

Department of Planning and Zoning

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MEMORANDUM

TO: Jane Knodell, City Council President
Burlington City Councilors
Mayor Miro Weinberger

FROM: David E. White, AICP, Director of Planning & Zoning

DATE: Friday, February 12, 2016

RE: Proposed Zoning Amendment: **ZA-16-05 – UVM Medical Center**

For your consideration you will please find attached a proposed amendment to the *Burlington Comprehensive Development Ordinance* for your consideration and adoption as recommended by the Burlington Planning Commission on January 26, 2016 regarding the UVM Medical Center.

This amendment comes at the request of the UVM Medical Center, and includes the following changes:

1. all references to “Fletcher Allen Health Care” have been changed to “UVM Medical Center” to reflect the change in the institution’s name and branding;
2. the boundary between the UVM Central Campus Core Campus Overlay and the UVM Medical Center Campus Core Campus Overlay have been adjusted to reflect recent property line adjustments between the two institutions. This proposal makes the overlay district boundaries consistent with the current property boundaries of the two institutions. Two areas are effected as illustrated:
 - a. the western boundary line of the UVM Medical Center campus shifted to the west just west and north of Converse Hall (area formerly occupied by a portion of C-B-W) to accommodate the new UVM-MC Inpatient Building project, as approved by the Development Review Board in September 2014 (ZP 14-1321CA).
 - b. the eastern boundary line of UVM shifted east just east of the City-owned water tower to align with Beaumont Drive as a result of a land exchange that occurred in 2001.
3. a correction with regard to the regulation of signs within the Institutional District is made to ensure that Table 7.2.1-1 Sign Regulation Summary is consistent with the requirements of Sec. 7.2.6 Signs in the Institutional District. The Table and the Section currently conflict, and signs in an Institutional District should be treated as signs in a mixed use district per Sec. 7.2.6 rather than those in an RCO or residential district per Table 7.2.1-1.

Thank you for your consideration.

Burlington Comprehensive Development Ordinance

PROPOSED: ZA-16-05 – UVM-MC

As approved by the Planning Commission – 26 Jan 2016.

Changes shown (underline to be added, ~~strike-out~~ to be deleted) are proposed changes to the *Burlington Comprehensive Development Ordinance*.

Purpose: This amendment is to revise the BCDO generally to reflect the name change from Fletcher Allen Health Care to University of Vermont Medical Center; to modify the boundary between the UVM Central Campus Core Campus Overlay and the UVM Medical Center Campus Core Campus Overlay to reflect a recent property line adjustment; and to make a correction with regard to the treatment of signs within the Institutional District.

Sec. 4.3.2 Overlay Districts Established:

Overlay districts are overlaid upon the base districts established above, and the land so encumbered may be used and altered in a manner permitted in the underlying district only if and to the extent such use or alteration is permitted in the applicable overlay district. The following districts are established as overlay districts as further described in Part 5 below:

(a) A **Design Review Overlay (DR)** district;

(b) A series of five (5) **Institutional Core Campus Overlay (ICC)** districts, as follows:

- ~~FAHC-UVM~~ Medical Center Campus (ICC-~~UVM~~~~MC~~~~FAHC~~);
- UVM Central Campus (ICC-UVM);
- UVM Trinity Campus (ICC-UVMT)
- UVM South of Main Street Campus (ICC-UVMS); and,
- Champlain College (ICC-CC);

(c) *through (g) remain unchanged*

Sec. 4.5.2 Institutional Core Campus Overlay Districts

(a) *Purpose*

The Institutional Core Campus Overlay (ICC) districts are intended to provide for reasonable future growth for institutions within the core of their respective campuses without further intrusion into surrounding residential neighborhoods. This overlay allows increased development than would typically be found in the underlying districts. Development is intended to be more intense than the surrounding neighborhoods with higher lot coverage and larger buildings. New development should provide sensitive transitions to the historic development pattern and scale of the surrounding campus. Buildings both large and small should be designed with a high level of architectural

detailing to provide visual interest and create enjoyable, human-scale spaces. Sites should be designed to be pedestrian friendly and encourage walking between buildings. Circulation should largely emphasize the needs of pedestrians and bicycles, and parking should be very limited and generally provided offsite. Where parking is provided, it should be hidden either within or underneath structures.

