

**MEMORANDUM**

2009 OCT 11 PM 3:14

TO: District of Columbia Zoning Commission

FROM: Jennifer Steingasser, Deputy Director for Development Review & Historic Preservation

DATE: September 10, 2009

SUBJECT: Zoning Commission Case Number 09-10, a Proposed Zoning Text Amendment to allow the establishment of a water tower on the Saint Elizabeths campus

I. RECOMMENDATION

The Office of Planning (OP) recommends that the Zoning Commission **adopt** the following text amendments to the Zoning Regulations. The amendments would add new text to Section 106, amend Section 3202, and create a new Section 3206 as follows:

- Amendment to Chapter 1 (Enactment and Title) § 106, by adding a provision to exempt the establishment of a water tower facility on the East campus of Saint Elizabeths from limitations on the use of unzoned property;
- Amendment to Chapter 32 (Administration and Enforcement) § 3202, by adding a provision to permit the issuance of a building permit for a water tower facility on the East campus of Saint Elizabeths prior to the creation and establishment of a lot of record; and
- Amendment to Chapter 32, by adding new § 3206, which establishes a process for the Office of Planning to review and provide input to the Zoning Administrator on building permit requests for water tower facilities on the East campus of Saint Elizabeths, in order to evaluate compliance with adopted plans for the site.

II. SITE DESCRIPTION

The proposed text amendment would allow the construction of a water tower on the east side of Saint Elizabeths Hospital campus, a property that is largely unzoned. Saint Elizabeths campus is a 336-acre site located in Ward 8 and divided by Martin Luther King Blvd, SE, into an east and west campus (see Exhibit 1). The East campus has been under District control since 1987. The entire campus is a designated historic district and the site contains dozens of historically significant structures. New construction has been limited; the Unified Communications Center (UCC) for the District was constructed at the northern tip of the site in 2003¹. A new psychiatric hospital is under construction at the southeast corner of the property, which will consolidate existing resources on the site within a single modern facility.²

III. BACKGROUND

The Office of Planning, in its staff report dated July 17, 2009, requested setdown of a text amendment to permit the establishment of a water tower facility on the East campus of Saint Elizabeths. After filing

¹ ZC 01-36C

² ZC 04-08.

ZONING COMMISSION
District of Columbia

09-10

the report, OP received additional input from the Office of the Attorney General (OAG) regarding the proposed text. OAG suggested changes to the language which would establish a review and appeal process for building permit requests for water tower facilities on the site. The Zoning Commission discussed these changes at its regular public meeting held July 27, 2009 and set down the proposed amendments, as revised, for a public hearing. The Zoning Commission requested additional information regarding the Saint Elizabeths East Campus Redevelopment Plan and the proposed Office of Planning review procedure.

Planning Efforts

There have been several planning efforts for the East campus of Saint Elizabeths, including a three-year planning process which culminated in the completion of a draft framework plan in 2006. An update to this work, the Saint Elizabeths East Redevelopment Framework Plan, was adopted by Council on December 16, 2008. The 2008 Framework Plan is designed to help guide future redevelopment of the site. Once a master developer for the site is chosen, OP will continue to work closely with the Deputy Mayor for Planning and Economic Development (DMPED) and the master developer to review and refine future zoning for the campus.

Historic Preservation and Design Review

The entire campus of Saint Elizabeths is a historic district, designated locally and nationally. As a result, design for new construction is subject to review by the District of Columbia Historic Preservation Review Board. As a project on District land, the United States Commission of Fine Arts would also review design of the tower and its site.

When the East Campus was transferred to the District of Columbia in 1987, it triggered a process to put in place permanent protections of the property, in accordance with Section 106 of the National Historic Preservation Act. A 1989 Memorandum of Agreement was developed at the culmination of this process which required the District to submit construction plans for review to the Historic Preservation Office and the federal Advisory Council on Historic Preservation. Any anticipated adverse effects on historic resources are to be resolved through this consultative process, which may include a public review and comment period.

In this case, the adjacency of the proposed water tower to historic structures on site will be considered, including ways to mitigate or minimize its visual impact on existing historic buildings. The proposed design of the tower, including materials, height, and diameter, and the potential impact of the tower on view sheds of the site, both from inside and outside the campus, will also be evaluated.

While the need for a water tower was identified as part of the framework plan process, an exact location was not chosen. The final water tower location will be determined through engineering calculations and the public consultation process established through the 1989 Memorandum of Agreement described above.

The public consultation to review location alternatives and design options for the proposed water tower has already begun. The consulting parties invited to take part in this process include, but are not limited to, the relevant Advisory Neighborhood Commissions, the Medical and Professional Society of Saint Elizabeths Hospital, the Advisory Council on Historic Preservation, the National Park Service, the National Capital Planning Commission, the Commission of Fine Arts, the General Services Administration, the District of Columbia Historic Preservation Office, and other community, civic, and preservation groups. The first consultant party meeting on this project was held July 21, 2009. A fact

sheet distributed for this meeting is attached for your reference (Exhibit 2). Three additional consulting party meetings are scheduled for the next three months. Excerpts from the first consulting party meeting presentation have been attached as Exhibit 3, which provide photographs of how the proposed tower may be seen from a variety of viewpoints. OP is comfortable that through the above processes there will be appropriate public design review of the proposed water tower by relevant stakeholders.

Water Tower Need and Location

An upgrade of the existing water service, including a new storage facility, is needed to serve planned growth and development, provide emergency back-up service, and address current water pressure issues for residents of Ward 8. The DC Water and Sewer Authority (WASA) conducted a study in 2007 to evaluate potential sites for a new water storage tower. The Water Tower Siting Study found that the Saint Elizabeths site was the best location for the proposed water tower for several reasons, including adequate ground elevation, sufficient distance from current and planned residential uses, and a central location within the service area. In order to obtain maximum efficiency and provide necessary water pressure, WASA determined that the new storage tower must have a capacity of two million gallons and be sited at least 310 feet above mean sea level.

The current water tower, initially constructed to service the hospital complex, no longer effectively meets this need. In addition, the completion of the mental health facility as well as other development planned for the site will require system improvements to better service existing and future customers. The new water tower would provide additional water storage, increase water pressure, support fire protection, and maintain water quality for existing and future development. A comparison of the existing and proposed tower is provided in the table below.

	Existing Water Tower	Proposed Water Tower
Diameter (base)	45'	60'
Diameter (top)	35'	90'
Height	130'	175'
Capacity	100,000 gallons	2 million gallons

IV. PROPOSED TEXT

Following consultation with OAG, the Office of Planning recommends that the Zoning Commission adopt the following amendments to the Zoning Regulations (in addition to non-substantive reorganization for clarity, substantive additions to existing language shown in **bold and underlined text**):

A. CHAPTER 1 THE ZONING REGULATIONS

106 ZONING MAP

106.7 No building permit or certificate of occupancy shall be issued nor proceeding instituted before the Board of Zoning Adjustment, nor shall any property in private ownership be used for any purpose until after the Zoning Commission has designated zoning for the property, **except for the establishment of a water tower and related water utility facilities owned and operated by the D.C. Water And Sewer Authority (WASA) on the East Campus of the Saint Elizabeths site, subject to the requirements found in Section 3206.**

B. Chapter 32. ADMINISTRATION AND ENFORCEMENT, subsection 3202.3, is also amended as described below.

OP notes that the section 3202.3 cited in the public hearing notice was amended in 2004 by case 02-42 and includes additional language not shown in the notice. The omitted language has no substantive impact on the current case but OP recommends the following language and format to include all changes to § 3202.3:

