



# STAFF REPORT

**TO:** Planning and Development Committee **MEETING DATE:** September 8, 2020

**FROM:** Lesley-Anne Staats, RPP, MCIP **FILE NO:** ZA-1065-54  
Director of Planning

**SUBJECT:** Poplar Lane-Davis Road OCP/Zoning Amendment Survey Results and  
Consideration of Second Reading

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## RECOMMENDATIONS

**THAT** the report titled Poplar Lane-Davis Road OCP/Zoning Amendment Survey Results and Consideration of Second Reading be received;

**AND THAT** Council gives OCP Amendment Bylaw 985-25, 2020, to change the Land Use Designation and Development Permit Area for the Davis Road and Poplar Lane area, Second Reading, as amended;

**AND THAT** Council gives Zoning Amendment Bylaw 1065-54, 2020, to rezone the Davis Road and Poplar Lane area to a new RM-7 zone to allow for a three-family dwelling and extend the Garden Suite Area to this area, Second Reading;

**AND FURTHER THAT** an electronic Public Hearing be scheduled to begin at 5:30 pm on October 6, 2020, as authorized under Ministerial Order M139/2020 and in accordance with Section 465(3) of the Local Government Act;

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## BACKGROUND / PURPOSE

On January 14, 2020, Council passed the following resolution in part:

**R2020-05** **Proposal for a Three Family Dwelling and Garden Suite at 931 Davis Road**

MOVED by Councillor Croal  
SECONDED by Councillor Ladwig

THAT Council directs staff to prepare an OCP Amendment Bylaw to change the Land Use Designation and Development Permit Area in the Davis Road and Poplar Lane area, and prepare a Zoning Amendment Bylaw to extend the Garden Suite Area to cover the Davis Road and Poplar Lane area.

On March 3, 2020, Council considered OCP and Zoning bylaw amendments for the Davis Road and Poplar Lane area, and gave the bylaws First Readings via the following resolutions:

**R2020-98 Proposed Three Family Dwelling and Garden Suite Area for the Davis Road and Poplar Lane Area**

MOVED by Councillor Ladwig  
SECONDED by Councillor Croal

THAT pursuant to Section 477 of the Local Government Act, Council has considered Official Community Plan Amendment Bylaw No. 985-25, 2020 in conjunction with the Town's Financial Plan and waste management plans;

AND THAT a Public Information Meeting be held to receive feedback on the proposed bylaws prior to Second Reading being given and a Public Hearing being scheduled.

**CARRIED**

**R2020-111 Official Community Plan Amendment Bylaw 985-25 - Davis Road & Poplar Lane**

MOVED by Councillor De Andrade  
SECONDED by Councillor Ladwig

THAT "Official Community Plan Amendment Bylaw No. 985-25, 2020" be given first reading.

**CARRIED**

**R2020-112 Zoning Amendment Bylaw 1065-54 - Davis Road & Poplar Lane**

MOVED by Councillor Croal  
SECONDED by Councillor De Andrade

THAT "Zoning Amendment Bylaw No. 1065-54, 2020" be given first reading.

**CARRIED**

A Spring public information meeting was intended to be hosted by staff with invitations sent to owners and neighbours in the area; however, due to the COVID-19 Pandemic, the invitations to the public information meeting were held back and instead a survey was prepared and sent to owners/occupants and neighbours in the area on June 11, 2020. The survey and results are enclosed as attachment A.

The purpose of this report is to provide Council with the results of the neighbourhood consultation, and provide Council and opportunity to give the bylaws a second reading and to schedule a public hearing.

## **DISCUSSION**

### **Survey Results**

A survey was sent to residents within the Davis Road and Poplar lane vicinity on June 11, 2020. The survey was open until July 5 and twenty three (23) individuals completed the survey. Out the twenty-three (23) respondents, eight (8) lived on either on Davis Road or Poplar Lane. Five (5) respondents lived on Shaw Road and ten (10) respondents answered that they lived elsewhere in Gibsons or other.

Fourteen (14) respondents were home owners. Three (3) were neighbours, two (2) were looking for housing and one (1) was a tenant.

Thirteen (13) respondents agreed that three units should be allowed within a single family dwelling and ten (10) disagreed. Of those that disagreed, three respondents cited parking as a concern, and drainage or “lack of infrastructure” was also quoted as an issue.

Those in support stated that this type of density uses existing infrastructure, provides clear direction, and provides more housing types.

An individual stated that single-family homes should still be allowed within the zone as well. The RM-7 allows for one single family, duplex or three-family home to be built on a lot and therefore staff note that single family dwellings would still be permitted.

