



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: June 6, 2017
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Meeting Date: June 14, 2017

TO: Standing Committee on City Finance and Services
FROM: General Manager of Planning, Urban Design and Sustainability
SUBJECT: New St. Paul's Hospital and Health Campus Policy Statement

RECOMMENDATION

- A. THAT Council adopt the *New St. Paul's Hospital and Health Campus Policy Statement*, attached as Appendix A, to guide the future rezoning and development of the "Station Street Site" owned by Providence Health Care ("PHC") in the False Creek Flats.
- B. THAT Council approve the additional temporary staff, resources and estimated associated cost-recovered budget of \$1,507,000, generally as outlined in Appendix B to complete the rezoning for the Station Street site.

FURTHER THAT consistent with City cost-recovery practice, Council accept a cost-recovery contribution of \$1,507,000 from Providence Health Care in a single payment to begin the rezoning pre-application process for the Station Street site.

REPORT SUMMARY

This report seeks Council's approval of the *New St. Paul's Hospital and Health Campus Policy Statement*, which will guide the rezoning and redevelopment of the Station Street site. The landowner, Providence Health Care (PHC), is proposing to develop a new hospital and integrated health campus with state-of-the-art health care, research and teaching facilities.

The Policy Statement contains a set of policies to guide consideration of an anticipated rezoning application for the Station Street site, including the land use, density, height, building forms, public spaces, transportation and public benefits to serve new patients, visitors, employees, and the surrounding community. The 16-month policy planning program involved technical planning and design work and three phases of community engagement. Public response to the draft policies and redevelopment concept has been largely positive. This report summarizes the planning process and outlines the key policies.

The report also seeks Council approval to use a cost-recovery contribution from Providence Health Care to augment staff and resources to prioritize the rezoning application and complete the rezoning and enactment process for the Station Street site.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

This Policy Statement references existing Council policy, as well as considering the ongoing area planning process for Northeast False Creek:

- False Creek Flats Area Plan (2017)
- Integrated Rainwater Management Plan (2016)
- Renewable City Strategy (2015)
- Removal of the Georgia and Dunsmuir Viaducts Report (2015)
- Healthy City Strategy (2015)
- City Of Reconciliation Framework (2014)
- Public Art Policy And Procedures For Rezoned Developments (2014)
- Urban Forest Strategy (2014)
- Flood Plain Standards and Requirements (2014)
- Downtown Eastside Plan (2014)
- Regional Context Statement Official Development Plan (2013)
- West End Plan (2013)
- Rezoning Policy for Sustainable Large Developments (2013)
- Vancouver Neighbourhood Energy Strategy and Energy Centre Guidelines (2012)
- Transportation 2040 Plan (2012)
- Greenest City 2020 Action Plan (2011)
- Vancouver Economic Action Strategy (2011)
- Green Buildings Policy for Rezoning (2010; last updated 2017)
- Metro Core Jobs & Economy Land Use Plan (2007)
- False Creek Flats Development Cost Levy (2001)
- Industrial Lands Policies (1995)
- View Protection Guidelines (1989, updated 2011)
- Downtown Official Development Plan (1975)

On April 29, 2015, Council adopted a resolution to support the new St. Paul's Hospital and health campus on the Station Street site, but expressed concern that health services remain available to the West End and the Downtown, particularly during emergencies, and requested a robust public consultation on the future of the St. Paul's site on Burrard Street.

On January 20, 2016 Council endorsed a policy planning program for the Station Street site to bring forward for Council policies to guide site planning and assess future rezoning and/or development proposals. In accordance with the *Metro Vancouver Regional Growth Strategy* and the *Regional Context Statement Official Development Plan (2013)*, Council also confirmed that market or non-market residential uses would not to be considered on the Station Street site, with the exception of "institutional health-related residential uses".

Staff were directed to address the following concerns as part of this report back:

- i. Stability of the building site and transportation routes into the site in light of anticipated sea level rise and/or a seismic event;

- ii. Potential pressure on low-income housing in adjacent communities;
- iii. Impacts of short term accommodation; and
- iv. Emergency planning management.

In addition to establishing policy for the new Station Street site, Council directed staff to collaborate with PHC and Vancouver Coastal Health (VCH) on a robust public consultation process and report back on which health care services are to be retained in the West End and across the Downtown area, and report any issues that arise related to the future redevelopment of the Burrard Street site.

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The City Manager and the General Manager of Planning, Urban Design and Sustainability recommend approval of the foregoing.

REPORT

Background/Context

1. St. Paul's Hospital Relocation

St. Paul's Hospital has operated on Burrard Street between Davie and Comox Streets in the West End since 1894, expanding and renovating numerous times over the years to meet the needs of Vancouver's growing population. The facility is no longer able to provide modern and efficient medical practice to meet the current and future demands of Vancouverites and all residents of British Columbia.

After many years of planning and consideration of alternatives, the BC Provincial Government ("the Province") and PHC announced in April 2015 that St. Paul's would be relocated to the Station Street Site located in the northwest corner of the False Creek Flats. Council resolved to support this major project in April 2015, and again with the approval of a cost-recovered policy planning program in January 2016. Map 1 shows the location of the current site on Burrard Street and the site of the new St. Paul's on the Station Street site.

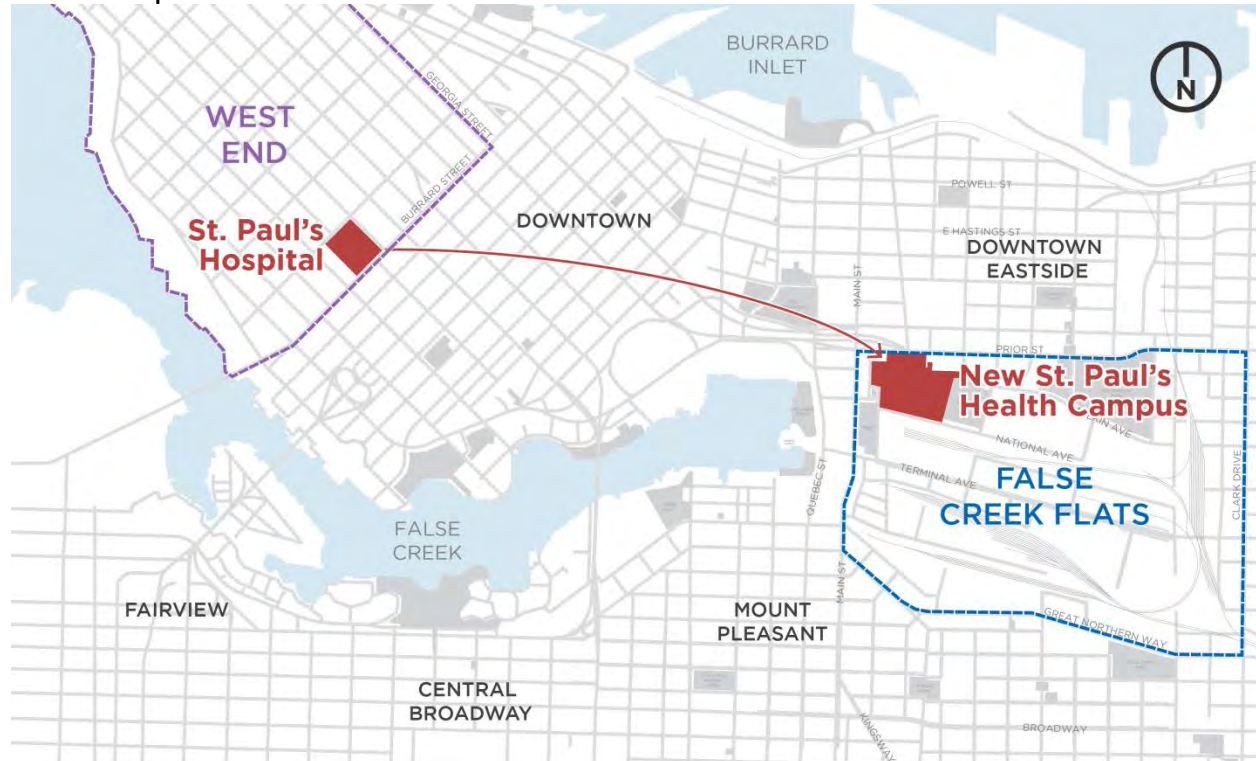
Developing a world-class health care, research and teaching facility in Vancouver represents an excellent opportunity to meet local and regional health care needs, and to achieve the economic and environmental objectives of the City's *Vancouver Economic Action Strategy*, *Greenest City 2020 Action Plan*, and *Healthy City Strategy*. The new St. Paul's aims to be a key institutional anchor for the Health Hub of the False Creek Flats, attracting health care, research and tech industries.

The new acute care hospital will be situated in close proximity to a vulnerable and health challenged population in the Downtown Eastside, which contributes a significant portion of St. Paul's Hospital's patients. The new St. Paul's will also be located in a highly accessible position to all residents of Vancouver and the Lower Mainland, with SkyTrain, bus and cycling facilities nearby.

The new St. Paul's Hospital will be a sustainable, disaster-resilient facility built to modern seismic standards, to ensure that it will continue to safely meet the needs of generations to come. The core hospital is anticipated to be delivered through a public-private partnership

(P3) procurement model, with construction commencing late 2019, and project completion estimated for 2024.

Map 1: Location of existing St. Paul's Hospital on Burrard Street and the proposed New St. Paul's Health Campus on the Station Street site



2. Station Street Site and Zoning

The Station Street site is owned by PHC and is located in the northwest corner of the False Creek Flats local area. The irregularly-shaped site is 18.5 acres (7.5 ha) in area – over three times larger than the current St. Paul's hospital site on Burrard Street.

The Station Street site is bounded by Station Street to the west, Prior Street and Malkin Avenue to the north, Trillium Park to the east, and National Avenue (easement) to the south. The site is in a highly accessible location, within a 5-minute walk (400 metres or less) of SkyTrain (Main Street-Science World Station), regional and international passenger coach and train services (Pacific Central Station) and bus services along Main Street and Prior Street. The site is also within close proximity to a number of established neighbourhoods, including Strathcona, Chinatown and City Gate and sits between two parks - Thornton Park and the regional sports fields unofficially known as Trillium Park.

The property was originally home to the Great Northern Railway Station which was demolished in 1965. It has been a vacant gravel lot for several decades, and is used for vehicle storage and staging for events and film crews from time to time. Map 2 shows the immediate site context.

Map 2: Station Street Site Context

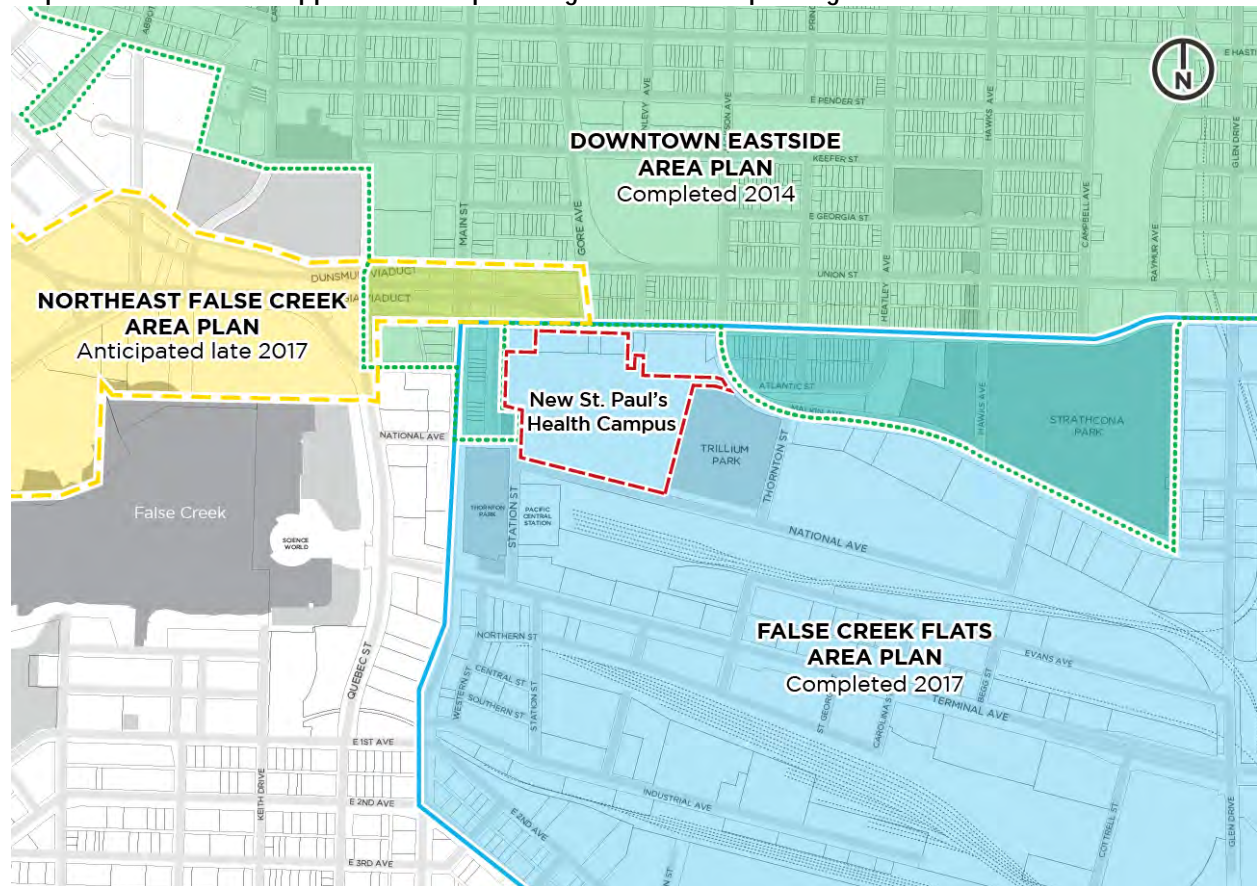


The site is made up of 6 industrial-zoned parcels (I-3 and I-2). Under existing zoning, the Station Street site could be developed to a maximum density of 3.0 FSR and maximum height of 18.3 metres (60 feet) with an opportunity to go to 30.5 metres (100 feet) under certain circumstances, subject to limitations of protected public views. Rezoning and development policies have been approved for the area, allowing general office uses.

3. Related Area Planning Processes

The Station Street site is significantly impacted by three other area planning processes (illustrated in Map 3) with respect to land use, transportation and socio-economic impacts: the Downtown Eastside Area Plan, the Northeast False Creek Area Plan and the False Creek Flats Area Plan.

Map 3: Other Council-approved area planning initiatives impacting the Station Street site



The Downtown Eastside Local Area Plan guides new development and the monitoring of social and economic impacts of change on the vulnerable residents and heritage neighbourhoods such as Chinatown. The development of the new St. Paul's Health Campus creates an opportunity for "low-threshold" employment for vulnerable or homeless residents, in keeping with the goals of the DTES Plan.

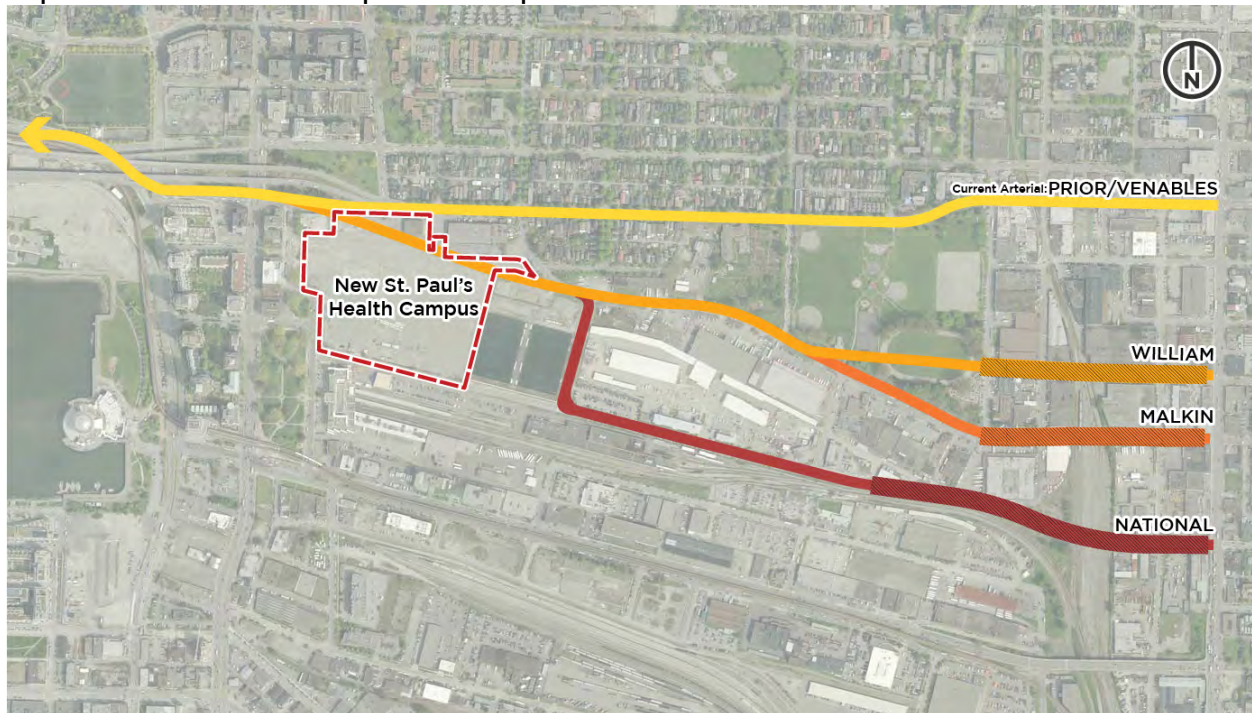
The Northeast False Creek Area Plan, currently underway, is considering replacement of the viaducts with an at-grade road network, and creation of a vibrant waterfront community, a large waterfront park, and new opportunities for affordable and market housing anticipated to help alleviate pressure on the surrounding communities. The at-grade street network to replace the viaducts will be an extremely important post-disaster connection between the Downtown and the new St. Paul's Hospital as it was noted by emergency service providers that emergency vehicles typically do not use the viaducts due to unreliable travel times and lack of connectivity.

The False Creek Flats Area Plan proposes to build upon the area's industrial potential to create a thriving, flexible and diverse economic district with 20,000 associated job opportunities. The new St. Paul's Health Campus will be a key institutional anchor within the 'Health Hub' sub area of the False Creek Flats Area Plan, and will play a vital role in the attraction and co-location of synergistic health care, research and technology industries and businesses. The proposed transportation structure plan (including street network upgrades

and the Walk-the-Line) will play an important role in helping the Station Street site re-integrate into the City grid and connect to the surrounding neighbourhoods and greenspaces.

In addition, the City is continuing to explore options for a new east-west arterial connection between Main Street and Clark Drive to replace the arterial function of Prior and Venables Streets such that it can be downgraded to a local-serving street. The site has been designed to accommodate any of the three alternate options currently under review (William St, Malkin Ave or National Ave) illustrated in Map 4.

Map 4: East-West Arterial Replacement Options



4. Policy Context

The City has a number of applicable Council-supported policies which guide the development of the new St. Paul's Health Campus. Some of the key policies include:

The Regional Context Statement Official Development Plan demonstrates how the City's existing plans and policies support the goals, strategies and actions identified in the Metro Vancouver Regional Growth Strategy, titled *Metro Vancouver 2040 - Shaping our Future*. The new St. Paul's site falls under the designation of Mixed Employment. These areas are intended for industrial, commercial, and other employment-related uses to meet the needs of the regional economy. Residential uses are not permitted in this area, and it was confirmed by Council in January 2016, that market or non-market residential use were not to be considered on the Station Street site, with the exception of "institutional health-related residential uses".

The Economic Action Strategy provides policies to enhance the City's economic performance over the coming years by providing a healthy climate for growth and prosperity, supporting

local business, new investment and global trade and attracting and retaining human capital. The new St. Paul's Health Campus, as part of the False Creek Flats 'Health Hub' area, provides a unique opportunity to establish a new centre for health care, research and innovation in the City, and is anticipated to attract significant new investment and human capital.

The *Greenest City 2020 Action Plan* outlines actions required to achieve a healthy, prosperous and resilient city, including strategies to promote green economic development, eliminate dependence on fossil fuels, promote green transportation options, utilize green building design and ensure everyone has access to nature, clean water and local food. The development of New St. Paul's provides an opportunity to deliver a number of these key green objectives on a brownfield, former industrial site.

The *Healthy City Strategy* is guided by the vision of a healthy city for all: a city where we create and continually improve the conditions that enable all of us to enjoy the highest possible level of health and well-being. All aspects of the design, construction and operation of the new St. Paul's will be developed with the concept of health and wellness at their core to achieve success in the Strategy's three focus areas: Healthy People, Healthy Communities and Healthy Environments.

The *City of Reconciliation Framework* provides goals and directions to strengthen our services and ongoing relationships with local First Nations and the urban Aboriginal community by incorporating Aboriginal perspectives into the City's work and decisions. The relocation of St. Paul's provides an opportunity to embrace and espouse the City of Reconciliation Framework. The future of health care at the new St. Paul's will be designed and delivered through on-going coordination and collaboration between PHC, VCH, First Nations Health Authority (FNHA), the local First Nations, the urban Aboriginal community, and other key agencies.

5. Clinical Services Planning Process and Outcomes

a. Public Engagement:

In February and March 2016, PHC and VCH reached out to the public to better understand the health care needs of the local community, with particular focus on the West End/Downtown and Downtown Eastside/Strathcona/False Creek communities. Outreach included a large number of stakeholder meetings, eight community forums and an online questionnaire.

Participants included direct service provider organizations, community advocates, special interest groups, frontline care providers, urban Aboriginal peoples and organizations, business owners, elected officials and local residents.

The eight community forums (four per neighbourhood) took place in two waves in February and March of 2016. Doctors, nurses and other representatives from PHC, VCH and the City of Vancouver were at the community forums to give participants first-hand access to the planning team and to allow PHC and VCH staff to hear directly from the community.

In the first wave of community forums, PHC and VCH provided an overview of the project, including vision, objectives, milestones, planning details and each organization's respective roles related to planning. Participants worked in facilitated groups and were asked to express what they are interested in and excited or concerned about as the planning moves forward.

In the second wave of forums, interests and topics expressed in the first wave were used for further discussion specifically focused on health care needs. Generally, participants provided feedback on what health care services they felt should be provided at the new St. Paul's Hospital and how they should be delivered, the design and access of the future site, community impacts and integration of the new site, and what health services should be retained in the West End/Downtown. Participants interested in urban planning and land use issues were encouraged to participate in the City's Policy Statement planning process.

b. Services at the new St. Paul's Hospital on the Station Street site:

PHC has proposed to move and operate all existing health programs and services provided at the current St. Paul's to the new site, including:

- Emergency services
- Medical surgical inpatient care
- Critical and high acuity care
- Maternity and newborn care
- Mental health and substance use care
- Ambulatory clinics
- Clinical support services
- Rehabilitation services
- Specialty services
- Surgical and interventional services
- Transition Centre (for discharged patients waiting for shelter space)
- Health information management
- Patient and family care services
- Operational support
- Research/teaching
- Mechanical/electrical plant
- Commercial
- All Nations space
- Healthcare Office
- Elder care programs
- Diagnostic imaging
- Pathology and lab services
- Public and semi-public open spaces

c. Services in the West End/Downtown

VCH provides a vast range of existing health care programs and services in the community for residents of all ages. VCH is working closely with PHC to ensure residents in Vancouver's West End/Downtown communities continue to have access to the health care services they need after St. Paul's Hospital relocates to the new Station Street site. VCH will continue their existing services, while expanding, enhancing and improving access to primary, home and community services to meet future needs, and to help reduce demand for hospital and residential care services.

Planned enhancements include a new City Centre Community Health Access Centre at 1128 Hornby Street, less than two blocks from the current St. Paul's Hospital. This new health care facility, estimated to open in early 2018, will integrate the services of the Three Bridges Community Health Centre (1292 Hornby Street) and the West End Mental Health Team (1555 Robson Street) into one location. With a 30 per cent increase in space for these facilities, VCH will be able to expand and serve more people in need in their home community of the West End/Downtown. The new centre will be open daily with an after-hours on-call service.

On-site services will include:

- Ambulatory care (e.g. outpatient IV treatment and wound care)

- Primary care Specialty services (e.g. maternity supports, immunization clinic, speech/language clinic)
- Mental Health and Substance Use Services (including psychiatrist, case managers, and group therapy)
- Youth services
- Home health services
- Specialized HIV care

In addition, VCH is significantly increasing outreach and community capacity in the West End/Downtown. Approximately \$2.2M has recently been approved to be invested in community health clinical services specifically for this community and approximately \$9M in added investment in Vancouver overall.

VCH is also partnering with the Vancouver Division of Family Practice (a not-for-profit community-based group of family physicians) to improve access to comprehensive primary care services 7 days a week, starting with seniors requiring complex care before expanding to include all of Vancouver's population. In addition, opportunities are being explored to increase access to family doctors for residents living in the West End. PHC and VCH have noted that they do not anticipate family practice services to move when St. Paul's Hospital relocates since family doctors and clinics operate independently from PHC and VCH to serve residents directly in their communities.

6. Policy Statement Planning Process Summary

A collaborative three-phase planning program was undertaken with PHC to prepare this Policy Statement, engaging residents, businesses and stakeholders through the process.

In the first phase, a set of 18 "Guiding Principles" were identified to guide site design. The draft Guiding Principles were shared at a public Open House in March 2016, and feedback was gathered through an online and hardcopy questionnaire. The open house attracted 142 participants and 719 questionnaire responses were received.

In the second phase, two "Development Concept Options" were prepared by the project design team based on the Guiding Principles identified in phase 1. Two open houses and three stakeholder workshops were held in June 2016 and the public were asked to provide feedback on the two concepts through a second questionnaire. In total, this phase included 373 open house participants, 47 workshop participants, and 806 questionnaire responses were received. In addition, the City's Urban Design Panel provided feedback on the concepts in a non-voting workshop in July 2016.

In the third and final phase, the PHC project design team synthesized public feedback with input from various technical stakeholder groups (e.g. health care providers, physicians, patients, staff) to develop a "Preferred Development Concept" for the site. Draft policies were developed to guide further refinement of the project through the subsequent Rezoning and Development Permit processes. The draft policies and a development concept were shared with the public at two open houses in May 2017 and a final questionnaire asked for general feedback. The open houses attracted 185 open house participants and 552 questionnaire responses were received.

Figure 1 illustrates the Policy Statement planning and consultation process. For more details on Public Consultation, see Appendix C.

Figure 1: Policy Statement Process



New St. Paul’s Hospital and Health Campus Policy Statement: Summary of key policies

The following is a summary of the Policy Statement (attached as Appendix A) which will guide the subsequent rezoning and development application processes for the Station Street site.

1. Site Structure

The site is structured around four new streets (New Arterial Street, New High Street, National Avenue and New Local Street) which divide the 7.4 hectare site into four parcels (Health Campus parcel and the supporting North, West and South parcels). Map 5 and Figure 2 illustrate the basic site structure and parcel sizes.

Map 5: Site Structure

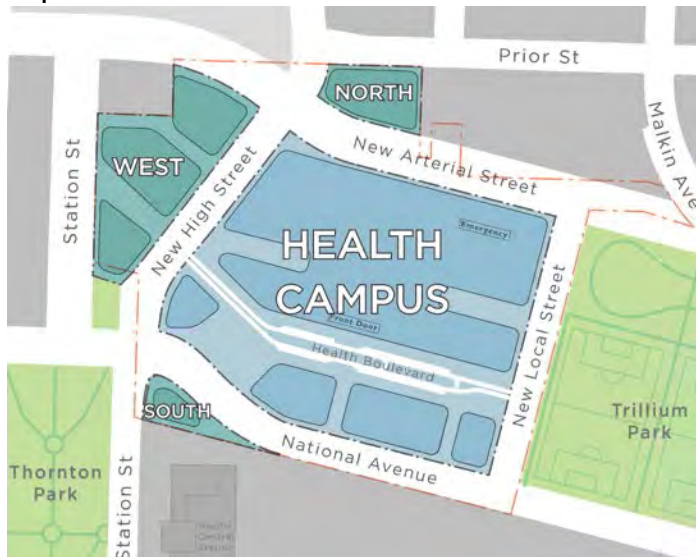


Figure 2: Estimate parcels sizes

Parcel	Approximate Parcel Area (sq.m.)
Health Campus	39,600
North	2,190
West	8,140
South	1,330
Sub-total	51,260
Streets	22,880
Site Total	74,140

2. Land Use

A wide variety of uses are permitted on the Health Campus parcel to provide flexibility for various health care programs and services, including Institutional, Office, Retail, Service, Cultural and Recreational, Parking, and Transportation and Storage uses.

The North, West and South parcels will provide supporting uses to help establish new St. Paul's as an innovation hub for health care, research and technology in the False Creek Flats. The uses supported on all three parcels include Institutional, Office, Retail, Service, and Cultural and Recreational uses.

In addition, Dwelling uses may be considered on the North parcel in the form of institutional health-related rental accommodation for hospital and health campus employees and researchers. A hotel is required on either the West or South parcels to help address the demand for short-term accommodation generated by the introduction of a hospital in an area with relatively few hotels. At-grade retail uses (e.g. cafés, shops, grocery stores, pharmacies, restaurants) are required along New High Street to provide an active, comfortable pedestrian experience.

