



STAFF REPORT

TO: Council **MEETING DATE:** July 28, 2015

FROM: André Boel, Director of Planning **FILE NO:** 3220-20 Gower 377-385
Odete Pinho, Planning Consultant ZA-2013-01

SUBJECT: George Hotel & Residences – traffic study results and other items

RECOMMENDATION

THAT the staff report regarding the “George Hotel & Residences – traffic study results and other items” be received.

THAT general provisions be made in the proposed “George Hotel and Residences Zoning Bylaw Amendment No. 1065-33, 2015 for a reduction in required parking stalls subject to a professional report by a traffic engineer.

PURPOSE

This report provides Council with a summary of traffic study results and an overview of site servicing infrastructure, community amenities, and Winn Road closure, related to the George Hotel and Residences.

BACKGROUND

In February 2013 Klaus Fuerniss Enterprises Inc. submitted a zoning application and development permit applications for the proposed “George Hotel and Residences” to allow for a hotel, tourist commercial, marine and multifamily uses.

Council’s first reading for the “George Hotel & Residences Zoning Amendment Bylaw 1065-33, 2015” was passed on May 12, 2015. Council adopted the following resolution (R2015-194 Main Motion as Amended):

THAT "George Hotel & Residences Zoning Amendment Bylaw 1065-33, 2015" be given first reading;

AND THAT consideration of second reading of "George Hotel & Residences Zoning Amendment Bylaw 1065-33, 2015" be subject to:

- *A substantive response from the applicant addressing the questions raised in the peer review reports by Levelton and Waterline, including but not limited to considering reduced excavation at the west side of the land portion and addressing gaps in data for the dredging area;*
- *An OCP amendment bylaw for Council's consideration;*
- *A staff report regarding the results of the traffic and parking study with an overview of offsite improvements, community amenities, and Winn Road closure;*
- *A staff report regarding form and character changes in response to the geotechnical reviews;*
- *A draft development agreement including steps and timing for the development approval process and future construction of the project.*

AND FURTHER THAT consideration of an OCP amendment regarding scale and character include detailed information in the proponent's analysis of building height reduction options, and be subject to further negotiations between the Town and the proponent on the development agreement.

This report addresses the underlined request to provide Council with a staff report regarding the results of the traffic and parking study with an overview of offsite improvements, community amenities and Winn Road closure. Other outstanding topics from the Council motion are addressed in separate staff reports.

DISCUSSION

In this report the following items are discussed:

1. Traffic study results
2. Subdivision Bylaw (servicing) requirements
3. Community Amenities
4. Winn Road closure

Draft traffic study results

The applicant submitted an updated draft "The George Hotel and Residences Traffic and Parking Study", prepared by Creative Transportation Solutions, dated April 17, 2015. The 2015 study is an update to earlier reports (submitted in 2012 and 2014), and reflects the most recent changes to Omicron's site plan, dated February 2015. The study reviews traffic and parking needs for the proposed 116 hotel rooms, 35 residential condos and supportive facilities including marina and restaurants.

The report has not been finalized. Following staff review, a number of items for clarification have been identified and the consultant has indicated that a response will be provided. Also, the Ministry of Transportation and Infrastructure will be asked to review the current draft, as a follow up of an earlier review on their part.

Traffic volumes

Traffic counts, modeling and forecasts were completed to inform intersection capacity analysis and recommendations for future upgrades/ improvements required to support the development. All intersections in the study area were found to be operating at acceptable levels of service and according to the consultant, no operational and/or geometric improvements are triggered by the development. A number of existing issues with intersections are flagged for improvement.

Parking Variance

A total of 216 parking spaces are proposed for the site, all with vehicle access off Gower Point Road. The consultant has estimated that the Town's Zoning Bylaw would require a total of 242 parking spaces to be provided, and proposes that a variance be considered to allow for reduced parking requirements. The consultant outlines that there are a number of alternative transportation services that will be provided for hotel guests including:

- a dedicated hotel shuttle van to deliver guests to and from the Langdale ferry terminal
- a "mini" cruise ship (carrying up to 150 passengers) that would arrive and depart from the marina pier, bringing passengers to and from Vancouver
- use of charter buses for groups of hotel / conference guests
- enhancing the public bus stop(s) i.e. providing a bus shelter
- a dedicated co-op car is recommended for future consideration in the development planning

Some or all of these items will need to be included in the development agreement as well as mechanisms to monitor the effectiveness of the alternative transportation services. The parking variance itself can be included in the comprehensive development zone.

