



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: January 7, 2016
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Meeting Date: January 20, 2016

TO: Standing Committee on Policy and Strategic Priorities

FROM: Acting General Manager of Planning and Development Services

SUBJECT: Providence Lands (St. Paul's Hospital) Policy Planning Program

RECOMMENDATION

- A. THAT Council endorse a policy planning program for the new St. Paul's Hospital on Station Street owned by the Providence Health Care Society ("Providence") in the False Creek Flats ("Station Street Site"), generally as outlined in Appendix A, and bring forward for Council consideration policies to guide site planning and assess future rezoning and/or development proposals.

AND FURTHER THAT Council confirm that market or non-market residential use is not to be considered on the Station Street site, in accordance with the Metro Vancouver Regional Growth Strategy and the Regional Context Statement Official Development Plan (2013) (e.g. protection of key job lands), with the exception of institutional health-related residential uses as defined in the Zoning and Development By-Law (for example, complex care and/or frail elderly residential uses).

- B. THAT Council direct staff to collaborate with Providence and Vancouver Coastal Health on robust public consultation on the relocation and transformation of St Paul's Hospital, generally as outlined in the *Public Consultation Strategy* in Appendix B, with the following objectives:
- i. On the current St Paul's site ("Burrard Street Site"), City staff should participate in the Providence/Vancouver Coastal Health clinical services planning process on health care services required in the West End and across the Downtown area, and report back to Council on consultation outcomes, including any issues that arise related to the future redevelopment of the site. (Note: Providence is not proceeding with redevelopment of the Burrard Street Site at this time)
 - ii. On the Station Street Site, City staff should lead a comprehensive consultation process that is coordinated with related current City of Vancouver planning processes (including the False Creek Flats Area Plan,

NEFC/Viaducts Planning, etc.), the clinical planning of Providence/Vancouver Coastal Health, as well as the work of relevant community stakeholders and processes, and results in the policy statement for the site (Recommendation A).

- C. THAT Council approve the additional temporary staff resources and estimated associated cost-recovered budget of \$810,000, generally as outlined in Appendix C, to complete the planning for the Station Street sites on an expedited basis.

AND FURTHER THAT, Council accept the cost-recovery of \$810,000 from Providence Health Care in a single payment at the commencement of the planning program.

REPORT SUMMARY

The purpose of this report is to seek Council's approval of a policy planning program for the movement of St Paul's Hospital from Burrard Street to a state-of-the-art, integrated care and research hospital and health campus in the False Creek Flats.

The report requests Council direction to create a *Policy Statement* to guide development of the new St. Paul's Hospital and health campus at 1002 Station Street owned by Providence Health Care ("Providence") in the False Creek Flats ("Station Street Site"), between Prior Street, National Avenue and Station Street. The report also seeks Council's approval to accept a contribution of \$810,000 from Providence to augment the staff resources required to expedite the delivery of the Policy Statement for the Station Street Site to meet Providence's deadline for a business case to the Provincial Treasury Board in the fall of 2016.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

This planning program will need to reference existing Council policy, as well as consider the ongoing area planning process for the False Creek Flats:

- Downtown Official Development Plan (1975)
- View Protection Guidelines (1989)
- Industrial Lands Policies (1995) and Regional Context Statement Official Development Plan (2013)
- False Creek Flats Development Cost Levy (2001)
- Metro Core Jobs & Economy Land Use Plan (2007)
- Green Buildings Policy for Rezoning (2010; last amended 2014)
- Vancouver Economic Action Strategy (2011)
- Greenest City 2020 Action Plan (2011)
- Transportation 2040 Plan (2012)
- Vancouver Neighbourhood Energy Strategy and Energy Centre Guidelines (2012)
- Rezoning Policy for Sustainable Large Developments (2013)
- False Creek Flats (Eastern Core) Planning program (ongoing, launched in 2013)
- West End Plan (2013)
- Downtown Eastside Plan (2014)
- Flood Plain Standards and Requirements (2014)
- Urban Forest Strategy (2014)
- City-Wide CAC's through Rezoning - amended policy (2015)

- Healthy City Strategy (2015)
- Removal of the Georgia and Dunsmuir Viaducts Report (2015)

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. The complete resolution is contained in Appendix D.

GENERAL MANAGER'S COMMENTS

The Acting General Manager of Planning and Development RECOMMENDS approval of the above.

CITY MANAGER'S COMMENTS

Developing a world-class health care, research and teaching facility in Vancouver represents an excellent opportunity not only to meet essential local and regional health care needs, but also 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 acute care hospital will be situated in close proximity to a vulnerable and health challenged population in the Downtown Eastside, which form 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, cycling facilities and bus facilities nearby. A new facility can also be built to modern seismic standards, which will support a more resilient community in the event of a large earthquake. In addition, the Station Street Site is considered ideal in terms of providing a continuum of integrated health care services, research institutions and associated health industry uses that can help to support the emerging digital and green economy activities in the False Creek Flats.

While the future redevelopment of the Burrard Street Site is necessary to help finance the new St Paul's, the City shares the concerns of West Enders and all residents of Downtown that accessible health care must continue to be provided. Providence and Vancouver Coastal Health will be creating a plan to ensure that these needs are met through Providence's Clinical Services Planning process for the new St Paul's, Vancouver Coastal Health's primary/community care planning and through extensive consultation with all interested residents and stakeholders.

The Acting City Manager RECOMMENDS approval of the above.

REPORT

Background/Context

The original St Paul's Hospital opened on Burrard Street in Downtown Vancouver in 1894. Since that time, the hospital has expanded and renovated to meet the needs of Vancouver's growing population. The facility is now aging and no longer is able to provide for modern and efficient medical practise, and to meet the future demands of Vancouverites and all residents of British Columbia.

After many years of planning and consideration of alternatives, Providence has decided to apply for the opportunity to relocate St Paul's Hospital from its current position on Burrard

Street in the West End, to a custom designed integrated health campus on the vacant Station Street Site located in the False Creek Flats. Council resolved to support this major project in April 2015. Providence indicates that the business plan for the new hospital and health campus will be completed in 2016 and, after approval by the BC Government, tendering will proceed. It should be noted that parts or all of this project could be delivered through a public-private partnership (P3) procurement model. Current estimates are that construction of the new hospital and health campus may commence in 2018, with project completion estimated for 2023.

Site Background and Zoning

Burrard Street Site

The existing St Paul's Hospital is located on the edge of the West End neighbourhood, and fronts onto Burrard Street between Comox Street and the lane just north of Davie Street. The site is quite large and extends west to Thurlow Street. Please refer to Map 1 below.



