



## Information Presentation

Commission Meeting: May 7, 2020

---

**PROJECT****Burnham Place at Union Station**

150 H Street, NE  
Washington, DC

**NCPC FILE NUMBER**

8155

**NCPC MAP FILE NUMBER**

1.11(00.00)45082

**SUBMITTED BY**

National Capital Planning Commission

**PRESENTER**

Matthew Flis  
Akridge

---

Washington Union Station is located at the confluence of Massachusetts, Louisiana and Delaware Avenues, NE, just north of the US Capitol and National Mall. Designed by Daniel Burnham, a member of the McMillan Commission, Union Station was completed in 1908. The site today includes the historic station and the bus facility and parking garage which are located on federal land, and maintained by the Union Station Redevelopment Corporation (USRC). In January 2019, the Commission provided comments on proposed plans for the Washington Union Station Expansion Project. The project seeks to expand and modernize the multimodal transportation facilities at Washington Union Station. It considers the expected increase in rail traffic throughout the northeast due to future expansion and growth through 2040.

Air rights located east of the parking garage and north of the station are owned by Akridge, a private developer. The air rights were created as a result of the disposition of federally-owned air rights above the railroad infrastructure for development purposes. Akridge won the public auction, and proposes a mixed-use development named “Burnham Place.” The private development is separate from the proposed station project, but as the Commission heard in January, there are several areas that may require coordination. These include access and circulation to ensure connectivity, both to the area, and between the various uses and program components; placemaking, urban design and the relationship of new buildings to each other and the historic Union Station; and finally the size of the parking programs and how they relate or possibly share functions.

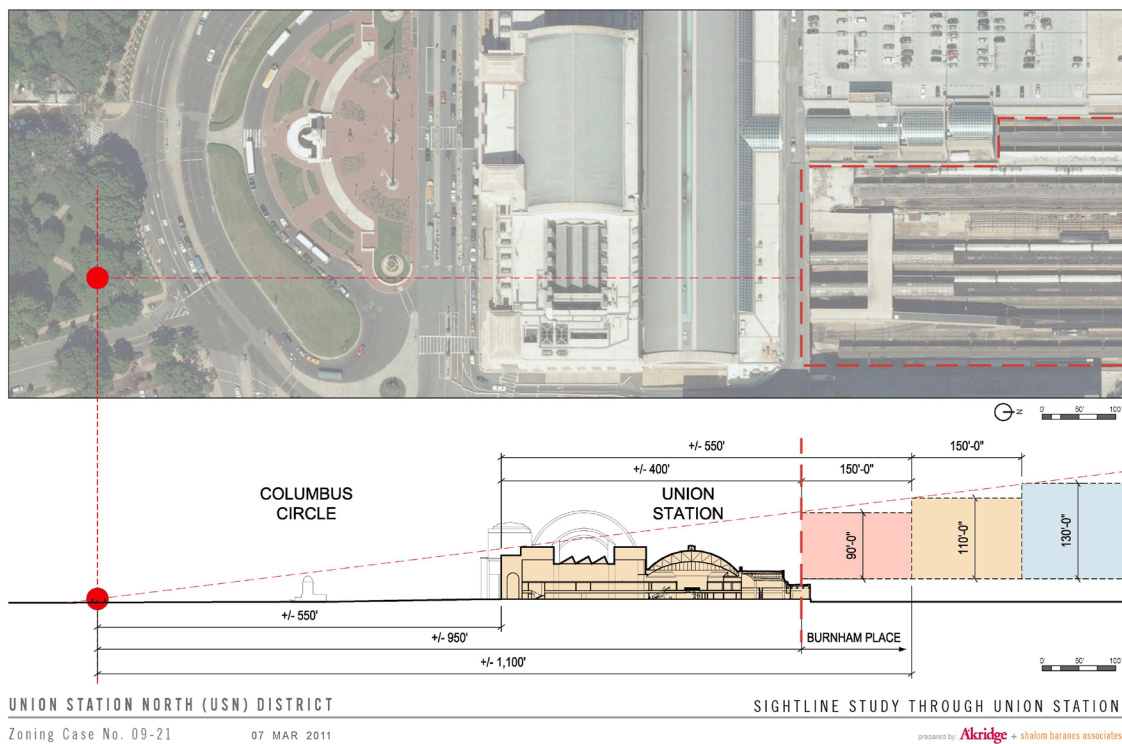
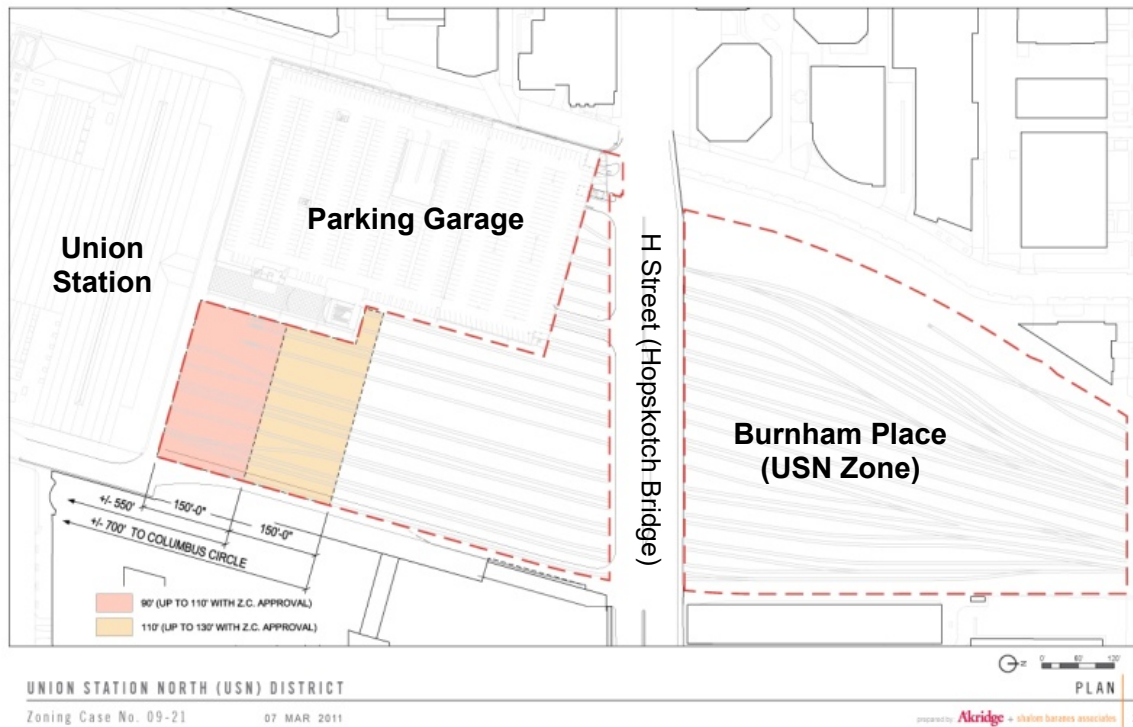
The Commission has previously provided comments to the District of Columbia Zoning Commission regarding the Union Station North (USN) zoning district. Established in 2011, this zoning designation applies to 14-acres of air rights to be developed by Akridge as Burnham Place. NCPC will review referrals from the Zoning Commission for comments regarding any proposed development within the USN zone adjacent to the station. NCPC will also review the federal development as part of the expansion project. As such, the Commission is the only body that will review both public and private development plans at Union Station. As part of the information presentation, Akridge will provide an overview of Burnham Place and how it relates to the context and future plans for Union Station. The developer will also speak about opportunities for coordination. An overview and copy of their presentation is attached.

## PROJECT TIMELINE

<b>Previous actions</b>	<b>January 2020 – Commission provided comments on concept plans for Union Station Expansion Project</b>
<b>Remaining actions</b> (anticipated)	<ul style="list-style-type: none"><li>– Review of Union Station Expansion Project</li><li>– Review of Burnham Place Zoning Commission referral</li></ul>

*Location Map*





April 30, 2020

Mr. Marcel Acosta  
Executive Director  
National Capital Planning Commission  
401 9th Street NW, North Lobby, Suite 500  
Washington, DC 20004

**RE: Burnham Place at Union Station – NCPC File Number 8155**

Dear Mr. Acosta:

Thank you for the opportunity to provide an Information Presentation regarding Burnham Place, the proposed air rights development above Union Station's tracks. We last appeared before the Commission on January 9<sup>th</sup> while testifying regarding the proposed Union Station Expansion Project (SEP). We agree with the Commission's statement that a "true partnership [with all stakeholders] is needed to make the plan a success." Nowhere is that more apparent than in the need for the major program components that make up the SEP and Burnham Place to be considered as an integrated whole.

In our upcoming presentation (attached here), we will describe:

- Burnham Place's planned program and urban design principles;
- the interrelationships between the SEP and Burnham Place;
- areas within the SEP Preferred Alternative that threaten a successful, integrated outcome;
- planning solutions that facilitate achievement of broad stakeholder goals; and
- the importance of Commission action to ensure success

Developing 14 acres of air space above Union Station's tracks, in concert with the station's expansion, together represent an initiative of unparalleled significance in the National Capital Region. Burnham Place will include approximately three million square feet of office, residential, hotel, retail and cultural space, interwoven with parks, plazas and a new circulation network—all atop a rail yard serving national and regional passenger rail. Our city, region and country deserve a station district that exemplifies the best in urban, multimodal station design, transit-oriented development, place-making, economic development and neighborhood and historic preservation enhancement.

If successfully integrated, these public and private projects will eliminate barriers between neighborhoods and reknit this part of our city. Combined with complementary infrastructure investments in Virginia and Maryland, the two projects can increase mobility and grow the perceptual boundaries and connectedness of our region. Together, the station expansion and Burnham Place can establish the District's most transit-rich commercial center, with rail connections to the region's three airports as well as the Northeast Corridor. With increased ridership and economic activity, the two projects can catalyze tourism and reinforce Union Station as one of the world's most treasured historic resources.

However, these outcomes are not pre-ordained by the mere presence of each project's respective uses in proximity to one another. Without careful coordination that ensures the appropriate location, scale, optimization and integration among all project components, both projects will fall dramatically short of their potential. Worse yet, any approach that fails to holistically consider the full context will significantly harm rather than enhance cherished assets, and turn away rather than attract visitors or economic activity. Ultimately, a series of uncoordinated plans that fail to inspire or capture imagination are unlikely to garner the public and private support to implement the projects at the scope and scale required.



In its January 9<sup>th</sup> Action, the Commission requested that the SEP contain substantially fewer parking spaces than the 1,575 currently proposed. Although Akridge was not invited to participate in subsequent discussions regarding the appropriate number of spaces, we have worked very closely since then with the District Department of Transportation (DDOT) and the DC Office of Planning to refine parking assumptions for Burnham Place's uses. Because station parking and PUDO have the likelihood of significantly impacting Burnham Place, we also engaged a renowned transportation engineering firm (Sam Schwartz Engineers (SSE)) to study best practices in transportation facility parking and Pick-Up and Drop-Off (PUDO) activities. This study concluded that approximately 300 parking spaces are appropriate to serve station needs. The importance of right-sizing station parking cannot be overstated in regards to achieving a successful urban design.

