



STAFF REPORT

TO: Council **MEETING DATE:** May 17, 2016

FROM: André Boel, Director of Planning **FILE NO:** 3220-20 Gower 377-385
Odete Pinho, Planning Consultant DP-2013-01

SUBJECT: Development Permit Area No. 5 Form and Character (DP-2013-01) for George Hotel and Residences

RECOMMENDATION(S)

THAT the staff report regarding the George Hotel & Residences Development Permit for Form and Character (DP-2013-01) be received;

THAT the Mayor and Corporate Officer be authorized to issue Development Permit for Form and Character (DP-2013-01) for the George Hotel and Residences.

PURPOSE

This report provides Council with the Development Permit for form and character (DPA No. 5) for Council's consideration. The proposed building and landscape design submission for the George Hotel & Residences has been updated by the applicant's architect, Omicron and landscape architect PMG (attachment A). DPA No. 5 provides building and landscape details on how the site will ultimately be constructed in a manner that is consistent with the Official Community Plan guidelines. Once the DPA No. 5 is granted, future construction on the site would be required to substantially conform with the designs and conditions contained in the development permit.

ATTACHMENTS

Appendix A: George Hotel and Residences Design and Landscape package, by Omicron, dated May 6, 2016.

Appendix B: Staff Report to Council (without attachments) dated March 25, 2014.

Appendix C: Proposed Permit DPA No. 5 for Form and Character – George Hotel & Residences.

BACKGROUND

Process to Date and Next Steps

In February 2013 Klaus Fuerniss Enterprises Inc. submitted a rezoning application and development permit applications for the proposed "George Hotel and Residences". The George Hotel received Council approval of the requested Official Community Plan and Zoning amendments on October 6, 2015 (R2015-330 and R2015-331).

In advance of proceeding with the development, the George Hotel and Residences is required to obtain several development permits. Relevant Development Permit Area requirements include:

- DPA No. 1 Geotechnical Hazards – review by staff, before Building Permit;
- DPA No. 2 Environmentally Sensitive Areas – review by Council for any proposed significant environmental enhancement ahead of the Building Permit; review by staff for any investigative works or demolitions near or on the foreshore;
- DPA No. 9 Gibsons Aquifer – review by staff before Building Permit or before any drilling or excavation;
- DPA No. 5 Harbour Area Form and Character – by Council, see this report.

This report summarizes the proposed DPA No. 5 for Gibsons Landing form and character exclusively. Other development permits and other required pre-development review processes will be addressed by staff or in future reports to Council.

Advisory Planning Commission Review

The Advisory Planning Commission (APC) reviewed the form and character of the proposal in November 2013. Based on recommendations provided by the APC, the applicant modified the design and submitted revised plans to the Town.

Council received a staff report regarding the form and character of the George Hotel and Residences on March 25, 2014 (at Committee of the Whole). At that time, the report outlined how the applicant addressed the recommendations from the APC. A summary of changes to facades, design details and waterfront walkway were presented. Council also received the results of form and massing visualizations of the proposed buildings produced by an independent third party consultant. A summary of how the proposed development aligns with the design guidelines in the OCP's Harbour Area Plan was included. The March 25, 2014 staff report is attached as Appendix B, for reference.

The following motion was adopted by Council on April 1, 2014 (R2014-111):

THAT the updated form and character for the George Hotel & Residences be endorsed and that the updated design be used to inform the drafting of a zoning amendment bylaw.

and motion R2014-112:

THAT staff draft a Development Permit for Form and Character for Council's consideration after successful completion of the proposed zoning amendment.

Geotechnical Review - Form and Character Implications

Since Council's resolution on April 1, 2014, further design changes were made in response to geotechnical recommendations made by the applicant's consultant, Horizon Engineering. Council received staff reports regarding further design changes on May 12, 2015 and on July 28, 2015. At the July 28, 2015 meeting a summary of changes made in response to measures for protection of the Gibsons aquifer (aimed at reducing site excavation) and for the expected sea level rise (establishing flood construction levels) were presented. Additional design details were provided regarding the Gower Point Road entrance to the Plaza, the marine restaurant and the waterfront walkway.