Map 1. The existing St Paul's Hospital on Burrard Street in Downtown Vancouver, on the eastern edge of the West End but zoned under the Downtown Official Development Plan.

Station Street Site

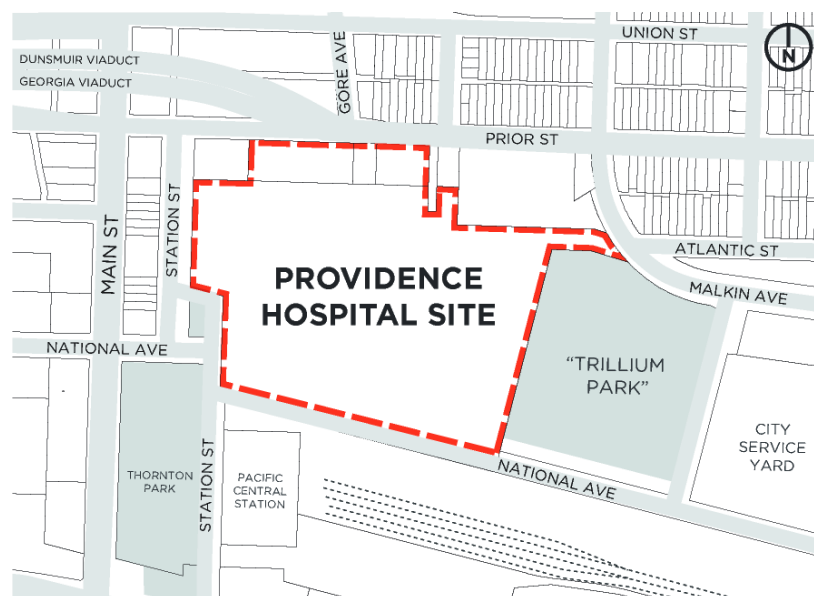
The Provide-owned site is located in a highly accessible position and is within easy walking distance of bus services along Main Street, regional and international passenger coach and train services (refer to map below) and the SkyTrain services along Terminal Avenue, 350 metres to the south. This 7.5 hectare property was originally home to the Great Northern

Railway Station which was demolished and left vacant for several decades. The proposed hospital and health campus site is located immediately south of Chinatown and Strathcona, east of the City Gate development and Science World and, north of the Pacific Central Station and adjacent industrial lands. To the east lies the park unofficially known as Trillium Park which was established in 2014.

While the base zoning is industrial I-3, rezoning and development policies have been approved for the False Creek Flats High Technology District, within which the Providence Site is situated, allowing general office uses. Higher density office uses (up to 3 FSR) are permitted in employment areas that are served by rapid transit. Council may consider applications for site specific rezoning to CD-1 (Comprehensive District) for large format retail, institutional, cultural and recreational uses not normally found or appropriate in a smaller neighbourhood centre.

In keeping with existing City policies, including the Regional Context Statement ODP, the area is designated a Mixed Employment area and no market or non-market residential uses may be contemplated, other than a caretakers unit. (Note: Recommendation A of this report asks Council to confirm the restriction on future market and non-market residential uses, but allow consideration of institutional health-related residential use, e.g. complex care and/or frail elderly residential uses.)

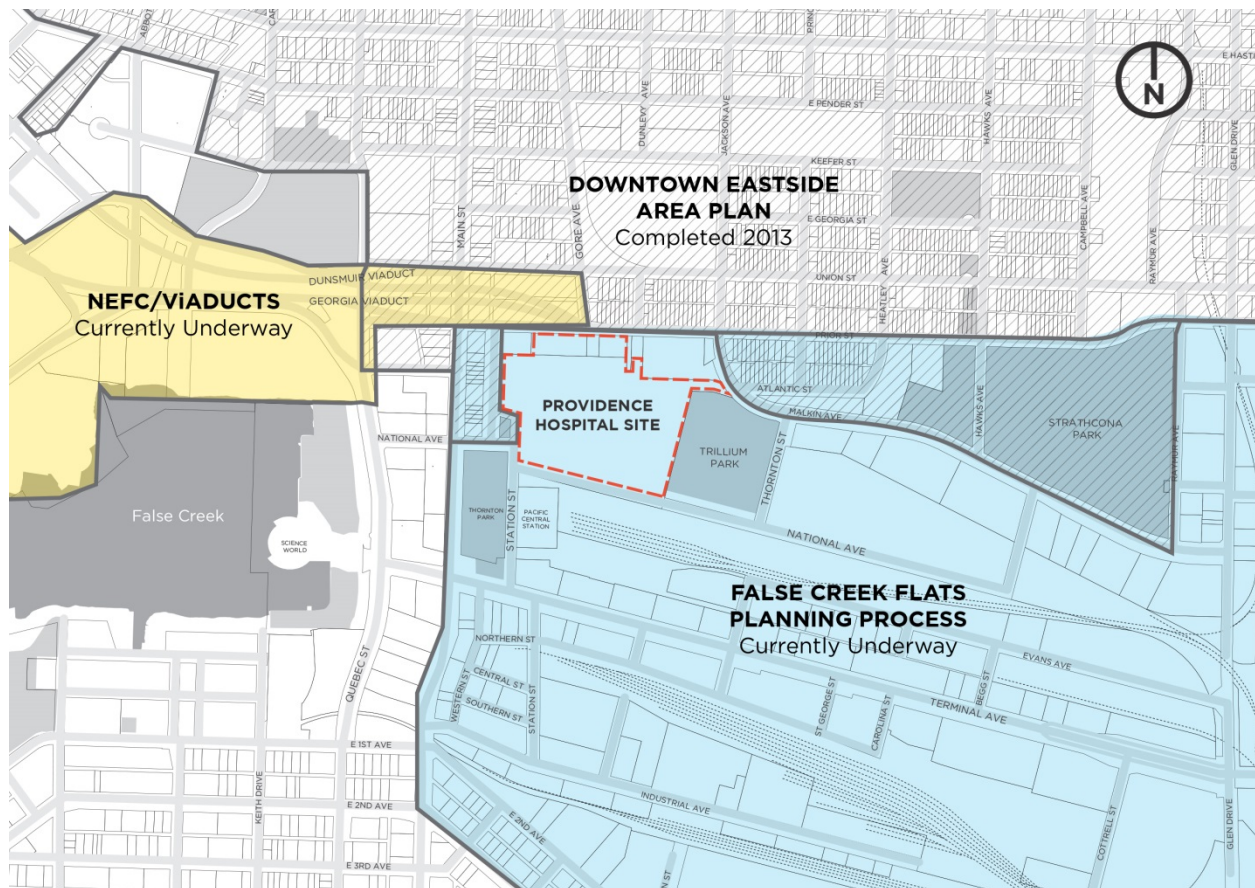
The Station Street Site could be developed to a maximum density of 3.0 FSR and maximum height of 18.3 metres with an opportunity to go to 30.5 metres (100 feet) under certain circumstances, subject to limitations of protected public views.



