

Fort Totten

Access and Joint Development Study

Final Report

February 24, 2010

Washington Metropolitan Area Transit Authority



Fort Totten Metrorail Station Access and Joint Development Study

Final Report

Washington Metropolitan Area Transit Authority
Department of Planning and Joint Development
Office of Station Area Planning and Asset Management

February 24, 2010

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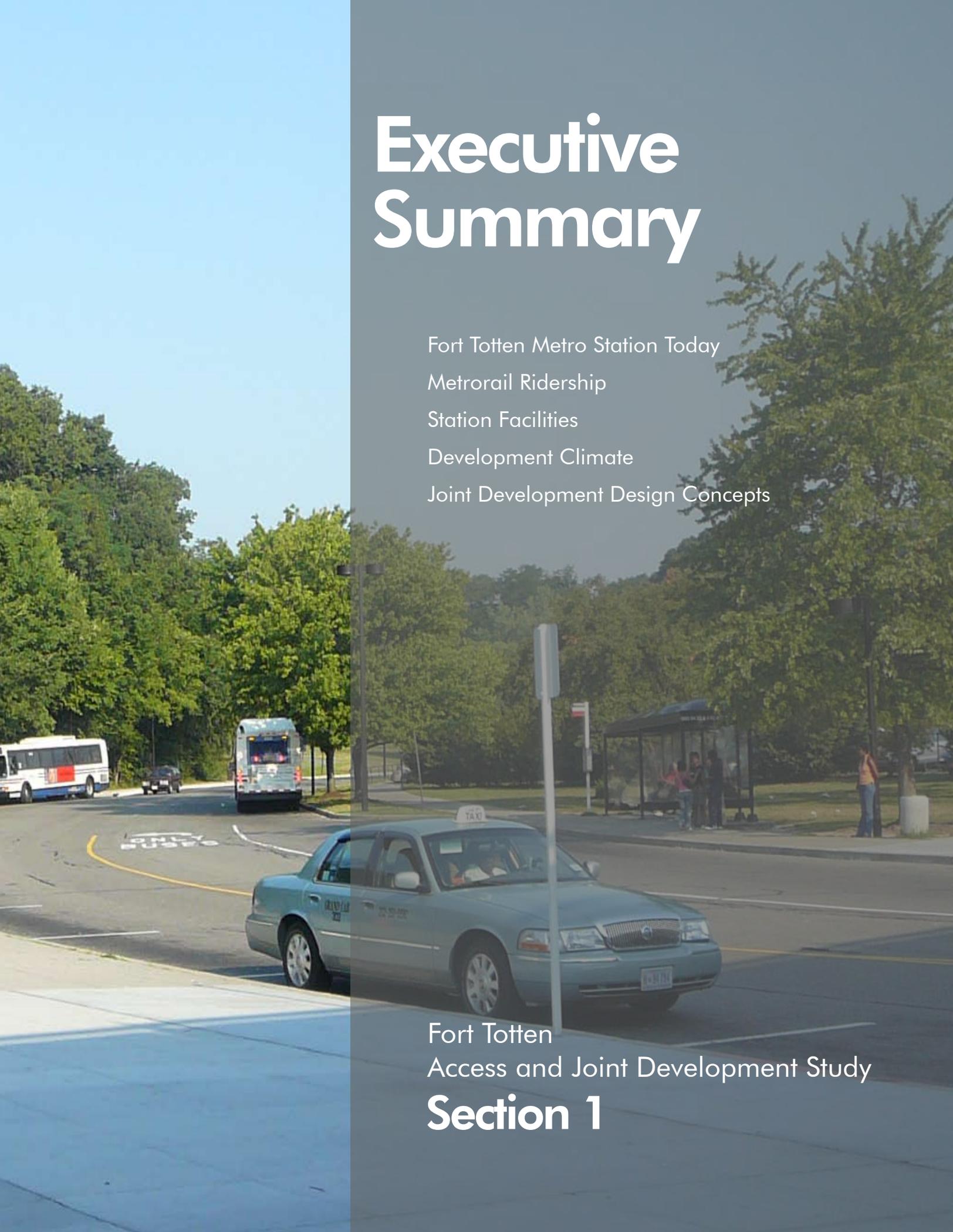
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Fort Totten Station



The background image shows a street scene with a light blue taxi in the foreground, a white bus, and a bus stop with people waiting. The scene is set against a backdrop of green trees and a clear blue sky. A semi-transparent grey vertical bar is on the right side of the page, containing the text.

Executive Summary

Fort Totten Metro Station Today
Metrorail Ridership
Station Facilities
Development Climate
Joint Development Design Concepts

Fort Totten
Access and Joint Development Study
Section 1

Executive Summary

This study is commissioned by the Washington Metropolitan Area Transit Authority (Metro) in conjunction with the District of Columbia's Office of Planning (DCOP) and Department of Transportation (DDOT), to identify station access improvements at the Fort Totten Metrorail station. The study also addresses potential joint development at the Metrorail station site as a key way to increase ridership, improve the passenger and community experience, and provide revenue. **Figure 1**

illustrates the Metrorail System and locates Fort Totten within that system.

Fort Totten Metrorail Station Today

The Fort Totten Metrorail station is a mid-line station located in the northeast quadrant of Washington, D.C. The station is accessed by way of local streets off Riggs Road and South Dakota Avenue. It is surrounded on the west and south by Fort Totten



Figure 1: System Map

Park. **Figure 2** illustrates the general area (within 1/2 mile) surrounding the station. Fort Totten is the only station outside of the downtown D.C. core area that is currently served by three Metrorail lines: the Red Line, the Green Line and the Yellow Line.

The District of Columbia Comprehensive Plan identifies the Fort Totten Metro station area as an Upper Northeast Policy Focus Area, as well as a future Land Use Change Area. DCOP prepared an Area Development Plan for the Riggs Road & South Dakota Avenue district concurrently with the Metro station area planning effort. This process created a vision for the station area as well as the larger Riggs Road South Dakota Avenue area.

Metro owns approximately 14.9 acres at the Fort Totten station including the station itself, all parking lots, bus service area, and joint development lands on which a multi-family residential and retail project has been constructed.

Metrorail Ridership

A total of 14,576 passengers enter and exit the Metrorail station on a typical weekday. The highest mode of access to the Metrorail station is by Metrobus (50%), with 14% of passengers driving and parking at the station, 13% being dropped off, and 22% of passengers walking to the station. Taxi, bicycling and carpool currently account for less than 2% of riders. According to visual observation and the 2008 Station Access and Capacity Study, there are not any outstanding concerns for circulation within the current station.

According to the Metro Station Access and Capacity Study (April 2008), Metro ridership at this station is projected to grow by 11% by

2030. This equates to the total daily riders entering and exiting the station growing from 14,576 today to approximately 15,000 in 2030. Bus ridership is forecasted to grow by 1% per year.

Station Facilities

Following are summaries of the assessment of station facilities.

- **Site-wide Pedestrian Facilities**
The greatest pedestrian need in the station area is for a comprehensive sidewalk/streetscape improvement program. Sidewalks are almost uniformly undersized and in poor condition. In addition to a sidewalk improvement program there is also a need to improve connections across Fort Totten Park, requiring coordination

with the National Park Service. As new projects are developed in the vicinity of the intersection of Riggs Road and South Dakota Avenue new pedestrian connections between the station and this intersection should be created.

- **Bicycle Facilities and Connections** Existing bike racks are being utilized at approximately 50% capacity. However, upon completion of the Metropolitan Branch Trail, it is anticipated that an increased number of passengers will access the station using bicycles. Most sidewalks in the station area are too narrow to accommodate bicyclists, and there are no on-road bike lanes in the station area.
- **Bus Facilities and Operations** Fort Totten Metrorail station



Figure 2: General Area (1/2 Mile Radius)

is currently serviced by 12 bus routes on seven lines, with an average of 5,348 passengers boarding buses at the station during a typical weekday. Bus ridership is forecasted to grow at 1% per year. Even with forecasted growth there is not a need for more bus bays. However, the individual bus shelters are proposed to be replaced with a continuous canopy and upgraded bus shelters.

- **Kiss & Ride** The station's short term parking lot consists of 49 spaces. This is adequate capacity to serve forecasted short term parking needs. Minor improvements are recommended for the pickup/drop off locations.
- **Park & Ride** The Park & Ride lot contains 408 surface parking spaces. Assessment of the physical facility called for modest improvements to improve safety and functionality. If the current 13% parking mode of access remained constant the number of parking spaces would need to grow by a factor of two to accommodate the projected 2030 demand levels. Based on SmarTrip data the majority of people who park at the Fort Totten Station live within two miles of the station which suggests that there may be an opportunity to meet their access needs in a more sustainable way including enhanced pedestrian/ bicycle connections and a neighborhood circulator bus. Joint development alternatives for the Park & Ride lot explore three parking replacement options including 100%, 50% and 0% replacement ratios.

Development Climate

A market analysis indicated that while growth in the surrounding areas has slowed, the overall prognosis for the area is quite good. Despite the residential market downturn being experienced nationally, demand for affordable and market rate housing in the District, especially with Metrorail access, is expected to be steady. The projects proposed in the Market Area by various developers are expected to be successfully absorbed. Gains in the non-residential sector are expected to be modest, with a forecast of 180,000 square feet of retail space and 310,000 square feet of office space. Both retail and office growth are not seen as being concentrated in a single large project, but rather being interspersed within the mixed use projects and along the major arterials of Riggs Road and South Dakota Avenue.

Joint Development Design Concepts

Based on the market analysis, rental residential development is most appropriate for the redevelopment of the Metro property, especially in the short term. Some small scale retail development on the ground floor of the development would be successfully absorbed if it were configured to capture purchases from both Metrorail riders and people living in the nearby residential structures. A range of joint development design alternatives for both the Kiss & Ride and Park & Ride lots were explored and are presented in Chapter 4.

In addition to the exploration of joint development concepts as part of the station area planning process, Metro invited a Technical Assistance Panel (TAP) from the Urban Land Institute (ULI) to analyze the local

area, market potentials, and design alternatives, and recommend other district-wide design concepts and strategies for a successful developer solicitation process. The ULI process and recommendations are presented in Appendix C.

As a result, two distinct design approaches are presented in Chapter 4. The approach in Chapter 4 – the result of an internal Metro design process – yielded a family of alternatives that focus first and foremost on enhancing transportation operations. These alternatives generally keep the transportation function where they exist today. The approach in Appendix 3 – the result of the ULI TAP process – optimizes joint development opportunities. This approach relocates the bus facilities to the eastern edge of the Park & Ride lot, and proposes a larger development east of the station on the combined Kiss & Ride lots and former bus bay parcel. Both the Metro and TAP design approaches are presented to display the range of options/choices when transportation operations and joint development are alternately optimized.

Metro Development Alternatives

For the Metro design concepts, the process was initiated by creating a set of guiding principles about operations and facility configurations. These principles were used to configure the development alternatives for the Park & Ride and Kiss & Ride parcels. Key principles and parameters include:

- Comply with Metro design standards, criteria, and joint development policy for replacement of Metro transit facilities and transit operations.
- Develop both the Park & Ride and Kiss & Ride lots.

- Emphasize residential development in the overall program for both sites.
- Explore limits to development intensity. Given the building construction and development constraints on building density, the zoning maximums are higher than what is being proposed.
- Illustrate the range of parking replacement strategies for both the Park & Ride and Kiss & Ride lots.
- Explore a district-wide parking strategy whereby a number of different user types can be accommodated in parking structures and on-street.
- Maintain bus operations in their current location.
- Optimize the air-rights structure over the Kiss & Ride lot. Due to its smaller overall program, small building footprint, and relatively tall section, there would likely be structural premiums to construct the air-rights building over the Kiss & Ride lot. To get to six stories would most likely require steel or composite construction.

Development Programs

The schemes for each of the two joint development sites included the following range of development quantities:

- Alternatives 1A and 1B: Development of the Kiss & Ride facility. Alternative 1A assumed full replacement (49 spaces) of the parking spaces in the Metro Kiss & Ride lot, a residential unit count of 97 units, and a private parking count of 97. Alternative 1B assumed no off-street replacement of the parking spaces in the Metro Kiss & Ride lot, a residential unit count of 107 units, and a private parking count of 107 spaces. The Metro parking spaces in the Kiss & Ride

lot would be accommodated in the curb lane along 1st Place. Both alternatives proposed 14,000 GSF of convenience retail space. development quantities:

- Alternatives 2A, 2B, and 2C: Development on the Park & Ride lot. Alternative 2A assumed nearly full replacement (380 spaces) of Metro long term parking spaces, a residential unit count of 215 units, and a private parking count of 215. Alternative 2B assumed nearly 50% replacement (200 spaces) of Metro long term parking spaces, a residential unit count of 240 units, and a private parking count of 240 spaces. Alternative 2C assumed no replacement of Metro long term parking spaces, a residential unit count of 258 units, and a private parking count of 258 spaces.
- Assume a phased development program in the coming years. While the absorption of new development in the station area may have a slower pace, the real estate fundamentals for this development in close proximity to the Metro station are still excellent. The market analysts anticipate a steady demand for well-priced, rental residential units.

ULI Technical Assistance Panel

To more fully understand the market and lender needs, Metro sought assistance from an Urban Land Institute (ULI) Technical Assistance Panel (TAP). The TAP was intended to evaluate the viability of residential projects that do not include parking on a 1:1 basis, but rather offer ‘mobility options’ and/or reduced unit cost due to savings realized from decreased parking construction costs. Several key issues were highlighted and explored:

- Ability to finance projects with reduced parking -- Parking ratios of between 0.5 to 0.75 spaces per unit were viewed as realistic for this site based on comparable projects.
- Providing mobility options to reduce parking demand -- Car-sharing, formation of a Parking Management District, and biking were all highlighted as important mobility options.
- Creating greater connectivity and access to new retail and other amenities is essential. To respond better to the demand for greater retail in various redevelopment plans, cooperative efforts among the various property owners to establish pedestrian and vehicular connections will be paramount.

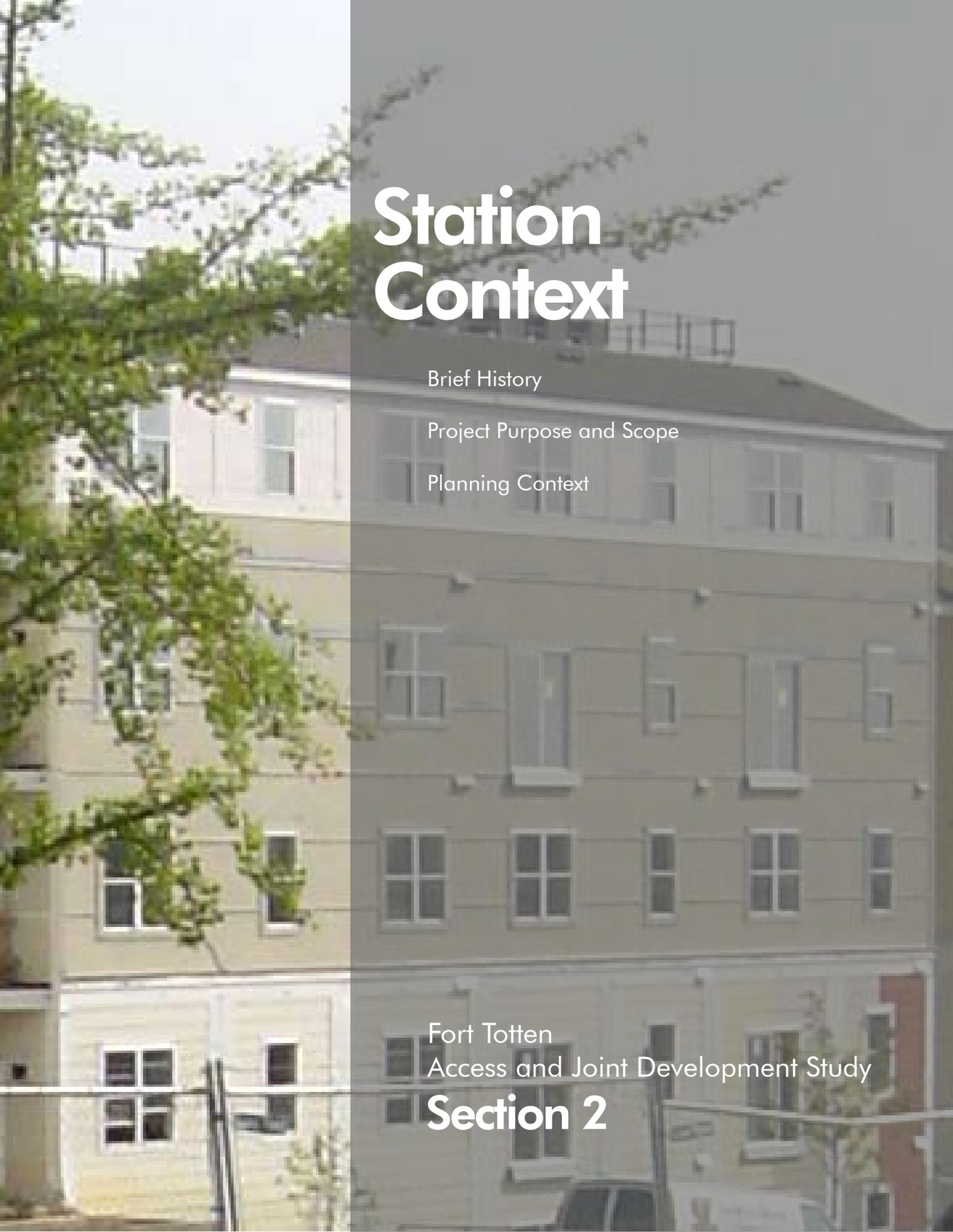
Focusing on the two joint development sites, the panel proposed a single new design scheme with the potential program for three new buildings, including:

- A four-story wood-frame multifamily building to the west with 356 units over a podium for 178 parking spaces;
- A freestanding 18,000 sq. ft office/retail building to the west of the rail overpass; and
- To the east, either a five-story, wood-frame 244-unit multifamily building over 1 floor of podium parking (parked at a .75 space per unit ratio with 183 parking spaces), or a four-story, 195-unit building over 2 floors of podium parking, allowing for residential parking as well as upwards of 200 additional parking spaces for Metro users.

The ULI Tap section concludes with recommendations for project implementation, including key findings regarding parking and developer solicitation considerations.



LEASING OFFICE



Station Context

Brief History

Project Purpose and Scope

Planning Context

Fort Totten

Access and Joint Development Study

Section 2

Station Context

Brief History

Fort Totten Metrorail Station was named after a Civil War era fort that guarded one of the key northern entries into Washington, D.C. Fort Totten was never in battle until the only attempted Confederate attack on Washington, against Fort Stevens in 1864, was repelled with the artillery support from Fort Totten and Fort Slocum. Only earthworks remain from the original fort, which is part of Fort Totten Park.

An earlier transportation antecedent was construction of the Baltimore and Ohio (B&O) Railroad starting in the 1820's. The B&O was the first common carrier railroad in the United States; its initial mission was to link Baltimore and the Chesapeake Bay to Wheeling, W.V. and the Ohio River. After the first round of construction on the mainline, the B&O built the "Washington Branch" which connected Baltimore to Washington. Opening in 1835, this right of way would eventually accommodate Metro's Red Line in the mid-1970's. The first Metro line to be constructed was the Red Line, which linked Rhode Island Avenue to Farragut North; this first phase of the Red Line opened in 1976. The second phase of construction extended the tracks further to the north and included construction of Fort Totten Station which opened in 1978. With the opening of Green Line service between Fort Totten and Greenbelt in 1993, the station became a transit transfer station. This was followed by the opening of the Green Line segment connecting Fort Totten and

U Street in 1999 which provided transit riders a one-seat ride between Greenbelt and downtown. Finally, after a successful demonstration project the Yellow Line now serves the Fort Totten during off-peak periods, further solidifying Fort Totten's role as a key transfer station.

Project Purpose and Scope

The purpose of this study is to develop a framework for future joint development within the context of the Metro's future transit needs. The scope of this project is to identify planning goals, identify future transit access needs and potential improvements that can address these goals, and develop concepts for future joint development.

Planning Context

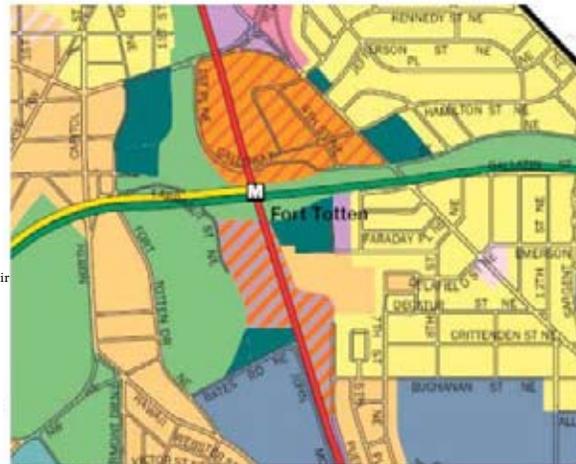
The District of Columbia Comprehensive Plan (revised and adopted in December 2006) identifies the Fort Totten Metro Area as an Upper Northeast Policy Focus Area, as well as a future Land Use Change Area. This designation will encourage and facilitate new development and promote adaptive reuse of existing structures, stating:

A strong emphasis should be placed on housing and local-serving retail uses on these sites, with an orientation to the station and connecting bus lines. Zoning in the area already permits medium density mixed use development, and the area has been slated for transit-oriented

development in the Comprehensive Plan for more than 20 years.

Key recommendations include:

- Transit-oriented mixed use development with housing and local-serving retail
- Encourage reuse of Metro-owned land and other underutilized property to form a “transit village” combining medium-density housing, ground floor retail, local-serving office space, new parkland and civic uses, and structured parking
- Protect lower density residences in nearby Manor South, Michigan Park, and Queens Chapel neighborhoods
- Improve pedestrian access, especially at the intersection of South Dakota Avenue and Riggs Road
- Retain established municipal-industrial land uses south of the Metrorail station (including the Trash Transfer Station on the west and salt dome on the east)



Source: District of Columbia Comprehensive Plan (2006)

Figure 4: Future Land Use

- Prepare a Small Area Plan for the Fort Totten/Riggs Road area
- Redesign the intersection at Riggs Road/South Dakota Avenue, considering opportunities for new development, parkland and community facilities on the excess right-of-way.

the new Riggs Road/South Dakota Avenue intersection.

Figure 4 illustrates the likely future land use pattern in the vicinity of Fort Totten.

