

PLPZ 2021 00103	Zoning Text Amendment to amend Section 6-205(c) of the Building and Zoning Regulations to increase the maximum permitted building coverage in the H-2 zone from 35% to 45% and the maximum permitted lot coverage in the H-2 Zone from 75% to 80%.
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APPLICATION SUMMARY:

The applicant is requesting a Text Amendment, pursuant to Section 6-22 of the Town of Greenwich Building Zone Regulations, and Section 8-3 of the Connecticut General Statutes, to amend Section 6-205(c) of the Building and Zoning Regulations, to increase the maximum permitted building coverage in the H-2 zone from 35% to 45% and the maximum permitted lot coverage in the H-2 Zone from 75% to 80%.

DETAILS:

As part of the proposed site plan there are extensive outdoor landscaped treatment areas for patients, which occupy portions of the site resulting in the building being in excess of 35% of the lot area. The proposed building coverage is 41.1% of lot area. The applicant requests an amendment to the building coverage limitation from 35% to 45%.

In addition, lot coverage is proposed to be 77.1% of the lot area rather than the permitted 75%. This additional lot coverage allows for fire apparatus access around the entire building and for a separate delivery area for medical equipment and supplies. Therefore, a modification of the lot coverage limitation from 75% to 80% is requested.

POCD:

The applicant notes that the re-zoning would carry out objective 6.4 of the Plan of Conservation and Development which calls for the support of Greenwich Hospital's efforts to provide medical services to Greenwich residents. They note that this re-zoning will meet the intent and purpose of the hospital zones by providing for the development of hospital facilities to meet the Town of Greenwich residents' major medical needs.

ISSUES TO BE RESOLVED:

The applicant should provide the documentation that was presented during the pre-application on the background documentation to support the claim that the proposed use will benefit Greenwich residents.

Comparison of Regulatory Compliance for Re-Zoning Purposes					
Standard	Proposal	RMF Zone	H-1 Zone	H-2 Zone	H-2 Zone Amended
Stories	3	4	3	4	N/A
Height	39' 2 & 3/8"	40'	65'	40'	N/A
Minimum Lot Size	94,896sf	2400sf per family	8 acres	N/A	N/A
Frontage	Over 350' on Lake Avenue; Over 175' on Lafayette Place	60'	N/A	N/A	N/A
Building Coverage	41.10%	N/A	50%	35%	45%
FAR	0.578	0.6	1.25	0.6	N/A
Front Yard	Over 25'	50'	45'	25'	N/A
Side Yard	Over 15'	50' (25' for Street Side Yard)	100'	15'*	N/A
Rear Yard	Over 25'	50'	25'	25'	N/A
Lot Coverage	77.10%	50% as green area	90%	75%	80%

Bold denotes H-2 Zone standards to be amended

*Excluded from BZR §6-132

EXISTING REGULATIONS TO PROVIDE CONTEXT:

Sec. 6-113. USE REGULATIONS AND SPECIAL REQUIREMENTS FOR HOSPITAL ZONES (H-1 AND H-2) (Originally adopted 6/8/90, amended 7/8/95)

- (a) The intent and purpose of the Hospital Zones are to:
 - (1) Provide for the development of hospital facilities to meet the Town of Greenwich's major medical needs;
 - (2) Provide a method for a Hospital within the Town of Greenwich to develop adequate space within the zone to meet future needs;
 - (3) Promote comprehensive planning of a major hospital in conjunction with supporting facilities;
 - (4) Ensure compatibility of a hospital with surrounding land uses and zoning and the Town's "Plan of Development."
- (b) The following principal uses are permitted in the Hospital Zones, H-1 and H-2:
 - (1) Emergency services, general surgery, acute, chronic and intensive care, and outpatient clinics for general medical and specialized medical care including alcohol and psychiatric services. (7/8/95)
 - (2) Hospitals and general medical and specialized medical clinics, not of a penal or correctional nature nor for the permanent or long term residence of the insane; but nothing in the foregoing shall be deemed to preclude the rendition of psychiatric treatment to patients on a day to day basis and/or on a temporary basis for medical observation and evaluation.
 - (3) Facilities that provide medical, technical, and professional health care support to the hospital in connection with its rendition of medical services, including, but not limited to, medical laboratories and diagnostic testing centers, physical therapy facilities, and storage facilities for medical equipment and supplies; and,
 - (4) Professional offices for physicians who are directly involved with the medical administration of the hospital, or who provide services on behalf of the hospital to patients of the hospital and are compensated directly by the hospital in respect of such services,

