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GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING

Office of the Director

Memorandum

TO: District of Columbia Zoning Commission

FROM: Andrew Altman, Director
Office of Planning

DATE: February 24, 2003

SUBJECT: Final Report for the New St. Elizabeths Hospital Building - ZC #02-45
Department of Mental Health
SP-1 District and First Stage Planned Unit Development

APPLICATION

The District of Columbia Department of Mental Health (DMH) (Applicant) has petitioned the Zoning Commission to approve the SP-1 District and First Stage Planned Unit Development (PUD) for a portion of the St. Elizabeths Hospital campus to house a new hospital. The Office of Planning (OP) notes that the SP-1 zone on the site is coupled with the PUD.

OFFICE OF PLANNING RECOMMENDATION

The proposed hospital will allow DMH, and in effect the City, to fulfill its responsibility of meeting the treatment needs of its mentally ill patients in a hospital whose design and setting is important to its function. The location and scale of the hospital will have minimal impact on the surrounding community. Although there is need for high security, some of its facilities will be open for use by community residents. The Office of Planning therefore recommends that the Zoning Commission **APPROVE** the SP-1 District with the first stage PUD for the subject property.

BACKGROUND

The proposed site for the new St. Elizabeths Hospital will be on the eastern portion of the east campus (Parcel 234, Lot 38). The St. Elizabeths Hospital campus is a 336-acre National Historic Landmark established as the Government Hospital for the Insane in 1855. In 1916 the name was changed to Saint Elizabeths. The hospital at its peak period housed approximately 7,000 patients and 4,000 employees in the 1960's. Since then the population has been greatly diminished and today there are 512 patients. In 1987 the federal government deeded the east campus to the District of Columbia government.

ZONING COMMISSION
District of Columbia
CASE NO.02-45
EXHIBIT NO.23

Since the St. Elizabeths property was originally a federal facility it was unzoned and has remained unzoned since it was given to the District of Columbia. 11 DCMR, Section 106.4 stipulates "Properties owned by the government of the United States and used for or intended to be used for a federal public building or use shall not be included in any zone district." 11 DCMR, Section 106.5 sets out the applicability of zoning to district owned properties and Section 106.5 (b) triggers the zoning requirement for this project. It reads in part ". . . any change or expansion in the use of land or building, or any new construction or additions to buildings shall be subject to zoning;"

ST. ELIZABETHS FRAMEWORK PLAN

Prior to submitting a map amendment to get the entire property zoned, the Office of Planning (OP) is undertaking the creation of a Framework Plan for the overall campus to assess and guide how it may be redeveloped and what uses and services should be located on the campus to best spur revitalization of the surrounding neighborhood and serve the District of Columbia as a whole.

The Office of Planning is coordinating the creation of the Framework Plan with the Department of Mental Health and the Office of the Chief Technology Officer. The District is also working closely with the Federal government, including Health and Human Services and the General Services Administration. The plan is overseen by an Executive Steering Committee made up of representatives of these agencies, along with the Deputy Mayors, the Ward 8 Councilmember, and the City Administrator. Additionally, active stakeholders include community residents, representatives of community organizations, and the surrounding Advisory Neighborhood Commissions (ANCs 8A, 8B, 8C, 8D, 8E) who will have input into the creation of the Framework Plan.

A consultant team has been selected to lead the master planning effort for the redevelopment of the St. Elizabeths campus. On January 30, 2003, the Mayor of the District of Columbia led the kick-off of the Framework Plan. The following is the established timetable for the creation of the Plan;

TABLE 1

DATE	OUTREACH	PLANNING SCOPE
January 30, 2003	Framework Plan Kick-off by Mayor	
Monthly	On-Going Steering Committee Meetings	
February 2003	Open House and Site Tour of Campus	Design and Implementation Workshop Complete Land and Market Assessment
March and April 2003	Community Design Workshop	
March – June 2003		Review Development Alternative
April 2003		User Group and Developer Roundtable
June 2003	Development Alternatives Presented to Community	Review Implementation Strategies
August 2003		Final Plan Review

September 2003	Final Plan Presentation to Community	
October 2003		Final Plan
2004		Plan Submitted for Approval
2004		Zoning Map Amendment

Prior to the Framework Plan and the zoning of the overall property, portions of the campus will be zoned to accommodate the proposed hospital and the City's Unified Communications Center (UCC). These two uses are critical city services that redevelopment of the campus will accommodate.