While the visual and spatial impacts of an oversized garage are significant, DDOT and SSE have each concluded that the potential challenges posed by PUDO activities on the station area and surrounding neighborhood are of equal consequence. SSE estimates that by 2040, the number of PUDO trips for For-Hire Vehicles and friends and family members of passengers will increase 2.5 times to more than 20,000 vehicles per day. Based on these volumes and close study of airport facility PUDO operations, SSE concludes that an off-street, consolidated facility for PUDO is required. With more than 2,000 PUDO trips during the peak hour, the curbside PUDO facilities at Columbus Circle and the new train hall proposed in the Preferred Alternative cannot accommodate this demand. Further, the proposed garage space above the bus facility is eight to ten stories above the new rail concourses, making this location impractical for PUDO.

The Federal Railroad Administration (FRA) recognized the need for an off-street PUDO facility early in the EIS planning process. In fact, five of the six EIS Alternatives include a high-capacity PUDO facility conveniently located directly beneath the rail concourse level. Akridge and local transportation expert Wells and Associates, have also had a series of meetings with DDOT and the DC Office of Planning to explore potential ingress and egress points for a below-grade PUDO facility. This work is ongoing. Excavating a level below the concourses at a depth well above those of adjacent garages is feasible. Amtrak, who has overseen the cost and constructability consultant for the station expansion, has concluded that any station parking should be located below the concourses. To efficiently serve the planned bus and rail ridership growth and to avoid strangling the station perimeter and neighborhoods with congestion, a below-grade PUDO facility should be incorporated into the Preferred Alternative.

Finally, the intercity and charter bus facility should be refined and reconfigured. The station's bus terminal has the opportunity to serve as a pivotal, activating element, prominently featured along the central pedestrian corridor between H Street and the train hall. The facility should be sized to efficiently meet forecasted ridership and configured to enhance passenger experience (with ample natural light and architectural identity). Careful planning is required to mitigate the facility's visual and vehicular impacts on H Street, First Street, the train hall and the civic space at the heart of both the SEP and Burnham Place.

While Burnham Place and the SEP are distinct ventures, each with their own goals, regulatory review procedures and physical boundaries, these distinctions must not impede the integrated planning efforts that are so vital for success. Columns that support rail platforms will also carry new apartment buildings. The same plazas that serve Amtrak, streetcar and bus riders, will also serve residents, office workers and tourists. The daylighting critical to the vibrancy of new concourses will pass through the Burnham Place air rights deck in strategically placed open spaces. A shared circulation network must accommodate pedestrians, bicycles, service vehicles, taxis and Uber passengers traveling to and through Burnham Place and Union Station.

The Burnham Place team believes that to ensure overall success, consideration of specific programming elements must transcend project-specific jurisdictional and regulatory requirements.



This holistic review must occur within the ongoing Environmental Impact Statement (EIS) process for the station expansion. To enable successful project integration in later project phases and realize the enormous potential of both efforts, a few fundamental programming elements within the EIS must be corrected.

We look forward to our discussion on May 7<sup>th</sup> and appreciate your interest and engagement in this important project.

Sincerely,

A handwritten signature in blue ink, appearing to read "T. Tuchmann", is written over a light blue horizontal line.

David Tuchmann  
Vice President, Development

BURNHAM PLACE  
AT  
UNION STATION

INFORMATION PRESENTATION

April 30, 2020



# Introduction



Produced by Akridge and Shalom Baranes Associates in partnership with Amtrak and HOK

## BURNHAM PLACE

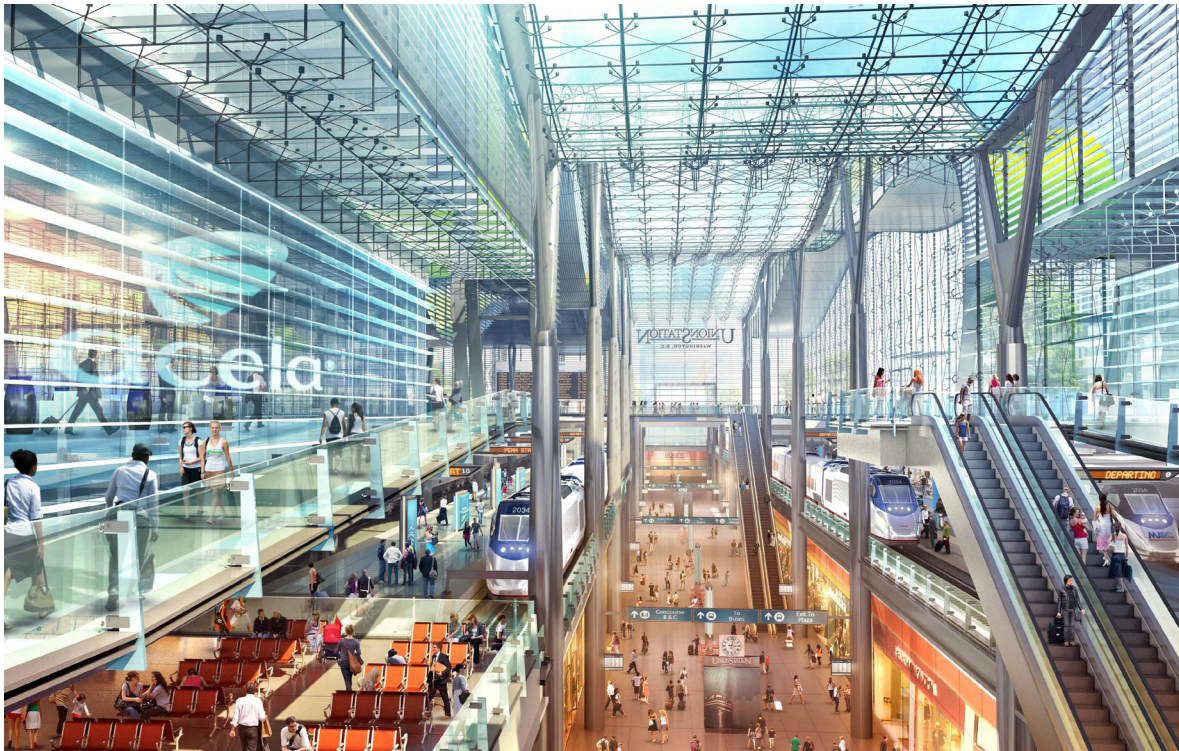
WASHINGTON, D.C. | 04.30.2020 | ©2020 Shalom Baranes Associates, PC



shalom baranes associates architects



# Union Station and Burnham Place: World Class Transportation Hub and Civic Asset



Union Station Master Plan (2012) - Central Concourse and Train Hall  
Produced by Amtrak and HOK in partnership with Akridge and Shalom Baranes Associates



