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Patricia E Gallagher, AICP

IN REPLY REFER TO:
NCPC File No Z C 04-08

DEC 13 2004

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

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Members of the Commission

The National Capital Planning Commission, at its meeting on December 2, 2004, approved the enclosed action on the second stage Planned Unit Development for the new St Elizabeths Hospital, East Campus, 2700 Martin Luther King Jr. Avenue, SE, Washington, D.C Also enclosed, for your information, is a copy of the Staff Recommendation for the project.

Sincerely,

Patricia E Gallagher, AICP
Executive Director

Enclosures

ZONING COMMISSION
District of Columbia
CASE NO. 04-08
EXHIBIT NO. 31

ZONING COMMISSION
District of Columbia
CASE NO.04-08
EXHIBIT NO.31

COMMISSION ACTION

NCPC File No. Z.C. 04-08

NCPC
NATIONAL CAPITAL PLANNING COMMISSION

NEW ST. ELIZABETHS HOSPITAL BUILDING
SECOND STAGE PLANNED UNIT DEVELOPMENT
St. Elizabeths East Campus, (Parcel 234, Lot 38)
2700 Martin Luther King Jr Avenue, SE
Washington, DC

Submitted by the Zoning Commission of the District of Columbia

December 2, 2004

Commission Action Requested by Applicant

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

Commission Action

The Commission

Concludes that the proposed second stage Planned Unit Development (PUD) of the new St. Elizabeths Hospital in Southeast Washington, DC and minor modification to include an additional 5 19 acres in the PUD and rezoning it from unzoned to SP-1 (Special Purpose) **would not adversely affect the identified federal interests nor be inconsistent with the *Comprehensive Plan for the National Capital*** subject to the guidelines, conditions, and standards established by the Zoning Commission

Deborah B. Young
Secretary to the National Capital Planning Commission

STAFF RECOMMENDATION

NCPC File No. Z.C. 04-08

NEW ST. ELIZABETHS HOSPITAL BUILDING
SECOND STAGE PLANNED UNIT DEVELOPMENT
St. Elizabeths East Campus,
2700 Martin Luther King Jr. Avenue, SE
Washington, DC

(Parcel 234, Lot 38)

Submission by the Zoning Commission of the District of Columbia

November 24, 2004

Abstract

The Zoning Commission of the District of Columbia has taken a proposed action to approve the second stage Planned Unit Development (PUD) of the new St. Elizabeths Hospital in Southeast Washington, DC, a new mental health facility operated under the auspices of the District of Columbia Department of Mental Health (DMH) The action also includes a minor modification to include an additional 5.19 acres in the PUD and rezoning it from unzoned to SP-1 (Special Purpose). The additional site area will provide an access roadway to the new hospital, a gatehouse for vehicles and pedestrians, and open space along Alabama Avenue, SE.

Commission Action Requested by Applicant

Approval of comments to the District of Columbia Zoning Commission 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 second stage Planned Unit Development (PUD) of the new St. Elizabeths Hospital in Southeast Washington, DC and minor modification to include an additional 5.19 acres in the PUD and rezoning it from unzoned to SP-1 (Special Purpose) **would not adversely affect the identified federal interests nor be inconsistent with the *Comprehensive Plan for the National Capital*** subject to the guidelines, conditions, and standards established by the Zoning Commission.

Recommends:

- That 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 serving the St Elizabeths campus.
- That the Zoning Commission require the District of Columbia Department of Mental Health to prepare and implement a detailed Transportation Management Plan (TMP). The TMP will establish programs and policies that reduce the demand for vehicular parking spaces and single-occupant vehicle parking.

Reminds the District of Columbia Office of Planning to submit the draft St. Elizabeths framework plan to the National Capital Planning Commission for review.