(b) *Areas Covered.*

The Institutional Core Campus Overlays as delineated on Map 4.5.2-1, and are further described as follows:

1. ~~Fletcher-Allen Health-Care~~University of Vermont **Medical Center Campus (ICC-UVMCFAHC)** allows for an increased development scale and intensity than would typically be found in the adjoining and underlying districts to support continued growth and expansion of the state's academic medical center. As a regional tertiary-level care facility, on-site parking is expected to play a larger role than otherwise would be expected for other institutional campus overlays in order to accommodate the needs of patients and visitors. While outdoor spaces and circulation systems should be inviting and accommodating for pedestrians, the overall development of the campus would be expected to emphasize the needs of internal circulation and functions in order to meet patient care requirements;
2. **UVM Central Campus (ICC-UVM)** allows for an increased development scale and intensity than would typically be found in the adjoining and underlying districts to support continued growth and expansion of the state's flagship academic institution. In contrast to the ICC-~~FAHC~~UVMC, this core campus would be expected to be dominantly pedestrian-oriented, with all but the most essential parking provided off-site. Development within this core campus should reflect the institution's core educational values in both design and quality;

3 through 5 remain unchanged

(c) *District Specific Regulations: ~~Fletcher-Allen Health-Care~~University of Vermont **Medical Center Campus (ICC-UVMCFAHC);***

1. **Transitional Buffer:**
 - A. The Transitional Buffer shall include all property within the area as measured from the centerlines of Colchester Avenue and East Avenue, and extending 150 feet into the ICC-~~FAHC~~UVMC District as delineated on Map 4.5.2-2 Transitional Buffer.
 - B. Lot coverage shall not exceed 40% for the aggregate of all land owned by an institution and located within the Transitional Buffer.
 - C. Unless replaced on site, no housing unit in a residential structure located within the Transitional Buffer shall be demolished or converted to a nonresidential use, except for housing units which are exempt from the provisions of Article 9. The Housing Replacement standards of this ordinance shall apply to any such activity.

2. Lot coverage

Maximum lot coverage shall be applied to the aggregate of all lots owned by a respective institution and located within the ICC-~~FAHC~~-UVMMC District. Lot coverage shall not exceed 60% except as provided below.

The maximum lot coverage for the entire tract of land owned by an institution within the ICC-~~FAHC~~-UVMMC District may be increased by one percent for each one percent that the Transitional Buffer coverage is less than 40%, up to a maximum of 65%.

3. Setbacks

Minimum side and rear yard setbacks in the underlying zoning district shall not be applicable within the ICC-~~FAHC~~-UVMMC District.

Front setbacks shall be fifteen (15') feet measured only along any street defining the Transitional Buffer.

4. Surface Parking

No new outdoor surface parking spaces shall be permitted unless the number of the new outdoor surface parking spaces is offset by a corresponding removal of outdoor surface parking spaces existing as of January 1, 2007, and upon the approval by the DRB.

5. Building Height

No portion of any building within the ICC-~~FAHC~~-UVMMC Height Overlay (as delineated on Map 4.5.2-3 ICC-~~FAHC~~-UVMMC Height Overlay) shall exceed the elevation of a plane running parallel to the earth at 540-feet above mean sea level. The provisions of Sec. 5.2.5 Building Height Limits shall not be applicable within the ICC-~~FAHC~~-UVMMC Height Overlay.

No portion of any building outside of the ICC-~~FAHC~~-UVMMC Height Overlay may exceed the elevation of a plane running parallel to sea level from the highest point of the tallest structure at the highest elevation within the ICC-~~FAHC~~-UVMMC District as depicted as of January 1, 2009.

6. Density

In the ICC-~~FAHC~~-UVMMC District, density restrictions set forth in Article 4, Sec. 4.4.4 shall not apply to dormitories and rooming houses as defined in Chapter 18 of the Burlington Code of Ordinances. The restrictions on the non-residential equivalent set forth in Art. 5, Sec. 5.2.7 (a) 2 shall not apply in the ICC-~~FAHC~~-UVMMC District.

(d) through (g) remain unchanged

See also the amended Appendix B – Dimensional Standards (attached) amended to reflect the name and boundary change. All of the following maps are also amended to reflect the name and boundary change

- Map 4.5.2-1: Institutional Core Campus Overlay
- Map 4.5.2-2: Transitional Buffer
- Map 4.5.2-3 ICC-~~FAHC~~ Height Overlay

- Map 4.5.2-4 ICC-UVM Central Campus and Height Overlay

Article 7: Signs, Sec. 7.2.1 Regulation by District

Signs shall be permitted in each district as specified in Table 7.2.1-1 below and as further regulated by the provisions of this Part. Where other provisions in this Article are more restrictive than Table 7.2.1-1, the more restrictive provisions shall apply.

