

SAINT ELIZABETHS EAST



Redevelopment Framework Plan

Approved by Council
December 16, 2008

ATTACHMENT 3

ZONING COMMISSION
District of Columbia
CASE NO. 12-08
EXHIBIT NO. 2A1



RTKL

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District of Columbia
CASE NO.12-08
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1. Vision Statement

Saint Elizabeths East will build on its tremendous history to become a series of healthy new neighborhoods that stimulate economic regeneration in Ward 8 and the surrounding communities.

As a truly unique destination since its inception, the redevelopment of the campus will blend preservation with contextual infill development that strengthens its historic legacy. New neighborhoods that respect the natural, scenic, cultural and historic setting will support connections between people, families, businesses, agencies and institutions.

Saint Elizabeths East's new neighborhoods will open up the campus and strengthen its relationship to adjacent neighborhoods, Ward 8, and the rest of the city. The revitalized campus will be the result of a dynamic public and private partnership that responds to community needs and District priorities.



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2. Executive Summary

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Saint Elizabeths is arguably the most famous mental hospital in the United States because it was the first federal facility of its kind, and the first facility devoted to the treatment of Armed Forces personnel and African Americans. It was established by Congress at the urging of reformer Dorothea Dix, who sought humane therapeutic treatment for the mentally ill to replace the incarceration typical of the time.

Over the past two decades, mental health care delivery has changed rapidly at Saint Elizabeths Hospital. Once a federal hospital serving over 7,000 patients, the District of Columbia Department of Mental Health (DMH) now provides services primarily to DC residents. In the past few years, DMH has further consolidated its operations at Saint Elizabeths and will soon occupy a new state-of-the-art hospital at the eastern edge of East Campus.

As a result of this new multi-million dollar investment in mental health services, a major portion of the campus will be available for re-use and redevelopment. With over 170 acres, Saint Elizabeths East is one of only a few properties larger than 50 acres available for redevelopment in the District of Columbia. As a National Historic Landmark and local historic district, redeveloping the site requires careful consideration of many complex factors, including how the reuse of the campus can best serve the needs of the District and neighboring communities.

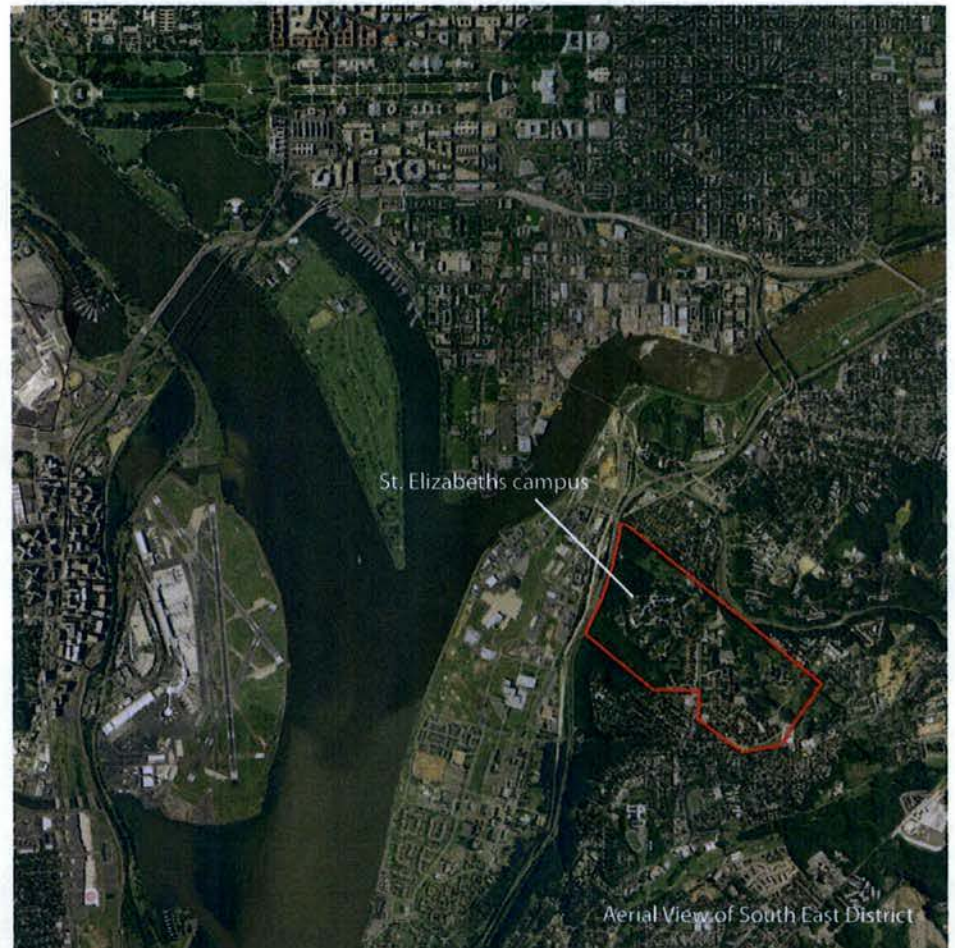
The Need for a Framework Plan

Due to the size and scope of the opportunity, the redevelopment of the East Campus of Saint Elizabeths will likely take 10-30 years and occur in multiple stages. It is a complex site and the challenges are numerous. This framework plan is designed to provide broad planning guidance that will shape development and help future master planners, developers, the District government, and surrounding neighborhoods navigate these challenges.

The framework plan provides the lens to view the site, its historic context, current site conditions and historic preservation controls. It also outlines a set of stakeholder-driven development principles that define an ambitious agenda for future development. For example, a new Saint Elizabeths East must balance sensitive infill development with historic preservation while providing new multi-modal access and circulation. Redevelopment of the campus must also reflect a commitment to sustainable development, both in individual building design and campus-wide systems. These development principles drive the content of the Redevelopment Framework chapter of this plan, which includes both land use and development guidance and illustrative site plans. The illustrative site plans suggest potential ways of developing the campus that embody the guidance and principles articulated throughout the document.

The implementation of this plan will take many years and involve a broad coalition of stakeholders. To realize the potential for new development and historic preservation on the campus, new infrastructure will be required. A strategic approach is necessary to finance and construct new roads, utilities, sewers, water, and other city services. The implementation section of the plan outlines the broad steps that will be taken to identify a development partner (or partners) and address infrastructure, community facilities, and economic development needs.

The Saint Elizabeths East Framework Plan provides the opportunity to shape growth and sensitively mix uses on the campus that will prevent piecemeal or haphazard development. The goal of the plan is to facilitate development so that Saint Elizabeths East continues to serve the people of Washington by building on its tremendous history and becoming a center of new and revitalized neighborhoods rich in their diversity, uses and amenities.



Planning Process

From the outset, the planning process prioritized public input in order to help clarify goals, identify priority issues and guide the framework plan. It was vital that the community play a key role in shaping the vision for Saint Elizabeths East. A Citizen Steering Committee comprised of local community leaders, representatives from Advisory Neighborhood Commissions (ANCs), and members of local neighborhood organizations and associations played a key role in connecting residents with the process.

The initial planning work began in 2003 under the administration of Anthony Williams. Mayor Anthony Williams officially launched the planning process on January 30, 2003 at a kick-off reception at the Saint Elizabeths chapel. Over the next several months, over 300 people participated in three workshops and a site tour. Participants identified issues and concerns and helped to prepare a set of guiding principles. At the final workshop, more than a dozen design professionals helped about 100 community residents work in teams to articulate nine alternative visions for the campus. The Office of Planning and the consultant team used the outcome of the public participation process to develop the draft Framework Plan.

By late 2005 the federal government decided to reuse the West Campus as a federal government office facility, which impacted a significant portion of the recommendations in the draft Framework Plan that included the West Campus. Soon it was clear that the federal government would undertake a separate planning process

and environmental impact assessment. In response, the Office of Planning finalized the draft Framework Plan in 2006; however the plan was not submitted to the City Council for approval and it remained in draft form until 2008.

In 2008 under the leadership of Mayor Adrian M. Fenty, the Office of Planning (OP), in partnership with the Office of the Deputy Mayor for Planning and Economic Development (DMPED), initiated an update to the initial Framework Plan. The likely relocation of the US Department of Homeland Security (DHS) on the West Campus of Saint Elizabeths, as well as a significant level of planned development in the area presents a new opportunity to catalyze development on the East Campus and stimulate economic resurgence throughout Ward 8. A Steering Committee group was resumed as part of the plan update along with a series of three public meetings and a Mayor's Hearing to conclude the 2008 planning process. A further discussion of the planning process is discussed in Chapter 3. An update to the Framework Plan is necessary in order to provide more detailed guidance on how the District should respond to current development opportunities and transportation, historic preservation, and sustainability challenges.



Top: Community Meeting Presentation

Bottom: Community Meeting Open House

Challenges and Opportunities

The revitalization of Saint Elizabeths East represents a unique opportunity to catalyze investment in Ward 8 while meeting a variety of community needs and District priorities; however this complex undertaking will require significant public and private cooperation to overcome several challenges.

For many years, the East Campus and the Hospital itself served the surrounding communities as an employment center, gathering place, and historic space. With the revitalization of the campus, there is the opportunity to renew the East Campus as a community center by providing opportunities for expanded housing, retail, and community amenities. Preserved historic buildings can provide tremendous character and value to the new neighborhoods at Saint Elizabeths. At the same time, the natural parks and green spaces at Saint Elizabeths can provide beautiful new public open spaces, linked to the rest of the District, through the Fort Circle Parks System, Oxon Run and the Anacostia waterfront.

Historic buildings may set the stage for redevelopment but the costs associated with restoration and renovation costs are high; the rapidly deteriorating condition of the buildings also creates cost challenges for financing adaptive reuse in early phases of development. Creative methods and a strategic approach are necessary to support historic preservation and allow for new infill development. Historic preservation tax credits and other funding mechanisms should be explored to help offset the cost of reuse. The campus will also require significant new investment in road, utility, water, and sewer infrastructure. In addition, multi-modal transportation access must be enhanced to address new development on both campuses. These challenges are discussed further in Chapter 5.

Since 2005, there is a new opportunity to catalyze development on the East Campus. The proposed consolidation and relocation of the US Department of Homeland Security (DHS) to the West Campus will draw up to 14,000 employees to this area of Ward 8 in the next 15 years. Because of the intensity of the development proposed for the West Campus, various constituencies raised concerns through the Environmental Impact Statement process regarding the potential impact on historic resources and traffic systems.

Recognizing the opportunity to catalyze development on the East Campus and draw out employees from a high security compound, the District approached the General Services Administration about the possibility of moving a portion of the DHS program to the East Campus. The potential benefits of leasing office space to DHS include:

- Providing a guaranteed tenant to ensure initial development on the East Campus;
- Supporting amenity retail and services that would be accessible to the public and new DHS employees;
- Creating a front door to the DHS development on the East Campus to may ease the high security, walled off presence on the West Campus; and
- Generating an opportunity to explore enhanced transit service through an infill Metro station or a Metro spur line that would increase the transit opportunity for federal employees and future residents of the East Campus.

Negotiations with the General Services Administration and the Department of Homeland Security are ongoing; however, the Framework Plan does account for this opportunity and provides

guidance for how the secured facility could blend into a new mixed use neighborhood. The successful implementation of this plan is strongly tied to securing a major tenant, such as DHS, to spark additional investment and private sector excitement about the campus.

In addition to the physical assets of the campus, redevelopment of Saint Elizabeths East will have positive economic benefits to both local Ward 8 residents and the District of Columbia. New development must respect and sustain the existing surrounding neighborhoods and residents while attracting new residents and jobs. Local residents will benefit from new jobs, housing choices, retail amenities, and community facilities; however it will be critical to pro-actively link new employment opportunities, facilities, and programming to meet the needs of surrounding communities. The District will benefit by attracting new economic development, new tax revenues and new housing units to achieve its broader social and economic goals.



Top: CT Buildings

Bottom: Smith Center

Framework Plan

The Framework Plan outlines development principles, planning objectives, and land use preferences to guide the redevelopment of Saint Elizabeths over time. It could take up to thirty years to redevelop the entire campus; therefore plan provides guidance to the future developers and designers who will be responsible for creating more detailed master plans for implementing the redevelopment program. These plans will be developed with additional stakeholder input and will have to comply with the required Section 106 historic review process to either avoid, minimize or mitigate the impact of new development on historic resources.

An essential element of the redevelopment framework is the set of stakeholder-driven development principles for future development at Saint Elizabeths (Chapter 6). The principles are based on the vision and recurring themes of opening up the campus, creating connections, attracting new development, preserving the historic character, and treating existing residents fairly and equitably. They were initially developed through community engagement in the 2003-2005 planning process and refined during the 2008 update process.

The principles are aspirational and call for redevelopment at Saint Elizabeths East to:

1. Capture the Campus's Unique Identity and Create a Sense of Place
2. Reinvigorate the Campus as an Important Neighborhood Center
3. Preserve and Celebrate Heritage Resources
4. Embody the District's Urban Design & Sustainability Goals
5. Improve Community Connectivity & Open Up access to the Campus
6. Enhance Multi-modal Transportation Networks

7. Create a Strong Public Realm
8. Support Wider Economic Development Initiatives

The Redevelopment Framework presented in Chapter 7 is guided by these principles, as well as the site conditions, historic preservation controls, existing government facilities and uses, environmental issues, transportation access, and development capacity which are discussed in detail in Chapter 4, Existing Site Conditions.

The Redevelopment Framework includes broad development guidance on mix of land uses, development scale, open space system, circulation and access, and the creation of special places. The discussion of campus wide systems and how the new neighborhoods fit together is broad enough to allow flexibility while still shaping new development that is in line with the vision and development principles articulated in the plan.

Due to the size of the campus the redevelopment of Saint Elizabeths East will result in the creation of several new mixed-use, mixed-income neighborhoods that form a comprehensive whole and reflect the historic nature of the campus setting. The campus will boast a variety of housing types, businesses, institutions and government agencies.

Each new neighborhood will contribute to this mix of uses, while maintaining its own unique character and identity. A network of community facilities, commemorative works, and open spaces will connect the new neighborhoods to each other and to the surrounding community. Transportation access could be enhanced through a new road connecting Suitland Parkway with Alabama Avenue. Transit access could also be expanded through either a new infill Metro Station on the Green Line or a new station on a spur

line that could extend south to the new National Harbor development.

The infill development height and design guidance is intended to be sensitive to the scale of adjacent buildings, while taking advantage of transit oriented development opportunities and activating Martin Luther King Jr. Avenue as a walkable, active Great Street.

The objective of the illustrative plans presented in the Redevelopment Framework chapter is to show how the development principles and guidance can be utilized to create a more detailed site plan for the East Campus. Illustrative 1 is a direct reflection of the preservation requirements of the Memorandum of Agreement (MOA) that requires the retention of certain historic buildings and grounds. Illustrative 2 identifies the development potential within specific neighborhoods under the assumption that seven historic buildings are removed upon the completion of the required historic review processes.

The illustrative plans are conceptual in nature and do not represent restrictions on future development. Still, the illustrative plans demonstrate the urban design and character of the new neighborhoods that reflect the broad planning principles that informed this planning process. Further they illustrate development potential and arrangement of uses in building footprints at a range of heights and densities.

Both plans share a vision for the North Campus and the Maple Campus that includes medium density mixed use development that is anchored by a federal government tenant and two different options for new Metro stations. Both plans also bring development to Martin Luther King Jr. Avenue,

one of the District's Great Streets. Ground floor retail and community facilities will help to create a dynamic, walkable public realm that will activate both interior streets leading to the proposed Metro and Martin Luther King Jr. Avenue.

The primary differences between the two lie in the development opportunity area in and around the Town Square, CT Village, and the Transit Village. In Illustrative 1, contextual infill development surrounds the historic core. Illustrative 2, assumes the removal of seven historic buildings. These buildings were selected strategically because of either duplication in building type, condition, or combination of both. Illustrative 2 shows new development and open space in place of the historic buildings. Both plans, show sensitivity in the intensity of development adjacent to the low scale neighborhoods south of the Campus.



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Plan Achievements

provides many distinct opportunities for the District of Columbia and its residents. The Framework Plan illustrates the ways in which the campus' assets can be capitalized upon to realize these opportunities and overcome the challenges facing redevelopment. Despite the rapid deterioration of the buildings, limited access and the need for new infrastructure, the campus offers the chance to build new neighborhoods with strong character, preserve a tremendous historic asset, create jobs and provide neighborhood and community amenities for District residents. The 2008 Saint Elizabeths East Redevelopment Framework Plan provides flexibility towards future land use and balances new infill development with adaptive reuse of historic buildings.

Right: Saint Elizabeths East Illustrative 1



Right: Saint Elizabeths East Illustrative 2



2003 Planning Process

From the outset, the Saint Elizabeths Campus planning process prioritized public input. It was vital that key stakeholder groups play a key role in shaping the vision for Saint Elizabeths East. The District also wanted to use the process to realistically manage citizens' expectations and ensure that community input would play a role in the decision-making process.

The community outreach and engagement strategy involved a Citizen Steering Committee comprised of local community leaders, representatives from Advisory Neighborhood Commissions (ANCs), and members of the mental health and historic preservation community advocacy. The Committee helped the District coordinate its outreach and engagement efforts to connect residents with the planning process. The planning team, including DCOP and the consultant team, met regularly with the committee throughout the planning process.

Mayor Anthony Williams officially launched the planning process on January 30, 2003 at a kick-off reception at the Saint Elizabeths Chapel. Six weeks later, on March 15, 2003, the public was invited to an open house and site visit. More than 300 people enjoyed guided tours of the campus. In fact, the tour allowed many community members to visit the campus grounds for the first time.