Individuals were more in favour of adding Garden Suites to Davis Road and Poplar Lane, with fifteen (15) responding yes to building a one-storey Garden Suite and expanding the Garden Suite area to Davis Road and Poplar Lane.

Those that offered more comments stated support, while some asked that parking and green space be on-site. Staff note that the bylaw introduces a requirement for four (4) on-site parking spaces for a three-family dwelling. A Garden Suite would require one (1) on-site parking space.

The final question of survey asked if there is anything else that Council should consider when deciding whether to proceed with the OCP and Zoning amendments. Three (3) suggested higher density on Shaw Road, three (3) suggested that a bonus density be included. Some stressed the importance of parking or lack of along Poplar currently, two (2) respondents stated that this should not be the only area that looks at increasing density.

### **Cost Implications to owners**

Staff note that should Council adopt the bylaws to allow more density, there would be substantial cost implications to the owners to increase density in an existing dwelling, as building code requirements have changed since the time the existing dwellings were built. Thus, the bylaw maintains an allowance for single family dwellings and duplexes. Should an owner wish to demolish a building and re-build, a three-family dwelling would be permitted.

Should an owner wish to convert an existing single-family dwelling into a duplex or three-family dwelling, a building permit would likely require:

- A Code Assessment completed by an Architect with drawings
- Structural engineer's report to confirm structural integrity of building
- Electrical report confirming electrical work is safe and up to code
- Air quality assessment confirming air quality is safe (no mold) and habitable
- Plumbing report confirming plumbing is up to code
- Development Cost Charges would be required at the time of a Building Permit. DCC's for a three family dwelling are based on floor area. DCC fees for a Garden Suite are currently approximately \$6,300.
- Infrastructure upgrades as needed

### **Bylaw Amendments Since First Reading**

Since the bylaws were read a first time on March 3, 2020, a portion of the initially proposed OCP and zoning amendment was incorporated in the OCP and zoning bylaw as part of the 931 Davis Road application that was adopted. Thus, the portions of the bylaws that have since been adopted have been deleted from this OCP amending and zoning amending bylaw, and staff are recommending that the two bylaws be read a Second time, as amended.

### **POLICY / PLAN IMPLICATIONS**

#### **Strategic Plan Implications**

This approach is aligned with Council's strategic objective of advocating for and facilitating a range of housing types with a priority of actively working towards increasing the supply and range of safe, secure, and attainable affordable housing options. This bylaw essentially introduces a "Missing Middle" housing type, which the Town currently does not have.

#### **Financial Plan Implications**

There are no negative implications to the financial plan.

#### **Other Policy or Plan Implications**

In addition to the Zoning and OCP Amendment Bylaws, future applicants would be required to submit form and character Development Permit applications if introducing Garden Suites, should proposed amendment bylaws be adopted by Council.

### **NEXT STEPS**

The next step would be for Council to hold a Public Hearing after giving the bylaws Second Reading Notices would be posted in the local paper advising of the statutory Public Hearing date, and how to attend virtually.

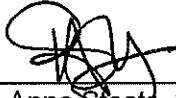
## RECOMMENDATIONS / ALTERNATIVES

Staff's recommendations are on page 1 of this report.

### Attachments

- Attachment A – Survey Summary
- Attachment B – Zoning Amendment Bylaw No. 1065-54, 2020
- Attachment C – OCP Amendment Bylaw No. 985-25, 2020

Respectfully Submitted,

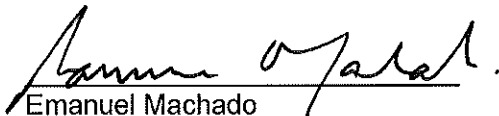


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Lesley-Anne Staats, RPP, MCIP  
Director of Planning

### CHIEF ADMINISTRATIVE OFFICER'S COMMENTS:

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

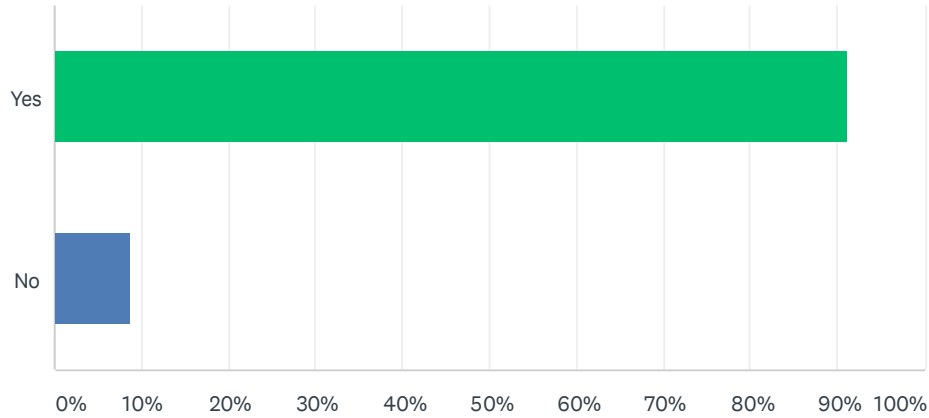


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Emanuel Machado  
Chief Administrative Officer

### Q1 Have you read the background information on this initiative, which was provided both in the letter to residents and on the Davis Road - Poplar Lane webpage?

