



- **Sites for Future Development (subject to Provincial Funding / not included as part of Rezoning Application)** may include a new tower with underground parking on the south-western corner of the site (East Columbia Street and Keary Street), where the existing Emergency Department is currently located, a Wellness and Innovation Zone with underground parking at the north edge of the site along Sherbrooke Street.

As part of the rezoning, a draft Master Plan has been developed to inform the future development of the site which is currently being reviewed by City staff. The purpose of this report is to provide a draft copy of the Master Plan to the New Westminster Design Panel for feedback. As the design process for the next phases of the redevelopment is still underway, staff seek feedback from the NWDP in regards to Master Plan. Particularly, sections of the Master Plan pertaining to building massing, height, stepbacks, overall Campus Design Standards, wayfinding and signage. Taking the feedback received from the NWDP, Staff will then continue working on refining the Master Plan document through the development review process.

## **POLICY AND REGULATIONS**

### **Official Community Plan (OCP):**

The subject property (330 East Columbia Street) is designated as “P” for Major Institutional in the Official Community Plan. This proposal is consistent with this designation.

The subject property is also within a Special Employment Area, recognizing the significant role the hospital plays in contributing to local economic activity. The proposed expansion of the hospital should serve as a major catalyst to spur additional office development in the area.

### **Development Permit Area:**

The Royal Columbia Hospital property is not situated within a Development Permit Area. As noted earlier within this report, a draft Master Plan is being developed for the site which will include Campus Design Standards to help inform the future phases of development for RCH. Feedback received from the New Westminster Design Panel will be considered as part of the development of the Master Plan and Campus Design Standards.

Given the importance of the site and the scale of the overall project, staff recommends and the applicant has agreed to undertake a design review for each of the *construction*

*phases* as they proceed, which will include presentations to the New Westminster Design Panel.

### **Zoning Bylaw:**

The subject property is located within the Public and Institutional Districts (High Rise) (P-3) which permits hospitals including mental health facilities. While the redevelopment of the hospital facilities is consistent with the uses permitted in the existing P-3 zoning, the renovation, redevelopment and modernization of the hospital facilities will require amendment of some of the provisions of the zone including, but not limited to, building height, site coverage, and floor area. Implementation of the IDEA Centre Strategy may require the amendment of the allowed uses in the P-3 zone.

The P-3 zone also applies to several other sites within the city. Due to the unique aspects of the Royal Columbian Hospital and the site, it is appropriate to create a new Comprehensive Development (CD) zone which will apply to this site only and will accommodate and inform the proposed renovation, redevelopment and modernization of the Royal Columbian Hospital facilities.

### **IDEA Centre Strategy and Road Map**

The IDEA Centre Strategy and Road Map describes a series of actions by the City and its partners which seek to develop and enhance the health care cluster which has developed in the area surrounding Royal Columbian Hospital. The strategy was developed collaboratively between the City and a range of stakeholders, including Fraser Health Authority, Royal Columbian Hospital, Royal Columbian Hospital Foundation, TransLink, Douglas College, the Justice Institute of British Columbia, City of Surrey, Metro Vancouver, Port Metro Vancouver, Wesgroup, Bentall Kennedy and Discovery Parks.

The expansion of the hospital, along with enhanced neighbourhood amenities and transportation improvements will serve as a catalyst to spur additional economic development in the area. The allowed uses in the CD zone for the hospital will be reviewed and likely expanded in order to optimize the potential economic development impacts of the hospital expansion. This review will be undertaken with input from the IDEA Centre partners, community stakeholders and City staff.

### **Sapperton Massey Victory Heights Transportation Plan**

The Sapperton & Massey Victory Heights Transportation Plan is a strategic transportation plan that was endorsed by Council in June 2018. It sets the multi-modal

framework for the community into the future, complete with a list of improvements and associated timings in coordination with larger regional and City initiatives.

As part of the Transportation Impact Assessment, the consultant is required to identify where conflicts are identified with the Sapperton & Massey Victory Heights Transportation Plan (STP) and/or the City's Master Transportation Plan. The consultant must identify how and where the impacts should be offset/ addressed through a variety of measures, and identify whether the STP requires an update to reflect the changing nature of the community.

