



STAFF REPORT

TO: Advisory Design Panel

MEETING DATE: January 11, 2023

FROM: Planner II

FILE NO: 3220-GibsonsWay-835

SUBJECT: Development Variance Permit (DVP-2022-06) and Form and Character Development Permit (DP-2022-26) for a proposed mixed-use building at 835 Gibsons Way

RECOMMENDATIONS

THAT the Advisory Design Panel prefers the following form and character option;

- a) Option 1 – Original Design;
- b) Option 2 – New Sloped Roof design

AND THAT the Advisory Design Panel recommends form and character Development Permit DP-2022-26 for 835 Gibsons Way be (select option):

- a) issued as presented;
 - b) issued subject to the following conditions...;
 - c) rejected for the following reasons...
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PURPOSE

The purpose of this report is to present the Advisory Design Panel (ADP) with the proposal for the redevelopment of 835 Gibsons Way and obtain the Panel's recommendations to Council on the form and character development permit.

The ADP reviewed the variance requests at its meeting on December 7, 2022, requesting a 12-metre height increase and 68 parking-space reduction for the 81 unit residential building with commercial at grade.

BACKGROUND

In December, the ADP were presented an application to demolish and redevelop Sunnycrest Motel, located at 835 Gibsons Way, with a seven-storey mixed-use building with commercial at ground level and 81 residential rental units above. The original application is enclosed as Attachment A.

The application included a variance request to increase the height over the 12-metre limit and reduce the parking by 68 spaces. The ADP provided the following recommendations:

THAT the Advisory Design Panel recommends the Development Variance request DVP-2022-06 for 835 Gibsons Way for a 12-metre height variance be considered with the following comments:

- *An update to the OCP is required to gain a vision on where Upper Gibsons locates density*

- *An update to the Zoning Bylaw should consider a density bonus to secure affordable housing,*
- *If the variance is given for the height, there would be a covenant to ensure rental in perpetuity*

THAT the Advisory Design Panel recommends the Development Variance request DVP-2022-06 for 835 Gibsons Way for a parking reduction be considered with the following conditions:

- *the parking complex be reconsidered to provide separated parking for commercial use and residential use to ensure security for vehicles and residents*
- *the provision of multiple (more than 2) car share spaces and vehicles in accordance with Part 6 of the zoning bylaw*
- *the provision of car share credits/memberships for units without dedicated parking spaces*
- *the provision of a bicycle repair station*
- *the provision of e-bike charging infrastructure in the bicycle storage area*

Since the December 7 meeting, the applicants have amended the development application with the following changes:

- Reduced the number of units by 4 (from 81 to 77)
- Reduced the amount of commercial space by 1400 ft² (from 6000 ft² to 4600 ft²)
- Adjusted the floor plan on the west side to provide more privacy to neighbouring lot
- Updated the Landscape Plan to include more native vegetation
- Widened sidewalks to meet the Town's Subdivision and Development Bylaw No. 1175
- Provided and located new E-bike share facility along Gibsons Way frontage
- Provided an option to include sloped roofs and wood elements
- Reduced the requested parking variance by 8 spaces (from 68 to 60) because of the reduction in units and reduction in size of commercial space. 128 parking spaces are required and the application provides 68 spaces.

The new application package is enclosed as Attachment B.

PLANNING CONTEXT

The Official Community Plan (OCP) designates the subject property as Mixed-Use Commercial which allows for a wide range of retail and office use, restaurants, and visitor accommodations in a pedestrian oriented environment, and allows residential uses as a secondary use above or under a commercial use at ground. The proposed use is consistent with the OCP with commercial retail at grade and residential apartments above.

The property is located within Development Permit Area No. 3 (DPA 3) – Upper Gibsons Commercial Area and requires a form and character Development Permit prior to a building permit.

The property is zoned Upper Gibsons Commercial District (C-1), consistent with the OCP's Mixed-Use Commercial designation. The intent of the C-1 zone is to provide for a wide range of commercial uses, as well as apartment use above the ground floor. The proposed use is permitted in the zone; however, the proposed height exceeds the 12-metre maximum height in the zone. The proposed uses also do not meet the zone's parking requirements, and therefore a variance is being sought.

The applicant is requesting a variance to increase the maximum height of the building from 12-metres to 24-metres (a 12 m height increase) and a variance reduce the number of parking spaces from 128 to 68 spaces.