- or whose practices require the extensive use of specialized medical equipment available only at the hospital. (7/8/95)
- (c) The following accessory uses shall be permitted in the Hospital Zones, H-1 and H-2, provided they are designed and intended to be used exclusively by hospital patients, visitors and staff: (7/8/95)
- (1) Food service, pharmacy, laundry, engineering and maintenance, social service, pastoral care, accounting, nurses registry, administration, volunteer and auxiliary services, housekeeping, materials management, medical library, banking, gift shops, and other retail services and recreation facilities normally incorporated within health and hospital facilities;
 - (2) Medical education facilities for physicians, nurses, medical technicians and other health care providers engaged in the rendition of medical services within the Hospital Zone, and medical education and public health awareness facilities for other members of the medical community and the general public on a temporary basis;
 - (3) Overnight facilities for hospital personnel including, but not limited to, nurses, interns and residents during their terms as such;
 - (4) Emergency transportation (other than air transportation);
 - (5) Hospital communication facilities, including, but not limited to, telecommunication centers, radio communication centers, and radio antennas and dishes and microwave towers or dishes that are approved as provided in subsection (d) below; and
 - (6) The hospital parking garage facility as approved by the Commission on June 6, 1989.
- (d) The following accessory uses shall be permitted subject to the issuance of a special Permit by the Commission pursuant to Sec. 6-17 of these Regulations:
- (1) On grade off-street parking lots and above ground parking structures;
 - (2) Offices for physicians and surgeons, for no more than five (5%) percent of the gross floor area in all buildings excluding parking garages within the Hospital Zones, H-1 and H-2;
 - (3) Microwave towers and dishes; and
 - (4) Buildings, or mixed use buildings, that provide long-term health care facilities for dependent persons other than insane persons, including nursing and convalescent homes.
- (e) Approval Process (7/8/95)
1.
 - (a) Any exterior enlargement or exterior alteration of a building, or new construction that would exceed 2,000 square feet or interior alteration of a building or a change of use affecting more than 10,000 square feet will require site plan approval from the Commission.
 - (b) Site plan approval also must be obtained from the Commission for any exterior enlargement or exterior alteration of a building or new construction, that together with any new construction, within the prior two (2) years, would exceed 2,000 square feet or interior alterations of a building or a change of use affecting more than 10,000 square feet within the prior two years.
 - (c) However, in either case, the Commission may waive full Commission site plan review.
 2.
 - (a) Any exterior enlargement or exterior alteration of a building or new construction that would exceed 4,000 square feet or interior alteration of a building or a change of use affecting more than 20,000 square feet will require special permit approval from the Commission.
 - (b) Special permit approval also must be obtained from the Commission for an exterior enlargement or exterior alteration of a building, or new construction, that, together with any new construction within the prior two years, would exceed 4,000 square feet or interior alterations of a building or a change of use affecting more than 20,000 square feet within the prior two years.

(f) Yard Requirements (7/8/95)

For existing or approved structures at the time a property is rezoned to a Hospital Zone the existing front, side, and rear yards shall be deemed to be permitted and not legally non-conforming. See Table, Sec. 6-205(c), for H-1 and H-2 Zones yard requirements. A canopy entrance of the main building may extend into the required front yard upon special permit approval from the Commission.

(g) Parking and Loading Facilities (7/8/95)

Required parking spaces for new or expanded uses and adequate exits and entrances thereto shall be determined by the Commission. In making the determination the Commission shall consider the adequacy of the then available parking to meet the demands of the current uses as well as material additional anticipated requirements of the new or expanded uses.

