



*In service to the PATIENT, COMMUNITY and MEDICINE since 1879.*

Fletcher Allen Health Care  
**Inpatient Building Project**  
City of Burlington  
Sketch Plan Application

*March 12, 2014*



# Department of Planning and Zoning

149 Church Street, City Hall  
Burlington, VT 05401-8415  
Phone: (802) 865-7188  
Fax: (802) 865-7195

[www.burlingtonvt.gov/pz](http://www.burlingtonvt.gov/pz)

## Zoning Permit Application

Use this form for ALL zoning permit applications. See the relevant checklist for specific requirements.

**PROJECT LOCATION ADDRESS:** 111 Colchester Avenue

**PROPERTY**

**OWNER\*:** Fletcher Allen Health Care c/o Dave Keelty

\*If condominium unit, written approval from the Association is also required

**APPLICANT:** Fletcher Allen Health Care c/o Dave Keelty

**POSTAL ADDRESS:** 199 Main Street, Suite 150

**CITY, ST, ZIP:** Burlington, VT 05401

**DAY PHONE:** 802-847-8443

**EMAIL:** Dave.Keelty@vtmednet.org

**SIGNATURE:**

I am the owner. In addition, I duly authorize the applicant (if noted) to act on my behalf for all matters pertaining to this zoning permit application.

**POSTAL ADDRESS:** 199 Main Street, Suite 150

**CITY, ST, ZIP:** Burlington, VT 05401

**DAY PHONE:** 802-847-8443

**EMAIL:** Dave.Keelty@vtmednet.org

**SIGNATURE:**

**Description of Proposed Project:** New approximately 160,000 sq. ft. Inpatient Building west of the Ambulatory Care Center building at the Medical Center Campus.

**Existing Use of Property:**  Single Family  Multi Family: #      Units  Other: Hospital/Medical Center

**Proposed Use of Property:**  Single Family  Multi Family: #      Units  Other: Hospital/Medical Center

**Will 400 sq ft or more of land be disturbed, exposed and/or developed?** Yes  No   
(If yes, you will need to provide the 'Erosion Prevention and Sediment Control Plan' questionnaire with a site plan)

**For Single Family & Duplex, will total impervious area be 2500 sq ft or more?** Yes  No   
(If yes, you will need to provide the 'Stormwater Management Plan' questionnaire with a site plan)

**Are you proposing any work within or above the public right of way?** Yes  No   
(If yes, you will need to receive prior approval from the Department of Public Works)

**Estimated Construction Cost (value)\*:** \$ 88.6 million

(\*Estimated cost a typical contractor would charge for all materials and labor, regardless of who physically completes the work)

- Within 30 days of submission, the permit application will be reviewed for completeness, and, if complete, will be processed administratively or referred to a board for review. All permit approvals or denials are subject to an appeal period (15 days for administrative permit; 30 days for board permit).
- A building (and/or electrical, mechanical, plumbing, curb cut) permit will also be required. Contact the Department of Public Works at 802-863-9094 to inquire.
- Please ask for assistance if you have any questions about filling out this form. Call the Planning and Zoning at 802-865-7188, or visit the office in the lower level of City Hall, 149 Church Street.

**Office Use Only:** Zone:      Eligible for Design Review?      Age of House      Lot Size     

Type: SN      AW      FC      BA      COA 1      COA 2      COA 3      CU      MA      VR      HO      SP      DT      MP     

Check No.      Amount Paid      Zoning Permit #

# Fletcher Allen Health Care

## Inpatient Building Project

### Sketch Plan Narrative

March 12, 2014

#### Overview

##### *Introduction to the Project:*

Fletcher Allen Health Care (Fletcher Allen) is proposing an approximately 160,000 square foot (sq. ft.) Inpatient Building project to be located next to the Emergency Department on the west side of its Medical Center Campus. The Inpatient Building will consist of approximately 128 inpatient replacement beds to be hosted in single rooms with connections to the McClure Building and the West Pavilion of the Ambulatory Care Center. The proposal includes a small boundary line adjustment with the University of Vermont.