3. Built Form and Density

The proposed built form of the new St. Paul's Health Campus includes significant site coverage and density in order to deliver a hospital and health campus with office, research, retail, service and hotel uses to support the core institutional uses, and room for future expansion. From the "inside out" the hospital will be programmed with its layout and design focused on patient experience and the efficient movement of patients, staff, visitors and goods/materials. Large floor plates and structures are required to accommodate the clinical and logistical needs of the hospital. From the "outside in" the site has been broken down into multiple buildings on four parcels connected to the city and its context by a network of streets and pathways. This helps to facilitate safe connections through the site and to its various destinations for patients, visitors and emergency vehicles.

Maximum building heights on the site are limited to between 58-64 metres (190-210 feet) by view cone 22 "Main St. at 6th to the North Shore". Taller, larger buildings will be focused towards the centre and south of the site, with transitions down in scale and form to create a respectful relationship with:

- the surrounding low-rise residential neighbourhood to the north (Strathcona);
- the mixed-use mid-rise commercial/residential to the west (along Main Street); and,
- the regional sports fields and Trillium Park to the east.

While many buildings on site are anticipated to be built to the maximum height under the view cone, consideration will be given at the rezoning stage to ensure access to sunlight for on-site open spaces, surrounding parks, adjacent buildings, and the planned development of the Main Street blocks in NEFC (north of the site).

On opening day, the floor area of the new St. Paul's Hospital is proposed to be approximately 136,900 square metres, roughly 37% larger than the current hospital. The additional floor space accommodates single-patient rooms, more healthcare offices and labs, and larger spaces to meet the modern requirements for efficient health care delivery. In addition, the

Policy Statement permits approximately 141,600 square metres of supporting uses and 11,700 square metres of future expansion space for the core hospital. Figure 3 provides a summary of proposed floor area and density by parcel at full build out.

Additional density may be considered on the North, West and South Parcels at the time of rezoning subject to exemplary performance in architecture, public space design and sustainability, and delivery of spaces for social enterprises and non-profits.

Figure 3: Floor Area and Density

Parcel	Approximate Parcel Area (sq.m.)	Approximate Floor Area (m ²)	Approximated Floor Space Ratio
Health Campus (full buildout)	39,600	220,000	5.6
North	2,190	6,500	3.0
West	8,140	57,000	7.0
South	1,330	6,700	5.0
Total - All Parcels	51,260	290,200	5.7

4. Open Space

Open spaces and public places will help establish the new St. Paul's at the core of the health hub of the False Creek Flats and be key to re-knitting the site back into the city fabric and connecting to adjacent neighbourhoods. They will provide access to nature and gardens, increase the urban tree canopy, and provide spaces that can promote the health, well-being and social connection of patients, visitors and staff.

The Station Street site will provide a variety of public, semi-public and private open spaces, including:

- **Civic plaza:** A large landscaped plaza as the key public open space and entry point to the site from the southwest.
- **Wellness Loop:** A fully-accessible, high amenity public linear open space surrounding the Health Campus parcel on an enhanced setback (may be partially realized on street right of way) connecting to the False Creek Flats Walk-the-Line route.
- **Semi-public and private rooftop open spaces:** Green spaces and healing gardens with managed access extending health care program to rooftop outdoor spaces.
- **Other open spaces:** Smaller courtyards and open spaces, possibly including an Aboriginal healing garden (subject to further consultation between PHC, the FNHA and other agencies).

5. Circulation and Transportation

The development of the Station Street site will include a new network of resilient and complete streets that will provide people the choice to access the health campus by their preferred mode of travel. The network will provide efficient access and accommodate all users, including emergency vehicles, pedestrians, cyclists, bus and HandyDart, taxis, private vehicles, and delivery and servicing vehicles. All new streets will have generous sidewalks, protected cycling facilities, an enjoyable public realm, and on-street parking in appropriate locations. Map 6 illustrates the location of new public streets, private lanes, protected cycling facilities, sidewalks, and potential accesses to underground parking.

Map 6: Circulation and Transportation



LEGEND

- | | | | |
|--|---------------------------------|--|-----------------------------|
| | Enhanced pedestrian paths | | Underground access |
| | Potential pedestrian connection | | Helicopter pad (rooftop) |
| | New protected cycling route | | Potential driveway |
| | Potential cycling connection | | Potential street connection |

New dedicated streets on site include:

- **New Arterial Street:** The site has been designed to accommodate the future replacement of the Prior/Venables arterial connection between Main Street and Clark Drive with a New Arterial Street connecting the current intersection of Main Street and Prior Street with the current intersection of Malkin Avenue and Thornton Street. Alternate alignments are continuing to be explored to the east (see Map 4), but all options share the same alignment through the St. Paul's site..
- **New High Street:** A central public realm spine for the site will link Gore Avenue to the north with Station Street to the south, focused on the pedestrian experience to anchor the retail and service uses that will animate the street.
- **National Avenue:** The current offset alignment at Station Street will be replaced with a regularized 4-way intersection and the street will be upgraded and dedicated to the City.
- **New Local Street:** A new street along the western edge of Trillium Park will connect New Arterial Street with National Avenue. The Wellness Loop and protected cycling facilities are all anticipated to be delivered along the east side of this right-of-way to create a pleasant, active transportation connection adjacent to the park.

The Health Campus parcel will include private streets and lanes for internal circulation, including:

- **Emergency Access Lane:** A dedicated access for emergency vehicles only connecting New Arterial Street and New Local Street in the northeast corner of the Health Campus Parcel.
- **Health Boulevard:** The central public vehicle access for the site connecting New High Street with New Local Street.

All parking and loading demand will be accommodated on site and will generally be located underground, with the exception of beneath the core hospital area to ensure post-disaster resilience. Some short term parking and passenger loading/drop-off may be provided at grade along the Health Boulevard and at the drop-off area for the Emergency Department. A rooftop helicopter landing pad may be provided, if necessary.

6. Sustainability, Resilience and Green Infrastructure

Established City policies require that all new large developments achieve very high levels of sustainability. Citywide policies identify strategies to promote green economic development, eliminate dependence on fossil fuels, promote green transportation options, utilize green building design and ensure everyone has access to nature, clean water and local food.

To achieve the goals and policies of the *Greenest City Action Plan 2020*, the new St. Paul's will be required to meet or exceed the current requirements of three key city policies at the time of rezoning: the *Green Building Policy for Rezoning*s, the *Rezoning Policy for Sustainable Large Developments*, and the *Healthy City Strategy*. The site will also be required to connect to a new low-carbon renewable energy centre to meet the goals of the *Neighbourhood Energy Strategy* and the *Renewable City Strategy*.

As a critical piece of the City's infrastructure, the new St. Paul's will play a key role in the improving the overall resilience of Vancouver, and will need to be a disaster-prepared facility with redundant and coordinated connections to utilities, networks and supply chains. The project will be designed and constructed to be resilient against natural disasters, including:

- Employing best practices and technologies to minimize damage to the structure and increase the reliability of continuous operation of critical services after a significant earthquake (e.g. base isolation technologies).
- Mitigating potential flood risks by building all habitable space and critical infrastructure roughly 0.5m above the City's minimum flood construction level (4.6 metres above sea level) and flood proofing underground parking.

As the first major project following the City's selection as a member of 100 Resilient Cities, PHC will work with the City's Resiliency and Risk Management staff through the subsequent rezoning and development permit processes to identify resilience vulnerabilities associated with the project and develop mitigation strategies to address the vulnerabilities.

7. Public Benefits

Developing a world-class health care, research and teaching facility in Vancouver represents an excellent opportunity to meet essential local and regional health care needs and achieve the City's economic, environmental and social objectives.

In cases of residential or office rezonings, the City could typically negotiate a Community Amenity Contribution (CAC) to address increased needs for amenities and services for the community. Due to the institutional nature of the project and the public objective of facilitating the hospital's relocation, it is anticipated that the new St. Paul's will provide public benefits on-site rather than as cash or off-site contributions. The following are examples of potential public benefits and social impact mitigation measures that may be considered by staff and brought forward as part of the rezoning process for Council's future consideration and, if approved, will be secured through rezoning conditions:

- Two childcare facilities
- Community Benefit Agreements that set targets for local employment and local procurement
- Community Use Agreement securing the part-time use of spaces by compatible, health-related community groups
- Inclusive and affordable retail spaces
- Affordable spaces for non-profits

8. Phasing and Implementation

The project is generally anticipated to be delivered in three phases:

1. Core hospital buildings and uses
2. Research and supporting mixed-use development
3. Future expansion areas

Policy Statement policies require that all critical infrastructure be delivered up front, and that the uses of phase two be delivered as soon as possible to support the core hospital. High quality open spaces are required as interim uses on future expansion spaces.

Strategic Analysis

1. Achieving the goals of the Regional Context Statement

The new St. Paul's Hospital will be a key institutional anchor in the Health Hub of the False Creek Flats Area Plan and will intensify Mixed Employment (as designated within the *Regional Concept Statement Official Community Plan* and *Metro Vancouver 2040 – Shaping our Future*). The health campus is estimated to provide 5000 to 5500 new jobs, and will drive economic growth and synergistic spin-off opportunities to help the False Creek Flats area meet their target to create 20,000 new jobs over the next 30 years.

Significant intensification of employment is anticipated in the Health Hub including a broad spectrum of uses including: laboratories, research centres, creative products manufacturing, high-technology, office and health care.

Comparable hospital and health campuses in other cities have historically incorporated co-located housing for workers, including fellowship and other research positions. PHC has noted that there has been difficulty in the past filling competitive positions due to high costs and lack of conveniently located housing in Vancouver. Therefore on-site rental housing for PHC employees and researchers has been identified as a core requirement for the health campus to ensure that they can compete on a global level.

To help PHC achieve its full economic potential, the draft *New St. Paul's Policy Statement* supports a modest amount of institutional health-related residential uses on the North Parcel in the form of secured market rental accommodation for hospital and health campus workers and researchers. This will require a minor amendment to the City's *Regional Context Statement Official Community Plan* if and when a rezoning application for the North Parcel is approved by Council.

2. Social Impact Assessment and Mitigation

The positive social benefits of developing a new state-of-the-art hospital to replace an inefficient, aging and seismically-vulnerable facility should not be understated. While new St. Paul's will provide a number of in-kind public benefits, the hospital itself will be a significant public benefit by providing a sustainable, resilient health platform for the City and the Province for the long term.

During the second phase of the planning process, the City engaged an independent consultant (CommunityIMPACT Consulting) to conduct a Social Impact Assessment (SIA) for the new St. Paul's hospital and health campus.

The SIA analyzed the intended and unintended social consequences of the move of St. Paul's, and proposed monitoring and mitigation measures to bolster positive impacts and mitigate negative ones. The move of St. Paul's to the Station Street site is just one of a number of drivers of complex change happening in this neighbourhood.

The SIA identified a number of impacts and mitigation measures which were thematically organized by the *Healthy City Strategy* goal areas. In particular, the SIA was critical to identifying the impacts and mitigation measures on site highlighted in Figure 4. Social impact mitigation measures will be secured through rezoning conditions.

A detailed summary of the Social Impact Assessment is included as Appendix D.

Figure 4: Summary of Potential Social Impacts, Mitigation Measures and Policies

Potential impact	Description of impact	Potential mitigation measure	Policy Statement policies
Childcare	Thousands of new jobs in the local area will significantly increase demand for childcare	Provide new childcare on site to principally meet the demands of hospital employees and potential help meet other employment demand	Two childcares are required on site
Housing supply and affordability	Increased pressure on housing stock by new, well-paying jobs	Consider rental housing for workers on site	Policies support limited "institutional health-related rental accommodations" on North parcel
Availability of short-term accommodation	Influx of new visitors and patients will increase pressures on limited local short-term accommodation options and SROs in particular	Include a new hotel on site to meet projected demands of new visitors and patients	Policies require delivery of a hotel and conference centre to address demand on site
Availability and affordability of local retail and spaces for non-profits	Development of new health campus could push out local affordable retailers (i.e. those meeting the needs of vulnerable populations and lower wage earners) or non-profits	Encourage provision of inclusive and affordable retail spaces and office or retail spaces for non-profits	Policies incentivize delivery of affordable retail and office spaces for social enterprises, non-profits and charities
Displacement of people, jobs and businesses	The development of St. Paul's and co-location of new people, jobs and businesses may displace existing vulnerable people and the employment and businesses they rely on	Work with the City find ways to employ vulnerable populations and procure goods locally and retain community assets	Community Benefit Agreements will set targets for local employment and local procurement. Public Benefits Strategy seeks to retain affordable spaces for NPOs and Social Enterprise

Potential impact	Description of impact	Potential mitigation measure	Policy Statement policies
Access to spaces for community use	The development could increase the demand for spaces in the local community for gathering, socializing and meeting	Provide free or affordable part-time access for the local community to multi-purpose spaces on site	Community Use Agreement required to provide part-time access to compatible health-related community groups
Services for vulnerable people and the Aboriginal population	St. Paul's is moving closer to the DTES which is largely made up of vulnerable individuals and a high urban Aboriginal population	Consider specialized services that respond to conditions of vulnerability in the community (e.g. mental health and substance use, renal, HIV/AIDS, seniors). Provide space for Aboriginal healing and wellness elements for the Aboriginal population (e.g. Aboriginal Healing and Wellness Centre)	Policies support delivery of an Aboriginal Healing and Wellness Centre (pending further consultation with FNHA and other agencies)

3. Emergency Planning Management

One of the major project challenges stems from the site's location with respect to seismic vulnerability, flood risks, and soil conditions and contamination. The applicant's geotechnical and structural engineers have identified structural solutions to successfully integrate disaster preparedness and resiliency considerations to the site.

To address seismic concerns, PHC advised that studies and soil testing have shown that there is bedrock below the site and deep-bored foundations are possible. To ensure that structures will be safe during and after an earthquake, soil densification techniques may be employed, such as vibro replacement (stone column) or deep soil mixing (coffer dam) techniques which have been used on similar projects throughout the lower mainland. Foundations may utilize similar building strategies used by the towers constructed in Southeast False Creek and Coal Harbour, such as deep basements with a raft bearing on the underlying ground or base isolation. All buildings will be required to comply with City of Vancouver Building By-Law and post-disaster building requirements. Specific strategies will be identified through the subsequent rezoning and development processes as site planning is finalized and detailed site investigation and engineering analyses are completed.

To address flood risks, PHC has stated that the Station Street site and all the facilities on the campus will be designed to meet or exceed the City of Vancouver flood construction levels,

coordinated with the latest municipal, provincial and national emergency management response plans. Typically, the logistics, parking and energy plant associated with an acute care hospital would be located underground. To ensure operation of the hospital in the case of a flood, the elements required for core hospital function will be located at or above grade based on best practices and lessons learned from the impacts of recent disasters such as Hurricane Sandy (2012) on the function of hospitals post-flood.

It should also be noted that the new hospital and health campus on Station Street will be better able to cope with potential serious emergencies than the existing St. Paul's. There will be more room to stage large emergency response, triaging and crowd management activities inside and outside of the hospital and health campus facilities.

4. Timing of Infrastructure

The general layout and program for the new St. Paul's Hospital and health campus has been designed to function regardless of which alignment for the arterial replacement of Prior Street is selected (William Street, Malkin Avenue or National Avenue). However, the delivery of New Arterial Street may be impacted by decisions and construction schedules for surrounding projects.

The foremost concern is that the proposed alignment of New Arterial currently passes through the City-owned blocks to the north where the viaducts come to grade, and a privately owned site with a warehouse built to the property line at 456 Prior Street. Although both of these sites are anticipated to be redeveloped in the relatively near future, the exact timing is unknown. In the subsequent rezoning processes, an interim transportation network will need to be identified to provide access to the hospital in the case that the development of St. Paul's occurs before these sites.

Implications/Related Issues/Risk (if applicable)

Financial

1. Public Benefits & Infrastructure

As the new hospital and health campus is a significant public benefit to the City and the region, additional CACs are not anticipated to be provided beyond the following potential in-kind public benefits being proposed on site, including:

Childcare Facilities - Two childcare facilities that serve infants, toddlers and 3-5 year olds are proposed to be delivered on site as public benefit. Staff will continue to work with PHC to explore cost-effective ways to deliver these facilities through the rezoning process. The estimated value of the two childcare facilities is \$17.5M.

Parks and Open Space - It is expected that roughly one hectare (2.2 acres) of open space will be proposed for delivery as public benefit. This includes the Civic Plaza, a linear open space for the Wellness Loop surrounding the Health Campus parcel and a variety of smaller at-grade courtyards and spaces. The details to secure these will be determined at the time of rezoning.

Transportation - It is expected that roughly one kilometre of new complete streets (including protected cycling facilities, generous sidewalks, public realm, and traffic signals), will be created as part of the development on the Station Street site. These new roads will be requirements secured at the rezoning stage, at which time the exact alignment, cross-section, and right-of-way will be determined. Any necessary off-site transportation improvements (i.e. new traffic signals) will also be determined at this time.

Utilities - The developer will be responsible for providing upgrades to existing utilities and any new utilities necessary to meet the demands of the proposed development, including waterworks, sewers and Neighbourhood Energy.

Human Resources/Labour Relations

2. Temporary Staff Resources

Pending Council approval of the *New St. Paul's Hospital and Health Campus Policy Statement*, PHC has indicated that they intend to initiate the rezoning application process immediately following. Similar to the Policy Statement planning process, PHC has requested that dedicated staff facilitate the rezoning process for the Station Street site.

As a major project rezoning, the new St. Paul's on the Station Street site will require enhanced public consultation and a complex enactment process (including street dedications, new services and utilities and on-site public benefits). This report requests that a cost-recovery contribution of \$1,507,000 be accepted from PHC to augment the staff and resources necessary to prioritize the application and complete the process. This amount will be accepted in lieu of the standard rezoning fee as calculated per Section 3(d) of Schedule 2 of the Zoning and Development Fee By-Law.

CONCLUSION

The draft New St. Paul's Policy Statement has been prepared following an extensive planning process involving City staff, PHC and their consultants, the local community and other stakeholders. Staff believe that the Policy Statement will guide a development that meets the interests of the community and provides the ability for PHC to meet future local and provincial health care needs. The Policy Statement also embodies City priorities and targets around sustainable and resilient development. The next stage of planning will involve working within the framework established by the Policy Statement to consider an application to rezone the site.

* * * * *



New St. Paul's Hospital and Health Campus Draft Policy Statement

June 7, 2017

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1.0 INTRODUCTION

A Policy Statement is a planning tool used by the City of Vancouver (“the City”) to establish general planning principles and policies that will guide future development of a large site. In January 2016, City Council endorsed a planning program for the new St. Paul’s Hospital and health campus (“new St. Paul’s”) site at Station Street in Vancouver’s False Creek Flats. The planning program ran from January 2016 to June 2017. It identified and evaluated new policies for the redevelopment of the site as a hospital and health campus.

1.1 ROLE OF THE POLICY STATEMENT

The policies within this document will guide the future rezoning process for this site. Policies are intended to be clear and robust, as well as flexible enough to accommodate a variety of detailed plans or design solutions to be refined at the rezoning stage. They were created through a comprehensive planning process that included consultation with the surrounding community and key stakeholders as well as collaboration with Providence Health Care (PHC), a Vancouver-based not-for-profit society that owns and operates the St. Paul’s Hospital.

Policies guide the following topics: land use; built form and density; open spaces; circulation and transportation; sustainability, resilience and green infrastructure; public benefits; and implementation and phasing. Each topic is introduced with background information, outlining key issues and context.

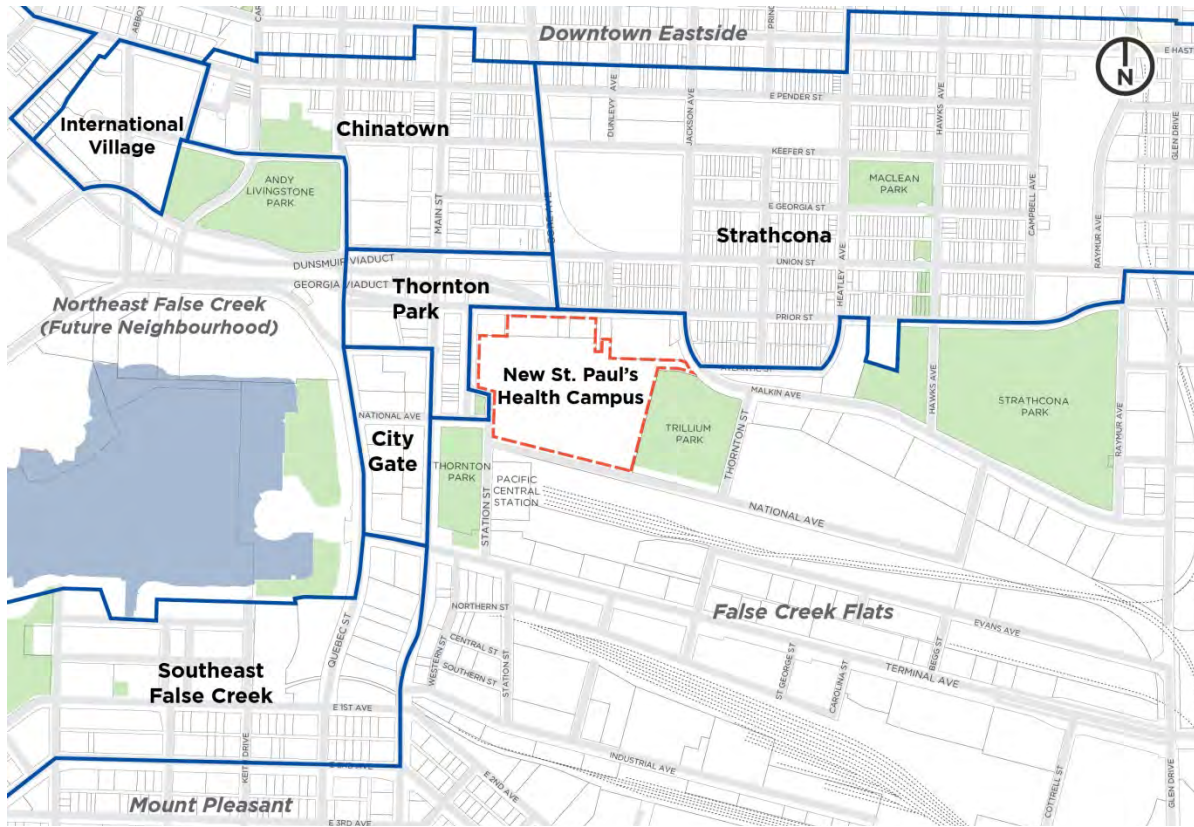
All existing Council policies, including the *False Creek Flats Area Plan*, are applicable to redevelopment of the site.

1.2 SITE DESCRIPTION AND CONTEXT

The site is owned by PHC and located in the northwest corner of the False Creek Flats local area, less than three kilometres from the existing St. Paul’s Hospital site on Burrard Street. The large, 7.4 hectare (18.3 ac) site is bordered by Station Street, National Avenue, Trillium Park, Malkin Avenue, and Prior Street. Currently the site remains a bare, gravel lot with only one publicly-accessible connection along its southern edge connecting National Avenue to Station Street via an easement.

The site is in a highly accessible location, near the Strathcona, Chinatown, Downtown Eastside, Thornton Park, City Gate and Southeast False Creek neighbourhoods, as well as the future Northeast False Creek neighbourhood. It is within easy walking distance of bus and rapid transit services as well as regional and international passenger coach and train services at Pacific Central Station. (See Maps 1-1 and 1-2.)

Map 1-1: 2016 Context Map for the new St. Paul's



Map 1-2: 2016 Immediate Context Map for the new St. Paul's site



Figure 1-1: Extract from 'An Indian Map of Vancouver'



Source: Mary Jessiman, "An Indian Map. Vancouver," 1936. (City of Vancouver Archives, AM1594-: MAP 51)
 Note: Approximate location of the new St. Paul's site indicated near Kiwahusks (Two points opposite) and Skwachice (Deep hole in water).

Figure 1-2: Illustration of False Creek Flats (1898)



Source: "Panoramic View of the City of Vancouver, British Columbia, 1898" (City of Vancouver Archives, AM1594-: MAP 547).

Figure 1-3: Great Northern Station (left) and Pacific Central Station (right) (c. 1919-1925)



Source: "Union Station and Canadian National Railways Station" (Albertype Company/Library and Archives Canada/PA-031692).

Figure 1-4: Thornton Park, Great Northern Station (left) and Pacific Central Station (right)



Source: Bruce Ledingham, "The eastern end of False Creek in the 1920s, looking east," in *Vancouver: The Way it Was* (Michael Kluckner), p 93.

Figure 1-5: The site in 2016 from the same view



Source: Google Maps (2016).

1.3 HISTORICAL CONTEXT OF THE NEW ST. PAUL'S SITE

The Station Street site was once part of the tidal flats at the end of False Creek. First Nations villages were located along the historic shoreline, and each of the local First Nations – Musqueam, Squamish, and Tsleil-Waututh – have names and stories about the area. (See Figures 1-1 and 1-2.)

In 1913, to accommodate demand for industrial land, the City of Vancouver approved a plan to fill the tidal flats to support rail yards and other industrial uses. Two train terminals were built in the area – the Great Northern Station (formerly located on the Station Street site) and the Canadian Northern Railway Station (still in operation as Pacific Central Station). (See Figure 1-3 and 1-4.) Between WWI and WWII, these stations were a major focus of transportation to and from Vancouver. With reduced demand for rail travel and shipping after WWII, the Great Northern Railway Station ceased operating and was eventually demolished in 1965.

In the late 1960s, a new freeway plan was proposed to connect Vancouver more directly to the Trans-Canada Highway to the east and west, and to Highway 99/I-5 to the south. The freeway plan was opposed by residents and ultimately abandoned, but not before Hogan's Alley (immediately north of the Station Street site) was demolished to make way for the Georgia and Dunsmuir viaducts. (See Figure 1-5 for a current view of the site context.) For further information including additional historical context, refer to the *Eastern Core (False Creek Flats) Statement of Significance* prepared by Donald Luxton and Associates (April 2013).

1.4 ST. PAUL'S HOSPITAL

1.4.1 THE CURRENT HOSPITAL ON BURRARD STREET

In 1894, the Sisters of Providence founded the St. Paul's Hospital, a 25-bed "cottage" on the path to English Bay. It was the first hospital to provide medical care to the 14,000 people living in the growing town of Vancouver. In 1912, the hospital moved to the Burrard Street site, where it is now located, bounded by Burrard Street, Thurlow Street, Comox Street and Davie Street. The historic building is listed on the Vancouver Heritage register as a Class A (Primary Significance) building.

St. Paul's has become a renowned acute care, teaching and research hospital, serving more than 174,000 patients annually who account for 500,000 annual visits. Patients come from the local community and all over BC for specialized care; approximately 40 per cent of visitors come from outside of Vancouver.

St. Paul's is recognized as a global leader in treating complex health care needs, including care for the majority of Vancouver's higher risk populations. It provides a diverse range of specialized programs and services, some unique to B.C., including heart and lung risks and illness, specialized needs in aging, kidney risks and illness, HIV/AIDS, mental health, addiction and urban health issues, as well as numerous surgical specialties and emergency and critical care. St. Paul's has a partnership with the University of British Columbia (UBC) and other BC post-secondary institutes that focuses on integrating research, education and training into its care models.

1.4.2 REDEVELOPMENT ON THE NEW ST. PAUL'S SITE

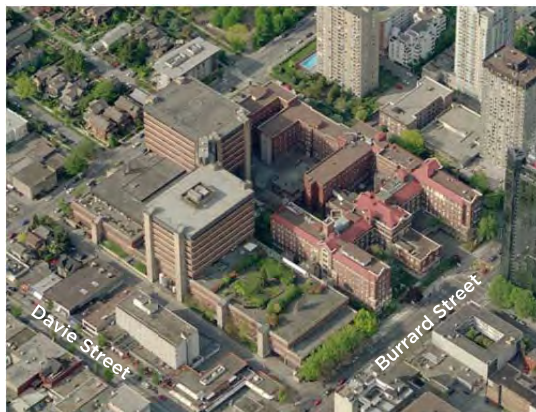
The current St. Paul's Hospital on Burrard Street (See Figure 1-6) has been expanded and renovated numerous times to meet changing health care needs but the facility is no longer able to provide modern and efficient patient-centred care. While PHC had previously explored a number of options to rebuild St. Paul's at its current location, it was determined that redevelopment on-site was not feasible in terms of meeting health care demands and best practices, and would be a poor investment of health care dollars.

In April 2015, PHC and the provincial government announced plans to establish a new state-of-the-art hospital and health campus on a vacant site on Station Street in the False Creek Flats (See Map 1-3). The new St. Paul's responds to the Ministry of Health's strategic priorities, which call for a greater focus on patient-centred care and better coordinated health services, where and when people need them most.

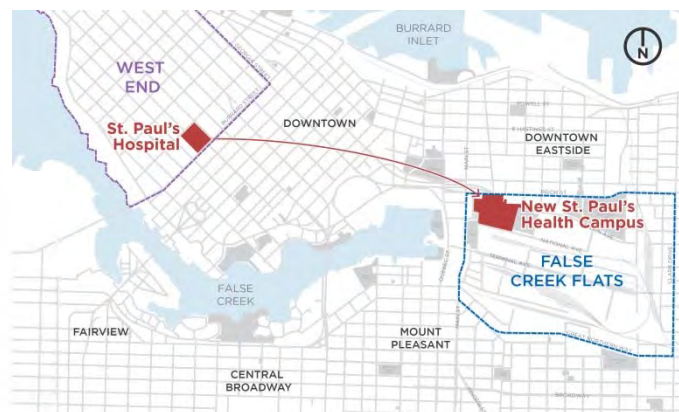
In 2016, a Clinical Services Plan for the new St. Paul's was completed by PHC in partnership with Vancouver Coastal Health (VCH) to: forecast future clinical needs and volumes, identify the programs and services to be established at the new St. Paul's health campus, and recommend opportunities to transform health care. The development of this plan included comprehensive engagement with health professionals, patients, and impacted communities through community forums, stakeholder meetings and an online survey. The Clinical Services Plan confirms that the new St. Paul's will continue to be a full-service hospital, providing general and specialized services to the local community and patients from all over BC. All existing programs and services offered at the present location on Burrard Street will be offered at the new St. Paul's site. It will still offer acute, emergency and critical care, as well as a diverse range of surgical specialty programs.

