

REPORT | REQUEST FOR COUNCIL DECISION

DATE: June 10, 2016 **FILE:** 6410-01/16
FROM: Community Services and Engineering & Operations
 Departments
SUBJECT: Rezoning Application Requirements and Roadway Network Discussions

RECOMMENDATION: THAT Council:

- A. Receive the report dated June 10, 2016 from the Director of Community Services and the Director of Operations and Engineering for information; AND
- B. Grant third reading to Bylaw No. 2661, 2014; OR
- C. Other.

CHIEF ADMINISTRATIVE OFFICER COMMENT/RECOMMENDATION:



PURPOSE: To advise Council of the requirement of a rezoning application. To comment on the recent road network design discussion for the Sutton Place rezoning application

BACKGROUND: During the public hearing held on May 31, 2016 comments were received related to traffic and the Airport Way ingress/egress. Consequently following the close of the public hearing at the June 7, 2016 Regular Council meeting Council undertook a discussion on these matters. Following this discussion, Council asked staff questions about some alternate roadway network design options for the proposed Sutton Place project as well as the timing of addressing these alternative road network options. More specifically Council requested clarity as to whether consideration of a road network change would need to be addressed at the rezoning stage or if consideration could occur at another stage in the approval process.

At the June 7, 2016 meeting staff was not clear on the specific questions being asked by Council. This report is intended to provide clarity and to address any inconsistency in information that may exist.

ANALYSIS:

Rezoning Application Requirements

Regulations for bylaw amendments (rezonings) are found in the *Local Government Act*.

At the rezoning stage, Council has full discretionary authority to make a decision on an application. Council is intended to review the application with an open mind throughout the process including the public hearing and weigh all the information before making a decision. The main considerations for decisions on a rezoning application are land use and density. Therefore, topics such as ingress/egress can be addressed outside of the rezoning process.

Attaching conditions to the third reading of the bylaw is a very common practice. Such conditions may include: covenants; easements; approval of a development permit; servicing agreements; storm water management plans; negotiated amenity contributions; etc. These conditions must be completed by the applicant within one year before fourth reading and adoption of the bylaw amendment can occur. If the conditions are completed to the satisfaction of Council, fourth reading and adoption of the bylaw amendment are generally authorized.

After the use and density has been approved as part of a rezoning application, more detailed design and site layout issues are typically addressed in a development permit and/or subdivision application. If the property changes ownership, market conditions change or the project scope changes, this means that design and layout issues can still be addressed without requiring another rezoning application, provided that the use is not changed and the density is not exceeded.

Development permit applications are reviewed for considerations that are specifically laid out in the applicable OCP development permit area guidelines. A development permit cannot vary use or density. In the cases of multi-family residential, mixed-use, commercial or industrial projects, development permits typically review form and character including landscaping, exterior design, building finishing, siting etc.

Further, through the subdivision application process which includes phased subdivisions and subdivision servicing, the more technical aspects of a project are reviewed including servicing requirements, road layout and access.

While off-site improvements may be discussed in a development permit, with respect to compliance with applicable bylaws and standards, the subdivision approval or servicing agreement stage in the development process would address the details of any proposed off site changes.

Approval of the development permit and subdivision servicing agreement are currently conditions that need to be met prior to the rezoning Bylaw being given fourth reading. Any requirements for a change to the application that would alter the application in a substantive manner could trigger the need for reopening the public hearing. The rationale for this relates to affording the public and the developer the opportunity to make their comments known to Council about these substantive alterations, before Council make their decision to give the application final approval.

The rezoning process is designed to address the introduction of new information and if a future public hearing is determined to be required this process can be addressed prior to moving forward with final adoption. If the land use and density portions of the project are viewed by Council as satisfactory, granting third reading and moving the project forward to the development permit review would be appropriate.

Road Network Discussion

Staff has done a high level review of a road network configuration that would include creating a connection to the proposed industrial development to the west for access onto Airport Way with a signalized intersection including left turning movements. Staff has looked at three configurations for a possible connection: 1) an extension of Lasser Road north to Airport Way, 2) an extension of Sutton Avenue west into the proposed industrial site parking lot, and 3) an extension of the proposed Sutton development internal drive aisle west into the proposed industrial site parking lot (Attachment A).

Observations:

Staff sees challenges with all three design options. The challenges can be summarized as follows:

- An extension of Lasser Road could result in cut through traffic into other neighborhoods in South Bonson as this route could be used to access Osprey Village.
- An extension of Lasser Road would require either the dedication of land or the purchase of land by the City from both the proposed residential and industrial developments.
- Typically road networks are designed in a pattern that has a local road (Sutton) lead to a collector road (Bonson) and then to an arterial road (Airport Way) to reduce the quantity of signalized intersections on arterial routes.
- Airport Way is currently designed with two major intersections (Bonson and Harris). Further intersections could affect road performance and level of service. More specifically additional unwarranted signals can have several negative results including driver frustration and red light running, vehicle stacking into the next intersection, congestion, and delay. This could impair the performance of the arterial road.
- With the assumption that both the proposed industrial and residential developments are realized, a mid-block intersection would not alleviate the need to still upgrade the roundabouts at Airport Way/Harris Road and Airport Way/Bonson Road to either a two lane roundabout or a signalized intersection. The costs associated with all these improvements have not been contemplated.
- The original traffic analysis did not encourage an Airport Way access to the proposed Sutton development, but due to several discussions around safety and emergency response, the traffic consultant agreed that a right in right out only access would have a minimal impact if any on the performance of Airport Way.
- McElhanney's traffic study found that the proposed Sutton development has minimal impact on the performance of the roundabouts at Airport Way/Harris Road and Airport Way/Bonson Road. The impacts on these two intersections are resulting predominantly from the proposed industrial development.
- All traffic analysis to date has suggested minimizing disruptions to Airport Way outside of the current intersections. In addition, the roadway width does not exist to allow for a west bound left turn lane.
- Easements would need to be negotiated to allow for access by the proposed residential property onto and through the proposed industrial site.
- There is significant risk management associated with a design that encourages residential traffic onto a private industrial parking lot as a main ingress/egress onto an adjacent City street. Subdivision design standards generally require each development to manage its own vehicular movements from that site to the adjacent City street(s). Sending traffic through a parking lot both from a design point of view and a safety point of view is discouraged.
- There would be discontinuation in the buffers between the proposed Sutton development and the proposed industrial development if there was an east/west drive aisle created.
- A mid-block pedestrian crossing is a consideration under review in the proposed industrial project to the west. A mid-block pedestrian crossing does not require a full intersection.

