



STAFF REPORT

TO: Council

MEETING DATE: July 26, 2017

FROM: André Boel, Director of Planning,
Katie Thomas, Planning Assistant

FILE NO: 3220-Eaglecrest-464

SUBJECT: OCP and Zoning Amendment (OCP-2017-01, ZA-2017-01, DP-2017-09) for 464 Eaglecrest Drive (Eagle View Heights).

RECOMMENDATION(S)

1. THAT the staff report regarding OCP and Zoning Amendment (OCP-2017-01, ZA-2017-01, DP-2017-09) for 464 Eaglecrest Drive (Eagle View Heights) be received;
 2. THAT Council request the applicant for 464 Eaglecrest Drive to provide a 3D computer model for the site and surrounding neighbourhoods to the north and to the east;
 3. THAT Council request the applicant and Town staff to prepare a public consultation meeting and collect written feedback regarding the 3D computer model and design for 464 Eaglecrest Drive;
 4. THAT Council request staff to refer the design and 3D model information back to the Advisory Planning Commission for specific recommendations regarding the criteria from Policy 9.3.5 for the requested OCP amendment;
 5. THAT Council request staff and the applicant to work on a mutually acceptable proposal for Council's consideration regarding Affordable Housing and Community Amenities as part of the requested Zoning Bylaw Amendment;
 6. THAT Council considers, pursuant to Section 879 of the Local Government Act, that the statutory consultation of referral agencies as outlined in the staff report provides sufficient consultation with external agencies for OCP amendment application OCP-2017-01;
 7. THAT Council request staff to prepare draft OCP and Zoning Bylaw amendment bylaws for Council consideration, together with a report on the results of 3D modelling, APC recommendations, consultation meeting results, and a proposal for affordable housing and amenities.
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PURPOSE

Ankenman Marchand Architects have applied on behalf of TCD Developments (Gibsons) Ltd. (the applicant) for amendments to the Official Community Plan (OCP) and Zoning Bylaw, to allow for 100 residential units combined with a multi-family form and character Development Permit on the property of 464 Eaglecrest Drive.

This report provides an overview of the application, the process to date, and the next steps for the application.

BACKGROUND

The applicant bought the property at 464 Eaglecrest Drive in early 2016, with the intention of developing the land. They have retained Ankenman Marchand Architects, who have applied on behalf of the applicant for the following applications:

OCP-2017-01	to change from Low Density Residential 1 to Medium Density Residential on Schedule B of the OCP's Land Use Plan
ZA-2017-01	to change from Single Family Residential Zone 1 to a Comprehensive Development Zone 3 in the Zoning Bylaw Number 1065, 2007
DP-2017-09	form and character Development Permit for Development 4 – Multi-family Land Uses

Site overview

The subject property measures approximately 19,327m² (approximately 4.7 acres or 1.9 hectares) and extends from Eaglecrest Drive down to Winn Road/Stewart Road. The property itself contained one dwelling accessed from Eaglecrest Drive, which was demolished in May. The upper portion of the property is relatively level, but soon drops off to a steep section in the middle of the lot, this gradient decreases slightly at the bottom of the lot. Figure 1 shows the contours of the land in plan view as laid out on a survey plan.