The zoning of the subject property preempts the zoning of the entire campus because of the need by DMH to meet their court ordered requirements that involve the building of a new hospital. In fact, the construction of the new hospital was planned prior to the concept for the redevelopment of the entire campus. The proposed location of the new hospital is on a secluded portion of the campus and therefore its impact on the Framework Plan and the redevelopment of the remainder of the campus should be minimal. To this end, the Office of Planning has recommended that the property be developed as a PUD to allow for additional review of compatibility to the overall Framework Plan.

The District of Columbia Unified Communications Center (UCC) operated by the D.C. Office of the Chief Technology Officer (OCTO), is planned for the northern portion of the east Saint Elizabeths east campus. Due to critical security needs and to improve the District's communication services this portion of the campus was zoned prior to the Framework Plan. The UCC will centralize the city's critical communication operations in one secured, state-of-the art building, and will include a supporting food court and day care facility. A joint map amendment to the C-2-B District and consolidated PUD for the approximately 10-acre site was approved by the Zoning Commission in 2002.

DESCRIPTION OF THE SITE AND SURROUNDING AREA

The subject property is an irregularly shaped lot on the eastern portion of St. Elizabeths east campus and is approximately 49.4 acres. The site can be accessed from Martin Luther King, Jr. Avenue (MLK) and Alabama Avenue, SE. The majority of the property is currently vacant except for the John Howard Forensic Pavilion, an adjacent parking lot, and an existing radio tower that serves a number of District and federal agencies. A ravine that separates the site from the remainder of the campus delineates this portion of the east campus. The steeply sloping, heavily wooded, ravine area is included in the lot area. The remainder of the site can be described as gently rolling, grassed, with several large, mature trees and shrubs scattered throughout.

The area immediately surrounding the subject property includes the remainder of the hospital campus. The east campus has approximately 50 buildings most of which are not occupied. On the northern portion of the east campus, a 10-acre site along MLK has been approved for construction of the OCTO's Unified Communications Center and is in the C-2-B District. To the north and northeast are several cemeteries. Off-site uses in the vicinity of the subject site are predominantly residential uses comprised of single-family attached and apartments in the Hillsdale, Douglas and Congress Heights neighborhoods in the R-5-A and R-5-B Districts. Metro's Green line runs under the east campus and just south and outside of the subject property is the Congress Heights Metro station along Alabama Avenue.

PROPOSAL

The Department of Mental Health is consolidating the hospital on the east campus in a new, 290-beds hospital building that will replace the existing John Howard Pavilion. The John Howard Pavilion will be demolished subsequent to the occupancy of the new building and the land converted to the parking lot for the hospital. However, the recreational "yard " will remain and be used along with the new building. The new hospital will serve both non-secure and secure mental health patients. The proposed St. Elizabeths Hospital building will be a state-of-the-art, mental health facility to serve the District's mental health needs and will incorporate the newest ideas and innovations in institutional design for mental health care that will most effectively serve the patients, caregivers, and employees. The building will have portions that are one-story and portions that are 2-stories designed to serve the different needs of their non-secure and secure populations.

Because the hospital will house secure and non-secure patients, a design balance has to be made to accommodate both patients. To this end, the area of the hospital to house the secure patients is located towards the rear of the property where the three-tiered, security fences, maximum height of 16-feet surround the area. Landscaping around the fences will make them appear less intrusive from inside and outside the building as well as when one enters the campus.