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, and that it will be reviewed for conformance to the draft Saint Elizabeths framework plan prepared by the District of Columbia Office of Planning

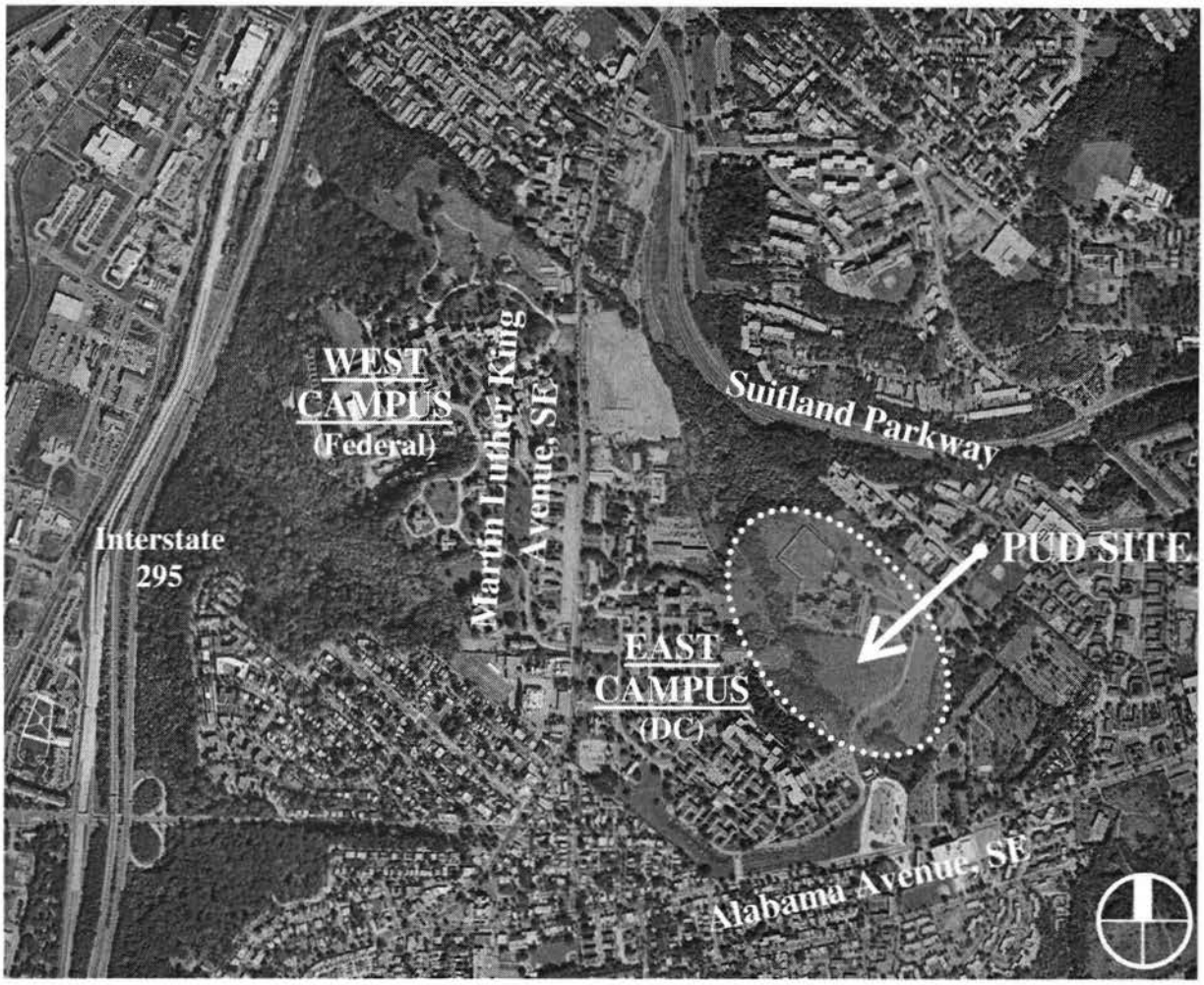
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PROJECT SUMMARY

Site Description

The project is located on the eastern portion of the historic St. Elizabeths Campus in the southeast quadrant of Washington DC. The 336-acre campus has historically been under the ownership of the federal government and operated by the District of Columbia Department of Health and Human Services, but the 173-acre eastern portion of the campus was transferred to the District of Columbia government on October 1, 1987. The site is located in Ward 8.