- 3202.3 Except as provided in the building lot control regulations for Residence Districts in § 2516 and § 5 of An Act to amend an Act of Congress approved March 2, 1893, entitled "An Act to provide a permanent system of highways in that part of the District of Columbia lying outside of cities," and for other purposes, approved June 28, 1898 (30 Stat. 519, 520, as amended; D.C. Code, 2001 Ed. § 9-101.05 (formerly codified at D.C. Code § 7-114 (1995 Repl.))), a building permit shall not be issued for the proposed erection, construction, or conversion of any principal structure, or for any addition to any principal structure, unless the land for the proposed erection, construction, or conversion has been divided so that each structure will be on a separate lot of record; **except a building permit may be issued for:**
- (a) Buildings and structures related to a fixed right-of-way mass transit system approved by the Council of the District of Columbia;
 - (b) Boathouse, yacht club, or marina that fronts on a public body of water, is otherwise surrounded by public park land, and is zoned W-0;
 - (c) Any combination of commercial occupancies separated in their entirety, erected, or maintained in a single ownership shall be considered as one (1) structure;
 - (d) Trapeze school and aerial performing arts center to be constructed pursuant to § 1804.7³
 - (e) **A water tower and related water utility facility on the Saint Elizabeths East Campus.**

C. CHAPTER 32 ADMINISTRATION AND ENFORCEMENT is amended by the addition of the following:

3206 OFFICE OF PLANNING REPORT

3206.1 The Zoning Administrator shall not take final action on a building permit application to construct any of the following uses until a report is received from the Office of Planning, or thirty (30) days have passed since the application was submitted to the director of the Office of Planning, whichever occurs first:

- (a) A water tower and related water utility facility on the East Campus of Saint Elizabeths Hospital; and;**
- (b) RESERVED.**

3206.2 The Director of the Office of Planning and the Zoning Administrator may agree to lengthen the time period indicated in § 3206.1, but in no event shall the review period exceed sixty (60) days.

3206.3 If the report of the Office of Planning concludes that the design or location of the use is not consistent with the Comprehensive Plan or with the small area plan or other adopted planning studies that pertain to the site, the Zoning Administrator

³ The proposed text will be reviewed by the Zoning Commission on September 21, 2009, per case number ZC 09-09.

shall deem the use to be one requiring approval by the Board of Zoning Adjustment as a special exception pursuant to § 3104.1 of this title.

V. ANALYSIS

OP is currently working on a zoning proposal for the entire East campus of Saint Elizabeths, but due to the size of the site, the mix of uses, and the involvement of both the District and federal government in the decision process, the selection of appropriate zones for the site will be complex. In addition, the exact location of record lots and dedicated streets will not be determined until a master developer is selected or a development scenario is adopted. Currently § 106.7 prohibits the issuance of a building permit for any property that does not have a zone district and § 3202 requires that permits be issued only for lots of record. Under the conditions of the current zoning regulations, WASA cannot file for a building permit for the water storage tower. This time lag in rezoning the property and creating record lots will significantly delay the efforts to plan for and construct the water tower which is needed prior to the full redevelopment of the site. The proposed amendments to §§ 106.7 and 3202 would be limited to only the establishment of a WASA water tower on the East Campus of Saint Elizabeths, with an advisory review by the Office of Planning.

The advisory review (proposed as a new § 3206) is a process similar to one currently used for antennas (§ 2711) and for projects in the DD Overlay (§§ 1700.6 and 1721). Both processes reflect a desire to ensure that certain projects receive additional review against stated planning objectives and policies prior to building permit issuance. In this case, the provision of adequate water services to this part of Ward 8 must be considered along with the desire to protect the historic resources within the East campus, and to review important viewsheds and the appearance of the tower itself. This process would allow the Office of Planning to weigh in on the design and provide additional guidance to the Zoning Administrator once the project is at the permit stage.

An advisory review memorandum would be provided to the Zoning Administrator from the Office of Planning assessing consistency of a proposed tower location with the adopted Comprehensive Plan, Saint Elizabeths East Redevelopment Framework Plan, or other relevant plans or studies for the site. Such a process would allow the Office of Planning to comment on the appearance and location of the water tower facilities.

As proposed by OP, if the proposal is not in keeping with current plans and policies, it could be redesigned or sent to the BZA for consideration, via a special exception request. Special exception requests are evaluated based on their impact on neighboring property as well as their consistency with the purpose and intent of the zoning regulations. At the July 2009 setdown meeting, Commissioners discussed the possibility of bringing such cases to the Zoning Commission instead of the BZA. At that time, the Office of the Attorney General indicated at the hearing that the Zoning Commission could perform this function as well. While OP has no objection to bringing such cases to either body, the mechanism proposed is a special exception request, which is routinely handled by the BZA.

VI. COMPREHENSIVE PLAN

The proposal is considered not inconsistent with the 2006 Comprehensive Plan, and would further policy statements in the Land Use, Urban Design, and Infrastructure elements by facilitating the development of large sites (305.5), providing additional opportunities for design review (916.7), modernizing and rehabilitating water infrastructure (1304.1, 1304.3, and 1304.4), and ensuring that infrastructure improvements are coordinated with development and redevelopment plans (1317.2). The development

would also support a relevant policy of the Far Southeast/Southwest Area Element by providing the infrastructure necessary to allow for the redevelopment of Saint Elizabeths East Campus (1812.4).

VII. SAINT ELIZABETHS EAST REDEVELOPMENT FRAMEWORK PLAN

The recently adopted framework plan for the subject property, the Saint Elizabeths East Redevelopment Framework Plan, builds on a draft plan completed in 2006. The plan identifies site constraints, highlights development opportunities, and establishes development principles for the eventual build-out of the 174-acre property. The plan also calls for the creation of five new neighborhoods, each with a defined character influenced by the presence of existing historic structures, topography, and proximity to transportation networks and other features. Other proposed improvements include the creation of new internal roads as well as enhancing site connections to Martin Luther King Ave., Alabama Ave., and Suitland Parkway, SE.

The Framework Plan also anticipates the construction of a new water tower on site, which is needed to support the future development envisioned in the plan as well as the current needs of existing residents. Although the exact location for the new tower has not been determined, the plan anticipates it will be located in the vicinity of the existing water tower site. This is based on the desired site characteristics for the new tower, which include greater distances from residential areas and a high ground elevation. The existing tower is located within a part of the campus that has been designated as a mixed use area, called Maple Quad. The proposed Maple Quad neighborhood would include institutional and educational uses as well as community amenities and neighborhood retail, to be accommodated via adaptive reuse of historic structures as well as new infill buildings. This area is expected to have buildings of up to 6-8 stories in height, taking advantage of the steep topography to accommodate more height as compared to sites along Martin Luther King, Jr. Avenue. A parkway is also envisioned for the East campus, which would allow north-south travel through the site from Suitland Parkway to Alabama Avenue.