Map 2: The Station Street Site behind Pacific Central Rail/Bus Station and in close proximity to the Main Street Skytrain Station in the False Creek Flats.

Linkages to Other Area Planning

The Station Street Site is located at the nexus of three important area planning programs, and is affected by each program in various ways relating to land use, transportation connections and socio-economic impact. These programs are identified below in Map 3.



Map 3: Other Council-approved area planning initiatives that relate to the Station Street Site and upcoming Policy Planning Process

The primary overlap with the Station Street Site is the False Creek Flats Planning Process, which is currently underway and is scheduled to complete in Fall 2016, on a similar timeline to the Policy Statement recommended in this report. The team working on the Policy Statement will need to collaborate closely with the Flats Planning Team as the site will be impacted by the emerging road/transportation structure plan (including the east-west arterial to replace Prior Street), and shares similar aspirations to create a vibrant commercial and industrial zone to create green and high tech economic activity. The site also shares the same seismic, stormwater management and sea level rise threats. All of these issues are being resolved through the Flats Plan which will help to inform the Policy Statement for the Station Street Site.

The Station Street Site is also related to the North East False Creek and Viaducts Planning Area. The planning underway for the replacement of the viaducts and the creation of a vibrant waterfront community, a large waterfront park, and new opportunities for affordable and market housing on City land near Main Street presents a significant opportunity to provide housing and services for the new St Paul's Hospital. The replacement of the viaducts with an at grade road also provides an opportunity to create an extremely important post-disaster connection between the Downtown and the new St Paul's Hospital. Moreover, during consultation on the future of the viaducts emergency service providers indicated that they do not use the viaducts today as they are unreliable in heavy traffic and do not provide an

opportunity to re-route or travel in the opposite lane. The same discussion of the East-West arterial replacement of Prior Street as noted in the Flats Planning Process above will have a substantial impact on the Station Street site Policy Statement as both National Ave and Malkin Ave (or others identified) directly impact the site.

The final area plan that affects the Station Street Site is the Downtown Eastside Local Area Plan (DTES Plan), which was completed in 2014. Although the DTES Plan does not physically overlap the Station Street Site, it does contain extensive policy to monitor social and economic impact on the vulnerable residents of the DTES, and on heritage neighbourhoods such as Chinatown. The DTES Plan also has strong policy for job creation, particularly "low-threshold" employment for vulnerable or homeless residents, which creates an opportunity from the development of the new St Paul's Hospital and health campus.

Strategic Analysis

1. Proponent's Aspirations

Providence has approached the City to engage in a comprehensive policy planning and rezoning process to establish principles and parameters for development of the vacant site on Station Street.

Providence wishes to develop a new integrated St. Paul's Hospital and health campus at Station Street to meet projected regional and provincial health care needs. The vision for the new hospital and integrated health campus is to ensure that the right level and quality of care is offered to each person at the right time, resulting in streamlined access to care, reduced wait times, better patient health outcomes, and a better experience for patients and their families.

Providence envisions connecting and integrating the new world-class hospital with a number of primary care, community services and support programs, both on the Station Street health campus and in the broader community, in partnership with Vancouver Coastal Health and other providers. Possible new health services on the Station Street site could include a 24/7 integrated care centre, a birthing centre, mental health and addiction services, research facilities, support services and residential care for frail elderly patients. There are also significant opportunities for developing amenities, health-related research institutes, health technology industries and local retail, office and commercial uses on the site.

With the development of the new integrated health campus, Providence will be well-positioned to provide state-of-the-art treatment and new specialized services to meet future needs across the spectrum of care for patients from across British Columbia - in and out of a hospital setting.

Providence has selected professional services firm KPMG to support a robust clinical services planning process - a key activity in the redevelopment of the new St. Paul's Hospital and integrated health care campus at Station Street. By involving health care providers, physicians, patients, families and community stakeholders, the clinical planning stage will help determine how Providence and other health partners deliver patient-centred care through the new St. Paul's health campus and in partnership with Lower Mainland primary and community care networks.

Preliminary investigations suggest it would be prudent to consider an integrated campus of 1.3 to 1.5 million sq. ft. at this time and work on the clinical plan is expected to provide the detailed information and the data for further decisions.

The clinical plan, targeted to be completed in April 2016, is the first major step in the development of the project's detailed business plan, which will be completed over the next year, and submitted to the provincial government for approval in fall 2016. Following approval of the business plan, the procurement steps for construction of the new campus can commence.

The clinical services planning team will be building upon the engagement already undertaken by Providence to continue a process that is based upon the following key principles:

- Engaging with internal and external stakeholders openly and with integrity;
- Working collaboratively when engaging stakeholders, using existing committee and structures whenever possible to provide extensive opportunities for involvement, input and feedback;
- Designing engagement processes to work with diverse communities, including the involvement of community and patient/family groups, West End, Downtown Eastside, First Nations health stakeholders, and Chinese-Canadian communities, among others;
- Keeping information concise and easy to read; and,
- Being clear about when feedback will be provided and doing so in a timely manner.

Ensuring accessibility and transparency with St. Paul's Hospital patients and stakeholders, especially West End residents, remains top of mind in this planning process. Since the April announcement, Providence has met with nearly 40 internal and external groups, including stakeholder groups from the West End, False Creek and Strathcona areas. Moving forward, these and other valued stakeholders will be given an opportunity to engage and participate in the planning processes, not only for the hospital's redevelopment at Station Street but also for helping determine the West End's continuing local health needs for the future.

2. Planning Considerations on the Station Street Site

The new development would be required to meet a high standard of environmental performance. Provincial and City policy requires that all buildings be built to high green standards and opportunities sought for local energy generation, energy and waste reduction, urban agriculture and more. Design of the hospital buildings would need to take into account the proximity of residential neighbourhoods located to the north and west and, the proximity of potentially conflicting land uses related to industry and railway activities to the south and east. Opportunities exist to design the future medical care campus in such a way that it knits effectively into the city road fabric, and provide enhanced infrastructure and road links which are more resilient in major seismic events and increase infrastructure capacity, robustness and reliability. The North False Creek Viaducts study is currently underway and is expected to incorporate provisions for new road connections and infrastructure which is more resilient to seismic events, than those existing links.