The proposed Planned Unit Devlopment (PUD) for the new St. Elizabeths Hospital building will be located on approximately 54 19 acres of land in the southern part of the eastern campus. The project site is accessed from Martin Luther King Jr. Avenue, SE near Pecan Street, SE and is also accessible from Alabama Avenue, SE to the south. In addition to the east and west St. Elizabeths campuses, the site is bounded by Suitland Parkway to the north and Congress Heights, Douglass and Shipley Terrace neighborhoods. The PUD site is irregular in shape and has substantial vacant and open areas together with the existing John Howard Forensic Pavilion and adjacent surface parking lot. This portion of St Elizabeths campus was developed in the early twentieth century and much of the natural vegetation was cleared for the construction for various buildings and streets. An existing secured ballfield will remain as part of the PUD.



Aerial of St. Elizabeths East & West Campus

Background

The National Capital Planning Commission, at its June 5, 2003 meeting, approved the proposed First Stage Planned Unit Development and amendment to the Zoning Map of the District of Columbia for the new Saint Elizabeths Hospital. The Commission also made the following 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 St. Elizabeths framework plan document is completed so that the details of the design and planning of the new St. Elizabeth Hospital can be assessed in light of the overall planning for the St. Elizabeths Campus.

Staff further recommended 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.

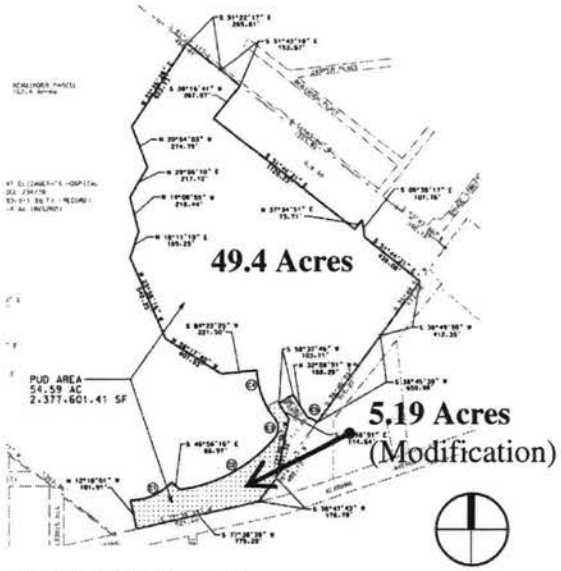
The District of Columbia Zoning Commission approved the first stage PUD on November 28, 2003.

Proposal

The proposed Zoning Commission action consists of approving a minor modification to expand the Planned Unit Development (PUD) site by 5.19 acres and have the additional land rezoned and approve the second stage PUD for a new St. Elizabeths Hospital, a mental health facility operated under the auspices of the District of Columbia Department of Mental Health.

Site and Zoning Modification

The applicant proposes to expand the existing 49.4 acre PUD site by 5.19 acres and have the additional land rezoned from unzoned to SP-1 (Special Purpose). The irregularly shaped parcel is located to the south of the existing PUD site and is bordered by Alabama Avenue, SE to the south and Congress Heights Metro Station (Green Line) to the east. This additional site area will accommodate an access roadway from Alabama Avenue, SE up to the new hospital, a two man gatehouse for vehicles and checkpoint for pedestrians coming from the Metro Station, and open space Alabama Avenue, SE. The revised total PUD site area will be 54.19 acres.