DCOP prepared an Area Development Plan for the Riggs Road and South Dakota Avenue District concurrently with the Metro station

Figure 3 Illustrates the development concept for the parcels surrounding

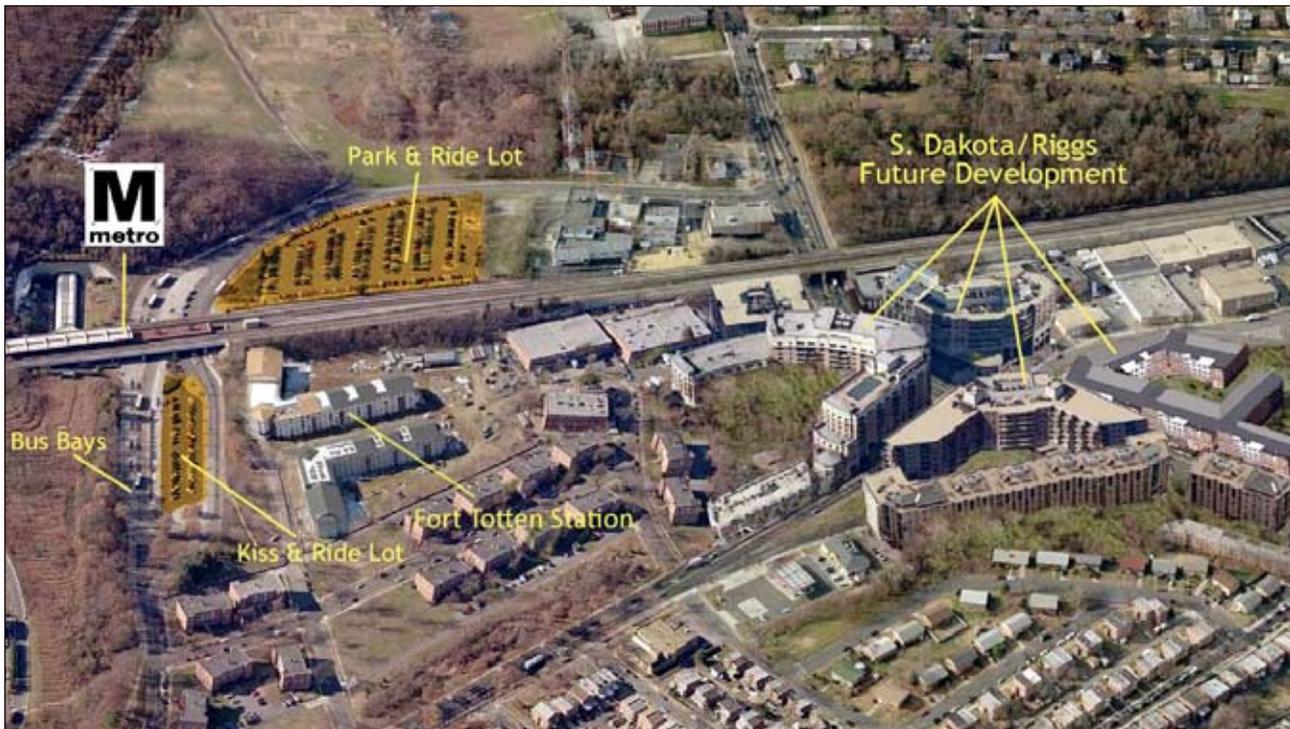


Figure 3: Development Vision at Riggs Road/South Dakota Avenue



Figure 5: DCOP Opportunity Sites area planning effort. This process engaged community stakeholders, studied the area surrounding the Riggs Road and South Dakota Avenue intersection, and created a vision for revitalization that provided a framework to guide future growth and development.

The Plan's vision established the following guiding principles:

- Establish a dynamic neighborhood center at Riggs Road and South Dakota Avenue that enhances community

- character and reactivates the street
- Attract development that serves all generations
- Connect, activate, and create new open spaces
- Promote safe access and circulation throughout the neighborhood

As part of the Area Development Planning process, DCOP created a redevelopment framework based on six opportunity sites for redevelopment (outlined below and illustrated in **Figure 5**).

1. KFC/Taco Bell
2. Riggs Road North Industrial Site
3. Riggs Plaza Apartments/ Cafritz and Food for Friends/ DC Government Triangle
4. Riggs Road South Industrial Park
5. Fort Totten East Industrial Site
6. Fort Totten West (Station Park & Ride Lot)

These sites were chosen based on a combination of factors such as a detailed market analysis, current neighborhood conditions, and proximity to intersections, developed parcels, or commercial activity. Each opportunity site was evaluated independently and in concurrence with the remainder of the study area to identify appropriate potential uses for redevelopment. Redevelopment scenarios were based on the condition of the facilities and its land value

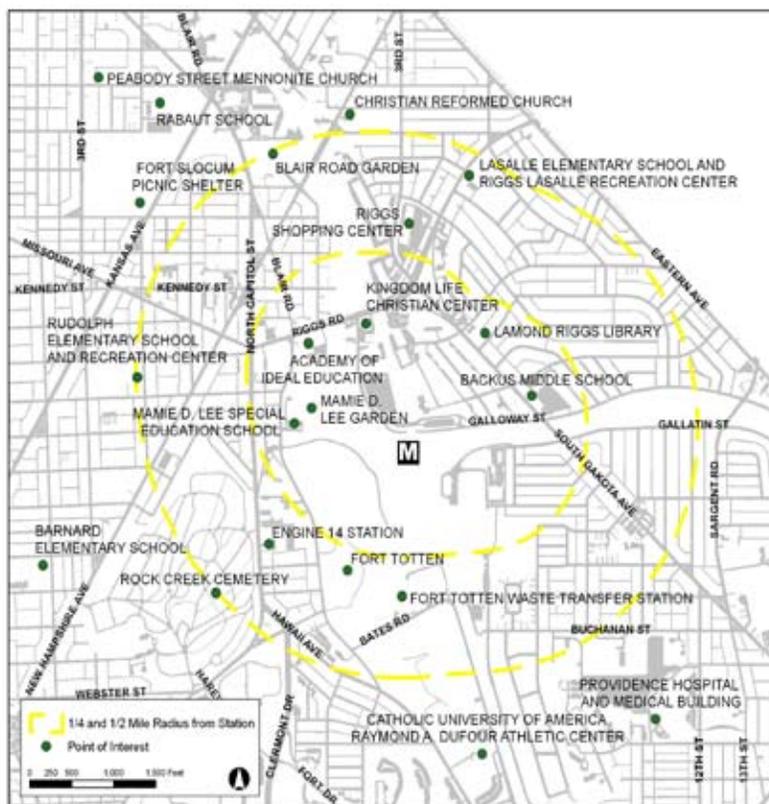


Figure 6: Local Community Facilities and Points of Interest



Mamie D. Lee Special Education School

and include recommendations for proposed land use and development scale, redevelopment timeframe, proposed use, and urban design guidelines.

Land Use

Existing land use patterns are that of the 19th and 20th century streetcar suburbs, and consist primarily of single and multi-family residential uses. A few civic buildings are also present, particularly along 1st Place, in addition to local schools, including the Mamie D. Lee School and the Community Academy Charter School. The Bertie Backus Middle School was closed in 2009. Catholic University is located approximately 1.5 miles to the south, although the University itself is better served by the Brookland-CUA Metrorail station. To the south and west, the station is surrounded by Fort Totten Park, a federally operated public open space. Further south of the station are some industrial uses, such as the Fort Totten Trash Transfer Center, which is specified in the DC Comprehensive Plan as a use that should be retained.

A number of new developments are planned or underway in the immediate area. A comprehensive listing of local parcels, owners, and development proposals is illustrated in **Figure 41** of this report. Among all of these projects, there are three that are closest to the station and will have the greatest impact on the area. These projects are shown in **Figure 7** and described below:

- Fort Totten Station – On the east side of the station is a joint development project operating under a 99-year lease on approximately 5.6 acres of land. The first phase of the joint development project included 308 luxury apartment units and 5,000 SF of retail, and is currently



Fort Totten Station



Retail Space for Lease

leased and operational. A second phase will include 263 condos and 8,000 SF of retail. The retail component of both phases is anticipated to be small scale convenience retail, such as dry cleaner, convenience store and sandwich shop, a portion of

which will be fitted out during the first phase.

- Cafritz Foundation -- East of the joint development is land owned by the Cafritz Foundation which currently houses a 15-building apartment complex. In their recently approved PUD Application, the



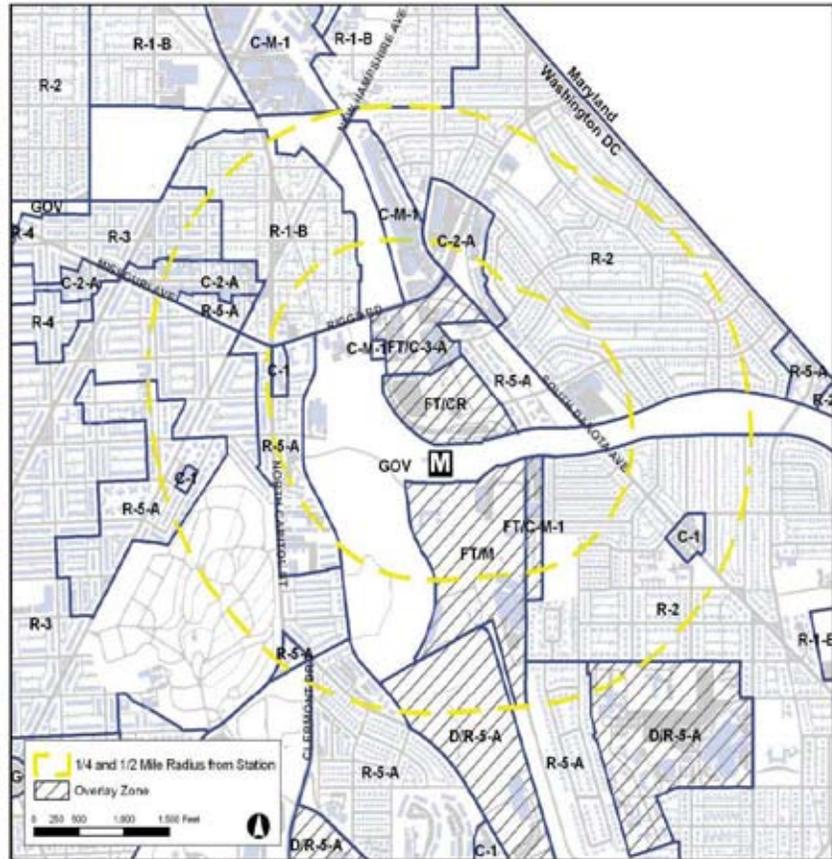
Figure 7: Major Development Projects

Cafritz Foundation outlined their proposed “Art Place and Market at Fort Totten.” This proposal included two residential structures (929 units total), a major mixed use building with a Children’s Museum and major retail anchor, and an Arts/ community center and possible library. The development would total approximately 1,019,000 GSF of residential, 239,000 GSF of arts-related space and 290,000 GSF of retail space.

- The Dakotas -- To the northwest of the station at the intersection of Riggs Road and South Dakota Place is a proposed development called The Dakotas, and is slated for upwards of 900 residential condominiums and approximately 100,000 square feet of retail, including a grocery store and other locally serving retail.

Current Zoning

The zoning map in **Figure 8** illustrates that the station site itself, including the Metro-owned land, is zoned CR, which allows residential, commercial and certain light industrial development and a FAR of 3.0 to 6.0 depending on use. Most of the surrounding areas within a quarter mile will be used for residential and/or commercial uses, while the area south of the station will continue to serve industrial purposes. Between a quarter mile and a half mile from the station, the uses will continue to be predominantly residential, with some low density commercial development interspersed throughout. In addition, the Fort Totten Overlay Zone, shown by hatching and labeled on the map with ‘FT,’ requires screening and additional distance between industrial and residential uses. It also specifies a maximum FAR of 5.0 and a maximum height of 80 feet.



Data Source: District of Columbia, 2007

Figure 8: Area Zoning Districts

Local Roadway Systems

- South Dakota Avenue -- South Dakota Avenue is a principal arterial, with four lanes and a sidewalk on each side of the road. The South Dakota Avenue

Transportation and Streetscape study (DDOT) addresses corridor improvement needs along South Dakota Avenue from Hamilton Street to V Street NE, and includes non-motorized access needs from the Fort Totten



Riggs Road at 1st Place looking East



1st Place looking North

Metrorail station to South Dakota Avenue.

- Riggs Road -- Riggs Road is a principal arterial with six lanes and a raised median, and narrow sidewalks either side of the road.
- 1st Place -- 1st Place is a four lane connector that runs from the Metrorail station to Riggs Road. There is a continuous sidewalk along the west side of the street. 1st Place is not striped for traffic as it approaches the Metrorail station north of the Park & Ride, which poses concerns because of left hand turns made from 1st Place to the Park & Ride lot. This sidewalk also connects directly to the path through the Fort Totten Park to Fort Totten Drive. There are a few small commercial / civic buildings on the west side of the street. The east side of the road is lined by the Park & Ride lot, as well as the new Metro Police substation and a few other commercial and civic buildings. There is no continuous sidewalk along this side of the street, outside of a very narrow sidewalk located within the Park & Ride lot and a segment close to Riggs Road.
- Galloway Street -- Galloway Street is a four-lane street with zoned street parking on the north side. A sidewalk is available along the north side of the street east of the 4th Street intersection, and along the south side of Galloway west of the 4th Street intersection. Galloway Street provides connections to South Dakota Ave as well as residential areas to the north.
- Residential Streets off of Galloway Street -- The residential streets in this area are generally four-lane streets with zoned street parking and buffered sidewalks on either side of the street.

Figure 9 illustrates the hierarchy of local roads and traffic counts are presented below.

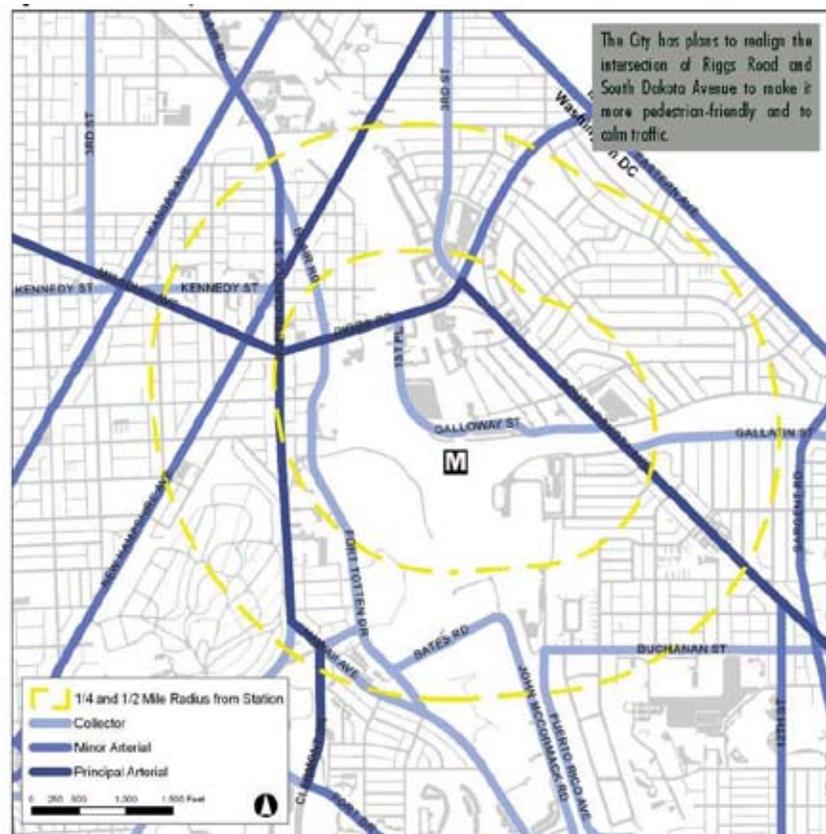


Proximate Neighborhood

Table 1: Traffic Counts (Average Annual Weekday Volumes)

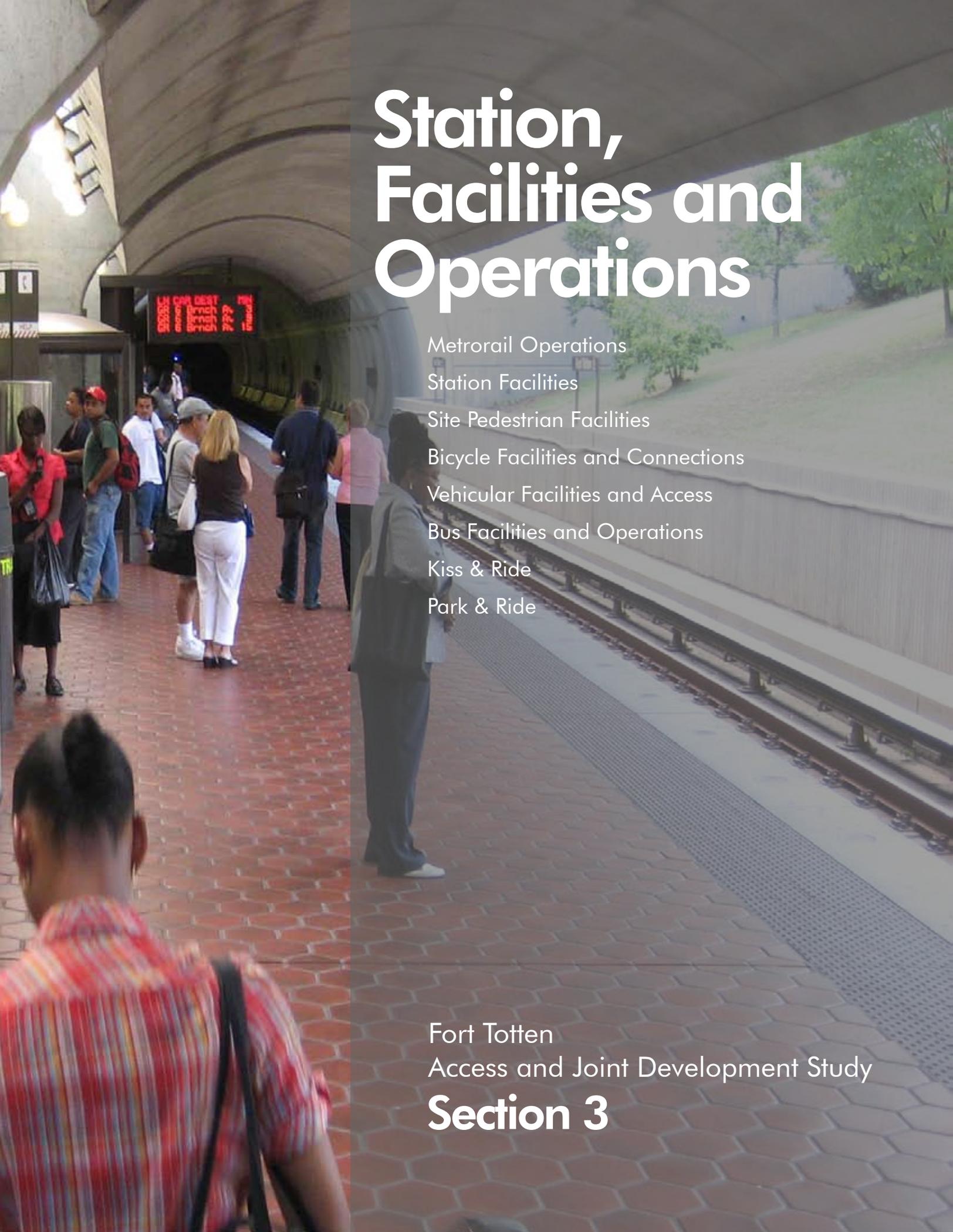
Riggs Road (at South Dakota)	19,703
Riggs Road (at 1st Place)	17,315
South Dakota Avenue (at Galloway)	11,973
1st Place (at Riggs Road)	2,958
Galloway (at 3rd Street)	2,101

Source: 2009 Traffic Volumes, DDOT



Source: District of Columbia

Figure 9: Road Hierarchy



Station, Facilities and Operations

Metrorail Operations

Station Facilities

Site Pedestrian Facilities

Bicycle Facilities and Connections

Vehicular Facilities and Access

Bus Facilities and Operations

Kiss & Ride

Park & Ride

Fort Totten

Access and Joint Development Study

Section 3

Station, Facilities, and Operations

This section describes the station facilities, assesses operational and capacity issues, and presents recommendations for improvements. The Fort Totten Station is a mid-line Metrorail station located outside of what is known as the 'Core.' Metro owns approximately 14.9 acres, including the station itself, all parking lots, bus service area, and joint development lands on which a multi-family residential and retail project has been constructed.

The immediate station site has few topography issues, as most of the developed land is relatively flat. From the station, 1st Place rises slightly toward Riggs Road and Galloway Street descends at a steeper grade towards South Dakota Avenue. The steepest topography in the area is within Fort Totten Park south and west of the station. **Figure 10** illustrates the topography in the general area.

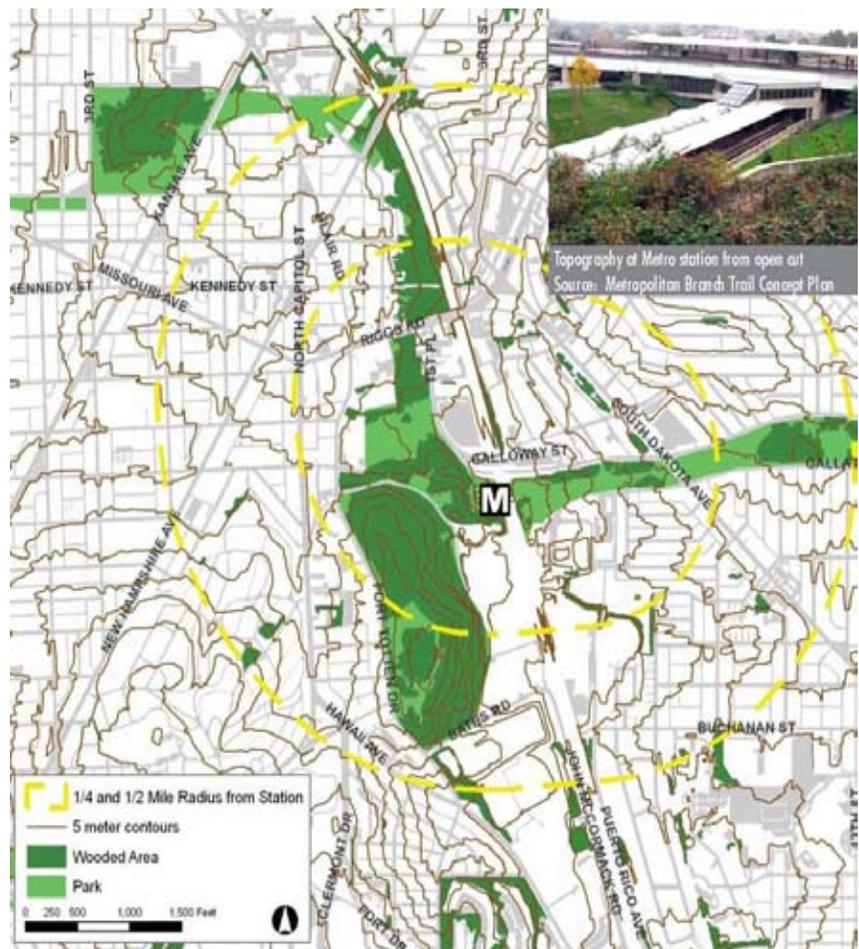


Figure 10: Area Topography

Metrorail Operations

The Fort Totten Metro station is currently served by three lines: the Red Line (service started in 1978), the Green Line (initial segment to Fort Totten in 1993 and final segment in 1999), and most recently, the Yellow Line during off-peak hours, the result of a successful 18-month pilot program that began in December 2006. While the confluence of three Metrorail lines makes Fort Totten a primary transfer station, it is also surrounded in four directions by other Metrorail stations located no more than two miles away, indicating that passengers accessing the site facilities are generally local residents, employees and students.

The Metrorail facilities are located in **Figure 11** and described below:

Ridership

Based on Metro faregate data, a total of 14,576 passengers enter and exit the

Metrorail station on a typical weekday (**Table 2**). According to the Metro Station Access and Capacity Study (April 2008), this figure is expected to increase to a total of 15,008 entries and exits, or an increase of 11% by 2030 (from the 2006 base year). Between 2006 and 2009 ridership increased nearly 8% which equates to 2.6% per year. If this trend continues the ridership at the Fort Totten station will exceed the 2030 projection within the next couple of years particularly with the new development in the station area and by 2030 the ridership could exceed 25,000 entries and exits. Even at a 1% per year growth rate the ridership would exceed 18,000 entries and exits by 2030.