Council's recent adoption of a five-year bike network development plan includes improvements to Gore Street with an extension southward via Station Street, expanding the

AAA network in the area and providing important community connections between the Downtown Eastside and the new hospital. Pedestrian and cycling improvements will be required along the future re-aligned east-west arterial, which will provide direct access to the site, and quality connections between the new development and Main Street SkyTrain Station will be important to future employees and visitors to the hospital.

In addition, there is an opportunity for the creation of new open space framework of biodiversity linkages along pedestrian routes and bikeways from the False Creek shore to Strathcona Park in the east. These could also form the framework for future storm water management systems needed in the area due to its geography and vulnerability to higher incidents of storm activity, rainfall and sea level rise.

The Station Street Site also presents a strategic opportunity to further the implementation of the Vancouver Neighbourhood Energy Strategy. This includes utilizing a Neighbourhood Renewable Energy System to minimize the greenhouse gas emissions associated with heat and hot water use on the site. In addition, this site could potentially provide space to host an energy centre which could supply low carbon energy to other development sites and the Downtown steam system. The close proximity of this site to the Beatty Street steam plant, along with potential co-location synergies with the hospital (which will require its own on-site boilers and power generation) make this an important opportunity to be explored as part of the planning process.

Located on the fringe of the back-filled area of False Creek Flats, design and construction will have to take into account the Flood Control Level of 4.6 metres and complex characteristics of the sub-soil conditions which prevail in this area of the city. In addition, the planning considerations associated with resilient infrastructure against seismic events, liquefaction of soils, increased storm events and flooding, and post disaster mitigation will need to be included. Providence will need to retain consultants with expertise in ensuring that the new hospital and health care campus is built to post-disaster standards to mitigate against seismic and flood risks.

The industrial uses and railway activities immediately to the south and east of the site are expected to intensify over time. This will potentially increase traffic and parking requirements in the area, along with associated noise and vibration. The False Creek Flats area plan is currently underway for the area in question and the proposed health care campus on the Station Street Site is generally supported since it is expected to create significant opportunities for employment and community benefits.

In terms of social development, the proposed health care campus will bring increased levels of health care closer to the vulnerable population of the Downtown Eastside and would better serve those with disabilities, mental health, addiction challenges and frailty related to the elderly.

A needs assessment will be undertaken as part of the policy work to prepare a Public Benefits Strategy identifying the appropriate amenities, park space and open space linkages which should be included as part of the development. This would ensure the development links with adjacent neighbourhoods and provides for the wellbeing needs of patients, families, and healthcare workers. New retail, commercial and office development (particularly those related to health industries) could bring a significant boost to employment in the area. The new health campus will create a friendly new frontage to Thornton Park and the smaller park

space to the north on Stadium Street. It will add new 'eyes' on Trillium Park, a lit destination sports hub and unique facility in the city.

3. Summary of Council Policy to Guide the *Policy Statement* for the Station Street Site

Metro Core Jobs & Economy Land Use Plan (2007)

The future role of the False Creek Flats is as a jobs area, with specifics to be determined through the False Creek Flats area planning program. Council at its' meeting in June 2013 supported the guiding principles of the planning process, including " Retain and intensify 'back of house' industrial functions, separated from surrounding residential neighbourhoods, to support the downtown core and to maintain our commitment to protection of industrial land in the Regional Growth Strategy."

Green Buildings Policy for Rezonings (2010; last amended 2014)

This policy requires that all buildings demonstrate high green performance. This policy requires a minimum of LEED® Gold rating, with targeted points for water efficiency and stormwater management and a 22% reduction in energy cost as compared to ASHRAE 90.1 2010, along with registration and application for certification of the project. All new buildings on the Station Street Site will be required to meet or exceed this standard.

Greenest City 2020 Action Plan (2011; updated 2015)

The plan outlines actions required to achieve a healthy, prosperous and resilient city - with the ultimate goal of becoming the world's greenest city by 2020. 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.

By design, the Station Street Site will be required to embody many of the goals in the Greenest City Action Plan including climate leadership, green buildings, green transportation, zero waste, access to nature, lighter footprint, clean air and local food.

Transportation 2040 Plan (2012)

Transportation 2040 is a long-term strategic vision for the city that will help guide transportation and land use decisions for the years ahead. The plan sets long-term mode share and safety targets and includes both high-level policies and specific actions to support a socially, economically, and environmentally sustainable future. A number of goals are relevant to Station Street Site, including the following:

- Making the majority of trips on foot, bike and transit.
- Prioritize and encourage a dense and diverse mix of services, amenities, and jobs in areas well served by frequent, high-capacity transit.
- Support vibrant public spaces that encourage a culture of walking, cycling and social interaction.
- Locate major trip generators near rapid transit stations.
- Upgrade and expand the AAA cycling network to connect to major community destinations.

- Maintain effective emergency response times for police, fire and ambulance
- Support local, regional and national goods & service movement

Vancouver Neighbourhood Energy Strategy and Energy Centre Guidelines (2012)

This strategy identifies the False Creek Flats as having significant potential to integrate with neighbourhood renewable energy given the number of large new developments, including the Station Street Site, anticipated for this area. In addition, given its proximity to downtown and compatible zoning, the False Creek Flats has been identified as an ideal area to host a new energy centre to supply low carbon energy to the downtown steam system. This conversion of the downtown steam system from fossil fuels to a low carbon heat source is the single largest GHG emission reduction opportunity in the city (potential to eliminate > 70,000 tonnes CO2 per year).

Regional Context Statement Official Development Plan (2013)

The site falls under the designation of Mixed Employment in the Regional Context Statement Official Development Plan. As defined in the Regional Growth Strategy, these zones are intended for industrial, commercial, and other employment-related uses to help meet the needs of the regional economy. Residential uses are not intended in Mixed Employment areas.

Rezoning Policy for Sustainable Large Developments (2013)

When generally applied to large site developments, this policy requires plans or studies on the following as part of the rezoning process:

- Sustainable Site Design
- Transportation Demand Management Strategy
- Rainwater Management
- Zero Waste Planning
- Low Carbon Energy Supply

Flood Plain Standards and Requirements (2014)

The Station Street Site is situated within the City's Designated Flood Plain area and is required to meet the City's designated flood plain standards as described in the Vancouver Building By-law (2014) and applied to building permits and subdivisions. The City's flood construction levels (FCLs) and regulations seek to:

- reduce or prevent injury, human trauma and loss of life in the case of a flood,
- to minimize property damage during flooding events, and
- to reduce the amount of time it takes to return to operational functionality when flood waters recede.

