



STAFF REPORT

TO: Committee of the Whole **MEETING DATE:** November 21, 2023

FROM: Planner I **FILE NO:** DP-2023-16

SUBJECT: Form and Character Design review of 'Phase 2' Apartment Residential Development on Town-Owned Property at 571 Shaw Road

REPORT FOR DECISION

PURPOSE

The purpose of this report is to obtain a decision of Council on whether to approve the form and character of 'phase 2' residential development plans at 571 Shaw Road as proposed, with relaxations to bicycle and accessible parking regulations to allow better use of common open space, or if changes should be required.

Secondly, the report seeks Council's consideration of the building's siting given implications for future land uses on the west half portion of the Town-owned site, which is designated for future community uses.

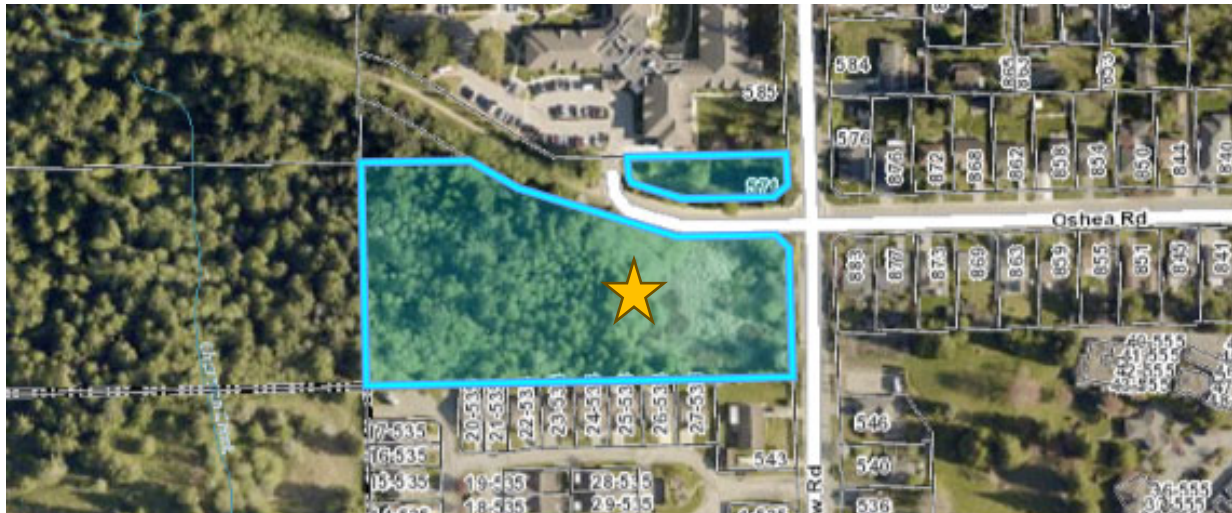


Figure 1 - Site location at 571 Shaw Road. The approximate location of the phase 2 development is shown with a star.

This report shares for Council's consideration:

- development plans for the second apartment building (Phase 2) (Attachments A & B)
- rationale for reducing the long-term bicycle parking cages (Attachment C)
- a summary of form and character reviews by staff (Attachment D)
- recommendations of the Advisory Design Panel, and
- agency referral comments

BACKGROUND

2019	<p>Following public consultation, the Town rezoned its property at 571 Shaw Road and leased the east 50% of the property to the Sunshine Coast Affordable Housing Society (SCAHS) to develop proposed mixed market rental housing.</p> <p>The remaining 50% of the Town-owned property is zoned to support development of a future community use.</p>
June 24, 2020	<p>Development Permit DP-2020-08 issued for the first apartment building (40 units). Subsequent minor changes to the building exterior and landscape have been approved to address drainage concerns, neighbour concerns about privacy and budget constraints.</p>
July 14, 2020	<p>Variance authorized reducing onsite parking requirement for phases 1 and 2 from 1.5 spaces per apartment unit to 0.7 spaces per unit and permitting development of additional parallel parking on-street on O'Shea Road</p>
October 19, 2022	<p>Phase 1 building permit was issued and site construction remains underway.</p>
Present Requests	<ul style="list-style-type: none"> • Development Permit DP-2023-16 for form and character of the development in relation to Development Permit Area No. 4 • To improve form and character compliance, reduce the bylaw requirement for Class 2 (secured locker) bicycle parking from 1.2 to .79 spaces per unit.