Broadgate - Exchange House, London

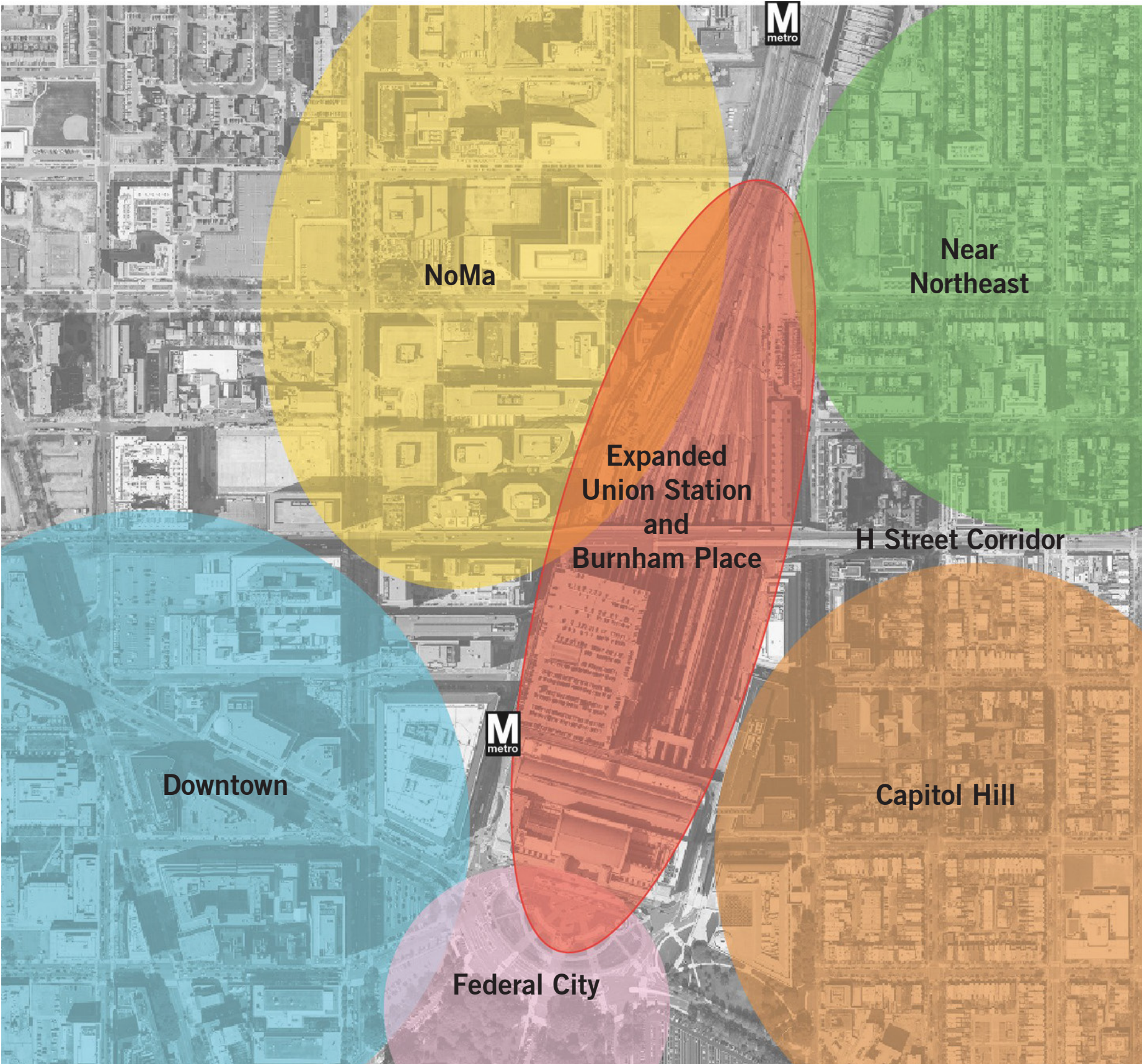


King's Cross Railway Station, London

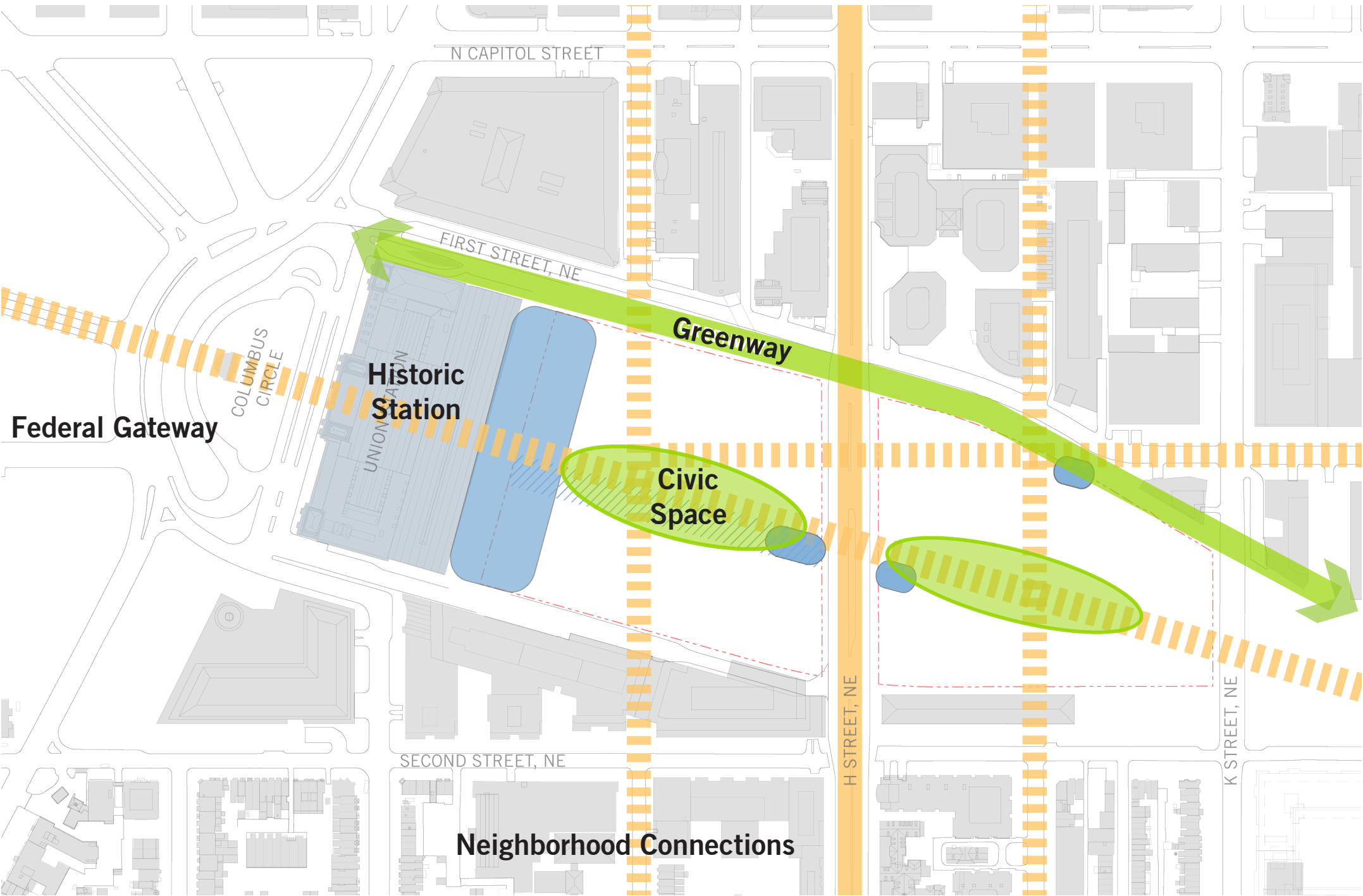


Union Station Master Plan (2012) - Station Entrance at First Street and K Street, NE  
Produced by Akridge and Shalom Baranes Associates in partnership with Amtrak and HOK





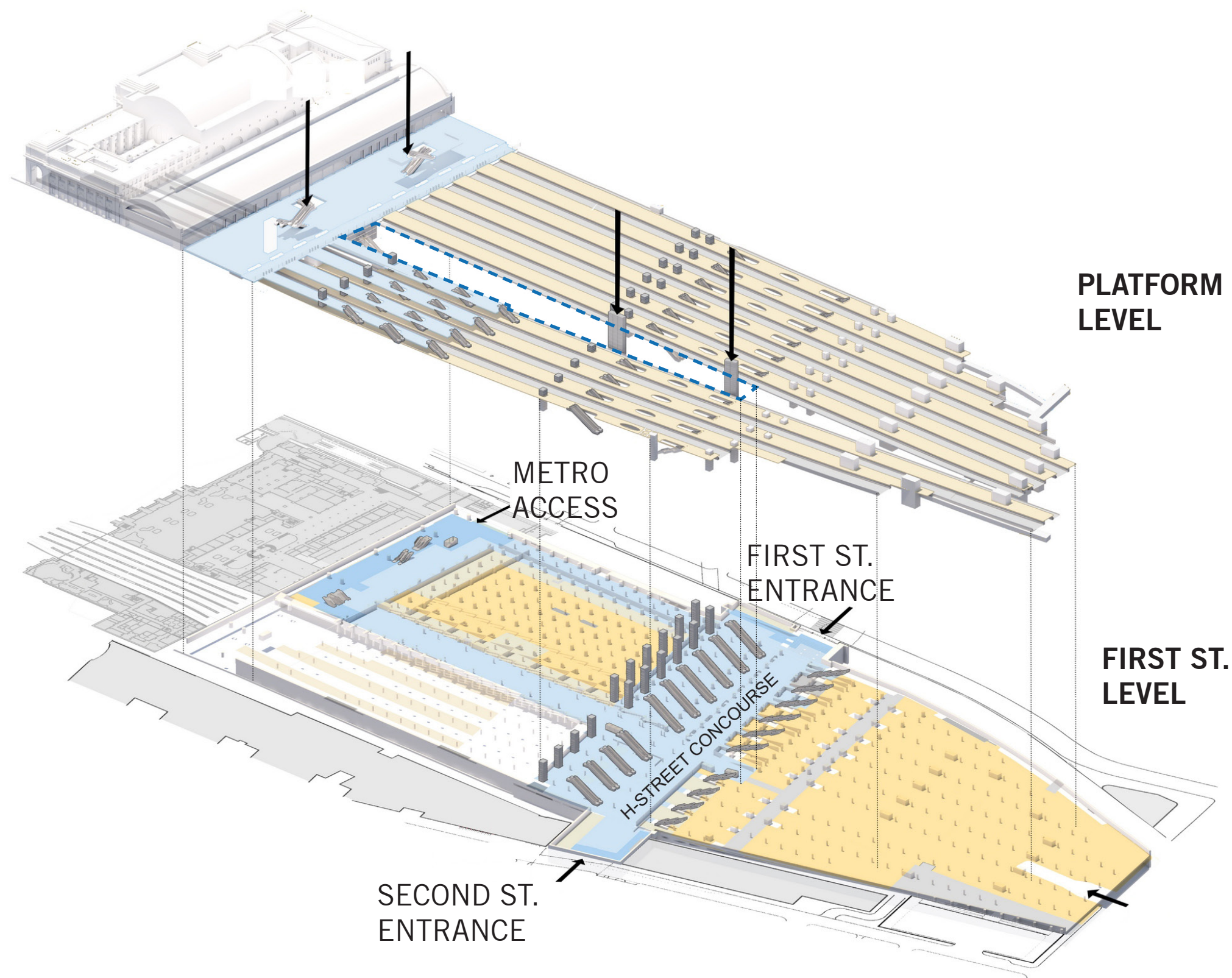




High Line, NYC

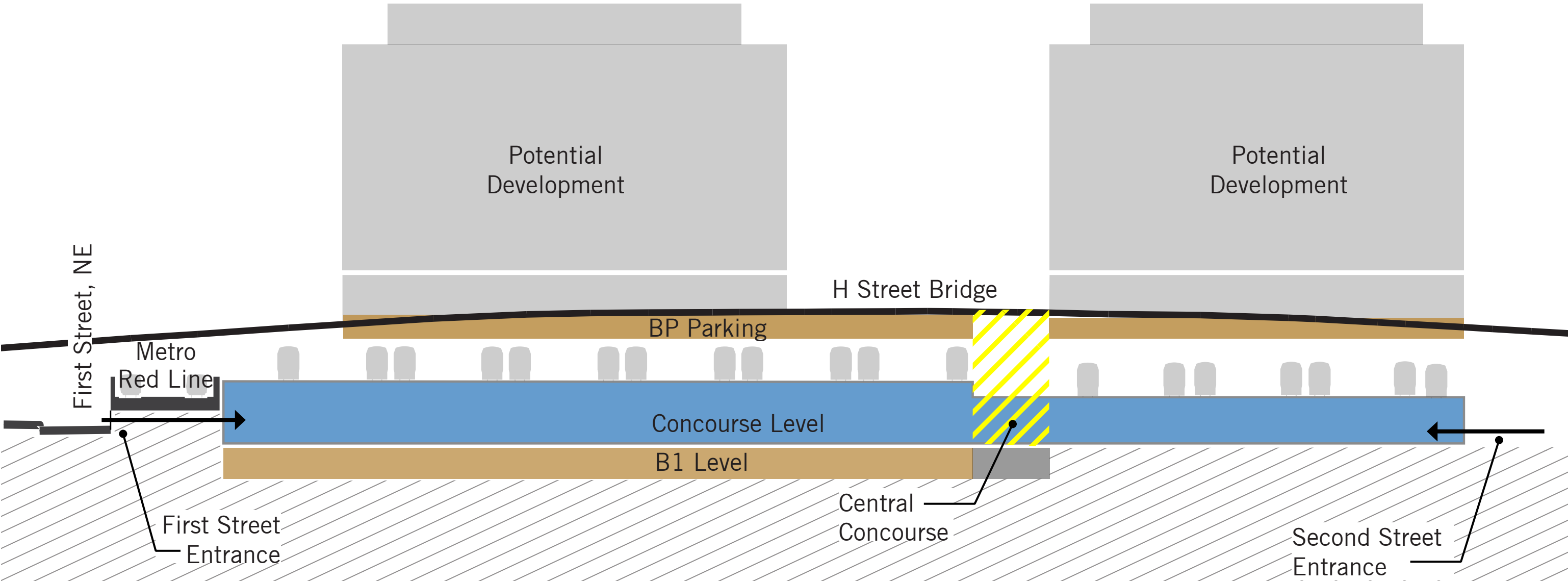


# Building Blocks: Tracks, Platforms, and Concourses



SOURCE: Material adapted from Federal Railroad Administration (FRA) public meeting #4, 03/22/2018