The following motion was adopted by Council on July 28, 2015 (R2015--298):

THAT the staff report regarding "George Hotel and Residences – design changes in response to geotechnical report" be received;

AND THAT the additional form and character design details by Omicron, dated July 20, 2015 be endorsed for inclusion in the future form and character development permit (DP-2013-01) for the George Hotel and Residences.

OCP and Zoning Bylaw Changes Approved

The George Hotel and Residences received Council approval of the requested Official Community Plan and Zoning amendments on October 6, 2015 (R2015-330 and R2015-331).

The OCP amendment allows for an increased number of storeys specifically for this site. Instead of the regular 1 – 2 (high side), up to 3 – 4 storeys (low side), this site now allows for up to 7 storeys (for residential use) and up to 8 storeys (for hotel use).

The adopted new zoning (CDA-2, amended M-1 and PRO) regulates how the property can be used, the type and size of buildings that may be constructed and the required parking for vehicles and bicycles. The zoning fixes development requirements for the buildings maximum height, permitted uses, parking requirements and allowable density (floor area limits).

DISCUSSION

Development Permit No. 5 Gibsons Landing Form and Character Guidelines

Council's role is to review the character of the project under the DP guidelines outlined in the OCP's Development Permit Area No. 5 Gibsons Landing. The intent of the guidelines is "fostering design that retains, reinforces and enhances the character of the Harbour Area while providing for improvements and change."

Appendix A includes the George Hotel and Residences Design and Landscape package, prepared by Omicron and PMG. The following summarizes how the proposed design addresses the applicable form and character guidelines:

Building scale and massing

The guidelines call for designs that are pedestrian oriented and with building façades that step back from pedestrian routes. Variation in roof heights is encouraged and the design should address uphill views. The guidelines call for the use of wood, composite wood and metal roofing on buildings over two stories.

In terms of massing, the buildings are a six-storey hotel and a five-storey residential building on top of two levels of underground parking as seen from the Gower Point Road side. On the waterfront the hotel measures eight storeys and the residential building seven storeys. The buildings step back as the height increases. The size of the buildings has been reviewed as part of the rezoning process. The height and mass will result in a significant change for the area, but within the limits established through the OCP and Zoning Bylaw amendments. The building height is further discussed in the next section of this report, under 'Conforming with Zoning Bylaw and Other Requirements'.



Figure 1: Overview building design Gower Point Road façade (does not show current clam-shaped roof parapets) (drawing A0.0.0)

The building façades step back from adjacent public areas (Gower Point Road, Winegarden Park, future waterfront walkway). A more detailed evaluation was provided in the staff report dated March 25, 2014. The combination of different colours and materials on the buildings exterior facades, creates visual interest and breaks up the mass of the building. The building design uses the following materials with warm tan, brown, grey and blue/green accent colours:

- Fibre cement board and batten siding and shingles,
- Corrugated metal cladding,
- Wood entry doors,
- Bronze metal window frames,
- Steel and metal,
- Metal fin details – cedar coloured.

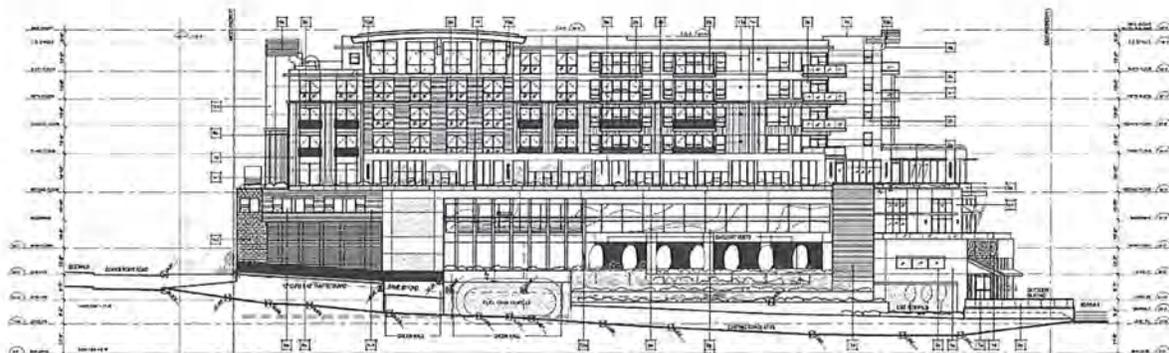


Figure 2: Hotel south elevation showing variation in material and landscape elements (drawing A9.0.1)