DISCUSSION

Proposal

Development Plans have been submitted to the Town by the Sunshine Coast Affordable Housing Society for a second rental apartment building at 571 Shaw Road. The first building (Phase 1) has 40 apartment units over four stories. Three of the units and a common balcony on each of the floors (12 units total) are oriented to a common courtyard amenity space at the centre of the site, which includes a children's play area, communal barbeque space, shared food gardens and extensive landscaping.

A second building and associated landscape and parking is now proposed (Phase 2). The proposed building effectively mirrors the design of Building 1 in floor plan and exterior detailing, and is separated from Building 1 by the courtyard and new parking areas. The majority of the 36

units proposed for the new Phase 2 building are oriented to the undeveloped portion of the Town property to the west, which is is zoned for future development of a 'community use'. An indoor communal amenity space for residents is located on the ground floor, facing the parking and courtyard.

Figure 2 shares the proposed site plan, below. Architectural and landscape plans are enclosed with this report as Attachments A and B.



Figure 2 - Site Plan

Zoning

Staff has reviewed the development plans in relation to the regulations of the CDA-5 zone and the variances authorized for the property in conjunction with the first phase of the development and notes the following:

- The development is consistent with the setbacks, building height and lot cover provided in the zone.
- Parking is provided at a rate of .7 spaces per unit onsite, including credit per the bylaw of 3 spaces for each of two car share vehicles and spaces to be provided.

- Long- and short-term bicycle parking is provided with a request to reduce the number of spaces in long-term bike shed parking structures, as discussed below, to improve form and character and use of space within the communal courtyard.
- Staff notes that the project site boundary, dividing the entire lot in half, is not a property boundary and therefore setback requirements do not apply. A 0.0 m setback from the site boundary is proposed, with implications for use of the future development site. This is also discussed below.

Use on and of Town-Owned Property

The project is proposed on land owned by the Town with the intent to serve not only the currently proposed housing use, but also a future community use fitting with the intent covenanted for the lot by the donor of the property to the Town.

In 2019, in response to the development proposal by the Sunshine Coast Affordable Housing Society, and with consideration of a covenant on the property requiring that it be developed for specified community uses, the parcel was divided into two equally sized portions, with a distinct land use zoned for each portion.

