

GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING



Office of the Director

ZONING COMMISSION
District of Columbia

DC. OFFICE OF ZONING

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MEMORANDUM

TO: District of Columbia Zoning Commission

FROM: *LS* Ellen McCarthy, Director, DC Office of Planning

DATE: July 14, 2006

CASE NO. 05-38

EXHIBIT NO. 23

SUBJECT: Report for ZC Case Number 05-38

“Marina View” – 1100 6th Street SW, Ward 6; ANC 6D

Application for Zoning Map Amendment and Consolidated PUD

I. RECOMMENDED ACTION

OP recommends that the Zoning Commission set down for a Public Hearing Zoning Commission Case # 05-38, PUD-related Zoning Map Amendment to rezone lands from R-5-D to C-3-C and a consolidated PUD application for the Marina View Apartment site at 1100 6th Street SW, In accordance with the amended submission of the applicant dated June, 2006.

II. EXECUTIVE SUMMARY

Marina View Apartments LLC has submitted a PUD-related map amendment and Consolidated PUD application for 1100 6th 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 about 300 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. 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 original application proposed that the new residential towers be up to a height of 123 feet. At its March 13, 2006 meeting, the Zoning Commission did not set this proposal down for a public hearing, and instructed the application to proposed revisions at a more appropriate height. The current application shows the two towers at a height of 112 feet. This height is similar to that approved through a First Stage PUD for portions of the adjacent Waterside Mall site, which could also have some construction to a height of 130'feet.

The amenity package as proffered is considered by OP to be adequate for set-down. It consists mainly of the provision of affordable housing, the provision of ground floor retail along a major pedestrian corridor, and improved facilities for residents of the existing towers and the neighborhood. In its submission, the applicant more clearly outlines efforts to preserve the character of the I.M. Pei designed existing towers and restoration of the design of the central courtyard. 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, its relationship to adjacent development, and the amenity package prior to a hearing.

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 6th 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.