The underside of a floor system (wood or steel) or the top of a concrete slab of any building used for habitation, business or storage of goods shall not be lower than 4.6m from GVRD datum in designated flood plains.

Urban Forest Strategy (2014)

Vancouver's urban forest is made up of every tree in the city and performs vital roles such as cleaning our air, making our neighbourhoods livable and providing wildlife habitat.

Vancouver's urban forest also faces many challenges, and our city-wide tree canopy cover has

been in steep decline over the last two decades. Accordingly, in April of 2014, Vancouver City Council endorsed an Urban Forest Strategy that includes the goal of growing our city-wide canopy, with particular focus on private property.

The redevelopment of the Station Street Site presents the opportunity to contribute to the achievement of this goal, through the addition of a significant number of trees along new streets and open spaces. The False Creek Flats has been identified as a high priority site for tree planting, due to its high urban heat island effect, and proximity to vulnerable neighbourhoods.

Healthy City Strategy (2015)

The Healthy City Strategy is guided by a 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 Station Street Site should embody the goals set out by this Strategy, particularly goal four - *Healthy Human Services*: Vancouverites should have equitable access to high-quality social, community and health services.

Targets:

1. By 2025, increase percentage of Vancouverites who report having access to services when they need them by 25 per cent over 2014 levels.
2. By 2025, all Vancouver residents are attached to a family doctor.

Other Considerations

Further to the policy requirements mentioned above, any future development on the Providence Site will require a thorough review of emergency response routes and major disaster planning that considers: seismic events, sea-level rise, flooding, and other potential emergency events; as well as a review of water and sewer infrastructure capacity, robustness and reliability considerations.

4. Process for the Development of the Station Street Site Policy Statement

A cost-recovered planning program for the Station Street Site will create a policy framework for a comprehensive development, which will meet multiple health care, social and environmental objectives. The scope of this work is outlined in Appendix A, "Station Street Site - St Paul's Hospital Planning Program".

The process will lead to a Policy Statement which establishes principles and objectives relating to a range of topics, including: land use, density, height, public benefits, open space, transportation, amenities, park spaces and linkages, built form and character, heritage, sustainability and development phasing. The Policy Statement will be presented for Council's consideration at the end of the process and, if adopted, used to inform any future rezoning of the lands.

The City and the proponent's team will undertake a review of the area context for the development of the Station Street Site and consultants will be retained by Providence to assess traffic patterns and impacts, geotechnical, infrastructure capacity, reliability and resiliency, emergency management and other issues as may be identified through community

consultation. There will be close coordination with the stakeholder engagement and planning work underway on the False Creek Flats planning program.

As part of the process, Providence Health Care's design team will be expected to prepare a range of conceptual redevelopment options with advice from City technical staff. The options will be based on and evaluated against guiding principles relevant to the lands and its potential in the context of emerging directions in the False Creek Flats area planning process. It is anticipated that the Policy Statement will include one or more redevelopment concepts for illustrative purposes to inform more detailed planning and design work at the rezoning phase.

The options will be discussed and evaluated through community consultation and technical analysis undertaken as part of the process. There will be numerous opportunities for public involvement in the planning program, including open houses, community workshops, on-line engagement, and stakeholder meetings. The approach to consultation is outlined in Appendix B, "*Providence Lands- Public Consultation Strategy*".

5. Schedule

The key steps in the policy planning process for the Station Street Site are outlined in Appendix A.

The process leading to consideration of the *Policy Statement* for the Station Street Site by City Council is anticipated to last up to 8-9 months, with work anticipated to be completed by September 2016. A financial contingency has been built into the budget to allow for unforeseen delays up to an additional three months.

Should the policy document be approved by Council at the end of the process, a rezoning of the site is estimated to take an additional 10 months to public hearing, followed by 6-8 months for enactment.

6. Program Staff and Resources

To provide the public and Providence with the level of service needed to reach appropriate and timely conclusions requires a dedicated program team including urban design resources and a range of departmental technical representatives (see Appendix C). This team would operate under supervision by the Assistant Director of Planning-Downtown Division and would report to Senior City Management for direction on technical and policy issues. The Providence Planning team would be assigned the planning and coordination role for this work using existing staff and additional consultants. Considering the size and complexity of both Providence sites, there will be additional staff requirements to supplement the work of the planning and engineering teams, which would likely include consultants tasked with soils exploration, real estate, and other financial, social and environmental implications that relate to this site. The appointment and management of any consultants would be the responsibility of Providence.

IMPLICATIONS/RELATED ISSUES

Financial

A full cost-recovered budget for the policy phases based on initial discussions with the proponent is estimated to be \$810,000 as outlined in Appendix C. Consistent with the cost recovery policy, costs are included for completing the public process and policy work undertaken to assess the proponent's needs and report the program to Council.

Providence, as owner of the Station Street Site, agrees with and is prepared to contribute funds to the policy phase budget in incremental stages and acknowledges that the voluntary contribution would be increased if actual program costs exceed the budget (Refer to letter contained in Appendix E). This agreement in principle brings no obligation by Providence to fund the policy phase beyond the amounts and commitments that Providence formally approves at this time. It is also understood that this contribution covers costs to be incurred for assessing site potentials but brings no obligation or expectation of City support for any particular outcome, nor does it fetter City Councils' consideration of subsequent rezonings.

Public Benefits

A Public Benefits Strategy (PBS) will be incorporated into the Policy Statement. Similar to other recent PBS's (e.g. West End, Downtown Eastside and Mount Pleasant), it will outline key objectives to be achieved in the following areas: childcare, community facilities, parks and open spaces, transportation and utilities. The PBS will also outline a high-level funding strategy, including Development Cost Levies (DCLs), Community Amenity Contributions (CACs) and Public Art Contributions.

Development Cost Levies (DCLs) collected from development help pay for facilities made necessary by growth. The Providence site is situated in two Development Cost Levy (DCL) districts: the City-wide DCL district and the layered False Creek Flats DCL district. All new development on the Station Street Site will be subject to both DCL levies. It is worth noting that both the City-wide DCL district and the False Creek Flats DCL district will be undergoing reviews in 2016 and the outcome could result in new DCL allocations and levies. DCL rates are subject to Council approval of an annual inflationary adjustment on September 30th of each year.

Appropriate CACs will be determined as part of the rezoning process. Within the context of the City's Financing Growth Policy, CACs help address community amenity needs, area deficiencies and impact of the development on City services. During the policy phase, staff will identify and assess, with public input, opportunities for addressing public amenities. These will be reported to Council along with a contribution proposal from the owners as part of the rezoning application. Neighbourhood needs will be considered along with the normal range of public amenities, generally associated with large institutional buildings.