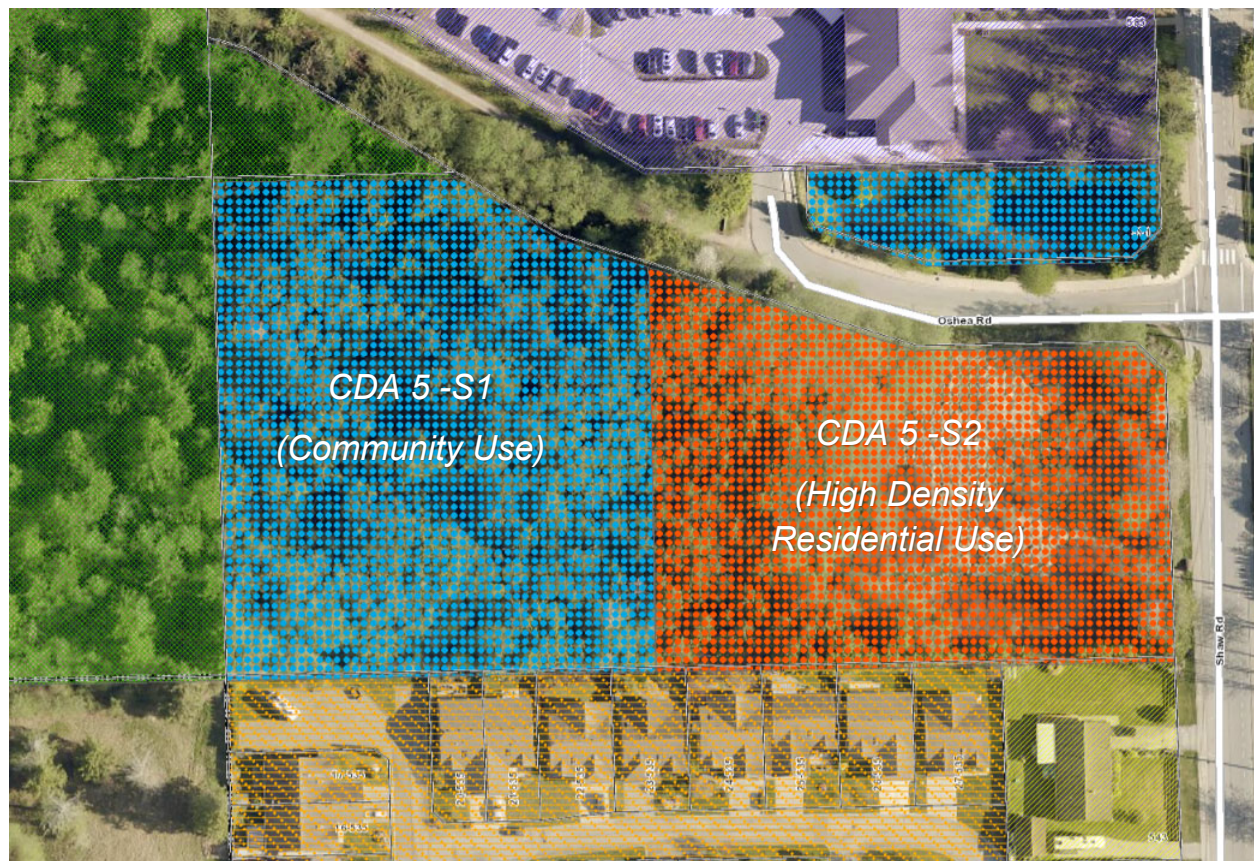


Figure 3 - Property zoning -CDA 5 Subarea 1 shown in blue and Subarea 2 in orange.

The zone areas are shown in Figure 3. Subarea 2 of the CDA-5 zone, shown in orange, permits high density residential use, while subarea 1, in blue, permits 'community uses, which may include:

- a seniors care facility
- school,
- police station,
- community centre,
- health centre, or
- library.

Building Setback/ Landscape Buffer

The west side of the proposed building extend to the line dividing the two subareas of the zone, which is shown in blue in the site plan below. As the building will require a setback to any future development for purposes of fire safety and privacy, and as no setback or landscape buffer is provided within the site in Subarea 2, it should be noted that such a buffer (minimum 5m for phase 2 side), will have to be provided on the Subarea 1 lot portion – that designated for a future community use.