Three community workshops were held in April and May 2003. The first community workshop provided an overview of the planning process and gave participants the opportunity to work in teams to develop a set of issues and concerns, develop a set of goals and objectives and develop a set of guiding principles.

Common themes from the issues, goals and principles were reviewed and the participants confirmed a final list of guiding principles for the framework plan at the second workshop. The planning team also presented a series of case studies to illustrate a variety of development options for Saint Elizabeths.

At the final workshop, more than a dozen design professionals helped about 100 community residents work in teams to articulate alternative visions for the campus. Nine creative alternatives were developed.

Public input throughout the planning process was critical. It helped clarify goals, identify priority issues and guide the framework plan. The planning team used the guiding principles and common ideas and themes from the alternatives to develop the framework plan.

By late 2005 the federal government decided to reuse the West Campus as a federal government office facility, which impacted a significant portion of the recommendations in the draft Framework Plan that spoke to the West Campus. It was clear that the federal government would undertake a separate planning process and environmental impact assessment. In response, the Office of Planning finalized the draft Framework Plan in 2006. The plan was not submitted to the City Council for approval as a small area plan and remained in draft form.



Top Right: Community members at the planning charette

Right: A community member presents her ideas to the audience

3. Planning Process

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Under the leadership of Mayor Adrian M. Fenty, the Office of Planning (OP) in partnership with the Office of the Deputy Mayor for Planning and Economic Development (DMPED) initiated a community update to the initial Saint Elizabeths Hospital Framework Plan (2006). The likely relocation of the US Department of Homeland Security on the West Campus of Saint Elizabeths, as well as a significant level of planned development in the area presents a new opportunity to catalyze development on the East Campus. The initial Framework Plan was developed through an intensive community engagement process in 2003 and represents the best thinking about the campus at the time it was created. An update in 2008 to the Framework Plan was necessary in order to provide more detailed guidance on how the District should respond to current development opportunities and transportation, historic preservation, and sustainability challenges.

The redevelopment of the East Campus offers a chance for Saint Elizabeths to continue to serve the people of Washington by building on its tremendous history and to become a center of new and revitalized neighborhoods rich in their diversity, uses and amenities.

2008 Update

A variety of factors lead to the decision to revisit the 2003 Saint Elizabeths Hospital Framework Plan. By August 2007, the federal government released a draft master plan for the West Campus which included 4.5 million square feet of new development to support "mission critical" functions for the US Department of Homeland Security (DHS). Various constituencies raised concerns through the Environmental Impact Statement process regarding the potential impact of development on historic resources and traffic impacts from 14,000 employees.

Recognizing the opportunity to catalyze development on the East Campus, the District approached the General Services Administration about the possibility of moving a portion of the DHS program to the East Campus. The potential benefits of leasing office space to DHS include:

- Provides a guaranteed tenant to kick off development on the East Campus;
- Supports amenity retail and services that would be accessible to the public and DHS employees;
- Creates a front door to the DHS development on the East Campus to may ease the high security, walled off presence on the West
- Generates an opportunity to explore enhanced transit service through an infill Metro station or a Metro spur line that would increase the transit opportunity for federal employees and future residents of the East Campus.

Because the 2003 draft Framework Plan did not capture this potential opportunity the Office of the Planning, in partnership with the Office of the Deputy Mayor for Planning and Economic, began a community update to the plan. The update allowed the District and the community to reexamine the framework to ensure that it still responded to community preferences and market opportunity. Furthermore, the completion of the Framework Plan is an implementation priority for the Far Southeast and Southwest planning area in the 2006 Comprehensive Plan of the National Capital (Action FSS-2.2.A).

As part of the 2008 Framework Plan update, a series of three advisory group and community meetings was initiated. The purpose of the steering committee meetings was to coordinate and confirm original recommendations and new opportunities.

Steering committee meetings were held:

- June 26th
- July 21st
- September 18th

On July 14, 2008, the Office of Planning conducted its first community meeting at the Chapel of Saint Elizabeths relative to the 2008 framework plan update. The purpose of the meeting was to highlight the work that had been completed during the initial 2003 planning process, confirm issues and opportunities relevant to the site, and solicit input for information that was lacking during the initial plan update.

Based on feedback from the first meeting, a second community meeting was held on July 28, 2008. Components of this meeting included a presentation and break-out groups where meeting participants were asked to confirm if the guiding principles developed during the 2003 planning process were still valid. Further, meeting attendees were asked to provide information relative to preferred land uses and themes specific to areas within Saint Elizabeths campus. Ideas included a grocery store, capturing the heritage of the community, and maintaining view sheds.

Using the information gained through the community update, the Office of Planning updated the guiding principles, refocused the development framework on the emerging themes, and added the North Campus neighborhood as the site for a leased federal facility. The update revealed that community stakeholders still believed in the vision for the redevelopment of Saint Elizabeths; however, there is even a stronger sense of urgency to kick start implementation than in previous years.

Once completed this plan underwent a thirty-day public comment period. Comments were compiled and incorporated into the final document. A Mayor's Hearing followed this comment period on October 28, 2008 where community residents and stakeholders gave oral testimony in support of the plan which became part of the legislative package that was submitted to council for approval and adoption of the plan in November 2008.



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4. Planning Context

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Saint Elizabeths East is one of the largest redevelopment sites in the District. Although the campus is located close to downtown and in the heart of Ward 8, the area around it has been historically unevenly developed. The recent expansion of the central employment area and renewed interest in development East of the Anacostia River has lead to a surge in activity that is sparking a renaissance. While these activities offer a tremendous opportunity for economic growth, it is critical that new development, especially at Saint Elizabeths East, be fair, accessible and equitable. The following chapter places the East Campus in context to show the linkages between past and present and the importance of congruent and comprehensive redevelopment that will sustain its future.

Historic Context

Location

Saint Elizabeths is only two miles from the United States Capitol and downtown Washington, DC. The campus is located in the heart of the District's Ward 8. It occupies the northern edge of a triangular plateau that it shares with the neighborhoods of Congress Heights and Henson Ridge. Barry Farm, a DC Housing Authority property and one of the District's New Communities, lies just across the northern property line of the campus, although a grade change of more than sixty feet creates a strong feeling of separation between the campus and the neighborhood. Historic Anacostia lies further north, across Suitland Parkway.

Saint Elizabeths is located immediately adjacent to the District's expanding Center City area, which has been growing toward the campus over the past ten years, with the expansion of the Southeast Federal Center, the redevelopment of the Washington Navy Yard, and the proposed development at Poplar Point. Most of the land surrounding the campus is low to moderate density, low-rise residential and commercial supporting institutional and community uses such as schools, churches and parks.



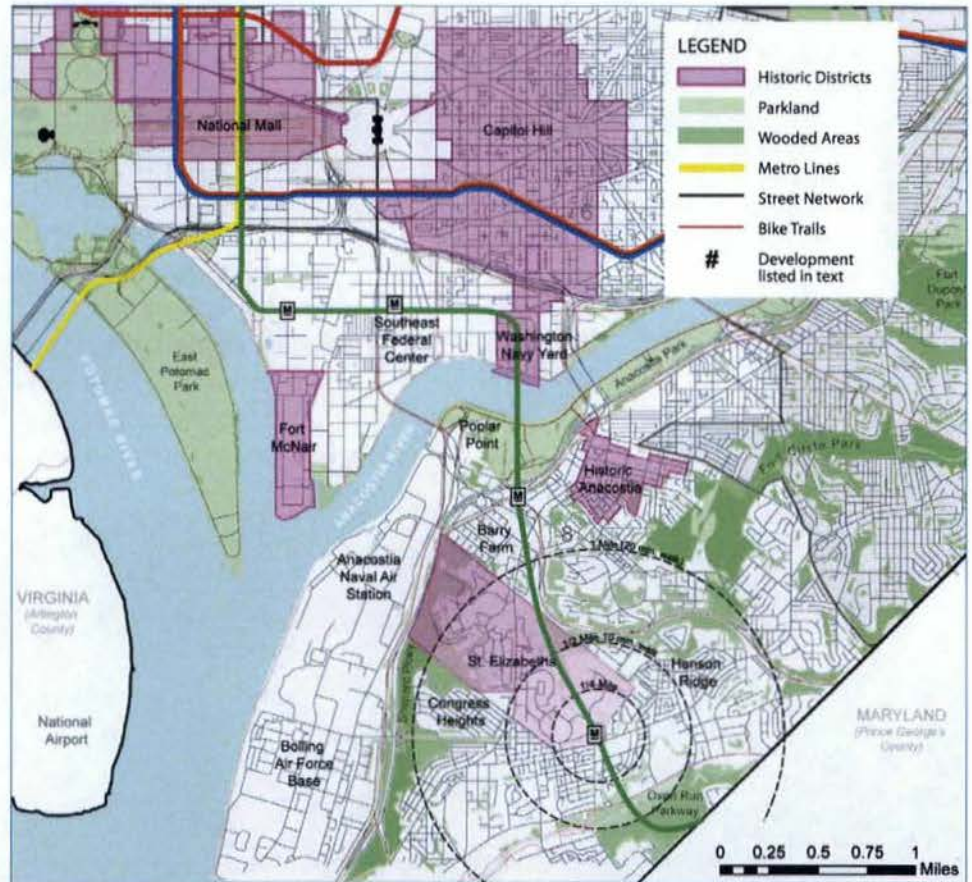
Historic Context

The District of Columbia has a tremendous asset in its heritage resources. Many neighborhoods in the City are capitalizing on these historic assets to spark economic and community revitalization. Saint Elizabeths and the neighborhoods around it share a remarkable history, rich in the African American traditions of its many founders, developers and residents. This powerful cultural history has helped form two historic districts in the area and could be strengthened further through cultural tourism, which has been increasing over the past several years.

Pierre L'Enfant's 1792 Plan for the District of Columbia did not include the area east of the Anacostia River; development in the area now known as Ward 8 was shaped by transportation investments and the growth of employment centers. The Historic District of Anacostia was originally surveyed by the Union Land Association in the 1850s. It was planned as a working-class suburb for white Navy Yard workers. Absentee speculators bought up most of the lots and six years later only 70 or 80 families actually lived there. In 1877, Frederick Douglass purchased the home of John Van Hook, one of the partners in the Union Land Association. He called the property "Cedar Hill," and today it is a National Historic Site. Construction on Saint Elizabeths Hospital also began during this time.

Right: Historic Context Map

Left: Location Map



Before the Civil War, many free African Americans settled in other sections east of the Anacostia River. Tobias Henson, a slave who purchased his freedom in 1813, bought 24 acres called the Ridge in the 1820s and 1830s, along with the freedom of his wife, two daughters and five grandchildren. By the 1870s his family was the principle landholder in the African American community of Stantontown, now the Douglass community. In the 19th century a large portion of the community known today as Congress Heights was a plantation that was farmed by slaves until the 1862 Emancipation Proclamation.

After the Civil War many freed slaves migrated to Anacostia and the new community of Barry Farm created in 1867. Freed people built their own homes and, within two years, 500 African American families had settled in Barry Farm, which also is sometimes referred to as Hillisdale. This neighborhood's first public school for African American children, The Hillisdale School, was built in 1871 on what was then Nichols Avenue, near Sheridan Road.

At the turn of the 20th century there was still abundant vacant land and large farms supplying local residents and city markets with food and dairy products. Given the abundance of vacant land, many public and military facilities were developed both in the neighborhoods and below along the eastern bank of the Anacostia River abutting. These facilities included the following:

- the DC National Guard operated the former 169 acre Camp Simms Military Reservation as a campsite and target range in Congress Heights
- the 260 acre Anacostia Naval Air Station to the northwest of Saint Elizabeths

- the 550 acre Bolling Air Force Base immediately to the west
- the Naval Research Laboratory was developed on 170 acres between the two air stations
- the Blue Plains sewage treatment plant was opened south of Bolling Air Force Base.

In the second half of the 20th century, a number of trends began to seriously disrupt the communities in the eastern Wards of the District. Large institution land uses, the construction of new freeways along the river and through extant neighborhoods, urban renewal projects in Southwest, overtaxed schools, hospitals and public housing, and suburban "white flight" all put tremendous pressure on local communities. As a result, most of the character of these historic communities was destroyed, massive public housing projects were constructed, and people were isolated from the waterfront. Included in this destruction was the Barry Farm community, immediately north of Saint Elizabeths. In the 1940s private homes were demolished to make way for a public housing development. The community was further impacted by the construction of Suitland Parkway in 1944, the construction of the Anacostia Freeway, the dual 11th Street bridges, the South Capitol Street Bridge and the intervening approach roads.

Today, Washington has 40 historic districts, including Saint Elizabeths and the Historic Anacostia located to the north, which are designed to preserve and enhance the historic features of those places. Recently these neighborhoods have succeeded in utilizing their historic treasures to spark neighborhood revitalization.

Saint Elizabeths' Historic Context and Role in the Community

Originally named The Government Hospital for the Insane, the institution was established in 1852. The campus is located on a high plateau overlooking the confluence of the Potomac and Anacostia rivers, with a panoramic view of the District and Northern Virginia. The site was strategically selected to provide recreational and natural therapeutic opportunities to the patients. The buildings were placed within a park-like setting with deliberate landscape features, prominent trees, winding roads and open green spaces.

Although well known for its natural beauty and luring views, the institution is perhaps most noted as historically being the physical embodiment of the evolution of hospitals for the care of the mentally ill. It was the first federal hospital for the insane, it was among the first to employ pathologist, and it was the first American hospital to make specific provision for treating mentally ill African Americans. At the time of its founding in the 1850s, the prevailing practice was to view mental illness as a permanent and hopeless condition. Hence, patients were not treated, but tended to with special attention as a gesture of moral treatment.



Left: The Congress Heights School
Above: The Frederick Douglass House

As treatment in the mental illness field, a leader in the reform movement, Dorothea Lynda Dix, lead persuaded Congress to establish the Government Hospital for the Insane on the "the Saint Elizabeths tract" in southeast Washington. At the time of the Civil War, the hospital was pressed to receive soldiers wounded on the nearby battlefields. Many soldiers who received long-term treatment refused to write home saying they were in a hospital for the insane; they simply wrote they were at the "Saint Elizabeths Hospital." The name was used so frequently, in 1916 Congress officially changed it to Saint Elizabeths Hospital, and for reasons unknown, the apostrophe was left out. The lack of apostrophe is presumably traced to the fact that the origin of the name was a seventeenth-century patent of the same name—a time when spelling was not standardized.

The presence of the Saint Elizabeths Campus has historically been considered a precious asset in the Ward 8 community. With its college-style quadrangle and sumptuous gardens, the campus itself is regarded as a therapeutic haven. For decades, patients who could work were assigned jobs in the bakery, sewing shop, shoe shop or broom factory. The influx of building construction throughout the decades created a variety of job opportunities in this area. At its peak, 4,000 people worked at the campus and 7,000 patients lived there. Some worked in the hospital's fields, nursing school, orchard and in the surgical hospital.

Such variety of job offerings attracted prospects and talents from a range of skill levels and eventually positioned the institution to be one of most viable employment centers in the area.

Like in most communities, the development on campus and throughout the neighborhood mimicked the pace and pattern of the area's transportation improvements. The early signs of development

came in the post Civil-War period with the arrival of the railroad line. In 1873, the Baltimore and Ohio Railroad laid track for its Washington and Potomac Branch that connected the neighborhood to downtown Washington. During this time, development east of the Anacostia River was mainly concentrated north of Saint Elizabeths Hospital. The nearest major employer, besides the hospital, was located across west of the River.

Piscataway Road served the portion of the area that ran south from Uniontown (now Anacostia). Soon after, the road was widened, straightened, resurfaced and renamed to Nichols Avenue to honor the director of the Hospital. In 1968 the name was changed again to Martin Luther King Jr. Avenue in honor of the Civil Rights leader.

During the 1950s, decline began the surrounding neighborhoods which eventually penetrated the campus itself. Further, the concept of massive institutions came to be perceived as a problem in and of themselves. Nationwide, mental hospitals began to deinstitutionalize patients. The idea was that they could get personalized treatment in community-based facilities. In 1987 the Federal Government transferred the East Campus to the District of Columbia government so that it could continue to serve patients. By doing so the district increased its capacity to treat its local residents on the campus.

By 1996, the remaining 850 patients had to cope with medicine shortages, failing facility equipment and structural neglect. The district realized that improvements at the hospital were needed to continue to serve patients in a hospitable caring environment; plans for new hospital facilities emerged during this time. A new hospital will be completed in 2010.



Above: Historic Building Character

Area Today

Today, the neighborhoods surrounding the campus are beginning to experience renewed character due mainly to the area's numerous assets and the passionate leadership of community members. The community has a solid housing stock, and is comprised of many educational and faith institutions. While the commercial district along Martin Luther King Jr. and Malcolm X Avenues serve as place of attraction, the convenience to Metro Rail/Bus access is perhaps, the most valuable neighborhood asset.

During the 150 years of development at Saint Elizabeths, the District as whole and surrounding communities have undergone more rapid physical changes and social evolution. For example, the District's population decreased from 802,000 residents in 1980 to 572,000 in 2000. The District has become a regional center for jobs in the government and finance, services, insurance and real estate, and retail trade sectors. A real estate boom in the mid-2000s created the most rapid increase in housing prices and home values in the city's history.

Despite the positive employment projections, historical patterns indicate that many parts of the District continue to remain at a disadvantage. The eastern part of the city lost 44,000 residents from 1980 to 2000. Median family income has remained stagnant over the past 20 years at \$30,533 in Ward 7 and \$25,017 in Ward 8. In the same area, unemployment averages more than 12 percent, while the poverty rate has climbed to 38 percent in Ward 8, the highest in the city by 13 percent. These indicators are directly related to educational attainment.