DMH will retain the use of three other existing buildings, RDM, CT-7, and CT8, which are located near the Alabama Avenue entrance. However, these are not included in this PUD. Currently, the RMB building houses patients, and the CT-7 and CT-8 buildings are used for treatment areas. The hospital's population is expected to diminish in the coming years, however, if the population does not decrease at the rate envisioned, then this extra existing space could accommodate such a situation or any other scenario when the City may need additional hospital beds.

The cemetery to the north of the site is a part of the overall St. Elizabeths campus. However it is not a part of the proposed application. Since it is not included in the subject property it will be a separate portion of land whose zoning designation will have to be addressed as part of the Framework Plan. Similarly, the 4.8-acre parcel of land that fronts on Alabama Avenue and through which access is provided to the subject property is not included in this application. The proposed development of this parcel will also be addressed in the Framework Plan.

Because of the topography of the site the property lies at an elevation which is lower that the adjacent cemetery. This difference in elevation will buffer the hospital from the residential uses and Suitland Parkway beyond. Additionally, the visual impact to the adjacent residential neighborhood and Alabama Avenue will be lessened as the closest portion of the hospital will be one-story portion and the two-story portion will be setback further on the property.

ACCESS

The Congress Heights Metro station is located just outside of the proposed hospital along Alabama Avenue. Currently, the station is fenced off from the campus due to security concerns. When the new hospital is open, the fence will be removed and a more direct access will be provided via a pedestrian walkway. The applicant encourages the use of metro by employees and visitors to the hospital. The proposed alignment is not shown on the Site Plan but details will be provided in Phase II of the PUD

review. Due to the need and concern for security, the hospital is located on a portion of the site that is accessed via one entrance/exit and is separated from the bulk of the campus by a deep ravine area.

PROPOSED ZONING

The applicant has proposed the SP-1 District for the site. Some concern has been expressed in the community regarding the other uses that are permitted in this district. Although a hospital is a permitted use in other zones which do not permit the range of uses allowed in the SP-1 District, the SP- District was chosen as it allows greater FAR (4.0) and height (65 feet) than the lower districts. The Office of Planning shares the concern about the other uses that may be permitted by-right in the SP-1 District but notes that the zoning is related only to the PUD application and any other uses proposed on this site after its rezoning be subject to a PUD amendment review.

The uses proposed on the property are consistent with the SP-1 District. The table below identifies the development standard permitted as a matter-of-right, through the PUD process, and as proposed by the applicant.

Table 2

	SP-1	**SP-1 PUD**	**HOSPITAL**
Minimum Area	N/A	15,000 sf	2,151,864 sf
FAR (Overall)	4.0	4.5	0.18
FAR Non-Residential Uses	2.50	3.5	N/A
Height	65 ft	75 ft	65 ft
Principal Permitted Uses	private schools; community center; park and recreational facilities, child/elderly development center; art galleries, chanceries, parking lots, office, schools, hotels and inns, CBRF's, universities, antennas, hospital	Same	hospital

Section 5-413 of the Zoning Act sets out the criteria that the Zoning Commission must apply in adopting zoning regulations. The underlying purpose of the regulations are "to promote the health, safety, morals, convenience, order, prosperity, or general welfare of the District of Columbia and its planning and orderly development as the national capital" and zoning should not be inconsistent with the Comprehensive Plan.

The proposed SP-1 District is designed to "stabilize those areas adjacent to C-3-C and C-4 districts and other appropriate areas that contain existing apartments, offices and institutions; and mixed use buildings"(Section 500.1). Further, the major purpose of the SP District is to " . . . *act as a buffer*

between adjoining commercial and residential areas, and to ensure that new development is compatible in use, scale, and design with the transitional function of this zone district." (Section 500.2). The predominant zoning on the northeast and southeast of the site is R-5-A. The remainder of the campus to the west of the site is currently unzoned but it is envisioned that the redevelopment will include a variety of uses.