The Public Art Policy for Rezoned Developments requires rezonings having a floor area of 9,290.0 m² (100,000 sq. ft.) or greater to allocate a portion of their construction budgets to public art as a condition of rezoning. Public art budgets are based on a formula (2015) of \$1.81 sq. ft./19.48 m². The Public Art rate is subject to Council approval of periodic adjustments to address inflation.

The new Public Art Policy adopted by Council on July 23, 2014 applies to this site. As a result, a Civic Program Contribution of 10 per cent of the proposed public art budget is to be attributed towards the Public Art Program.

Environmental

The proposed redevelopment will have positive environmental implications such as intensive land use adjacent to the Downtown core, application of green principles and technologies in architecture and urban design, and mixed-use development contributing to a world class health services campus and associated uses.

Social

Development of the Station Street Site offers improved health care delivery for the general public, employment opportunities in health care, health industries and new amenities to serve the community.

PROPONENT'S COMMENTS

The Proponent's comments are summarized in a letter in Appendix E.

CONCLUSION

This report seeks Council's endorsement of a cost recovered planning program for the Station Street Site resulting from the move of St Paul's Hospital, which will create a policy framework for a comprehensive development that can meet multiple health care, health industry, social and environmental objectives. The timeline, resources and budget are discussed in this report and summarized in the Appendices. Should Council approve the recommendations in this report, planning work and public consultation will commence right away and take approximately eight to nine months to complete.

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Appendix A - Station Street Site - St Paul's Hospital and Health Campus Planning Program

Objectives

The objectives and deliverables of the Providence Lands (St. Paul's Hospital and Health Campus) Policy Planning Program include:

- A. Council-approved *Policy Statement* for Station Street Site - Policies to guide site planning and for assessing future rezoning and/or development proposals.
- B. *Robust consultation* for both the Station Street Site and the Burrard Street Site, that is coordinated with related current City of Vancouver planning processes (including the False Creek Flats Area Plan, NEFC/Viaducts Planning, etc.), the clinical planning of Providence/Vancouver Coastal Health, as well as the work of relevant community stakeholders and processes.

Scope of Work

A cost-recovered planning program for the St Paul's Hospital and health campus relocation will create a *Policy Statement* for a comprehensive development on the Station Street Site. The policy framework will guide site planning and provided guidance for assessing future rezoning and/or development proposals. The scope of the policy framework will include, but not be limited to, the following areas:

- Applicable Council Policy
- Density, Built Form, and Height
- Views and Solar Access
- Parks and Open Spaces
- Transportation
- Utilities (Sanitation, Storm Water, Water)
- Sustainability Objectives and Policies
- Neighbourhood Energy
- Community Amenities
- Financial Implications
- Development Pro-forma Analysis

Project Governance

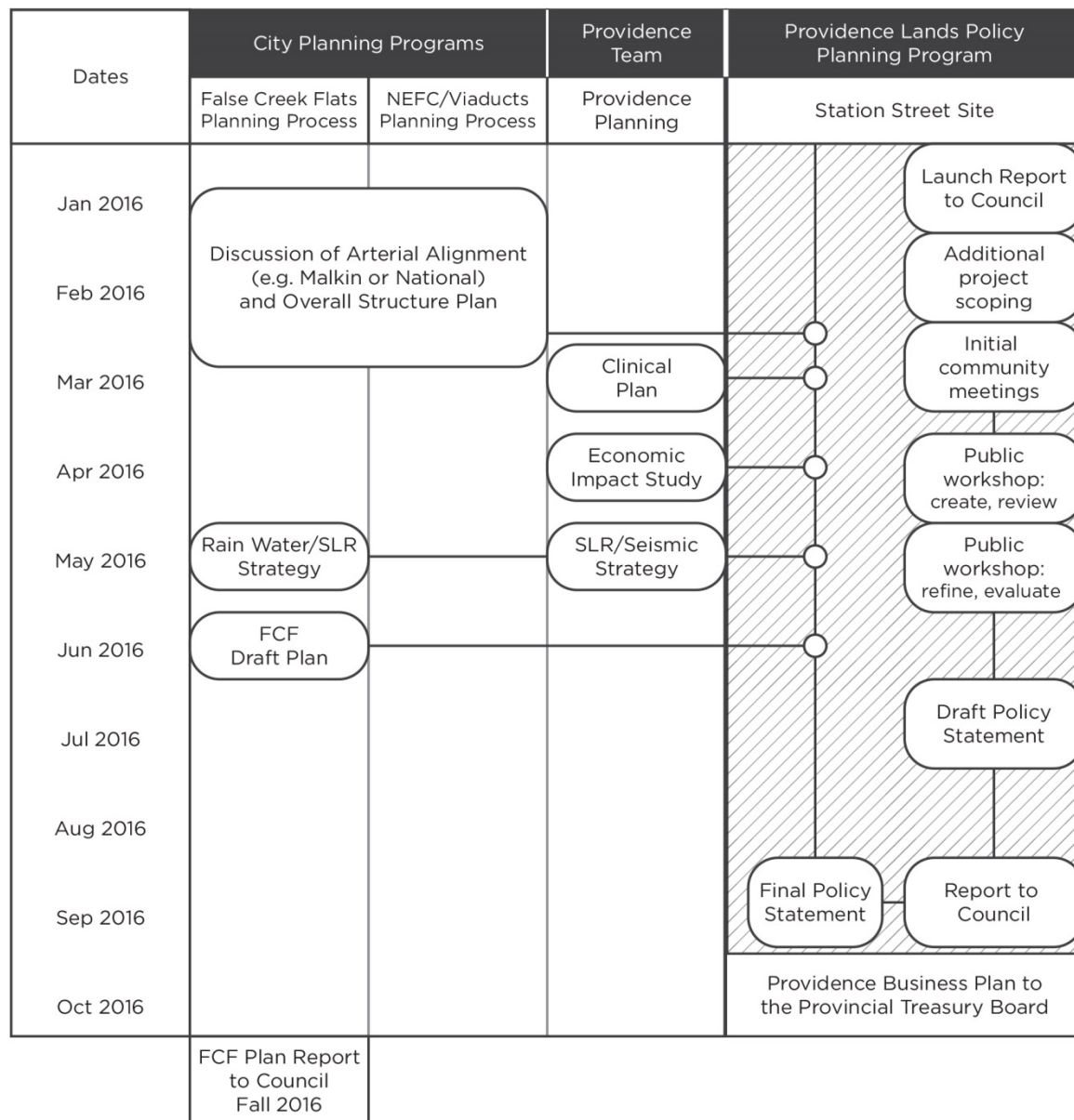
A joint committee that includes members of the Providence Health Care "Redevelopment Management Group" and members of a City of Vancouver "Corporate Steering Team" will meet on a regular basis during this process to provide strategic advice and coordinate efforts to ensure the project reaches appropriate and timely conclusions in advancing a report to City Council.