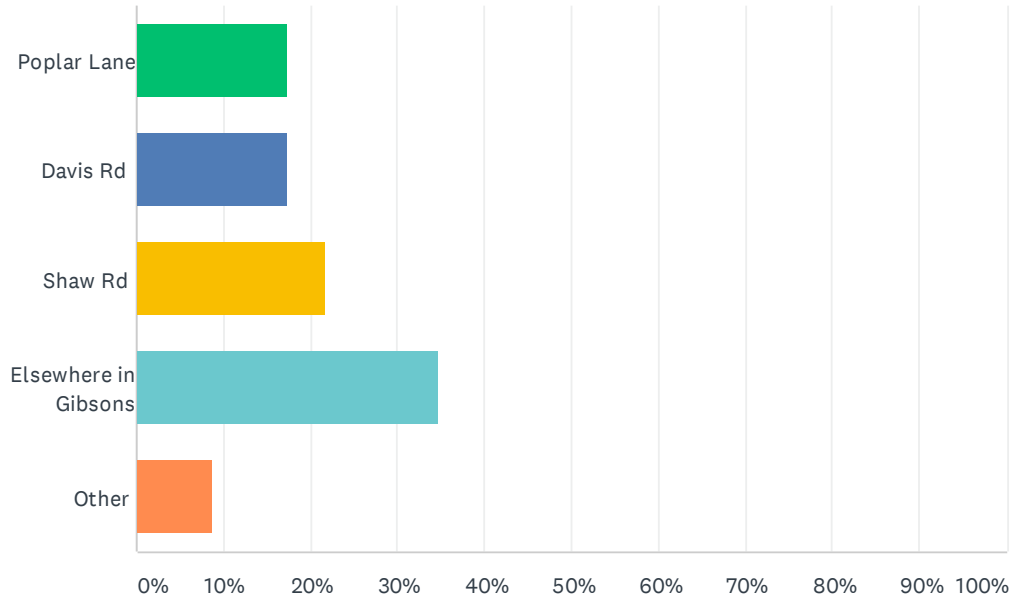
Answered: 23 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	91.30%	21
No	8.70%	2
TOTAL		23

