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NATIONAL CAPITAL PLANNING COMMISSION

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JUN 10 2003

IN REPLY REFER TO:
NCPC File No. Z.C. 02-45

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Zoning Commission for the
District of Columbia
2nd Floor, Suite 210 South
441 4th Street, NW
Washington, D.C. 20001

Members of the Commission:

The National Capital Planning Commission, at its meeting on June 5, 2003, approved the enclosed action on the proposed First Stage Planned Unit Development and amendment to the Zoning Map of the District of Columbia for the new Saint Elizabeths Hospital on the eastern side of the campus in Southwest, Washington, D.C. Also enclosed, for your information, is a copy of the Staff Recommendation.

Sincerely,

Patricia E. Gallagher, AICP
Executive Director

Enclosures

ZONING COMMISSION
District of Columbia
Case 02-45
Exhibit 37

Commission Members

Presidential Appointees
John V. Cogbill, III, Chairman
Richard L. Friedman
Jose L. Galvez, III

Mayoral Appointees
Arrington Dixon
Dr. Patricia Elwood

Ex Officio Members
Secretary of Defense
The Honorable Donald H. Rumsfeld

Secretary of the Interior
The Honorable Gale A. Norton

Administrator
General Services Administration
The Honorable Stephen A. Perry

Chairman
Committee on Governmental Affairs
United States Senate
The Honorable Susan M. Collins

Chairman
Committee on Government Reform
U.S. House of Representatives
The Honorable Tom Davis

Mayor
District of Columbia
The Honorable Anthony A. Williams

Chairman
Council of the District of Columbia
The Honorable Linda W. Cropp

Executive Director
Patricia E. Gallagher, AICP

ZONING COMMISSION
District of Columbia
CASE NO.02-45
EXHIBIT NO.37

STAFF RECOMMENDATION

NCPC File No. Z.C. 02-45

NCPC
NATIONAL CAPITAL PLANNING COMMISSION

FIRST STAGE PLANNED UNIT DEVELOPMENT AND RELATED MAP AMENDMENT TO THE ZONING MAP OF THE DISTRICT OF COLUMBIA FOR THE NEW ST. ELIZABETHS HOSPITAL ON THE EASTERN SIDE OF THE ST. ELIZABETHS CAMPUS IN SOUTHEAST WASHINGTON, D.C.

(Parcel 234, Lot 38)

Submission by the Zoning Commission of the District of Columbia

May 29, 2003

Abstract

The Zoning Commission has taken a proposed action to approve a first stage Planned Unit Development (PUD) and related zoning map amendment from unzoned to SP-1 (special public interest) for approximately 49.4 acres of land in the southern portion of the Eastern Campus of St. Elizabeths in Southeast Washington DC. This proposed action is the first phase approval for the new St. Elizabeths Hospital, a new mental health facility operated under the auspices of the District of Columbia Department of Mental Health.

Federal Interests

The identified federal interests relevant to this project include the historic St. Elizabeths Campus, a designated National Historic Landmark, which is planned for redevelopment through a framework planning process in which NCPC is participating. An additional federal interest is Suitland Parkway, a federal parkway under the jurisdiction of the National Park Service and a designated Special Street under the Federal Elements of the Comprehensive Plan for the National Capital.

Commission Action Requested by Applicant

Approval of comments pursuant to Section 8 of the National Capital Planning Act (40 U.S.C. § 8724(a)) and D.C. Code § 2-1006(a).

Executive Director's Recommendation

The Commission concludes that the proposed first stage Planned Unit Development and related map amendment from unzoned to SP-1 (Special Public Interest), for the new St. Elizabeths Hospital located on 49.4 acres of property on the St. Elizabeths Eastern Campus **would not adversely affect the identified federal interests nor be inconsistent with the Federal**

Elements of the Comprehensive Plan for the National Capital subject to the guidelines, conditions, and standards established by the Zoning Commission.

The Commission also makes the following **related recommendations for the second stage PUD Zoning Commission review**:

- The Zoning Commission require an extensive landscape plan which will visually enhance the site and specifically soften the proposed parking area while providing screening of the surface lot from existing and future surrounding developments.
- The Zoning Commission encourage the Department of Mental Health to minimize the amount of surface parking and take into account the existing and future public transportation opportunities on the St. Elizabeths campus. Further, the Commission recommends that the Zoning Commission require the District of Columbia Department of Mental Health to submit a detailed Transportation Management Plan that will establish programs and policies which will reduce the need for vehicular parking spaces and will provide justification for the vehicular spaces being proposed.
- The second phase PUD not be acted upon by the Zoning Commission until a final draft St. Elizabeths framework plan document is completed so that the details of the design and planning of the new St. Elizabeths Hospital can be assessed in light of the overall planning for the St. Elizabeths Campus.