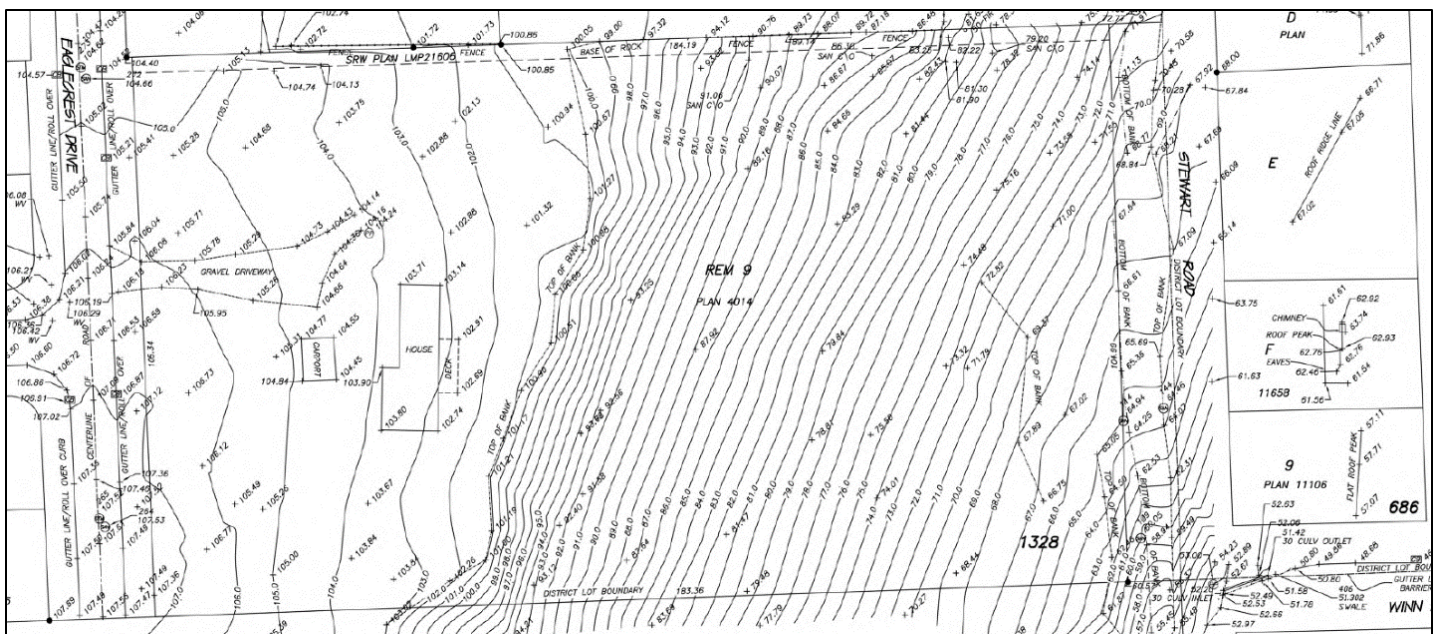


Figure 1. Topography of the site

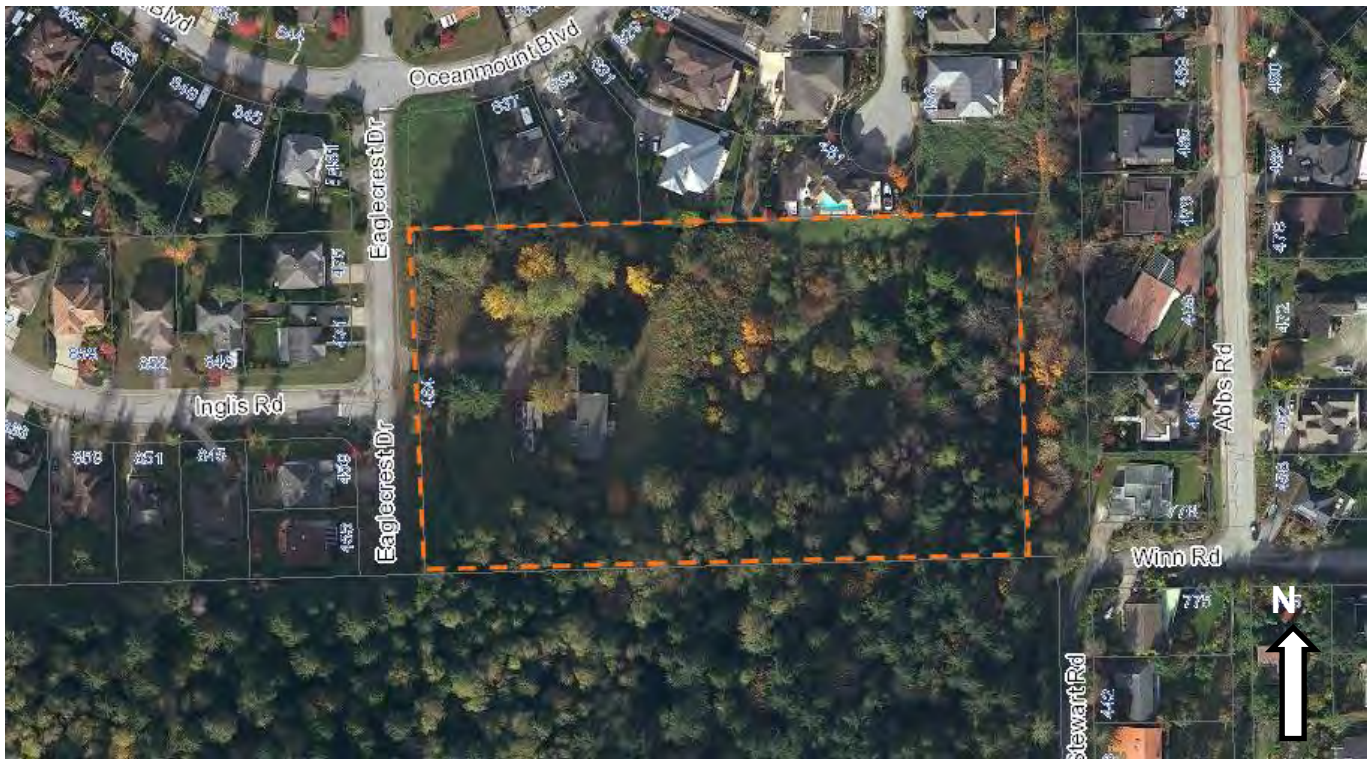


Figure 2. Aerial overview of 464 Eaglecrest Drive and area

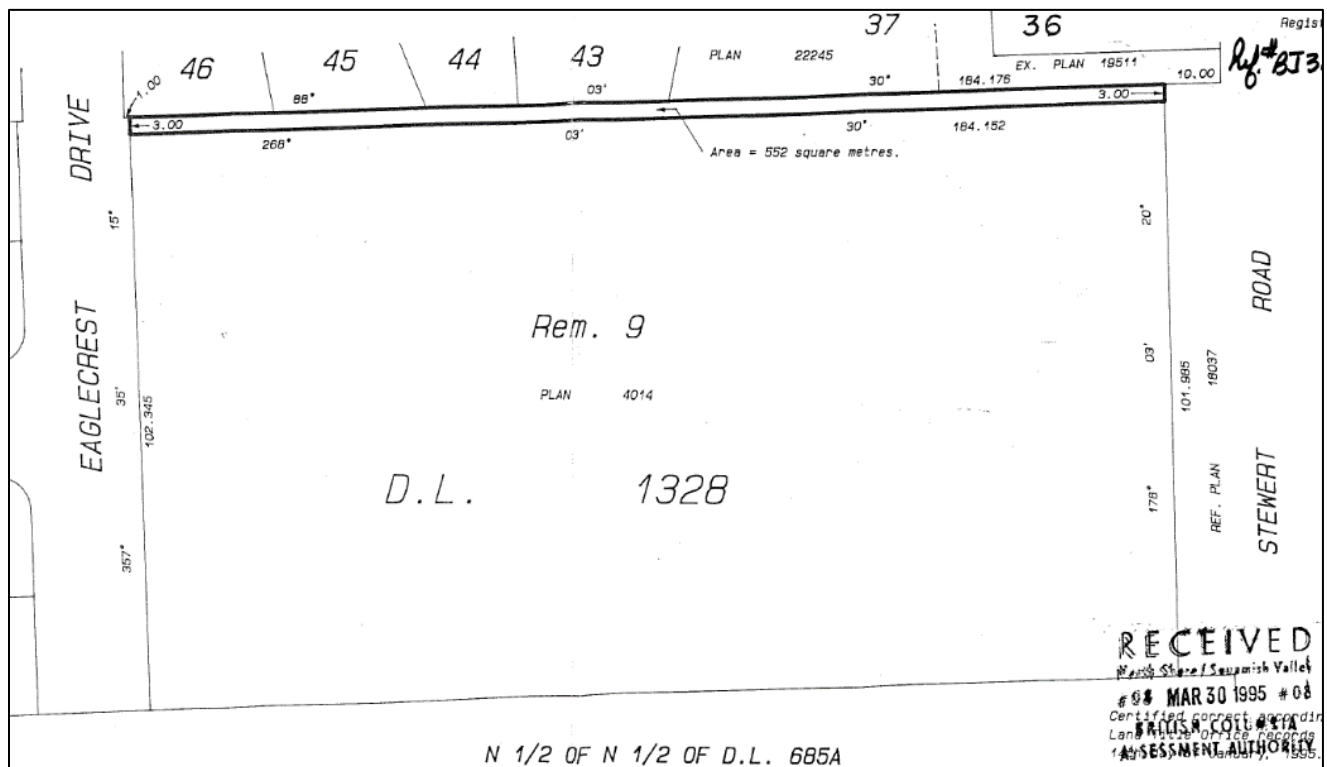


Figure 3. Excerpt of Explanatory Plan of Statutory Right-of-way over 464 Eaglecrest Drive

The property at 464 Eaglecrest Drive is the remainder portion of the Inglis Road subdivision, which was finalized in early 1995. Figure 3 shows that there is a 3 metre wide Town-owned statutory Right-of-Way that runs along the northerly 3 metres of the property. The agreement for this Right-of-Way was put in place as part of the 1995 subdivision and grants the Town the right to maintain a public pedestrian walkway across the property. To date, the walkway has not been developed and an earth berm exists along the north property line. There is reference to the possibility that the exact location of the walkway may change through the process of future site development. Figure 4 outlines the adjacent land uses to the subject property.

	Use	Zone	OCP Designation
South	Park	Parks, Recreation and Open Space (PRO)	Public and Community Use
West	Residential	Single Family Residential Zone 1 (R-1)	Detached Residential
North	Residential	Single Family Residential Zone 1 (R-1)	Detached Residential
East	Residential	Single Family Residential Zone 1 (R-1)	Detached Residential

Figure 4. Table outlining adjacent land uses, zones and designations.

The current OCP Land Use designation for the site is “Low Density Residential 1”. The intent of this designation, is as follows:

Low Density Residential 1

To permit small lot single-detached dwellings, duplexes, cluster housing, or multi-unit housing in a single-detached building form with a FSR of 0.6 to a maximum FSR of 0.75 (generally 20 to 25 units per hectare).

The current Zoning Bylaw designation for the site is Single-Family Residential Zone 1 (R-1). The zoning allows for one single family home (with or without a secondary suite) per lot, and requires a minimum lot size of 700m² (approx. 7534ft²).

With a total lot area of 19,327m², without rezoning, the property lot area has a potential for 27 single family lots, which if each property contained a secondary suite, 54 dwelling units could be located on the property.

Summary of Application

The applicant has applied to change the zoning from Single-Family Residential Zone 1 to a Comprehensive Development Zone, which would set out various setbacks and height for each building on the site.

Tentative discussions with the applicant began in December 2015, with meetings with staff from September 2016 onwards. The applicant worked on concept designs which adhered to the ‘single-family building form’ as mentioned in the OCP’s Low Density Residential 1 designation, however, as the developer worked with the site, it was found that the steep gradient was not compatible with a single-family building form.