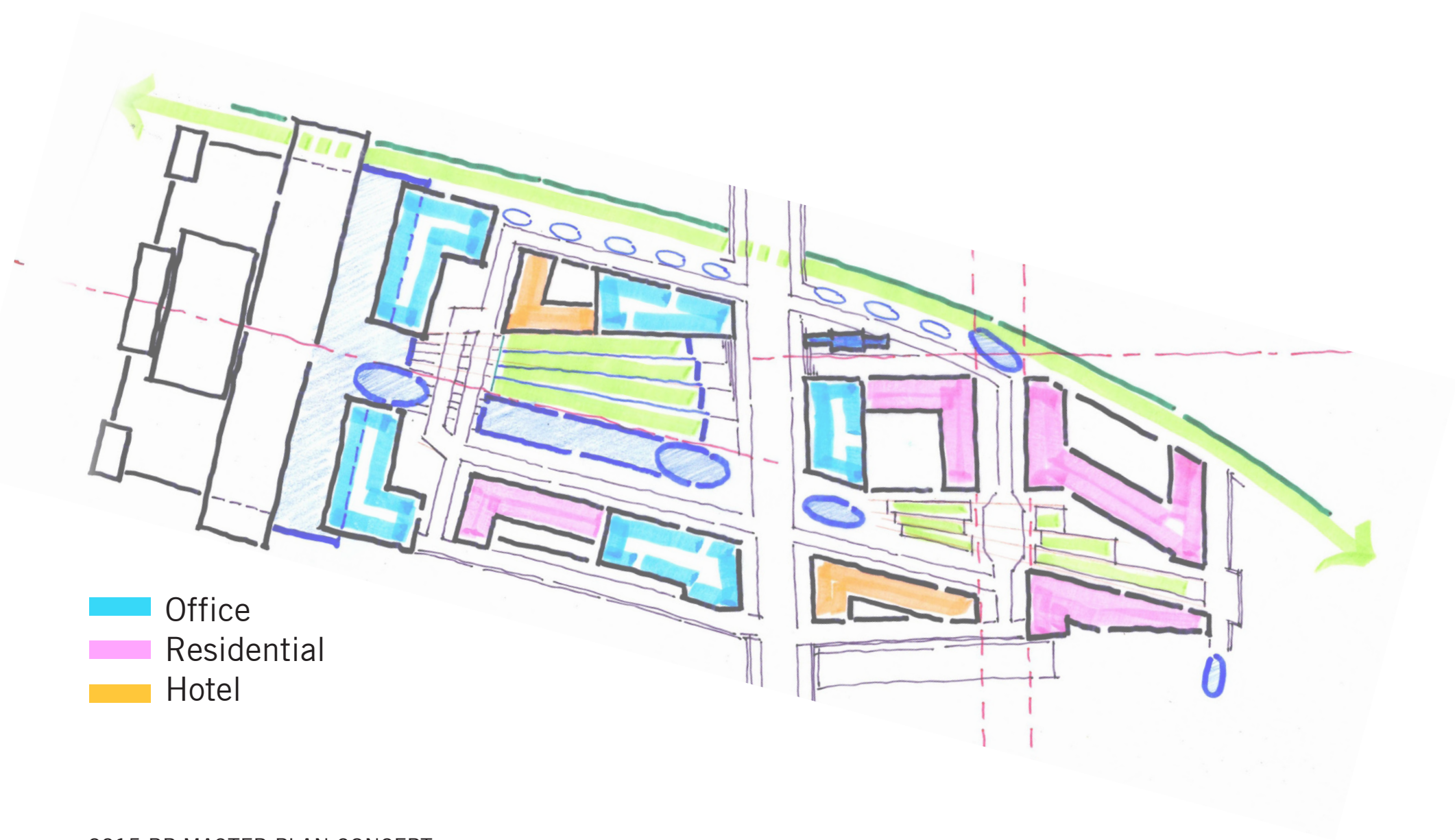




REPRESENTATIVE SECTION LOOKING NORTH



# Mixed Uses and Civic Spaces



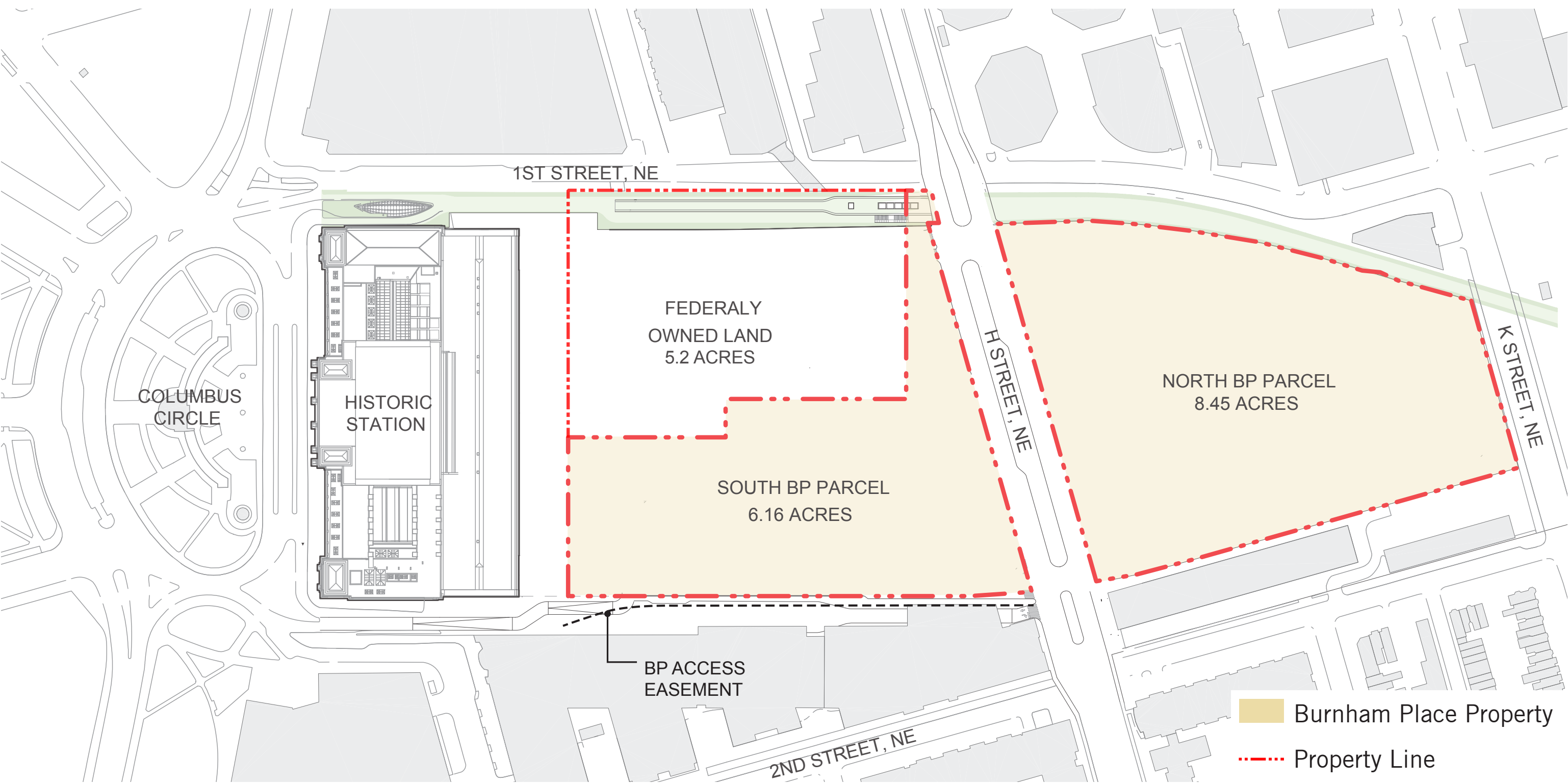
2015 BP MASTER PLAN CONCEPT  
SHOWN FOR ILLUSTRATIVE PURPOSES



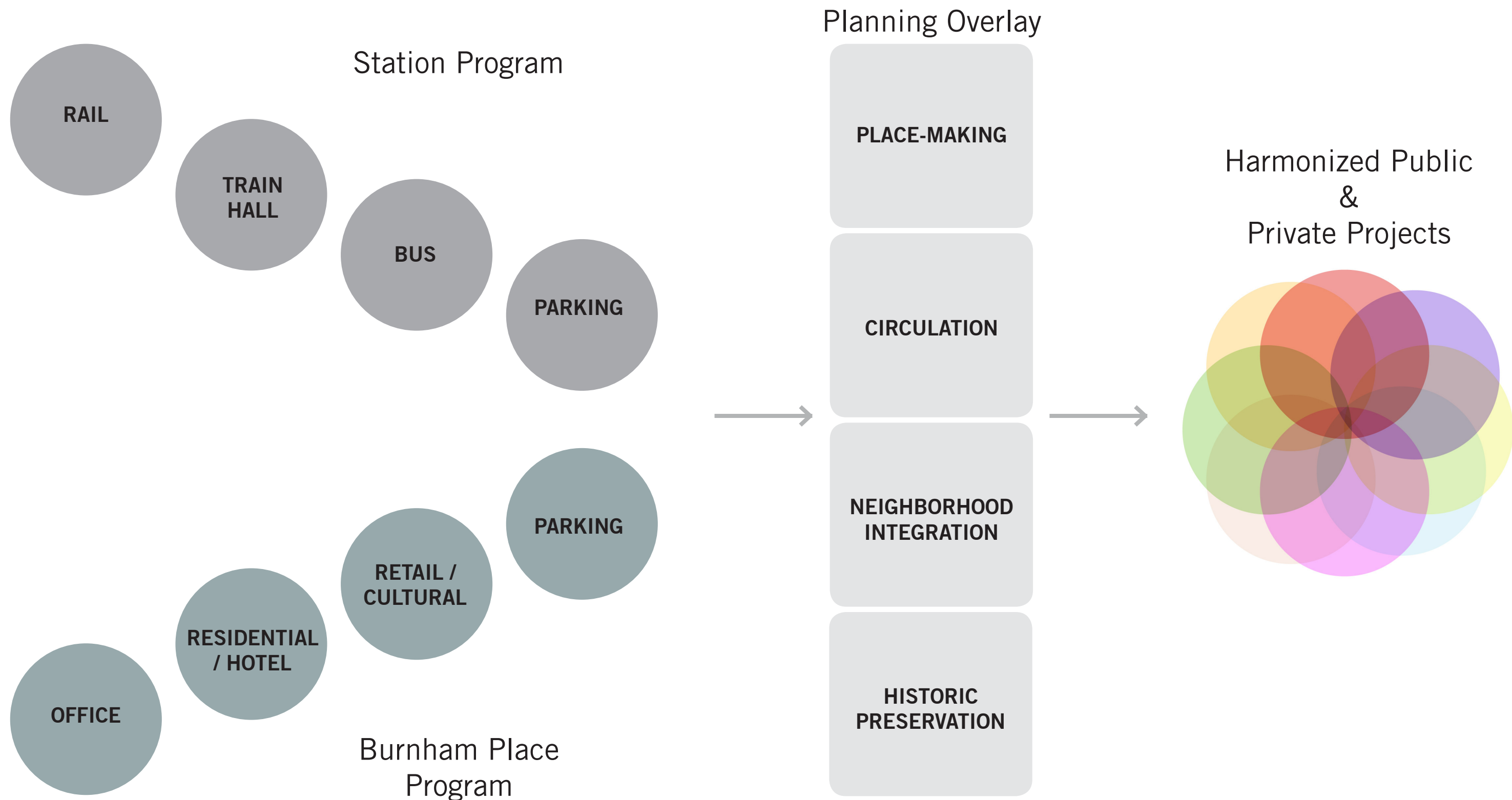
Produced by Amtrak and HOK in partnership with  
Akridge and Shalom Baranes Associates