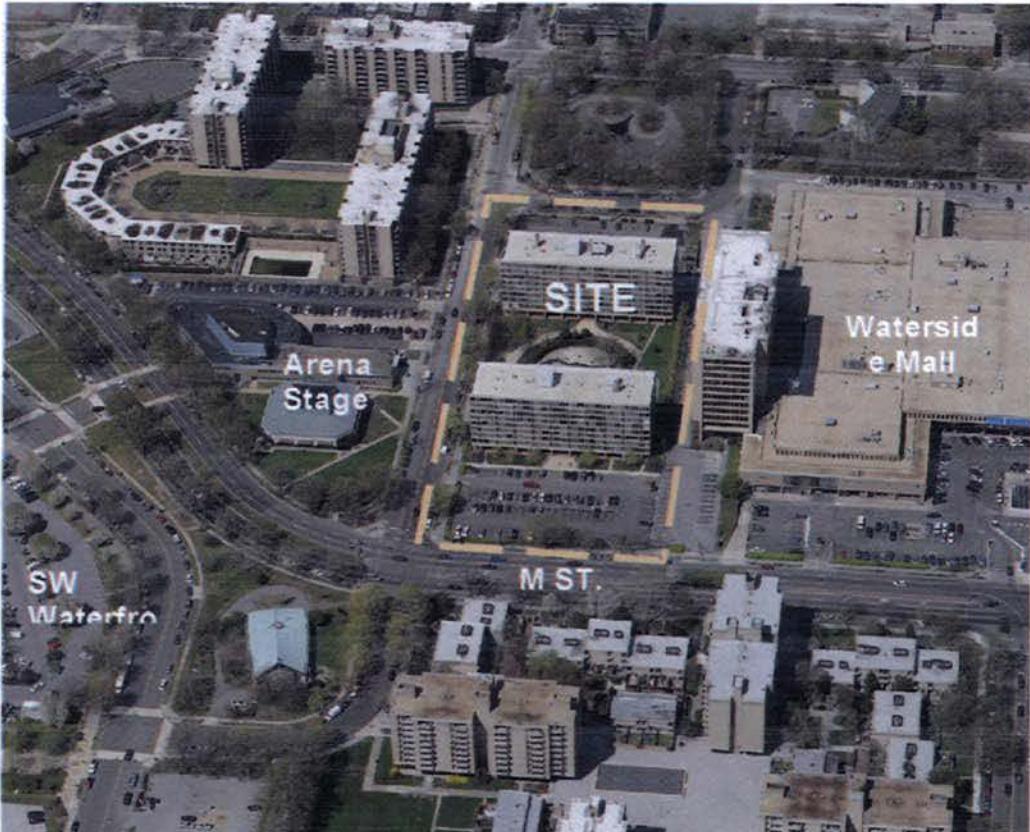


PHOTO FACING NORTH

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 112 feet with street level retail along M and portions of 6th Streets SW. The top most story of each building would provide a 1:1 step-back (above a height of 102 feet), 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 glass walls and windows with insulated glass panels and similar windows, repairing the exposed concrete, expanding the lobbies, updating the mechanical systems, and construction of new rooftop equipment rooms and residential penthouse suites.
- Construction of underground parking for 568 cars, with access from 6th Street SW. This represents a significant increase from that proposed in the original application (486 spaces).
- 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 6th 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, located between the existing and new residential buildings, for use by residents.

Total on-site square footage would be slightly less than 605,000 sq.ft., about 55,000 sq.ft. less than the original proposal. The total number of units would be about 560, about 30 fewer than the original proposal. Proposed lot occupancy would be about 50%. 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 4.47, 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. The proposed new height of 112 feet with step-backs above 102 feet is considered by OP to be appropriate for this location.
- (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 Marina 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 retention 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.

As detailed in the OP report dated March 3, 2006, 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. The proposal also addresses a number of goals and objectives specific to this neighborhood, as outlined in the Ward 2 Element, 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 add to 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 and new market rate housing and new retail space. 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:	R-5-D	C-3-C BASE	C-3-C PUD	
Use:	medium - high density apartment	high bulk major employment / residential		high density apartment, retail
Height:	90'	90'	130'	up to 112'
Floor Area Ratio:	3.5 (4.5 with a PUD)	6.5	8.0	4.47

The proposed development would be well within the density permitted by C-3-C, and within the permitted PUD density in the R-5-D district. It is also 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.

In the original submission, the applicant 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. OP has no concerns with this required relief at this time. The current submission does not clearly indicate whether any form of relief for roof top structures will be required, although the applicant has not requested such relief. There appear to be encroachments into the M Street, 6th Street 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 131,000 sq.ft., equivalent to about 22% of the total development proposed.

	Existing Zoning R-5-D	Proposed Zoning (PUD)	Proposed Development	Difference
Lot Area	135,263 sq.ft. total			
Max Height	90 ft.	130 ft.	up to 112 ft.	up to 22 ft.
Max. FAR	3.5	8.0	4.47	.97
Max. Square Footage:	473,421 sq.ft.	1,082,210 sq.ft.	604,661 sq.ft.	131,241 sq.ft.

The current submission does not outline the amenity package or provide additional detail on the proposed package with the exception of addition detail with regards to efforts to update and preserve the existing residential structures and courtyard. As proposed in the original application (with additional OP analysis for the project revisions), the amenity package would include:

- **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 has been proffered as “workforce” housing. This would have equated to 27,590 sq.ft. under the original proposal, but with the reduction in the size of the new buildings, would be about 19,680 sq.ft. under the current proposal. Additional detail has not been provided 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, and improve the publicly accessible central courtyard space. The current submission provides additional detail with regards to the type and extent of work proposed. OP continues to have 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. Otherwise, OP does not object to the proposed changes to the structures, such as window replacement and the slight expansion to the lobby space. In the original submission, the applicant also 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 and analysis prior to the public hearing.
- **Urban Design and Landscaping / Site Planning** – The current submission provides for a very different form for the new buildings, particularly the “wave” form on the inside façades of the two new structures. The site plan and overall 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 6th Street SW from Arena Stage. OP feels that the proposed 112 foot height (plus mechanical penthouses) for the new towers is appropriate to the location, adjacent to Waterside Mall and at the gateway to the pending Southwest development. The upper story step-back above a height of 102 feet will further minimize the visual impact of the top story and the mechanical penthouse structures above.

