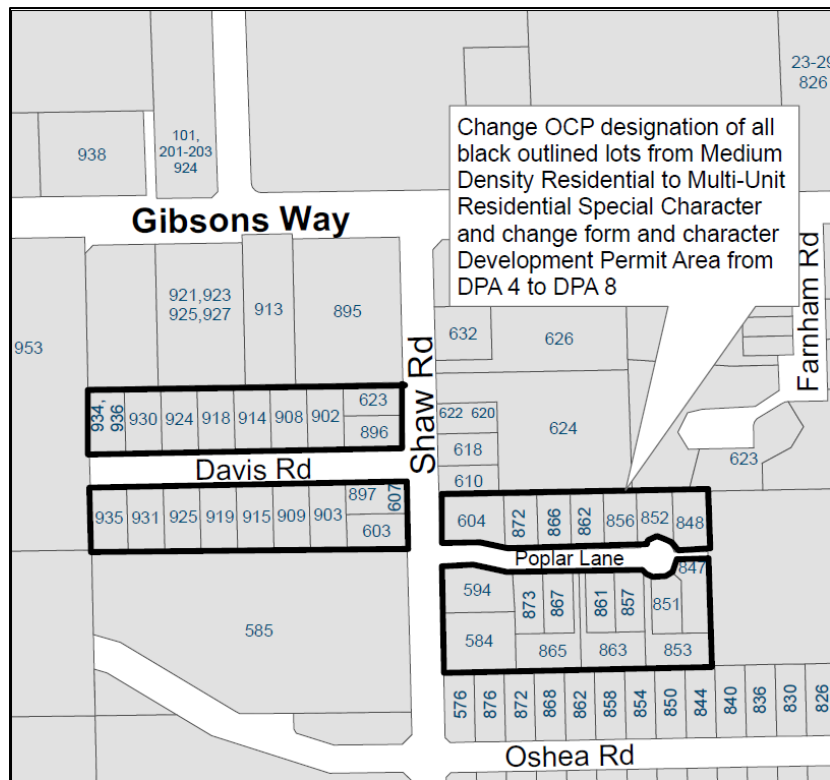


O'Shea Oceanmount Community Association
Association Referral Submission
for the

Davis Road and Poplar Lane
Official Community Plan Amendment Bylaw No. 985-25, 2020
and
Bylaw No. 1065-54, 2020

(A Bylaw to amend Town of Gibsons Zoning Bylaw No. 1065, 2007)



submitted to:

the Town of Gibsons,
474 South Fletcher Road
Box 340, Gibsons, BC
V0N 1V0

April 6, 2020

Executive Summary

The O’Shea Oceanmount Community Association (OOCA) has been invited to comment on a proposed Official Community Plan Bylaw (OCP) amendment and a Zoning Bylaw amendment for the neighbourhood areas of Davis Road and Poplar Lane as a referral from The Town of Gibsons.

Following is a preliminary and partial risk assessment of the proposed Davis Road – Poplar Lane OCP Bylaw and Zoning Bylaw amendments.

The Covid-19 social distancing and isolation plus the untimely passing of one of OOCA’s Land-Use committee members (Bill Foley) prevented the full-scale application of the ISO 3100 Standard for Risk Management and the Town of Gibsons Public Participation Toolkit.

The proposed OCP amendment, and a primary feature of this referral, is:

“To permit single detached dwellings and multiple unit residential in a single-detached building form with a FSR of 0.5 to a maximum FSR of 0.75 (generally 20 to 25 uph for single-detached, and 25 to 60 uph for multiple unit residential). For the area on the south-east side of Marine Drive between Beach Avenue and Jacks Lane, the residential use may be combined with compatible marine related uses.”

General Statement of Support

The OOCA is in favour of increased density in appropriate areas of Gibsons, including our neighbourhood, in order to pursue the goals of increasing affordable housing, variety of housing and allowing homeowners to supplement their income by providing appropriate secondary accommodation.

Recommendations

1. Defer consideration of this OCP and Bylaw amendment until such time as meaningful communication, consultation and engagement can be implemented. The communication that has taken place (given the Covid-19 restrictions) indicated that only a few people are aware of this initiative.
2. Provide a reasonable opportunity for residents to discuss and engage Council regarding this important change to their neighbourhood prior to the Formal restrictive process the Town uses in considering OCP and Bylaw amendments, i.e. neighbourhood engagement before 1st reading.
3. Put a hold on piece-meal and spot re-zoning and pursue a collaborative holistic and strategic approach to the big picture current and future needs. The OCP (2015) is overdue for an update and we recommend that Council complete that review prior to adoption of any more substantive OCP amendments.
4. Conduct a comprehensive review of the FSR, Units per Hectare (uph) and form and character relationships. We believe the FSR ranges in Table 5.1 are excessive and do not serve smaller and more affordable housing units. Single family residential FSR’s above 0.5 may not be required and in some cases are not achievable. This needs to be completed in full public consultation and engagement.

5. Regarding the proposed densities - we have studied the area (see Section 4) and submit that a maximum uph of 40 units rather than 60 would be more appropriate and should be considered for multi-unit residential in the Davis Rd. and Poplar Lane neighbourhoods.

INTRODUCTION

The Town of Gibsons has forwarded a referral to the O’Shea Oceanmount Community Association (OOCA) for a proposed Official Community Plan Bylaw (OCP) amendment and a Zoning Bylaw amendment for the neighbourhood areas that will affect Davis Road and Poplar Lane.

These amendments will effectively increase the unit density, related population density and related traffic. As with past referrals the OOCA will apply a risk based approach applying the *Canadian Standards Association, CAN/CSA ISO 31000-10 (R2015) Risk Management - Principles and Guidelines (ISO 31000) (Figure 1)*. This standard will be applied in combination with the *International Association Standard for Public Participation (IAP2)* and the Town of Gibsons Public Participation Toolkit (2016).

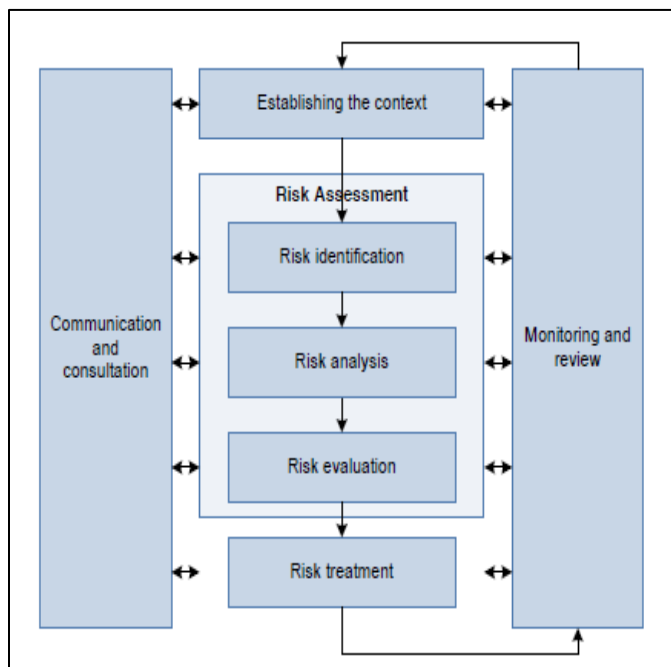


Figure 1. *CAN/CSA ISO 31000-10 (R2015) Risk Management - Principles and Guidelines*

In accordance with OCP 9.2.7 (*Allow for public involvement prior to any residential infill program development since additional housing may directly affect an existing neighbourhood. The Town, in cooperation with nearby residents, shall act as the lead agency in any neighbourhood planning, or zoning approvals*), it will apply the “Engage” level of Public Participation (Town of Gibsons – Public Participation Toolkit 2016) which states as follows:

Request from the agency:

“Let’s co-create this initiative, working closely together to figure it all out”

Promise from the agency:

“We will treat you as equal partners while we work through a very complex issue”

ESTABLISH THE CONTEXT

In establishing the context, the following regulatory, strategic and related goals and objectives have been applied. The critically applicable are highlighted in yellow.

If the proposed amendments cannot clearly provide a positive link to the enhancement of these criterion they must be amended or discontinued. We do not believe that change for change sake is an acceptable practice.

Local Government Act:

Where an Official Community Plan bylaw (OCP) is in effect, subsequent enabling bylaws are provided direction by the OCP and therefore must reflect and enable that direction.