(h) Height (7/8/95)

For existing structures at June 8, 1990 the existing building heights shall be deemed to be permitted and not legally non-conforming. For new structures or 23 additions erected after June 8, 1990, the height shall not exceed three (3) stories or 65 feet above the average established grade. The average established grade for buildings on Perryridge Road shall be the average grade along the curb-line of Perryridge Road in front of or adjacent to the main building. The average established grade for buildings on Lake Avenue shall be the average grade along the curb line of Lake Avenue in front of or adjacent to structures along Lake Avenue. The height requirements of this section shall be subject to special exception as provided in Sec. 6-127 of these regulations.

(i) Floor Area Ratio (FAR) and Lot Coverage (7/8/95)

See Table, Sec. 6-205(c)

(j) Screening and Planting

Screening and planting requirements shall be as they currently exist in connection with pre-existing structures or for any building footprint addition of 2,000 square feet or less. However such a building footprint addition (less than 2,000 s.f.) shall be reviewed and approved along with a screening/planting plan by Planning and Zoning staff, Zoning Enforcement Officer, Town Tree Warden and ARC (for elevation changes); provided, however, such determination shall be reasonably related to the furtherance of the purpose set forth in Sec. 6-176 of these Regulations. Any new structures and/or external enlargements or external alterations to existing buildings that would exceed 2,000 square feet or more shall require screening and planting as approved by the Commission through its site-plan review procedure. (7/8/95)

(k) Buildings attached or connected to other buildings accessways and passageways

(1) Buildings within a Hospital Zone may be attached or connected to each other by covered passageways for pedestrian traffic. Buildings connected by accessways or passageways shall not be treated as one building or structure for the purpose of this Section. This section should not be construed to allow on-grade covered walkways which would cover public streets or ways. (7/8/95)

(2) Above-ground passageways, or skyways, for pedestrian traffic between two buildings shall be permitted subject to special permit approval by the Commission, but shall not cross public streets or ways.

SEC. 6-205. SCHEDULE OF REQUIRED OPEN SPACES, LIMITING HEIGHTS AND BULK OF BUILDINGS:

(b) BUSINESS ZONES

(c) HOSPITAL ZONES

ZONE	MAXIMUM HEIGHT		MINIMUM LOT SIZE		MAXIMUM BUILDING AREA	MAXIMUM FLOOR AREA RATIO	MINIMUM FRONT YARD DEPTH	MINIMUM SIDE YARD WIDTH	MINIMUM REAR YARD DEPTH	MAX. LOT COVERAGE (2/9/2000)	ACCESSORY STRUCTURES IN REAR AND SIDE YARDS	
	STORIES	FEET	AREA	FRONTAGE							MINIMUM SIDE YARD	MINIMUM REAR YARD
<u>LBR1</u>	2-1/2	35 ft.	Note 1	25 ft.	30%	0.3 *****	10ft.	None required except that if provided such side yard shall be at least 3 1/2 feet plus one inch for each foot of building height. Note 2 (6/11/86)	10% of lot depth but a min. of 25 ft. for commercial or mixed use bldg. adjoining residential zone (6/11/86)	75%	5 ft.	10 ft.
<u>LBR2</u> See below	2-1/2	35 ft.	Note 1	25 ft.	30%	0.5 *****					5 ft.	10 ft.
<u>LB</u>	2-1/2	35 ft.	Note 1	25 ft.	30%	0.5 (6/11/86) Note 10 (4/4/87)	25 ft.	5 ft. per story or 10% of lot frontage or lot width at bldg. location, which ever is greater. Note 2 (6/11/86)	Same as LBR (6/11/86)	75% Note 10 (4/4/87)	5 ft.	10 ft.
<u>CGBR</u>	3	40 ft.	Note 1	25 ft.	30%*	0.3 **	10 ft.	None	10% of lot depth (6/11/86)	75% ****	None	None
<u>CGB</u>	3	40 ft.	Note 1	25 ft.	30%*	0.3 ***	10 ft.	3 1/2 feet plus one inch for each foot of building height Note 2 (6/11/86)	Same as LBR (6/11/86)	75%	5ft.	10 ft.
<u>GB</u>	3 Note 8	40 ft.	Note 1	25 ft.	25%	0.5 Note 10 (4/4/87)	50 ft. Note 3	30 ft. Note 2 (6/11/86) Note 3	10% of lot depth but not less than 30 ft. Note 3	60% Note 10 (4/4/87)	10 ft.	15 ft.
<u>GBO</u>	3 Note 8	40 ft.	Note 1	25 ft.	25%	0.5 Note 10 (4/4/87)	50 ft. Note 3	30 ft. Note 2 (6/11/86) Note 3	10% of lot depth but not less than 30 ft. Note 3	60% Note 10 (4/4/87)	10 ft.	15 ft.
<u>WB</u> See below	2 1/2 (5/11/87)	30 ft. (5/11/87)		25 ft.	30% (5/11/87)	0.5	15 ft. (5/11/87)	10 ft. (5/11/87)	30 ft. See Sec. 6-107(c)(8) (5/11/87)	90% (5/11/87)	5 ft.	15 ft.
<u>BEX-50</u> (Business)	3 Note 4	45 ft.	50 Acres	100 ft.	10% Note 5	0.09 Excluding accessory buildings constructed before 1/1/91. 0.005 for any buildings constructed subsequently. See below (4/1/91)	200 ft. Note 6	200 ft. Note 6	200 ft. Note 6	15%	100 ft.	100 ft.
Hospital <u>H-1</u> (7/8/95)	3	65 ft.	Greater than 8 Acres		50%	1.25	45 ft.	100 ft.	25 ft.	90%	50 ft.	15 ft.
Hospital <u>H-2</u> (6/8/90)	4	40 ft.	none		35%	0.6	25 ft.	15 ft. (excluded from provisions of Sec. 6-132)	25 ft.	75%	5 ft.	10 ft.