The Inpatient Building is replacing existing beds in Shepardson 3North and Shepardson 4North. This replacement, as outlined in the Fletcher Allen Master Facility Plan, is the first of several planned bed replacement facilities at the Medical Center Campus which may occur over the coming decades. There are no plans to add medical or clinical full time equivalent (FTE) staff. There may be some additional support staff, but it is unclear at this early phase of design.

##### *Why is Fletcher Allen doing this Project?*

The factors that influenced the need for and the design of this Project are as follows:

- The replacement of outdated infrastructure to meet the needs of current medical practices. Fletcher Allen's oldest inpatient buildings are more than 50 years old. The beds that will be replaced in Shepardson are located in facilities that were built in 1961. New facilities are needed to provide care that is consistent with today's hospital design standards and match the high-quality care provided by Fletcher Allen's physicians and staff;
- The replacement of double rooms to private single rooms to meet the 2010 FGI Guidelines for Design and Construction of Health Care Facilities which are current hospital design standards within the industry and State Hospital licensing agencies including the Vermont Green Mountain Care Board. Currently, 60% of Fletcher Allen's inpatient rooms are double or multiple bed rooms that do not offer adequate space for patient care. By creating more single bed rooms, Fletcher Allen can provide sufficient space for medical equipment and more effectively practice infection prevention;

- Offering more single rooms will help Fletcher Allen create a healing environment that is patient-centered, provides quiet and comfort to patients and their families, and offers more privacy and confidentiality; and
- The required floor plate square footage for better and more efficient program affinities and adjacencies with the Ambulatory Care Center building and McClure Building.

### **Initial Planning**

Fletcher Allen has been involved in master planning for its Medical Center Campus and for inpatient bed replacement options since 2006. This was discussed extensively with the Burlington Planning Commission and with the Combined City Council / Planning Commission Institutional Development Committee between 2006 through 2009. The proposed Inpatient Building is consistent with Fletcher Allen's Master Facility Plan as discussed with the City during this process.

Throughout 2008 and into 2009, Fletcher Allen worked with the City's Joint Institutional Development Committee on a zoning amendment request to allow for a building height increase in limited areas within the Medical Center Campus core. On March 30, 2009, the City Council gave final approval to the zoning amendment request, which included the creation of the Institutional Core Campus Fletcher Allen Medical Center Campus (ICC-FAHC) Height Overlay district (Sec. 4.5.2(c)(5)) to specifically to allow construction of a new building on the location currently shown.

The initial planning that Fletcher Allen undertook for the Inpatient Building considered several different sites on the medical center campus. Through a detailed evaluation process, the current site became the clear choice: for feasibility including cost, phasing and construction constraints, and logistics; for connections and functional adjacencies with surgical waiting and support services that sustain the inpatient beds; and for assuring the systematic replacement of the aging inpatient infrastructure priorities for near and long term.

During the past five years, Fletcher Allen has also engaged the Fletcher Allen Neighborhood Task Force consisting of Ward 1 neighbors, the Ward 1 Neighborhood Planning Assembly and the University of Vermont (UVM) to seek input and update these constituencies on the progress of planning for the new Inpatient Building. Fletcher Allen representatives have also met with Burlington's Planning and Zoning staff and District 4 Act 250 staff to apprise them of the project and seek input before commencing detailed planning and design.

## **Architectural Design**

Two architectural options have been prepared, images of which are included in this submittal. Both have been developed in response to extensive evaluation of numerous factors including functional and code requirements for inpatient hospital facilities, effective and efficient operations, patient and family comfort and the existing and planned built context within which the project is proposed.

With respect to the built context both designs pick up on and continue the design themes established by the ambulatory care center which opened in 2005, rather than introduce new design directions. Both designs have also carefully considered the relationship with Converse Hall.