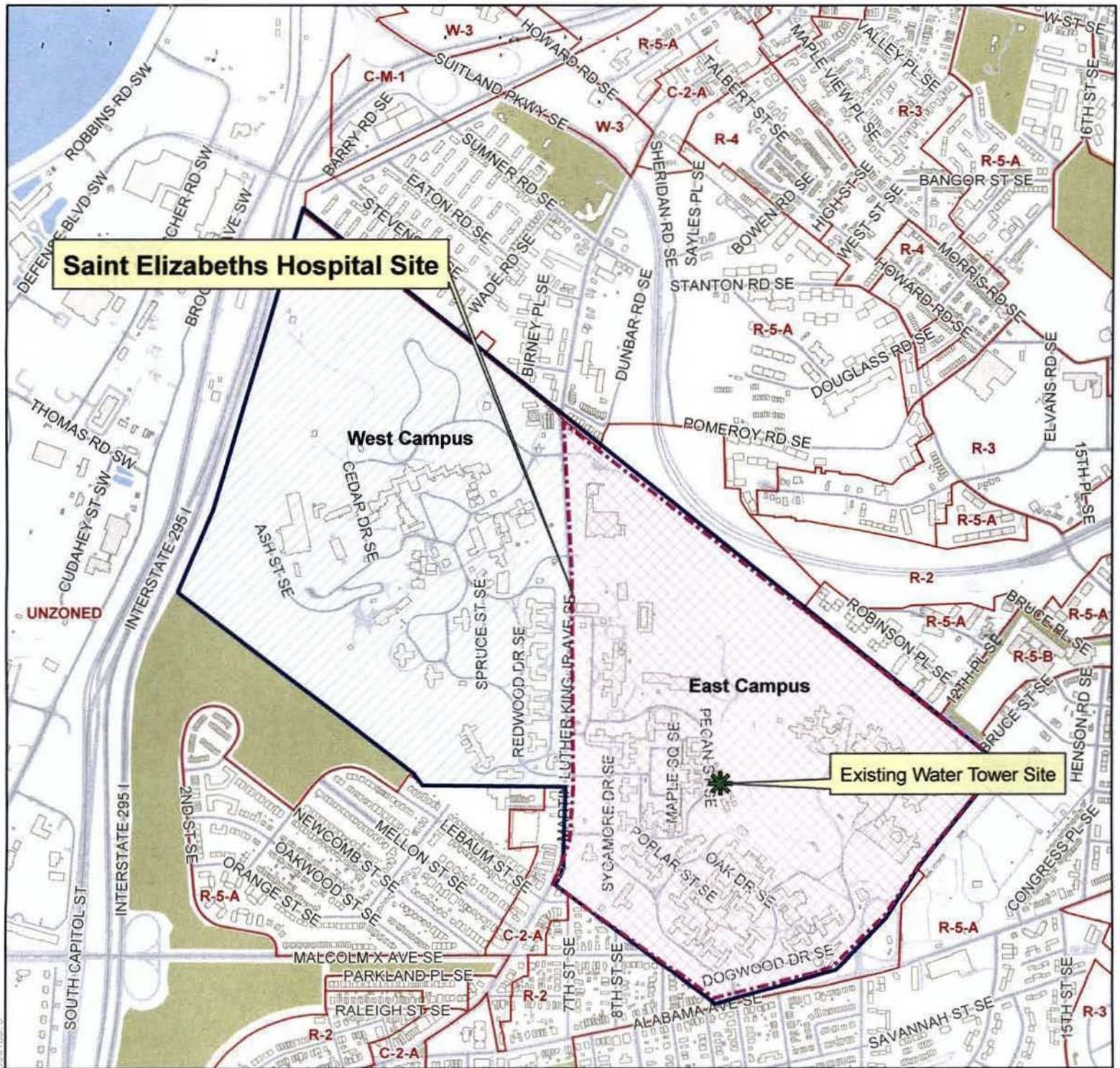
Overall, the plan outlines the future development potential of the East campus to include a mix of uses, to be achieved via the adaptive reuse of existing buildings as well as new construction. The requested text amendment is not inconsistent with this Plan, as it will allow for the immediate development of a water tower, needed to serve the current and future residents of Ward 8. A copy of the plan has been attached for your reference and may be found on the Office of Planning website at the following address: http://planning.dc.gov/planning/frames.asp?doc=/planning/lib/planning/pdf/saint_es_sap_final_111208.pdf.

VIII. CONCLUSION

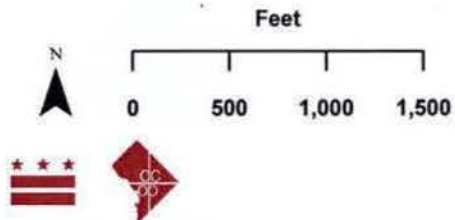
The Office of Planning **recommends that the Zoning Commission adopt** the proposed text amendments. OP finds the text amendments are not inconsistent with the 2006 Comprehensive Plan as well as other planning initiatives for the Saint Elizabeths East campus.

JS/ayj
Arlova Jackson, Case Manager

Attachments: Exhibit 1 – Site Map
Exhibit 2 – DC WASA fact sheet
Exhibit 3 – Excerpts from First Consultant Party Meeting – PowerPoint Presentation
Exhibit 4 – Saint Elizabeths East Redevelopment Framework Plan



ZC 09-10 Saint Elizabeths Water Tower Text Amendment Exhibit 1 - Site Map

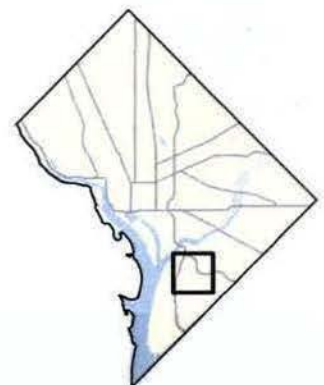


Government of the District of Columbia
Adrian M. Fenty, Mayor
Office of Planning ~ July 9, 2009

This map was created for planning purposes from a variety of sources. It is neither a survey nor a legal document. Information provided by other agencies should be verified with them where appropriate.

- Zoning Districts
- Buildings
- Roads
- Street Centerlines
- Water
- Parks

Exhibit 1



ELEVATED WATER STORAGE TOWER PROJECT FOR THE PROPOSED ANACOSTIA SECOND HIGH PRESSURE ZONE

Section 106 Consulting Party Meeting #1: Overview of Project and Site Selection

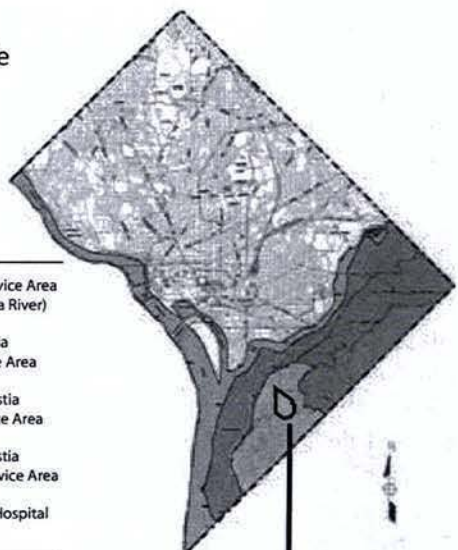
July 21, 2009

PROJECT PURPOSE

The purpose of the DC WASA Elevated Water Storage Tower Project is to provide crucial improvements to water distribution service east of the Anacostia River in the proposed Anacostia Second High Service Area. The proposed new service area will serve the southern section of the existing Anacostia First High Service Area, which has historically experienced various issues with water distribution. The proposed new service area and water storage tower will result in substantial improvements to water distribution in this area, specifically to:

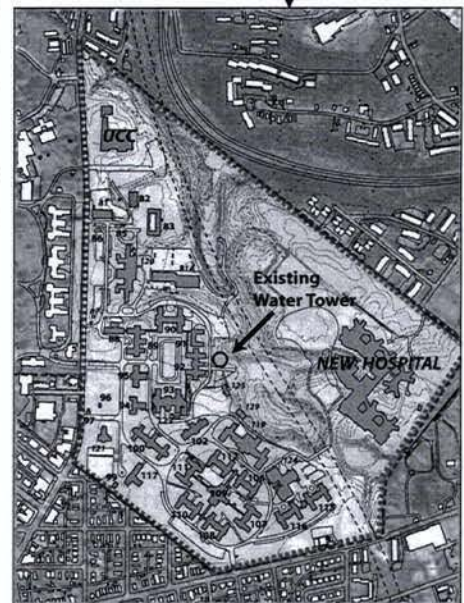
- System reliability;
- Fire flow demands;
- Water quality; and
- Water pressure.

To provide the acceptable system pressures, the new water tower for the proposed Anacostia Second High Service Area must have a capacity of two-million gallons, with an overflow elevation of 310 feet above mean sea level. This will require a tower approximately 170 feet above grade.

- 
- Existing Low Service Area (east of Anacostia River)
 - Existing Anacostia First High Service Area
 - Renamed Anacostia Third High Service Area
 - Proposed Anacostia Second High Service Area
 - Saint Elizabeths Hospital East Campus

PROJECT AREA

In 2007, DC WASA completed a siting study to investigate site alternatives for the proposed new water storage tower. The siting study concludes that the most favorable location for the proposed water tower is on the East Campus of Saint Elizabeths Hospital. The East Campus has several advantages, including DC ownership, the required ground surface elevation, a sufficient distance from current and planned residential uses, and a central location within the proposed new service area. The site is comprised of 174.05 acres of property that was transferred from the federal government to the District of Columbia government in 1987. Currently, an existing outdated elevated water storage tower is located centrally on the campus and insufficiently serves the Saint Elizabeths Hospital complex. This tower will become further burdened by the completion of a new 450,000-sqft DC Department of Mental Health facility (expected completion in 2010) and new development proposed for the sections of the West and East Campuses and in the surrounding neighborhoods. The proposed location of the new elevated water storage tower on the East Campus will allow for improved water service to entire Proposed Second High Service area. This includes much needed improvements to service for existing customers, as well as for the existing facilities on the East Campus, the new hospital under construction, and planned new development on the East and West Campuses and elsewhere in the new service area.