Official Community Plan (OCP) Vision:

“Gibsons will continue to be a welcoming, sustainable community that offers residents and visitors an outstanding quality of life in a spectacular natural environment. We will ensure this beautiful town retains its seaside village character for the enjoyment of all and we will nurture our unique cultural heritage and natural assets while supporting opportunities for our local economy.”

RESIDENTIAL (OCP page 51)

Objectives

- *Recognize and support the varied housing needs and preferences within the community, and allow for a mix of housing types suitable for the changing population.*
- *Incorporate Smart Growth principles into the overall site design.*
- *Require a high standard of design and landscaping for all residential development.*
- *Retain and protect the character of existing residential neighbourhoods, while allowing for appropriate infill and redevelopment.*
- *Ensure the most effective use of Gibsons’ limited land base by supporting higher densities in appropriate locations.*
- *Integrate a diversity of housing types within new neighbourhoods.*
- *Support the development of affordable housing.*

Multi-unit Special Character (OCP page 54)

The Multi-unit Special Character designation shown on Schedule B: Land Use Plan is intended to maintain the single-detached residential character of Gibsons while at the same time providing the added density desired near the Gibsons Landing commercial area.

9.3.6 Development in this designation is intended to be in the form of a single-detached dwelling that can be broken into separate residential units. The form and character of proposed development must demonstrate how it maintains the character of the surrounding area and is subject to the following guidelines:

- building siting and massing must retain the scale and character of a one or two family dwelling
- parking requirements may be reduced to lessen the impact of the automobile on the design of the site

9.4 Affordable and Alternative Housing

Generally, affordable housing refers to housing where the household is paying less than 30% of their gross income toward shelter costs. The cost of housing on the Sunshine Coast has risen significantly in the last ten to fifteen years, with median dwelling values in Gibsons increasing by 150% between 2001 and 2011, making housing affordability for many households an important issue. While the real estate market has stabilized since 2008, very little purpose-built rental housing is being built and households in core housing need are projected to grow by more than 20% by 2021.

The most recent needs assessment for the Sunshine Coast (*Housing on the Sunshine Coast, trends, needs, directions*, by M. Thomson Consulting, April 2014) identified the following key issues for housing:

- Ownership of a median priced home remains unaffordable for even median earning households. The pressure is greater on young families with incomes below median.
- While rental housing has been generally available in recent years, the supply is changeable subject to housing market conditions, and more than one-third of renting households on the Sunshine Coast are in core housing need. No purpose built rental developments are expected to meet these rental needs.
- The aging population of the Sunshine Coast points to a need for greater resources for seniors, particularly housing appropriate to seniors.
- There are few resources for the homeless populations. In recent years the Town has undertaken several initiatives to support affordable housing.
- Provisions for secondary suites were added to the Zoning Bylaw in most single-detached zoned areas.
- As part of the development of Upper Gibsons, new zones were created for small lot development (minimum lot size 280m²) and for cluster development, an innovative form of housing with multiple detached and attached housing units on a single larger parcel.

Town of Gibsons Strategic Plan 2019 - 2022

The following are relevant selections from the Town of Gibsons 2019 – 2020 Strategic Plan.

Goal:

To inspire and encourage citizens to become engaged with municipal government and have their voices heard, while ensuring our citizens understand the challenges and competing demands facing the community (page 8).

Goal:

That planning for the future results in appropriate densities, maintains our unique character, preserves green space, provides for accessible, connected neighborhoods and reflects our carrying capacity; to gain support for a strategic, long-term approach to addressing the impacts of growth and development (page 10).

Goal:

That planning for the future results in appropriate densities, maintains our unique character, preserves green space, provides for accessible, connected neighborhoods and reflects our carrying capacity; to gain support for a strategic, long-term approach to addressing the impacts of growth and development (page 11).

Goal:

To increase our community’s resilience to the local impacts and risks from climate change by seeking out opportunities for mitigation and adaptation measures (page 12).

RISK ASSESSMENT

Risk Identification:

- 1. Public Participation
- 2. Affordable Housing
- 3. Affected Properties
- 4. Increased Density in Appropriate Locations
- 5. Public Policy

Risk Analysis, Evaluation and Risk Controls:

1. Public Participation:

OCP 9.2.7 Allow for public involvement prior to any residential infill program development since additional housing may directly affect an existing neighbourhood. The Town, in cooperation with nearby residents, shall act as the lead agency in any neighbourhood planning, or zoning approvals.

This is applicable for an amendment to change from the existing Single-Family Residential Zone 2 (R-2) to Multi-Family Residential Zone 7 (RM-7).

The Town of Gibsons – Public Participation Toolkit (2016) was produced at what was likely a considerable expense. Whether it was commissioned because it is just good public policy business practice or as a response to the encouragement of the Office of the Auditor General of British Columbia (2008, ISBN 978-0-7726-6075-6) for improved public participation is irrelevant (Figure 2). Both specify the same process as would be expected because both were informed by the IAP2 International Standard for Public Participation.

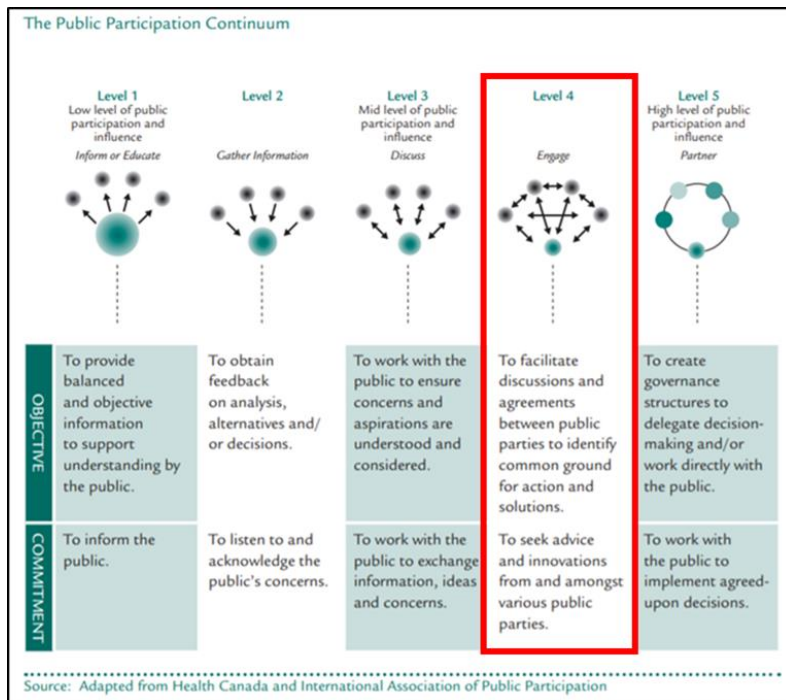


Figure 2. Office of the Auditor General of British Columbia (2008, ISBN 978-0-7726-6075-6)

Town of Gibsons Public Participation Toolkit (2016) Engage level of public participation.

Request from the agency:

“Let’s co-create this initiative, working closely together to figure it all out”

Promise from the agency:

“We will treat you as equal partners while we work through a very complex issue”

The OOCA has found it impossible to conduct acceptable communication, consultation and engagement within the Covid-19 induced isolating and social distancing measures. Additionally, this neighbourhood has a large component of an older demographic that is not fluent in the use of modern IT communications and by all reports in a vulnerability age class to this virus. The

preferred and more effective method for communicating, consulting and engaging is hardcopy documents and maps and personal interaction and discussion.

Indeed, by the limited communication that OOCA has been able to establish, few of the residents on Davis Road or Poplar Lane are aware of these proposed amendments. OOCA has been unable to contact any property owners of the Shaw Road properties fronting Shaw Road that have been lumped in with the properties fronting Davis Road and Poplar Lane for these proposed amendments.

This could be a golden opportunity to “inspire and encourage citizens to become engaged with municipal government and have their voices heard, while ensuring our citizens understand the challenges and competing demands facing the community” (ToG Strategic Plan page 8).

Risk Controls: *defer this entire process until such time there can be an engagement level of public participation. There isn't an apparent associated risk for enacting this deferment.*

There are only 31 properties fronting Davis Road and Poplar Lane. It is not a difficult task to organize workshops with the affected residents where hardcopy maps and example architectural designs can be presented to provide visual examples of uph and related FSR what might fit with the form and character of the neighbourhood. More importantly, receive direction from the neighbourhood as to what fits the form and character of the neighbourhood.