Option 1 has a masonry wall on the south end with punched windows similar to those on Converse Hall with a largely glass curtain wall on the west façade. Option 2 brings a glass curtain wall to the south façade where it would reflect Converse Hall, and introduces stronger masonry columns into the west façade with reduced glass. One of Fletcher Allen's objectives with this sketch plan review is to obtain feedback from the City regarding these two alternatives. Each has its merits with respect to Converse Hall and we welcome your input.

## **Project Impacts**

Fletcher Allen met with City staff for an initial technical review November 15, 2013. There were several issues that staff felt should be addressed as the design of the Inpatient Building progresses: stormwater mitigation, possible impacts to the historic Converse Hall, and fire truck access. Below is a summary of how these and other issues have been addressed in the current concept.

*Stormwater:* There will be little impact on stormwater due to the expected little or no increase in impervious surfaces. Since the technical review, Fletcher Allen has added several stormwater gardens: one is on the north side of the building and the other is on the west side. Also, a green roof is proposed over the Emergency Response building. The stormwater gardens and green roof will collect stormwater runoff providing initial treatment before entering into the existing collection system. Fletcher Allen is also working with UVM for addressing any expansion of the existing North Campus stormwater treatment facility located near Centennial Field, if needed, to handle any possible minor increase in runoff.

*Historic Converse Hall:* During the Technical Review process, planning staff expressed some concern about the potential impact of the project on Converse Hall. Fletcher Allen has addressed this in four ways. First, the site plan embraces Converse Hall as a centerpiece. It continues the

idea that began with the Ambulatory Care Center which placed Converse Hall as a visual highlight of Fletcher Allen's front quadrangle and main entry. The proposed building enhances this with its curved south façade that continues the arc of the ambulatory care center and echoes the pedestrian circle around Converse Hall. Second, the site plan has been modified to move the proposed Inpatient Building further away from Converse Hall than was shown during Technical Review. Third, two options have been developed for the east and south facades of the Inpatient Building with the emphasis being to maximize compatibility with Converse Hall. Fourth, Fletcher Allen has retained Liz Pritchett Historic Preservation to review and provide input into the design of the Inpatient Building. Ms. Pritchett will continue to work with the Fletcher Allen architectural design team in order to not have an unduly adverse impact on Converse Hall. We have enclosed a preliminary memorandum from Ms. Pritchett.

*Fire Truck Access:* The conceptual design options have added a fire truck parking area just north of the Emergency Response building entrance as required by the City of Burlington Fire Department. Fletcher Allen will continue to work with the Fire Department as the conceptual design is refined to safely accommodate fire trucks.

*Parking:* The proposed Inpatient Building will not add additional bed capacity nor will there be any increase in on-campus parking. Existing City permits limit Fletcher Allen's on-campus parking to a maximum of 2,094 spaces. Existing permits also allow Fletcher Allen to vary the number of physical parking spaces on site at any given time based on its ongoing dynamic management of parking, which includes limiting on-campus parking permits for staff and other Transportation Demand Management (TDM) programs, so long as the quantity does not exceed the 2,094 parking space cap. Parking will continue to be managed within the 2094 cap for on-campus parking spaces. As always, from time to time there may be fewer physical spaces on campus, depending on Fletcher Allen's ongoing management of parking.

*Traffic:* Since the proposed building will not add additional bed capacity or parking spaces, Fletcher Allen does not anticipate any increases in overall trip ends to the site as result of construction of the proposed facility. Fletcher Allen, as a member of Campus Area Transportation Management Association (CATMA), will continue to manage its traffic and parking consistent with its management practices described in the annual Joint Institutions Parking Management Plan.

### **Schedule for Design and Construction**

Fletcher Allen has conceptual planning Certificate of Need (CON) approval from the Green Mountain Care Board that allows for planning only, no construction has been approved. Fletcher Allen has retained a design team and a construction manager to assist with pre-construction

planning, and will continue to coordinate with UVM on their housing master plan and on landscaping between their planned STEM project and the Inpatient Building Project.

