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D.C. UNITED

AERIAL VIEW LOOKING NORTHEAST

TRANSPORTATION MANAGEMENT PLAN

D.C. UNITED STADIUM

WASHINGTON, DC



DRAFT

POPULOUS



D.C. UNITED

INTERIOR SEATING BOWL VIEW

September 23, 2014

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EXECUTIVE SUMMARY

The following report is a Transportation Management Plan (TMP) for the proposed DC United Stadium in the Buzzard Point neighborhood of Washington, D.C. This TMP was prepared in coordination with a partnership between the District of Columbia government, including the DC Department of Transportation (DDOT), and the ownership of the DC United professional soccer club.

This TMP document is a planning-level report that summarizes the travel characteristics of Stadium patrons, reviews comparable stadiums, and outlines recommendations for each mode of transportation for accommodating game-day transportation needs. Building upon the detailed Transportation Impact Analysis (TIA) sections of the Environmental Mitigation Study (EMS), this TMP is intended to be the **strategic plan** that guides transportation strategies and is the work product that subsequent transportation efforts and actions will follow. Specifically, the TMP will help shape the subsequent Transportation Operations Plan (TOP), as described in the Introduction section of this document.

This report is written assuming that the new DC United Stadium will accommodate 20,000 patrons, although the Stadium has yet to be designed, and that the Stadium begins operations in the Spring of 2017, in time for the Major League Soccer (MLS) season. Overall, this study aims to provide all patrons with a positive game-day experience by minimizing vehicular impacts, promoting transit as an attractive mode of transportation, and providing a safe and efficient bike and pedestrian environment, all while minimizing the impacts to surrounding neighborhoods and commuter traffic.

The strategies and recommendations contained in this TMP demonstrate that the Stadium can be a transit-friendly venue in a walkable neighborhood and have a **quality transportation experience on game days** without significant negative impacts.

Stadium Site

The Buzzard Point site is well served by the regional transportation network, although some concerns will need to be addressed to ensure a high quality game-day experience. A summary of the TMP's site review is as follows:

- Buzzard Point has quality regional connectivity through the Metrorail stations and nearby highways.

- The current and former industrial areas of Buzzard Point where the Stadium site is located have been targeted for high density, mixed-use redevelopment for years by Federal and District planning agencies. The areas across South Capitol Street are already experiencing this revitalization via Nationals Park, USDOT Headquarters, The Yards, and other developments on former industrial parcels.
- Setting a stadium in Buzzard Point can help spread this new mixed-use, waterfront neighborhood across South Capitol Street. The Stadium will be connected to that higher density neighborhood, instead of being part of the residential blocks to the north of the site, or Fort McNair to the west.
- By bringing regular visitors to Buzzard Point, the stadium can help accelerate the development of the neighborhood, helping to attract planned high-density, mixed-use development sooner rather than later.
- The new development in the Buzzard Point area will create greater demand for increased transit services, including enhanced Circulator bus service or streetcar service.
- The new Stadium is set in an urban area and thus can share nearby office building parking, and take advantage of the transportation network that's already designed to move a significant amount of commuters to and from the area. There is a substantial supply of parking spaces located in the Navy Yard area used by patrons of Nationals Park that may also be used by soccer patrons when events do not overlap.
- The Navy Yard Metrorail station has already been upgraded to handle game-day transit volumes. The DC-area public is already familiar with getting to Nationals Park; thus a similar pattern of arrival and departure should help acclimatize the public to the new Stadium. Also, having similar transportation travel patterns between the two facilities would help bring people to restaurants and bars that service both Nationals Park and the DC United Stadium.
- Although there will be transportation-related impacts as a result of the new stadium, these impacts can primarily be mitigated through operational plans. In addition, Nationals Park has also shown that sports events can be accommodated in the area without causing significant negative impacts to the neighborhood.



Previous Studies

The District Department of Transportation (DDOT) has already completed or is currently preparing several studies that analyze planned initiatives to improve Buzzard Point (including infrastructure that was planned prior to the decision to place the stadium there), as well as the impacts of special events along the waterfront. The following summarizes these studies:

- South Capitol Street FEIS

The South Capitol Street and Frederick Douglass Bridge projects incorporate several new features: A new bridge to replace the existing Frederick Douglass Bridge, a proposed traffic oval at the intersection of South Capitol Street and Potomac Avenue, and the replacement of the interchange of South Capitol Street and M Street with a traditional at-grade intersection are planned. These improvements will improve the overall vehicular operations of the corridor while creating safer and more extensive bicycle and pedestrian connections. Construction is expected to be complete no earlier than 2018, after the inaugural DC United season.