## Q2 Where do you reside?

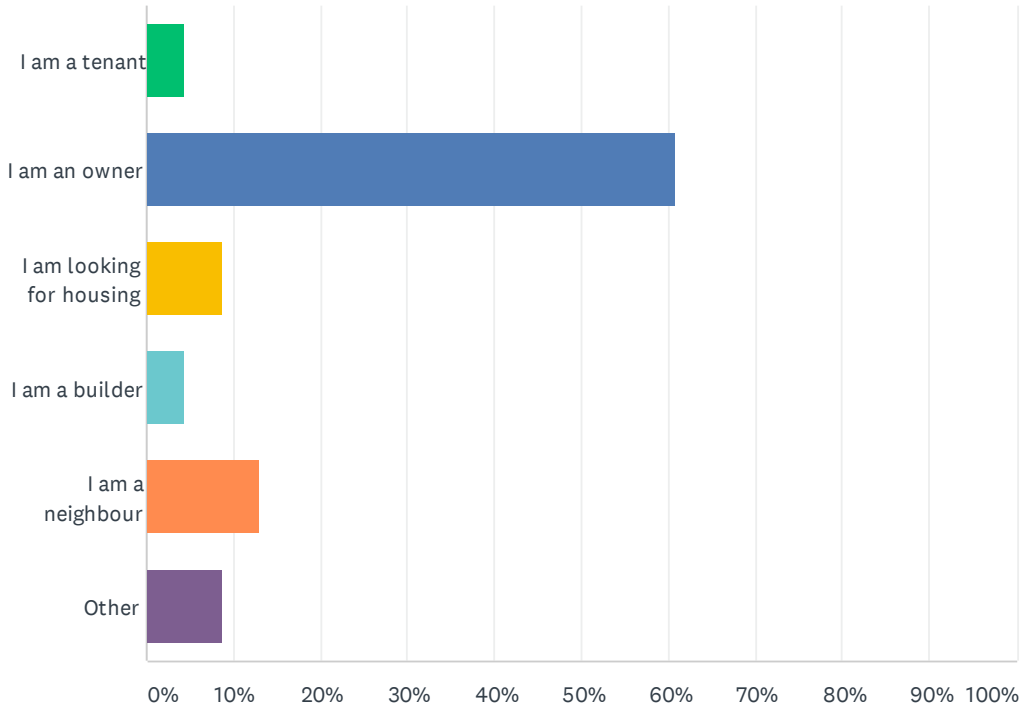
Answered: 23 Skipped: 0



ANSWER CHOICES	RESPONSES	
Poplar Lane	17.39%	4
Davis Rd	17.39%	4
Shaw Rd	21.74%	5
Elsewhere in Gibsons	34.78%	8
Other	8.70%	2
<b>TOTAL</b>		<b>23</b>

### Q3 What is your primary relation to this topic?

Answered: 23 Skipped: 0

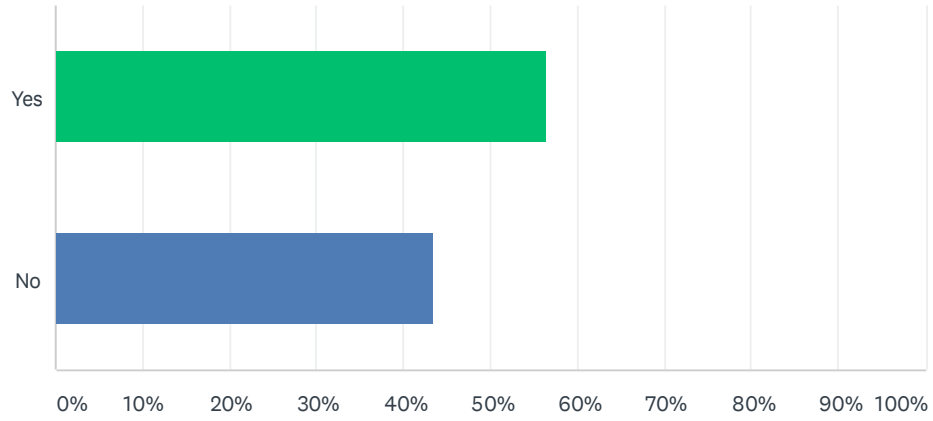


ANSWER CHOICES	RESPONSES	
I am a tenant	4.35%	1
I am an owner	60.87%	14
I am looking for housing	8.70%	2
I am a builder	4.35%	1
I am a neighbour	13.04%	3
Other	8.70%	2
<b>TOTAL</b>		<b>23</b>



### Q4 Do you agree with allowing up to three units within a single family dwelling form in this area?

Answered: 23 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	56.52%	13
No	43.48%	10
TOTAL		23