2. Affordable Housing

The lack of affordable housing is well documented in the OCP, the 2019 – 2020 Strategic Plan and numerous reports. It was a common topic of concern during the last local government election campaigns and public meetings. Yet there is little doubt that the private sector development (as identified in 2014) has contributed little if anything to this problem. If anything, private sector development has exacerbated the problem in targeting a market far beyond the local income and/or equity base.

The lack of private sector relief has pushed the Town of Gibsons into an impossible compromise position where irreplaceable public natural assets critical to achieving or even approaching a net-zero carbon footprint, have been targeted for development.

New construction that has displaced vegetated land by urban development has unfortunately not provided the Town of Gibsons with affordable housing units. It has, however, removed valuable natural assets that support a natural asset program that has garnered national and international attention.

Infill in appropriate locations plus demolishing and reconstructing to appropriate densities and quality is the only foreseeable method for preserving Gibsons natural assets and addressing locally targeted housing needs. Essentially this entails a recycling of non-natural lands.

Simply, the Town of Gibsons, using public assets most probably cannot achieve its OCP Vision and Goals plus its strategic direction. It must enlist/enable/motivate the private sector, and this can only be achieved through comprehensive public policy.

The proposed bylaw amendments are one such instrument for improving unit density in an appropriate location. If drafted appropriately and collaboratively with those affected, it could prove to be multi-beneficial in addressing local needs.

- Increased long-term rental accommodations
- Increase disability long-term rental stock
- Provide for a mortgage helper and enabling lower incomes to enter property ownership
- Provide additional income for many discretionary income needs.

Risk Controls: *stop piece-meal and spot re-zoning and pursue a collaborative holistic and strategic approach to the big picture current and future needs. The OCP (2015) is overdue for an update.*

The Covid-19 virus will have an impact on the Gibsons economy. It will be devastating for some, but a comprehensive recovery plan can buffer some of that shock and build resiliency to future shocks. A big picture approach can capitalize on the opportunities that will be presented. An OCP (2015) update is one of those opportunities to apply lessons learned in a proactive application.

3. Affected Properties

Bylaw No. 1065-54, 2020;

2)

c) Amending SCHEDULE “F” of Bylaw 1065 to revise its title and include the **properties fronting Davis Road and Poplar Lane** within the Garden Suite Areas, as shown in Appendix A attached to and forming part of this bylaw.

The attached map shows the properties of Civic Addresses #623 Shaw Road, #603 Shaw Road, #604 Shaw Road, #594 Shaw Road and #584 Shaw Road, from the BC Property Assessment web site (<https://www.bcassessment.ca/Property/Info/QTAWMDAYQT11WA==>), show these properties fronting Shaw Road, lumped in with the properties fronting Davis Road and Poplar Lane.

No communication has taken place by OOCA with residents of the “south-east side of Marine Drive between Beach Avenue and Jacks Lane” to see if they are even aware of the potential for a substantial Units per Hectare increase for their respective areas. While Beach Avenue and Jacks Lane are not in the O’Shea Oceanmount Neighbourhood it would seem respectful for them to be informed of this increase.

With a strategic goal of “inspire and encouraging citizens to become engaged with municipal government and have their voices heard”, this could be a golden opportunity for this (ToG 2019 – 2022 Strategic Plan).

Risk Controls: defer this referral and the amendment process until such time as clarification can be brought to this discrepancy and meaningful communication, consultation and engagement can be conducted.

4. Increased Density in Appropriate Locations:

The risk analysis and evaluation for Increased Density in Appropriate Areas reviewed where topic areas of:

- Increased Density
- Walking Distance to Public Transit and Amenities
- Vehicle Traffic

Density:

The OCP speaks to affordable housing and affordable rental units and higher densities in appropriate locations and the use of garden suites to help achieve this. “No purpose built rental developments are expected to meet these rental needs”. Experience has certainly shown that the private sector has not provided a solution or even a small assistance to affordable ownership or rentals.

This may be (additional study required) the only avenue to engage the private sector in assisting with both ownership (mortgage helper) and affordable long-term rental units.

There are currently 16 single family residential lots fronting Davis Road and 15 single family residential lots fronting Poplar Lane (Figure 3). Some of these already contain units that are being rented out, but the exact number is unknown, and it was physically impossible to collect this information given Covid-19 physical distancing and isolating practices. In addition, the OCAA may request such information from residents, but they are under no obligation to provide such information to a community association such as the OOCA. As such, for this risk analysis and evaluation each property will be assessed as being a single family residential property.

The OCP Bylaw and Zoning Bylaw amendments being proposed will provide the bylaw authority to mathematically increase the unit density by a factor of three (300%). i.e. Davis Road $16 \times 3 = 48$ additional units, for a possible total of 64 units.

Poplar Lane has 15 single family residential homes for $15 \times 3 = 45$ additional units, for a possible total of 60 units.

Overall, for the properties fronting Davis Road and Poplar Lane this would, mathematically provide a total of 124 units (93 additional units of undetermined renter/person capacity).

Applying the average household size of 2.1 (2016 Census Canada data <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?Lang=E&Geo1=POPC&Code1=0316&Geo2=PR&Code2=59&SearchText=Gibsons&SearchType=Begins&SearchPR=01&B1=All&GeoLevel=PR&GeoCode=0316&TABID=1&type=0>) this could mathematically provide additional accommodation for 195 residents.

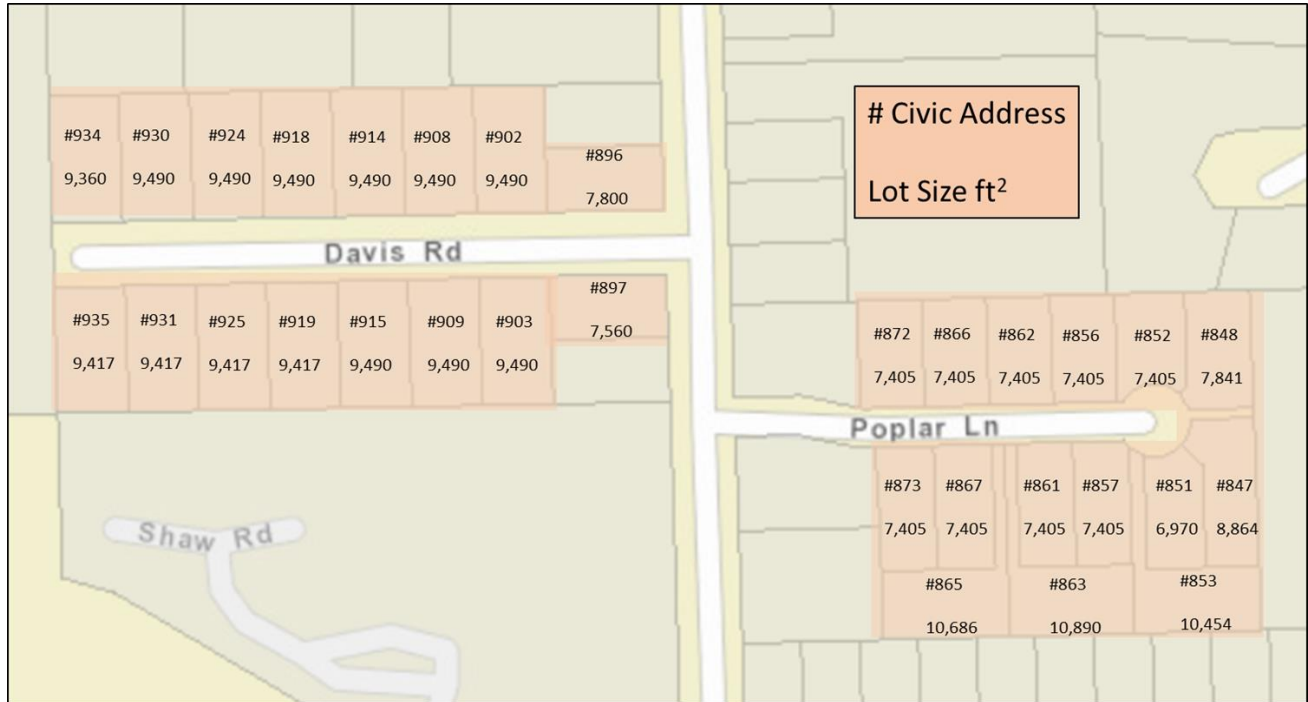


Figure 3. BC Property Assessment Map of Davis Road and Poplar Lane Properties

While there are variations in property lot size, shape and front lot line setbacks there are some characteristic similarities. Much of this data was retrieved from the BC Property Assessment web site (<https://www.bcasessment.ca/Property/Info/QTAWMDAYQTI1WA==>), Google Earth and on site data collection.

