

MEMORANDUM

TO: District of Columbia Zoning Commission
FROM: ^{JLS}
Jennifer Steingasser,
Deputy Director, Development Review & Historic Preservation
DATE: September 7, 2018
SUBJECT: ZC Case 12-08A – Set down and Pre-Hearing Report for a Proposed Zoning Text Amendment to Subtitle K §§ 603, 612 and 613, St, Elizabeths (StE) zones.

I. RECOMMENDATION

The Office of Planning (“OP”) recommends the Zoning Commission set down for a public hearing, text amendments to Subtitle K §§ 603,612 and 613 of the Zoning Regulations. The text amendments would assign height limits for buildings within the StE-2 zone and allow emergency shelter use as a matter-of-right within the StE-2 zone, and correctly identify the “Medical Care” Use Category instead of “Health Care” in § 612. The amendments would allow for the construction of a new hospital and a building to house emergency shelter, daytime care, medical care, and office uses.

This report also serves as the prehearing report required by Subtitle Z § 501.

II. BACKGROUND

The District Government, in conjunction with George Washington Hospital, proposes to construct an acute care community hospital and a building to house an emergency shelter, daytime care, medical care, and office uses on the St. Elizabeths East Campus, Parcel 2 (Attachment 1). At the time of the creation of the *Saint Elizabeths East Master Plan and Design Guidelines* (Master Plan), June 4, 2012 (Attachment 2) and the St. Elizabeths East Campus Zone (StE), (ZC 18-20) (Attachment 3), the US Department of Homeland Security (DHS) and the City had an agreement to locate the Federal Emergency Management Agency (FEMA) offices on Parcel 2.

The Master Plan outlined the location and heights, in stories, of the proposed FEMA buildings. However, because the FEMA building was to be a federal property in federal use, it was not subject to zoning and a height limit was not assigned to this parcel (StE-2). Subsequently, the FEMA project was withdrawn and the parcel was returned to the District for their use. In order to construct a building on the site, a height limit must to be assigned.

Currently, the District operates a 380-bed men’s shelter (an additional 50 is accommodated during hypothermia season) on the St. Elizabeth’s East Campus known as the “801 East Single Men’s Shelter.” That facility has deteriorated and needs to be upgraded. As part of the Mayor’s Homeward DC initiative to make homelessness rare, brief and nonrecurring in the City, a new facility is proposed to be constructed on Parcel 2 to provide a holistic set of services to single adults

needing shelter and would include an emergency shelter (short-term housing), daytime care, medical care, and associated office uses.

III. PROPOSED TEXT AMENDMENT

The Office of Planning recommends text amendments to the following sections of the Zoning Regulations (text to be deleted is marked with ~~strikethrough~~ and new text is shown in **bold and underlined**):

a. Amend Subtitle K § 603.1 as follows:

603 HEIGHT (STE)

603.1 The maximum permitted building height, not including the penthouse, as well as the maximum permitted penthouse height and number of stories, in the StE zones shall be given in the following table:

TABLE K § 603.1: MAXIMUM PERMITTED BUILDING HEIGHT, PENTHOUSE HEIGHT, AND PENTHOUSE STORIES

Zone District	Maximum Building Height (Feet.)	Maximum Penthouse Height	Maximum Penthouse Stories
StE-1	...		
StE-2	<u>Subtitle K § 603.3</u>	12 ft. except 18 ft. 6 in. for penthouse mechanical space	1; Second story permitted for penthouse mechanical space

b. Add a new Subtitle K § 603.3 as follows:

603.3 The maximum permitted building height, not including the penthouse, for any portion of a building shall vary as follows based on the building's distance from the property line along Martin Luther King, Jr Avenue:

- (a) For a distance of two-hundred thirty feet or less, the maximum permitted building height, not including the penthouse, shall be forty feet (40 ft.);**
- (b) For a distance of more than two-hundred thirty feet (230 ft.) and less than five hundred sixty feet (560 ft.), the maximum permitted building height, not including the penthouse, shall be eighty feet (80 ft.); and**
- (c) For a distance of five hundred sixty feet (560 ft.) or more, the maximum permitted building height, not including the penthouse, shall be ninety feet (90 ft.).**

c. Amend Subtitle K § 612.1 as follows:

612.1 The following uses categories shall be permitted as a matter of right in all of the StE zones, except as limited in Subtitle K §§ 613 and 614, or if specifically prohibited by Subtitle K § 615:

...