Staff further recommends that the Commission:

- **Remind** the District of Columbia Department of Mental Health that this project must be submitted to the National Capital Planning Commission for review under Section 5 of the National Capital Planning Act once the St. Elizabeths Historic Preservation MOA is satisfied. It is further recommended that this submission be done concurrent with the second stage PUD Zoning Commission referral.

* * *

BACKGROUND AND STAFF EVALUATION

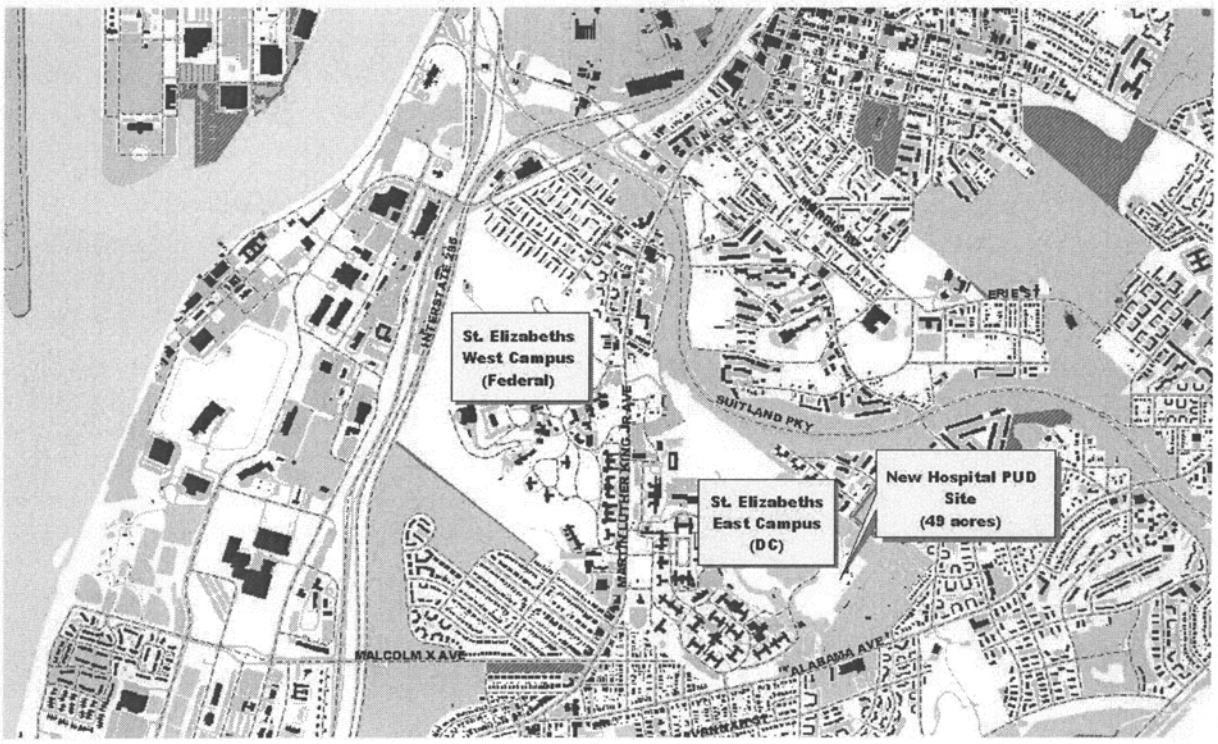
The District of Columbia Zoning Commission has referred the proposed first stage PUD and related zoning map amendment to the National Capital Planning Commission for federal interest review and comment. An objective of the PUD process is to permit flexibility of development in return for the provision of superior public benefits, provided that the PUD process is not used to circumvent the intent and purposes of the Zoning Regulations or result in an action inconsistent with the Comprehensive Plan. NCPC's role is to review and comment on the proposed project, considering whether the proposed project has any adverse affect on the surrounding federal interest.