The new St. Paul's Hospital will be connected and integrated with primary care and community health services and support programs - both on the Station Street site and in the broader community - in partnership with VCH and other providers, to meet continuing needs of patients from throughout BC and the local communities. St. Paul's will remain an adult academic health sciences centre - one of BC's most specialized health care research, teaching and learning institutions. Research and teaching will be integrated throughout the campus to enable care providers and researchers to work side-by-side to drive innovation, pioneer new models of care and rapidly bring medical breakthroughs to patients in hospital and in the community. Current goals are for construction of the new hospital and health campus to begin in 2019, with project completion targeted for 2024.

Figure 1-6: St. Paul's on Burrard St.



Map 1-3: Site locations: current and new St. Paul's

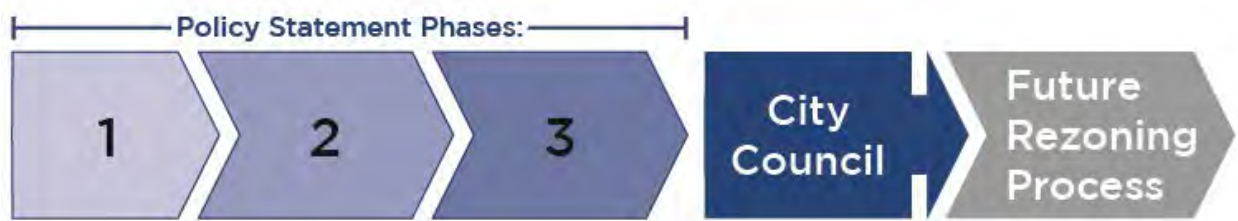


1.5 POLICY STATEMENT PROCESS

In January 2016, City Council approved a planning program for the new St. Paul's Hospital and health campus site on the Station Street site. Council asked Staff to bring forward for Council consideration policies to guide site planning and assess future rezoning and development applications. Staff were directed to lead a comprehensive consultation process for the new St. Paul's site that coordinated with related current City of Vancouver planning processes, the clinical planning of PHC/VCH, as well as the work of relevant community stakeholders and processes.

To achieve these goals, staff developed a three-phase planning program to bring this Policy Statement to Council:

Figure 1-7: Simplified planning process for the Policy Statement



Phase 1 – Guiding Principles: A set of 18 Guiding Principles were identified to guide site design. The draft Guiding Principles were shared at a public Open House in March 2016, and feedback was gathered through an online and hardcopy questionnaire.

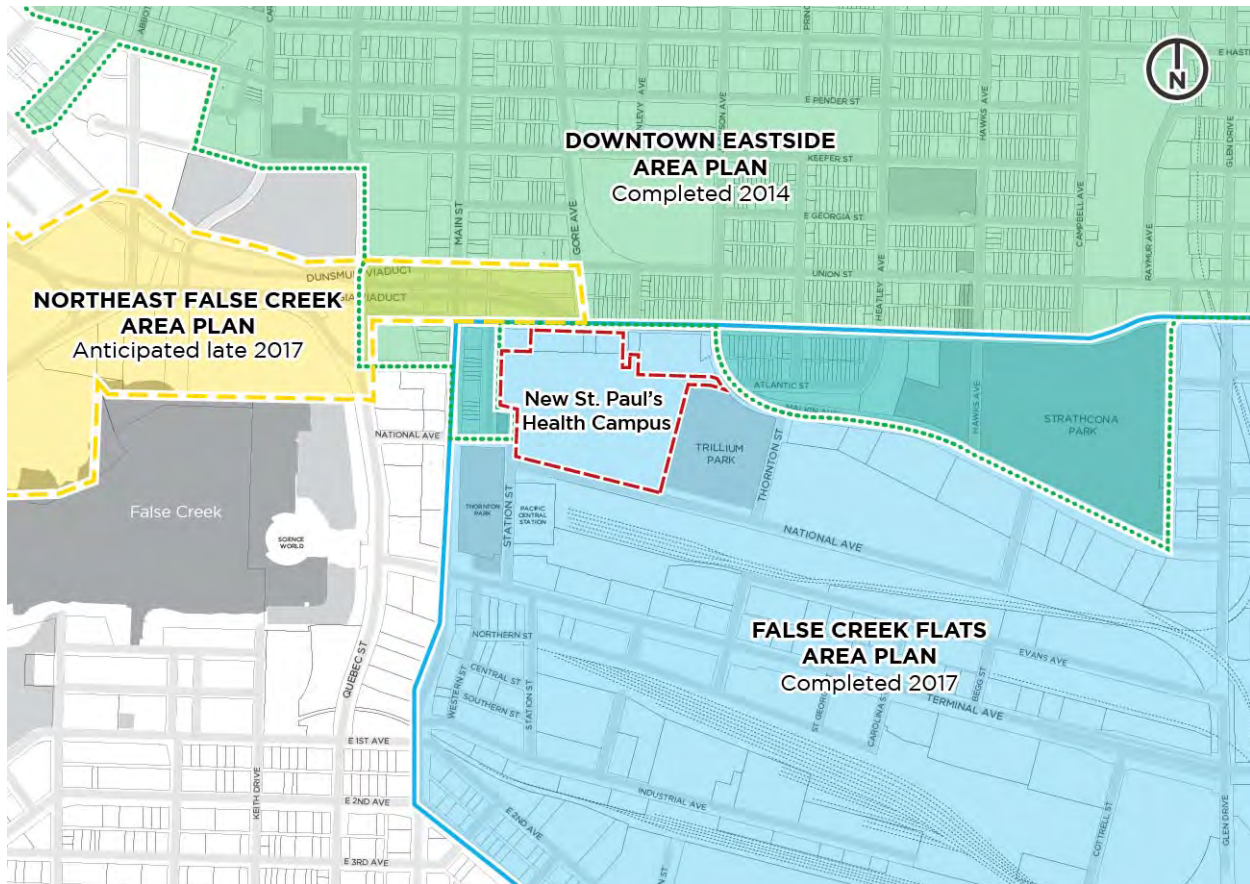
Phase 2 – Development Concept Options: Two Development Concept Options were prepared by the project design team based on the Guiding Principles identified in phase 1. Two open houses and three stakeholder workshops were held in June 2016 and the public were asked to provide feedback on the two concepts through a second questionnaire.

Phase 3 – Preferred Development Concept and Draft Policy: In the third and final phase, the PHC project design team synthesized public feedback with input from various technical stakeholder groups (e.g. health care providers, physicians, patients, staff) to develop a “Preferred Development Concept” for the site. Draft policies were developed to guide further refinement of the project through the subsequent Rezoning and Development Permit processes. The draft policies and a development concept were shared with the public at two open houses in May 2017 and a final questionnaire asked for general feedback.

1.6 RELATED AREA PLANNING PROGRAMS

The Station Street site is significantly impacted by three other area planning processes with respect to land use, transportation and socio-economic impacts: the *Downtown Eastside Area Plan*, the *Northeast False Creek Area Plan* and the *False Creek Flats Area Plan*. (See Map 1-4.)

Map 1-4: Area planning programs that relate to the new St. Paul's policy planning process



1.6.1 DOWNTOWN EASTSIDE PLAN (2014)

The *Downtown Eastside Plan* was approved by Council in 2014 and is currently being implemented. It provides policy guidance to areas north, west and east of the new St. Paul's site. It contains policies to monitor social and economic impacts on vulnerable residents in the Downtown Eastside, and on heritage neighbourhoods including Chinatown and Strathcona. It promotes the neighbourhood 'fit' of new development and creation of low-threshold employment opportunities.

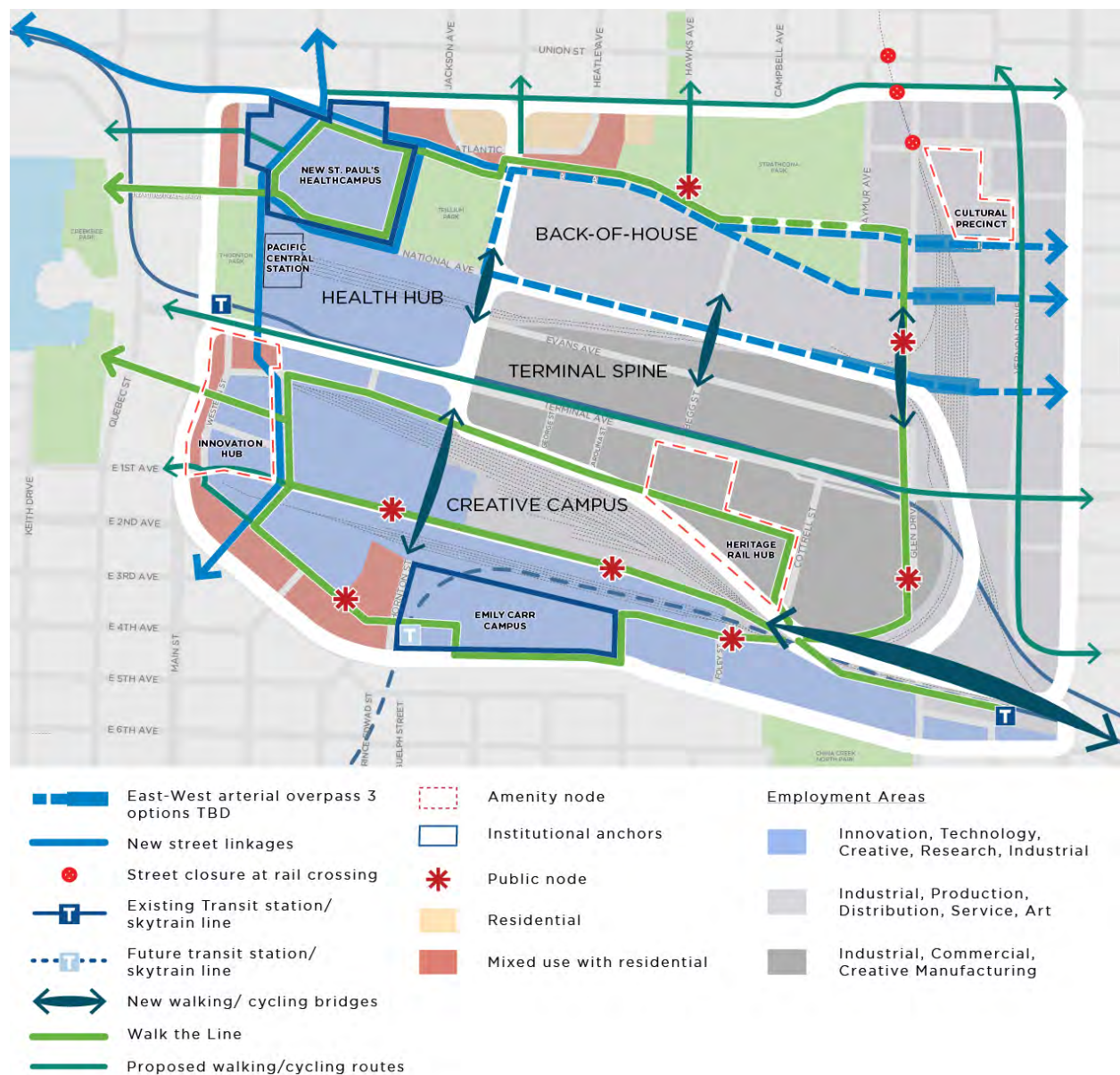
1.6.2 FALSE CREEK FLATS AREA PLAN (2017)

The new St. Paul's anchors the 'Health Hub' sub-area of the *False Creek Flats Area Plan* as a centre for health-related services and research. The site is part of the transportation and open space plans for the False Creek Flats, including an emerging concept called Walk the Line. Walk the Line is a pathway for walking and cycling which extends the experience of the False Creek seawall (Seaside Greenway)

eastward in a loop that generally references the historic shoreline and existing rail-lines, to connect unique areas of interest and amenity hubs throughout the Flats.

Separate but related to the *False Creek Flats Area Plan*, the *Prior/Venables Arterial Replacement Project*, is to identify a new arterial alignment to grade-separate the rail crossing and to downgrade Prior and Venables Streets to local-serving streets. Although an overall decision has not been made on the preferred alignment through the Flats (William Street, Malkin Avenue, or National Avenue), the alignment through the new St. Paul's site has been determined for this Policy Statement and is consistent across the options under consideration (For further details, see Section 6.) Map 1-5 shows elements of the False Creek Flats Plan, including the proposed route for Walk the Line and the arterial options being considered.

Map 1-5: False Creek Flats Area Plan – Structure Plan

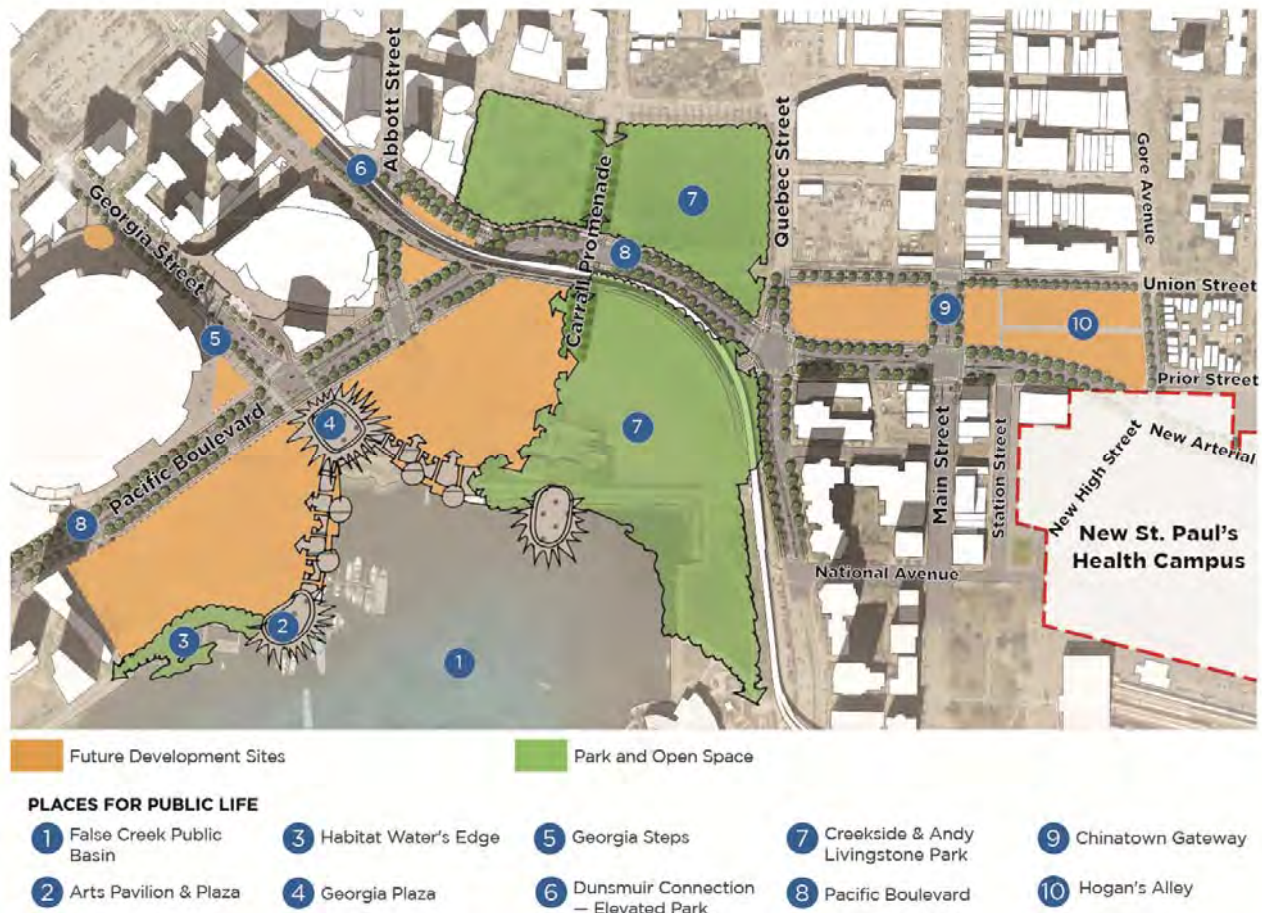


1.6.3 NORTHEAST FALSE CREEK PLANNING PROCESS (ESTIMATED 2017)

The new St. Paul's site is adjacent to the Northeast False Creek Planning Area. Planning is underway for the replacement of the viaducts with a vibrant new mixed-use waterfront community, a large waterfront park and new places for public life (See Map 1-6). New services and mixed-income housing can serve and complement the institutional uses and services of the new St. Paul's. The replacement of the viaducts with a new street network represents an opportunity to create an important post-disaster connection between the Downtown and the new St. Paul's Hospital.

The Northeast False Creek planning program will guide the design for the Main Street blocks northwest of the new St. Paul's site. The Main Street blocks are anticipated to include mixed-use development with housing and place-making opportunities. As part of the development on these blocks, the meaningful recognition of Hogan's Alley provides the opportunity to acknowledge the history of displacement on this site, and provide a central space for black history and culture, porters and rail history, First Nation, and the many other cultures that were part of this neighbourhood before the viaducts.

Map 1-6: Northeast False Creek Planning Area



1.7 APPLICABLE COUNCIL-APPROVED POLICIES

Along with the opportunity to meet essential local and regional health care needs, the new St. Paul's represents an opportunity to achieve the economic, environmental and social objectives of the City's *Regional Context Statement Official Development Plan, Vancouver Economic Action Strategy, Greenest City Action Plan, Healthy City Strategy* and *City of Reconciliation Framework*.

1.7.1 REGIONAL CONTEXT STATEMENT OFFICIAL DEVELOPMENT PLAN (2013)

The *Regional Context Statement Official Development Plan* demonstrates how the City's existing plans and policies support the goals, strategies and actions identified in the Metro Vancouver Regional Growth Strategy, titled *Metro Vancouver 2040 – Shaping our Future*.

The new St. Paul's site falls under the designation of Mixed Employment. These areas are intended for industrial, commercial, and other employment-related uses to meet the needs of the regional economy. Residential uses are not permitted in this area with the exception of "institutional health-related residential uses".

1.7.2 VANCOUVER ECONOMIC ACTION STRATEGY (2011)

The *Economic Action Strategy* (produced by Vancouver Economic Commission) is a focused plan for the City to enhance its economic performance over the coming years. The vision for this *Strategy* is a high performing economy with thriving growth sectors, and strengthening the city as both a destination and producer of global investment and talent. It focuses on three critical aspects for managing the economy:

1. A Healthy Climate for Growth and Prosperity.
2. Support for Local Business, New Investment and Global Trade.
3. A Focus on People — Attracting and Retaining Human Capital.

The new St. Paul's is key to helping the False Creek Flats achieve the goals of the *Economic Action Strategy* by fostering new jobs and economic activity in the green technology, innovation, health, creative, education and research industries.

1.7.3 GREENEST CITY ACTION PLAN (2011; UPDATED 2015)

The *Greenest City Action Plan* outlines actions required to achieve a healthy, prosperous and resilient city. It identifies strategies to promote green economic development, eliminate dependence on fossil fuels, promote green transportation options, utilize green building design and ensure everyone has access to nature, clean water and local food. The plan calls for compact, complete communities which promote walking and cycling, and are well-served by services, amenities and green space. Furthermore, the plan promotes the development of neighbourhood-scaled renewable energy systems, green construction and carbon-neutral buildings, with a focus on reducing carbon to mitigate against climate change.

A number of recently approved City strategies and plans support *Greenest City Action Plan* goals. These include: *Transportation 2040* (2012), *Neighbourhood Energy Strategy* (2012), *Climate Adaptation Strategy* (2012), *Food Strategy* (2013), *Rezoning Policy for Sustainable Large Developments* (amended

2014), *Urban Forest Strategy Framework* (2014), *Renewable City Strategy* (2015), *Green Jobs Roadmap* (2015), and *Citywide Integrated Rainwater Management Strategy* (2016).

The new St. Paul's will embody many of the goals in the *Greenest City Action Plan* and related strategies including climate leadership, green buildings, green transportation, zero waste, access to nature, lighter footprint, clean air and local food.

1.7.4 HEALTHY CITY STRATEGY (2015)

The *Healthy City Strategy* is guided by the vision of "A Healthy City for All: A city where together we are creating and continually improving the conditions that enable all of us to enjoy the highest level of health and well-being possible." The Strategy has three focus areas:

1. **Healthy People:** Our health and well-being begins with basic needs such as clothing, shelter, food, transportation, and employment. We need ways to express ourselves, to be safe and included, have access to supportive services, and to learn and grow.
2. **Healthy Communities:** Community connections build a healthy city. Working together makes us resilient and sustainable. We enjoy better health when we connect with our neighbours and are engaged in our communities.
3. **Healthy Environments:** Environments that are ecologically, economically and socially sustainable directly impact our physical and mental health. The built environment, networks of movement, natural spaces, biodiversity, and freedom from pollution are key to building a healthy city.

The new St. Paul's will be fundamental to achieving a healthy city for all. It will provide enhanced health care services to meet the needs of people, provide spaces and services to foster connections within the community and introduce a sustainable natural and built environment for the local community and visitors to learn, grow and heal.

1.7.5 CITY OF RECONCILIATION FRAMEWORK (2014)

The City of Vancouver was designated a City of Reconciliation in 2014. The Framework seeks to further strengthen our services and ongoing relationships with the Musqueam, Squamish, and Tsleil-Waututh First Nations, and urban Aboriginal communities. It provides goals and directions to:

- Form a sustained relationship of mutual respect and understanding with local First Nations and the urban Aboriginal communities, including key agencies.
- Incorporate a First Nations and urban Aboriginal perspective into our work and decisions.
- Promote Aboriginal peoples arts, culture, awareness, and understanding.
- Provide services that benefit members of the First Nations and urban Aboriginal communities.

Policies in this document reflect these goals and recognize that their fulfilment will require further consultation, in coordination with PHC, with local First Nations and urban Aboriginal communities.

The City has also committed to implementing the Truth and Reconciliation Commissions Calls to Actions, with a key area focussing on the creation of Aboriginal Healing and Wellness Centres, and the provision of culturally appropriate health care to Aboriginal patients.

PHC, in its engagement with Aboriginal communities, has committed to incorporating key program supports, staff training, traditional health care practices and cultural design elements that will enhance the experience of all patients and visitors on the campus. (See Sections 3 for further details on Aboriginal related program and design features).

2.0 GUIDING PRINCIPLES

The following high-level principles for the development of the new St. Paul's were formulated by City staff with input from PHC and the general public and form the basis for the more-detailed policies in Sections to follow.

Community Building and Site Planning

Guiding Principles		See Section(s)
Integrate the health campus	Organize the new St. Paul's Hospital and health campus around well-connected public spaces that integrate into the city and adjacent neighbourhoods.	4: Built Form and Density 5: Open Spaces
Enhance neighbourhood commercial activity	Locate and design new retail and commercial developments that serve the local community and bring activity and liveliness to existing and new city streets. Provide opportunity for existing businesses on Main Street and adjacent areas to benefit from new development and activity on the site.	3: Land Use 4: Built Form and Density
Provide community amenities	Provide and enhance community amenities (e.g. open space, recreation facilities, childcare, cultural spaces) in accessible locations close to transit to support visitors and workers of the new health campus, and those in adjacent neighbourhoods.	5: Open Spaces 8: Public Benefits
Benefit the local community	Maximize socio-economic improvement through community benefit agreements, social procurement and local employment opportunities during and after construction. Monitor the social impacts that the development will have on local vulnerable populations and consider services for homeless and low-income populations.	8: Public Benefits
Transition in scale and form	Consider public views and respect view cones. Respond to the scale of Pacific Central Station and Main Street with edges that frame Thornton Park. Transition down in form and scale to the existing neighbourhoods to the north and Trillium Park to the east.	4: Built Form and Density
Support health-related residential uses	Because the site is designated as a mixed employment area, no new residential uses will be permitted, with the exception of short-term accommodation (e.g. hotel) and/or institutional health-related residential uses (e.g. residential uses for complex care or care of the frail elderly).	3: Land Use

Open Spaces and Public Places

Guiding Principles		See Section(s)
Celebrate local history and the original shoreline	Reflect the histories of the site (i.e. the original False Creek shoreline, First Nations history, Hogan's Alley, the Great Northern Station and industrial history) through building placement and design, public space design and public art.	5: Open Spaces
Create healthy open spaces and enhance the urban forest	Embrace health-centred approaches to open space design, providing a variety of public places that foster social interaction and promote wellness. Manage rainwater in the design of open spaces and support Vancouver's Urban Forest Strategy by retaining the existing significant trees on the site and planting new legacy trees in open spaces and on streets.	5: Open Spaces 7: Sustainability, Resilience and Green Infrastructure
Create a Wellness Link	Create a Wellness Link (i.e. a walking and potentially slow-cycling pathway) through the site with open spaces along the way to sit and rest. The pathway should connect Thornton Park with Trillium Park and beyond to places of interest in adjacent neighbourhoods. The Link would be part of a longer walking and cycling route connecting the False Creek Flats and the historic shoreline with the Seawall and False Creek.	5: Open Spaces 6: Circulation and Transportation

Mobility and Connections

Guiding Principles		See Section(s)
Connect the city fabric	Integrate the hospital and health campus into a city-serving street network connecting new and existing streets that form the backbone for development.	6: Circulation and Transportation
Mobility for all ages and abilities	Reflecting the goals of the <i>Transportation 2040 Plan</i> , new and existing transportation connections will accommodate all modes of travel and give priority to people of all ages and abilities who walk, cycle and take transit. East-west and north-south connections across the site should integrate into a broader walking and cycling system for the False Creek Flats. Accessibility will be a priority in all aspects of site and building design. Vehicle circulation, drop-off and parking should be addressed so that those who must drive or be driven are able to access hospital services.	6: Circulation and Transportation
Plan for emergency vehicles and helicopters	Accommodating the efficient movement of emergency vehicles will be a crucial consideration. Connections will be considered in consultation with the public, immediate neighbourhoods, Fire and Rescue Services, and our government partners (e.g. BC Emergency Health Services, Transport Canada). Noise impacts on adjacent neighbourhoods from sirens and helicopters should be considered and addressed where possible.	6: Circulation and Transportation 7: Sustainability, Resilience and Green Infrastructure
Improve transit connections	Work with TransLink to ensure the new St. Paul's site is strongly integrated into the overall transit network, with efficient connections to downtown and the West End.	6: Circulation and Transportation

Sustainability

Guiding Principles		See Section(s)
Rezoning Policy for Sustainable Large Developments	The redevelopment of the site will meet or exceed the City's <i>Rezoning Policy for Sustainable Large Developments</i> , including sustainable site design, access to nature, sustainable food systems, green mobility, rainwater management, zero waste planning, and low-carbon energy supply. All buildings should demonstrate leadership in energy conservation and indoor air quality following a standard such as LEED or Passive House.	7: Sustainability, Resilience and Green Infrastructure
Regenerative approach and visible green elements	A holistic and regenerative approach to health will underlie all aspects of the site development, considering people, community facilities, food, transportation, energy, water and ecology. Buildings will have visible and educational green elements.	
Renewable energy	Explore opportunities to use low-carbon energy, including on-site integration of an energy centre to serve the hospital campus and adjacent neighbourhoods.	
Disaster preparedness	Design and construct new buildings, streets, and infrastructure to the appropriate standards in preparation for disasters, including earthquakes, flooding and fire, consistent with best practices.	
Climate resilience	Design and construct new buildings, streets, and infrastructure for resiliency and adaptation to climate change impacts, including sea-level rise, increased rainfall, and higher temperatures.	

In addition, PHC has their own principles which were employed in the preparation of the development concept for the site. For details, see Section 10: Illustrative Development Concept.

3.0 LAND USE

This Section provides guidance on the mix of land uses that will help fulfil health care needs and integrate the new St. Paul’s into the community. Special consideration has been given to accommodating significant buildings, as well as ensuring adequate flexibility for future uses, as required within a health care setting. Interim uses on expansion areas are described in Section 9. Any changes to zoning are subject to approval by Council following a public hearing.

3.1 BACKGROUND

3.1.1 PARCELS

The new St. Paul’s site is structured around four parcels (See Map 3-1). The Health Campus parcel is anticipated to accommodate the new St. Paul’s Hospital and PHC’s health care program, along with supporting research, office, childcare, retail and service uses. The North, West and South parcels are anticipated to provide uses that support the Health Campus, including research, medical and general office, retail, service, cultural and recreational uses.

These parcels are formed by the dedication of new streets on site with the goal of maximizing a contiguous area for the Health Campus Parcel. Table 3-1 gives a preliminary estimate of the areas of the resulting parcels and the anticipated street dedication based on the basic minimum cross-section width for each new street. Detailed intersection design will continue through the subsequent rezoning and development permit process and may require additional space at intersections.

Map 3-1: Site Structure



Table 3-1: Estimate parcels sizes

Parcel	Approximate Area (sq.m.)
Health Campus	39,600
North	2,190
West	8,140
South	1,330
Sub-total	51,260
Streets	22,880
Site Total	74,140

3.1.2 HEALTH CARE PROGRAM

The Clinical Services Plan for the new St. Paul's, developed by PHC in partnership with VCH determined that all clinical programs and services currently being offered at the current hospital on Burrard Street site will move to the new St. Paul's site.