With this Sketch Plan application, Fletcher Allen is officially beginning the City permitting for the Project. Fletcher Allen anticipates submitting a construction CON for the Inpatient Building by the end of September 2014. If approved, construction is planned for the fall of 2015 subject to the issuance of City and State permits.

# Historical Perspective

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- 1879: Mary Fletcher Hospital
- 1966: Medical Center Hospital of Vermont: Merger with the Bishop DeGoesbriand Hospital
- 1985: McClure Building opens
- 1995: Fletcher Allen Health Care: Merger with Fanny Hospital and the University Health Center's Medical Practice Groups
- 1991-1999: Ambulatory Care Center Master Planning with focus on outpatient facilities
- 2001-2005: Ambulatory Care Center constructed and opened
- 2004-2007: renovations and refurbishment
- 2010 Radiation Oncology Garden Pavilion opened
- 2013 Inpatient Building Project begins

# Master Planning Timeline

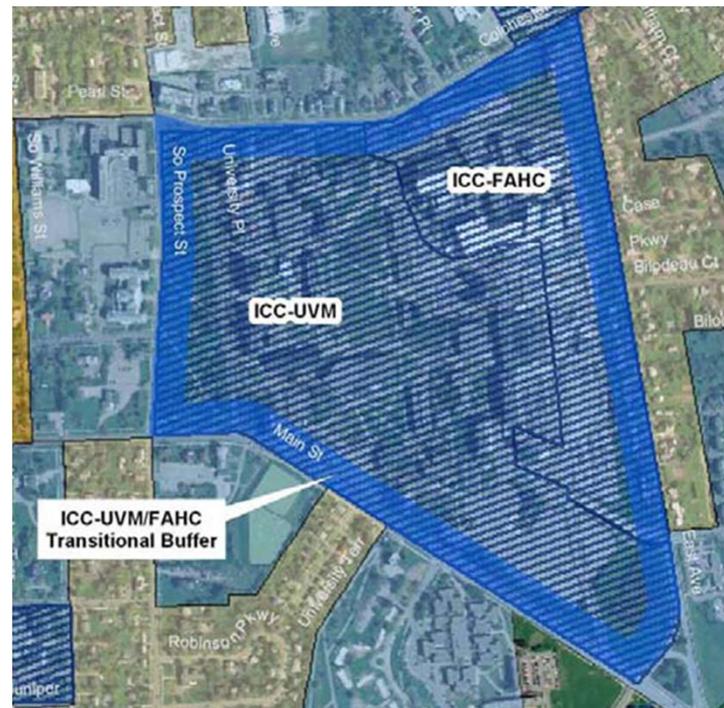
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- 2007-2008 Master Planning
  - All locations
  - Inpatient Bed replacement options studied for the Medical Center Campus
- 2007-2009 Master Planning Presentations
  - Planning Commission
  - Ward 1 NPA Presentations
    - April 9, 2008 planning update
    - December 4, 2008 Ward 1 presentation on Master Plan and proposed zoning changes
    - May 13, 2009 planning update
  - Joint Institutional Development Committee: Master Plan and proposed Zoning Amendments
- 2009 City Council Adopts Zoning Ordinance Amendments
- 2010 -2013
  - Bed studies completed
  - Inpatient options refined
  - Planning CON approved to allow planning for the inpatient bed project

