

**MARTHA'S VINEYARD HOSPITAL INC.
NAVIGATOR HOMES**

WINDEMERE RELOCATION AND WORKFORCE HOUSING PROPOSAL

This project involves the construction of a new skilled nursing community to replace the existing Windemere Nursing & Rehabilitation Center. It also will provide new workforce housing for both the employees of Martha's Vineyard Hospital, and the new skilled nursing community.

Background

In 2015, after a few years of operating losses, the Windemere Board of Trustees endorsed a turnaround plan that set out three objectives: 1) to increase the number of private pay residents, 2) to reduce the number of travel staff by hiring more Island residents, and 3) to seek rate relief from the MassHealth program.

After failing to achieve any of these objectives and facing increasing operating losses at Windemere that were diverting resources from other healthcare initiatives, the MVH Board of Trustees formed the Windemere Transformation Committee and charged it with identifying a disposition for Windemere.

A consulting group was engaged to survey the communities needs for and opinions of elder healthcare. The report identified that, despite a record of consistent 5-star ratings by Medicare for the quality of care provided to residents, the Windemere building, in terms of its design, age, and location, is too institutional and not marketable to most potential private pay residents; that the MassHealth rates were not adequate to meet the costs of operating on the Island, and that the clinical workload and relatively lower pay was presenting a challenge to being able to hire Island residents to augment the small but loyal staff at Windemere. The consultants also suggested evaluating a Green House model of care.

On a separate track, Health Aging Martha's Vineyard, a grassroots group dedicated to aging in place on the Island researched alternative models of care for skilled nursing facilities. After much research, the Committee determined that the "Green House" skilled nursing model advanced by Harvard gerontologist, Bill Thomas, was both a more operationally efficient model and healthier model for island seniors. Through the Green House organization, Healthy Aging MV was introduced to Renee Lohman, a healthcare entrepreneur who was looking to develop Green House facilities on the Cape and Islands. Healthy Aging MV introduced Ms. Lohman to MVH Leadership and the two began to explore options for transforming Windemere.

In December 2018, MVH issued a Request for Proposals (RFP) for a development team to build a Green House skilled nursing facility as a replacement for Windemere. In February 2019, Navigator Homes of Martha's Vineyard, a 501c3 non-profit lead by CEO Renee Lohman, won the RFP and was awarded the right to build the replacement for Windemere. Navigator Homes of Martha's Vineyard has been joined by Hebrew Senior Life, the largest owner and operator of senior housing properties in greater Boston as our property and operations manager. Hebrew Senior Life is also affiliated with Harvard School of Medicine.

Next, with the help of Committee member Chris Alley, the Committee reviewed alternative sites in Oak Bluffs, Vineyard Haven, West Tisbury, Edgartown, Chilmark, and Aquinnah. Working with the Norton Family of Edgartown, the Hospital was able to purchase the property at 490 Edgartown-Vineyard Haven Road in Edgartown at a discounted land price. The Norton Family wanted to make its contribution to help meet the health needs of the Island residents. The property went under agreement in November 2019 and closed in July 2021.

On May 22, 2021 at the Edgartown Annual Town meeting, an amendment to the Edgartown Zoning Code to permit senior housing, including a replacement skilled nursing was approved unanimously by the 200+ Edgartown residents in attendance at the town meeting.

The Edgartown Planning Board received the application for this proposal on September 29th, 2021. They have held five (5) public hearings to date, and referred the project to the Martha's Vineyard Commission on January 28th, 2022.

Proposal

Skilled Nursing Community

The Island of Martha's Vineyard has only 1 operating skilled nursing facility; The Windemere Nursing & Rehabilitation Center. This facility currently consists of 45 beds, and is operated by, and co-located with, the Martha's Vineyard Hospital (MVH) in Oak Bluffs, MA. This facility is old, outdated, and need of replacement. Our Project is all about caring for our seniors, who helped build our island community into what it is today. Our seniors want to stay here and be cared for here. We should have the best care possible and provide a living community for them. This is all about improving and providing patient and senior care for our entire island community 24/7-365. This project is intended to create a new skilled nursing community to replace the existing and aged Windemere facility.