SUMMARY

Two applications have been received:

1. Development Permit for form and character under DPA 3 – Upper Gibsons Commercial Area
2. Development Variance Permit for an additional 12-metres of height and to reduce the number of parking spaces from 136 to 68 (option 1) or 128 to 68 (option 2).

The ADP are requested to comment on Development Permit for form and character.

DISCUSSION

Site and Surrounding Uses

The subject property is located at 835 Gibsons Way, on the corner of Farnham Road and the Highway, as seen in figure 1. The subject property is the current location of Sunnycrest Motel, which is a 2-3 storey motel, accessed from both Gibsons Way and Farnham Road. The current use conforms with the C-1 zoning.

The property has a 4% slope from north to south, gently sloping up to the highway.



Figure 1: Location of Subject property

The neighbouring uses and heights of the existing buildings are shown in Table 1.

	Existing Land Use	Existing Zoning	Height
North	Elphinstone Secondary	Public Assembly (PA)	2 Storey
South	Vacant	Upper Gibsons Commercial District 1 (C-1)	n/a
East	Commercial retail and Gibsons Health Unit	Upper Gibsons Commercial District 1 (C-1)	1 storey
West (north)	Andy's Plaza – Commercial with large parking lot	Upper Gibsons Commercial District 1 (C-1)	1-2 storeys
West (South)	Vacant	Comprehensive Development Area Zone 1 (CDA-1)	n/a

Table 1: Surrounding Uses and heights

Proposal

After listening to comments at the December ADP meeting, the applicants have provided a second option for consideration. Staff have provided a table below comparing the proposed options.

Option 1 – Original	Option 2 – sloped roofs
81 Units	77 Units
28 affordable units through CMHC funding	26 affordable units through CMHC funding
6000 square feet of commercial	4600 square feet of commercial
850 square foot daycare	600 square foot daycare (16-children)
Parking reduction of 68 spaces	Parking reduction of 60 spaces
Height Variance required: 24m	Height Variance required: 24m
West elevation not angled	West Elevation changed to angle units
Flat roof	Sloped roofs

Table 2: Table comparing proposed options

In addition, the applicants have reworked the ground floor and P1 parking levels. ADP members shared concerns that commercial users may park in residential spaces as well as security concerns. The applicants have provided a security gate to segregate the commercial parking from the secured residential parking. This change is proposed in both options.

The building is proposed to be 6-storeys from Gibsons Way and 7-storeys from the rear, looking at the building from Farnham Road. Vehicular access to the site will be from Farnham Road and the residential lobby will also be accessed from Farnham Road, as shown in Figure 2.

The building height as seen from Gibsons Way is proposed to be the same as the proposed building at 826 Gibsons Way, across the street, as shown in Figure 3. However, 835 Gibsons Way has a higher variance request due to a lower average natural grade and site-specific characteristics.

The Landscape Plan has been updated to include more native vegetation and is enclosed as Attachment C.



Figure 2: Access points to the proposed development.