PHC is proposing to develop an integrated health campus including:

- Emergency services
- Medical surgical inpatient care
- Critical and high acuity care
- Maternity and newborn care
- Mental health
- Ambulatory clinics
- Clinical support services
- Rehabilitation services
- Specialty services
- Surgical and interventional services
- Transition Centre
- Health information management
- Patient and family care services
- Operational support
- Research
- Mechanical/electrical plant
- Commercial
- All Nations space
- Healthcare Office
- Public and semi-public open spaces

Space has been reserved on the Health Campus parcel for possible future expansion of the health campus. Recognizing that future health care needs cannot be predicted at this time, this Policy Statement allows flexibility for uses to be determined at a later date. In the interim, temporary open spaces are anticipated in these areas. For more information on Phasing and interim uses on expansion areas, see Section 9.

Aboriginal Healing and Wellness

The development of the new St. Paul's represents a unique opportunity to embrace the *City of Reconciliation Framework* and undertake efforts to implement the Truth and Reconciliation Commission's Calls to Action, as they pertain to Aboriginal health. Programs and services will be designed and delivered in collaboration with the local First Nations (Musqueam, Squamish, and Tsleil-Waututh), the urban Aboriginal community, key Aboriginal agencies, the First Nations Health Authority (FNHA), and other health care organizations.

Through engagement with Aboriginal communities, PHC has committed to incorporating key Aboriginal health care elements that will enhance the experience of all patients and visitors on the campus, including traditional health care practices, cultural design elements, program and staff training.

Aboriginal related program and design features of the new St. Paul's are anticipated to include:

- An Aboriginal Health Team
- Translation services and supports
- Aboriginal Patient Navigators, Elders and Social Workers to assist patients with advocacy, and access to care and spiritual services
- Access to traditional healing practices, medicine and healing gardens
- An All Nations sacred space for Aboriginal spiritual services (e.g. smudging, prayers)
- First Nations design elements on the health campus

3.2 POLICIES

The following policies regulate land use on the new St. Paul's site. For descriptions of the uses listed below, refer to Section 2: Definitions of the City of Vancouver *Zoning & Development Bylaw 3575*.

3.2.1 HEALTH CAMPUS PARCEL

To provide flexibility for the various program requirements of a health campus, the following uses are supported:

- **Cultural and Recreational Uses**, including: Club, Fitness Centre, Hall, Library, Museum or Archives and Park or Playground
- **Institutional Uses**, including: Ambulance Station, Child Day Care Facility, Hospital and Social Service Centre
 - Set aside space for the provision of an Aboriginal Healing and Wellness Unit near the hospital's front entrance to centralize supports for the Aboriginal population.
- **Offices Uses**, including: General Office and Health Care Office
- **Parking Uses**
- **Retail Uses**, including: Grocery or Drug Store, Public Bike Share, Retail Store and Small-scale Pharmacy
- **Service uses**, including: Catering Establishment, Laboratory and Restaurant
- **Transportation and Storage Uses**, including: Aircraft Landing Place

3.2.2 NORTH PARCEL

The following uses are supported on the North parcel:

- **Dwelling Uses**, including: Multiple Dwelling and Seniors Supportive or Assisted Housing
 - Dwelling uses must be in the form of secured rental accommodation for hospital and health campus employees and/or researchers (i.e. "institutional health-related residential").
- **Offices Uses**, including: General Office and Health Care Office
- **Retail Uses**, including: Grocery or Drug Store, Public Bike Share, Retail Store and Small-scale Pharmacy
- **Service uses**, including: Laboratory and Restaurant

3.2.3 WEST AND SOUTH PARCELS

The following uses are supported on these parcels:

- **Cultural and Recreational Uses**, including: Artist Studio, Club, Fitness Centre, and Park or Playground

- **Institutional Uses**, including: Child Day Care Facility and Social Service Centre
- **Offices Uses**, including: Financial Institution, General Office and Health Care Office
 - Office uses are supported on upper levels of buildings.
- **Retail Uses**, including: Grocery or Drug Store, Public Bike Share, Retail Store and Small-scale Pharmacy
- **Service uses**, including: Barber Shop or Beauty Salon, Beauty and Wellness Centre, Hotel, Laboratory, Laundromat or Dry Cleaning Establishment, Neighbourhood Public House and Restaurant
 - A hotel and conference centre for short-term accommodation is required on the West or South parcel. A market study to determine the size and format for the hotel may be required the time of rezoning.
 - The hotel should be focused on meeting the needs of health-related visitors (i.e. should consider the provision of kitchenettes, suites for families, with a focus on affordability).

3.2.4 GENERAL RESIDENTIAL USES NOT PERMITTED

- In accordance with the *Regional Growth Strategy*, no market or non-market residential uses will be permitted on the site, with the exception of short-term accommodation (e.g. hotel) and institutional health-related residential uses (e.g. secured rental accommodation for hospital and health campus employees and researchers, complex care facility, and/or frail elderly residential uses).

3.2.5 AT-GRADE USES TO ACTIVATE STREETS AND OPEN SPACES

- Retail and service uses must be provided at grade to help achieve goals of street and open space activation:
 - Along New High Street on the Health Campus parcel and South parcel.
 - Along New High Street and New Arterial Street on the North parcel.
 - On all buildings of the West Parcel.
- Additional retail and service uses may be considered on upper storeys of buildings.
- The size, type and amount of retail and service uses on the site should support and complement the existing retail and services provided on Main Street and in the surrounding areas. A retail capacity analysis may be required at the rezoning stage to confirm the amount of retail that can be supported.
- The majority of retail and service uses should be locally-serving (e.g. cafés, shops, grocery stores, pharmacies, restaurants).
- Hotel uses should be designed and accessed to help achieve goals of street activation for New High Street.

4.0 BUILT FORM AND DENSITY

This Section provides guidance on building form, massing, height and density for the site's four parcels to meet the needs of the health campus while ensuring livability, exemplary design and an appropriate fit with the surrounding neighbourhoods. Any changes to zoning are subject to approval by Council following a public hearing.

4.1 BACKGROUND

4.1.1 BUILT FORM STRATEGY

From the “inside out” the hospital will be programmed with its layout and design focused on patient experience and the efficient movement of patients, staff, visitors and goods/materials. Large floor plates and structures are required to accommodate the clinical and logistical needs of the hospital.

From the “outside in” the site has been broken down into multiple buildings on four parcels connected to the city and its context by a network of streets and pathways. This helps to facilitate safe connections through the site and to its various destinations for patients, visitors and emergency vehicles.

4.1.2 SOLAR ACCESS AND ORIENTATION

Maintaining access to sunlight for on-site open spaces, surrounding parks, adjacent buildings, and for the planned development of the Main Street blocks in NEFC (north of the site) will be a key consideration in the detailed design, placement of buildings, massing and height. See Section 5 for the location of on-site open spaces.

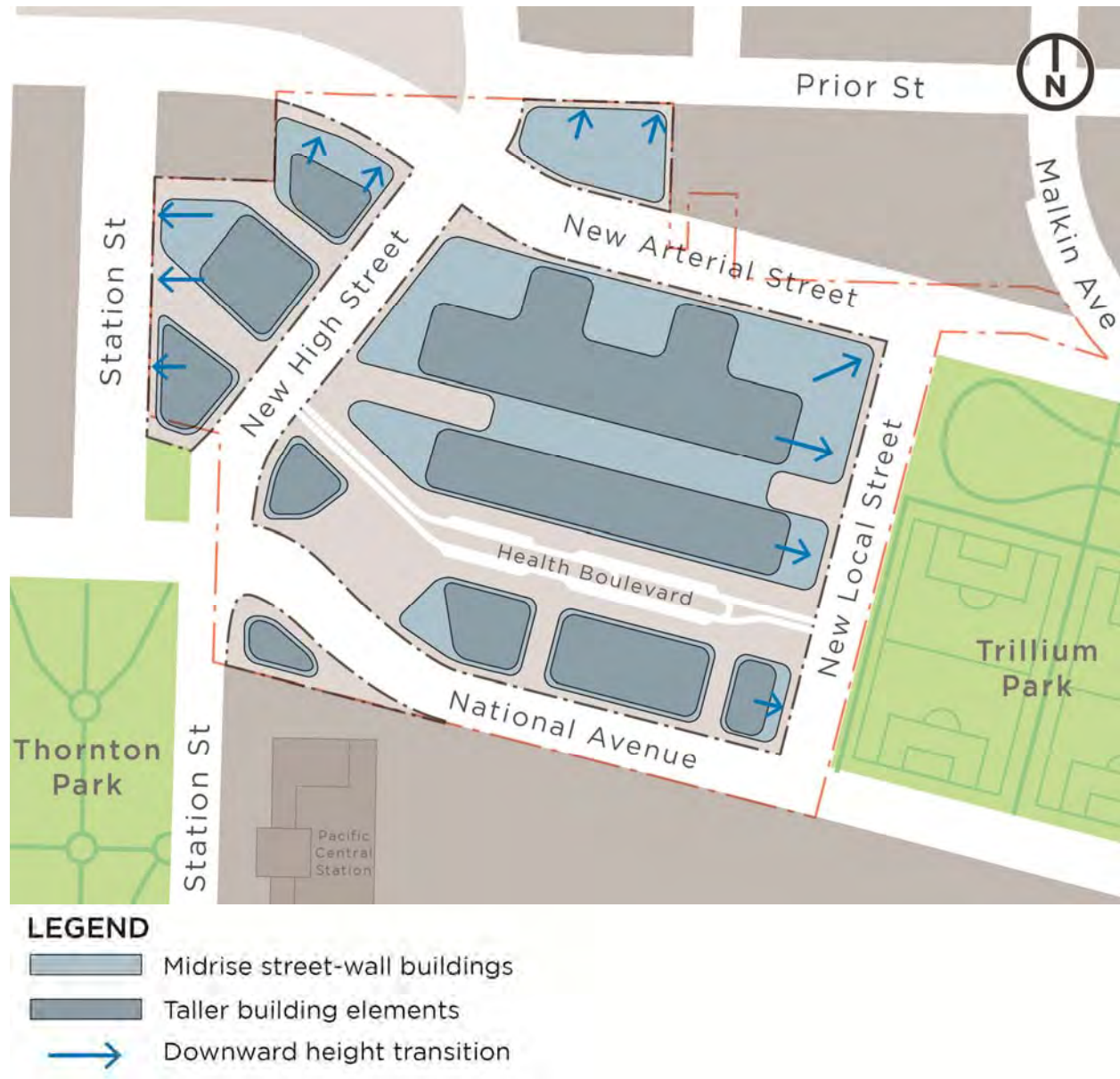
Buildings should consider passive solar design through thoughtful form and orientation. These strategies improve building comfort and environmental performance. Passive solar design may help contribute to resilience strategies (see Section 7) to maintain comfort for occupants in the event of mechanical heating, ventilation and air conditioning failure.

4.1.3 OPPORTUNITIES FOR HEIGHT

The Policy Statement anticipates a variety of building forms and heights in a predominantly mid- to high-rise form. Massing and physical scale of the health campus will transition down to adjacent parks and neighbourhoods (especially on the west, north and east sides of the site). (See Map 4-1)

Maximum building heights on the site are ultimately limited by the Council-approved *View Protection Guidelines*, particularly View 22 (looking north from Main Street at East 6th Avenue towards the north shore mountains) which limits maximum building heights on the site to 58 metres (190 ft) along the southern edge of the site and up to 64 metres (210 ft) along the northern edge of the site. All parts of the development must be anticipated and planned for (e.g. mechanical rooms, elevator overruns, stairs, screen walls) and must be located below this height, and will not be treated as "exceptions". Provision of a maximum height does not imply support or approval for all buildings to go to the maximum height; the height and massing of buildings is further governed by their urban design performance.

Map 4-1: Building Height



4.1.4 LEGIBILITY AND ACCESSIBILITY

The new St. Paul's should include active ground floor uses and thoughtful articulation of architectural massing to ensure the physical design provides a comfortable form and scale. Spaces at building edges should include active uses and enhanced setbacks for pedestrians. All new streets should be comfortable for people walking and cycling, with New High Street providing inviting, active retail frontages.

Where feasible on the Health Campus parcel, the health care program should be broken down into smaller components to provide ways to see and move through the site, visual interest, multiple legible entrances and intuitive wayfinding.

4.2 POLICIES

The following policies regulate built form and density. See Map 3-1 for the location of the parcels identified below.

4.2.1 BUILT FORM

- Create a respectful relationship with the surrounding park, low-rise residential and mixed-use mid-rise commercial/residential community by transitioning down in scale and form along the north, west and eastern edges of the site. Further stepping down of upper levels may be required as the buildings approach the street edges, subject to refinement through the subsequent rezoning and development permit processes.
- Orient buildings, pathways and open spaces to provide views and/or establish effective and intuitive wayfinding to the main entrances and key destinations.
- Buildings massing and floorplates should be designed to be functional and efficient while providing public space at grade, limiting shadow impacts and ensuring daylighting for work spaces.
- Setbacks for enhanced pedestrian spaces along streets (e.g. the Wellness Loop) of two or more metres should be anticipated on all parcels. Exact dimensions will be refined through the subsequent rezoning and development permit processes.
- Ensure that all indoor and outdoor spaces are usable to the greatest extent by everyone, regardless of their age, ability or status in life. In particular, attention will be paid to principles of universal design to ensure that all buildings and the public realm are designed to be welcoming and accessible for all.
- Recognize the need for livable interior spaces for patients, employees and visitors with building designs that mitigate regular or intermittent noise expected on the site (e.g. from traffic, building operations, nearby train yards, emergency vehicles, and helicopters if applicable).

Health Campus parcel

- Ensure that building footprints and floor plate configurations:
 - Support the hospital's functional program while providing permeability and comfort for patients, visitors and employees
 - Create highly livable hospital rooms in terms of depth, outlook and daylight access
- Provide a clear visual connection to the hospital front door when approaching from the west along National Avenue (adjacent to Thornton Park).
- Focus institutional uses with imposing massing and/or "blank wall" architectural elements at the centre of the site, while locating more fine-grained buildings and uses along active street frontages. Where not possible due to functional program requirements, architectural treatments and elements should be designed to provide visual interest.
- Buildings along the eastern edge of the Health Campus parcel should be:

- Limited in height to 30 to 45 metres (100 to 150 ft) north of the Health Boulevard
- Limited in height to 60 metres (200 ft) south of the Health Boulevard
- Designed to minimize shadowing on Trillium Park and impacts of massing viewed from Strathcona (e.g. setbacks and upper storey stepbacks)

North, West and South Parcels

- For the North parcel:
 - Limit the height to 18-20 metres (60-65 ft) to provide a respectful transition down in form and scale to the neighbourhood to the north. Modest additional height may be considered along New Arterial Street if appropriate scale transitions are provided and shadow impacts are minimized.
 - At-grade townhouses are encouraged along Prior Street to provide a transition to the residential neighbourhood to the north.
- For the West parcel:
 - Focus intensity and height towards the southern end of the parcel.
 - Transition down in scale and height to provide a respectful relationship to the neighbourhood to the north and west.
 - Limit the height of the northern building to 44-46 metres (145-150 ft). Modest additional height may be considered if massing and shadow impacts are minimized on the north side of New Arterial Street, the Main Street blocks (to the north and west) and Strathcona.
 - Design buildings to shape and activate mid-block connections between Station Street (north) and New High Street.
- For the South parcel, design massing and floorplates to:
 - Limit shadow impacts on Thornton Park and open spaces of the Health Campus parcel.
 - Reference the form and height of Pacific Central Station.
- Provide a hotel on the South or West parcel that:
 - Has a minimum floor area of 13,000 square metres (140,000 sq ft).
 - Is focused on meeting the needs of hospital-related visitors.
 - Has floor plate configurations that support highly livable hotel rooms in terms of depth, outlook and daylight access.

4.2.2 FLOOR-TO-FLOOR HEIGHTS

- The following recommended floor-to-floor heights provide flexibility for different uses and access to daylight for deep floorplates:
 - Hospital uses: Approximately 4.5 to 5.0 metres (14.8 to 16.4 ft).

- Ground floor retail and service uses: Approximately 6.0 metres (19.7 ft).
- Office uses: Minimum 3.7 metres (12.1 ft).
- Research laboratory uses: Minimum 4.0 metres (13.1 ft).
- Hotel uses:
 - Ground floor: Approximately 6.0 metres (19.7 ft).
 - Conference facilities: Approximately 4.0 metres (13.1 ft).
 - Hotel room floors: Minimum 3.0 metres (9.8 ft).
- Dwelling uses: Minimum 3.0 metres (9.8 ft).

4.2.3 BUILDING HEIGHT AND VARIATION

- No building elements may protrude into the Council-approved view corridors.
- While the view corridor provides an ultimate height limit, provide further variation in form and height below the view corridor height limit. Building siting and architectural design through the subsequent rezoning and development permit processes may require further shaping, stepping, reductions and/or refinement of buildings.
- Where rooftop open spaces are provided, ensure adjacent access elements and indoor spaces are below height limits.

4.2.4 SOLAR ACCESS AND ORIENTATION

- Sculpt and shape buildings to minimize shadow impacts on Thornton and Trillium Parks, New High Street, the site's open spaces and adjacent properties.
- Design buildings to optimize solar access to internal spaces. Using interior courtyard spaces, atria and open spaces to provide access to light and take advantage of passive heat gain and ventilation. To the extent possible without compromising health care design and operations, minimize mechanical space heating needs via passive design measures.

4.2.5 STREET AND OPEN SPACE ACTIVATION

- Design buildings to frame and activate the edges of parks, public open spaces and streets with primary entry doors and active retail frontages to create a more human-scale experience for patients, visitors and people walking or cycling in the public realm.
- Typically, upper levels should be terraced and stepped back to create interest, improve access to light and views, create outdoor opportunities at upper levels and reduce apparent bulk.
- Street-wall buildings along New High Street should generally step back a minimum of 3 metres (10 ft) at a height of 18-20 metres (60-65 ft) to create a consistent frame for the streets and public open spaces.
- Focus a higher level of activity, density and height towards the southwest corner of the site closest to and well-served by regional transit connections.

- Promote a sense of safety by designing buildings to overlook the street and provide active uses throughout as much of the day as possible including evenings and weekends.

4.2.6 FLOOR AREA AND DENSITY

- Maximum floor areas are based on the built form policies and floor-to-floor heights described in the preceding policies of Section 4. While it is anticipated that the parcel sizes and gross floor areas will be refined at the time of rezoning, significant changes to built form may require additional urban design analysis to re-evaluate the performance of new designs against the goals and policies established in this Policy Statement.
- Gross floor space includes all interior floor space above grade.

Health Campus parcel floor area

- Accommodate a gross floor area of approximately 220,000 square metres (2,370,000 sq ft) (including future expansion) in order to support health care, research and supporting uses. Additional floor area, such as operational support, may occur below grade.
- Above-ground parking structures will not be exempted from FSR calculations.

North, West and South parcel floor area

- A gross floor area may be considered up to:
 - 6,500 square metres (70,000 sq ft) on the North parcel
 - 57,000 square metres (613,000 sq ft) on the West parcel
 - 6,700 square metres (72,000 sq ft) on the South parcel

Design considerations for the North, West and South parcels

- In order to support the significant massing and density on the West parcel, the proposed development must demonstrate a significant contribution to the economic, social and environmental goals of the *False Creek Flats Area Plan*.
- The West parcel must transition down in scale and form to the west and north, demonstrating a strong neighbourhood fit with the existing buildings along Main Street, the future development of the Main Street blocks in NEFC and Strathcona to the north, as well as consideration of sunlight and shadowing impacts.
- Make a significant contribution to the public realm.
- Ensure appropriate access and connections to and through the parcel for pedestrians, cyclists, and servicing.
- Place considerable emphasis on the layout of ground floor open spaces and providing strong solar access for public spaces, plazas, retail areas and childcare centres.

- Include at least two at grade Commercial Retail Units below market rate for employment-based social enterprise and/or retail programming that is inclusive and affordable for lower-income population groups.
- Include office space for social enterprise and/or community non-profits and advocacy organizations, particularly those addressing issues of health and wellness, disability, mental health and addiction, poverty alleviation, housing access and poverty alleviation.
- Additional floor area on the North, West and South parcels beyond the above policies may be considered at the time of rezoning subject to the use, design and layout achieving the above requirements as well as exemplary performance in the following areas:
 - Architecture, public space design and sustainability
 - Support for social enterprise or inclusive design elements that benefit vulnerable populations

5.0 OPEN SPACES

This Section provides guidance on the creation of high quality open spaces to benefit the health and well-being and social connection of patients, visitors and employees. Open spaces will be an extension of healing environments and accommodate the needs of frail, elderly and mobility-challenged patients.

5.1 BACKGROUND

5.1.1 OPEN SPACES

The new St. Paul's will provide a variety of public, semi-public and private spaces:

- **Public open spaces** are generally accessible to all members of the public at all times.
- **Semi-public open spaces** are generally accessible to the public, but access may be limited to certain hours or for specific groups (e.g. patients, visitors or employees).
- **Private open spaces** are always restricted to specific groups (e.g. secured outdoor spaces for childcare or rooftop spaces for employees of a specific building).

Open spaces will be designed to connect with adjacent parks and nearby destinations, and will consider universal design principles. The text below summarizes open spaces to be provided. See Map 5-1 for the location of these spaces.

Walk the Line and the Wellness Loop

Walk the Line is a central organizing concept in the *False Creek Flats Area Plan*. This pathway will have enhanced amenities to extend the experience of the False Creek seawall (Seaside Greenway) eastward generally via the historic shoreline and existing rail-lines linking unique areas of interest and amenity hubs throughout the Flats (See Map 1-5).

The St. Paul's Wellness Loop is an enhanced pedestrian walking path which loops the Health Campus parcel and will accommodate the needs of frail, elderly and mobility-challenged patients, while also welcoming the general public traversing the site.

The Wellness Loop provides the on-site contribution to the Walk the Line concept and connects the health campus to open spaces and places of interest in adjacent neighbourhoods. Cycling routes through the new St. Paul's are primarily accommodated as protected facilities on streets, and will be separated from the Wellness Loop. (See Section 6 for details.)

Civic Plaza and Health Boulevard

The central on-site public spaces are the Civic Plaza and Health Boulevard. These spaces provide clear pedestrian and vehicle access to the front entrance of the hospital, as well as entrances for a variety of other health care, research and office buildings on the Health Campus parcel. The Civic Plaza is anticipated to be a mix of hardscape plaza and green spaces with high quality public realm treatments, walking paths, significant trees and landscaped edges. Health Boulevard will provide taxi/HandyDart

drop-off areas, vehicle drop off areas, and access to short term and underground parking. Clear separation should be provided between public spaces intended for walking, gathering and relaxation and those for vehicle movement and drop-off.

At-grade Plazas and Green Spaces

Green spaces and plazas are key to providing a campus feel for the new St. Paul's. These spaces will allow intuitive wayfinding and the connections of health care services to outdoor spaces for healing and relaxation. Restaurants and cafés should be encouraged to provide accessible outdoor patio spaces to activate the public realm. At grade open spaces and green spaces will be key to meeting integrated rainwater management and sustainability requirements for the site.

Rooftop Open Spaces

The buildings of the Health Campus parcel are anticipated to include semi-public rooftop green spaces for staff, visitors and patients. Private rooftop open spaces and patios are encouraged for all other buildings on the site to provide access to views and fresh air. Private open spaces for childcare facilities are also anticipated to be provided above grade. Integrated rainwater management and sustainability strategies for the site should take advantage of green roofs.

Aboriginal Healing Open Space

Outdoor Aboriginal healing open space may be included as an extension of the indoor All Nations sacred space. This will be subject to further landscape design, consultation and partnering with the FNHA, local First Nations and urban Aboriginal communities.

5.1.2 URBAN FOREST AND BIODIVERSITY

New streets will be planted with street trees, and the site's open spaces should include significant trees and plantings to supplement the few existing mature trees on site. Indigenous, drought and flood tolerant species selection will be important to consider in the context of climate change.

Enhancement of the urban tree canopy on site will help the False Creek Flats meet the goals of the *Urban Forest Strategy*. Opportunities should be explored to support the objectives of the Park Board's *Biodiversity Strategy* and City's *Bird Strategy*.

Map 5-1: Open Spaces



LEGEND

- Wellness Loop
- Health Boulevard
- Civic Plaza
- Other open space
- Potential rooftop open spaces
- Wellness Loop along Trillium Park

5.2 POLICIES

The following policies regulate public, semi-public and private open spaces and public places on the new St. Paul's site. For policies relating to new streets, see Section 6.

5.2.1 PUBLIC OPEN SPACES

- Provide formally-designated public open spaces constructed and maintained by the private landholder.
- Provide a variety of types and sizes of plazas and open spaces with high-quality public realm treatments for activity, children's play areas/playgrounds, relaxation and respite. Provide high quality public realm treatments (surfaces, landscaping and street furniture) on and adjacent to new and existing City streets.
- Design open spaces to be clearly legible and facilitate intuitive wayfinding to key destinations.
- To augment public open space on site, a variety of semi-public spaces at-grade and above-grade should also be provided on site. These unique site features are key to meeting health and wellness goals, and provide opportunities for patients, visitors and employees (and potentially the general public) to connect with the natural environment and find quiet areas of reflection and respite.
- Optimize access to natural light in open spaces through careful site design.
- Consider views, visual and physical connections to the adjacent Thornton and Trillium Parks in open space design, emphasizing the site's role in connecting them as part of the larger False Creek Flats Walk the Line Concept.
- Clearly delineate open space adjacent to Thornton Park (north of National Avenue) as separate from the park.
- Open spaces should be designed in accordance with the goals and policies of the *Rezoning Policy for Sustainable Large Developments* (See Section 7) and seek to advance the goals of the *Greenest City Action Plan*.
- Design public open spaces to be accessible at all times and to be experienced as truly public, active, safe and welcoming for all segments of society.
- Apply the principles of universal design to all open spaces.
- Line streets, the Wellness Loop and the Health Boulevard with frequent at-grade entrances and overlook from upper level uses to promote safety and comfort.
- Employ Crime Prevention Through Environmental Design (CPTED) best practices in the design of open spaces.

5.2.2 WELLNESS LOOP

- Establish a Wellness Loop on the Health Campus parcel as a fully-accessible, high amenity public linear open space that provides a pleasant walking experience, connecting open spaces and amenities.
- The Wellness Loop should generally be accommodated along the boundary between the Health Campus parcel and the street rights-of-way, except to the east of the site where it should be accommodated entirely within the New Local Street right-of-way immediately adjacent to Trillium Park. A minimum of two safe and accessible enhanced crossings across New Local Street should be provided.
- Enhance the linear open space at nodes along the way with increased setbacks for additional landscaping and street furniture.
- Orient buildings onto the Wellness Loop with public access to restrooms, where possible.
- Provide wide walkways with level and smooth surface treatments, minimal cross-slope at driveways and a clear separation/buffer from parallel bike routes.
- Plant trees to provide shady walking routes for the well-being of patients who are sensitive to temperature changes.
- Prioritize the needs of pedestrians by minimizing the number and distances of driveway crossings.

5.2.3 CIVIC PLAZA AND HEALTH BOULEVARD

- Design the Civic Plaza to act as an intuitive hub for wayfinding within the health campus, with a welcoming sense of arrival. Utilize highly legible design cues to the hospital front entrance when approaching as a pedestrian from the southwest and present smaller building program entrances off of the Civic Plaza.
- Provide significant trees, landscaping, walking paths and street furniture in the Civic Plaza. Accommodate space for movement as well as areas for gathering and relaxation.
- Consider providing electrical and water connections in the Civic Plaza for outdoor events.
- Design the Health Boulevard to provide a comfortable multi-modal space for pedestrians, bikes and vehicles to reach health campus destinations, with taxi/HandyDart drop-off areas, vehicle drop off areas, and access to short-term and underground parking. Clear separation should be provided between areas for relaxation from those for vehicle movement and drop-off.

5.2.4 ROOFTOP OPEN SPACES AND GREEN SPACES

- Provide rooftop spaces on the Health Campus parcel with semi-public gardens and open spaces as an extension to interior program and in support of positive health outcomes, where feasible.
- Provide private rooftop and patio spaces on office, retail and research buildings to meet sustainability objectives and provide employees and visitors with access to views and fresh air, where feasible.

5.2.5 ABORIGINAL HEALING OPEN SPACES

- Set aside open space for Aboriginal healing, cultural practices and ceremonies (including a potential Aboriginal Healing Garden). Make these open spaces accessible to visitors from the community as either public or semi-public spaces.

5.2.6 CHILDCARE OPEN SPACES

- Design and construct open spaces associated with childcare facilities in accordance with the *City's Childcare Design Guidelines*, which include directions on minimum area requirements, sunlight orientation, and design for contiguous indoor-outdoor space.

5.2.7 RESTAURANT/CAFÉ PATIOS

- Encourage restaurants and cafés to provide seating and accessible patio spaces to activate the public realm.

5.2.8 PROMOTING WELLNESS AND SOCIAL INTERACTION

- Embrace health-centred approaches to open space design by providing spaces for activity, connections to the natural environment and opportunities for social interaction. Include pathways with resting areas, access to washrooms and other amenities.
- Open spaces should consider elements to attract people and give them reason to stay, including:
 - Active places to meet and gather
 - Passive, quiet spaces to enjoy nature and reflect
 - A mix of sunny, shady and sheltered spaces to accommodate user preferences and weather conditions
 - Landscape and water features, where permitted by health authority guidelines, to provide cooling and calming effects
 - Playgrounds and other places to play
- Where possible, locate public open spaces away from noise and busy traffic, emergency vehicles and goods movement, and building mechanical systems. Where physical distance from noise cannot be provided, explore other strategies to minimize the impact on the open space (e.g. white noise or perceived reduction in noise through visual buffers).
- Along public open spaces and walking paths, provide public art, “research-on-display,” and active or educational uses that promote an understanding of health and wellness.