Based on preliminary conversations with the applicant and developers of the adjacent Waterside Mall, OP does have some concern that the relationship between the two developments is not adequately resolved. For example, along the common lot line, each owner is considering the provision of separate parking / loading access ways, and the Marina View proposal has portions of their private alley. This could unnecessarily maximize the number of curb cuts, and could lead to a confusing traffic pattern for access to various parking areas and for service vehicles. OP will continue to work with the various owners to rationalize this situation and provide a more harmonious relationship between the sites and the buildings proposed.

- **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 an existing 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 6th Street SW. There would be no access from M Street SW. The provision of covered underground auto courts (with park space above) provides an efficient means of drop-off, minimizes potential visual impact of garage entrances, and provides access to dedicated bicycle storage areas. The revised designs appear to retain loading access from the rear alley – as noted above, OP has some concerns that refinement of this solution and better coordination is needed.

The site design also indicates two secondary car drop-off access points from 6th Street SW, on either side of the “great lawn”. OP remains unconvinced that these drop offs areas are necessary. Reducing the number of curb cuts on 6th 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, access 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 noted 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 also committed to enter into a Memorandum of Understanding with the Local Business Opportunity Commission, to utilize **local and small business enterprises** in the project development.

XII. AGENCY PRELIMINARY COMMENTS AND REFERRALS

If set down by the Commission for a hearing, this application will 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 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).