Designating the SP-1 District on the subject property would be compatible with both the surrounding zoning as well as with the existing land use. Although the surrounding zoning districts are not in the C-3-C and C-4 Districts, placing the SP-1 zone adjacent to the R-5-A is appropriate because the community is developed with mainly moderate density residential including apartments, semi-detached units and row-houses. The SP District on the property will allow the development to be at a scale that does not negatively impact the existing residences and is consistent with the intensity of the adjacent neighborhood.

The proposed map amendment along with the accompanying PUD is intended to facilitate a site-specific project. The PUD provides assurance of some compatibility of the site's development and use in the absence of a completed redevelopment plan for the entire campus.

PURPOSE OF THE PLANNED UNIT DEVELOPMENT

The purpose and standards for Planned Unit Developments are outlined in 11 DCMR, Chapter 24. A PUD is "designed to encourage high quality developments that provide public benefits." This new hospital will be a state-of-the-art hospital that will represent a major advance in the care, treatment, and accommodations for DC's mental health patients. This is a major District of Columbia and federal government policy initiative that will substantially alleviate and overcome problems in mental health service delivery that led to a period of years in which the city's mental health services were under Court supervision. The new hospital is functionally designed to meet the special needs of secure patients as well as non-secure patients, and to provide an excellent environment for caregivers and visitors. The physical and social environment will be more conducive to patient recovery and for many, a return to a normal lifestyle in the community. The funding has been secured to make this high-priority project a reality.

STANDARDS FOR PLANNED UNIT DEVELOPMENT

As demonstrated in the table above, the application meets the minimum 15,000 square foot area requirements of Section 2401.1 (c). Pursuant to Section 2402, the applicant has elected to file a two-stage PUD and this is the first-stage.

The PUD standards state (Section 2303.3) that:

> *"The impact of the project on the surrounding area and upon the operations of city services and facilities shall not be unacceptable, but shall instead be found to be either favorable, capable of being mitigated, or acceptable given the quality of public benefits in the project."*

Based on the information provided and the improvements in care that will result from the project, OP believes that the project will be favorable and an improvement to City's mental health operations and services. The proposed PUD site is relatively under-developed and a large portion of the site will be left

in its natural state. It is anticipated that the impacts from the new hospital will be minimal and acceptable within the campus context. The applicant has elected to pursue the planned unit development approach, which provides beneficial site planning and design flexibility that this project requires to meet the special needs of the people it serves while allowing the Zoning Commission and the community an opportunity to review the plans.

COMPREHENSIVE PLAN AND OTHER PUBLIC POLICIES

Section 2403.4 of the Zoning Regulations requires that the application "is not inconsistent with the Comprehensive Plan and with other adopted public policies and active programs related to the subject site." The Generalized Land Use Map recommends the subject site for local public facilities. Additionally, the Generalized Land Use Policies Map designated the overall St. Elizabeths Hospital as a Special Treatment Area. The proposed zoning to the SP-1 District in which hospital is a permitted use is not inconsistent with these recommendations. Further, the creation for a Framework Plan for the entire campus will meet the requirements of the Special Treatment Area.

The PUD is consistent with many of the Major Themes of the Comprehensive Plan as shown below:

- Section 102 - Stabilizing and Improving District Neighborhoods

The St. Elizabeth hospital has been an institution in this community for generations and is of great importance to the community in that it has provides jobs for many residents of the community. Although the hospital will be reduced in size, it will continue to provide jobs to residents of the community. In addition, the hospital auditorium and gym are proposed to be available for use by the community.

- Section 106 - Respecting and Improving the Physical Character of the District

The physical character of the site will be respected, as changes to the topography will be minimal. The natural topography of the site helps to provide additional security to the hospital and it provides a natural buffer from the remainder of the campus. As shown on the Site Plan, the removal of the existing vegetation will be minimized and in fact will be enhanced by additional landscaping and trees.

- Section 110 - Promoting Enhanced Public Safety

The existing facility is obsolete and substandard both in terms of patient treatment and the facility itself. The new hospital will provide greatly improved metal health service to its patients. With the improved facilities will come improved services to patients and provide a safer community.

