

STAFF REPORT

TO: Committee of the Whole

MEETING DATE: November 7, 2017

FROM: Director of Planning

FILE NO: 3220-Chaster Rd-
Block 7-ZA-2017-03

SUBJECT: Block 7 Gospel Rock Rezoning Application

RECOMMENDATION(S)

THAT the staff report regarding Black 7 Gospel Rock rezoning application ZA-2017-03 be received;

AND THAT staff be requested to work with the applicant to jointly organize an information meeting to inform interested community members about the outcomes of the traffic study and the proposed road improvements by Greenlane Homes for the proposed Gospel Rock Village;

AND THAT Council endorse the proposed Affordable Housing and Community Amenities contributions as the basis for the preparation of a CD-zone for the Zoning Bylaw Amendment and for a Term Sheet for a Development Agreement for the proposed Gospel Rock Village;

AND FURTHER THAT staff be requested to ensure a life cycle cost analysis is included in the Term Sheet for a future Development Agreement for Gospel Rock Village to determine the cost and recovery of the future operations, maintenance and renewal cost of new Town infrastructure serving the Gospel Rock Neighbourhood Plan area.

PURPOSE

To present Council with the results of further review of the Block 7 (Gospel Rock) rezoning application in relation to traffic and road infrastructure; to seek Council direction regarding the proposed Affordable Housing and Community Amenities proposal; to inform Council about a life cycle cost analysis needed in relation to extending Town infrastructure to the Gospel Rock neighbourhood.

A separate report briefs Council on the access route to the overall Gospel Rock Neighbourhood Plan area using the Shaw / Inglis Road extension.

BACKGROUND

In May 2017 Greenlane Homes submitted a rezoning application for Block 7, the Gospel Rock property. The proposal follows the direction from the OCP's Gospel Rock Neighbourhood Plan closely. The program includes up to 360 residential units as well as commercial uses. In addition, about 49% of the site is reserved for Town Park Lands and Greenbelt areas that will remain free of development in order to protect environmentally sensitive areas.

On July 18th Council received a staff report on this development application. Staff and the applicant have continued working on the review of the items identified in the July staff report:

- Referral results
- Traffic impacts and identification of road improvements
- Servicing infrastructure
- Park amenities and tenure over green space areas
- Affordable Housing and Community Amenities
- Phasing of the development and related conditions / items to be addressed at time of subdivision
- Development of a Zoning Bylaw Amendment by drafting a zone for this site
- Consider the need for Wildfire Interface and other development guidelines

This report will specifically discuss the items traffic and road infrastructure; Affordable Housing and Community Amenities; life cycle cost for new infrastructure; and an update for the other items.

DISCUSSION

Traffic impacts and identification of road improvements

Shaw / Inglis primary access, Chaster Road interim primary access for 250 units

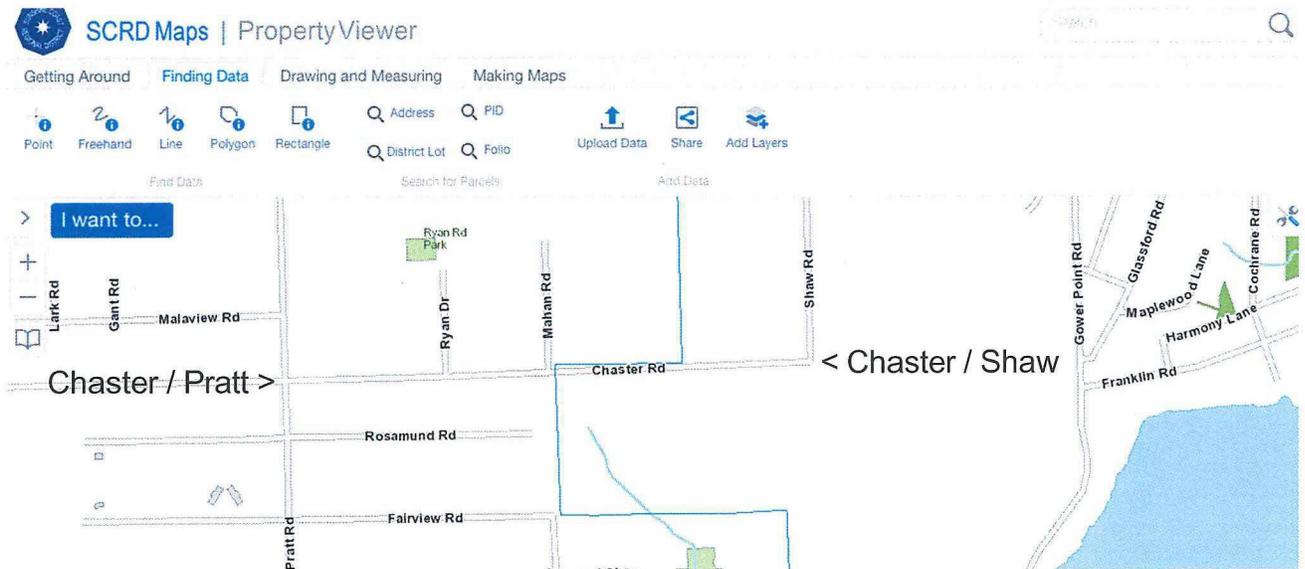
The Town's Official Community Plan designates the Shaw / Inglis Road connection as the "primary access" route to the Gospel Rock Neighbourhood Plan Area. Given the fact that this connection has not been developed yet, the OCP's neighbourhood plan also outlines that Chaster Road would serve as an "interim measure" providing access for a maximum of 250 residential units. By that time the Shaw / Inglis Road extension should be available before further development can be approved.