PROJECT AREA - SIGNIFICANCE AND HISTORY

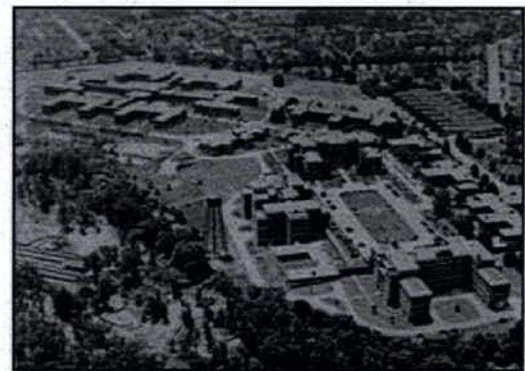
The project area for the proposed elevated water storage tower is located within the boundaries of the Saint Elizabeths Hospital National Historic Landmark (NHL). Saint Elizabeths is significant for its contributions both to the history of mental health care in the United States and as an excellent representation of the development of institutional architecture.

Originally known as the Government Hospital for the Insane, Saint Elizabeths Hospital was founded in 1852 by Dorothea Lynde Dix and Charles W. Nichols as the first federal mental hospital in the United States. The facility was developed over the course of a century, starting with the West Campus in the mid- and late nineteenth century and moving to the East Campus in the late nineteenth and early twentieth centuries. Early development on the East Campus consisted of informal groupings of agricultural structures and small-scale individual staff residences. During the early twentieth century, hospital development spread to the East Campus, and several large facilities were constructed and configured in formal complexes and quadrangles. The East Campus also has several other large hospital facilities constructed in the 1930s, as well as smaller buildings constructed in the 1950s and 1960s. Most of the development on the site has taken place on the west side of a deep ravine that runs north-south through the East Campus, leaving much of the east side of the East Campus undeveloped.

Saint Elizabeths Hospital was intended to be a self-sustaining facility, and the development and character of the East and West Campuses has been shaped by the construction of various service buildings and structures that support operations, including fire engine houses, laundries, power plants, pumping stations, and water distribution infrastructure. Part of the existing water infrastructure is an elevated steel water storage tower, which is located directly adjacent to a formal quadrangle of buildings on the East Campus. The tower was constructed in the 1930s, replacing a water tank from the early 20th century, during a period of rapid growth that rendered the existing water distribution system inadequate. Today, the tank is not fully operational and is unable to provide adequate water pressure to the hospital facility.



Saint Elizabeths Hospital
National Historic Landmark and Historic District



Aerial of the East Campus, 1941

SECTION 106 REVIEW

The siting and design of the new proposed elevated water storage tower on the East Campus of the Saint Elizabeths Hospital National Historic Landmark is subject to a 1989 Memorandum of Agreement that resulted from the transfer of land from the Federal government to the District of Columbia government in 1987. The MOA requires DC WASA to comply with Section 106 of the National Historic Preservation Act of 1966, as amended. Section 106 review will include the assessment of direct and indirect effects of a new elevated water storage tower on the Saint Elizabeths Historic Landmark and its resources, as well as on surrounding historic properties and viewsheds.

DC WASA CONTACT FOR SECTION 106 REVIEW

St.ElizabethsTower@dcwasa.com

Previous studies and additional
background material is available
on the project website:

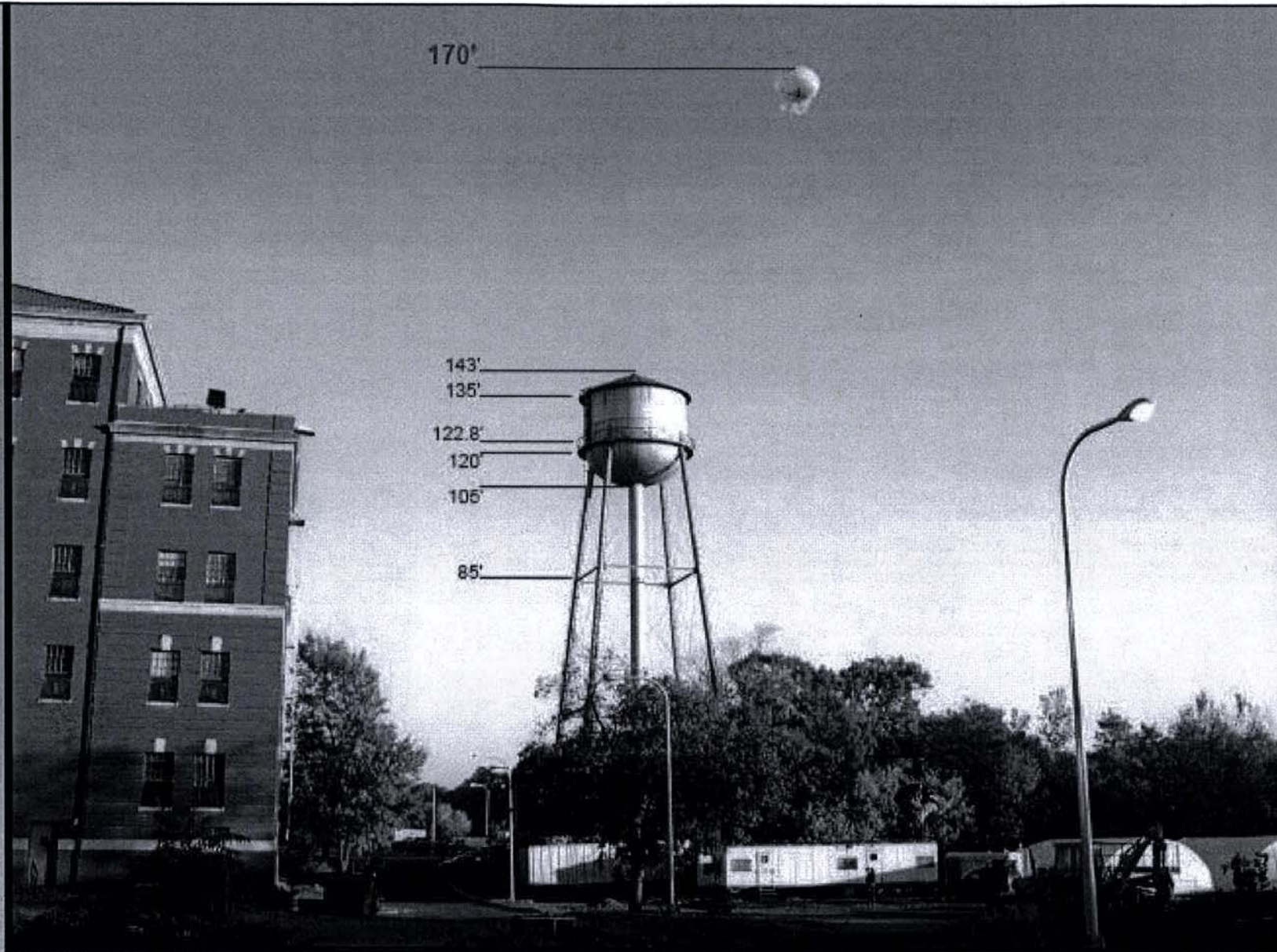
[http://www.dcwasa.com/workzones/
projects/st_elizabeths.cfm](http://www.dcwasa.com/workzones/projects/st_elizabeths.cfm)

Project Challenge:

Balancing Preservation With New Water System Improvements

- Research, analysis, and understanding significant historic fabric of St. Elizabeths facility
- Seeking integration of new elements
- Positioning the Water Tower as part of the St. Elizabeths East Campus Redevelopment





Slide: 58 of 59

View of Existing Water Tower

slide
25



*Tower is visible from
this angle year round*



Pedestrian view indicates, with yellow circle, the balloon test @170'.