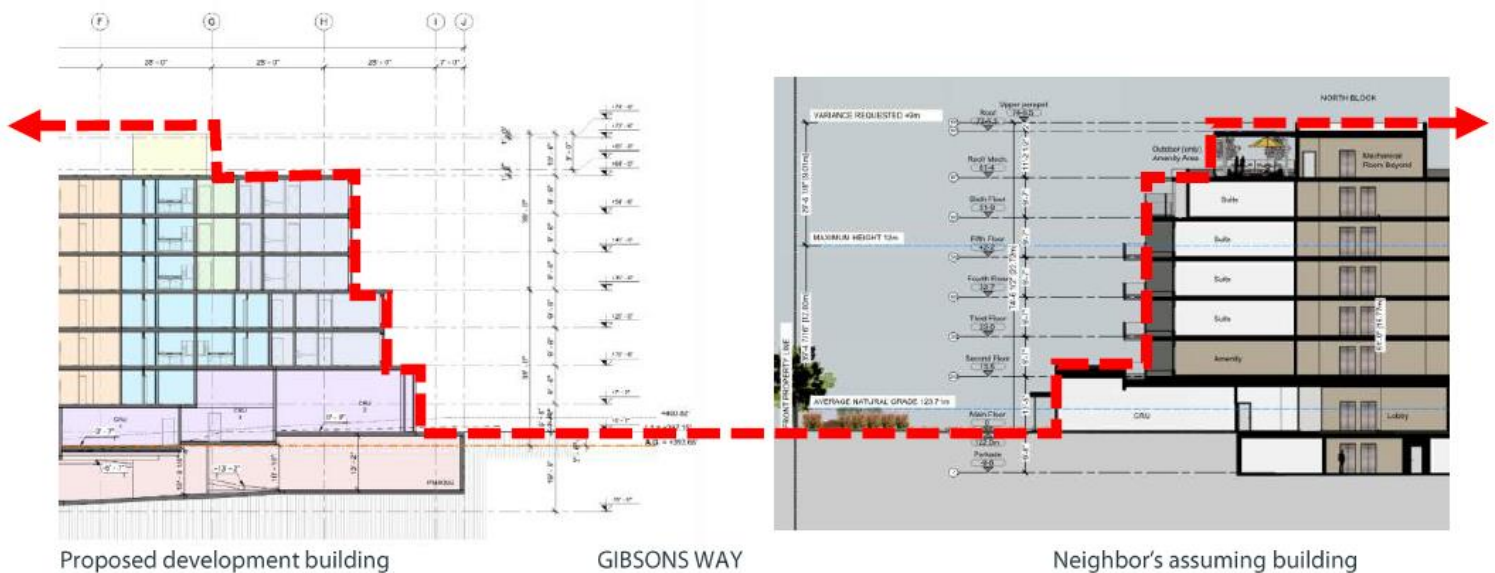


Figure 3: Building Height in relation to 826 Gibsons Way proposal

Option 1 – Original Design (Figures 4-8)

The applicants originally proposed a flat roofed contemporary building, which stepped back slightly from Gibsons Way. The angular massing and overhangs, combined with the lighter wood-like materials on the lower floors provides a modern west coast take. Staff suggest that the glazing and large decks on the front and rear of the building provide a nautical theme, while the vegetation adorned to the upper levels of the west elevation help to reduce the impact of overlook to neighbouring properties.



Figure 4: Image of proposed development from Gibsons Way



Figure 5: Image of the rear from Farnham Road



Figure 6: Image of the west elevation shown from Andy's Plaza



Figure 7: Image of the west elevation along Farnham Road



Figure 8: Colour Board for option 1

Option 2 (Figures 9-13)

The applicants took comments from the Panel's December 7 discussion on the variance application and have submitted an alternative design that adds some more west coast elements, including sloped asphalt roofs and timber.

Window treatments have been changed and made smaller, resulting in an increase of hardi-board material which in turn creates a darker and heavier looking building. Railings have been changed to metal railings rather than glass in option 1.

The west elevation has been redesigned, to limit overlook to the neighbouring property. The resulting changes create an older character building rather than the west coast modern look of option 1.

Massing remains unchanged with the building stepping back at the third level on Gibsons Way, as well as at the rear.

As with option 1, a lighter “cedar” colour hardi-board has been chosen for the lower levels, levels over 12-metres are proposed to be a darker “Chestnut Brown” colour.