Consideration was given to the further expansion and renovation of the existing Windemere facility to accommodate the need on Martha's Vineyard. However, due to the decades old age of the building (including the plumbing, HVAC, and electrical systems), this alternative was found to be more costly than the construction of a new replacement facility, and would not result in providing additional bed capacity.

This new skilled nursing complex is to be operated by Navigator Homes of Martha's Vineyard Inc. (Navigator), which is a not-for-profit corporation. Navigator will operate and follow a new skilled nursing model known as the "Green House® Project." Navigator is a certified developer of the Green House® skilled nursing model, which seeks to redefine long-term residential care and give elders the privacy they deserve, as well as the support they rely on. The Green House® homes will be designed & constructed in compliance with current building codes and the Mass. Public Health Dept. (DPH) design requirements for skilled nursing facilities.

The proposal seeks approval for a sixty-six (66) bedroom skilled nursing community, which is contained within five (5) "houses" one which contains fourteen (14) bedrooms and four (4) which contain thirteen (13) bedrooms in each house, called "Green Houses". This concept was developed and researched to provide a healthier and more active lifestyle for our senior community, both physically and mentally.

The following is an excerpt from the "Market Feasibility Analysis" which is included in the application attached and summarizes the model being proposed:

"The development will be modeled after the Green House Project, an innovative model of care that radically transforms institutional care. Although designed to look like neighboring homes in a community, Green House homes are licensed to provide services to people with the greatest health care and cognitive needs.

Research conducted at Green House homes has shown that this model of care results in an improved quality of life (in terms of privacy, dignity, meaningful activity, relationship, autonomy, food enjoyment, and individuality) and emotional well-being. In addition, Green House elders have been found to have an improved quality of care, including longer maintenance of self-care abilities and lower rates of

depression. Green House homes have also been found to result in improved family and staff satisfaction.”

Workforce Housing

In addition to the new skilled nursing community, the Martha’s Vineyard Hospital proposes to construct new workforce housing apartments and townhouses, to be owned and operated by MVH, consisting of 76 total bedrooms in three 2-story buildings, and four duplex residential buildings. With the 25% increase in the Island’s population over the last ten years and the resulting increase in property values, healthcare workers are being priced out of the housing market. Consequently, two-thirds of the clinical staff at Windemere are provided by travel nurse agencies and many clinical positions at the Hospital from doctors to nurses to radiology and lab technicians also come from temporary staffing agencies. The creation of seventy-six (76) bedrooms within forty-eight (48) units of housing will help to reduce the Hospital’s rental commitments considerably, freeing up that housing for the general workforce on the Island to pursue. Additionally, the proposed housing is not limited to Hospital staff, but pursuant to the provisions of the By-Law, the housing can be made available to staff, as well as staff of “another assisted living, medical services, or emergency services entity on Martha’s Vineyard.”

Travel staff will come to the Island because MVH and Windemere must provide housing. This arrangement continues services but does not provide for stable staffing that is a part of the community.

MVH seeks to redeploy the resources being spent on rentals to an owned housing solution where it can provide subsidized housing for income qualifies staff and re-create a community where year-round Island residents are being cared for by year-round Island residents.

The proposed activities will include grading, earthwork, installation of new water, stormwater, on-site septic systems, and electric utilities, along with the construction of the new buildings, and approximately 1900 linear feet of access roads, parking areas and landscaping.

Reasoning and Benefits of the Proposal

This project will result in multiple local and regional benefits for the following reasons:

- Allows for a new world-class skilled nursing community in a non-traditional homelike residential setting to be available to island residents and their families.
- Provides the Island of Martha’s Vineyard a reliable long-term solution for the existing and future needs of elder skilled nursing care by constructing an energy-efficient, modern skilled nursing community, designed under the current building codes and Mass. DPH standards of design and licensing.
- Takes advantage of being co-located with new workforce apartments to allow for and support convenient and available staffing needs for the Green House® homes.
- Avoids the excessive expenditure of funds to modify/rehabilitate the existing Windemere nursing facility, which would not result in additional skilled nursing capacity.
- Alleviates the patient support and financial burden on senior residents and their families for expenses related to travel to off-island SNF options (at possibly significant distance away), including other more costly private facilities.