Table 7.2.1-1: Sign Regulation Summary					
Sign Type	Dimensional Requirements	Zoning District⁴			
		All RCO and, Residential, and Institutional Districts	All Mixed Use Districts and Institutional Districts	All Enterprise Districts	(Reserved)
Parallel	Size	20-sf	2-sf ¹	2-sf ¹	-
	Maximum Height	14-ft ²	14-ft ²	14-ft ²	-
	Illumination	No	Yes	No	-
Projecting	Size	4-sf	4-sf	4-sf	-
	Maximum Height	12-ft ²	14-ft	14-ft	-
	Illumination	No	Yes	No	-
Freestanding	Size	20-sf	½-sf ¹	1-sf ¹	-
	Maximum Height	6-ft	14-ft	6-ft	-
	Illumination	No	Yes ³	No	-
<ol style="list-style-type: none"> 1. Size is determined per each linear foot of building frontage allocated to the establishment 2. Or ceiling height of the first floor, whichever is less, except in D, D-T, E-LM and NMU-NAC where the sign may be above 14 feet as per Sec 7.2.3(a)4, Sec. 7.2.4 (c)2D, or Sec. 7.2.4(c)6C. 3. Illuminated freestanding signs are not permitted in NMU district. 4. No signs shall be permitted in the Urban Reserve District. 					

Burlington Comprehensive Development Ordinance

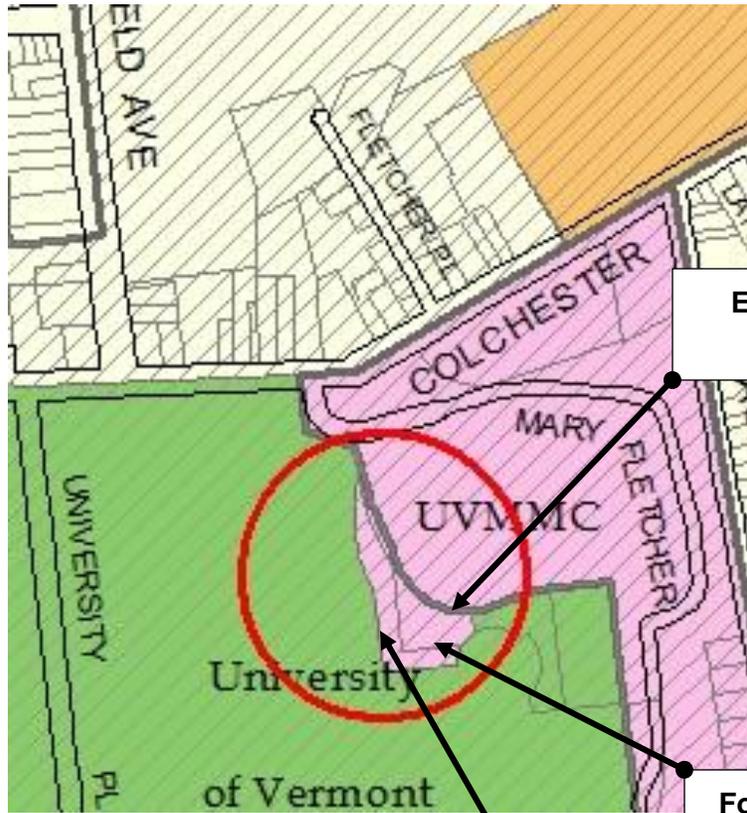
PROPOSED: ZA-16-05 – UVM-MC

As approved by the Planning Commission – 26 Jan 2016.

Appendix B - Dimensional Standards – excerpt

District	Density/ Intensity	Lot Coverage (%)	Building Height (feet)	Front Setback ¹ (feet)	Side Setbacks (% or feet)	Rear Setback (% or feet)	Lake & River Setback (feet)	Lot Size (sqft)	Street Frontage (feet)
Institutional									
FAHC-UVM Medical Center Core Overlay <i>see Sec. 4.5.2(c)</i>	20 du/acre <i>(24 du/acre w/ inclusionary requirement)</i> NA for dormitories, rooming houses and non-residential uses per Sec. 4.5.2(c)6.	<u>Max:</u> 60-65%	<u>Max:</u> 540' above MSL or per Sec. 4.5.2(c)5	<u>Min:</u> 15'	<u>NA</u>	<u>NA</u>	NA	NA	NA

