

Report to Council



Date: January 15, 2018
File: 1200-70
To: City Manager
From: Ross Soward, Planner Specialist
Subject: Capri-Landmark - Preferred Concept Plan

Recommendation:

THAT Council receives, for information, from the Planner Specialist dated January 15, 2018, with respect to the Preferred Concept Plan for the Capri-Landmark Plan.

THAT Council approves the Preferred Concept Plan in principle and directs staff to move forward with the development of the final plan and implementation strategy as outlined in the report from the Planner Specialist dated January 15, 2018.

AND THAT Council directs staff to further explore the feasibility of the funding options outlined in the report from the Planner Specialist dated January 15, 2018.

Purpose:

To provide Council with an update on the preferred concept plan and to receive direction to advance the development of the final plan document which will include specified funding options and the implementation strategy.

Background:

In February 2017, Council directed staff to develop the Urban Centre Plan for Capri-Landmark in accordance with the goals of the City's Official Community Plan (OCP) and the *Urban Centres Roadmap* (UCR). The Capri-Landmark Plan will guide future development and long-term infrastructure investment in this area. In doing so, the Plan must balance the goal of attracting future growth and intensification, while ensuring that necessary infrastructure investments are identified to ensure the area develops as a successful urban centre. In August, Council directed Staff to investigate the feasibility of Concept 2 as the Preferred Concept Plan direction.

Staff have analyzed the feasibility of the concept plan, testing the transportation network in relation to the growth projections and reviewing the parks strategy in relation to the City's policies. Subsequently, Staff refined the preferred concept plan direction to reflect the technical analysis. The preferred concept plan direction was presented on November 15th to key landowners and to the public at an Open House on November 16th with approximately 225 citizens attending. The consultation aimed to garner community support for the key features of the Plan and next steps in the planning process.

Overall, this preferred final concept plan is the product of:

- Council direction
- three phases of public engagement
- the UCR principles and targets
- various City policies/objectives and corresponding staff technical analysis

The following big moves are highlighted (below & Figure 3) to describe the transformative changes for this urban centre.

Big Moves

1. Enhance vitality and re-balance the land use mix by introducing additional residential development to achieve a density of 150 combined jobs / people per hectare (today it is 80).
2. Re-align Sutherland Ave as a new complete street that will prioritize walking, cycling and transit, creating an east-west street linking Burtch Rd to Spall Rd.
3. Create signature social spaces by developing new community and neighbourhood parks as well as a public plaza in Landmark to serve future residents and workers.
4. Establish Dickson Ave (between Dayton St and Kirschner Rd) as a main street with ground-oriented retail and street-front amenities that will announce the area as a key destination.
5. Develop and daylight Ritchie Brook as a pedestrian path and stormwater garden that will enhance community identity and improve stormwater management in the area linking Landmark to Pacific Court Park as redevelopment occurs in the area.

Land use

The City's growth management plan relies heavily on the City's five urban centres. The 2030 Official Community Plan commits to focusing future growth in the City's Urban Core and urban centres. The plan sets the target of focusing 45 per cent of future residential units as well as a significant proportion of future commercial in the City's urban centres. By focusing growth in urban centres such as Capri-Landmark there is less pressure to accommodate future growth in new greenfield areas at the edge of the City. Moreover, the approach of densifying the City's urban centres will also reduce the city's long-term infrastructure costs. The Capri-Landmark urban centre plan reinforces the City's commitment to urban centre revitalization and will position the area to accommodate growth in a way that promotes complete communities.

The preferred concept plan is consistent with the option Council endorsed on August 28th. From a land use perspective, the Plan (see Figure 2) aims for a population density that will result in vitality and viability of key amenities (services, transit, public spaces, etc). More specifically, the Plan rebalances the number of people living and working in the area by increasing residential density. New areas are

