

GOVERNMENT OF THE DISTRICT OF COLUMBIA  
OFFICE OF PLANNING



Office of the Director

**MEMORANDUM**

**TO:** District of Columbia Zoning Commission  
**FROM:** *ELSF*  
Ellen McCarthy, Director, DC Office of Planning  
**DATE:** March 3, 2006  
**SUBJECT:** Report for ZC Case Number 05-38  
"Marine View" – 1100 6<sup>th</sup> Street SW, Ward 6; ANC 6D  
Application for Zoning Map Amendment and Consolidated PUD

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**I. RECOMMENDED ACTION**

OP recommends that the Zoning Commission set down for a Public Hearing Zoning Commission Case # 05-38, a Zoning Map Amendment to rezone lands from R-5-D to C-3-C and a consolidated PUD application for the Marine View Apartment site at 1100 6<sup>th</sup> Street SW.

**II. EXECUTIVE SUMMARY**

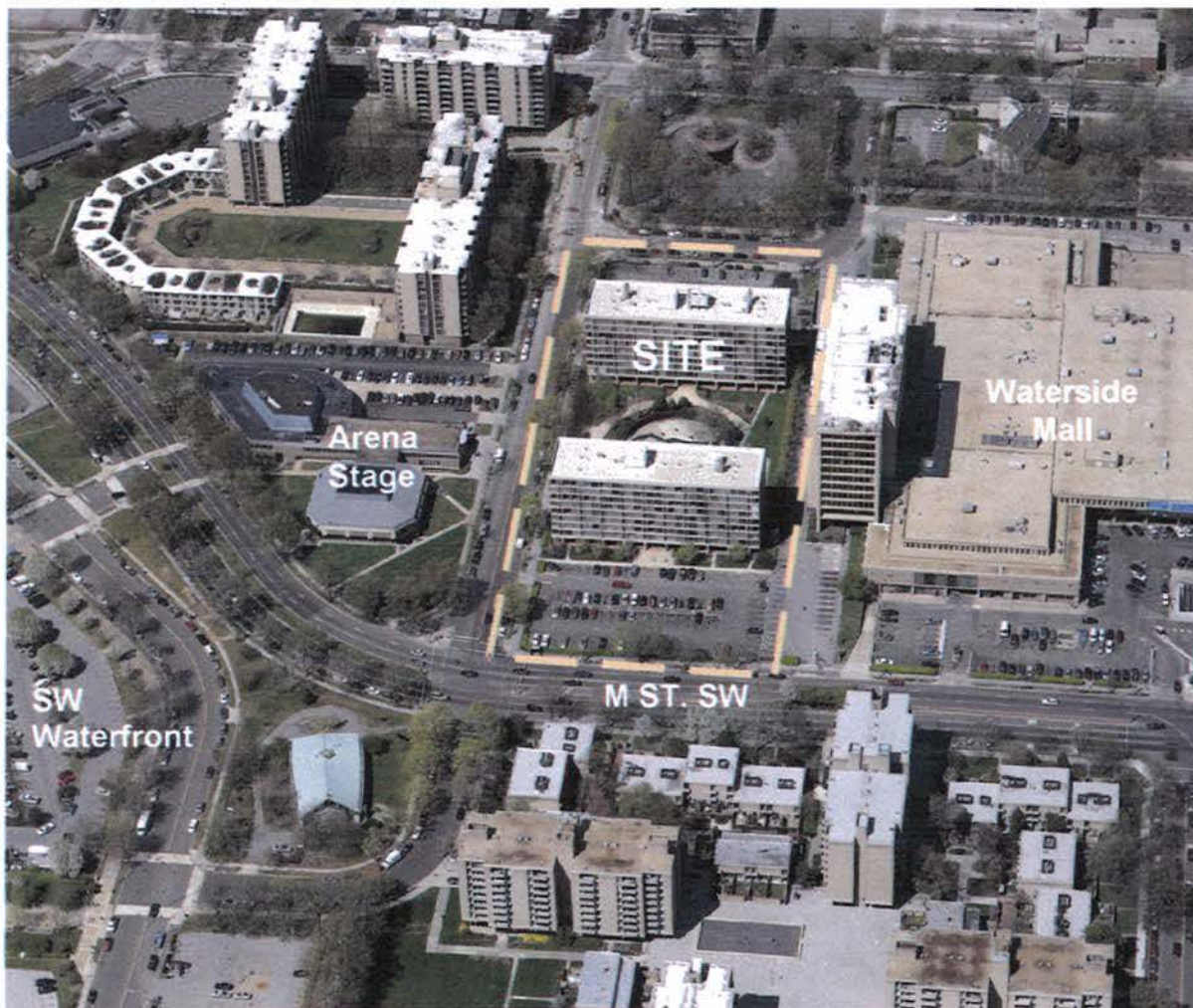
Marina View Apartments LLC has submitted a map amendment and Consolidated PUD application for 1100 6<sup>th</sup> Street SW. The parent company is Fairfield Residential LLC. The site currently contains two 90 foot towers constructed in the 1960's with a total of 260 residential units, two surface parking lots, and a central courtyard. The proposal includes the construction on, the surface parking lots, of two additional high-rise residential towers at the north and south ends of the site with between 310 and 330 residential units; underground parking for the existing and new residential towers, street level retail along M Street SE, construction of a recreation building, and restoration of a central courtyard for use by residents of all four towers. Access to underground parking would be from 6<sup>th</sup> Street SW. To accomplish this, the applicant is requesting a rezoning of the site to permit the height, density, and mix of uses proposed, and a consolidated PUD.