Based on the above observations, staff does not recommend that a joint access onto Airport Way be considered at this time. If Council would like to contemplate an extension of an existing City street through the proposed industrial property to the west, this would need to be negotiated outside of this application. Staff also does not advise a traffic pattern that requires access through a parking lot.

PITT MEADOWS

In addition, staff feels that the issue of a mid-block pedestrian crossing is already being addressed by another application and does not need to be tied to this application as well.

RELEVANT POLICY: *Local Government Act*; Official Community Plan Bylaw No. 2352, 2007.

STRATEGIC ALIGNMENT: Corporate Excellence and Community Livability.

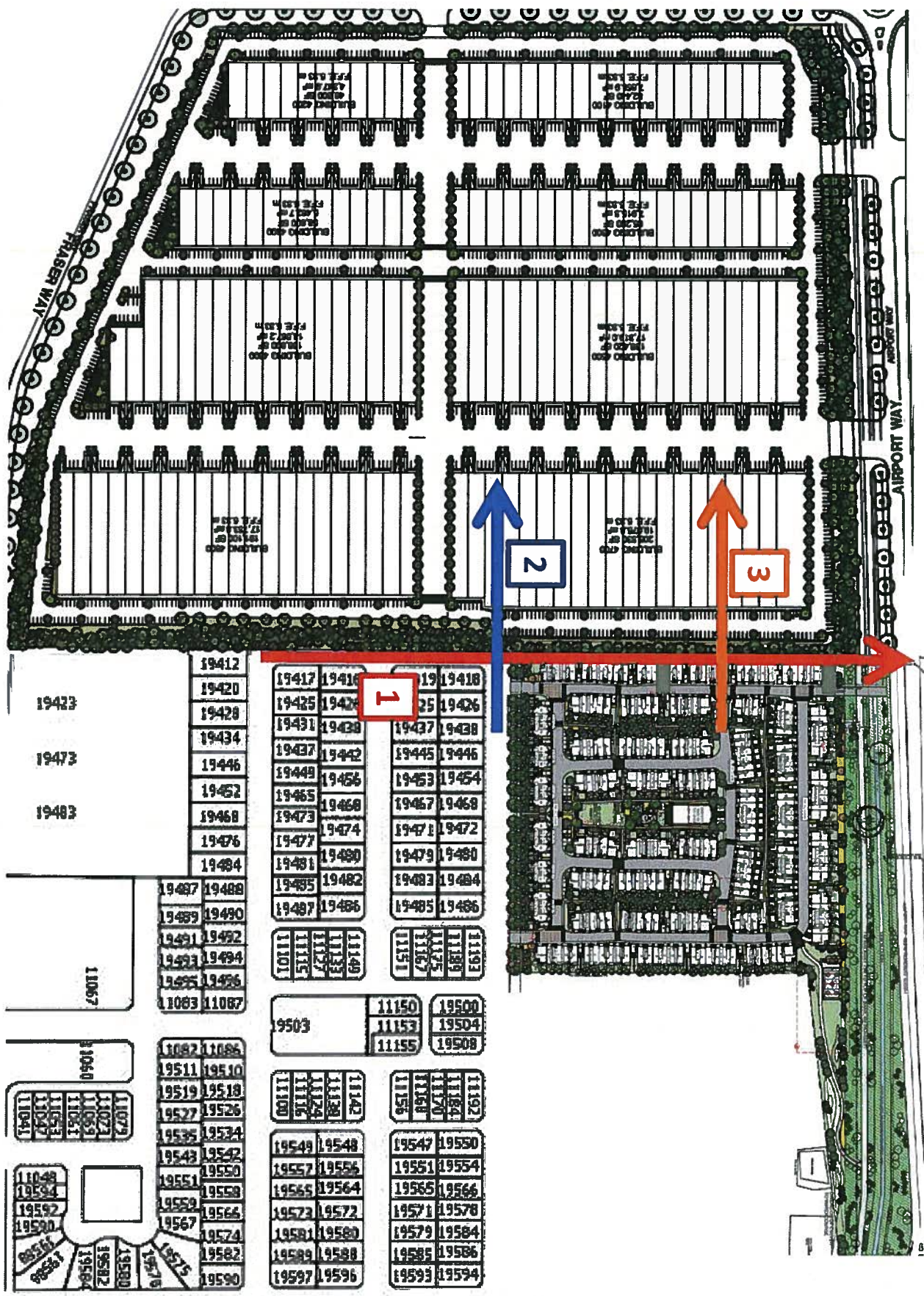
OTHER CONSIDERATIONS: None identified.

Reviewed by: K. Zanon, Director of Community Services and F. Smith, Director of Operations and Development Services

Approved by: M. Roberts, CAO

ATTACHMENTS:

- A. Road Network Design Considerations Map



ROAD NETWORK DESIGN CONSIDERATIONS