A literature search was prepared to determine if these alternatives modes of transportation may be sufficient to support the requested parking variance for the proposed development. The findings concluded that "there is strong literature support to support a parking variance of 10.7% for the proposed development due to its location in a downtown setting, its close proximity to a major transit route and the provision of a dedicated shuttle bus between the hotel and the Langdale ferry terminal" (Creative Transportation Solutions, dated April 17, 2015, page 35).

Replacing On-Street Parking

The study's parking counts included an additional 17 parking spaces to replace the existing on-street public parking that would be lost in the proposed development plan from the closure of Winn Road, and changes to Gower Point Road. The Town has requested that 17 free public parking spaces be provided on Level P1, at the parkade entrance, and the applicant has confirmed that provisions will be made for this. Alternatively, staff has suggested increasing on street parking on Gibsons Way, close to five corners, where parallel parking stalls could be added.

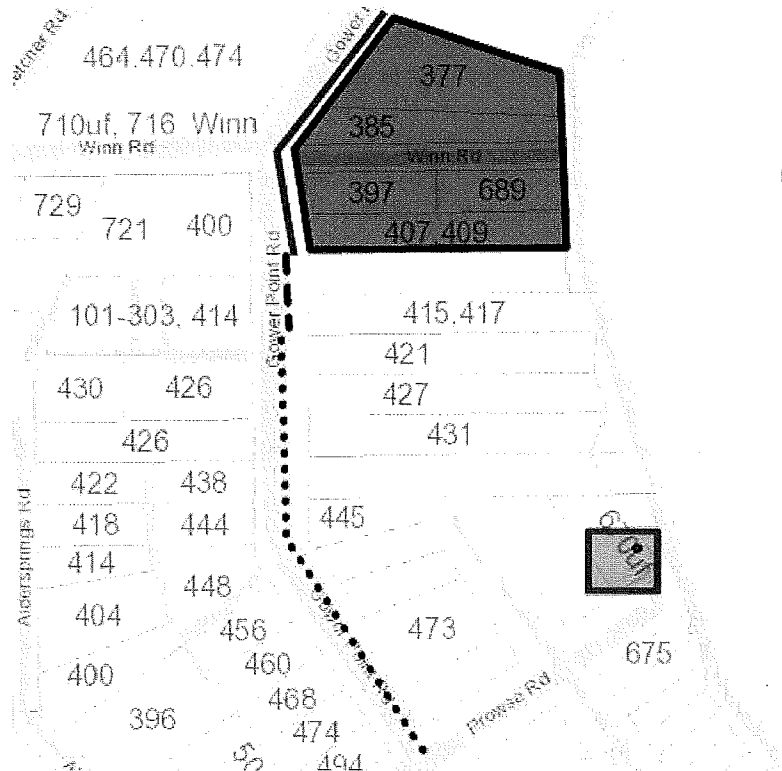
Subdivision Servicing and Infrastructure Requirements

The proposed development would result in a number of changes to the surrounding infrastructure. The “servicing” for a development site includes the road, sewer, water and drainage infrastructure needed to support the project. Under the Town’s Subdivision Bylaw, new development is required to improve “frontage” infrastructure adjacent to site. If existing water or sewer services are insufficient, the development also needs to provide any needed upgrades. Practical considerations such as grade changes in the area can also necessitate extending the works beyond the frontage in order to match up with adjacent existing areas.

The George Hotel & Residences will trigger the following servicing upgrades and infrastructure improvements as outlined below and on the map:

- Required road upgrades to Gower Point Road fronting the site, watermain upgrade, and the sewage lift station upgrade (solid line and square on map)
- Extension of road works in order to merge with existing grades (dashed line)
- Optional road, water, sanitary and drainage works to Prowse Road intersection (dotted line)

Figure 1: Development site (land portion) and location of infrastructure improvements



Development Cost Charges (DCC)

DCC funds are the Town's earmarked savings accounts for major infrastructure upgrades to accommodate the impact from new development. Through DCC's new development pays for a specific list of needed major infrastructure works. If a developer is required to build project(s) identified in the Town's DCC program, it is credited against their DCC payment. Most road works required from the George Hotel are "DCC creditable". For those works, instead of paying the Town DCC's, the developer could be asked to build the works for the Town.

Required works and DCC's

Required improvements include upgrading Gower Point Road's surface and water main along the frontage, renewing sanitary sewer pipes, as well as the addition or upgrade of the Prowse Road sanitary lift station and intersection improvements at Winn Road. These are required capital improvements that would otherwise need to be funded by the Town.