Thirty eight percent of the District's adults have higher education degrees, yet 26 percent have not finished high school. A disproportionate number of those adults are concentrated in the eastern part of the District.

Several of the neighborhoods near the Saint Elizabeths campus, namely Congress Heights, have faced similar social-economic challenges historical experienced east of the Anacostia River. Census data from 2000 indicates that only 9.6 percent of Congress Heights residents have a college degree, compared to District's 21 percent. Further, only 33 percent of the neighborhood's residents are homeowners compared to 41 percent District wide. In response to these challenges, development east of the Anacostia River has focused on preservation of affordable housing units, deconcentration of poverty through new mixed income, attraction of basic retail and community amenities.

Between 1995 to 2004, more than 1400 units of public housing in Ward 8 were demolished and 5000 new mixed-income and market-rate units have been built or are in the pipeline. Housing in the neighborhoods surrounding Saint Elizabeths is predominantly detached single-family housing on small lots and two and three story garden apartments. In Congress Heights there has been significant investment in affordable housing preservation projects and in renovations to larger garden style apartment housing complexes.

More significantly, there are a number of multi-phase residential and mixed use projects that are planned for the areas immediate adjacent to the campus. These developments have the potential to transform the area and careful attention has been placed on including affordable housing, retail, and community facilities. Ward 8's housing stock offers a variety of options for households of all income levels, particularly for those earning 80 percent of AMI or less.

Since 2000, the District experienced relatively high levels of residential construction due to record low-interest rates on home mortgages, creative financing mechanisms for traditionally out-of-reach households, high investor activity and a resurgence of interest in urban living. Ward 8's share of new construction remained steady during this period and represented 23 percent (466 units) of the District's permitted residential activity in 2007.

The District's 2006 Comprehensive Plan established distinct housing priorities for Ward 8. These include affordable housing preservation (especially for the ward's lowest income earners), the creation of diverse housing types at varying levels of affordability, the protection of viable, quality housing, and the replacement of substandard residential stock with new, habitable housing.



Top: Henson Ridge Community

Bottom: Salvation Army Building

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Barry Farms

This New Communities redevelopment will include 1,470 residential units (654 replacement). The plan also calls for creating a vibrant mixed-use main street at Firth Sterling Avenue; rebuilding and enlarging Birney Elementary rebuilding the community's recreation center; expanding a linear park. [Status: in planning stages]

Poplar Point

A multiple-acre mix of uses and venues including residential, commercial, memorials, museums, outdoor performance areas, trails, wetlands, ball fields, and a variety of landscape to serve the local community and visitors [Status: in planning stages]

Curtis Brothers Project

The planned project extends several blocks along Martin Luther King Jr. Ave SE between Chicago St. and U St. and includes 855,000 square feet of offices, 500 residential units, roughly 165,000 square feet of retail, an eight- to 10-screen movie theater and a grocery store. [Status: in planning stages]

Sheridan Terrace Hope VI

This former public housing site will transformed into a 344 residential mixed-income development; the project will consist of 9 unit types, including townhouses, flats, loft-style apt at a range of income levels. [Status: in planning stages]

Improvements in housing conditions and expansion of housing choices have recently spurred broader

overall community improvements in Ward 8. New recreational, retail, institutional, and office amenities have been completed or a planned for the neighborhoods surrounding Saint Elizabeths. The following are examples of such recently completed community amenity, retail, and office developments: [Status: in planning stages]

The ARC

The 110,000 square foot campus houses ten cultural and social service agencies, all of which share the goal of helping under served children and adults reach their full potential. The campus also features a 365-seat theater—the only theater east of the Anacostia River in Washington, DC where children and adults alike can expand their horizons through drama, music and dance. [Status: opened in October 2005]

Giant Grocery Store mixed use development at Camp Simms

The recently constructed 66,000 square foot Giant Grocery Store is the anchor component of one of the largest retail developments in the history of Southeast DC. The development also includes 114,000 square foot of retail (The Shops at Park Village) and a 75-home community (Asheford Court). [Status: opened December 2007].

IHOP Restaurant

Located in the parking lot of the Giant Grocery Store, the 5,000 square foot establishment is one of the first major sit down restaurants in Ward 8 in recent years. [Status: opened July 2008]

Thurgood Marshall Academy Public Charter High School (TMA)

In 2005, the former Nichols Avenue School was

renovated and modernized, resulting in this state-of-the-art facility that features a moot courtroom, spacious classrooms, exemplary and science laboratories. [Status: opened in 2005]

Anacostia Gateway

The three story mixed-use building located at the north entrance of Historic Anacostia provides 63,000 square feet of retail and office space. [Status: completed in December 2006]

Petey Greene Community Service Center

The United Planning Organization completed the renovation of this 18,000 square foot community center, located at 2907-13 Martin Luther King, Jr. Avenue, SE. [Status: completed 2000]

Salvation Army East of the River

This four story building is a community program space, family development center and a 7,300-square-

foot health and wellness center. The building has underground parking, and approximately 4,100 square feet of retail located at 2307 Martin Luther King Jr. Avenue SE. [Status: under construction]

Carver Theater Renovation

This Historic theater located in Anacostia will be renovated to a state-of-the-art student training and outreach center. [Status: under construction]

Anacostia Neighborhood Library

The old building has recently been razed. The new two-story library will be approximately 20,000 square feet on two levels and will provide inviting spaces for services to adults, young adults and children, as well as multiple meeting spaces for community use. The lower level will house a large meeting room designed to accommodate 100 people. The building will house a minimum of 32

Right: Anacostia Gateway
Government Center



public access computers and will feature free, WiFi internet access. [Status: currently occupied with a temporary library. The new building is in planning stages]

Anacostia Gateway Government Center

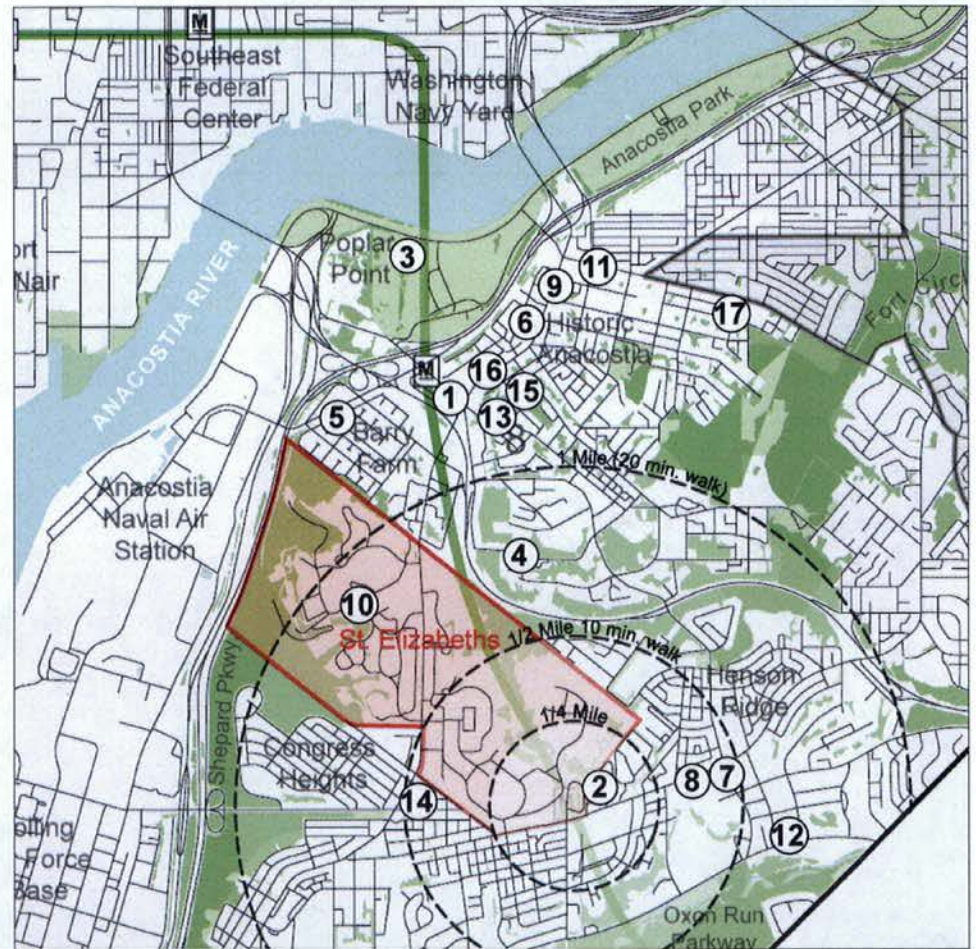
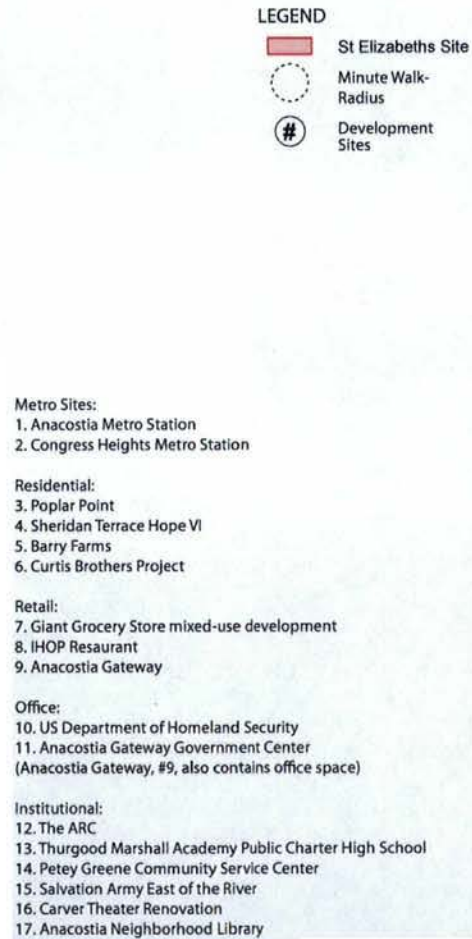
The six-story, LEED Silver certified, will feature 350,000 SF of office space, ground floor retail space (10,000 sf), and 2 levels of underground parking. District government agencies (primarily DDOT) will be located here. [Status: in planning stages]

Ward 8 has several attributes that make it an attractive location for residents of all incomes and ages. Its location relative to major travel corridors such as the Anacostia Freeway, South Capitol Street, and Suitland Parkway allows for quick and easy access in and out of the District. The intricate network of Metro bus and rail routes also provides alternative means to connect to other destinations within the Ward and beyond. Ward 8 also enjoys various natural features such as the Anacostia Waterfront, Fort Stanton Park, and a varied topography, which provides matchless views of Downtown DC and the Capitol. In addition to continued residential development, the District Government, the Anacostia, and several nonprofit organizations and private property owners are committed to strengthening Ward 8's economic environment by providing a critical mass of activity at key nodes. The redevelopment of Saint Elizabeths Campus provides a unique opportunity for leveraging these assets and achieving a large number of desired amenities for the Ward 8 community.



Top: The Shops at Park Village

Bottom: IHOP restaurant



5. Existing Site Conditions

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In this chapter, Saint Elizabeths East Campus was analyzed to determine locations for future development. This analysis begins with an inventory of the buildings and landscape, includes a discussion of the controlling legal frameworks governing historic preservation on the site, and evaluates both buildings and open space for potential adaptive reuse and infill development. The analysis includes a review of the architectural character of the campus, since an understanding of the existing urban design of the campus will guide the urban design of future redevelopment. Connections to the surrounding neighborhoods, between the two campuses, and to the regional transportation networks are examined in detail. Finally, the existing real estate markets are examined to suggest a future redevelopment program.

EXISTING SITE CONDITIONS

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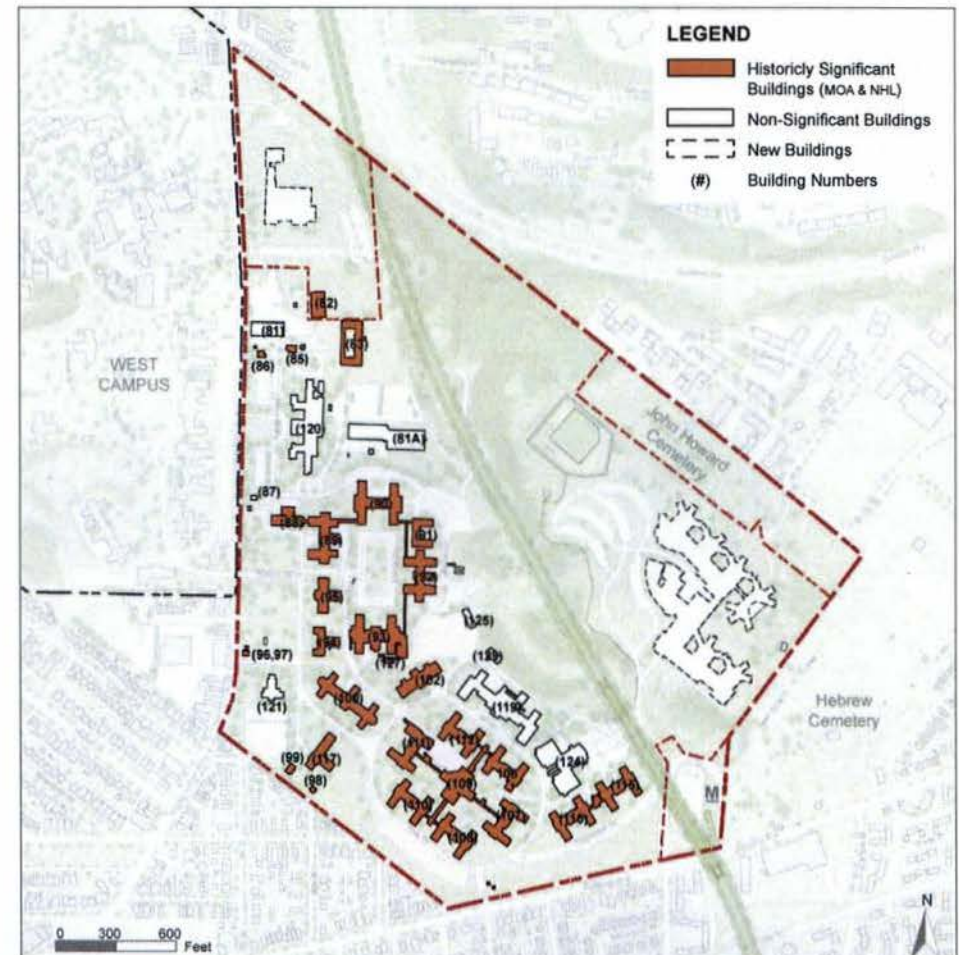
Heritage Resources

Legal Protections

The redevelopment of the East Campus will be a complex undertaking for the District and future development partners. Several preservation controls protect historic resources on the East Campus and will require coordination throughout the preservation review process. Both the East and West campuses are protected as a National Historic Landmark (NHL). National Historic Landmarks are nationally significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in illustrating or interpreting the heritage of the United States. Through the NHL, ninety specific buildings, the Civil War Cemetery and the wall have been designated as contributing historic resources. The East Campus is also a locally designated historic district.

With the transfer of the East Campus in 1987, the District of Columbia entered into a Memorandum of Agreement (MOA) with US Department of Health and Human Services (HHS), General Services Administration (GSA), and the Advisory Council on Historic Preservation (ACHP). Signatories agreed to preserve the historic resources they controlled on the two campuses and the important green spaces adjacent.

The diagram at right shows the location of those protected historic resources on campus explicitly identified in either the MOA or the NHL designation and the local designation.



Bldg #	Bldg Name	Non-Contributing Bldg Area (GSF)	Contributing Bldg Area (GSF)
79	Cottage 8	2,161.00	
80	Cottage 7	2,969.00	
81	Garage/Motor Pool	10,400	
81A	Temp. Homeless Shelter		
82	Dry Barn		21,840
83	Horse Barn		23,156
85	Cottage 10		2,140
86	Cottage 9		1,801
87	Gatehouse 3	347	
88	Blackburn Laboratory		22,590
89	R Bldg		31,278
90	Smith Center		107,455
91	Glenside		9,434
92	Nichols		111,930
93	William A. White		139,926
94	N Bldg		13,869
95	I Bldg		18,275
96	Comfort Station		206
97	Gatehouse 4		347
98	Comfort Station 7		206
99	Cottage 6		2,924
100	P Bldg		39,099
102	Behavioral Studies		33,920
106	CT-3		41,331
107	CT-4		41,753
108	CT-5		35,123
109	CT Kitchen		51,062
110	CT-6		35,164
111	CT-1		41,207
112	CT-2		41,207
115	CT-8		41,317
116	CT-7		41,317
117	Barton Hall		29,178
119	Haydon	172,970	
120	Dix Pavilion	214,985	
121	Chapel	11,560	
122	John Howard Pavilion	193,543	
125	Refrigeration Plant	3,736	
127	William A. White Annex		11,026
129	East Side Substation	3,088	
39 bldgs.		756,629.00	990,081.00

Left: Existing Building Contributing and Non-Contributing buildings chart

The primary regulatory means for ensuring compliance with the two controlling legal protections is the Section 106 Historic Review Process. This historic preservation review process mandated by Section 106 is outlined in regulations issued by ACHP. The District of Columbia also has a local Section 106 for locally designated resources, including the East Campus. Any development at Saint Elizabeths will require a consultation process and HPRB review.

However, since this process is designed to respond to specific proposals rather than a framework plan, it is necessary to evaluate any future proposals for any adverse effects on the historic resources and determine if these effects can be avoided, minimized or mitigated. If shown to be necessary, more significant alterations, or demolitions can be explored through the historic review process.