# 2009 Zoning Amendments

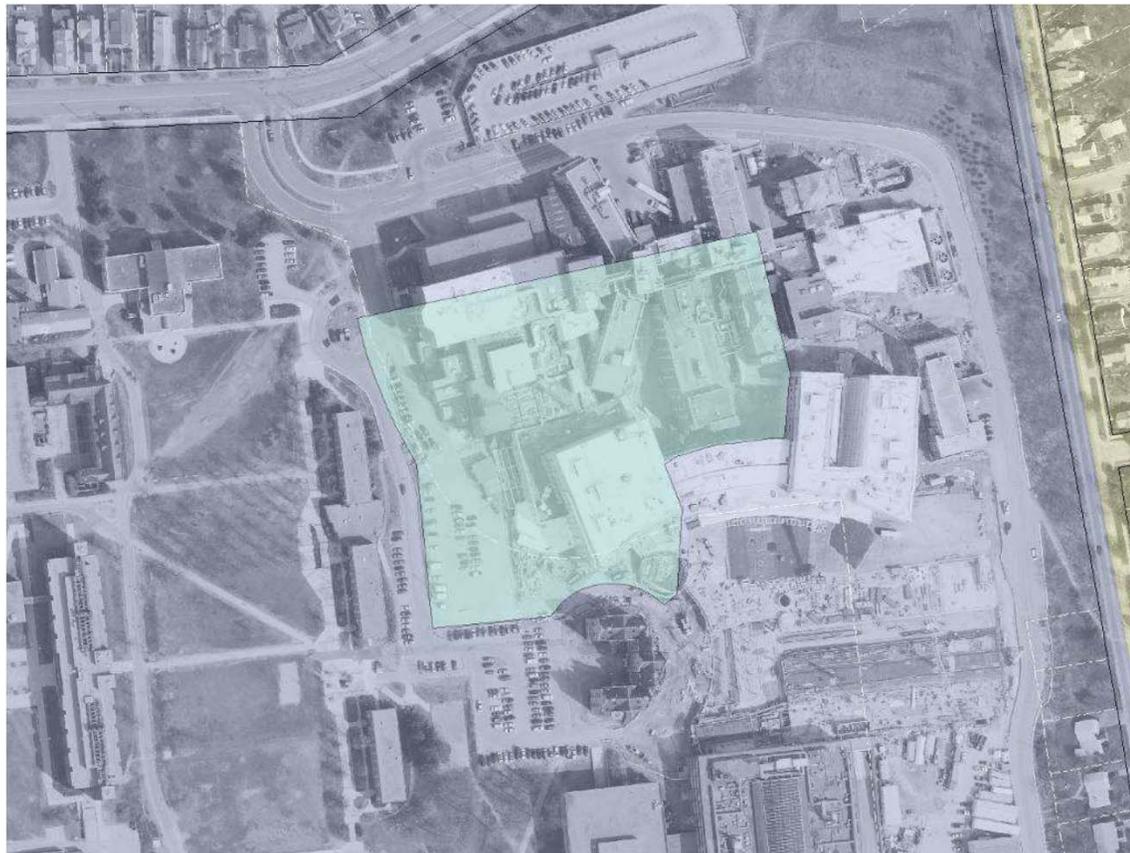
## ■ Clarifies Transitional Buffer

- Boundaries
- Allowable density in Transitional Buffer: no greater than 40%
- Housing conversion prohibitions
- Overall lot coverage up to 65% if reduced density within the transitional buffer zone below 40%