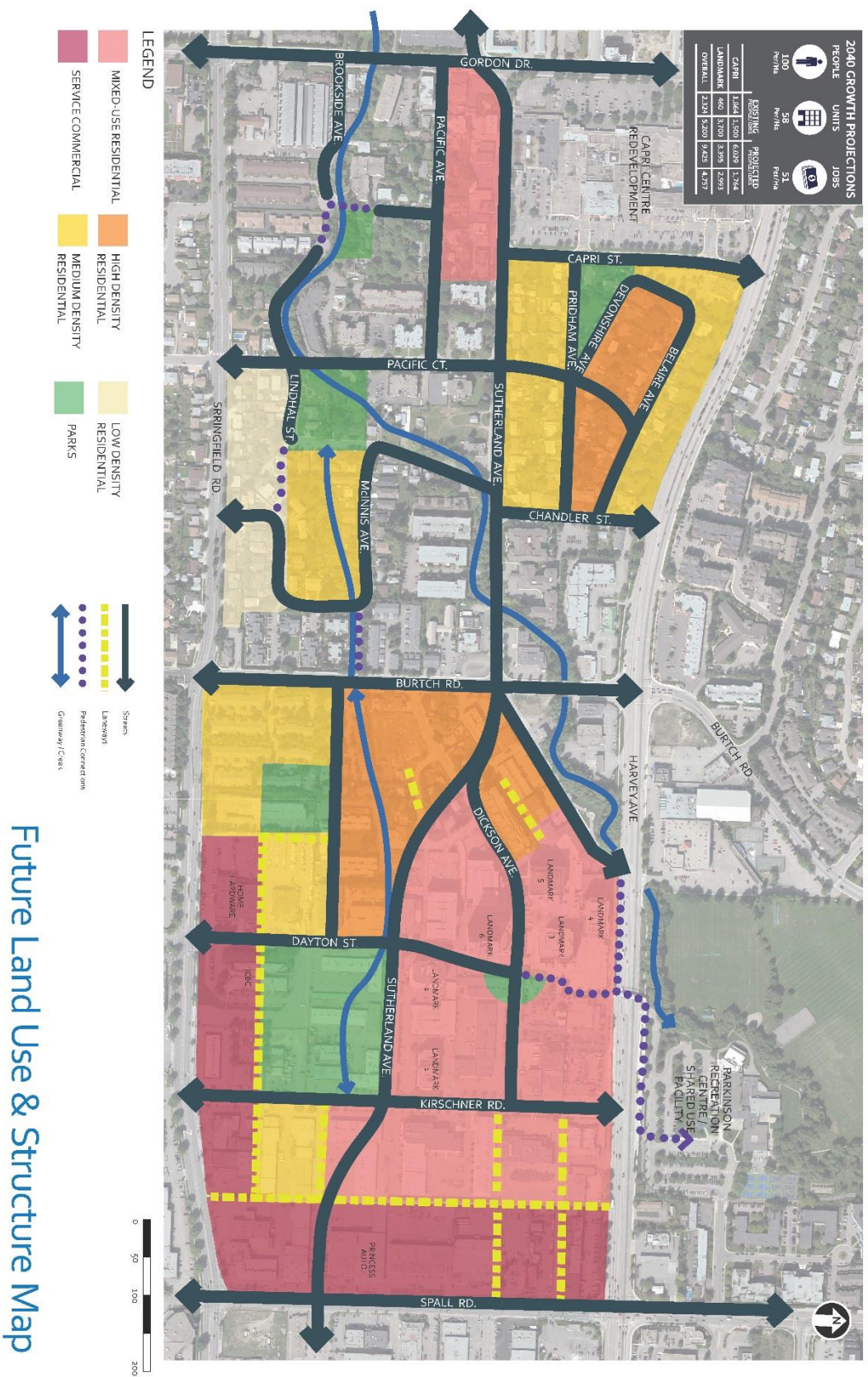
identified for mixed-use residential with ground-oriented retail on Dickson Ave (between Kirschner and Dayton) and Sutherland Ave (south of the Capri Mall). From a housing perspective, new medium / high-density housing will be encouraged in select areas of Capri and Landmark with townhouse development envisioned for the area south of Pacific Park along Springfield Road. The existing medium-density residential in Capri will be maintained to preserve existing affordable housing. From a commercial perspective, the Springfield and Spall Road corridor in Landmark will be maintained for service commercial. Overall, the proposed densification will deliver the healthy mix of uses needed to support the transformation of the area as a live-work neighbourhood.

To accommodate the additional growth, the maximum building heights within the urban centre will be increased in strategic locations, while ensuring heights in the area respect the Downtown as the premier urban centre with the City's tallest towers. Accordingly, staff support an upper limit of 16-18 storeys in designated areas of Landmark, preserving the Landmark 6 Tower as the tallest tower in the Landmark area. The preliminary building height profile for Landmark is supported by a series of principles (described in Attachment C) to guide height in Landmark. For example, building heights should step up from Springfield Rd to Harvey Ave to focus density in the northern part of Landmark close to amenities (Dickson / Harvey) and to maintain sunlight on the proposed Ritchie Community Park (Figure 1). Overall, additional building heights must be integrated in a way that serves to advance other key goals of the Plan.

