

NEW ST. PAUL'S HOSPITAL + HEALTH CAMPUS

POLICY STATEMENT

June 2017



Approved by Vancouver City Council on June 14, 2017.

CONTENTS

1	INTRODUCTION	5
2	GUIDING PRINCIPLES	25
3	LAND USE	29
4	BUILT FORM AND DENSITY	35
5	OPEN SPACES	45
6	CIRCULATION AND TRANSPORTATION	55
7	SUSTAINABILITY, RESILIENCE AND GREEN INFRASTRUCTURE	69
8	PUBLIC BENEFITS	75
9	IMPLEMENTATION AND PHASING	79
10	ILLUSTRATIVE DEVELOPMENT CONCEPT	85
11	APPENDICES	91





View of the site looking south (Photo: Tanya Fink)

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.

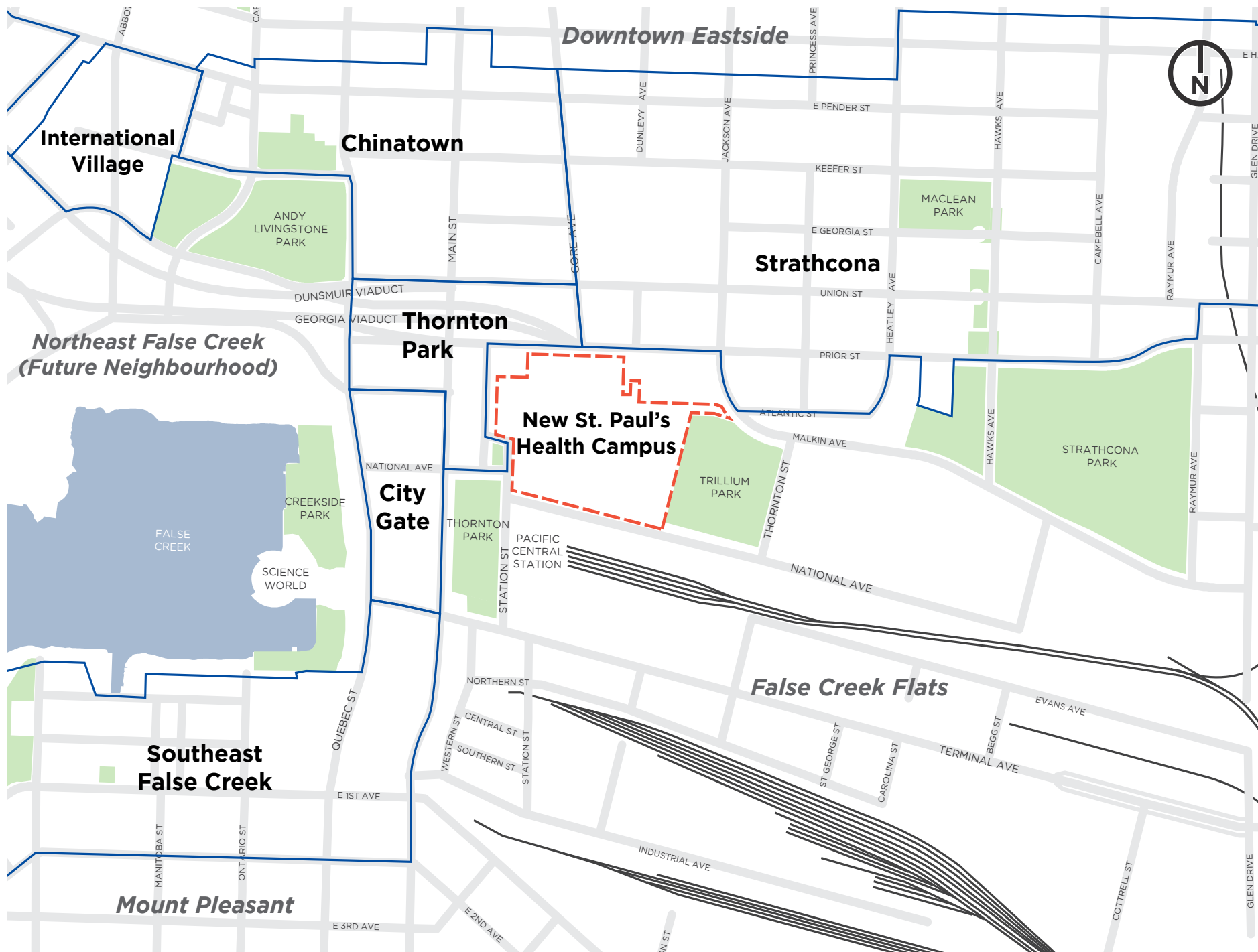
Policies guide the following topics: land use; built form and density; open spaces; circulation and transportation; sustainability, resilience and green infrastructure; public benefits; and implementation and phasing. Each topic is introduced with background information, outlining key issues and context.

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

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).

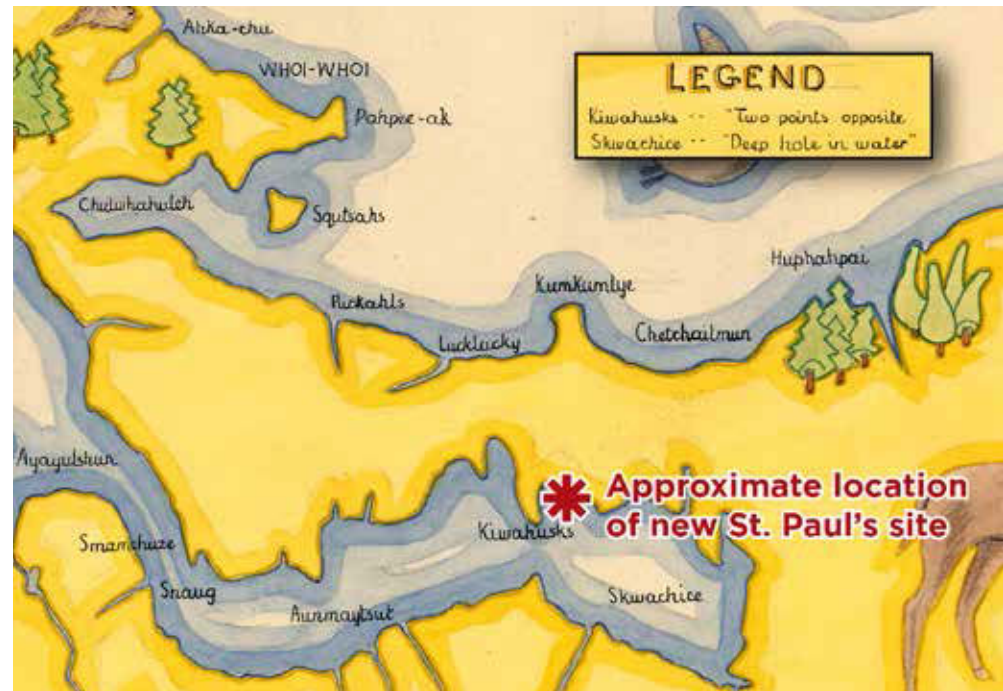


Figure 1-1: Extract from 'An Indian Map of Vancouver'. Source: Mary Jessiman, "An Indian Map. Vancouver," 1936. (City of Vancouver Archives, AM1594-: MAP 51)

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).

1.4 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.



"The exterior of St. Paul's Hospital, 1940" (City of Vancouver Archives, AM54-S4-: Bu P701).