- North-South Streetcar

The District's streetcar plan, discussed in DC's *Transit Future System Plan* (DDOT, April 2010), includes two planned lines that terminate at Buzzard Point: (1) The North-South line, from Silver Spring/Takoma to Buzzard Point, and (2) The Anacostia line, from historic Anacostia to Buzzard Point. Currently the corridors are preliminary, and the routing to Buzzard Point is not finalized, but both lines are expected to be complete no earlier than 2020.

- SE/SW Special Events Study

The District recently completed the *SE/SW Special Events Study* (DDOT, 2014), which reviewed the long-term impacts of the new soccer stadium in conjunction with other large event venues for the year 2035. As it was a long-term study, it assumed completion of the streetcar lines with a stop in Buzzard Point. In addition, it included the planned improvements along South Capitol Street and M Street. In short, the study found that when there are simultaneous events on weeknights at all venues, the roadway and transit systems will be over capacity. However, when events occur individually they will generate a manageable amount of transportation

activity with use of Traffic Control Officers (TCOs) stationed at critical intersections.

Although the *SE/SW Special Events Study* evaluated the Stadium with consideration of long-term infrastructure improvements, this study finds that they are not essential to provide a successful game day experience. When their construction is complete they will add to the already quality transportation network available.

DC United Transportation Demand

Several features of DC United games help reduce traffic impacts relative to Washington Nationals' games. The report contains a review of mode split at existing games at RFK Stadium and projects mode split and assumptions on transportation demand at the new Stadium.

- The MLS regular season typically lasts from March to November, with the majority of games occurring during the summer months, where there is traditionally less traffic demand.
- The majority of games in the 2014 DC United schedule occurred on weekends (75%).
- DC United games have a very predictable end time of 2-hours after kick-off, unlike Nationals' games. This aids in post-game traffic operations planning and staging and ensures that transit will always be a viable option post-game.

Recommendations

There are two general strategies that apply across the entire TMP: (1) to take advantage of existing transportation resources and (2) to disperse the transportation demand. These two strategies are inherent in accommodating any major transportation demand generator. In essence, they represent two major benefits of locating a stadium in an urban setting.

The TMP report includes detailed descriptions of the pros and cons of each mode of travel and provides recommended strategies that are broken down into infrastructure, operations and marketing categories. The changes and mitigations discussed will require close coordination with and approval by DDOT, the Metropolitan Police Department (MPD), and other pertinent agencies. Highlights for each mode include the following:



Parking

- There is enough existing parking within walking distance of the Stadium (off-street and non-residential on-street spaces) to serve all projected vehicular traffic traveling to the Stadium on game days.
- Operational agreements between DC United and parking providers will be formalized prior to the stadium opening to ensure the availability of existing spaces.
- In order to help disperse traffic demand, a limited amount of parking should be provided on Buzzard Point near the Stadium, which will help increase the amount of parking within a short walk of the Stadium, ensure that smaller events have an independent parking supply, and provide a source for ADA and carpool/HOV parking.
- On-street parking in residential areas will be protected to ensure that the surrounding neighborhood is not negatively impacted due to development of the Stadium. Residential Permit Parking (RPP) spaces will be advertised as restricted during game days and enforced through the use of towing/ticketing and establishing temporary barricades during games.
- Non-residential on-street parking should be converted to multi-space meters. Parking rates can be increased on game days and the use of multi-space meters provides a higher parking capacity along each block.

Vehicle Routing/Traffic

- Patrons driving to and from the Stadium will utilize the many regional connections to reach their parking destination. Generally, the routing strategy for vehicles, once they have exited the regional roadways (I-395, I-295, etc.) includes utilizing the existing roadways near Nationals Park (Potomac Avenue SE and 1st Street SE), as well as M Street SE/SW. The most important vehicular recommendation is to encourage the use of these preferred routes to intercept drivers at the edges of the study area whenever possible and direct them to the nearest parking zones.
- High-priority infrastructure and operations recommendations include installing permanent and temporary way-finding signage, employing traffic control officers (TCOs) at key intersections before and after games, and placing temporary traffic barriers

(such as cones or Jersey barriers) to control traffic flow.

- High priority marketing recommendations primarily consist of distributing routing information and maps of parking locations to ticket purchasers.
- Additional recommendations include a more detailed engineering study of the circulation of traffic on the roadways surrounding the Stadium, exploring later kick-off times to de-conflict with the weeknight peak hour traffic, and coordinating with local establishments near the Stadium to offer game-day entertainment and/or special promotions, both before and after games to disperse the vehicular demand.