## Davis Road-Poplar Lane Rezoning Survey

#	PLEASE TELL US MORE:	DATE
1	I don't mind this form but this should not be the only thing that can be built. People are still building single family and developers I'm sure would like to make apartments along shaw. I think this area needs to be broken up as follows: -South west Davis / South east Poplar --- Single family -Shaw Rd - --- 4/6 - Story apartments (6 if rental, 4 if condo) -Middle Area -This proposed OCP amendment	7/7/2020 3:23 PM
2	This is a good incentive to redevelop beyond making basement suites of all these houses.	7/5/2020 5:47 PM
3	I like how it controls the form into 3 fam and a lane house. Much more clear of what can be built.	7/2/2020 3:51 PM
4	I answered 'yes' reluctantly only because it seems to offer an improvement to the already approved zoning change from single family residential to Multi-unit allowing for up to 4 units per lot. I have concerns about increasing density at all on Poplar Lane in particular because: 1 Poplar Lane, as a narrow cul de sac (with a road surface narrower and in poorer condition than Davis), accommodates significantly more foot traffic than Davis. It is in constant use by school children, caregivers, residents of the complexes on Farnham Road with a range of abilities and disabilities, dog walkers and neighbourhood residents accessing shortcuts to middle and lower Gibsons. 2 Poplar Lane has inadequate drainage of water in the culverts (the culvert slopes the wrong way for water to travel to the main drainage). Specifically the construction of the townhouse and condo developments caused water flooding into basements on that side of the road. For example my neighbours at their own expense were forced to construct their own sump pump along the perimeter of the property. 3 The street lighting is inadequate. 4 there are a range of lot sizes on Poplar, most are not as large as the majority of lots on Davis. 5 Poplar Lane is notable for good neighbourliness and a sense of community. Would this be retained under the present zoning?	6/23/2020 8:29 PM
5	I think this is a smart way to provide more housing while utilizing existing infrastructure. I believe the work to create suites has to be done by a professional and be up to code. Too many suites are created under the radar and result in unsafe living quarters.	6/21/2020 3:15 PM
6	There is already a parking issue in this area (Shaw Road has limited parking available) -- I am concerned about tripling the number of vehicles (or more) needing space to park on the streets -- there is no mention of each property providing parking for the units that will be built there and this is critical. As it is, people living in the single-family properties on these streets to not use their garages and/or carports because the areas are inaccessible for a car (the parking areas are full of other possessions). Without any new parking provisions, the streets will become clogged with cars (both parked and traffic-wise). If I read the documents correctly, three units are to be allowed plus a garden suite on each lot; that means the need for parking will as much as triple what it is now, or more.	6/19/2020 3:56 PM
7	Maybe only Poplar and south Davis?	6/17/2020 10:03 AM
8	Makes sense to provide a mix of housing options in the community, and the area is a good candidate for density with its proximity to transit, schools and shopping. The neighbourhood housing stock could use some upgrading, quite frankly. As owners, we don't plan to redevelop ourselves, but this gives future owners some options.	6/16/2020 2:20 PM
9	No water No parking No privacy No water drainage No covered ditches No sidewalks No street lighting More vandalism Loss in property values More noisy parties More stinky pot stench	6/16/2020 1:34 PM
10	The town needs to address lack of infrastructure before it makes ANY changes to the OCP. The school is already full, traffic and garbage are all considerations. We do not support changes such as this and wish to keep this area the way it is.	6/15/2020 2:41 PM
11	I am not opposed to density, but I disagree with the process. A single property owner requested more units, which is fine, but now it seems like Council is trying to justify its approval of that request by arbitrarily foisting the same zoning upon the entire neighbourhood. Just because of one property owner. A lone property does not constitute a trend or any indication that this neighbourhood has special characteristics that make it more appropriate to this kind of zoning than anywhere else in Gibsons. "Spot zoning" is not great planning, arguably it is a failure of planning, but does expanding a spot zone to cover an entire "spot" neighbourhood, for no rational reason or demonstrable need, make it better, or worse? Considering this issue Town-wide, maybe even in the context of an OCP review, and ideally because of significant interest and demand from Town property owners and tenants, would be sensible process. Not one	6/15/2020 11:35 AM

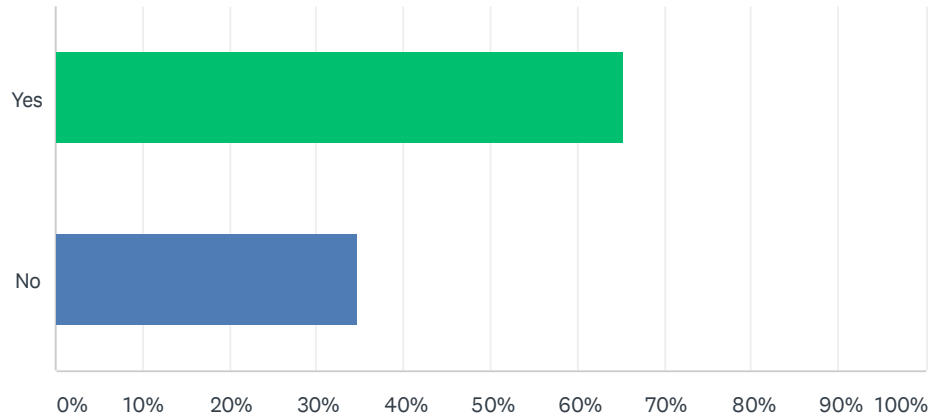
## Davis Road-Poplar Lane Rezoning Survey

property asks for it, so let's just expand it to that property's neighbourhood after the fact to make it look like planning. Sorry, but that is definitely not planning.

12	Yes but this should be the base density. If enter into a housing agreement it can be high density. We have high density social housing down the road, lets not give up on development benefits such as affordable housing.	6/14/2020 10:04 PM
13	More density in upper gibsons is great!	6/13/2020 11:49 PM
14	not enough parking	6/13/2020 11:52 AM

Q5 The bylaw proposes to expand the Garden Suite Area along Davis Road and Poplar Lane. This would allow each property to build a one-storey Garden Suite. Do you agree with expanding the Garden Suite area to this area?