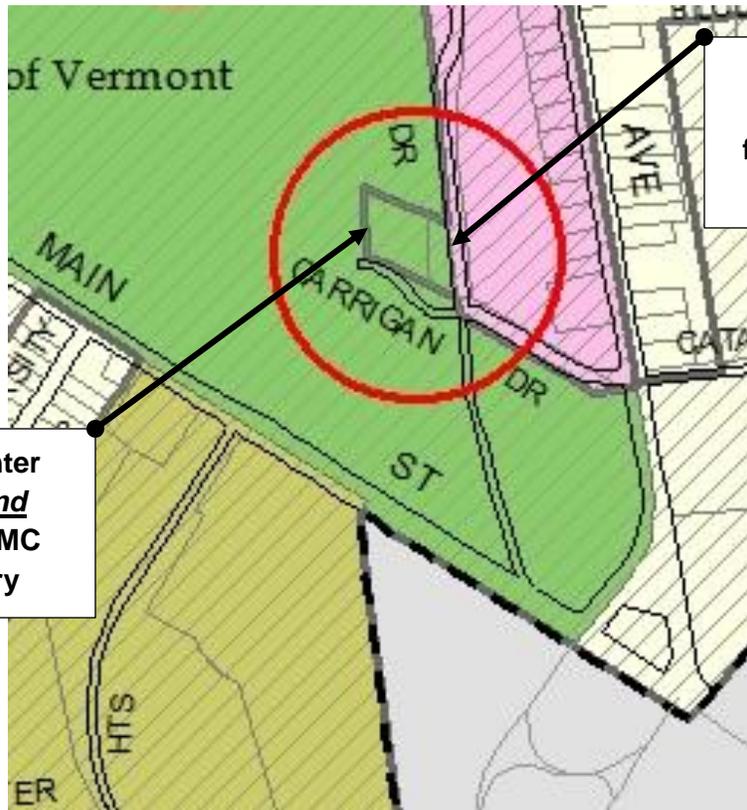
1. Any discrepancy between the dimensional standards found in this table and the dimensional standards found in **Article 4** shall be made in favor of those standards found in **Article 4**. Measurement of and exceptions to coverage, setback and height standards are found in **Article 5**.
2. Except in the Institutional District, use the median front setback of principal structures on lots having the same street frontage within the same block of the subject property.
3. All structures shall be setback 12-feet from the curb on a public street except as otherwise allowed by the DRB for development on Center Street, on both sides of Pine Street between Cherry and Pearl Streets, on the east side of Pine Street between Bank and Main Streets, on the west side of Pine Street between College and Main Streets and on South Winooski Avenue between Bank and College Streets, all structures shall be setback at least twelve feet from the curb on a public street. The DRB may order a wider setback in any case under its review if it should determine that the application cannot be approved under applicable criteria without such additional setback.



Existing UVMMC (FAHC)
ICC Overlay boundary

Former UVM Medical Center
property boundary

New UVM Medical Center
property boundary and
PROPOSED new UVMCC
ICC Overlay boundary



Existing UVMMC (FAHC)
ICC Overlay boundary and
former UVM Medical Center
boundary

New UVM Medical Center
property boundary and
PROPOSED new UVMCC
ICC Overlay boundary

Institutional Core Campus Overlay District

Burlington, Vermont

Legend

Institutional Core Campus District (ICC)

 UVM Medical Center (UVMC)
~~FAHC Medical Center (FAHC)~~

 UVM Central Campus (UVM)

 UVM Trinity Campus (UVMT)