- The delivery of community skilled nursing care on Martha’s Vineyard in the model of The Green House® Project, has been called a “Development of National Significance” by the Massachusetts Office of Elder Affairs. In utilizing this innovative, “real-home” approach, Green House® living will result in a vastly improved quality of life for the growing number of elders on Martha’s Vineyard requiring skilled nursing care.

Zoning

The project site is shown as parcel 243, on the Town of Edgartown Assessors Map 11B. The property is classified as Zone R20 (Residential). This proposal falls within the Town of Edgartown’s newly adopted zoning by-law Article XV – Senior Residential Development.

Zoning requirements and compliance for this project are summarized below:

1. Conforming and unaltered from existing conditions
 - a. Minimum lot area – The R20 district requires a minimum of just under one-half (.5) acres of land. Article XV requires two or more acres of land. **The site contains approximately 27.5340 acres of land (each proposed parcel contains more than 2 acres as well).**

Frontage – R20 district requires a minimum of 30 feet, and Article XV requires a minimum of 100 feet of frontage on a public way. **The site has 614+/- feet of frontage on Vineyard Haven-Edgartown Road (each proposed parcel exceeds 100 ft. of frontage as well).**
 - b. Setback – R20 district requires a minimum set back of 10 feet from side lines. Article XV requires a minimum of 50 feet from all property lines. The proposal’s closest side set back (at Bldg. A) is 24.4’.
 - c. Maximum building height – R20 district and Article XV requires all buildings be under 32’ in height. **All proposed buildings on the site conform to this zoning requirement.**
 - d. Building coverage: Article XV requires building coverage must be less than 35%. **The site proposes a maximum building coverage of 9.7%.**
 - e. Number of parking spaces: R20 district requires a minimum of 129 spaces for the proposed development. **The proposal contains 125.** A waiver of 4 parking spaces is being requested to the Edgartown Planning Board. The basis for this is for 2 main reasons. First, because 30 bedrooms of the workforce housing apartments and townhouses are being reserved/dedicated for the skilled nursing community workers, and the Hospital experience with workforce tenants is that many of them are single tenants. This relief also affords a LEED credit to be counted for providing less parking than what is required by zoning.
 - f. Number of accessible spaces meet ADA requirements. **A total of 5 HP spaces are required, and 8 spaces are provided, which include 6 van-accessible spaces (only 1 required).**
 - g. Public water and/or public wastewater service must be available to the site. The proposal will tie into the municipal water service. Municipal wastewater service is available at the site. However, Mass. DEP wishes to have the Town of Edgartown perform a limited Comprehensive Wastewater Management Plan before allowing the connection of this site to the municipal sewer system. Since the current wastewater planning by the Town will not start until later this year, the proposal will

evaluate connecting to the municipal sewer service at a later date. For now, the on-site wastewater disposal option is proposed, which will include using advanced denitrifying treatment systems.

- h. Open space – Article XV requires 60% of the land to be open space. The proposal has a minimum of 63.8% open space (on Parcel 243-A), none of which is located in a wetland area.
- i. Density- Article XV, section 15.4A limits density as follows:
 - 4 units/acre for 2 family dwellings, the proposal is 0.64 units/acre
 - 8 units/acre for town houses, the proposal is 3.18 units/acre
 - Skilled nursing community – 16 residents/acre, the proposal is 4.41 residents/acre

Below is a summary table of the zoning analysis for both the R-20 Residential District and the requirements under the Senior Residential Development, and is further broken down by the 2 separate parcels that are proposed (243-A & 243-B).