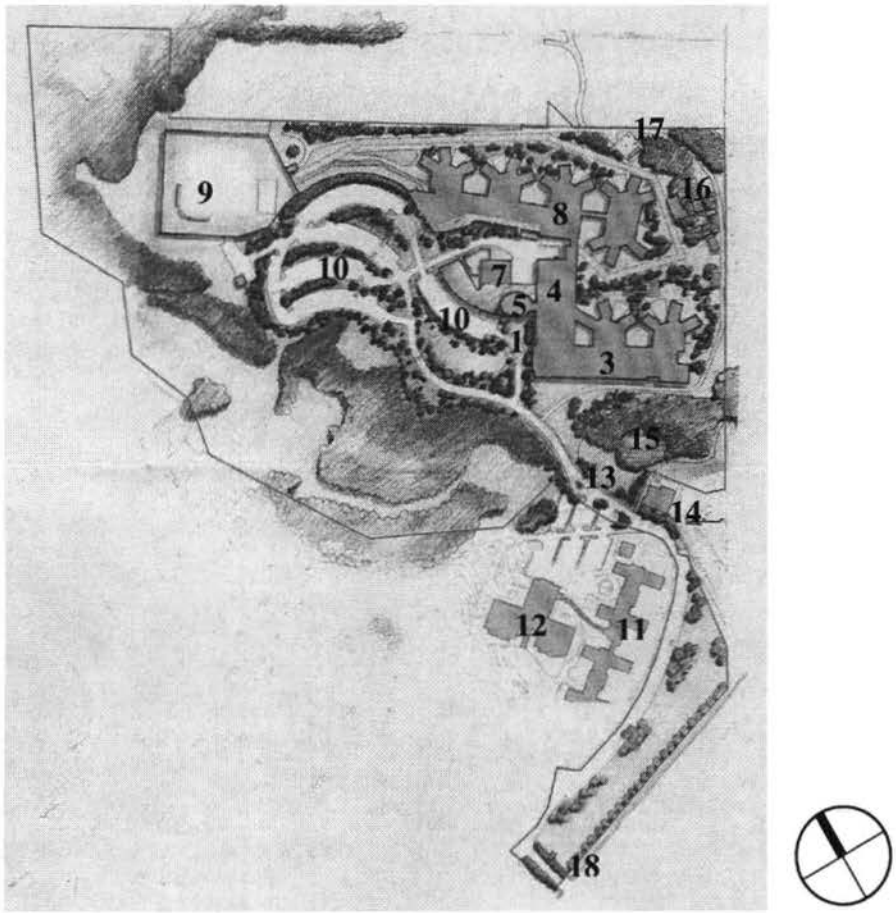


PUD Site Boundary

Planned Unit Development

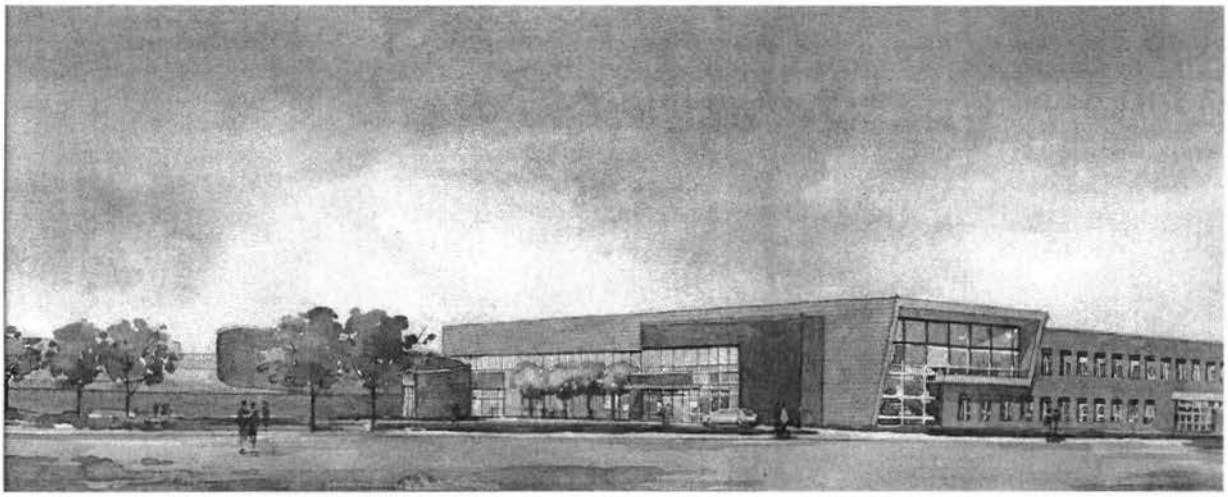
The existing five-story John Howard Forensic Pavilion (JHFP) will be demolished and replaced by the new St. Elizabeths Hospital. The existing hospital has experienced significant deterioration over time and the aim is to construct a new facility that will absorb the current occupants in JHFP.