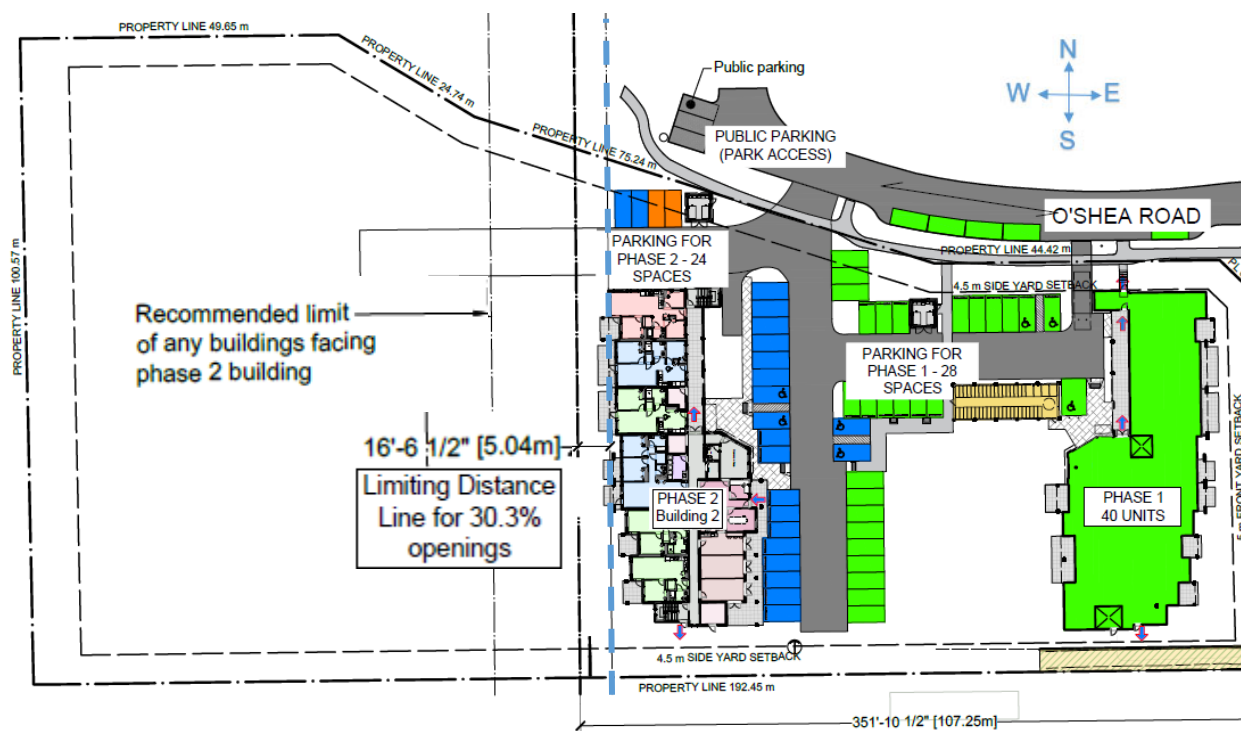


Figure 4 - Site plan showing 1) The divide between the two property zones shown in blue, 2) the 5 m Limiting distance, or setback that would be required to a property line if the two property portions were on separate lots, and 3) the buffer distance recommended between Phase 2 Building and a future Phase 3 building, as provided by the project architect.

As the zoning was designated based on a similar site plan, there may not be a concern about the implications of the siting for future use in relation to the zoning. However, in the interest of maximizing community benefit from the Town-owned land, staff notes it appears that locating

the parking to the east side of the building and siting the building adjacent the courtyard might be a feasible solution to provide a spatial separation to future development without limiting the land available to future development of one or more community uses.

The feasibility of this option would need to be confirmed by the project architect if it is of interest to Council; such a change to the development plan would have to be managed creatively to ensure the development approval timeline does not extend beyond the noted funding deadline of December 31, 2023.

If the proposed siting is maintained, a landscape plan should be provided to complete the buffer area that would be required to be cleared of vegetation on the west side of the building for the construction of the building and for safety in relation to fire and deadfall.

Development Permit Area No. 4 Guidelines and Staff Review

The subject property is located within Development Permit Area No. 4 (DPA 4), as outlined on Schedule E of the Official Community Plan. Per the terms of DPA 4, a Development Permit is required for the form and character of the building and onsite landscape prior to issuance of a building permit for the development.

DPA 4 has the intent:

“to ensure that a high standard of design, landscaping and building form is implemented for any multi-unit residential development.”

The purpose of the permit is to confirm that the DPA4 guidelines are appropriately addressed, ensuring that new development is appropriate to its surroundings, is compatible with surrounding uses or neighbourhood character, and that the multi-unit residential development is attractive for future residents.

Staff has reviewed and provided comments on the phase 2 development plans in relation to the Guidelines. Staff's form and character review is enclosed with this report as Attachment D. In summary, staff finds that:

•	Most of the guidelines in relation to the <u>building form and character</u> , <u>building scale and massing</u> , <u>roof design</u> , and <u>landscaping</u> are well addressed.
•	<p>Materials are still required to address site lighting for phase 2.</p> <ul style="list-style-type: none"> ○ orientation of units away from street/ central common space ○ like building 1, the roofline is not stepped or steeply pitched; the roofline is varied and building orientation and setbacks minimize impacts to neighbours. ○ Units have west and east exposure rather than southern; building orientation N-S to minimize shadow impacts on common areas and neighbouring uses.
•	Guidelines that staff found not to be well addressed relate to parking not recessed from the building nor located underground to create a pedestrian focus. Prominent pedestrian access to the site is provided from O'Shea, connected to the building across the driveway.

Staff brought the above considerations to the Advisory Design Panel (ADP) for a recommendation on whether the guidelines should be considered met, and the ADP found that the guidelines were well addressed. The ADP recommendations are addressed below.

Reduction to required long-term bicycle parking spaces.

Part 6.17 of the Zoning Bylaw requires a minimum number of both short-term (standard bike racks) and long-term (sheltered and secured locker) bicycle parking to be provided.

For a multi-family development, 1.25 long term bicycle parking locker spaces are required per unit and 0.2 short term rack spaces per unit are required.

The Phase 2 development plans, as first drafted, included two locked bicycle cages to accommodate the 95 bicycle storage spaces required for 76 units in Phases 1 and 2. The two cages were placed end to end with a pedestrian path connecting the courtyard to the O'Shea property frontage between them, as shown in Figures 4 and 5, below. The bike parking structures together occupied 26 m (85 ft) of the courtyard frontage and formed a visual barrier between the O'Shea street frontage and courtyard gardens.