Davis Road:

Davis Road has the larger lots (average 858 m² – 9,237 ft²) and more consistent with a m² standard deviation of 57 m². The distance from the presumed front lot line (estimated from fences and relational references to fire hydrants and power poles) to each building’s roof line produced an average front lot line setback of 10.8 m, with a standard deviation of 2.2 m Table 1.

The larger Davis Road lot sizes are more capable of accommodating three dwelling units in a principle detached building, with a separate “Garden Suite”, plus accommodate four vehicle parking spaces and maintain a maximum lot coverage of no more than 50%.

The uph requirement to accommodate 4 units for the properties fronting Davis Road averages 46.8 uph with a standard deviation of 3.6 (Table 1).

Davis Road	Civic Address	Lot Area (ft ²)	Lot Area (m ²)	Lot Area (ha)	UPH @ 4 units	Front Lot Line (m)
16	934	9,360	870	0.09	46	9.6
	930	9,490	882	0.09	45	11.5
	924	9,490	882	0.09	45	12.5
	918	9,490	882	0.09	45	11.5
	914	9,490	882	0.09	45	10.2
	908	9,490	882	0.09	45	8.8
	902	9,490	882	0.09	45	7.7
	896	7,800	725	0.07	55	7.7
	935	9,417	875	0.09	46	10.9
	931	9,417	875	0.09	46	13.3
	925	9,417	875	0.09	46	14.3
	919	9,417	875	0.09	46	13.8
	915	9,490	882	0.09	45	12.9
	909	9,490	882	0.09	45	10.5
	903	9,490	882	0.09	45	10.7
	897	7,560	702	0.07	57	7.1
	Average	9,237	858	0.09	46.8	10.8
	Median	9,490	882	0.09	45.4	10.8
	Standard Deviation	611	57	0.01	3.6	2.2

Table 1. Davis Road Property Specifications

Poplar Lane:

Poplar Lane has the smaller lots (average 758 m² – 8,157 ft²) with a broader range of sizes as noted in the higher standard deviation of 127 m². The distance from the presumed front lot line (estimated from fences and relational references to fire hydrants and power poles) to each building’s roof line produced a reduced average front lot line setback of 9.2 m, with a more consistent standard deviation of 1.4 m Table 2).

The smaller Poplar Lane lot sizes, particularly the 688 m² properties are less capable of accommodating three dwelling units in a principle detached building, with a separate “Garden Suite”, plus accommodate four vehicle parking spaces and maintain a maximum lot coverage of no more than 50%.

The uph requirement to accommodate 4 units for the properties fronting Poplar Lane averages 54.0 uph with a standard deviation of 7.6. This much higher standard deviation is the result of three lots in excess of 10,000 m² (#853, #863, #865) (Table 2).

Poplar Lane	Civic Address	Lot Area (ft ²)	Lot Area (m ²)	Lot Area (ha)	UPH @ 4 units	Front Lot Line (m)
15	872	7,405	688	0.07	58	10.8
	866	7,405	688	0.07	58	8.3
	862	7,405	688	0.07	58	11.3
	856	7,405	688	0.07	58	6.9
	852	7,405	688	0.07	58	11.4
	848	7,841	728	0.07	55	8.1
	873	7,405	688	0.07	58	8.9
	867	7,405	688	0.07	58	8.4
	861	7,405	688	0.07	58	8.6
	857	7,405	688	0.07	58	8.5
	851	6,970	648	0.06	62	10.5
	847	8,864	823	0.08	49	10.8
	865	10,686	993	0.10	40	8.1
	863	10,890	1,012	0.10	40	7.9
	853	10,454	971	0.10	41	10.1
	Average	8,157	758	0.08	54.0	9.2
	Median	7,405	688	0.07	58.1	8.6
	Standard Deviation	1,369	127	0.01	7.6	1.4

Table 2. Poplar Lane Property Specifications

Davis Road and Poplar Lane Combined:

As the referred amendment bylaws are for a non-generic Multi-Family Residential Zone 7 (RM-7) specific to the “properties fronting Davis Road and Poplar Lane” (Bylaw No. 1065-54, 2020), Table 3 following provides the combined analysis.

The combined analysis produced an only slightly larger average lot size (810 m² – 8,714 ft²) than Poplar Lane (758 m² – 8,157 ft²). The average front lot line setback of 10.1 m and a standard deviation of 2.0 m would provide planning a range of 8.1m to 12.1m. It would be a needless splitting hairs exercise to suggest the minimum front lot line set back distance should be 8.1m. Understanding this amendment exercise is to address an increase in unit density in an appropriate location for the objective of increasing the long-term rental unit inventory.

The average uph for 4 units of 50.3 and a median of 45.7, coupled with a standard deviation of 6.8 (Table 3) has a significance when evaluated in combination with the following Lot Size and Construction Footprint analysis.

Location	Civic Address	Lot Area (ft ²)	Lot Area (m ²)	Lot Area (ha)	UPH @ 4 units	Front Lot Line (m)
Davis Road	934	9,360	870	0.09	46	9.6
Davis Road	930	9,490	882	0.09	45	11.5
Davis Road	924	9,490	882	0.09	45	12.5
Davis Road	918	9,490	882	0.09	45	11.5
Davis Road	914	9,490	882	0.09	45	10.2
Davis Road	908	9,490	882	0.09	45	8.8
Davis Road	902	9,490	882	0.09	45	7.7
Davis Road	896	7,800	725	0.07	55	7.7
Davis Road	935	9,417	875	0.09	46	10.9
Davis Road	931	9,417	875	0.09	46	13.3
Davis Road	925	9,417	875	0.09	46	14.3
Davis Road	919	9,417	875	0.09	46	13.8
Davis Road	915	9,490	882	0.09	45	12.9
Davis Road	909	9,490	882	0.09	45	10.5
Davis Road	903	9,490	882	0.09	45	10.7
Davis Road	897	7,560	702	0.07	57	7.1
Poplar Lane	872	7,405	688	0.07	58	10.8
Poplar Lane	866	7,405	688	0.07	58	8.3
Poplar Lane	862	7,405	688	0.07	58	11.3
Poplar Lane	856	7,405	688	0.07	58	6.9
Poplar Lane	852	7,405	688	0.07	58	11.4
Poplar Lane	848	7,841	728	0.07	55	8.1
Poplar Lane	873	7,405	688	0.07	58	8.9
Poplar Lane	867	7,405	688	0.07	58	8.4
Poplar Lane	861	7,405	688	0.07	58	8.6
Poplar Lane	857	7,405	688	0.07	58	8.5
Poplar Lane	851	6,970	648	0.06	62	10.5
Poplar Lane	847	8,864	823	0.08	49	10.8
Poplar Lane	865	10,686	993	0.10	40	8.1
Poplar Lane	863	10,890	1,012	0.10	40	7.9
Poplar Lane	853	10,454	971	0.10	41	10.1
	Average	8,714	810	0.08	50.3	10.1
	Median	9,417	875	0.09	45.7	10.2
	Standard Deviation	1,167	108	0.01	6.8	2.0

Table 3. Combined Davis Road & Poplar Lane Property Specifications

Lot Size and Construction Footprint:

The nine properties facing Poplar Lane with a lot area of 688 m² were considered to be statistically close enough in size to the proposed minimum lot size of 650 m² for analysis and evaluation. The minimum lot width of 19 m was applied for calculating lot depth (m), lot line setback area (m²) and the construction footprint area (m²).

“Where there is no lane, there should be a 4.0 m wide clear area connecting the street and a Garden Suite, to provide clear, safe access to the Garden Suite (Bylaw No. 985-25, 2020).”

There are no laneways for either Davis Road or Poplar Lane therefore the following setback distances have been used to calculate the Construction footprint Area.

- (1) Except as required or permitted by Part 4, Part 5 and Part 8 of this bylaw, buildings and structures must be sited no closer to a lot line than the following:

- (a) front lot line: 7.5 m (24.6 ft);
- (b) rear lot line: 7.5 m (24.6 ft);
- (c) interior side lot line: 1.5 m (4.9 ft);
- (d) exterior side lot line: 4.0 m (13.1 ft).