Therefore, the applicant also applied for an Official Community Plan amendment from Low Density Residential 1 to Medium Density Residential, which supports a multi-family form:

Medium Density Residential

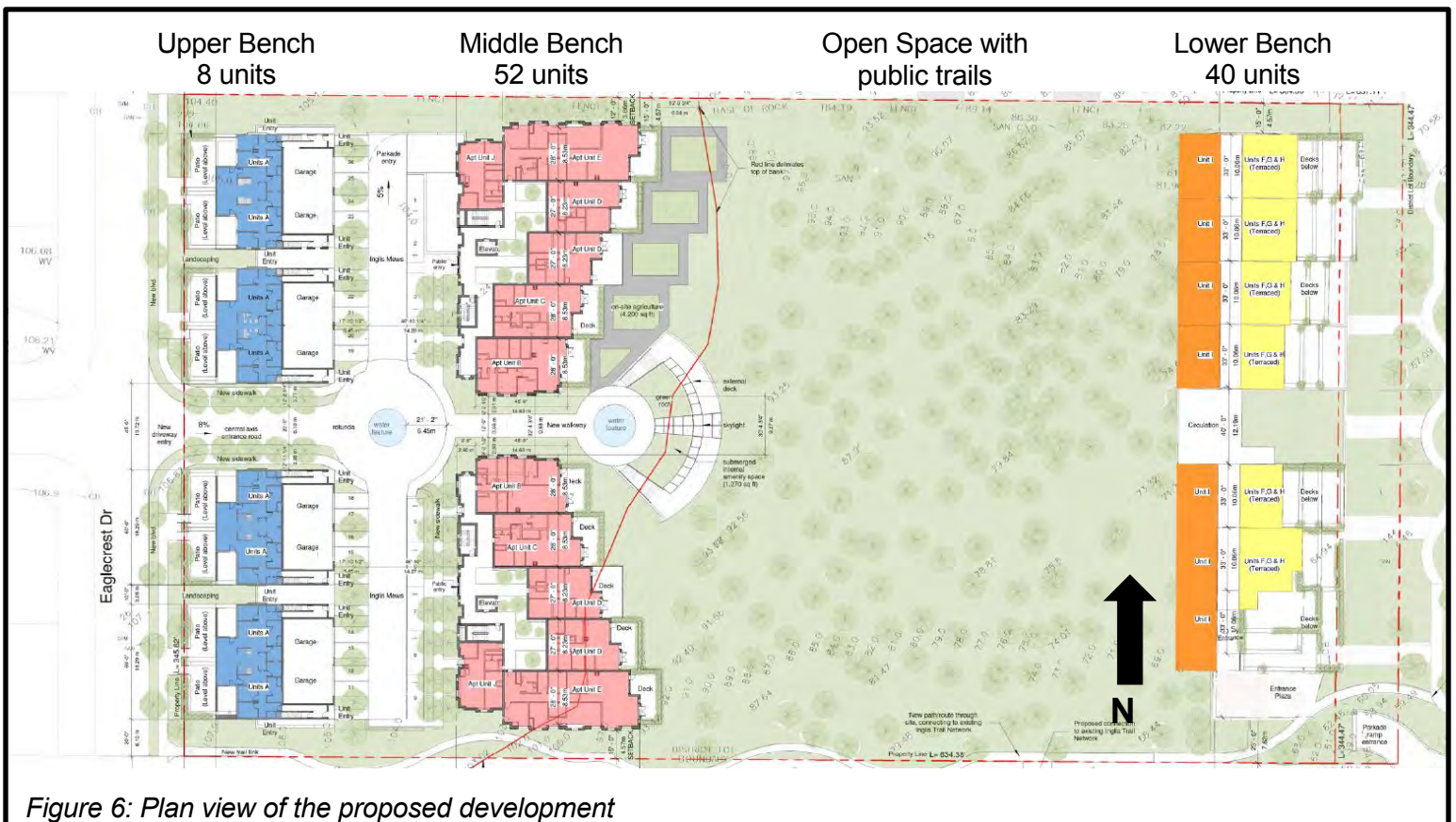
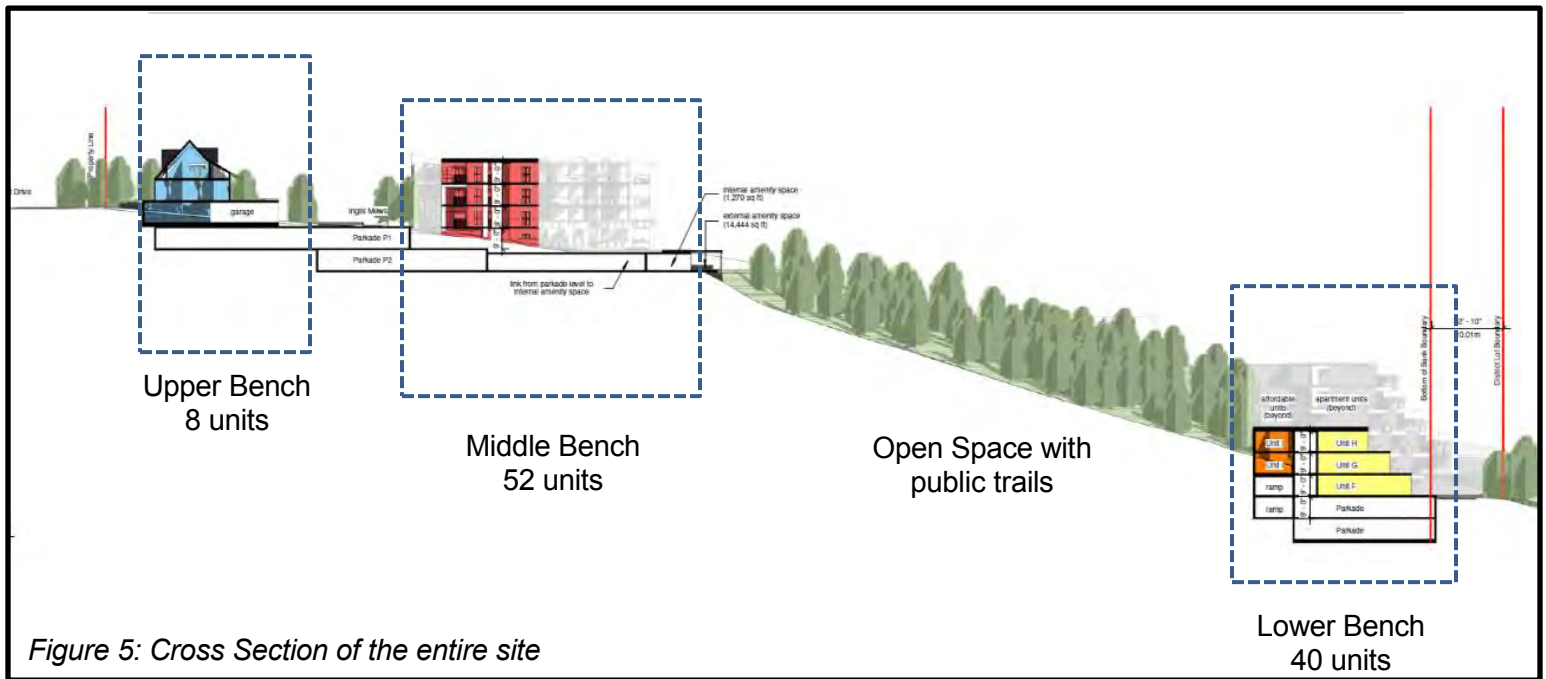
To permit townhouses, stacked townhouses and 2 to 4 storey apartments with a FSR of 0.7 to a maximum of 1.2 (generally between 40-75 units per hectare).

Due to the OCP and Zoning amendment, the form and character Development Permit designation will change from Development Permit Area Number 8 – Intensive Residential (used for Garden Suites, Large lot residential, Small Lot Cottage and Cluster Residential Zones) to Development Permit Area Number 4 – Multi –Family Land Uses.