Figure 5 - Bicycled 'shed' parking structures required to meet bylaw requirement and store 95 bicycles. The applicants request to reduce the bike parking requirement to reduce the size of the structures within the courtyard.

Staff noted concern to the applicants that the barrier would impede open circulation and sightlines and potentially compromise comfort and safety of pedestrians entering the courtyard space.

In response, the applicants reviewed numerous other locations for the second bicycle storage locker, but determined all other locations would either obstruct views from units or would be removed from open view and therefore would not be functional or be secure. Further, SCAHS noted that in practicality, the number of required long-term parking spaces is excessive in relation to the use they anticipate for the property.

The applicants have therefore submitted a request to reduce the size of the bicycle lockers as shown in the enclosed landscape plan and provided a letter outlining rationale and precedents for reducing the parking requirement. This letter is enclosed as Attachment C.

The following images show the evolution of the long term bicycle parking proposal, including the original proposal, meeting the 96 locked bicycle parking spaces required in the bylaw (Figure 6), reduced bike locker as proposed by the applicant, to allow sight-lines into the courtyard (figure 7), and lastly, as recommended by the ADP, elimination of the second bicycle locker in lieu of providing two additional accessible parking spaces and sheltered parking and charging for accessibility mobility devices (eg. scooters), to better serve the needs of the target resident populations including seniors and persons with limited mobility (figure 8).

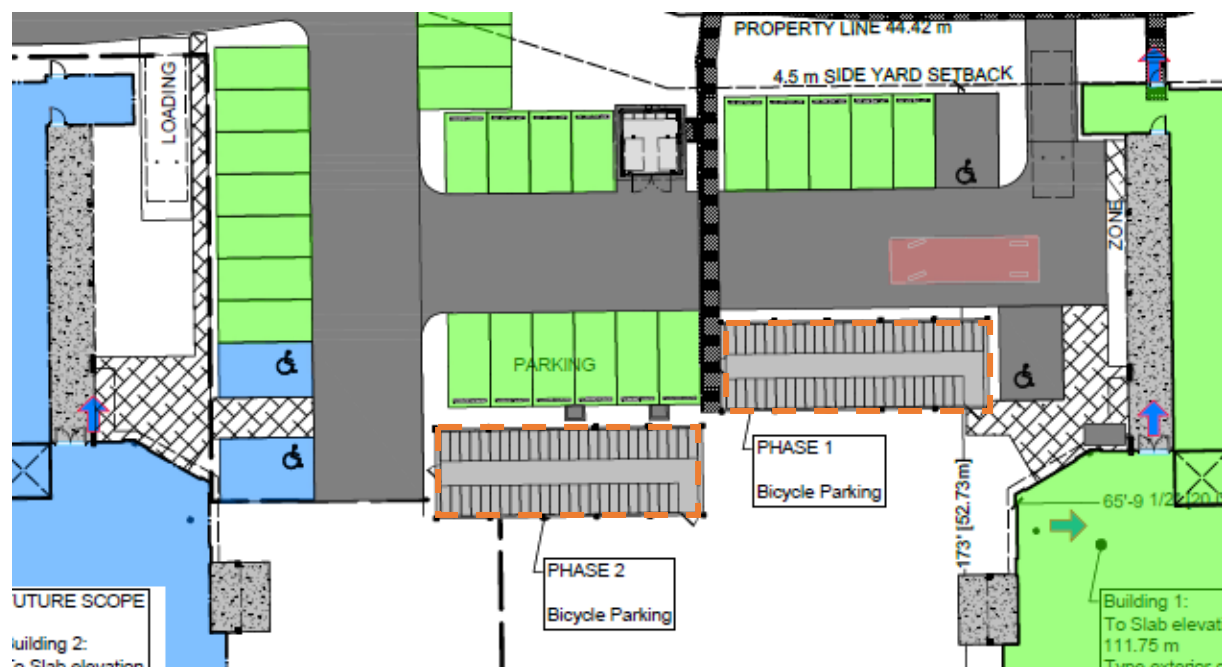


Figure 6 - Bicycle lockers with 96 spaces are required by bylaw.



Figure 7 - Bicycle lockers reduced to allow improved sight-line into courtyard.