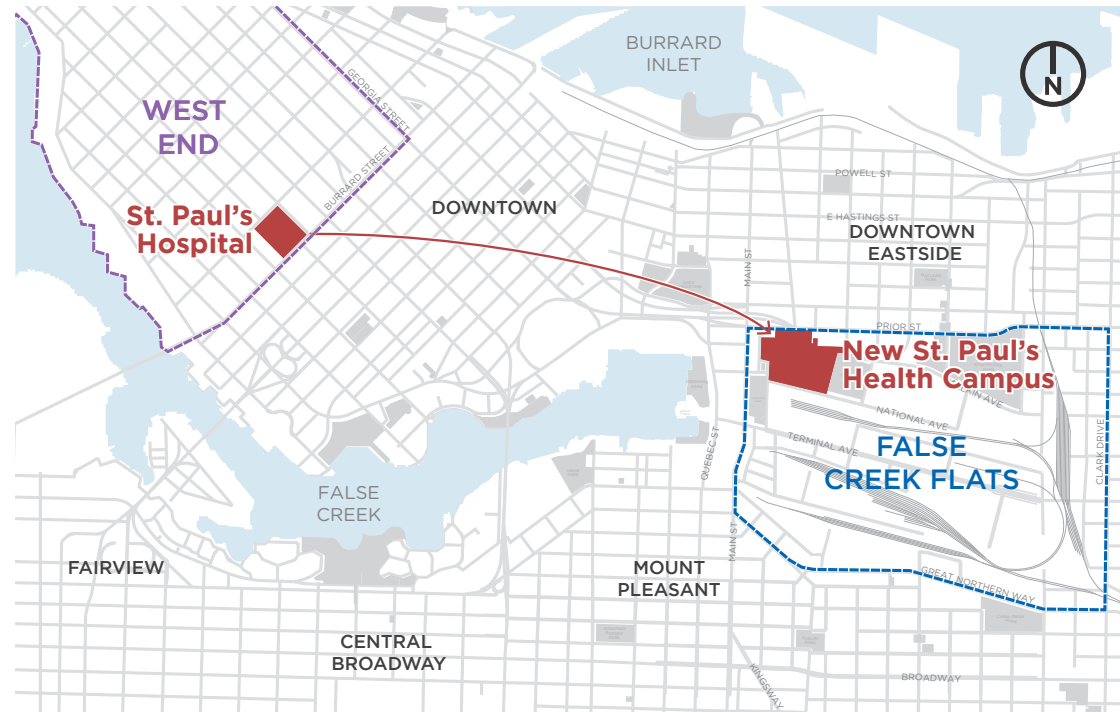


Figure 1-6: St. Paul's on Burrard St. (2015, view from the South)

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.



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

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.



PHC Community Consultation Summary Report. (Source: thenewstpauls.ca)



2016 Clinical Planning Community Forums organized by PHC and VCH. (Source: thenewstpauls.ca)

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.

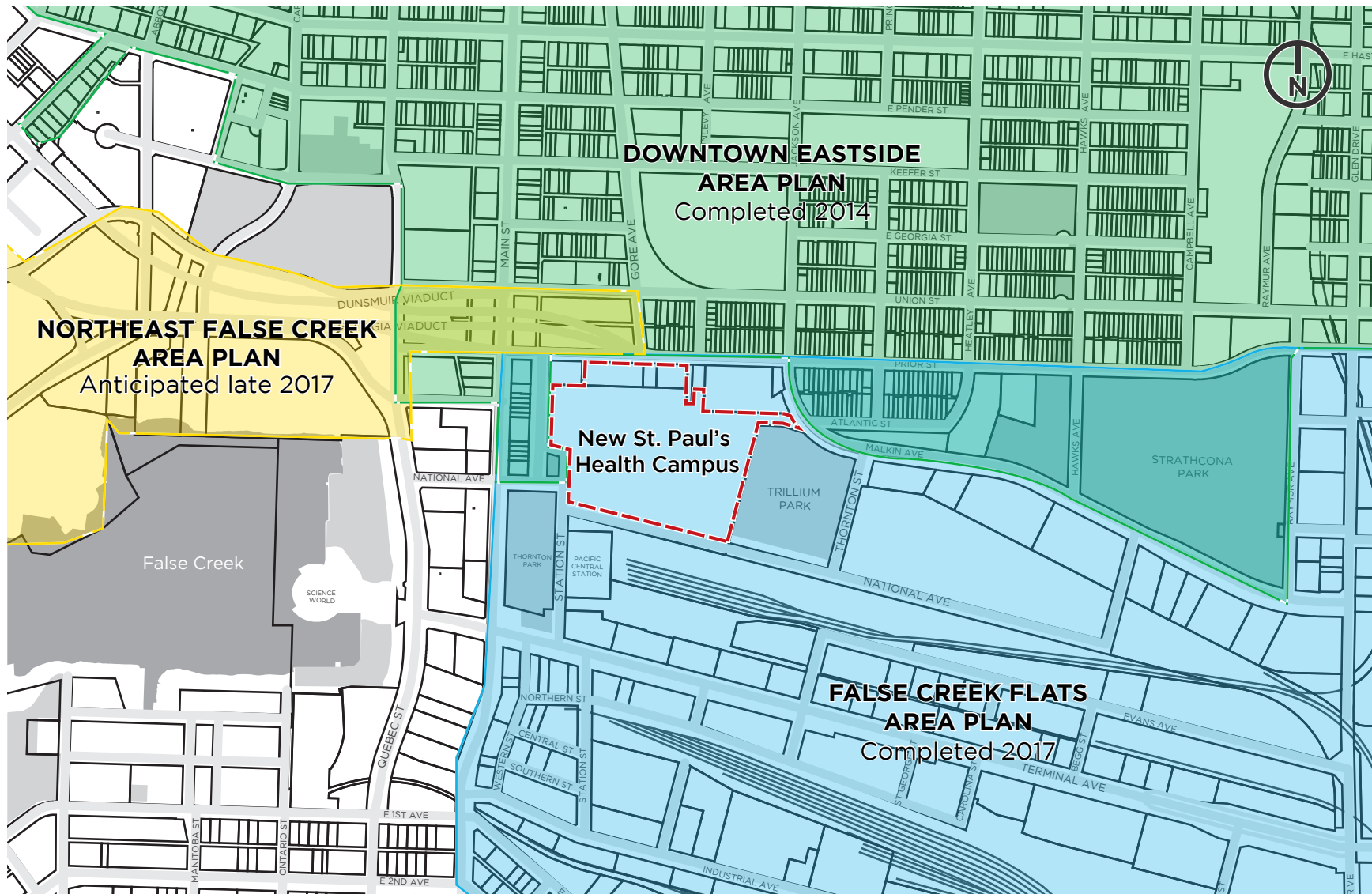
Phase 3 – Preferred Development Concept and Draft Policy: In the third and final phase, the PHC project design team synthesized public feedback with input from various technical stakeholder groups (e.g. health care providers, physicians, patients, staff) to develop a “Preferred Development Concept” for 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.



Phase 2 Open House at Thornton Park (Photo: Aaron Lao)

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)