Historic preservation designations will also limit the demolition of existing buildings to create new building sites. The East Campus has 39 buildings, totaling a little more than 1.76 million gross SF. 29 of these buildings, totaling approximately 990,081 SF are protected by historic preservation designations.

The historic buildings at Saint Elizabeths are in varying stages of disrepair, with many requiring immediate stabilization and repair. A building condition assessment in 2002 by McKissack + McKissack revealed a correlation between building condition and occupancy: the longer a building had been vacant, the worse its condition. Building conditions were assessed through an additional visual survey conducted in Spring 2003 and through review of the earlier McKissack study. Buildings in poor condition generally had multiple systems failure and / or serious defects to the exterior walls, roof, windows or doors.

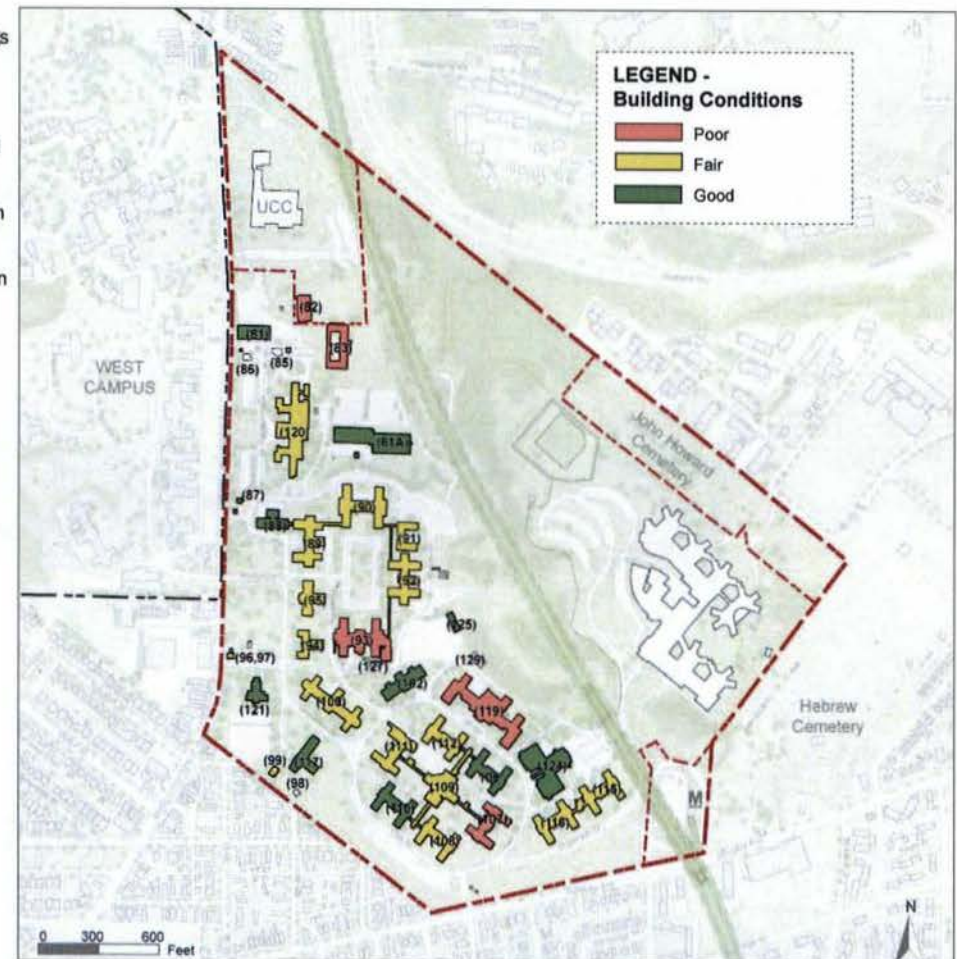
Buildings in fair condition showed evidence of moderate damage to walls, windows or doors, or evidence of water damage. Buildings in good condition showed little if any evidence of water damage or water infiltration. Buildings which were described in poor condition included the following:

- Building 82 Dairy Barn (since stabilized)
- Building 93, William A. White (since stabilized)
- Building 119 Haydon
- Building 83, Equestrian Barn
- Building 107, CT-4

Changes in construction technology, building codes, and the poor condition of some of the historic buildings pose financial challenges for adaptive reuse. These challenges include:

- Historic floorplates are much narrower than contemporary demand, which may limit the appeal of some of the historic buildings for tenants that desire standardized, modern-width floorplates.
- Fixed, load-bearing, interior masonry walls, which carry roof and floor loads, can limit the ways that floors are laid out. This may restrict the appeal of some historic buildings for tenants that desire open floor plans.
- Repairs to deteriorated structures, removal of lead paint, asbestos and other hazardous materials, and retrofitting for life-safety and fair housing regulations is more costly for adaptive reuse projects than new construction.

Developers may however, make use of federal rehabilitation tax credits to offset some of the costs associated with the rehabilitation of these historic structures.



Historic Campus Form and Character

Like the majority of American institutional campuses, Saint Elizabeths grew over time in a series of clusters. Although this growth was at times haphazard, the hand of a strong designer also occasionally guided it. Most of the campus, and particularly the older portions to the west of Martin Luther King Jr. Avenue, can be understood as a collection of quadrangles defined and contained by groups of buildings: it is the association of built form and landscape rather than any one particular example of either that is the strongest element of the campus.

The campus grew across Martin Luther King, Jr., Avenue early in the 20th century to form the cluster of buildings around the Maple Campus. The tight spacing of the seven buildings effectively contains a central green and lend the space an intimate feel. As in the Olmsted landscape on the West Campus, mature specimen trees break up the space. While the buildings range in height from two to six stories, they are for the most part kept separate by the large green (450' x 300'), which helps modulate the height differences. The remnants of a working farm lie just north of the Maple Quad.

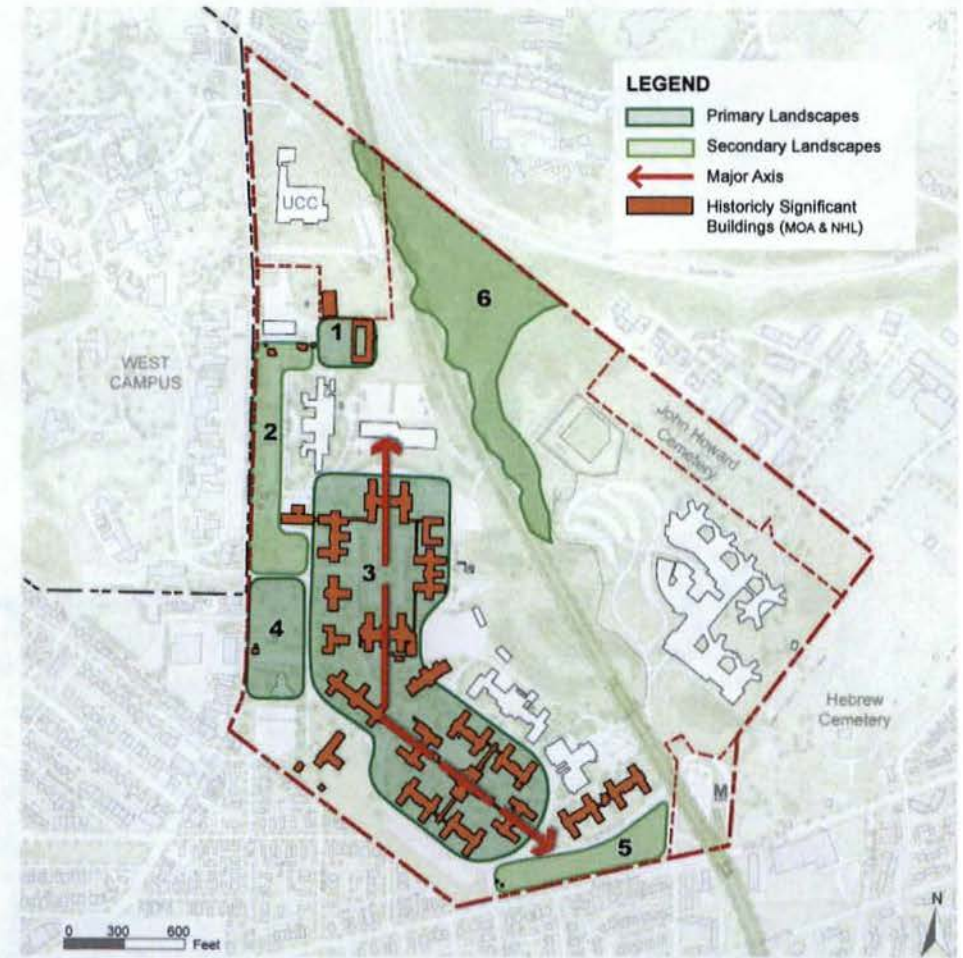
The newest parts of the prewar campus lie to the southeast. The CT Buildings (#106-116), RMB (#124), Behavioral Studies (#102), the P Building (#100), Barton Hall (#117) and Haydon Hall (#119) are not organized by any strong landscape design, but rather were placed to make efficient use of the remaining property in the area. They are indicated as the CT Campus in the diagram at right. Several of these buildings are attractive and with sensitive demolition and infill, new and more resolved landscape spaces can help rationalize this part of the campus.

Much of the existing open space on the East Campus exists as a wide (200' -300') buffer between the roads and the edge of the buildings. While this land initially acted as a buffer between the community, it provides an opportunity for sensitive infill development that will knit together the interior of the campus with the surrounding neighborhoods.

While the majority of the campus area is open space, it is necessary to identify areas for preservation and future infill development. To that end, the various open spaces of the campus have been evaluated using a number of criteria. These include: the cohesion and quality of particular spaces, the prominence of the original designer and the condition of the plant materials in the particular landscape. Landscape areas should be sensitively preserved or integrated into new development include:

1. Landscape around old farm buildings
2. Lawn 'forecourt' along Martin Luther King Jr. Avenue
3. Maple Campus Quadrangle
4. Front Lawn by Main Entrance and Chapel
5. Lawn 'forecourt' along Alabama Avenue
6. Stream Valley

The diagram at the right indicates those areas where future master planning must balance infill development that meets the goals of the framework with signature open spaces that will add character and enhance the sense of place.

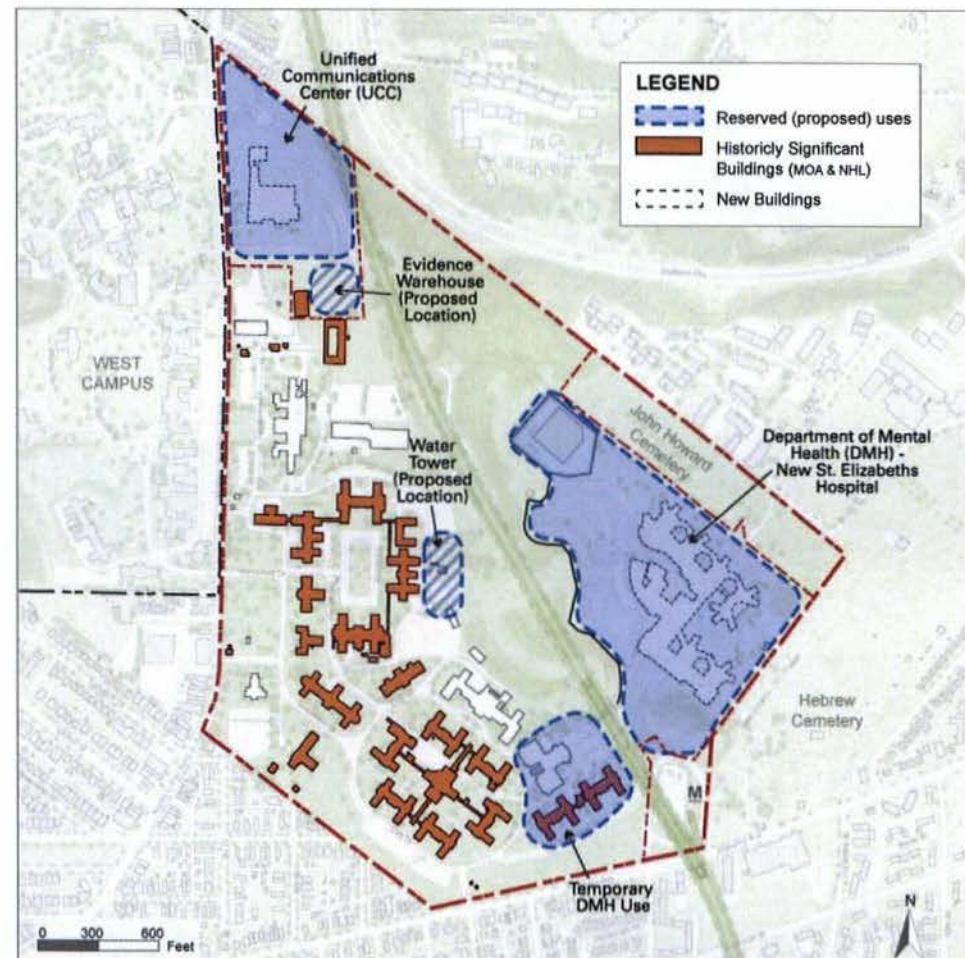


Recent Public Investment

In addition to the historic preservation legal protection, several additional factors affect the amount of land available for new development and the character of that development: existing government facilities and uses, site topography, environmental issues, utilities and infrastructure, transportation access, and development capacity. The following section discusses these conditions and presents the resulting methodology that will guide future development on the campus. The new development on the campus will not affect the following existing facilities, rather incorporate them into the holistic vision for the campus:

- The Department of Mental Health (DMH) is constructing a new hospital in the southeastern corner of the East Campus. In the interim, three existing buildings on the East Campus will remain in hospital use: CT-8 (#115), CT-7 (#116) and RMB (#124). DMH expects to continue to use RMB (#124) to handle overflow patients; in the long term there is the opportunity to construct an overflow facility on the former John Howard Pavilion site or other land adjacent to the new hospital. Construction began in 2006 on a new 450,000 square foot, 292 bed state-of-the-art facility to replace the 150-year old Hospital. The new hospital incorporates the best practices in modern, in patient mental health care with an environmentally sensitive design and sustainable strategies. Completion of the hospital is scheduled for 2010.
- The Unified Communications Center (UCC), the new Emergency 911 and 311 Call Center, is a 12 acres secured facility at the northern end of the East Campus.
- The future Metropolitan Police Department Evidence Warehouse is proposed to relocate to the East Campus on an approximately 2.15 acre site just south of the UCC and north of the stable. This 26,800 sf fully automated facility will provide a secured and controlled environment for MPD evidence.
- The DC Water and Sewer Authority proposes to replace the existing water tower on the East Campus. Its new position will be determined in part by this document.

Final locations for all proposed projects will be determined through the Section 106 process.



Environment and Infrastructure

A Phase I Environmental Assessment has not been commissioned for the site but will be an essential step for any future development. Numerous activities occurred on this site that warrant further investigation of potential contaminants and hazards. Specifically, the past use of medical clinics, furniture woodshops, vehicle maintenance, coal ash disposal, laundry/dry cleaning and landfilling activities can be associated with potential contaminants.

On the East campus, suspected contaminants and environmental conditions relate to the former use of the vehicle maintenance activities surrounding the motor pool facility, the northeast landfill locations containing Fly Ash debris and the medical research facilities that may contain bio-medical hazardous wastes such as discarded needles, glass debris with chemical traces such as mercury. No documentation has been developed from the West Campus environmental studies that indicate subsurface biological hazards, so it is not expected that this risk exists on the East Campus.

Contamination from laboratory and medical waste may occur in the form of chemical contaminations near the waste facilities. Lastly, building construction contaminants are expected to be prevalent and largely consisting of lead-based paint, ACM (asbestos containing materials) for buildings such as floor tile, mastic for floor tiles, ceiling tiles, insulation, plaster, transite panels, roofing materials, piping materials, poly-chlorinated biphenyls (PCB) electrical components (switchgear, transformers, cabling insulation, cabling oils).

Lastly, it should not be ruled out that past farming and agricultural activities on campus resulted in storage of chemicals on site to facilitate those activities, such as pesticides and herbicides. Lastly, it should not be ruled out that past farming and agricultural activities on campus resulted in storage of chemicals on site to facilitate those activities, such as pesticides and

herbicides.



Utilities and Infrastructure

Water Service

Water is supplied to the East campus from a 14" main that extends from the existing water tower. The West Campus is supplied from a 20" main extends beneath Martin Luther King, Jr. Boulevard. The 20" main has been replaced in one section south of the campus, and plans to replace the portions northward and parallel to the campuses are pending. A second 24" main traverses Alabama Avenue. A pumping station for the domestic water system on the East Campus is located in building 120, the Dix building.

Studies by the District of Columbia Water and Sewer Authority have identified the need for several new storage facilities to support population growth and development, to provide additional water pressure to certain areas of the District, and to provide emergency backup service. The most immediate need is for two million gallons of elevated storage in the southern portion of the Anacostia first high service area. Ultimately the water tower will connect to the 20" main beneath Martin Luther King Avenue and the 24" main on Alabama Avenue. DCWASA has proposed a new water tower on the East Campus to address significant water pressure issues in Ward 8. For maximum efficiency, the 2,000,000 gallon tank would be placed on a high point of the site; however, the exact location of the water tower requires further planning and consultation.

It is believed that the existing network of water supply piping is in a deteriorated state and development plans should consider include provisions for new service connecting to the new supply tank, scheduled for completion in 2013.

Fire Pressure

Hydrant flow tests associated with the new Hospital construction confirm that the existing pressure is insufficient for fire fighting purposes on Campus. Development plans should be based on the fire suppression needs being provided by way of the new water tower.