The waterfront restaurant is to use fibreboard cement, cedar coloured shakes, and metal cladding. The pier main deck has guards with a mixture of wood, glass and steel cables to evoke a marine spirit. These materials fit in the existing Gibsons' waterfront marine context. The structure for the pier requires environmental and structural reviews prior to final selection of materials. If it is determined that the pier needs to be concrete for environmental and structural reasons, the colour will be such that it suits the surrounding area and be integrally coloured rather than painted.

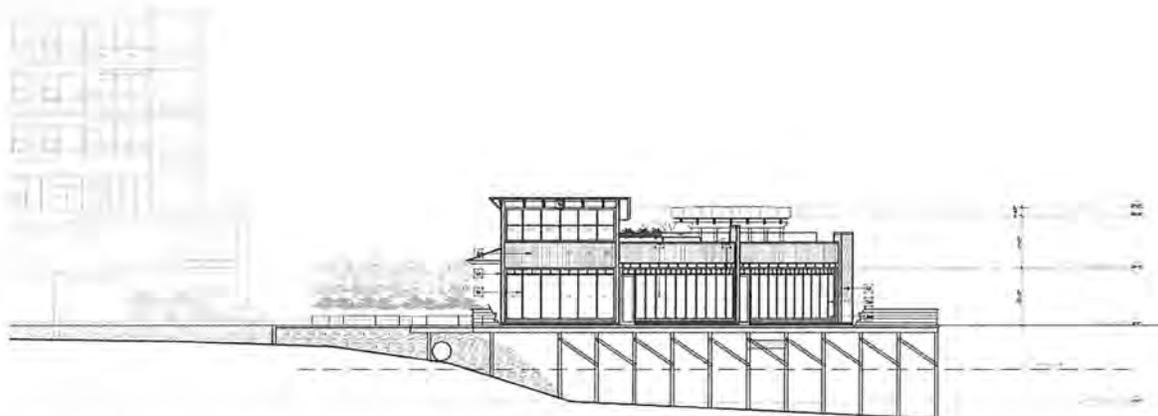


Figure 3: View of waterfront restaurant south elevation (drawing A9.0.6)

View Protection and Corridors

The design guidelines call for protection and consideration of views of the harbour and landforms beyond, as key to the character of the Harbour Area. Where height restrictions of Part 5 of the Zoning Bylaw are not followed, a view analysis is required. An unobstructed view corridor, at least 3 m wide every 30 meters, should be provided.

The design replaces the current Winn Road with a public pedestrian walkway maintaining a wide (12 - 16 meter wide, 40 - 54 ft) view corridor over the centre of the site (see also L1). In staff's opinion this single and wider corridor is preferable rather than requiring two separate narrow view corridors over the site. The process of realigning Winn Road (with a closure and exchange process) will be presented in a future report(s) to Council.



Figure 4: View corridor over the centre of the site (note, does not show current roof parapets) (drawing A9.0.2)

As part of the March 2014 review by Council an independent visual assessment was completed for six viewpoints with overlays of the building massing model on photos. The results were presented in the March 2014 staff report (Appendix B). Staff note that the site elevations have since been adjusted and the plaza level will increase by 6 to 7ft, as per the geotechnical findings presented to Council on May 12, 2015 and July 28, 2015. However, the current building massing remains very similar to that used in the modelling in 2014.

Part 5 of the Zoning Bylaw no longer applies to the site. Instead the OCP outlines a maximum number of storeys and the Zoning Bylaw (CDA-2 zone) identifies the maximum height (see next section of this report 'Zoning Bylaw Conformance').

Terracing

The guidelines outline that natural site contours be followed and, where retaining walls are required, that they be treated as important design features.

The buildings do not follow natural site contours except through stepping back of the upper floors adjacent to the new waterfront walkway. Retaining walls and blank walls are included in the design and they are treated with a variety of surfaces including landscaping, wood and metal to create variety and visual interest.