Preliminary building massing & Community Park for Landmark (looking northwest from Kirschner)



Figure 1



Capri-Landmark - Preferred Concept Plan



1. Enhance vitality and re-balance the land use mix by introducing additional residential development to achieve a density of 150 combined jobs / people per hectare.
2. Re-align Sutherland Ave as a new complete street that will prioritize walking, cycling and transit, creating an east-west street linking Burch Rd to Spall Rd.
3. Create new social spaces by developing new community and neighbourhood parks as well as a public plaza in Landmark to serve future residents and workers.

4. Establish Dickson Ave (between Dayton St and Kirschner Rd) as a main street with ground-oriented retail and streetfront amenities that will announce the area as a key destination.
5. Develop and daylight Ritchie Brook as a pedestrian path and stormwater garden that will enhance community identity and improve stormwater management in the area linking Landmark to Pacific Court Park as redevelopment occurs in the area

Big Ideas / Illustrated Concept Plan

Capri-Landmark Plan - Preferred Concept Plan



Figure 3

Public Space

The addition of parks in the urban centre will be critical to supporting the transformation of the area as a desirable place for people to live and work. The proposed parks and public space plan (figure 4) includes roughly 6.28 Ha of community and neighbourhood parks and ensures 100% of residents are within 400 metres of a park or public space. The increased population and employment densities and high proportion of people living and working in multi-storey buildings will require that future parks are built to a higher standard to reflect the more intensive use (24-7, 365 days a year) that is anticipated. The two priority parks for the area will be the expansion of Pacific Park in Capri and the creation of a new Community Park in Landmark. In addition to the community and neighbourhood parks proposed, two linear corridors are identified for the area. Mill Creek will be a citywide linear park that will be developed in the Capri area and Ritchie Brook will be a linear corridor with a path that will link Pacific Park with the Community Park in Landmark. These paths / green infrastructure corridors will function as amenities for residents, while enhancing stormwater management in area that lacks permeable surfaces. Moreover, recent literature highlights the return on investment associated with green infrastructure in the form of ecosystem services or cost savings from reducing run-off and mitigating flooding during extreme rain events.¹ Overall, parks and public space improvements will play an important role in spurring private sector investment in the urban centre moving forward.

Figure 4



Capri-Landmark Plan - Preferred Concept Plan



¹ Coutts and Hahn. 2015. Green Infrastructure, Ecosystem Services, and Human Health. *International Journal of Environmental Research and Public Health*.

Transportation

After receiving council direction in August, staff undertook additional technical analysis of the proposed transportation network (figure 6). Staff tested the proposed transportation network against the 2040 land use build-out of 9,425 residents. Analysis shows that even with mode shifts and intersection improvements both the Highway 97 and the Springfield Rd corridors will continue to be challenged in meeting level of service standards as both roads experience significant congestion as a result of citywide traffic growth. The 2040 build-out assumes much of the new development will take the form of residential or mixed-use residential with supporting retail and commercial uses. By balancing the land use - shifting away from the current office uses that generate significant congestion at peak times, future growth can be accommodated in a way that spreads out the number of daily transportation trips more evenly throughout the day. Current office uses result in thousands of workers all arriving in Landmark from 8-9 and leaving from 4-5, creating significant congestion. However, by adding residential and encouraging a healthy mix of land uses, more trips will be made by walking, cycling or transit and the trips will be more evenly spread throughout the day. The urban centre will continue to experience congestion at peak times, but the improved transportation network will accommodate future development and provide residents and workers with more options for how they get around.