Description of the Proposal

The proposed Zoning Commission action consists of approving the first stage of a two stage Planned Unit Development and also establishes the base zoning of SP-1 (Special Purpose) for this portion of the St. Elizabeths campus. Because the property was originally under federal authority, there is no zoning designation assigned to it, as federal properties are exempt from

zoning regulations. However, District-owned properties, such as the St. Elizabeths eastern campus, are subject to zoning requirements and therefore need to be zoned to permit development.

The site is located on the eastern portion of the historic St. Elizabeths Campus in Southeastern Washington DC. The 336-acre campus has historically been under the ownership of the federal government and operated by the Department of Health and Human Services, but the eastern portion was transferred to the District of Columbia government on October 1, 1987. The proposed new St. Elizabeths Hospital will be located on approximately 49.4 acres of land in the southern part of the eastern campus. The following map shows the Campus and the PUD general location:



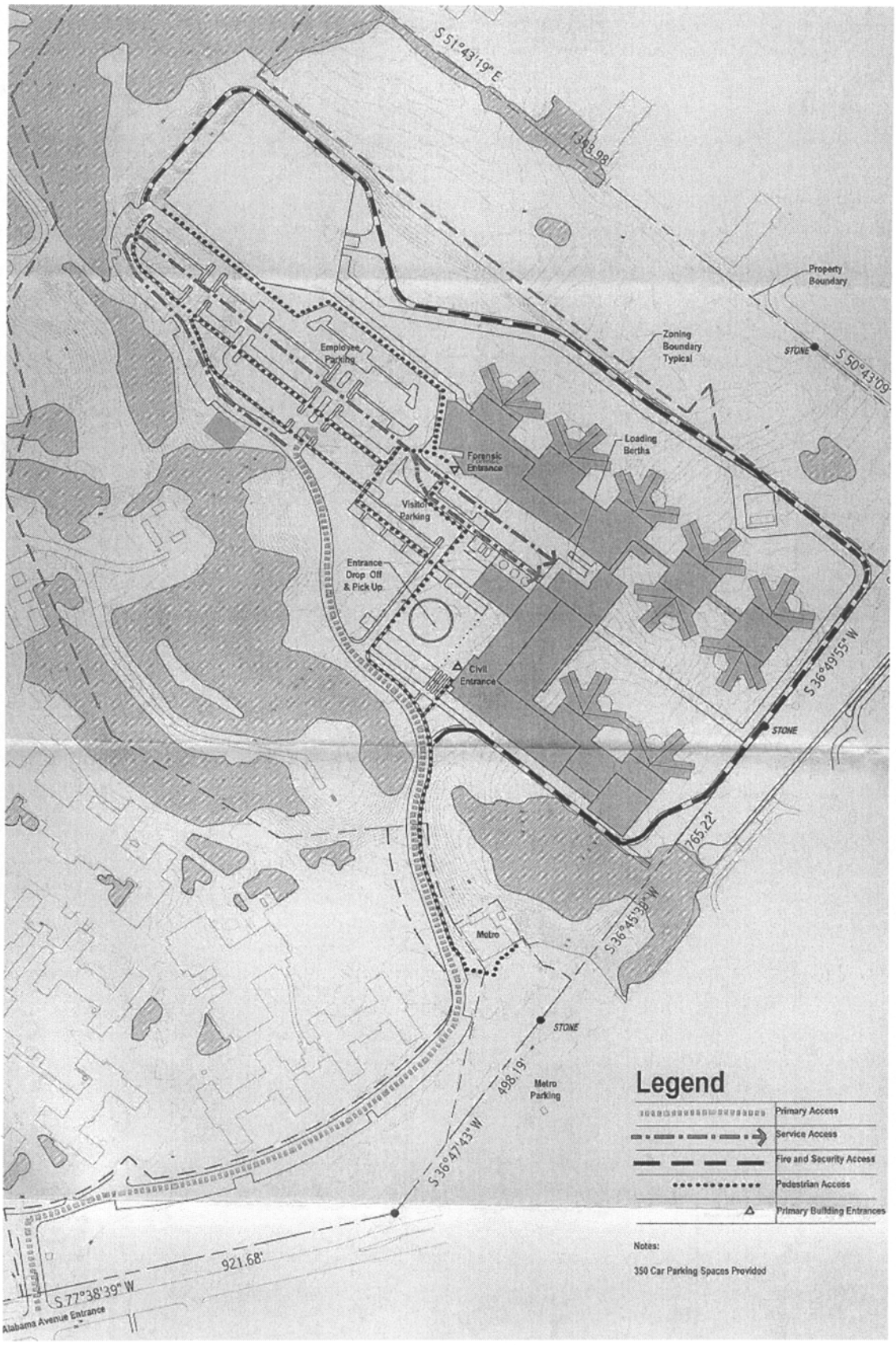
The overall project is to permit the construction of the new St. Elizabeths Hospital, which will replace the existing John Howard Forensic Pavilion, a five-story mental health facility. The existing hospital has experienced significant deterioration over time and the aim is to construct a new, modern mental health facility. This hospital will consist of 290 beds, and will absorb the current population in the John Howard Forensic Pavilion, which will be demolished simultaneously with this project.

