



STAFF REPORT

TO: Advisory Design Panel

MEETING DATE: April 17, 2024

FROM: Planner II

FILE NO: 3220-GibsonsWay-LotA&C

SUBJECT: OCP and Zoning Amendment for Lot A and C Gibsons Way – commercial and high density residential uses

REPORT FOR ADP RECOMMENDATION TO COUNCIL

PURPOSE

The Town of Gibsons has received an application for an OCP and zoning amendment for a phased mixed-use development consisting of one commercial building fronting the highway and three multi-family residential buildings behind, providing a total of 172 new housing units (homes).

The purpose of this report is to provide the Advisory Design Panel with the application information and obtain recommendations for Council's consideration.

BACKGROUND

This development application has been submitted in conjunction with 629 Mahan Road, with a vision that residents will be able to connect through the three properties (Lot A and C and 629 Mahan Rd) and the existing Blue Heron development freely, creating a community village feel. Figure 1 shows a site plan of the full build-out vision of all three lots.

Figure 1: Site Plan with the proposed development for Lot A and C and 629 Mahan Road



Three applications have been received for Lots A and C:

1. *OCP Amendment (OCP-2023-04)*

To change the Land Use Designation from Medium Density Residential to High Density Residential and remove the minimum FSR on a site-specific basis for this property. The Development Permit areas will change to be updated in conjunction with the changes in land use.

2. *Zoning Amendment (ZA-2023-07)*

To remove the existing Light Industrial Zone 1 (I-1) and replace it with Upper Gibsons Commercial District (C-1) along Gibsons Way (Lot A) and introduce a new high-density multi-family zone behind (Lot C).

3. *Development Permit (DP-2023-22)*

An application for a commercial building under DPA 3 (Upper Gibsons Commercial Area) and 3 apartment/condominium buildings under DPA 4 (Multi-Family Land Uses).



Figure 2: Location of subject properties

DISCUSSION

Site and Surrounding Uses

Lots A and C, Gibsons Way, are located on the south side of Gibsons Way, south of Seamount Way and the Shell gas station, between the 101 Brewhouse to the east and the City Transfer depot to the west.

Figure 2 shows the subject properties. Lot A is the smaller lot, fronting Gibsons Way and outlined in blue. Lot A currently consists of an outdoor seating area for the 101 Brewhouse and informal staff parking. Lot C is a panhandle lot, outlined in yellow in Figure 2, with access to Gibsons Way and access to an undeveloped road on the south property line that extends off Mahan Road.

Proposal

The entire development proposes to construct 4 buildings across both Lots A and C, shown in Figure 4. The lot area is approximately 16,500 m² and has a significant grade change from north to south, sloping down from Gibsons Way approximately 14 m.

Building A is proposed to front Gibsons Way and is a two-storey commercial building with a gross floor area (GFA) of approximately 9300 ft². An image of the proposed commercial building is shown in Figure 3.



Figure 3: View of development from entrance on Gibsons Way, showing building A

Building B, the next building heading south, is proposed to be five storeys of residential units on top of a parkade that is underground on the north side with the entrance on the south side.

Buildings C and D are proposed to be six storeys in height and each have a parkade below the building which will be fully underground on the north and exposed on the south due to the grade of the lot.

Building C incorporates a 2,300 sf² daycare, with its own outdoor area and parking.

The buildings are proposed to be built in 3 Phases, with Building A and B constructed together in Phase 1, Building C in Phase 2 and Building D in Phase 3.

Pedestrian connections will be provided through the site and down towards the new road to the south of the property.

Figure 4 shows the building heights in relation to the slope of the lot. When looking at the site from Gibsons Way, the tops of the buildings will be slightly taller than the 2-storey commercial building.