(2) Notwithstanding Section 4.3 (3) of this bylaw, porches, porticoes, steps and decks projecting beyond the face of a principal building may be sited 2.0 m closer to a front lot line than the setback specified elsewhere in this bylaw.

Through a data acquisition process of mining the BC Property Assessment website, Google Earth, rental websites, housing specifications, garage specifications, outbuildings and vehicle parking specification internet searches and Smart Draw Architectural Software the following was compiled.

Table 4 provides a breakdown of the available construction footprint with building dimensions and other nominal accessory uses as informed by a Google Earth search of the Davis Road and Poplar Lane plus other relevant internet searches and site visitations.

This was compiled in this manner so as to examine the fit with “the form and character of proposed development must demonstrate how it maintains the character of the surrounding area” (OCP page 54), and the current single detached form and character of the existing neighbourhood and properties. And to determine what lot size should be classified as a “larger single-family residential lot” (Bylaw No. 1065-54, 2020).

Applying the specifying criteria in the referred proposed bylaw amendments “Bylaw No. 985-25, 2020” and “Bylaw No. 1065-54, 2020”, a lot size of 688m² (7,405ft²) can not accommodate 3 units in a principle building and a garden suite of principled and humane size and standards (Figures 4 and 5). It is acknowledged that vehicle parking can steal from the lot line setback area, but this is negligible when assessed with vehicle maneuverability space.

It is important for the vitality of the local community that the units are larger than just one bedroom suites to attract others than only single persons and avoid a bed-sit community.

	Area (m ²)
Available Construction Footprint	286
Principle Building	(149)
Garden Suite	(46)
Vehicle Parking x 4	(60)
Walkways, General Spacing	(60)
Net Area Shortfall	(29)

Table 4. Site criteria

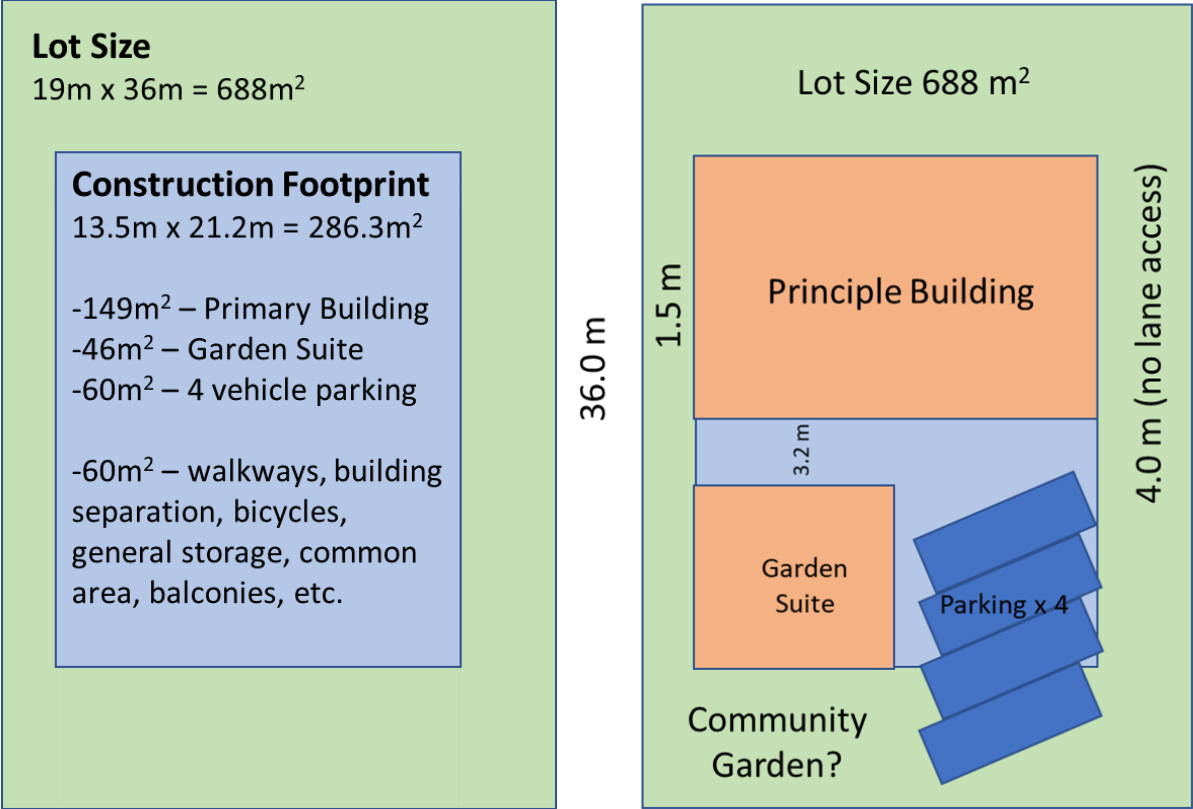


Figure 4. Relative scale only Lot Size and Construction Footprint



Figure 5. Relative scale Construction Footprint, #866 Poplar Lane

A minimum lot size of 800m² and minimum lot width of 20m could fit a three unit principle building plus a garden suite and meet the amendment and form and character criteria.

Some of the properties fronting Davis Road and Poplar Lane (13) are too small to accommodate a three unit principle building plus a garden suite. This would accommodate a reduction in the total number of potential units from 124 to 111 or a 10.5% reduction, not significant in consideration of the upside. The OOCA considers this to be acceptable when considering the development criteria for quality and a high standard of development and landscaping. Plus, value added disability enrichment.

Risk Controls: *edit the proposed changes to Table 5.1 OCP Land Use Designations (Figure 6) for Multi-unit Residential Special Character designation:*

From:

“To permit single detached dwellings and multiple unit residential in a single-detached building form with a FSR of 0.5 to a maximum FSR of 0.75 (generally 20 to 25 uph for single-detached, and 25 to 60 uph for multiple unit residential). For the area on the south-east side of Marine Drive between Beach Avenue and Jacks Lane, the residential use may be combined with compatible marine related uses.”

To:

“To permit single detached dwellings and multiple unit residential in a single-detached building form with a FSR of 0.3 to a maximum FSR of 0.5 and 20 to 25 uph for single-

detached, and 25 to 40 uph for multiple unit residential, with a conditional uph increase of up to 25% to accommodate legal, long-term – disability supportive rental units.

For the area on the south-east side of Marine Drive between Beach Avenue and Jacks Lane, the residential use may be combined with compatible marine related uses”.

Table 5-1: Land Use Designations

Land Use Designation	Description and Intent
Detached Residential	To permit single-detached dwellings, and duplex housing with a maximum floor space ratio (FSR) of 0.5 (generally 15 to 20 units per hectare).
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).
Low Density Residential 2	To permit small lot single-detached dwellings, duplexes, cluster housing, townhouses, and multi-unit housing in a single-detached building form with a FSR of 0.75 to a maximum FSR of 0.9 (generally 25 to 40 units per hectare).
Multi-unit Residential Special Character	To permit single detached dwellings and multiple unit residential in a single-detached building form with a FSR of 0.5 to a maximum FSR of 0.75 (generally 20 to 25 uph for single-detached, and 25 to 40 uph for multiple unit residential). On the south-east side of Marine Drive between Beach Avenue and Jacks Lane, the residential use may be combined with compatible marine related uses.
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).

Figure 6. OCP Table 5.1 Land Use Designations (OCP page 26)

Walking Distance to Transportation and Amenities:

The literature varies greatly in regard to walking distances and the related activity, (to public transit, schools, shopping centres, etc.) plus the demographics (age and gender) and physical health.

Overall, the literature has a variance between 400m and 500m as being acceptable and for encouraging walking as a preferred mode of transportation.

A Goggle Earth analysis (Figure 7) estimates the distance from the furthest extents of Davis Road to the corner of Shaw Road and Gibsons Way to be ~340m one way (~680m return) and ~335m one way (~670m return) for the furthest extents of Poplar Lane to the corner of Shaw Road and Gibsons Way. Clearly there will be additional distance relative to the final destination.

While this would be challenging for sectors of the senior demographic or persons in general with mobility disabilities it is a maximum distance calculation. Units located closer to Shaw Road will have a related reduction in travel distance.