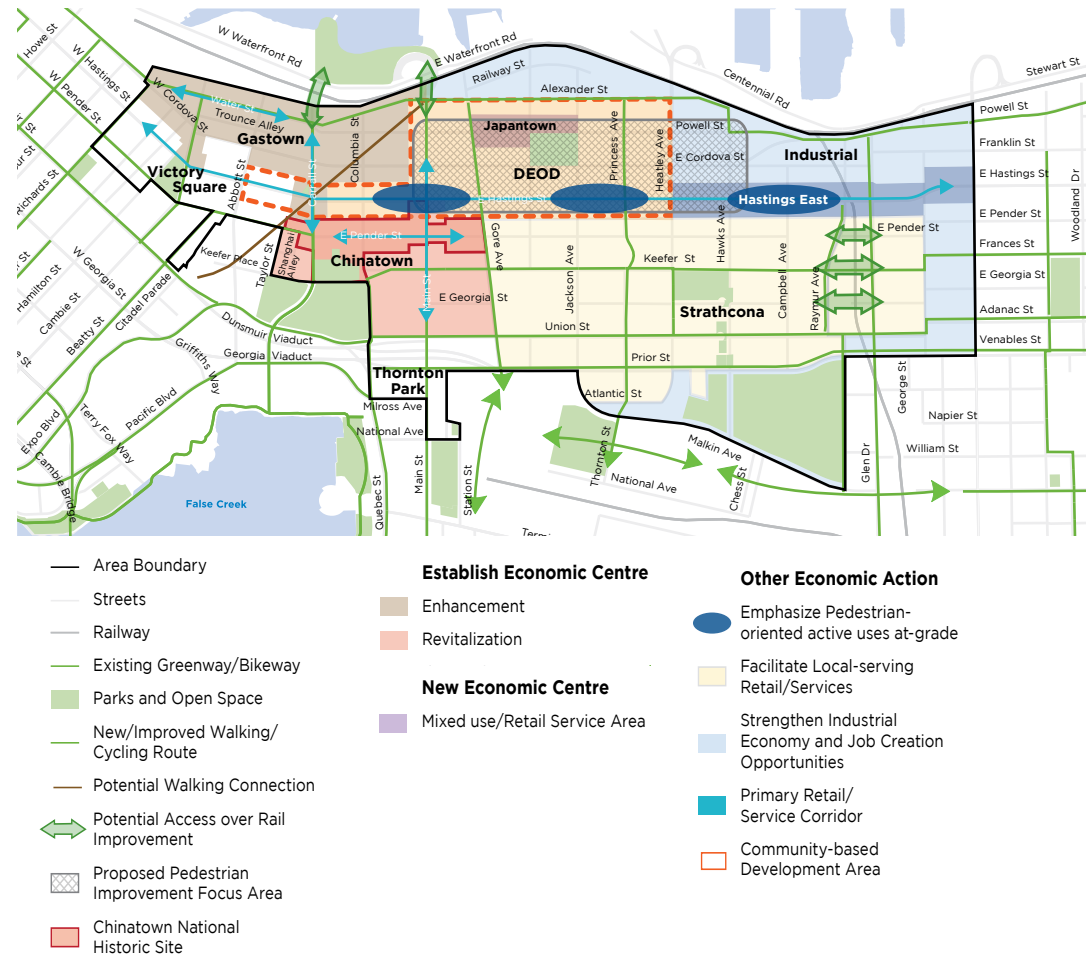


Map 1-4: Area planning programs that relate to the new St. Paul's policy planning process

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.

Map 1-5 illustrates the directions and policies of the Downtown Eastside Plan.



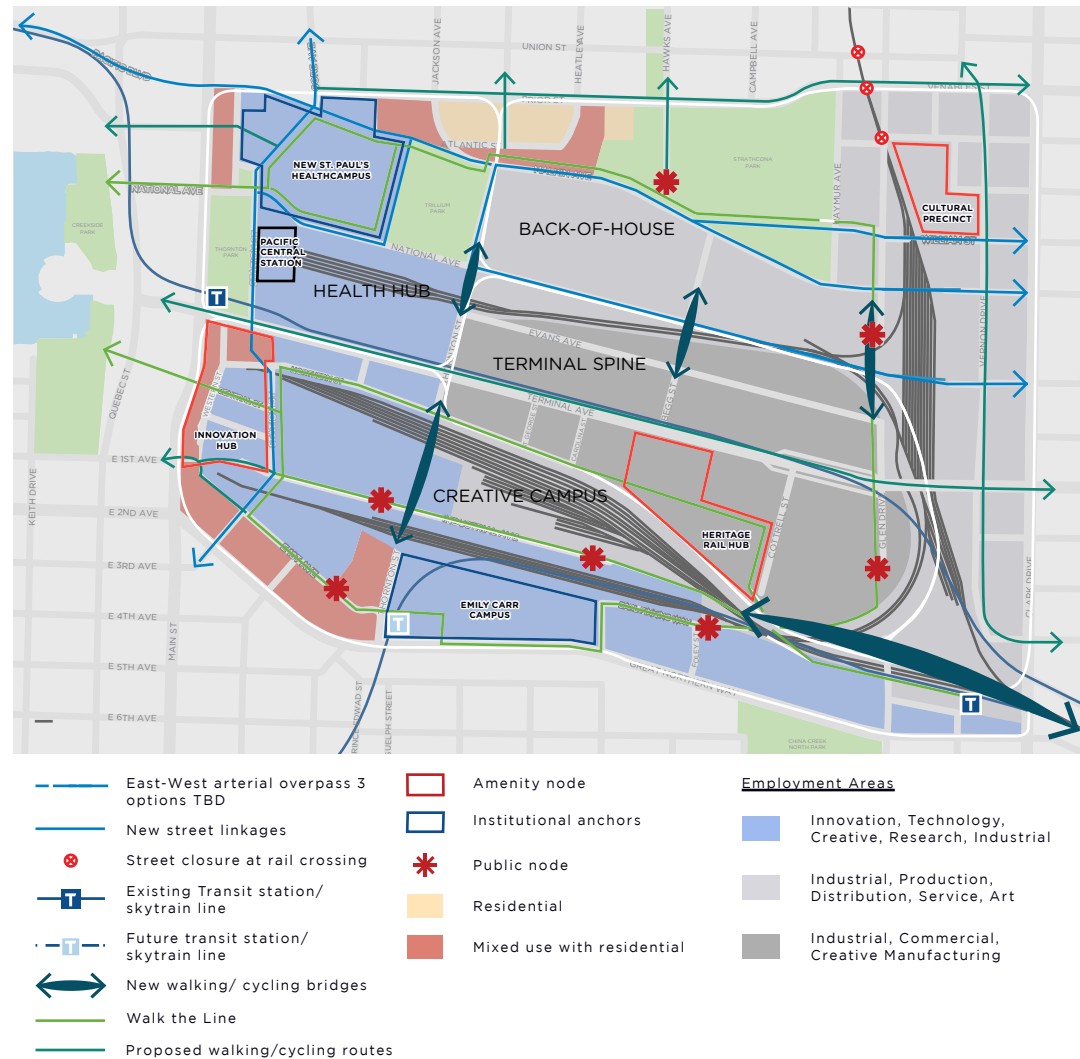
Map 1-5: Downtown Eastside Plan Local Area Plan - Map of Policy Proposals

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 1-6 shows elements of the False Creek Flats Plan, including the proposed route for Walk the Line and the arterial options being considered.

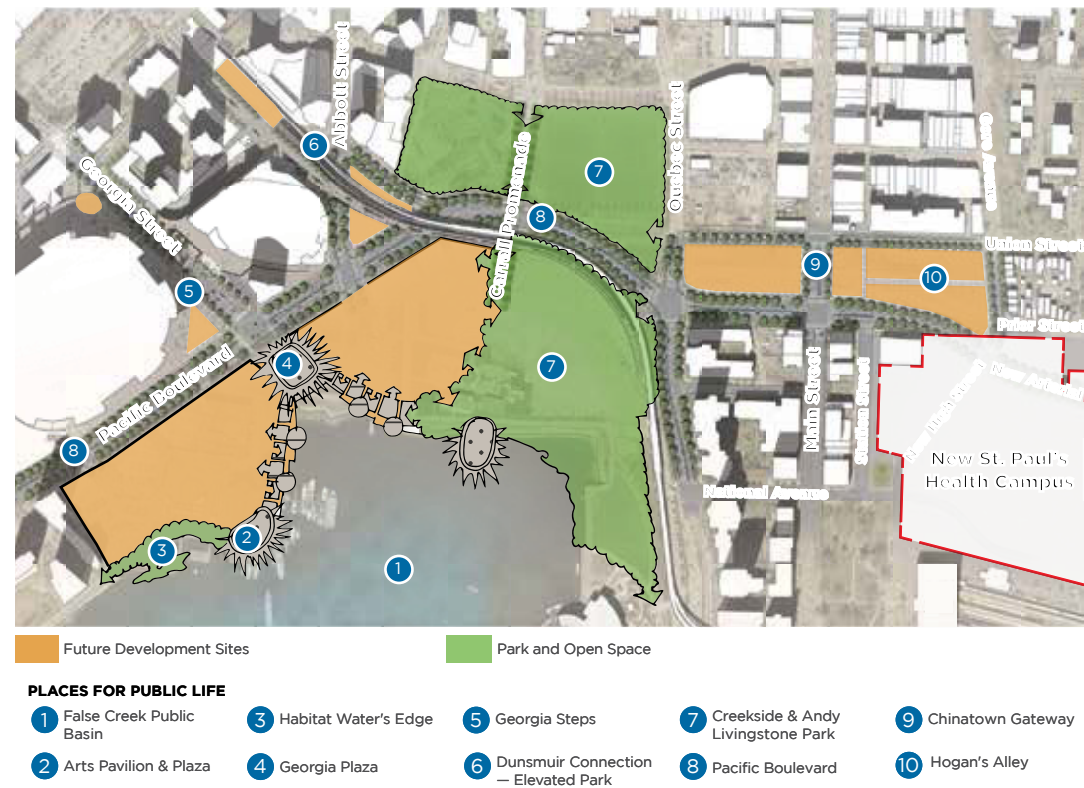


Map 1-6: False Creek Flats Area Plan – Structure Plan

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 1-7). 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 1-7: 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:

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

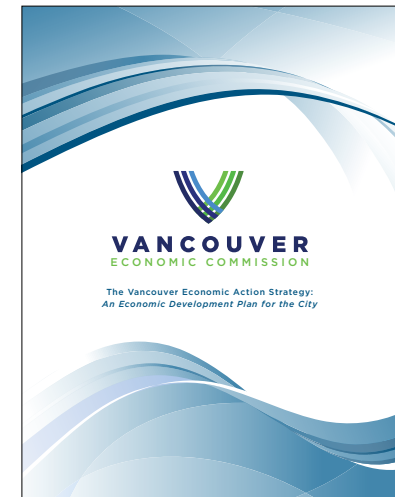
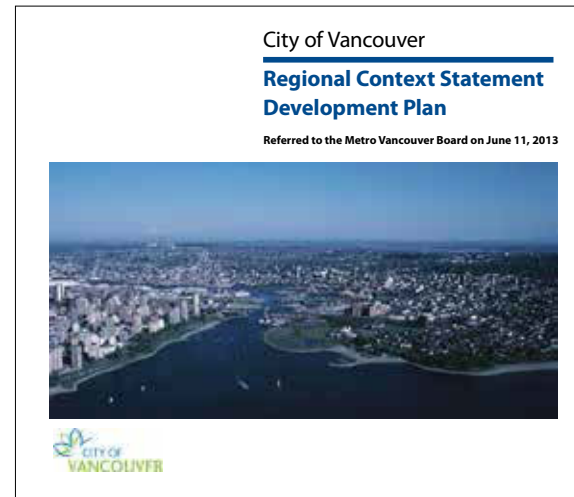
The new St. Paul's is key to helping the False Creek Flats achieve the goals of the *Economic Action Strategy* by fostering new jobs and economic activity in the green technology, innovation, health, creative, education and research industries.

1.7.3 GREENEST CITY ACTION PLAN (2011; UPDATED 2015)

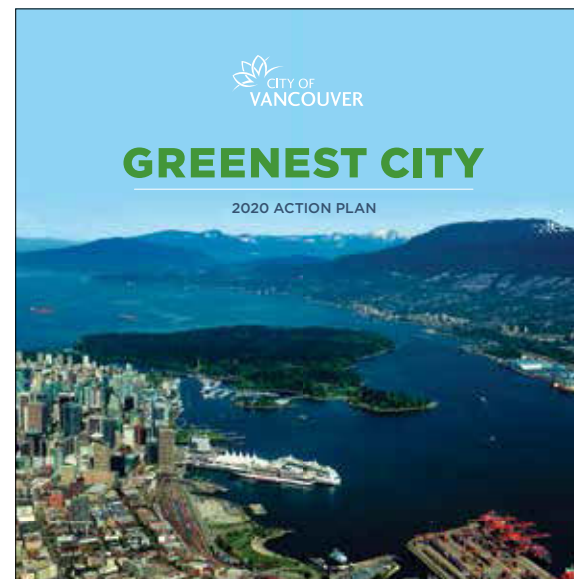
The *Greenest City Action Plan* outlines actions required to achieve a healthy, prosperous and resilient city. It identifies strategies to promote green economic development, eliminate dependence on fossil fuels, promote green transportation options, utilize green building design and ensure everyone 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.



Regional Context Statement Official Development Plan, Vancouver Economic Action Strategy, Greenest City Action Plan.



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:

- **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.
- **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.
- **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.



Healthy City Strategy Framework illustrating the twenty building blocks of a Healthy City for All.

1.7.5 CITY OF RECONCILIATION FRAMEWORK (2014)

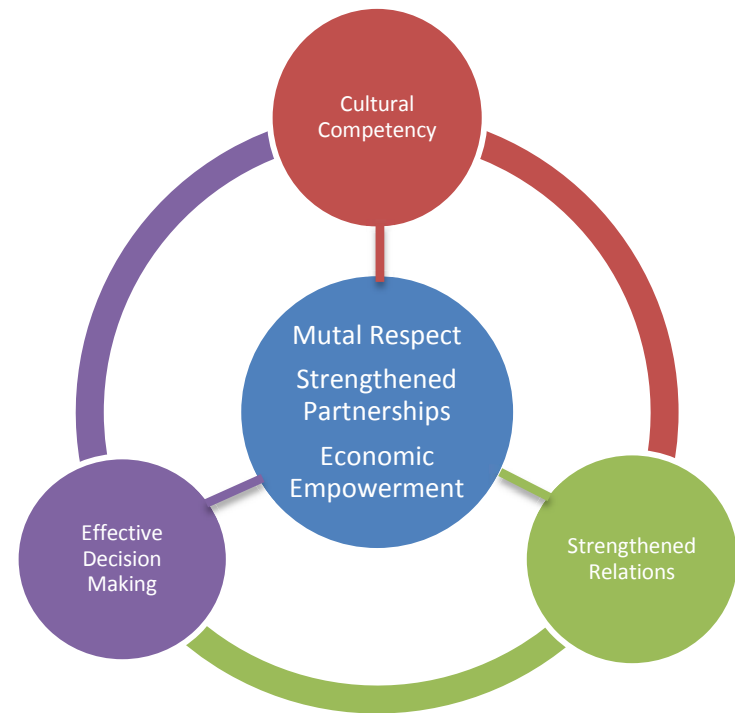
The City of Vancouver was designated a City of Reconciliation in 2014. The Framework seeks to further strengthen our services and ongoing relationships with the Musqueam, Squamish, and Tsleil-Waututh First Nations, and urban Aboriginal communities. It provides goals and directions to:

- 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).



Framework for the City of Reconciliation

GUIDING PRINCIPLES

2

What's the process?
The Policy Statement will be developed through three phases before it is presented to City Council.

1 2 3 On
Council

Phase 1: Guiding Principles (March 2016)
Identify a vision and concepts that will shape the initial concept and site plans.

Phase 2: Development Concept Outline (May)
Identify and evaluate the development options and policy objectives.

Phase 3: Preliminary Development Concept and Draft Policy (July - September 2016)
Review and refine a preferred development concept and draft set of policies.

Policy Statement considered by City Council (September 2016)
If adopted, the Policy Statement will guide the subsequent planning process.

Who's involved?
City staff are working with Providence Health Care (the owner and operator of St. Paul's Hospital) and its team of design consultants, Vancouver Coastal Health (the regional health authority), stakeholder groups, and the public.

Why are we here today?
To discuss the initial development concept and site plans, and to gather feedback from the public to help shape the final development concept and site plans.

For more information & to stay involved in the Policy Statement process:

Website: vancouver.ca/newstpauls
Email: newstpauls@vancouver.ca
Phone: 3-1-1
Twitter: #thenewstpauls

June 2016



Open House at Creekside Community Centre (Photo: Carol Kong)

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.

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.

COMMUNITY BUILDING AND SITE PLANNING

Guiding Principle		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.	4.0 Built Form and Density 5.0 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.	3.0 Land Use 4.0 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.	5.0 Open Spaces 8.0 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.	8.0 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.	4.0 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).	3.0 Land Use

OPEN SPACES AND PUBLIC PLACES

Guiding Principle		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.	5.0 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.	5.0 Open Spaces 7.0 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.	5.0 Open Spaces 6.0 Circulation and Transportation

MOBILITY AND CONNECTIONS

Guiding Principle		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.	6.0 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.	6.0 Circulation and Transportation

MOBILITY AND CONNECTIONS (CONT.)

