

TECHNICAL MEMORANDUM

To: Anna Chamberlin
Aaron Zimmerman, PTP

DDOT
DDOT

Cc: Caroline Kenney
Chris Vernick
Jason Spencer
Tim Sheckler
Adam Catherine, PE, PTOE, ENV SP

Urban Atlantic
Urban Atlantic
Madison Marquette
US GSA
Stantec

From: Maribel Wong
Katie Wagner, PE, PTOE
Erwin Andres, PE

Date: March 17, 2022

Subject: AFRH-W Zone A CTR – DDOT Recommended Mitigation Response

Introduction

Gorove Slade scoped and submitted the Comprehensive Transportation Review (CTR) with DDOT Staff for the proposed update to the amended 2018 Armed Forces Retirement Home Washington (AFRH-W) Master Plan and redevelopment of “Zone A” located within the AFRH-W campus into a mixed-use development. A layout of the site showing each parcel and there proposed phasing plan is attached for reference. The redevelopment of Zone A requires bringing infrastructure to raw land and integrating it into fabric of the District. This presents extraordinary infrastructure costs, and the development team anticipates submitting an application for TIF/PILOT funds to DMPED/OCFO to help support the required work, including the physical improvements discussed below.

The CTR was reviewed and commented on by DDOT Staff with comments received January 24, 2022. DDOT’s comments are presented below in *italics*, and point-by-point Gorove Slade responses are provided in **bold**.

Based on coordination meetings with DDOT following DDOT’s review of the 2021 CTR, the development team will implement the specific mitigation measures identified in this memorandum which supersedes the mitigation identified in the 2021 CTR.

Comments and Responses

Mitigation Tests

1. *Traffic Impacts – The CTR identified eight (8) intersections that are impacted by site-generated traffic from development of this site. Most of the remedies recommended in the CTR were to implement a Transportation Demand Management (TDM) program or re-time traffic signals. There were also specific recommendations about changing the operations of Allison Street and Buchanan Street north of the site. Instead of implementing these recommendations from the CTR, DDOT recommends the comprehensive multi-modal mitigations in the next section that will collectively go a long way in reducing vehicle trips through the impacted intersections.*

Response: Based on DDOT’s feedback, the proposed mitigation and TDM strategies have been revised as presented below in response to specific comments. The proposed mitigation outlined in this letter supersedes

the mitigation presented in the October 2021 CTR and will also include the multimodal measures listed below which are not specifically addressed in the comments that follow:

- **Irving Street and First Street NW Improvements:**
 - The extension of First Street NW northward from the Irving Street and First Street NW intersection to serve as the gateway access for the site with inbound and outbound access available between Parcel D and Parcel C.
 - The addition of a northbound-thru lane along First Street NW into the site.
 - The addition of an eastbound left-turn lane along Irving Street NW into the site.
 - Signal modification to accommodate site access.
 - The developer has identified a budget of \$2,500,000 for the 1st Street improvement. The developer will design and construct the improvements. These improvements are to be completed prior to the completion of Phase 1.
- **Phase 1:**
 - One (1) 19-dock capital bikeshare station on-site
- **Phase 2:**
 - One (1) 8-bay micromobility parking and charging station
- **Phase 3:**
 - One (1) 19-dock capital bikeshare station on-site
 - One (1) 8-bay micromobility parking and charging station on-site
- **Phase 4:**
 - One (1) 19-dock capital bikeshare station on-site
 - One (1) 19-dock capital bikeshare station off-site with the location to be coordinated with DDOT.

The measures listed above are to be installed prior to the completion of their respective phases.

2. *Parking Supply – The 4.578 million SF master plan proposes ~5,289 off-street vehicle parking spaces. DDOT notes that this is very high and exceeds the current zoning maximums. Based on the breakdown of square footages and units in the CTR, DDOT estimates zoning would require a minimum of ~2,325 spaces and a maximum of ~4,682 spaces. Using the Preferred Maximum Parking Rates in the Guidance for Comprehensive Transportation Review, DDOT would expect a development of this size and distance to transit to provide much closer to 2,900 spaces. The amount of parking provided undercuts the CTR’s non-auto mode-share goals of 35%-45 depending on use. DDOT urges the development team to trim down the amount of off-street parking and implement additional multi-modal mitigations discussed below.*

Response: The overall square footage for the entire project is approximately 4.90 million SF. Table 1 on page 22 of the submitted CTR outlines the proposed development program in residential units for the residential components of the development and in square feet for the commercial (office, retail, and hotel) components of the development. The square footage of the residential components of the project totals approximately 3.49 million SF.