The "Project Technical Team", comprised of dedicated City of Vancouver staff and Providence Health Care staff and their consultants, will provide the technical expertise to deliver thorough analysis and consultation to deliver the policy deliverables. This team will also coordinate public consultation that aligns with the Council-approved "Consultation Strategy".

Timelines and Deliverables

The anticipated timing and deliverables for the Station Street Site are included below:

Policy Inputs and Timing the Planning for Station Street Site



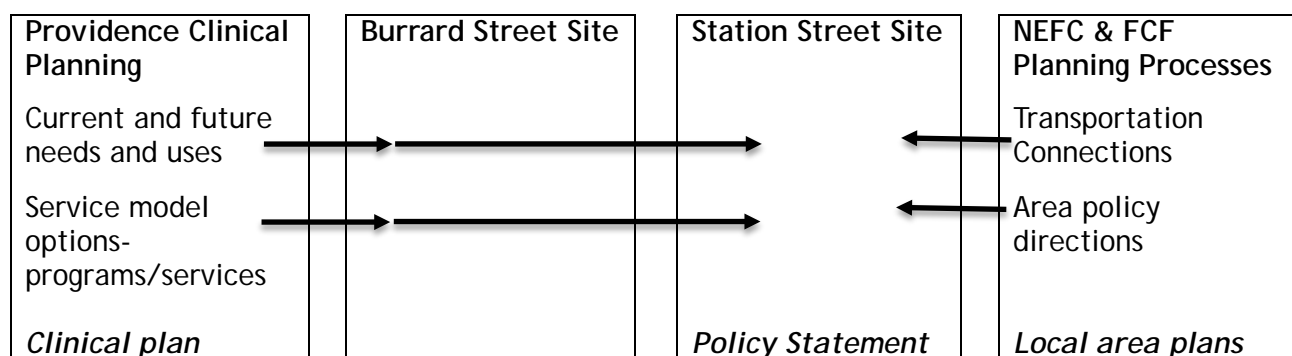
Appendix B - St Paul's Hospital and Health Campus Lands - Public Consultation Strategy

Purpose

The following consultation strategy will guide public involvement in the planning process to transform St Paul's Hospital on Burrard Street into a new integrated hospital and health campus on the Station Street Site. The strategy will be delivered in collaboration between the City of Vancouver, Providence Health Care and Vancouver Coastal Health.

Project Overview

City staff will lead a comprehensive consultation process that is coordinated with related current City of Vancouver planning processes (including the False Creek Flats Area Plan, NEFC/Viaducts Planning, etc.), the clinical planning of Providence/Vancouver Coastal Health, as well as the work of relevant community stakeholders and processes, and results in the policy statement for the site. There are several concurring processes and existing policies that connect to the St. Paul's hospital project which must be managed and integrated. These are illustrated below:



Engagement Objectives

A robust public consultation on the future of the Station Street site and related expectations for local health care service delivery in the West End and across the Downtown area. In particular:

For the Station Street Site:

- Gather public feedback that will help to shape a Policy Statement for the new St. Paul's Hospital on Station Street, in order to guide site planning principles and built form directions which will support future assessment of rezoning and/or development proposals (Led by the City of Vancouver).

For the Burrard Street Site

- Understand West End and Downtown resident health service needs. City staff will participate in the Providence/Vancouver Coastal Health clinical services planning process on health care services required in the West End and across the Downtown area. (Led by Providence and Vancouver Coastal Health).

Engagement Principles for NEFC and FCF Planning

It is expected that the Station Street Site process will follow the principles of engagement that were designed with local stakeholder input to guide the City of Vancouver's Northeast False Creek and False Creek Flats planning processes. These are:

1. **Provide timely and clear information** about area planning considerations, including scope (i.e. what's on and 'off' the table), background and technical information, key questions, challenges, trade-offs, and potential solutions etc.
2. **Define the framework for decision-making** including Council directions, factors in decision-making, participant roles and responsibilities, and the opportunities for influence at each stage.
3. **Provide feedback loops throughout the process and show the influence of public engagement** in outcomes, as well as technical and policy considerations.
4. **Transparent decision-making.** Acknowledge the need for private and/or small group conversations, and share outcomes publicly when possible.
5. **Seek to include the full range of interests that could be affected by the plan** and actively address gaps in representation.
6. **Focus on opportunities that invite positive multi-stakeholder dialogue** (e.g. activities that encourage active listening, facilitation - if necessary - to hear a variety of perspectives and understand complexity).
7. **Reach the broadest audience possible** by providing a variety of in-person and online methods that offer participants choice depending on time available and level of interest.
8. **Ensure coordination between the NEFC and False Creek Flats planning studies** by inviting NEFC and False Creek Flats stakeholders to come together at key milestones for information-sharing/review.

Consultation on the Station Street site will be led by City staff in collaboration with Providence. The goal is to develop a Policy Statement that will guide site planning and provide guidance for assessing future rezoning and/or development proposals.

Target Audiences

The process will strive to engage the full range of affected groups and individuals and will also provide opportunity for anyone interested in the project to participate. The table below provides an initial summary of the various stakeholder groups that are affected by or have influence on site development. Representation will be sought from interest groups identified in the table below recognizing that they are channels to larger networks. Others may be added as the process proceeds.