"3.5.1. The southern extension of Shaw Road via Inglis Road shall function as the primary access for the Gospel Rock neighbourhood.

3.5.2. Given that the Shaw Road extension requires the cooperation of a number of property owners for both the dedication of land to accommodate the road and its construction, as an interim measure Chaster Road will function as the primary access into the neighbourhood until the Shaw / Inglis Road extension is achieved. A cap of 250 units has been established as the maximum amount of development that can take place within the neighbourhood that would utilize the Chaster Road access without the Shaw / Inglis Road extension being in place." (OCP-Gospel Rock Neighbourhood Plan)

Chaster Road: three jurisdictions affect road layout

Chaster Road provides access to Pratt Road and Upper Gibsons through the adjacent Elphinstone area in the Sunshine Coast Regional District. This 800 m (2500 ft) section of Chaster Road is in part located within the Town boundaries, for another part straddles the municipal boundary, and for the remaining part lies entirely within the Regional District. The boundary limits possibilities for the design of the road and the facilities it will provide. This is because of differences in the key responsibilities of the three government offices involved.



Chaster Road from Pratt Road to Block 7 with the thin blue line showing the municipal boundary

- The Town of Gibsons owns and maintains roads that may include bicycle facilities and sidewalks. Funding comes from local property taxes. Town road standards describe how different classes of roads should be designed and constructed. The Town has full discretion how wide roads should be and whether to include cycling or pedestrian facilities.
- In contrast, the Sunshine Coast Regional District does NOT own or maintain any roads in the electoral areas. The SCRDC does provide a limited service for multi-use pathways for certain recreational trails. The SCRDC can generally only install new trails if they are approved as part of a regional service funded through regional taxes.
- Outside the Town boundaries the Ministry of Transportation and Infrastructure owns and operates roads including paved shoulders and bicycle lanes. This is funded by the Province of British Columbia out of the provincial budget. Depending on traffic needs the Ministry determines the width of the roads and whether a paved shoulder is required. Typically, the Ministry prefers open channels alongside the road for storm water. The Ministry does consider pedestrian and cycling needs but typically has limited funding to construct dedicated cycling lanes or sidewalks. For this reason, paved shoulders, separated from the road by a white line, are typically the type of cycling and pedestrian facility the Ministry would provide for roads like Chaster Road or Pratt Road.

Transportation Impact Study results

As part of the development review process the Town makes sure that developers provides the necessary infrastructure for the development. In the case of the Block 7 application this has resulted in the need for a Transportation Impact Study (TIS) to determine how the new development can be accessed through the Chaster Road / Pratt Road connection and the future Shaw / Inglis / Shaw Roads connection.

“3.5.5. Development specific traffic impact studies may be required as the neighbourhood builds out and to track traffic patterns relative to the primary access routes.” (OCP Gospel Rock Neighbourhood Plan)

The current draft traffic study has reviewed the three phases of the project and compared them to the expected traffic from existing conditions in the area. Traffic counts were done in February and, in response to comments from the SCRDC, in August of this year. For the coming years the study assumed a growth of 2% per year for the existing areas and it also analyzed the impact of the proposed new development. The study includes an evaluation of key intersections at Chaster Road / Pratt Road, Gibsons Way / Pratt Road, Gibsons Way / Shaw Road. The study also looked at the full buildout of of the whole Gospel Rock Neighbourhood Plan Area (1100 units). It looked at the years 2026 and 2031 but it should be noted that 2031 is a very early date for looking at the full buildout of the entire Gospel Rock Neighbourhood Plan area.