Further information about the Plan can be found at [www.newwestcity.ca/stp](http://www.newwestcity.ca/stp)

## **BACKGROUND**

### **Site Characteristics and Context:**

The Royal Columbian Hospital (RCH) site is situated within the historic Sapperton neighbourhood, in close proximity to the Brewery District, two SkyTrain Stations (Sapperton and Braid), Urban Academy School, and fronts onto Brunette Avenue, East Columbia Street (Great Street), Keary Street, and Sherbrooke Street.

The overall RCH property is L-Shaped with five street frontages (East Columbia Street, Sherbrooke Street, Allen Street, Keary Street and Brunette Avenue). The site generally slopes downward from East Columbia Street toward Brunette Avenue. The total site area of the property is 608,053 square feet (56,490 square metres).

East Columbia Street runs along the western side of the site and is identified as a Great Street within the Master Transportation Plan. The portion of East Columbia Street fronting the hospital is largely commercial. Properties across from the hospital site are currently occupied by one and two storey buildings with primarily commercial uses. The OCP designation supports change of this area to a higher density use with office in support of the IDEA Centre Strategy. The zoning allows the sites to redevelop to three to four storeys or up to 40 feet (12.2 metres), with a commercial ground floor and residential above. Sapperton Park is located across the street from the northern portion of the site.

Sherbrooke Street borders the site to the north. Properties across from the hospital are almost exclusively single family residential. The lots near the intersection with East Columbia Street contain the Elizabeth Fry Society of Greater Vancouver and a parking lot. This represents the most sensitive edge of the site and staff are working with the Fraser Health design team in regards to ensuring that the future hospital buildings proposed within Phases 2 and 3 (as well as future stages of development) will transition

down in height in order to mitigate impacts to single-detached residential homes on the opposite side of the street in addition to the provision of a landscape buffer.

The Copperstone borders the site to the northeast. It is comprised of 230 units of strata housing. The height of the proposed hospital buildings are also being examined in light of sun and shade impacts to this development.

Brunette Avenue borders the site to the southeast. Properties across Brunette are generally light industrial and train tracks and includes the Sapperton SkyTrain station.

Keary Street runs along the southern side of the site. Across Keary Street lies the Brewery District, a mixed use neighbourhood, comprised of multi-family housing, office space, medical uses and retail uses. Building heights in the Brewery District can range between 65 and 300 feet (20 and 91.5 metres).

### **Royal Columbian Hospital and its Community and Regional Significance**

The Royal Columbian Hospital is a key contributor to the economy of New Westminster, Metro Vancouver and British Columbia. It generates positive economic impacts through its operating expenditures, visitor spending and investments in research.

In addition to its role as a community hospital in New Westminster, RCH serves as a secondary referral centre for six additional communities. RCH is a clinical academic campus of the UBC Faculty of Medicine and has one of the busiest emergency departments in Metro Vancouver. RCH is home to the busiest cardiac intervention unit in BC and one of the province's largest neonatal intensive care units.

While the hospital provides benefits to the community, the hospital also directly benefits from the surrounding neighbourhood. Hospital staff want to live and work in the same neighbourhood, as well as shop and eat in surrounding businesses. Doctors and hospital related businesses also want to have offices in the surrounding area.

While the large number of employees and hospital visitors create positive economic impacts in the neighbourhood, they also generate traffic and parking issues. These issues are being approached through the Sapperton Massey Victory Heights Transportation Plan as outlined later within this report.

### **PROJECT DESCRIPTION**

The Royal Columbian Hospital is a critical component of both the local and regional community. The potential rezoning will facilitate the development of Phases 1, 2 and 3 of the RCH Redevelopment in order to allow for the renovation, redevelopment and modernization of the hospital. Sites for future development will be facilitated

through a future rezoning application – see **Attachment 1**). In summary, the various phases of the redevelopment include:

**Phase One:**

Phase one, which is currently under construction, is intended to prepare the hospital’s infrastructure for the expansion coming in phase two, and includes:

- A new energy centre to replace the aging power plant and tie into the city’s future district energy centre.
- New parking including an underground parkade as well as temporary spaces for visitors and employees.
- Moving the heliport to the roof of the Columbia Tower.
- An advanced IT fibre optic and utilities pathway that ties into city infrastructure and enables advanced health care technologies.
- A new Mental Health and Substance Use Wellness Centre to replace the Sherbrooke Centre.