Zoning Table

ZONING DISTRICT: R-20 RESIDENTIAL

BULK REQUIREMENTS:	Required	Proposed (Parcel 243-A)	Proposed (Parcel 243-B)
MIN. LOT FRONTAGE	100 FT	273.39 FT	340.95 FT
MIN. LOT AREA	21,780 S.F.	651,658 S.F. (14.96 Ac ±)	547,549 S.F. (12.57 Ac ±)
MIN. FRONT YARD	30 FT	242.0 FT	74.9 FT
MIN. SIDE /REAR YARD	10 FT	51.0 FT	24.2 FT
SENIOR RESIDENTIAL DEVELOPMENT			
MAX. BUILDING COVERAGE	35%	9.70%	5.10%
MIN. OPEN SPACE %	60%	63.80%	77.70%
MAX. BUILDING HEIGHT	32 FT	<32 FT	<32 FT
MAX. DENSITY:			
-TWO-FAMILY DWELLINGS	4 UNITS/ACRE	N/A	0.64 UNITS/ACRE (40 UNITS)
-TOWN HOUSE DWELLINGS	8 UNITS/ACRE	N/A	3.18 UNITS/ACRE (8 UNITS)
-SKILLED NURSING COMMUNITY	16 RESIDENTS/ACRE	4.41 RESIDENTS/ACRE (66 RESIDENTS)	N/A
PROPERTY LINE SETBACK	50 OR 100 FT*	51.0'	24.2' ** (BUILDING A) 30.5' ** (BUILDING C)

*PROPERTY LINE SETBACK IS 50-FT MINIMUM, OR 100-FT MINIMUM IF ABUTTING AN EXISTING SINGLE-FAMILY DWELLING.

**** RELIEF IS REQUIRED FOR THE PROPOSED SETBACK TO BUILDINGS A & C. (24.2' AND 30.5 IS PROVIDED, WHERE 50.0' IS REQUIRED).**

Existing Site Description

The project site is currently vacant, undeveloped land, characterized with ascrub oak and scrub pine forest. The topography is slightly hilly, with elevations ranging from approximately 63 – 23 feet above sea level. The site is not located within a FEMA designated flood zone (100-yr. floodplain), nor are there any wetlands or surface waters present on-site. Approximately 15.29 acres is included within a mapped habitat for rare or endangered species under the Mass. Natural Heritage and Endangered Species Program (NHESP).

Test pits were excavated, and soil borings were conducted in June of 2020, which revealed were very sandy, medium-coarse granular, well-draining soils. The Natural Resource Conservation Service has mapped this area with soils identified as Carver Loamy Coarse Sand complexes 259B and 259C (see the Drainage Analysis Report for more information).

Drainage and Stormwater

All storm water runoff from the project roads and parking areas will be collected on the property, treated using stormwater best management practices (BMPs), and infiltrated on-site. These BMPs serve to protect groundwater quality and will include the use of deep-sump catch basins (with hooded outlets), connected to drainage manholes, which will discharge to two (2) bio-retention areas (with sediment forebays), and then ultimately flow to subsurface infiltration systems (ADS model SC-740 chambers or approved equal – see the Grading & Drainage Plan, sheet 5 of 10 in the civil engineering plan set for more information). The vast majority of the project site will manage the generated runoff in this manner, with the exception of only a small area at the site entrance. In this area runoff will be collected in deep-sump catch basins, followed by water quality treatment unit, and then subsurface infiltration (having a bio-retention area was determined not to be feasible for this small area). Note: Each building will have its own subsurface drywell/infiltration system to collect and infiltrate roof runoff directly.

The entire stormwater management system designed to accommodate the 100-yr. storm event. This design will allow for 100% of the generated runoff to be collected, treated, and infiltrated to act as recharge to the aquifer. Additionally, in light of the reality of the changing climate conditions, the design storm events were based on the current NOAA Atlas 14, Volume 10, Version 3, Point Precipitation Frequency Estimates for Edgartown, MA.

Since the proposed project will disturb more than one acre of land, a US EPA National Pollutant Discharge Elimination System (NPDES) permit will be required. A Notice of Intent (NOI) with the EPA will be filed, and a Stormwater Pollution Prevention Plan (SWPPP) will be prepared prior to the start of construction. Best management practices such as the installation of silt fence and placement of hay bales will be used to control erosion during construction.

A complete drainage report will be submitted to the MVC under separate cover.

Utilities

The proposed development will require the installation of new municipal water and electric services to each building, by connecting to the existing water main piping and electrical lines in Edgartown-Vineyard Haven Road. The Utilities Plan, sheet 6 of 10, of the civil plans set shows the proposed locations of the utilities

planned for this project. Emergency power generators will be provided to service each Green House home (as required by DPH for skilled nursing facilities). Note: All proposed buildings plan to use electric service for domestic hot water, HVAC and cooking (no propane).