# Horizontal Project Integration

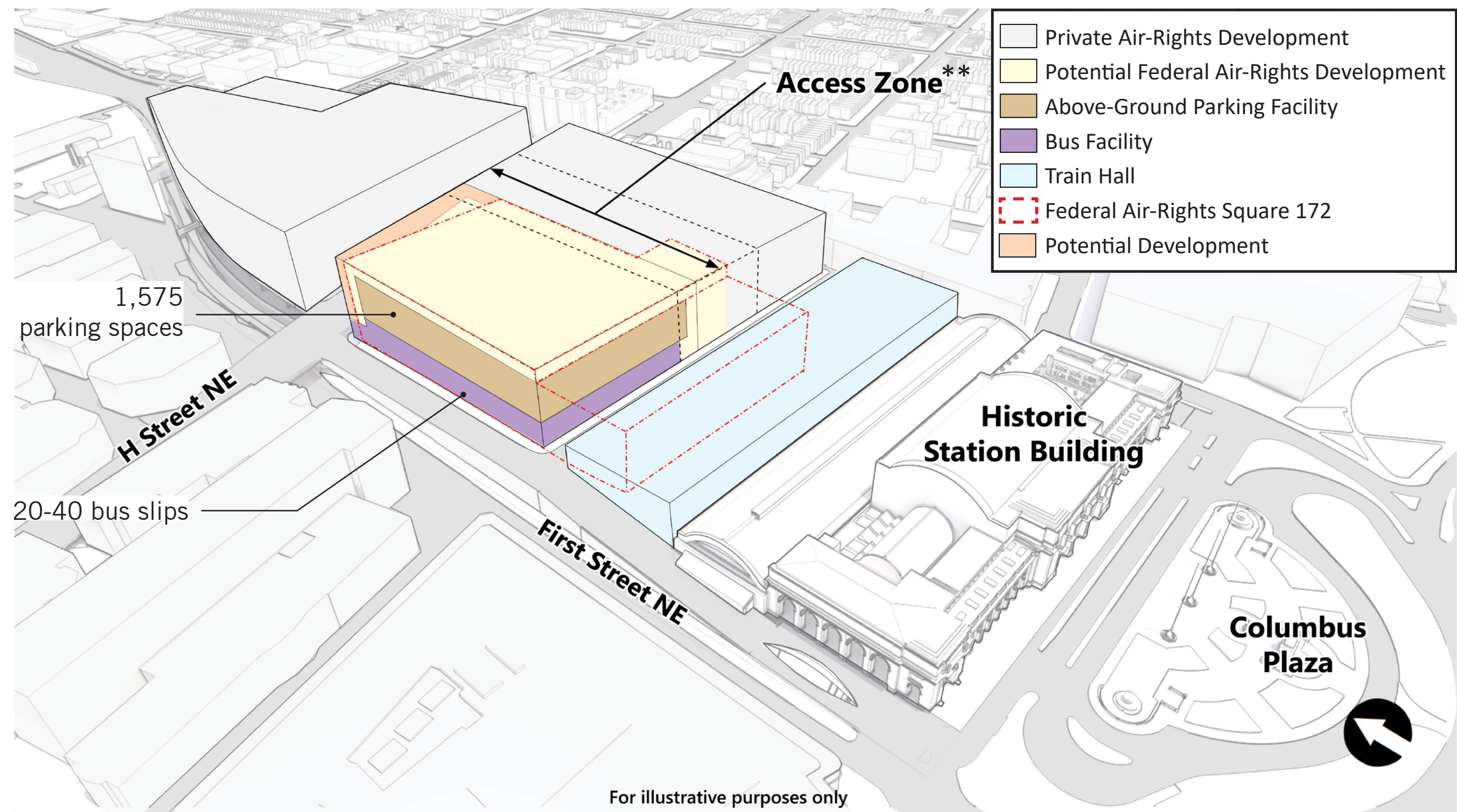


## BURNHAM PLACE





FRA Diagram of Preferred Alternative A-C



SOURCE: Material adapted from Federal Railroad Administration (FRA) Alternative A-C (Preferred Alternative) (November 2019): <https://railroads.dot.gov/current-environmental-reviews/washington-union-station-expansion-project/alternative-c-preferred>

To ensure success the plan must:

1. Right-size parking and optimize location and configuration
2. Relocate pick-up and drop-off and solve circulation challenges
3. Refine and re-configure bus facility



Proposed 80' to 100' Tall Parking Structure Worsens Existing Condition



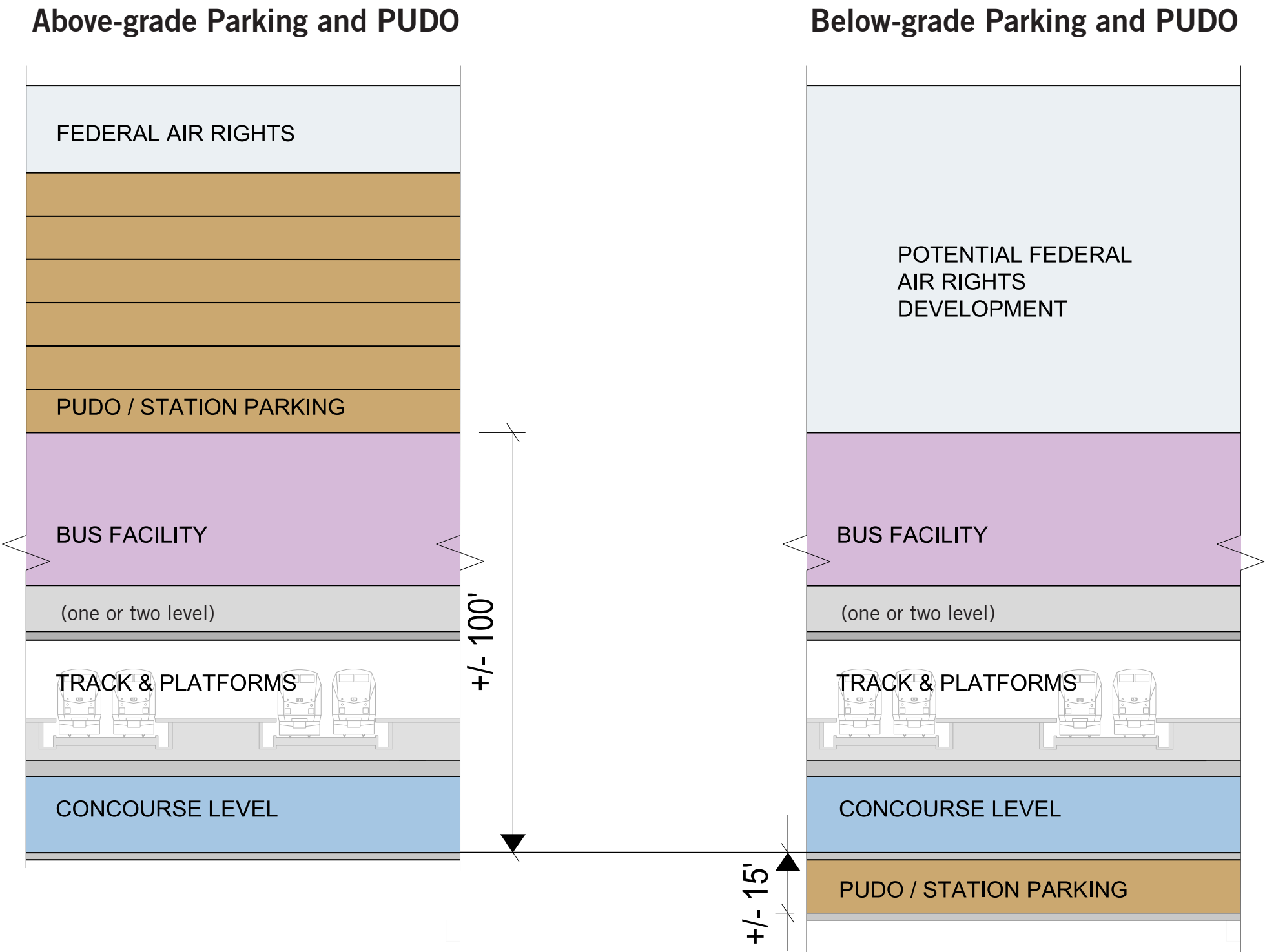
As proposed in Preferred Alternative

H Street Bridge

BURNHAM PLACE



Pick-up & Drop-off (PUDO) and Station Parking - Above-Grade vs. Below-Grade

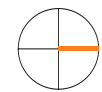
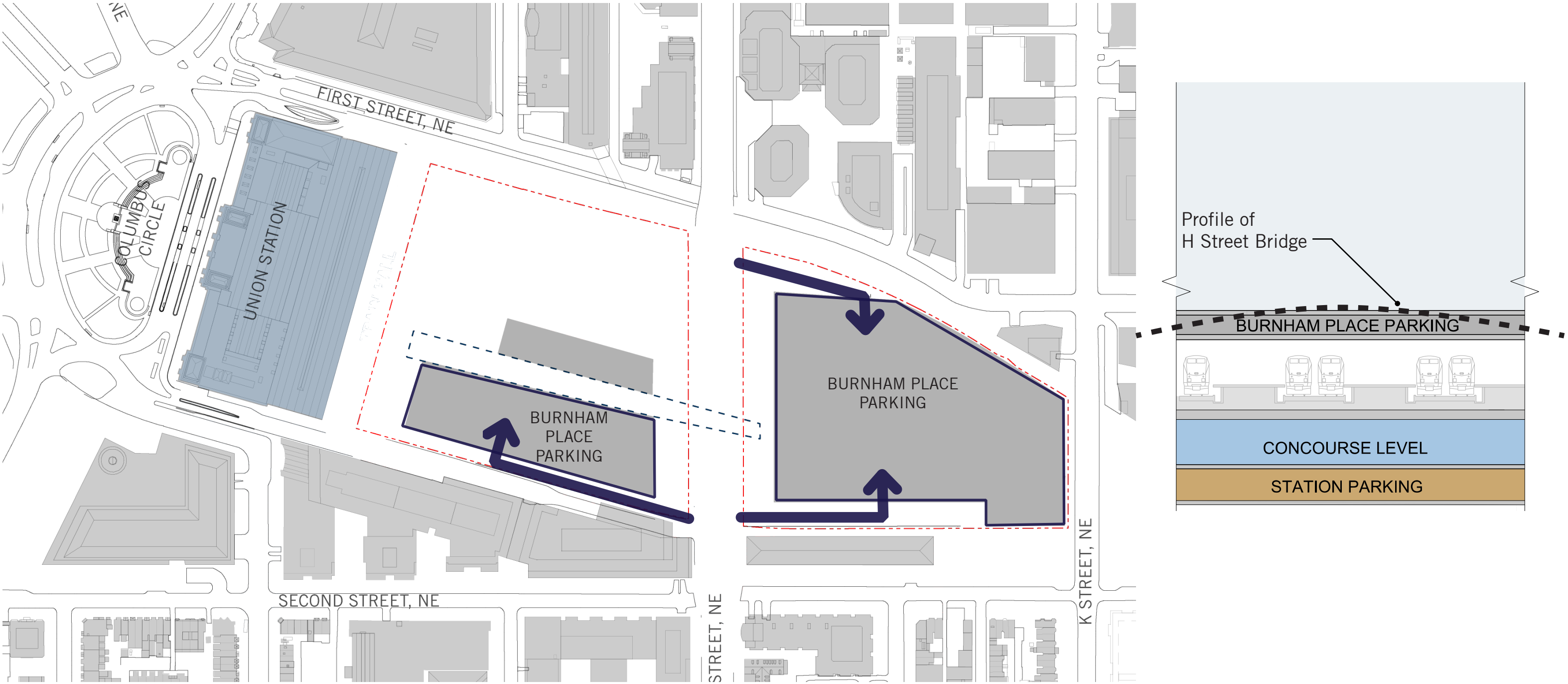