The amenity package preferred by the applicant is considered by OP to be adequate for set-down, consisting mainly of the provision of affordable housing, the provision of ground floor retail along a major pedestrian corridor, historic preservation of the existing towers and restoration of the design of the central courtyard, and improved facilities for residents of the existing towers and the neighborhood. OP is generally supportive of the design of the proposal, and will continue to work with the applicant to resolve details associated with the proposal and the amenity package.

**III. CONTEXT & SITE**– See Context Map, Attachment I and Site Map, Appendix II

The site is located in Ward 6, at the intersection of M Street SW and 6<sup>th</sup> Street SW within Square 499. Directly to the west is the Arena Stage site, scheduled to undergo a major renovation and expansion. Directly to the east is a service alley and Waterside Mall, for which Stage I PUD approval for replacement of the existing structures has been approved, and for which a Stage II PUD proposal is anticipated. The site is a couple of blocks to the east of the SW Waterfront area

and Washington Channel – the relationship of this site to future redevelopment and views towards the waterfront will be critical issues.



**PHOTO FACING NORTH**

The entire area of the site included as part of this proposal is about 3.11 acres. The existing towers were constructed as part of the large scale SW Urban Renewal program in the 1960's, and were designed by noted architect I.M. Pei.

#### **IV. PROPOSAL**

The proposed development includes:

- Construction of two new residential towers, one on M Street SW to a height of 123 feet with street level retail; and the second on K Street SW to a height of 120 feet. The top most story of each building would provide a 1:1 step-back, and there would be recreation facilities for residents on the roof. Loading facilities would be located at the rear (east side) of the buildings with access from the service alley.
- Retention and renovation of the two existing I.M. Pei towers, including replacing the external skin, updating the mechanical systems, and construction of new rooftop equipment rooms and residential penthouse suites.
- Construction of underground parking for 486 cars, with access from 6<sup>th</sup> Street SW.

- Restoration of the central recreation courtyard, with the design by Zion Breen & Richardson, the same form that completed the original design, including the construction of a publicly accessible activity area along 6<sup>th</sup> Street with two small retail pavilions; retention or transplanting of existing trees, and new pathways and benches.
- Construction of an amenity building with recreation facilities for use by all residents and by area residents with a membership.
- Construction of two mini-parks for residents.

Total on-site square footage would be slightly greater than 660,000 sq.ft. To achieve the desired heights, density, and mix of units (the addition of retail), the applicant is requesting a map amendment from R-5-D (medium-high density residential) to C-3-C (high density commercial / residential).