Trash and recycling rooms are located in each of the Green House homes to manage these wastes. For the apartment and townhouse units, trash and recycling dumpsters will be provided in each of 2 enclosures in the parking area (see sheet 4 of 10). Contract pick-up and off-site disposal of trash and recycling materials will be provided for all buildings (including the duplex units) on a weekly basis.

Wastewater

The preferred method of wastewater treatment is by connection to the municipal sewer system. We have had several discussions with the Edgartown Waste Water Commission (WWC), and have performed an engineering evaluation of some of the sewer infrastructure, including pump station evaluations at both the Morgan Woods and the Vineyard Golf Club stations. When we discussed the possibility of this sewer connection with the Mass. DEP, they advised the WWC to prepare a comprehensive Wastewater Management Plan (CWMP) before allowing our future connection. This is in process, and may take 1-2 years to complete.

Therefore, the project team is now evaluating on-site septic system options for the project (following the Title 5 permitting path). This would require some relief from the Edgartown Board of Health (BOH) Regulations. We have met with the BOH and discussed the relief needed to allow the proposed number of bedrooms on the parcel. We are proposing using an advanced denitrifying septic system (such as the NitROE® treatment system) for wastewater treatment, and will be continuing the design and permitting efforts with the BOH.

Traffic and Transportation

Vanasse and Associates Inc. has conducted a TIA in order to determine the potential impacts on the transportation infrastructure associated with the proposed construction of a skilled nursing community and associated workforce housing to be located at 490 Edgartown-Vineyard Haven Road in Edgartown, Massachusetts.

The following specific areas have been evaluated as they relate to the Project:

- i) access requirements
- ii) potential off-site improvements
- iii) safety considerations; under existing and future conditions, both with and without the Project.

Based on this assessment, Vanasse provided an updated traffic analysis which has been provided under separate cover.

In consideration of the above, Vanasse concluded that the Project can be accommodated within the confines of the existing transportation infrastructure in a safe and efficient manner with implementation of the recommendations that are detailed in the applicants Traffic submission.

Architecture

Architectural elevations for the workforce housing and skilled nursing community have been included in the site plan package. All structures have been designed to be consistent in appearance with other buildings in the area using building materials, architectural elements, and colors. Elevations, renderings, and floor plans have been submitted as part of the application to the Martha's Vineyard Commission. The workforce housing buildings consist of one townhouse apartment building with 8 units (with living space on 2 floors/unit), 2 apartment buildings with 16 units each, and 4 duplex buildings. The townhouses will include six 2-bedroom & two 4-bedroom units, the apartment buildings will have twenty-four 1-bedroom & eight 2-bedroom units, and each duplex unit is two bedrooms each.

Housing

The proposal will provide the applicant with approximately one-third (1/3) of the housing necessary to satisfy the housing needs for employees of the Hospital and Navigator. This will free up a large amount of property the Hospital is currently renting from the island community. See above in the first few paragraphs for detail on housing issues.

This is a Residential development. Two non-profit entities, Martha's Vineyard Hospital, Inc. and Navigator Homes of MV are developing this project to create workforce housing. Pursuant to the MVC Housing Policy, the project falls under section 2B, a Residential DRI, construction of units on the proposed site. The policy requires that at least ten (10%) percent of the units fall within affordable OR community housing definitions. A minimum of ten (10%) percent of the units will fall within the definition of Community Housing, more likely a much higher percentage. Further, the Edgartown zoning by-law which governs this project, requires that all residents of the workforce housing be employees of the Hospital, the Skilled Nursing Facility, or municipal employees, fire, ems, police, etc.