Alternative A-C

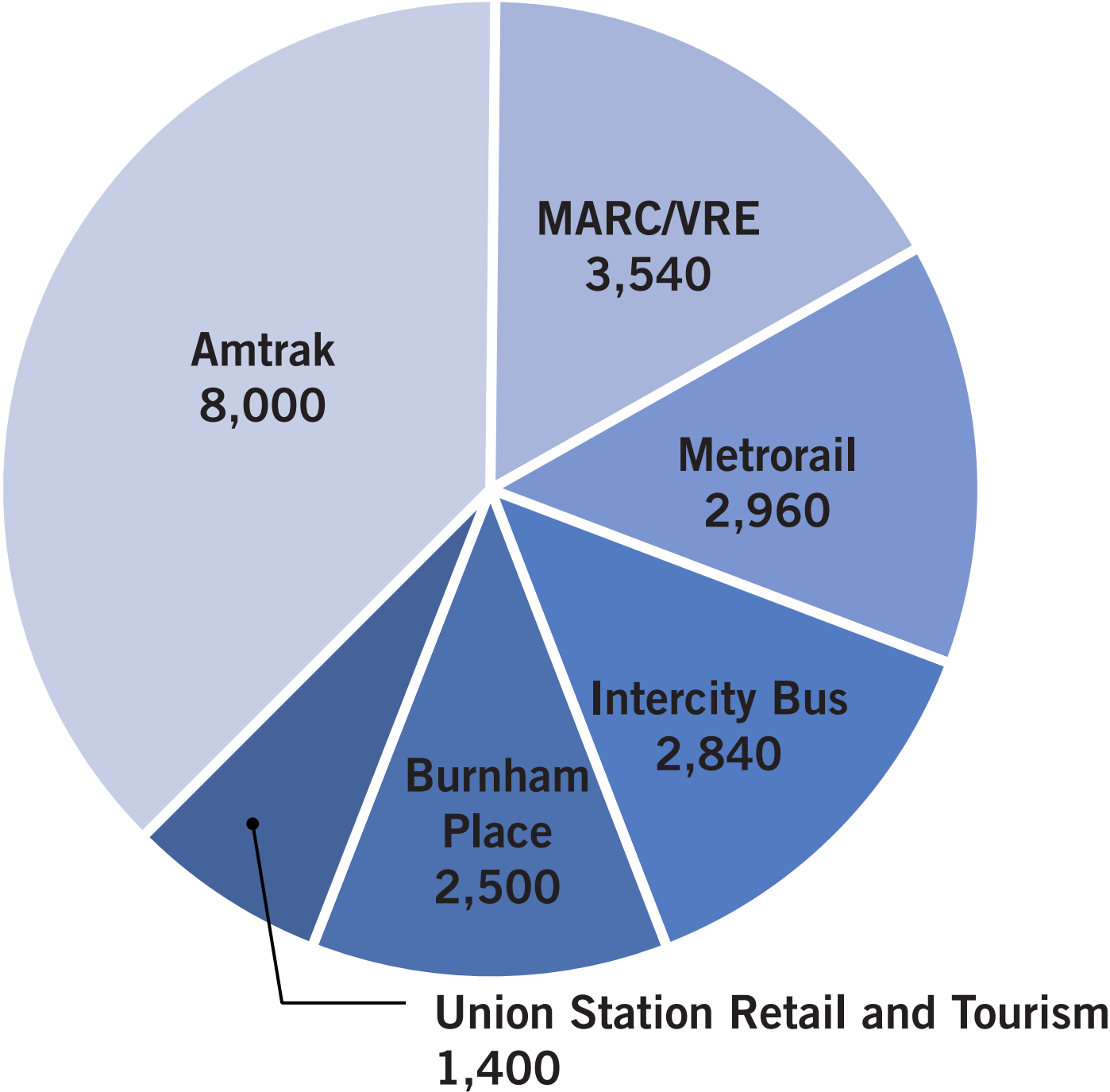
Modifications



# Burnham Place Parking - Between Rail Tracks and Air Rights Deck



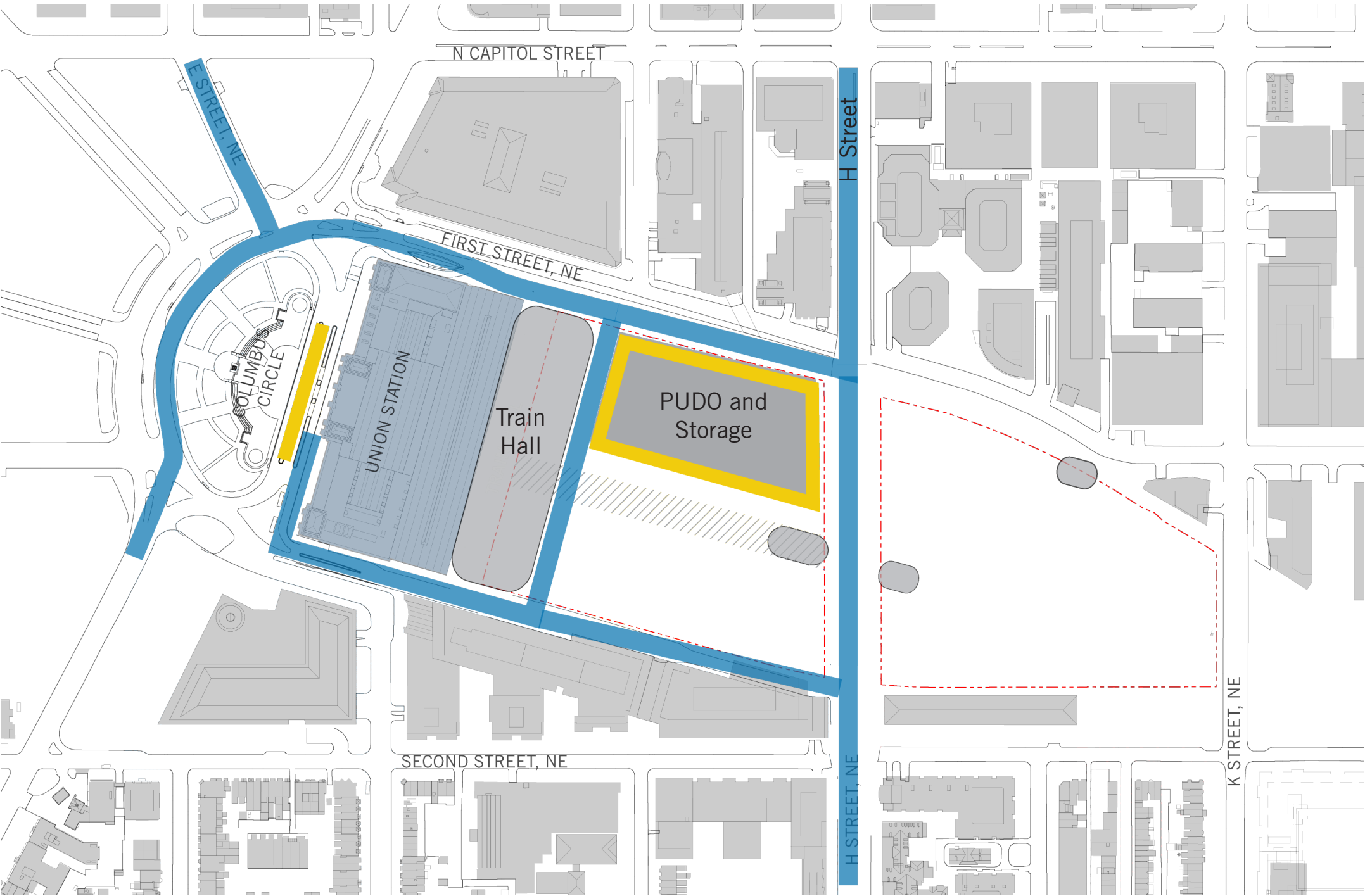
2040 Daily PUDO Demand by Use  
Total: 21,000+ Vehicles



