GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING

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Office of the Director

Memorandum

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2004 APR 30 PM 4:52

TO: District of Columbia Zoning Commission

FROM: Andrew Altman, Director
Office of Planning

DATE: April 30, 2004

SUBJECT: Setdown Report for the New St. Elizabeths Hospital Building - ZC #04-08/#02-45
Department of Mental Health
Second Stage Planned Unit Development

APPLICATION

The District of Columbia Department of Mental Health (DMH) (Applicant) has petitioned the Zoning Commission to setdown the second stage of a two-stage Planned Unit Development (PUD) for a portion of the St. Elizabeths Hospital campus to house a new hospital.

OFFICE OF PLANNING RECOMMENDATION

The proposed hospital will allow DMH, 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 Stage II Plans provide more detailed plans that further reduce the impact on the natural environment The Office of Planning therefore recommends that the Zoning Commission **setdown** the proposed Second Stage PUD for public hearing

BACKGROUND

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 The proposed site for the new St Elizabeths Hospital (49 4 acres) will be on the eastern portion of the east campus (Parcel 234, Lot 38)

ZONING COMMISSION
District of Columbia
CASE NO. 04-08 /02-45
EXHIBIT NO. 13

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The site can be accessed from Martin Luther King, Jr Avenue (MLK) and Alabama Avenue, SE (Attachment 1). 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 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 will house the District's Unified Communications Center, approved as a PUD in case ZC 01-36 Off-site uses in the vicinity of the subject site are several cemeteries to the north and northeast There is predominantly residential uses comprised of single-family attached and apartments in the Hillsdale, Douglas and Congress Heights neighborhoods 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

ST. ELIZABETHS FRAMEWORK PLAN

As stated in the Office of Planning's (OP) Report for the SP-1 Zone and Stage I PUD, the 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 This process is continuing and a first draft of this plan is being reviewed The scheduled for final approval that was envisioned at the time of the Stage I has been delayed and it now envisioned that the next step will be the released of the draft Framework Plan for community review in the fall of 2004

PROPOSAL

The Department of Mental Health is consolidating the hospital on the east campus in a new, 293-bed 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 new 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

The applicant obtained approval of the first stage PUD in ZC Order #02-45 on November 28, 2003 (Attachment 2) and has now submitted the Stage II PUD Plan for review The submissions include more detailed plans regarding the architectural design of the building and floor plans, landscaping, access, parking and stormwater management. The applicant has made some changes to the plans some of which are in response to the Zoning Commission in the first-stage application. The changes include:

1 A redesign of the secure wing of the building to reduce its impact on the U S Navy radio building and place the District of Columbia antenna tower outside of the secure perimeter

2 Removal of the mechanical and electrical units from the basement of the building into a new above grade building
3 An increase in the height of the building by two-feet in order to minimize grading and the use of retaining walls The increased height of the building (67-feet) is still within the height allowed in the SP-1 Zone with an accompanying PUD The shape of the building is refined to reduce the area of the penthouse space
4 The applicant has revised the stormwater management plan it include a stormwater management pond that will be located outside of the PUD area. The plan also includes the use of bio-retention areas
5. A circulation plan for parking and a plan for parking during the construction period and when the project is completed.

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 parking study proposes to implement parking management strategies such as encouraging transit usage and carpooling during the construction period. OP believes that some of these strategies should remain in place after construction to be a part of the hospital's policy to encourage transit usage and carpooling by their employees

COMPLIANCE WITH GUIDELINES, CONDITIONS AND STANDARDS OF THE FIRST STAGE PUD

1. ***The final design of PUD shall be developed in accordance with the site plan and preliminary architectural and landscape plans submitted as Exhibit 30 in the record of this case, and as modified by the guidelines, conditions, and standards of this Order.***

The submitted design is generally in accordance with the Stage I PUD The proposed changes are consistent with the guidelines, conditions, and standards of the Order.

2. ***The project shall include the demolition of the existing, John Howard Pavilion hospital and construction of a new facility, together with public spaces, generally as depicted in the preliminary plans submitted in this first-stage application.***

The proposed Stage II Plan includes the demolition of the existing John Howard Pavilion subsequent to the construction of the new hospital.