Interests	Groups/Organizations
Major Landholder/ Developers	Providence Health Care and Ministry of Health (proponent), City of Vancouver (Facilities), Rail Companies, Greyhound/Bolt, Trillium Fields

Special interests	Food wholesalers (Fresh Direct, Food Bank), Strathcona and Cottonwood Community Gardens, NEFC Stewardship Group, FCF Advisory Group
Adjacent Neighbourhoods	City Gate RA, Chinatown, Strathcona RA, Downtown Eastside Neighbourhood Council, False Creek NA, Stadium RA, Cross-Town R-A, Mount Pleasant RA
Businesses	Chinatown BIA and Revitalization Committee, Merchants Association, Strathcona BIA, Gastown BIA, Hastings Crossing BIA, DVBA, Costco, BC Place, Rogers Arena, Plaza of Nations, Science World, Edgewater Casino, Mount Pleasant BIA, BC Chamber of Commerce, Tourism Vancouver, Vancouver Economic Commission
Social services, Health	Ministry Social Development, VCH/PHC research institutes, BC EHS, Carnegie Centre, DTES Women's Centre, DTES Youth, Vancouver Area Network of Drug Users, Vancouver Urban Core Community Workers' Association, Western Aboriginal Harm Reduction Society, Strathcona Mental Health, S.U.C.C.E.S.S, Embers, Raycam, PACE Society, Burnaby Centre for Mental Health & Addiction, Seniors Network, , Vancouver Coastal Health, Fraser Health, Provincial Health Services Authority, First Nations Health Authority, Vancouver Native Health Society, other First Nations health groups, Vancouver Police Department, Vancouver Fire Services, Insite, Crosstown Clinic, HIV/AIDS groups, mental health/addictions groups, seniors health groups, Doctors of BC, health unions, faith-based health care groups, patient representatives
Transportation	TransLink, Transport Canada (helipad), pedestrians and travelers by car, bike and transit
Other	Metro Vancouver, BC Hydro/Fortis, Council Advisory committees (Active Transportation, Seniors, PDAC, Cultural Comm, Women's, Van City Planning Commission, Chinatown Revitalization Committee), Urban design and Arts Community (design for health, First Nations design) , Vancouver Catholic Archdiocese, Providence's academic partners UBC/SFU/BCIT, Vancouver Board of Parks and Recreation

As reflected in the principles, the City's objective is to ensure that everyone who is potentially affected by - or interested in - decisions gets an opportunity for input. Therefore, while the planning process will allow the broadest number of those interested to be informed and able to express opinions, it will ensure that we receive fulsome feedback from those most directly affected. Ensuring accessibility and transparency with St. Paul's Hospital patients and stakeholders, especially West End residents, remains top of mind in this planning process.

Engagement Approach

The following provides details for the engagement process that will be led by City staff for the Station Street site in collaboration with Providence Health Care.

Objective	February 2016	March/April 2016	May/June 2016	July/Aug 2016
	Involve local stakeholders in identifying pros and cons of feasible transportation	Consult with public on guiding planning principles; and Involve public in identifying concerns and	Involve stakeholder groups in refining initial concepts; then Consult with public to test	Consult with public to test final concept/policy statement

*Tactics: Formats will be expanded on once content is more fully developed and questions fully formed. Open house events are opportunities to share information, invite one-on-one dialogue and gather feedback. Workshops are opportunities to dive deep, cross-pollinate and discuss trade-offs.

The general roles and responsibility of the various actors are outlined below.

[illegible]

Appendix C - Providence Site - St Paul's Hospital Policy Process Staffing and Budget

The additional staff and resources needed for the expedited policy planning 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 also includes a three month contingency, in case of delay or additional tasks following adoption of the *Policy Statement*.

Additional Staffing Summary

Staffing	Time Allocation (Person Months)
Planners	26
Urban Designer	4.5
Engineering	10.25
Park Board Planner	2
Financial Analyst	1

Cost-Recovered Budget Summary

	Scoping	Policy Review	Total
Core Staff and Technical Team	27,278.00	424,024.00	451,303.00
Process Costs	0.00	135,450.00	135,450.00
Public Consultation			
Publicity			
Consultancies			
Overhead Costs	7,919.00	125,888.00	133,807.00
Administrative			
Office Space			
Supplies and services			
Contingency	0.00	88,160.00	88,160.00
TOTAL	35,197.00	773,522.00	808,720.00

(\$810,000.00)

Appendix D - Council Resolution Relating to the Relocation of St Paul's Hospital

At the Regular Council meeting on April 28, 2015, Vancouver City Council referred the following motion to the Standing Committee on Planning, Transportation and Environment meeting on April 29, 2015, to hear from speakers.

WHEREAS

1. The Province of BC and Providence Health Care have announced they plan to build a new hospital and health care campus on the False Creek Flats;
2. The investment includes a commitment to increasing mental health and addiction services, which is urgently needed in the City of Vancouver;
3. The current St. Paul's Hospital provides crucial services including emergency response, HIV/AIDS treatment, and support for mental health and addictions;
4. The West End has a large population, including seniors, who require specialized health care;
5. A new Community Plan for the West End was completed in 2013, and a new Community Plan for the Downtown Eastside was completed in 2014, both of which outline appropriate zoning and building forms in these neighbourhoods;
6. The City's West End Community Plan does not contemplate the closure of St. Paul's Hospital on Burrard Street as the Province had previously committed to its continued operation;
7. The Province has not stated what they intend to do with the current St. Paul's site on Burrard Street;
8. The Province has committed to consulting the West End community about the creation of a primary health care clinic in the neighbourhood.

THEREFORE BE IT RESOLVED

- A. THAT the Mayor, on behalf of the City, write to the Minister of Health and the CEO of Providence Health Care to:
 - 1) express concern regarding any potential reduction in primary care in the Downtown core, as the West End has a high population of residents with chronic health conditions, and the need for local resources in an emergency (such as an earthquake);
 - 2) call for a robust public consultation both on the future of the St. Paul's site, as well as the health care services required by the community.
- B. THAT Council support the creation of a new hospital and health care campus on the False Creek Flats, one that significantly increases current treatment resources for people with mental health and addictions challenges in Vancouver.

Statement from Providence Health Care



How you want to be treated.

January 6, 2016

Mail 1081 Burrard Street
Vancouver, BC Canada V6Z 1Y6

Office 1190 Hornby Street
Vancouver, BC Canada V6Z 2K5

Tel 604 806 8083
www.providencehealthcare.org

Sadhu Johnson
Deputy City Manager
City of Vancouver
453 West 12th Avenue
Vancouver, BC V5Y 1V4

Dear Sadhu Johnson:

I am following up from the meeting the morning of Dec. 14, 2015 at Vancouver City Hall, attended by Neil MacConnell, Providence Health Care Chief Project Officer, David Thom from the IBI Group as well as others. I am pleased to inform you it is Providence Health Care's intention to proceed as quickly as possible to reach the objectives as discussed and I am confirming that Providence Health Care will immediately forward the necessary financing to engage the project team upon Council determining the appropriate number at their January 19, 2016 meeting.

Please feel free to contact me if you require any further information.

Sincerely,

A handwritten signature in blue ink, appearing to read "David Byres", with a long horizontal line extending to the right.

David Byres
Executive Vice President, Clinical Integration and Renewal
Providence Health Care
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Email: dbyres@providencehealth.bc.ca