## **V. COMPREHENSIVE PLAN GENERALIZED LAND USE MAP**

The Comprehensive Plan Generalized Land Use Map shows the site as having a “medium density commercial designation, *“shopping and service areas that generally offer a large concentration and variety of goods and services outside the Central Employment Area”*. This is the designation for the adjacent Waterside Mall property, and does not correspond directly to the existing residential use on the subject site, although all commercial zones permit residential development, and most zones promote residential development through FAR incentives. Most of the surrounding residentially developed land is designated “medium density residential”, for which multiple-unit housing and mid-rise apartment buildings are the predominant uses. The proposal, with a density of 4.89, would not be inconsistent with a medium density residential designation.

## **VI. COMPREHENSIVE PLAN**

The proposal would particularly further the following major themes of the Comprehensive Plan, as outlined and detailed in **Chapter 1 - General Provisions Element**:

- (a) *Stabilizing and improving the District’s neighborhoods* – The proposed development would replace surface parking adjacent to a major traffic corridor and a Metro station with new residential and retail development.
- (b) *Increasing the quantity and quality of employment opportunities in the District* – the proposal includes new retail employment opportunities.
- (d) *Preserving and promoting cultural and natural amenities* – In addition to providing new retail and open space uses which will complement the adjacent Arena Stage, the proposal includes the restoration of a significant landscape, including the preservation or relocation of a number of existing trees.
- (e) *Respecting and improving the physical character of the District* – The proposed site layout and massing generally conforms to the development patterns of the Southwest neighborhood and streetscape character.
- (f) *Preserving and ensuring community input* – The applicant advises that they have had preliminary meetings with the Advisory Neighborhood Commission and with the Marine View Tenants Association (the residents of the existing buildings on the site) and other neighborhood groups.



- (g) *Preserving the historic character of the District* – The proposal includes the preservation and upgrading of the existing residential towers and open space landscaping.
- (i) *Promoting enhanced public safety* – The application includes active retail and new residential units that will improve the streetscape and safety in this area.
- (j) *Providing for diversity and overall social responsibilities* – The applicant is proposing that some of the residential units contribute to the District's affordable housing supply.

The Comprehensive Plan also includes a number of specific sections of relevance to this application, including ones related to Housing, Transportation, Urban Design, and Land Use.

### **Chapter 3      Housing Element**

§302.2    The policies established in support of the general objectives for housing are as follows:

- (a)    Encourage the private sector to provide new housing to meet the needs of present and future District residents at locations consistent with District land-use policies and objectives ...
- (e)    Encourage housing on suitably located public or private properties that are vacant, surplus, underutilized, or unused ...;

§303.2    The policies established in support of the low- and moderate-income housing objectives are as follows:

- (d)    Provide zoning incentives, as appropriate, to developers prepared to build low - and moderate-income housing, such as permitting additional densities in exchange for incorporating low- and moderate-income housing in development projects ...

### **Chapter 5      Comprehensive Plan: Transportation Element**

§502.2    The policies established in support of the general transportation objectives are as follows:

- (a)    Support land use arrangements that ... promote higher density residential development at strategic locations, particularly near appropriate Metrorail stations;

### **Chapter 7      Urban Design Element**

§706.1    The waterfront design areas objectives are to do the following:

- (c)    ... establish attractive pedestrian connections from neighborhoods to activities along the waterfronts;

§707.2    The policies established in support of the built environment objective are as follows:

- (e)    Strengthen and enhance the design of the distinguishing physical qualities of neighborhoods;

§708.2    The policies established in support of the buildings are as follows:

- (b)    Design buildings to include the use of appropriate arrangements of building materials, height, scale, massing, and buffering to complement the immediate region.

§709.2    The policies established in support of the streetscape objective are as follows:

- (a)    Develop a unifying system of well-designed streets, sidewalks, parks, and pedestrian ways;
- (i)    Promote design features such as storefront windows, multiple entrances to retail, and unenclosed sidewalk cafes to encourage pedestrian activity along the streets;

§711.2    The policies established in support of the areas of stable character objectives are as follows:

- (a)    Encourage in-fill development to be complementary to the established character of the area.