- Section 111 - Providing Diversity and Overall Social Responsibilities

Over the years, the housing and treatment of the District's mental health patients have been below the national standard. The improved facility will allow the District Government to meet its social responsibility by providing the best and latest techniques in housing and treating mental health patients.

Specifically, the application is consistent with Chapter 6, Public Facilities, of the Comprehensive Plan including:

- Section 601, Public Facilities Goal

"It is the goal of the District to provide adequate and energy-efficient public facilities in good condition to support the cost-effective delivery of municipal programs and services, and to support economic development and neighborhood improvement objectives."

The proposed hospital will enable the District to meet this goal. For many years the government was not providing the best facilities and treatment to its mental health patients. Formerly, patients were scattered over the large campus that meant that caregivers and administrators had to move back and forth between buildings. The consolidation of both secure and non-secure patients into one facility will be cost effective as the patients, caregivers, food service, and administrators will be in one building. The hospitals will also serve the immediate community as the auditorium and gym will be made available to them.

- Section 606, Location Of Public Facilities

"The location of public facilities objective is to locate public facilities to provide optimum service and to support the land use, transportation, economic and social development, and neighborhood improvement objectives."

The proposed hospital will continue to have a presence in the community and make a significant contribution to the community through the provision of jobs. The consolidation of the hospital use will allow the remainder of the campus to be redeveloped and allow for other uses and services to come to the area and lead to further improvement and revitalization of the surrounding neighborhood.

The application is consistent with the Ward 8 Plan:

- Section 1930.1(e), Ward 8 Plan

"Ensure that new development in the Saint Elizabeths Hospital Special Treatment Area is compatible in terms of its use, design, scale, circulation and landscaping with mental health treatment activities housed at the hospital while contributing to the economic revitalization of Ward 8."

The Saint Elizabeth Special Treatment Area encompasses both the east and the west campus. The new hospital will be the focus of the Special Treatment Area. To meet the requirement for being compatible to the new hospital and contribute to the revitalization of the neighborhood, OP has undertaken the creation of a Framework Plan for the campus to guide its redevelopment. DMH and OCTO (through the UCC project) each made contributions to fund the study as part of the public amenities and benefits of their respective PUDs.

PUBLIC BENEFITS AND AMENITIES

Section 2403.5 through 2403.9 discusses the definition and evaluation of public benefits and amenities.

(a) Urban design, architecture, landscaping, or creation or preservation of open spaces;

The new hospital will be an attractive facility built at a scale and intensity that will be compatible to the surrounding community. The design of the building is dictated by its function and must meet both mandates. The building is located so as to preserve open space to in-front of the building. Additionally, landscaped, open space areas have been created outside the patients living areas to allow a pleasant and rehabilitative environment. A large portion of the site has steep slopes that will be retained in their natural state.

(b) Site planning, and efficient and economical land utilization;

Due to the importance placed on security, the facility is fairly compact and facilities that serve both the secure and non-secure patients are centrally located. The ravine area consumes a large portion of the site acreage and will be left in its natural state. The conservative use of the land leaves a large amount of open space on the property.

(c) Effective and safe vehicular and pedestrian access; transportation management measures, connections to public transit service, and other measures to mitigate adverse traffic impacts;

With the reduction of patients there will also be a reduction in the number of employees going to and from the facility. It is not envisioned that there will be any significant traffic changes from the project or that the hospital will have a negative impact on the adjoining community. Adequate parking is provided for both employees and visitors to the site and even for special events. Therefore, there will be no project parking on neighborhood streets. The site's close proximity to the Congress Heights metro station will encourage employees and visitors to use both metro rail and metro busses to and from the site via a pedestrian walkway.

(d) Historic preservation of private or public structures, places and parks;

The entire St. Elizabeths Hospital is a designated federal historic landmark on the National Register of Historic Places. However, the John Howard Pavilion is not a landmark building. Therefore, only the federal Section 106 preservation review is required. The State Historic Preservation Officer (SHPO) performs the Section 106 review.