Key Transportation Improvements

- Sutherland Ave complete street (figure 5) will provide east-west connection from Gordon to Spall
- Transit access within Landmark area, bringing route 11 with several bus stops to area
- Provide additional direct access to the pedestrian bridge overpass from Dickson Ave
- Develop Dayton Street as a complete street with improved pedestrian and cycling facilities
- Extend Pacific Court to Springfield Rd to create new north-south connection in Capri
- Develop Dickson as a main street to encourage destination for retail / community gathering
- Require sidewalks on all streets in the urban centre
- Provide direct and accessible pedestrian walkways and crosswalks on large blocks
- Key intersection improvements to improve traffic flow at Burtch Rd, Spall Rd, & Gordon Dr

Sutherland Ave Complete Street Cross-section in Landmark



Figure 5

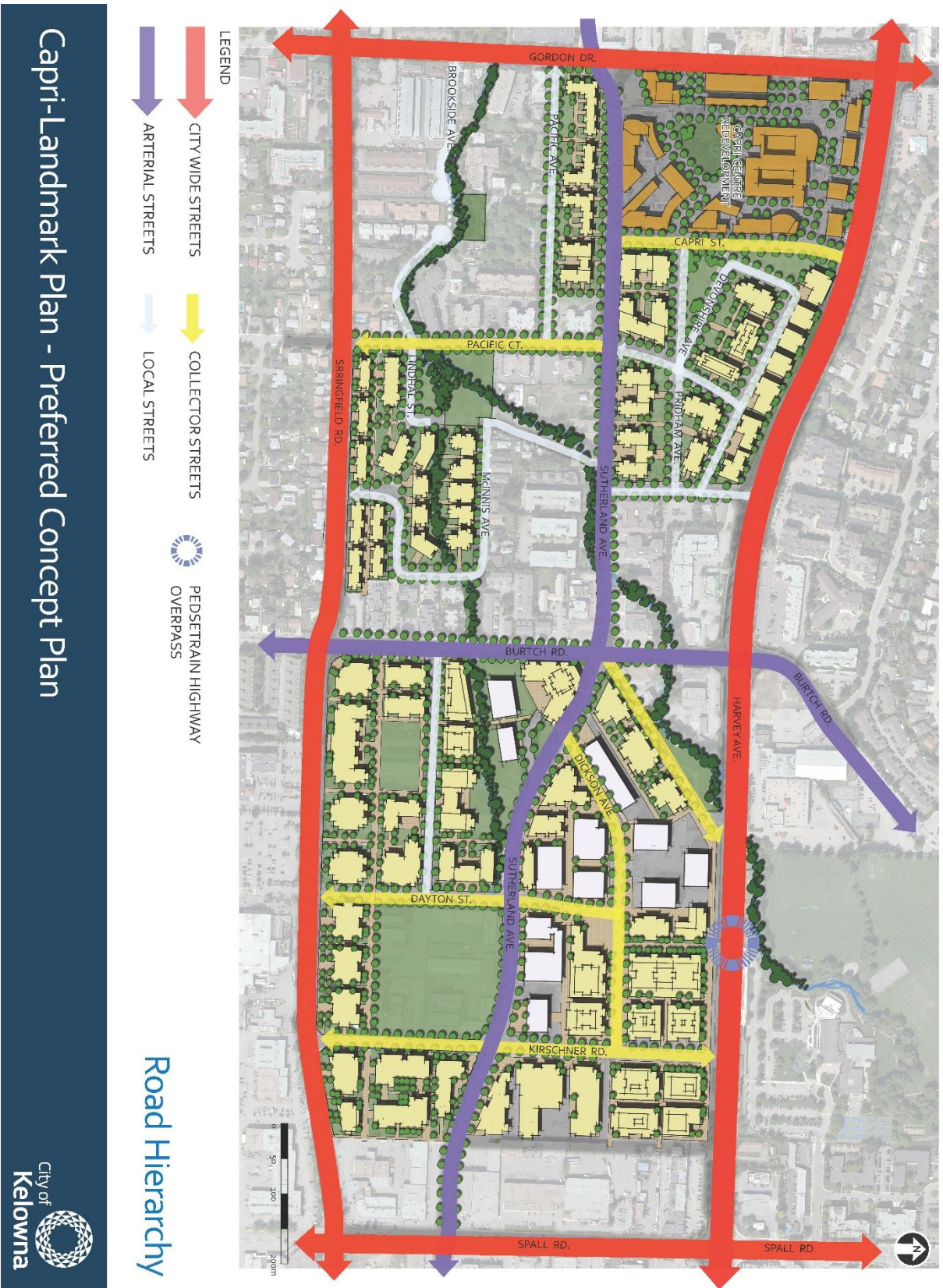


Figure 6

Urban Centres Roadmap Targets

The Preferred Concept Plan was analyzed in relation to twelve UCR targets to understand how the Plan measures up to the City's goals for urban centre development (Attachment B). As part of the background research for the Plan, several key issues were identified. For example, the mix of land uses and residential density were areas of weakness that the Plan has addressed, achieving the combined employment and population density target of 150 people / jobs per hectare. The Plan also responds to the people-first transportation targets by adding new transit routes and Active Transportation Corridors to the area. Also, the increase in parks and public spaces meets the target of all residents being within 400 metres of a park or public space and that the urban centre contains a diversity of parks and public spaces. The Plan has achieved many of the UCR targets, but there are areas that require further Plan consideration. For example, across the City it is a challenge to ensure a proportion of new growth is in the form of affordable housing. Also, the area has a limited street tree canopy and the Landmark area will continue to be underserved in terms of pedestrian routes in the near-term. Overall, the performance of the Preferred Concept Plan in relation to the UCR targets demonstrates the forward momentum in applying the City's goals for urban centre development through this process.

Implementation

Through the refinement of the plan, Staff prepared a more detailed breakdown of the key public improvements. These cost estimates remain preliminary and require a further level of analysis before inclusion in the final plan. The current estimates include preliminary land acquisition costs and reflect a more detailed review of parks and transportation improvements. The identified infrastructure will have a significant cost to the City, but future growth in the area will also provide a significant benefit to the tax base and the City's DCC program.

*Preliminary Estimates for DCC Revenues for 2040**

Timeframe	Transportation DCCs	Water DCCs	Sanitary DCCs	Parkland Acquisition DCCs	Treatment DCCs
2040 Build-out	\$23.0M	\$2.0M	\$3.0M	\$26.0M	\$8.8M

**Estimates based on current DCC rates using the 2040 Capri-Landmark land use build-out.*

Preliminary Community Infrastructure Costing for 2040