Figure 9: Image of proposed development from Gibsons Way



Figure 10: Image of proposed rear elevation



Figure11: Image showing the west side, with the reduced neighbour overlook



Figure12: Image showing the east elevation along Farnham Road

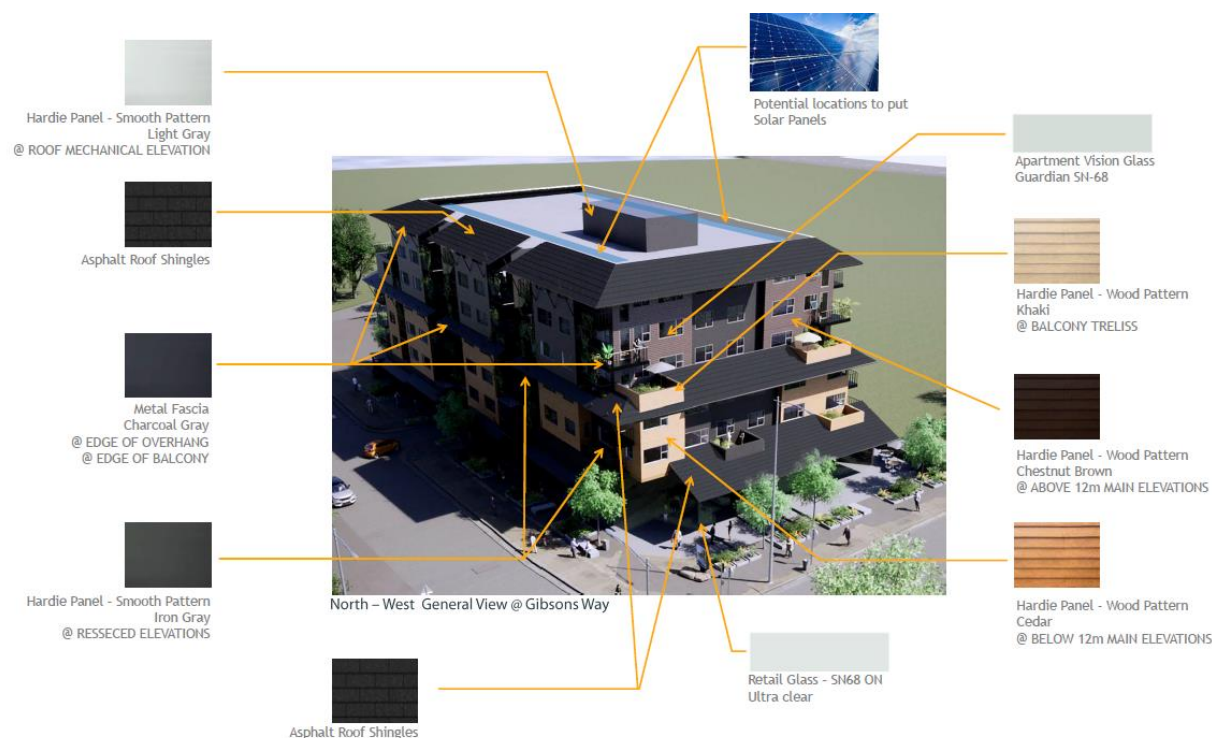


Figure 13: Colour Board for option 2

Development Permit Area Guidelines

The objective of DPA 3 is to improve the commercial area and enhance the appearance of private developments for the benefits of visitors, residents, and businesses.

Staff have reviewed the application, enclosed as Attachment A, with the DPA 3 guidelines. Table 3 summarizes the DPA 3 guidelines, provides staff comments and determines whether the proposal meets the design guidelines.

DPA 3 Guidelines	Staff Comments	Substantially Met?
General Form and Character of Development		
Innovative building design and configuration which introduces variety and detail to the buildings.	Modulated building using variety of colour and materials to create human scale.	Yes
Siting of buildings near the front of a parcel with the building's front face and main access facing the street	Building setback 5m for property line as per MOTI requirements. Commercial units front Gibsons Way.	Yes
Parking at the rear or side of buildings rather than the front.	Commercial and Residential parking located below building or underground.	Yes

DPA 3 Guidelines	Staff Comments	Substantially Met?
Significant landscaping adjacent to public roadways and integrated within the site, use of both architectural and landscape features to provide a “gateway” or distinct entrance.	Landscaping along Gibsons Way and Farnham Road, concrete cut pattern to denote entry to commercial units. The building takes up majority of the site, areas for landscaping are to the rear of the property and along the front portion of the west side.	Yes/No
The form and character should support and enhance the small town character.	Building height the same as 826 Gibsons Way proposal. Option 1 design, materials and glazing not small town character Option 2 provides less glazing and sloped roofs. The ADP may provide comments on which option would be most appropriate for this location.	No
West Coast design features should be included in the design.	Wood pattern hardi board, glass railings and black details denote a contemporary west coast feel.	Yes
The use of natural colours is encouraged, and the use of a variety of complementary colours as accents is also encouraged to promote visual interest.	Hardie Panels in natural tones. Black accent details.	Yes
Design lighting to minimize light spill, glare and sky glow by using non-glare full cutoff fixtures.	Building lighting will be directed downwards to minimize interference with the night sky and spillage to neighbouring properties	Yes
Building Form, Scale and Massing		
Varied building forms will be encouraged. Long, single story buildings should incorporate elements that add vertical definition such as sloped roofs or façade treatments such as fascia or awnings.	Option 1- Building broken into 3 distinct levels through the use of colour and stepping back from Gibsons Way. Vertical trellis landscaping elements along east and west sides Option 2s roofs lessen the impact of the stepping back.	Yes
Large areas of blank wall are not acceptable on a face with a pedestrian or residential area orientation.	No large area of blank wall faces pedestrian or residential areas	Yes
Wall lines should be off-set and modulated along the building elevation to create visual interest along the building section	Modulation by setbacks, a mix of inset and partially projecting balconies, and by vertical bands of colour palette. Rear stepped back to reduce height.	Yes