Application Proposal

The current proposal looks to develop the site at 464 Eaglecrest Drive in three sections, see Figure 4:

1. 4 duplexes with 8 dwelling units fronting Eaglecrest Drive, mimicking the existing massing and form and character of the single family homes located on the opposite side of Eaglecrest Drive. (As shown in blue on Figure 5). 2 storeys high from Eaglecrest, while the grade provides for 3 stories high from the east elevation.
2. A 52 unit condominium complex accessed from Eaglecrest Drive (shown in red on Figure 5). 3 storeys high from the internal road, 2 additional storeys have been created into the slope below providing a total of 5 storeys on the east elevation
3. A 40 unit condominium complex accessed from Stewart Road/Winn Road (shown in yellow and orange on Figure 4). Graduation of 3 storey to 5 storey on the east elevation. Visually the building will be 3 storeys from the north property line, as the grade continues to rise. Staff note that for this building, the height increases as the building steps up the hill.



The architects have provided the following visualizations of the proposed development. Staff have provided information on each visual.



Figure 7 shows a visual of Eaglecrest Drive looking south. The proposed homes on the left will be 2 storeys from Eaglecrest Drive and 3 storeys at the rear. It is proposed that residents will have pedestrian access to the units from Eaglecrest Drive and vehicular access to their dwellings from the rear. 4 duplexes, with a total of 8 dwellings are proposed along Eaglecrest Drive.



Figure 8 shows a visual of Inglis Mews, a private road, which will be parallel to Eaglecrest Drive. This image looks from the Charman Creek lands towards the north. The left hand side of the image shows the rear of the duplexes which front Eaglecrest Drive. This visual shows the proposed 3 storeys and the garage access for the duplexes.

On the right is the middle bench of condominiums. From this viewpoint, you would see 3 storeys. The building is built into the gradient of the slope, and therefore underneath the building are two layers of underground parking. The height of the condominiums will be lower than the height of the duplexes.



Figure 9

Figure 9 provides a cross section of the middle condominium complex, looking towards the ocean. The image shows that from grade the property is 3 storeys high, with 2 storeys of parking underground. The building is also broken into two sections with a minimum of 32 foot / 9.8 metre separation between the buildings. This opening in the building will be in line with the driveway to the site, leading to a view point between the middle building



Figure 10

Figure 10 shows the drawing of the east/ocean side façade of the middle condominium complex. It should be noted that this elevation will mostly be seen in its entirety from within the site itself. The building form follows the topography of the site.

The left hand side is closest to the Charman Creek Lands and shows 6 levels of residences, with the lowest level housing 2 suites only. 3 of these storeys will be below grade from Inglis Mews. On the right hand side of the image, the building is 5 storeys high, with the lowest level housing 3 suites. Staff note that a berm is located along the north property line.

1- 2 levels of this side of the building will be located in part below grade, with the bottom storey below that of the existing landscaped berm, see Figure 11. This is highlighted in Figure 12 and Figure 13, showing that properties backing onto the north property line will see 4 storeys.

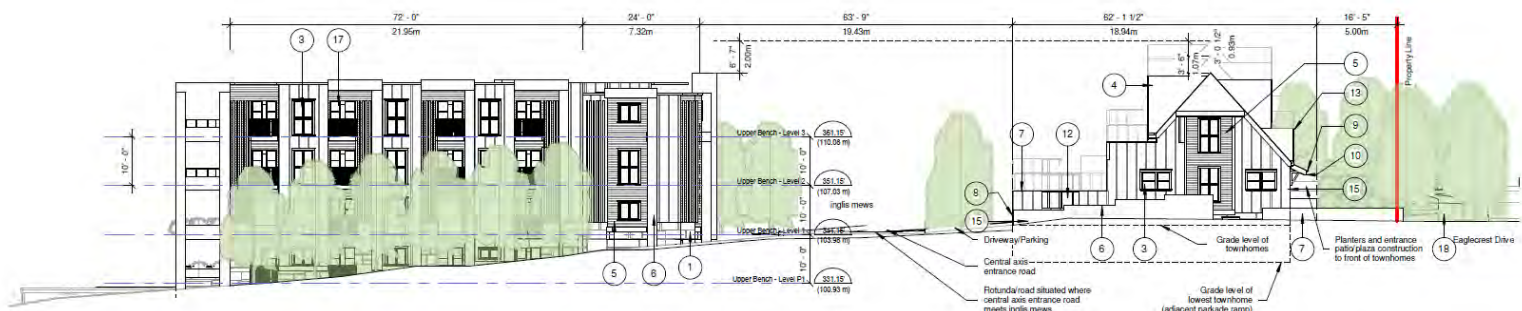


Figure 11



Figure 12

PARTMENT BUILDING ELEVATION VISUAL - CENTRAL AXIS



Figure 13

Figures 12 and 13 show a render of the northern portion of the middle condominium complex. Figure 12 shows that the number of storeys increase where the land steps down/ slope falls away, while maintaining the 3 storey height from behind.

Figure 13 shows the lowest storey will be constructed below the height of the existing berm.

Staff have annotated the images to show the existing berm which will be retained and the developer intends to construct a retaining wall and or stepped planters and lightwells to retain the berm. Figure 13 shows the neighbours view of the development. The developer has also noted that a tree survey will be conducted to the existing berm, to accurately assess the extent of the screening.



464 Eaglecrest: Existing North Boundary Photomontage

464 Eaglecrest: Proposed Photomontage

(Existing berm along the North boundary retained and maintained, with landscaped streetscape beyond)

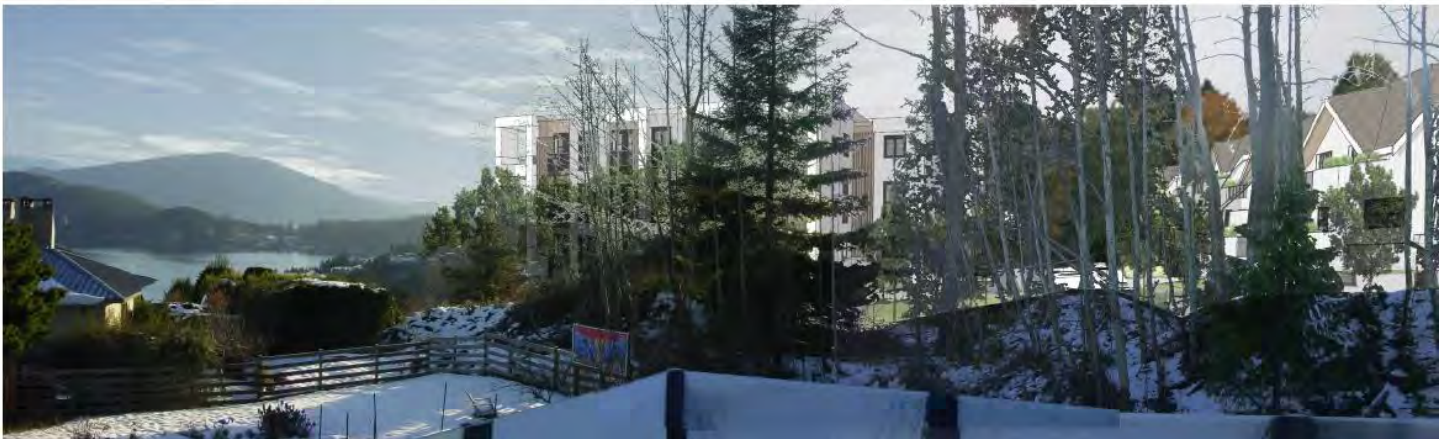


Figure 14



Figure 15

The Architects took photos from the decks of homes on Oceanmount Boulevard to show the impact of the development on the neighbouring homes. Figure 14 shows the existing view from a home backing onto the northern property line of 464 Eaglecrest Drive, and the view once the proposed development has been constructed. Staff note that this photo was taken in the winter, when the leaves have fallen from the deciduous trees. This visual indicates that the vegetated berm screens a portion of the north elevation.