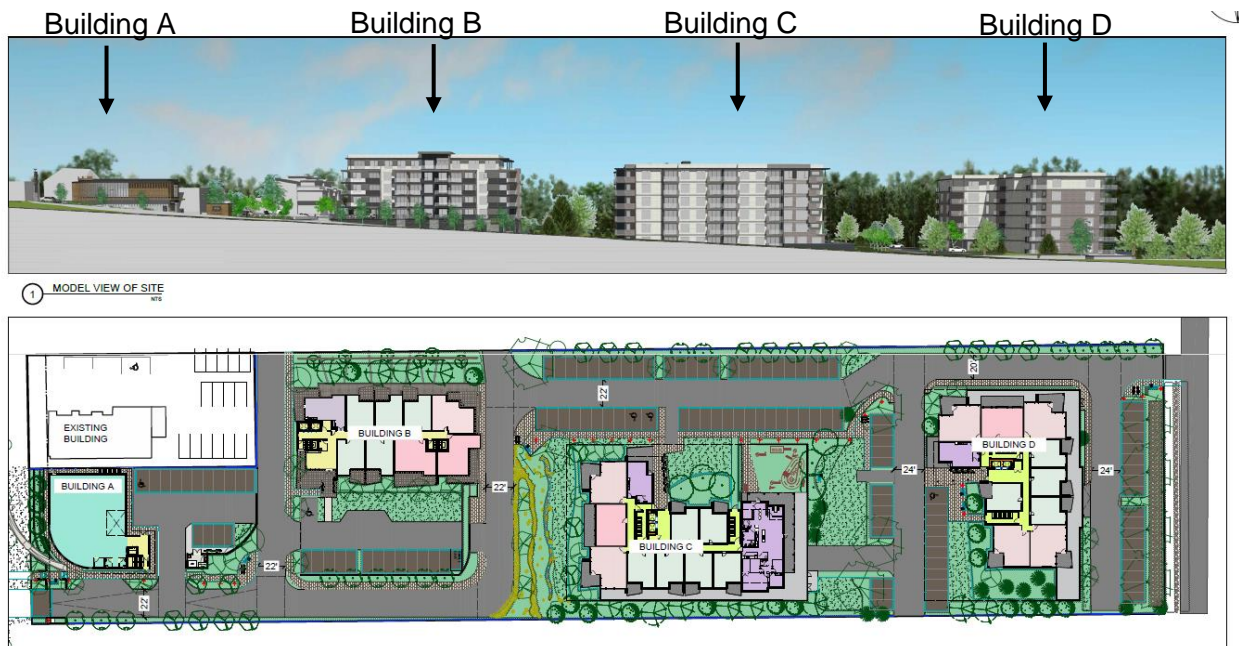


Figure 4: Lot A and C Gibsons Way development proposal

Planning Context

Official Community Plan

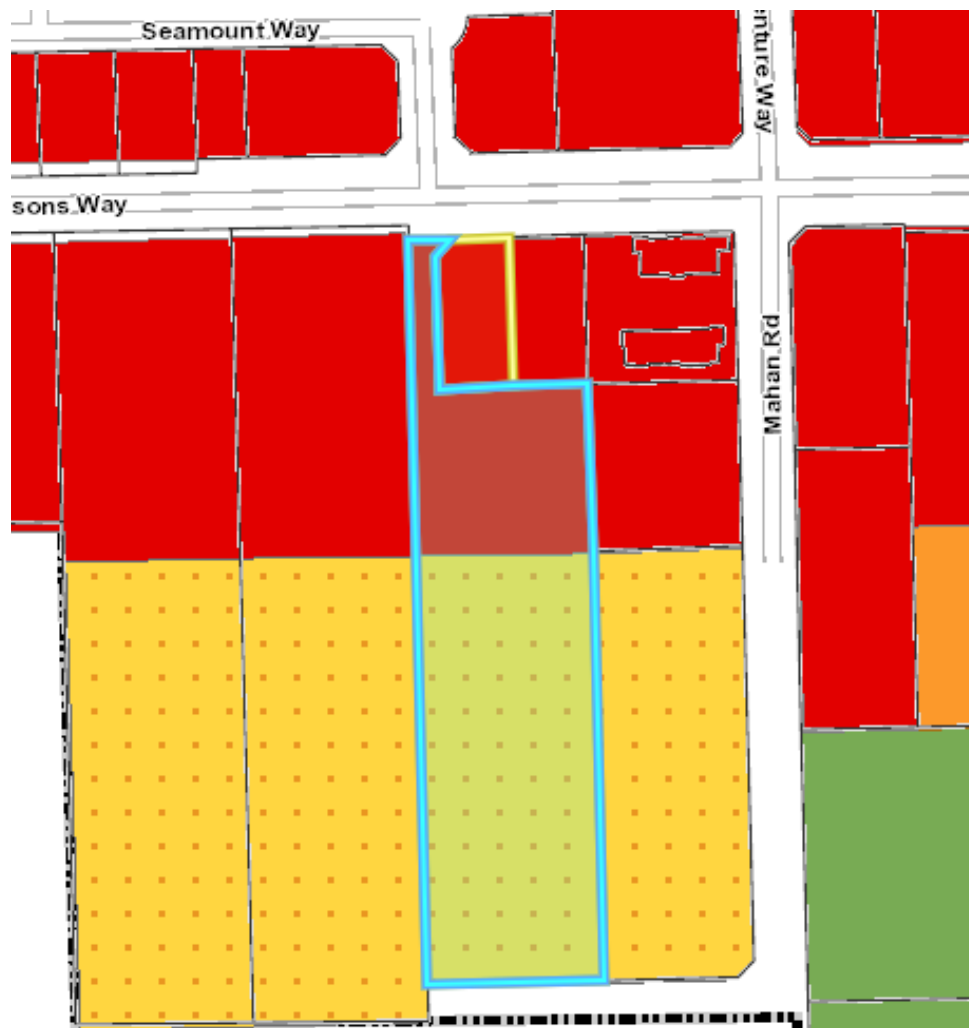


Figure 5: OCP Land Use Designation

Figure 5 shows the OCP land use designations for the lots. Lot A and the northern portion of Lot C is designated as Mixed-Use Commercial. The southern portion of Lot C is designated Medium Density Residential.

The Mixed-Use Commercial land use is within Development Permit Area 3 – Upper Gibsons Commercial Area and the Medium Density Residential land use is within Development Permit Area 4 – Multi-family Land Uses. The properties are also within the Well Head Protection Area of Development Permit Area 9 – Gibsons Aquifer.

The intent for Medium Density Residential is to permit townhouses, stacked townhouses and 2 to 4 storey apartments with an FSR of 0.7 to a maximum of 1.2 (generally between 40-75 units per hectare). As the proposal is for 5 to 6 storey apartment buildings with an FSR of 0.77, an OCP amendment is required.

The OCP amendment will change the boundary of the split land use designations, by reducing the Mixed-Use Commercial area to just Lot A and changing the OCP land use designation from Medium Density Residential to High Density Residential, as well as removing the minimum FSR for the High Density residential land use.

There is some support for this change in Section 9 of the OCP, with the following Policies.

- 9.3.2 Foster a high standard of building and site design, ensure there is proper integration with surrounding uses, provide for landscaping and improve the general visual appearance in accordance with Multi-Family Development Permit Area 4.