**Phase Two:**

Phase two will include:

- A new Acute Care Tower (ACT), which will include an underground parkade.
- New advanced medical equipment and technologies, building services and energy centre equipment.
- Replacement of the Sherbrooke Centre, old power plant, main entrance and laundry/maintenance buildings with site enhancements.

**Phase Three:**

Phase three will upgrade and add capacity to areas in the existing Health Care Center and Columbia Tower that support the beds and services added in phase two.

Phase three will include:

- Expansion of support service areas such as the laboratory, pharmacy, food services, diagnostic services and medical imaging, and the addition of one more MRI.
- Expansion of the Pediatric Unit, the Neonatal Intensive Care Unit and outpatient clinics. These units will be physically linked to the Maternity Unit in the new Acute Care Tower.
- Conversion of four-bed patient rooms in Columbia Tower into single or semi-private rooms.
- Upgrade and move the cafeteria, administration offices and ambulatory care service.

**Sites for Future Development (subject to Provincial Funding / not included as part of Rezoning Application):** Subject to Provincial funding approval, future phases may include a new tower with underground parking on the south-western corner of the site (East Columbia Street and Keary Street), where the existing Emergency Department is currently located as well as the potential construction of a Wellness and Innovation Zone. The Wellness and Innovation Zone which will include facilities for uses with an emphasis on prevention of health care issues through education and the promotion of healthy living and wellness as well as additional underground parking for the RCH site.

Preliminary Development Statistics

	Allow-able	Existing (sq.m.)	Proposed			Future Development (Not included in Rezoning Application – subject to Future Funding) (sq.m.)*
			Phase 1 (sq.m.)	Phase 2 (sq.m.)	Phase 3 (sq.m.)	
Site Area			56,490 sq.m.			
<u>Existing Buildings</u>						
Sherbrooke Building		5,439	5,439	DEMO	DEMO	
Emergency Building		2,042	2,042	2,042	2,042	
Laundry Building		921	921	DEMO	DEMO	
Maintenance Building		625	625	DEMO	DEMO	
Power Plant		748	748	DEMO	DEMO	
Entrance Building		1,300	1,300	DEMO	DEMO	
Columbia Tower (+ Phase 3 expansion)		17,435	17,435	17,435	18,000	18,000
Health Care Centre		30,469	30,469	30,469	30,469	30,469
			21,525	21,525	21,525	21,525
				65,000	65,000	65,000
						34,523
						21,677
						10,000
						17,158
<u>New Buildings</u>						
Ph. 1 MHSU/Energy Centre						
Ph.2 Acute Tower						
Future Tower (on ED Site)						
Future Wellness						

Zone Future IDEA Centre Future Tower (NE)						
<b><i>SUB TOTAL</i></b>		<b><i>58,979</i></b>	<b><i>80,504</i></b>	<b><i>136,471</i></b>	<b><i>137,036</i></b>	<b><i>218,352</i></b>
FSR	1.6	1.04	1.43	2.42	2.43	3.98
Site Coverage	40%	36.40 %	44.9%	50.44%	51.15%	62.65%
Building Height	54.90 m.	42.14 m.	75.00 m.	75.00 m.	75.00 m.	75.00 m.
Setbacks						
Front Yard	7.62			10.00	10.00	10.00
Rear Yard				2.7	2.7	2.7
Rear Yard (above 30 ft.)	7.62			3.00	3.00	3.00
Side Yard				7.62	7.62	7.62
Off-Street Parking						
Required		635	867	1,469	1,475	2,350
Provided		1,254	1,210	1,397	1,397	1,889
Net Difference		+619	+343	-75	-78	-461
Accessible Parking						
Persons	10% of	125	121	140	140	189
Required Spaces	all	16	121	140	140	196
Provided Spaces	parking	+109	0	0	0	+7
Net Difference						
Required Van Lay-By		1	1	1	1	1
Provided Van Lay-By		3	3	17	17	17
Net Difference		+2	+2	+16	+16	+16
<b><i>TOTAL PARKING</i></b>		<b><i>1,254</i></b>	<b><i>1,210</i></b>	<b><i>1,397</i></b>	<b><i>1,397</i></b>	<b><i>1,889</i></b>
Off-Street Loading						
Required		12	13	30	30	47
Provided			6	6	6	8