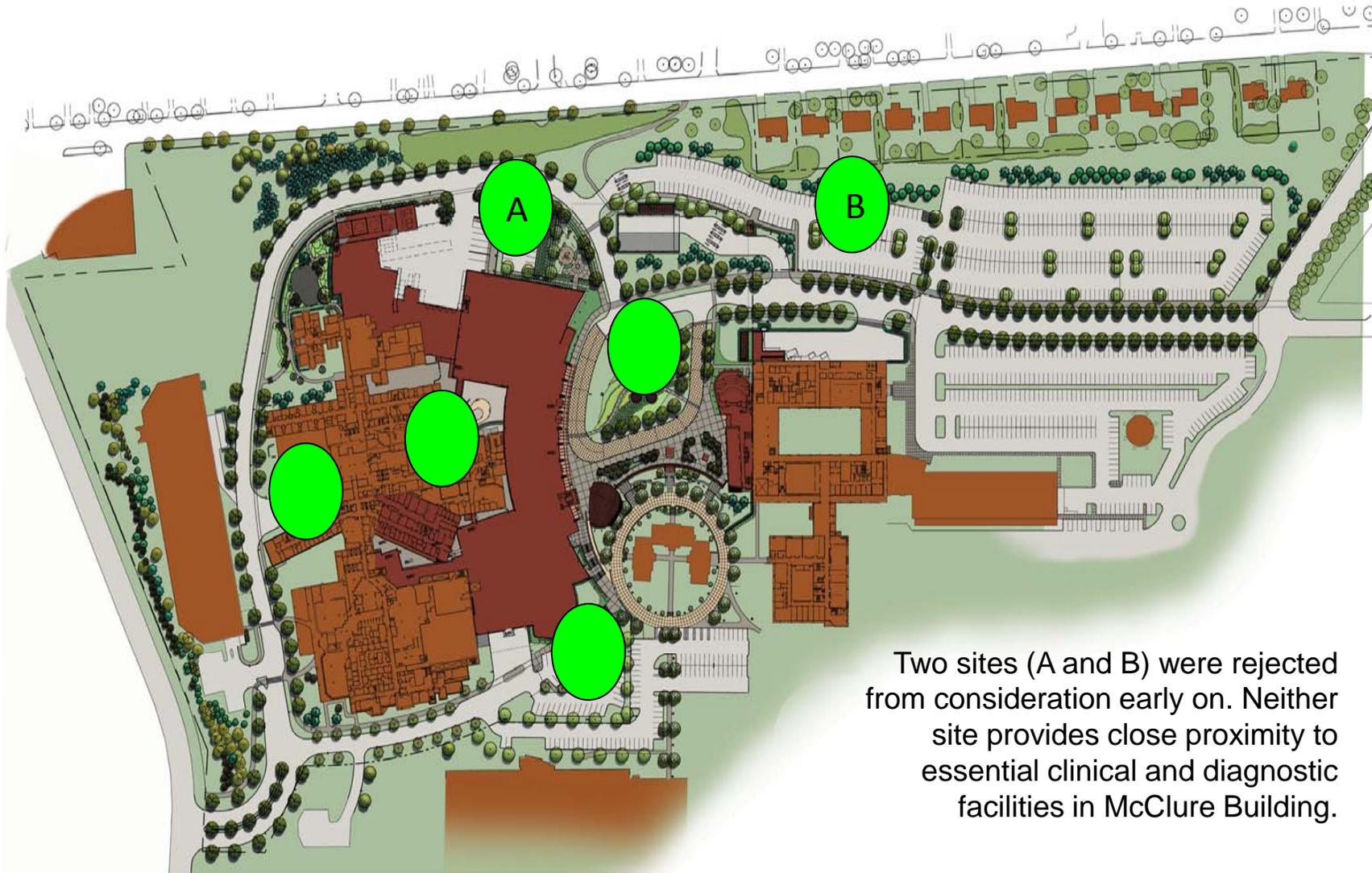


# 2009 Zoning Amendments

- Allows for an increased in vertical building height in selected areas
  - Concentrate building height in the campus core



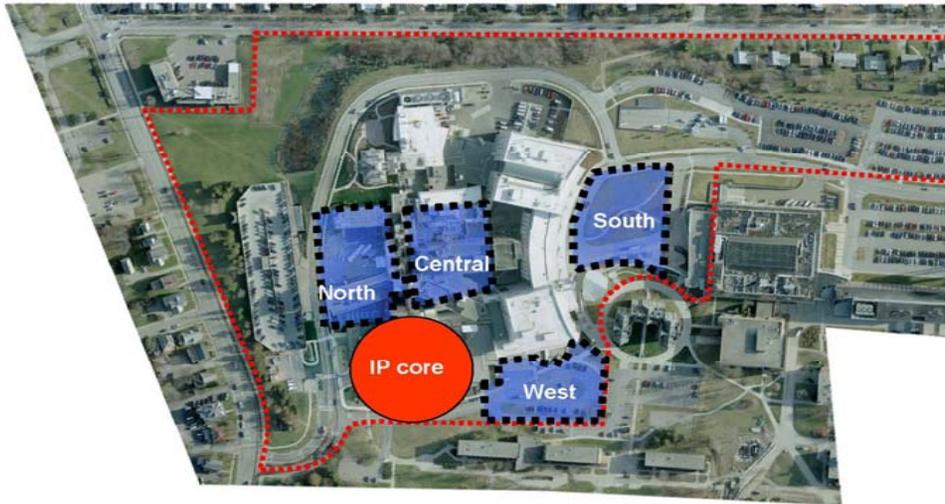
# Initial Sites Reviewed for Bed Replacement Building



Two sites (A and B) were rejected from consideration early on. Neither site provides close proximity to essential clinical and diagnostic facilities in McClure Building.