In response to DDOT's feedback, the development team re-evaluated parking ratios for the multifamily parcels for the proposed development. Based on this review, the development team confirmed that the parking ratios proposed for the early phases of the project will be maintained. However, the team is committed to reducing the parking supply in later phases of the proposed development. Starting with Phase 2 of the development, the new construction of multifamily parcels would have a parking ratio in line with DDOT's preferred rate of 0.50 spaces/unit. This reduces the overall proposed parking by 445 parking spaces to a new total of 4,844 parking spaces total for the project. To ensure compliance as vertical developments submit to DCRA for permit they will include with their submission a tracking document showing the additional parking being brought online with the specific development as well as the current parking count for the overall site.

DDOT Recommended Mitigation Package

3. *Transit Station – This area of the District is not currently served by any bus or rail lines. At the nearest point (northwest corner of the N. Cap/Irving cloverleaf), this site is approximately ¾ mile walk to the Brookland-CUA Metrorail Station and more than ¼ mile from Priority Bus Service. To support the size of the AFRH project and the CTR's mode share goals of 35%-45% non-auto for residents and employees, installation of a bus station with layover facilities is requested. In conversations with WMATA and DDOT's Transit Delivery Division (TDD), providing a more formal transit facility, above and beyond the typical sign in the ground bus stop, would make it significantly more likely that transit will be used and for both transit agencies to start or reroute transit service and provide staff to the AFRH site. The facility does not have to be large or replace a previously planned office or residential building. The AFRH team is encouraged to get creative and potentially design it into the first floor of a building. Ideally, it would include indoor sheltered seating, bathroom facilities, and one (1) concrete bus pad. Two (2) or three (3) curbside spaces can be set aside for bus parking. Providing the station and curbside space would be the only contribution or commitment to transit service requested by DDOT.*

Response: The development team is excited about bringing bus transit directly into the site and is looking forward to continued coordination to identify implementation mechanics of the transit station. Currently, the development team envisions approximately a 500 SF kiosk facility with restrooms, an indoor seating area, and three (3) curbside bus parking spaces located along westbound Scale Gate Road integrated on the south side of Parcel H.

The development team looks forward to additional coordination with DDOT and WMATA to discuss process and identify parties responsible for build-out costs, operational costs, lease agreement or credit agreement for retail space rent. Additionally, the development team looks forward to additional transit coordination with DDOT and WMATA to identify the location of other potential stops on site.

4. *Intersection of N. Capitol Street, Hawaii Avenue, Allison Street and Buchanan Street – The CTR identified impacts to this large combination of intersections and recommended changes to the directionality of Buchanan Street and potentially terminating Allison Street NE at the intersection. Since this intersection was most directly impacted by the AFRH project, DDOT requests the Applicant fund and lead the re-design and construction of this intersection. This may include closing slip lanes, closing off legs of the intersection, implementing turn restrictions, signal modifications, curb extensions, etc.*

Response: Based on DDOT's feedback the development team has identified the tactical improvements listed below at these intersections. Conceptual sketches of these improvements are also attached for your reference.

- **N. Capitol Street and Allison Street/Hawaii Avenue**
 - **Curb extensions w/ flex posts and white and tan pavement markings at the western corners of North Capitol St. & Allison St. NW**

- **Curb extension w/ flex posts and white and tan pavement markings at the northeast corner of North Capitol St. & Allison St. NE**
- **Large curb extension w/ flex posts and white and tan pavement markings at the southwest corner of North Capitol St. & Allison St. N**
- **Curb extensions to provide 10-foot clearance between crosswalks and parking zones on Allison Street.**
- **N. Capitol Street and Rock Creek Church Road/Buchanan Street**
 - **Stripe extension of existing painted curb lane buffer to north of Buchanan Street**
 - **Upgrade crosswalk across North Capitol Street to a high visibility crosswalk**

The developer proposes a maximum \$60,000 budget for completion of the tactical improvements as conceptually presented in the appendix. The \$60,000 will be contributed directly to DDOT's Mitigation Fund for DDOT's use for implementation of the improvements.