- 9.3.3 Consider sites for higher density residential in the Upper Gibsons area that are in proximity to commercial centres or major community facilities. These sites should be compatible with adjacent land uses and have adequate access for the increased population and traffic levels.
- 9.3.5 Consider designating new areas to Medium Density Residential or High Density Residential based on the following criteria:
 - where the proposed development will be compatible in character and scale with adjoining uses
 - where separation can be achieved through adequate setback distances and landscaped buffers on a site-specific basis from existing or planned lower density housing
 - within 1.0 km of parks, recreational areas and facilities, commercial and employment areas or public / institutional facilities
 - on sites that afford direct and convenient vehicular access so as to avoid generating excessive traffic on local streets
 - on sites where adequate community sewer and water services are available or can be provided by the developer

Zoning Bylaw

Both Lots A and C are currently zoned I-1, Light Industrial, shown in Figure 6. When the OCP was updated in 2015, the property was not rezoned to implement the OCP, and therefore this zone could be considered “out of date”.

An industrial form and character Development Permit was issued in 2008 for warehouses, but this has since expired. There is a new vision for the site, and the owners are requesting to rezone the properties for commercial fronting Gibsons Way, and high-density residential behind, which is more closely aligned with the OCP’s vision for Gibsons Way than Industrial land uses.

Lot A would be rezoned from I-1 to C-1, allowing commercial on the street front, in accordance with the OCP.

Lot C would be rezoned from I-1 to a high-density residential zone, which would be a new zone to the Zoning Bylaw.