Guiding Principle		See Section(s)
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.	6.0 Circulation and Transportation 7.0 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.	6.0 Circulation and Transportation

SUSTAINABILITY

Guiding Principle		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.	7.0 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.	7.0 Sustainability, Resilience and Green Infrastructure
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.	7.0 Sustainability, Resilience and Green Infrastructure
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.	7.0 Sustainability, Resilience and Green Infrastructure
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.	7.0 Sustainability, Resilience and Green Infrastructure

LAND USE

3



Blusson Spinal Cord Centre at Vancouver General Hospital (Photo: Hale Jones-Cox)

3.0 LAND USE

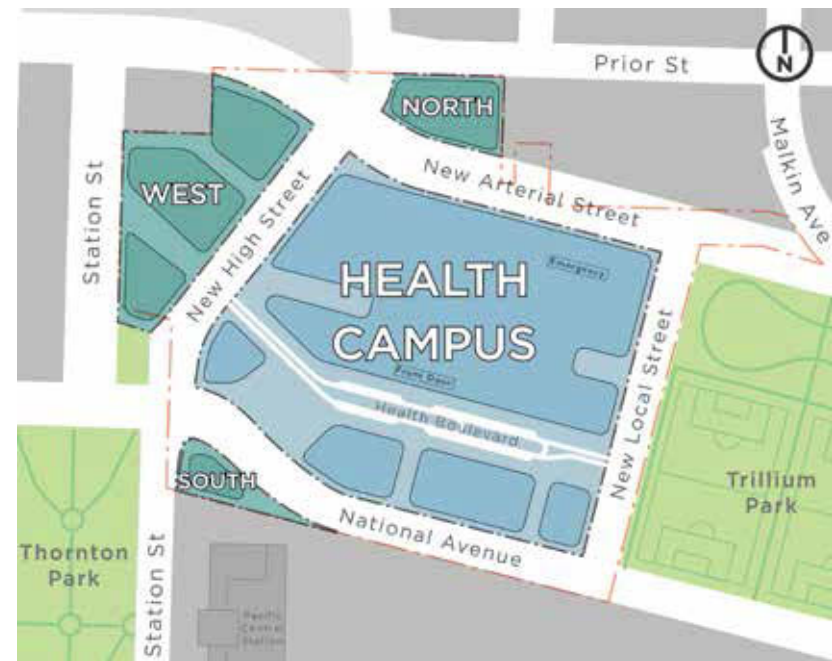
This Section provides guidance on the mix of land uses that will help fulfil health care needs and integrate the new St. Paul's into the community. Special consideration has been given to accommodating significant buildings, as well as ensuring adequate flexibility for future uses, as required within 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.



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

Map 3-1: Site Structure and Table 3-1: Estimated parcel sizes.

BACKGROUND

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.



The new St. Paul's health campus will allow for modernized health care delivery and integration with research and teaching with care. (Source: thenewstpauls.ca)

BACKGROUND

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



The All Nations Sacred Space at the current St. Paul's Hospital provides an area for smudging and pipe ceremonies, recognizing these traditional medicines as an important component of aboriginal health care. (Sources: helpstpauls.com and providencehealthcare.org)

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.

POLICIES

- **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.

BUILT FORM AND DENSITY

4



Olympic Village (Photo: Hale Jones-Cox)

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.



Map 4-1: Building Height

BACKGROUND

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.

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.



Active ground floor uses on Broadway prioritize the pedestrian experience and provide a comfortable form and scale (Photo: Andy Coupland)

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).



Mid-rise commercial and residential buildings on Station Street (Photo: David Paterson)

POLICIES

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)



Trillium Park Fields, with the new St. Paul's site, Citygate and Pacific Central Station in the background (Photo: David Paterson)

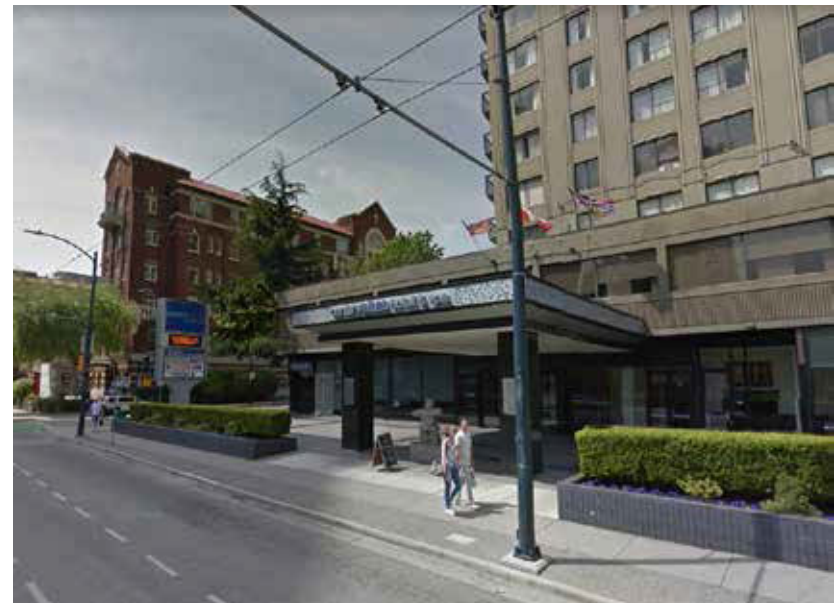
POLICIES

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.



Hotels near the current St. Paul's Hospital help meet the needs of hospital-related visitors. (Source: Google Streetview)

POLICIES

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.

POLICIES

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.



Gordon and Leslie Diamond Health Care Centre at Vancouver General Hospital (Source: partnershipsbc.ca)

POLICIES

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



OPEN SPACES

5



Thornton Park (Photo: David Paterson)

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.

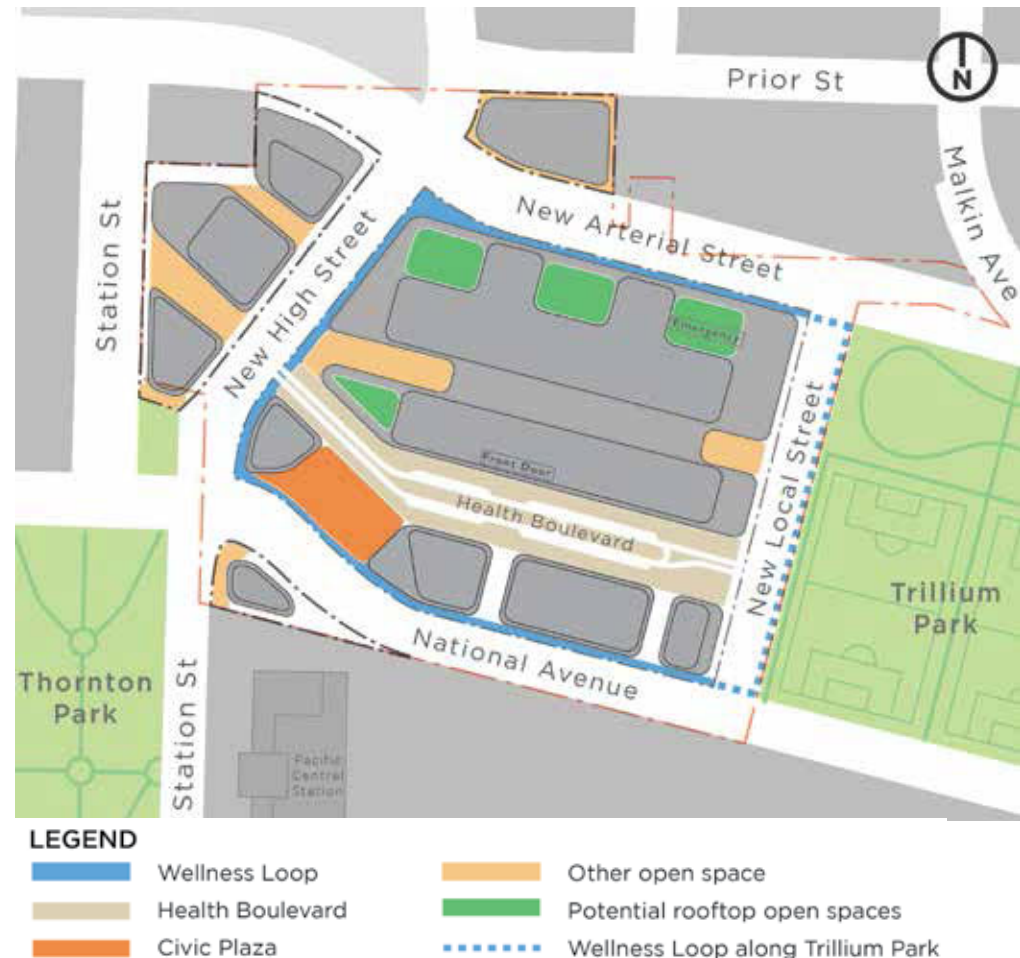
5.1 BACKGROUND

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.