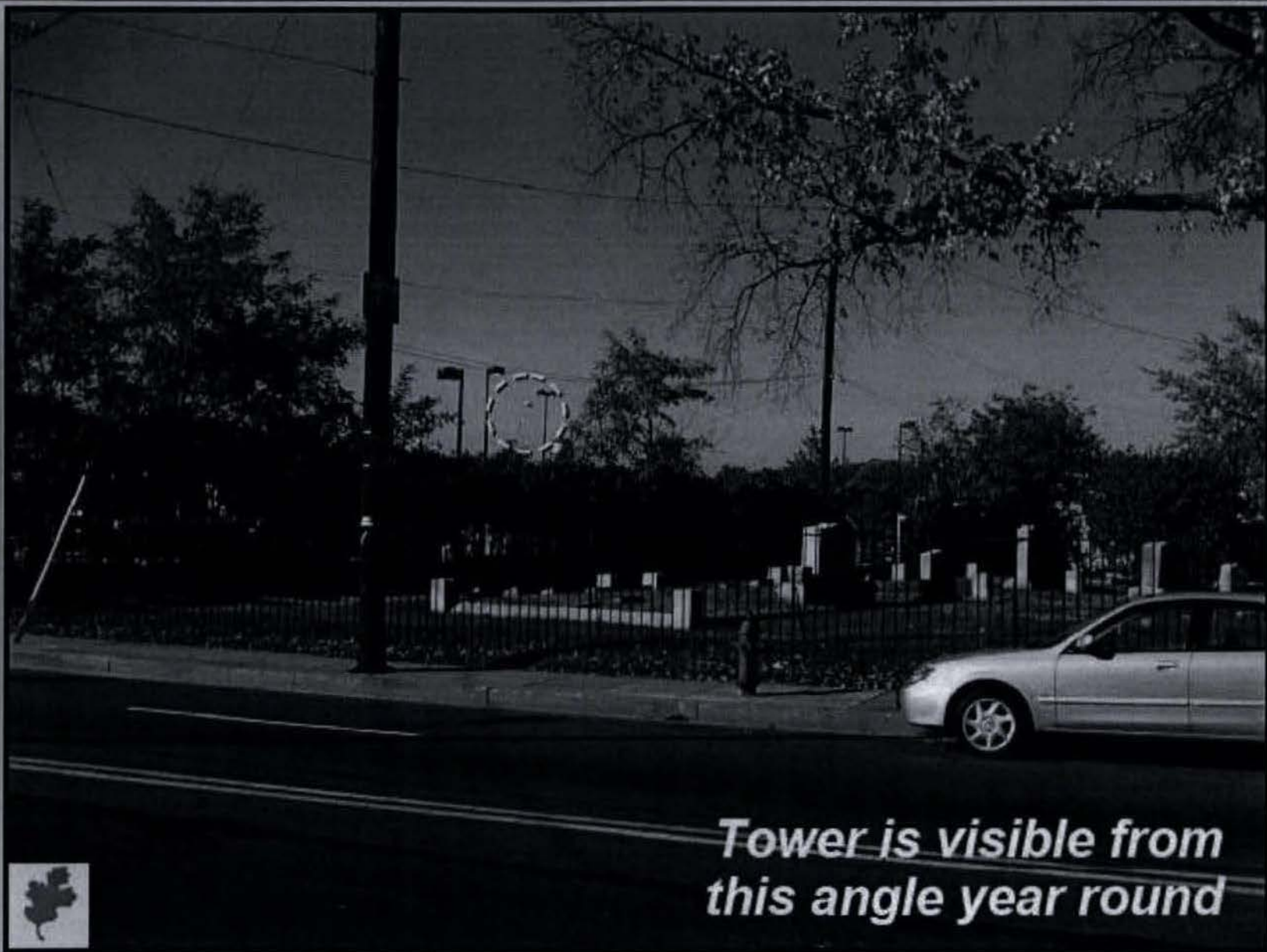
Slide: 7 of 59

Map

Main Entrance to St. Elizabeths on Martin Luther King Jr., Avenue

slide
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***Tower is visible from
this angle year round***

Pedestrian view indicates, with yellow circle, the balloon test @170'.

Slide: 6 of 50

Washington Hebrew Congregation Cemetery

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27

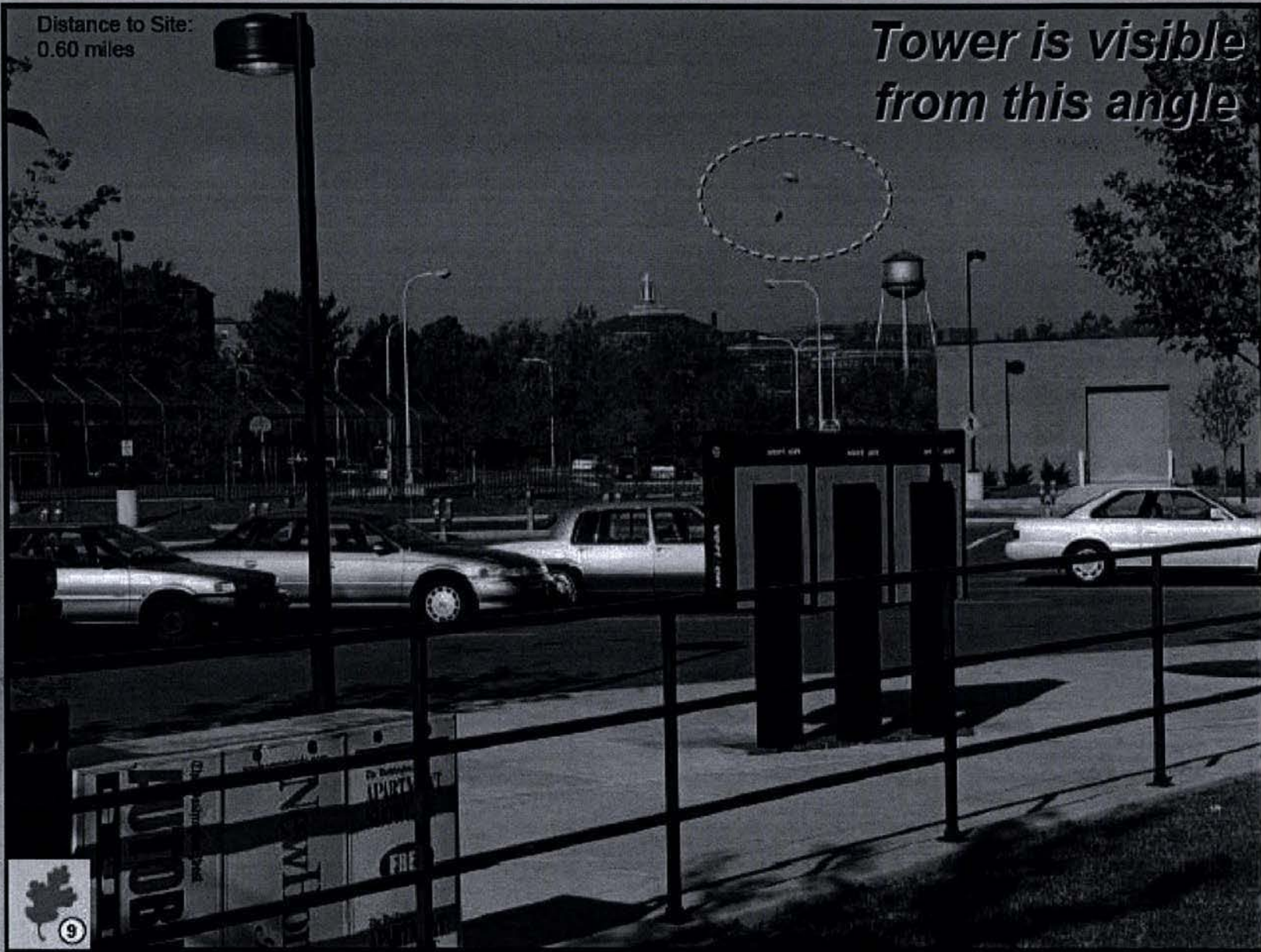


Map

Copyright by Digital Design & Imaging, Inc. All Rights Reserved.