Figure 8 - Bicycle parking revised to address ADP recommendation, including replacement of the second bicycle locker with two additional accessible parking spaces and parking and charging for accessibility mobility devices (eg scooters)

Where a zoning bylaw regulation conflicts with development permit areas guidelines, the Local Government Act provides that a municipality may vary the bylaw as a provision of the

Development Permit, and therefore this change is included in the decision options for Council regarding issuance of the Development Permit.

Advisory Design Panel Recommendations

On November 1st, the development plans were shared with the Advisory Design Panel for comments on the form and character of the proposal and requested bicycle parking relaxation.

The ADP were supportive of the form and character proposed for the Phase 2 development and focused their discussion and recommendations on the use of space in relation to parking for bicycles and accessibility mobility devices. The panel recommended relaxing the parking requirements beyond what was proposed to maximize accessible parking and open space within the courtyard. The recommendations recognized the expected mobility and parking needs of the target resident population, as outlined in the letter from New Commons Development, dated October 26, 2023, and enclosed with this report as Attachment C.

The Panel's recommendations are as follows:

ADP2023-002 THAT the Advisory Design Panel is happy with the proposed form and character of the 571 Shaw Road, Phase 2 building;

AND THAT the Advisory Design Panel recommends a relaxation of the accessible parking space width to allow two accessible parking stalls to share loading space.

AND THAT the Advisory Design Panel supports reducing the footprint of the long-term bicycle parking shed from two sheds to one.

AND THAT the capacity in the retained shed be increased marginally, if possible, to add more bicycle storage.

AND THAT a provision be made for secure storage and charging of accessibility mobility devices.

AND FURTHER THAT in compensation of the reduced bicycle parking, a minimum of two additional accessible parking stalls be provided.

The meeting minutes include a summary of the ADP's discussion in addition to the recommendations. The minutes are included with this report as Attachment E.

COMMUNICATION

Referrals

The application has been referred to the Building, Infrastructure and Finance Departments, Gibsons and District Volunteer Fire Department and Vancouver Coastal Health (VCH) for comment. At this time, the following comments have been received.

Building Department	<ul style="list-style-type: none"> • <i>Full building code review to be done at time of building permit application.</i> • <i>Sprinklers will be required.</i> • <i>Fire department access to meet code requirements with fire department approval.</i> • <i>Future possible subdivisions or additional buildings on the West side will need to comply with spatial separation code requirements and fire department access in relation to this proposed building.</i>
Gibsons and District Fire Department	<ul style="list-style-type: none"> • (Detailed BC Building Code fire safety requirements outlined for information and shared with design team – no noted impact to building siting or form and character) • <i>A complete Fire Safety Plan is created before occupancy is permitted.</i> • <i>Recommend following BC Fire Smart principles/practices regarding the tree line.</i>
Infrastructure Department	Infrastructure has no concerns.
Finance	The finance department noted that future community uses are likely to be exempt from property taxation, in which case, tax revenue implications for the use of adjacent lands would be limited; use of land considerations are limited to amenity development potential on the site.

At the time of rezoning the property, comments were received from VCH in relation to the two-phase development plan. The comments summarized as follows, with full text enclosed with the September 3, 2019 staff report to The Planning and Development Committee.

Vancouver Coastal Health	<p><i>VCH noted that many aspects of the housing proposal appeared to support health and equity, and that the housing proposal may further promote health with the following:</i></p> <ul style="list-style-type: none"> • <i>Incorporate universal design principles.</i> • <i>Incorporate Community gardens or other raised beds</i> • <i>Consider incorporating more green space within the development to help reduce health inequities.</i> • <i>Providing easy access to trails and paths can encourage walking and cycling for active transport.</i>
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	<ul style="list-style-type: none"> • <i>Implementing infrastructure to promote active transportation networks, such as walking, cycling and/or taking transit; consider creating safer pathways, provide visual cues for all ages and abilities to walk to amenities located in the vicinity, or placing bike parking/ storage in the development for ease of use and to promote active travel or recreation.</i> • <i>The proposed parking area is in front of the units. To facilitate more walking and active transportation to the area, it is encouraged to move some of the parking to the back of the site.</i> • <i>Encourage the implementation of a car share and/or providing charging ports for electric vehicles which can help achieve reduction targets greenhouse gas emissions.</i>
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At the time of the phase 1 development, referral comments were received from Transportation Choices Sunshine Coast (TRAC). While most comments are related to the road cross-section design or phase 1 proposal, the following additional comments were submitted in relation to bicycle parking requirements at the time and design and relate to the current parking reduction request:

TRAC	<i>TRAC anticipated at the time of the phase 1 development that bicycle parking needs would exceed the bylaw requirement given its location and recommended that opportunities be considered for expanding bike lockers to other locations on site or adding capacity with stacked storage if the demand is not met with the provided locker. TRAC also recommended solid walls on the locker for improved security and weather protection, bike charging, space for cargo bikes and trailers.</i>
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Public Input

The application review process for a Development Permit does not include public comment as its purpose is to ensure form and character guidelines are met. Extensive public consultation was included in the rezoning process.