Optional amenity: extend works to Prowse Road

Road reconstruction for Gower Point Road up to Prowse Road is one of the road projects in the Town's Development Cost Charge Bylaw. Since the applicant would pay DCC's for roads anyway, it should be considered if road works could be extended from the development site to Prowse Road. In that scenario, sanitary, storm and water infrastructure could also be renewed at the same time. The estimated cost for extending improvements on Gower Point Road, beyond the development frontage, is \$880,000. Of these works \$480,000 could be funded by the project DCC's. The remainder \$ 400,000 is currently not funded and the Town has requested the developer to consider funding these works.

Affordable Housing and Community Amenities

On September 30th, 2014, Council received a report regarding economic benefits to the Town. A review by Coriolis Consulting found that the proposed development "will almost certainly make a net positive fiscal contribution to the Town, both in terms of capital funding and ongoing operations" (Coriolis Report, July 16, 2014, pg. 6). The land economist also commented that the project does not have significant financial capacity for additional amenity contributions beyond what is already proposed.

For Affordable Housing, Town Council Policy 3.14 requires, as part of any new residential rezoning, the provision of funds or amenities toward affordable housing. The requirement is that 10% of proposed residential units be affordable or that an equivalent cash contribution value be made. Initially, 4 affordable market ownership units were included in the proposal. In lieu of the units, the George applicant is proposing to make a cash contribution of \$156,648 to the Town's Affordable Housing Reserve Fund. The amount is based on the Town's limit of \$ 240,000 for affordable units, minus the expected construction cost of the units that were initially included in the residential building. A cash in lieu payment for these units would enable the Town to invest in land for affordable housing projects, or to partner with community partners to support an affordable housing project.

For Community Amenity contributions the following has been offered by the developer:

- Cash contribution of \$100,000 for improvements to Winegarden Park (in addition to any development related mitigation of impacts to the park). Proposed to be delivered to the Town prior to issuance of building permits.
- Construction of a new public waterfront walkway and pier that is integral to the development is also a benefit for the community. To be secured with a letter of credit and servicing agreement prior to issuance of building permit.
- Funding for a Town-led parks planning process for Winegarden Park and to involve the community in considering future park improvements. The costs of this design process will be borne by the applicant, but Town staff will ensure full public review and stakeholder input. To be completed prior to issuance of building permit.

Winn Road Closure and Sale

The development proposes to incorporate a public outdoor plaza in the design that would improve the liveability of the hotel and apartment units, as well as maintain a public pedestrian linkage from Gower Point Road to the waterfront walkway. The proposed development design includes the closure of Winn Road right of way to assemble the road into a single development site. The developer would purchase the road and the Town would require a statutory right of way for a public pedestrian path to the waterfront, at no cost to the Town.

The Town retained D.R. Coell Associates to undertake an appraisal for the road allowance. In March, 2014, the appraised value was determined to be \$425,000. The Town and the developer have not yet negotiated terms of the road closure. Staff proposed that payment for the road be received at the time of transfer of the lands to the development, after rezoning and prior to issuance of building permit.

The *Community Charter* requires that the Town follow procedures for a road closure bylaw and outlines specific requirements for the closure of a road that provides access to the ocean. Such a road can only be exchanged for other property that provides waterfront access that is of at least equal benefit to the public, or funds can be accepted for a reserve fund earmarked for the future purchase of property providing access to the ocean.

RECOMMENDATIONS / ALTERNATIVES

Staff recommendations are listed on page 1.

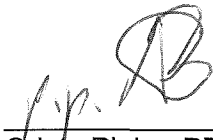
Alternatively, in stead of including parking reductions in the Zoning Bylaw, the Development Variance Permit process could be followed.

THAT a reduction in parking requirements for the George Hotel and Residences be considered after rezoning through the Development Variance Permit process.

Respectfully Submitted,



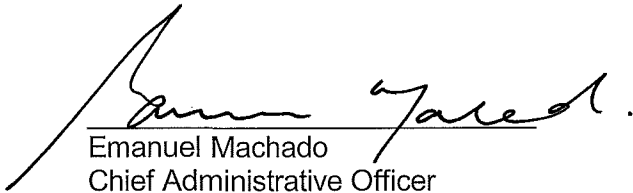
André Boel, RPP
Director of Planning



Odete Pinho, RPP
Planning Consultant

CHIEF ADMINISTRATIVE OFFICER'S COMMENTS:

I have reviewed the report and support the recommendation(s).



