

COUNCIL AGENDA/INFORMATION

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Director	CAO

DISTRICT OF WEST VANCOUVER

750 – 17TH STREET, WEST VANCOUVER, BC V7V 3T3

COUNCIL REPORT

Date: April 28, 2008

File: 0117-20-RCAP

From: Geri Boyle, Manager, Community Planning

Subject: **Rodgers Creek Area Development Plan - Additional Information**

RECOMMENDED THAT:

1. The report from the Manager, Community Planning dated April 28, 2008 entitled “Rodgers Creek Area Development Plan Additional Information” be received for information.

Purpose

At its meeting of April 14, 2008, Council requested further information from staff on the following aspects of the proposed Rodgers Creek Area Development Plan: density, fiscal impact, public amenity contribution, traffic impacts and management of heavy vehicle truck traffic while the project is built. A separate report has been prepared by the Manager, Roads and Transportation on management of heavy vehicle truck traffic.

1.0 Background

1.1 Prior Resolutions

April 14, 2008 – Council instructed staff to report back by May 5, 2008 regarding the questions raised by Council at the April 14, 2008 meeting with respect to the Rodgers Creek Area Development Plan and requested the Community Dialogue on Neighbourhood Character and Housing Working Group to comment on the Options and accessory housing aspects of the proposed Rodgers Creek Area Development Plan.

April 10, 2008 – Council Workshop on the Rodgers Creek Area Development Plan with presentations on the following:

- The Rodgers Creek Area Development Plan, Overview Report dated March 7, 2008 prepared by the landowners
- The Rodgers Creek Fiscal Impact Report dated April 2008 commissioned by the District

- The Rodgers Creek Traffic Impact Study, Final Report dated March 2008
- Report from the Manager of Community Planning dated April 9, 2008 on the current status of the proposed Community Benefits and Public Amenities for Rodgers Creek
- The recommendations of the Rodgers Creek Working Group

2.0 Policy

2.1 Bylaw

The Official Community Plan (OCP), Policy Section 7 provides policies to guide the development of the Upper Lands – objectives for the Upper Lands, four community building principles, a framework for identifying and acquiring public lands to meet long term community needs, and development strategies.

The four community building principles which are to guide all actions in the Upper Lands are:

1. create a strong community
2. establish a sensitivity and connection to the natural environment and mountain qualities
3. encourage a diverse community
4. focus on environmental and economic sustainability

The OCP also provides that Area Development Plans be prepared “in order to establish future land use and development objectives for neighbourhoods ...”. The scope of an Area Development Plan is set out in Policy UL6.

2.2 Reference to Corporate Business Plan

Special Projects, Goal 2: Rodgers Creek Plan

- ▶ Work with British Pacific Properties to create a sustainable plan for the development of Rodgers Creek

3.0 Discussion

3.1 Density

Current Zoning

In the Rodgers Creek Planning Area, 51.8 acres are zoned RS7 and 163.3 acres are zoned RS8. These zones set out permitted uses, minimum lot size, density and regulations on how development is to take place on a site (for example, building height and yards). These zones differ from the other RS zones in West Vancouver (and from those in the typical zoning bylaw), in that they include provisions which allow for density variation. The density variation provision was

introduced in 1980 and allows, subject to Council approval, sites within a subdivision to have a maximum density of 8 unit per acre, as long as the overall density (2.5 units per acre in the RS7 zone and 1.5 units per acre in the RS8 zone) complies with the bylaw.

The OCP: District Population and Density in the Upper Lands

The OCP includes a population projection of “approximately 47,000” for the entire District for 2021 and approximately 50,000 for 2031 (see OCP pages 19 and 28). These projections are designed to provide a framework for policy development, and are neither a population target nor a population maximum.

The OCP, Policy UL-3 sets out specific statements regarding density in the Upper Lands. Two policies are particularly relevant to the discussion of whether density should be measured using units per acre (i.e., Option A) or square footage (i.e., Option B).

- *“Allow for a gross density of 2.5 dwelling units per gross acre in the Future Neighbourhoods Area. ...*
- *Review the methods of establishing dwelling unit and square footage “density” to ensure that the methods provide for and encourage development that is both environmentally sensitive and supportive of community housing objectives.” (page 102).*

Based on these policies, development proposals that exceed 2.5 dwelling units per gross acre require an OCP amendment and the District is open to looking at other methods of measuring density. Only Council can approve the OCP amendment and we anticipate that this decision would be based on the merits of the proposal in providing for and encouraging “*development that is both environmentally sensitive and supportive of community housing objectives*”.

The Working Group felt strongly that ‘units per gross acre’ was an inappropriate method of planning and inconsistent with the objective of sustainability.

3.2 Traffic Impacts

The Traffic Impact Study (the ‘Study’) prepared by iTrans addressed the impacts of the proposed Rodgers Creek Development on the immediately adjacent road system and the District’s major road network. In terms of the immediately adjacent road system, the Study concluded that the development would not cause capacity concerns or unacceptable delays at intersections along Cypress Bowl Road and that the interaction of traffic at Cypress Bowl Road and Cypress Lane (the only access for Mulgrave School) could be improved by Mulgrave School based on the conclusions and recommendations noted in the Mulgrave School Traffic Report 2007.