Roofs and roofing materials

The guidelines describe the desire for sloping roofs, roof articulation with architectural features, design that reduces view impacts.

The rooflines are designed with a combination of clam-shaped parapets and green roofs using metal, gravel and vegetated roof materials. The roofs are gravel covered with some sections for

Daylight and Sunlight

The guidelines call for adequate access to daylight and sunlight.

A shadowing analysis was submitted and presented to Council in the staff report of January 2014. In June shadow impacts are very limited, only affecting a narrow strip adjacent to the site. In September and March shadow impacts result in up to 25% of the park shaded in the afternoon. In December shadow impacts at noon cover approximately 30 – 40% of Winegarden Park.

Streetscape

The guidelines outline streetscape elements that reinforce character and sense of place, and includes welcoming street furniture, marine articles / a clock, beach elements (driftwood) and stone retaining walls.

The landscape design includes pebbled paving, use of rock and plantings, seating (see also L1, L2, L3, L4, L5). At the waterfront the design includes a clock structure at the base of the stairs. The Gower Point Road façade has been updated in 2014 following APC recommendations. More recently, following the results of the geotechnical review, the façade was updated to reflect an increase elevation of the level of the Plaza. From Gower Point Road the Plaza is now approximately 1.80m (6 ft) higher. Although some individuals will not be able to look over the Plaza from Gower Point Road this is a necessary change in order to protect the Gibsons Aquifer.

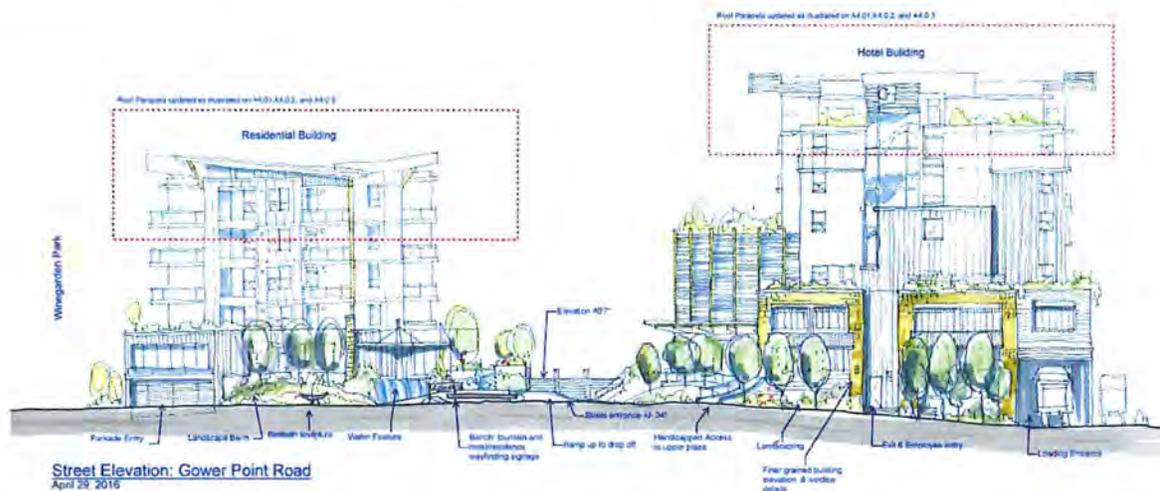


Figure 7. Gower Point Road streetscape (drawing A9.0.3a)

The pedestrian walkway is located through the centre of the site, which maintains and improves the current access through Winn Road. Along the waterfront new access is provided by the proposed walkway and pier. The waterfront walkway would solve a key missing link in the envisioned waterfront walkway. A seawalk café, retail space, and the restaurant on the pier provide a range of uses as possible pedestrian destinations. Landscape elements, water features, consistent concrete surfacing and wood elements at the waterfront are combined to create a diverse and attractive pedestrian environment. See also under *Streetscape*.