The traffic study conclusions provided the following key insights:

- The gradual increase in traffic (2% per year) from existing development eventually requires improvements and changes to intersections and the traffic lights at Gibsons Way intersections at Pratt / Payne by 2031.
- Traffic increases with the first 250 units using Chaster Road as access route are the greatest during the AM peak hour. Increases by 2021 compared to background growth are +42% at Chaster and Pratt, +9,3% at Gibsons Way, +5,6% at Gibsons Way and Shaw.

Intersection	Weekday AM Peak Hour			Weekday PM Peak Hour		
	Background Traffic (veh/h)	Total Traffic (veh/h)	% Change	Background Traffic (veh/h)	Total Traffic (veh/h)	% Change
Gibsons Way / Shaw Road	975	1030	+5.6%	1720	1785	+3.8%
Gibsons Way / Pratt Road	1445	1580	+9.3%	2290	2445	+6.8%
Pratt Road / Chaster Road	405	575	+42.0%	630	840	33.3%

Notes: Traffic volumes rounded to the nearest five;
veh/h = vehicles per hour

Effect of Gospel Rock Village Traffic in 2021 (250 dwellings – Chaster Access Only)

- Once Chaster Road is improved to accommodate the first 250 units in the Gospel Rock area it has a traffic capacity of 1200 to 1800 vehicles / hour. However, actual usage would be much lower with total traffic at the intersection of Chaster and Pratt up to 840/hour at its busiest at the PM peak hour. Once the Shaw Road extension is in use, traffic will re-distributed through the area which on the one hand reduces traffic impact at Gibsons Way and Pratt Road but increases traffic over Shaw Road and at Gibsons Way and Shaw Road.
- An analysis of the full buildout of the entire Gospel Rock Neighbourhood Plan area assumed 1100 new residential units to be constructed by 2031. Staff note this is a very ambitious timeline. Increases compared to background growth by 2031 are +42.9% at Chaster and Pratt, +18,7% at Gibsons Way and Pratt / Payne, +31,9% at Gibsons Way and Shaw.

Intersection	Weekday AM Peak Hour			Weekday PM Peak Hour		
	Background Traffic (veh/h)	Total Traffic (veh/h)	% Change	Background Traffic (veh/h)	Total Traffic (veh/h)	% Change
Gibsons Way / Shaw Road	1175	1550	+31.9%	2075	2505	+20.7%
Gibsons Way / Pratt Road	1735	2060	+18.7%	2750	3140	+14.2%
Pratt Road / Chaster Road	490	700	+42.9%	760	1050	+38.2%

Notes: Traffic volumes rounded to the nearest five;
veh/h = vehicles per hour

Effect of entire area buildout in 2031 (1103 dwellings – Chaster and Shaw Extension)

Transportation Impact Study recommendations

However, despite these increases in traffic the road network can generally handle the expected traffic from background growth and from the Block 7 development. There will be pinch points at the intersections for certain intersection “movements”. The TIS identifies and recommends the following improvements:

- For Phase 1 and 2 (250 residential units) upgrade Chaster Road; consider a four-way stop at Chaster and Pratt; optimize traffic lights at Pratt and Gibsons Way; provide secondary emergency access over Rosamund.
- For Phase 3 (additional 120 units assessed) see above plus connect to a new primary access route over Shaw and Inglis Roads.
- For future buildout of the entire Gospel Rock Neighbourhood Plan area (1100 units) see above and add turning lanes to Gibsons Way and Pratt Road and at Gibsons Way and Shaw Road.

The Town and Greenlane Homes have met with SCRD and MOTI staff to discuss the preliminary results of the traffic study. MOTI has tentatively indicated that the preferred Chaster Road cross section should include paved driving lanes with a paved shoulder that can be shared by pedestrians and cyclists.