Sanitary Sewer

The sanitary sewer system for the East campus drains to a 10" main beneath Martin Luther King Jr Avenue and continues north. The existing conditions of the sewer system have not been fully investigated to determine its integrity. A hydraulic flow analysis and condition survey are necessary in order to properly quantify the extent of reuse and/or extent of needed replacement.

Power

The Potomac Electric Power Company (PEPCO) provides electricity to the Campus by way of building 129, the switching substation, which is considered in good condition. An existing switching station is located in building 120, the Dix building, which supplies power to some facilities on campus. The new hospital facility has power supplied temporarily overhead from building 120, while waiting for the permanent service to be supplied by PEPCO directly from Alabama Avenue.

Steam

The East Campus currently uses steam for heating and hot water service. Boilers are located in building 120, the Dix building, and building 111, the CT-1 building. Steam will not be used for the new development infrastructure, including bioretention swales, permeable pavement, rain gardens and green

The existing steam tunnels follow the alignment of the roadways on the East Campus and are in a state of disrepair. The tunnels may require complete removal as the current depth below grade of approximately 3 - 4' will conflict the placement of new utilities and service. Prior to demolition of the tunnels and piping, the remediation of the piping and insulation may be required as it is suspected to be ACM concrete piping due to the timeframe of its installation.

In addition, the asbestos fiber reinforced insulation and other features will also require hazardous material remediation efforts. An environmental assessment of the existing conditions of the tunnel concrete, piping and appurtenances is necessary to properly assess the necessary removal and cleanup protocols.

The option of retaining and maintaining a centralized utility plant for the East Campus will be considered in the evaluation of master developer plan proposals.

Telecom

Verizon is the service provider for telecom to the East Campus. Locations and conditions of the existing transmission lines within the Campus is unknown.

Natural Gas

Washington Gas provides natural gas service to the East and West campuses through a network of underground piping, which are fed from high pressure mains located in rights of way of nearby roadways. Active gas lines currently service the occupied buildings.

Stormwater System

While the sanitary and storm sewers have been separated, no provision was made to treat stormwater quality, only quantity. Depending on the intensity of future development, a combination of new stormwater management ponds and vaults should be considered to bring stormwater quality up to contemporary standards. Additionally, consideration should be given to state of the art, green stormwater management technology, including bioretention swales, permeable pavement, rain gardens and green roofs.

Transportation and Access

The neighborhoods around Saint Elizabeths grew up around an isolated campus. As a result, Saint Elizabeths is now physically disconnected from its neighbors by highways, steep slopes, perimeter fences and walls. Barry Farm is cut off to the north, as are parts of Congress Heights to the southwest. A stream valley runs between the new mental health facility and the remainder of the East Campus, while cemeteries separate it from eastern neighborhoods. These circulation barriers are shown in the diagram at right.

An indirect local street network prevents convenient access to Saint Elizabeths from both I-295 and Suitland Parkway. The campus is served primarily by Martin Luther King, Jr. Avenue and Alabama Avenue SE. Martin Luther King Jr. Avenue is a four lane collector, linking Congress Heights to Anacostia; it is the only connection north and south across the campus. Martin Luther King Jr. Avenue is also designated a high priority corridor for premium transit in the form of Bus Rapid Transit and Rapid Bus according to the District's Transit Alternatives Analysis. Internally, the campus is served by a system of narrow, winding streets that cannot support significant new traffic volumes.

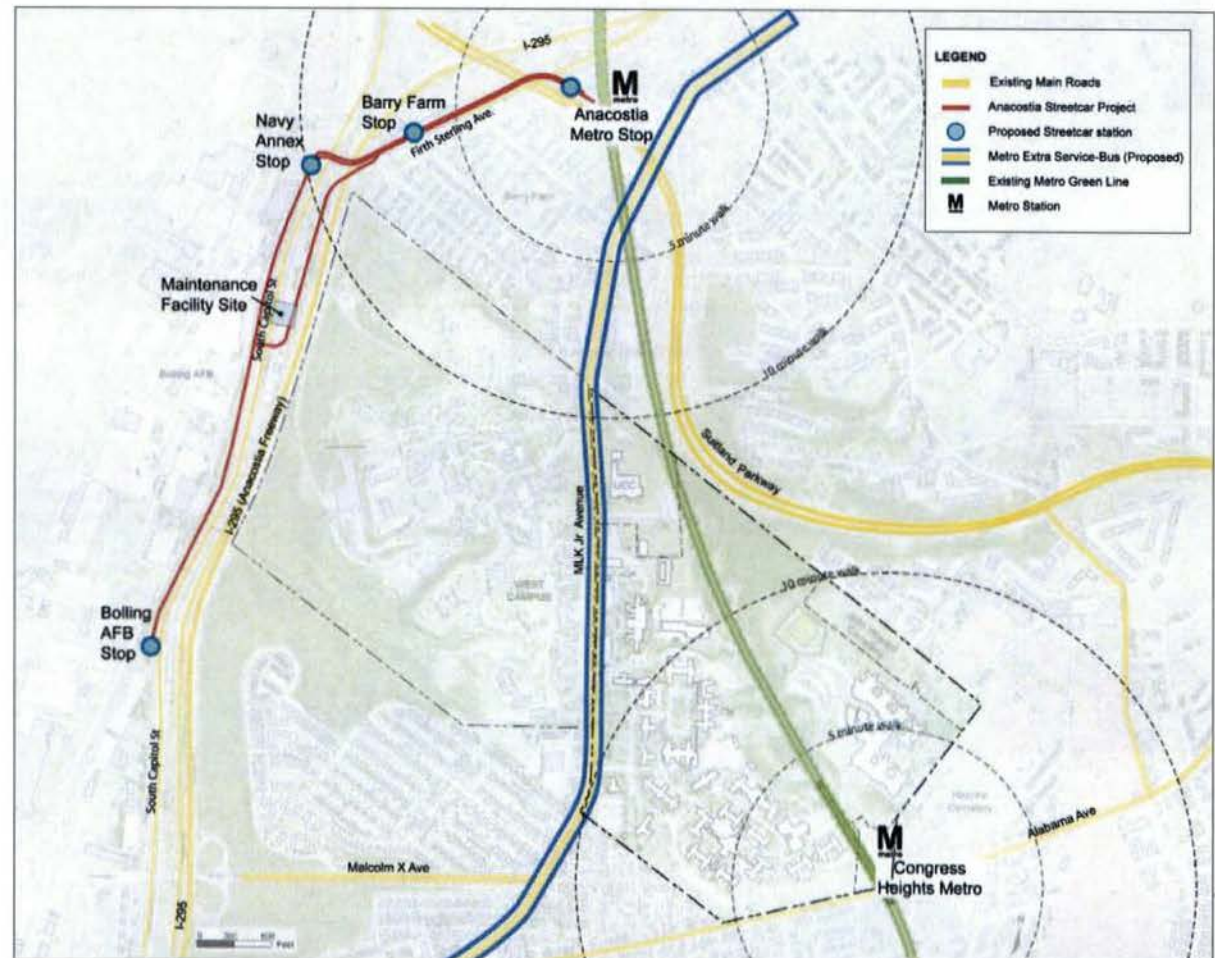
A generous right of way encourages high speed travel along its length, as does the absence of signalized crosswalks. The minimal sidewalk between the 10' wall and the curb on the west side is not pedestrian-friendly. While the wall cannot be moved, the road right of way could be shifted east into the open space along the western edge of the East Campus. This would not only allow for enlargement of the western sidewalk, but also permit the inclusion of light rail, rapid bus or other transportation improvements in the right-of-way.

In order for redevelopment of Saint Elizabeths to be viable, significant transportation improvements will have to be made, particularly to the nearby highways.



Transit Services

The Congress Heights and Anacostia Metro stations on Green Line serve the neighborhoods surrounding Saint Elizabeths. The Congress Heights Metro station, located adjacent to the southeast edge of the East Campus provides the most direct transit access to the campus. From the Metro station it is a 15-20 minute walk to the northern edge of the East Campus. Additionally, the Anacostia Metrorail Station has one of the highest bus to rail transfers within the Metro system. The Anacostia 4-stop starter line Streetcar Project identified in the diagram to the right will run along the western edge of the campus.



Market Analysis

A market study was conducted for the 2006 draft Framework Plan found that there was a demand for 2903 units of housing over the next ten years at an absorption rate of approximately 290 housing units per year. New residential development would include a mixture of for-sale and rental units in both new construction and adaptive reuse historic buildings. These new residential units should support a mix of incomes, including both market rate units and affordable units, subsidized with low-income housing tax credits.

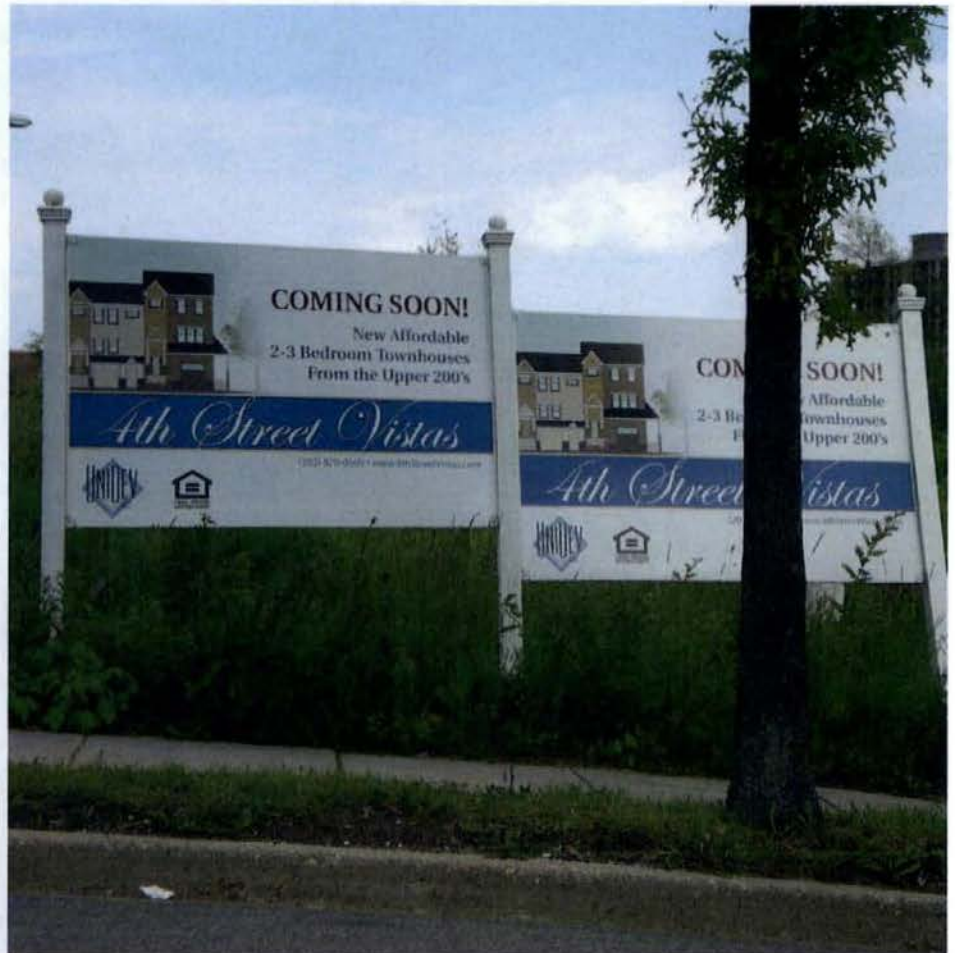
While the study recognizes the demand for housing on the site, particularly by young couples, young families and empty-nesters, it also emphasizes that residential development will be heavily dependent on the quality and character of any nonresidential uses that are successfully introduced on the site. These uses could include a significant federal government, university presence (dorms, classrooms, office and lab space), retail space, and / or small entertainment venues, but must result in a 24 hour population. There is space on the East campus to accommodate a range of higher education facility types, from a community college to a specialized trade school.

Another driver for residential demand is on-campus neighborhood-oriented retail development. This amenity will not only make the campus an attractive place to live, but will also serve the existing neighborhoods and help capture retail dollars currently being spent outside the District. The Retail Action Strategy (RARAS) prepared in 2008, looked at the existing and projected retail conditions of two (2) submarkets in Ward 8 - South Capitol Street and Anacostia/Poplar Point.

Given proximity of the Anacostia/Poplar Point submarket to the Saint Elizabeths Campus, the findings inform the overall demand for retail in the northern portion of Ward 8 affecting the intensity of future retail development at both Poplar Point and Saint Elizabeths. In the short term, the submarket can support an additional 111,100 and 147,900 square feet of retail by 2012. However, because of the planned development in the submarket, future retail development at Saint Elizabeths should take into consideration a larger trade area to ensure desired and supportable community retail is achieved.

Since there is currently little demand for large tenant office space in Congress Heights, new speculative office construction at Saint Elizabeths would have to compete with South Capitol Street, Southeast Federal Center, and NoMa. A near-term opportunity lies in locating District and/or federal government office tenants on the Campus, especially to take advantage of the transit-oriented development (TOD) opportunity at an infill Metro Station on the Campus or at the Congress Heights metro station. A second opportunity envisages attracting a large educational or institutional entity to the Maple Campus. The District can make a strong case for the attractiveness of the setting, both because of the unique historic setting and proximity to the Center City. This type of entity could both reuse the historic buildings and develop new facilities to accommodate its particular program.

Right: current commercial developments in the area



Development Opportunity

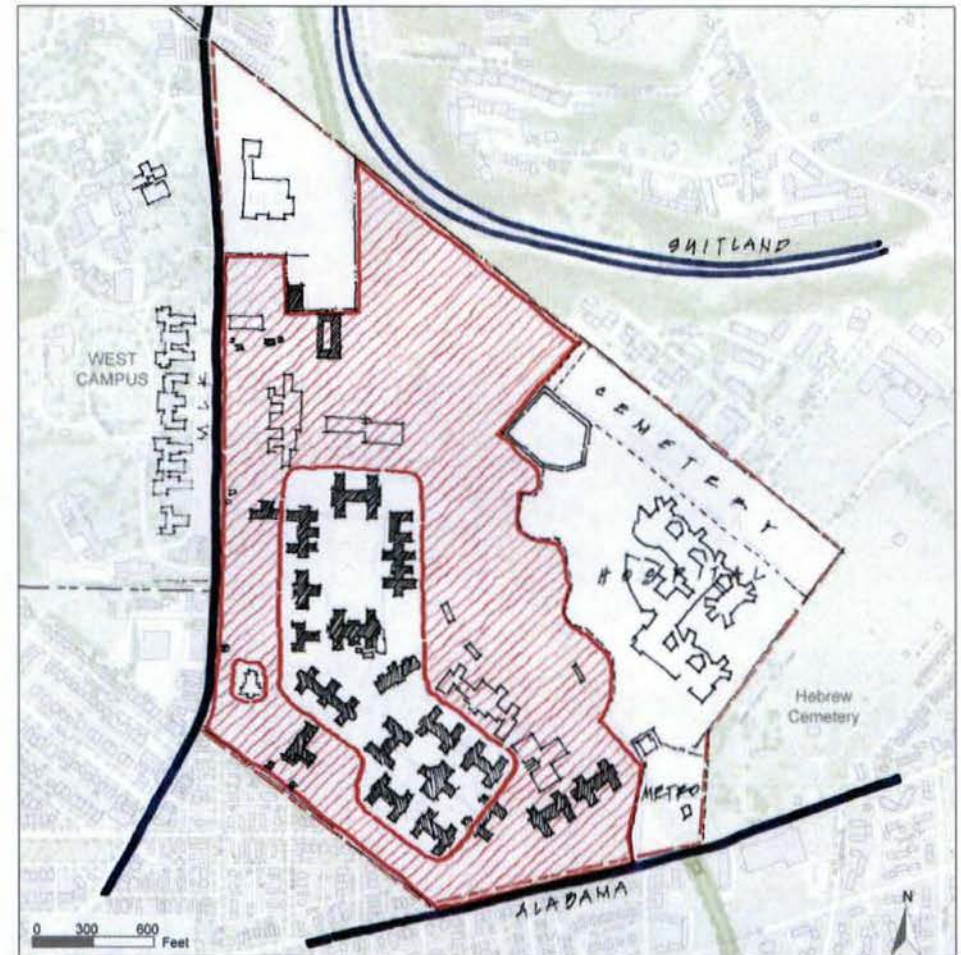
Redevelopment on the East Campus is limited due to its designation as a national historic landmark. Of the 39 buildings on the campus, 29 are protected by historic preservation regulations; the remaining 20 non contributing buildings could be demolished to create new development parcels. Although the historic nature of the campus presents some unique challenges for redevelopment, there is an opportunity for sensitive infill development that captures the identity and character of the campus without compromising its historic fabric.

The 2006 Framework Plan created a working methodology to shape the development potential of the campus. This methodology is designed to prioritize individual historic resources at Saint Elizabeths. In this way the most significant resources can be identified for preservation and reuse, while the less noteworthy resources may be identified for more significant interventions.

The diagram to the right, depicts areas that can support infill development. The road fragments of the existing campus connect to form a street framework that builds on the original road layout,

while serving new development.

Implementation of this Framework Plan will require the development of a more detailed master plan for the campus. A historic preservation evaluation will also be conducted through the Section 106 and Historic Preservation Review Board. Significant alteration and demolition of contributing historic buildings can only be approved through these processes.



SAINT ELIZABETHS EAST - FINAL NOVEMBER 2008

EXISTING SITE CONDITIONS

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6. Development Principles

These eight principles for future development at Saint Elizabeths are based on the vision and recurring themes of opening up the campus, creating connections, preserving the historic character, attracting private development, celebrating community heritage and treating existing residents fairly and equitably. They were created with input from a variety of stakeholders through the 2003 planning process and the 2008 update process. While broad and aspirational, they are intended to guide future planning and development activities at Saint Elizabeths.