5.2.9 HISTORY AND MEMORY

- Recognize the importance of the site to the local Aboriginal and First Nations communities, and consider this history and memory in the design of open spaces.
- Recognize the important local cultural histories that have occurred on and around the site, such as those of the Chinese and black communities.

- Seek opportunities to reflect the site’s industrial history and the original shoreline.

5.2.10 URBAN FOREST AND SUSTAINABILITY

- Plant significant new trees on site, employing best practices in selecting tree species within the context of a health campus (with particular consideration for air quality). Where feasible, prioritize native, drought and flood tolerant species to maximize adaption of the urban forest to climate change. Detailed landscape design should explore opportunities for the placement of significant legacy trees (requiring soil depths to accommodate more extensive root growth).
- The goals of the *Urban Forest Strategy* should direct the design and planting of open spaces, including enhancing the urban tree canopy to help mitigate the effects of climate change, clean the air, manage rainwater, and provide wildlife habitat and access to nature.
- An arborist’s report may be required during the rezoning process to:
 - Identify and protect all mature trees on or adjacent to the site during excavation, construction and post-construction.
 - Evaluate the open space design with respect to tree resources, confirming appropriate setbacks, surface permeability and soil conditions for existing and new trees.
 - Identify preferred plantings and tree species resilient and adaptable to climate change.
- The objectives and strategies of the Park Board’s *Biodiversity Strategy* and City’s *Bird Strategy* should inform the design and planning of open spaces and encouraging biodiversity enhancements on the site through public realm treatments, landscaping, green roofs and habitat features.
- Draw inspiration from the naturalized meadows and raingardens of Trillium Park. These elements celebrate the natural history of the wetland area, employ indigenous flora, require no mowing, fertilizing or irrigation and are environmentally sustainable.

5.2.11 PUBLIC ART POLICY FOR REZONED DEVELOPMENTS

- Meet the requirements of the *Public Art Policy for Rezoned Developments*.

6.0 CIRCULATION AND TRANSPORTATION

This Section provides guidance on the planning and design of connections to, from and through the site for walking, cycling, transit, emergency vehicles, goods movement and private vehicles. Policies that support safe, comfortable, and accessible travel of people of all ages and abilities, as well as efficient movement of goods and services, including emergency vehicles, are established in the City's *Transportation 2040 Plan*.

6.1 BACKGROUND

An integrated network of accessible walking and cycling paths, transit routes, and complete streets will provide people the choice to access the health campus by their preferred mode of transportation. See Map 6-1 for an overview of transportation and circulation facilities on the site.

6.1.1 TRANSPORTATION PRIORITIES

Walking, Cycling and Transit

Walking and cycling are important ways for people to access and move around the health campus. Existing routes, such as the Seaside Greenway and Adanac Bikeway, will be connected by new sidewalks and protected bike lanes, an on-site Wellness Loop and the Walk the Line amenity loop identified in the *False Creek Flats Area Plan*. Building and site design should support safe, convenient, accessible, and comfortable access to the site by foot and bike, and activate the public realm on streets and open spaces between buildings.

The site is well served by TransLink's frequent transit services, including the Expo Line at Main Street-Science World SkyTrain station and local bus routes. Pacific Central Station provides a connection to numerous regional coach and passenger rail services. The health campus site should provide accessible connections to existing and new transit services, including HandyDart.

Motor Vehicles and Parking

The new hospital will be a major local and regional destination that will generate a significant number of vehicle trips. The site design should accommodate efficient circulation and convenient access to passenger drop-off facilities and parking without compromising the safety and comfort of walking, cycling, and taking transit to the hospital.

Emergency Vehicles, Deliveries and Servicing

Efficient emergency vehicle response that meets the requirements of BC Emergency Health Services, Vancouver Fire and Rescue Services and the Vancouver Police Department are of primary importance. The site and street design should accommodate emergency vehicles while managing the safety of other road users. The site may also accommodate a helicopter landing pad for emergencies and patient transfers.

The efficient movement of delivery and service vehicles on the street network is critical to the health campus and surrounding industrial areas of the False Creek Flats. Streets should be designed to accommodate the necessary truck turning movements, with loading and maneuvering to occur on site.

6.1.2 NEW COMPLETE STREETS

For the purpose of this document, new streets on the site are identified by their function. During the rezoning and development process, staff will refer the project to the Civic Asset Naming Committee to assist in naming new streets and civic assets.

For clarity, the segment of Station Street west of the site between Prior Street and National Avenue is referred to as Station Street (north) and the segment south of National Avenue is referred to as Station Street (south).

A **New Arterial Street** will run east-west across the site, providing an important post-disaster connection between the new transportation network planned for Northeast False Creek (to replace the existing Georgia and Dunsmuir Viaducts) and Clark Drive. For more information on the planning processes for the *Northeast False Creek Area Plan* and the *Prior/Venables Arterial Replacement Project*, see Section 1.

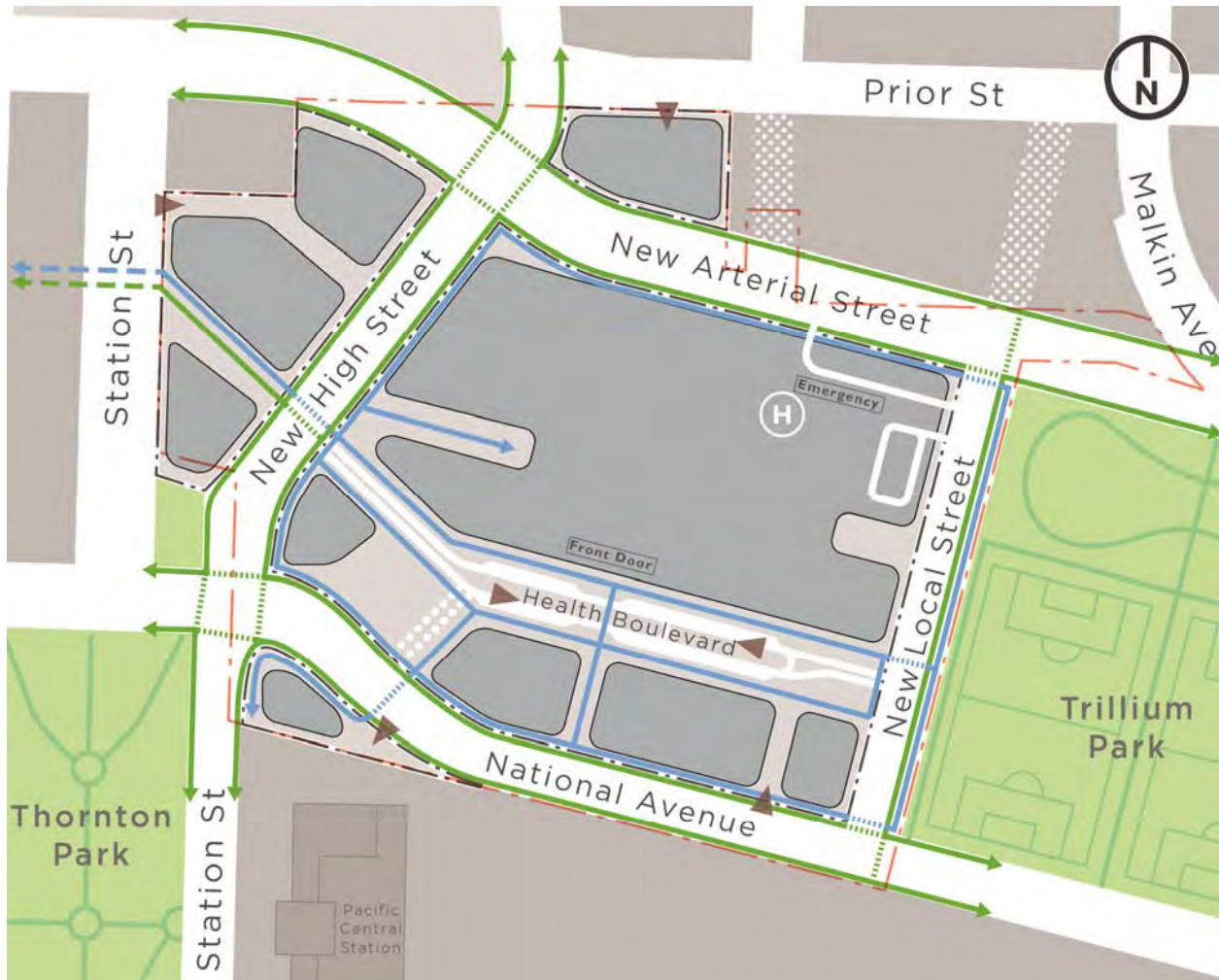
A **New High Street** will connect north-south across the site linking Gore Avenue to Station Street (south), and ultimately provide a new connection all the way from Powell Street to East 2nd Avenue. This new street will provide retail frontages and a lively pedestrian character.

A **New Local Street** will connect north-south along the eastern edge of the site linking National Avenue to New Arterial Street. The street will provide access to the Emergency Department, parking and servicing areas, and will improve access to Trillium Park.

A **Realigned National Avenue** along the southern edge of the site will remove the existing offset intersection at Station Street (south) and replace it with a normalized 4-legged intersection with New High Street to provide a more regular, intuitive street network.

Preliminary street cross-sections are illustrated in Figures 6-1 to 6-4. Right-of-way widths, street alignment, and intersection designs indicated below will be refined through detailed design, transportation analysis, and urban design analysis in the subsequent rezoning and development permit processes.

Map 6-1: Transportation and Circulation



LEGEND

- | | | | |
|--|---------------------------------|--|-----------------------------|
| | Enhanced pedestrian paths | | Underground access |
| | Potential pedestrian connection | | Helicopter pad (rooftop) |
| | New protected cycling route | | Potential driveway |
| | Potential cycling connection | | Potential street connection |

Figure 6-1: Conceptual Street Section: New Arterial Street looking east (not to scale)



Figure 6-2: Conceptual Street Section: New High Street looking north (not to scale)



Figure 6-3: Conceptual Street Section: New National Avenue looking east (not to scale)



Figure 6-4: Conceptual Street Section: New Local Street looking north (not to scale)



6.2 POLICIES

The following policies regulate circulation and transportation on the new St. Paul's site.

6.2.1 NEW AND IMPROVED STREETS

- All streets will include:
 - sidewalks on both sides of the street
 - protected cycling facilities for all ages and abilities
 - a high quality public realm with street trees, landscaping, lighting, street furniture, signage and wayfinding, and green infrastructure where possible
- New Arterial Street and New High Street should accommodate transit, including bus stops and amenities.
- New High Street, New Local Street, Realigned National Avenue, Improved Station Street (north) and Improved Prior Street should include on-street parking in appropriate locations.
- Explore opportunities to reconcile street network elevations with the 4.6 metre flood construction levels for ground floor heights, such as by raising street segments or elements through new development. Consider universal design and accessibility, phasing and implementation, and integration with existing infrastructure and development.

New Arterial Street

- Dedicate a New Arterial Street to the City, connecting the current intersection of Main Street and Prior Street with the current intersection of Malkin Avenue and Thornton Street.
- Provide a right-of-way of 30.0 metres (99 ft).

New High Street

- Dedicate a New High Street to the City, connecting the current intersection of Gore Avenue and Prior Street with the current intersection of National Avenue and Station Street (south).
- Provide a right-of-way of 25.0 metres (82 ft).

New Local Street

- Dedicate a New Local Street to the City, along the eastern edge of the site beside Trillium Park, connecting New Arterial Street with National Avenue.
- Provide a right-of-way of 21.5 metres (71 ft).

Realigned National Avenue

- Realign National Avenue to remove the current offset intersection at Station Street (south) and replace it with a regular 4-legged intersection.
- Dedicate the realigned National Avenue as a new street.

- Provide a right-of-way of 21.5 metres (71 ft).

Improved Station Street (north)

- Modify Station Street (north) between Prior Street and National Avenue (including the small piece of right-of-way north of the smaller piece of Thornton Park) to accommodate development of the West parcel.
- Provide a midblock crossing for a potential walking and cycling connection, approximately aligned with Milross Avenue.

Improved Prior Street

- Improve of the south side of Prior Street adjacent to the site to accommodate development of the North parcel.

Potential Dunlevy Street Extension

- Explore a potential extension of Dunlevy Street between Prior Street and New Arterial Street.

Potential New Local Street / Jackson Avenue Extension

- Explore a potential extension of New Local Street north of New Arterial Street to connect to Prior Street. The new connection could realign/replace a segment of the existing Malkin Avenue and improve access to the site from Strathcona.

Potential Milross Avenue Connection

- Explore a potential walking and cycling connection between Main Street and New High Street approximately aligned with Milross Avenue, with a midblock crossing of Station Street (north).

Intersections

- A wider right-of-way may be required at all intersections to accommodate turning lanes, pedestrian space, protected bike facilities and bus stops.
- Locate and design intersections and driveways so as to minimize potential conflicts with cycling and walking, minimize driveway width and intersection size, provide sufficient distance between intersections or driveways, facilitate safe movement of all transportation modes, and support adequate traffic control.
- Optimize intersection density to support increased permeability for walking, cycling, and access to transit, such as through full intersections or midblock crossings.
- Provide appropriate traffic controls (e.g. pedestrian actuated signals, protected bike phasing) and treatments at intersections and midblock crossings (e.g. raised crosswalks) to facilitate safe and efficient movement of all transportation modes.

6.2.2 VEHICLE ACCESS AND INTERNAL CIRCULATION

Access to the Health Campus Parcel

- Provide multiple public accesses for redundancy and to allow people to take the most direct, convenient, and efficient route to hospital destinations.
- Provide an access and private lane to the Emergency Department from New Arterial Street and/or New Local Street for emergency and authorized vehicles only.
- Provide a public access and passenger loading/drop-off to the Emergency Department from New Local Street for vehicles.
- Provide a private street (e.g. Health Boulevard) that connects at least two streets at-grade. The private street should provide access to the entrances for the hospital and health campus buildings; provide passenger drop-off and loading areas for motor vehicles, taxis, and HandyDart buses; provide access to underground parking; and consider providing one-way car share parking. Additional accesses to the health campus parcel may be considered for redundancy and resiliency (e.g. from National Avenue and/or New Arterial Street).
- Provide an access to the underground loading and logistics area for servicing and delivery vehicles from National Avenue or New Local Street.
- Provide a wayfinding system that is legible and intuitive for vehicles travelling between various accesses, passenger drop-off/loading areas, short-term and long-term parking areas, and buildings (e.g. Emergency Department to Ambulatory Clinics) to support efficient vehicular movements and minimize circulation on the street network.

Access to the West Parcel

- Provide accesses for vehicles, including servicing and delivery vehicles, from Station Street (north). A secondary right-in-right-out access from New High Street may be considered.
- Provide an at-grade private lane for servicing, loading, taxis, and to access underground parking, loading, and servicing, if required.

Access to the North Parcel

- Provide an access for vehicles, including servicing and delivery vehicles from Prior Street.

Access to the South Parcel

- Provide an access for vehicles, including servicing and delivery vehicles from National Avenue.

6.2.3 WALKING AND CYCLING CONNECTIONS

- Provide a Wellness Loop around the Health Campus parcel secured as public open space.
- Provide wayfinding that maximizes the legibility of the walking and cycling access to the site, and connections between buildings and open spaces. Provide intuitive wayfinding along key

desire lines from the south (i.e. intersection of New High Street and National Avenue) and from the north (i.e. intersection of New High Street and New Arterial Street).

- Provide a walking and cycling connection between Station Street (north) and New High Street through the West parcel with the future potential to connect to a walking and cycling path to Main Street, approximately aligned with Milross Avenue.
- Provide safe, visible and accessible crossings along the Wellness Loop at driveways, intersections, and walking and cycling connections.
- Provide public space for at least two public bike share stations on private property in locations that are highly visible and in close proximity to cycling routes and building entrances.
- Design streets and at-grade private streets with a public realm that provides a safe, accessible, comfortable, convenient, and delightful walking and cycling connection.
- Overhead walkways between buildings are generally discouraged and will not be permitted between parcels across public rights-of-way, except where the critical movement of hospital staff, patients and equipment cannot be handled at or below grade. Proposed overhead walkways should not diminish from the level of pedestrian activity of streets and the public realm, and will require analysis of the urban design performance, functionality, maintenance, resilience and post-disaster requirements at the time of rezoning.

6.2.4 PEDESTRIAN AND CYCLIST SUPPORTIVE BUILDING DESIGN

- Design buildings to support walkability by providing ground-oriented active uses, small retail frontages, and multiple entrances for direct access to public streets and the Wellness Loop.
- Design buildings to provide adequate weather protection along pedestrian routes and at significant waiting and gathering places, to minimize gaps in weather protection where possible.
- Provide direct routes between bike routes and building entrances, public bike share stations, bike parking, and other end-of-trip facilities.
- Design buildings to accommodate and encourage cycling, such as through easy access to secured interior bicycle storage from building entrances, access separated from vehicles, wider aisles and hallways, automatic door openers, weather protected exterior bicycle racks near building entrances, maintenance stations, accommodating non-standard bicycle types, exceeding minimum secured bike parking requirements, and enhanced end-of-trip facilities. A bike mobility centre in a convenient location to serve the entire site is highly encouraged.

6.2.5 TRANSIT INTEGRATION

- Provide space for high quality shelters and bus stops on new streets, particularly on New Arterial Street and New High Street. Bus stop locations will be identified through further discussion with the City and TransLink. A wider right-of-way may be required at bus stop locations to accommodate bus shelters, transit amenities, loading/unloading space, and pedestrian space.
- Accommodate HandyDart loading, unloading, and waiting on-site. Weather protection and covered loading areas in strategic locations are encouraged.

- Provide enhanced amenities, accessibility features, and legible wayfinding to increase ease, comfort, and convenience of using transit.

6.2.6 MANAGE PARKING, LOADING AND DROP-OFF

- Design parking and loading in accordance with the City's Parking By-Law to accommodate parking demand on the site. Refinements to the parking strategy may be considered through the rezoning and development permit process (e.g. providing on-site car share spaces).
- Provide on-street parking, including passenger zones, loading zones, and accessible parking where appropriate to reduce illegal stopping and support convenient access. Manage and regulate on-street parking using tools such as parking meters and time limits.
- Provide accessible parking throughout the site that is conveniently located to entrances for all uses. Provide accessible parking at-grade or provide additional height within parking structures to avoid issues with over-height vehicle clearance.
- Locate parking accesses and passenger loading/unloading in locations that support efficient vehicular movements and minimize circulation on the street network.
- Provide on-site passenger loading/unloading in a way that minimizes potential conflicts with pedestrians and cyclists.
- Accommodate loading, deliveries, servicing and maneuvering on parcels and not impact or rely on use of City streets. Loading and servicing is encouraged underground where possible.
- Above-ground parking structures are discouraged, but not prohibited. They will not be exempted from density calculations and may require analysis on the impacts to urban design and the public realm at the time of rezoning.

6.2.7 ACCOMMODATE EMERGENCY VEHICLES AND HELICOPTERS

- Provide appropriate traffic control (e.g. signals, signage, and pavement markings) to assign right-of-way to emergency vehicles and other authorized vehicles accessing the Emergency Department, and minimize conflict with motor vehicles, pedestrians, and cyclists.
- Work with BC Emergency Health Services, Vancouver Fire and Rescue Services, Vancouver Police Department and the City during rezoning to provide an Emergency Response Plan that considers response routes, noise impacts, traffic impacts, concerns of local residents, and mitigation of potential conflicts between emergency vehicles with pedestrians, cyclists, and transit.
- Provide a rooftop helicopter landing pad if necessary, subject to further design and consideration of impacts on adjacent properties through the subsequent rezoning and development permit processes.

6.2.8 MINIMIZE IMPACTS TO ADJACENT NEIGHBOURHOODS

- Design the site to integrate with the existing community, minimize the impacts of new vehicle traffic on surrounding streets, and minimize the impact on existing on-street parking supply.

7.0 SUSTAINABILITY, RESILIENCE AND GREEN INFRASTRUCTURE

This Section provides direction on the planning and design of a sustainable and resilient hospital and health campus.

7.1 BACKGROUND

Among other key reasons, St. Paul's Hospital is moving to a new site to develop an adaptable state of the art, green and disaster-resilient facility. Since earthquakes and sea level rise are known risks, the new St. Paul's will be a leading example of sustainable, resilient design to address those risks. The concepts of sustainability and resilience are also closely connected with health objectives and are key to the design and operation of the new St. Paul's.

7.1.1 SUSTAINABILITY AND GREEN INFRASTRUCTURE

City policies such as the *Green Building Policy for Rezonings* and the *Rezoning Policy for Sustainable Large Developments* ensure that all new large developments achieve high levels of sustainability. These policies identify strategies to promote green economic development, eliminate dependence on fossil fuels, promote green transportation options, utilize green building design and ensure everyone has access to nature, clean water and local food. The City looks to applicants to be leaders in sustainability through innovations and design solutions that creatively meet the objectives set out.

Incorporating sustainability features into the site will provide environmental benefits, as well as benefits for the health of occupants, workers and visitors. Incorporating significant tree planting and visible stormwater management features in the public realm will provide access to nature and create spaces that support patient recovery and reduce employee stress.

In addition to City Policies, best practices for sustainable and resilient health care facility design will be referred to, including: BC Greencare, LEED for Healthcare, and the Health Care Climate Resilience Guide and Toolkit.

7.1.2 RESILIENCE

This is the first Policy Statement to build upon the City's selection as a member of 100 Resilient Cities (100RC). Pioneered by The Rockefeller Foundation, the project's goal is to help a network of cities gain access to tools, funding, technical expertise, and other resources to build resilience to face 21st century challenges.

The Rockefeller Institute defines "urban resilience" as the capacity of individuals, communities, institutions, businesses and systems within a city to survive, adapt, and grow no matter what kinds of chronic stresses and acute shocks they experience. Chronic stresses weaken the fabric of a city on a daily or cyclical basis (e.g. aging population, lack of affordable housing, rising sea levels) whereas acute shocks are sudden, sharp events that threaten a city (e.g. earthquakes, infrastructure failure or disease outbreaks).

100RC will help the City to develop a Citywide resilience strategy that brings together and builds upon existing policies such as the *Greenest City Action Plan*, *Healthy City Strategy*, and *Digital Strategy* and Risk Management initiatives. The Strategy will help the City prepare and act to strengthen our city economically, environmentally, and socially in the face of natural and manmade shocks and stresses.

Disaster Preparedness and Emergency Response

The new St. Paul's will be designed and constructed to withstand significant disasters (such as earthquakes and floods) with redundant utility and transportation connections. In order to play a key role in improving the overall resilience of Vancouver, the ultimate goal is to ensure that the hospital remains standing and functional with clear, functioning streets for emergency vehicles in the event of a significant disaster event.

7.2 POLICIES

The following policies regulate sustainability, resilience and green infrastructure on site.

7.2.1 GREEN BUILDING POLICY FOR REZONINGS

- Meet or exceed the requirements identified in the *Green Building Policy for Rezonings*.
- Include visible green elements (to the extent possible while still achieving health care standards and policies) and employ green building and passive design elements. Examples include: rooftop gardens, green roofs and terraces, trees and plantings on upper levels and balconies, green walls and supports for vertical plant growth.
- Apply passive strategies to building heating, ventilation and cooling, to the extent possible while still achieving health care standards and policies, and except where prohibited by health care facility design constraints (e.g. operating rooms). Examples include: the use of solar orientation and operable windows.

7.2.2 REZONING POLICY FOR SUSTAINABLE LARGE DEVELOPMENTS

- Meet or exceed the requirements identified in the *Rezoning Policy for Sustainable Large Developments*.

7.2.3 CONNECTION TO THE LOW CARBON NEIGHBOURHOOD ENERGY SYSTEM (NES)

- Heat energy requirements, including steam, hot water and space heating on the new St. Paul's site will be provided by the City's designated False Creek Flats NES utility provider(s).
- Work with City staff and designated NES utility provider(s) during the subsequent rezoning and development permit processes to ensure connectivity and compatibility with the False Creek Flats NES, secured through connection and service agreements.
- Provide sufficient space at a suitable location on the new St. Paul's site to host NES equipment, which may include a neighbourhood-scale steam-to-hot water converter station and/or an energy transfer station(s). The location, size and configuration of these spaces will be determined through rezoning.
- Provide back-up boilers and systems on site to meet necessary resilience requirements for the hospital.
- In the scenario that the False Creek Flats NES is not operational in advance of hospital opening, alternative arrangements to achieve a low carbon outcome may be made to the satisfaction of the City and PHC.

7.2.4 INTEGRATED RAINWATER MANAGEMENT PLAN

- A detailed plan may be required at rezoning to ensure that the new St. Paul's meets the requirements of the *Integrated Rainwater Management Plan* through strategies such as building design and infiltration systems.

- Employ engineered systems (rain gardens, pervious paving and cisterns) and roof-top systems (including green roofs) to capture, treat and convey rainwater into the City's stormwater system to be discharged into False Creek.

7.2.5 UTILITIES AND SITE SERVICING

- Ensure that existing utilities, including adjacent, on-site and off-site water, sanitary and stormwater infrastructure, street lighting, and third party utilities are upgraded to meet the site's demands as necessary at no cost to the City.
- Design, construct and install all new utilities incidental to servicing the site, and realign existing utilities if needed to meet site demands at no cost to the City, within the proposed road network or statutory rights-of-way.
- Provide all electrical services (including all third party utilities) on private property, without relying on space within streets or the public realm.

7.2.6 RESILIENCE

- Design and construct critical buildings on the Health Campus parcel to meet post-disaster requirements to minimize damage to the structure and increase the reliability of continuous operation of critical services after a significant earthquake (e.g. base isolation technologies).
- Design all buildings and utilities to minimize impact on critical roads and services following a significant shock.
- Provide disaster-resilient and redundant water, sewer, energy and communications connections in accordance with best practice, hospital standards and Vancouver Building By-Law requirements, including back-up systems where necessary.
- Meet the polices of the City's *Flood Plain Standards and Requirements Policy* to:
 - Reduce or prevent injury, human trauma and loss of life in the case of a flood.
 - Minimize property damage during flooding events.
 - Reduce the time it takes to return to operational functionality after flood waters recede.
- Work with the City's Resiliency and Risk Management staff through the subsequent rezoning and development permit processes to identify resilience vulnerabilities associated with the project and develop mitigation strategies to address the vulnerabilities. Strategies should be explored to ensure the integrity of structures, systems and operations following a major disaster, with particular attention to earthquakes and flooding.

7.2.7 SOIL REMEDIATION AND GEOTECHNICAL

- Soil remediation on site is required as per the *Environmental Management Act, the Vancouver Charter* and all city policies with respect to the remediation of city streets.
- Employ soil remediation techniques such as piling and ground densification to ensure buildings are seismically stable and not subject to liquefaction.

8.0 PUBLIC BENEFITS

This Section provides direction on the provision on public benefits on site. The final public benefits package is subject to Council approval at the time of rezoning, subject to Public Hearing.

8.1 BACKGROUND

The health care functions of new St. Paul's Hospital will represent a benefit to the public, meeting local and provincial health care needs. Additional programming on the health campus will further meet public objectives. PHC proposes to provide:

- Spiritual spaces
- All Nations sacred space
- Aboriginal healing and wellness features, spaces and gardens
- Mental Health Transition Centre
- Community programs
- Learning Commons (with UBC)
- Volunteer Centre
- Childcare centres
- Public open spaces
- Spaces for health and wellness-related community uses

In order to support the development and meet local community needs, the City of Vancouver applies Development Cost Levies (DCLs) to all new development. The new St. Paul's site development will be subject to the City-wide DCL and the False Creek Flats DCL.

8.1.1 MANAGING SOCIAL IMPACTS

While the new St. Paul's will meet important local and provincial health care needs, it is also important to consider that there may also be unintended impacts on adjacent communities. A Social Impact Assessment (SIA) was conducted as part of the Policy Statement process which considered the impact the development would have on vulnerable populations within an 800-metre radius of the site. The SIA recognized that new St. Paul's is only one part of a wider context of neighbourhood change in the area, and proposes focused strategies to capitalize on positive impacts and mitigate negative ones.

The SIA informed many of the policies related to Land Use, Built Form, Open Spaces, Circulation and Public Benefits. In particular the following policy areas relate to managing social impacts:

- **Childcare:** Childcare facilities are required for children of employees and the surrounding communities.
- **Short-term accommodation:** A hotel is proposed to meet the needs of health care related visitors (e.g. long stay with kitchenettes, suites for families, focus on affordability). The hotel is intended to relieve pressure on local rental housing stock as demand for short-term accommodation increases due to hospital patients and visitors.

- **Workers' housing:** Dwelling uses are supported on the North parcel in the form of secured rental accommodation for hospital and health campus employees and/or researchers (i.e. institutional health-related residential uses).
- **Local retail:** Employees, patients and residents in the neighbourhood will need retail shops that serve their basic needs, and policies encourage the site to include such retail spaces where possible.
- **Community Benefit Agreement (CBA):** The new St. Paul's will work to enhance social and economic benefits for the local community by purchasing goods and services from local businesses and social enterprises and providing jobs for individuals facing barriers to employment.
- **Community Use Agreement:** The City will work with PHC to establish an agreement to provide community access to use spaces for meeting and learning, particularly for health and wellness-focused groups.