The ridership forecast of 15,008 is based on the Metropolitan Washington Council of Governments/ Transportation Planning Board (WCOG/TPB) Travel Forecasting Model Version 2.1D No. 50 and Round 7.1 Cooperative Land Use Forecasts. As previously discussed

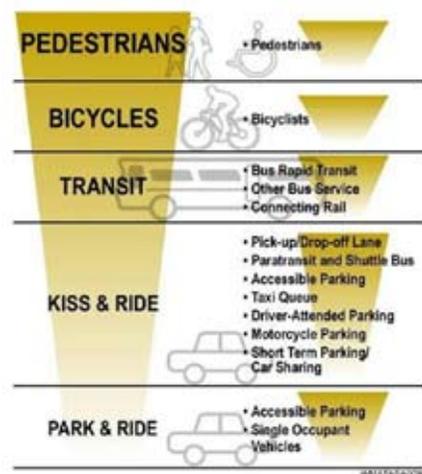


Figure 12: Station Access Hierarchy

actual ridership in 2009 is rapidly approaching this projection so in the future it may be useful to perform a sensitivity analysis on this model to address questions such as:

- What will be the influence of specific proposed developments in the vicinity of the station on ridership?
- What would the implications be of improvements in bus service terminating at the station have on ridership?
- How will completion of the Metropolitan Branch trail affect ridership?

Access by Mode

According to the 2007 Metrorail Ridership Survey, the highest mode of access to the Metrorail station is by Metrobus (50%) followed by: 13% of passengers drive and park at the station, 13% are dropped off, and 22% of passengers walk. Approximately 2% access the station via taxi, bicycling, other bus service and carpool. Based on this survey, this translates to 3,598 passengers who access the Metro via bus, 935 passengers via personal vehicle, 935 who are dropped off, 1,584 passengers who walk to the station and 144 passengers who use taxis, bicycles and other modes.

Facility	Description
1 Station Entrance	Street Level
2 Bus Bays	10 bus bays with shelters
3 Bicycle Parking	10 bike rack; 6 bike lockers
4 Kiss & Ride; Short Term parking lot	49 spaces - no pick up/drop off lane
5 Taxi Stand	7 curbside spaces
6 Park & Ride	408 surface spaces
7 Metro Police sub-station	18,000 gross square feet



Figure 11: Metrorail Facilities Location Map

Table 2: 2009 Weekday Boardings

	Entry	Exit
AM Peak	3,653	932
AM Off-Peak	1,552	1,217
PM Peak	1,436	3,419
PM Off-Peak	555	1,812
Daily Total	7,196	7,380

As these mode of access percentages are from 2007 and were conducted via passenger survey, they are not an actual representation of existing access mode share, but an approximate figure based on best existing information.

The Station Access hierarchy is illustrated in **Figure 12**. It ranks the various modes by priority of access to the Metrorail station.

Station Facilities

The Metrorail station facilities are located on three levels. An upper level platform is served by Red Line trains, while the lower level platform, built into a hill side with an open cut, is served by the Green and Yellow Line trains. Both platforms are connected to a street-level mezzanine.

Interior Facilities

Within the station are the following facilities:

- 6 fare gates (1 ADA accessible)
- 7 fare vendors (2 SmarTrip)
- 2 exit fare machines
- 1 elevator
- 2 escalators from mezzanine to upper platform
- 1 escalator from mezzanine to lower platform
- 1 set of stairs from mezzanine to lower platform

Station Access and Capacity

According to visual observation and the 2008 Station Access and Capacity Study, there are not any outstanding concerns for current station circulation. The large mezzanine sufficiently accommodates passengers for both entry and exit of the station, as well as transfer to other station lines. Faregates experience a slight queue during PM peak station exiting. The fare machines are well used but seldom experience a waiting line. The upper platform (Red Line) is connected to the mezzanine by two pairs of escalators, while the lower platform (Green Line and Yellow Line) is connected to the mezzanine by one pair of escalators and a set of stairs. A single elevator connects all three levels of the station.



Station Entrance



Taxi Stand on 1st Place looking North



Mezzanine Level

Site Pedestrian Facilities

According to the mode of access results from the 2007 Rail Passenger Survey, 22% of passengers walk to the station. As the station is surrounded on all sides by residential uses and schools, it is important to ensure that there are adequate connections to meet pedestrian demand.

Pedestrian Access

The two main pedestrian access roads are from 1st Place (which connects to Riggs Road) and Galloway Street (which connects to South Dakota Avenue). These two primary pedestrian paths are fed by a network of sidewalks on surrounding street. These streets include:

- Riggs Road
- South Dakota Avenue
- Asphalt path between Gallatin Street W and Galloway Street
- Informal paths between Gallatin Street E and Galloway Street
- Informal paths to northeast of station
- Path through Fort Totten Park

As new projects are developed in the vicinity of the intersection of Riggs Road and South Dakota Avenue new pedestrian connections between the station and this intersection should be created. During the next phase of the Fort Totten Station project and the Cafritz projects, an excellent opportunity for that direct connection can be created by extending 3rd Street to Riggs Road. Sidewalk connections between both Hamilton and Kennedy Streets and 3rd Street will remain important, especially after build-out of the Cafritz property.

Station Entrance

A number of activities take place directly in front of the station entrance. Tracks overhead for

Metrorail, as well as CSX freight trains, create an overpass with a number of facilities located underneath, including the primary pedestrian crosswalk, bus alighting, Kiss & Ride and bicycle parking. Concrete barriers are currently used to manage traffic operations, i.e. between east bound and west bound traffic at the station entrance. Alighting for buses and private shuttles (both directions) sometimes take place at the stop signs at the station entrance, impeding traffic operations. Sidewalks in the entrance area are quite wide, greater than Metro standards.

Sidewalk and Crosswalk Condition

Crosswalks are currently only provided at the main intersections, as well as directly at the station entrance, and a crosswalk on Galloway Street. Below are descriptions of the sidewalk conditions along the primary access streets:

- Galloway Street – Galloway Street lacks continuous sidewalks along the south side from 4th Street to South Dakota Avenue (owned by the National Park Service), despite being heavily used; instead a dirt path is used by pedestrians and cyclists. There is a significant grade change along the south side of Gallatin Street. The sidewalk is in fair condition along the north side of Galloway Street with grass and tree buffers.
- 1st Place -- Along the west side of 1st Place the sidewalk is in good condition, but without buffer from the vehicle lanes. Driveways along the west side create impediments to pedestrians and persons with disabilities. 1st Place lacks continuous sidewalk along the east side as well, where a bus stop, Park &



Pavement in poor repair on 1st Place



Path through Fort Totten Park



Discontinuous sidewalk on Galloway Street



Entry to path connecting Galloway to Gallatin



Path connecting Galloway to Gallatin



Path arriving at Gallatin



Kiss & Ride Lot fence to direct walkers



Bus Customers walking to station

Ride lot, Metro police facility, and local commercial and civic uses are located. 1st Place lacks crosswalks to allow pedestrians to safely cross the street to access the sidewalk on either side of the street.

- Riggs Road -- Riggs Road has narrow, poorly maintained sidewalks on both sides of the street. The crosswalks at Riggs Road and 1st Place are poorly striped, and the pedestrian signals do not have countdown signals.
- South Dakota Avenue -- South Dakota Avenue connects the station with local residential areas, the recently closed Bertie Backus Middle School and the Lamond Riggs Library. Sidewalks are in fair condition, with a strip of buffer between the sidewalk and the road. The sidewalks at the intersection of South Dakota Avenue and Gallatin Street are in good condition.
- Asphalt Path Fort Totten Drive to 1st Place -- The path through Fort Totten Park is paved, fairly well used and designed wide enough for police cars to monitor. This path has poor visibility and is closed after dark. This path provides access to the Mamie D. Lee School and residential areas.
- Informal paths Gallatin Street E to Galloway Street -- A series of informal paths lies south of Galloway Street that bring pedestrians to the neighborhoods south and southeast of the station. These paths slope downwards and are heavily wooded, providing a significant security risk, especially after dark.
- Informal paths to northeast of station -- Desire lines also indicate that there is a need to provide direct access to the northeast via the intersection

of South Dakota Avenue and Kennedy Street.

Recommended Pedestrian Improvements

The greatest need in the station area is for a comprehensive sidewalk/streetscape improvement program. Sidewalk are almost uniformly undersized and in poor condition. A sidewalk improvement program would include reconstructing area sidewalks, consolidating curb cuts, insure ADA compliance, and implementing an on-going maintenance program. Further, there is a need for streetscape improvements, such as urban street lighting, landscaped buffers and street trees along pedestrian paths and primary access roads. Finally, a site wide wayfinding signage system should be installed.



Figure 13: Pedestrian Improvements (Numbers key to text below)

Following are recommended pedestrian improvements (keyed to **Figure 13**):

1. Provide continuous sidewalks along the west side of 1st Place and the north and south side of Galloway Street.
2. Create formal pathway from Galloway Street to Gallatin Street to the east, across NPS parkland.
3. Build on connections to existing and future joint development projects – Fort Totten Station (Clarke Realty) and Cafritz property (see **Figure 7**) via reconstructed sidewalks.
4. Improve security at station access paths, including Fort Totten Park and the informal paths to Galloway Street East
5. Improve all pedestrian facilities at the station entrance. For example, create a more attractive, well lit, and signed crosswalk under the overpass. Install new landscaping throughout the entrance area.
6. Improve crosswalks and pedestrian signalization at the 1st Place and Riggs Road intersection to create a better entrance to the station site. Previous studies have indicated that signal timing may need to be reevaluated at this intersection.
7. Provide pedestrian improvements at the intersection of South Dakota Avenue and Riggs Road. (Note: DDOT has developed plans for intersection improvements.)
8. Extend 3rd Street with sidewalks to the north, so that it intersects Riggs Road. This will create

an important link between the station and new developments further to the northeast, such as The Dakotas at the intersection of Riggs Road and South Dakota Avenue.

Two recommended improvements above, numbers 2 and 4, deal with formalizing dirt paths and improving security on parkland owned by the National Park Service (NPS). The parkland surrounds the station on two sides, separating the station from residential neighborhoods to the west and south. While Metro has discussed making these improvements with NPS, solutions have not yet been identified. Additional coordination is required to identify and implement these needed improvements.



Figure 14: District of Columbia Bicycle Map (2006)



Bike rack utilization at station



Bike racks in need of maintenance

Bicycle Facilities and Connections

Site visits indicate that existing bike racks are being utilized at approximately 50% capacity. However, upon completion of the Metropolitan Branch Trail, it is anticipated that an increased number of passengers will access the station using bicycles. **Figure 14** illustrates the bike connections in the vicinity of Fort Totten, taken from the District of Columbia Bicycle Map.

Bicycle Facilities

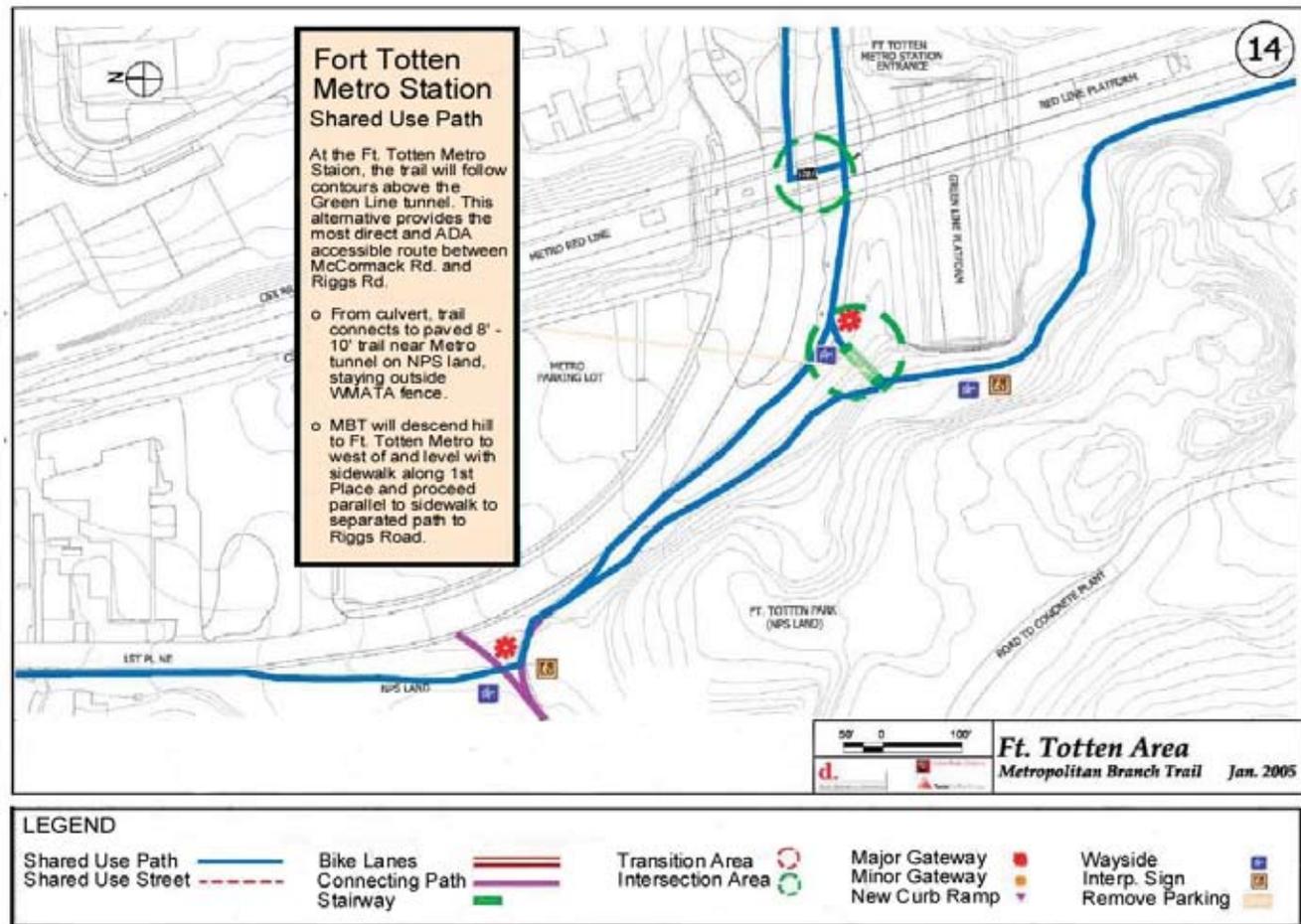
Bicycle racks and lockers are located near and within direct sight of the entrance of the station. There are three bicycle racks (accommodating a maximum of 18 bikes) that are located under the station overpass. These bicycle racks consist of one outdated 'comb-style' bicycle rack (not recommended by the Association of

Pedestrian and Bicycle Professionals) and two bicycle racks which allow the bicycle frame to be locked to the bicycle rack, but are in poor condition and in need of maintenance and repair. The six bicycle lockers are located in the median between the bus loop and the vehicle road, and are not covered.

Most sidewalks in the station area are too narrow to accommodate bicyclists, and there are no on-road bike lanes in the station area. The District of Columbia Bike Map, **Figure 14**, indicates that the bounding roads of South Dakota Avenue, Galloway Street, and 1st Place have "fair" traffic conditions for bicycling, while Riggs Road rated "poor" west of 1st Place and "fair" east of 1st Place.

Bike Trail Connections

The existing bicycle trail through Fort Totten Park provides an indirect connection (via Fort Totten Drive) to



Source: Metropolitan Branch Trail Concept Plan (DDOT, 2005)

Figure 15: Proposed Metropolitan Branch Trail in the vicinity of Fort Totten Station

an off-street trail running parallel to John McCormack Road south of the station.

This trail ends south of Catholic University, but will provide a direct route downtown upon completion of the Metropolitan Branch Trail. The Metropolitan Branch Trail (MBT) is a proposed 8-mile trail from Silver Spring, Maryland to Union Station in the District of Columbia. An additional segment connects Fort Totten to the Anacostia Tributaries Trail System, as well as to the National Mall. One of the main objectives of this portion of the Metropolitan Branch Trail is to “improve bicycle and pedestrian Metro access to Fort Totten and Fort Slocum Parks.” **Figure 15** illustrates the alignment of the

Metropolitan Branch Trail through the Fort Totten station area. It has not yet been determined the alignment of the trail connecting to the station from the east. The Metropolitan Branch Trail plan shows two potential alignments: one behind the sidewalks near the bus bays and a second on-street alignment near the buses and Kiss & Ride facility. DDOT and Metro should continue to coordinate on the design of this section of the MBT to ensure any on-street alignment works safely with bus operations. **Figure 16** illustrates how the MBT navigates through the intersection of Riggs Road and 1st Place.

Recommended Bicycle Improvements

For pedestrian and bicycle planning purposes, Fort Totten is classified as an ‘urban residential station with a bus and/or auto orientation.’ The following is a range of recommended



Existing Bike Lockers at Fort Totten Station

improvements aimed at eliminating both on- and off-site bike and pedestrian barriers, improving bike parking and improving signage and wayfinding.

- Within the station, add bicycle gutters along stairs so bicyclists can use the stairs to get in and out of the system, rather than the elevators.
- Ensure that the paths throughout the station area are direct and not circuitous.
- Designate a path for bicyclists to exit and enter the station. For stations such as Fort Totten that have an auto or bus orientation, removing on-site barriers to bicyclists' safety become very important. Striping lanes for bikes on access roads and direct, marked crossings – especially in the bus bay and parking lot areas are important improvements.
- Provide better wayfinding on-site to bike parking and on paths/sidewalks leading to the station is needed. Bicyclists need to know where they should be riding and/or parking their bikes.
- Continue coordination with the Metropolitan Branch Trail, including providing wayfinding signage indicating local bicycle trails.
- In the near term continue to provide bike facilities under cover, maintain existing bike racks and install additional bicycle lockers.
- Provide additional bicycle racks (to accommodate future demand and replace makeshift racks), or a secure bicycle corral area. The bike corral, also known as a 'bike cage,' can be constructed with secure key-pad or card-swipe access for users who sign up to park there. Parking in the cage could be one-level, or double-decked, or vertical. If



Source: Metropolitan Branch Trail Concept Plan (DDOT, 2003)

Figure 16: Proposed Metropolitan Branch Trail - Improvements at Intersection of Riggs Road and 1st Place



	Road	Direction	Purpose
1	Bus Access Road	East-Bound	<ul style="list-style-type: none"> • Located closest to the station entrance, the bus access road connects from 1st Place to Galloway Street
2	Access Road	West-Bound	<ul style="list-style-type: none"> • Vehicles from South Dakota Ave. accessing the Park & Ride, Kiss & Ride, and taxi stand • West-bound buses serving the station (E2, E3, E4) • Buses Accessing Riggs Road • Buses recirculating to bus access road
		East-Bound	<ul style="list-style-type: none"> • Vehicles from 1st Place accessing Kiss & Ride and exiting via Galloway Street • Vehicles from Park & Ride exiting via Galloway Street
3	Kiss & Ride Access Road (three one-way roads)	East-Bound	<ul style="list-style-type: none"> • Vehicles accessing short-term parking lot • Vehicles performing Kiss & Ride operations • Vehicles wishing to return to 1st Place and using road to recirculate onto access road • Vehicles from 1st Place accessing Kiss & Ride and exiting via Galloway Street • Vehicles from Park & Ride exiting via Galloway Street

Figure 17: Access Roads



Figure 18: Modal Access and Conflict Points

- freestanding, the cages should be constructed in a visible area.
- As bicycle usage increases in the Fort Totten area consideration should be given to implementing a “bike station” such as the one recently built by DDOT at Union Station.
- Ensure that bike parking solutions are safe and secure. In the last six months, six bicycles have been stolen from Fort Totten station. Consideration should be given to installing security cameras that are monitored by the station manager.
- Consider partnering with DDOT to provide bike sharing at the station as demand increases.

Vehicular Facilities and Access

Area roadways and their functions are presented in Figure 17. Currently, a number of potential conflicts between vehicles, buses, pedestrians and cyclists stems from the perceived difficulty of re-circulating within the station via the access road. Modal access and conflict points

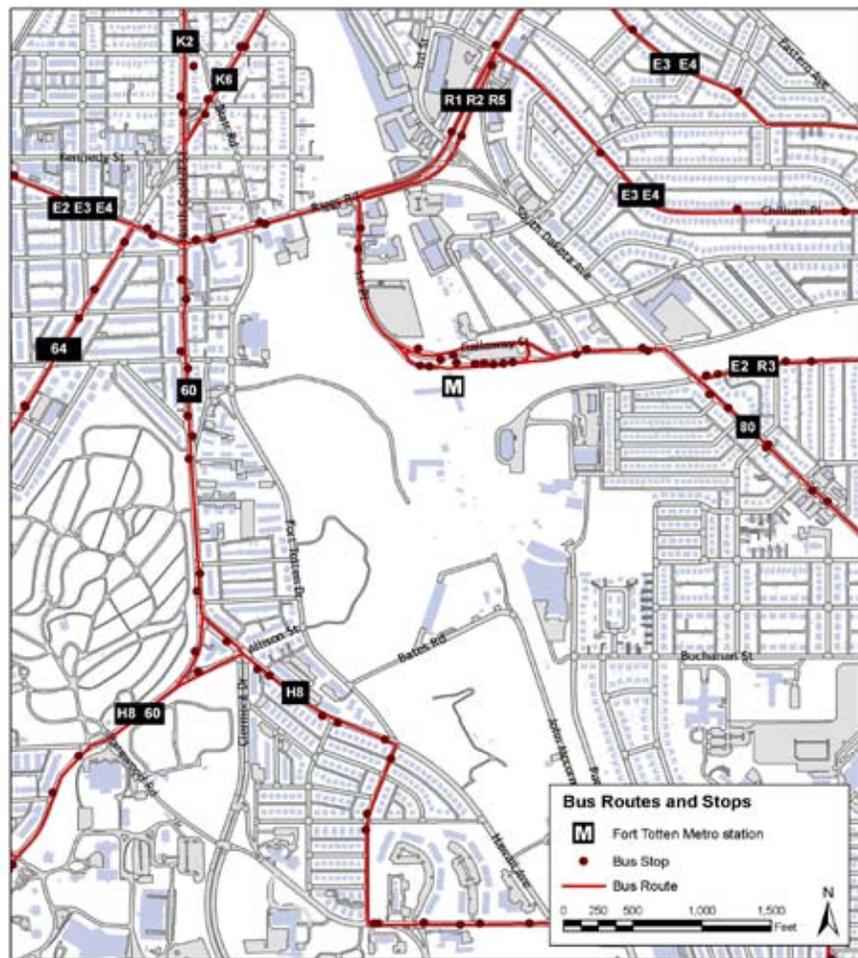


Figure 19: Bus Routes and Stops

Table 3: Bus Routes and Bus Bay Capacity

Bus Route	Bus Bay	Direction	Peak Hour Departures	Bus Bay Capacity	Weekday Departures	Passenger Boarding	Passenger Alighting
60	C (K)	Terminus	3	50%	102	727	506
64	B (K)	Terminus	5	83%			
80	F	Terminus	7	117%	73	880	871
E2, E3, E4	K	Westbound	8	133%/567%***	91	786	375
E2, E3, E4	G	Eastbound	8	133%	87	347	794
K2	H (K)	Terminus	4	67%	20	256	214
K6	A (K)	Terminus	8	133%	62	1,437	1,119
R1, R2, R5	E (K)	Terminus	6	100%	46	733	684
R3	J	Terminus	2	33%	23	182	207
Total	9		51	94%	504	5,348	4,770

* Bus bays denoted with (K) indicate that buses in the westward direction stop at this bay for passenger convenience.