- (b) Encourage rehabilitation, rather than demolition and redevelopment, of architecturally significant and structurally sound structures ...;

§713.2 The policies established in support of the commercial activity corridors objective are as follows:

- (e) Orient major new development toward the street in order to emphasize the public space as a setting for active use;

## **Chapter 11 Land Use**

§1100.2 District neighborhoods are the cornerstones of the District's social and physical environments:

- (a) Land use policies must ensure that all neighborhoods have adequate access to commercial services within the District and sufficient housing opportunities to accommodate a range of needs. These policies must also ensure that the historic, cultural, and design qualities that make neighborhoods unique and desirable are maintained and enhanced. Adequate recreational opportunities and access to cultural and educational facilities are also necessary ingredients of neighborhood vitality; and

1136 Policies In Support of the Metrorail Station Area Development Objectives

- 1136.1 (a) Plan for mixed use development of designated Metrorail station areas outside the Central Employment Area at appropriate levels of intensity and use to make full use of the public transportation opportunities that the stations provide and to increase Metrorail ridership;

The proposal also addresses a number of goals and objectives specific to this neighborhood, as outlined in the Ward 2, within which the site was prior to redistribution in 2000, particularly with respect to Housing, Urban Design, and Land Use.

## **VII. ANACOSTIA WATERFRONT INITIATIVE (AWI)**

The site is within the AWI area. In addition to promoting a clean, vibrant, and accessible waterfront, the AWI also seeks to revitalize neighborhoods, enhance and protect park areas, improve water quality and environment, and, where appropriate, increase access to maritime activities. The proposed development would not appear to have aspects which are contradictory to this vision. The new publicly accessible open space on the site would support the provision of greater connectivity through the neighborhood and to the waterfront via a system of interconnected parks. The park space and the retail would animate the major cultural institution in the area – Arena Stage. Finally, the replacement of surface parking, especially on M Street SW, envisioned as the major connection between the Waterside Metro Station and the waterfront, with retail and residential development will help to building a stable and vibrant neighborhood.

## **VIII. SNAP – CLUSTER 9**

The 2003 SNAP planning process identified near-term goals for individual neighborhood clusters. The site is part of Cluster 9, which includes the Southwest, Waterfront and Buzzard Point neighborhoods as well as the Southwest Employment Area and Fort McNair. Cluster workshop participants were asked to identify priorities for additional action planning:

- *Affordable / diverse housing* - Residents stressed the importance of retaining low and moderate income residences in the community, while also increasing the number of homeowners by providing a mix of housing options and encouraging a more diverse community that includes residential and commercial development that provides an enhanced quality of life.

- *Public Safety* - Residents recommended developing and implementing strategies – such as increasing street lights and assigning more police to high crime areas.
- *Public Schools and Community Development* – Residents recommended expanding and improving academic programs, providing additional extra-curricular activities, and updating the physical plants of public school buildings. They also suggested upgrading recreation centers and providing more diverse recreational activities for residents of all ages.

The proposed development most directly furthers the first objective, through the provision of affordable workforce housing. The applicant also advises OP that they are working with existing tenants association to minimize any potential negative impacts of the construction. The proposal also includes the provision of new recreation opportunities for on and off-site residents.

#### **IX. ZONING ISSUES** – refer also to the detailed Project Profile, Attachment III

The existing zoning would not provide for the proposed mix of uses, height, or density. To achieve the proposed development program, the applicant has requested that the property be rezoned from R-5-D to C-3-C, as summarized in the following chart:

	Existing Zoning	Proposed Zoning		Proposed Development
Zoning:	<b>R-5-D</b>	<b>C-3-C BASE</b>	<b>C-3-C PUD</b>	
Use:	medium - high density apartment	high bulk major employment / residential		high density apartment, retail
Height:	90'	90'	130'	up to 123'
Floor Area Ratio:	3.5 (4.5 with a PUD)	6.5	8.0	4.89

The proposed development would be well within the density permitted by C-3-C (and close to the permitted PUD density in the R-5-D district), and within the height permitted via a C-3-C PUD. C-3-C also permits the retail development along M Street SW proposed by the applicant. Finally, C-3-C zoning has been accepted for portions of the adjacent Waterside Mall site, through Stage 1 PUD approval for redevelopment of that site.