If all properties fronting Davis Road and Poplar Lane were to have at least one unit that meets “disability enabling specifications” it would add 31 disability enabled units to the inventory, relatively close to amenities and public transit. This is seen as a tolerable risk for the benefit opportunity of enabling a private sector contribution for increasing the long-term rental inventory close to public transportation and amenities.



Figure 7. Travel distances for Davis Road and Poplar Lane

Shopping

Sunnycrest Mall is located at the top of Shaw Road across Gibsons Way with a traffic light controlled intersection. A supermarket, two banks, a liquor store, a pet store a pharmacy plus other stores all operate in the mall.

A second Mall, Gibsons Park Plaza, is located 800m West along Gibsons Way. This Mall contains a second supermarket and numerous other shops.

Schools

Elphinstone Secondary School is located 100m East along Gibsons Way and Gibsons Primary School is an additional 300m East.

Playgrounds

The nearest playground is located at Gibsons Elementary School and another playground located at the Gibsons Community Centre approximately 600m distant from the Shaw Road and Gibsons Way intersection.

Transportation

Public Transit operates along Gibsons Way with bus stops located approximately 100m from the Shaw Road and Gibsons Way intersection.

Amenities

Within a radius of approximately 600m of the Shaw Road and Gibsons Way intersection there are a cinema, hardware stores, a theater, a swimming pool, a curling club, baseball diamonds, soccer pitches, a skate board park and the Gibsons Recreation Centre with an ice rink, gym, and squash courts. And don't forget the pubs and restaurants within "walking" distance.

Medical

The Gibsons Medical Clinic is located in the Gibsons Park Plaza a distance of approximately 1km from the Shaw Road and Gibsons Way intersection.

Risk Controls: edit the propose changes to Table 5.1 OCP Land Use Designations (Figure 5) for Multi-unit Residential Special Character designation to the following to include the conditional uph increase.

From:

"To permit single detached dwellings and multiple unit residential in a single-detached building form with a FSR of 0.5 to a maximum FSR of 0.75 (generally 20 to 25 uph for single-detached, and 25 to 60 uph for multiple unit residential). For the area on the south-east side of Marine Drive between Beach Avenue and Jacks Lane, the residential use may be combined with compatible marine related uses."

To:

"To permit single detached dwellings and multiple unit residential in a single-detached building form with a FSR of 0.3 to a maximum FSR of 0.5 and 20 to 25 uph for single-detached, and 25 to 40 uph for multiple unit residential, with a conditional uph increase of up to 25% to accommodate legal, long-term – disability supportive rental units.

For the area on the south-east side of Marine Drive between Beach Avenue and Jacks Lane, the residential use may be combined with compatible marine related uses".

Vehicle Traffic:

These proposed amendments could enable an increased vehicle inventory of 258% (80 additional vehicles assuming all units will have one vehicle) and a total of 111 vehicles.

A rudimentary flow analysis suggests that this could generate congestion at the traffic light controlled intersection of Shaw Road and Gibsons Way during peak traffic periods. It was noted that this increased traffic source occurs at the exit point of the O'shea Oceanmount Neighbourhood traffic collection network (traffic-shed). A number of other potential housing developments will also increase the traffic on Shaw Road. This increased congestion at the Shaw Road and Gibsons Way intersection may cause more traffic to divert onto O'Shea Road through a school zone.

A literature search identifies increasing unit densities under the principles of "appropriate locations" that would encourage non-vehicle use as the better alternative than located at the further extents of the traffic collection network that would require or encourage vehicle use. The summary statement is that it is a far superior location for increased vehicle traffic that at the "head waters" of the traffic network.

While difficult to forecast, the demographics of the long-term rental residents a qualitative assessment is appropriate for estimating that a proportion of these residents may be retired, unemployed, will walk or cycle to places of employment or use public transportation.

However, it is safe to anticipate the potential for increased traffic flow for the streets of Davis Road and Poplar Lane. The navigable road surface width of ~20m meets the unobstructed minimum standard but it is bordered by un-barricaded natural stormwater management assets and it has been noted that roadside parking is already occurring. The potential for a 258% increase in vehicle traffic will not happen overnight but provisions for street width upgrades should be built into the planning and development process for when traffic flow reaches a predetermined level.

Additionally, Davis Road is a cul-de-sac and lacks a turnaround circle at the end. The increased population density that would result from this OCP amendment necessitates a turnaround circle for emergency vehicle access.

It can not be overlooked or dismissed that a rationale behind increasing unit densities close to amenities and public transportation is to limit the use of motor vehicles.

Risk Controls: Monitor and review the related increase in traffic flow and roadside parking and make budgeting provisions for street upgrades.

5. Public Policy:

Good public policy is clear and concise using non-ambiguous, plain language, free of industry jargon. A member of the public should be able to read and correctly interpret public policy with little effort and without an online or hardcopy dictionary.

Good public policy is clear in its intent and expected outputs and/or outcomes. Outputs and/or outcomes must be easily measurable. Such policy brings understanding and comfort to the public, reduces conflict and enhances community cohesion.

Risk Controls: *The proposed Bylaw No. 985-25, 2020 has been edited for your information and consideration (highlighted in yellow) and Bylaw No. 1065-54, 2020 is presented with comment/annotations (highlighted in blue).*

SUMMARY

The ISO 31000 defines risk as the effect of uncertainty on objectives. It was defined in this context to acknowledge that opportunities involve some level of risk. The risk management process involves a thorough understanding of the risks and both the intended and unintended effects. One of the challenges of effective risk management is to anticipate the risk and develop and apply appropriate risk controls.

In public policy it requires an understanding of public risk tolerance. This can be challenging when balancing current needs with anticipated future needs in an environment of great uncertainty.

The goal of increasing density in appropriate locations is reasonable in the current urban environment. It is the OOCA's contention that the risks presented by the effects of uncertainty on objectives in respect of this referral can be modified to public risk tolerance levels applying the risk controls as described.

We present the above in the spirit of co-operation and a sincere wish to ensure our town maintains its unique character while improving the quality of life and options for better living for our citizens. Should you wish clarification or discussion regarding the information provided herein, we would be very pleased to engage with Council or Staff.

Respectfully submitted

William Baker, Director

Al Beaver, Director

O'Shea/Oceanmount Community Association

TOWN OF GIBSONS

BYLAW NO. 985-25

A Bylaw to amend *Town of Gibsons Official Community Plan Bylaw No. 985, 2005*

WHEREAS the Council for the Town of Gibsons has adopted *Town of Gibsons Official Community Plan Bylaw No. 985, 2005*;

AND WHEREAS the Council deems it desirable to amend the Official Community Plan;

NOW THEREFORE the Council, in open meeting assembled, enacts as follows:

1. This Bylaw may be cited as "*Official Community Plan Amendment Bylaw No. 985-25, 2020*".

2. The *Official Community Plan Bylaw No. 985, 2005*, is amended by:

a) Altering the land use designation for that area on Schedule B to Bylaw No. 985, from the existing "Medium Density Residential" designation to the "Multi-Unit Residential Special Character" designation as shown on Appendix A attached to and forming part of this bylaw;

b) Altering the development permit area for that area on Schedule E to Bylaw No. 985, from the existing "Multi-family Residential Development Permit Area No. 4" to "Intensive Residential Development Permit Area No. 8", as shown on Appendix A attached to and forming part of this bylaw;

c) Altering Table 5-1 by replacing the existing "Multi-Unit Residential Special Character" land use designation with the following description and intent:

"To permit single detached dwellings and multiple unit residential in a single-detached building form with a FSR of 0.3 to a maximum FSR of 0.5 and 20 to 25 uph for single-detached, and 25 to 40 uph for multiple unit residential, with a conditional uph increase of up to 25% to accommodate legal, long-term – disability supportive rental units.

For the area on the south-east side of Marine Drive between Beach Avenue and Jacks Lane, the residential use may be combined with compatible marine related uses".