Development Principles

1. Capture the Unique Identity to Create a Sense of Place

Saint Elizabeths has the unique feeling of a series of small villages in a rural, pastoral campus setting, yet is located two miles from the Capitol. The campus is defined by its heritage resources, open space and topography - natural bluffs, plateau and wooded hills - as well as its connection to the Anacostia River. Together, these elements highlight the campus' unique feel, character and sense of place. This unique identity and sense of place should be reinforced in new neighborhoods that blend the adaptive reuse of historic buildings and contextual infill development throughout the campus.

2. Reinvigorate the Campus as an Important Neighborhood Center

Historically Saint Elizabeths played a significant role as a unique and special place in the Nation, the District, and also for the residents of Congress Heights. The redevelopment should reinvigorate the campus as an important multi-neighborhood center. It should feature a broad mix of uses that integrates places to live, work and play and enhances the vibrant communities that surround it. The redeveloped campus should include cultural, retail, educational, social and recreational amenities that improve the quality of life for new and existing residents. New, diverse, mixed-use neighborhoods should provide for a mix of incomes and housing types for all people

-allowing for market rate housing, affordable housing, housing for families, transitional housing, housing for the physically challenged, and senior housing. The new Saint Elizabeths hospital should be an integral part of the campus redevelopment and reflect the progression in the treatment of mental health patients.

3. Preserve and Celebrate Heritage Resources

It is critical for the redevelopment to preserve and celebrate the rich heritage resources on the campus and in the surrounding community so that there is a strong physical and commemorative link between past and present.

The campus itself is a National Historic Landmark and a District of Columbia historic district. Its buildings and grounds are rich with the history of the people who built them, who managed them and who stayed in them. The campus is the best example of the history and evolution of progressive mental health treatment in the United States. To the maximum extent possible, the historic resources, open spaces and view corridors should be preserved and maintained. Additions to historic structures, changes to the landscape, and demolition or relocation of buildings should be considered on a case-by-case basis through the Section 106 and HPRB review processes and in the context of the entire framework plan. In addition to the physical assets, innovative commemorative works should celebrate the legacy of the campus and surrounding communities in Civil War history and as a

historically African American community.

4. Embody the District's Design and Sustainability Goals

Saint Elizabeths presents a unique opportunity to develop new neighborhoods that embody the District's goal of creating sustainable, walkable neighborhoods that offer rich amenities, housing choices, and transportation options. Development should be street-oriented, urban, at a suitable density, provide for active ground floor uses and capitalize upon existing and proposed transit networks. Building design and materials should be environmentally sustainable, contribute to vibrant city life, strengthen the sense of place of new neighborhoods at Saint Elizabeths. As our city and region continues to change over the next decade, development at Saint Elizabeths can lead the way in creating our sustainable future city.

5. Create a Strong Public Realm

A successful public realm defines strong communities and attracts investment. Saint Elizabeths possesses the opportunity to create a strong park and open space system, a network of great streets and sidewalks and the public "fabric" which will bind together old and new buildings and public and private development. A successful public realm at Saint Elizabeths should provide many opportunities for recreational, cultural and arts activities for children, adults, families, seniors and the mentally ill.

6. Improve Community Connectivity and Open Up access to the Campus

The campus was designed to be separate from the land and communities that surround it. Its topography -natural bluff, plateau and wooded hills -further defines that separation. Successful redevelopment of the campus will encourage a variety of physical linkages and connections between the campus and surrounding communities, the waterfront, downtown and the rest of the District of Columbia. These physical linkages include: heritage resources, road networks, open space systems, monuments and markers and development opportunities. These linkages will open up the campus, reveal its assets, and attract people and investment. New secure facilities should allow public access to open spaces and the campus cannot be walled off again.

7. Enhance Multi-modal Transportation Networks

With the rising cost of transportation, the preference for alternative modes of transportation and living closer to services, jobs, and amenities is also increasing. It is critical to improve the local and regional transportation access to the campus to attract and sustain development on the East Campus and ease impacts of the proposed DHS development on the West Campus. Investment in transportation improvements should be focused on transit, pedestrians, and bikes. New designs for street and

DEVELOPMENT PRINCIPLES

transportation networks and a mix of appropriate land uses will help define the balance between these modes.

8. Support Wider Economic Development Initiatives

Saint Elizabeths is one of the few remaining large scale District owned properties that can catalyze revitalization. Long-term sustainability depends upon the campus' ability to attract private development and generate revenues. It is important that new development is fair and equitable to existing and long-term residents, discourage displacement and improve opportunities for existing residents and businesses to stay in the neighborhood. This could, for example, be through job training at a new educational facility, through the provision of permanent jobs, or through construction employment.

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7. Redevelopment Framework

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The Framework Plan illustrates development objectives, design principles and land use goals to guide the redevelopment of Saint Elizabeths over time. It could take up to thirty years to redevelop the entire campus; therefore this chapter provides guidance to the future developers and designers who will be responsible for creating more detailed master plans for implementing a redevelopment program. This chapter includes both broad development guidance and illustrative plans. The first part of the chapter offers guidance on the mix of land uses, development scale, open space system, circulation and access, and the creation of special places. The discussion of campus wide systems and how the new neighborhoods fit together is broad enough to allow for flexibility while still shaping new development that is in keeping with the vision and development principles articulated in the plan.

The second section provides illustrative plans that represent two ways of developing the campus using this guidance. The illustrative plans are a refined version of the 2006 Framework Plan that has been updated based on current District development priorities and additional community input. They offer two development options that ensure new development is compatible with the existing historic buildings and landscape. More specifically, they provide guidance for both the design of new buildings and the rehabilitation of existing ones. As the evolution of Saint Elizabeths East continues, the Framework Plan is designed to be flexible and comprehensive, so that all improvements are part of a single fabric or single vision.

Methodology

St Elizabeths East is a National Historic Landmark (NHL) and local historic district. Its historic buildings and grounds are a significant resource and redevelopment will respect and capitalize on this unique resource.

The following text and diagrams identify the over-arching urban design principles, site and architectural attributes that together give St Elizabeths East its distinctive character. Understanding and respecting this character will provide direction for the redevelopment of the campus. The diagrams are intended to be sequential with the Development Opportunity Diagram exhibiting a summary of previous principles and campus attributes.

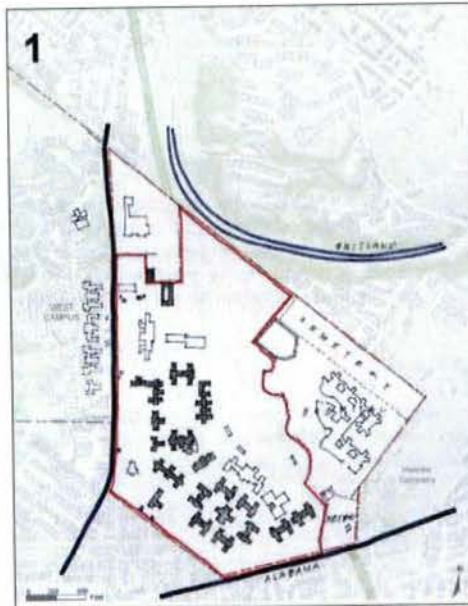
Exhibit 1 - Existing Constraints

The East Campus contains several existing structures and improvements to remain including: the UCC, the new Saint Elizabeths Hospital, and Congress Heights Metro Station. The net remaining land represents the study area for the Redevelopment Framework Plan. Within the study area there are designated historic structures and landscapes that are protected by either the NHL designation, local historic district, or the terms of the MOA. Exhibit 1 shows the study area including the designated historic structures (hatched).

Exhibit 2 - Major Campus Organization

The significant buildings of the East Campus can be described as two quadrangles (quads) of buildings, one square with Martin Luther King Jr. Ave. and a second square with the south west property boundary. There are several more randomly placed buildings between and along the west and south edge of the two quads.

The major organizing theme of the East Campus is



the central north south axis through the Maple quad connecting to and angling to the east through the CT quad. There is a symmetry building placement and resulting green space that gives the East Campus its organization and urban design character.

Also the original East Campus was set on a plateau with the eastern edge defined by a stream valley. This meandering open space of slopes and trees defined the campus's eastern edge. More recent grading and filling has eroded what was likely a significant aspect of the campus.

Exhibit 3 - Building Placement and Resulting Green Space

The formality of the Maple and CT quads can be further defined by sub axis that move perpendicular to the major axis as identified in Exhibit 3.

The Maple quad is slightly asymmetrical being composed of two distinct building types: three larger 5 story hospital administration buildings and three 2 story residential type buildings. These buildings help to frame a central green space. As a result the building axis has been drawn through the more prominent

buildings.

The CT quad is symmetrical with six residential structures. The major axis moves through the center of the four buildings east and west of the quad. The additional residential buildings are asymmetrical and are located outside the quad along Alabama Avenue. The kitchen building within the quad divides the central green space into four smaller parts.

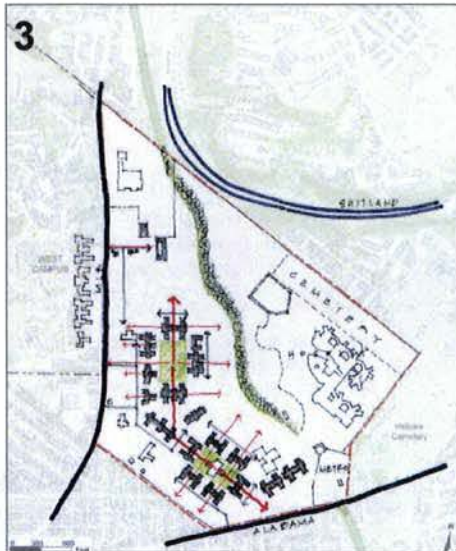
A similar axis for green spaces and green connectors emanating from the two quads parallel to the building axis occur between the buildings.

Exhibit 4 - Development Opportunity Diagram

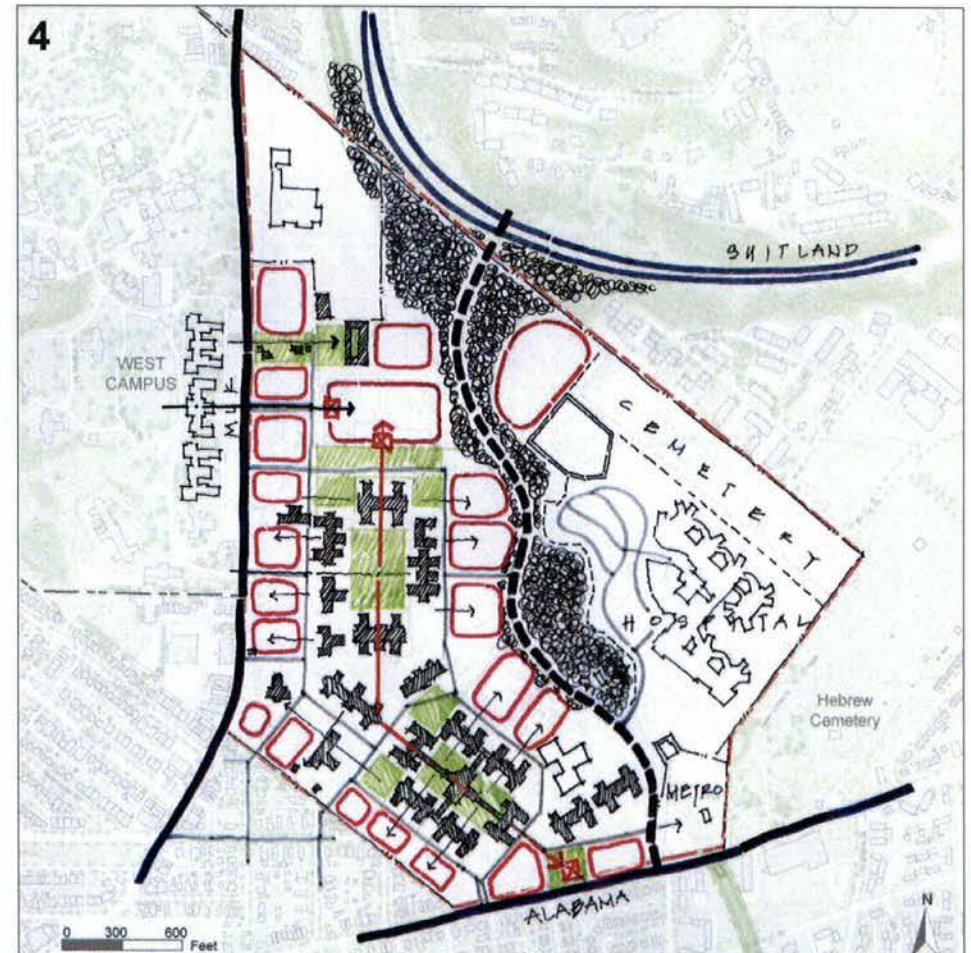
The final diagram in this series serves as the basis for the broad planning guidance and the illustrative plans found in the remainder of this chapter. Infill opportunity areas shown in red respond to and reflect the axial pattern described in Exhibits 2 and 3. Logical pads of new development surround the existing clusters of historic buildings and suggest a new street network.

Another organizing element of the diagram is the transformation of the stream valley on the eastern edge of the historic campus to a proposed road that links Suitland parkway with Alabama Avenue, completing a perimeter road network. Martin Luther King Jr. and Alabama Avenues allow traffic to access the campus's full perimeter, lessens the dependence on Martin Luther King Jr. Avenue as the primary connector, and reduces the need to bring traffic into the campus interior. This open space, in combination with the proposed connector road, could become a new front door for the new Saint Elizabeth Hospital and the East Campus redevelopment.





Curb to building setbacks for new infill development will have an important role in maintaining the campus character. While buffers between quads preserve distinctiveness and provide some setback along Martin Luther King Jr. Avenue, the need for new building setbacks is minimal; particularly near the existing Metro station or in the stream valley. New landscape improvements would ideally follow the simple restrained theme set by the original campus: large lawn areas with informally placed canopy trees and selective use of foundation plantings. Canopy trees would not follow streets or be regimented in placement but would rather be part of the larger organic arrangement of campus trees.



New Neighborhoods

To retain its character and make redevelopment manageable and contextual to the existing site and building types, the campus will be redeveloped through the creation of five new neighborhoods. Each neighborhood possesses a unique character defined by its scale, mix of uses, open space, density and the relative amount of adaptive reuse and new infill. For example, the Maple Campus has a strong historic character based on its rehabilitated buildings and quad neighborhoods like the North Campus and the Congress Heights Metro Station have a far different flavor, with a predominance of new architecture.

A Section 106 consultation to address the cumulative impacts of development on historic resources will be required for the next level of master planning associated with implementing this plan.

North Campus

The North Campus neighborhood anchors new development and creates a vibrant street edge along Martin Luther King Jr. Avenue. Preservation and reuse of the barns, cottages and adjacent green for special uses is preferred. The height and intensity of new development will be focused on the interior of this neighborhood near the ravine. Preferred land uses include commercial-driven mixed-use development featuring government office and limited residential.

Maple Quad

The Maple Quad lends itself to the adaptive reuse of existing buildings as institutional or educational land uses. Preservation of the green quadrangle is desired for community and civic uses. Infill development within this neighborhood should provide a transition between the North Campus and existing historic buildings. New development along Martin Luther King Jr. Avenue should feature pedestrian oriented ground floor uses to activate this

Town Square

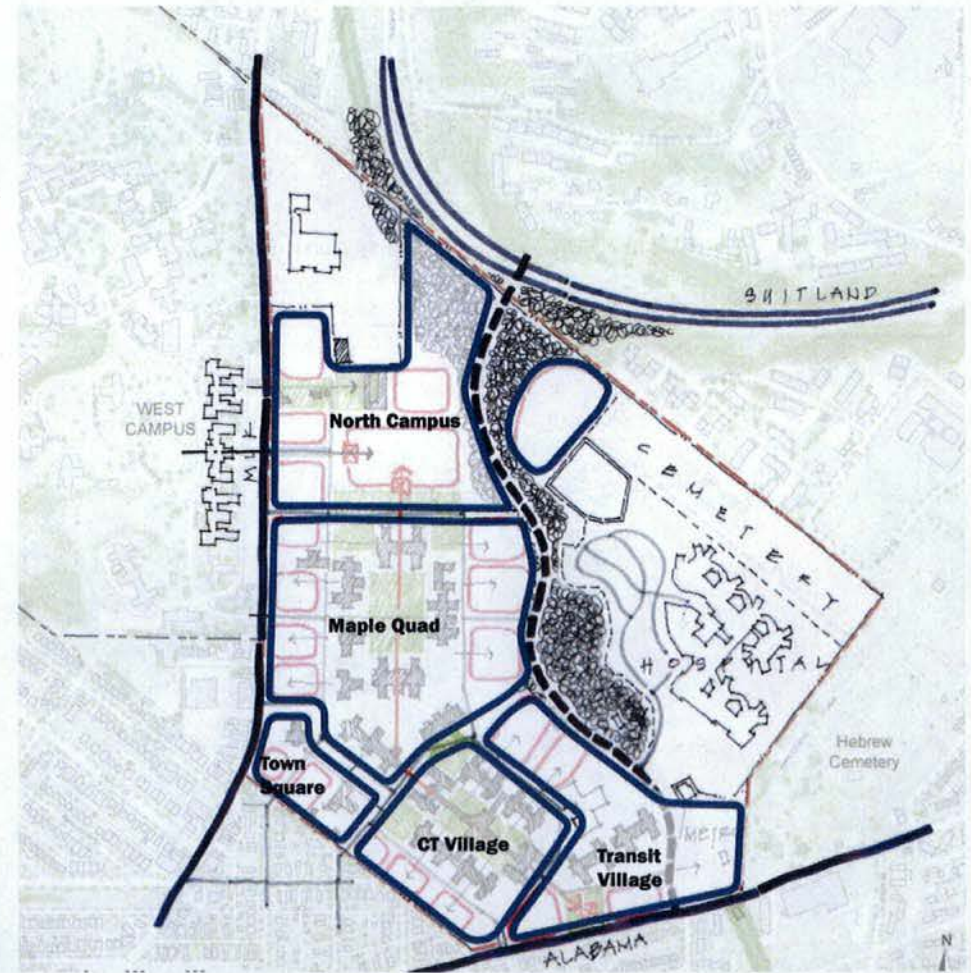
New development in the Town Square neighborhood anchors an emerging retail main street that begins further south along Martin Luther King Jr. Avenue. A mix of commercial, residential, and community uses create a hub of activity that connects the existing neighborhood to the rest of the campus. Additional civic uses may include a community center, child care, health clinic, etc. Green space is incorporated into the broader network of open spaces on the campus.