LBR-1: Banksville, Palmer Hill/Valley Rd. (North Mianus), Round Hill (6/11/86).

LBR-2: Chickahominy, Cos Cob, Davis Avenue/Bruce Park, Glenville, Pemberwick, Riverside Avenue/East Putnam, Valley Road/River Road Ext., West Putnam Avenue (6/11/86); added Byram, Church Street/William Street, Old Greenwich on 11/25/91. (LBR-3 deleted 11/25/91).

BEX-50 Note for accessory uses including but not limited to dining/food preparation facilities and structured parking with or without walls for the garaging, storage or parking of vehicles. (4/1/91)

WB - See Sec. 6-107(c)(6). (5/11/87)

FOR PERTINENT NOTES AND ASTERISKS, SEE PAGES BZR 21-4 AND 21-5

HEAGNEY, LENNON & SLANE, LLP
ATTORNEYS AT LAW

JOHN G. HEAGNEY (1925-1982)
FRANCIS X. LENNON, JR. (1928-1999)
JOHN F. SLANE, JR. *
THOMAS J. HEAGNEY *

JOHN J. HEAGNEY*

* ALSO ADMITTED IN NEW YORK

248 GREENWICH AVENUE
GREENWICH, CONNECTICUT 06830-6507
(203) 661-8400
FACSIMILE (203) 661-7496
THeagney@hls248.com
JSlane@hls248.com
JHeagney@hls248.com

March 22, 2021

Planning & Zoning Commission
Town of Greenwich
101 Field Point Road
Greenwich, CT 06830

RE: Greenwich Hospital Smilow Cancer Center
Modifications to H-2 Zone Requirements
15-38 Lake Avenue & 54-64 Lafayette Place, Greenwich, CT 06830


Dear Commission Members,

On behalf of Greenwich Hospital, we hereby request an amendment to Section 6-205 of the Building and Zoning Regulations to modify building coverage and lot coverage in the H-2 Zone. Currently, building coverage is limited to 35% of lot area. The proposed Smilow Cancer Center for the property at the corner of Lafayette Place and Lake Avenue would have building coverage of 41.1%. This additional coverage permits the creation of a healing garden which while landscaped does represent actual building coverage.

In addition, an increase in lot coverage from 75% to 80% is requested. This additional coverage permits fire apparatus access for the entire building and for a separate delivery of mechanical equipment and supplies. The proposed Smilow Cancer Center facility would have coverage of 77.1%.

Attached is a Comparison of Regulatory Compliance for Re-Zoning Purposes Chart.

