bays. In addition, the loading management should plan clearly delineate where loading will and will not take place to avoid confusion in the future.

Loading Management (continued)

- Large loading bays blockage: The current Safeway often has a detached trailer parked in one of the two loading bay slots, which is used for cardboard storage according to Safeway management. ANC 6B requests that the applicant commit to that **bays will not be taken up by a parked trailer in the new building**. This will help ensure vehicle loading is smooth and effective.
- We have asked the applicant to confirm that the **for the Safeway loading area is graded toward the building** to avoid drainage from the dumpster flowing into public ways. The applicant has confirmed this, which we appreciate.
- We request the applicant identify and designate **ecommerce/home delivery** loading zones at this stage, even if a later decision is made to not conduct ecommerce from this location. ANC 6B notes a strong preference for internal loading for those trucks.
- **ANC 6B requests that the applicant work with DDOT to designate a taxi / ride hailing** pickup area on E St in front of the main residential entrance.

Parking

- **Off-site access to parking:** ANC 6B has pushed larger developments to include provisions that would allow individuals not living at the site to have the opportunity to rent/purchase on-site parking, *if parking is not entirely used by building occupants*. We understand that the applicant has already committed to a certain level of parking, and this provision helps to ensure space devoted parking is not wasted.

Lighting

- Site lighting: The current parking lot lights casts light into properties surrounding the site. **All site lighting for the new building should be directed toward the ground** and designed in a way that minimizes light impacts on neighbors. We also request lower **lighting color** temperature LEDs (less bright white).
- Alley lighting: ANC requests **sufficient lighting throughout the alley to support all uses** (vehicles, bikes, pedestrians), while ensuring the light generate doesn't spill over to homes across the alley. This is consistent with ANC 6B's approach to the PUD projects immediately do the south along the alley between E St and G St.
- We request sufficient **Lighting on the sidewalk at the alley entrances** to ensure visibility for delivery trucks at pedestrian crossings. Again, this lighting should be designed to be sensitive to residential users on E St., including the occupants of the new building.
- ANC 6B requests that the applicant **remove the existing, non-functioning alley lights**, to be replaced with the comprehensive lighting package discussed above.

Construction Management Plan and Agreement

- ANC 6B requests that the applicant develop, in consultation with DDOT, a **detailed construction management plan related to vehicles, acceptable transit routes for trucks, and staging areas**.
- The construction management plan should also include (1) a detailed approach to construction working transportation and parking and (2) a signage and communications strategy with subcontractors to ensure construction worker parking does not adversely affect the neighborhood.
- We appreciate the applicant's commitment to adhere to all DC **pedestrian access** laws and to commit to maintaining pedestrian access around the entire site during construction.

Construction Management Plan and Agreement (continued)

- ANC 6B welcomes the opportunity to work with the development team to create a construction management agreement, as is common for large projects, to ensure that construction proceeds as smoothly as possible for all parties. In particular, we would welcome a standing working group composed of the developer, SMD commissioner, and neighbors to work through issues as they arise throughout construction.

We appreciate the Office of Planning's efforts to solicit input from ANC 6B and the community and reiterate our request to participate in any meetings or review sessions with other DC government parties as part of the LTR process. Please contact Commissioner Nick Burger, ANC 6B's Planning and Zoning (P&Z) Committee Chair, at 202-246-9928 or 6b06@anc.dc.gov if you have questions or need further information. .

Sincerely,



Chander Jayaraman
Chairman, ANC 6B

cc:

Applicant: Foulger-Pratt to Bryce Long via blong@foulgerpratt.com; bcfoulger@foulgerpratt.com
P&Z Chair: Nick Burger