Distance to Site:
0.60 miles

*Tower is visible
from this angle*



Pedestrian view indicates, with yellow circle, the balloon test @170'.

Map

Slide: 25 of 59

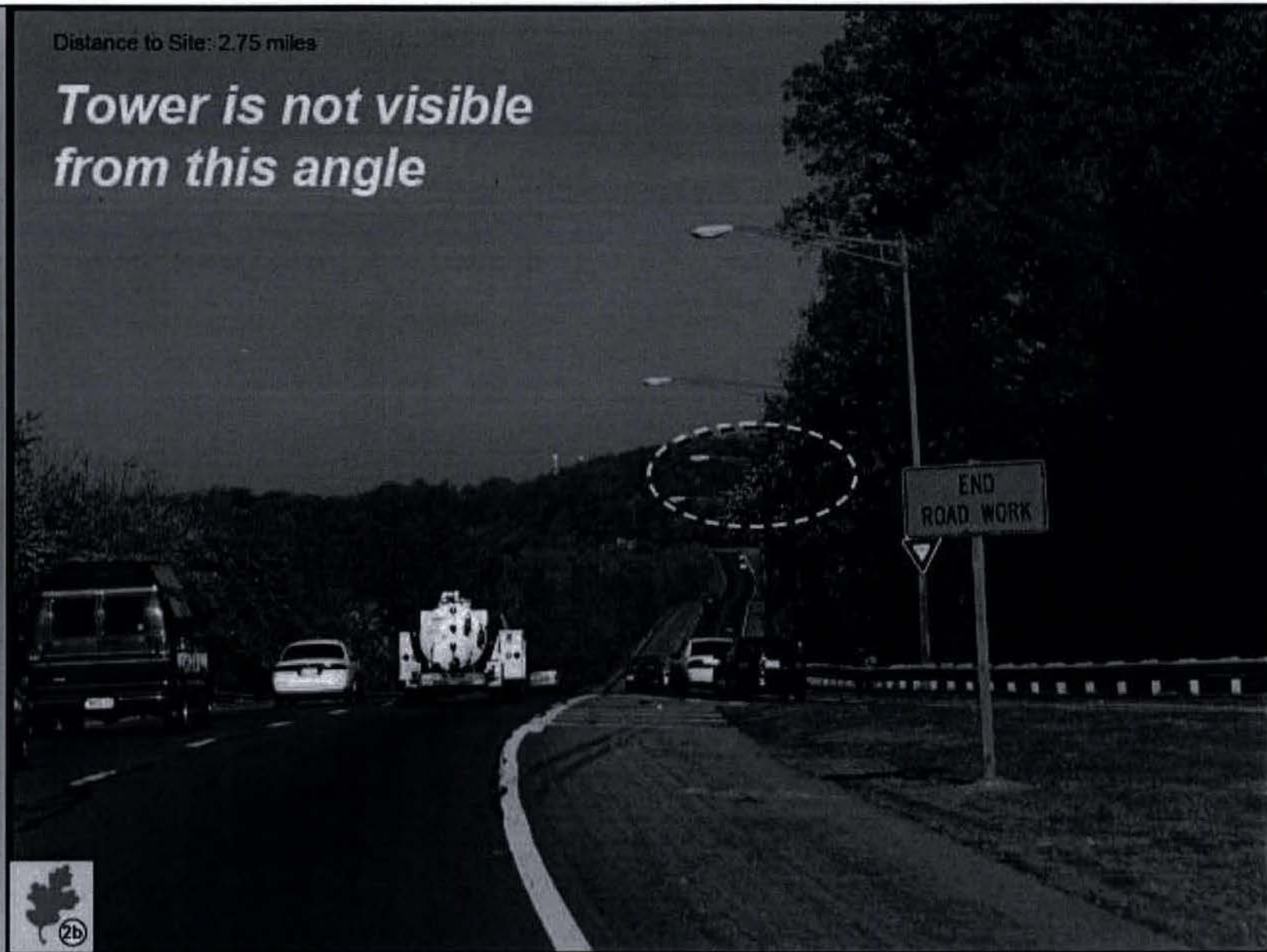
View from Congress Heights Metro looking northwest

slide
28



Distance to Site: 2.75 miles

***Tower is not visible
from this angle***



Motorist view indicates the balloon test @170'.

Map

Slide: 12 of 59

Looking Northbound on I-295

slide
29



Distance to Site: 0.50 miles

***Tower is visible
from this angle
year round***



Slide: 50 of 50

Pedestrian view indicates, with yellow circle, the balloon test @170'.

Map

View from Suitland Parkway

slide
30



Distance to Site: 1.70 miles

***View from Hains Point
looking south east to
the U.S. Naval Station.***

***Tower is visible from
this angle***



Slide: 20 of 50

Pedestrian view indicates, with yellow circle, the balloon test @170'.

Map

View from Hains Point

slide
31



Distance to Site: 4.20 miles

*View from Memorial Bridge
looking south east across
the Potomac River.*

*Tower is partially visible
from this angle*



Pedestrian view indicates, with yellow circle, the proposed site.