Road improvements would not be constructed all at once but rather incrementally in steps. The additional traffic does not occur overnight, but gradually, as the development builds out over an expected 8 year timeframe. Moreover, for the developer to build all improvements upfront would be very expensive and in this case require an exceptional capital cost outlay. For these reasons the road improvements are planned to take place generally according to the following steps:

- Phase 1 to include all improvements to Chaster Road
- Phase 2 to include improvements to Gower Point Road (mainly aimed at creating a safe multi-use pathway for pedestrians and cyclists)
- Phase 3 to include opening the primary access route over the Shaw and Inglis Roads Extension (pavement width to be sufficient for phase 3 while anticipating that the full buildout of this new road would take place once other lands in the area develop).

Affordable Housing and Community Amenities

Affordable Housing

Based on earlier discussions with staff Greenlane Homes included 10% market rental for each of the phases. Market rental housing is one of the eligible types of Affordable Housing under Council Policy 3.14 (see also attached). The rental units would not be built in a single dedicated building but it is anticipated that they would be combined with condominiums throughout the development. The rental units would be retained by Greenlane Homes or possibly rented out by a third party, but with restrictions in place that prohibit stratification or short term rentals. This has the advantage that rental units can be provided incrementally as the development progresses. It also ensures that rental and ownership units are mixed without the need to build a separate rental-only apartment building.

At the time of rezoning a restrictive covenant would require that the details of the Affordable Housing units (timing, size) would be determined at a later date for each of the 3 phases of the development. For each phase a Housing Agreement and Bylaw would be required. The agreements would implement the agreed 10% rental housing component or the Town and Greenlane Homes would mutually agree on different ways to provide affordable housing options.

The build out of the development is anticipated to take approximately 8 years. This does raise the question of possible changing housing needs and whether the Town's Affordable Housing Policy would change overtime. In terms of types of housing, staff finds that rental housing has been a housing need for most of the recent past (10-15 years). Rent levels have gone up and down in the market, although currently they are record high and may continue to increase. Based on this, staff expects that market rental options will be a valuable contribution at any time during the expected build out time frame for the development.

It is possible that the Town will consider increasing the % of Affordable Housing that is requested at time of rezoning. Current housing needs are so pressing that Council may look at the Housing Policy in the near future. Staff and Greenlane Homes have explored additional Affordable Housing options and one idea is to mandate Secondary Suites for a certain portion of

the 60 single family homes in phase 1. This has not been discussed in detail but can be explored (see possible additional recommendation).

In summary, the current proposed Affordable Housing for Gospel Rock Village may be endorsed by Council since it falls within the framework outlined in the current Council Policy.

Community Amenities

The Affordable Housing and Community Amenities Policy outlines a preference for in kind and on site Community Amenities for rezoning applications for more than 10 residential units. Greenlane Homes has proposed the following Community Amenity contributions:

- Parkland dedication to the Town of 10 % (double the amount in the OCP's Gospel Rock Neighbourhood Plan and double the legally required amount of 5%).
- Protection of over 36% of the land as privately held Greenbelt designated lands (as per OCP Gospel Rock Neighbourhood Plan) as well as public access for trails between Park locations and adjacent neighbourhoods
- Additional 1% of the land as public space by providing access over the privately owned "Greenlane" greenway located at the Gospel Rock Village neighbourhood centre.
- Improved public access to the Gospel Rock and Cross Rock sites through a Gower Point Road multi-use pathway and through the "Greenlane" connection from the neighbourhood centre to Cross Rock and Little Africa.
- Proposed meeting space for community groups as part of the Tourist Accommodation in the neighbourhood centre.

The proposed protected Park and Greenbelt areas address key OCP Policies.

" 3.4.15. As development of the neighbourhood evolves, the Town will secure parks and open space in locations generally consistent with the Park and Greenbelt/Natural Open Space designations on the Land Use Plan Map.

3.4.16. Land required for public access and designated as Park on the Land Use Plan shall be acquired by the Town as park land as a condition of either rezoning or subdivision approval. Of particular importance is the Little Africa / Cross Rock area on the high side of Gower Point Road and the Gospel Rock viewpoint area on the low side of Gower Point Road" (OCP Gospel Rock Neighbourhood Plan)

The map below shows an overlay of the currently proposed park areas on top of the design concept of the OCP's Gospel Rock Neighbourhood Plan Area. It provides a visual representation of where the plan matches the OCP and where it provides additional benefits beyond OCP policies.