(e) Employment and training opportunities;

The hospital currently employees many persons who live in the surrounding community and they will continue to be employed at the new hospital.

(g) Social services/facilities;

The new hospital will be a state-of-the-art facility that will house and treat patients using the latest techniques that will also rehabilitate patients and allow some to recover and return as members of the community. The facility will serve the wider community, as the auditorium and gym are proposes to be available for use by residents of the community.

(h) Environmental benefits, such as stormwater runoff controls and preservation of open space or trees;

The nature of the topography on the site will be preserved to the extent possible and careful attention will be given to storm-water run-off, slope stability and the preservation of the existing tree cover. The applicant is currently working on a stormwater management plan and more details will be available for review at Phase 2 of the PUD. The applicant agrees that stormwater runoff and management is a concern given the significant increase in impermeable area on the site. Due to the nature of the facility, standing storm water retention ponds and similar water features are impractical. They anticipate using a combination of systems to address the quality and quantity of stormwater runoff. These would include bio-retention at large, linear areas between aisles of parking and building components, Baysaver style facilities, and underground pipe storage and detention systems.

(i) Use is of special value to the neighborhood or District of Columbia as a whole; and

The City's mental health services have been under federal court supervision for a number of years. The provision of improved facility is one of the requirements of the lifting of that supervision. The new facility will help fulfill the City's responsibility for care and treatment of the mentally ill. The use has been on the site for decades and is the only public mental health hospital in the city that houses both criminal and civil patients.

(j) Other public benefits and project amenities and other ways in which the proposed planned unit development substantially advances the major themes and other policies and objectives of any of the elements of the Comprehensive Plan.

Other proposed amenities provided by this project include a significant monetary contribution for the Framework Plan for the remainder of the east campus to address restoration, infill development, and revitalization of the campus. Additionally, the hospitals will make its approximately 7,000 square feet auditorium and gym available to the community for functions and recreational activities as needed by the community.

COMMUNTIY PARTICIPATION

The applicant in engaged in discussions with the community regarding the proposed hospital. To date the ANC has not made a recommendation on the application.

RECOMMENDATION

The proposed hospital will allow the City to meet its responsibility of meeting the need of its mentally ill patients who need treatment in a hospital whose design and setting is important to its function. The location and scale of the hospital will have minimal impact of the community. The application is consistent with the requirements of the Zoning Regulations and elements of the Comprehensive Plan. The Office of Planning therefore recommends that the Zoning Commission **APPROVE** the SP-1 District and first stage PUD for the subject property.