The applicant has requested zoning flexibility to allow more than one building on a single property (there would be 4 residential buildings, a separate amenity recreation building, and two retail pavilions on this large site), and flexibility from the loading requirements. Although the development would provide considerably more parking spaces than required by the zoning regulations, OP also believes that flexibility to provide more than the maximum of 40% as small car spaces appears to be required. OP has no concerns with any of this required relief at this time. There are encroachments into the M Street SW, 6<sup>th</sup> Street SW and K Street SW rights-of-way for upper story balconies and small enclosed spaces – application to and approval of the Public Space Committee will be required.

#### **X. PURPOSE OF A PLANNED UNIT DEVELOPMENT**

The purpose and standards for Planned Unit Developments are outlined in 11 DCMR, Chapter 24. The PUD process is “*designed to encourage high quality developments that provide public*

*benefits.”* Through the flexibility of the PUD process, a development that provides amenity to the surrounding neighborhood can be achieved. Pursuant to Section 2402.3, the applicant has elected to file a consolidated PUD. The application meets the minimum area square foot area requirements of Section 2401.1 (c) to request a PUD, for a property zoned either R-5-D or C-3-C.

## **XI. PUBLIC BENEFITS AND AMENITIES**

The PUD standards state that the *“impact of the project on the surrounding area and upon the operations of city services and facilities shall not be unacceptable, but shall instead be found to be either favorable, capable of being mitigated, or acceptable given the quality of public benefits in the project.”* (§2403.3) Sections 2403.5 - 2403.13 discuss the definition and evaluation of public benefits and amenities. In its review of a PUD application, §2403.8 of the Zoning Regulations states that *“the Commission shall judge, balance, and reconcile the relative value of the project amenities and public benefits offered, the degree of development incentives requested, and any potential adverse effects according to the specific circumstances of the case.”* To assist in the evaluation, the applicant is required to describe amenities and benefits, and to *“show how the public benefits offered are superior in quality and quantity to typical development of the type proposed...”* (§2403.12).

Amenity package evaluation is based on an assessment of the additional development gained through the application process. Additional development, in this case, is based on permitted height and density on the site, compared to the height and density proposed. The additional FAR to be gained through this process is approximately 188,000 sq.ft., equivalent to about 28% of the total development proposed. Additional height varies, up to an additional 33 feet of development.

	<b>Existing Zoning R-5-D</b>	<b>Proposed Zoning (PUD)</b>	<b>Proposed Development</b>	<b>Difference</b>
Lot Area	135,263 sq.ft. total			
Max Height	90 ft.	130 ft.	up to 123 ft.	up to 33 ft.
Max. FAR	3.5	8.0	4.89	1.39
Max. Square Footage:	473,421 sq.ft.	1,082,210 sq.ft.	661,069 sq.ft.	187,648 sq.ft.

The amenity package proposed by the applicant includes:

- **Affordable Housing** – The provision of affordable or subsidized housing is a common amenity item for PUD applications. Pending Zoning Commission adoption of an Inclusionary Zoning amendment to the zoning bylaw and then subsequent mapping of the text amendment, an amount of approximately 15% of the residential density gained through the PUD / rezoning process is standard. The applicant is proffering 15% of residential density gained, or 27,590 sq.ft. total as “workforce” housing, but has not provided additional detail at this time. OP is supportive of this amenity item in concept, and will work with the applicant to provide additional detail prior to a public hearing.
- **Historic Preservation and Restoration of the existing towers and parks** – The applicant is proposing to preserve and upgrade the existing residential towers, as well as improving the publicly accessible central courtyard space. OP has some concerns regarding the option to

construct penthouse additions to the top of the existing buildings, and will provide further comment once more detailed plans are submitted. Finally, the applicant has agreed to the provision of new historic signage in the neighborhood, although details have as yet not been provided. OP will work with the applicant and the Historic Preservation Office to provide additional detail prior to the public hearing.