The PUD site plan shows the primary vehicular entrance to the hospital through the existing entry point at Alabama Avenue, SE. An internal roadway will lead to the hospital facility and connect to the building's main entrance drop off and pick up area. Continuing to the northeast, the road will connect to several gentle curved parking bays with a total of 330 parking spaces, based upon DMH's parking demand analysis. New trees and landscape materials are designed to help soften and screen the parking areas as well has to direct vehicles and pedestrians to building drop-off and entry points. The building loading and service area will have a separate entrance from the parking area. A new pedestrian path, approximately one quarter of a mile in length, will connect the Congress Heights Metro Station to the hospital facility. The secured building wing will b



Site Plan: **1.** Hospital Entry; **2.** Secure Entry; **3.** Unsecure Units & Treatment; **4.** Shared Services; **5**. Auditorium; **6**. Service Yard; **7.** Engineering & Mechanical; **8.** Secure Units & Treatment; **9.** Secure Yard; **10.** Parking; **11.** Existing ct.6 & ct 7; **12.** Existing RMB Building; **13**. Gatehouse; **14.** Congress Heights Metro Station **15**. SWM Pond; **16.** "Navy" Radio Buildings; **17.** DC Antenna Tower; **18**. Alabama Avenue Entrance

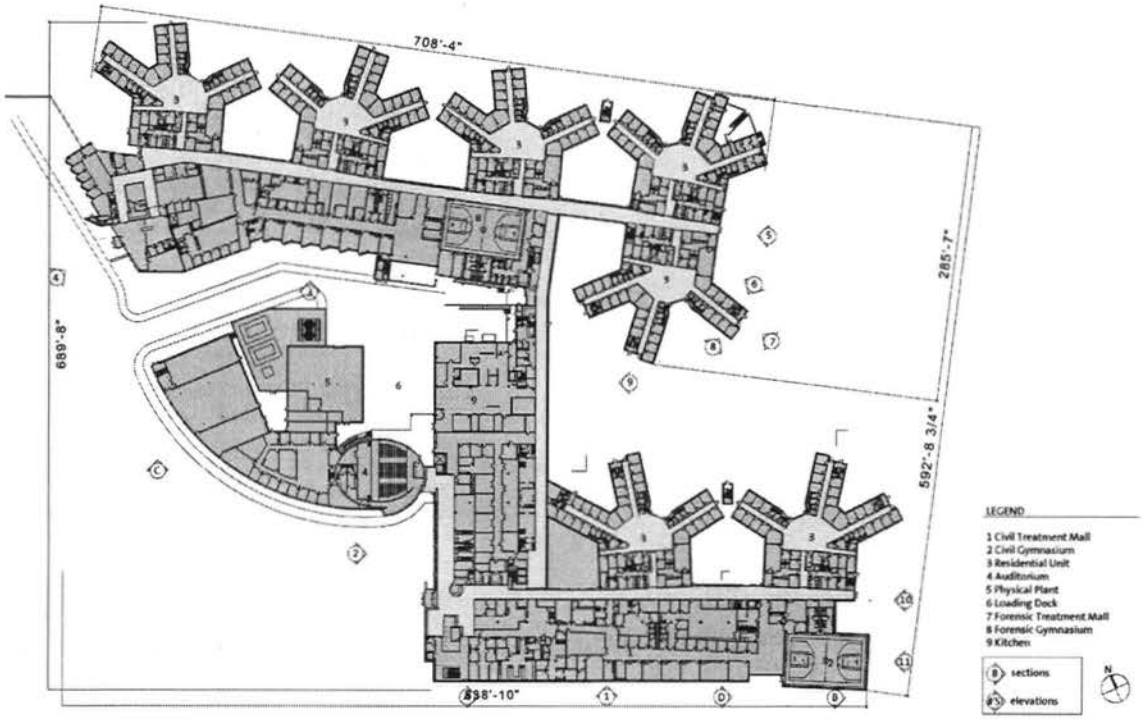
The proposed 293 bed St. Elizabeths Hospital will be a state-of-the-art mental health facility to serve the District's mental health needs for both non-secure and secure patients. It will incorporate the newest ideas and innovations in mental health care design serve patients, caregivers, employees and visitors. The building, approximately 346,000 gross square feet, will have three interconnected wings serving secure, non-secure and shared programmatic functions. The building massing varies in height between one and two stories and in flat and sloped roof forms. The overall Floor-to-Area Ratio (FAR) will be .146 and maximum height of 46 feet. The building will be clad primarily in masonry with precast concrete copings and punched window openings and with precast concrete panels, granite panels, and aluminum curtain wall used to distinguish special building functions and denote entry points.