Sustainability

The codes that drive the energy efficient design of the Navigator Homes of Martha's Vineyard - Green House Homes (Skilled Nursing community) and The Work Force Housing (residential) are listed below:

- Mass Building code: 9th edition – IBC 2015 including the Mass Amendment
- Mass Energy code: IECC 2018
- Mass Stretch code: The Stretch Code was last updated in 2017, in conjunction with the 2015 IECC update. The Stretch code remains unchanged with the IECC 2018 adoption except to now reference the IECC 2018 rather than the IECC 2015.
- 105 CMR - 100 – DoN regulations

- 105 CMR 150 – Physical plant regulations
 - ASHRAE 90.1 - 2016 for the residential buildings
 - ANSI/ASHRAE/ASHE Standard 170 - Ventilation requirements for healthcare facilities.
- a. Navigator Homes of Martha’s Vineyard - Green House Homes (Skilled Nursing community) are required by the Massachusetts Determination of Need Program (DoN) to be constructed and operated in accordance with a LEED Silver Certifiable standard (50–59 points) - a minimum and will use the LEED for Healthcare most current checklist (LEED for HC 2009). The State DPH plan review process will require a submittal of the LEED credit list and a narrative that explains the selected credit paths to Silver certifiable designation.
 - b. The Work Force Housing (residential) will be constructed and operated as in accordance with LEED certifiable standard (40–49 points) - a minimum and will use LEED BD+C Building Design and Construction

Landscaping and Site Lighting

Our local landscape designer has masterfully designed a beautiful landscape which incorporates the desired aesthetic beauty of the site, which the practical needs of communal spaces and safety requirements. In addition to a thoughtful and environmentally sensitive plan for the internal portion of the development, Vegetative buffers will be planted along side property lines to reduce any visual impacts of the development from neighbors. This submission shows the general landscape plan around the originally proposed development. The plan will be adjusted around the new site layout.

New energy efficient lighting will meet minimum NEC lighting requirements and be compliant with "Dark Skies" initiatives. The site lighting has been designed so that there will be no spillover beyond the property boundaries. Details on the proposed light fixtures and photometrics will be shown on the final plans.

Pursuant to the MVC Site Design and Landscape Policy:

1. Development Envelopes – There is approximately sixteen (16) acres of dedicated open space on the current site. Current wooded portions of the site will be opened up to for the developed areas, parking areas and some vegetated buffers. The rest of the site will remain in its natural condition.
2. Habitat – The applicant made an initial “Request for State Listed Species Information” to the Mass. Division of Fisheries & Wildlife in early 2020. Included in the application is the letter response from the Division indicating that the rare species of concern is the Imperial Moth. The site layout shows a disturbance of the mapped habitat area of approximately 5 acres. After the revised draft site design is completed (site layout, draft septic design, and grading & drainage analysis), we will schedule an initial pre-application meeting with NHESP staff.
3. Fields – no existing or proposed fields
4. Location of Buildings and Other Facilities – contained in a cluster located in the central portion of the property, closest to the main road.

5. Topography – some cut and fill will take place in order to obtain as close to a level site for the skilled nursing community as possible. This is primarily done for safety purposes. The majority of the site will be undisturbed.
6. Historical and Archeological Resources – none that the applicant is aware of.
7. Hazard Mitigation and Climate Change – Storm water systems being added
8. Public and Recreational Access – no present shared use paths or trails exist on this site.
9. Roads and Driveways – refer to the Traffic Study for detail.
10. Parking – New parking areas contain vegetation buffers and new plantings.
11. Stormwater Management – refer to the Grading & Drainage Plan (sheet 5 of 10).
12. Removal of Existing Vegetation – existing vegetation within the developed areas is proposed. No other existing vegetation will be removed.
13. Vegetative Buffers – the proposal includes adding vegetative buffers to the side lines of the property.
14. Plant Species Selection – Plant schedule is contained within the proposed plans. All proposed plantings are chosen in accordance with the MVC policy.
15. Fences – there are no fences being proposed. However, cedar fence enclosures are proposed around the 2 trash dumpster enclosures (see the construction detail on sheet 8 of 10).
16. Stone walls – none
17. Lighting – please refer to the lighting schedule in the plans.
18. Construction – existing vegetation outside of the building envelopes and parking areas will be protected during construction.

Construction Timing. / Sequencing

Construction will commence upon receipt of all permits and approvals with the goal of beginning demolition and some construction in the Fall of 2022. The proposed work would be performed in multiple phases. The skilled nursing community will be constructed first. The overall schedule, phasing and sequence depends on local approvals and final design. The applicant will solicit bids from qualified local contractors and suppliers for the proposed scope of work. Final awards will be based on contractor qualifications and the competitive bids.