(m) ~~Health Care~~ **Medical Care**;

d. Add a new Subtitle K § 613.3:

613 USE LIMITATIONS (STE)

...

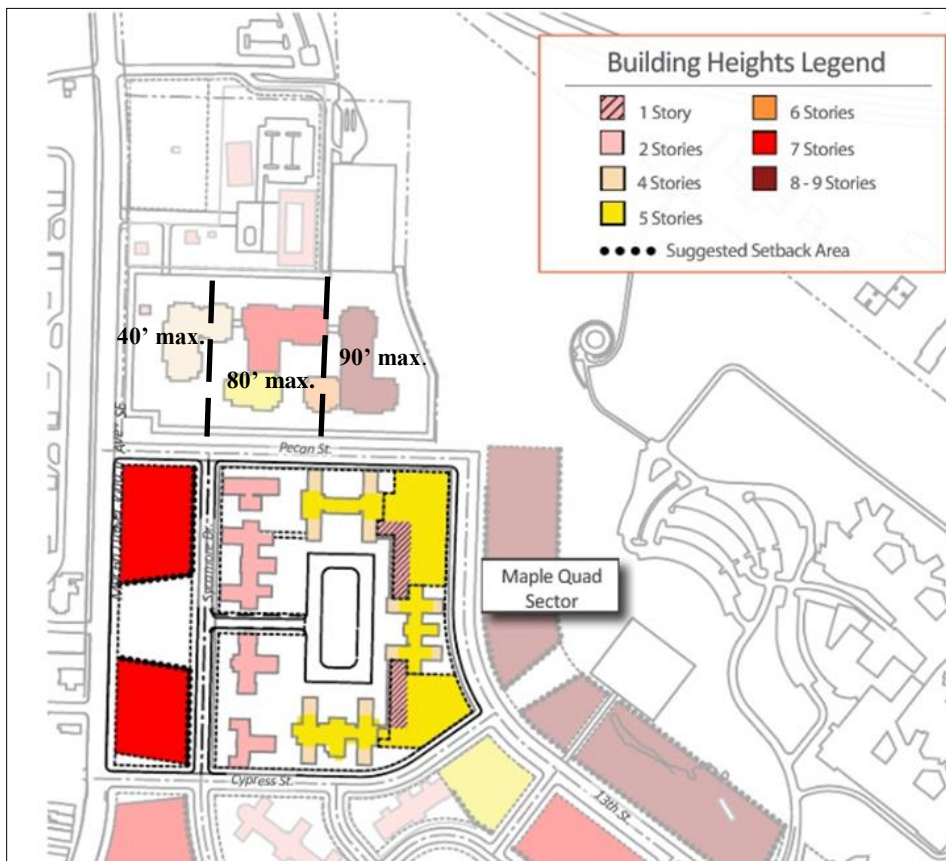
613.3 Within the StE-2 zone, emergency shelter for more than four (4) persons shall be permitted as a matter-of-right.

IV. ANALYSIS

Height

In 2012, the Commission of Fine Arts reviewed the plans for the proposed FEMA building and recommended that the height of the buildings should be lower along Martin Luther King, Jr. Avenue and increasing toward the rear of the property which is adjacent to the ravine and further away from historic buildings. This principle of having the higher buildings along the ravine area and away from the historic buildings was also used in assigning height limits on StE 6, 13, 16, and 18. The Master Plan shows the proposed height limit for the buildings on Parcel 2 (in stories). The plan below has the stories converted to height in feet as recommended for the StE-2 zone. The proposed heights for Parcel 2 reflect the heights assigned to each StE parcel consistent with the approved Master Plan.