Transit

- Stadium patrons will be encouraged to use public transit, primarily Metrorail service, to reach a stadium event.
- The Navy Yard Metro station will be emphasized for use during game days. It is already equipped for game-day transit capacity, it provides a better perceived walking route to the Stadium due to the prevalence of bars, restaurants, and Nationals Park, and it is located in a non-residential area.
- Although future transit options, such as enhanced Circulator, Streetcar or expanded bus service, will provide service to a wider area of the DC metropolitan area, Metrorail will continue to act as the primary transit option due to short headways and the high capacity of each train.
- Transit will be heavily promoted as a travel option through marketing efforts on the DC United website, specific Stadium-branding within the Metro system, and by providing transit subsidies to season ticket holders equal to in value to the parking subsidy typically provided.

Pedestrian

- The DC United Stadium will be served by a comprehensive network of pedestrian facilities; the majority of the streets in the study area will have adequate sidewalks, planted buffers between sidewalks and the curb, and on-street parking that provides an additional buffer between pedestrians and vehicular traffic. Pedestrian activity within the study area generally occurs along transit access routes, in the vicinity of transit stops, at commercial nodes along



M Street, and between residential neighborhoods and transit and commercial nodes.

- Pedestrians walking to and from the Stadium will primarily be traveling in between the site and the Navy Yard Metrorail Station, in between the site and the parking zones, and in between the site and the Waterfront Metrorail Station. A small number of trips generated by the Stadium will be walking-only trips.
- The most significant pedestrian concern for game-day traffic will be crossing South Capitol Street at P Street and Potomac Avenue. Preliminary recommendations to handle pedestrian crossings at these locations are presented in the report.
- High-priority infrastructure and operations recommendations include installing permanent and temporary pedestrian-oriented way-finding signage on the roadways near the Stadium, employing traffic control officers (TCOs) at key intersections before and after games, and placing temporary traffic barriers (such as cones or Jersey barriers) to control the vehicular flow and ensure the separation of vehicles and pedestrians.
- High priority marketing recommendations primarily consist of distributing routing information and maps of walking routes to ticket purchasers.
- Additional recommendations include improving the pedestrian environment to reduce the perceived walk-time and create a “sense of place” along walking routes.

Bicycle

- The new DC United Stadium has the potential to be the most bicycle-friendly venue in MLS.
- Bicycle accommodations at the Stadium will include many of the elements currently realized at Nationals Park including an ample amount of bicycle parking and bike valet service.
- There are multiple high quality bicycle facilities that provide access to the Stadium including 4th Street SW and 4th/6th Street NE/SE.
- At least one Capital Bikeshare station should be located in Buzzard Point, with one adjacent to the site. The possibility of using a bike corral at the nearest station should be considered to account for overflow during highly attended events.
- Bicycling will be heavily promoted as an alternative travel option by marketing bicycle routing and parking

information on the DC United website and providing bicycle subsidies to season-ticket holders that are equal in value to parking subsidies that are offered.

Next Steps/Implementation

The first step towards implementing the recommendations contained in this TMP will be to review and confirm the strategies and recommendations through coordination with the District government, DC United, and other stakeholders, and incorporating the results and findings from the Stadium Environmental Mitigation Study (EMS). The transportation section of the EMS contains a detailed technical review of intersection capacity, as well as impacts to other modes of travel on game days. It is intended to identify the amount of additional transportation activity expected during game-days and recommends mitigation measures to alleviate concerns.

Next, the infrastructure-based recommendations need to be implemented as they take the longest time to implement. This includes DDOT and DC United coordinating plans for enhanced transit service (including Circulator buses and streetcar), reviewing designs for the South Capitol Street Bridge and Oval to identify refinements needed to accommodate the new Stadium, and DC United working with its Stadium design team to incorporate the transportation-related recommendations.

The final step is to implement the operations and marketing recommendations. This typically occurs during the year leading up to opening day, resulting in a marketing plan from DC United, and a Transportation Operations Plan (TOP) assembled by several stakeholders that details game-day operations. The TOP will be based on the strategies presented in this TMP report, refined into detailed pre- and post-game operational plans, and serve as a “how to” manual for event day actions and responsibilities. As future projects and developments such as the South Capitol Street improvements are completed and future transit service is added, the TOP will be revised to reflect the changes to the area. In addition, transportation operations at the new Stadium will be monitored over the first several seasons and changes will be made to the TOP based on these findings.