Very Truly Yours,



Thomas J. Heagney

Comparison of Regulatory Compliance for Re-Zoning Purposes						
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Bold denotes H-2 Zone standards to be amended

* Excluded from BZR §6-132

NARRATIVE

Introduction:

This is a proposal by Greenwich Hospital to build a new cancer treatment center on property located at the corner of Lafayette Place and Lake Avenue to address the long-term health care needs of the community. The property comprises eight lots with residential, commercial and parking uses on 94,896 square feet. The Plan of Conservation and Development adopted in 2019 speaks to responding to resident healthcare needs and speaks to improvements for the physical plant and outpatient services of the hospital. This is the first POCD which has focused on healthcare needs for town residents.

The concept for a new cancer center was first presented to the Planning and Zoning Commission on February 25, 2020. As was stated at the hearing, Greenwich Hospital has served the community since its founding in 1903 and has been located on Perryridge Road since 1917. After a series of renovations in the 40s, 50s, and 60s, in 1990 the Commission adopted two hospital zones which led to the renovation and construction of the Helmsley Pavilion in 1999 and the Watson Building in 2006. Over the last several years the Hospital has moved services such as physical therapy and occupational therapy to 500 West Putnam Avenue and has converted all semiprivate rooms to private. As part of the Yale New Haven Healthcare System, the goal with the new Smilow Cancer Center is to bring the expertise and treatment available in New Haven to Greenwich. This will not only enable Greenwich Hospital to provide improved treatment and facilities but also provide treatment for residents in Town who have needed to go elsewhere for their care. The then hospital President Norman Roth and COO Diane Kelly, who

is now President, described the improved services and areas of treatment which the new cancer center would bring. The initial concept was an 80,000 square foot 50-foot high facility.

Less than a month after this presentation the country was plunged into a pandemic which absorbed the focus and resources of Greenwich Hospital to treat town residents. On December 1, 2020 we returned to the Commission under the pre-preliminary process and presented a revised proposal which scaled down the size of the building and better defined the services and treatments to be provided. The proposal discussed at that time was a two-story building rather than three and proposed more detailed use of the Bendheim Building.

The proposal we are presenting to you now has been further refined to a building which is 54,865 square feet including the enclosed penthouse area. As a result of these changes there is no need to revise the FAR or height requirements of the H-2 zone. The current proposal is within the 40-foot height and the 0.6 FAR. In order to provide more outdoor space for patients during treatment we are proposing an increase in the building coverage and lot coverage limitations.

We believe the plan we are presenting to you provides for comprehensive cancer treatment for town residents.

Site Plan and Special Permit:

The proposed site for the new Smilow Cancer Center comprises eight parcels at the corner of Lafayette Place and Lake Avenue including 54 to 64 Lafayette Place and 16 to 38 Lake Avenue. The parcels are a mixture of apartments, office and commercial uses as well as parking lots. Existing buildings total 37,991 square feet of floor area. The proposed two-story building and penthouse would comprise 54,865 square feet. The proposal includes 118 below-ground and surface parking spaces. The primary entrance drive for the facility will be from Lake Avenue and

there will be a service drive on Lafayette Place. The main entrance to the center will be on the west side of the building facing the parking lot. Taking advantage of the topography of the site, the first floor will be at grade on the west side of the building and on the east side, facing Lafayette Place, the second floor will be at grade with the penthouse above. Extensive landscaping is provided, and a healing garden is associated with the treatment rooms on the second floor. Outdoor seating areas are also provided for staff. Exterior materials were designed to be compatible with and complementary to the existing campus buildings.

The applicant has met with the Town Engineer and the Deputy Commissioner of Public Works regarding reconfiguration of the traffic circle at Lake Avenue, Lafayette Place, William Street and Perryridge Road. The proposed plan includes eliminating the crosswalk through the middle of the traffic circle and locating it to the west on Lake Avenue. This reconfiguration will alleviate the need for considering a traffic signal or enlarging the traffic circle. An additional crosswalk with flashing lights will also be installed westerly on Lake Avenue for the facility staff and patients crossing from the hospital campus to the southside of Lake Avenue.