Illustration



Uses

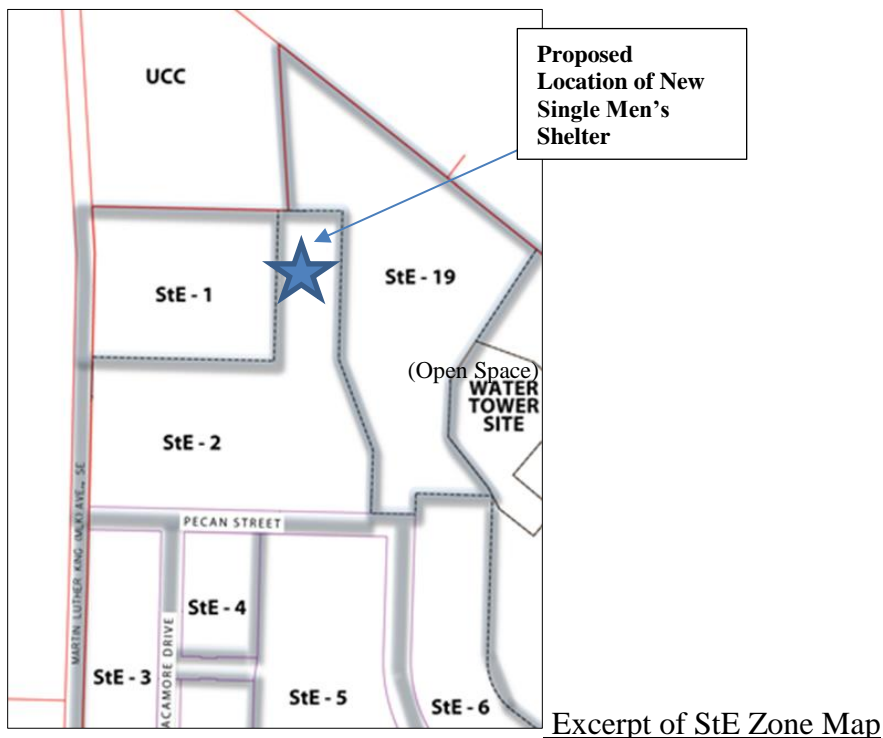
The District proposes to develop an acute care community hospital on Parcel 2. Hospital use is permitted as a matter-of-right in the StE zone. A new facility to replace the existing 801 East Single Man's Shelter would house a facility with five (5) discrete programs:

1. Persons who are employed but has no housing (Working/employed);
2. Elderly men who are frail or who have been released from a medical facility but still required daily assistance due to their illness (Seniors/medically frail/medical respite);
3. Health Clinic;
4. Emergency shelter providing temporary housing (Low barrier shelter);
5. Daytime care for adults who may or may not be residents of the facility (Daytime Service Center).

All the uses proposed are permitted as a matter-of-right within the StE zone except for the emergency shelter use which is permitted by special exception. The proposal is to allow the emergency shelter use as a matter-of-right only within the StE-2 zone.

In this case, the emergency shelter use would not be a stand-alone facility but would be integrated into a facility with other uses. The shelter is an existing use on the Campus and the new facility would be located on a portion of the property (see map below) which would not be adjacent to any residential areas.

The emergency shelter is not expected to generate noise that would be disruptive to the other uses in the building or to the operations on adjacent parcels. Most of the shelter residents would not drive and therefore the impacts on traffic movements would be minimal while parking on neighborhood streets would not be necessary as parking would be provided on site.