Answered: 23 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	65.22%	15
No	34.78%	8
TOTAL		23

## Davis Road-Poplar Lane Rezoning Survey

#	PLEASE TELL US MORE:	DATE
1	Yes but only with a good site plan. Some lots are pan handles or quite narrow compared to others. Some lots would be better consolidated for townhouses, Does this limit what else we can build? Can we ONLY build 3 fam + laneway? Although it's great to think that every lot will be a nice single fam looking house with 3 families in it, being flexible to how people want to sell and developers want to configure would be good.	7/6/2020 8:49 AM
2	As long as there is still parking and yard space for all units.	7/5/2020 5:47 PM
3	Lane houses are good	7/2/2020 3:51 PM
4	With the same concerns as noted above.	6/23/2020 8:29 PM
5	Makes sense. We are close to the stores and bus routes. We are close to banks, restaurants etc. I believe this is a better area for Garden suites than lower Gibsons. With older folks in the Oceanmount area, there could be a lot more spaces for people. I believe it's better than low cost apartment buildings. People are spread throughout the community and not labelled.	6/21/2020 3:15 PM
6	See above re: parking	6/19/2020 3:56 PM
7	I would agree as long as the structure is built according to code and with proper town building permits, not an owner-renovated garage or garden shed.	6/17/2020 10:44 AM
8	Lots areas of Gibsons already allow this, so don't see why this neighbourhood should not as well. Not sure how much uptake there has been on garden suites elsewhere in the community, but again, provides different housing options.	6/16/2020 2:20 PM
9	Leave it one family homes!!!	6/16/2020 1:34 PM
10	I support expanding the Garden Suite program as a consideration of the entire Town's boundaries, not neighbourhood by neighbourhood just because a single property owner requests one.	6/15/2020 11:35 AM
11	not enough parking for more people	6/13/2020 11:52 AM

Q6 Is there anything else you think Council should consider when deciding whether to proceed with these OCP and Zoning amendments?

Answered: 15 Skipped: 8

## Davis Road-Poplar Lane Rezoning Survey

#	RESPONSES	DATE
1	Needs to be more areas with different density	7/7/2020 3:23 PM
2	There is already not enough parking in the area for the 40 unit affordable housing project so not sure how this will work with these small roads and lots . Looks like this is a plan to consolidate lots for several large developments with underground parking.....Not that there is anything wrong with that just not being presented honestly	7/6/2020 11:01 AM
3	I live on Shaw and would ideally like to sell to a developer in the next few years and cash out. The lot is large and I've always thought would be multi family once we moved on as the house need's work we can't afford. I'd like to see a BONUS density if the developer makes rental / below market sales / CAC's. I love they're building affordable housing that just got approved, let's do more!	7/6/2020 8:49 AM
4	With the care home and the new affordable housing being build down the road. Will this be a limit of development here to Single family form? I'd like to see more affordable apartment housing on Shaw road, but not as much on Davis / Poplar. Although I like my street right next to the mall, we have town-homes and apartments all around us so it only makes sense to continue that here.	7/5/2020 5:47 PM
5	Keep this street a dead end and quiet. Since we moved here 20 years ago, the tenant population has increased substantially and is more than enough.	7/3/2020 7:26 AM
6	Some lots on Shaw could maybe be apartment buildings? Perhaps bonuses for social housing / rental?	7/2/2020 3:51 PM
7	all applicable building codes be addressed	6/30/2020 11:50 AM
8	I would appreciate it if you contacted me about the concerns listed above. You can contact me at rose264clarke@yahoo.ca	6/23/2020 8:29 PM
9	I think they should be taking the Official Plan into account while looking at new data in order to come up with something that will take us into the future. This way the owners bear the costs and the responsibility.	6/21/2020 3:15 PM
10	Besides parking, stress on water and sewage systems, garbage storage and pickup -- I live in a condo development and storage of garbage and its removal is always an issue -- bears, smell, where will 4 units on one lot keep all their garbage till pick-up? Noise issues may become a problem, etc.	6/19/2020 3:56 PM
11	Especially with the building at 571 Shaw. More of this should have the potential of higher density affordable housing. Base density then bonus potential? 6 stories can be built with wood cheaply. This may not be suitable on Poplar	6/17/2020 10:03 AM
12	How are you going to accommodate all the additional vehicles that will need to park on these streets? Instead of one or two vehicles per property, there could be several.	6/16/2020 2:20 PM
13	Yes, Council should consider whether density and infill for single-family properties are an issue TOWN-WIDE. Is this (lack of density) a problem? Is this an opportunity? Determine this, and if it is an issue, spend our public money on staff and consultant time to consider this issue TOWN-WIDE rather than wasting money and time on a piecemeal basis simply because of one non-conforming property.	6/15/2020 11:35 AM
14	Consider High density on Shaw. We have 4 story being built a block down. Should 902, 623, 896 not be mixed use being next to commercial? 5 over 1? In my opinion we should be offering big density bonuses in upper gibsons if rental / affordable buying / under market value is built over commercial facing the street. The whole area is a industrial / commercial mess ripe for redevelopment.	6/14/2020 10:04 PM
15	Perhaps we can do something even denser on shaw Rd fronting? I'd personally be fine with 5-6 story in these locations	6/13/2020 11:49 PM