Slide: 19 of 59

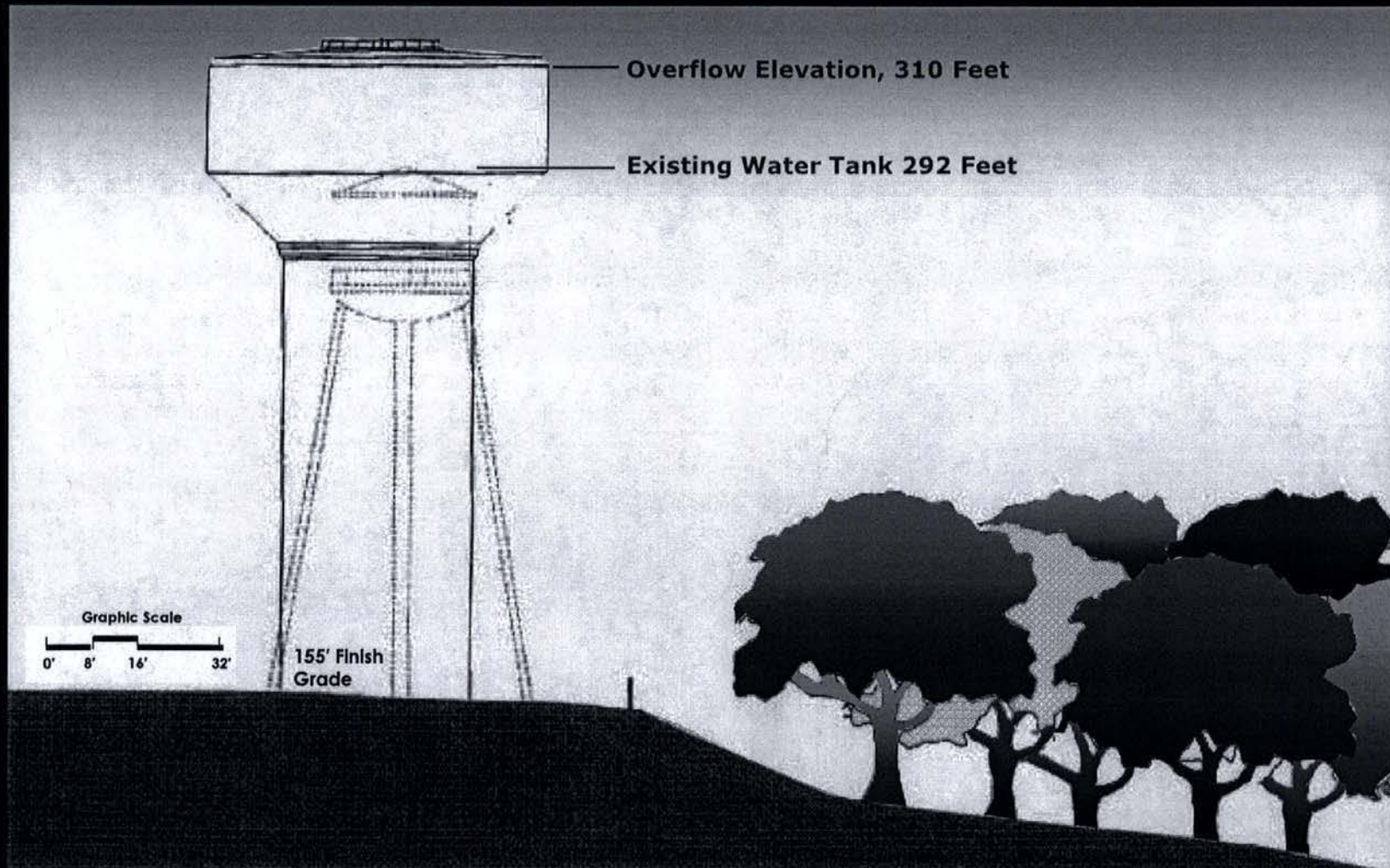
Map

View from Arlington Memorial Bridge

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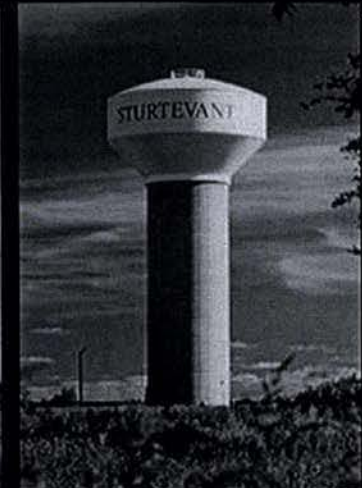


St. Elizabeths Elevated Storage Water Tower



How can modern infrastructure respond to a historic campus?

- Understanding the new demands
- Understanding the historic context
- Develop positive solutions that integrate new and old.



Potential Sites at St. Elizabeths

1. Mitigate Adjacency to Historic Resources
2. Mitigate the obstruction of Views of Historic Resources from within and outside the St. Elizabeths East Campus.



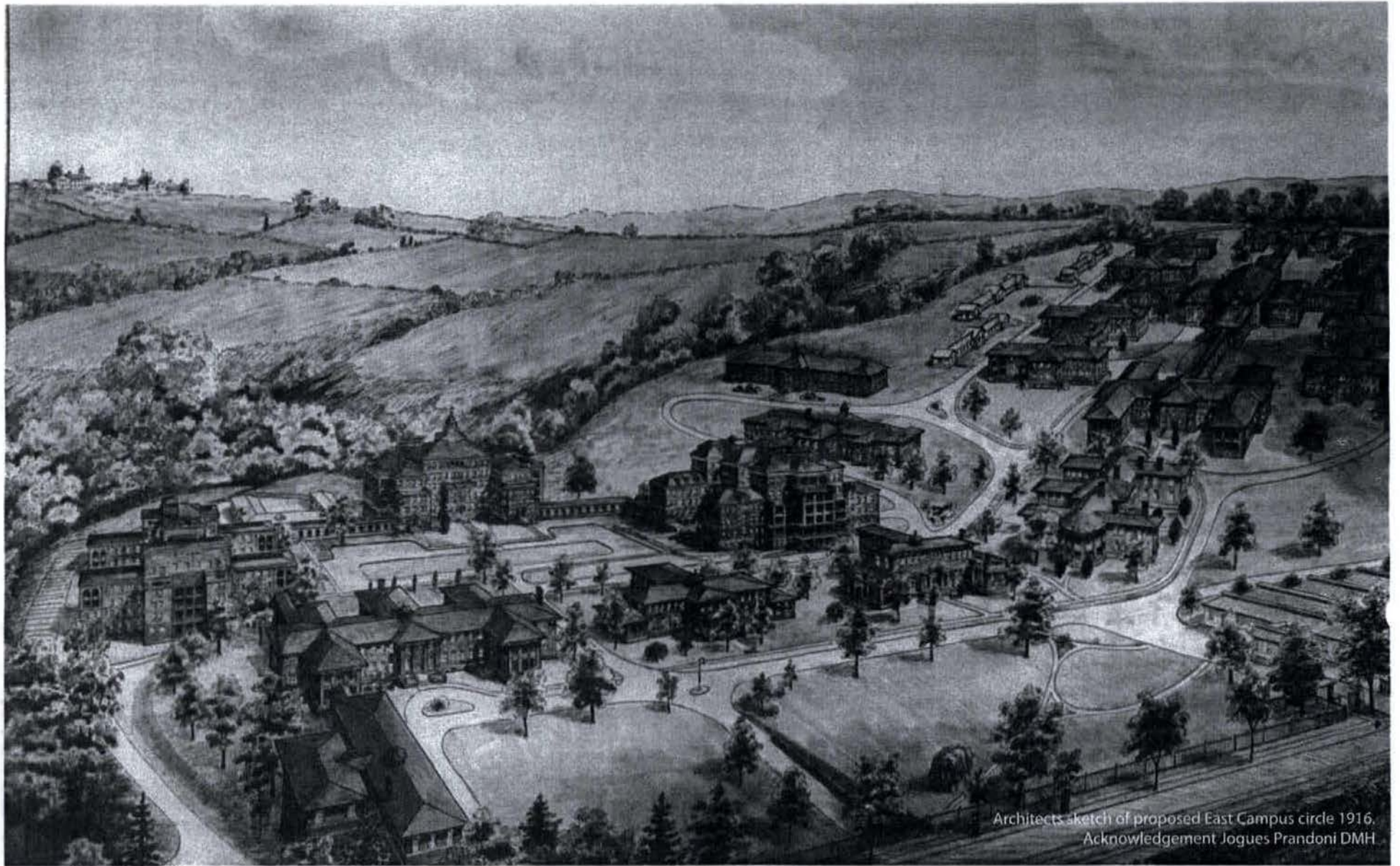
SAINT ELIZABETHS EAST



Redevelopment Framework Plan

Approved by Council
December 16, 2008





Architects sketch of proposed East Campus circle 1916.
Acknowledgement Jogues Prandoni DMH