Map 5-1: Open Spaces

BACKGROUND

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 1-6).

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.



A proposal for a Wellness Walkway was included as part of the rezoning of BC Women's and Children's Hospital. This Wellness Walkway was intended to provide accessible bench designs, access to nature, shade structures, pedestrian scale lighting, gentle slopes, and the ability to take short walks in the area around the hospital.(Source: dys Architecture, as part of the rezoning application for Children's and Women's Health Centre of British Columbia, rezoning.vancouver.ca)

BACKGROUND

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*.



Rooftop Community Garden at St. Paul's Hospital on Burrard Street (Source: Vancouver Sun) and existing significant tree adjacent to the new St. Paul's site (Photo: Hale Jones-Cox)

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.

POLICIES

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.

POLICIES

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.



Example public open spaces from the Children's of Alabama Hospital in Birmingham, USA and the Campus for Research Excellence and Technological Enterprise in Singapore (Sources: Blake Marvin and Russell Drinker)

POLICIES

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.



Spyglass Place on the Seaside Greenway is an example of a public open space that attracts people to stay, gather and mingle. (Source: City of Vancouver)

POLICIES

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.



Example rainwater management solutions (Source: Partnership for Water Sustainability in British Columbia)

POLICIES

- 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.



Watch Seller by Rhonda Wepler and Trevor Mahovsky and VAHA Mural - Listening. On. and Waking Terrain by Bracken Hanuse Corlett (Photos: Hale Jones-Cox)



CIRCULATION AND TRANSPORTATION

6



Main Street-Science World Station (Photo: David Paterson)

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.



Map 6-1: Transportation and Circulation

BACKGROUND

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.

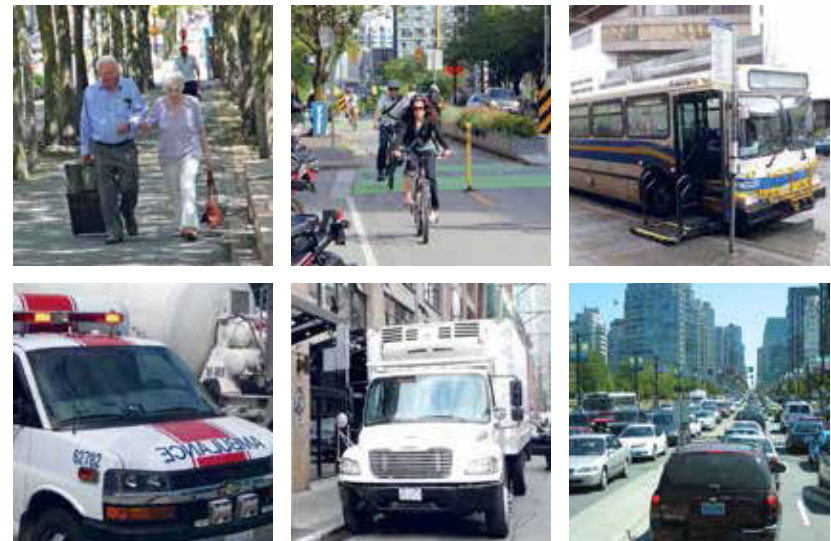
Motor Vehicles and Parking

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.



Transportation 2040 prioritizes walking, cycling and transit, but must still consider the needs of emergency vehicles, good movement and private automobiles. (Source: City of Vancouver, Transportation 2040)

BACKGROUND

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).

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.



A Complete Streets approach considers the needs of people of all ages and abilities, and for all modes of travel. It also recognizes the importance of looking at streets holistically, bringing land use, green infrastructure, public space and transportation considerations seamlessly together. (Illustration: Sam Khany)

Conceptual street Cross-sections (Not to Scale)

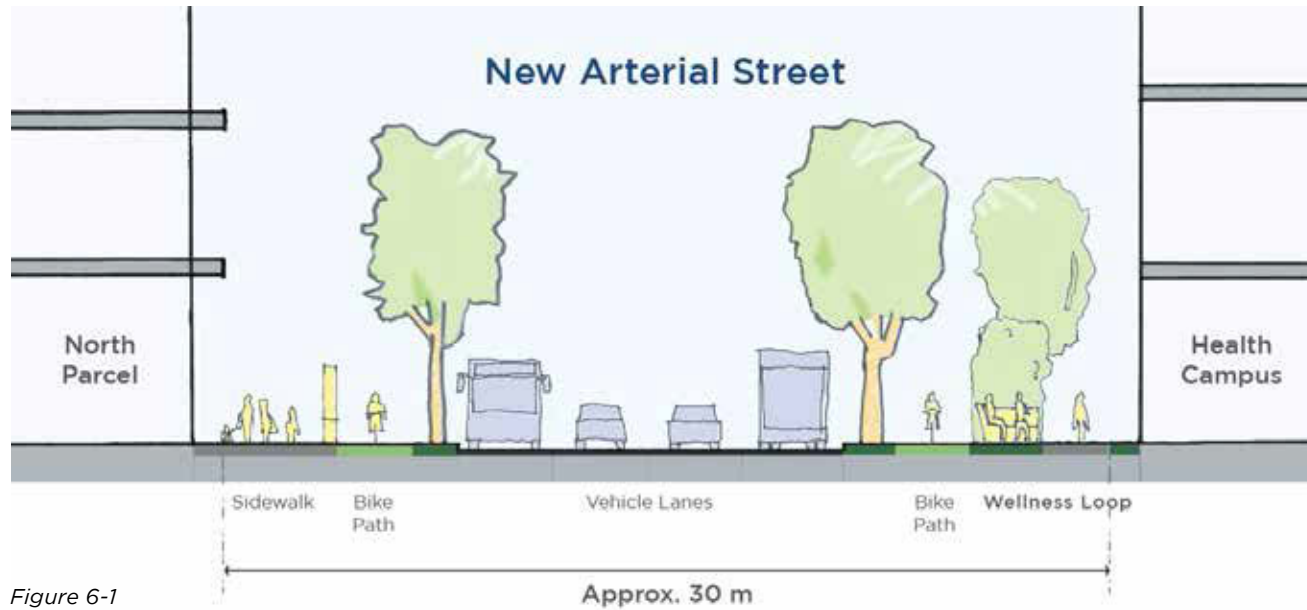


Figure 6-1

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.



Figure 6-2

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 **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.



Figure 6-3

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.



Figure 6-4

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).

Figure 6-2

POLICIES

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.



*Pedestrians crossing National Avenue at Main Street
(Photo: Hale Jones-Cox)*

POLICIES

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.

POLICIES

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.



10th Avenue at Vancouver General Hospital (Source: City of Vancouver Transportation)

POLICIES

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.



The inclusion of a Cycling Centre at VGH is an example of building design that encourages staff to bike to work (Photo: Hale Jones-Cox)



Bus stop on Main Street, with weather protection and real-time arrival information (Photo: Paul Krueger)

POLICIES

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.



Vancouver General Hospital loading (Source: City of Vancouver Transportation)

POLICIES

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.



Emergency Vehicles will be accommodated through site design (Source: BCEHS)