5. *Trails and Pedestrian Facilities – To better connect this site into the existing surrounding pedestrian and bicycle networks, DDOT requests the AFRH project fund and construct the following facilities on Irving Street and N. Capitol Street, much of which is along the Zone A frontage:*

- *Irving Street NW – 12-foot shared use path along the north side from just west of North Capitol Street westward to Park Place NW.*

Response: The project team agrees to installing a facility along the Irving Street frontage that extends west from the existing interchange to Park Place NW. Based on guidance provided by DDOT in follow-up meetings and correspondence, the Irving Street facility improvement consists of a 10-foot path with 6' tree boxes that extends from North Capitol Street to Park Place NW.

The developer proposes a maximum \$2,825,000 budget for construction of the path along Irving Street and the proposed funding and phasing are the following:

- **Segment 1:**
 - **Irving Street 10-foot path with 6-foot tree boxes between Park Place NW and First Street NW to be completed by the end of Phase 2.**
 - **The developer proposes a \$1,425,000 budget for completion of segment 1 of the path along Irving Street to be held in escrow and escrow funds to be used towards construction of Segment 1 as described above.**
 - **The developer will be responsible for design, permitting, and execution of this work.**
- **Segment 2:**
 - **Irving Street 10-foot path with 6-foot tree boxes between First Street NW and North Capitol Street to be completed by the end of Phase 4 or as part of DDOT's North Capitol Street/Cloverleaf urbanization project (no later than 2033).**
 - **The developer proposes a \$1,400,000 budget for completion of segment 2 of the Irving Street path to North Capitol Street, the \$1,400,000 will be provided to DDOT's Mitigation Fund for DDOT's use in design and execution of the work.**
- **The material of the Irving Street facility will be determined in coordination with DDOT.**

- *North Capitol Street – 6-foot sidewalk with a minimum 4-foot green buffer from just north of Irving Street northward to Allison Street.*

Response: As discussed with DDOT in a follow-up meeting, the project team has determined the construction of a sidewalk between Scale Gate Road and Allison Street is infeasible due to right-of-way constraints along the AFRH-W property north of the Zone A, which the project team does not control, and along the US Soldiers' and Airmen's Home National Cemetery.

The developer proposes a \$1,000,000 budget for construction of a 6-foot sidewalk with 4-foot green buffer along North Capitol Street between Scale Gate Road and Irving Street NW. The \$1,000,000 will be provided to DDOT's Mitigation Fund for DDOT's use in design and execution of the work. The sidewalk along North Capitol Street between Scale Gate Road and Irving Street NW is to be completed by the end of Phase 4 or as part of DDOT's North Capitol Street/Cloverleaf urbanization project (no later than 2033).

6. *TDM and Performance Monitoring Program – As we go through the National Capital Planning Commission (NCPC) review process we need to have further discussions about developing the TDM program. DDOT does not concur with the approach to implement a TDM plan per building as each one comes online, as shown in the draft TDM self-certification forms. Individual TDM plans can get fragmented and are more challenging to implement/enforce with ~15 buildings. There should be one overall TDM plan for the whole site. This plan can be flexible with specific TDM strategies but should establish a mode-share goal, include one (1) Transportation Coordinator for the overall site, and include an annual data collection and performance monitoring component. Also, Marina Budimir, DDOT's TDM Program Manager would like to have a discussion in the process about the new Parking Cash-Out Law and how it would apply to this campus.*

Response: Based on coordination with DDOT, the proposed TDM framework is described in detailed in the attached AFRH-W Zone A Development Transportation Demand Management Plan which outlines the implementation parties and responsibilities. The Plan also outlines the timeline for implementation of the TDM measures along with monitoring and enforcement mechanism.

DDOT Feedback on Other Items

7. *Vehicle Connectivity – The distance between Irving Street and Scale Gate Road is approximately 1,900 feet. In the future when all corners of the cloverleaf have been urbanized, this distance is far too long for pedestrians attempting to cross North Capitol Street, and greatly exceeds the DDOT's Design and Engineering Manual (DEM) standard of 300-400 foot blocks. The project has been well designed and laid out internally so that block lengths are short. However, there are currently no connections shown to N. Capitol Street along this stretch. The master plan should be revised to show at least one (1) additional vehicular connection on this block designed into the site. Even if the connection isn't made initially, the land should be graded so the connection is ready to be made at a later time, perhaps when the interchange is reconfigured. DDOT recommends the location of this connection be opposite the future roadway connection on the east side of N. Capitol Street (just north of Irving) shown in the DDOT/OP Interchange Feasibility Study.*

Response: The development team agrees that increased vehicle connectivity is desirable through the project site and the Master Plan does not preclude additional future connections to North Capitol Street and Irving Street.