Project Type	Land Costs	Project Costs	Total
Parks & Public Spaces	\$19,500,000	\$16,000,000	\$35,500,000
Linear Corridors/Paths	\$5,000,000	\$2,000,000	\$7,000,000
Transportation	\$18,000,000	\$32,000,000	\$50,000,000
Utility & Infrastructure	N/A	\$7,500,000	\$7,500,000
Total	\$42,500,000	\$57,500,000	\$100,000,000

The community infrastructure proposed addresses both an existing community deficit, while positioning the area for significant densification by 2040. The deficit is a result of how the Landmark area developed prior to it being designated as an urban centre. Currently, in Landmark there are no parks, few sidewalks, no bicycle routes, limited street trees and none of the signature public spaces associated with urban centres. However, because the area is designated as an urban centre and is expected to accommodate a significant amount of future residents, there is a corresponding need for infrastructure and amenities to support a high quality of life. Also, without key transportation improvements the urban centre will not be able to accommodate the level of intensification without seeing excessive traffic issues and escalating congestion. Overall, the proposed infrastructure investments are central to the goal of delivering a high quality of life within the City's five urban centres.

The cost estimates above are preliminary and will require additional refinement before they are included in the City's capital planning process. For example, utility relocation costs will be included as the alignment of Sutherland Ave is finalized. Several of the projects identified are in the 2030 DCC plan and many others are strong candidates for the 2040 DCC program that will be determined through the upcoming OCP review. However, there will be a gap between the 2040 DCC program funding and what taxation can be reasonably expected to deliver. The improvements however, are considered necessary to support the additional density anticipated within the 2040 build-out of the Plan. Given the gap between the proposed infrastructure improvements and anticipated DCC and taxation funding, the implementation of the plan will require landowners and developers to contribute to growth related infrastructure improvements in the area. As a result, infrastructure improvements will need to be shared among the following sources:

Funding Tool	Share of Improvements
Development cost charges	30-40%
Local area funding mechanism	25-35%
Taxation	20-25%
Development led (Frontage and Off-site Improvements)	10-15%
Grants and partnerships	0-5%

The funding tools below are examples of the funding tools staff recommend for further investigation in advance of plan implementation workshop with Council.

Preliminary Funding Tools

- *Development Cost Charges:* A number of key projects are candidates for inclusion in the 2040 DCC program. The high level of local improvements point to the potential utility of an area-specific DCC or new sector DCC for the urban centre. Also, given the significant costs associated with park development in the area, this Plan reinforces the lack of reliable funding

options for parkland development in urban centres, highlighting the potential of a parkland development DCC.