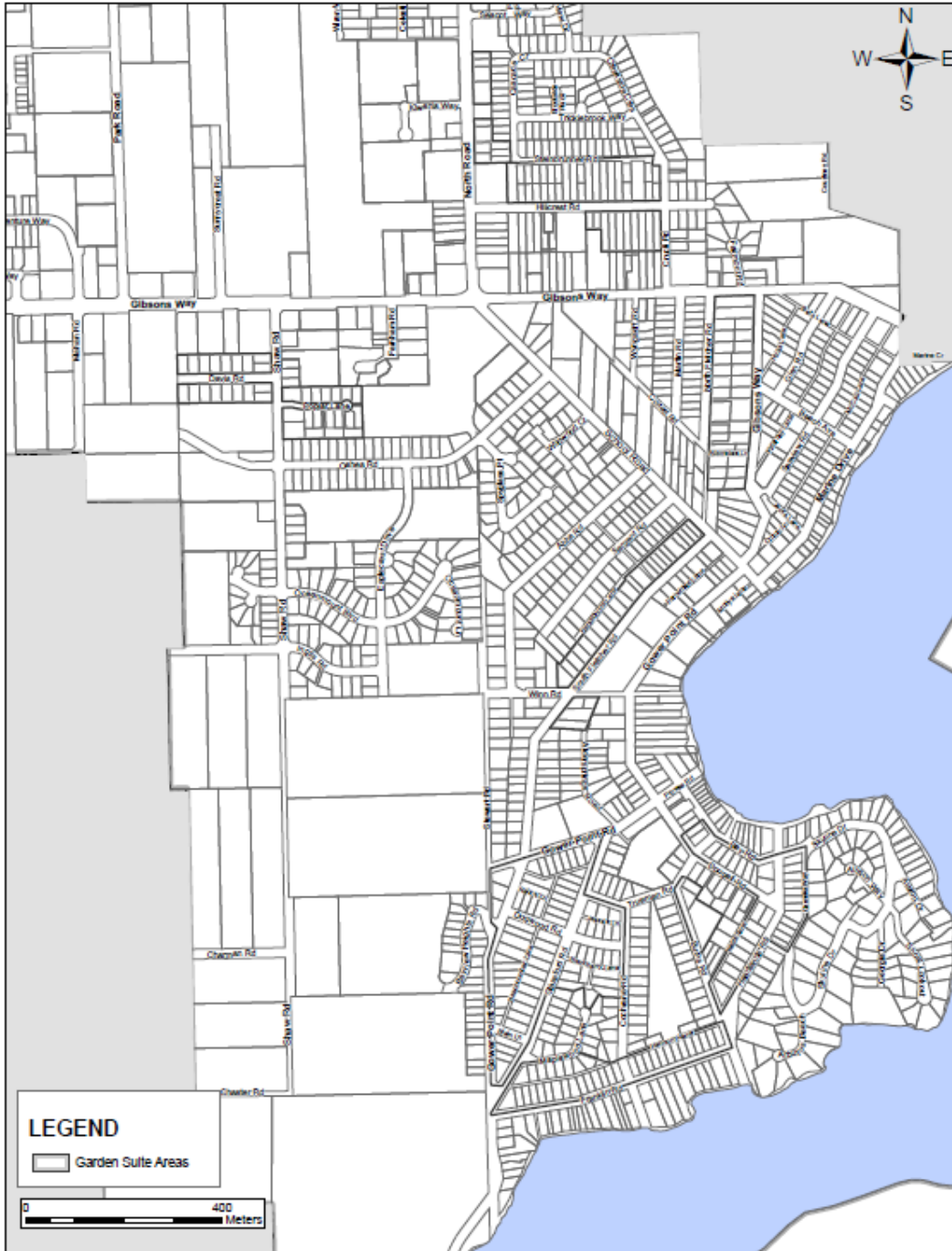






# APPENDIX A Garden Suite Areas Schedule F

0200004 ZoningGardenSuite  
January 2020

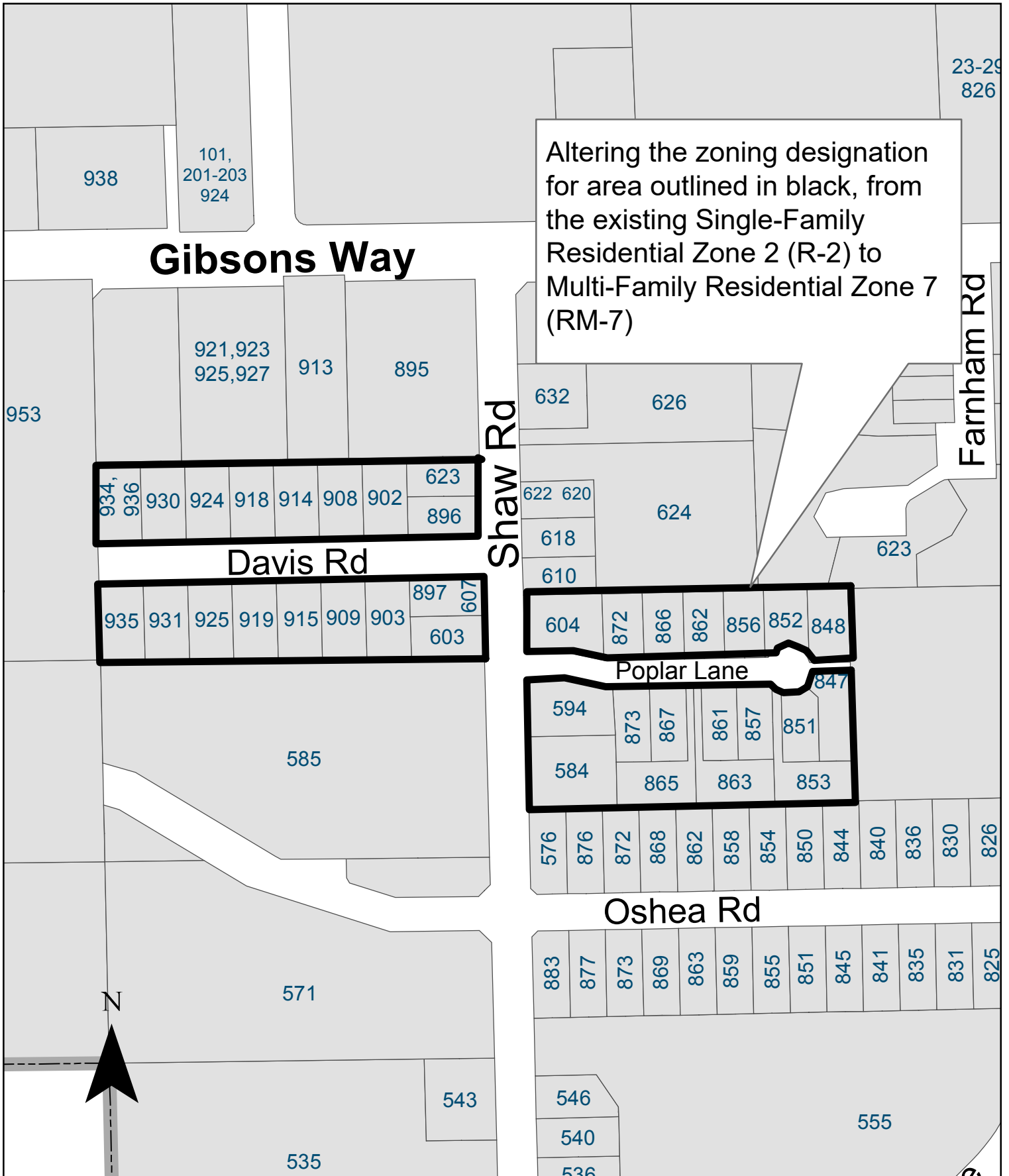


Disclaimer:  
This information has been compiled by the Town of Gibsons using data derived from a number of sources with varying levels of accuracy. The Town disclaims all responsibility for the accuracy of this information.



# Appendix B

## Zoning Bylaw Amendment No. 1065-54, 2020



**TOWN OF GIBSONS**

**BYLAW NO. 985-25**

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

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**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) 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 3<sup>RD</sup> day of MARCH, 2020

**PURSUANT** to Section 475 of the *Local Government Act* consultation requirements considered the 3<sup>RD</sup> day of MARCH, 2020

**CONSIDERED** in conjunction with the Town of Gibsons’ Financial Plan and any applicable Waste Management Plans pursuant to the *Local Government Act* the 3<sup>RD</sup> day of MARCH, 2020

**READ** a second time, as amended the ##### day of MONTH, YEAR

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





# Appendix A

## OCP Amendment Bylaw No. 985-25, 2020