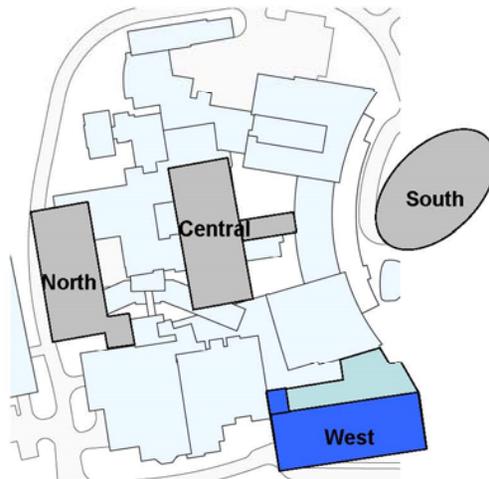
# Final Sites Reviewed for Bed Replacement Building

## Bed Replacement Study– Development Criteria



Criteria
<b>Feasibility</b>
Cost
Time/Phasing
Regulatory
Logistics
<b>Connections-existing</b>
In-Patient/Service
Public
<b>Operational efficiency</b>
<b>Massing Impact</b>
Contextual Fit
Placemaking
<b>Connections-Long term</b>

# Site Rankings

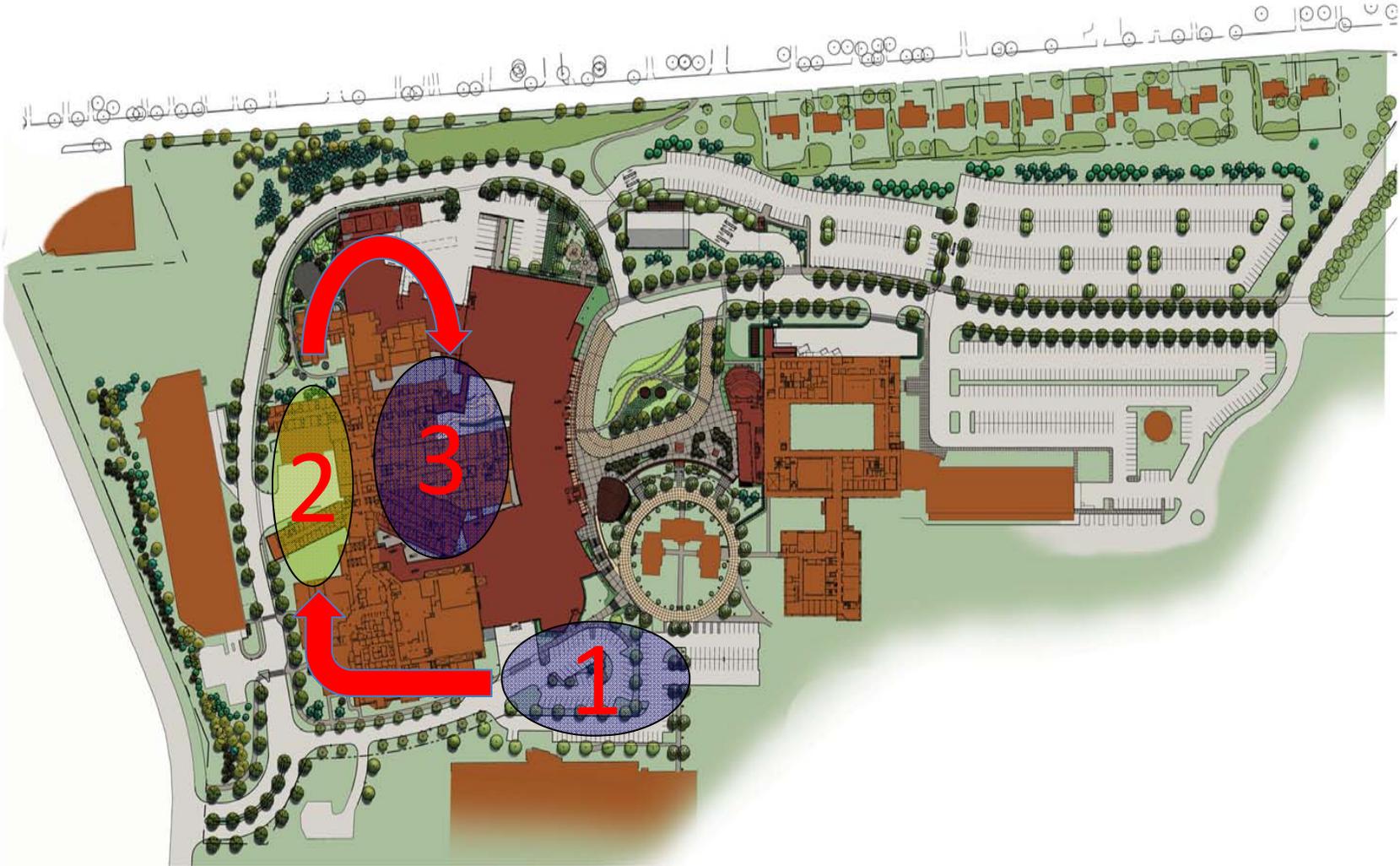


**Executive overview replacement**

	West	North	South	Central
Feasibility	2	4	3	4
Cost	1	3	2	4
Time/Phasing	1	3	2	4
Regulatory	3	4	3	1
Logistics	2	3	3	4
Connections-exist	2	2	3	1
In-Patient/Service	3	2	4	1
Public	2	3	1	2
Operational efficiency	3	2	4	2
Massing Impact	3	4	2	2
Contextual Fit	3	4	2	2
Place making	3	4	2	1
Connections-Long term	2	2	2	1

1 Ideal   2 Good   3 Fair   4 Poor

# Bed Replacement Cycle: 5-50 years



# The First Bed Building Replacement Cycle

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- Maintain inpatient care in Burlington
- Meet intent of agreements with City and neighbors
- Concentrate development in the campus core
- Maintain maximum 65% lot coverage
- Preserve valuable open space on the Medical Center Campus
  - The sliding hill
  - Community gardens
  - The Wick Plaza
  - The Mary Fletcher building site
- Minimize traffic impacts
- Require no new on-campus parking
- Be compatible with UVM master planning
- Begin planning in 2013, with construction commencing in 2015



**MEMORANDUM**

TO: L. David Keelty  
DATE: March 12, 2014  
FROM: Liz Pritchett, Historic Preservation Consultant  
RE: Inpatient Building Project

As the historic preservation consultant working with Fletcher Allen Health Care, Inc. (FAHC) on the Inpatient Building Project, I am currently assisting the design team as they develop options for the new building. During this phase of the undertaking, I am reviewing two options for potential impacts to historic resources in or adjacent to the project area, which is on the west side of the FAHC campus. My primary concern is that sufficient space remains between Converse Hall, a Victorian Eclectic style building constructed in 1895 on the University of Vermont Campus, and the new Inpatient Building so that its character and integrity will not be unduly impacted. Based on my preliminary review of the two options, it is my professional opinion that the range of massing, features and materials currently being considered for the new Inpatient Building should avoid significant impacts to Converse Hall and will comply with *The Secretary of the Interior's Standards for New Construction*. As discussion continues among the design team, FAHC, the University of Vermont, and the City of Burlington, the final design for the new Inpatient Building will likely not have an undue adverse effect on Converse Hall.