V. PLANNING CONTEXT

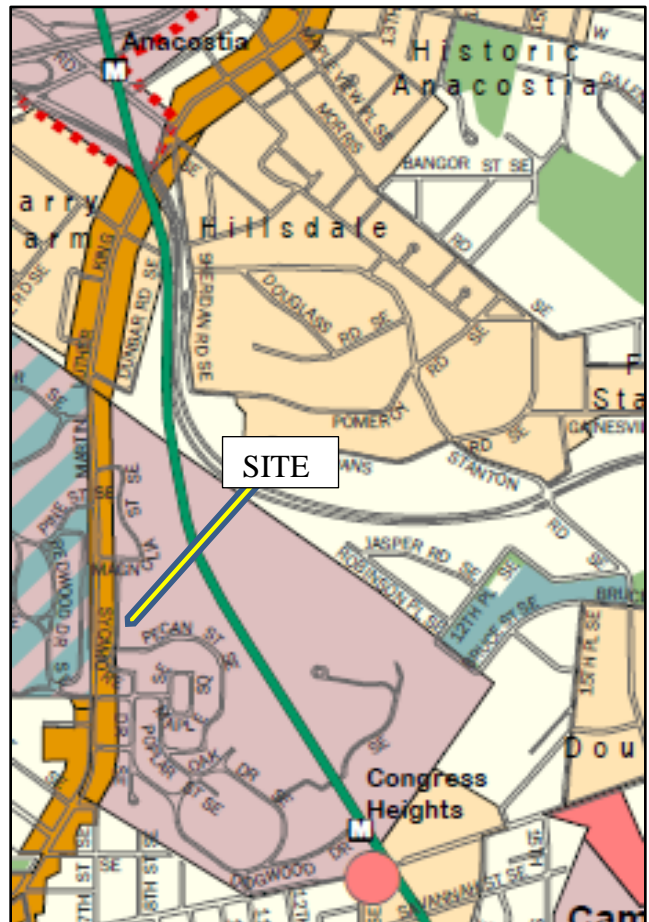
A. Comprehensive Plan Maps

The proposed changes to the regulations would allow for the construction of a hospital and a multi-use facility to serve the health need of residents of Ward 7 and Ward 8. The Future Land Use Map recommends Mixed Use-medium density residential and medium density commercial while the Generalized Policy Map designates the area as a Land Use Change Area and a Main Street Mixed Use Corridor along Martin Luther King, Jr. Avenue. In the St. Elizabeths East Campus Zone (StE), (ZC 18-20) the Commission found that the proposed heights and uses would not be inconsistent with these designations.

Future Land Use Map



Generalized Policy Map



The proposed development also meets or furthers many of the policies of the Comprehensive Plan Elements, the Far Southeast/Southwest Area Elements, the Saint Elizabeths East Redevelopment Framework Plan, and the Saint Elizabeths Master Plan and Design Guidelines as outlined in Attachment 4, attached to this report.

VII. HISTORIC PRESERVATION

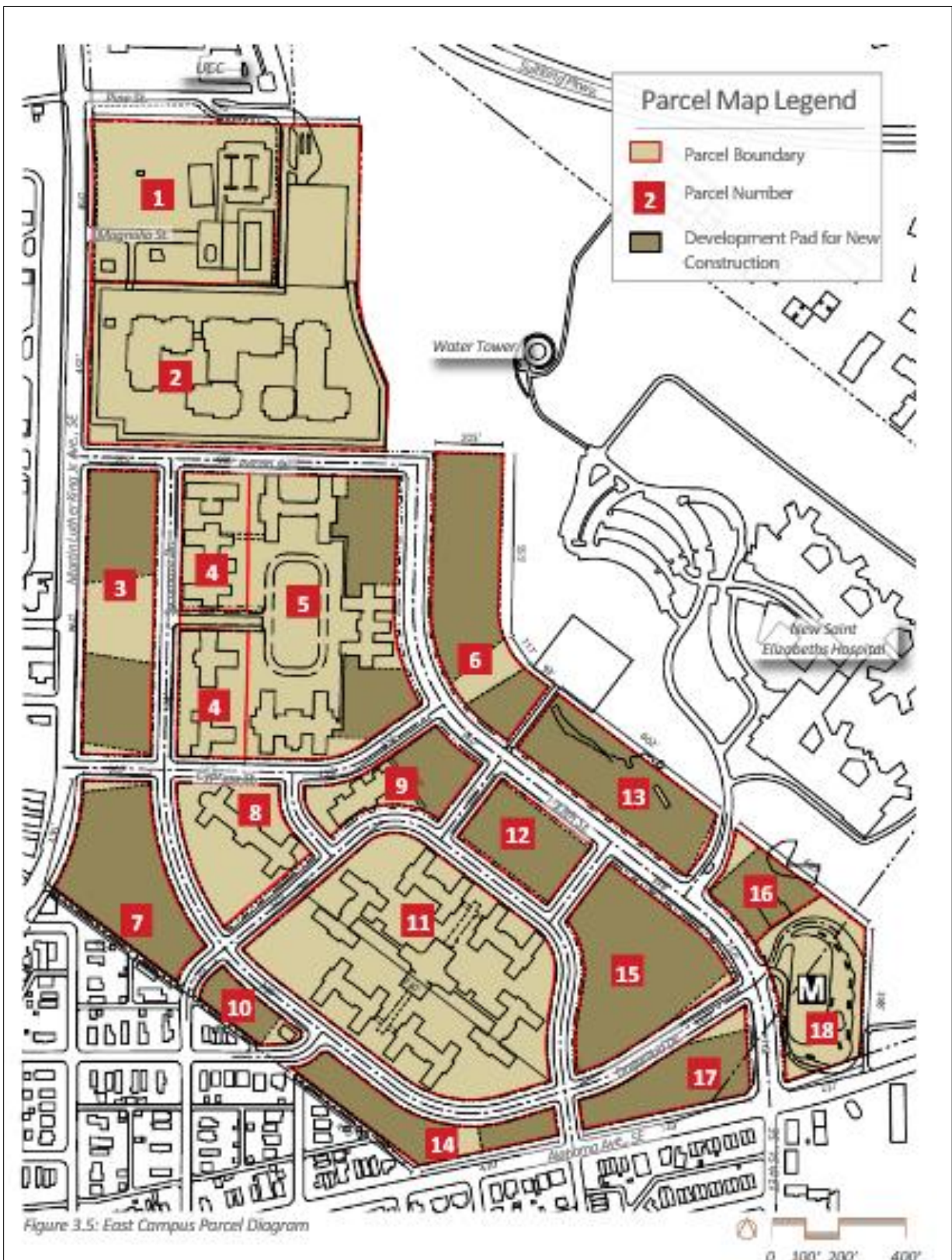
The entire campus of Saint Elizabeths is a historic district, designated locally and nationally. All design for new construction is subject to review by the District of Columbia Historic Preservation Review Board and the United States Commission of Fine Arts.