** Bus bay capacity is calculated by assuming bus bays accommodate six buses per hour

*** 567% is calculated with all buses marked (K)

are illustrated in **Figure 18**. This is particularly true for vehicles coming from Riggs Road, in which there is not a signed turn lane for vehicles to get to a designated pick-up/drop-off lane and other short term parking functions, nor to re-circulate and exit the station back to Riggs Road. **Figure 19** illustrates the existing bus routes.

Recommended Improvements:

- Stripe lanes and designated turn lanes
- Provide better management/enforcement of curbside use in front of the station entrance
- Create pedestrian connectivity to local destinations

Bus Facilities and Operations

Figure 20 illustrates the station facilities and bus circulation patterns.

Existing Bus Service

Fort Totten Metrorail station is currently serviced by 12 bus routes on seven lines with an average of



Figure 20: Bus Facilities and Circulation

5,348 passengers boarding buses at the station during a typical weekday. Nine of the twelve routes terminate at the Fort Totten station. **Table 3** indicates that bus bay capacity fluctuates from under to over capacity. Bus ridership is forecasted to grow at 1% per year.

The District of Columbia Transit Alternatives Analysis (2005) has identified the Friendship Heights to Fort Totten Station (via Military Road, Missouri Avenue and Riggs Road) as a recommended Rapid Bus corridor by 2030. Rapid Bus indicates transit upgrades including large, distinctive vehicles with low boarding platforms, limited stop service, signal prioritization and stops with enhanced amenities.

Bus Facilities

Each of the seven lines has one bus bay, with the exception of the 60 line, which has two bays; the bus bay closest to the station entrance is reserved for bus alighting. The station has ten sawtooth bus bays, each with double shelters including benches and lighting. In addition to the bus bays, there are four additional bus stops located within the study area on Galloway Street and on 1st Place. These bus stops do not have shelters or amenities. There is currently no formal layover space reserved for buses at the station and buses typically layover on the west side of 1st Place, along the bus loop.

The station lacks sufficient and attractive waiting areas for its passengers. During the PM peak hours, several people waiting for the bus were seen sitting on the grass or the lamppost bases instead of utilizing the bus shelters. Due to the linear bus bay configuration, a number of bus boarding and alighting activities take place close to the entrance of the

station, as opposed to the designated bus bay.

Bus Access

Bus operations mostly take place on a bus-only road, located closest to the station. This location provides good access for people transferring between bus and rail and for persons with disabilities. Bus circulation westbound occurs along an access road for personal vehicles and buses. This road wraps around the Kiss & Ride facilities becoming 1st Place and leads to one sawtooth bus bay and a bus-only left turn lane to recirculate into the bus loop; westbound buses continue along 1st Place to Riggs Road.

Recommended Bus Improvements

Bus ridership is projected to increase at Fort Totten station due to growth on existing bus routes and the potential new Rapid Bus Service between Friendship Heights and Fort Totten. Improvements to the bus facilities are needed to support new ridership growth including changes in bus bay assignments to optimize efficiency of the current bus routes, an additional bus bay for the Rapid Bus Service and improvements to the bus passenger waiting areas.

- Future Capacity -- There is a sufficient number of bus bays

to accommodate the future demand on existing bus service, particularly if the existing bus bays can be configured to service more than one bus line to better distribute the current berthing needs. An additional bus bay would be required in the future for the new Rapid Bus service.

- Layover Space -- Designated layover space should be included in future station improvements. This could be accommodated by formalizing the existing layover space along 1st Place west of the station. In addition, it is desired that up to four parking spaces be made available outside of the bus bays that could be used to stage buses prior to departure time, park strategic buses or emergency response vans, and provide space for service trucks.
- Bus Passenger Facilities -- The Metro Station Site and Access Planning Manual stipulates that bus platforms be covered with a continuous canopy. Currently, bus bays are spread over approximately 700 feet and covered with individual shelters that are often inadequate to house waiting passengers during peak hours. Improvements to the waiting area for bus passengers should include a continuous canopy, new anodized aluminum shelters to replace the existing double shelters, real time passenger information, bus maps and schedules.



Individual bus patron shelters



Bus Bays at Fort Totten Station

Kiss & Ride

The station's short term parking lot is well used and includes two rows of angled parking and three one-way eastbound lanes. The 49 spaces include 31 7-hour metered spaces (during off-peak hours only), 7 'Section A' all day 15 minute waiting spaces, 4 handicap parking spaces, 3 Metro vehicle parking spaces, and 4 ZipCar parking spaces. Motorcycles can be found parked in both the short term and long term parking lots.

Pick-up and drop-off are the primary uses of any Kiss & Ride lot. At the Fort Totten station this activity occurs near the entrance to the Kiss & Ride lot and on 1st Place and Galloway Road. A shelter is located at the drop-off and pick-up location for people waiting for their ride. Currently this area is signed 'No standing or parking'.

Additional Kiss & Ride facilities outside of the short term parking lot include a 7 space curbside taxi queue located on the east-bound access road at the station entrance's crosswalk. Shuttle buses drop passengers at the station entrance on both the east-bound and west-bound access roads.

The current Kiss & Ride configuration poses numerous potential conflicts during peak periods, particularly with respect to recirculation. The short term parking lot is accessed from a single entrance. This entrance can be accessed directly from 1st Place for eastbound traffic and Galloway Street for westbound traffic. Vehicles entering (or recirculating) from the east along Galloway Street enter from an access road shared with buses north of the Kiss & Ride but often drop off or pick up passengers at the stop sign underneath the overpass directly at the crosswalk at the main entrance of the station. The vehicles then make a U-turn into the Kiss & Ride facility to exit the station. Vehicles from 1st Place generally drop off or pick up passengers at the crosswalk as well, and then make an undesignated U-turn to exit the station. Other vehicles will stop directly at the entrance to the Kiss & Ride facility to drop off or pick up passengers.



Short Term Parking, handicap parking and car sharing location

Kiss & Ride Future Capacity

The Metro guidelines for calculating Kiss & Ride capacity is $2(N/\text{Number of trains per hour/peak hour factor})$, where N is the number of Kiss & Ride arrivals during the PM peak hour, and the peak hour factor is 0.85. Metrorail headway during the peak hour is approximately six minutes for the Green Line and four minutes for the Red Line (the Yellow Line train does not service this station during the peak hour), which equals an average 2.04 minute headway. Assuming that 13% of passengers will continue to use the Kiss & Ride facility, future capacity for the Kiss & Ride is calculated at: 25 spaces (rounded up to nearest whole number). While this calculation is fewer than existing spaces, given the current utilization of short term and Kiss & Ride spaces the overall number should not be decreased. Redistribution of the existing spaces should be considered to provide more spaces for pick-up and drop-off activity and designated spaces for motorcycle parking and private shuttle buses.

Shuttle bus activity is increasing at many of Metrorail stations as a result of changes to surrounding neighborhoods. Shuttle bus activity has grown over the last few years at Fort Totten and with the new development planned for the Fort

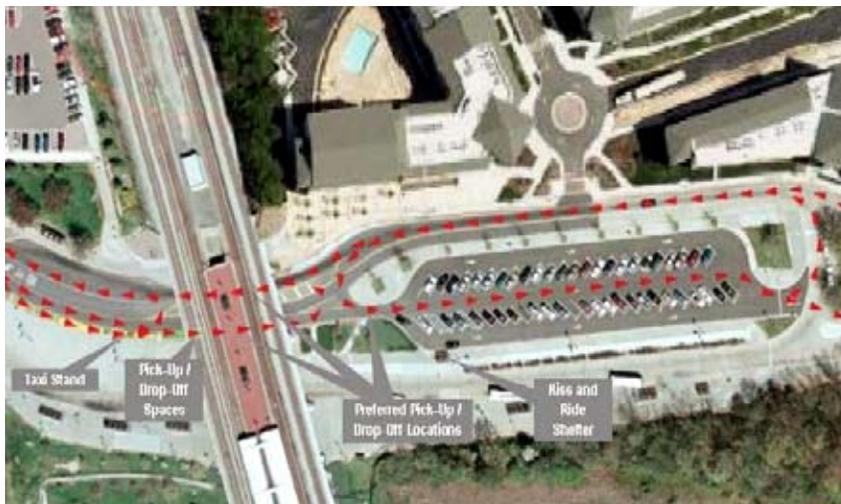


Figure 21: Kiss & Ride Circulation

Totten area this trend is expected to continue.

Recommended Kiss & Ride Improvements

While projected demand for Kiss & Ride spaces are exceeded by the existing count, the following recommendations are intended to clarify key uses (through signage and striping) and facilitate smooth Kiss & Ride operations in the vicinity of the station entrance.

- Provide two shuttle parking/ waiting spaces
- Provide three formal and signed Kiss & Ride Pick-Up/Drop-Off Spaces
- Provide three motorcycle parking spaces
- Provide wayfinding signage for Kiss & Ride overall
- Change the sign at the existing drop-off and pick-up location to designate it as a waiting area.
- Improve layout and circulation to minimize conflicts

Table 4: Projected Ridership & Future Capacity

N: 2030 PM Peak Arrivals	1644	
Kiss & Ride Mode Share	0.13	
Number of Trains per Hour	35	
Peak Hour Factor	0.85	
SR Calculated using formula: $2((N \cdot 12)/35/0.85)$		
	Number of SR	Existing Spaces
Base Spaces Required (SR)	13	N/A
Pick-Up/Drop-Off Spaces (SR/6)	3	2
Taxi Queue Spaces (SR/6)	3	7
Motorcycle Parking (SR/5)	3	0
Shuttle Parking (SR/10)	2	0
Driver Attended Spaces (SR/2)	7	7
Short term Spaces (SR/2)	7	31
Metro Vehicle Parking	-	3
Shared Vehicle Parking	-	4
Handicap Parking Spaces	Not Specified	4
Total	25	58

Park & Ride

There is a single entrance and exit to the Park & Ride lot from 1st Place. There is one faregate for entry, one faregate for exit and a center faregate that is used for entry or exit depending on peak usage. The Park & Ride lot includes 408 surface parking spaces, 60 of them reserved for permit holders and nine of them reserved for handicap parking. Reserved spaces in this lot can be rented for a fee of \$55 per month. The Park & Ride lot costs \$4.25 for daily parking (SmarTrip only upon entry). The revenue generated to Metro from these 408 spaces is approximately \$450,840 per year (408 spaces x \$4.25 per space x 260 days) excluding the permit cost for the reserved spaces. Any reduction in parking would impact the current parking revenue generated from these spaces.

The Park & Ride lot fills up by 7:30 AM indicating an unmet parking demand at the station. Overall parking utilization is 89%. This utilization rate means that between 5 AM and 2 PM Metro collects parking revenue for 89% of the parking spaces. The Fort Totten parking lot is actually full on most work days. There are often 100 cars parked before 5 AM. These people as well as those arriving after 2 PM do not have to pay to park. Sidewalks are available around the eastern and southern edges of the lot; the western edge also has a sidewalk, but it is too narrow and closely aligned to parked vehicles to comfortably accommodate pedestrians.

Park & Ride Capacity

The Metro Station Site and Access Planning Manual states that the size of the Park & Ride facilities should be determined by (1) projected parking demand, in addition to available



Figure 22: Park & Ride Lot

amount of land, (2) demand at other Metrorail parking facilities along the rail line, (3) quality of vehicular access and (4) the capacity of the surrounding street system.

The 2007 Rail Ridership Survey indicates that 884 vehicles drove and parked at the station daily in 2007 (more than twice the existing available capacity) and that this number is projected to continue to increase with station growth.

Currently Park & Ride accounts for 13% of the access mode to the station. If this 13% remained constant that would suggest a projected demand of 1,000 parking spaces in 2030.

Several options exist regarding how the future parking demand could be addressed: build more Metro parking to meet the projected future demand; assess the parking demand in the broader Fort Totten area and address the demand through a Fort Totten parking district similar to

the parking management strategies implemented in Bethesda and Silver Spring; implement a neighborhood circulator bus to bring people to the station; and improve pedestrian and bicycle connections to the maximum extent possible to shift some of the future parking demand to these access modes.

Given that the Fort Totten station is a mid-line station - not a terminus - this study assumes that parking would not be increased beyond the 408 spaces. Building a parking structure to accommodate 1,000 spaces could cost upwards of \$20,000,000. Based on SmarTrip data, (refer to **Figure 23**) the majority of people who park at the Fort Totten station live within two miles of the station which suggests that there is an opportunity to meet their access needs through less costly enhanced pedestrian and bicycle connections or a neighborhood circulator bus.

Recommended Near Term Park & Ride Improvements

- Additional handicap parking spaces to meet demand.
- A posted sign indicating a 5 mph speed limit as recommended in the Station Site and Access Planning Manual.
- Continuous sidewalk from the Park & Ride vehicle entrance to the station entrance. This will also provide more direct access to and from the new Metro police substation.
- Stripe the road north of the Park & Ride entrance to indicate travel lanes and turn lanes for better management of traffic.

Recommended Long Term Park & Ride Strategies

Metro’s Joint Development Policies and Guidelines support goals for smart growth developments such as reduced automobile dependency, increased pedestrian/bicycle originated transit trips and bus access. In general, Metro transit facilities have been replaced one for one in joint development projects to serve existing passenger access needs. However, Metro’s 2008 Joint Development Policies and Guidelines state “that transit facilities displaced by joint development be replaced to ensure that the same number of transit riders is accommodated and the balance of transit access needs at a given station can be altered to reflect the transformation of the station and the area around it to a pedestrian-friendly transit-oriented community.”

During the community workshop the community supported replacing the existing parking; the community views the parking both short term and longer term commuter parking as a community benefit. The joint development alternatives (see Section



Figure 23: SmarTrip Park & Ride origins for Fort Totten Station

4) envision building structured parking on the Park & Ride lot with residential uses above. It is envisioned that any joint development project would replace the existing 408 parking spaces either as part of the development, part of a shared parking arrangement in the Fort Totten station area or a combination of these two. The concepts for joint development show three scenarios for replacing Metro parking on the development site at 100%, 50% and 0%. These scenarios are further explained in Chapter 4.

For planning purposes, the cost of replacing an existing surface space with structured parking is approximately \$20,000 per space, assuming a straightforward, freestanding garage. With regard to walking distance to the station, Metro Station Site and Access Planning Manual (March 2007) states that the allowable walking distance from the station entry for Park & Ride as 1,500 feet maximum to the furthest space.

Both the current lot and the future garage are within that standard. A future traffic analysis should be conducted to insure that improvements suggested in this report are consistent with forecasted trip growth. In addition to the Park & Ride and Kiss & Ride, a number of on-street, shared parking spaces are proposed in Chapter 4.



Park & Ride Lot



PARK & RIDE LOT

1ST PLACE, NE

PLAZA

METRO TRACKS - RED LINE ABOVE



Joint Development Planning and Design

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Fort Totten

Access and Joint Development Study

Section 4

Joint Development Planning and Design

Market Overview

As part of the Station Area Planning Study for Fort Totten Metrorail Station, a market assessment of the station site and surroundings was conducted. The task included conducting a market analysis, identifying opportunities, and suggesting implementation strategies for Joint Development in the station market area. The Market Assessment is summarized in Appendix 1.

During this study, the U.S. economy was slowing at a dramatic rate, and credit and mortgage markets rapidly constricted, having a profound effect on real estate markets. The analyses examined pre-recession growth, absorption, capture patterns and assumed a return to relative normalcy in the near term. Assumptions are based on a normal economy.



Figure 24: Fort Totten Market Area

The Fort Totten Market Area (“Market Area”) was defined generally as the area surrounding the Fort Totten Metro Station between a one half and one mile radius from the station located within generally within Wards 4 and 5 of the District of Columbia. The map in **Figure 24** shows an aerial photo of the Market Area, along with major roads and a red circle denoting a one half mile radius from the station site. The Market Area, outlined in blue, is characterized by a diverse mix of land uses with low density residential around the outer portions of the area and commercial, industrial, institutional and public uses, including parkland on inner parcels. There are ample opportunities for infill, redevelopment of properties, and development of currently vacant land.

Several thousand square feet of vacant non-residential space currently exists in the Fort Totten Market Area that

could house additional demand for service and retail space. This has not occurred due to the following:

- The lack of a critical mass and variety of retail and service offerings.
- Land owners timing development to obtain the highest return.
- Land encumbered by current leases and tenants rights.
- Publicly owned parcels are expected to be available for development.
- Impacts by major public projects such as the Riggs Road/South Dakota Ave interchange realignment.

Several key characteristics of the Market Area point to the need for additional multifamily residential products in the short and medium term that could house working age commuters. The Market Area has experienced stable or declining trends in the quality and quantity

of development located there since 2000. Poor pedestrian access within the Market Area has contributed to the trend. With land values higher across the District and Market Area prices lagging, opportunities for the revitalization of areas surrounding the Fort Totten Station are possible. Despite the residential market downturn demand for affordable and market rate housing in the District, especially with Metrorail access is expected to be steady. Rental demand in the Market Area is expected to become stronger over time. For sale demand in the Market Area has softened from 2005 and 2006 levels, but is expected to recover with an upturn in the economy. Dense office development is not expected to occur in the Market Area, rather, low density office space can be expected.

Demand for approximately 180,000 square feet of retail services exists in



Figure 25: Area Sidewalk/Crosswalk Improvements

the Market Area but forces external to normal market operations have stifled its development in the short term. Demand for approximately 310,000 square feet of office space exists according to the Metropolitan Washington Council of Governments (MWCOC) definition which includes industrial space.

Residential rental and small scale ground floor retail development of is most appropriate for the Metro property. The small scale ground floor retail could be successfully absorbed if it is configured to capture purchasers from Metro riders and people living in the residential development.

The District of Columbia July 2006 Mayor's Draft Comprehensive Plan, Upper Northeast Element calls for the Fort Totten Metro Station area to be developed as a "transit village," combining elements of medium density residential development with local-serving retail and office space and structured parking.

The joint development project recently completed on the Metro parcel to the northeast of the station site is a land lease. The developer entered into a 99 year lease with Metro to build and manage the development. This is the most probable form of transaction that will occur for the remaining Metro parcels. Several major developers are planning projects in the Market Area which should work to Metro's advantage to procure joint development proposals when the economy recovers.

Joint Development Opportunities

The two Metro-owned parcels potentially eligible for joint development are the Park & Ride lot and the Kiss & Ride facility. Of

these, new development on the Kiss & Ride facility is more complicated because the site is relatively small and would require structural premiums to develop parking and other uses on air-rights above the Kiss & Ride facility. The Park & Ride lot is approximately four acres in size and currently contains 408 surface parking spaces. This parcel is an attractive joint development opportunity because of its street access, proximity to the station, size and shape. A condition of any joint development proposal for this parcel should be for the developer to provide equivalent parking capacity for station riders either as part of the development in structures, at another nearby site or on-street.

This area is zoned for mixed use development at an FAR of 3.0 to 5.0 depending on the use; the Fort Totten Zoning Overlay restricts development to 5.0 FAR and a height of 80 feet. While incorporating structured parking in new developments would significantly affect its cost, it would not likely jeopardize its feasibility due to its additional revenue potential. Based on the market analysis, rental residential development is most appropriate for the redevelopment of the WMATA property, especially in the short term considering uncertainties in mortgage lending and the large inventory of new homes in the Metro area. Some small scale retail development on the ground floor of the development would be successfully absorbed. If the Park & Ride development were constructed to the maximum FAR 5.0, approximately 315 apartment units ranging from 1,000 to 1,500 square feet in size (assumes 2,000 gross building square foot per unit on average) and 20,000 square feet of retail space could be accommodated on the parcel.

Joint Development Design Concepts

This section describes the guiding principles that shaped the proposed TOD concept, summarizes the development program for each scheme and includes the range of design alternatives each illustrating a different replacement parking strategy. The future Joint Development plan will be based upon: the overall development program, building massing and height, transit access needs including bus operations, Kiss & Ride, pedestrian and bicycle connections, and public parking replacement strategy.

In addition to the exploration of joint development concepts as part of the station area planning process, Metro invited a Technical Assistance Panel (TAP) from the Urban Land Institute (ULI) to analyze the local area, market potentials, and design alternatives, and recommend other district-wide design concepts and strategies for a successful developer solicitation process. The findings and design recommendations of the TAP are presented in Appendix 3.

Therefore, two distinct design approaches are presented. The first approach - developed as part of an internal Metro design process with agency stakeholder input yielded a family of alternatives that focused on transit operations. These alternatives keep the transit functions where they exist today. The second approach- the result of the ULI TAP process - optimizes joint development opportunities. The ULI TAP approach relocates the bus facilities to the eastern edge of the Park & Ride lot, and proposes a larger development east of the station on the combined Kiss & Ride lots and former bus bay parcel. Both the Metro and TAP

design approaches are presented to display the range of options/choices when transit operations and joint development are alternately optimized.

For the Metro design concept, the process was initiated by creating a set of basic assumptions – or guiding principles – about operations and facility configurations. These guiding principles were used to configure the development alternatives for the Park & Ride and Kiss & Ride parcels.

Guiding Principles

- **Develop both the Park & Ride and Kiss & Ride air-rights.** Developing both sites was recommended by the Market Study, even if only to demonstrate the approximate development capacity of the Metro-owned lands.
- **Emphasize residential development in the overall program for both sites.** The Market Study recommended this programmatic emphasis, especially since the retail and office demands were 182,000 GSF and 313,000 GSF, respectively. Further, in the short term, the market study recommended focusing on rental residential units.
- **Highlight building construction and developmental constraints on the predominant building type.** Available rents and structural technology will dictate the likely size of new residential buildings in the station area. For example, “light wood frame” construction is limited to about four stories, whereas “heavy timber” construction is limited to about six stories. Above six stories requires steel and/or composite (reinforced concrete) construction. As part of their

analysis the ULI TAP limited their structures to four stories on a concrete podium, based on the likely rent structure. The Metro design concept extended the structures to six floors above a podium, to explore the upper end of the program. However, given the different site and building configurations, the ULI total numbers were quite close to numbers for the Metro design concept.

- **Explore limits to development intensity.** Given the building construction and development constraints on building density, the zoning maximums are higher than what is being proposed. For example, assuming an eight foot floor-to-floor for residential units (and fifteen feet for retail), the tallest structure as part of the current proposal would be 63 feet, somewhat less than the 80 foot height limit. Similarly, the maximum FAR given the development constraints is approximately 3.0, less than the allowable 5.0 in the Fort Totten Overlay district.
- **Illustrate the range of replacement strategies for both the Park & Ride and Kiss & Ride lots.** For replacement of long term parking in the Park & Ride lot, illustrate 100% replacement, 50% replacement, and no replacement strategies. For replacement of the short term space in the Kiss & Ride lot, illustrate 100% and no off-street replacement strategies.
- **Explore a district-wide parallel parking strategy,** whereby a number of different user types can be accommodated on-street, e.g. short term metered parking, long term metered parking, ADA spaces, and taxi and van parking.
- **Comply with Metro design standards** and criteria and

joint development policy for replacement of Metro transit facilities and transit operations.