8.2 POLICIES

The following policies regulate the provision of public benefits on site.

8.2.1 CHILDCARE CENTRES

- Provide a minimum of two childcare centres to meet projected demand at no cost to the City, one located on the West parcel and one on the Health Campus parcel. The size and format will be secured at the time of rezoning. Childcare centres must be fully-finished, licensable, equipped and designed in accordance with the Childcare Design Guidelines and City of Vancouver Technical Guidelines.
- Childcare spaces should serve both children of employees and the surrounding communities.
- Given site limitations, podium locations for the two childcare centres are anticipated.
- Locate childcare to be accessible for people walking, cycling and taking transit. Where possible, locate childcare away from roads and streets with high traffic volumes, and/or take steps to mitigate noise and air pollution from busy streets.

8.2.2 COMMUNITY BENEFIT AGREEMENT

- Develop a Community Benefit Agreement (CBA) with the City by collaborating with social development agencies, community members, and host First Nations to ensure social and economic benefits for the inner-city. The CBA should apply to construction and on-going operations (where feasible) and include:
 - Targets for employment for vulnerable groups in or connected to the inner-city.
 - Targets for local procurement for businesses or social development agencies in or connected to the inner-city.

8.2.3 SPACES FOR COMMUNITY USE

- Provide spaces for various uses on site including offices for not-for-profit organizations and meeting rooms and multi-purpose spaces for compatible, health-related local community groups. Part time use should be secured through a Community Use Agreement.
- An assessment of the needs in the area and appropriate compatible community groups may be required through the subsequent rezoning and development processes.

9.0 IMPLEMENTATION AND PHASING

Policies in the preceding Sections guide and consider the site's complete build-out. This Section provides guidance on the implementation of this Policy Statement and the anticipated phased delivery of development, services and public benefits with special consideration given to the regulatory, procurement and funding challenges associated with the delivery of a large-scale health care project.

9.1 BACKGROUND

9.1.1 REZONING AND DEVELOPMENT APPLICATIONS AND PROCESSES

The Policy Statement anticipates that four parcels will be produced after land is dedicated to the City for street rights-of-way: Health Campus, North, West and South parcels. All parcels will be serviced separately.

It is anticipated that all parcels will be rezoned as part of a single Comprehensive Development (CD) zone with separate sub-areas policies and development permit guidelines. Early Works Agreements may be considered to help ensure the project construction timeline proceeds on schedule.

9.1.2 CONSTRUCTION PHASING

In the coming decades, the hospital and health campus will need to adapt to the changing needs of its patients, staff, the community, new technology, as well as to the health care funding available. The precise needs, timing and extent of future expansion is difficult to predict, therefore this Policy Statement provides flexibility for future uses in Phase 3. Early phases may include interim uses (to be replaced later by development) such as public open space.

Phasing is generally anticipated as follows (see Map 9-1):

Phase 1

- Delivery of essential hospital buildings and all public benefits on the Health Campus parcel
- Construction and dedication of all streets and infrastructure to service the site

Phase 2

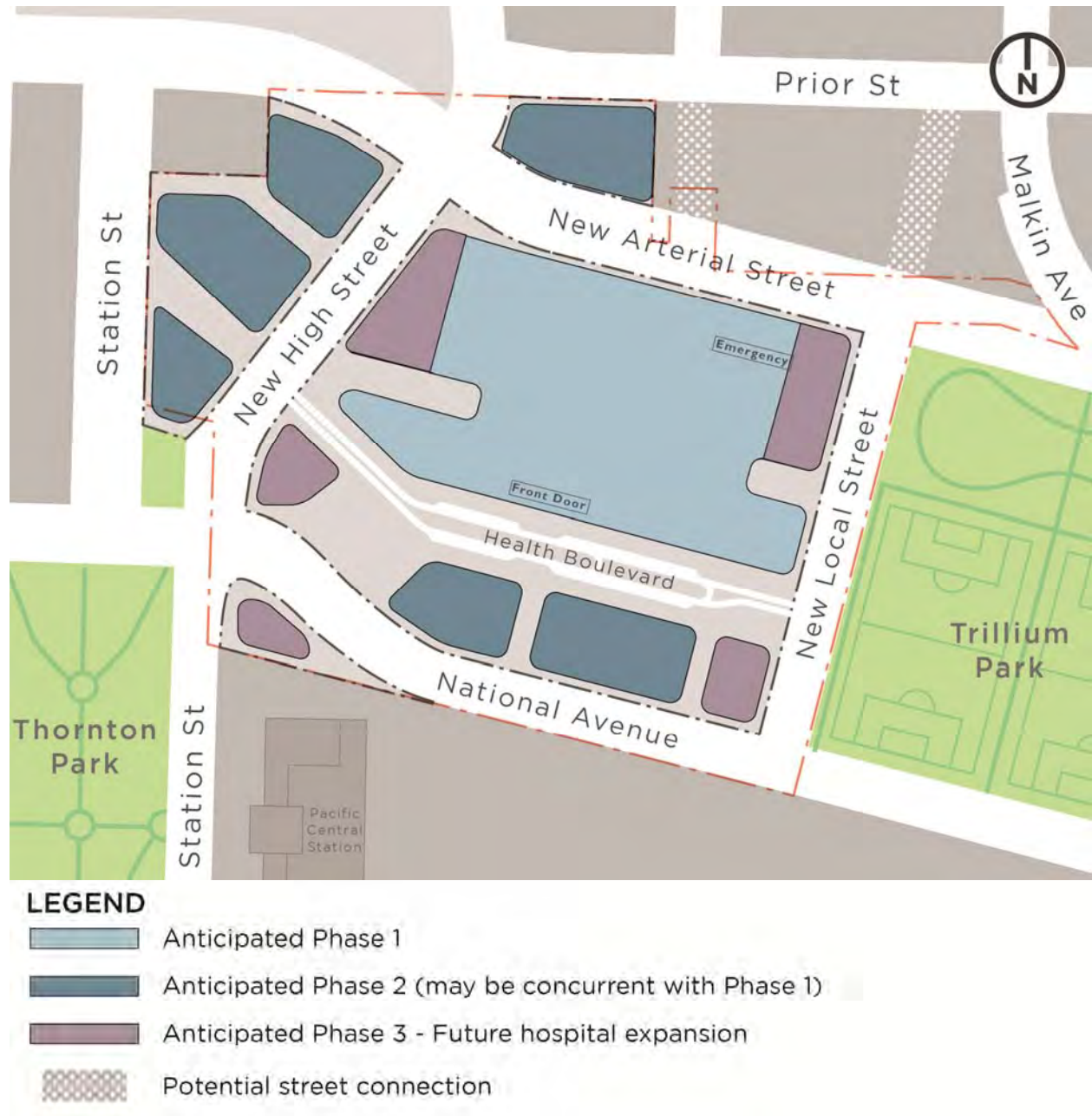
- Development of the North, West and South parcels
- Development of research buildings on the Health Campus parcel
- Delivery of all remaining public benefits.

Note: This phase may happen after or concurrent with Phase 1.

Phase 3

- Design and construction of expansion areas on the Health Campus parcel based on a future program and planning process.

Map 9-1: Anticipated phasing



9.1.3 TRANSPORTATION NETWORK

New Arterial Street will form a segment of a new east-west arterial street from Main Street to Clark Drive, as part of the *Prior/Venables Arterial Replacement Project*. This project is contingent on many factors, including funding from senior levels of government, land acquisition and impacts to adjacent properties. The hospital and health campus may require interim site access in the scenario that New Arterial Street is not operational for the entire section between Main Street and Clark Drive on the opening date of the hospital. The location, design and delivery of New Arterial Street may be impacted by the planning and development of adjacent areas through the Northeast False Creek planning process.

9.2 POLICIES

The following policies regulate the phasing and implementation of the new St. Paul's Hospital and health campus.

9.2.1 DETAILED PHASING PLAN

A detailed Phasing Plan may be required at the time of rezoning, identifying:

- Phasing and estimated construction schedules for the delivery of transportation, infrastructure and buildings on site
- Strategies for mitigating impacts on adjacent properties
- The timing and triggers for the delivery of public benefits

9.2.2 INTERIM TRANSPORTATION NETWORK

- Planning processes for the viaducts replacement street network and the *Prior/Venables Arterial Replacement Project* are ongoing. Transportation and urban design work in this process may inform the design and location of New Arterial Street and New High Street.
- In the scenario that New Arterial Street is not completed between Main Street and Clark Drive before the opening date of the hospital, the design and delivery of new St. Paul's should consider an interim site access design. An extension of Dunlevy Street between Prior Street and New Arterial Street is a potential link to facilitate access to the Health Campus Parcel.

9.2.3 INTERIM USES

- Interim open spaces are anticipated to include accessible plaza and green spaces with high quality public realm treatments.
- Design interim street furniture and public realm treatments for removal and reuse upon final construction, where feasible.

9.2.4 CONSTRUCTION PHASING

- The following elements are required to be delivered in Phase 1 (with the opening of the hospital):
 - All hospital programs.
 - All dedicated streets, new infrastructure and infrastructure upgrades to service the site.
 - All public open spaces and green spaces on the Health Campus parcel. Some spaces may be interim uses until final build out
 - One childcare centre to meet the demands of the Health Campus parcel
- The following elements are required to be delivered in Phase 2 (may occur after or concurrent with Phase 1):

- Hotel and conference centre (As 40 per cent of visitors to St. Paul's come from outside the region, the hotel should be operational within one year of the hospital opening to offset demand for short-term accommodation.)
- All public open spaces and green spaces on the parcels
- A second childcare centre to meet the demands of the North, West and South parcels
- Design and construct future expansion phases to ensure that:
 - They meet this Policy Statement's goals and policies and all other City policies in place at the time of expansion.
 - Hospital operations can continue to operate during construction.

9.2.5 SUPPORTING USES FOR HOSPITAL OPENING

- Phase 2 uses on the North, West and South parcels are key to supporting the Phase 1 health campus and should aim to open at the same time or as soon as possible after the opening of the hospital. These uses include shops and grocery stores, restaurants and cafés, pharmacies, medical offices, and hotel and conference facilities.

10.0 ILLUSTRATIVE DEVELOPMENT CONCEPT

10.1 PHC'S PRINCIPLES FOR PLANNING THE NEW ST. PAUL'S

Focus on the **PATIENT EXPERIENCE**

- Enhanced cross-disciplinary approach to care
- Respect the values and goals of patients and their families

Strive to be at the forefront of **EXCEPTIONAL CARE**

- Leading models and best practice
- Continuous and LEAN process improvement

Design spaces that **PROMOTE WELLNESS** for patients and care providers

- Abundance of natural light & access and views to nature
- Sustainable
- Intuitive wayfinding
- Local art

INTEGRATE care, research and teaching

- Close proximity to facilitate circulation and drive innovation
- "Bench-to-person"

Build **FLEXIBILITY** for future unanticipated demand

- Consider future expansion strategy, maximal operational efficiency & regional master planning

Enable a **LEARNING ORGANIZATION**

- Support a culture of innovation and excellence & data-driven pursuit of quality improvement

LEVERAGE TECHNOLOGY to improve quality and efficiency

- Invest in telehealth solutions, integrated electronic medical records, real-time tracking

FOSTER PARTNERSHIPS to bring value to our patients

- Cultivate strong relationships with health organizations, private & public enterprise, academic networks

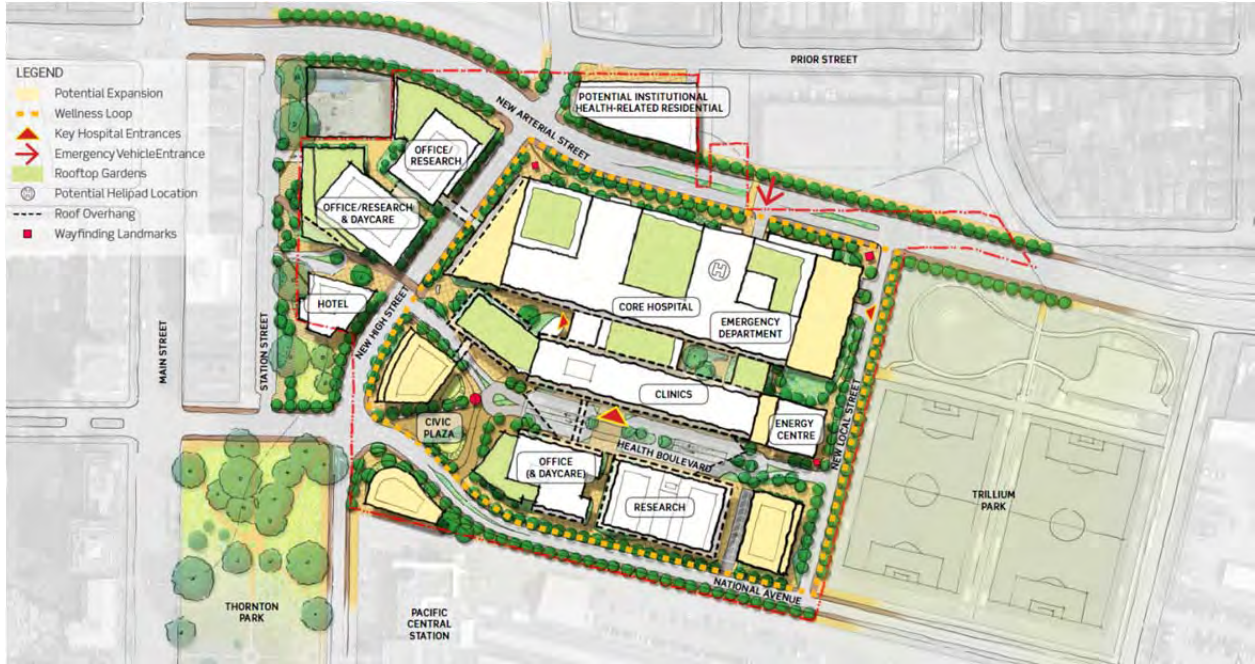
10.2 PHC'S PROPOSED DEVELOPMENT CONCEPT

The following illustrations represent Providence Health Care's proposed development concept for the new St. Paul's Hospital and health campus. Generated during the third phase of the Policy Statement process, these concepts illustrate one way in which the preceding policies could be framed, and how the policy statement document could be expressed. Further revisions and refinements are anticipated through the subsequent rezoning and development permit processes.

10.2.1 SITE PLAN AND 3D VIEW

This site plan and 3D view is an illustrated example of how the policies in the New St. Paul's Hospital and Health Campus Policy Statement might be achieved on the site in the future.

Site Plan



3D view from the southwest



10.2.2 PUBLIC REALM EXPERIENCE

These illustrations show what it might be like to walk around the site and reflect how the policies in the New St. Paul's Hospital and Health Campus Policy Statement might be achieved in the future.

View to the front door of the hospital through the Civic Plaza



View looking south down New High Street



Appendix B - New St. Paul's Hospital Rezoning Process Staffing and Budget

The additional staff and resources needed for the rezoning process have been calculated by staff from all affected City departments in a methodology consistent with previous cost-recovered planning programs, where the costs have been verified at the conclusion of the planning process.

The budget anticipates three months for Pre-Application, twelve months for Rezoning, and twelve months for Enactment, with contingency funding in each phase in case of delay or additional tasks.

Additional Staffing Summary (Person Months)

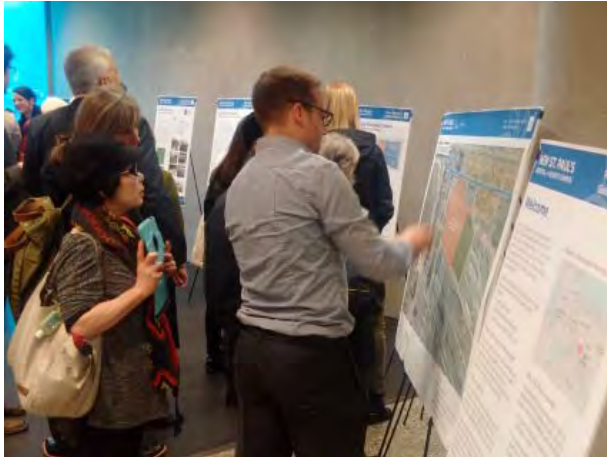
Department	Phase			Total
	Pre-App	Rezoning	Enactment	
Planning Team Senior Planner, Rezoning Planner, Planning Analyst, Sustainability Planner, Development Planner	8.0	36.0	2.0	46.0
Community Services Social Planner, Cultural Planner	0.0	4.0	4.0	8.0
Engineering Services Project Engineer, Transportation Engineer, Surveyor	1.5	15.0	12.0	28.5
Real Estate & Facilities Management Senior Development Officer, Development Officer, Environmental Services, Facilities Planner, Quantity Surveyor	0.0	6.0	4.0	10.0
Legal Services Solicitor, Legal Assistant	0.0	2.0	15.0	17.0
Subdivision and Enactment Project Facilitator (Subdivision), Enactment Facilitator	0.0	2.0	9.0	11.0
Total	9.5	65.0	46.0	120.5

Cost-Recovered Budget Summary (Rounded to Nearest \$1,000)

Budget Item	Phase			Total
	Pre-App	Rezoning	Enactment	
Salaries and Benefits	\$93,000	\$664,000	\$523,000	\$1,280,000
Process costs Open Houses, Publicity, Consultancies	\$4,000	\$52,000	\$1,000	\$57,000
Contingency and Overheads	\$21,000	\$97,000	\$52,000	\$170,000
Total	\$107,000	\$824,000	\$576,000	\$1,507,000

New St. Paul's Hospital and Health Campus
POLICY STATEMENT CONSULTATION SUMMARY

May 2017



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Overview

City of Vancouver Staff have prepared a Policy Statement to guide the redevelopment of the new St. Paul’s Hospital and health campus on Station Street. Between March 2016 and May 2017, a three-phase planning program was undertaken that engaged residents, property owners, businesses and stakeholders. Five open houses and three workshops were held. A total of 747 people attended and 2078 online and hardcopy questionnaires were received.

Policy Statement Process



This document summarizes, for each phase:

- A. Consultation goals
- B. Outreach, attendance and feedback metrics
- C. What we asked (questionnaire)
- D. What we heard

This is followed by an overall summary of who we heard from and their experience of the process.

In addition to these consultation events, individual meetings with local residents and property owners were held throughout the process. Staff also attended Clinical Planning Community Forums hosted by Providence Health Care (PHC) and Vancouver Coastal Health (VCH), as well as Social Impact Assessment meetings hosted by CommunityIMPACT Consulting.

In-depth summaries of these consultation efforts can be found at the following websites:

Phase 1 Consultation Summary	<i>vancouver.ca/newstpauls</i>
Phase 2 Consultation Summary	
Social Impact Assessment Summary	
PHC Community Consultation Summaries	<i>thenewstpauls.ca</i>

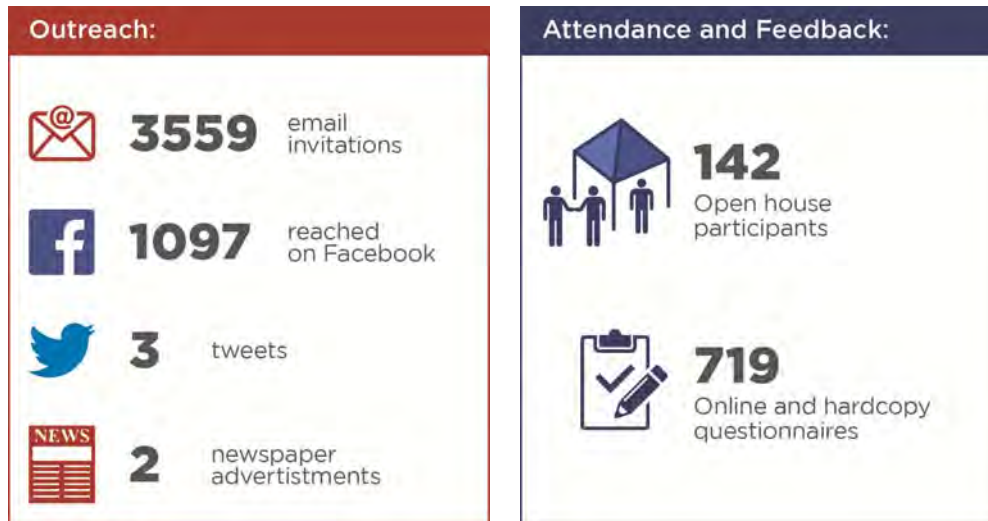
Phase 1: Guiding Principles (March 2016)

A. Consultation Goals

A set of Guiding Principles were developed to guide planning and design for the new St. Paul's Hospital and health campus. Staff held an open house to:

1. Gather feedback on the draft Guiding Principles.
2. Discuss the community's concerns and aspirations for the new St. Paul's site.

B. Metrics



C. What We Asked

The questionnaire asked:

1. Do the draft Guiding Principles reflect the future needs for the site?
2. Is there anything missing? Suggestions or refinements?

D. What We Heard

1. The draft Guiding Principles were viewed positively. Approximately 80 per cent responded that the Guiding Principles reflected the future needs of the site as written or with refinements.
2. Members of the community were most interested in:
 - Ensuring high quality open spaces and connections through the site.
 - The ability for all people (especially those with mobility challenges) to access the hospital.
 - Traffic and parking impacts in the adjacent neighbourhood.
 - Ensuring access to health care services for West End and Downtown residents.
 - The development's impacts on housing in the neighbourhood and the social impacts the development may have on low-income and vulnerable area residents.
 - Sustainable building and site design.
 - Stability of the site in the event of an earthquake or sea level rise.

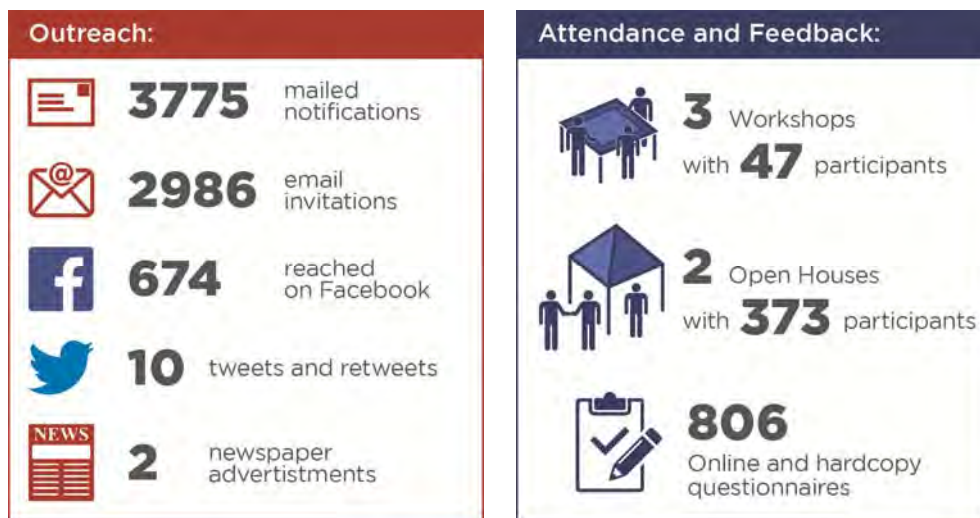
Phase 2: Development Concept Options (June 2016)

A. Consultation Goals

The project design team prepared two development concept options ('Urban Court' and 'Pedestrian Spine'). Workshops and open houses were held to:

1. Share refined Guiding Principles.
2. Gather feedback on the general strengths and weaknesses of each of the two concepts.
3. Receive additional comments to inform the development of a Preferred Concept and draft policies.

B. Metrics



C. What We Asked

The questionnaire asked:

1. How well does each concept achieve the Guiding Principles?
2. What do you like and dislike about the 'Urban Court' concept?
3. What do you like and dislike about the 'Pedestrian Spine' concept?
4. Do you have any additional comments or feedback?

D. What We Heard

1. Overall, respondents did not think one concept or the other better achieved the Guiding Principles.
2. For 'Urban Court,' respondents most often mentioned they liked:
 - The open space concept with an urban court and main entrance facing Thornton Park.
 - The location of the hotel.
3. For 'Pedestrian Spine,' respondents most often mentioned they liked:
 - The north-south orientation of the inpatient tower.
 - The pedestrian connections through the site.
4. Additional suggestions to consider:
 - Provide enough parking and manage traffic to reduce impacts on the neighbourhood.
 - Provide good connections to the site, including for those in the West End who are currently patients at St. Paul's and for those with mobility challenges.
 - Ensure that the site will be stable and resilient in the event of sea level rise, floods and earthquakes.
 - Provide high quality open space.
 - Provide good wayfinding so people can easily find their way around the health campus.
 - Consider and mitigate the consequences that the hospital will have on the people who currently live in the neighbourhood.

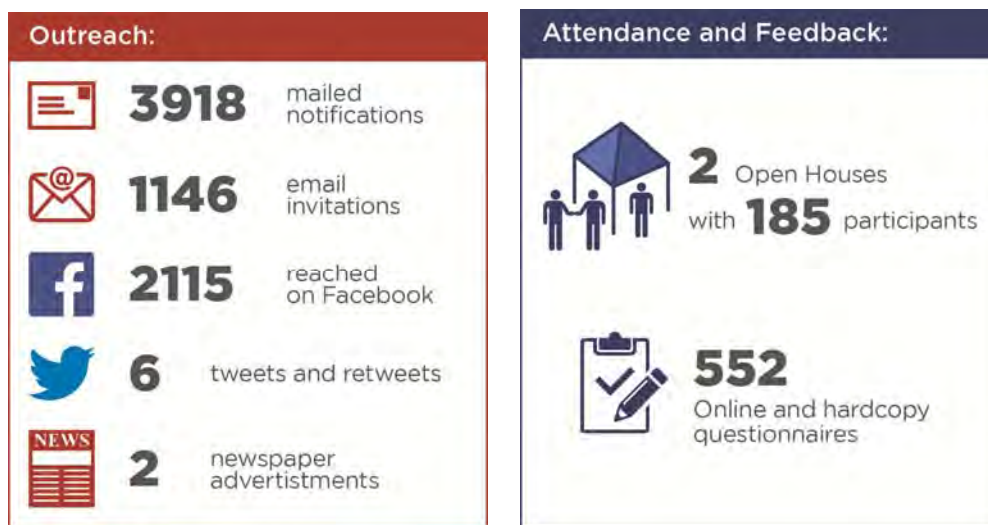
Phase 3: Preferred Development Concept and Draft Policy Statement (May 2017)

A. Consultation Goals

Based on public feedback on the two Development Concept Options and further technical study, a Preferred Development Concept and draft policies were prepared. Staff held open houses to:

1. Share the draft policies and illustrations of a Preferred Development Concept prepared by the project design team.
2. Receive feedback on the draft policies to bring forward to inform work at the rezoning stage.

B. Metrics



C. What We Asked

The questionnaire asked:

1. What do you think are the strengths of the draft policy statement?
2. What's missing or needs further consideration during the upcoming rezoning process?

D. What We Heard

1. Respondents most often mentioned the following as strengths of the draft policy statement (20 or more respondents, ranked by frequency):
 - The variety of open spaces and the positive health benefits associated with access to the outdoors.
 - New complete streets and the variety of transportation options.
 - Strong sustainability requirements.
 - The general mix of land uses on the site.
 - Inclusion of a hotel and conference centre.
 - Requirement for childcare centres on site.
 - The urban design, form and density.
 - Requirement for height transitions and respectful interface with the existing community.
 - Walking connections and accessibility.
 - Inclusion of spaces for community use, social enterprise, non-profits and/or affordable retail.
 - Support for the delivery of high quality health care services.

2. Respondents most often mentioned that the following issues require further consideration during the rezoning process (20 or more respondents, ranked by frequency):
 - Management of traffic congestion in the neighbourhood.
 - Ensuring enough parking is provided (including concerns about the cost of parking).
 - Ensuring good walking and transit connections to the hospital (including wayfinding and accessibility).
 - Resilience of the site in the event of an earthquake, sea-level rise and flooding.
 - The future of the Burrard Street site and the ability of those in the West End to access health care services.
 - The safety of open spaces.
 - The impact of the development on housing in the local area and potential displacement of low-income residents.

Who did we hear from?