NEXT STEPS

Once the Development Permit is approved, the applicants may apply for a building permit subject to meeting any permit conditions.

A key funding timeline requires issuance of the development permit before the end of this year (December 31, 2023). To meet this timeline, staff recommends that any conditions of approval for the Development Permit be terms of the authorized permit rather than requirements to be addressed prior to permit issuance.

POLICY/ PLAN IMPLICATIONS

Strategic Plan

Lens 1 – Climate Resiliency Lens

From a climate resiliency perspective, staff notes that limiting the footprint of the current development would allow for more efficient use of land over the town-owned property and reduce the area requiring to be cleared on the treed site in the near term, and possibly the long term as well. Staff also notes that the development plan, with multiple active travel connections and dense development form close to amenities encourages active transportation. Maximizing use of public land also serves the second guiding principle: 2 - Sustainable Service Delivery.

Lens 3 - Social Equity

The development plans strive to address diverse resident and public needs, including all ages and abilities. The ADP, with their experience with accessibility concerns have provided recommendations to better improve use and comfort for residents with mobility challenges. These are reflected in options A and B of the staff recommendations.

Goal 6 – Support rental housing

The Town has supported and prioritized review of this proposal recognizing its significant contribution of 76 affordable and market rental apartment units. Issuance of this development permit would contribute to Council's objectives to

- a) initiate 3 non-profit projects this term, and*
- b) support market rentals and explore incentives to create them*

Goal 8 – Implement climate resilience measures through Natural Asset Management

Staff notes that the development requires removal of tree and natural vegetation cover and so encouraging efficient use of the site, especially in buffer zones will minimize loss of forest cover and potential impacts to neighbouring Whitetower Park.

OCP

The Development Permit review addresses the form and character objectives of DPA4.

The following OCP policies and objectives are also considered in the proposal review and staff recommendations, in relation to both the proposal design and implications for future community use of the adjacent Town-owned site.

Policies

- *8.1.3 Support the use of Town-owned lands for the provision of needed public and civic uses, including such uses as police, library, health care, recreation facilities and non-profit extended care facilities. ...*

- 8.1.4 Review the potential community uses of municipal lands north of Charman Creek, and develop an appropriate concept plan which may incorporate public uses, park and recreation facilities, as well as potential sale of land for housing to assist in cost recovery for public uses.
- 8.1.5 (as relates to use of the remaining 'Phase 3' lot area) Encourage the provision of healthcare facilities and services ranging from preventative health services to acute care facilities and to coordinate planning for these facilities and services with Sunshine Coast care providers.
- 8.2.1 Encourage any new future school sites to be located on lands designated as neighbourhood Plan Area or Public/Community Use. School sites should have a minimum parcel size of 3.0 ha or larger. (The whole of the subject property has 4.0 ha)
- 8.3.4 Consider an Arts centre and/or an arts school that would service the entire sunshine Coast region (on public land)...
- 8.5.11 Recognize the fundamental importance of a secure home for physical and mental well-being, and support provision of affordable and attainable housing.
- 9.1.5 ...Whitetower Park and future community uses on adjacent Town-owned land will provide a focal point (in the O'Shea/ Oceanmount neighbourhood).
- 9.4.3 Facilitate the development of a full range of special needs housing for seniors and persons with disabilities and consider land designated as Medium density and High Density Residential for these uses. Homes that require continual medical care 24-hours a day should be directed to land designated as Public/ Community Use.
- 9.4.4 Support multi-unit and seniors housing developments which are an integral part of the community, with site designs which balance the need for privacy and security with the need to retain an attractive streetscape and sense of 'fit' in the neighbourhood.
- 9.4.6 ...Facilitate the development of affordable housing through considering actions such as fast-tracking the development process, waiving development cost charges, leasing or contributing land, reduced parking requirements with an affordable component, etc.