For the area on the south-east side of Marine Drive between Beach Avenue and Jacks Lane, the residential use may be combined with compatible marine related uses.";

d) Altering "Multi-family Residential Development Permit Area No. 8" by:

i. Replacing the heading entitled "Relationship to the Street or Lane" on page 140 with the following:

“Relationship to the Street or Lane (Where Present)”

ii. Replacing the existing text under heading entitled “Parking and Access” on page 140 with the following:

- A walking path providing direct access to the Garden Suite **will** be clearly visible from the street or lane.
- All buildings **will** be sited to provide for safe fire access to all units.
- All parking spaces **will** access the site via a single, shared driveway and/or directly from a public lane, where available.
- Parking **will** not dominate the proposed Garden Suite.
- If the parking space for the Garden Suite is not enclosed in the building, permeable pavement or wheel strips **will** be used, to minimize additional impermeable surfaces.
- Parking pads and garages **will** be located to the rear or side of the dwelling unit(s) wherever possible, and always where there is access from a rear lane.
- Vehicular access from the street is strongly discouraged unless a property is not served by a lane or is subject to prohibitively steep grades.
- Where there is no lane, there **will** be a 4.0 m wide clear area connecting the street and a Garden Suite, to provide clear, safe access to the Garden Suite.”

e) Making such consequential alterations and annotations as are required to give effect to this amending bylaw, including renumbering of subsequent provisions of the Bylaw.

READ a first time the ##### day of MONTH, YEAR

PURSUANT to Section 475 of the *Local Government Act* consultation requirements considered the ##### day of MONTH, YEAR

CONSIDERED in conjunction with the Town of Gibsons’ Financial Plan and any applicable Waste Management Plans pursuant to the *Local Government Act* the ##### day of MONTH, YEAR

READ a second time the ##### day of MONTH, YEAR

PUBLIC HEARING held the ##### day of MONTH YEAR

READ a third time the ##### day of MONTH, YEAR

ADOPTED the ##### day of MONTH, YEAR

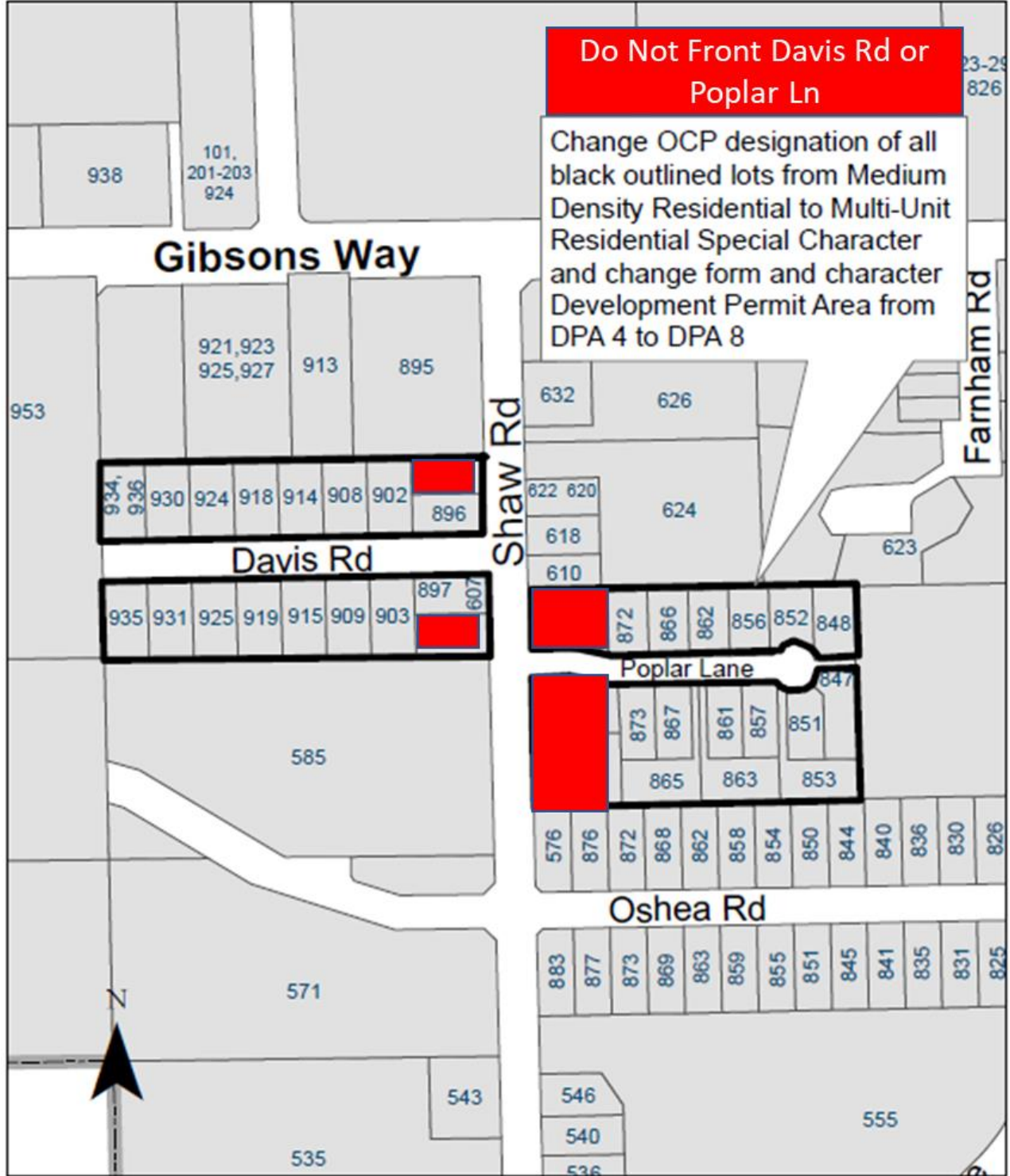
William Beamish, Mayor

Lindsey Grist, Corporate Officer



Appendix A

OCP Amendment Bylaw No. 985-25, 2020



TOWN OF GIBSONS

BYLAW NO. 1065-54, 2020

A Bylaw to amend *Town of Gibsons Zoning Bylaw No. 1065, 2007*

WHEREAS the Council for the Town of Gibsons has adopted *Town of Gibsons Zoning Bylaw No. 1065, 2007*;

AND WHEREAS the Council deems it desirable to amend the Zoning Bylaw to facilitate infill, ground-oriented housing options on existing single-family lots;

NOW THEREFORE the Council, in open meeting assembled, enacts as follows:

1) This Bylaw may be cited as the *Zoning Amendment Bylaw No. 1065-54, 2020*.

2) The *Town of Gibsons Zoning Bylaw No. 1065, 2007* is amended by:

a) Inserting the following new definition in Section 2.1 in alphabetical order:

“THREE-FAMILY DWELLING” means a residential use in which the principal detached building on a lot is used for three dwelling units constructed side-by-side or above one another.”

b) Replacing the existing with the following new definition in Section 2.1 in alphabetical order for:

"APARTMENT USE" means the residential use of part or all of a building comprised of three or more dwelling units, but does not include townhouses or three-family dwellings.”

c) Amending SCHEDULE “F” of Bylaw 1065 to revise its title and include the properties fronting Davis Road and Poplar Lane within the Garden Suite Areas, as shown in Appendix A attached to and forming part of this bylaw;

d) Amending the title of Section 8.10 to read as follows:

“Garden Suites Areas”

e) Amending Section 8.10 (6) to read as follows:

“Building Floor Area of the Garden Suite shall not exceed the gross floor area of the principal building. In the case of a two-family dwelling or a three-family dwelling, the Garden Suite must not exceed the gross floor area of the smallest principal dwelling.

f) Inserting the new Multi-Family Residential Zone 7 (RM-7) zone in numerical order in Part 10 to Bylaw 1065, attached to and forming part of this bylaw as Appendix B;

3) Altering the zoning designation for area on Schedule A to Bylaw No. 1065, from the existing Single-Family Residential Zone 2 (R-2) to Multi-family Residential Zone 7 (RM-7), as shown in Appendix C attached to and forming part of this bylaw.

4) Making such consequential alterations and annotations as are required to give effect to this amending bylaw, including renumbering of subsequent provisions of the Bylaw.