- **Urban Design and Landscaping / Site Planning** – The overall site plan and building design compliment that of the site and the surrounding community, and are generally in character with the pattern of development in the Southwest neighborhood. OP further supports the inclusion of retail along M Street SW, across 6<sup>th</sup> Street SW from Arena Stage. OP has some concerns with the proposed heights of 120 and 123 feet (plus mechanical penthouses) for the new towers, as being taller than other residential buildings in the area. However, the upper story on both new towers is proposed to be sufficiently set back to minimize visual or shadow impacts, and heights of up to 130 feet have been approved for the adjacent Waterside Mall redevelopment. The additional height also allows additional density (a portion of which would be utilized to provide affordable housing) without reducing park space.
- **Efficient and Safe Vehicular and Pedestrian Access** – The site design provides for safe, efficient, and pleasant pedestrian access onto the site. The central courtyard and the smaller pocket parks will provide amenity to area residents and facilitate pedestrian movement through the site. At the north end of the site, the applicant is proposing units with direct ground level access to K Street SW, across from a small park, which will improve the streetscape character, safety, pedestrian scale of the development.

The applicant is proposing two separate access/egress ways to underground parking, with access from 6<sup>th</sup> Street SW. There would be no access from M Street SW. The provision of underground auto courts provides an efficient means of drop-off, minimizes potential visual impact of garage entrances, and provides access to dedicated bicycle storage areas. Loading areas would be accessed from the rear alley. The site design also indicates two secondary car drop-off access points from 6<sup>th</sup> Street SW, on either side of the “great lawn”. OP is not convinced that these drop offs are warranted. Reducing the number of curb cuts on 6<sup>th</sup> Street would minimize impacts on pedestrian movement, maximize the amount of on-street parking, and further highlight the internal courtyard as a pedestrian area. If required for fire protection purposes, they could be designed to allow emergency vehicle access but not regular drop-off traffic.

- **Uses of Special Value** – The applicant is proposing to include in the development a new fitness center, available to residents of the complex and available by membership to other area residents. The applicant also notes the provision of retail along M Street SW, and the public open space areas being provided.
- **Revenue to the District** – The applicant notes tax revenues to the District arising from the new residential and retail units.
- The applicant has agreed to participate in the First Source Employment Program to promote the hiring of DC residents.



- The applicant has committed to enter into a Memorandum of Understanding with the Local Business Opportunity Commission, to utilize local business enterprises in the project development.

## **XII. AGENCY PRELIMINARY COMMENTS AND REFERRALS**

This application will also be referred to the following District agencies for review and comment:

- Anacostia Waterfront Corporation (AWC);
- Department of Consumer and Regulatory Affairs (DCRA);
- Department of Employment Services (DOES);
- Department of Health (DOH);
- Department of Housing and Community Development (DHCD);
- Department of Parks and Recreation (DPR);
- Department of Public Works (DPW);
- DC Public Schools (DCPS);
- DC Water and Sewer Agency (WASA);
- District Department of Transportation (DDOT);
- Fire and Emergency Medical Services Department (FEMS); and
- Metropolitan Police Department (MPD).