VII. ATTACHMENTS

1. Attachment 1 – *The Saint Elizabeths Master Plan and Design Guidelines – Parcel Map*
2. Attachment 2 – *The Saint Elizabeths Master Plan and Design Guidelines Illustration Plan*
3. Attachment 3 – Saint Elizabeths East (StE) District
4. Attachment 4 - Comprehensive Plan Elements

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Attachment 1 – *The Saint Elizabeths Master Plan and Design Guidelines* – Parcel Map



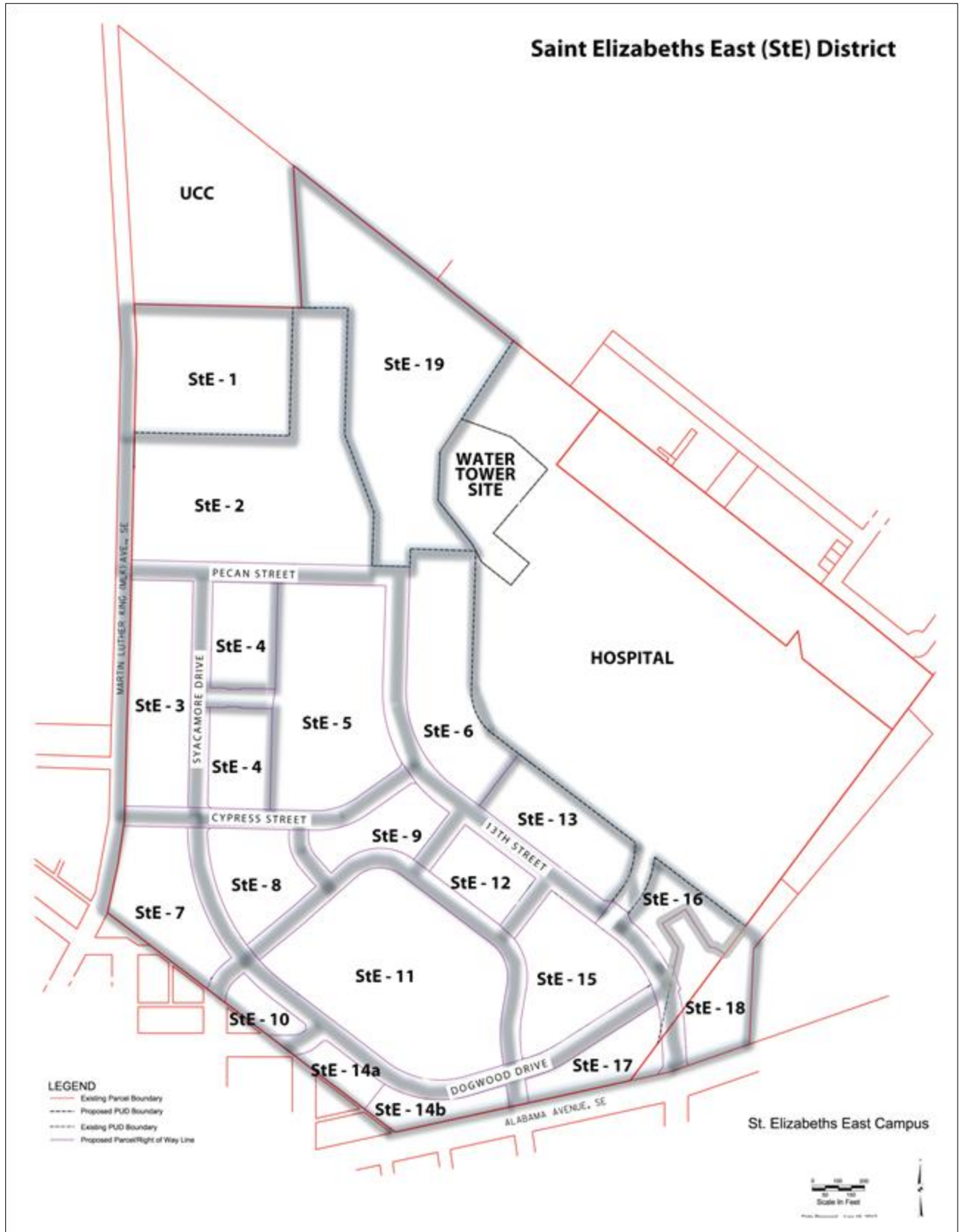
Attachment 2 – The Saint Elizabeths Master Plan and Design Guidelines Illustration Plan