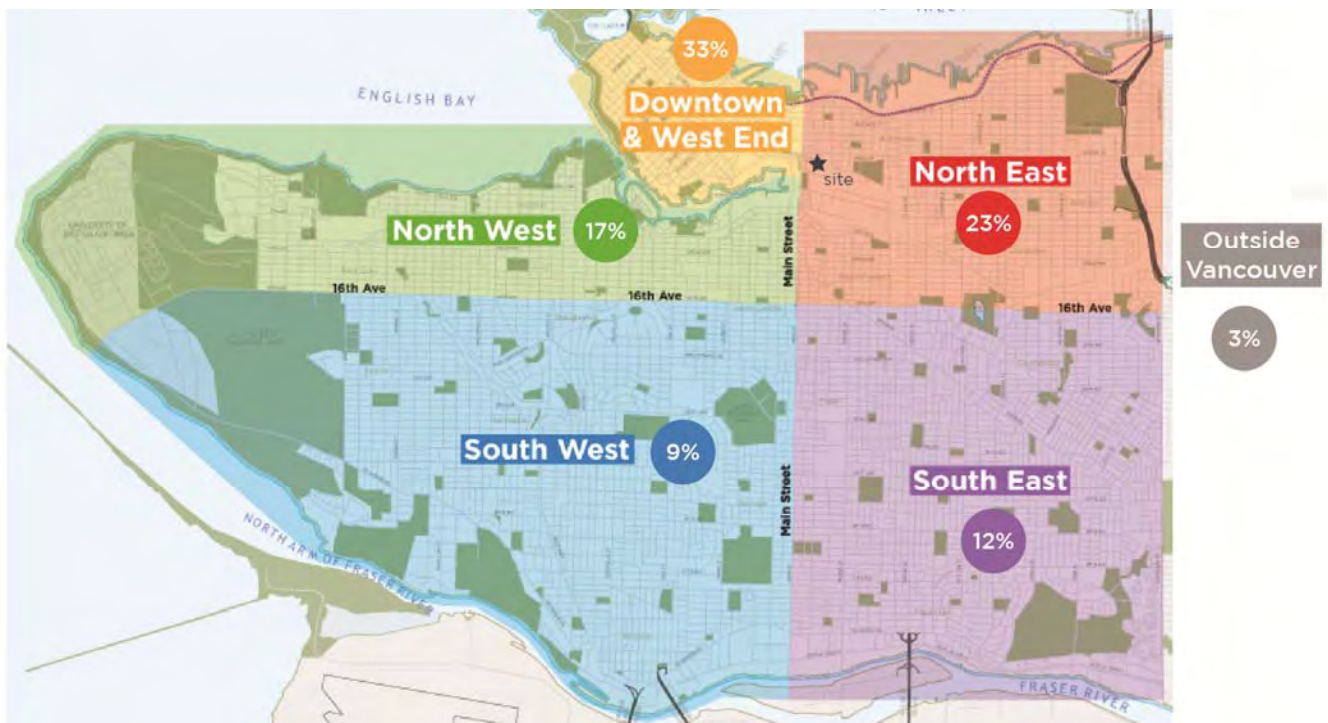
In each questionnaire, we asked respondents to tell us a little about themselves. Overall we heard from a broad cross-section of people across the City and from a balance of age groups.

Note: Percentages may not add up to 100 due to rounding or questions left unanswered by respondents.

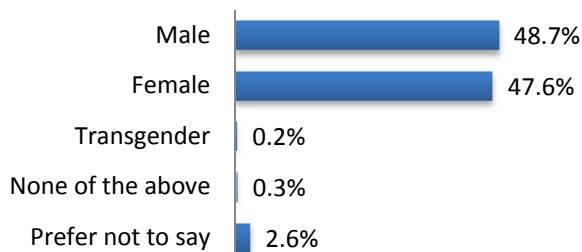
Demographic Information

Total number of questionnaire respondents (all three phases): 2078

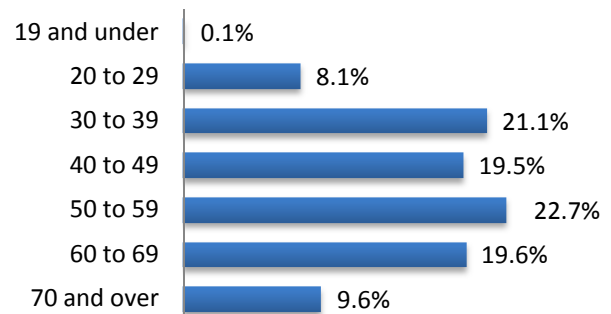
Respondents' home postal code:



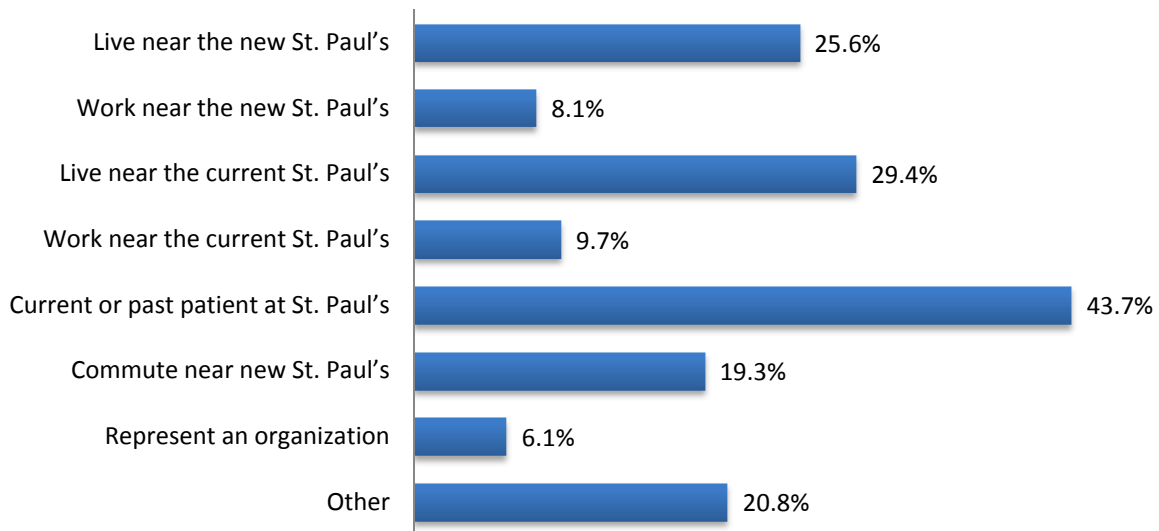
Gender



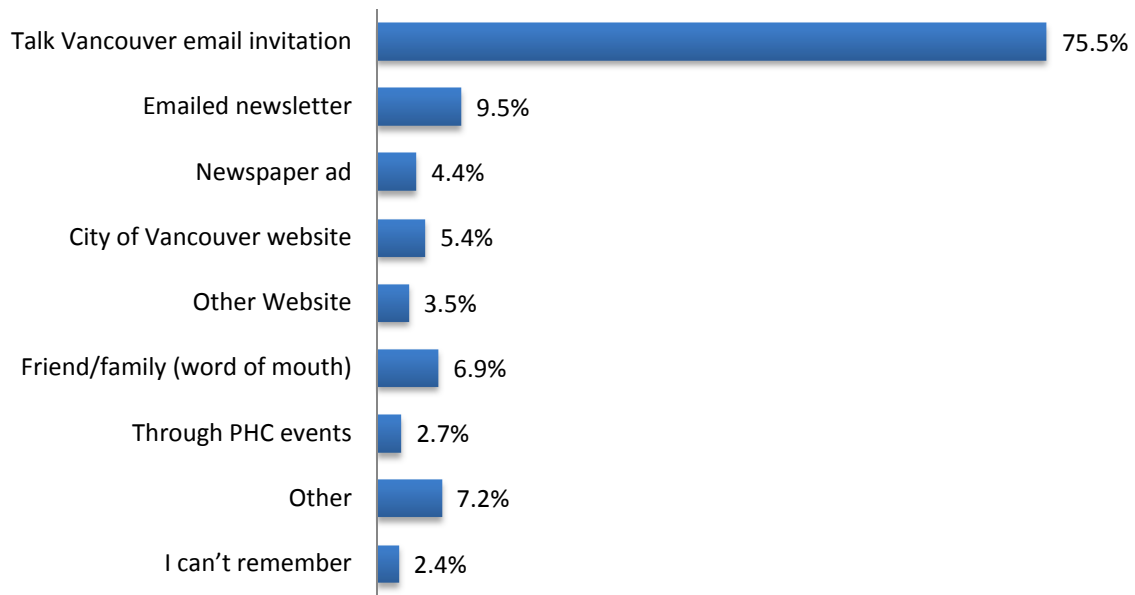
Age



What is your connection to the new St. Paul's? (check all that apply)



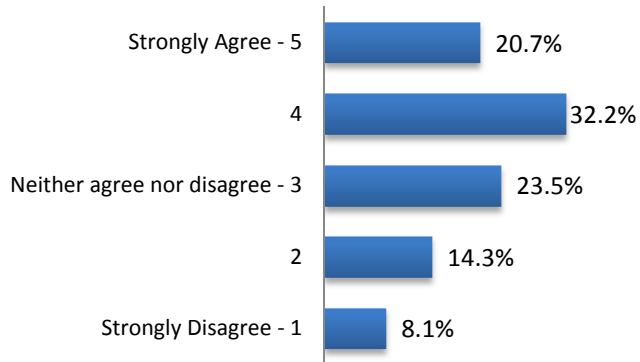
How did you hear about the new St. Paul's consultation? (check all that apply)



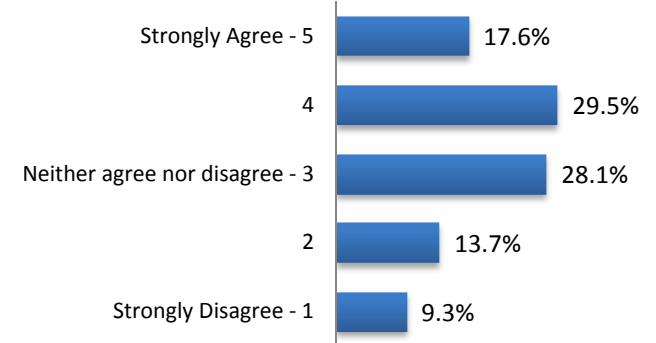
Consultation Experience

The graphs below summarize questionnaire respondents' agreement with the following statements:

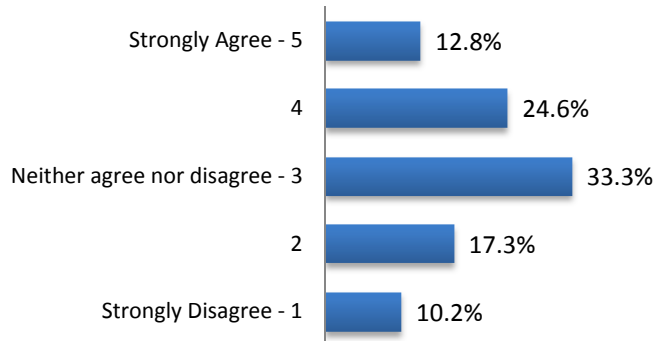
The information presented was clear and understandable.



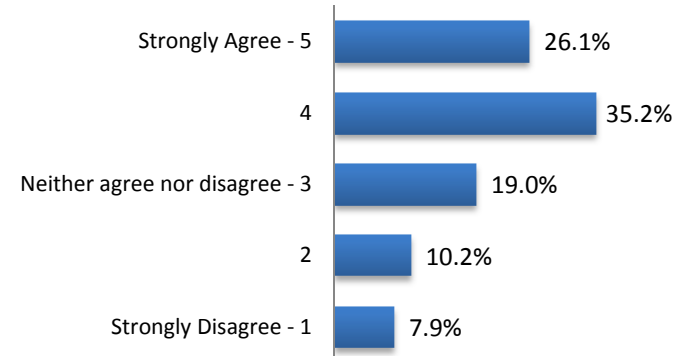
I felt that participating was a valuable experience for me.



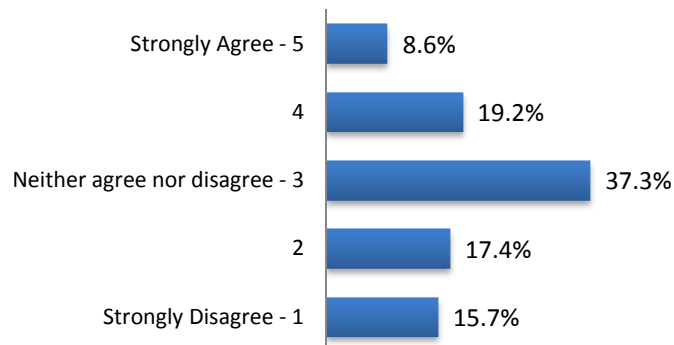
I understood how my input would be used.



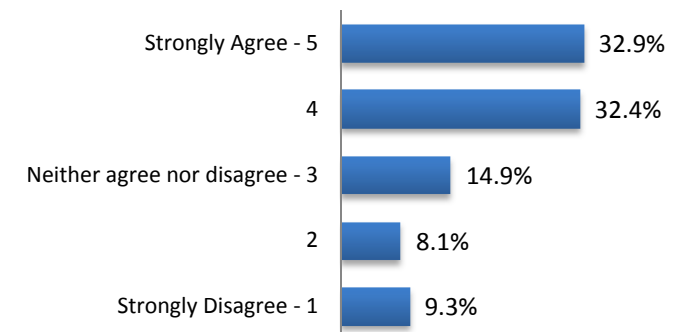
I had the opportunity to share my views.

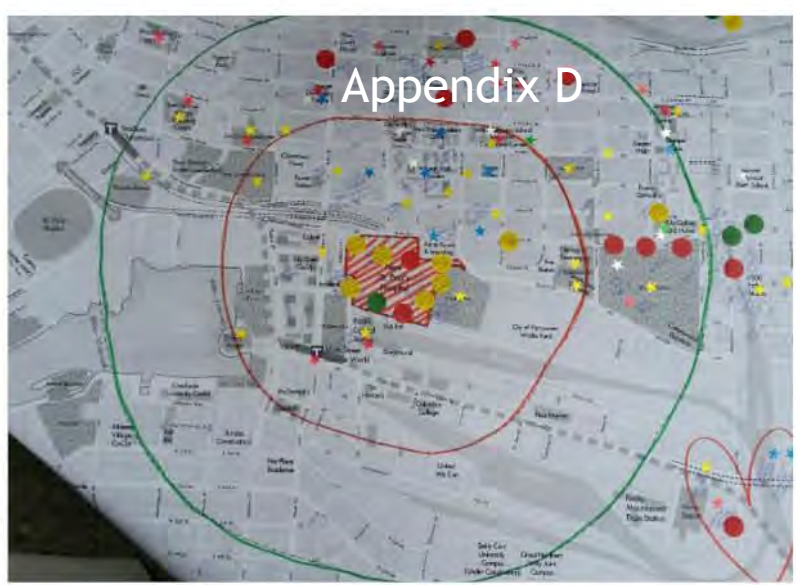


I felt that my input would make a difference.



I felt I learned something new.





NEW ST. PAUL'S
Social Impact Assessment Summary
May 2017



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Introduction

In 2016, the City of Vancouver (CoV) engaged CommunityIMPACT Consulting to conduct a Social Impact Assessment (SIA) for the new St. Paul's hospital and health campus on Station Street in Vancouver's False Creek Flats neighbourhood.

This document summarizes the potential social impacts anticipated for neighbourhoods near the new St. Paul's and proposes potential mitigation and monitoring strategies. These strategies are intended to guide future decision-making around planning and operation in a way that will consider how to benefit the local communities that may be affected by this major development. An SIA is a tool that can inform decision-makers in ways to maximize the potential for the project to act as a catalyst for improving the health and well-being of those living and working near it.

What is a Social Impact Assessment (SIA)?

Social impact assessment is a process for analyzing, monitoring and managing the intended and unintended social consequences of a development project. Social impacts are alterations in the way in which people meet their needs, live, work, play, relate to one another, and cope as members of society. It prioritizes the people living and working around the new development and builds upon their knowledge, values and experience.

Social impacts can result from a single development or as a result of incremental development over time. The goal of the SIA is to identify and document potential social impacts in order to mitigate negative impacts and maximize positive impacts in an anticipatory way. An SIA also helps create a baseline for future reference, monitoring and action.

Consultation

CommunityIMPACT Consulting met with over 600 individuals and 30 groups in workshops and small group meetings between April and June 2016.

The objective was to receive input from as many perspectives and interests as possible among those living and working near the new St. Paul's. Participants included:

- Market housing residents (both owners and renters)
- Social housing residents
- Single-room occupancy (SRO) residents
- Homeless people
- The artist community
- Local businesses and industrialists
- Anti-poverty and activist groups
- Community centres
- Environmentalists
- Community health/social service agencies

Feedback was received through asset mapping workshops, focus groups, individual and small group interviews, telephone interviews, email correspondence and an online survey.

All participants were asked the same four questions based on a map of the study area:

1. *What is important to you in this area? What do you like? Why?*
2. *What is missing in this area? What don't you like? Why?*
3. *What are your hopes about the new St. Paul's Hospital coming to this area?*
4. *What are your fears about the new St. Paul's Hospital coming to this area?*

Some responses to these questions are included in the "Potential Impacts, Mitigation and Monitoring" section. See Appendix A for a detailed list of what we heard.

About the new St. Paul's

St. Paul's Hospital is operated by Providence Health Care (PHC), a Vancouver-based not-for-profit society, and is currently located on Burrard Street in Vancouver's West End. Since being established more than 120 years ago, the hospital has grown to serve more than 174,000 patients from across B.C. annually, who account for over 500,000 visits per year. The hospital is globally renowned for its leading work in a number of fields, and its strong integration of research and teaching with health care. St. Paul's plays a significant role in caring for the socially disadvantaged, serving medically and socially complex populations. Approximately 21 per cent of people who visit the emergency department live in Vancouver's Downtown Eastside and Strathcona neighbourhoods.

The aging hospital on Burrard Street can no longer meet modern health care standards and it has been determined that the best solution for continuing to provide care is to construct a new facility. The new St. Paul's will continue to be a full service hospital providing world-class health care that integrates research and teaching on a large undeveloped site on Station Street in Vancouver's False Creek Flats. All of the current programs and services at St. Paul's are expected to move to the new site. Construction of the new St. Paul's is expected to occur between 2019 and 2024.

The anticipated uses on Station street site include:

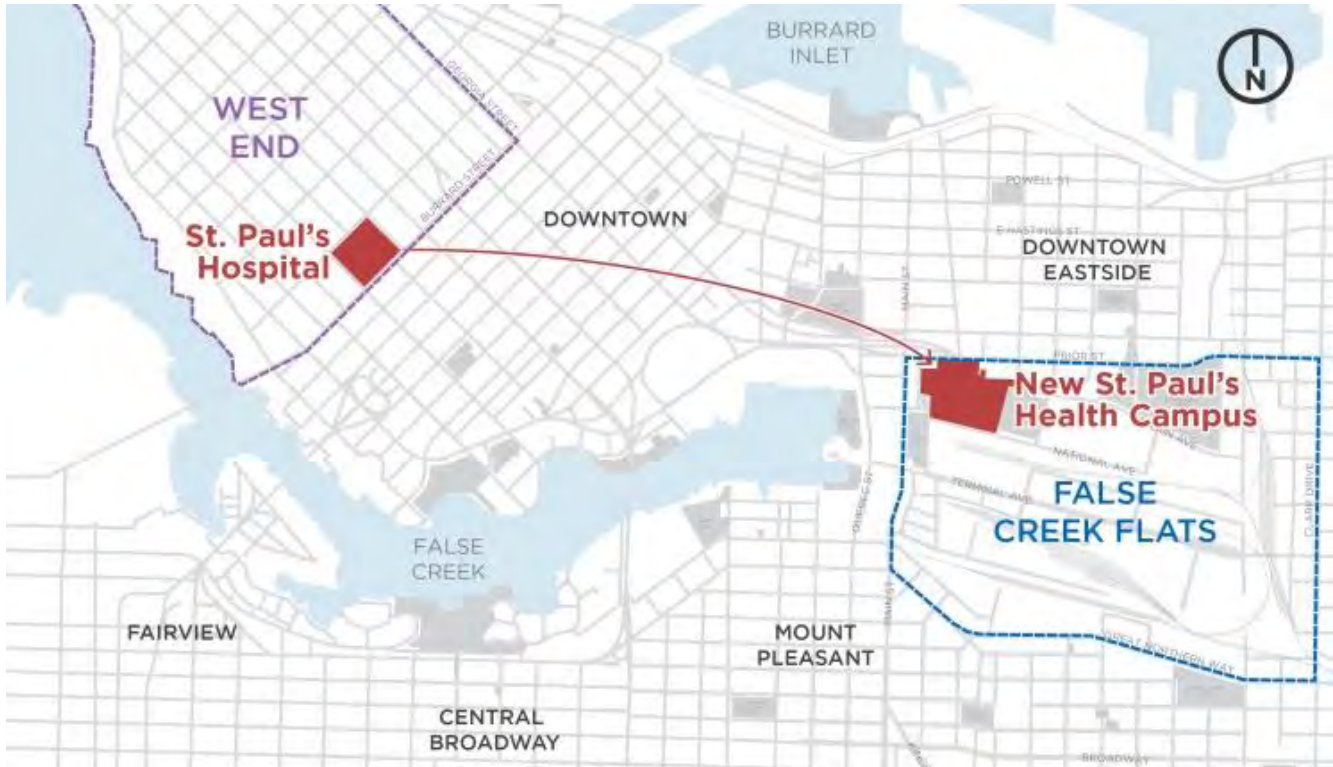
- Acute-care hospital (including emergency room, critical care, specialty surgical services, etc.)
- Specialized services (e.g. for mental health and substance use, urban health, renal, cardio/pulmonary, HIV/AIDS, seniors, maternity, surgery, etc.)
- Outpatient clinics
- Aboriginal Healing and Wellness elements to support the Aboriginal population, such as Aboriginal Patient Navigators, Elders, Aboriginal Social Workers, traditional medicines, gardens, and an All Nations Sacred Space for Aboriginal spiritual services (smudging, prayers, etc.)
- Room for future hospital expansion
- Research, medical offices and educational spaces
- Hotel and retail
- Childcare facilities

Planning and Development Process

A Policy Statement will guide the development of the new St. Paul's site on Station Street. It will include policies relating to:

- Land use
- Sustainability
- Transportation
- Density
- Building types and heights
- Public benefits
- Phases of development
- Other site specific considerations

Stakeholder and public feedback, along with technical review and consultants, have guided the work. The SIA is one study that is informing the development of the Policy Statement.



St. Paul's relocation

Why do an SIA for the new St. Paul's?

Large-scale development projects such as the new St. Paul's are often transformative and planned in order to make major improvements to health care, transportation, education or economic development. These projects often aim to be a catalyst for economic growth and create a higher quality of life for cities and regions.

Planning of large-scale development projects often focuses on the design and construction of physical infrastructure where financial pressures dictate a rapid pace of construction. As a result, potential social and economic effects on the wider community are often under-studied. The typical planning process for these projects may miss chances to minimize negative social impacts, maximize positive opportunities, and foster sustainable, inclusive communities.

Adjacent SIAs

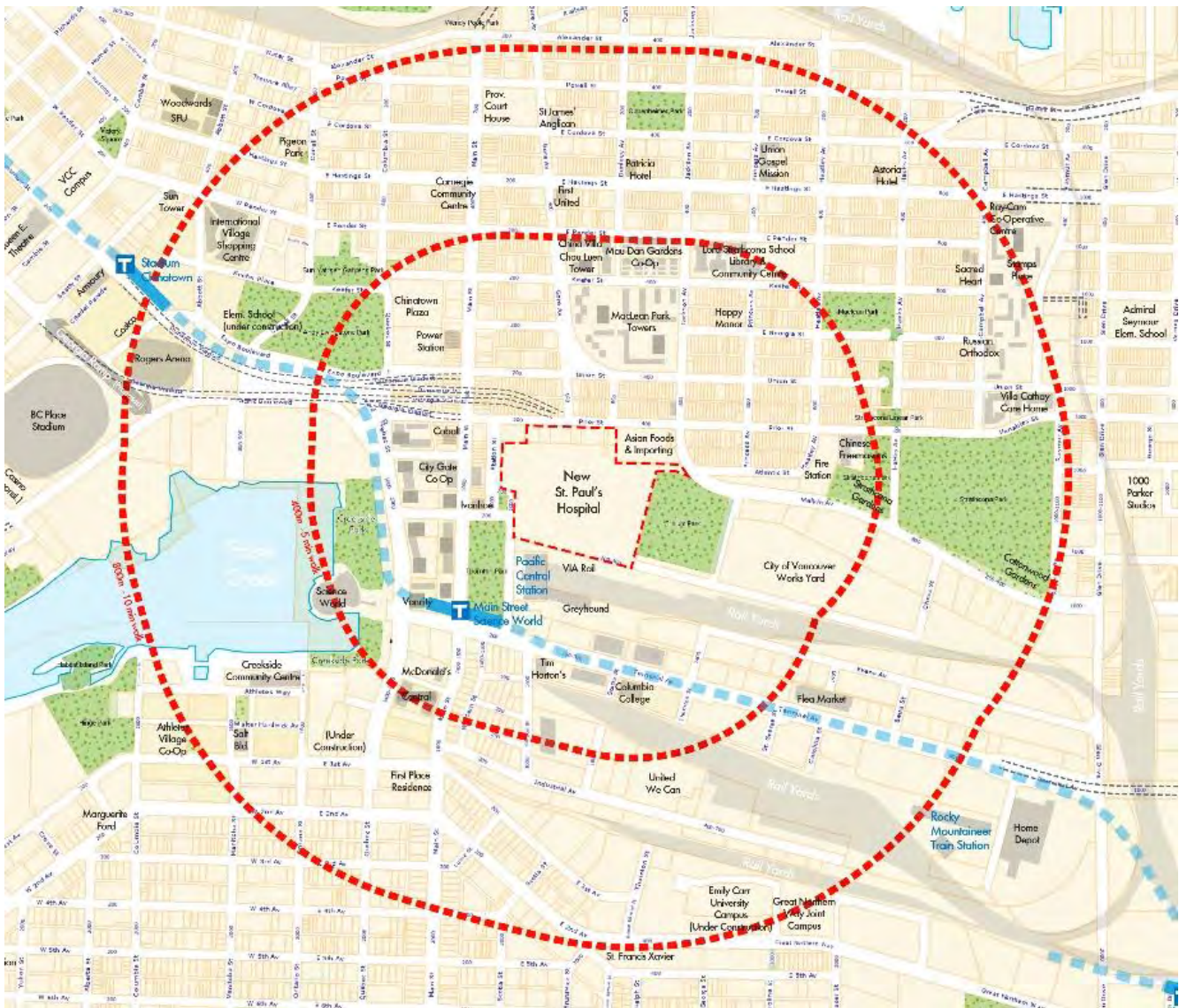
In two adjacent areas of the city, SIA processes have goals and study areas that overlap with that of the new St. Paul's:

- Downtown Eastside (DTES) (2014, monitoring ongoing): This SIA resulted in a series of Social Impact Objectives to influence how new development can take into account the needs of vulnerable and low-income residents in the area. While the new St. Paul's falls slightly outside of the DTES boundaries, the two geographies share the same vulnerable populations and social issues.
- Northeast False Creek (NEFC) (ongoing): NEFC is envisioned as a new mixed-use neighbourhood that will include diverse housing choices, an expanded waterfront park and the replacement of the viaducts with a new network of streets, walking and cycling routes. The SIA for NEFC is ongoing.

Study Area

The new St. Paul's is expected to have an impact province-wide, but for the purposes of this SIA, the primary study area is an 800-metre radius around the new St. Paul's site, about a 10-minute walk (see map below).

The site is located in the False Creek Flats, an industrial and employment area vital to Vancouver's economy. The study area includes parts of the DTES, Flats, Southeast False Creek, Citygate, and NEFC. It is a vibrant, historical and diverse area, which includes a mix of communities and types of uses.



Study area (400- and 800-meter distances from the new St. Paul's site)

Demographics

It is estimated that a total of 15,690 people live in the 800-metre study area. The population is relatively older than both Vancouver and Metro Vancouver's general population. The median household income for the study area is less than half of the city average. The unemployment rate is slightly higher than municipal and regional levels, while labour force participation is lower. Almost 57% of the households in the study area are single-person households, significantly higher than in the rest of Vancouver. There is also a higher percentage of lone-parent households. In terms of education levels in the study area, more residents have no certificate, diploma or degree. There are higher mobility rates and the dwellings in the study area are primarily rentals. The table below compares the demographic information for the study area compared to the city and region as a whole.

	Study Area (800 m)	Vancouver	Metro Vancouver
Population	15,690	619,840	2,504,151
Median age	46	39	40
Over 65	19%	15%	14%
Under 25	15%	23%	27%
Median household income	\$25,000	\$58,000	\$68,000
Less than \$20,000/ year	44%	10%	13%
Less than \$10,000/ year	22%	8%	5%
Unemployment	6%	5%	5%
Labour force participation	55%	66%	65%
Single Person Households	54%	38%	28%
Lone-parent households	25%	15%	14%
No certificate, diploma or degree	26%	14%	14%
Immigrants	45%	47%	42%
Aboriginal people	10%	2%	3%
Non-permanent residents	4%	4%	3%
No knowledge of English or French	18%	8%	6%
Mobility	54%	46%	44%
Rental dwellings	76%	50%	34%

Demographics for those living in the study area versus Vancouver and Metro Vancouver as a whole. (Source: Statistics Canada Census 2011 forecasted to 2015 by Environics/Tetrad. Data are estimates and projections.)

Vulnerable Populations

The SIA focuses on vulnerable populations. This study defines vulnerability as the degree to which a population is able to cope with, resist and recover from the impacts of change.

Poverty is a major contributor to vulnerability as well as compromised physical and mental health. Vulnerable populations living in the study area include (but are not limited to) homeless people, people living in SROs and social housing, low-income individuals and families—including the working poor, Aboriginal people, people with disabilities, people affected by mental illness and substance use, survival sex workers, and seniors. This study also recognizes that certain groups who may not fall into these categories are also especially vulnerable to neighbourhood change and pressures that come from new development. These groups would include small businesses, renters and some middle-income earners.

PHC also recognizes vulnerable populations and includes those with mental health, substance use and other complex urban health issues; people with heart, lung and kidney conditions, people living with HIV/AIDS, seniors and people at the end of life.

Potential Impacts, Mitigation and Monitoring

Potential Impacts

Each section conveys some of the impacts anticipated, with a focus on the experience of vulnerable populations in the study area. The goal of the SIA was to identify the social impacts resulting from the new St. Paul's development, however identifying a single development's specific impacts within a rapidly changing area is challenging. Many of the key impacts are cumulative and are expected to result from a variety of neighbourhood and demographic changes, including but not limited to the new St. Paul's development. These impacts have been noted as the result of gentrification or redevelopment in the area.