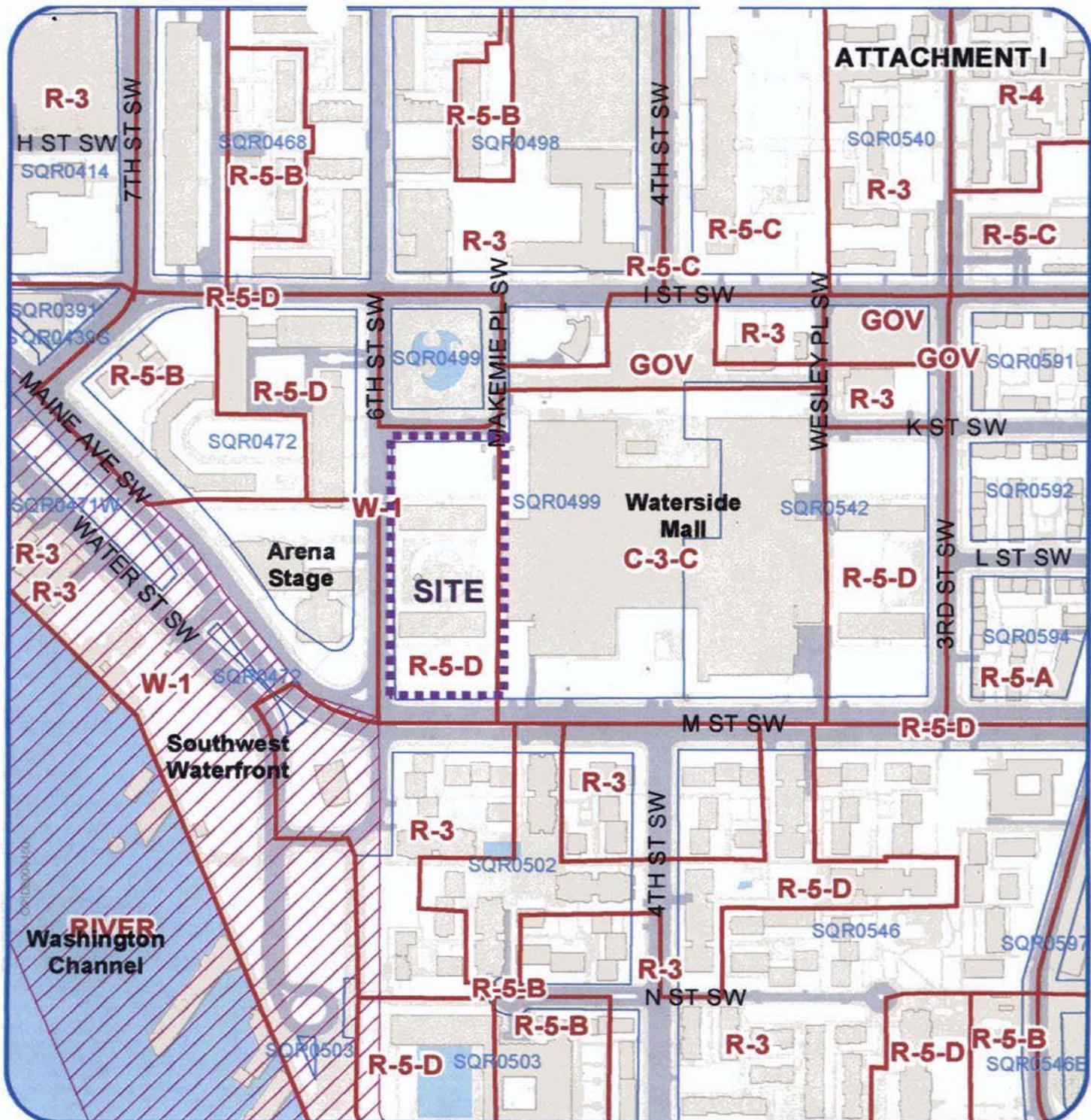
XIII. RECOMMENDATION

The proposed development will replace surface parking lots with new residential units, and also add new retail and restored 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, and the heights and form of buildings as currently proposed appropriate to the location. 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
Marina View Apartments - Context Plan