The neighbours have asked that the existing berm, located on a 3m Right-of-Way on the property of 464 Eaglecrest Drive, be retained and therefore the vegetation on this berm, plus the landscaping required as part of the Development Permit application, will help to screen some of the impact of the development. Figure 14 shows a photo taken by the same neighbour during the summer months, this indicates that there will be a significant portion of screening from the vegetation.

Figure 16 show a visualisation from the perspective of Abbs Road near the School Trail. In the upper picture, part of the now demolished houses is still visible right above the houses at the end of the road. In the lower picture, the architect has overlaid the proposed middle building.



Figure 16



Figure 17

Figure 17 shows the lower condominium building and vehicular access from Winn Road. The image also shows the existing driveway for 776 Winn Road, which would be retained. The slope at this section of the property grades in two directions, with the south east corner of the lot at the lowest elevation. The gradient rises from the south to the north and therefore the architects have developed a design which will be between 2 - 4 storeys high, with a fifth storey, one unit wide at the most north side of the lot. One of the levels is proposed to be below grade as seen from the east.



Figure 16

Figure 16 shows that lower condominium bench is split into two buildings, similar to the middle bench. The massing of the building largely follows the grade of the slope.



Figure 20 shows the initial landscaping concept. The green space will be interspersed with trails which will be accessible from Winn Road, Eaglecrest Drive, the undeveloped Stewart Road extension and the Charman Creek Lands.

Resident garden beds

Cluster of existing and new trees, with yellow and additional shrub planting

Natural outdoor play area, terraced into slope

New amenity trail

Community park with table and bench (existing and new)

The terrace: cocking and bistro table area

Contra green space retained as natural amenity area. Ground level cleared and native planting augmented. Low grasses used to create open clearing

Decorative paving

Living stone water

Gravel foot

Patio amenity building: bar level, below water level above

Bridge

Peculiar stormwater ponds

Welcome point, with benches and interpretive information, view

Building entry area

Public viewing

Figure 20

OFFICIAL COMMUNITY PLAN AMENDMENT

Proposed Land Use Designation change

Section 5 “Land Use Designations” of the Official Community Plan, provides the overall framework for Council to consider rezoning applications. The Land Use Plan outlines all future land use designations and the table describes floor area limits and tentative densities for each designation. The 2015 update of the OCP revised the residential land use designations to provide building volume limits by pre-scribing Floor Space Ratio ranges.

Floor Space Ratio (FSR) is the ratio resulting from dividing the total floor area of buildings by the land area of a site. For example, a FSR of 0.5 for a single family lot of 700 m² (approximately 7534 ft²) would result in a maximum allowable floor area of 350 m² (approximately 3750 ft²).

Initial discussions between staff and the applicant focused on designing a development within the current OCP designation of Low Density Residential 1. The applicants began developing their concept to fit the FSR range of the Low Density Residential 1 Land Use Designation.

Through the review of initial designs, it became clear that this OCP designation allows for a significant volume through the FSR limits of 0.6 to 0.75. The FSR limits would result between approximately 77-96 units depending on the floor area per unit on the property. This unit estimate is higher than the anticipated dwelling per hectare ratio outlined in the Land Use Designation definition. Figure 21 provides an overview for both designations.

OCP Land Use designation	OCP's Floor Space Ratio range	464 Eaglecrest estimated units using FSR	OCP's indication of units per hectare	464 Eaglecrest estimated units using units/hectare
Low Density Residential 1 (current designation)	0.6-0.75	77-96 units	20-25 units per hectare	38-47.5 units
Medium Density Residential (proposed designation)	0.7-1.2	96-154 units	40-75 units per hectare	76-142 units
<p><i>Assumptions: 150 m² (approximately 1600 ft²) per unit inclusive of parking; full lot area available for development.</i></p> <p><i>Note: the current proposal for 464 Eaglecrest Drive has a FSR of 0.74 and a total of 100 units.</i></p>				

Figure 21

At the same time, the Low Density Residential 1 OCP designation outlines that development needs to have a “single-detached building form”. However, the current proposed building form cannot be considered to have the single-family character despite meeting the FSR limits for the designation. Staff felt that the current design of the proposed development would be more appropriate under the Medium Density Residential designation. Therefore, during the pre-application stage, the applicant was advised to update the design to reflect a single-family character or to apply for an OCP amendment to formally designate the site for multi-family development. The proposed Medium Density Residential designation could support the currently proposed multi-family character:

Medium Density Residential

To permit townhouses, stacked townhouses and 2 to 4 storey apartments with a FSR of 0.7 to a maximum of 1.2 (generally between 40-75 units per hectare).

Staff notes that the Medium Density Residential designation limits heights to 4 storeys. However, given the steep slope of part of the site, the current proposal includes some areas where the lower façade of buildings includes 5 or 6 storeys. Staff considered whether the High Density Residential designation should be assigned instead. However, in that scenario the FSR range would also be higher, and at first glance it seems that this would not be appropriate for this location which is adjacent to single family residential areas.

Staff recommend to review the current proposal under the Medium Density Residential designation. The number of storeys is something that needs to be further reviewed as part of the OCP amendment and the form and character Development Permit review process.

Designating new Medium or High Density Residential sites

Policy 9.3.5 of the Official Community Plan provides specific criteria for Council when considering whether to designate new areas to Medium Density Residential or High Density Residential. The Policy is listed below, followed by an item by item staff review and comments:

“Consider designating new areas to Medium Density Residential or High Density Residential based on the following criteria:

- where the proposed development will be compatible in character and scale with adjoining uses*
- where separation can be achieved through adequate setback distances and landscaped buffers on a site-specific basis from existing or planned lower density housing*
- within 1.0 km of parks, recreational areas and facilities, commercial and employment areas or public/institutional facilities*
- on sites that afford direct and convenient vehicular access so as to avoid generating excessive traffic on local streets*
- on sites where adequate community sewer and water services are available or can be provided by the developer” (Policy 9.3.5)*

Criterion compatibility character and scale

- *Where the proposed development will be compatible in character and scale with adjoining uses.*

Advisory Planning Commission advice

The proposed development has been to the Advisory Planning Commission (APC) twice, initially as a pre-application in December 2016 and a second time in May 2017 after the application was submitted to the Town. Minutes of both meetings are attached to the report.

The pre-application presentation was initiated by staff to seek early input on the concept and designs in December 2016. This type of pre-application presentation is occasionally arranged when staff feels that early input might help the applicant in understanding how a proposal may be received. The Commission provided comments and the applicant was encouraged to incorporate the suggestions when preparing the application for submission.

In May, the APC reviewed the current proposal. The May set of drawings package is attached to the report. A number of the pages summarize the changes in design between December and March. Through the discussion the APC appreciated efforts to maintain green space and the updated design. Some of the members expressed concerns related to colours and overall aesthetics. There were also questions, mainly around how the lower bench would access Stewart Road. The APC, provided the following recommendations to Council:

THAT a warmer/softer aesthetic be created through the use of colour, materials and design for the exterior facade design of the Inglis Mews Townhomes and through better integration with the Eaglecrest Drive Townhomes for Development Permit application DP-2017-09, 464 Eaglecrest Road.

THAT a more comprehensive visual presentation be developed in terms how the Lower Bench buildings of the exterior design of Development Permit application DP-2017-09 at 464 Eaglecrest Drive will integrate with the Stewart Road and Lower Gibsons area, so that one may better understand the community impact this portion of the design may have, and how vehicle and pedestrian traffic will access the site.

Staff Comments

Throughout the review process to date, staff has worked with the applicant to address architectural style. Earlier in the process, the architect tried to maintain a single family character for the middle building, however it turned out to be challenging to apply such a character to the 4 – 5 storey façade on the lower side. Instead, the architect has now selected a modern style for the middle and the lower buildings. This has improved the overall look, however, in staff's view the buildings are still quite large and in combination with the modern style creates a more urban character, which does not entirely fit with the OCP's guidelines for multi family development that require "a small town character".