The new St. Elizabeths hospital site consists of approximately 49.4 acres of land and will be built to an overall Floor-to-Area Ratio (FAR) of .18. The building will not exceed a height of 65 feet. The building plans at this point consist of a two-story wing in what will be the front orientation of the hospital and a one- story wing in the rear that will house all secure patients and related functions. Each wing will have a separate entrance, one being the main civil entrance for patients and visitors and a secured forensic entrance for secured patients.

The overall design and interior program of the hospital reflects what is being described as a "Treatment Mall" approach to mental health treatment. This means that the design of the hospital will provide a destination within the hospital for residents to travel to each day as a location for active treatment. This is to model normal, non-hospital daily behavior in terms of providing a place for patients to go for "work" and then a return to the residential areas of the hospital "after work." The residential units, both secure and non-secure, are designed in a modular type of design to the rear of the main building so as to provide outside green space opportunities, fresh light and air and a replication of a non-therapeutic environment.

The general site plan approved as part of the Zoning Commission order shows the primary vehicular entrance to the hospital will be through the existing entry point at Alabama Avenue, SE. An internal service drive will lead to the hospital facility from this access point and will connect to the building's main entrance which provides drop off and pick up area. To the northeast of the site, the access road will connect to the main parking lot and loading area, which will contain two loading berths. The parking lot's location has been designated on this general site plan, but no specific number of spaces has been provided. The PUD site is also adjacent to the Congress Heights Metro Station (Green Line) to the south and a pedestrian path has been proposed connecting the station to the hospital facility.

The following is the general site plan for the new St. Elizabeth's hospital as approved by the Zoning Commission.


S 51°43'19" E
388.98'
Property Boundary
Zoning Boundary Typical
STONE
S 50°43'09"
Employee Parking
Loading Berths
Forensic Entrance
Visitor Parking
Entrance Drop Off & Pick Up
Civil Entrance
S 36°49'55" W
STONE
765.22'
S 36°45'38" W
Metro
STONE
498.19'
Metro Parking
S 36°47'43" W
921.68'
S 77°38'39" W
Alabama Avenue Entrance
Legend
Primary Access
Service Access
Fire and Security Access
Pedestrian Access
Primary Building Entrances
Notes:
350 Car Parking Spaces Provided

As noted earlier, the proposed Zoning Commission action is for the first phase PUD approval and it pertains to the underlying zoning designation, land use and general building siting and massing. The second phase of this PUD process will include detailed plans, elevations, and more elaborate architectural and design details. The second stage PUD will be refered to NCPC once the Zoning Commission has heard and taken a proposed action on that application.

Zoning Analysis

The proposed Zoning Commission action also seeks to provide a base underlying zoning of SP-1 (Special Purpose) for this project. The site is currently unzoned as it has been under federal authority until its transfer to the District of Columbia in 1987. Under District of Columbia law, any District land or project must be zoned and adhere to the District of Columbia Zoning Regulations.

The purpose of SP-1 (Special Purpose) district as stated in Section 500 of the Zoning Regulations is to be a buffer between commercial and residential areas and specifically stabilize lands that contain apartments, offices and institutions as well as mixed use developments. Under the SP-1 designation a building cannot exceed a height of 65 feet or an FAR of 4.0. Furthermore, a development cannot exceed Lot Occupancy of 80%. The proposed hospital is within these perimeters for height and density as it will not exceed 65 feet and will be an FAR .18.

St. Elizabeths Framework Plan

The District of Columbia Office of Planning is spearheading the creation of a framework plan to guide the redevelopment of the St. Elizabeths campus. This effort is being coordinated with the General Services Administration and other federal agencies. Various citizen-government committees are undertaking the planning process and a representative of the National Capital Planning Commission serves on the Framework Plan Agency Working Group Committee.

The outcome of this plan will be recommendations that provide a framework for redeveloping the entire St. Elizabeths campus. The process officially began in January 2003 and is scheduled to conclude with a final document in October 2003. Beyond that date, the plan will move into an implementation phase.