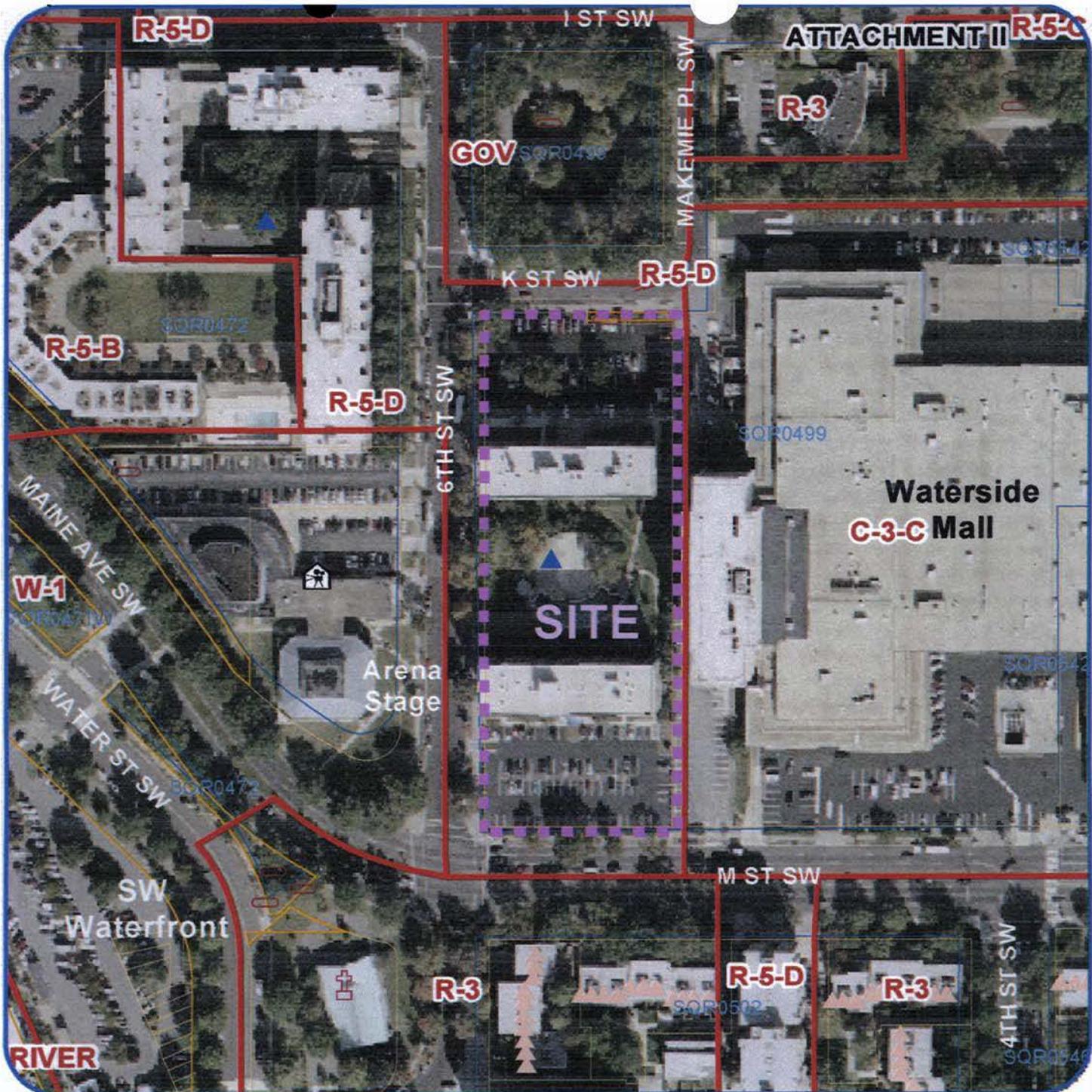
Legend

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



Office of Planning ~ July, 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.



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

Legend

 Zoning Districts	▲ Multi-family Dwelling
 Property Squares	■ Theater
 Record Lots	✚ Religious
▲ Single Family Dwelling	▬ Vacant
△ Res. Condo	

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Government of the
District of Columbia
Anthony A. Williams, Mayor

Office of Planning ~ July, 2006

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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 112 ft. for new
Stories:		Not regulated	Not regulated		11
Floor Area Ratio:	Res	3.50	6.50	8.00	4.40
	Non-res	not permitted	6.50	8.00	0.07
	TOTAL	3.50	6.50	8.00	4.47
Square Footage:	Res	473,421	879,210	1,082,104	595,722
	Non-res	not permitted	879,210	1,082,104	8,939
	TOTAL	473,421	879,210	1,082,104	604,661
Unit Count:		Not regulated	Not regulated	Not regulated	560
Lot Occupancy:	Res.	75% max.	100%		50.0%
Residential Rec Space	% of res'l GFA	n/a	10%		10.0%
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.		assumed conforming
	Area	.37 FAR max.	.37 FAR total		assumed conforming
	= Wall Height	must be equal	must be equal		assumed conforming
Parking:	Res. / unit	1 / 3 d.u.	1 / 4 d.u. = 140		560
	Retail / sf	n/a	over 3,000 sq.ft., 1/750 sq.ft. = 8		8
	TOTAL		148 min.		568
	Bike:	not required	not required		dedicated bike parking in lower level
Loading Berth:	Res	4 @ 55 ft. deep	4 @ 55 ft. deep		assumed conforming
	Retail	n/a	1 @ 30 ft. deep		
Loading Platforms:	Res	4 @ 200 sq.ft.	4 @ 200 sq.ft.		assumed conforming
Loading Berths:	Retail	n/a	1 @ 100 sq.ft.		
Delivery Loading:	Res	4 @ 20 ft. deep	4 @ 20 ft. deep		assumed conforming
	Retail	n/a	1 @ 20 ft. deep		