DPA 3 Guidelines	Staff Comments	Substantially Met?
Pitching and stepping down of rooflines should be incorporated to vary height in the roofscapes of buildings.	Option 1 – No pitched roofs proposed but stepping down accomplished with varied facades and balconies. Option 2 – pitched roofs provided.	Yes
On sloped sites, building forms should step gradually step down to follow the slope of the site.	Building steps back on the 4 th , 5 th and 6 th level at the rear, however, overall building height does not step down with the slope, it gains a storey instead.	No
Where commercial development incorporates a residential or multi-unit use on upper floors, a graded transition in the building height is desired to ensure adjacent properties are not faced with a massive wall.	Commercial and residential uses present substantial building height transition	Yes
Siting of Building and Structures		
Buildings should be sited with the entrance to the buildings facing the street (Gibsons Way, North Road or the access road) to encourage creation of an interest and access for pedestrians. Buildings on corner sites should have façade interest facing both streets.	Commercial units have entries facing Gibsons Way. Entry to residential building, parkade and daycare is located on Farnham Road.	Yes
Parking should occur at the rear or side of buildings rather than the front and shall be buffered from view by significant landscape islands.	All commercial and residential parking located below building or underground – entrance to underground from Farnham Road.	Yes
Natural landscape which includes significant tree stands should be retained and incorporated into site development plans when feasible.	No significant trees on the property.	Yes
Residential/Commercial Buffers		
Fencing, combined with a broad area of landscape plantings (tree, shrubs).	Project is adjacent to commercial development. No fencing shown in proposal. However landscaping is shown along the front portion of the west property line, which may have a residential component above the ground level in the future	Yes

DPA 3 Guidelines	Staff Comments	Substantially Met?
Creating a transition zone to complement the scale of the development, but not be less than 2.0 metres in width.	50% of the development has a 0m lot line, on the first level, effectively eliminating any transition. 2 m in relation to a 24-storey building may not complement the scale.	No
Careful positioning of lighting, parking and access points to minimize impacts on adjacent properties.	Lighting is located under awnings. Parking is located under the building, hidden from view from adjacent properties.	Yes
Pedestrian Environment		
Buildings and structures should be pedestrian oriented at the ground level. This can be achieved by: <ul style="list-style-type: none"> • an emphasis on the fenestration(the arrangement and positioning of windows) • inclusion of weather protection along outside pedestrian routes through the use of awnings, arcades and canopies • weather protection must be integral with the building form, and the materials and colors used should be consistent with the façade 	2 nd storey floor to ceiling glazing and use of awnings along the ground level. Awning integral with building form as it is the terrace for the units above.	Yes
A minimum 3.0 metre planted edge between the sidewalk and the building or parking edge should be established	3.4m landscaped area between building and sidewalk on Gibsons Way frontage	Yes
Providing pedestrian amenities within the 3.0 metre transition zone between the sidewalk and the building or parking edge such as benches, shelters, alcoves, seating, walls, trellises and arbors and pathways to the adjacent businesses.	Benches provided along the sidewalk – pedestrian amenity space on north east corner with curved benches, stamped concrete and e-bike share station. Awning/shelter protects pedestrians walking past commercial units.	Yes
Landscaping		
A detailed professional landscaping plan shall be provided	Plan provided by Tom Barratt Ltd – Landscape Architects	Yes

DPA 3 Guidelines	Staff Comments	Substantially Met?
Emphasis on major road edges is required through a combination of “street trees” and lower plantings.	Pacific Dogwood, Easter redbud, Star Magnolia with ornamental grasses beneath.	Yes
Native plant materials are preferred, and shall include a mix of coniferous and deciduous species.	Plant materials are a mix of native and non-native. Predominately deciduous. The ADP may review the landscape plan and provide some advice.	Yes/No
Parking		
Parking should not visually dominate a development. Parking areas should be integrated into developments by such means as incorporating significant landscaping, coordination of outdoor elements and linking of buildings with parking by distinctively paved walkways.	All parking located underneath the building	Yes
Parking lots should be paved and shall include landscaped areas within the lot. No more than 10 parking stalls in a row should be allowed without a landscaping break.	Not applicable	
Low, dense screening of street fronting stalls is required. This can be achieved through the use of landscape materials, or, a combination of landscape features such as arbors or trellises which run the length of the parking area.	Not applicable	
Support service facilities and structures such as loading bays, refuse containers, storage areas, and utility services should be located and screened with walls, fencing, hedging, planting, other screening materials or a combination of these materials to minimize visibility from public areas.	Waste/recycling areas and loading space located within building	Yes
Signage		
All signs should be architecturally coordinated with the overall design of buildings and landscaping and may require modification of corporate or franchise design elements	Signage in neutral/complimentary colours to overall design.	Yes