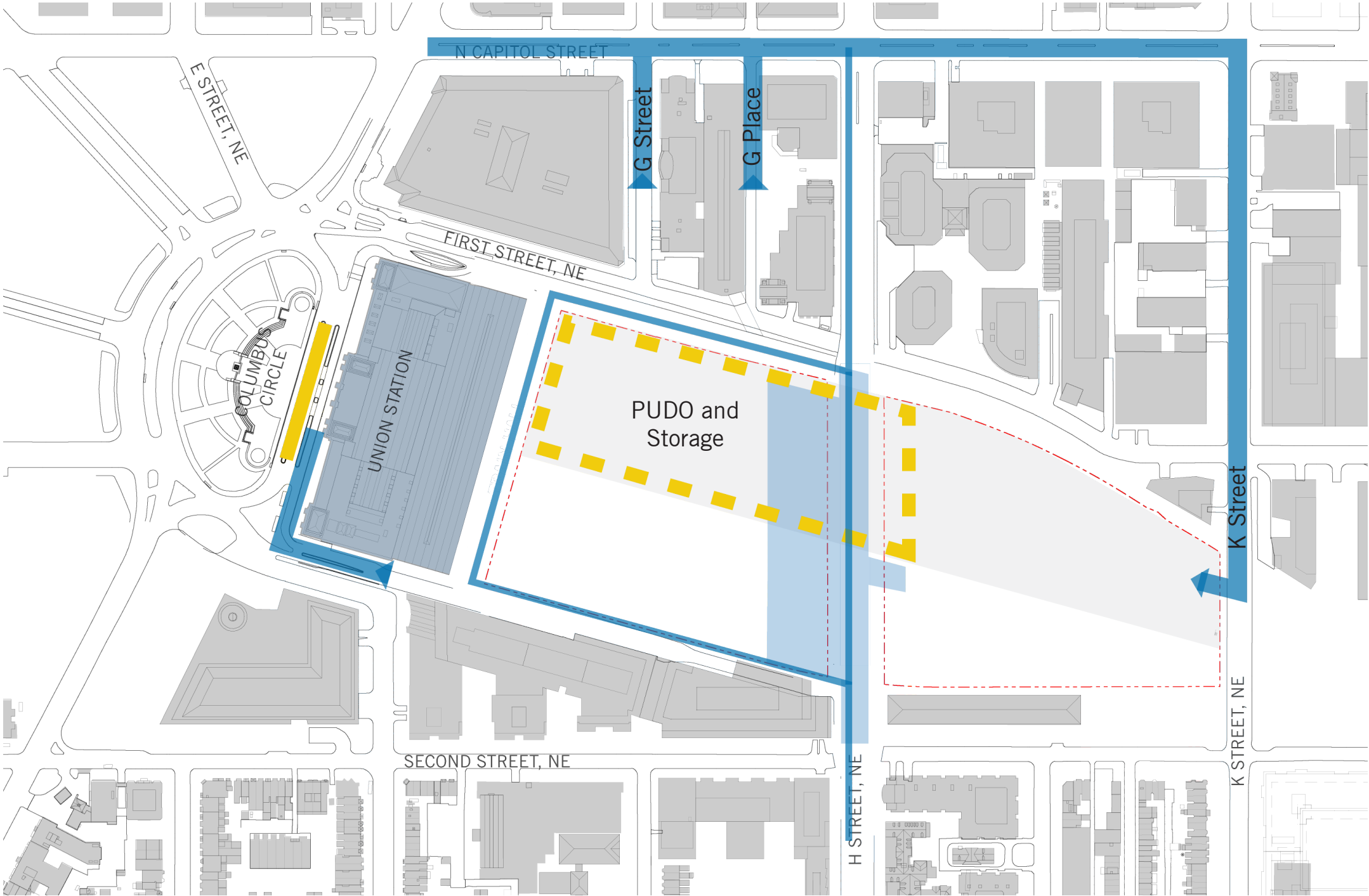
Ronald Reagan National Airport drop-off zone