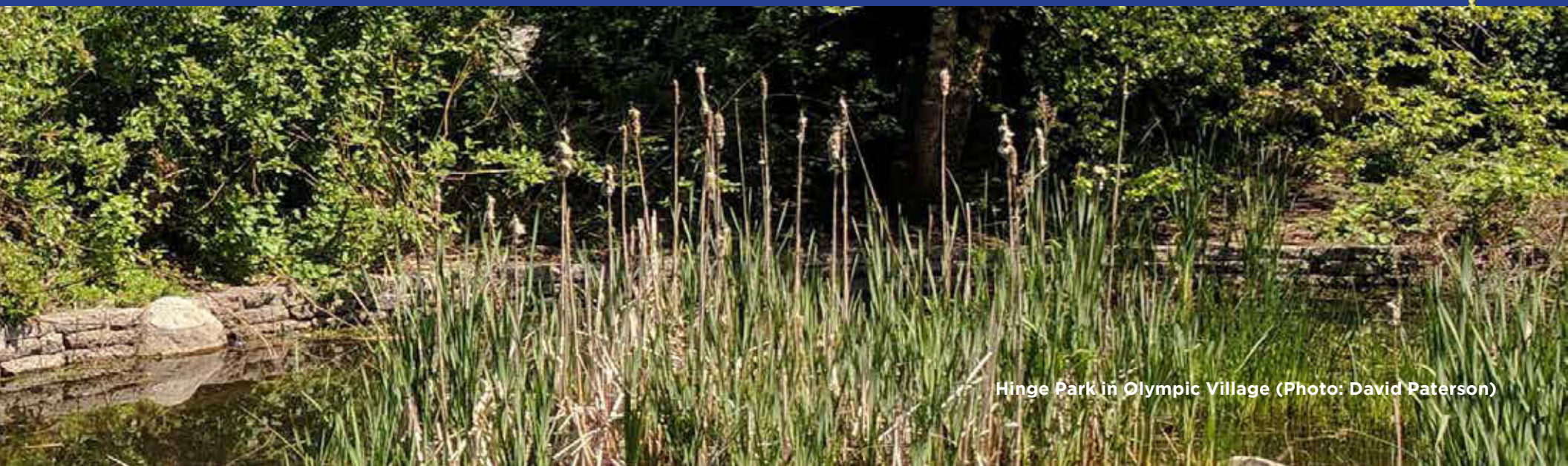
Existing neighbourhood traffic calming at Prior Street and Jackson Avenue (Photo: David Paterson)





SUSTAINABILITY, RESILIENCE AND GREEN INFRASTRUCTURE

7



Hinge Park in Olympic Village (Photo: David Paterson)

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.



Image from Greenest City 2020 Action Plan

7.1.1 SUSTAINABILITY AND GREEN INFRASTRUCTURE

City policies such as the *Green Building Policy for Rezoning*s 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.

BACKGROUND

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.



Resilience is a measure of our preparedness for shocks such as earthquakes and stressors such as sea level rise. (Sources: City of Vancouver and John Streit)

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.

POLICIES

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.



Examples of innovative rainwater management solutions at Hinge Park and rooftop solar panels in Southeast False Creek (Sources: Hale Jones-Cox and vancouver.ca)

POLICIES

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 policies 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.



Technologies such as piling, ground densification base isolation (pictured above) will help improve the resilience of structures on site. (Source: civildigital.com)



PUBLIC BENEFITS

8



(Photo: City of Vancouver)

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.



Map produced during neighbourhood asset-mapping workshops (Source: CommunityIMPACT Consulting)

BACKGROUND

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.



EMBERS Vancouver staff, A Community Benefits Agreement can provide jobs to local residents who face barriers to traditional employment (Sources: City of Vancouver)

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.



IMPLEMENTATION AND PHASING

9



(Photo: Hale Jones-Cox)

9.0 IMPLEMENTATION AND PHASING

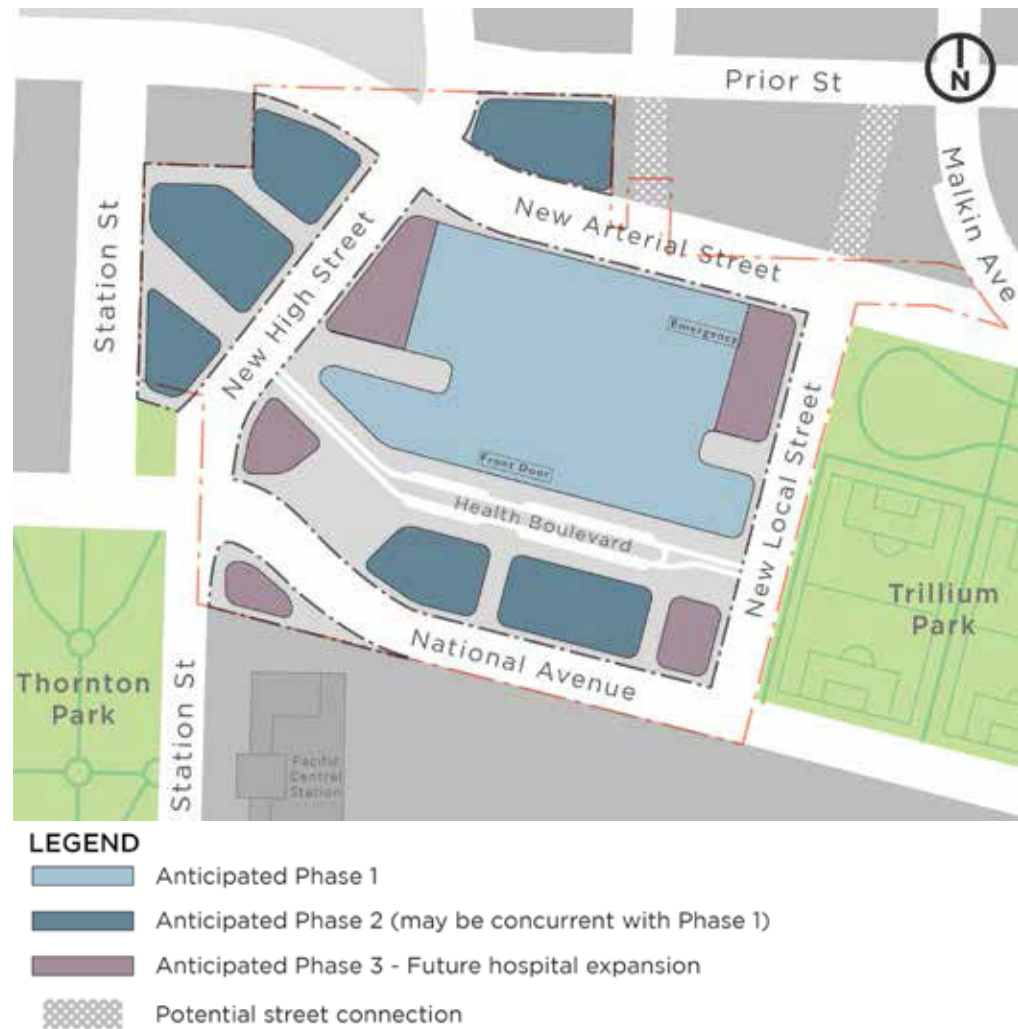
Policies in the preceding Sections guide and consider the site's complete build-out. This Section provides guidance on the implementation of this Policy Statement and the anticipated phased delivery of development, services and public benefits with special consideration given to the regulatory, procurement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



Map 9-1: Anticipated Phasing

BACKGROUND

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	Phase 2	Phase 3
<ul style="list-style-type: none">• 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.	<ul style="list-style-type: none">• Development of the North, West and South parcels.• Development of research buildings on the Health Campus parcel.• Delivery of all remaining public benefits.	<ul style="list-style-type: none">• Design and construction of expansion areas on the Health Campus parcel based on a future program and planning process.

Note: Phase 2 may happen after or concurrent with Phase 1.

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.



The current Georgia and Dunsmuir Viaducts connect to Prior Street. (Photo: David Paterson)

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.



High quality public realm treatments and interim retail units such as the JJ Bean Kiosk on the CBC Plaza could help activate interim open spaces at the new St. Paul's (Source: jjbeancoffee.com)

POLICIES

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.





ILLUSTRATIVE DEVELOPMENT CONCEPT

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

Build **FLEXIBILITY** for future unanticipated demand

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

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

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

Enable a **LEARNING ORGANIZATION**

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

LEVERAGE TECHNOLOGY to improve quality and efficiency

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

INTEGRATE care, research and teaching

- Close proximity to facilitate circulation and drive innovation
- “Bench-to-person”

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.



Figure 10-1: Site Plan



Figure 10-2: 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.