3. ***The Applicant shall submit with the second-stage application detailed plans and elevations indicating the design treatment of the proposed PUD project, including but not limited to building and landscape materials, color, architectural and landscape details, and zoning data as required for a second-stage PUD application.***

The applicant has submitted detailed plans for review However, OP has requested additional information, detailed below, in order to do a complete review of the project

4. ***The PUD Site shall be zoned SP-1, encompassing a land area of 2,151,864 square feet (49.4 acres) as depicted in Exhibit 30 of the record.***

The size of the PUD site remains at 49 4 acres

5. ***The Applicant shall execute the following agreements prior to the adoption of the final Zoning Commission order of the initial second-stage PUD in this case: (a) A First-Source Employment Agreement with the Department of Employment Services; and (b) A Memorandum of Understanding with the District of Columbia Office of Local Business Development ("LSDBE") to ensure minority vendor participation.***

The applicant has submitted a signed First Source Agreement and a letter stating that they are currently engaged in conversations with the District of Columbia Office of Local Business Development ("LSDBE") to execute a Memorandum of Understanding (MOU) to ensure minority vendor participation This MOU should be provided prior to the public hearing,

6. ***This first-stage PUD approval by the Zoning Commission shall be valid for a period of one (1) year from the effective date of this order. Within such time, the Applicant shall file the second-stage PUD application in order for this first-stage application to remain in effect.***

The applicant has submitted the application for a Stage II PUD prior to the expiration of the Stage I PUD on November 28, 2004.

7. ***The Applicant is required to comply fully with the provisions of the Human Rights Act of 1977, D.C. Law 2-38, as amended, and this order is conditioned upon full compliance with those provisions. In accordance with the D.C. Human Rights Act of 1977, as amended, D.C. Official Code § 2-1401.01 et seq., (Act) the District of Columbia does not discriminate on the basis of actual or perceived: race, color, religion, national origin, sex, age, marital status, personal appearance, sexual orientation, familial status, family responsibilities, matriculation, political affiliation, disability, source of income, or place of residence or business. Sexual harassment is a form of sex discrimination, which is also prohibited by the act. In addition, harassment based on any of the above-protected categories is also prohibited by the Act. Discrimination in violation of the Act will not be tolerated. Violators will be subject to disciplinary action. The failure or refusal of the Applicant to comply shall furnish grounds for the denial or, if issued, revocation of any building permits or certificates of occupancy issued pursuant to this order.***

The applicant states that they comply fully with the provisions of the Human Rights Act of 1977, D C Law 2-38, as amended and the D C Human Rights Act of 1977, as amended, D C Official Code § 2-1401 01 et seq

RECOMMENDATION

The proposed hospital will allow the City to fulfill its responsibility of meeting the need of its mentally ill patients who require treatment in a hospital whose design and setting is important to its function The application is a refinement to the plans to make this facility a reality and is consistent with the requirements outlined in ZC Order 02-48 The proposed Stage II plan is an improvement over the Stage I Plan as it reduces grading of the site and has other ways of improving stormwater management The Office of Planning therefore recommends that the Zoning Commission setdown the proposed second stage PUD for the subject property

ATTACHMENTS

1 Aerial Photograph
2 Zoning Commission Order 02-45

AA/mbr AICP

8. ***The second-stage PUD application shall include an interim-parking plan describing the phased completion of the new parking and temporary use of existing parking on the East Campus during construction.***

The application includes an interim-parking plan as required. The applicant proposes to encourage workers to increase transit use and will provide shuttle buses between the Congress Heights Metro station and the hospital Additionally, employees will be encouraged to carpool and parking locations will be identified off-site on the East Campus

9. ***The second-stage PUD application will include a proposed pedestrian route from the new hospital to the Congress Heights Metrorail station. The Applicant will also provide a status report on when the gate between the station area and the St. Elizabeths campus will be opened.***

The Plans show the pedestrian connection to the Congress Heights Metro Station The status of when the gate between the campus and the station will be opened is uncertain at this time

OP continues to be engaged in discussions with the applicant regarding improving the proposal. OP has requested the items listed below and the applicant has assured us that the requested information will be provided to OP for review prior to the public hearing

1 Details on the proposed stormwater management system stating why a change was made from that proposed in the Stage I Plan
2 Sample building materials and elevations
3 Details on how elements of the parking plan that encourages transit use and carpooling during the construction period could be incorporated into a policy to encourage transit use by employees after construction Additionally, provide the number of parking spaces that will be available in the alternative parking locations
4 A statement regarding the transition plan to reduce the patient from the current levels to 293 patients
5 Information regarding the proposed community use of the gymnasium proposed as an amenity in Stage I i e , what times the facility will be available and what is the process for using the facility should be provided.

AGENCY REFERRALS

The application will be referred to the following agencies for comments
1 Department of Transportation
2 Department of Health, Environmental Health

COMMUNTIY PARTICIPATION

The applicant continues to be engaged in discussions with the community regarding the proposed hospital.



Feature Key

- Zoning Boundaries
- Square Index

Zoning Commission - 04-08/02-45

St. Elizabeth' Hospital - Stage II PUD

Department of Mental Health

Scale 1:7150

DC Office of Planning
April 23, 2004

Attachment 1