# Alternative A-C Above-Grade Pick-up and Drop-off (PUDO)



# Below-Grade Pick-up and Drop-off (PUDO)





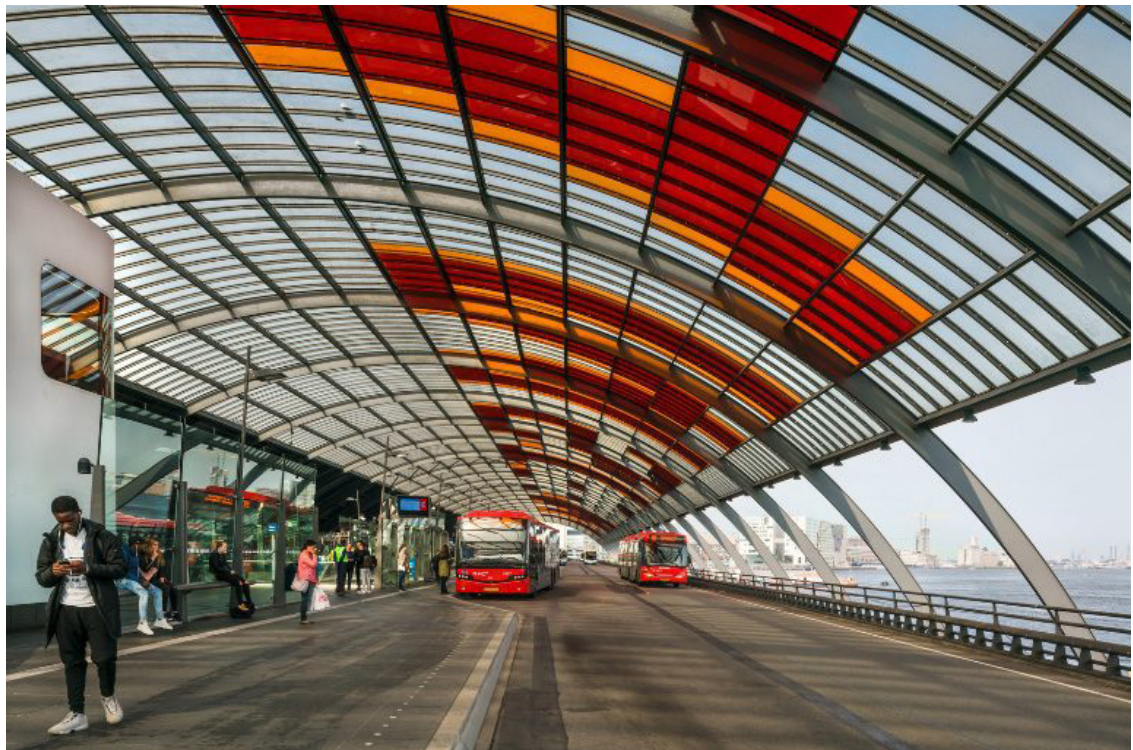
# Bus Facility Precedents



Bus Terminal, Aarau, Switzerland



Bus Center, Thiais, France



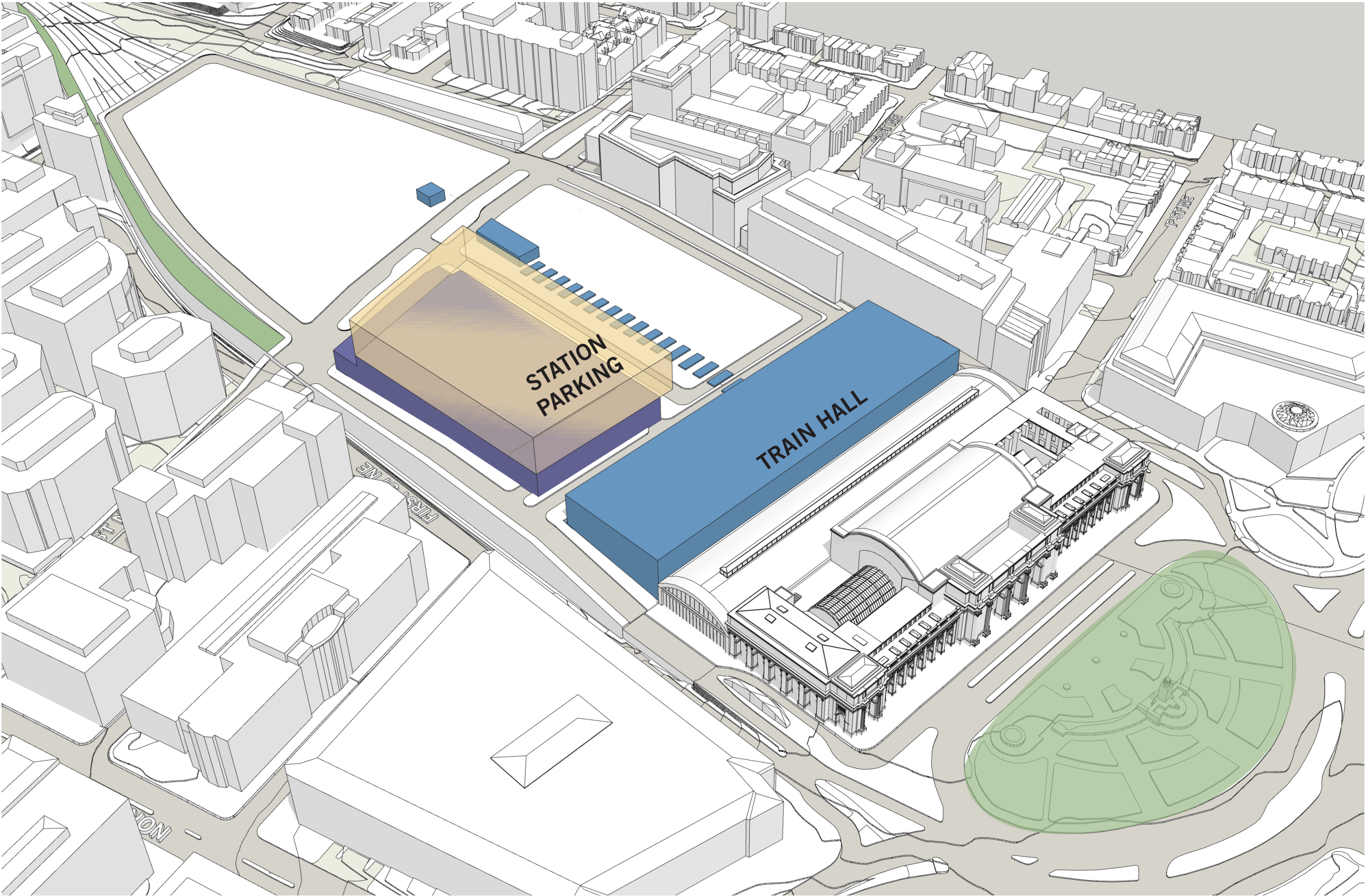
Amsterdam Central Station, Netherlands



Anaheim Regional Transportation Intermodal Center, CA - HOK

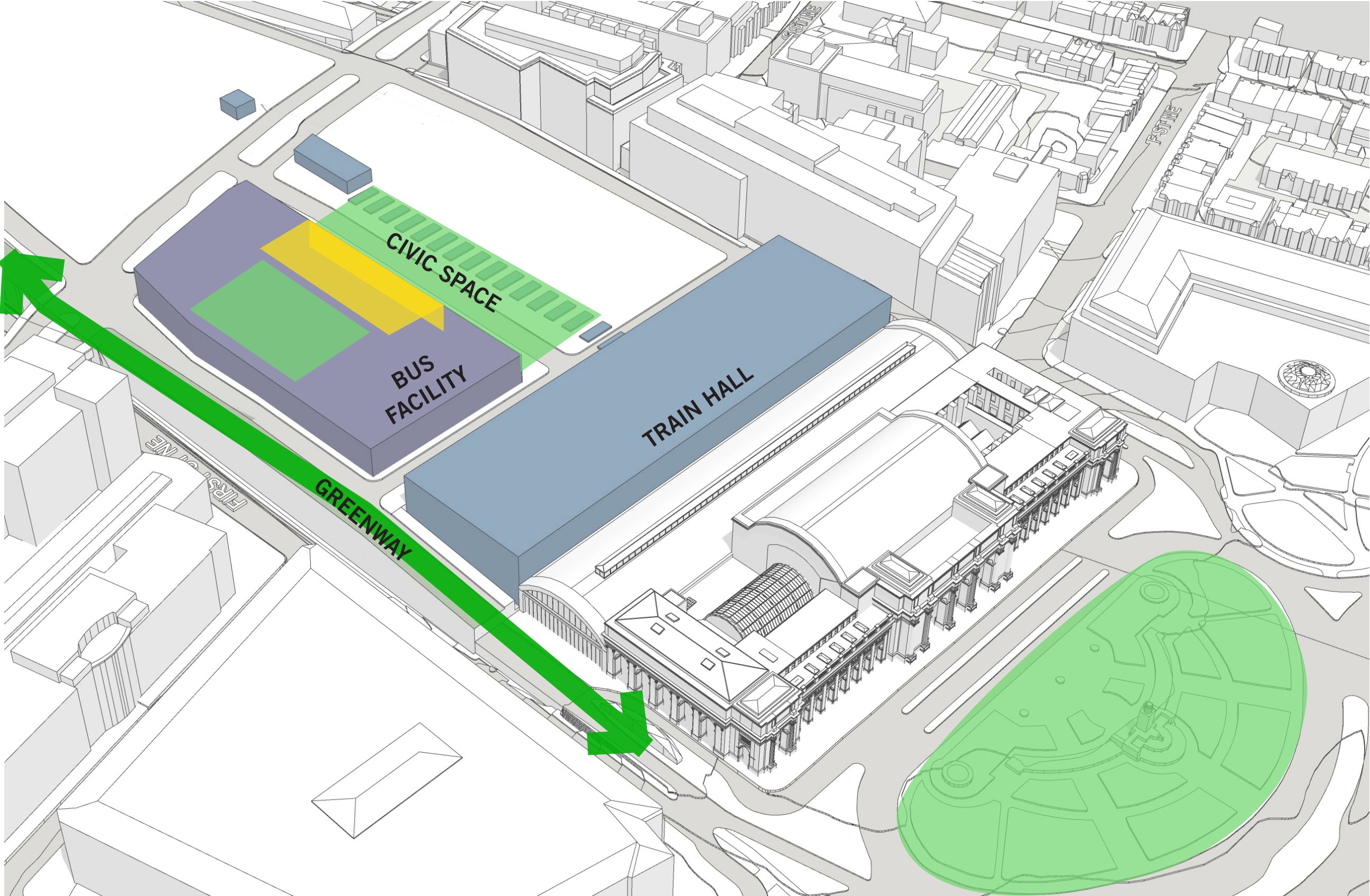


Alternative A-C Framework





# Prioritizing Public Spaces



**BURNHAM PLACE**

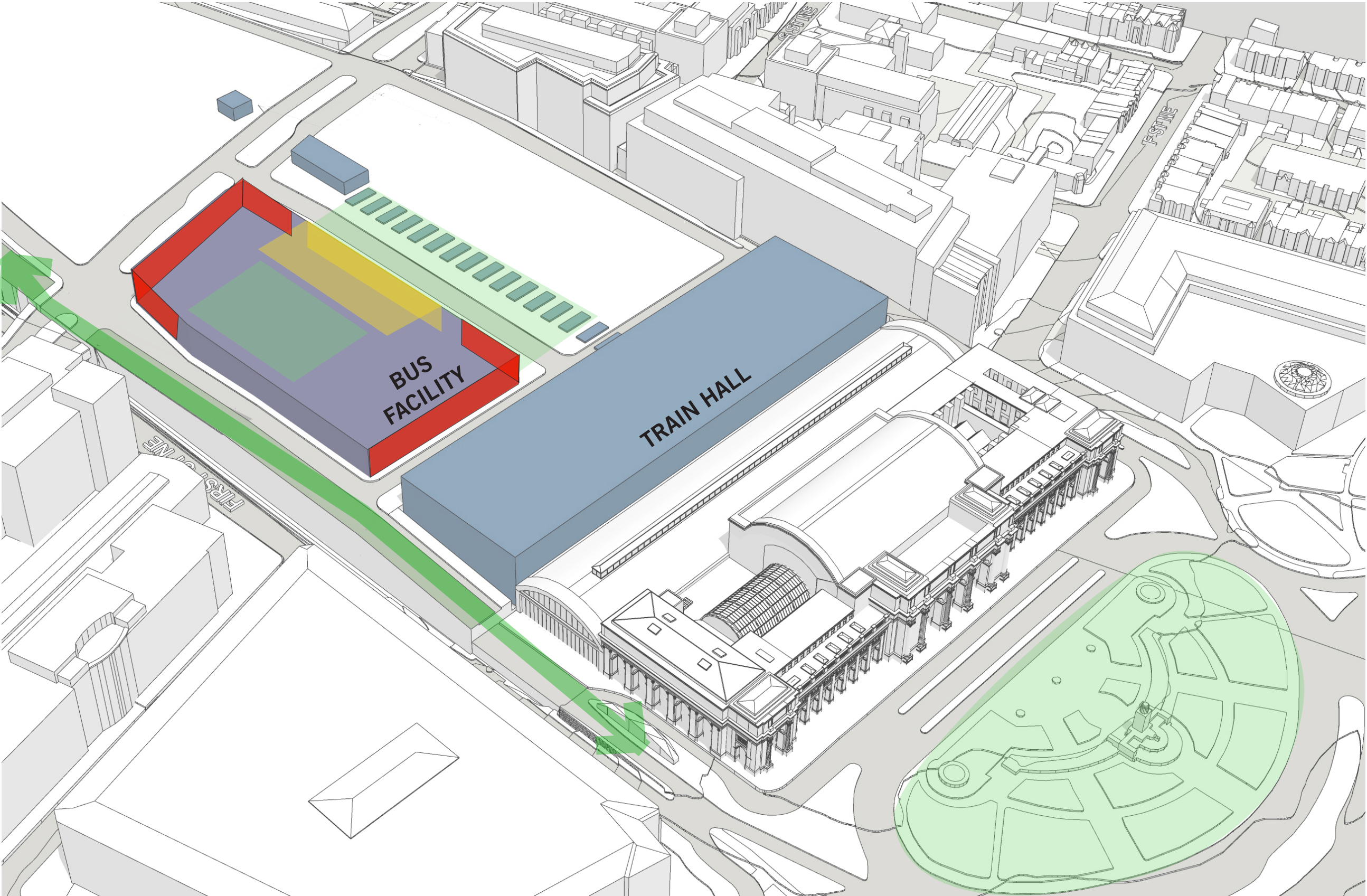
WASHINGTON, D.C. | 04.30.2020 | ©2020 Shalom Baranes Associates, PC

**AKRIDGE**  
Invested.



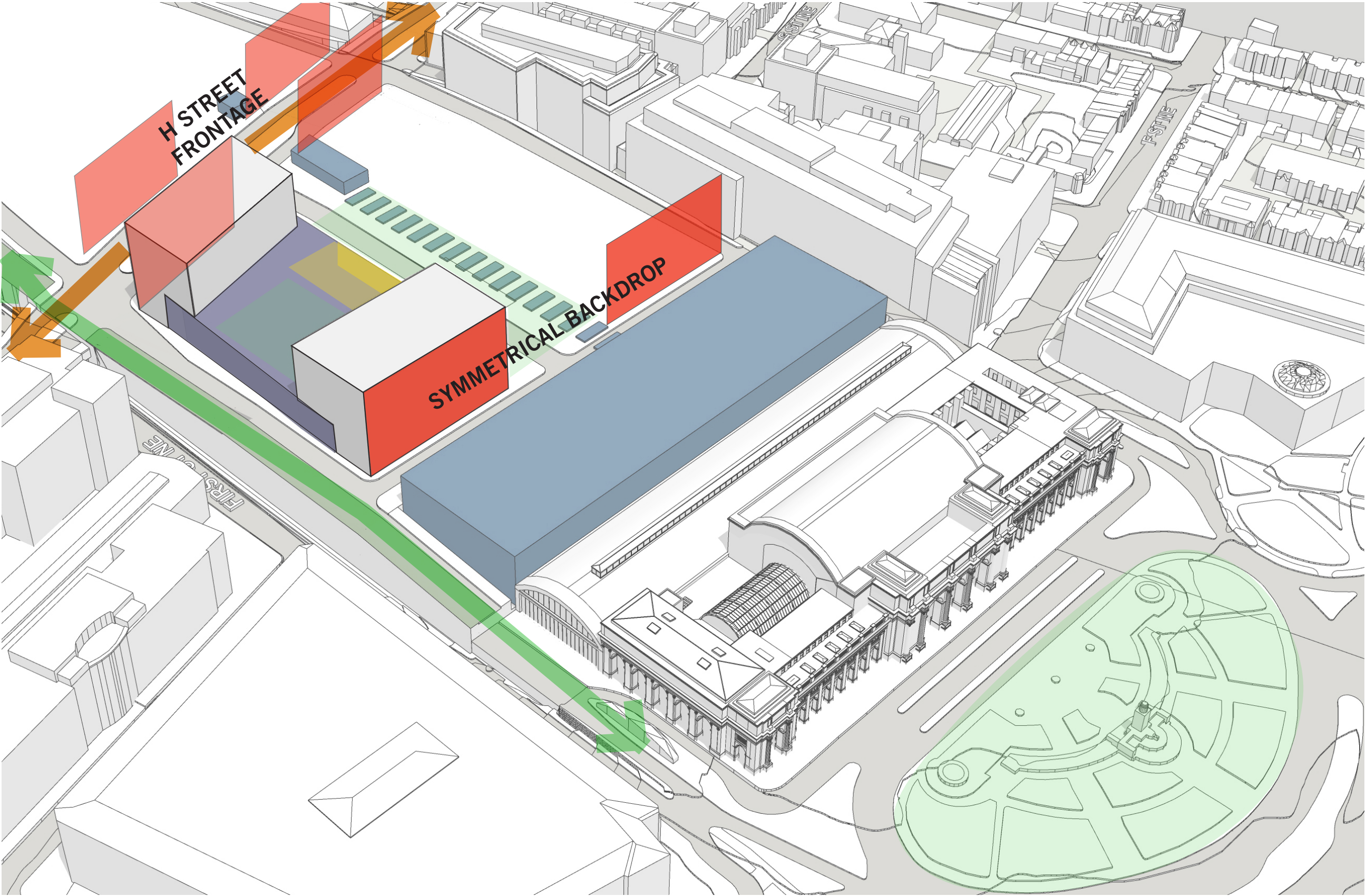
shalom baranes associates | architects







Defining Public Spaces



BURNHAM PLACE

- Burnham Place and the Station Expansion Project can together establish the District's most transit-rich commercial center, with regional intermodal connections and rail services across the Northeast Corridor
- Without coordination of the sizes, locations and integration of these components, both projects will fall dramatically short of their potential
- The parking and PUDO program locations and bus facility configuration in the Preferred Alternative are barriers to realization of successful public and private projects
- Material adjustments within the EIS are required to create a framework for success