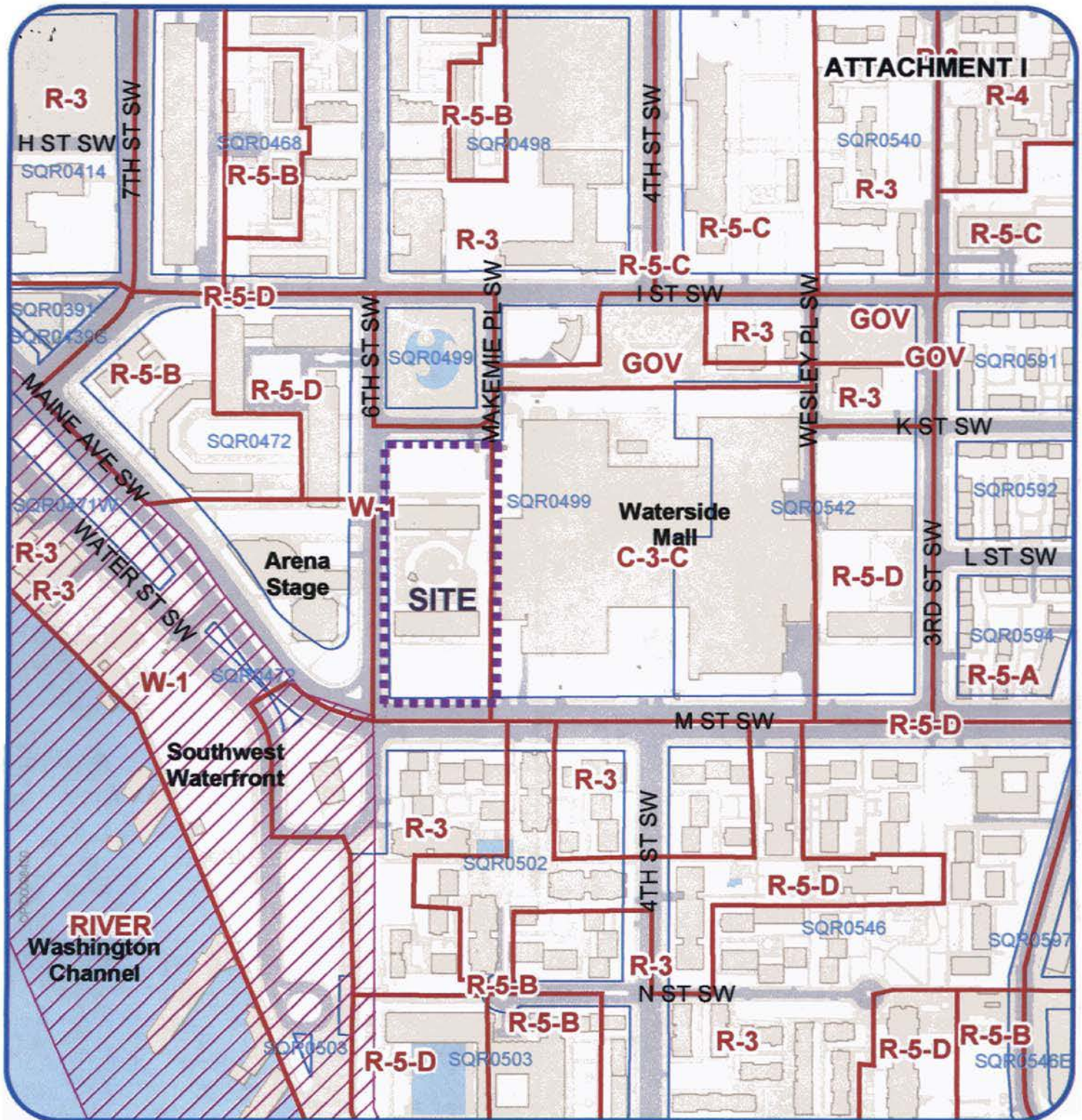
## **XIII. RECOMMENDATION**

The proposed development will replace surface parking lots with new residential units, and also add new retail and park space in the neighborhood. The project is generally consistent with the goals and objectives outlined for the area in the Comprehensive Plan and with the overall pattern of development in the area. As such, OP recommends that this application be set down for public hearing.

EM/jl

### **ATTACHMENTS:**

- I. Context Plan
- II. Site Plan
- III. Project Profile



## Zoning Commission Case 05-38 Marine View Apartments - Context Plan

### Legend

- Zoning Districts
- Property Squares
- Parks
- AWI - SW Waterfront Area



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District of Columbia  
Anthony A. Williams, Mayor

Office of Planning ~ March, 2006

This map was created for planning purposes from a variety of sources. It is neither a survey nor a legal document. Information provided by other agencies should be verified with them where appropriate.