Perspective View – Hospital Entrance



Perspective View – Secure Wing Entrance



First Floor Plan

PROJECT ANALYSIS

Staff supports of the addition of 5.19 acres to the project under the second stage PUD. This will permit design and construction improvements for the vehicular and pedestrian approaches to the project site. Staff commends DMH for the extensive landscape plan which will visually enhance the parking area and help screen it from the existing and future surrounding developments. Further reduction of the parking space requirements (as noted below in the Parking Ratio Demand/Transportation Management Plan) and impervious surface will provide additional opportunities for landscape design.

Staff notes that DMH is planning to submit the project in January 2005 to the National Capital Planning Commission for review under Section 5 of the National Capital Planning Act as recommended by the Commission in comments on the first stage PUD submission.

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 plan. An additional federal interest is Suitland Parkway, a federal parkway under the jurisdiction of the National Park Service.

It is staff's position that this second stage PUD approval 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

The PUD does not meet the parking ratio policy established in the Transportation element of the *Comprehensive Plan for the National Capital. Federal Elements.* (See Parking Demand Analysis and Transportation Management Plan (TMP) *below).*

Modifications to the First Stage PUD

The following modifications were made to the project following the Zoning Commission approval from the first stage PUD application in response to the Zoning Commission and recommendations to meet DMH programmatic needs:

- The secure building wing was redesigned to reduce its impact on the "Navy" radio buildings (vacant buildings no longer a part of Navy property) and allowed placement of the District of Columbia antenna tower outside the secured perimeter
- Mechanical and electrical rooms were relocated from the basement to an on-grade location adjacent to the service yard.
- The building height was increased by approximately two feet to minimize site regrading and reduce the amount of retaining walls
- The penthouses were reduced and reconfigured.
- Sustainable design green roofs (approximately 27,000 square feet) were added.
- A storm water management (SWM) pond was added in the ravine adjacent to the Metro Station SWM pond. This eliminated significant requirements to hold subsurface storm water.
- The shared building wing was expanded for public functions.
- The roadway and parking area layout were reconfigured adjacent to the building.

Zoning Analysis

This second stage PUD zoning application meets all of the requirements of the PUD process contained in Chapter 24 of the District of Columbia Zoning Regulations. It also meets the requirements of the Zoning Commission's first stage PUD Approval Order No 02-45.

The additional 5.19 acre site, proposed for rezoning to SP-1, is currently unzoned as it was under federal jurisdiction until its transfer to the District of Columbia in 1987. Under District of Columbia law, any District land must be zoned prior to begin built upon and adhere to the

District of Columbia Zoning Regulations. This zoning modification will allow for the construction and use of the proposed access road from Alabama Avenue, SE and gatehouse.

The proposed 49.4 acre PUD is zoned as SP-1 (Special Purpose). The purpose of SP-1 (Special Purpose) districts 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. As a matter-of-right under the SP-1 designation, a building cannot exceed a height of 65 feet or an FAR of 4.0 and cannot exceed Lot Occupancy of 80 percent. The proposed hospital is within these perameters with a maximum height of 45 feet, FAR of .146 and Lot Occupancy of 11.3 percent

Parking Demand Analysis and Transportation Management Plan (TMP)

Staff notes the difficulty in analyzing the parking count differences between the two PUD stages since the first stage PUD submission did not indicate the number of parking spaces represented in the site plan. The second stage PUD parking area appears to have increased site coverage when compared to the first stage PUD site plan.