READ a first time the ##### day of MONTH, YEAR

READ a second time the ##### day of MONTH, YEAR

PUBLIC HEARING held the ##### day of MONTH, YEAR

READ a third time the ##### day of MONTH, YEAR

APPROVED pursuant to Section 52(3)(a)
of the *Transportation Act* the ##### day of MONTH, YEAR

ADOPTED the ##### day of MONTH, YEAR

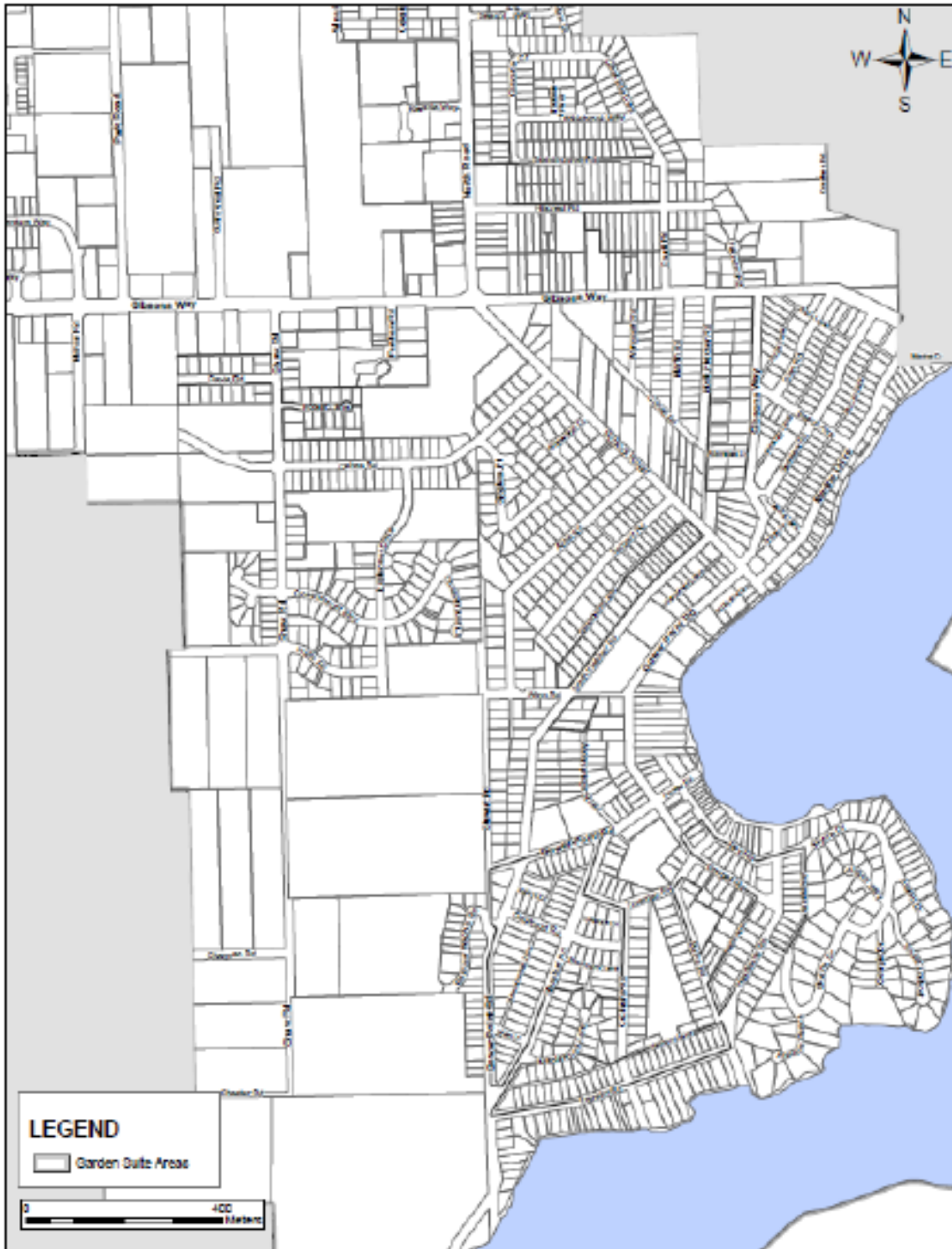
William Beamish, Mayor

Lindsey Grist, Corporate Officer



APPENDIX A Garden Suite Areas Schedule F

06/00/24 Zoning/Planning/Staff
January 2025



Disclaimer:
This information has been compiled by the Town of Gibsons using data derived from a number of sources with varying levels of accuracy. The Town disclaims all responsibility for the accuracy of this information.

APPENDIX B

MULTI-FAMILY RESIDENTIAL ZONE 7 (RM-7)

10.XX Application and Intent of Zone

The regulations of this zone apply to the use of land, buildings, and structures within the Multi-family Residential Zone 7 (RM-7). The intent of the RM-7 zone is to allow for infill medium-density residential options on larger single-family residential lots. 650m2 minimum lot size is not a "larger lot". This requires further investigation that includes a range of architectural arrangements to determine what size and shape of lot can accommodate a three unit principle building and garden suite. This further investigation must include the residents in collaboration to evaluate the design and layout that will maintain the current form and character of Davis Road and Poplar Lane. And emphasizing quality habitation for avoiding slum landlords.

10.XX Permitted Principal Uses

- (1) One Single-Family Residential Dwelling per lot; or
- (2) One Two-Family Dwelling per lot; or
- (3) One Three-Family Dwelling per lot.

10.XX Permitted Accessory Uses

- (1) accessory
- (2) off-street parking and loading;
- (3) one Garden Suite as permitted by Section 8.10 of this Bylaw;
- (4) *Accessory Buildings* as permitted by Section 4.13-4.20;
- (5) Child day-care;
- (6) Long-term rental;
- (7) Bed and Breakfast;
- (8) Home Occupations subject to the regulations of Section 8.5 of this bylaw; and
- (9) Other accessory uses customarily incidental and subordinate to a permitted principal use.

10.XX Minimum Lot Area

(1) A lot in the RM-7 zone must have a lot area of not less than 650 m² (6,996 ft²). 650m² minimum lot size is not a “larger lot”. This requires further investigation that includes a range of architectural arrangements to determine what size and shape of lot can accommodate a three unit principle building and garden suite. This further investigation must include the residents in collaboration to evaluate the design and layout that will maintain the current form and character of Davis Road and Poplar Lane. And emphasizing quality habitation for avoiding slum landlords.

10.XX Minimum Lot Width

(1) A lot in the RM-7 zone must have a lot width of not less than 19.0 m (62.4 ft). 19.0 m and 650m² minimum lot size is not a “larger lot”. This requires further investigation that includes a range of architectural arrangements to determine what size and shape of lot can accommodate a three unit principle building and garden suite. This further investigation must include the residents in collaboration to evaluate the design and layout that will maintain the current form and character of Davis Road and Poplar Lane. And emphasizing quality habitation for avoiding slum landlords.

10.XX Density

(1) The maximum floor space ratio is 0.60; This needs to be put into a context with achieving/maintaining the form and character of the neighbourhood. How does this relate to lot size, uph, 50% lot coverage and quality habitation standards? A floor space ratio for single family residential of 0.5 is sufficient?

(2) Where required accessory off-street parking is located within or under a principal building, the floor area occupied by such parking may be added to the lot area of the lot for purpose of determining floor space ratio under subsection (1).

10.XX Setbacks

(1) Except as required or permitted by Part 4, Part 5 and Part 8 of this bylaw, buildings and structures must be sited no closer to a lot line than the following:

(a) front lot line: 7.5 m (24.6 ft);

(b) rear lot line: 7.5 m (24.6 ft);

(c) interior side lot line: 1.5 m (4.9 ft);

(d) exterior side lot line: 4.0 m (9.8 ft). No lane access for Davis Road or Poplar Lane.

(2) Notwithstanding Section 4.3 (3) of this bylaw, porches, porticoes, steps and decks projecting beyond the face of a principal building may be sited 2.0 m closer to a front lot line than the setback specified elsewhere in this bylaw.

10.XX Maximum Lot Coverage

(1) The maximum lot coverage is 50%.

10.XX Maximum Height of Buildings

(1) Except as otherwise required by Part 5 and Part 8 of this bylaw, principal buildings in the RM-7 zone must not exceed a building height of 8.0 m (26.2 ft);

(2) Notwithstanding Section 8.10, a Garden Suite shall be limited to one storey in building height.

10.XX Required Off-Street Parking

(1) Off-street, parking must be provided and maintained in accordance with the requirements of Part 6 and the minimum parking space requirements for the RM-7 zone including:

a. A Three-Family Dwelling has a minimum parking requirement of 4.0 parking spaces;

10.XX Landscaping

(1) The uses in the RM-7 zone must be landscaped and maintained as required by Section 4.5 of this Bylaw.



Appendix C

Zoning Bylaw Amendment No. 1065-54, 2020