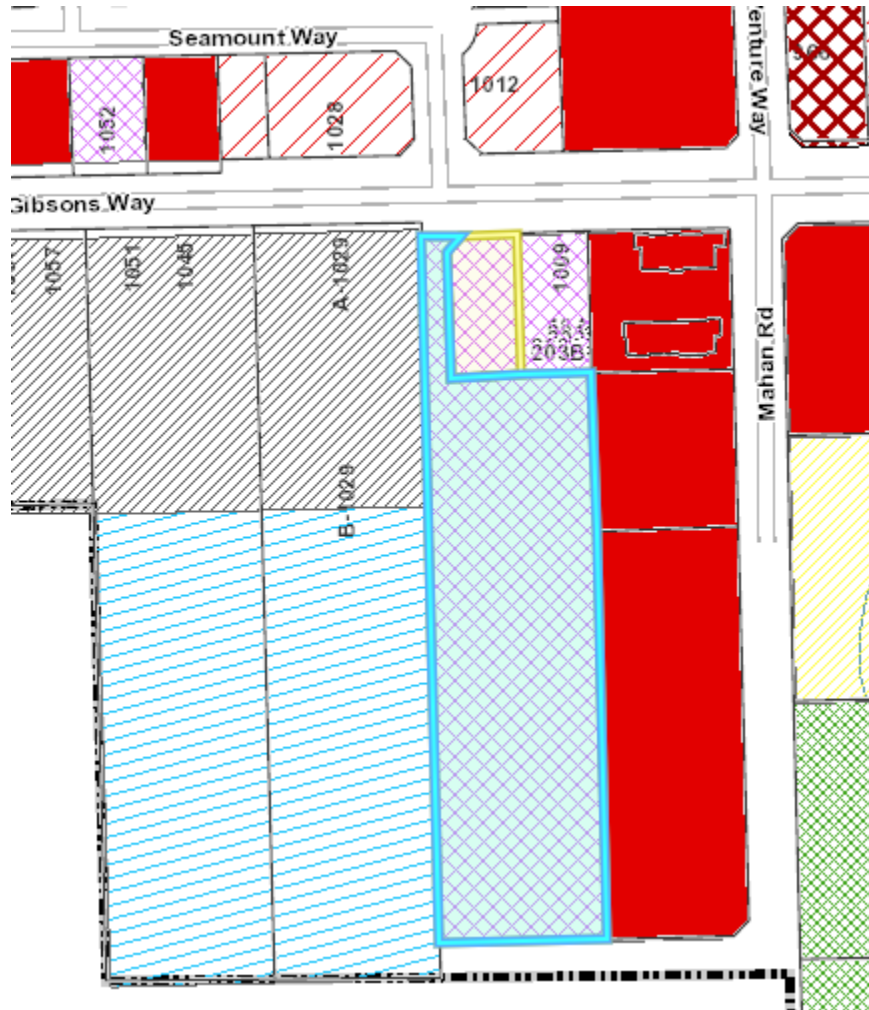


Figure 6: Zoning

DEVELOPMENT PERMITS

As the property is proposed to be zoned Commercial along the Gibsons Way frontage and residential behind, there are two form and character Development Permit Areas that would apply to the buildings.

Development Permit Area 3 – Upper Gibsons Commercial Area

This Development Permit applies to the proposed 2-storey commercial building.

The guidelines state the buildings should be situated near the front of the parcel, with the front face and main access facing the street and parking at the rear or side of the building, rather than in front. Figure 7 shows that the building is proposed to front the property line, with large windows and a wooden architectural feature accentuating the corner of the property and gateway to the residential area behind. This wooden feature also provides a natural warm interest to the building.



Figure 7: Northwest view of the commercial building



Figure 8: South (rear) view of the commercial building.

The entrance to the building is proposed at the rear of the building. Due to the site elevation, this is a deviation from the design guidelines.

Transition from commercial to residential use

With the different uses on the site, staff looked at the transition between the two uses. DPA3 suggests that effective transitions between commercial areas and adjacent residential properties can be achieved with

- fencing, combined with a broad area of landscape plantings
- dense shrubbery or hedges

- creating a transition zone to complement the scale of the development but not less than 2.0 metres in width
- careful positioning of lighting, parking and access points to minimize impacts on adjacent properties.

When looking at the Landscape Plan, as shown in Figure 9, Building B (residential) is off set to the east from Building A (commercial), but is adjacent to the 101 Brouhouse and Distillery parking lot and separated with 22 ft (6.7 m wide circulation road).

Pages 5 and 6 of the Landscape Plan – found on the agenda as Attachment B shows a heavy landscaping buffer to the east – which would be the transition zone to the mixed-used commercial/residential building at 629 Mahan Road.

Along the north side of the building, a permeable paved pathway and 4 mature trees with shrubs beneath are proposed. Currently there is no landscape buffer along the south side of the parking lots for the proposed new building and the 101. Staff suggest that additional landscaping may be needed to provide some screening of the parking from the residential areas.