DPA 3 Guidelines	Staff Comments	Substantially Met?
Multi-unit buildings are encouraged to have an attractive, simple, single entry sign rather than multi-tenant signs which create a cluttered appearance.	One entry sign on the building denoting the address	Yes
Freestanding signs should be restricted to a maximum height of 4.5 metres above grade.	One freestanding sign proposed adjacent to daycare, under 4.5-metres	Yes
Freestanding signs should reflect a West Coast character by using elements of wood and / or stone.	Freestanding sign for the daycare has been reduced in size and has west coast wood stamped features	Yes
Changeable illuminated copy signs shall not be permitted on properties in Development Permit Area No. 3,	None proposed	Yes

Staff conclude that both proposals substantially conform with the design guidelines for DPA 3.

REFERRAL COMMENTS

Referrals were sent to the Gibsons and District Volunteer Fire Department, Skwxwú7mesh Úxwumixw (Squamish Nation), the Ministry of Transportation and Infrastructure (MOTI) and the Town's Infrastructure Services Department and Building Department. The following comments were received.

Referral Agency	Comment
Gibsons and District Volunteer Fire Department	<i>The Fire Department has recommended that the proposal follows the BC Building Code. The Fire Department does not support a 0m setback on the west property line.</i>
Skwxwú7mesh Úxwumixw (Squamish Nation)	<i>SN recommends that project personnel receive chance find management training prior to any ground disturbance. - Our environmental specialist has no comment at this stage, but expects to review more details when construction is planned (i.e. CEMP). - SN encourages the inclusion of Squamish cultural art installations in developments in Gibsons. - There is a need for affordable market housing for Squamish Nation members in Gibsons. This should be a key consideration when planning/designing new developments. - Our Climate Action Managers recommend the proponent consider the implementation of climate resilient standards (e.g., HEPA smoke filters, passive cooling, and increased stormwater drainage capacity) and recommend the building design incorporates future climate impacts (increased</i>

	<i>temperatures, increased risk to fire and smoke, increased rainfall and wind, as well as changes to external flood risks). We also recommend buildings are designed to net zero carbon emissions (considering clean power/heat, building envelope, renewables, and embodied carbon) and the highest sustainability standards as possible (including considerations for water conservation, stormwater management, waste management, transportation, environmental conservation, and food security). We would be interested in further detail around how the project will address these types of sustainability and climate considerations.</i>
Ministry of Transportation and Infrastructure (MOTI)	<i>Preliminary comments were provided to provide a 5-metre High Reserve Covenant along the Gibsons Way frontage and a 6-metre by 6-metre corner cut to allow for future highway improvements</i>
Town of Gibsons Infrastructure Services Department	<p><i>1. Sanitary Sewer is a 150 AC and is near end of life. Sanitary Sewer upgrades required to service property. Developer to complete upgrades as required. Size and length to be determined based on service demands.</i></p> <p><i>2. Stormwater Management Plan required. No storm service to property. Developer to extend storm sewer as required.</i></p> <p><i>3. New traffic light and crosswalk likely required. MoTI to comment on the need of a stop light due to increase of vehicles to Farnham Road.</i></p> <p><i>4. Frontage improvements required for Gibsons Way and Farnham Road. See 1175 for road classification and requirements. Include but no limited to Side walk, curb, lighting, landscaping.</i></p> <p><i>5. DPA9 well head protection area. DPA9 permit required.</i></p> <p><i>6. New water service from Gibsons Way required. CAP existing service connection.</i></p>
Town of Gibsons Building Department	<i>No comments received</i>

RECOMMENDATIONS / ALTERNATIVES

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

Alternatively, the ADP may recommend denial of Development Permit with sufficient reason, requiring the applicant to return with a new design proposal for consideration:

THAT the Advisory Design Panel recommends that the Development Permit DP-2022-26 for 835 Gibsons Way be denied for the following reason(s):

Attachments

- Attachment A – Option 1 Application Package
- Attachment B – Option 2 Application Package
- Attachment C – Updated Landscape Plan

Respectfully Submitted,



Katie Thomas
Planner II



Lesley-Anne Staats, MCIP, RPP
Director of Planning and Development Services

CHIEF ADMINISTRATIVE OFFICER'S COMMENTS:

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



Rebecca Anderson
Acting Chief Administrative Officer