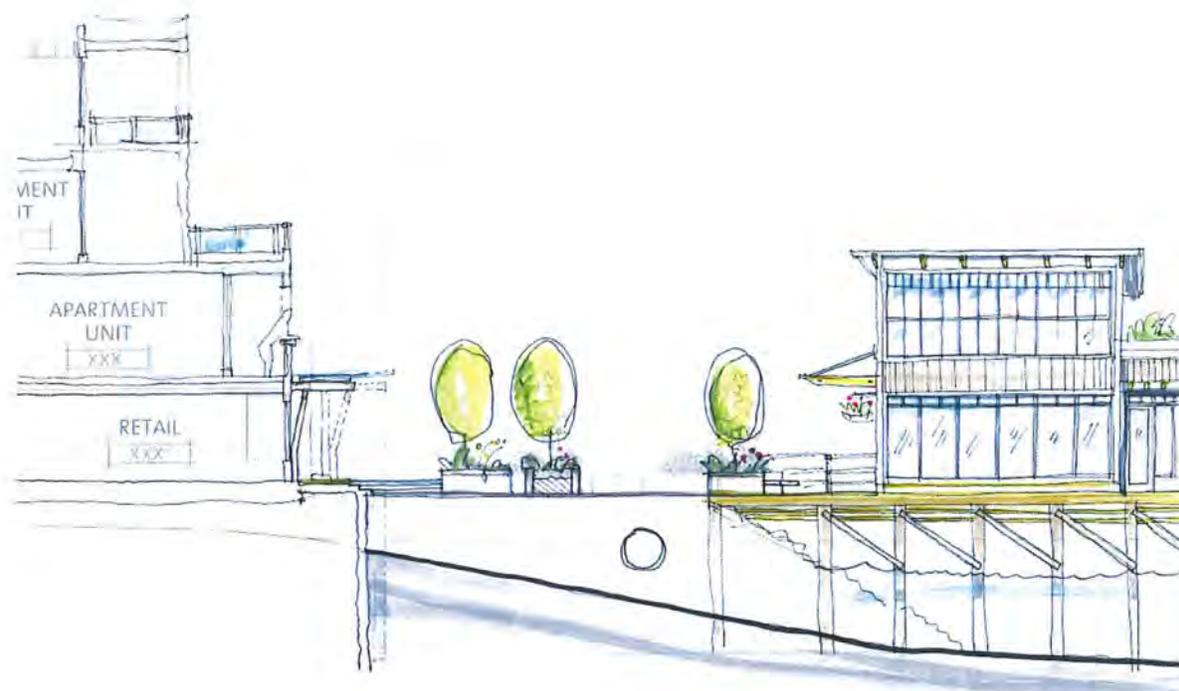


Figure 9: Cross section showing waterfront walkway and adjacent uses (drawing A9.0.3c)

Planting

The guidelines call for retention of mature trees and the use of planters with seasonal flowers.

None of the existing trees on site will be retained. The plan proposes new perennial trees and shrubs that are adapted to tolerate lower water demands (once established) and the use of seasonal planter features at the entrance, along the plaza walkway, the waterfront walkway and in upper deck areas. Climbing vines are proposed for the south-facing wall to act as a landscape buffer.

Three water features are proposed for the site. The Gower Point entrance circle proposes a circular water feature surrounded by integrated seating and vegetation. A 'waterfall' feature is proposed in front of the residences building at the port cochere driveway. Finally, a water feature is along the plaza steps, connecting to the waterfront walkway, a stepped waterfall with pond step pads is proposed. The water will be recirculated and depending on drinking water restrictions the water features can be turned off.

Transitions – Fencing and Landscaping

The guidelines describe the use of landscaping elements to transition from the walkway to adjoining properties. It outlines limits to fence heights and calls for landscaping that uses local indigenous species. The choice of plants should consider future view impacts.

The plan includes a pier with planters, a shoreline with pockets of vegetation, trellises with vines (see also L1). The waterfront walkway is flanked by planters indicating a clear route for pedestrians. Further details on the shoreline interface and foreshore habitat will be provided by a biologist as part of DPA No.2 Environmentally Sensitive Areas. The on-site landscaping includes a mix of native and decorative species and takes into consideration view impacts.

Parking

The guidelines discourage surface parking and call for screening from view.

All parking is located underground and the entrance, and outside walls are screened with vegetation and a mix of building materials. For details regarding the parking supply see the next section of this report 'Zoning Bylaw Conformance'.