St. Elizabeths Hospital Historic Preservation Memorandum of Agreement

When the East Campus of St. Elizabeths was transferred from the Department of Health and Human Services (HHS) to the District of Columbia (DC) in 1987, HHS, DC, the District of Columbia Historic Preservation Office (DCSHPO), and the Advisory Council on Historic Preservation (ACHP) signed a Memorandum of Agreement (MOA). The MOA recognized that the transfer of St. Elizabeths would have an effect on the historic campus and outlined future steps for preserving, rehabilitating and retaining its contributing historic, archaeological and landscape resources.

The MOA requires the submission of plans to the DCSHPO and ACHP for review and approval prior to implementation. It is staff's understanding that the new St. Elizabeths hospital project is being coordinated with these agencies and that this MOA will be satisfied before the second phase PUD approval.

District of Columbia Office of Planning Report

The District of Columbia Office of Planning (DCOP) issued a report on this first stage PUD and related map amendment dated February 24, 2003. In that report DCOP recommended approval of the application. DCOP concluded that the overall design of the hospital was consistent with District Elements of the Comprehensive Plan and is within the standards for a first stage Planned Unit Development. Furthermore, the report noted that it was recommended by DCOP that this project move forward as a two stage PUD so as to allow for additional review of conformance with the overall St. Elizabeths Framework Plan.

Public Process

The Zoning Commission held a properly noticed public meeting regarding this proposal on March 6, 2003 and the proposed decision making was taken during the Zoning Commission monthly public meeting on May 12, 2003. Also, the surrounding Ward 8 community has been heavily involved in the on-going St. Elizabeths Framework Plan, both through citizen committees and through publicly held workshops.

Federal Interest Evaluation

An identified federal interest in this proposed Zoning Commission action is the historic St. Elizabeths Campus. This campus is a designated National Historic Landmark, which is the subject of a framework planning process in which NCPC is participating. An additional federal interest is Suitland Parkway, a federal parkway under the jurisdiction of the National Park Service and a designated Special Street under the Comprehensive Plan for the National Capital.

It is staff's position that this first stage PUD approval and related map amendment as approved by the District of Columbia Zoning Commission would not adversely affect the St. Elizabeths campus or Suitland Parkway. This action is not introducing a new use to the campus, as the mental health facility has been operating on the property from its inception. Furthermore, the existing John Howard Pavilion is obsolete in its condition and function and its removal and replacement with the proposed new hospital will not be a detriment to the historic campus. Furthermore, this proposed facility is on the southern part of the eastern campus and is located at such a distance as to not be visible from Suitland Parkway.

Aside from the federal interest evaluation of this project, staff has some concerns related to the conceptual design of the hospital and its adjacent campus as it has been presented. The area designated for surface parking does not display any type of landscape treatment or screening which would soften its aesthetics to the surrounding environment. It is staff's recommendation that the Zoning Commission require an extensive landscape plan for this area which will visually enhance this parking area and screen it from existing and future surrounding developments. Furthermore, there has been no determination of the number of parking spaces to be located at this facility, and staff is concerned that given the open environment in which this project is being designed, that too much parking and impervious surface will be provided. It is staff's recommendation that in the second phase Planned Unit Development review, the Zoning Commission encourage the Department of Mental Health to minimize the amount of surface parking and take into account the proximity of the metro line, existing public transportation service and future public transit

opportunities that may be recommended in the forthcoming St. Elizabeths Framework Plan. Furthermore, staff recommends that the Zoning Commission require the District of Columbia Department of Mental Health to submit a detailed Transportation Management Plan that will establish programs and policies aimed at reducing the need for vehicular parking spaces while providing justification for the vehicular spaces that are being proposed.

Additionally, staff has concerns regarding this project's progress as it relates to the on-going St. Elizabeths Framework Plan. As mentioned above, this plan will provide recommendations for future zoning actions, public improvements and other policies, which will substantially shape the future of the historic St. Elizabeths Campus. This plan is not yet completed and a draft final plan will not be presented until October of 2003. Staff understands that this hospital was a pre-existing use and is an assumed continued use in the variables being analyzed in the framework plan process. However, the site and building design as well as the parking and transportation elements will have impacts on the recommendations of the framework plan and also will set the context for the rest of the campus. It is staff's recommendation that the second phase PUD not be acted upon by the Zoning Commission until a final St. Elizabeths framework plan document is completed so as to allow the design and planning of the new St. Elizabeth Hospital to be assessed in light of the overall planning for the entire St. Elizabeths Campus.