Figure 2.38: The Saint Elizabeths East Campus Illustrated Plan



Attachment 3 – Saint Elizabeths East (StE) District



Attachment 4 – Comprehensive Plan Elements

COMPREHENSIVE PLAN WRITTEN ELEMENTS

Citywide Elements:

Land Use Element:

Policy LU-1.2.1: Reuse of Large Publicly-Owned Sites

Recognize the potential for large, government-owned properties to supply needed community services, create local housing and employment opportunities, remove barriers between neighborhoods, provide large and significant new parks, enhance waterfront access, and improve and stabilize the city's neighborhoods. 305.5

Policy LU-1.2.2: Mix of Uses on Large Sites

Ensure that the mix of new uses on large redeveloped sites is compatible with adjacent uses and provides benefits to surrounding neighborhoods and to the city as a whole. The particular mix of uses on any given site should be generally indicated on the Comprehensive Plan Future Land Use Map and more fully described in the Comprehensive Plan Area Elements. Zoning on such sites should be compatible with adjacent uses. 305.7

Policy LU-1.2.5: Public Benefit Uses on Large Sites

Given the significant leverage the District has in redeveloping properties which it owns, include appropriate public benefit uses on such sites if and when they are reused. Examples of such uses are affordable housing, new parks and open spaces, health care and civic facilities, public educational facilities, and other public facilities. 305.10

The proposal will allow for a hospital and a facility to provide shelter and care for homeless men which are needed facilities in Wards 7 and 8. The provision of these public health facilities would not be inconsistent with the Comprehensive Plan for a mix of uses on the St. Elizabeths East Campus and would complement the other facilities planned for the campus. The height limits proposed would be compatible with adjacent building heights and the proposed uses would provide employment opportunities for residents of the area.

Historic Preservation Element

Policy HP-2.4.3: Compatible Development

Preserve the important historic features of the District while permitting compatible new infill development. Within historic districts, preserve the established form of development as evidenced by lot coverage limitations, yard requirements open space, and other standards that contribute to the character and attractiveness of those areas. Ensure that new construction, repair, maintenance, and improvements are in scale with and respect historic context through sensitive siting and design and the appropriate use of materials and architectural detail. 1011.8

Policy HP-2.4.6: Preservations Standards for Zoning Review

Ensure consistency between zoning regulations and design standards for historic properties. Zoning for each historic district shall be consistent with the predominant height and density of contributing buildings in the district. Where needed, specialized standards or regulations should be developed to help preserve the characteristic building patterns of historic districts and minimize design conflicts between preservation and zoning controls. 1011.11

The proposed height limits are correlated to the heights established in the StE zones based on the approved Saint Elizabeths Master Plan and would allow for buildings that are compatible to the historic buildings on adjacent parcels and the nature of the historic campus.