Conclusion

The detailed design drawings for the form and character Development Permit substantially comply with the design guidelines outlined in the OCP's Development Permit Area No. 5 Gibsons Landing.

Zoning Bylaw Conformance

The Zoning Bylaw changes in October, 2015 introduced site specific land use requirements for this project. The table below highlights the proposed values for key requirements.

Topic	Zoning Bylaw Limits	Shown in Designs
Floor Area Limits	<ul style="list-style-type: none"> • Restaurant and dining facilities attached to tourist accommodation up to 940 m² • Retail use attached to a tourist accommodation up to 170 m² • Apartment use up to 5,625 m² • Tourist accommodation use up to 10,725 m² • Restaurant use in adjacent M1 zone up to 372 m² 	<ul style="list-style-type: none"> • 567 m² (6,105 sft) • 166 m² (1792 sft) • 5,447 m² (58,634 sft) • 10,725 m² (115,322 sft) • 371 m² (3995 sft)
Height	Height (top of roof): <ul style="list-style-type: none"> • Hotel up to 31.44 m (103.42 ft) from average natural grade • Condos up to 25.05 m (82.4 ft) from average natural grade • Pier Restaurant 12.4 m geodetic from sea level (mid point roof) 	<ul style="list-style-type: none"> • 31.44 m (103.42 ft) • 25.05 m (82.4 ft) • Pier Restaurant 12.0 m (39.5 ft)

Table 1: CDA-2 & M1 Zoning Bylaw limits and proposed

Parking

The Zoning Bylaw designation for this site (CDA-2) refers to the regular parking requirements listed in Part 6 with the option for a reduction up to 20% based on the report of a traffic expert.

A traffic and parking study was completed in September 2015 by Creative Transportation Solutions. It endorsed the proposed parking strategy including an overall reduction in the parking stalls of approximately 15% based on the following elements:

- Central location in lower Gibsons, with transit availability
- A shuttle service to the Langdale ferry terminal
- A pier for mini cruise ships carrying up to 150 passengers arriving from elsewhere
- A bike share will be operated by the hotel, reducing the number of covered bicycle stalls

The current proposal includes the following parking provisions:

- 60 stalls for residential use (number of units increased from 35 to 40 units)
- 12 replacement stalls for displaced existing street parking on Winn Road and east side Gower Point Road (as agreed in the development agreement).
- 142 stalls for hotel use (including the three restaurants and a 20 berth marina)
- Total of 214 stalls for cars
- Bicycle stalls for residential use and hotel use (Class 1 and Class 2 stalls)

Staff is satisfied that the traffic consultant is supportive of the proposed parking strategy. As a condition in the Development Permit a written addendum to the traffic study is required before Building Permit confirming the parking strategy for the current proposal.

In future, the Town does have the option (outlined in the Development Agreement) of requesting a 5 year review of the parking strategy and its actual success. Based on the outcome of such a review, the owner of the site may be requested to make changes to address parking concerns.

Conclusion

The proposed development conforms to the Zoning Bylaw requirements.

RECOMMENDATIONS / ALTERNATIVES

Staff recommendations are listed on page 1. Alternative recommendations are listed below.

Alternatively, if Council would like to request further changes to the proposed form and character:

That the applicant for the George Hotel & Residences be requested to revise the proposed form and character in order to address the following concerns:

Respectfully Submitted,



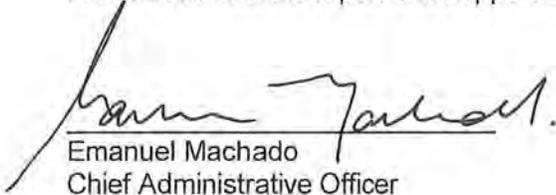
André Boel, RPP
Director of Planning



Odete Pinho, RPP
Planning Consultant

CHIEF ADMINISTRATIVE OFFICER'S COMMENTS:

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



Emanuel Machado
Chief Administrative Officer

ATTACHMENTS

Appendix A: George Hotel and Residences Design and Landscape package, by Omicron, dated March, 2016.

Appendix B: Staff Report to Council (without attachments), dated March 25, 2014.

Appendix C: Proposed Permit DPA No. 5 for Form and Character – George Hotel & Residences.