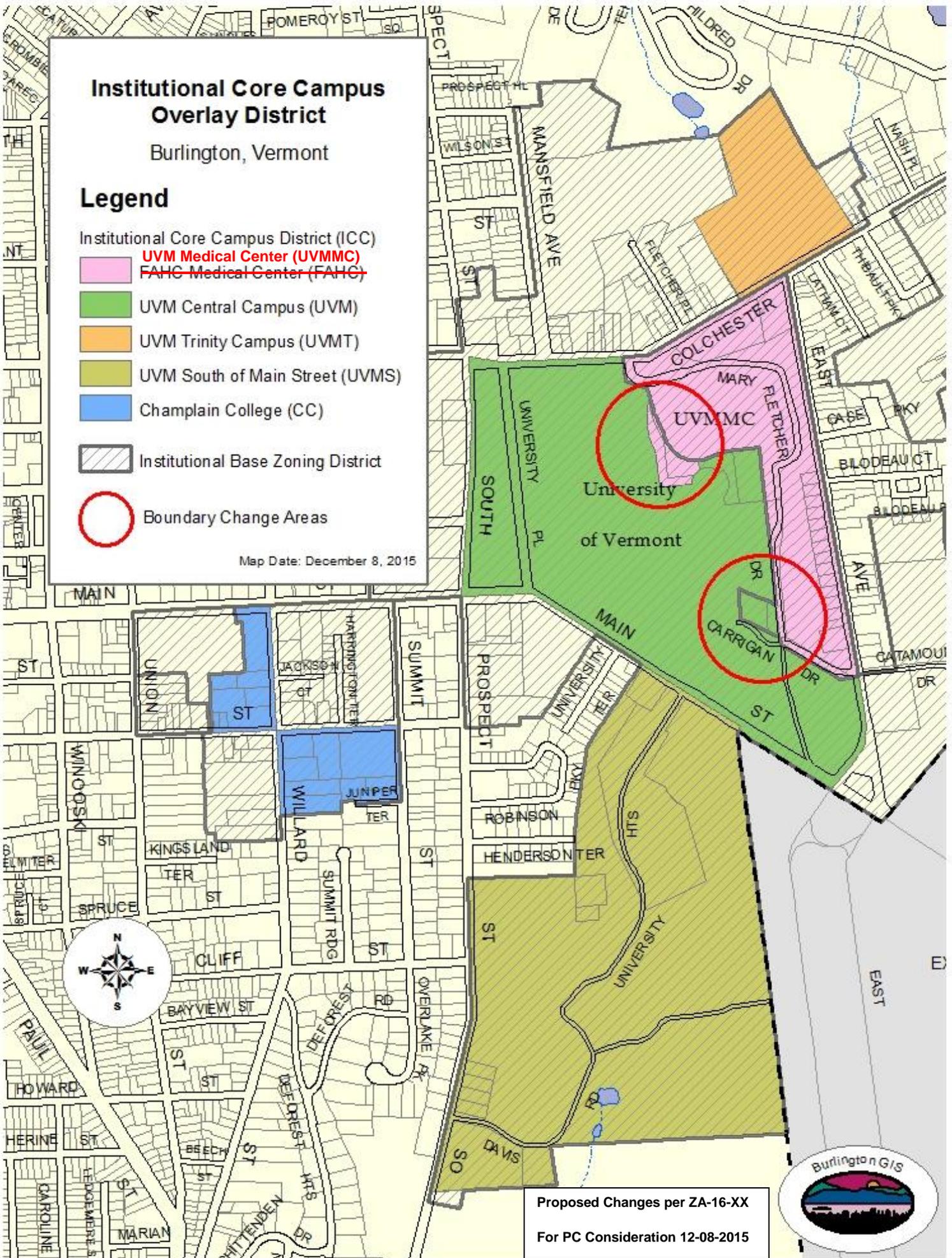
 UVM South of Main Street (UVMS)

 Champlain College (CC)

 Institutional Base Zoning District

 Boundary Change Areas

Map Date: December 8, 2015



Proposed Changes per ZA-16-XX

For PC Consideration 12-08-2015



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Burlington Planning Commission Report Municipal Bylaw Amendment

ZA-16-05 – UVM Medical Center

This report is submitted in accordance with the provisions of 24 V.S.A. §4441(c).

Explanation of the proposed bylaw, amendment, or repeal and statement of purpose:

This proposed amendment (1) reflects the name change from Fletcher Allen Health Care to University of Vermont Medical Center; (2) modifies the boundary between the UVM Central Campus Core Campus Overlay and the UVM Medical Center Campus Core Campus Overlay to reflect a recent property line adjustment; and (3) makes a correction with regard to the regulation of signs within the Institutional District.

Conformity with and furtherance of the goals and policies contained in the municipal development plan, including the availability of safe and affordable housing:

This proposed amendment to the Comprehensive Development Ordinance (CDO) reflects a recent name change and minor property boundary adjustment for the state's academic medical center, and conforms with the goals and policies contained in the City's Municipal Development Plan. The proposed amendment does not limit the ability to provide safe and affordable housing within the community.

Compatibility with the proposed future land uses and densities of the municipal development plan:

This proposed amendment is consistent with the proposed future land uses and densities of the Municipal Development Plan by enabling concentrated institutional development within institutional core campuses.

Implementation of specific proposals for planned community facilities:

This proposed amendment is consistent with plans for concentrating and expanding community medical and health care facilities within institutional core campuses.