As presented in the CTR (Figure 8 on page 32), the Master Plan site plan considers two (2) additional connections to North Capitol Street. One (1) additional connection is considered north of the boiler plant, and one (1) additional connection is considered between Parcel F and Parcel P just north of Irving Street consistent with the connection shown in the 2021 DDOT/OP North Capitol Cloverleaf Urbanization Study.

The Master Plan site plan also considers one (1) additional connection to Irving Street just west of North Capitol Street between Parcel E and F consistent with the connection shown in the 2021 DDOT/OP North Capitol Cloverleaf Urbanization Study.

These potential future vehicle connections would be built by the development team following the planned urbanization of North Capitol Street (possible regrading or implementation of a road diet) and reconfiguration of the North Capitol and Irving Street Cloverleaf. Future coordination would involve DDOT and OP as new curb cuts along North Capitol Street and Irving Street would be subject to Public Space Committee approval.

8. *Bike/Ped Connectivity – The master plan currently shows cul-de-sacs between buildings on the west side of North Capitol Street. Whichever street connections ultimately do not punch through to North Capitol Street should include a pedestrian connection down to the future sidewalk. These could be in the form of staircases with runnels or switchback ramps.*

Response: As presented in the CTR site plan (Figure 8 on page 32), the Master Plan site plan shows two (2) possible future pedestrian connections to North Capitol Street between Parcel I and Parcel N and between Parcel N and Parcel P. These future connections would be built by the development team following the planned urbanization of North Capitol Street and future installation of a sidewalk along North Capitol Street by DDOT., As discussed in the response to comment 5, the development team will contribute to DDOT’s Mitigation Fund for DDOT to install.

9. *Access to N. Capitol Street at Boiler Plant – DDOT can be supportive of a future driveway/street to North Capitol Street at the Boiler Plant, but only if the driveway/street connects into the broader Zone A street network. This would improve circulation and shrink the distances between driveways/streets on North Capitol Street. It is noted that these types of access points are currently prohibited on North Capitol Street because the section from Michigan Avenue to Harewood Road NW/Fort Drive NE is shown as a “Freeway, Expressway, or Limited Access Principal Arterial” on Exhibit 1 of the Policy and Process for Access to the District of Columbia Interstate and Freeway System. This means that an Interchange Justification Report (IJR) would be required to make a new access point and may necessitate the involvement of the Federal Highway Administration (FHWA). DDOT’s long-term vision is for this segment of North Capitol Street to be downgraded, speed limit lowered, and removed from the Policy and Process document so that new access points can go through the regular public space process; however, there are no active efforts at this time to make the policy changes.*

Response: As presented in the CTR (Figure 8 on page 32), the Master Plan presents the connection north of the boiler plant as a possible future vehicle connection to North Capitol Street following the urbanization of North Capitol Street. As it exists today, a connection to North Capitol Street is not desirable nor feasible due to the current nature of the high speeds and volumes on North Capitol Street.

10. *Dedication of Streets – DDOT is supportive of the plan to make most of Zone A’s streets public and ultimately be transferred to DDOT’s portfolio. There has been a significant amount of work done by DDOT in the last 1-2 years to greatly simplify the ROW dedication and street acceptance processes. In short, while the underlying land is still private or quasi-private (not DDOT ROW), a development should construct all streets and have them inspected to ensure they meet DDOT DEM standards. Once DDOT concurs they are built to standards, we can proceed to having the right-of-way opened, either through the regular Office of Surveyor and Council approval process or through a Transfer of Jurisdiction (TOJ), whichever is appropriate and still TBD. For streets to remain private, DDOT encourages AFRH to construct them to DDOT standards or as close as possible. That way if they are to be transferred to DDOT decades later, there will be minimal features that need to be fixed and brought up to standards.*

Response: The “transit supported streets” in the Master Plan are proposed to be constructed to DDOT DEM standards. The “transit supported streets” include the First Street Gateway link, Pershing Drive and

Eisenhower Drive between First Street and Scale Gate Road, and Scale Gate Road between North Capitol Street and Eisenhower Drive.