The scale or massing of the building is an item of concern in staff's view. The middle buildings do modulate "horizontally" in the sense that the building steps forward from the centre toward the sides. However, the flat, continuous roof line and overall size of the building creates a fairly large mass.

This does not fully address design guidelines related to: avoiding unbroken ridge lines; roof forms to have a sloped appearance; buildings not to be much larger than surrounding buildings.

Criterion setbacks / buffers

- *Where separation can be achieved through adequate setback distances and landscaped buffers on a site-specific basis from existing or planned lower density housing*

Staff note that the proposed building forms along Eaglecrest Drive echo the existing homes. The current site plan shows 4 duplexes along Eaglecrest Drive. These duplexes buffer the existing single family homes on Eaglecrest Drive from the increased density of the condominiums behind. This is an appropriate and effective transition for the project.

The middle bench condominiums range in height from 6 storeys on the south side, to 5 storeys on the north side when looking from the ocean side (see also Figures 10 and 11). According to the architect, the north side façade is 3-4 stories from the top of the current berm. The applicant has stated that an approximate 3 m (approx. 12 ft) buffer of planting and berms would be retained and (re)planted which is meant to reduce the visual impact of the building. However, after site visits staff find that the transition from 4 stories to the neighbouring 1 and 2 storey single family homes significant. This way, the design does not address a design guideline that requires roof lines to step down at building ends.

Staff have recommended that the developer create a 3D computer model of the proposal so that staff can further review the impact of the development on neighbouring properties.

The lower bench condominiums are fairly close to the single family properties to the north (Oceanmount Lane residences) with a setback of 4.57 m (approximately 16 ft) and 20 m (65 ft) to the east (Abbs Road residences). Staff is awaiting the results of the 3D model to further review this.

On the east side the setback and buffering is much better, provided the full width of Stewart Road is maintained. The underground parking helps to create a pedestrian frontage along Stewart Road along the east property line and reduces the mass of the building. This aids the transition back to the detached homes along Abbs Road.

Criterion proximity to public use and employment areas

- *Within 1.0 km of parks, recreational areas and facilities, commercial and employment areas or public/institutional facilities*

The property sits adjacent to the Charman Creek lands with forests and trails. Sunnycrest Mall is within 1.0 km from the upper bench of the site and Gibsons Landing (School Road) is approximately 650 metres from the lower bench. The property location is strategically and conveniently located and would enable residents to access both Upper and Lower Gibsons with relative ease.

Criterion traffic implications

- *On site that affords direct and convenient vehicular access so as to avoid generating excessive traffic on local streets.*

A preliminary traffic engineering review has been completed for the development. The review noted that the proposed development is forecast to 42 vehicle trips for the entire site during the weekday morning peak hours, and 52 vehicle trips for the entire site during the weekday afternoon peak hour. The traffic review author states “this is equivalent to an average of 1 vehicle movement every 1.1 minutes, which from a traffic engineering point of view is not significant.”

Staff note that the design hour of analysis for traffic impact studies on the Sunshine Coast is the Friday afternoon peak hour, which is when traffic volumes are usually their highest. This is due to commuters returning home, local shopping trips, and weekend visitors arriving for the weekend from the 3:30 pm ferry from Horseshoe Bay.

The threshold of BC Ministry of Transportation and Infrastructure’s requirement for determining when a development triggers a formal traffic impact assessment is necessary is when a site generates 100 or more vehicles during the design hour. The proposed development does not meet this requirement as the maximum volume is 52 vehicles. The traffic review states that “this confirms that the site generated traffic volumes for the site are negligible and any traffic impacts associated with this development would be localized to just the site access.”

The traffic review does not reflect on current traffic numbers. Staff did a cursory review of the number of homes in the adjacent areas. In the upper area of Shaw Road, O’Shea and west of School Road there are at least an existing 250 residences that rely on Shaw, O’Shea and School Road to access other parts of Town. The upper bench would add approximately 60 residential units to this area. For the lower area staff counted at least an existing 300 residences along Abbs, Winn, Steward and South Fletcher Roads. The lower bench would add approximately 40 residences. Overall, it appears that the project would add 20% more homes to the adjacent areas. In this context, an increase in traffic would likely be noticeable.

The traffic impact of the project’s 100 dwellings is distributed throughout the area due to the provision of two entry points, the gradient of the site, and the lack of connecting through-road on the site. The two entrances at the higher bench, and lower bench, will aid in the traffic impact of the site as a whole, as the traffic will be dispersed between Eaglecrest Drive and Winn Road. Staff will further review the traffic report and consider requesting additional information to verify whether current and future traffic would result in congestion or safety concerns.

Criterion availability of sanitary and water services

- *On sites where adequate community sewer and water services are available or can be provided by the developer.*

The property will be connected to the Town’s existing sewer and water services. On this criterion the project offers cost savings to the Town. By connecting 100 residences to existing services without substantially adding additional new infrastructure, the cost per household for all Town residences would be relatively lower because of an additional 100 new subscribers to these Town services.

Staff conclusion criteria new Medium / High Density Residential sites

In conclusion, staff provides the following observations for Council's consideration with regards to the five criteria of Policy 9.3.5:

- The proposal received mixed reviews regarding its compatibility in character and scale with adjoining uses. The APC has recommended to further review the aesthetics. Staff has identified concerns regarding the style and regarding the scale of the middle building;
- With regards to adequate setback distances and landscaped buffers the APC has not provided specific recommendations but could be asked for follow up advice. Staff has identified concerns regarding the middle and lower buildings and their relation to the existing single family areas to the north;
- The site is well within 1.0 km of parks, recreational areas and facilities, commercial and employment areas or public/institutional facilities;
- The site, having two accesses for two distinct sections of the development appears to be well placed to avoid generating excessive traffic on local streets. However, further information could be requested with regards to actual current traffic levels and preferred routes through the community as the increase in units would appear to create a noticeable increase;
- The site has direct access to existing community sewer and water services.

ZONING BYLAW AMENDMENT

The following section of the report is limited to providing only highlights of other aspects of the development proposal. These items are still under discussion and review and will be dealt with in more detail once the form and character discussion has been addressed.

The current zoning for the property is Single-Family Residential Zone 1 (R-1), which allows for one single family home with a secondary suite on a lot. The minimum lot size for the R-1 zone is 700m². The applicant explored a conventional single family subdivision of the property (see Figure 22). However, the applicant concluded this would result in an undesirable subdivision with less than 10% green space.

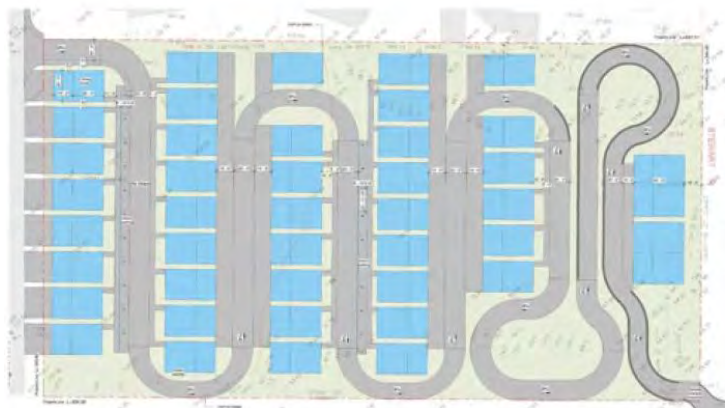


Figure 22: Single family subdivision outline as explored by the applicant.



Figure 23: Proposed footprints and open space as per application

Through rezoning the property as proposed with the current site plan, the applicant has stated that they will be able to retain approximately 58% green space in the middle of the lot, which is also the steepest section of the property.

