



Planning and Land Use Committee Report For the Meeting of October 15, 2015

To: Planning and Land Use Committee **Date:** October 1, 2015

From: Jonathan Tinney, Director, Sustainable Planning and Community Development

Subject: **Royal Jubilee Hospital Master Campus Plan**

RECOMMENDATION

Staff recommend that Committee forward this report to Council and that after allowing an opportunity for public comment in an open Council meeting, with notice being posted on site, advertised in the newspaper, sent to all adjoining neighbours and sent to all of the partners in the Royal Jubilee Hospital Good Neighbour Agreement, that Council consider the following motion:

- “1. That Council approves Island Health’s *Royal Jubilee Hospital Master Campus Plan* as the principle guiding document for the planning and development of the Royal Jubilee Hospital site; and
2. That Council direct staff to work with Island Health to investigate a process for allowing the City to review future development proposals against the Design Guidelines outlined in Master Plan and that this work take place concurrently with the submission of a Rezoning Application by Island Health for the Royal Jubilee Hospital site.”

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations with respect to the Island Health Royal Jubilee Hospital Master Campus Plan (“Master Plan”). The Master Plan will be presented to Council by representatives from Island Health and includes a number of components including a proposed development scenario which is intended to inform a future Rezoning Application. Council approval of the Master Plan would allow the City to use the document as a Policy tool to assess such a Rezoning Application.

The following key points were considered when assessing the Master Plan:

- The Master Plan identifies a future Development Scenario that is consistent with the Official Community Plan (OCP) policy.

- The future Development Scenario is based on a projected requirement for 200 additional beds at the hospital by 2035. The additional beds would result in approximately 22,825m² of additional floor space.
- All new development would be situated toward the centre of the site in a way that maintains the open space at the corner of Richmond Road and Fort Street. The additional floor space required to provide 200 beds would result in an increase in density from 0.94 FSR to 1.19 FSR. This proposed increase in density would require a Rezoning Application.
- A Parking and Transportation Study has been undertaken by Boulevard Transportation. The study concludes that an appropriate parking ratio for the hospital site would be 1 stall per 80m² of floor area. Based on the proposed Development Scenario, on-site parking could be provided to meet anticipated parking demand. A copy of this Study is attached
- A set of Design Guidelines for future Campus development is included in the Master Plan.

BACKGROUND

Master Development Agreement

In January 2008, Council approved a comprehensive Rezoning Application creating the CD-11 Zone, RJH District, and, in conjunction with the rezoning process, Island Health entered into a Master Development Agreement (MDA) with the City. Section 16 of the MDA requires that Island Health undertake the development of a comprehensive Master Plan for the Royal Jubilee Hospital Campus, at their sole cost, and present that Master Plan to the City by June 29, 2011. The MDA requires that the comprehensive Master Plan address, but not be limited to, the following issues:

- use and density
- site planning
- building massing
- landscaping
- site open space
- tree protection
- Bowker Creek
- parking
- Transportation Demand Management (TDM)
- access to and from the land
- site servicing
- storm water management
- heritage issues.

Under the terms of the MDA, Island Health agreed that they would undertake no further development at the Royal Jubilee Hospital, other than the Patient Care Centre and associated facilities until City Council has approved the comprehensive Master Plan and considered the Plan for inclusion in the City's OCP or other City policies and regulations.

On February 19, 2015, Council approved proposed amendments to the MDA that included an extended deadline for submission of the Master Plan until June 30, 2015, and the document was subsequently submitted before this date.

Community Consultation

In 2008, Island Health committed to a Good Neighbourhood Agreement with the City of Victoria and the following partners:

- North Jubilee Neighbourhood Association
- South Jubilee neighbourhood Association
- Camosun Community Association
- Friends of Bowker Creek Society
- District of Saanich.

Representatives of the above groups make up the Royal Jubilee Hospital (RJH) Neighbourhood Committee.

Section 1.4 of the Master Plan outlines the public consultation that has been undertaken to date, which includes seeking regular advice and guidance from the RJH Neighbourhood Committee. Appendix B of the Master Plan identifies “Public Consultation Outcomes” outlining how public input has informed the final document.

Staff recommend that, in addition to the public consultation that has been undertaken to date, Council consider allowing an opportunity for public comment in an open Council meeting, with notice being posted on site, advertised in the newspaper, sent to all adjoining neighbours and sent to all of the partners in the aforementioned Good Neighbour Agreement, before considering whether to approve the Master Plan.

ANALYSIS

Official Community Plan

The existing CD-11 Zone, RJH District, divides the site into three separate Development Areas. These are as follows:

- DA-1: The Patient Care Centre
- DA-2: The Hospital Campus (excluding the Patient Care Centre)
- DA-3: Green open space on the corner of Richmond Road and Fort Street.

The location of the aforementioned Development Areas is illustrated in the map overleaf.