- *General Taxation:* Because the area is designated as an Urban Centre in the OCP and expected to accommodate 12.6 per cent of citywide residential growth over the next 20 years, a higher level of amenities is required. Leadership from the City by prioritizing capital plan investment in this area or through increasing general revenue will be required to encourage the transformation of the area.
- *Density Bonus:* To realize the 2040 build-out, an increase in allowable building height and FAR is proposed. Bonus density could be used as a tool to achieve select plan goals (plaza, public spaces, affordable housing or community spaces) via redevelopment or a reserve fund contribution.
- *Local area service:* The Plan proposes several major local improvements that will primarily benefit the local landowners. A local improvement bylaw or specified area bylaw could allow the City to borrow funds to front-end select infrastructure projects and then recover the costs using a parcel tax to recover either a portion or the full costs of key infrastructure such as roads or parks.
- *Development works agreement/ Latecomer charges:* If a landowner is motivated, key works (e.g. transportation improvements) required to support development could be front-ended by a developer with the developer being re-paid through a one-time charge (subject to agreement with landowners) in a defined area as they look to secure approvals for redevelopment of their properties to finance the construction of key infrastructure.

The Preferred Final Concept Plan will be used as the basis for the development of a comprehensive plan for the area that will guide the growth and transformation of this urban centre over the next 20 years. The Plan will be implemented gradually with significant leadership roles for both the City and the development community. With a strong plan in place, each redevelopment proposal can be leveraged to move the community closer to achieving the long-term vision for the area.

Next Steps

Following Council's input, Staff will move forward with final plan refinements in preparation for final draft Plan consultation. Staff will move forward with detailed planning and policy direction to develop the supporting materials for the final Plan document. This will be supplemented with a comprehensive analysis of the costing estimates and proposed funding tools with further consultation of landowners in the area to develop the implementation strategy. Staff anticipates the next report to Council to occur by March prior to the spring 2018 Council Report when the final Plan document will be presented for approval.

Internal Circulation

Divisional Director, Community Planning and Real Estate
Department Manager, Policy and Planning
Department Manager, Community Planning
Manager, Urban Planning
Manager, Integrated Transportation Department Manager

Transportation Engineer Planning & Development
Design Technician, Utility Planning
Communications Consultant, Community Engagement
Engineering Technical Support Coordinator
Manager, Infrastructure Engineering
Manager, Development Engineering
Manager, Parks & Buildings Planning
Manager, Strategic Land Development
Divisional Director, Financial Services

Submitted by:
Ross Soward, Planner Specialist

Approved for inclusion:



James Moore, Manager of Long Range Policy Planning

Attachments

Attachment A – Urban Centres Roadmap Targets
Attachment B – Building Heights Design Principles
Attachment C – Transportation Network Maps
Attachment D – Ritchie Brook Memo
Attachment E – Urban Design Objectives

Existing Policy

2030 Official Community Plan

Objective 5.3 Focus development to designated growth areas

Policy .2: Compact Urban Form.

Develop a compact urban form that maximizes the use of existing infrastructure and contributes to energy efficient settlement patterns. This will be done by increasing densities (approximately 75 - 100 people and/or jobs per ha located within a 400 metre walking distance of transit stops is required to support the level of transit service) through development, conversion, and re-development within Urban Centres (see Map 5.3).

Urban Centres Roadmap

Principles for Urban Centre Development

- Principle 1: Promote Vitality Through a Mix of Land Uses
- Principle 2: Encourage Building and Street Proportions that are Inviting for People
- Principle 3: Ensure a Diversity of Housing Types
- Principle 4: Establish Flexible Public Spaces that Promote Social Interaction
- Principle 5: Promote Local Character and Sense of Place
- Principle 6: Design for Environmental Resilience
- Principle 7: Prioritize Alternative Transportation Options and Connections
- Principle 8: Create Streets and Blocks that are Walkable and Comfortable for all Pedestrians

Pedestrian and Cycling Master Plan

Network Design

Objective 1: Facilitate and enhance walking and cycling in all roadway designs;
Objective 2: Apply higher design standards for high demand or “strategic” active transportation routes;
Objective 3: Develop a comprehensive pedestrian and bicycle network for phased implementation.

Financial/Budgetary Considerations:

Policy and Planning Professional and Consulting Budget = \$146,700

Personnel Implications:

1455 hours of staff time