Staff propose that a Comprehensive Development Zone (CD Zone) would be the most effective way to regulate the proposal. Applying one of the existing Multi Family zones from the Zoning Bylaw is not attractive as it may increase the number of allowable units beyond 100 up to 175. Moreover, under a regular zone there would not be any guarantees regarding the central open space. In contrast, a Comprehensive Development Zone (CD zone) would be tailored to the site, specifying building footprints, floor area, heights, number of units, affordable housing requirements, setbacks, etc. A separate Development Permit would control the specific form and character details of the buildings. A CD zone for the site can be developed once the overall massing and footprints are confirmed through the review process.

Affordable Housing and Community Amenities

The purpose of Council Policy 3.14 is to enable Council to request as part of any new residential rezoning, funds towards or the provision of community amenities and affordable housing. Community amenities are defined as improvements to parks, public spaces, and community, social and cultural services that offset the impact of the proposed development and that benefit the community at large. Residential rezoning applications that result in the creation of 10 or more residential lots or multi-family housing units are encouraged to either provide community amenities on or off site, or contribute to the community amenity reserve fund.

Affordable Housing

Affordable Housing is defined as units which meet the needs of households in the Town of Gibsons whose income falls below the median income levels at rates that are no higher than 30% of the gross household income. Council Policy 3.14 was updated in 2016 and outlines sizes and price points for different types of affordable ownership units.

The current application package includes a commitment for 14 affordable ownership units on the lower bench. Staff are currently in discussions with the developer to determine the price point, size and how these units could be managed. Policy 3.14 states that a one bedroom condo should be at least 800 square feet, with a sale price of up to \$160,000. The developer's drawings currently show that the units would be around 496 square feet, with a suggested sale price of around \$250,000. The difference in price point is based on different assumptions of construction costs and how they would be allocated to the affordable housing units. Another option being explored is a cash contribution, possibly based on a land economist analysis. Staff and the applicant are still in discussion regarding an updated proposal that would meet the Council Policy more closely.

Community Amenities

The site plan includes a large portion of green space that would connect to the Charman Creek Lands forest and trails. The developer has stated that the walkways through the greenspace on-site would be provided as a community amenity to the community as a whole. These walkways would be made public through an agreement with the Town to dedicate a pedestrian Right-of-Way. The maintenance of the greenspace would remain with the developer/Strata Council. Staff and the applicant are still in discussion regarding a more detailed proposal.

The central green space would be partially retained and partially replanted with new plants and smaller trees. There would also be some meadow areas and terraced stormwater ponds. Seating, interpretative element and pathways would be provided. At the rotunda between the two middle buildings a prominent view point would be created over top and around the amenity building (Figure 24) for the development.

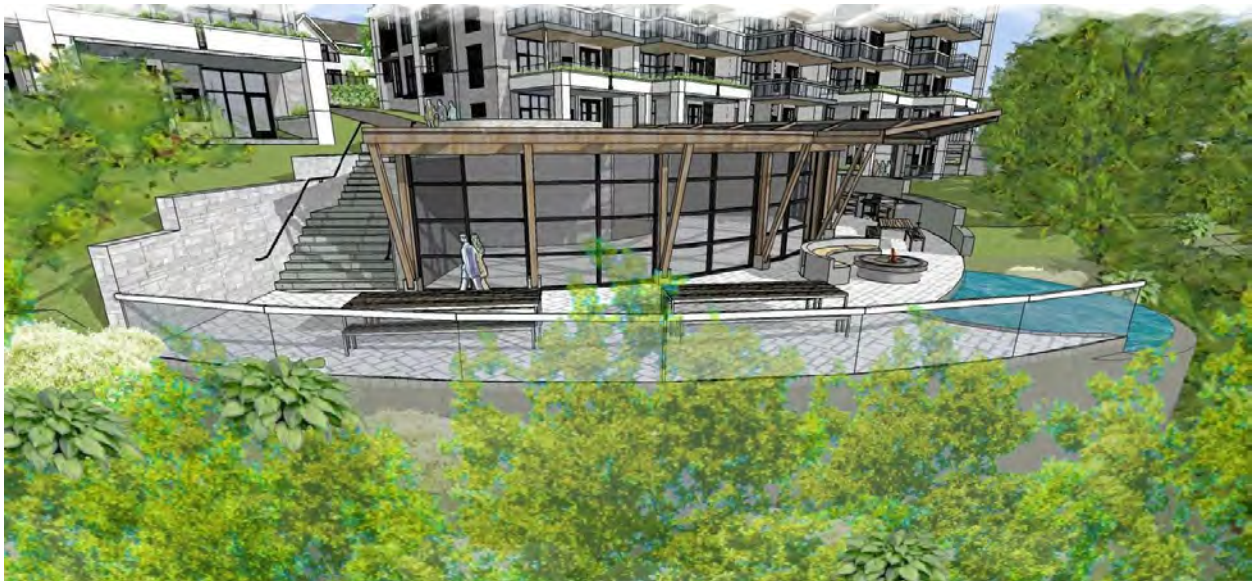


Figure 24

Stewart Road Purchase Request

The property owners are considering to request the Town to consider selling a portion of the road dedication of Stewart Road. The area in question is shown in Figure 25. The existing paved Stewart Road dedication is 10 metres wide, this distance widens and extends to a width of 20 metres along the east frontage of 464 Eaglecrest Drive before decreasing again to 10 metres. The property owners have asked to purchase 10 metres of the road dedication to align with the existing property lines. The total area is approximately 1050 m² (approximately 11,300 ft²). The proposed new property line is shown as a dotted green line on Figure 25