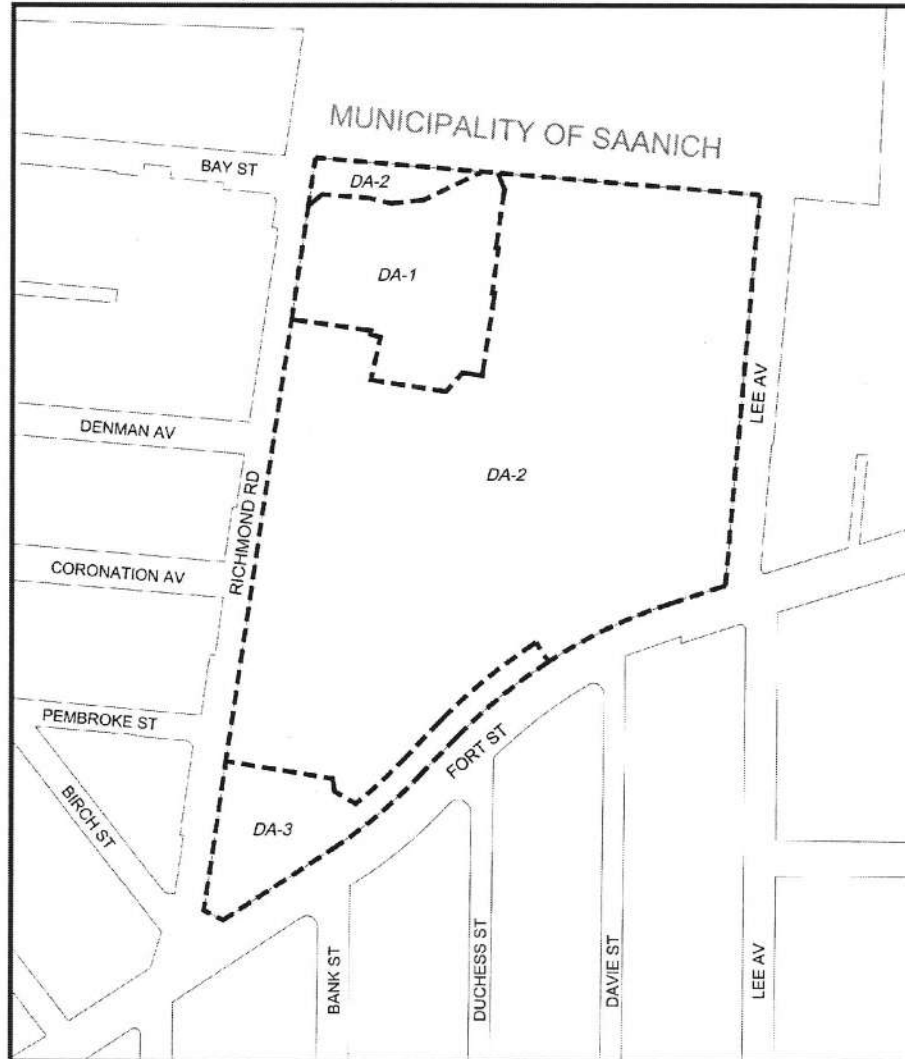
The lands comprising DA-1 and DA-2 are identified in the General Employment Urban Place Designation as outlined the OCP. Health services and commercial uses are considered appropriate within this designation with a Floor Space Ratio (FSR) of up to approximately 2:1. Furthermore, buildings up to nine or ten storeys may be considered acceptable in select interior locations within the hospital campus.

The proposed Development Scenario outlined in the Master Plan is consistent with the Urban Place Designation as follows:

- new buildings would be used for health care services or accessory uses
- the proposed combined FSR for DA-1 and DA-2 is 1.52:1
- tall buildings (up to nine storeys) would only be located within interior campus locations.

The land comprising DA-3 is identified in the Public Facilities, Institutions, Parks and Open Space Urban Place Designation. The existing CD-11 Zone requires that this space be retained as open space. The Master Plan states that this area will continue to be retained entirely as open green space which is consistent with both the *Zoning Regulation Bylaw* and the Urban Place Designation policy outlined in the OCP.

Map of Development Areas, CD-11 Zone



Design Guidelines

The proposed Master Plan includes a set of Design Guidelines for future campus development. However, most of the future anticipated development would constitute an institutional use and, in accordance with the *Local Government Act*, buildings used for such purposes are exempt from Development Permit requirements. Therefore, it is recommended that Council consider directing staff to work with Island Health to investigate a process for allowing the City to review the proposed development against the Design Guidelines outlined in Master Plan. It is recommended that this work take place concurrently with the submission of a Rezoning Application by Island Health for the Royal Jubilee Hospital site.

Conclusion

The proposed Master Plan identifies a Development Scenario that addresses anticipated demand for extra beds at the Hospital Campus and is consistent with the OCP. The proposed Scenario would require a Rezoning Application to increase the allowable maximum density in DA-2 of the CD-11 Zone. Council approval of the Master Plan would allow the City to use the document as a Policy tool to assess a Rezoning Application which would be submitted by Island Health at a later date.

Respectfully submitted,



Jim Handy
Senior Planner – Development Agreements
Development Services Division

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Jonathan Tinney, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:



Date: _____

October 8, 2015

Attachments

- Letter from Island Health dated June 19, 2015
- Royal Jubilee Master Campus Plan 2015-2035
- RJH Parking and Transportation Study, August 2015.