In terms of the District's major road network, the District's Manager, Roads and Transportation requested that a high level analysis be undertaken of three major north/south routes: 21st Street, 15th Street and Taylor Way. The Study concluded that:

1. There is adequate capacity on 15th Street and 21st Street. *The Manager, Roads and Transportation advises that the issues on these routes are operational; these issues are discussed below.*
2. The traffic impact of the Rodgers Development on Taylor Way will be minimal and traffic operations on Taylor Way are constrained by Lions Gate Bridge. *It should be noted that District and TransLink staff are working towards increasing transit priority across the bridge to encourage bus use.*

For 15th Street, the Manager, Roads and Transportation advises that the issue relates to traffic operations and comments as follows:

- District staff has confirmed through recent traffic counts that there is adequate capacity on 15th Street.
- Congestion and short cutting are a result of intersections controlled by 'STOP' signs.
- Signal warrant analysis has been performed on the intersections of 15th Street / Fulton Avenue and 15th Street / Mathers Avenue and both intersections warrant signals.
- District staff through the Road Capital Program are looking to design the intersections of 15th Street / Fulton Avenue and 15th Street / Mathers Avenue in 2009 with signal installation scheduled for 2010.

For 21st Street and 22nd Street, the Manager Roads and Transportation advises that there is a perception of unsafe traffic operations and comments as follows:

- The Gordon Avenue Area Study (2005) includes the corridor from Inglewood south to Marine Drive. Traffic calming is planned for this area which consists of curb narrowing at the intersections of 21st/Gordon, 21st/Esquimalt, 22nd/Gordon. A roundabout is planned for the intersection of 21st/Fulton.
- A functional plan has been developed for 21st Street north of Inglewood to Highway #1. This includes a roundabout at 21st/Queens. The upgrade is proposed for 2010.

Since Council's consideration of the proposed Rodgers Creek Development Plan on April 10th and 14th, 2008, the proponents have agreed to contribute \$250,000 towards operational traffic improvements at 15th Street (traffic signal at 15th & Mathers) and 21st Street (traffic calming measures between Inglewood and Highway 1) as part of the overall Community Benefits package.

3.3 Management of Construction Truck Traffic

Construction related activity involving heavy vehicles is a current ongoing issue, rather than one confined to the future development of the Rodgers Creek Planning Area. To fully address this issue the Manager, Roads and Transportation has prepared a separate report on a proposal submitted by British Pacific Properties for managing current and future heavy vehicle traffic in this sector of the Upper Lands; his report has been placed on the same agenda as this report.

3.4 Fiscal Impact

The Rodgers Creek Fiscal Impact Report was commissioned by the District of West Vancouver and was prepared with the input of the District's Executive Committee (i.e., the Division Directors, Director of Library Services, Fire Chief and Police Chief). The study assessed the impact of Options A and B relative to the Base Case (the development rights of the owners under the current zoning of the lands), and assumes that current service levels are maintained.

The General Fund

The Study concluded that whatever plan is adopted, the development is unlikely to have a major impact on the District's finances. Assuming the 'instant' development of Rodgers Creek, it is projected that the rise in revenues would outpace the rise in costs and there would be a net gain from development:

- Option A would produce an extra \$122,000 per year for the District's General Fund, over the impacts flowing from development under the current regulations; and
- Option B an extra \$321,000 per year for the District's General Fund, over the impacts flowing from development under the current regulations.

There would also be impacts on various utility funds – water, sewer, solid waste collection, cemetery, golf and transit. However, the development proposals would have only the tiniest of net impacts on water and sewer, and no meaningful impact at all on the other funds.

Development Cost Charges (DCCs)

DCCs are set by bylaw and must be approved by the Province. DCCs are a vehicle used to address the financial impact of new growth and are provided for under Provincial legislation. They may only be imposed where development imposes new capital cost burdens on a municipality and may only deal with water, sewage, drainage, highway facilities and for providing and improving park land. The District's DCC bylaw provides charges for: water, drainage,

neighbourhood and community highway facilities including underground wiring, Ambleside waterfront park, major parks, and local parks.

The proposed Rodgers development would generate DCC revenues for the District - \$6,977,322 under Option A resulting in a gain of \$2,113,947 over the Base Case and \$9,545,184 under Option B resulting in a gain of \$4,681,809 over the Base Case. It is unlikely that the proposed development would trigger any changes in the list of DCC capital projects that underlay the setting of the DCC rates.

5th Fire Hall

The question of a 5th fire hall deserves specific comment in terms of its relationship to the Rodgers Creek development proposal. The fiscal impact consultant commented that the Rodgers Creek development alone does not trigger the need for a 5th fire hall:

- existing properties in the slower-than-desired response area above the Upper Levels would receive a direct benefit and are estimated to account for 30% of the need;
- the proposed Rodgers Creek development is estimated to account for 20% of the need; and
- future development in the Upper Lands west of Rodgers Creek is estimated to account for the remaining 50% of the need.