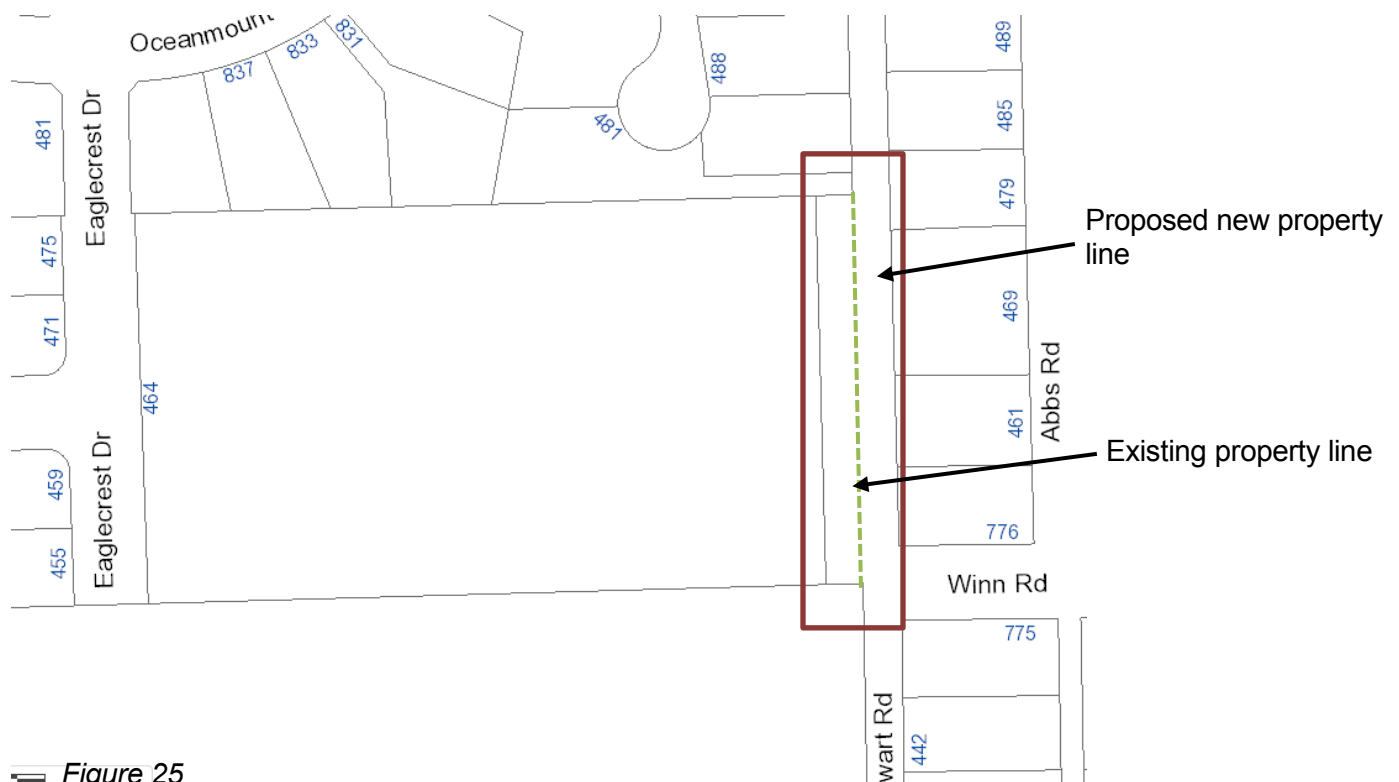


Figure 25

Figure 26 shows that the developers would use the requested road dedication for the driveway and entrance to the underground parking lot as well as for decks for two residential levels at the north property line.

Staff hasn't review the request for a road closure or exchange in detail yet. On the one hand the proceeds of a sale could benefit the Town. On the other hand, the area may be retained by the Town to maintain a larger buffer between the project and existing single family homes on the east side of the property.



Figure 26: Image showing the building extent which is currently designed over the property line (shown in red)

COMMUNICATION / CONSULTATION

OCP Amendment consultation needs

The requested change to the OCP would result in a change in the long term plans for this site. Changing an OCP triggers the need to consider referrals to certain external agencies (see below). Similarly, it triggers a need to inform the community members about the proposal.



Figure 27: Participation Continuum from the Town's Public Participation's Toolkit

For the current application staff is suggesting the communication strategy should be aimed at the "Involve" level. This means public input will be collected to improve the design. This would require further community involvement through a public meeting, and before Council decides whether to support changing the OCP for this site.

Statutory consultation requirements OCP amendments

Under the Local Government Act Council is required to consider the consultation opportunities for the OCP amendment. The amendment is for one property only and of limited scope, and this has been reflected in the consultation process. The proposal has already been referred upon receipt to the Ministry of Transportation and Infrastructure, both the Town of Gibsons Engineering and Building Departments and Gibsons Volunteer Fire Department

Staff suggests that the Sunshine Coast Regional District, Squamish Nation, School District No. 46, and other provincial and federal governments do not need to be consulted in regards to the proposed amendments.

Public information meeting by developer, March 2017

The applicants organised an information meeting / “workshop” for interested residents on March 1, 2017, before the application was submitted to the Town on March 21st. The developer’s invitations were mailed to residents on Eaglecrest Drive, Oceanmount Boulevard and Lane, a portion of Stewart Road, Winn Road, and a portion of Abbs Road. The developers presented a summary of the proposed application and the design details that were available at the time.

Approximately 110 households and other interested parties (including realtors and the Chamber of Commerce) in the surrounding area were invited to the information meeting by the developer. Approximately 80 people signed in during the meeting and approximately 33 people filled out a feedback form. A sample of this form has been attached to this report (at the time of writing of the report the Town did not have the resources available to provide an anonymized copy of the submitted forms). A cursory review by staff revealed overall support (27 agreed or strongly agreed) for the form and character that was presented in March 2017. When asked regarding people’s preferences regarding flat or pitched roofs, 24 preferred pitched roofs as opposed to 4 people indicating a preference for flat roofs.

Bylaw required notification

Since early April 2017, two Development Notification Signs have been placed on the subject property with the information regarding the application for Zoning Amendment, as required under the Development Applications Procedures Bylaw 1166. This sign will be updated to include future meetings including the Public Hearing date and time, when arranged.

Some of the application materials have been made available for interested persons to view at the front counter of Town Hall in the Current Developments binder, as with all development applications.

Further consultation and review process

Given that some of the design materials have only become available in recent weeks, staff is recommending to request the APC to further review the proposal. The provision of a 3D computer model would be very helpful to further evaluate the proposed form and character. Moreover, given that some neighbourhood concerns have been sent to Council, it would be important to present the current design and details at a follow up meeting with the neighbourhood for consultation. Given the increased interest in the application, staff will also create a webpage on the Town of Gibsons website which will provide information on the application, the review process and next steps. Figure 28 summarises the process steps.

Process for OCP and Zoning Amendments and Development Permit	Date	Status to date
Pre-application meetings	Prior to March 21, 2017	Complete
Pre-application Advisory Planning Commission	December 2016	Complete
Applicant's Information Meeting / Workshop	March 1, 2017	Complete
Submission of Application	March 21, 2017	Complete
Referral to internal and external agencies	March 31, 2017	Under review
Application to Advisory Planning Commission	May 19, 2017	Complete
Staff report to Committee of the Whole	July 26, 2017	In process
Public Information Meeting		Pending
Follow up review by Advisory Planning Commission		Pending
Finalized Design Submission		Pending
Draft Bylaws to Council Endorsement of Form and Character Review of Affordable Housing / Community Amenities		Pending
First and Second Reading of Bylaws Setting of Public Hearing Date		Pending
Public Hearing		Pending
Third Reading		Pending
Sign off from Ministry of Transportation and Infrastructure		After 3 rd Reading
Adoption of Bylaws		Pending
Registration of Covenants		Pending
Authorization of Development Permit for Form and Character		Pending

Figure 28

Next Steps

Staff and the applicant will continue to work on the proposal and review, specifically on the following key items:

- Consultation Meeting
- Form and Character
- Affordable Housing and Community Amenities
- Zoning Bylaw
- Traffic Study review
- Other topics to be determined

RECOMMENDATIONS / ALTERNATIVES

Staff's recommendations are listed on page 1. Individual recommendations could be left out if Council feels they are not warranted.

Additionally, Council could also consider the following options:

To request changes to the current proposed massing in relation to surrounding areas:

THAT Council request that the applicant work with staff towards a revised design of the buildings for 464 Eaglecrest Drive with a more gradual transition in terms of number of storeys and / or setbacks at the north and east sides of the site in relation to the surrounding single family residential areas;

To indicate a preference for a revised architectural style:

THAT Council request that the applicant revise the current architectural style of the buildings by making the design less urban in nature (for example by using pitched or sloping roofs);

To request more information regarding traffic impacts:

THAT Council request that the applicant provide additional information regarding the traffic impact in relation to existing traffic levels and route preferences, comparing existing levels and anticipated growth with the expected traffic resulting from the development proposal for 464 Eaglecrest Drive.

Alternatively, to indicate opposition to the currently proposed re-designation from single family to multi family uses:

THAT Council deny the request for an OCP amendment and encourage the applicant to revise and reduce the scope of the development plans to fit within the current single-family OCP land use designation of Low Density Residential 1.

Respectfully Submitted,



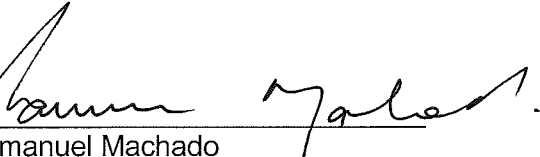
André Boel, RPP
Director of Planning



Katie Thomas
Planning Assistant

CHIEF ADMINISTRATIVE OFFICER'S COMMENTS:

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



Emanuel Machado
Chief Administrative Officer

ATTACHMENTS

1. Proposal summary APC meeting (May 2017)
2. Drawings submitted July 2017 (after APC)
3. Drawing package form and character May 2017 (APC version)
4. Advisory Planning Commission minutes May 2016
5. Advisory Planning Commission minutes December 2016
6. Flyer and feedback form applicant's information meeting March 1, 2017