CT Village

CT Village is a residential neighborhood that features the adaptively reused and restored historically significant buildings around a new green quad. New development will blend seamlessly into the old and the scale of development will be sensitive to the low scale residential area to the south of the campus.

Transit Village

This new neighborhood will incorporate Transit Oriented Design (TOD) principles by providing a mix of land uses at the Congress Heights Metro station. A proposed parkway along the ravine enhances connectivity and creates an opportunity for active recreation.



Land Uses

One of the development principles of the Framework Plan is to reinvigorate the campus as an important multi-neighborhood center. Central to this principle is the presence of a dynamic mix of uses on the campus and within each new neighborhood that blend places to live, work and play. Community amenities, including cultural, educational, social, and recreational spaces are important features in this plan. New residential development at Saint Elizabeths should include a range of housing choices that are affordable to multiple income levels. There is also a unique opportunity to provide housing for people with special needs, especially the physically and mentally challenged and seniors.

The land use diagram right illustrates the preferred locations for land uses by new neighborhood. The categories are purposefully broad to be responsive to future market shifts and potential for multiple development partners. Still, each campus has its own identity supported by a tailored mix of uses that blend together to create a comprehensive framework for redevelopment. In case of the historic buildings, future uses may depend upon the condition of the buildings and the appropriateness of the use to the physical character of the buildings.

North Campus
Commercial Office
Government Office (federal and municipal)
Neighborhood Retail
Hotel/Conference
Residential

Maple Quad
Institutional
Educational
Community Amenities
Neighborhood Retail
* Other adaptive reuses that are appropriate for the character of the existing historic buildings

Town Square
Neighborhood Retail
Community Amenities

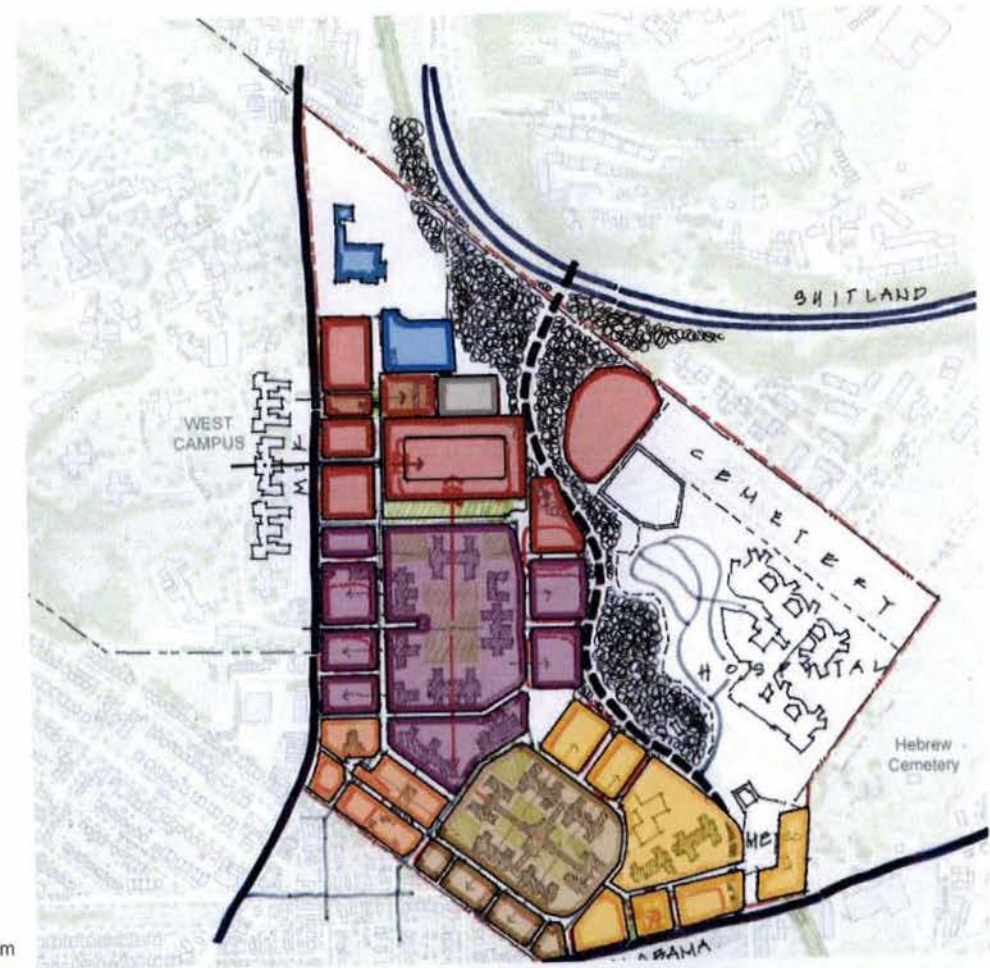
CT Village
Residential
* Other adaptive reuses that are appropriate for the character of the existing historic buildings

Transit Village
Residential
Commercial Office
Government Office (municipal)
Neighborhood Retail
Community Amenities

Existing and New Government Uses
Unified Communications Center

Hospital (new)
Hospital (old - to be demolished)
Evidence Warehouse (planned)

Right: Land Use Diagram



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Urban Design and Sustainability

Saint Elizabeths presents a unique opportunity to realize the District's urban design and sustainability goals at a large scale. Sustainability can be achieved through innovation and excellence in both individual building design and neighborhood systems.

Green Building

Green building is an approach to buildings design, construction and operations that conserves resources while it protects human health. Green buildings use less energy, consume fewer natural resources such as water and forest products, and emit fewer pollutants into the environment. Because they are designed to make use of natural light and good ventilation, green buildings provide a healthier indoor environment for their occupants. Studies show that students in green buildings learn better and workers in green buildings are more productive.

Green buildings is an integral part of the District's sustainable development strategy. The Green Building Act of 2006 requires that all District public buildings meet the US Green Building Council's LEED certification standards for environmental performance. The District supports private sector innovation by expediting LEED Gold-level projects through the permitting process. By 2012, all new private development projects will be required to meet LEED certification.

Sustainable Neighborhood Systems

Energy-sharing systems, such as geo-thermal loops, can take excess heat generation from one use (office) and harness it for another use (residential) where it is needed. These systems within multi-building projects can achieve significant cost-savings.

Stormwater Management

The management and treatment of stormwater and its runoff by replicating pre-development watershed conditions, replenishing groundwater, filtering pollutants, and reducing and slowing runoff could reduce flooding in the area. A wide range of innovative techniques can lessen the demand on traditional structured "pipe" techniques. An example could be the utilization of "Green Roofs" to lower energy costs and reduce impervious surface water runoff.

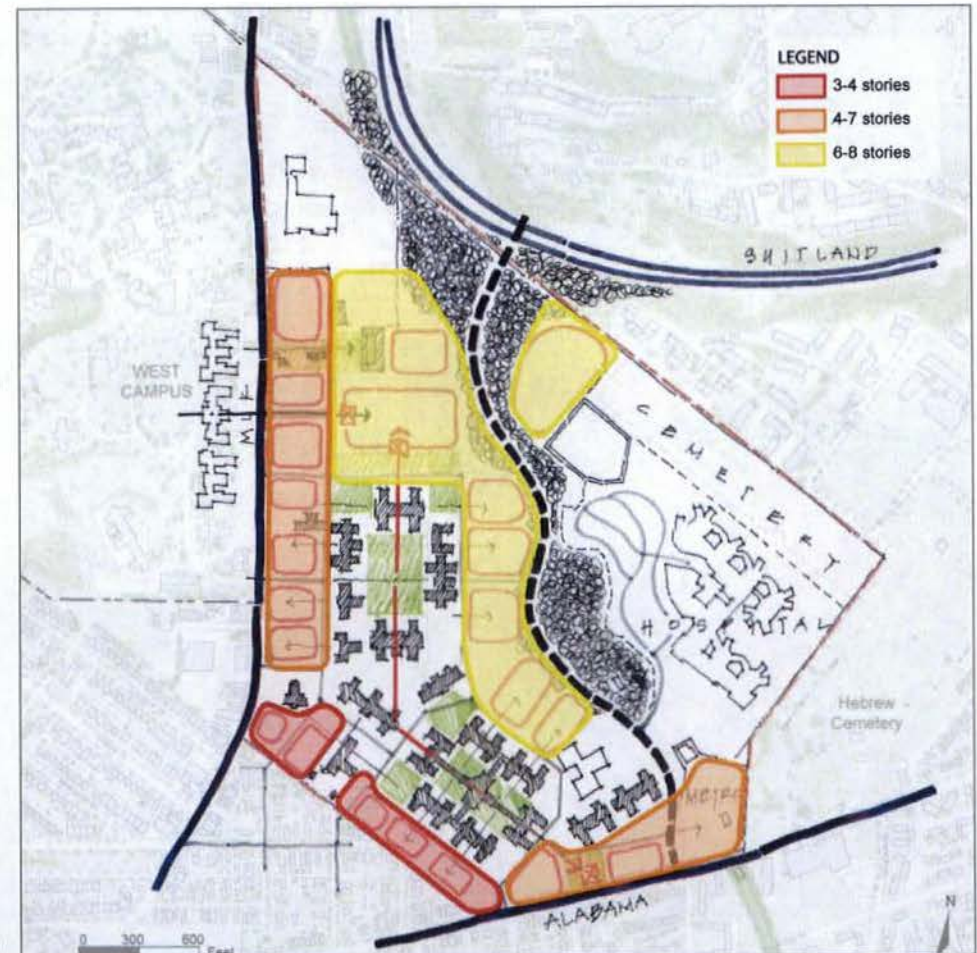
Development Scale and Urban Design

The diagram on the right illustrates the ranges of development intensity on the East campus. Higher density, mixed-use development at the Congress Heights Metro station and the North Campus is a critical step in supporting any redevelopment of Saint Elizabeths East, in serving local commercial needs, and in responding to the District's desire for Transit Oriented Development (TOD). The chart on the following page provides recommendation on the scale of development and urban design features. These are critical to achieving the dual goals of sensitive infill development and walkable, amenity rich, urban neighborhoods.

General Urban Design recommendations:

- High-quality architecture that is creative, sustainable, and contextual to the campus
- Street wall variety through articulation of building facades, massing, setbacks, etc.
- Ground floor retail and pedestrian level conditions that encourage retail creation and walkability through building materials, storefront displays, signage, etc.
- Appropriate transition between new development and the historic buildings, grounds, and adjacent lower scale residential neighborhoods.

Right: Development Scale Diagram



Development Scale Chart

New Neighborhood	Development Intensity	Urban Design Guidance
North Campus	- Medium density - Commercial retail and Residential Mixed Use	- Height and bulk focused on Campus interior – 4 to 7 stories along Martin Luther King Jr. Avenue and 6 to 8 stories towards the proposed Parkway - Development along and around the ravine should take advantage of the steep topography to add additional density and height facing the proposed Parkway - Create dynamic public realm and amenities to encourage walkability and connections to the West campus - Ground floor for all buildings to be approximately 14' floor to ceiling to accommodate retail tenants especially along MLK and streets adjacent to proposed Infill Metro station - Create an iconic architectural terminus for two vistas: 1) north of the maple campus and Smith Center building and east of the west campus A (Administration) building
Maple Quad	- Medium density commercial - Institutional Educational Residential Mixed Use	4-7 stories along Martin Luther King Jr. Avenue and 6 to 8 stories towards the proposed Parkway - Compatible scaled architecture would respond to building placement of the original quad - Respect the viewshed along Redwood Drive from Martin Luther King Jr. Avenue to the Nichols building - Development along and around the ravine should take advantage of the steep topography to add additional density and height facing the proposed Parkway
Town Square	Low-moderate density commercial and residential mixed use	- Infill development to face back towards the original campus with compatibly scaled 3 to 4 story buildings - Surface parking lot to be designed and landscaped to accommodate special events in addition to parking; low impact design and use of impervious surfaces is preferred - Ground floor for all buildings to be approximately 14' floor to ceiling to accommodate retail tenants
CT Village	Low-moderate density residential mixed use	- Infill development incrementally scaled towards the campus interior; 3 to 4 stories along south west boundary and 6 to 8 stories towards the proposed connector road - Adaptive reuse of existing historic buildings as residential
Transit Village	Medium density commercial and residential mixed use	- Infill development height and bulk stepping up to campus interior; preferred 3 to 4 along Alabama Avenue and 6 to 8 stories towards the proposed Parkway - Establish a special use / iconic architecture at Alabama Avenue that aligns with the major axis through the CT Village quad

Transportation, Transit and Access

While development of the East Campus will evolve over time, it is critical that transportation, access and circulation needs are addressed comprehensively and at the earliest development stage. It is also critical to seek a transportation solution that balances the campus's pedestrian scale and historic significance with modern, multimodal options. Redevelopment should prioritize alternative modes of transportation including additional transit opportunities, transferring the costs of street infrastructure and parking to transit alternatives, and spreading traffic capacity along the East Campus perimeter.

The District, the federal government and the private sector are encouraged to consider the following recommendations for further study and analysis.

Parkway

The introduction of a proposed new road linking Suitland Parkway with Alabama Avenue when combined with Martin Luther King Jr. Avenue and Alabama Avenue could ring the East Campus with collector streets then offer immediate access to a regional carrier. The perimeter collector system would distribute traffic demand, reduce cross campus traffic and open the stream valley as an open space and recreation opportunity. This recommendation should be explored with the National Park Service, Federal government and the District Department of Transportation (DDOT) to enhance connectivity to the East Campus.

Martin Luther King Jr. Avenue

Martin Luther King Jr. Avenue is one of the District's Great Streets. The Great Streets programs seeks to coordinate major transportation improvements and economic development initiatives to spur commercial corridor revitalization. Improvements to Martin Luther King Jr. Avenue that are warranted because of development on either campus must meet the

District's Great Streets standards.

Future improvements should also be coordinated with federal government proposals for the West Campus. Current plans are considering an additional turn lane and median along Martin Luther King Jr. Avenue to service the West Campus gates 1 & 2. Any street improvements including turn lanes, additional moving lanes, transit ways, etc. may have to be accommodated within the East Campus right of way. In designing these improvements, careful attention must be paid to ensuring that the public realm is maintained and accessible for pedestrian mobility.

Two additional traffic signals, at the UCC entrance and at a new street north of the Maple Quad's Smith Center, would complement the two existing signals at north gate and next to the Chapel (Gate 4). The new signals will provide traffic calming along Martin Luther King Jr. Avenue and encourage pedestrian movement between the East and West campuses. They will also direct traffic to Gates 2 and 3 of the West Campus.

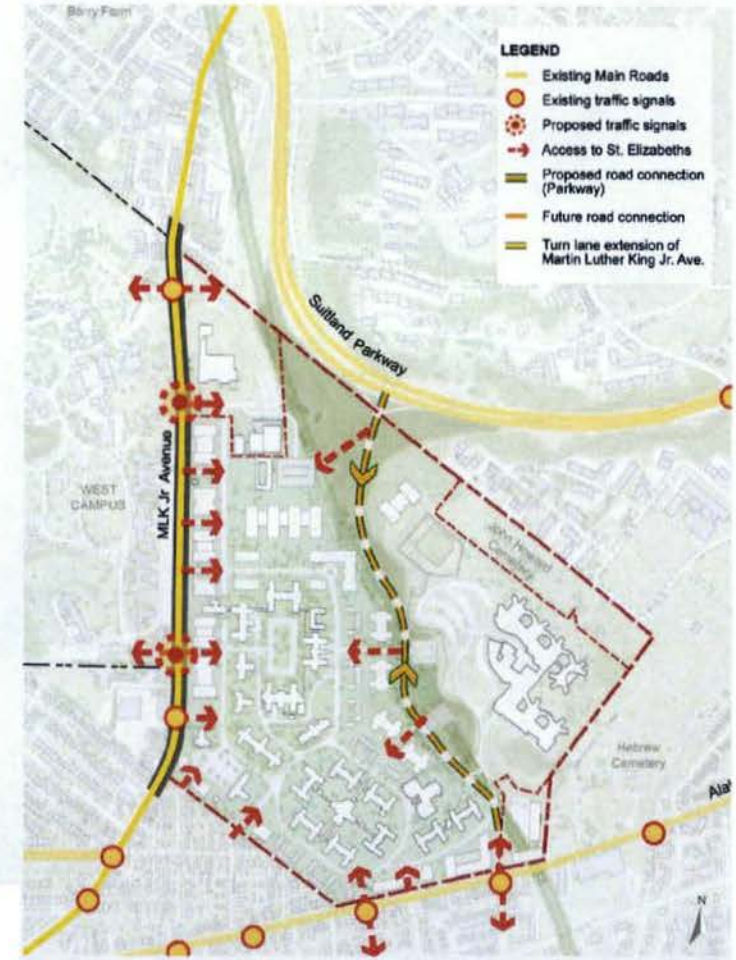
Future signalization requires further study and analysis by DDOT.