Community Services and Facilities Element

Policy CSF-1.1.7: Public Facilities and Economic Development

Locate new public facilities to support economic development and neighborhood revitalization efforts. 1103.13

Policy CSF-1.1.8: Co-Location

Encourage the co-location of multiple community services in the same facility, provided that the uses are functionally compatible with each other and are also compatible with land uses and activities on surrounding properties. . . . 1103.14

Policy CSF-2.1.1: Primary and Emergency Care

Ensure that high quality, affordable primary health centers are available and accessible to all District residents. Emergency medical facilities should be geographically distributed so that all residents have safe, convenient access to such services. New or rehabilitated health care facilities should be developed in medically underserved and/or high poverty neighborhoods, and in areas with high populations of senior citizens, the physically disabled, the homeless, and others with unmet health care needs. 1106.12

Wards 7 and 8 are medically underserved areas. The proposed acute care community hospital and the shelter would address many of their needs and access would be safe and convenient. The shelter would provide a variety of services to homeless men and would replace a facility that is functionally absolute and dilapidated. The location of the hospital and the colocation of uses within the shelter facility would ensure efficiency in the buildings and services, and would be compatible to each other.

Area Elements:

Far Southeast/Southwest Area Element

The development would support the relevant policies of the Far Southeast/Southwest Area Element.

Policy FSS-2.2.1: St. Elizabeths East Campus

Redevelop the East Campus of St. Elizabeths Hospital as a new community containing a mix of uses, including mixed density housing, retail shops, offices, a comprehensive mental health care facility, and parks and open space. Mixed use development, including retail and service uses, should be promoted along Martin Luther King Jr. Avenue, should face the street and should be open to the public. Other uses such as satellite college campuses, civic uses, and local public facilities should be incorporated. 1812.4

Policy FSS-2.2.4: Development Density

Provide development densities and intensities on the site that are compatible with adjacent residential neighborhoods and that promote new economic development of the site, with higher densities clustered in the area closest to Martin Luther King Jr. Avenue and the Congress Heights Metrorail station. Areas of high density should include the North campus subarea and the area surrounding the ravine to take advantage of the steep topography to accommodate additional height and density without negatively impacting viewsheds. 1812.7

The hospital and shelter would allow for the mix of uses envisioned for the campus and would be accessed directly from Martin Luther King, Jr. Avenue. The proposed height on Parcel 2 would be in keeping with the height on other parcel which are compatible to the existing historic district and locating taller buildings on areas adjacent to the ravine.

SMALL AREA PLANS

Saint Elizabeths East Redevelopment Framework Plan

The Saint Elizabeths East Redevelopment Framework Plan, adopted by Council on December 16, 2008 is designed to guide future redevelopment of the East Campus and establishes development principles for its eventual build-out. The Framework Plan serves as a supplement to the Comprehensive Plan and provides guiding principles for development of the campus.

The Saint Elizabeths Master Plan and Design Guidelines

The Saint Elizabeths Master Plan and Design Guidelines was a requirement of the *Saint Elizabeths East Redevelopment Framework Plan* to fulfilling the goals of the Framework Plan which recommended that “*Implementation of this Framework Plan will require the development of a more detailed master plan for the campus.*”¹ The Saint Elizabeths Master Plan and Design Guidelines, June 4, 2012 serves as supplemental guidance to the Comprehensive Plan and the Framework Plan and outlines specific goals.

The Master Plan provides a land use framework and vision for the redevelopment of the campus to accommodate important public services and neighborhood needs. Along with the reuse of the historic buildings, new buildings are envisioned to accommodate a mix of uses including housing, offices, retail, institutional, and innovation uses.

¹ Saint Elizabeths East Redevelopment Framework Plan, December 16, 2008, page 33.