- **Maintain bus operations in their current location.** It was decided early in the process that preserving the existing bus facilities in their current location was a high priority. Other configurations were considered, including relocating the bus function to the Park & Ride lot (as proposed by the ULI Technical Assistance Panel in the appendix). Due to its inherent opportunity cost to duplicate the existing facility and increased walking distances, this option was eliminated.
- **Optimize the air-rights structure over the Kiss & Ride lot.** Due to its smaller overall program, small building footprint, and relatively tall section, there would likely be structural premiums to construct the air-rights building over the Kiss & Ride lot. To get to six stories would most likely require steel or composite construction.
- **Assume a phased development program in the coming years.** While the absorption of new development in the station area may have a slower pace, the real estate fundamentals for this development in close proximity to the Metro station are still excellent. The market analysts anticipate a steady demand for well-priced, rental residential units.

Development Programs

Table 6 presents the development program for each of the design alternatives. Please note that in the Metro Scenarios the residential parking ratio is 1 space per unit, while in the ULI Scenarios the ratio is .75 parking spaces per unit.

Table 5: Metro Alternative Design Scenarios

	Stories	Residential Units	Residential Parking	Car Share/ Bike Park	Public Parking	Retail (GSF)
Alternative 1A Kiss & Ride: Full Replacement Parking	5 residential, 1 retail	97 units	97 spaces	17 spaces	54 spaces	14,000
Alternative 1B Kiss & Ride: No Replacement Parking	5 residential, 1 retail	107 units	107 spaces	4 spaces	0 spaces	14,000
Alternative 2A Park & Ride: 100% Replacement Parking	5 residential, 2 parking	215 units	215 spaces	45 spaces	380 spaces	0
Alternative 2B Park & Ride: 50% Replacement Parking	6 residential, 1 parking	240 units	240 spaces	2 spaces	200 spaces	0
Alternative 2C Park & Ride: No Replacement Parking	6 residential, 1 parking	258 units	258 spaces	72 spaces	0 spaces	0
Alternative 3: ULI TAP Scheme*						
Kiss & Ride Component	5 residential, 1 parking	244 units	183 spaces			
Or	6 residential, 2 parking	195 units	146 spaces		200 spaces	18,000
Park & Ride Component	4 residential, 1 parking	356 units	178 spaces			18,000

* Described in Appendix 3

Joint Development Design Schemes

This section presents the proposed Joint Development Design Schemes for the Kiss & Ride and Park & Ride lots at Fort Totten Station. These design studies explored the configuration of joint development and its interaction with both (private) development parking and (public) Metro parking and Metro transit operations. Sub-alternatives were developed to illustrate different replacement parking strategies. For example, the development above the Kiss & Ride parcel (Alternative 1) was configured for both full replacement and no replacement of short term public parking. The development sited on the Park & Ride lot (Alternative 2) explored 100%, 50%, and no replacement of long term spaces.

Private parking for residential development on both parcels was calculated at one space per residential unit. In core locations this number can be considerably lower, but in this non-core location it was viewed as an appropriate balance between good proximity to transit and the conservative requirements of financing. This parking ratio can be reduced during the development design process if deemed financially supportable.

Initially, target development programs were established for each alternative, then following design studies, the programs were refined based on the building configurations.

Alternative 1: Metro Kiss & Ride Joint Development Schemes
 Alternative 1A: Full Replacement of Kiss & Ride Facility (Figures 26, 27 and 28)

Alternative 1B: No Replacement of Kiss & Ride Facility (Figures 29, 30 and 31)
 Alternative 2: Metro Park & Ride Joint Development Schemes
 Alternative 2A: 100% Replacement of Long Term Parking (Figures 32, 33 and 34)
 Alternative 2B: 50% Replacement of Long Term Parking (Figures 35 and 36)
 Alternative 2C: No Replacement of Long Term Parking (Figures 37 and 38)
 Alternative 3: ULI TAP Joint Development Scheme (described in the Appendix)

Alternatives 1A and 1B show development concepts for the Metro Kiss & Ride site. Both include a six level mixed use residential development with 14,000 square feet of retail on the ground floor and residential parking provided at a ratio of 1:1, car sharing and bicycle

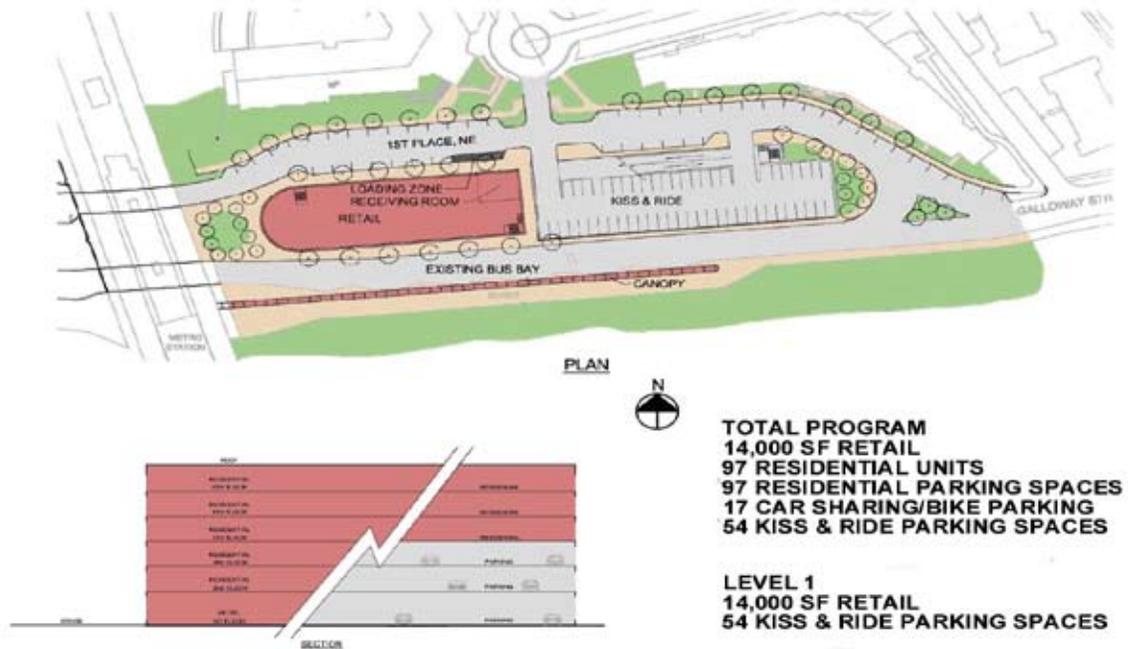


Figure 26: Alternative 1A, Level 1



Figure 27: Alternative 1A, Levels 2-3

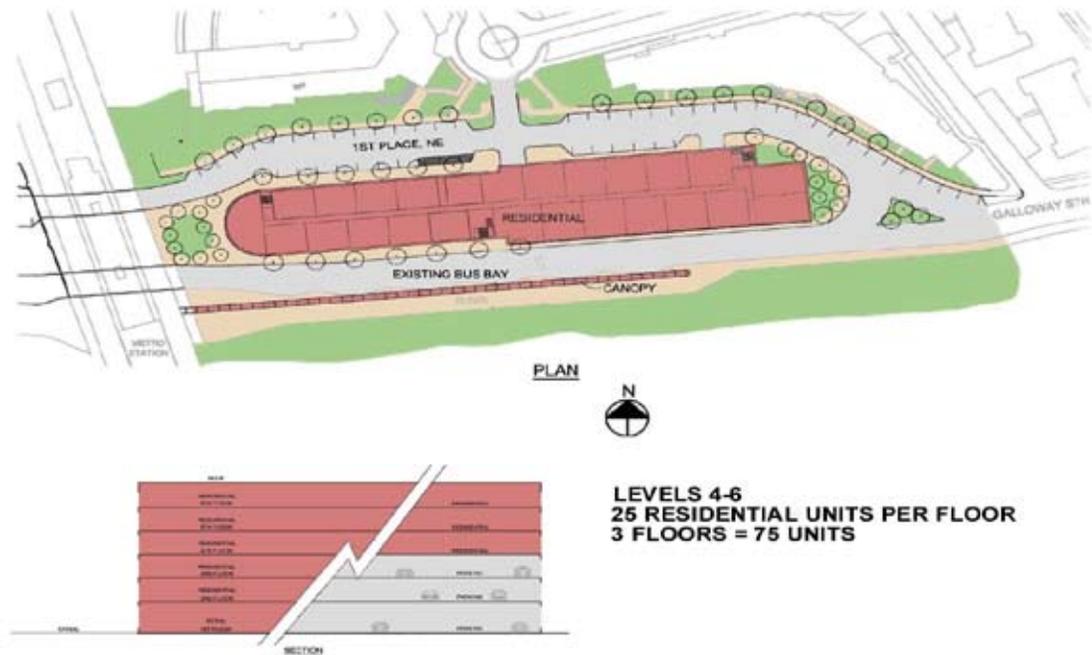


Figure 28: Alternative 1A, Levels 6-8

parking. Under both alternatives 1st Place would be widened to accommodate on-street parking. The primary difference between the two alternatives is that Alternative 1A provides replacement of the existing off-street Kiss & Ride facility within the development while Alternative 1 B replaces the Kiss & Ride function on-street along 1st Place.

Alternative 1A provides for 97 residential units on levels 2-6. This alternative also provides for full off-street Kiss & Ride replacement parking (49 spaces) on the ground level with separate entrance and exit locations to enhance circulation for pick-up and drop-off activity. Access is provided from Galloway Street and 1st Place. Taxi spaces remain in their current location along 1st Place. ADA parking could be located in

designated spaces closer to the station entrance along 1st Place or within the Kiss & Ride facility. Bus operations would remain in the current location, however facility improvements would be made to the passenger waiting area with the addition of a continuous canopy and bus shelter improvements.

Alternative 1B provides 107 residential units on levels 2-6. There would be no replacement of the off-street Kiss & Ride facility; this activity would be relocated to 1st Place. While there is sufficient space along the curb to replace all of the Kiss & Ride spaces, spaces would need to be designated for each Kiss & Ride function (ADA parking, pick-up/drop-off, shuttles, motorcycles, taxi and short term parking) and strict enforcement of the Metro spaces

would be required. In addition, congestion during peak periods would be expected to increase. As in Alternative 1A, ADA parking could be located in designated spaces closest to the station entrance along 1st Place enhancing the accessibility. Bus operations would remain in the current location; however facility improvements would be made to the passenger waiting area with the addition of a continuous canopy and bus shelter improvements.

Alternatives 2A, 2B and 2C show development concepts for the Park & Ride lot. These alternatives include a seven level residential development inclusive of parking. The primary difference in these alternatives is the amount of Metro parking replaced as part of the development versus the amount of parking replaced on-street

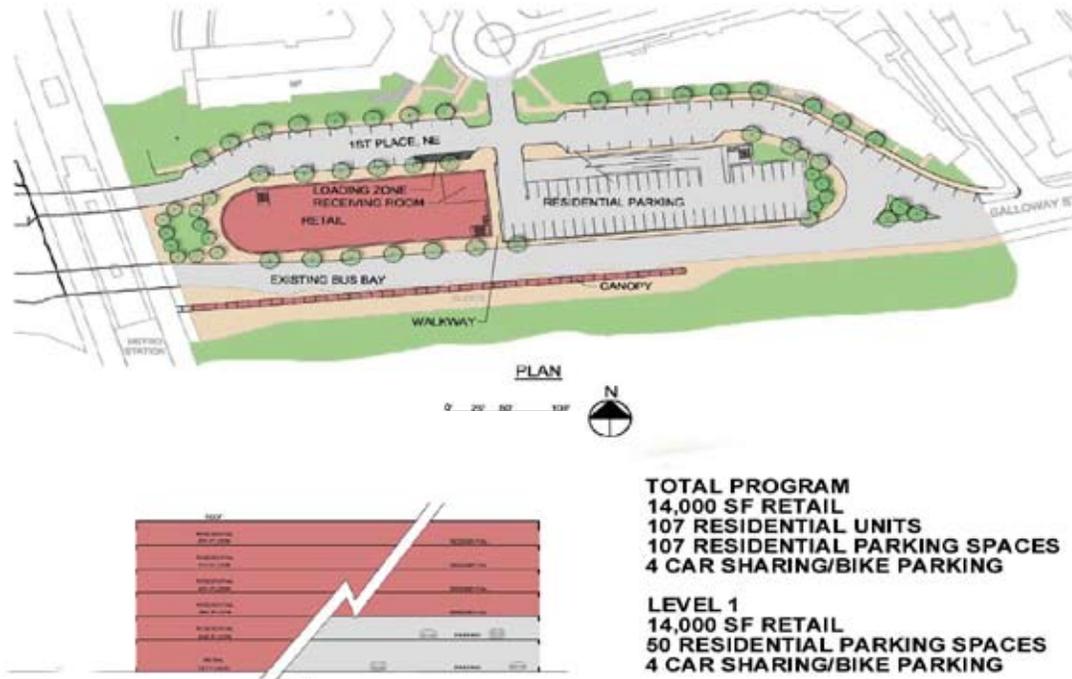


Figure 29: Alternative 1B, Level 1



Figure 30: Alternative 1B, Level 2



Figure 31: Alternative 1B, Levels 3-6

along 1st Place or as part of a future Fort Totten parking district. Alternative 2A includes 215 residential units on Levels 3-7 along with residential parking provided at a 1:1 ratio on Level 2, resulting in 45 spaces available for car sharing or bike parking. Level 1 provides for up to 380 of the existing 408 parking spaces Metro Park & Ride spaces. This alternative separates the Metro parking and residential parking on different levels for ease of parking management and operations. Due to site constraints this results in only 380 Metro parking spaces being replaced under this alternative on Level 1. Column spacing for the development may impact the number of parking reducing the number below 380. To replace all 408 spaces in structured parking would require additional Metro parking spaces on Level 2; these spaces would need to be separate from the residential spaces.



Figure 32: Alternative 2A, Level 1



Figure 33: Alternative 2A, Level 2



Figure 34: Alternative 2A, Levels 3-7

Alternative 2B includes 240 residential units on Levels 2-7. Level 1 provides for 240 residential parking spaces, 200 Metro parking spaces leaving two spaces available for car/bike parking. This alternative also provides separate access points for the residential and Metro parking for ease of parking management and operations.

Alternative 2C includes 258 residential units on Levels 2-7 with 258 residential parking spaces on Level 1, resulting in 72 spaces available for car-sharing or bicycle parking. This alternative does not provide any off-street replacement of Metro parking.

Alternative 3 was developed by ULI during the TAP process and shows development on three Metro owned parcels: Kiss & Ride lot, Park & Ride lot and a small parcel just west of the station entrance. This alternative proposes to relocate bus operations to the eastern edge of Park & Ride lot and the Kiss & Ride function to the street and proposes to accommodate a larger development east of the station on the combined Kiss & Ride lots and former bus bay parcel. Further analysis is required to determine whether this alternative meets Metro design standards. This alternative is described in more detailed in the Appendix.

Figure 39 shows a curb utilization strategy for accommodating the Kiss & Ride function and Metro replacement parking described in Alternatives 1A, 1B and 2A. This strategy shows that short term spaces could be accommodated off-street (44 spaces) with the pick-up and drop-off activity and ADA parking (up to 17 spaces) occurring along 1st Place. Up to 78 long term spaces could be accommodated along 1st Place with up to 380 spaces accommodated in a

parking structure as part of the joint development.

As joint development is advanced at Fort Totten, a sensitivity analysis that tested the relationship among transit service, development quantities, and access conditions is needed to help fine-tune the alternatives. This analysis could answer the questions: as density goes up, dollar value for enhancing station area goes up, pedestrian access and station ridership goes up, and alternatives for handling parking and bus access change in response....what are the outcomes of a dense residential use of our property with high parking provided? Dense development with low parking? Low density and high parking? Low density and low parking? This sensitivity analysis should be conducted as a “next step” activity in station area planning. A key outcome of this analysis would be demonstrating that the transit operations and access needs are being effectively addressed under each alternative.

Table 6 shows a comparison of the design concepts within the context of bus, Kiss & Ride and parking access and to what extent these concepts meet or could be designed to meet Metro’s standards and criteria. As joint development is advanced these alternative concepts will be further explored as part of the site plan development process.

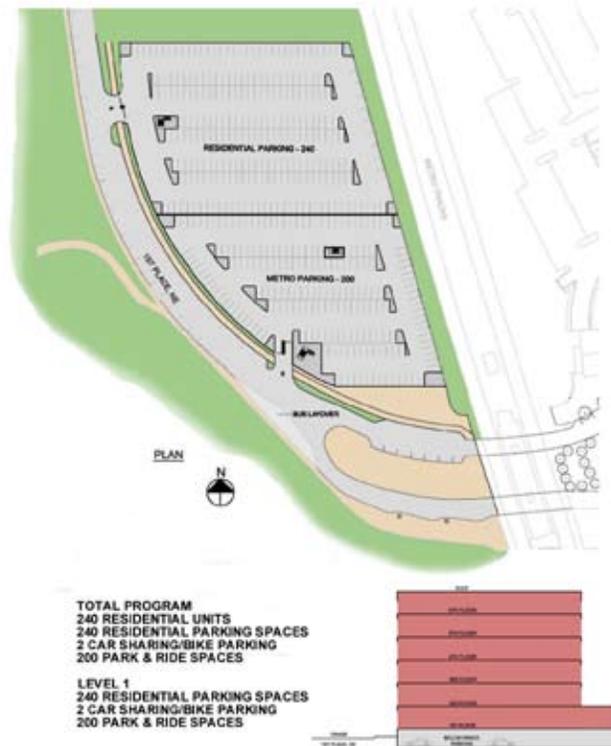


Figure 35: Alternative 2B, Level 1



Figure 36: Alternative 2B, Levels 2-7



Figure 37: Alternative 2C, Level 1



Figure 38: Alternative 2C, Levels 2-7

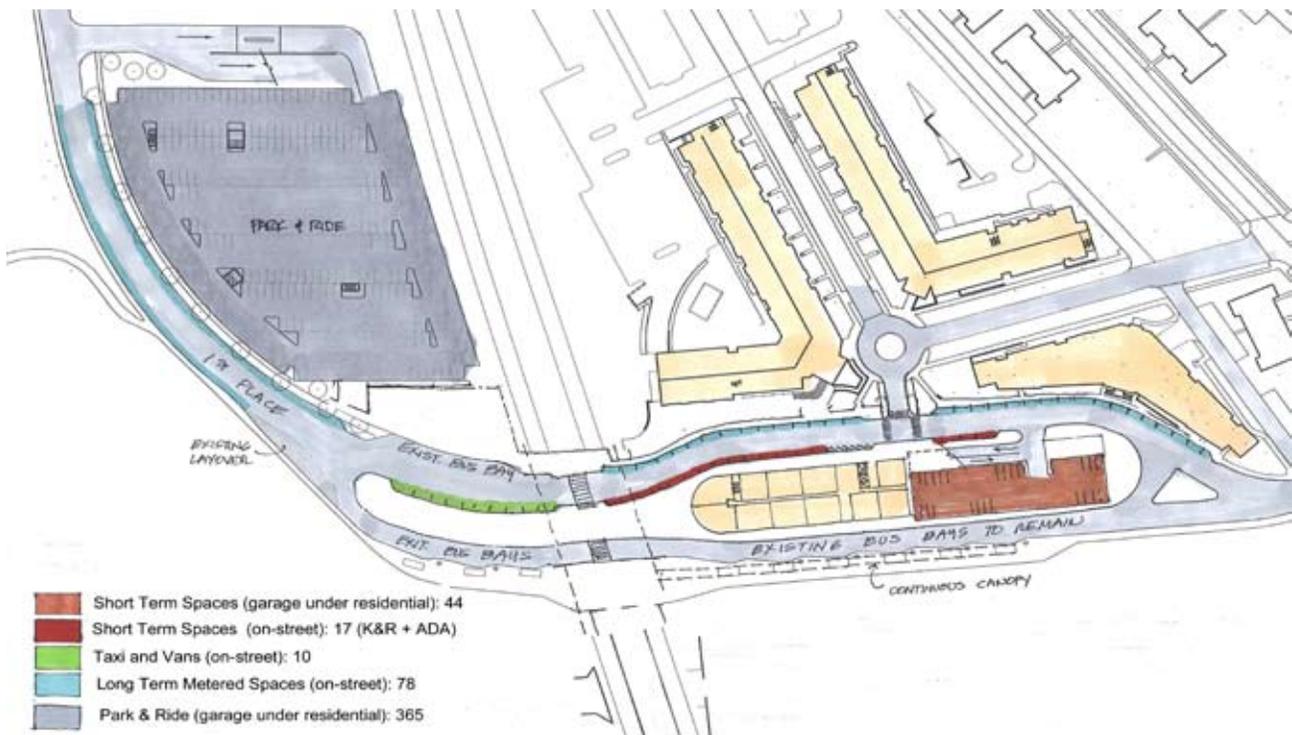


Figure 39: Curbside Utilization Strategy



Figure 40: Joint Development Concept

Table 6: Comparison of Design Concepts for Transit Facilities and Joint Development

Transit and Station Access Factors		Alternative 1A	Alternative 1B	Alternative 2A	Alternative 2B	Alternative 2C	Alternative 3
Bus	Accommodates or could accommodate the required number of bus bays (10) to meet	Yes	Yes				TBD
	Accommodates or could accommodate the required number (4) of bus layover facilities	Yes	Yes	-	-	-	TBD
	Maximum walking distance between farthest bus bay and station entrance does not exceed 500 feet	Yes	Yes	-	-	-	Yes
	Provides visual connection between bus bays and station entrance	Yes	Yes	-	-	-	No
	Provides for bus recirculation	Yes	Yes	-	-	-	Yes
	Accommodates or could accommodate required bus turning radius of 58 feet for 43 foot bus	Yes	Yes	-	-	-	Yes
	Accommodates or could accommodate 2% cross slope and 2% profile for bus access road,	No	No	-	-	-	TBD
	Consolidates bus transit facilities to one area of the station site to facilitate bus-to-bus transfers	Yes	Yes	-	-	-	Yes
	Avoids bus passengers having to cross vehicle lanes in order to access the station entrance	No ¹	No ¹	-	-	-	No ²
	Provides an ADA-accessible route from all transit loading areas to the station entrance	Yes	Yes	-	-	-	Yes
	Provides for or could provide for a continuous bus canopy	Yes	Yes	-	-	-	Yes
	Provides for or could provide for a 15 foot minimum bus travel lane to allow adequate clearance for buses to safely maneuver around another parked bus in a bus bay	Yes	Yes	-	-	-	Yes
	Meets or could meet Metro's new standard for saw tooth bus bays (70 foot bus bay length for 43 foot buses)	Yes ³	Yes ³	-	-	-	TBD

KEY: Description of Alternatives

Alternative 1A – Development of Kiss & Ride site with full replacement of short term parking and K&R function in an off-street facility.
 Alternative 1B – Development of Kiss & Ride site with replacement of short term parking and K&R function on 1st Place NE at curbside.
 Alternative 2A – Development of Metro surface parking lot with structured parking replacement (100% replacement).
 Alternative 2B – Development of Metro parking lot with structured parking replacing 50% of the Metro parking, with 50% accommodated along 1st Place NE.
 Alternative 2C – Development of Metro surface parking lot with all parking replaced curbside along 1st Street NE.
 Alternative 3 – ULI Vision: Development of Metro Kiss & Ride lot and surface parking lot. Up to 200 off-street parking spaces would be provided on Metro property and up to 250-325 spaces provided curbside throughout the station area.