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1. Vision Statement

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

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

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



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2. Executive Summary

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

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

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

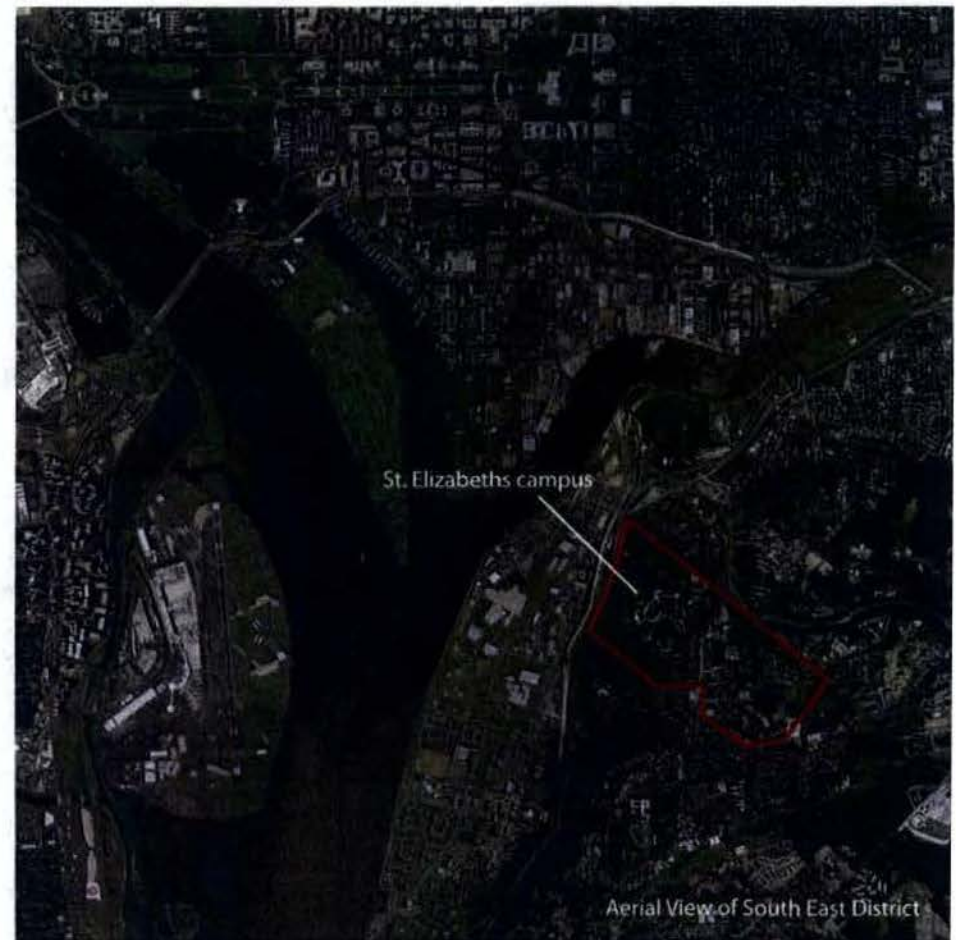
The Need for a Framework Plan

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

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

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

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



Planning Process

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

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

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

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

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



Top: Community Meeting Presentation

Bottom: Community Meeting Open House

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Challenges and Opportunities

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

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

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

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

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

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

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

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

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



Top: CT Buildings

Bottom: Smith Center

Framework Plan

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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



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Plan Achievements

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

Right: Saint Elizabeths East Illustrative 1



Right: Saint Elizabeths East Illustrative 2



3. Planning Process

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

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

2003 Planning Process

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

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

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

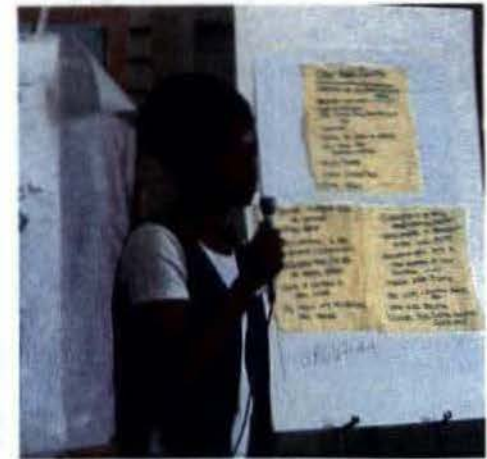
Three community workshops were held in April and May 2003. The first community workshop provided an overview of the planning process and gave participants the opportunity to work in teams to develop a set of issues and concerns, develop a set of goals and objectives and develop a set of guiding principles.

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

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

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

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



Top Right: Community members at the planning charette

Right: A community member presents her ideas to the audience

2008 Update

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

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

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

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

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

Steering committee meetings were held:

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

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

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

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

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



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4. Planning Context

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

Historic Context

Location

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

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



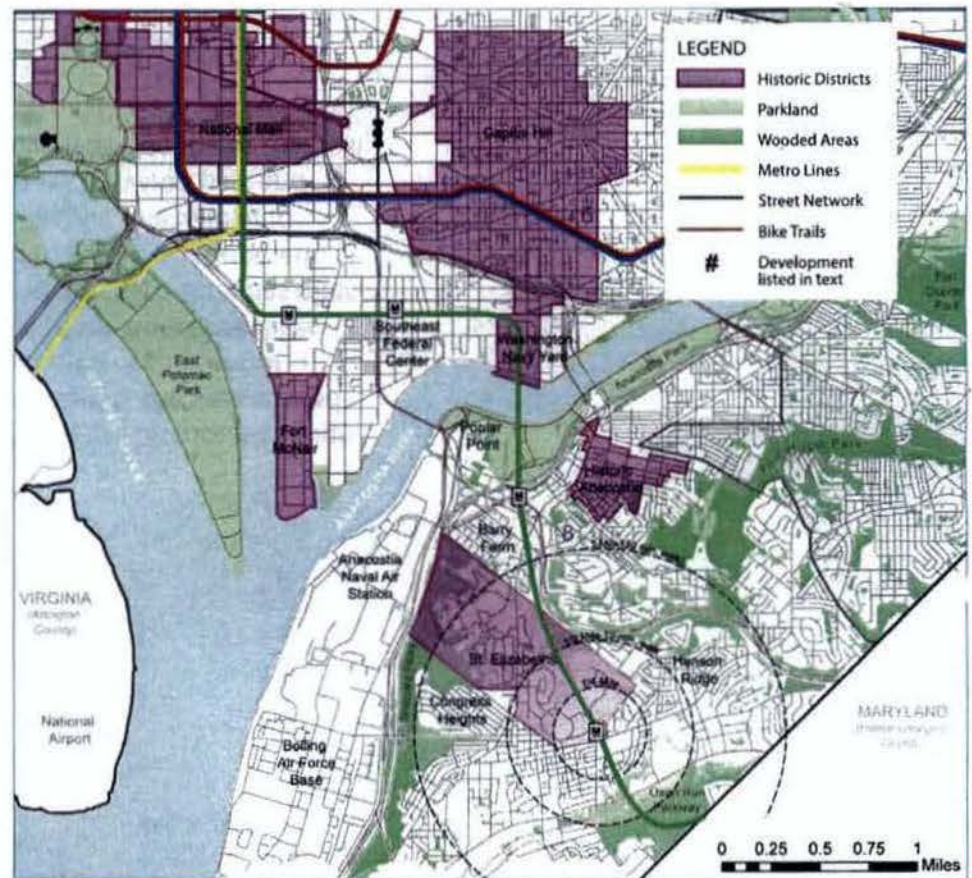
Historic Context

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

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

Right: Historic Context Map

Left: Location Map



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

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

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

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

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

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

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

Saint Elizabeths' Historic Context and Role in the Community

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

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



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

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

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

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

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

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

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

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

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



Above: Historic Building Character

Area Today

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

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

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

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

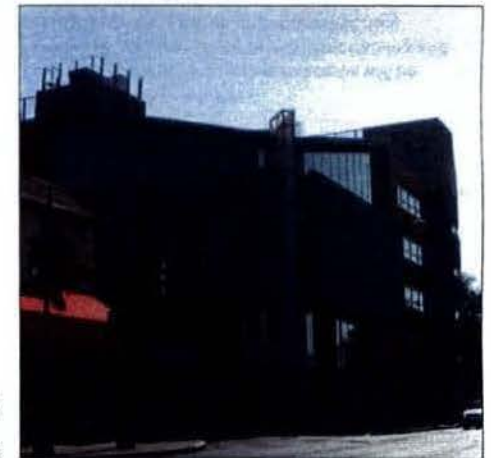
Several of the neighborhoods near the Saint Elizabeths campus, namely Congress Heights, have faced similar social-economic challenges historical experienced east of the Anacostia River. Census data from 2000 indicates that only 9.6 percent of Congress Heights residents have a college degree, compared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

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

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

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

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



Top: Henson Ridge Community

Bottom: Salvation Army Building

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Barry Farms

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

Poplar Point

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

Curtis Brothers Project

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

Sheridan Terrace Hope VI

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

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

overall community improvements in Ward 8.

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

The ARC

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

Giant Grocery Store mixed use development at Camp Simms

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

IHOP Restaurant

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

Thurgood Marshall Academy Public Charter High School (TMA)

In 2005, the former Nichols Avenue School was

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

Anacostia Gateway

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

Petey Greene Community Service Center

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

Salvation Army East of the River

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

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

Carver Theater Renovation

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

Anacostia Neighborhood Library

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

Right: Anacostia Gateway
Government Center



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

Anacostia Gateway Government Center

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

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



Top: The Shops at Park Village

Bottom: IHOP restaurant