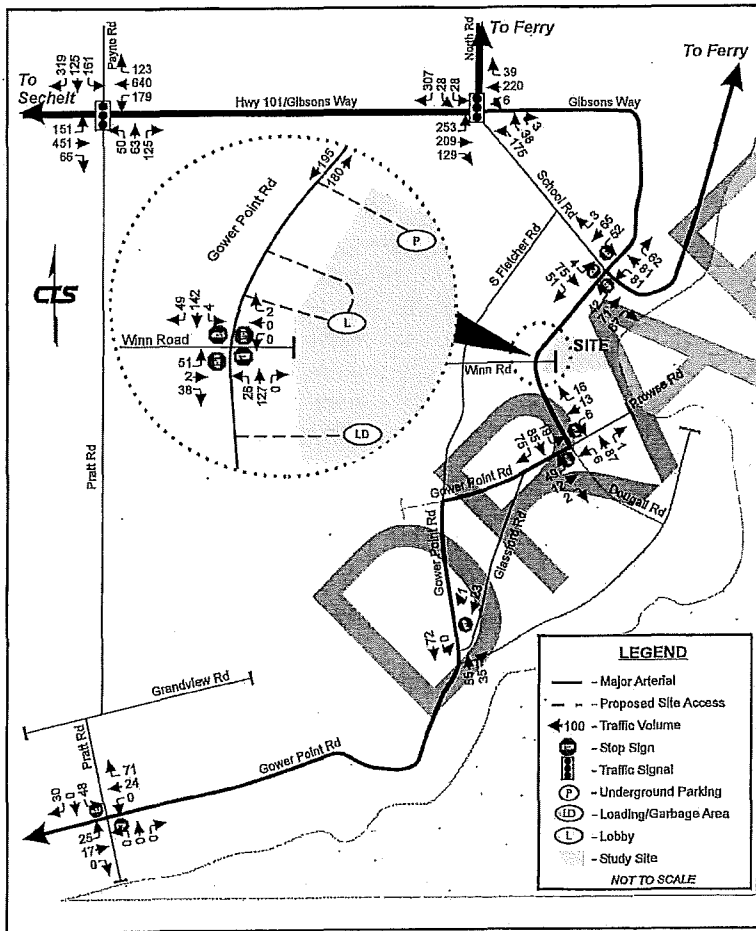
Emanuel Machado
Chief Administrative Officer

Attachment: Section 9.0 Conclusions and Recommendations from draft Traffic and Parking Study, by CTS, dated April 17, 2015.

The George Hotel and Residences Traffic & Parking Study

Prepared for

Klaus Fuerniss Entreprises Inc.



Prepared by



APRIL 2015

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9.0 CONCLUSIONS & RECOMMENDATIONS

9.1 Conclusions

- 1) In 2012, CTS undertook a comprehensive traffic and parking study of the proposed hotel development that culminated in a final report that was issued on 18 December 2012. Subsequent changes to the site plan resulted in an update to the study in March 2014 and more recently now in April 2015.
- 2) The current proposal for the oceanfront hotel and marina development consists of a marina for just hotel guests, 35 residential condos and 116 hotel rooms with supporting hotel facilities such as pool, spa, exercise room, conference room, meeting room café,

two restaurants, gift shop, and a marina. A total of 216 parking spaces are proposed for the site with all vehicle access off Gower Point Road. For the purposes of this study, it was assumed that the development would be fully completed by the year 2017.

