



STAFF REPORT

TO: ADP **MEETING DATE:** June 12, 2024
FROM: Planner II **FILE NO:** 3220-GibsonsWay-192021
SUBJECT: Zoning Amendment for a mixed-tenure residential development with five buildings at Lots 19, 20 and 21 Gibsons Way and 666 School Road.

REPORT FOR RECOMMENDATION TO COUNCIL

PURPOSE

The Town has received a Zoning Amendment (ZA-2024-02) and Development Permit (DP-2024-08) application for a 47-unit residential development on four lots at Lots 19, 20 and 21 Gibsons Way and 666 School Road, as shown in Figure 1. The purpose of this report is to provide the Advisory Design Panel (ADP) with the proposal and obtain a recommendation on the development for Council's decision.

SUMMARY OF PROPOSAL

The four lots (Lots 19, 20 and 21 Gibsons Way and 666 School Road) are proposed to be consolidated to create the development called "Billys Walk Residences". The proposal is for 47 residential units in five buildings with a central open green space, creating a view corridor and a pedestrian link between North Fletcher Road to Gibsons Way.



Figure 1: Location of subject properties.

DISCUSSION

Site and Surrounding Areas

The site is located just north of the “five-corners” intersection at Gibsons Way and School Road, in a visually prominent position within the Village Landing Character Area of the Harbour Area Plan, and can be seen from Gower Point Road, School Road, Gibsons Way, and Marine Drive. The cumulative lot area is approximately 6480 m².

Currently three of the properties have buildings on them, each of which are tenanted. Table 1 provides a summary of the lots and the current uses.

Table 1: Summary of current uses

Lot Number	Civic Address	Current Use
19	547 Gibsons Way	Boarding House
20	539 Gibsons Way	Single-family dwelling
21	Lot 21 Gibsons Way	Vacant
24	666 School Road	Single-family dwelling

The surrounding properties are predominately residential to the north and west, and commercial to the east. Table 2 provides a summary of the surrounding properties.

Table 2: Summary of surrounding uses, Zoning and OCP designation

	Existing Land Use	Existing Zoning	OCP Designation
North	Single family home	Comprehensive Development Area Zone 1 (CDA-1)	Residential/Tourist Accommodation
South	Stonehurst	Comprehensive Development Area Zone 1 (CDA-1)	Residential/Tourist Accommodation
East	Mixed-use Commercial/residential and vacant	Downtown Commercial 5 (C-5)	Mixed-Use Commercial
West	Single family homes	Multi-Family Residential 1 (RM-1)	Medium Density Residential

Proposal

“Billy’s Walk Residences” is made up of five residential buildings with a public pedestrian walkway through the site linking North Fletcher Road and Gibsons Way.

The site will consist of a maximum of 47 units, in apartment and fourplex building forms. Each apartment building will have underground parking, while the fourplexes are proposed to have their own private garages. Table 3 provides a summary of the buildings, the number of units and parking and the maximum number of storeys.