Transit and Station Access Factors		Alternative 1A	Alternative 1B	Alternative 2A	Alternative 2B	Alternative 2C	Alternative 3
Kiss & Ride	Provides for or could provide for future Kiss & Ride demand	Yes	Yes	-	-	-	Yes
	Provides for or could provide for separate Kiss & Ride facility	Yes	No	-	-	-	No
	Provides or could provide adequate passenger drop-off lane on adjacent street with pedestrian connection to station entrance	-	Yes	-	-	-	Yes
	Provides for or could provide for pick-up and drop-off zones accessible for persons with disabilities	Yes	Yes	-	-	-	Yes
	Provides or could provide direct visual connection to the station entrance	Yes	No	-	-	-	No
	Maximum walking distance between the farthest Driver-Attended spaces to the station entrance does not exceed 600 feet.	Yes	Yes	-	-	-	Yes
Parking	Provides for off-street facility that replaces current number of commuter parking spaces (408)	-	-	Yes	No	No	No
	Provides for on-street parking on Metro property that replaces current number of commuter parking spaces (408)	-	-	No ⁴	No ⁵	No ⁵	No ⁹
	Provides for future parking demand	-	-	No ⁶	No ⁷	No ⁸	No ⁹
	Provides for or could provide for ADA-accessible parking closest to the station entrance	-	-	Yes	Yes	Yes	Yes
	Maximum walking distance between the farthest parking space and the station entrance does not exceed 1,500 feet	-	-	Yes	Yes	No ¹⁰	No ¹⁰

Footnotes

- ¹ Bus riders alighting at Bay K only must cross 1st Place at station entrance.
- ² All bus riders must cross 1st Place at station entrance.
- ³ Reconstruction of existing bus bays would be required.
- ⁴ Long-term parking spaces in this alternative are provided off-street.
- ⁵ Total of 78 on-street long-term spaces provided; currently there are 408 long-term spaces.
- ⁶ Maintains existing 408 long term spaces on site.
- ⁷ Provides for 200 long-term parking spaces on site; currently there are 408 long-term spaces.
- ⁸ No long-term parking provided on site. Total of 78 on-street long-term spaces provided; currently there are 408 long-term spaces.
- ⁹ Parallel parking strategy throughout station area creating between 250-325 spaces and up to 200 off-street parking spaces.
- ¹⁰ Using on-street only for long term parking will force overflow onto streets outside of immediate station area.



4-story 356 units
gross - 950
Net 800

785 spaces
@ .5' width

relocate
bus drop-off

parallel
parking

plaza

12,000 sq ft
2-story
office/retail

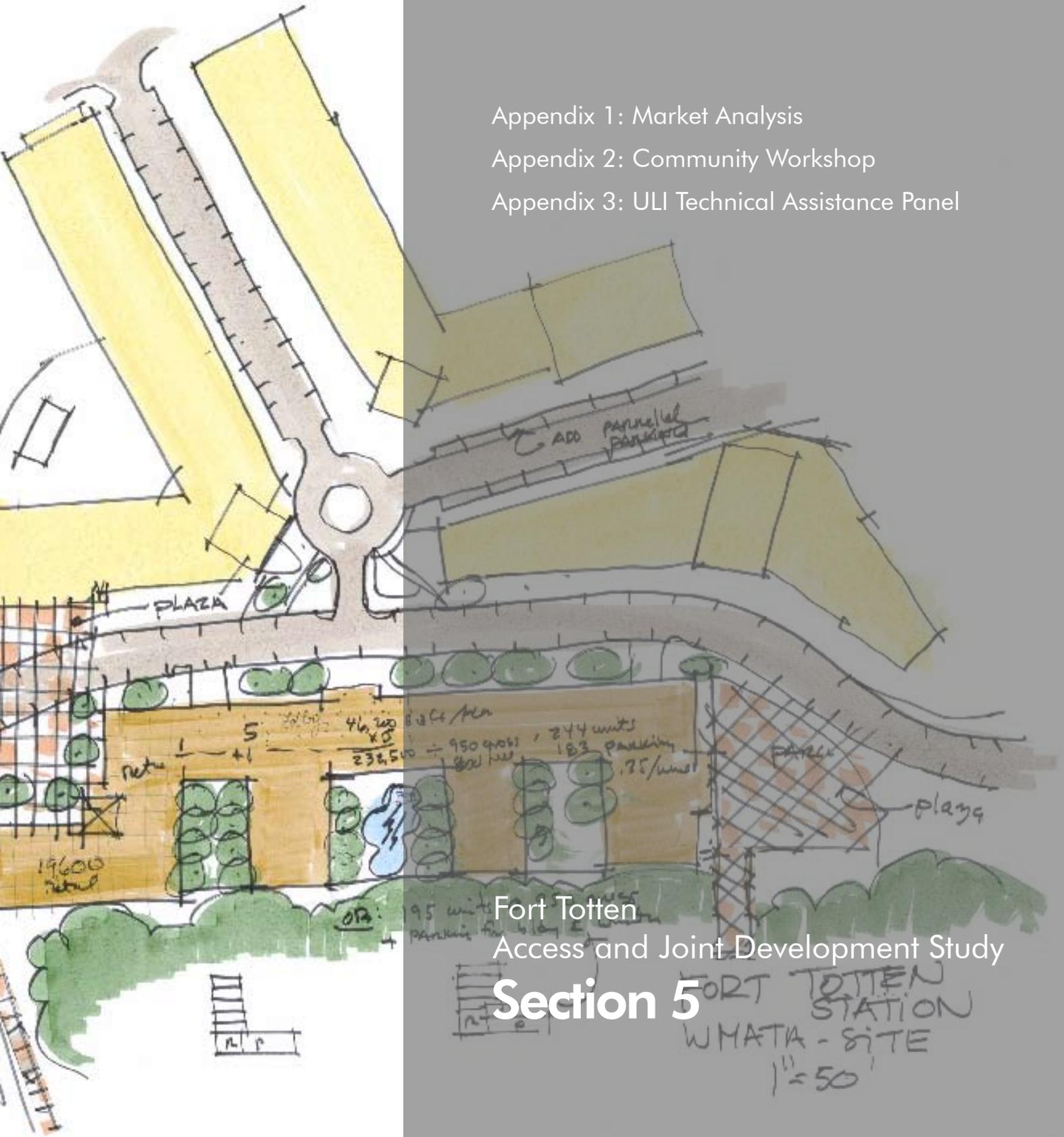
part
to

Appendices

Appendix 1: Market Analysis

Appendix 2: Community Workshop

Appendix 3: ULI Technical Assistance Panel



Fort Totten
Access and Joint Development Study

Section 5

FORT TOTTEN
STATION
WMATA - SITE
1" = 50'

Appendix 1: Market Analysis

As part of the Station Area Planning Study for Fort Totten Metrorail Station, a market assessment of the station site and surroundings was conducted. The task included conducting a market analysis, identifying opportunities, and suggesting implementation strategies for Joint Development in the station market area. This section summarizes the process and presents key findings from that work. **Figure 40** illustrates the Fort Totten Market Area.

It is important to note that while the market work was being undertaken, the U.S. economy was slowing at a dramatic rate. Further, credit and mortgage markets rapidly constricted, having a profound effect on real estate markets. Nonetheless, the market analysis examined pre-recession growth, absorption, and capture patterns and assumed a return to relative normalcy in the near future. Even with this high level of market uncertainty, it was prudent to make



Figure 41: Fort Totten Market Area Map

assumptions based on a return to economic health.

The international recession has caused demand in commercial markets to contract, leaving primarily rental residential as one of the few remaining viable real estate products. Further, economic recovery is likely to be relatively slow, so while forecasts may be quite reasonable, it may take longer than anticipated for the markets to absorb any given quantity of new growth. Developing this “snapshot” of a conservative future was still quite useful to the joint development planning process.

Market Overview

Methodology

The methodology for the market analysis of the Fort Totten Station was designed to establish the Market Area’s identity within (1) the greater Region, which includes the District of Columbia and Prince George’s County, (2) the surrounding neighborhoods, and (3) the land immediately adjacent to the Fort Totten Station, some of which is owned by Metro and could be jointly developed. Given the right combination of access, land use mix and public sector incentives, joint development projects on the remaining Metro owned parcels are expected to be successful. The market overview is structured following two major analysis themes.

- Historical and Forecast Demographic Trend Analysis: Historic and projected demographic and economic trends were researched and documented. Real estate projects planned and currently under construction at the Market Area level were obtained from various public sources and validated with interviews with developers,

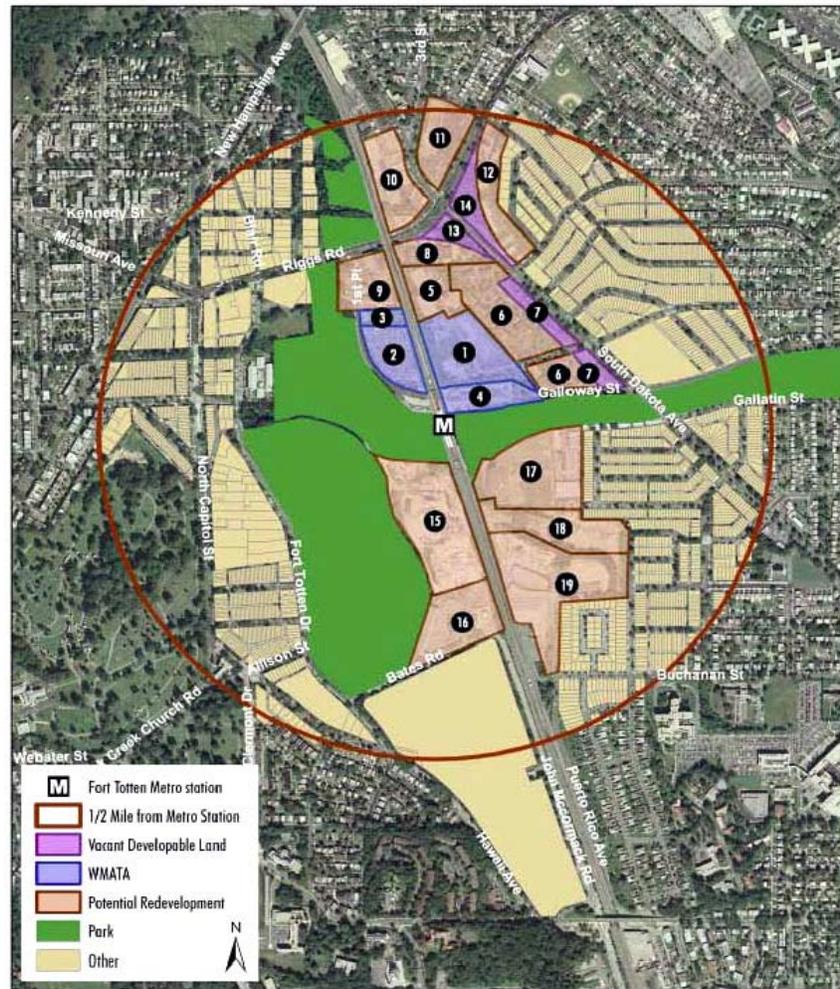


Figure 42: Station Area Parcels

- economic development staff of relevant public agencies and private stakeholders. These sources were analyzed in light of the District’s Comprehensive Plan to identify potential gaps that exist and could evolve into joint development opportunities.
- Peer Station Area Development Analysis: Based on the data gathering and trend step analysis, a majority build-out profile of the Fort Totten Market Area was established that included low to medium density mixed use development. With this profile in mind, four other Metrorail station sites (“Peer Markets”) were selected within the District that

exhibited (1) similar development characteristics, having evolved or been developed in this fashion over the past 15 years and (2) relatively stable and balanced mixes of residential and commercial uses. The existing land use and demographic state within the Fort Totten Market Area was evaluated along with the Peer Markets using quantities and ratios of major land use types to illuminate potential development gaps in the Fort Totten Market Area.

Definition of the Market Area

The Fort Totten Market Area (“Market Area”) was defined generally as the area surrounding the Fort Totten Metro Station between a one-half and one-mile radius from the station. It is located within Wards 4 and 5, and portions of several Neighborhoods. The map in **Figure 41** shows an aerial photo of the Market Area, along with major roads and a red circle denoting a one-half mile radius from the station site. The Market Area, outlined in blue, is characterized by a diverse mix of land uses with low density residential around the outer portions of the area and commercial, industrial, institutional and public uses, including parkland on inner parcels. There are ample opportunities for infill, redevelopment of obsolete properties, and development of currently vacant land as highlighted later in this section

Development Context

The immediate Station area, roughly one-half mile from the station, contains several parcels that present development opportunities related to the Station, including privately owned and Metro-owned sites. The map in **Figure 42** shows parcel-level detail of this area. Metro-owned properties are shown in purple and developable privately owned parcels are shown in brown (properties having potential redevelopment value included). Parcels expected to remain unchanged are coded in green and yellow for open space and developed land, respectively.

Peer Markets

The four Metrorail station areas selected and presented have the general land use profile of what could evolve within the Fort Totten Station Market Area; a mix of low

density service oriented office space, local area-serving retail space and a variety of residential products housing residents that will use the Fort Totten Station as a gateway to job centers outside the Market Area. The four stations were selected because they contain relatively mature and sustainable mixes of development, and as such are used in this analysis to develop target demographic and land use ratios that the Fort Totten Market Area should be able to achieve over time if properly planned and developed.

- Columbia Heights (Green / Yellow Metrorail Lines): Located in the Northwest quadrant of the District, this primarily residential neighborhood has undergone significant infill and redevelopment since the opening of the Metrorail station in 1999. The station area currently encompasses dense residential development, some businesses and retailers such as Giant Food Supermarket and Tivoli Square, and some institutional developments such as the Dance Institute of Washington, the Ecuadorian Embassy and Mexican Cultural Institute. A 546,000 square foot shopping and entertainment complex opened in April 2008 at 14th Street and Park Road NW, less than one block from the Metrorail station. This development houses major retailers like Target, Washington Sports Club, and Bed Bath and Beyond, and has given the area’s economy an additional boost.
- Eastern Market (Orange / Blue Metrorail Lines): The Eastern Market Station derives its name from the eponymous structure, less than a quarter of a mile north from the station, which has been serving as a local market and community hub since 1873. Currently, it is the site for the

local farmers and crafts market. Along the wide, tree-lined Pennsylvania Avenue, land use is primarily commercial with a mix of locally owned businesses and franchises. This corridor serves a diverse and broad cross-section of people, and operates as a hub for social activity. This area also acts as an inter-modal hub, being both pedestrian and bicycle friendly as well as being accessible by Metrobus and the Metrorail.

- U Street/ Cardozo (Green / Yellow Metrorail Lines): The area included in this analysis, surrounding the U Street Metrorail station, encompasses the nine block U Street-stretch of commercial build-up comprising shops, restaurants, night-clubs, galleries and residences. The area is a designated historic district covering various institutional land uses such as the Thurgood Marshall Center for Service and Heritage, home to the first African American YMCA, the Whitelaw Hotel and the restored Lincoln Theater.
- Van Ness (Red Metrorail Line): Land uses in this area focus on Connecticut Avenue which runs diagonally (northwest to southeast) across the Van Ness area. The Connecticut Avenue corridor contains commercial and residential development and campuses of the University of the District of Columbia (UDC) and the American University (AU).

Comparisons among Fort Totten Market Area and the Peer Market Areas are summarized in subsequent sections.

Table 7: Station Area Parcel Descriptions

Parcel Number	Developer/Owner	Project Name and Description
1	Clark Realty Capital LLC / Metro	Fort Totten Station project, Phase 1 complete - Located directly north of the Metrorail station, "Fort Totten Station" is a joint development project with Metro and is being operated under a 99-year lease. Phase 1 included 308-unit luxury apartment community. The apartments will be housed in three buildings, with only one building offering underground parking (surface parking provided at a 1:1 ratio). It will also eventually have approximately 5,000 square feet of locally serving retail. A proposed Phase II could add an additional 100 to 150 apartment units.
2	Metro	Potential Reuse - Currently this parcel is a 4 acre surface Park & Ride lot for the Fort Totten Metro Station with joint development potential. Proposals for development are expected to include replacement parking of the existing 408 parking spaces, in addition to parking spaces for patrons of the development.
3	Metro	Parcel 3 is the location of a recently built Metropolitan DC Police sub-station. This parcel does not have reuse potential in the forecast period.
4	Metro	Parcel 4 is the Fort Totten Metrorail Station Kiss & Ride and bus bay facility, located along Galloway Street, east of the station. While some vacant land exists around the lot, the area is quite modest in size and any future joint development will need to incorporate the Kiss & Ride and bus facility. Options for redeveloping the Kiss & Ride facility are described in Chapter IV under Alternative 1. This area will act as a gateway to the Metro Station from the existing and future development to the north and east.
5	Cafritz Foundation	Parcel 5 is approximately 3.5 acres in size and contains three large industrial buildings. These buildings are occupied and they are likely to be developed in the last phase of the buildout of the Cafritz project, beyond the forecast period of the market study.
6	Cafritz Foundation	Proposed Development – The Morris and Gwendolyn Cafritz Foundation plans to develop its roughly nine acres of land northeast of the Fort Totten Metrorail station. It has proposed replacing the existing 15-building complex of brick garden-style apartments and developing a major mixed use development called "Art Place at Fort Totten." This proposal included two residential structures (929 units total), 290,000 square feet of retail space, a Children's Museum, and 239,000 square feet of Art-related space.
7	Cafritz Foundation	The two parcels making up number 7 total 3.6 acres of vacant developable land that front on South Dakota Avenue, creating the opportunity for a public "face" for the larger (11.4 acre) mixed use development on Parcels 5 and 6.
8	Food & Friends	Completed in 2004, the new Food & Friends facility is a permanent home for the non-profit to provide meals, groceries, and nutrition services to people living with life-challenging illnesses. The parcel shown is approximately three acres and borders other potentially developable parcels to the north and south. It is not expected to undergo any major change in land use within the forecast period.

Parcel Number	Developer/Owner	Project Name and Description
9	Multiple	Parcel 9 is about 4.5 acres in size and contains several buildings and small surface parking lots. It has redevelopment potential, though the aggregation of parcels and existing uses of buildings located there, including a church and telecommunications facility, will make redeveloping the parcel as a whole difficult. Large scale redevelopment of this area is not expected to occur before 2030, but the parcel's proximity to the Station and Riggs Road suggests that a mix of retail and service office space would be appropriate. Some small scale infill development could occur on marginally productive or vacant lots on the west side of 1st Place in the short term.
10	Multiple	Parcel 10 is approximately 6 acres in size and contains a two story building housing service-oriented businesses and a fast-food restaurant at the south end and industrial buildings in the central and northern portions of the area. It is bordered by 3rd Street on the east, Riggs Road on the south and the overhead Metrorail tracks on the west. The parcel has good roadway access but is generally absorbed with only a few small vacant parcels.
11	John Brawner / Lowe Enterprises	Parcel 11 is the current location of a partially vacant strip retail center and surface parking lot and two drive-up retail financial businesses on approximately 5.7 acres. It is bordered by 3rd Street on the west, Chillum Place on the north and Riggs Road on the east. This partially vacant retail center is a strong redevelopment or reuse candidate which is large enough to accommodate a diverse mix of retail and service businesses, including an anchor tenant, most likely a grocer. This parcel is expected to be part of the Lowe Enterprises Dakotas mixed use development.
12	Multiple	Parcel 12 is approximately 5.2 acres and contains a mix of apartments and commercial uses. Some infill development could occur on this parcel.
13	District of Columbia	Currently median space north of the Riggs Road exit to South Dakota Ave heading south, this area is expected to be made available for development after the realignment of the Riggs Road / South Dakota Avenue intersection. The parcel is approximately one acre in size. If combined with the easternmost acre of the Food and Friends lot, parcel 8, the area would be suitable for a small scale retail project approximately 25,000 square feet in size.
14	District of Columbia / Lowe Enterprises	Currently median space west of the South Dakota Ave. exit to Riggs Road heading northeast, this area is expected to be made available for development after the realignment of the Riggs Road / South Dakota Ave. intersection. The parcel is approximately 1.5 acres in size and when made available, is expected to become part of the Lowe Enterprises Dakotas mixed use development.
15	Silver Hill Concrete, Super Concrete	This 12.5 acre site has long term redevelopment potential, as it is very close to the Metro Station, is relatively large, and has few owners such that aggregation of parcels would not be a major obstacle. The negative aspects of the property are that it has poor roadway access, is bordered on one side by the red line Metrorail tracks, and is currently developed with heavy industrial uses. Despite these hurdles, the current land use will become inappropriate for its location given rising land values and the continued urbanization of the Market Area. This parcel should be considered a redevelopment opportunity for the 20-plus year horizon.
16	District of Columbia	Parcel 16 is the location of a District trash transfer station. It, like parcel 15, has access issues and potentially environmental issues. It could be considered a 20-plus year redevelopment (joint development) opportunity, if the city chooses to relocate the facility.

Parcel Number	Developer/Owner	Project Name and Description
17	District of Columbia	Parcel 17 is mostly vacant with a large salt dome owned by the District of Columbia. If a new location for the salt dome could be found, this area could be redeveloped into a sizable mixed use project served directly by the Station if adequate access is provided to the Station and roadway access to the parcel is improved. While the District has no current plans to relocate the salt dome, this parcel should be considered a 20-plus year redevelopment (joint development) opportunity.
18	K Hovnanian Homes	Parcel 18 is owned by a private home developer building luxury town homes and condominiums. Construction on the 75 units was completion in 2009.
19	Thomas Somerville Co / Capital Area Food Bank	Parcel 19 has long term redevelopment potential but is the current location of a plumbing and HVAC supply company and the Capital Area Food Bank's warehouse and distribution center.

Obstacles to Development

Given that several thousand square feet of vacant non-residential space currently exists in the Fort Totten Market Area today that could house additional demand for service and retail space, it is necessary to provide insights into why the reuse of this space has not occurred. These include:

- The lack of a critical mass and variety of retail and service offerings, including grocery and department stores are not present, making it more convenient for residents to travel outside the Market Area to do the majority of their shopping at locations having a variety of stores and services in one place.
- Land owners have been developing plans to revitalize the areas they control and will be very careful to time the market correctly to obtain the highest returns on their investment. For instance, the current residential market downturn could cause some delay of residential project delivery but would probably have less of an impact on rental projects.

- In some cases, land owners must wait out lease contracts and provide relocation assistance to expedite the process of vacating properties that are occupied.
- There are several publicly owned parcels of land that are expected to come into play for development, and as such, it benefits private land developers to wait on the outcomes of these properties to be sure the projects they develop around them (or possibly including them) are sustainable and practical in the long term. This pertains directly to the Market Area as the District is planning the realignment of the Riggs Road/South Dakota Ave interchange.
- Major public projects in the Market Area, such as the Riggs Road/South Dakota Avenue intersection realignment, must be completed or have very certain plans to insure proper positioning of the development around the new infrastructure.

With many of these development obstacles largely sorted out, development of the Market Area is expected to accelerate once

developers are comfortable that current residential market woes are behind them.

Market Trends

Demographics

Several key characteristics of the Market Area point to the need for additional multifamily residential products in the short and medium term that could house working age commuters, especially relative to the profiles of select peer Metrorail markets.