Objectives

- Require a high standard of design and landscaping for all residential development.
- Support development of affordable housing.
- Manage growth patterns to achieve a balance of environmental, social and economic goals.
- Manage growth so as to use land and infrastructure efficiently.
- Beyond the above, multiple environmental protection goals are outlined. Riparian (stream and wetland) and habitat protections (eg nest surveys) will need to be

addressed through the building permit and at the time of land clearing to meet provincial regulations.

RECOMMENDATIONS / ALTERNATIVES

Staff suggests that Council consider the following options with regard to issuance of the development permit for the Phase 2 proposal.

Option 1 Approve the development permit as proposed.

THAT the Development Permit DP-2023-16 for the Phase 2 apartment development at 571 Shaw Road be issued as proposed, with relaxations to bicycle and accessible parking space requirements for improved use of open space, and subject to provision and approval of a landscape plan for finishing the landscape buffer to be cleared of existing vegetation west of the planned building site.

Pros	Cons
<ul style="list-style-type: none"> Balances diverse mobility needs of future residents. Recognizes anticipated storage of bicycles in units and on balconies, avoiding anticipated under-use of facilities. This option provides the most efficient path to building permit for the developer as no plan revisions are required. Addresses ADP accessibility recommendations (as with Option 2) 	<ul style="list-style-type: none"> Required fire safety and landscape buffer zone at west side of the building encroaches on the portion of the property designated for future community use. Risk that long-term bicycle parking need could exceed provision.

Option 2 Approve the development permit subject to moving the building closer to the courtyard to provide a minimum 5 m spatial separation and landscape buffer between the building and the boundary of the CDA-5 Subarea 2 zone. (This option would likely require most of the Phase 2 parking to be relocated to the west side of the building.)

THAT the Development Permit DP-2023-16 for the Phase 2 apartment development at 571 Shaw Road be issued subject to providing a minimum 5m setback between the building and the boundary of the CDA-5 Subarea 2 zone.

Pros	Cons
<ul style="list-style-type: none"> • Maximizes buildable area for future community use on the adjacent site. • Would connect the building directly to the courtyard, improving pedestrian orientation and access to common areas. • Provides an opportunity to orient living areas to the courtyard for improved sense of community and supervision of children's play areas. • Addresses ADP accessibility recommendations and responds to anticipated resident needs (as with option 1). 	<ul style="list-style-type: none"> • Requires significant design changes and to meet applicant's timeline for permit issuance, may require staff approval of the revised plan in relation to form and character objectives. • As no plan is provided, design implications are uncertain. • If units are oriented to the west as proposed, ground floor living spaces may front new parking spaces. • Increased cost to redesign and prepare plans

Option 3 **Authorize the development permit as proposed but require that locked bicycle parking be provided in accordance with the zoning bylaw.**

THAT the Development Permit DP-2023-16 for the Phase 2 apartment development at 571 Shaw Road be issued, with provision of 96 secured long-term bicycle parking spaces as originally proposed.

Pros	Cons
<ul style="list-style-type: none"> • Lowered risk that bicycle parking demand will exceed provision. • Lockers may provide privacy to open space, screening it from street frontage and parking. 	<ul style="list-style-type: none"> • Risk that bicycle parking may be underused despite provision, resulting in under-use of outdoor space. • Given limited open space, providing two lockers would reduce the available space for accessible vehicle parking and accessibility mobility device parking and charging. • Diminished sightlines and views to public greenspace and courtyard amenities. • Increased development cost (\$300,000 estimated per locker structure.)

Note: To meet the development's end of year funding timeline, the permit may be authorized with any of the above or other conditions, subject to review and approval of the revisions by staff per bylaw and DP guidelines.

Staff finds that the public interest would be best served by option 2 if feasible, and alternatively, Option 1.

Attachments

- Attachment A – Architectural Plans
- Attachment B – Landscape Plan (subject to revisions to address changes)
- Attachment C – Rationale letter re bike parking reduction
- Attachment D – Staff Review of DPA 4 Guidelines
- Attachment E – Minutes Nov 1, 2023 ADP meeting
- Attachment F – Draft Development Permit

Respectfully Submitted,

Kirsten Rawkins
Planner I

Report reviewed by:

X	Acting Chief Administrative Officer
	Director of Corporate Services
	Director of Finance
	Director of Infrastructure Services
X	Director of Planning and Development