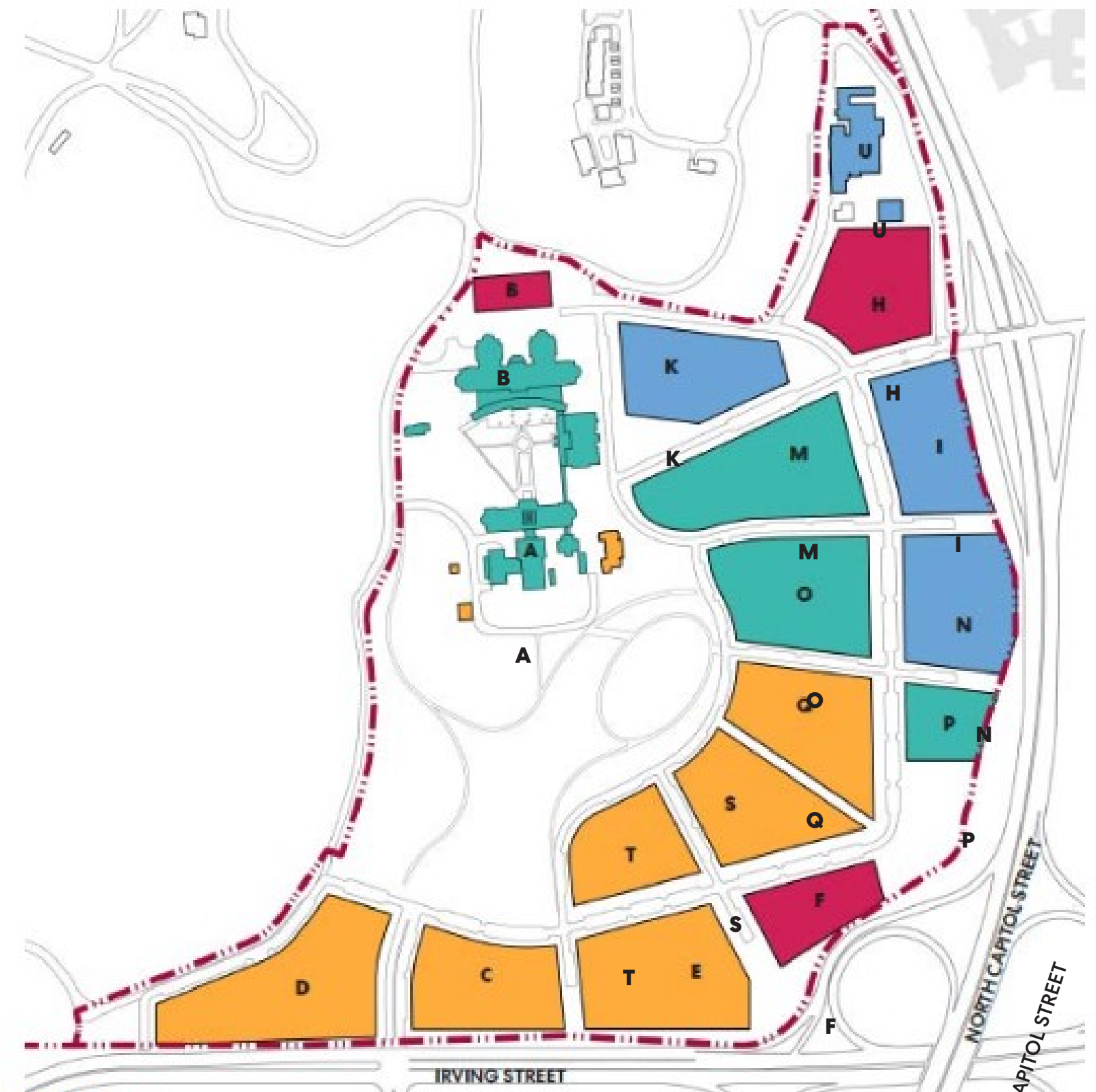
Attachments:

Site Layout and Phasing Plan

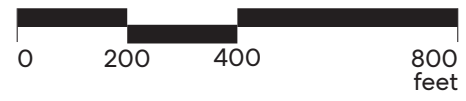
North Capitol Street Improvements Concept Sketches