- Home Prices – The average purchase price of a home in the Fort Totten Market area in 2006 was \$330,400, over \$200,000 less than the Peer Market Average at \$543,000.
- Residential units rented versus owned – As the accessibility, community amenities and rental stock improves, the percentage of rental units in the Market Area should increase from its 2000 level of about 34% to a level closer to that of the Peer Market Average of 64% rental occupancy.
- Household Profile – The Peer Market Average household size



Figure 43: Peer Station Area Markets

in 2000 was 2.0. The household size in the Market Area in 2000 was higher, at 2.3 persons per household. With the addition of mixed use, transit oriented and higher density development, similar to the stock located in the Peer Markets, younger, higher wage earning households with smaller household sizes averaging less than 2.0 persons per household are expected to drive the average household size down.

- Age – The majority of people living within the Peer Markets (between 52% and 63%) are of prime working age (25 to 54). The Market Area age distribution includes only 41% of its residents in this group. As more commuters are attracted to the transit oriented developments that are developed and served by the Fort Totten Station, more prime working age residents should migrate to the Market Area resulting in a downward shift in the age distribution there.

Real Estate

The Market Area has experienced stable or declining trends in the quality and quantity of development located there since 2000. Poor pedestrian access within the Market Area has contributed to the trend. With land values increasing across the District and Market Area prices lagging, opportunities for the revitalization of areas surrounding the Fort Totten Station are abundant.

- Residential Market – Despite the residential market downturn being experienced nationally and in the Market Area, demand for affordable and market rate housing in the District, especially with Metrorail access is expected to be steady. The projects proposed in the Market Area by various developers are expected to be successfully absorbed and impact the demographic profile by increasing average incomes, increasing the number of working age residents, increasing the value of land, and improving

the quality and quantity of retail and services provided.

- Non-Residential Market – To achieve a ratio of retail jobs per person similar to the average of the Peer Markets, the Market Area will need to add approximately 182,000 square feet of retail space, equating to 520 new retail employees. Additional office employment representing 313,000 square feet, or approximately 1,400 employees, could be supported by the Market Area. This level of office employment is achievable over time, though dense office development is not expected to occur in the Market Area, rather, low density office space can be expected to mushroom, interspersed within the mixed use projects and along the major arterials of Riggs Road and South Dakota Avenue.

Joint Development Opportunities

The analysis presented above identifies development gaps – unmet demand for certain development types - within the Fort Totten Market Area. It also identifies Market Area land available for new development, infill and redevelopment opportunities including Metro-owned land at the Station site. Given these two supply and demand factors, gaps can be matched with development capacity to reveal what joint development opportunities may be pursued by Metro at its remaining sites within the Fort Totten Market Area.

Joint Development Capacity

The two remaining Metro owned parcels potentially eligible for joint development are the Park & Ride lot and the Kiss & Ride facility, parcels

2 and 4, respectively, in **Table 7**. Of these, new development on the Kiss & Ride facility is more complicated because it is relatively small and would require structural premiums to develop parking and other uses on air-rights above the Kiss & Ride facility.

The Park & Ride lot is approximately four acres in size and currently contains 408 surface parking spaces. This parcel is an attractive joint development opportunity because of its street access, proximity to the station, size and shape. A condition of any joint development proposal for this parcel should be for the developer to provide equivalent parking capacity for station riders either as part of the development in structures, at another nearby site or on-street. This area is zoned for mixed use development at an FAR of 3.0 to 5.0 depending on the use; the Fort Totten Zoning Overlay restricts development to 5.0 FAR and a height of 80 feet.

Residential Demand Summary

Rental Demand

Rental demand in the Market Area is expected to be strong between 2007 and 2010 for reasons discussed previously, including the relatively low costs of rents in the Market Area and mortgage lending terms that have made home ownership in the District more difficult than a few years ago.

For Sale Demand

For sale demand in the Market Area is expected to soften from 2005 and 2006 levels because of mortgage lending terms having tightened in the past year. A major hurdle for home buyers in the District is qualifying for jumbo loan terms, which are more stringent than conventional loan terms. Jumbo loan terms apply to loans in excess of \$420,000 which is common in many areas of the District. In the medium

and long term, prices in the Market Area are expected to rise as only a limited number of new for sale units are expected to be developed in the Market Area due to the lack of available land. Small infill town home projects such as Emerson Park and condominiums that are part of mixed use projects will be absorbed if units are appropriately priced to entice new residents to the Market Area.

Non-residential Demand Summary

Retail Demand

The analysis shows that demand for approximately 180,000 square feet of retail services exists in the Market Area but forces external to normal market operations have stifled its development in the short term. Small scale retail development that is part of mixed use development will offset some of this demand, but larger scale retail development is not expected to be delivered by developers until public improvements to Riggs Road and South Dakota Avenue are completed and additional parcels with arterial road access are made available.

Office Demand

The analysis shows that demand for approximately 310,000 square feet of space exists to house office workers, per the Metropolitan Washington Council of Governments (MWCOG) definition, which includes several population serving industries. Large scale dense office development does not have strong demand in the Market Area. Like retail development, office demand will, in the short term, be provided in small retail-like establishments within the mixed use developments. In the medium and longer term, once public improvements to Riggs Road and South Dakota Avenue are completed, this type of small scale

office development is expected to fill in parcels having arterial road access and visibility. Finally, this level of office development is not achievable with local serving industries alone. It is more likely that in the long term some small scale primary employment centers are developed in the Market Area that will account for a large portion of this space.

Conclusions

Recommended Land Uses

Based on the analysis provided above, rental residential development is most appropriate for the redevelopment of the Metro-owned property, especially in the short term considering uncertainties associated with the availability of funds for mortgage lending and the inventory of overbuilt new homes selling across the Metro area at discounted prices that for sale units would have to compete with. Some small scale retail development on the ground floor of the development would be successfully absorbed if it were configured to capture purchases from both Metrorail riders using the Park & Ride facility and people living in the residential structures. If the Park & Ride development were constructed to the maximum FAR allowed in this area, 5.0, approximately 315 apartment units ranging from 1,000 to 1,500 in size (assumes 2,000 gross building square foot per unit on average) and 20,000 square feet of retail space could be accommodated on the parcel, assuming the parking absorbed 20% of the total building space.

Comprehensive Plan

The District of Columbia 2006 Comprehensive Plan, Upper Northeast Element calls for the Fort Totten Metro Station area to be developed as a "transit village," combining elements of medium

density residential development with local-serving retail and office space and structured parking. The plan also calls for enhancements to be made to parks and open spaces and low density residential properties be maintained to preserve the current neighborhood feel of the area. This level of development coincides with the recommended land uses discussed above.

Joint Development Implementation

The Federal Transit Administration allows its grantees to use FTA financial assistance for joint development projects that fit within their definition of joint development. These projects include disposing of land for nearby real estate development, preparing land for development, providing enhanced access, and developing on-site community services such as dependent care, health care, public safety, or commercial conveniences. While the guidelines for use of FTA funds for these projects are specific, the term joint development has been used more loosely and can take on different forms.

Regarding transit projects, and for the purposes of this analysis, joint development is defined as a public private partnership where revenues of the real estate project or public sector costs are shared by the public and private entities. Shared revenues are expected in the form of payments under a land lease transaction structure, but could also take the form of development characteristics that enhance the station area and promote ridership at the Fort Totten Station .

Public Tools

The joint development project recently completed on the Metro parcel to the northeast of the station

site is a land lease transaction. The developer, Clark Realty, entered into a 99 year lease with Metro to build and operate the facility, paying a portion of revenues to Metro. This is the most probable form of transaction that will occur for the remaining parcel currently housing the Park & Ride lot, though other public mechanisms exist for implementing joint development including:

- Direct public sector participation in the form of an equity stake, loans or grants in a public private partnership,
- Tax relief for the developer or assessment of development fees at a discount,
- Benefit districts that route tax receipts back to the project, such as a tax increment financing
- Zoning overlays that allow development that is different, generally denser, than the surrounding area. A zoning overlay exists around the Fort Totten Metro station allowing a maximum development density of 5.0 FAR and 80 vertical feet.

Private Participation

With several major developers planning projects in the Market Area and an existing template transaction to work from, it should not be difficult for Metro to procure joint development proposals for the Park & Ride lot. Metro should use this opportunity – to develop a site at relatively high densities directly adjacent to a Metrorail transfer station – to cost effectively procure additional roadway and pedestrian access improvements around the station. This will benefit both Metro by increasing ridership, and the access improvements are investments that will make or break the Market Areas development prospects and value in the long term.

Appendix 2: Community Workshop

After the initial analysis of station facilities and operations – but prior to undertaking joint development planning and design – a community workshop was held to seek input from surrounding neighborhoods. With this timing, the project team was thoroughly versed in the existing facilities and operations and could use the community as a “sounding board” to test the response to a range of recommendations. Convening the workshop prior to launching the joint development planning and design allowed the local community’s preferences to be taken into consideration during that process.

The Community Workshop was also an event and process that focused the public agency stakeholders on the Metro project and the relationship of station area planning to work in their respective agencies. For example, the DC Office of Planning was undertaking a small area plan for the districts surrounding Fort Totten Station and the workshop process allowed for close coordination between the two efforts. Similar, the District Department of Transportation was completing its design of a significant reconfiguration of the intersection of Riggs Road and South Dakota Avenue and that work could be coordinated with Metro’s planning initiative.

So, in December 2007, Metro, in coordination with the District of Columbia, held a community workshop and station walkabout to solicit community input. Discussion was structured around (1) desired improvements to the Fort Totten

Metro station and station area to improve accessibility, and (2) the types and intensity of future joint development on Metro-owned lands.

Overall, the Metro station was seen as a tremendous asset to the community, but many stakeholders felt that access was restricted by poor connectivity to surrounding neighborhoods, often compounded by lack of continuous sidewalks, high volume and speed of traffic, the need for improved traffic management, poor wayfinding and perceptions of danger in the station area, and constrained parking capacity.

Community input on potential joint development opportunities on Metro land varied; however, community members expressed that any potential future development should be high quality development that fits into the existing character, look and feel of surrounding neighborhoods and provides appropriate community amenities. In addition, several attendees were concerned that the existing Park & Ride facility should not be eliminated regardless of any development plans due to its importance to the surrounding neighborhood. During breakout session the attendees suggested a list of preferences for businesses to be located in the area.

Comments received during the station walkabout and community workshop are summarized in the following sections.

Station Recommendations

Overall Station Site

- Provide more trash cans, especially at all bus shelters
- Improve management of security at bus shelters, as they are often vandalized
- Provide large, single canopy for bus bays
- Evaluate number of bus shelters provided for bus riders; there is insufficient seating at many of the shelters, especially the one located on the north side of the station (and/or increase bus frequency)
- Provide more landscaping to soften expanses of concrete.
- Improve lighting at station entrance
- Provide security cameras at station entrance
- Provide safety call boxes, especially in the parking lots and pathways
- Improve station security and visibility of Metro Police and Metro Police sub-station
- Provide improved directional and wayfinding signage at the Metro station entrance
- Provide traffic signs to improve driver behavior and to indicate car/pedestrian/bus only zones

Station Interior

- Improve the audio clarity of the PA system within the station
- Provide digital screens outside of faregates to alert passengers of next train arrivals and any delays
- Provide more seating at train platforms
- Make existing platform screens that show next train arrival and announcements more visible/brighter



Community Workshop

Pedestrians

- Find a more aesthetic way to direct movement of pedestrians as opposed to the existing yellow pylons and “jersey barriers”
- All sidewalks should reflect a quality, well maintained streetscape
- Provide new (and/or continuous) sidewalks and pedestrian amenities (lighting, landscaping, etc.) overall, especially from the station to the new “Fort Totten Station” development
- Improve existing sidewalks (widen, landscaping, ADA compliance, maintenance, granite curbs, etc.) overall, especially at the Metro Police sub-station
- New and/or improved crosswalks (pedestrian crossing signage, pedestrian activated crossing lights, lighting, etc.) Galloway Street and 3rd Street from the Metro station to the bus bay/shelter at the northwest end of the station
- Provide crosswalk at western entrance of Kiss & Ride

Bicycles

- Provide more bicycle racks (or replace existing, underutilized bicycle racks with more secure ones)
- Re-evaluate bicycle lockers – existing annual lease of lockers discourages use; pay by the hour lockers would be better utilized
- Look into placement of bicycle racks within the station or a secure bike station like the one being constructed at Union Station.

Kiss & Ride

- Provide signage at Kiss & Ride to indicate that it is only for short term parking
- Provide auto pull-over lane at the north side of the station entrance
- Provide stop sign at east end of Kiss & Ride to minimize conflict with buses
- Prevent Kiss & Ride activity at the taxi stand and station entrance

- Improve taxi stand (better signage, etc.)

Park & Ride

- Provide more/same/fewer parking spaces (Variety of opinions on the number of parking spaces that should be provided but the overall consensus was existing spaces should be replaced)
- Perform a parking analysis that evaluates parking affordability, availability, access, and ADA compliance
- Adequate parking is needed for the local community as opposed to commuters (provide alternatives for commuters to park at stations that have more capacity for commuter parking)
- Provide more spaces reserved for handicap parking
- Evaluate possibility to provide long term metered street parking along 1st Place
- Provide signage at Park & Ride indicating when the lot is full
- Provide adequate parking for local community
- Sidewalk along west edge of parking lot should have a barrier to prevent parked vehicles from obstructing the path
- Provide long term metered parking on Riggs Road
- A parking garage is not desired
- Provide consistent enforcement of street parking
- Continue to provide spaces for FlexCar / ZipCar
- Existing parking should not be eliminated

Station Maintenance

- Maintain Metro facilities
- Maintain fence along south side of Galloway Street

- Maintain shrubbery at the Metro station (keep low enough to see others)

Surrounding Area Recommendations

Pedestrians

- All sidewalks should reflect a quality, well maintained streetscape
- Provide new (and/or continuous) sidewalks and pedestrian amenities (lighting, landscaping, etc.)
 - ◊ Galloway Street (south side)
 - ◊ From Galloway Street to Gallatin Street (along existing desire lines)
 - ◊ Along 3rd Street (provide as thru street)
 - ◊ Along east side of 1st Place
 - ◊ Intersection of Riggs Road and 1st Place
- Improve existing sidewalks (widen, landscaping, ADA compliance, maintenance, granite curbs, etc.)
 - ◊ Under the Riggs Road overpass (also needs bird netting, railing, murals)
 - ◊ Hamilton Street
 - ◊ At the Fort Totten Drive Lane entrance to Fort Totten Park
 - ◊ Emerson Park
- New and/or improved crosswalks (pedestrian crossing signage, pedestrian activated crossing lights, lighting, etc.)
 - ◊ Riggs Road and 1st Place
 - ◊ Galloway Street and 4th Street
 - ◊ Galloway Street and 3rd Street
 - ◊ Hamilton Street and 4th Street
 - ◊ Across Riggs Road (between the overpass and South Dakota Avenue)
 - ◊ South Dakota Avenue and Galloway Street (need longer signal, signage)

- ◊ South Dakota Avenue and Hamilton Street
- Informal path through Fort Totten Park (from west side of station entrance to Farragut Street) should be discouraged from use and an alternative, more direct path provided

Bicycles

- Provide bicycle trails and/or paths to and from the station

Security

- Provide improved lighting overall, especially along:
 - ◊ Asphalt path through Fort Totten Park
 - ◊ South side of Gallatin Street
 - ◊ 1st Place
 - ◊ Riggs Road
 - ◊ Path from Galloway Street to Gallatin Street
 - ◊ Train tracks
- Rehabilitate/maintain the underutilized lot at the southwestern corner of the intersection of Riggs Road and 1st Place

Buses

- Provide more bus stops along Riggs Road, including the intersection with Fort Totten Drive and North Capitol Street
- Provide bus shelters and trash cans at bus stops outside of immediate station site, especially
 - ◊ Along east and west side of 1st Place
 - ◊ North and south sides of Galloway Street

Wayfinding/Signage

- Provide improved signage to the Metro station, especially from:
 - ◊ Fort Totten Drive / Fort Totten Park
 - ◊ Riggs Road
 - ◊ South Dakota Avenue
 - ◊ Right Turn Only sign at Riggs Road and 1st Place (east bound)

Vehicles

- Provide more stop signs, especially at the intersection of Hamilton & 4th
- Enforce slower bus speeds at the station site
- Maintain road striping along 1st Place, including the intersection of Riggs Road and 1st Place
- Enforce traffic light at intersection of Riggs Road and 1st Place (provide visible signage that indicates to vehicles that they need to stop)
- Provide continuous maintenance of roads during winter
- Coordinate traffic signals at South Dakota Avenue and Kennedy Street with the signal at South Dakota Avenue and Riggs Road
- Provide traffic calming devices or enforcement to prevent speeding

Joint Development Preferences

- Development should not exceed three stories
- Development should be high quality and compatible with the look and feel of the existing community
- Encourage active use buildings along 1st Place
- Any potential future development should be sensitive to the community during the construction process (i.e.,

- construction hours, street cleaning, truck traffic, etc.)
- Provide incentives to attract the right kinds of businesses. These businesses include:
 - ◊ Local Neighborhood-serving Businesses
 - ◊ Medical Offices
 - ◊ Grocery Store
 - ◊ Dry Cleaners
 - ◊ Ice Cream Shop (Coldstone, Ben & Jerry's)
 - ◊ Drug Store
 - ◊ Bank
 - ◊ Restaurants
 - ◊ Health Club
 - ◊ Book Store
 - ◊ Community Center
 - ◊ Senior Center / Senior Housing
 - ◊ Recreation, e.g. Tennis Courts, Exercise Trail
- Discourage the following types of businesses:
 - ◊ Liquor Stores
 - ◊ Pawn Shops
 - ◊ Check Cashing
 - ◊ Fast Food
 - ◊ Payless Shoe Stores and similar discount stores
 - ◊ Night Clubs
 - ◊ Day Labor Centers
 - ◊ Adult Entertainment
 - ◊ Dog Parks

- Requested community benefits include:
 - ◊ Wi-fi areas
 - ◊ Green space
 - ◊ Reducing the sound pollution from the trains
 - ◊ Benefits to local schools
 - ◊ Benefits to Lamond Riggs Library
 - ◊ Traffic calming along 4th Street to mitigate cut through traffic to the Metro station

Appendix 3: ULI Technical Assistance Panel

To more fully understand the market and lender needs for a developer solicitation for the two joint development parcels at Fort Totten, Metro sought assistance from an Urban Land Institute (ULI) Technical Assistance Panel (TAP). Organized through ULI Washington, a district council, the TAP was intended to evaluate the viability of residential projects that do not include parking on a 1:1 basis, but rather offer 'mobility options' and/or reduced unit cost due to savings realized from decreased parking construction costs. Metro also sought the panel's advice regarding how it can capture the return on investment for implementing this and other 'sustainable' design elements as part

of a LEED-designed project, into a long term lease agreement.

The TAP was held on March 11-12, 2009 at the Metro Police Station near Fort Totten Metro Station. The one and one-half day session included:

- Tour of the study area
- Briefing that included a Briefing Book, presentations and discussions with Metro representatives and appropriate stakeholders
- Full day working session by the panel to develop recommendations
- Presentations of the panel's recommendations to the sponsor



Neighborhood residents and other stakeholders discuss concerns and goals for the station area with ULI Technical Assistance Panel members.

ULI and the Technical Assistance Panel Process

The Urban Land Institute (ULI) is a private, member-supported, nonprofit education and research organization. ULI facilitates the open exchange of ideas, information, and experience among local, national, and international industry leaders and policy makers who are dedicated to creating better communities. ULI's mission is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

ULI Washington carries out the ULI mission locally by sharing best practices, building consensus, and advancing solutions through its educational programs and community outreach initiatives. Drawing from its extensive membership base, ULI Washington conducts one and one-half day panels offering objective and responsible advice to local decision makers on a wide variety of land use and real estate issues ranging from site-specific projects to public policy questions.

The Technical Assistance Panel (TAP) program is intentionally flexible to provide a customized approach to specific land use and real estate issues. The findings and recommendations provided by the Panel are based on the collective expertise of the panel members, briefing materials, and information gleaned from the tour, stakeholder presentations, and roundtable discussions.

and its representatives (public and private)

During the work session the TAP reviewed the current conceptual plans for the two Metro parcels and other planned development in the Fort Totten area. As part of their deliberations, the TAP developed recommendations on ways to enhance the compatibility and synergy of these development projects and enhance pedestrian connections within the Fort Totten station area. Further, the TAP evaluated the market viability of providing "mobility options" for the future joint development project thereby reducing the parking requirements and associated costs for constructing parking. Finally, the panel identified shared parking opportunities for Metro's replacement parking, partnering with other developers in the Fort Totten area to meet the parking requirements in a more sustainable way.

Overview and Problem Statement

Though located outside the urban core, the Fort Totten Metro station's proximity to the downtowns of Washington, D.C. and Silver Spring offers the possibility for residents and businesses to conveniently access bustling city life. Further, current plans for the station area will add a significant amount of retail, commercial and residential development within easy walking distance of the rail station and one another. In addition to the two sites Metro has planned for joint development, other development either underway or on in the planning stage in the station area will fill out the north side of the station into a vibrant walkable station area, provided that good pedestrian connections are made throughout the site, leading to and from the station

and the commercial focal point at Riggs Road and South Dakota Avenue.

Metro is committed to creating and maintaining sustainable communities throughout the Washington Metropolitan region and it has set a goal to achieve LEED (Leadership in Energy & Environmental Design) ratings for its joint development program projects. Of particular focus for projects is the provision of parking in a transit-oriented environment. Typical parking requirements tend to favor a more auto-dominated suburban model. However, recent research suggests that transit-oriented developments perform differently than typical suburban models on measures such as traffic impact, transit ridership and vehicle ownership, and thus are capable of supporting lower parking ratios. Within the Fort Totten station area, two of the planned developments support parking ratios under 100%.

There are a number of factors and opportunities to decrease the need for automobiles for those living and working in this station area and make it a model for sustainable design. Outside major urban cores like Manhattan and San Francisco, parking ratios for current development tend to favor a more auto-dominated suburban model. In a mixed-use, transit-oriented development (TOD) environment, such ratios likely overstate the need for parking rather than addressing the notion of mobility. Recent Transit Cooperative Research Program (TCRP) sponsored research suggests that trip-making in TODs functions differently than in suburban development counterparts and point toward an opportunity to redefine the amenities a developer might offer its prospective clients in terms of mobility rather than parking.

The question is, will the market respond to a development that offers parking with only half, or even none of its units, and instead offers a) a lower housing cost, and b) ‘mobility’ options? If so, what is the appropriate mix of options – cost and mobility - and design elements that enhance the marketability of such a project? Additionally, will lenders view this type of project as stable enough to support? On the implementation side, how can Metro recoup savings from lowered operating costs resulting from up front expenditures for energy efficiency and other LEED elements?

The following questions were to be addressed by the Panel:

Market Potential

- What is the market viability of a project with reduced parking?
- How much can Metro reduce parking if other mobility options are offered and costs to owners and/or renters are reduced?
- What is the proper mix of these options?
- What are lender concerns with a reduced parking project and how should Metro address them?

Planning & Design

- Comment on and review of current design for two remaining Metro parcels; specifically on Metro parking replacement scenarios.
- Comment on design for station area.
- What connecting design elements must be in place in the station area to enhance attractiveness of development with limited parking?

Implementation

- Can the panel provide a recommendation for structuring a Request for Qualifications

(RFQ) that will attract qualified developers willing to “think outside the car”?

- Recommend a methodology for incorporating the value of lower long term operating costs resulting from higher up front capital costs for LEED design into the long term lease.