In addition, staff has explored details regarding the park improvements that would be constructed incrementally as the development builds out in the future. However, at this point it is not entirely clear what kind of park amenities would be needed and how they relate to other needs throughout the Town. Staff and Greenlane Homes have explored a possible park planning process that could be executed in the future (see also additional optional recommendation). Alternatively, park improvements could be left to the Subdivision process and the Approving Officer's discretion based on future input from relevant staff.

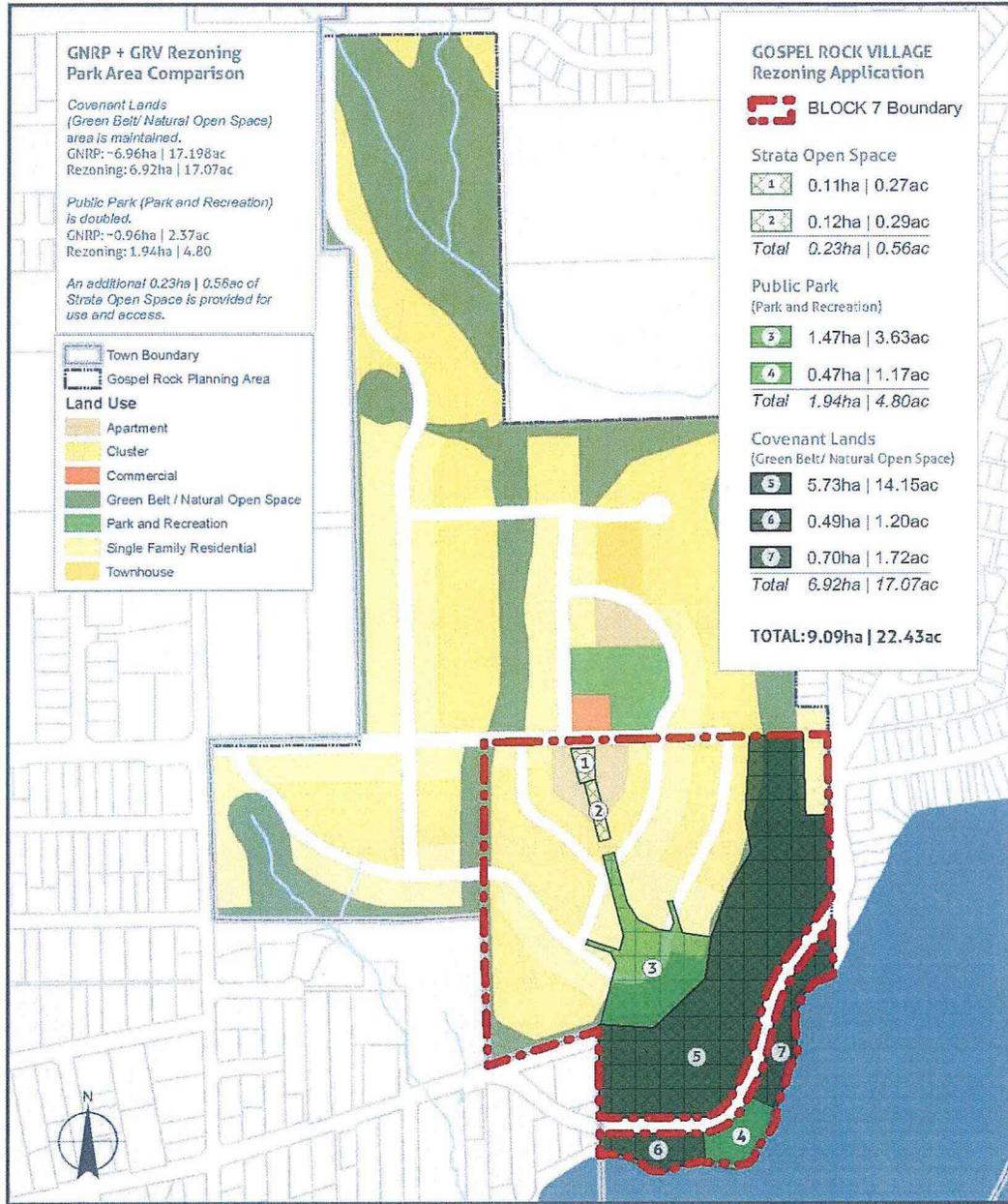
**Gospel Rock Village Rezoning Application
Park Areas Plan**

Block 7 (Gospel Rock Village) | Gibsons

with overlay of:

Figure 3-2: Gospel Rock Neighbourhood Design Concept

October 30, 2017



The Neighbourhood Design is conceptual: future development is to be generally consistent with the Neighbourhood Design, though exact locations of roadways, parks, greenspaces, etc. are subject to further detailed study and negotiation at the appropriate juncture. See Land Use Policies in Section 3.4.