LEGEND

- PHASE 01
- PHASE 02
- PHASE 03
- PHASE 04

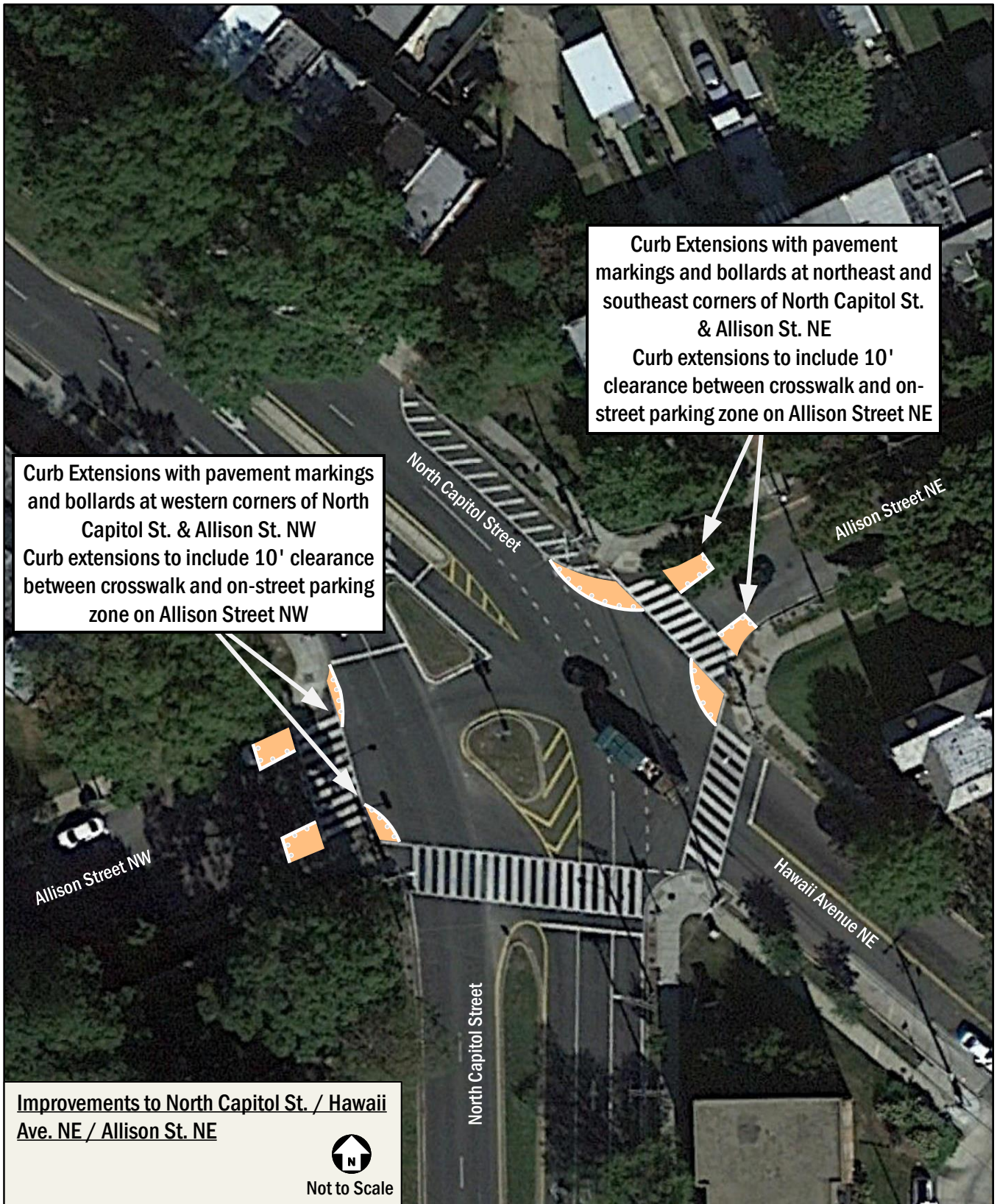


- PHASE 01
- PHASE 02
- PHASE 03
- PHASE 04
- PASTURE (PHASE 01)



IRVING STREET

NORTH CAPITOL STREET



Curb Extensions with pavement markings and bollards at western corners of North Capitol St. & Allison St. NW
Curb extensions to include 10' clearance between crosswalk and on-street parking zone on Allison Street NW

Curb Extensions with pavement markings and bollards at northeast and southeast corners of North Capitol St. & Allison St. NE
Curb extensions to include 10' clearance between crosswalk and on-street parking zone on Allison Street NE

Improvements to North Capitol St. / Hawaii Ave. NE / Allison St. NE



Not to Scale



Stripe extension of existing painted buffer

Buchanan Street NE

Stripe extension of existing painted buffer

Upgrade crosswalk to high-visibility

Improvements to North Capitol St. / Rock Creek Church Rd. NW / Buchanan St. NE Intersection



Not to Scale