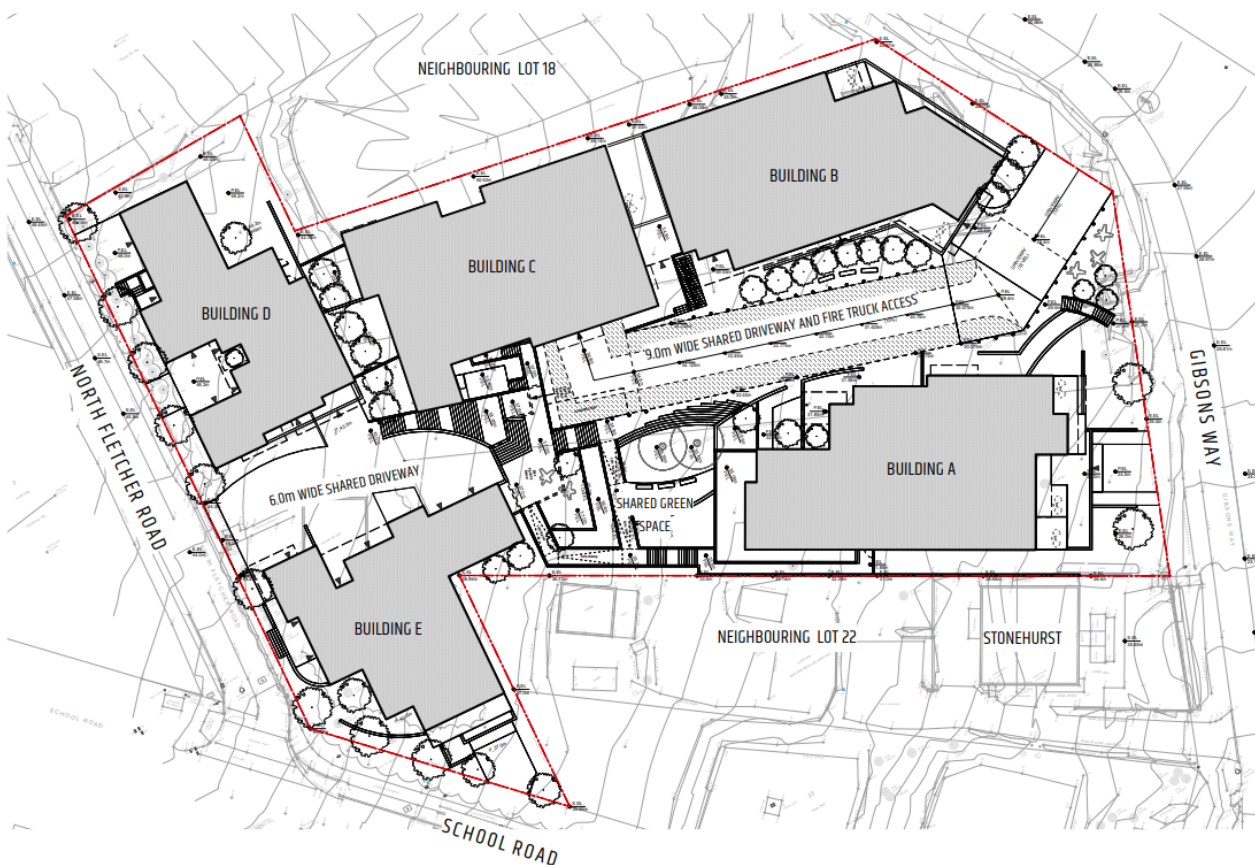


Figure 2: Site Plan

The proposal provides two access points to the site: Gibsons Way, which will provide access to Building A, B and C; and North Fletcher Road which will provide access to Buildings D and E. It should be noted that a vehicle cannot drive through the site due to the significant grade difference between North Fletcher Rd and Gibsons Way. Pedestrians, on the other hand, can walk through the site. This pedestrian pathway will be open to the public and secured by a Right-of-Way.

Building C has been designated as a rental building. The number of units is contingent upon Council’s consideration of reducing parking requirements. The applicant proposes 17 units with 1 parking space per unit (17 parking spaces), or 11 units with 17 parking spaces, which

conforms with the 1.5 parking space per unit zoning requirement. Six of the rental units will be studios, three of which will be rented below market according to the CMHC definition with rent not exceeding 30% of the renters' income and secured through a Housing Agreement.

The rental units will be secured through a covenant on Title or a Housing Agreement.

The proposal includes a public gathering space, as shown in Figure 5. This space will consist of a partially covered outdoor playground as well as seating. This will be secured through a Right-of-Way.

Table 3: Summary of proposal

Building	Housing type and Number of units	Parking Spaces	Maximum Height	Access
A	Apartment 10 units	19 Vehicle 24 Bicycle	4 storey	Gibsons Way
B	Apartment 12 units	17 Vehicle 24 Bicycle	4 storey	Gibsons Way
C	Rental apartment 11-17 units	17 Vehicle 24 bicycle	4 storey	Gibsons Way
D	Fourplex 4 units – 3 have suites	8 Vehicle Bicycle storage in garage	3 storey	North Fletcher Road
E	Fourplex 4 units	8 Vehicle Bicycle storage in garage	3 storey	North Fletcher Road
Total	41-47 units	69 vehicle 80 bicycle		



Figure 3: Public pedestrian connection



Figure 4: View from North Fletcher through the site



Figure 5: Central open space includes partially covered outdoor play areas and seating for both residents and the public

Proposed Community Amenity Contribution

The proposal provides the following:

- 11-17 rental units, dependent upon parking (3 studios will be rented at below-market rates – through a Housing Agreement)
- Public pedestrian connection
- Outdoor children’s play area

Council will be requested to consider endorsing the Community Amenity Contribution offer. If endorsed these items will be a requirement of rezoning, and a Development Agreement will be drafted and registered on Title prior to adoption outlining the contributions and the documents required prior to Building Permit to secure each item.

Planning Context

Official Community Plan

The site is designated Residential/Tourist Accommodation. The intent of the land use designation is to permit high density residential development with multi-unit residential buildings greater than 3 storeys or Tourist Accommodation such as a hotel or inn.

The High-Density Residential designation states a Floor Space Ratio range of 1.2-1.4 and generally 60-110 units per hectare). 60-110 units per hectare translates to 38-70 units on the site.

The proposal has an FSR (FLOOR SPACE RATIO) of 0.96 with 47 units. Although the FSR is less massing than the intended range, the unit per hectare count fits within the density range. Staff considers that the proposal is consistent with the Official Community Plan's high density residential land use because it meets the land use, units per hectare density range, and many goals and objectives of the Harbour Area Plan, as shown in Table 4.