Potential Mitigation

Proposed strategies appropriate for the site identify key opportunities to maximize benefits and mitigate negative impacts resulting from the site's development. These mitigation measures are intended to be considered by CoV, PHC, Vancouver Coastal Health (VCH), agencies, service providers, businesses and the surrounding community when moving forward with design, policy and programming.

Potential Monitoring

Monitoring strategies are suggested so that baseline and recurring data collection occurs as part of ongoing social impact management. By tracking this data, the effectiveness of the management strategies can be assessed and new or revised initiatives may better be directed at the issues that arise.

Healthy City Strategy Framework

The *Healthy City Strategy* (adopted by Vancouver City Council in 2014) provided goals and guidance to frame the new St. Paul's SIA. The vision statement of the *Strategy* is "A Healthy City for All: A city where together we are creating and continually improving the conditions that enable all of us to enjoy the highest level of health and well-being possible."

To frame the discussion on potential impacts, mitigation and monitoring, the SIA references the 12 goal areas outlined in the *Strategy*. The following table outlines the topics covered in each section:

Goal Area	Topics
1. A Good Start	Childcare and spaces for kids
2. A Home for Everyone	Housing and short-term accommodation
3. Feeding Ourselves Well	Food and nutrition
4. Healthy Human Services	Health care
5. Making Ends Meet and Working Well	Retail, affordability and employment
6. Being and Feeling Safe and Included	Sense of security and safety
7. Cultivating Connections	Sense of community
8. Active Living and Getting Outside	Open spaces
9. Lifelong Learning	Education
10. Expressing Ourselves	Arts, culture and history
11. Getting Around	Transportation
12. Environments to Thrive In	Noise and air quality

Healthy City Strategy Framework and Topics

1. A Good Start

Healthy City Strategy Goal: Vancouver's children have the best chance of enjoying a healthy childhood.

Potential Impact	Potential Mitigation		Potential Monitoring	
	CoV	PHC	CoV	PHC
New workers with children may increase demand on childcare spaces.		Provide new childcare facilities.	Supply and demand for childcare spaces	
New workers with children may increase demand on existing parks, open spaces and playgrounds.		Explore opportunities in the landscape design for open spaces that accommodate the needs of families and children.		

Some of the things we heard:

What's missing in the area?

Local childcare and playgrounds

Assets in the area:

Families with children



2. A Home for Everyone

Healthy City Strategy Goal: A range of affordable housing choices is available for all Vancouverites.

Potential Impact	Potential Mitigation		Potential Monitoring	
	CoV	PHC	CoV	PHC
New workers who want to live in the neighbourhood may increase demand for housing.	Support new housing options at a range of affordability levels in the neighbourhood through adjacent area plans.	Explore providing institutional health related rental accommodation on the site for health campus workers and visiting researchers.	Supply and demand for housing at different levels of affordability and size	
Patients, families and researchers visiting may increase demand for short-term accommodation (e.g. Airbnb).	Seek to secure private SROs. Enforce existing by-laws for unlicensed short-term rentals.	Include a hotel on-site to meet the demands of patients, families and visitors.	Supply and demand for short-term accommodations	

Some of the things we heard:

I fear that...

...there will be displacement of residents due to the pressure that the new hospital will put on housing and temporary accommodation demand in the area.

What's missing in the area?

Affordable housing across the spectrum, especially for families, seniors and artists



3. Feeding Ourselves Well

Healthy City Strategy Goal: Vancouver has a healthy, just, and sustainable food system

Potential Impact	Potential Mitigation		Potential Monitoring	
	CoV	PHC	CoV	PHC
Area-wide redevelopment threatens access to affordable and culturally-appropriate food stores and restaurants that serve the needs of local vulnerable residents.	Continue to support and facilitate affordable and culturally appropriate food and retail enterprises in the DTES Plan.	Ensure healthy and culturally-appropriate foods are available in the cafeteria and in retail locations.	Locations and accessibility of low-cost/free food	
Area-wide redevelopment threatens the viability of food initiatives (e.g. urban agriculture and social enterprise).	Continue to support businesses, social enterprises and non-profit agencies that promote healthy, sustainable and local food systems in the DTES Plan.	Explore partnerships with social enterprise, strengthen sustainable food systems and/or increase food assets on site.	Locations of area food initiatives	
Area-wide redevelopment threatens viability of food warehouses.	Through the False Creek Flats plan, ensure the area remains home to a thriving food distribution and processing network (i.e. Produce Row).		Local food industry space	

Some of the things we heard:

Assets in the neighbourhood:

Affordable, locally-owned and community-based businesses, food shops, grocers, cafes and restaurants

I fear that....

...there will be a loss of the neighbourhood's grassroots food security initiatives



4. Healthy Human Services

Healthy City Strategy Goal: Vancouverites have equitable access to high-quality social, community, and health services.

Potential Impact	Potential Mitigation		Potential Monitoring	
	CoV	PHC/VCH	CoV	PHC/VCH
The hospital will meet higher standards of health care compared to what was possible at the old site.	(No mitigation necessary)			
The hospital move will make it more difficult for those in the West End to reach St. Paul's. (<i>note: The SIA's primary focus was on residents near the new site.</i>)	Work with TransLink to ensure good transit and transportation connections to the new hospital.	VCH to introduce expanded community health services in West End.	Collaborate on an ongoing basis to monitor population health metrics and availability of health care services, with goals of this work including: <ul style="list-style-type: none"> • Maintaining equitable access for residents across the city. • Responding to the needs of vulnerable populations. • Increasing access to family doctors and community supports. 	
The hospital will have a major impact on how those in the Downtown Eastside access health care. The hospital is moving into a community largely made up of sensitive populations and vulnerable individuals who may feel stigma or have difficulty accessing and navigating the health care system.		Provide specialized programs (i.e. SPH Mental Health HUB, Rapid Access Addictions Clinic) that understand and respond to the needs of vulnerable populations in the community (i.e. mental health and substance use, urban health, renal, cardio/pulmonary, HIV/AIDS, seniors, and maternity programs). Provide a space near the hospital entrance for Aboriginal Healing and Wellness elements for the Aboriginal patient	Collaborate on an ongoing basis to monitor population health metrics and availability of health care services, with goals of this work including: <ul style="list-style-type: none"> • Maintaining equitable access for residents across the city. • Responding to the needs of vulnerable populations. • Increasing access to family doctors and community supports. 	

	<p>population. This space could include Aboriginal Patient Navigators, Elders, Aboriginal Social Workers, traditional medicines, gardens, and an All Nations Sacred Space for Aboriginal spiritual services (smudging, prayers, etc.).</p> <p>Coordinate with other agencies (i.e., VCH, local non-profits) to reduce the incidence of vulnerable individuals falling through the cracks between organizations and upon discharge from hospital.</p> <p>Continue to provide sensitivity training to staff.</p>	
<p>Gentrification may displace non-profit agencies that occupy low-rent facilities.</p>	<p>Continue to support low-cost spaces for non-profit agencies through policies such as those in the DTES Plan.</p>	<p>Location of non-profits organizations</p>

Some of the things we heard:

I hope that....

...the new St. Paul's will become a leader in the reconciliation process and help repair racism in the medical field.

What's missing in the area?

Collaboration among non-profits and medical services



Photo Source: providencehealthcare.org

5. Making Ends Meet and Working Well

Healthy City Strategy Goal: *Our residents have adequate income to cover the costs of basic necessities, and have access to a broad range of healthy employment opportunities.*

Potential Impact	Potential Mitigation		Potential Monitoring	
	CoV	PHC	CoV	PHC
With retail gentrification in the local area, there are fewer shops available that serve the needs of low-income residents.	Continue to implement policies and partnerships in the DTES that identify, secure and maximize local businesses and community economic development in order to keep assets that serve the needs of the low-income community.	Include on the site shops or restaurants that respond to the needs of low-income residents as well as hospital visitors and workers.	Retail rents in the study area Business types/number of low-income serving shops and services	
Construction and operation of the hospital will provide a large number of new jobs in the neighbourhood.		Provide local and low-barrier jobs and the use of local suppliers during construction and operations (where feasible) through a Community Benefits Agreement (CBA). This can also help promote skills training and social enterprise.		
High tech/research industries may replace traditional production, distribution and repair industries in the local industrial area, reducing the number of low-skill/low-barrier jobs in the area.	Planning in the False Creek Flats should work to ensure that the area continues to provide production, distribution and repair jobs, even while high-tech and research uses intensify.		Jobs and employment levels in the area	

Some of the things we heard:

I hope that...

...it provides low-barrier jobs and training for low-income people in the community accommodation demand in the area.

I fear that...

Local businesses will be displaced.

6. Being and Feeling Safe and Included

Healthy City Strategy Goal: Vancouver is a safe city in which residents feel secure.

Potential Impact	Potential Mitigation		Potential Monitoring	
	CoV	PHC	CoV	PHC
Gentrification threatens the existence of spaces, services and a supportive community for vulnerable residents. Low-income and homeless people can feel excluded, judged, under surveillance or 'moved along' in gentrified spaces and this leads to both real and perceived lack of safety for these individuals.	Continue to support projects that promote inclusion and belonging through DTES policies and grant funding.	<p>Programming and design to make the health campus feel active, safe and welcoming for all segments of society.</p> <p>Continue to provide staff training intended to counter stigma and be inclusive of vulnerable populations.</p>	Sense of belonging, connectedness, feeling accepted at 'home'	

Some of the things we heard:

I fear that...

...social ties will be broken as increased real estate and rent values will push out friends and neighbours.

I hope that...

...St. Paul's welcomes everyone.



7. Cultivating Connections

Healthy City Strategy Goal: Vancouverites are connected and engaged in the places and spaces that matter to us.

Potential Impact	Potential Mitigation		Potential Monitoring	
	CoV	PHC	CoV	PHC
Gentrification threatens the existence of gathering spaces that welcome all segments of society (e.g. local shops, open spaces, gardens, pubs, venues, libraries, and other community spaces). These types of spaces are key for enjoyment and social cohesion.	Continue efforts to retain, enhance and create flexible, multi-use and accessible community and event spaces through the DTES Plan and False Creek Flats Plan.	Provide welcoming open spaces and retail spaces that foster social connection.	Number and location of community gathering spaces	
		Provide access to spaces on the site for the community to use for meetings and events relating to health and wellness.		
New institutions (like a hospital) sometimes operate as inward-looking entities that are disconnected from the surrounding community.		Maintain and/or build relationships and celebrations that foster the surrounding community's connection to the hospital.		

Some of the things we heard:

Assets in the neighbourhood:

Affordable multicultural community spaces for events and gathering

I fear that:

...current residents will be stigmatized, looked down upon, threatened and will feel unwelcome in their own backyards.



8. Active Living and Getting Outside

Healthy City Strategy Goal: Vancouverites are engaged in active living and have incomparable access to nature.

Potential Impact	Potential Mitigation		Potential Monitoring	
	CoV	PHC	CoV	PHC
Staff, patients and visitors may increase demand on existing parks and open spaces.	Continue to pursue opportunities to create and expand green and open space in the DTES, NEFC and False Creek Flats.	<p>Provide new open spaces on the site available to staff, patients and visitors, as well as the local community.</p> <p>Think about health and wellness in the design of open spaces, by providing accessible paths, shade, trees, plantings, views and quiet outdoor space.</p>	Amount of well-connected parks and open space	

Some of the things we heard:

I hope that...

...it will have lots of green space.

Assets in the neighbourhood:

Parks and green spaces that provide relaxation, recreation, exercising opportunities to everybody, especially families in the area



9. Lifelong Learning

Healthy City Strategy Goal: Vancouverites have equitable access to lifelong learning and development opportunities.

Potential Impact	Potential Mitigation		Potential Monitoring	
	CoV	PHC	CoV	PHC
The hospital and health research facilities may be structured as highly professionalized institutions that exclude local residents from learning and working opportunities.		<p>Explore opportunities for low-barrier community learning opportunities and 'research-on-display' so that St. Paul's is a place where local residents can learn about health and wellness.</p> <p>Explore opportunities to enhance job skills training for local workers. (See 5. Making Ends Meet and Working Well)</p>		Work with agencies and universities to monitor access to community learning opportunities.

Some of the things we heard:

I hope that...

... there is education, peer support, and community programs for new immigrants, seniors and populations at-risk.

I fear that...

..heritage and historical assets will be lost and with it the possibility to narrate, learn and re-live the history of the city.



10. Expressing Ourselves

Healthy City Strategy Goal: Vancouver has a diverse and thriving cultural ecology that enriches the lives of all residents and visitors.

Potential Impact	Potential Mitigation		Potential Monitoring	
	CoV	PHC	CoV	PHC
Gentrification may lead to the displacement of heritage assets.	Continue to use tools and by-laws to protect heritage buildings and assets.		Heritage assets in the neighbourhood	
Gentrification may lead to the displacement art/music venues, the local artist community, arts programs and other cultural assets.	Explore opportunities to provide new cultural assets in adjacent planning areas, including Northeast False Creek. Continue to stabilize key cultural spaces and foster new cultural spaces through the DTES Plan.	Explore opportunities to provide new cultural assets, public art, spaces, programming and ways to recognize local history and different cultures.	Cultural assets in the neighbourhood	

Some of the things we heard:

Assets in the neighbourhood:

Affordable artist studios, performance spaces, and studios where local talent can start their career

I hope that...

...the new St. Paul's uses music and art to promote health.



11. Getting Around

Healthy City Strategy Goal: Vancouverites enjoy safe, active, and accessible ways of getting around the city.

Potential Impact	Potential Mitigation		Potential Monitoring	
	CoV	PHC	CoV	PHC
The new hospital may be hard to get to, whether travelling by foot, bike, transit or car.	<p>Plan for an effective and resilient transportation network for all modes of travel (including a viaducts replacement street network).</p> <p>Provide well-designed streets and paths on the site to reach key destinations and connect with adjacent neighbourhoods and amenities.</p> <p>Work with TransLink to ensure adequate bus and HandyDart access to the hospital.</p>			
New car trips will cause increased traffic, air pollution and noise.	Working with the local community, explore traffic calming on neighbourhood streets if required.	Implement a Green Mobility Plan that encourages staff and visitors to walk, cycle or use transit rather than drive.	Traffic volumes, walking and cycling counts, and transit ridership in the local area.	
If hospital visitors park in the neighbourhood, it will make it harder for local residents and businesses to find convenient parking.	Working with the local community, use or expand existing tools (i.e. residential permit parking, short-term parking regulations or metered parking).	Provide adequate parking on-site to meet demand of staff, patients and visitors.	On-street parking occupancy and pricing	

Some of the things we heard:

What's missing in the neighbourhood?

Pedestrian areas and pedestrian-friendly streets

I hope that...

... the new St. Paul's includes enough parking on site.



12. Environments to Thrive In

Healthy City Strategy Goal: *Vancouverites have the right to a healthy environment and equitable access to livable environments in which they can thrive.*

Potential Impact	Potential Mitigation		Potential Monitoring	
	CoV	PHC	CoV	PHC
Air, noise and light pollution from hospital construction and operation may disturb neighbours.		Follow existing by-laws, and develop agreements/ lines of communication with the community to minimize disturbances.		
The height and massing of new buildings on the site may cause loss of views or shadowing for local residents, or they may be out of character in the neighbourhood.		Develop built form design guidelines that both meet hospital needs and provide a neighbourly interface with the existing community.		

Some of the things we heard:

I hope that....

...St. Paul's is a good neighbour.

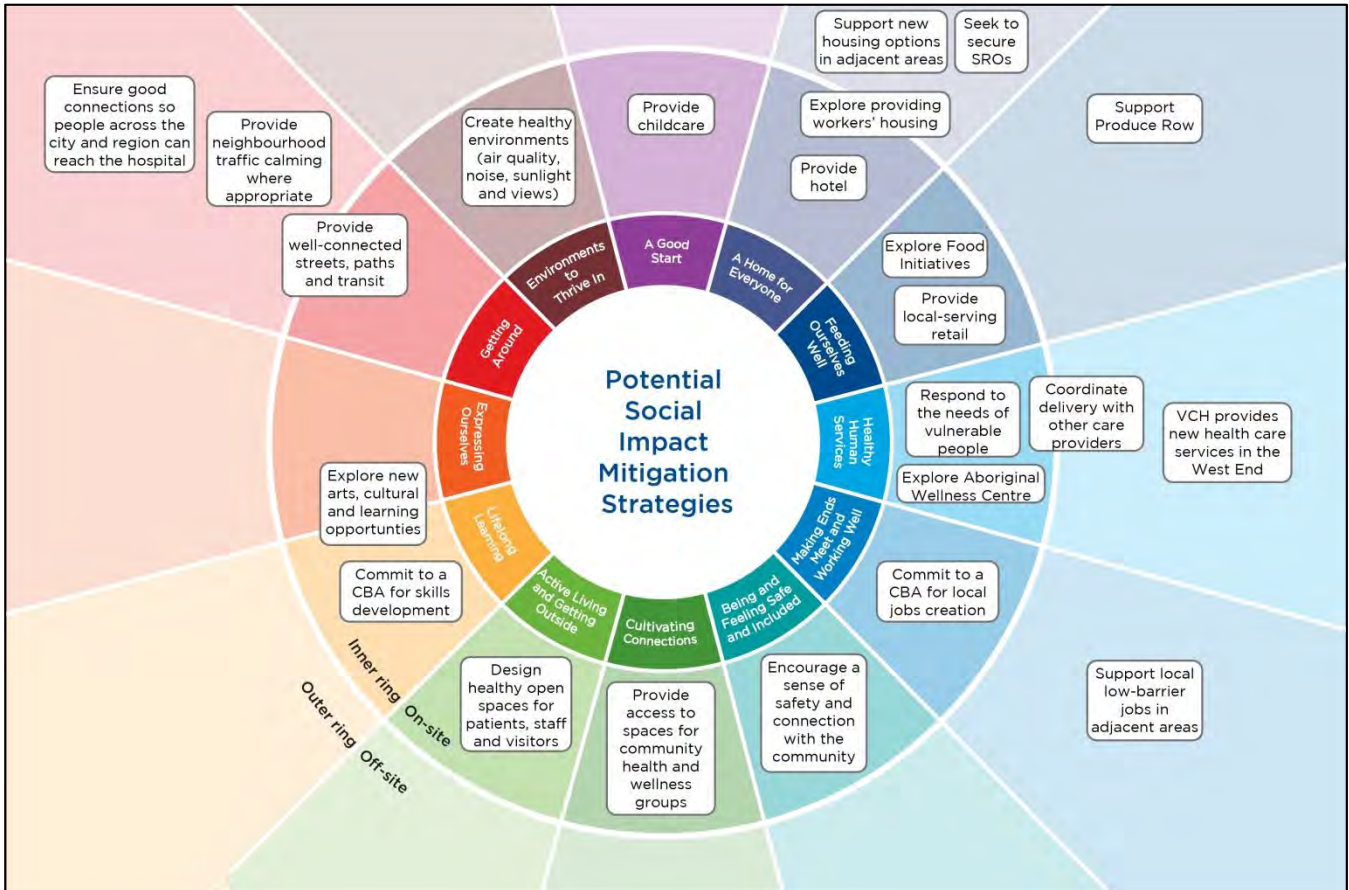
I fear that....

... there will be increased traffic, noise and pollution.



Summary of Key Potential Mitigation Measures

The figure below summarizes some of the key mitigation measures discussed above relate to the goal areas in the *Healthy City Strategy*. These measures which can be implemented on-site (inner ring) or in the greater neighbourhood/city-wide (outer ring). Note that this is not a complete list of the mitigation measures identified.



Key mitigation measures

Moving Forward: Responding to the SIA

The SIA will be used to inform a number of policies and programs going forward:

- CoV will use it to inform the New St. Paul's Policy Statement.
- PHC and VCH will use it to inform health care planning and operations.
- CoV and PHC will use it to inform ongoing relationships and partnerships (e.g. with neighbourhood groups, non-profits and other health care providers).

It is anticipated that PHC will develop a Social Impact Management Strategy (SIMS) in collaboration with CoV staff during the rezoning process for the new St. Paul's site. The following components should be included in the SIMS:

- Detailed social impact management strategies that will be employed to address impacts identified in the SIA.
- A set of measurable indicators and corresponding baseline data.
- A monitoring and evaluation framework of overall progress.

Reflecting the nature of the hospital as a "health hub" in Vancouver, it is anticipated that the SIMS should identify strategies that are feasible and synergistic in a health care setting.

Coordination and Ongoing Monitoring

Mitigation and monitoring of social impacts should understand that much of what is experienced by people in the neighbourhood is the result of complex and cumulative neighbourhood change. Ongoing monitoring should evaluate of the effectiveness of social impact management strategies in coordination with the related NEFC and DTES study areas.

Appendix: What we heard – Assets, What’s Missing, Hopes and Fears

CommunityIMPACT Consulting received feedback through asset mapping workshops, focus groups, individual and small group interviews, telephone interviews, email correspondence and an online survey.

All participants were asked the same four questions based on a map of the study area.



Map produced during asset mapping exercises

1. What is important to you in this area? What do you like? Why?

This question is asked to understand what the community values. It also identifies specific places that are important to people living in the area. Mapped assets help show the location of community assets at stake and the ways in which they could be impacted (in both positive and negative ways). It shows what things about the community need to be retained, protected, and enhanced where possible. It is an asset-based technique that honours the good things about a community and helps the study to understand what’s at stake. These ‘assets’ can be physical things like buildings or parks or they can be intangible like ‘sense of community’ or the area’s centrality.

Assets identified in the study area

- Families with children in the area
- All housing: affordable rentals, co-ops, shelters, SROs, seniors housing and supportive housing
- Culturally-appropriate food, ethnic food spots
- Produce Row, locally-owned food distribution business cluster
- Accessible, low-barrier community centres such as Carnegie, Ray-Cam and Strathcona
- Medical services agencies
- Services and harm reduction for residents with mental health and drug use issues
- Non-profit agencies supporting vulnerable women, children, Aboriginal people, seniors and people in need
- Outreach healthcare services
- Services for Aboriginal people in the DTES
- Libraries
- Affordable markets such as the Flea Market and the DTES Street Market

- Affordable, locally-owned and community-based businesses, food shops, grocers, cafes and restaurants
- Industrial land, jobs and businesses
- Community/people
- Connection
- DTES neighbourhood of no judgment
- Music venues/working class bars like the Cobalt and Ivanhoe
- History, heritage and historic character
- Hogan's Alley history and significance
- Chinatown
- Affordable multicultural community spaces for events and gathering
- Grass roots, community and residents' organizations
- Parks and green spaces that provide relaxation, recreation, exercising opportunities to everybody, especially families in the area
- Wildlife/environment
- Community gardens that people volunteer and grow food in
- Bike paths/routes around the area
- Access to the water and seawall
- Affordable artist studios, performance spaces, and studios where local talent can start their career
- Eastside Cultural Crawl and other art festivals
- Artist community for support
- Cheap/free parking
- Main Street
- Station Street
- Access to good public transit connections
- Walkability in the DTES and Strathcona
- Livability in Strathcona
- Disaster resilience
- Views
- Diversity
- Affordability

2. What is missing in this area? What don't you like? Why?

This question is asked in order to identify potential 'gaps' in the area. It can give ideas as to what opportunities exist to fill those gaps through mitigation. It also gives more indication of what is important to the community.

Gaps identified in the study area

- Local daycares and childcare
- Playgrounds
- Help for youth
- Needles and drug use
- Affordable housing across the spectrum, especially for families, seniors and artists
- Shelter space/homelessness
- Erasure of entire communities due to gentrification/displacement
- Hotel and temporary accommodation
- Protection of housing stock
- Food services, eateries, lunch spots, small local restaurants in the area
- Healthy, culturally-appropriate, affordable food
- Health care facilities and services especially for vulnerable populations, seniors, Chinese seniors, Aboriginal people
- Low-barrier community space for gathering and activities
- Collaboration among non-profits and medical services
- Continuity of care after discharge and follow up
- Mental health
- Reconciliation with the medical community
- Run down businesses and vacant store fronts
- Affordable retail

- Retail displacement of local businesses
- Jobs
- Historical recognition of the area as a working class neighbourhood
- Safety and street lighting
- 'Zones of exclusions' where long-time residents are no longer welcomed
- Crime and loitering
- Community engagement
- Trees, green spaces, parks, wildlife habitat
- Public swimming pool
- Commemoration to recognize the historical past of the area
- Connection to Chinatown culture and history
- Connection to First Nations history
- A High school
- Aboriginal art
- Public art
- Secure artist space
- Traffic/congestion
- Bike parking facilities
- Pedestrian areas and pedestrian- friendly streets
- Parking
- Pollution and garbage
- Washrooms/water fountains
- 'Complete community'
- Comfortable streetscape
- Integrated neighbourhood plan
- Spot rezonings/trust
- Rate of change

3. What are your hopes about the new St. Paul's Hospital coming to this area?

This question helps lead a discussion on the implications of the project and to find out what matters to individuals from a personal perspective. It also helps give ideas for mitigation strategies.

Hopes.

I hope that...

...St. Paul's is a good neighbour and lower-income neighbours benefit from programs that may be run through the hospital and hospital community.

...the development will not drive the prices up in the area.

...that current businesses providing affordable, culturally diverse and ethnic food, goods and entertainment options are able to stay in the area.

...it provides low-barrier jobs and training for low-income people in the community.

...industrial land and business will be able to stay in the area.

...there are improved relationships between St. Paul's, surrounding communities, and service agencies.

...that it improves access and outcomes for mental health initiatives.

...it includes an Aboriginal advisory committee or an Aboriginal agreement.

...it will repair racism in the medical field and become a leader in the reconciliation process.

...it welcomes everyone.

...there is an advisory committee for continuous and meaningful community outreach.

...it will have lots of green space.

...there is education, peer support, and community programs for new immigrants, seniors and populations at-risk.

...heritage buildings such as the Pacific Central Station, the Cobalt and the Ivanhoe are protected.

...it uses community music and art to promote health.

...it includes enough parking on site so it doesn't impact the existing affordable, free parking used by businesses in the area.

...it improves traffic flow for vehicles in the area, during construction and after.
...that the development is designed to integrate with the community and add to the community's well-being.
...it keeps the livable scale of the neighbourhood.

4. What are your fears about the new St. Paul's Hospital coming to this area?

This question helps lead a discussion on the implications of the project and to find out what matters to individuals from a personal perspective. It helps identify and analyze potential impacts and contributes to mitigation strategies.

Fears.

I fear that...

...existing parks will be too busy and existing families in the surrounding communities won't be able to use them anymore.
...there will be displacement of residents due to the pressure that the new hospital will put on housing and temporary accommodation demand in the area.
...there will be higher property values with the consequent increase in taxes.
...we will lose the small, locally-owned, independent grocery stores and specialty stores that have been in the neighbourhood for generations.
...there will be a loss of the neighbourhood's grassroots food security initiatives
...it will bring more mental health issues and addictions issues to area.
...there will be a loss of industrial land and consequent loss of jobs.
...that healthcare related businesses will take over from the grocery stores, restaurants, and other businesses that are currently in the area.
...the new influx of people to the area and services that cater to them will displace the fragile cultural community of Chinatown.
...current residents will be stigmatized, looked down upon, threatened and will feel unwelcome in their own backyards.
...social ties will be broken as increased real estate and rent values will push out friends and neighbours.
...working class, neighbourhood, gay-friendly, alternative pubs and venues will disappear and be replaced with new dull, sterile places that cater to the higher income people.
...the urban "wildlife" bees, squirrels, migratory geese, coyotes, eagles, etc. won't have anywhere to go.
...the heritage value of the area and its historical assets will be lost and with it the possibility to narrate, learn and re-live the history of the city.
...artists who can now afford to live and work in the neighbourhood will be displaced and won't be able to live nearby anymore.
...there will be increased traffic, noise and pollution in the area.
...there is a lack of road space for ambulances to get through and the streets are already crowded so the ambulance won't be able to move fast. They will have to use residential streets.
...the Flats will be prone to flooding in case of climate change's rising sea levels and the area is at risk in the event of a tsunami.

Statement from Providence Health Care



Paul E. Landry, Senior Vice President PHC
& Chief Project Officer, SPH Redevelopment Project
1190 Hornby Street, Vancouver, BC Canada V6Z 2K5
plandry@providencehealth.bc.ca

June 6, 2017

Mr. Sadhu Johnston
City Manager
City of Vancouver
453 West 12th Avenue
Vancouver, BC V5Y 1V4

Dear Mr. Johnston:

Re: Policy Statement – St. Paul’s Redevelopment Project

On behalf of Providence Health Care (PHC), I am pleased to confirm our support in principle to the Policy Statement for the new St. Paul’s redevelopment project as the basis for us to proceed with the rezoning of our lands at Station Street. Over the past year, working cooperatively with your staff and with extensive public consultation, considerable progress has been made in advancing the mutual objectives of PHC and the City to develop a world class Healthcare Campus that anchors the False Creek Flats Innovation District.

We look forward to proceeding with the rezoning process shortly following Council’s approval of the Policy Statement, and we concur with the proposed “cost recovery” approach to engage a dedicated team of City staff to expedite this process with us.

Yours truly,

Paul E. Landry
Senior Vice President – Redevelopment PHC
and Chief Project Officer, St. Paul’s Redevelopment Project



How you want to be treated.

Sites: St. Paul’s Hospital | Holy Family Hospital | Mount Saint Joseph Hospital | Youville Residence | St. John Hospice
St. Vincent’s: Brock Farms, Langart, Honoria Conway - Heather | Crestown Clinic
Community Dialysis Clinics: Sechelt | Richmond | Powell River | Squimish | North Shore | Vancouver | East Vancouver



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