The consultant concluded:

"If a decision is made to build a fifth fire hall, the net tax gain from Rodgers Creek would pay for over half of it even though its fair share of the cost is unlikely to be that great."(page 30)

In terms of specific numbers, the fiscal impact consultant is saying that the estimated \$2.2 million annual cost (total of both annual operating and annual debt payment) of a new fire hall would be over half covered by the net increase in taxes from the Rodgers development. This net increase was projected at: \$1,049,000 annually for the Base Case, \$1,171,000 annually for Option A and \$1,380,000 annually for Option B.

The West Vancouver Fire & Rescue Services Working Group (FRSWG) in its Final Report (April 2008) recommends that existing units be exempt from funding the capital cost of a 5th fire hall and that new development should fund the cost (see Appendix B). Based on the work done by the fiscal impact consultant, it appears that the proposed Rodgers development provides a vehicle for realizing these recommendations of the FRSWG. With regard to a fire hall site, this matter could be addressed as part of the next Area Plan for the Upper Lands – for example, the fire hall could be located in the Future Village.

3.5 Community Benefits

The Public Amenities presented in the April 9, 2008 report have been increased to a total **\$16,000,000**, as well as modified to increase the cash component (from \$2.0 million to \$6.94 million). They are detailed in Appendix A and fall into three categories:

- A **cash contribution of \$6,940,000** to a District reserve fund to be used for projects to be determined by Council. Projects could include: completion of McGavin Field as a full sports facility (with all-weather field, lighting, field house and parking); Arts on Argyle; community and arts and culture facilities elsewhere in West Vancouver; the 5th fire hall; and oversizing of peak storm water diversion facilities to improve current conditions below the Highway. From staff's perspective the oversizing of peak storm water diversion facilities is a priority project.
- **On-site amenities with a total estimated value of \$9,060,000**. This category includes the Mountain Path, Activity Nodes and environmental restoration and enhancements.
- **Off-site amenities totalling \$1,050,000** [specifically \$250,000 for Operational Traffic Improvements on 15th and 21st and \$800,000 for completion of McGavin Field to rough grade].

The Public Amenity contribution is additional to DCC payments to West Vancouver and annual property taxes. As noted in the Fiscal Impact Study (pages 31 and 32), DCC payments based on current rates would generate a payment of \$6,977,322 under Option A and \$9,545,184 under Option B.

4.0 Options

Council may receive the report for information (recommended), request further information, or instruct staff to proceed to prepare bylaws based on either Options A or B.

Author: _____

Appendices:

Appendix A – Proposed Public Amenity Contributions

Appendix B – West Vancouver Fire and Rescue Services Working Group, Final Report (April 2008), Section 4.3 New Hall #5 (page 20)

APPENDIX 'A'

PROPOSED PUBLIC AMENITY CONTRIBUTIONS*

TYPE	DESCRIPTION	AMENITY VALUE
ON-SITE AMENITY	Environmental restoration and enhancements – While the Rodgers planning area is a greenfield area, not all creeks are in their proper functioning condition. This fund would be used to restore and enhance these areas and is additional to any costs incurred to mitigate projects impacts (such as those associated with building bridges and installing culverts).	\$ 500,000
	Mountain Paths – The Mountain Path and the Upper Mountain Path are estimated to have a construction cost in the order of \$5.46 million. Some sections of the path replace sidewalks and, to a basic level of construction, link neighbourhoods; these standard components are not identified as amenity contributions.	\$4,940,000
	Activity Nodes – The proposed plan for Rodgers includes 12 activity nodes. These nodes range from a major trailhead for the mountain path with parking, wayfinding and signage to small viewpoint. They are an important feature of the proposed plan, but go beyond a basic development cost and for this reason are recognized as amenities.	\$2,570,000
	Public access to the proposed on-site amenity building in Area 5	To be determined
OFF-SITE AMENITY	McGavin Field – This \$800,000 would complete a larger playfield and parking areas to rough grade. Several million would be necessary to provide an all-weather field, lighting, parking and a field house.	\$ 800,000
	Traffic Improvements – at 15 th Street (traffic signal at 15 th & Mathers) and 21 st Street (traffic calming measures between Inglewood and Highway No. 1)	\$ 250,000
OTHER AMENITY	This would be a cash contribution to a District reserve fund to be used for projects to be determined by Council and could include McGavin Field, Arts on Argyle, community and arts and culture facilities elsewhere in West Vancouver, a 5 th fire hall and the oversizing of the peak storm water diversion system	\$6,940,000
TOTAL		\$16,000,000

- * These contributions are additional to Development Cost Charges (DCCs) and Property Taxes. Based on current DCC rates, the DCC payment would generate a payment of \$6,977,322 under Option A and \$9,545,184 under Option B.