There will be a slight encroachment of the site wall on Lafayette Place and after reviewing the matter with the Town DPW we have drafted a License Agreement for the wall. In addition, a portion of the sidewalk on Lake Avenue is located on the Hospital's property and we have provided a draft easement to the Town to cover this.

Our project engineers, Redniss and Mead, have also submitted plans to the Sewer Division in connection with a new sewer connection for the proposed building. Discussions are ongoing as to the capacity of the sewer main in Lake Avenue and the one along Horseneck Brook.

Adler Consulting has prepared a parking and traffic study. The Smilow Cancer Center will operate Monday through Friday from 8:00 AM to 5:00 PM. A comprehensive parking study was done for all of the hospital properties which indicated that by using valet for certain sites and garages, there will be adequate parking available for all proposed and existing uses on the hospital campus. The hospital currently utilizes valet services on a regular basis. The traffic study concluded the levels of service will remain consistent with existing conditions after the construction of the cancer center.

Extensive landscape plans have been prepared which include proposed trees within the town right-of-way. Our landscape architect has been in contact with the Town Tree Warden seeking his review and approval. A photometric plan has been prepared showing that the proposed lighting will meet the 0.1-foot candle limitation at all property lines.

Re-Zoning:

The Hospital proposes to re-zone the property located at 16 -38 Lake Avenue and 54-64 Lafayette Place from RMF to H-2 to permit the construction of the new Smilow Cancer Center. In comparing the respective zones, the RMF permits four stories and 40 feet similarly to the H-2 Zone and has the same floor area ratio limitation of 0.6. Three of the five properties proposed to be re-zoned are non-conforming, being used for commercial office. The properties are suitable for re-zoning because they are across the street from both the H-1 and H-2 Zones and would enable the hospital to centralize uses in a district that already features hospital services. The re-zoning would carry out objective 6.4 of the Plan of Conservation and Development which calls for the support of Greenwich Hospital's efforts to provide medical services to Greenwich residents. This re-zoning will meet the intent and purpose of the hospital zones by providing for

the development of hospital facilities to meet the Town of Greenwich residents' major medical needs. The proposed uses for the at the Smilow Cancer Center are all permitted within the H-2 zone including outpatient clinics for specialized medical care; specialized medical clinics facilities that provide medical technical and professional healthcare support to the hospital in connection with its rendition of medical services; including but not limited to diagnostic testing centers and storage facilities for medical equipment, supplies and professional offices for physicians directly involved with the cancer center. The new facility is for outpatient treatment and testing and no inpatient hospital space will be provided.

Amendment to H-2 Regulation:

The proposed Smilow Cancer Center building will be 54,865 square feet including 2,875 square feet of the penthouse mechanical space for a FAR of 0.578. The proposed building will be 39' 2^{3/8}" in height from average grade, conforming with the 40-foot-high limit permitted in the zone and will be two stories with the penthouse rather than the four-stories permitted. As part of the proposed site plan there are extensive outdoor landscaped treatment areas for patients, which occupy portions of the site resulting in the building being in excess of 35% of the lot area. The proposed building coverage is 41.1% of lot area, therefore the applicant requests an amendment to the building coverage limitation from 35% to 45%. In addition, lot coverage is proposed to be 77.1% of the lot area rather than the permitted 75%. This additional lot coverage allows for fire apparatus access around the entire building and for a separate delivery area for medical equipment and supplies. Therefore, a modification of the lot coverage limitation from 75% to 80% is requested. Significant landscaping is proposed along both Lafayette Place and

Lake Avenue including street trees shrubs bushes and other plant material. Over 30 trees are proposed along the perimeter of the site and all existing street trees but one will be retained.

Summary:

The new Smilow Cancer Center facility will enable Greenwich Hospital to provide oncology services to Greenwich residents in town rather than requiring them to go to other facilities outside of town or to the Smilow Cancer Center in New Haven. The advanced services provided at Yale New Haven Hospital will be brought to the town. The building will be in keeping in scale and design with other hospital facilities as well as the surrounding multifamily buildings. Along with other improvements that Greenwich Hospital has made in recent years this will enable the hospital to provide cutting edge medical treatment and maintain its vitality for the community.

Respectfully Submitted,

Thomas J. Heagney
Dated: March 22, 2021