ATTACHMENTS

1. Zoning Map
2. Comprehensive Plan

AA/mbr $_{AICP}$



Feature Key

- Zoning Boundaries
- Square Index

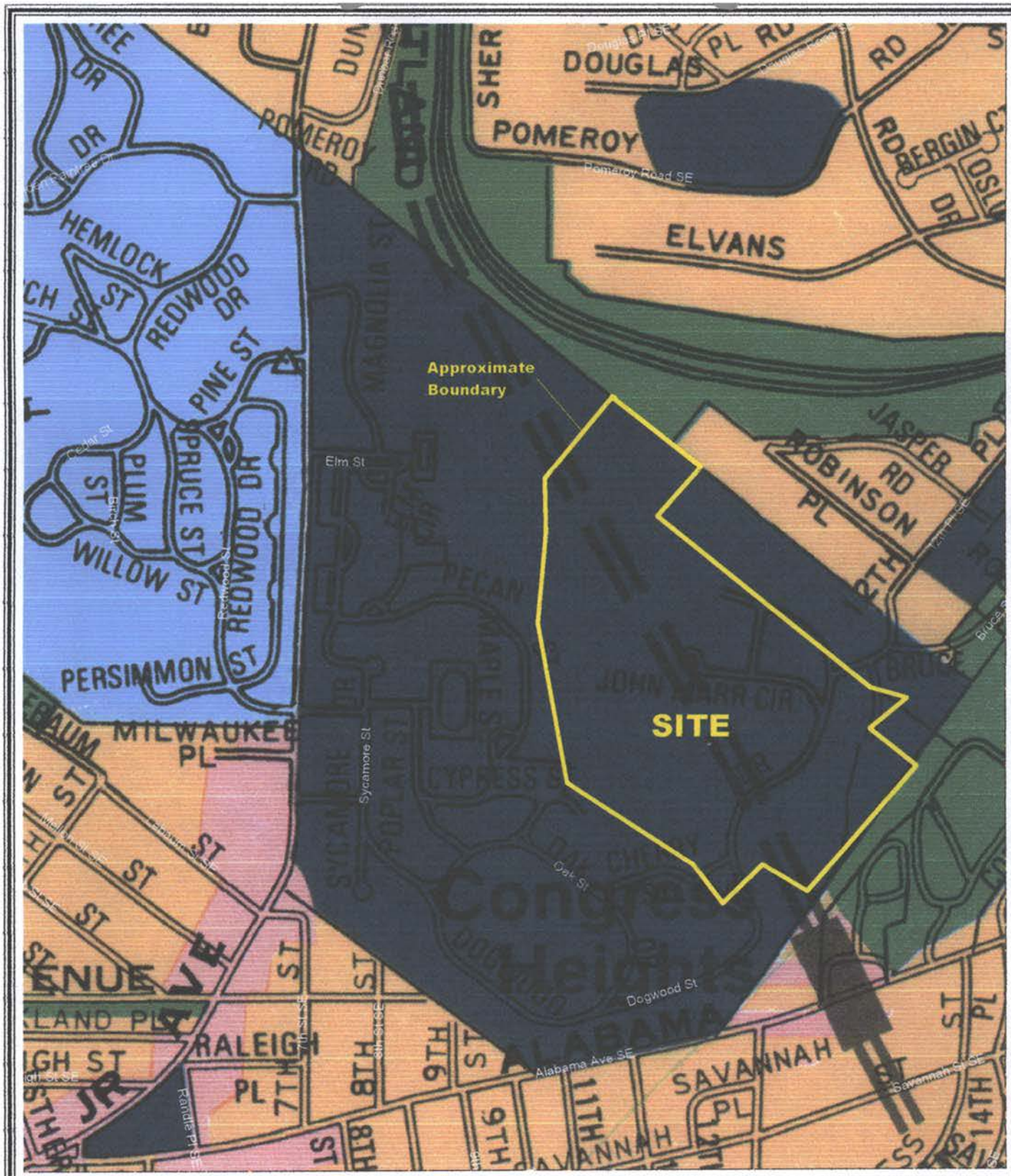
Zoning Commission
St. Elizabeth's Hospital
Department of Mental Health

DC Office of Planning
February 24, 2003

Scale 1:7150

30 0 60 120 Feet

Attachment 1


Approximate Boundary
SITE
DOUGLAS
POMEROY
Pomeroy Road SE
ELVANS
HEMLOCK ST
REDWOOD DR
PINE ST
PLUM ST
SPRUCE ST
WILLOW ST
PERSIMMON ST
MILWAUKEE PL
Elm St
Sycamore St
Oak St
Dogwood St
Alabama Ave SE
RALEIGH PL
SAVANNAH PL
JASPER PL
ROBINSON PL
JOHN MARR CIR
Generalized Land Use Key
Residential Low Density
Residential Moderate Density
Residential Medium Density
Residential High Density
Water
Commercial Low Density
Commercial Moderate Density
Commercial Medium Density
Commercial Med-high Density
Commercial High Density
Federal
Institutional
Local Public
Parks, Recreation and Open Space
Production and Technical Employment
Comprehensive Plan Landuse
DC Office of Planning
February 24, 2003
Scale 1:7150
150 0 150 300 450
Attachment 4