In summary, the proposed amenities are closely aligned with the goals in the OCP's Gospel Rock Neighbourhood Plan. The combined amount of green space protected and park land dedicated is more than the goals in the OCP. The proposed Community Amenities may be endorsed by Council since they fall well within the framework outlined in the current Council Policy.

Life Cycle Cost Analysis for new infrastructure

The Gospel Rock Neighbourhood Plan area is currently isolated and disconnected from Town services as roads, sanitary sewer, drinking water and stormwater management. Greenlane Homes as the first Owner to start development under the OCP, faces significant upfront cost to extend Town services for their 360 residential units. Any new infrastructure connections will generally be required to be sized to accommodate the full 1100 units buildout of the neighbourhood. Some of these upfront cost may be recovered by Greenlane Homes through a mechanism called Latecomer Agreements, but only if other Owners in the area proceed with development within 15 years of the construction of the infrastructure. This means there will be some cost sharing and cost recovery for the developer.

On the one hand the cost of providing this infrastructure and the risk of only recovering a portion of the cost are both solely of concern for the developer. On the other hand it is also in the Town's interest that development in this area is going to be facilitated by the new infrastructure that the first developer in the area will provide. Connecting the Gospel Rock Neighbourhood to the Town's services means it is more likely and feasible that more new properties are connected. Once connected they will start paying user fees and property taxes which are needed to maintain and operate systems that the Town has already dimensioned for the future growth of the Town. In general, this should lower the cost per household for Town services thereby benefitting the owners of existing properties. The OCP calls for the review of this topic.

" 4.1.5 The Town will endeavour to ensure that new development helps reduce, not increase, the infrastructure gap, for example by considering the life cycle cost of new infrastructure." (Official Community Plan)

Staff note that there is no detailed financial information available of the cost and benefits of new infrastructure in relation to new development in Gibsons. The notion that cost per household should go down applies to the situation where the area is fully developed. However, during the time of development itself and the gradual process of building out the neighbourhood, the operational costs may outweigh the benefit of new connections because the number of new connections starts initially at relatively low numbers whereas all the infrastructure for the future is already there. This may cause additional cost to the Town that needs further study. There may be initial higher per household cost for maintenance and operations. There are cost recovery mechanisms that the Town could use, for example through a Local Improvement Area tax. This will be further reviewed at time of Subdivision and staff recommends that this requirement is added to the future Development Agreement in order to address OCP Policies.

"13.1.5 If, during the subdivision process, the Approving Officer determines that the full life cycle costs for infrastructure necessary to service a proposed subdivision is excessive, Council may consider the creation of a local area service to enable the Town to recover the incremental cost of the operation, maintenance and replacement of the infrastructure." (Official Community Plan)

Update on other items

Referral results

At the start of the application review process the proposal has been forwarded to a number of internal and external agencies.

The Advisory Planning Commission reviewed the application on July 21st. The meeting minutes are attached for Council's consideration. The following motion was passed:

THAT the Advisory Planning Commission supports the application for rezoning of Block 7 Gospel Rock with consideration given to:

- traffic congestion at Gibsons Way and Pratt Rd;*
- ensuring appropriate focus of trail networks, cycling and wildlife corridors;*
- maximize onsite services to reduce vehicle traffic.*

Traffic is further reviewed previously in this report. The proposed plans for the Gospel Rock Village already include a focus on non-motorised transportation. Further review of these items can take place at the time of Development Permit and Subdivision for each phase.

School District 46 (SD46) has not provided any comments to date. It is anticipated that comments from SD46 will be received shortly.

The Ministry of Transportation and Infrastructure (MOTI) is in the process of reviewing the recently provided TIS. Earlier comments have been discussed verbally and have informed the planning of infrastructure improvements. See also under Traffic Study Assessment results above.

The Sunshine Coast Regional District (SCRD) has provided written comments (see attached). A key recommendation from the Board is to start planning for the Shaw Road connection as soon as possible, with a preference for having this connection available for the first houses of any new development. Staff note that this preference is understandable but likely not financially feasible for any developer. See also under Life Cycle Cost Analysis.

Park amenities and tenure over green space areas

Greenlane Homes and staff are still discussing and reviewing park amenities and the type of protection that can be provided for the environmentally sensitive areas.