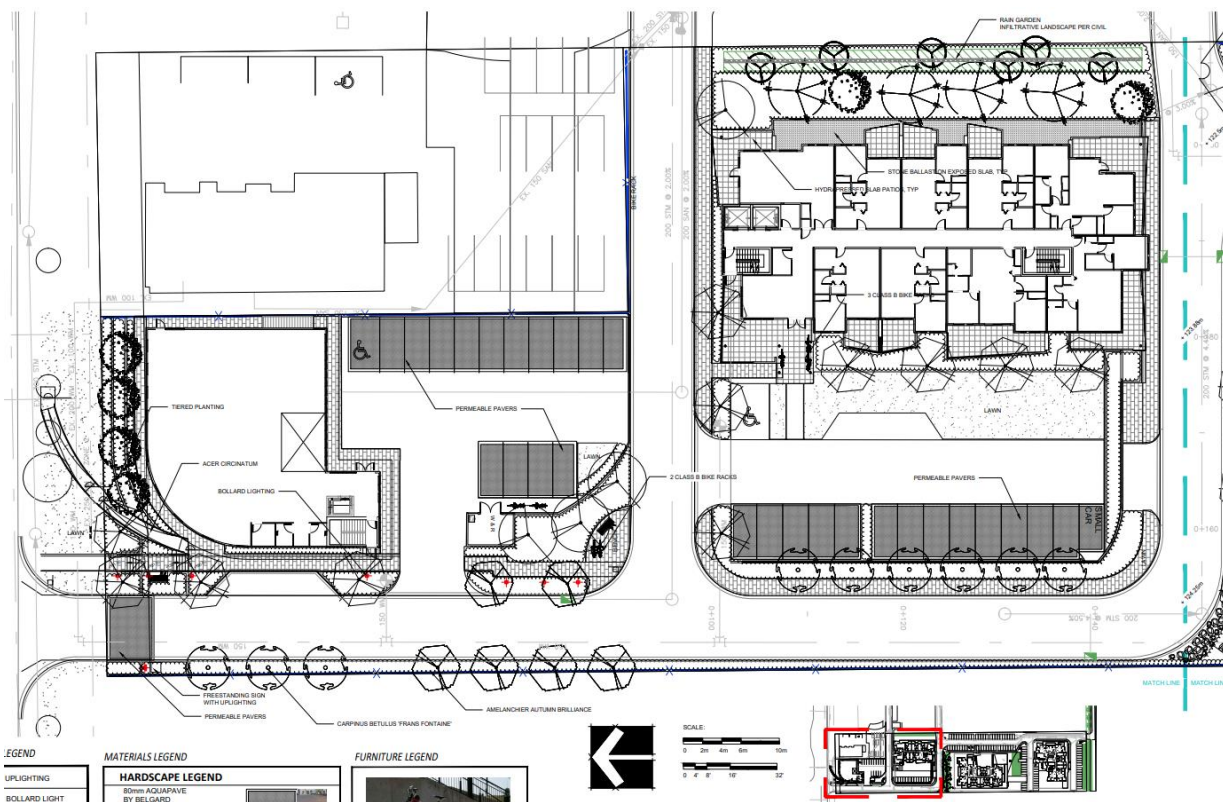


Figure 9: Landscape Plan showing Building A and Building B

Development Permit Area 4 – Multi-Family Land Uses

Buildings B, C and D are assessed under the Development Permit Area 4 design guidelines for Multi-Unit Residential. Figures 10, 11 and 12 show the front entries of each of the buildings. The guidelines request that each building should appear unique and easily distinguishable from neighbouring buildings.

Each of the three separate buildings in the development has its own subtle distinctions while the colours and materials create a cohesive feel to the overall development.

Each building has their own amenity space on the ground floor, with level access to outside. Building C also incorporates a 2300 square foot daycare with outdoor space.

Each residential unit in the buildings have their own balconies. The guidelines ask that apartments have a minimum 3 m depth terrace or balcony, sufficiently large to create a usable outdoor “room”. Balconies should be at least half enclosed to give the occupant privacy, security, and weather protection. Most balconies are covered, as shown in Figure 10, 11 and 12.



Figure 10: Building B Entry View



Figure 11: Building C Entry View



Figure 12: Building D Entry View

NEXT STEPS

The application is scheduled to be presented to the Committee of the Whole on April 23, along with the application for 629 Mahan. This meeting will provide Council with an introduction to the project.

RECOMMENDATIONS / ALTERNATIVES

Option 1 – Support the proposal

THAT the ADP advises Council to support the proposal as presented.

Option 2 – Support the proposal with some changes

THAT the ADP advises Council to support the proposal subject to the following changes:

a)...

b)...

Option 3 – request a redesign to better address the following comments

THAT the ADP advises Council to redesign the proposal for the following reasons

a)...

b)...

Attachments

- Attachment A – Application proposal
- Attachment B – Landscape Plan

Respectfully Submitted,

Katie Thomas
Planner II

Report reviewed by:

X	Director of Planning and Development
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