DMH noted that the hospital employees include administration/support staff and nursing/patient care staff which accounts for approximately 80% of the total number of employees. The nursing/patient care staff works seven days a week in three shifts which overlap with one another. Several years ago, DMH conducted a parking survey. Based on 540 patient beds there were 554 parking spaces (132 for administration and 423 for nursing/patient care) and approximately 1,100 employees. The parking demand ratio for the hospital calculated 1 parking space per .078 patient bed for the nursing/patient care employees.

DHM provided the following information describing the second stage PUD parking requirements The administration employee count will remain the same and require 132 parking spaces. Since the facility will be reduced to 293 patient beds this will lower the nursing/patient care demand to approximately 230 parking spaces. The 363 parking count subtotal is reduced by 10% (approximately 36 parking spaces) to factor in the adjacent Metro Station. The total parking count required in this scenario is 326 parking spaces. However, DMH is planning to design for a total of 339 parking spaces (13 spaces over the total required amount).

Staff has analyzed the parking demand information provided by DMH and has determined that the design appears to be approximately 1 parking space for every 1.77 employee during the peak shift overlap. The Transportation Element of the *Comprehensive Plan for the National Capital: Federal Elements*, establishes parking ratios for federal projects located outside of the Central Employment Area, but within the Historic District of Columbia boundaries, and states they should not exceed one space for every four employees. The second stage PUD exceeds this policy by more than fifty percent. Staff recommends that the DMH lower their total parking count to meet this policy and to account for the proximity of the Metro Station and existing and future public transportation service.

Per the Commission's first stage PUD recommendation to the Zoning Commission, staff notes that DMH has not minimized the surface parking nor have they included a detailed Transportation Management Plan (TMP) with their second stage PUD submission. The TMP would establish programs and policies to reduce the need for vehicular parking spaces and would provide justification for the vehicular spaces being proposed analysis.

PROJECT CONFORMANCE

Master Plan

At the time of this report, the District Office of Planning (DCOP) noted that a draft St Elizabeths Framework Plan has just been completed. DCOP is making arrangements to meet with NCPC staff to review the draft plan. DCOP noted that the framework plan depicts the second stage PUD as shown in this report. The framework plan will be used in the upcoming Section 5 review, if it is made available.

Comprehensive Plan for the National Capital

Staff has determined that the PUD is consistent with the *Comprehensive Plan for the National Capital: Federal Elements*, in particular the Federal Workplace, Transportation and Historic Preservation. The project is located adjacent to a Metro Station. The facility will provide employment and business opportunities for the local community.

National Historic Preservation Act

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. The new St. Elizabeths hospital project is being coordinated with these agencies and the MOA terms will be satisfied before the second phase PUD approval

CONSULTATION

District of Columbia Office of Planning

On April 30, 2004 the District of Columbia Office of Planning (DCOP) issued a report on this second stage PUD and recommended that the Zoning Commission setdown the proposed second stage PUD. DCOP noted the following:

- The project will allow the DMH to fulfill its responsibility of meeting the treatment needs of mentally ill patients in a hospital whose design and setting is important to its function
- The second stage PUD provides more detailed plans that further reduce the impact on the natural environment.

Advisory Neighborhood Commission 8C

On October 12, 2004 the Advisory Neighborhood Commission 8C (ANC-8C) met with DMH to negotiate a MOA. The following is a summary of the MOA:

DMH will:

- Develop the project in partnership with the community
- Provide comprehensive community outreach and information for the Ward 8 community
- Establish employment opportunities for Ward 8 residents
- Develop and implement a reporting plan for compliance of the project

ANC-8C will:

- Work with DMH to develop and implement a comprehensive community outreach strategy
- Provide recommendations for proactive programs for employment opportunities to Ward 8 residents
- Assist DMH in establishing a process to ensure that contracting opportunities are available to Ward 8 residents
- Assist DMH in developing and implementing internship and training programs targeted for Ward 8 residents
- Participate in monitoring compliance on the development of the project

On October 13, 2004, ANC-8C held a Special Executive Committee Meeting, signed the MOA, and voted to support this zoning proposal

Commission of Fine Arts (CFA)

CFA approved a revised concept for the new St. Elizabeths Hospital on January 15, 2004. DMH is planning to submit the project for final CFA approval in early 2005.