Phasing of the development and related conditions / items to be addressed at time of subdivision

Greenlane Homes and staff are reviewing the phasing of the development in particular related to conditions that may be considered and agreed to by the Town and Greenlane Homes as part of the Zoning Bylaw Amendment process. The phasing of road infrastructure is discussed in more detail above. Similarly, there may be a phased approach for other Town infrastructure.

Development of a Zoning Bylaw Amendment by drafting a zone for this site

The Zoning Bylaw Amendment will see the creation of a Comprehensive Development Zone (CD-Zone). This zone will include references to relevant zones for parcels in the proposed development. It will also provide a legal mechanism to confirm the provision of Affordable

Housing and Community Amenities using the Bonus Density mechanism available in the Local Government Act.

Consider the need for Wildfire Interface and other development guidelines

Greenlane Homes has indicated that they will provide suggestions for design guidelines. This may include Wildfire Interface guidance. This will be further reviewed in November.

COMMUNICATION/NEXT STEPS

As part of the communications about this development application two Development Notification signs remain posted on site. Once the date of a future information meeting and Public Hearing is determined these signs will be updated.

A dedicated web page on the Town's website <http://www.gibsons.ca/gospel-rock> has been set up to provide interested community members with an opportunity to access background information about the project.

Given recent social media interest in road access to the site, it is recommended that Town staff and Greenlane Homes organize an information meeting to present the results of the Transportation Impact Study and other updated information. Alternatively, or additionally, a newsletter could be drafted and sent for distribution to all households along the access routes of Pratt / Chaster Roads, and Shaw / Inglis Roads.

With regards to timelines of the application review staff expects that a draft Zoning Bylaw Amendment and Term Sheet for the Development Agreement can be developed in November and presented to Council in November or December for consideration of first and second reading. Following that a follow up information meeting or the Public Hearing could be scheduled to seek further community input on the requested Zoning Bylaw Amendment for the proposed Gospel Rock Village.

PLAN/POLICY IMPLICATIONS

Official Community Plan

Key Official Community Plan policies have been referenced throughout the text. In general, staff finds that the development application successfully addresses key policies of the OCP's Gospel Rock Neighbourhood Plan.

Financial Plan

High level financial implications of the proposed future development are the collection of Development Cost Charges and the expansion of the property tax base in the Town but also additional cost for the maintenance and operation of Town services in a new neighbourhood. The topic of Life Cycle Cost Analysis for the servicing infrastructure of the development has been addressed in the main text of this report including a recommendation for further analysis on page 1.

If the application is eventually approved and once development gets underway, the Town's Financial Plan will need be updated to anticipate the development of the area.

RECOMMENDATIONS / ALTERNATIVES

Staff recommendations are listed on page 1.

Additional recommendation that can be added to the staff recommendations on page 1:

THAT staff be requested to explore adding a number of Secondary Suites to the Affordable Housing commitments for Greenlane Homes' proposed Gospel Rock Village.

THAT staff be requested to explore adding support for a future parks planning project as part of the proposed Community Amenities for Greenlane Homes' proposed Gospel Rock Village.

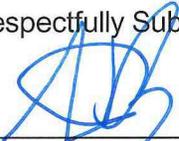
THAT staff be requested to work with Greenlane Homes in combining the information meeting with a newsletter mailout about road access to all households on access routes Pratt / Chaster and Shaw / Inglis Roads.

Alternative recommendations that can replace staff recommendations on page 1:

THAT staff / applicant be requested to revise in order to

THAT staff / applicant be requested to further review / investigate in order to.....

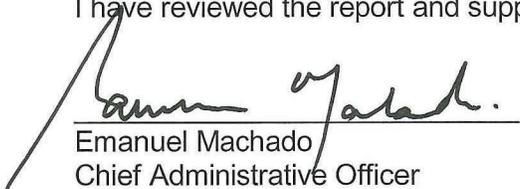
Respectfully Submitted,



Andre Boel, RPP
Director of Planning

CHIEF ADMINISTRATIVE OFFICER'S COMMENTS:

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



Emanuel Machado
Chief Administrative Officer

ATTACHMENTS:

1. Transportation Impact Study by WSP
2. Affordable Housing and Community Amenities Policy (Council Policy 3.14)
3. Advisory Planning Commission minutes July 21st meeting
4. SCRD comments in response to the application