\*Note: Future Development Statistics are preliminary and for reference purpose only – not part of Rezoning Application

## **DESIGN CONSIDERATIONS**

### **Draft Master Plan and Design Guidelines**

Included as part of the Rezoning Application submission is a draft Master Plan (see **Attachment 1**) that includes a set of Design Guidelines that were initially developed by City Staff and Fraser Health’s Design Team to serve as a guiding document to help inform the development of the various stages of the proposed RCH redevelopment covering topic areas such as urban design, site design, building massing and aesthetics, sustainability strategies, and interior concepts. The guidelines also provide RCH with consistency of design and ensure that the campus evolves to support the overall project

vision and integrate appropriately with the surrounding neighbourhood, including, but not limited to:

- Providing a suitable height transition between future hospital buildings to the low density uses across Sherbrooke Street.
- The creation of a pedestrian/bike friendly East Columbia Street (Great Street)
- Better connections with the Brewery District and SkyTrain along Keary Street
- An Enhanced Connection with Sapperton Park
- Enhanced streetscape design along all frontages.

The Master Plan and Design Guidelines are being reviewed through the rezoning process, which includes obtaining input from the New Westminster Design Panel. It should be noted that the applicant's design team is working through an indicative design for the proposed buildings concurrently with the proposed Rezoning Application and this is evolving through the process. As such, the rezoning will be aimed towards providing parameters around building height, setbacks, density, site coverage, and other provisions. Each of the proposed buildings will then be reviewed by staff in light of the Rezoning and the Master Plan in terms of form and character of development.

### **Questions for the Design Panels' Consideration**

In addition to seeking general comments from the NWDP in regards to draft Master Plan, staff have identified the following questions for the NWDP to provide specific response to:

#### Overall Form, Massing, and Siting

- 1) Do the buildings proposed in Phases 2 and 3 of the RCH redevelopment fit within the context of the surrounding neighbourhood? Please consider setbacks, height and massing?
- 2) Does the NWDP have any preliminary comments in regards to the height, setbacks, and massing for the future phases (which are not included as part of the current rezoning)?
- 3) Does the NWDP have any comments in regards to the proposed site plan, architectural drawings, landscape drawings, wayfinding/signage drawings that are attached to the draft Master Plan?

#### Public Realm/Streetscape

During the different phases of development, there may be instances where existing conditions and/or an interim streetscape improvements may be in place for extended

periods of time (i.e during the construction period, Phase 2, Phase 3 and beyond – post 2025) until final public realm/streetscape improvements are in place (through additional funding).

- 4) Does the NWDP have any comments in regards to interim design approaches that would provide a suitable transition between existing conditions and ultimate final improvements?

### Design Guidelines

- 5) Does the NWDP have any comments in regards to the Campus Design Standards that are attached to the draft Master Plan (including public realm/streetscape improvements)?
- 6) Does the NWDP have any comments in regards to suitable treatments for large exterior surfaces without glazing?

### Community Interface

The guidelines stress the importance of community interface and multiple access points, focusing on the periphery of the site. However, there are limited accessible entrances with no public access points from the new north-south lane. This requires users from SkyTrain to go around the campus or navigate the interior of the building. The guidelines also state that there would be a “strong sense of arrival” on East Columbia Street; however, the majority of site users will arrive from Keary or Sherbrooke which the guidelines do not currently address.

- 7) Does the NWDP have any comments in regards to enhancing community interface guidelines, particularly pertaining to the items above?

### Campus Master Planning

A new pedestrian connection is shown between the campus and Sapperton Park close to the intersection of East Columbia and Sherbrooke and connecting to an “internal green corridor.”

- 8) Does the NWDP have any comments on the sufficiency of this green space to satisfy future open space needs of the campus?

### Sustainability

- 9) Does the NWDP have any comments in regards to what sustainability measures should be included in the guidelines particularly in regards to reducing summer heat

gain, stormwater management (managing post- development flows), accommodating alternative energy sources, etc.

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