Market Potential

In order to evaluate the redevelopment prospects for the two Metro - owned parcels immediately west and east of the Metrorail station, the panel first toured the surrounding area, taking note of the existing neighborhoods, streetscape, parklands, adjacent uses, and other characteristics, and studying the several redevelopment projects—both proposed and underway—in the vicinity. From this process, the panel identified a number of strengths and challenges for both the Metro sites and the surrounding area.

The panel determined that capitalizing upon the strengths and avoiding an exacerbation of the challenges listed below will require all interested parties and stakeholders to work together with a common vision, thereby creating a whole that can truly be greater than the sum of its parts, and fostering a distinctive identity for Fort Totten. The necessary stakeholders include, but are not limited to: Metro, surrounding neighborhoods and large landowners (including the Cafritz Foundation, Clark Realty Capital, Lowe Enterprises, and K. Hovnanian), the District of Columbia Office of Planning (DCOP), District Department of Transportation (DDOT), and the U.S. National Park Service (NPS).

Strengths and Challenges

Given the confluence of characteristics listed below, there is a truly remarkable opportunity to create a cohesive whole that fulfills the objectives of all the stakeholders and provides important benefits to the entire D.C. Metropolitan region. However, this opportunity comes with a heavy responsibility as well, as a merely mediocre result will be judged harshly by both current residents and future generations.

Strengths

- Multi-modal transfer point for bus and three Metrorail lines. Among the assumptions upon which the panel based its recommendations is that demand for an urban, transit-oriented lifestyle will continue to increase, particularly in areas such as the D.C. region that are well-served by transit. Moreover, those seeking lower housing costs in the D.C. region who move farther out often find that added transportation costs to and from far-flung housing and employment areas erode any housing savings, further increasing the incentive to live and work near transit. As such, Fort Totten’s importance as a transfer station, with easy access to Downtown—and, perhaps even more importantly, to other regional activity centers, as discussed next—cannot be overstated.
- Proximate to regional activity centers. As the only Metro transfer station serving three Metrorail lines outside of Downtown, Fort Totten offers a unique opportunity as a feeder to outbound regional activity centers, including Silver Spring and College Park. This is

especially relevant given the fact that an important goal of Metro’s Joint Development Program is to “attract new riders to the transit system—particularly riders who will use underutilized transit capacity in outbound directions and in off-peak time periods—by fostering commercial development projects on Metro-owned or controlled land and on private properties adjacent to or in the vicinity of Metro stations.

- Stable residential community with higher than average homeownership rates. As demonstrated by the participation of neighboring community members in the panel process, and in prior planning processes conducted by Metro, DCOP and other entities, Fort Totten is surrounded by active, engaged, and invested citizens. As long-time residents, they are more likely to view matters with the long term perspective and patience that is needed, and can provide important and informed input into the area’s redevelopment.
- Consolidated ownership of redevelopment parcels. Unlike many situations, where numerous owners make it far more difficult to assemble the large land parcels necessary for quality redevelopment projects, the redevelopment parcels surrounding the station are largely consolidated in a small number of ownership groups. The fact that these groups are well-respected, experienced developers with deep local ties promises a far greater likelihood that they will be willing to look beyond their own property lines to see the big picture, and thus work together with each other, Metro, the surrounding community,

and other stakeholders to ensure a mutually beneficial outcome. A critical assumption is that the governmental entities responsible for approving development here will foster the flexibility and cooperation needed, through transfer of development rights (TDRs), reduced setbacks, and other similar tools.

- Extensive tree canopy and greenery. The presence of parkland and extensive green space should serve as a highly beneficial amenity, although as is detailed in other sections of the report, that is not currently the case, due to the underutilization and inaccessibility of these assets.
- Recently updated DC Area Development Plan, based upon extensive community input. DCOP has recently released their draft Area Development Plan for the area surrounding the Riggs Road/South Dakota Avenue intersection, establishing a comprehensive vision for the area, identifying numerous redevelopment opportunity sites, and detailing much-needed public actions and investments needed to improve the public realm and promote connectivity. Most importantly, this plan culminated through a lengthy community engagement process, ensuring that the plan responds to the needs of both existing and future residents.
- Key node of future Metropolitan Branch Trail (MBT). The MBT, once completed, will include 8 miles of bicycle and pedestrian paths, connecting Silver Spring to Downtown DC through Fort Totten, and will also provide access to the Capital Crescent Trail and the East Coast Greenway. As such, it will further improve Fort Totten’s accessibility via multiple modes

of transportation, and thus its desirability as a destination for living, working, and recreating.

- Active interest in area by development community. As noted previously, several large-scale redevelopment projects are currently proposed or underway, evidencing the market potential seen in the area by sophisticated developers.
- Attractively-priced residential opportunities. Both in terms of the for-sale and rental market, this area and its residents find themselves in a relatively unique situation, where a close-in neighborhood that is well-served by transit is nonetheless relatively affordable. Maintaining this healthy diversity of housing options was an important consideration for the panel.

Challenges

While the area offers a significant number of opportunities for revitalization, it is also currently constrained by a lack of existing neighborhood retail and services, poor connectivity and limited walkability, incompatible adjacent land uses, and a failure to capitalize on what should be some of the area’s strongest assets - to such an extent that they actually function as detriments. Many of these issues have already been identified and well-documented by others, including the community, Metro, DDOT and DCOP, in both the draft Station Area Planning Study and draft Area Development Plan, respectively; in those instances, the issue is only briefly discussed below, with the panel adding yet another voice to the call for remediation.

- Need for improved neighborhood services and retail. As has been

voiced by community members and was immediately apparent to the panel, there is a severe lack of neighborhood services and retail, both at the station itself and in the surrounding area. Given the identification of this unmet demand by the numerous redevelopment projects proposed and underway, however, it would appear that this issue is being addressed, at least in the surrounding area. In order to ensure that these retail projects are accessible and complementary, and in order to facilitate successful retail near the station itself, additional steps must be taken, as outlined in the planning and design section of this report.

- Disjointed street and pedestrian network; lack of accessibility and connectivity. The lack of connectivity within the entire area and the disincentive this provides to anyone seeking to make a safe and efficient walking trip can be perceived immediately. This is not a merely aesthetic issue, as the lack of connectivity throughout the area inhibits access to the Metro station, especially by walking, thereby preventing the station from achieving its maximum ridership and encouraging those who do use the station to drive there and park, as demonstrated by Metro survey data showing that the majority of those driving to the station are coming from within a 2 mile radius.
- National Park Service lands inhibit connectivity, without providing community benefit. An important corollary to the disjointed street and sidewalk network is the fact that NPS lands near the station, which one would assume would serve as a welcome amenity to any

neighborhood, instead currently act as a detriment, forming a significant barrier to the station due to their lack of organized, easily-identifiable, maintained, and well-lighted pathways, or any other form of activation.

“Desire paths” formed by residents seeking to access the station were apparent throughout the parks, clearly demonstrating the need for proper pathways. Rather than forming an intimidating barrier to the station, these parklands should provide a welcoming gateway to it and readily accessible green space for residents.

- Surrounding industrial uses are not highest and best use for Metro site; form barriers to redevelopment and encroach upon residential. Although the panel respectfully noted the August 2006 District of Columbia Industrial Land Use Study, citing the importance of industrial areas to the District’s economy, the panel disagreed that such uses are the highest and best uses for areas in such close proximity to the Fort Totten Metro station, and would recommend an eventual land use change, particularly for the areas to the south of the station, currently occupied by the cement plant and the salt dome.
- Metro station largely hidden. Due to the two factors cited above, and despite the fact that Fort Totten is indeed an elevated station, it is difficult to find unless one arrives there via Metrorail or Metrobus.
- Identity of neighborhood not clearly defined. As noted by residents who spoke with the panel, the area surrounding the Fort Totten Metro Station does not currently have a clearly-defined identity. The redevelopment of large parts

of the area provides a unique opportunity to create a more coherent identity that would inure to the benefit of all, but doing so will require significant cooperation.

It is only within the context of the larger area’s characteristics, as discussed above, that the market potential for the two Metro-owned parcels can truly be considered; more importantly, it is only by taking a holistic approach to all the redevelopment sites that the full market potential for the Metro-owned sites, as well as the potential of the other sites, can be fully realized.

Ability to finance projects with reduced parking

In specifically addressing the questions presented to the panel regarding the ability to finance and market viability of projects with reduced parking, the panel concluded the following:

- Parking ratios of between 0.5 to 0.75 spaces per unit are realistic for this site based on comparable projects. One of the primary charges of the panel was to determine what the financial and market viability would be—within the context detailed above—of joint development projects on the Metro-owned parcels that would provide reduced parking ratios. In addressing these questions, the panel took a long term view, assuming a normalized financing climate and a fifteen-year development horizon. Working within these assumptions, the panel pointed to data from other urban, Metro-accessible sites indicating a need for between only 0.5 and .75 parking spaces/dwelling unit. In order to attract

lenders to finance a multi-family project that is parked at 0.5, solid data from comparable projects would need to be provided demonstrating that occupancy wouldn't be impacted due to lack of parking. Based on its cursory analysis, the panel was able to identify at least 2 comparable projects, including the Bennington in Silver Spring, which provides for 0.6 spaces per unit—but which is currently evidencing an actual use of only 0.5 spaces per unit—and Park Triangle in Columbia Heights, which has a parking ratio of 0.5 spaces per unit. Granted, the two projects cited above are located in areas that provide greater access to retail and other amenities within walking distance than what is currently available at Fort Totten. However, the recently-completed Fort Totten Station joint-development project between Metro and Clark Realty Capital is actually leasing up at a figure closer to 0.5 spaces per unit, despite the project's provision of parking on a 1:1 basis.

- Need to focus on smaller, more affordable units. The panel discovered from Fort Totten Station leasing record that the studios and 1-bedroom units are significantly out-performing the larger units. This comports with the panel's findings regarding the market potential of the area: despite some market analyses calling for multi-family projects with Floor Area Ratios (FAR) of up to 5.0 and units ranging from 1,000-1,500 sq. ft., this forecasted potential is not realistic, as FARs in that range would require steel and concrete construction, currently necessitating rents between \$2.80-\$3.00/sq. ft. in order to be viable. In the panel's

estimation, the Fort Totten market will only support rents within the range of \$1.60/sq. ft., which would require wood-frame construction over a concrete parking podium, or possibly wrapping a free-standing concrete parking deck (a so-called "Texas Doughnut"). In the Planning & Design section that follows, the panel illustrates what such a project could look like.

Providing mobility options to reduce parking demand

- Car-sharing, formation of a Parking Management District, and biking are all important mobility options. The panel heavily stressed the importance of widespread provision and promotion of car-sharing services throughout the site. Although Metro inquired about the possibility of a multifamily building's management owning and maintaining a certain number of cars for residents' use, the panel concluded that few if any management companies would wish to take on this expense and responsibility, particularly when several private companies have already developed such an efficient model for providing this service. The panel recommended using multiple car-sharing companies, including Zipcar and Connect by Hertz, and providing highly-visible, reserved on-street parking for them. As discussed in greater detail in the following Planning & Design section, the panel also recommended the formation of a parking management district, as such a district would enable the hiring of a parking manager who could work to promote maximum use of alternative mobility options by:

organizing carpools, ensuring sufficient availability of shared cars, seeking out and publicizing other activities that reduce car and parking space needs, and ensuring the protection of the surrounding neighborhoods from potential intrusion. As cited in the section on the area's strengths, the panel also believes that the connection to the Metropolitan Branch Trail at Fort Totten will provide an important additional mobility option for those wishing to live near the station without a car. The panel recommends locating a SmartBike facility at the site to further encourage use of the trail.

- Creating greater connectivity and access to new retail and other amenities is essential. To the extent that a well-connected, walkable, amenity-rich community can be developed around the Fort Totten Metro Station, required parking ratios can be driven down for all the projects in the redevelopment area. Moreover, since fewer parking lots and structures can also improve walkability and connectivity, a virtual cycle of sorts can be created as a result. The demand for greater retail in the area around Fort Totten does exist and is being responded to by the various redevelopment plans. However, without cooperative efforts among the various property owners within the redevelopment areas, the current lack of connectivity and visibility could in fact be worsened, to the detriment of all. The panel therefore spent a considerable amount of time exploring means to provide greater connectivity throughout the site, including alternative scenarios for implementing a comprehensive parking strategy.

Planning & Design

The panel's recommendations regarding planning and design for the two parcels in question, as well as suggested connectivity improvements for the surrounding area, are best presented and understood via the illustrations presented in this section.

In looking at the larger area of redevelopment around the Metro station, the panel demarcated both the current opportunity area and those areas showing future potential for more growth. The panel noted several challenges, including an immense amount of grade and the fact that the park is a connectivity barrier; the park has heretofore been treated as a monolith, when in actuality there are parts of the park that should have a more urban character and be part of the neighborhood, with other parts that should segue into a more rural feel.

Another site challenge is that some of the landowners, due to the size of their parcels, could end up further inhibiting connectivity if they do not work together. Thus, the panel looked at ways to better connect both north to south and east to west.

Current plans indicate that some of the developers have considered how connectivity can be improved to the east, but connections to the north and south remain limited. To address this issue, the panel strongly feels that the NPS needs to be brought to the table to provide pedestrian connections to the current neighborhood to the south and to potentially new neighborhoods, as well as new vehicular connections, so everyone won't have to go out on South Dakota Avenue to access the site and enjoy the amenities that will come later. As evidenced by the current desire paths, a landscape plan that recognizes the



Figure 44: Station Area Framework Diagram

true function of this kind of park and where it sits amidst the urbanity of DC needs to be implemented. The panel also delineated where an additional connection to the north could provide a new access point and greater visibility to both the station and the entire redevelopment area. Members of the panel cited the advantages of imposing a grid framework of internal streets over the

entire site, as a grid would disperse traffic by providing choices, while also creating walkable pedestrian streets and non-auto-oriented retail opportunities.

Zooming in to the redevelopment area immediately surrounding the station provides a clearer depiction of some of the panel's primary recommendations. Among these are:

- Providing parallel parking throughout the site. If all the street systems were re-planned to provide parallel parking, anywhere between 250-325 spaces could be created. This would not only account for the majority of the spaces currently provided in the existing Metro lots, but would also provide convenient and highly-visible additional parking for projects throughout the redevelopment area. A sophisticated metering system could be used, by which those spaces closest to the station could charge the highest rates and allow the shortest amount of time for kiss-and-ride and other users, while spaces farther away could allow for all-day parking. The use of parallel parking is also good urban design, in that it allows for pedestrians to feel safer walking along the sidewalk with a row of cars serving as

protection between them and the street.

- Relocating bus drop-off to western Metro parcel. Relocating the bus drop-off area to the west of the station preserves the same amount of bus bay capacity while correcting several inefficient land uses, such as the wide—and unpleasant to walk across—area currently necessitated for bus traffic underneath the Metrorail tracks. This would also open up a sufficient amount of land to add in an 18,000 sq. ft. building for office/retail at the station, as well as four plazas, and makes the eastern Metro site far easier to configure a building on.
- Encouraging the Cafritz Foundation to reconsider several aspects of their proposal. While being careful to not alter the program of the submitted Cafritz Planned Unit Development (PUD) plan, the panel did feel that the current plan is over parked, especially with the added

provision of parallel parking, and that both their project and the area as a whole could benefit from several revisions depicted in the illustration above, perhaps the most important of which being the additional street connection tying in to Riggs on the north.

Taking an even closer look at the two Metro parcels themselves, the panel sees the potential program for three new buildings, including a four-story wood-frame multifamily building to the west with 356 units over a podium for 178 parking spaces; the previously-mentioned 18,000 sq. ft office/retail building; and, to the east, either a five-story, wood-frame 244-unit multifamily building over 1 floor of podium parking, parked at a .75 space per unit ratio with 183 parking spaces, or a four-story, 195-unit building over 2 floors of podium parking, allowing for residential parking as well as upwards of 200 additional parking spaces for Metro.



Figure 45: District Design Strategy

Included in the eastern building would be space for almost 20,000 sq. ft. of retail, for which the panel both saw sufficient demand and a possible benefit to the currently-existing—and vacant—retail space across the street, due to the fact that retail prefers to be across the street from other retail and to have a sense of enclosure.

Finally, the illustration above depicts new connections, both pedestrian and vehicular, to the station from the south, providing a new route to both the existing neighborhood there and to the area of potential new development discussed previously.

Implementation

Key Findings

As a threshold issue, the panel recommended an RFQ that combines the west and east sites, as well as the additional connections outlined in the panel’s illustrations, such that the

same developer undertakes the entire project. The panel also stressed the need for a clear statement of Metro’s and the community’s goals for the development, including performance standards for what is expected of developers. The panel noted that although a participating ground lease could further limit the universe of respondents, it would allow for a greater sharing of risk and everyone working together to maximize returns.

The panel carefully considered the many parking objectives: ensuring sufficient parking for new projects to attract financing and be viable; providing spaces for commuters; and protecting the surrounding neighborhoods from intrusion; while at the same time preventing an over-parking situation which would needlessly hinder walkability and raise costs, siphoning resources away that could be used for far more worthwhile goals, such as keeping rental costs down and providing

additional amenities. Indeed, the folly of over-parking in transit-oriented developments has been witnessed in projects such as Columbia Heights, where parking capacity far exceeds demand. The panel believes that these objectives are accomplished through the parking management strategies detailed above, and through the introduction of a parking permit system for the surrounding neighborhoods which would prevent any encroachment of parking in to their streets.

However, in order to further allay any concerns about sufficient parking and to possibly “prime the pump” for the redevelopment projects, the panel also explored the possibility of a public, shared parking garage financed by a parking tax district for the entire redevelopment area bounded by South Dakota and Riggs, as has been so successful in Silver Spring and Bethesda. In addition to these two examples, there is ample precedent in urban settings for shared

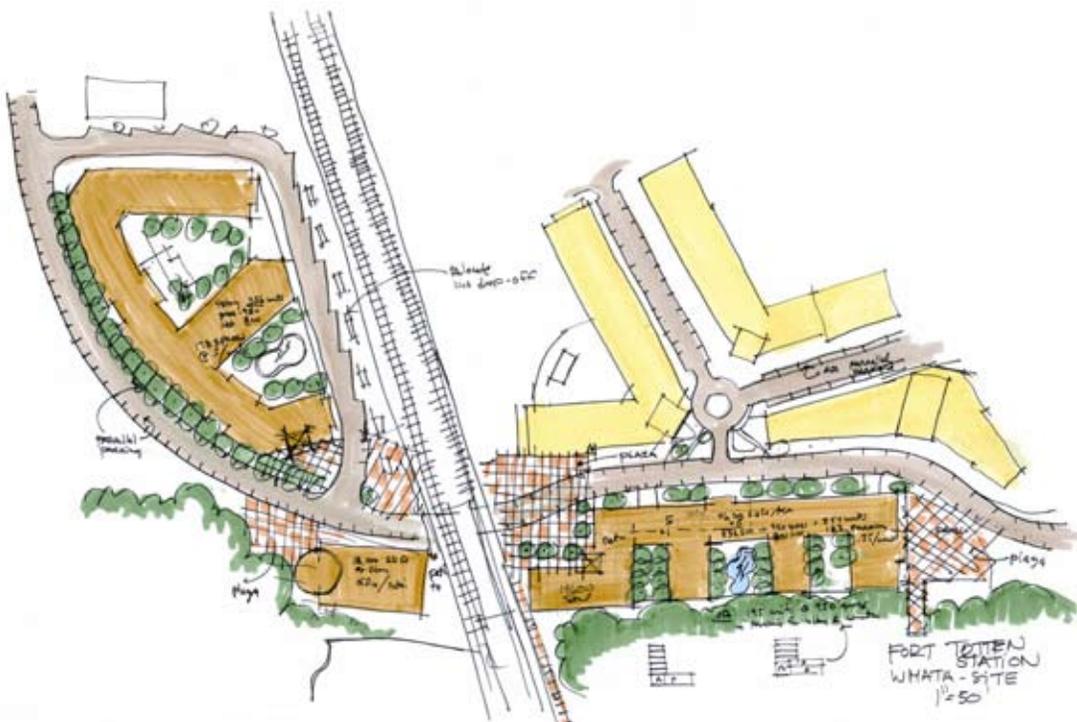


Figure 46: Joint Development Concept

parking; the key is to demonstrate that parking is available for residents via an easement right to use it and placement of the facility within a reasonable walk. Because the panel did not recommend that such a garage be placed on either of the Metro parcels, buy-in for the idea and cooperation among the surrounding landowners would be essential to its implementation.

Significant benefits could accrue to all from cooperating in such a manner, including the reduced financing costs for construction provided by bond financing and the ability to maximize parking efficiency due to the different peak periods of use for the different product types, thereby allowing for shared-use parking, reducing the necessary parking overages that would otherwise need to be factored in for each individual project. A cursory analysis of such a parking tax district, including costs, benefits, and participants, is sketched out in Table 8.

Finally, close to 90% of costs could be recovered from the operation of the garage, providing revenues that could partially subsidize other mobility options and creative techniques to reduce the amount of parking needed at sites, while at the same time keeping the net costs to property owners very low.

Developer Solicitation Recommendations

As a culmination of the above, the panel was asked to provide a recommendation for structuring an RFQ that will attract qualified developers willing to “think outside the car,” and to recommend a methodology for incorporating the value of lower long term operating costs resulting from higher up-front capital costs for LEED-design—an

Table 8: Analysis of Parking Tax District

Hypothetical shared parking size		1,000 spaces
Cost to build		\$20,000 per space
Cost of shared garage		\$20,000,000
Municipal bond proceeds to finance garage		\$20,000,000
Annual debt service for bonds:		
Interest rate	3.50%	
Amortization	1.89% (30 year)	
Pay rate on bonds	5.39%	\$1,078,000
Annual Cost/Space		\$1,078
Total acreage of participating development opportunities:		
Clark – Fort Totten Station		
Cafritz – Art Place & Market		
Metro – Fort Totten West		
Approximate Total Acreage*		24 acres
Annual Assessed Tax per Acre		\$44,917
Annual Assess Tax per Square Foot of Development Potential (approx. 2.525 million GSF)		\$ 0.44
Garage Operating Revenue:		
Assumed Daily Rate	\$4.00	
5 days/week, 52 weeks/year	260 days per year	
Annual Gross Revenue		\$ 1,040
Assumed Annual Operating Expenses		(\$156) (@ 15%)
Net Income from Garage Operations		\$ 884

important component of which is to provide mobility options—into the long term lease.

The first and most basic recommendation by the panel is that any Metro RFQ should combine both the west and east sites, as well as the additional connections outlined in the panel’s illustrations, such that the same developer undertakes the entire project, allowing for a unity of vision and for greater flexibility to accomplish it.

Underlying the process also needs to be a clear statement of Metro’s and the community’s goals for the development, including performance standards for what is expected of developers. The panel cautioned that a balancing act is involved: if the RFQ

is overly-prescriptive, it can limit creativity and the universe of those interested in responding.

The scoring process should favor proposals that:

- (1) Offer more creative or efficient parking solutions, including lower ratios, more advanced parking systems,
- (2) Create a strong sense of place around the station,
- (3) Maximize project density within the constraints of the market, and
- (4) Demonstrate the developer’s experience in these types of projects.

Regarding how Metro could share in savings of reduced parking requirements and LEED building, the panel noted that an outright

sale or ground-lease would require estimating this upfront; quantifying all of these factors at a project's inception would be difficult and require protracted negotiations, with the developer wanting to err on side of being conservative in figuring these savings. A participating ground lease, meanwhile, could further limit the universe of respondents, but would allow for a greater sharing of risk and everyone working together to maximize returns.

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