Further, staff would like to remind the District of Columbia Department of Mental Health that this project must be submitted to the National Capital Planning Commission for review under Section 5 of the National Capital Planning Act. For efficiency purposes, it is recommended that this submission be done concurrent with the second stage PUD Zoning Commission submission. However, the Historic Preservation MOA as described above must be satisfied before NCPC can accept a submission for review under Section 5.

In conclusion, staff recommends that the Commission conclude favorably that this proposed Zoning Commission action will not adversely affect the identified federal interest. Staff also recommends that the Commission make the following related recommendations to the Zoning Commission regarding the second stage PUD for the new St. Elizabeths Hospital project:

- The Zoning Commission require an extensive landscape plan which will visually enhance the site and specifically soften the proposed parking area while providing screening of the surface lot from existing and future surrounding developments.
- The Zoning Commission encourage the Department of Mental Health to minimize the amount of surface parking and take into account the existing and future public transportation opportunities on the St. Elizabeths campus. Further, the Commission recommends that the Zoning Commission require the District of Columbia Department of Mental Health to submit a detailed Transportation Management Plan that will establish programs and policies which will reduce the need for vehicular parking spaces and will provide justification for the vehicular spaces being proposed.
- The second phase PUD not be acted upon by the Zoning Commission until a final St. Elizabeths framework plan document is completed so the details of the design and planning for St. Elizabeths Hospital can be assessed in light of the overall planning for the St. Elizabeths Campus.

Staff further recommends that the Commission:

- Reminds the District of Columbia Department of Mental Health that this project must be submitted to the National Capital Planning Commission for review under Section 5 of the National Capital Planning Act once the St. Elizabeths Historic Preservation MOA is satisfied. It is further recommended that this submission be done concurrent with the second stage PUD Zoning Commission referral.

COMMISSION ACTION

NCPC File No. Z.C. 02-45

NCPC
NATIONAL CAPITAL PLANNING COMMISSION

FIRST STAGE PLANNED UNIT DEVELOPMENT AND RELATED MAP AMENDMENT TO THE ZONING MAP OF THE DISTRICT OF COLUMBIA FOR THE NEW ST. ELIZABETHS HOSPITAL ON THE EASTERN SIDE OF THE ST. ELIZABETHS CAMPUS IN SOUTHEAST WASHINGTON, D.C.
(Parcel 234, Lot 38)

Submission by the Zoning Commission of the District of Columbia

June 5, 2003

Commission Action Requested by Applicant

Approval of comments pursuant to Section 8 of the National Capital Planning Act (40 U.S.C. § 8724(a)) and D.C. Code § 2-1006(a).

Commission Action

The Commission concludes that the proposed first stage Planned Unit Development and related map amendment from unzoned to SP-1 (Special Public Interest), for the new St. Elizabeths Hospital located on 49.4 acres of property on the St. Elizabeths Eastern Campus would not adversely affect the identified federal interests nor be inconsistent with the Federal Elements of the Comprehensive Plan for the National Capital subject to the guidelines, conditions, and standards established by the Zoning Commission.

The Commission also makes the following related recommendations for the second stage PUD Zoning Commission review:

- The Zoning Commission require an extensive landscape plan which will visually enhance the site and specifically soften the proposed parking area while providing screening of the surface lot from existing and future surrounding developments.

- The Zoning Commission encourage the Department of Mental Health to minimize the amount of surface parking and take into account the existing and future public transportation opportunities on the St. Elizabeths campus and require the District of Columbia Department of Mental Health to submit a detailed Transportation Management Plan that will establish programs and policies which will reduce the need for vehicular parking spaces and will provide justification for the vehicular spaces being proposed.

- Ideally the second phase PUD will not be acted upon by the Zoning Commission until a draft St. Elizabeths framework plan document is completed so that the details of the design and planning of the new St. Elizabeths Hospital can be assessed in light of the overall planning for the St. Elizabeths Campus.

- Remind the District of Columbia Department of Mental Health that this project must be submitted to the National Capital Planning Commission for review under Section 5 of the National Capital Planning Act once the St. Elizabeths Historic Preservation MOA is satisfied. It is further recommended that this submission be done concurrent with the second stage PUD Zoning Commission referral.

Deborah B. Young
Secretary to the National Capital Planning Commission