### Legend

- |                        |                       |
|------------------------|-----------------------|
| Zoning Districts       | Multi-family Dwelling |
| Property Squares       | Theater               |
| Record Lots            | Religious             |
| Parks                  | Vacant; 197           |
| Single Family Dwelling |                       |
| Res. Condo             |                       |

## Zoning Commission Case 05-38 Marine View Apartments - Site Plan

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Anthony A. Williams, Mayor

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		Existing Zoning	Proposed Zoning		Proposed Development
Zoning:		R-5-D	C-3-C BASE	C-3-C PUD	
Area:	sq.ft	135,263	135,263	135,263	135,263
	acres	3.11	3.11	3.11	3.11
Use:		medium - high density apartment	high bulk major employment / residential		high density apartment, retail
Height:	feet	90	90	130	up to 123 ft. for new
Stories:		Not regulated	Not regulated		up to 12
Floor Area Ratio:	Res	3.50	6.50	8.00	4.82
	Non-res	not permitted	6.50	8.00	0.07
	TOTAL	3.50	6.50	8.00	4.89
Square Footage:	Res	473,421	879,210	1,082,104	651,864
	Non-res	not permitted	879,210	1,082,104	9,205
	TOTAL	473,421	879,210	1,082,104	661,069
Unit Count:		Not regulated	Not regulated	Not regulated	approx. 590
Lot Occupancy:	Res.	75% max.	100%		50.6%
Residential Rec Space	% of res'l GFA	n/a	10%		10% min.
Setbacks:	Rear	4" / ft. of building ht.	2,5" / ft. of building ht.		conforming
	Side	not required; 3" / ft. of ht, if provided	not required; 2" / ft. of building height if provided		conforming
	Front	not required	not required		not required
Roof Structure:	Height	18.5 ft. max	18.5 ft.		13 ft (existing); 16.5 ft. (proposed)
	Setback	= width	= height at a min.		conforming
	Area	.37 FAR max.	.37 FAR total		conforming
	= Wall Height	must be equal	must be equal		conforming
Parking:	Res. / unit	1 / 3 d.u.	1 / 4 d.u. = 148		477
	Retail / sf	n/a	over 3,000 sq.ft., 1/750 sq.ft. = 9		9
	TOTAL		157 min.		486
	Small Car:	40% max.	40% max = 194		428 - relief required
	Bike:	not required	not required		dedicated bike parking in lower level
Loading Berth:	Res	4 @ 55 ft. deep	4 @ 55 ft. deep		3 @ 30 ft. deep
	Retail	n/a	1 @ 30 ft. deep		
Loading Platforms:	Res	4 @ 200 sq.ft.	4 @ 200 sq.ft.		2 @ 600 and 1,100 sq.ft.
Loading Berths:	Retail	n/a	1 @ 100 sq.ft.		
Delivery Loading:	Res	4 @ 20 ft. deep	4 @ 20 ft. deep		lay-by space only
	Retail	n/a	1 @ 20 ft. deep		



**ZONING COMMISSION NOTICE OF FILING**

**Case No. 05-38**

**(Consolidated PUD & Related Map Amendment –**

**Square 499, Lots 50 and 853)**

**December 1, 2005**

**THIS CASE IS OF INTEREST TO ANC 6D**

On November 30, 2005, the Office of Zoning received an application from Marina View Partners LLC (the “applicant”) for approval of a consolidated PUD and related map amendment for the above-referenced property.

The property that is the subject of this application consists of Square 499, Lots 50 and 853 in Southwest Washington, D.C. (Ward 6) and is located at 1100 6<sup>th</sup> Street, S.W. The property is currently zoned R-5-D.

The applicant proposes to develop two new buildings on the subject property, which will include approximately 560-590 new residential units; 15% of the bonus density achieved through the PUD will be reserved for workforce affordable housing. The project will also include 9,205 square feet of ground floor retail space. The buildings will rise to 110 feet, with an additional top floor set back at one to one along M and K Streets, for a total building height of 120 feet. The project will have a density of 4.89 FAR and 51% lot occupancy. The project will contain approximately 477 residential parking spaces and nine retail parking spaces. In addition, the applicant seeks a related map amendment to the C-3-C District. This request is not inconsistent with the Comprehensive Plan of the District of Columbia.

For additional information, please contact Sharon S. Schellin, the Acting Secretary to the Zoning Commission at (202) 727-6311.