Alabama Avenue

Safe and enhanced access to and from the campus along Alabama Avenue is an important topic for future consideration and analysis. The existing signals along Alabama Avenue at the current entrances will likely remain. The addition of a proposed connector road to Suitland Parkway may alleviate cut through traffic in the interior of the campus. It will also provide a new opportunity to create a more significant entrance to the new hospital.

Interior Street Grid

The curvilinear nature of the existing road network should be respected wherever possible in designing a future interior street grid. The addition of new roads will ease the burden of new traffic on the existing, low volume streets which were not designed for vehicular traffic. It is highly recommend that new roads feature traffic calming measures to deter cut through traffic..



Alternative Modes

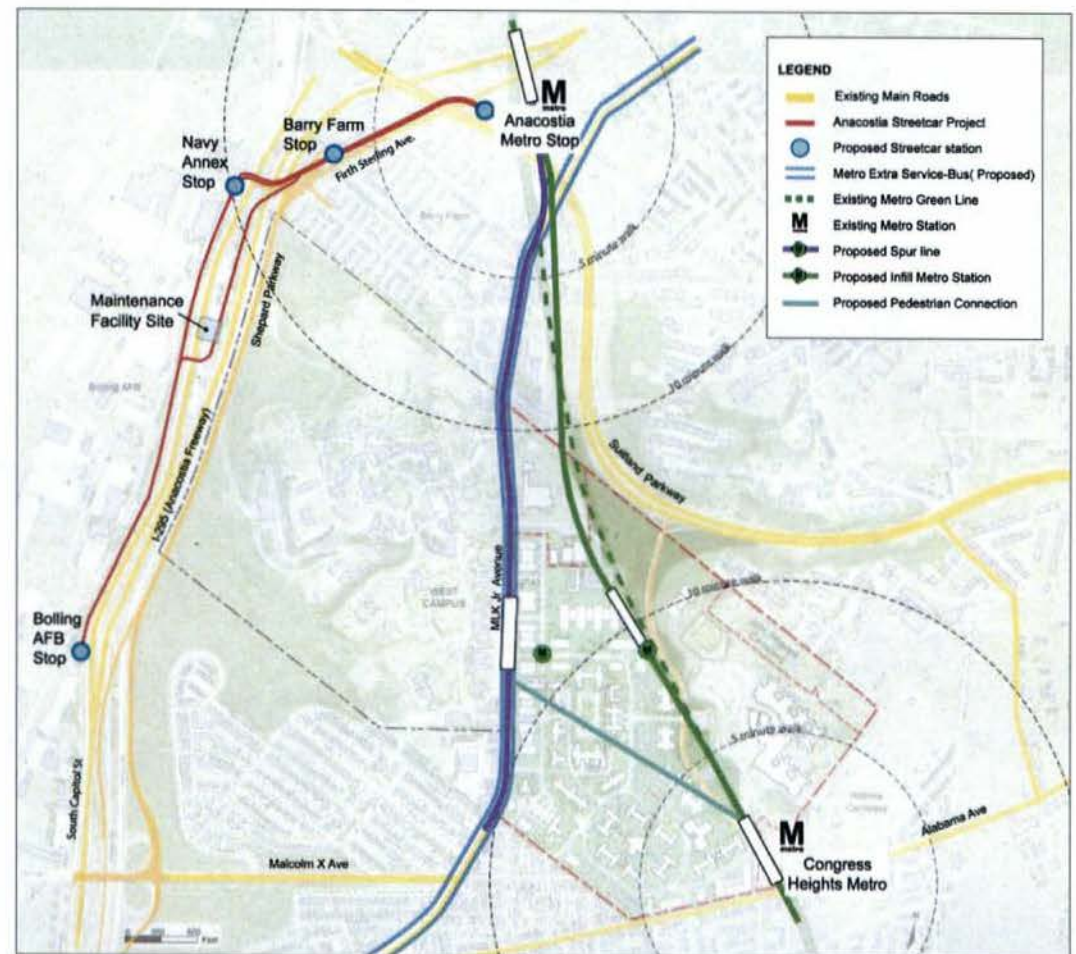
With the rising cost of fuel and the District's goal of reducing its carbon footprint, alternative modes of transportation to, from, and within the campus should be explored with the implementation of this plan. This plan proposes two options for further consideration by the District and the Washington Metropolitan Area Transit Authority (WMATA): a new infill Metro station on the Green line, similar to the New York Avenue Metro station project of the red line and a new spur line.

Initial examination of the Metro tunnels reveals that an on campus station, between the Congress Heights and Anacostia stations would be difficult to build because the existing tunnel was constructed at a continuous 3% slope. A new station would require almost full reconstruction of the tunnel to support a level station platform. A spur line is preferred because of the opportunity to enhance transit connectivity to other neighborhoods of Ward 8 and anchor commercial Transit Oriented Development along Martin Luther King Jr. Avenue. Detailed study and fiscal analysis by the District and WMATA is needed to fully understand the engineering and cost implications of either option.

In addition to transit, pedestrian and bicycle facilities are important to pursue in accordance with the District Department of Transportation's Bicycle and Pedestrian Master Plans. A green corridor that links the campus with Fort Stanton Park across Suitland Parkway is a highly desired connection.

Parking

There is a strong preference for accommodating parking for the majority of new development will be accommodated in underground or wrap-around garages. Where surface parking is needed, low-impact design standards should be followed. New infill construction adjacent to historic buildings is encouraged to maximize shared parking opportunities.



Public Realm and Open Space

As discussed earlier in the plan, the campus character and open space system are important aspects of the historic campus. The large lawn areas randomly populated with mature canopy trees create an arboretum like display. This combined with the restrained use of shrubbery including foundation planting provide a complementary background for the significant buildings. New infill development and adaptive reuse of the original campus should preserve or emulate this open space character wherever possible and enhance its accessibility to the larger community.

In this plan, each of the new neighborhoods has its own unique opportunity to contribute to the open space network. Open spaces on campus should be connected with a system of sidewalks and paths for walking and biking linked to larger park systems outside of the campus, such as the Fort Circle Parks, Oxon Run Park, and Poplar Point.

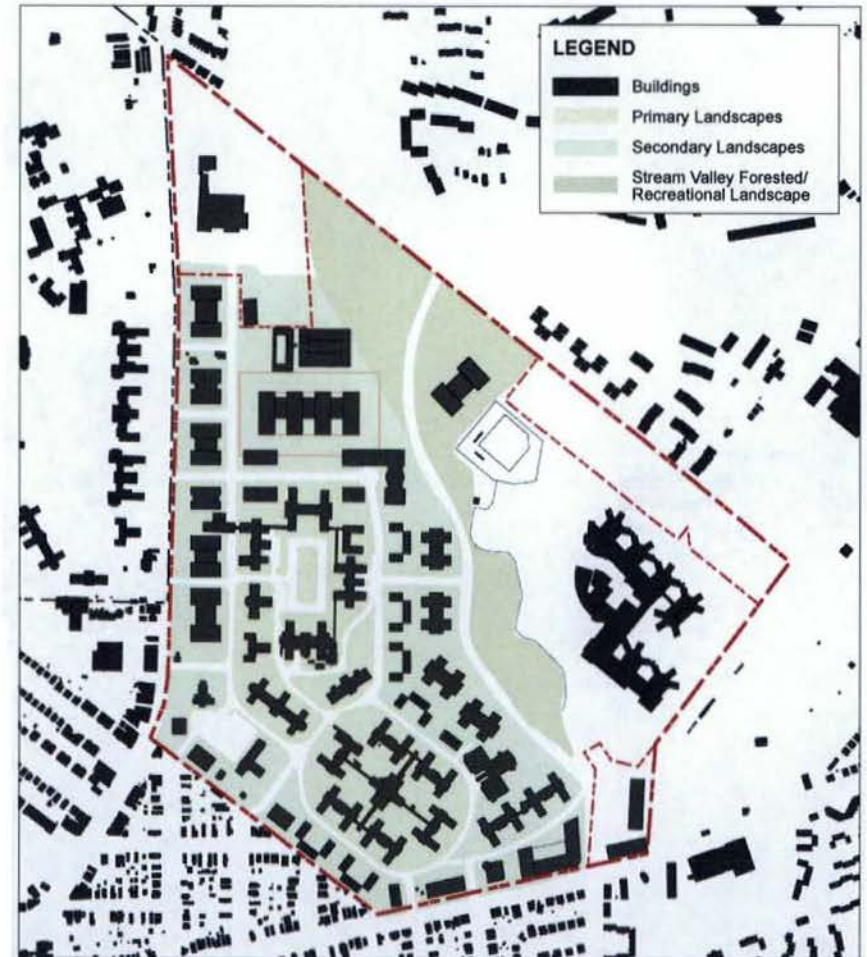
Potential opportunities to enhance the campus open space network and public realm include:

- North Campus - the forecourt to the equestrian barn and the lawns surrounding the two historic residential cottages; Public realm in the North campus and along MLK is critical to creating a dynamic 24/7 neighborhood not walled off from office development
- Maple Quad - internal landscaped quad
- Town Square - green space in front of the chapel or landscaped plaza
- CT Village - a second green quad similar the Maple Quad could be created by removing the existing kitchen. This suggestion would require negotiation through the historic preservation review process.

- Transit Village - green park space or landscaped plaza along Alabama Avenue that terminates the view from CT Village.
- Parkway - the new parkway collector road connecting Suitland Parkway with Alabama Avenue introduces access and surveillance to the campus interior. This creates an opportunity for new recreation facilities such as play fields, tennis and basketball courts.

Other design elements that can enhance the open space network include:

- Setbacks - a generous curb-to-building dimension along the treed collector streets continuing the campus character.
- Existing Trees - Preservation of the campus open space development should provide room for preserving healthy trees and their root systems.
- Sidewalks - the large building setbacks and open space will allow a more organic (curving) sidewalk layout reminiscent of the original road layout.
- Integrate public art and commemorative markers where appropriate.



Special Places

Throughout the community process in 2003 and 2008, stakeholders emphasized the need to commemorate and honor not only the history of the campus, but also its connection to the rich history of Anacostia, Barry Farms, and Congress Heights. Another prevalent theme was to ensure that new development was inclusive of existing residents. This inclusiveness can materialize in a variety of forms: housing that is affordable, jobs and training opportunities, education facilities, recreation, and retail choices. While future development will shape these uses, it was important that the development framework provide guidance on the opportunity for commemorative spaces, community facilities, and innovative public works.

Commemorative Spaces

Maintaining the history and legacy of the campus was an important theme that was repeated throughout this planning process. Participants recommended a system of memorials, markers, or other commemorative devices to celebrate campus history and community heritage.

Community Facilities

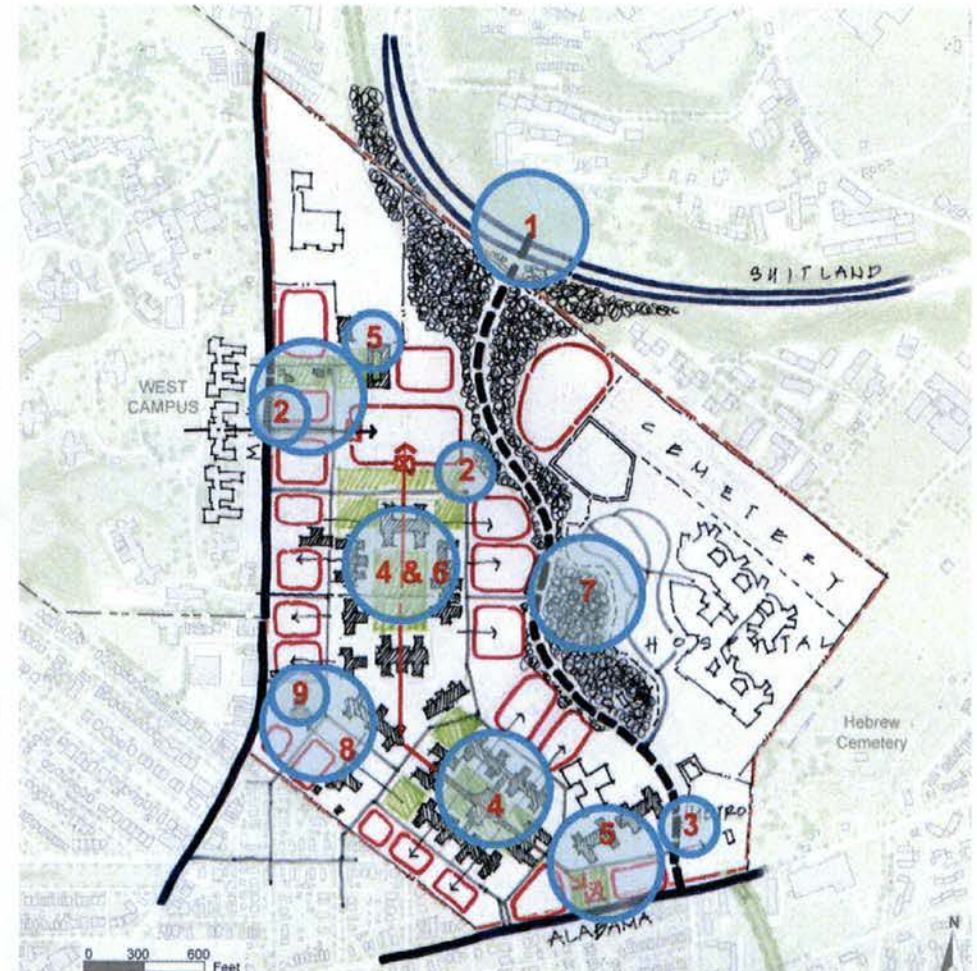
Neighbors of Saint Elizabeths expressed a desire to include community needs with new facilities on the campus. Examples include connecting job training to new uses such as hospitality or retail. There is a further opportunity to connect green-collar jobs to the construction industry. Green-collar construction workers are educated in the best practices of building environmentally sustainable projects. Designing for sustainable development, reduced energy costs, and healthier environments is increasingly important in the real estate development and construction industries.

Public Works

Until the 1950's, cities placed a high value on the architecture and aesthetic appeal of major public works projects, such as water towers. The District and DCWASA have a unique opportunity to pursue design excellence in the proposed new water tower. The water tower could be designed as a piece of innovative public art or commemorative work. The District and WASA will work with community stakeholders and design professionals to explore this opportunity.

Legend

1. Traffic Alternatives to Martin Luther King Ave – a new interchange at Suitland Parkway and Parkway connector road Alabama Avenue will reduce traffic along Martin Luther King.
2. New Station Opportunity – the framework plan identifies a new Metro Station opportunity, the preferred option, in a new spur line from Anacostia station or a new station along the existing Green line.
3. Connections to existing Metro Station – plan identifies a system of streets and sidewalks that link the Station to the East and West Campuses.
4. Park Space – the Plan, see Community Open Space, the east campus will be almost fully public accessible and the campus, all the park and recreation spaces will be available to the community.
5. Special Use Opportunity – in addition to the education opportunity the plan provides for special use opportunities such as the Equestrian Barn, Chapel, and the space along Alabama Avenue. Also many of the historic buildings being preserved would lend themselves to special / community uses.
6. Educational / Institutional – the Maple Campus has three larger buildings, 350,000 GSF total, would accommodate classroom uses and the 3 smaller buildings would accommodate classroom or housing.
7. Interim Recreation Opportunity – the new Parkway linking Suitland Parkway and Alabama Avenue open the campus interior to the public and could accommodate recreational opportunities.
8. Town Square – amenity Retail approximately 30,000 to 60,000 GSF as part of a mixed use development would anchor and strengthen the commercial along Martin Luther King and serve as a community retail center.
9. Chapel – the chapel has a good location along Martin Luther King and with its history of serving the community should be used as a great new community space and serve as the center of the Town Square



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Illustrative Plans

The two illustrative plans presented in this chapter offer an opportunity to provide guidance on the redevelopment of Saint Elizabeths East. Both plans were derived from the planning principles developed during the 2008 update and reflect the broad planning guidance presented in this chapter.

The objective of the illustrative plans is to show how the development principles and guidance can be utilized to create a more detailed site plan for the East Campus. Illustrative 1 is a direct reflection of the preservation requirements of the Memorandum of Agreement (MOA) that requires the retention of certain historic buildings and grounds. Illustrative 2 identifies the development potential within specific neighborhoods under the assumption that seven historic buildings are removed upon the completion of the required historic review processes.

The illustrative plans are conceptual in nature and do not represent restrictions on future development. Still, the illustrative plans demonstrate the urban design and character of the new neighborhoods that reflect the broad planning principles that informed this planning process. Further they illustrate development potential and arrangement of uses in building footprints at a range of heights and densities.

Both plans share a vision for the North Campus and the Maple Campus that includes medium density mixed use development that is anchored by a federal government tenant and two different options for new Metro stations. Both plans also bring development to Martin Luther King Jr. Avenue, one of the District's Great Streets. Ground-floor retail and community facilities will help to create a dynamic, walkable public realm that will activate both Martin Luther King Jr. Avenue and interior streets leading to the proposed Metro.

The primary differences between the two lie in the development opportunity area in and around the Town Square, CT Village, and the Transit Village. In Illustrative 1, contextual infill development surrounds the historic core. Illustrative 2 assumes the removal of seven historic buildings. These buildings were selected strategically because of either duplication in building type, their condition, or a combination of both. Illustrative 2 shows new development and open space in place of the historic buildings. Both plans show sensitivity to the intensity of development adjacent to the low scale neighborhoods south of the campus.