Figure 10-3: View to the front door of the hospital through the Civic Plaza



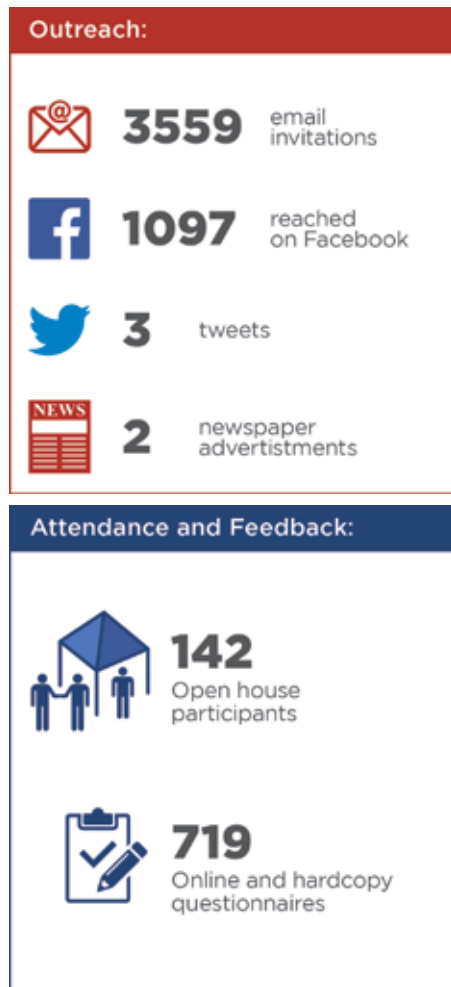
Figure 10-4: View looking south down New High Street



APPENDIX: PUBLIC ENGAGEMENT SUMMARY

CITY-HOSTED CONSULTATION EVENTS

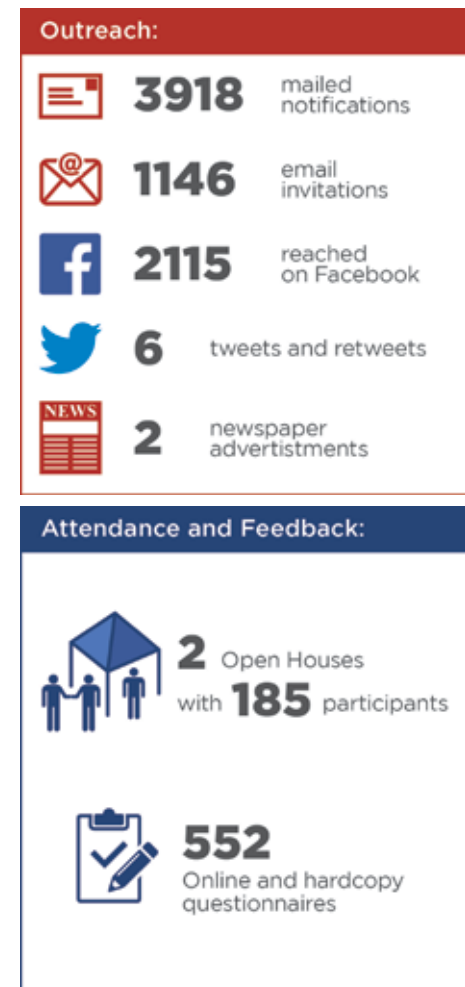
Phase 1: Guiding Principles (March 2016)



Phase 2: Development Concepts (June 2016)



Phase 3: Draft Policy Statement (May 2017)



APPENDIX: ACKNOWLEDGEMENTS

Policy Planning Project Team:

Hale Jones-Cox, David Paterson, Tom Wanklin, Karen Hoese, Carol Kong, Neal Peacocke, Pat St. Michel

Staff Team:

Kevin McNaney, Gil Kelley, Anita Molaro, Lisa Brideau, Lon LaClaire, Jesse Wiebe, Paul Storer, Brian Gould, Jennifer Draper, Sabina Foofat, Mark Pickersgill, Cathy Bucklam, Maureen Lerat, Dianna Hurford, Chris Van Veen, Aydin Habibollahi, Katy Amon, Catarina Gomes, Amanda Gibbs, Tracy Vaughan, Antoinette Semanya, Ginger Gosnell-Myers, Ginny Tsai, Jeff Greenberg, Bill Aujla

External Consultant:

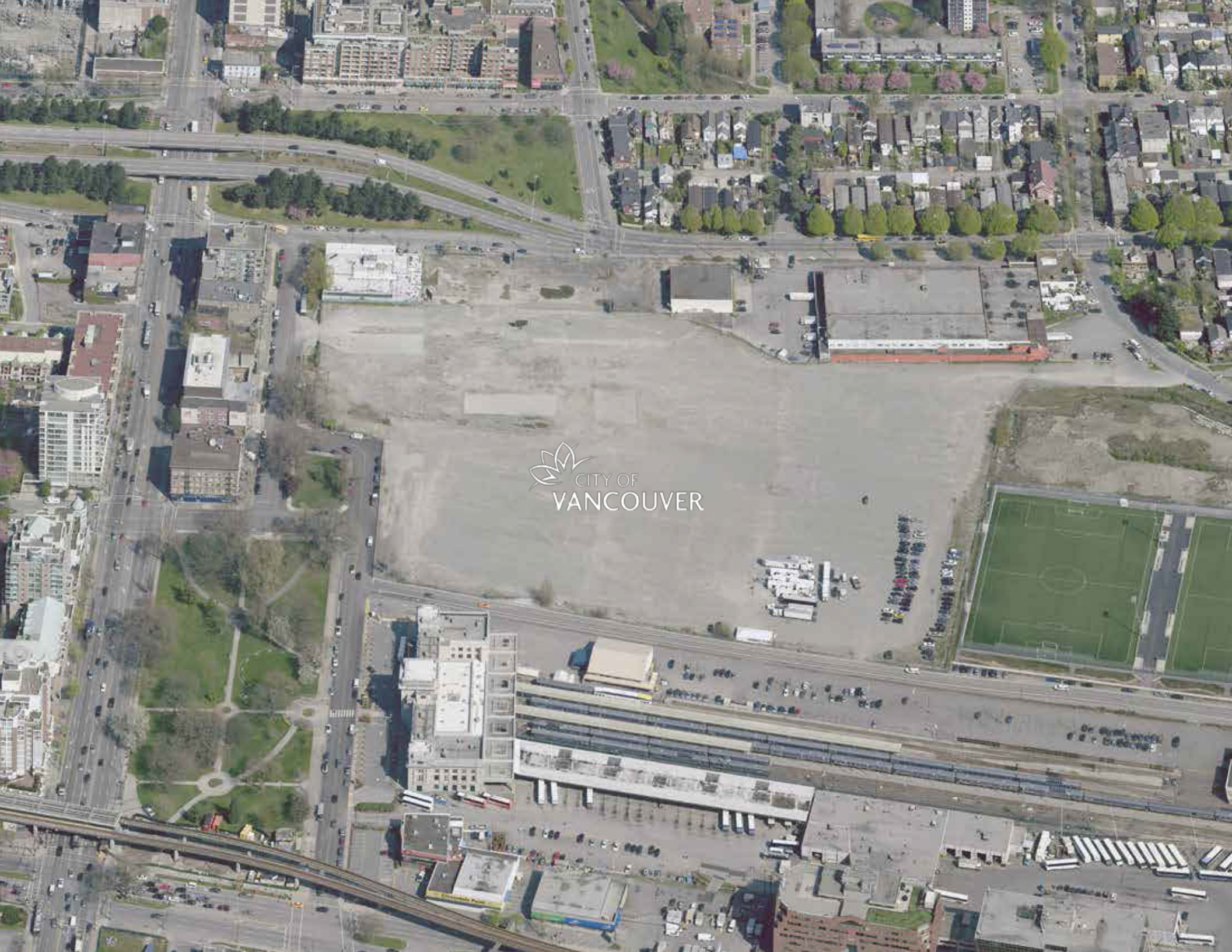
CommunityIMPACT Consulting

Advisory Committees:

Active Transportation Policy Council, Cultural Communities Advisory Committee, LGTBQ2+ Advisory Committee, Mayor's Task Force on Mental Health and Addictions, Persons with Disabilities Advisory Committee, Seniors Advisory Committee, Urban Aboriginal Peoples Advisory Committee, Vancouver City Planning Commission, Vancouver Fire & Rescue Services Advisory Committee, Vancouver Heritage Commission

Stakeholders:

Ambulance Paramedics, Atlantic Street Residents, BC Ministry of Health, BC Trucking Association, Chinatown, Downtown Vancouver Association, EarthHand Gleaners, False Creek Residents Association, Greater Vancouver Board of Trade, HUB, Ivanhoe Hotel and Pub, Left Bank Residents, Strand Developments, Strathcona BIA, Squamish Nation, TransLink, UBC Faculty of Medicine, Vancouver Coastal Health, Vancouver Economic Commission, Vancouver Field Sport Federation, Vancouver Fire and Rescue, Vancouver Native Health Society.



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