- 3) The original scope development meeting with Town of Gibsons officials was held on Friday, 14 September 2012 to finalize the study terms of reference. For the purposes of this study update, the previously approved study terms of reference were used again with the one exception being the horizon years of analysis. For the updated study, it was now assumed that the development would be completed by the year 2017 (as opposed to originally 2015) and that the year 2022 would also be examined (i.e. 5 years post buildout).
- 4) The original traffic counts for the first traffic impact study were conducted on Friday, 10 July 2012, Friday, 20 August 2012 and Friday, 14 September 2012. Subsequently, traffic volumes for the two intersections on Highway 101 (Gibsons Way) were estimated using historical traffic volume data so that these intersections could be added to the year 2014 traffic impact study. A follow up traffic count program was undertaken on Friday, 10 April 2015 from 15:00 to 18:00 at all seven intersections in the study area to document current conditions. It was determined that the peak August traffic volumes measured in 2012 were significantly higher than the April 2015 data. Therefore, the original summer data from 2012 was used again for all the municipal intersections in the traffic impact assessment but factored up to estimate year 2015 summer design hour volumes.
- 5) However for the two signalized intersections on Highway 101 (Gibsons Way) in the study area, traffic volumes have changed significantly from what was estimated using historical data. It is surmised that this was due to the restriping of Gibsons Way, operational changes to the traffic signals and the addition of a new traffic signal at the intersection of North Road & Reed Road. For these two signalized intersections in the study area, the April 2015 traffic volume data was used in the traffic assessment but only after being factored up by 1.40 to estimate summer 2015 traffic volumes.
- 6) Because the conference facilities can accommodate more people than the hotel can accommodate as overnight guests, additional vehicle trips were estimated for the conference facilities and the waterfront restaurant proposed for the development.
- 7) Upon full build-out, the development is forecast to generate a total of 166 vehicle trips (78 inbound, 88 outbound), which is on average 2.8 vehicle movements per minute during the weekday afternoon peak hour. Of note, the previous development concept that was analyzed in March 2014 generated 169 vehicle trips during the weekday afternoon peak hour.
- 8) Intersection capacity analysis was conducted for all locations in order to determine what operational and/or geometrical improvements were required for the road network to be able to accommodate the projected site traffic volumes. All seven intersections in the study area were found to be operating at acceptable levels of service on opening day and no operational and/or geometrical improvements were required for these locations to be able to accommodate the projected site traffic. However, a followup traffic count should be done at the intersection of Highway 101/Gibson Way & Pratt Road/Payne Road once the hotel is constructed and operational so that the new traffic

volume data can be used to review and update the signal timing plan for this intersection.

- 9) Testing of the Lobby Access with different design vehicles determined that a charter bus could enter and exit the Lobby if there are no parked vehicles impeding the path of the bus. The largest truck that could enter and exit the loading dock under the hotel building is a medium single unit truck (MSU). A semi-trailer cannot enter or back into the loading bay area.
- 10) Accommodation of a fuel truck on-site to service the marina refueling station in the southwest corner of the site adjacent to Gower Point Road was determined to be the preferred location due to improved maneuverability for the larger tanker trucks vehicle.
- 11) A total of 216 parking spaces are proposed for the development which is a shortfall of 26 spaces (or 10.7%) for the municipal bylaw requirements (242 spaces). Therefore, a parking variance will be required for the development as currently proposed.
- 12) A literature review determined that there is technical support to support a parking variance of 10.7% for this site because of the following attributes:
 - The site is located in a downtown setting with significant nearby retail and restaurants within easy walking distance for hotel guests and visitors;
 - The site is located in close proximity to a major transit route;
 - The site will provide a dedicated hotel shuttle van / bus to pick up and deliver hotel guests to and from the Langdale Ferry Terminal; and
 - Hotel guests and visitors also have the option of arriving and departing by water from the hotel's pier.

9.2 Recommendations

Based on the findings of this study, the following is recommended:

- 1) That the Town of Gibson:
 - a) Pull back the existing concrete barriers by a minimum of 1.5 metres from the edge of pavement at Gower Point Road & Glassford Road to create a gravel shoulder for pedestrians to use as a footpath.
- 2) That in order to mitigate the traffic and parking impacts associated with the proposed development, that the following off-site transportation improvements be implemented upon opening day:
 - a) Improve the sight lines at the intersection of Pratt Road & Gower Point Road by either moving the stop bar and stop sign on Pratt Road closer to the intersection or removing foliage in the northwest quadrant of the intersection.;
 - b) Have a dedicated hotel shuttle van/bus with regular pickups and drop-offs to the Langdale Ferry Terminal for every scheduled ferry;
 - c) Have a dedicated parking space for a full size charter bus adjacent to the Port Cochere; and

- d) Enhance bus stop amenities (e.g. provision of a bus shelter) for the nearest bus stops to the site in the north and southbound directions on Gower Point Road to promote the use of public transit.
- 3) That once the hotel is constructed and operational, that a followup traffic count be conducted on a summer Friday at the intersection of Highway 101/Gibson Way & Pratt Road/Payne Road and that the new traffic volume data be used to review and update the signal timing plan for this intersection.
- 4) That the underground loading dock area have a minimum clearance height of 4.5 metres for delivery trucks
- 5) That the site plan be tested with vehicle turning templates for garbage trucks once the preferred garbage strategy has been selected.

We would like to take this opportunity to thank you for this unique project and we look forward to working with you again in the future. Please call the undersigned should you have any questions or comments.

Yours truly,

CREATIVE TRANSPORTATION SOLUTIONS LTD.

Jan O. Voss, P.Eng., PTOE
President

Attachment

DRAFT