The site is within the Village Landing character area of the Harbour Area Plan. The site is also named in the Official Community Plan as a site for the possible extension of South Fletcher Road.

The property falls within Development Permit Area 5 – Gibsons Landing and Development Permit Area 9 – Gibsons Aquifer. The proposal has been assessed under DPA 5 on page 11-12.

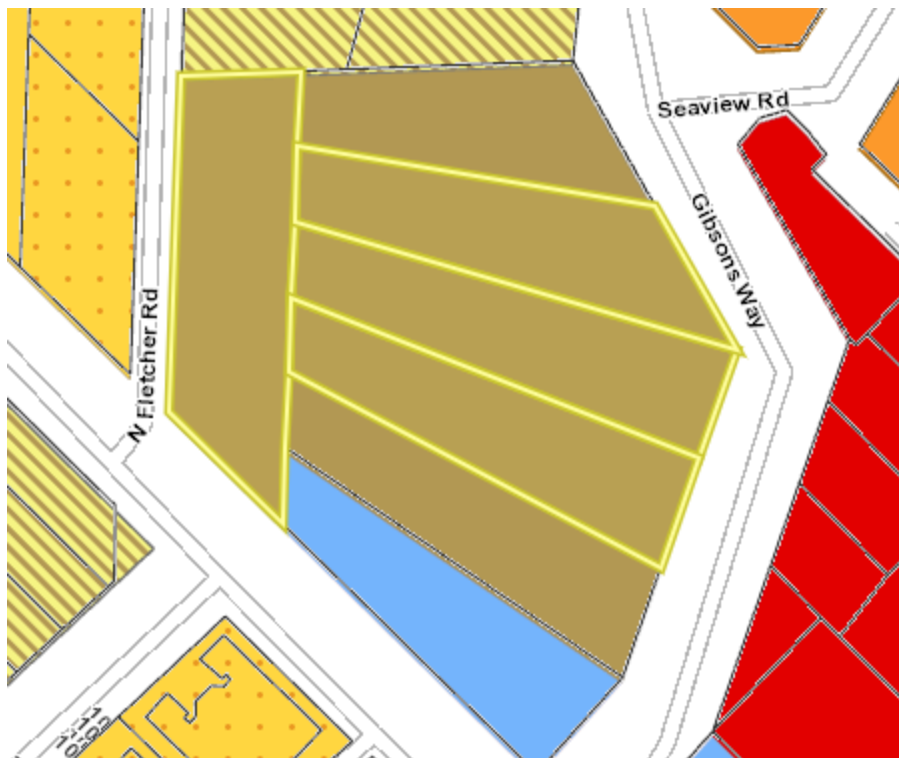


Figure 6: OCP Land Use Designation for the subject property

The Harbour Area Plan (HAP) outlines Goals and Objectives which seek to create balanced development to further the social, cultural, economic and environmental aspects of sustainability in the Harbour Area.

Staff assessed the proposal with the Goals and Objectives of the HAP and note the following objectives are achieved or maintained.

Table 4: Summary of applicable HAP Goals and Objectives

Goal	Objective	Comments
Retain the scale and character of the Harbour Area	1.1 Ensure new development is compatible in scale with existing development in the Harbour Area.	The proposal consists of a maximum of 4 storeys and has broken the massing into 5 buildings, which is compatible with the Harbour Area scale.
	1.2 Ensure new development evokes a west-coast, seaside village feel.	Each building is unique in design, providing a varied small-seaside village feel.
	1.3 Maintain a pedestrian focus through street-oriented buildings developed to a high-quality design standard.	The central walkway improves the pedestrian contain from Upper Gibsons to the Lower village.
Make the waterfront fully accessible, physically and visually, retaining the sense of proximity to nature	2.1 Complete and enhance the Town's pedestrian and cycling network, creating a bicycle and pedestrian friendly Harbour Area.	The proposal enhances the pedestrian connection.
	2.4 Create and protect public and private views through to the water.	The central walkway creates a view corridor, protecting the views of uphill residences and provides a public gathering space to enjoy the views.
Ensure environmentally responsible and sustainable planning and development	3.1 Protect the Gibsons Aquifer and water quality in the Harbour Area.	The site is within Development Permit Area 9 (for aquifer protection), and will require a development permit and excavation permit prior to the Building Permit to protect the integrity of the Gibsons Aquifer.
Support and enhance social and cultural activity in the Harbour Area	4.1 Plan for a mix of housing types to accommodate social diversity in the Harbour Area.	The proposal provides a range of housing types and sizes, including

	<p>4.4 Design for a range of ages, creating accommodating, accessible and desirable spaces for children, families, and seniors.</p>	<p>condominiums and rental units.</p> <p>The proposal consists of studio units to four-bedroom units, with accessible units, and the ability to add elevators to the fourplex suites. The outdoor areas offer a space for all ages and abilities.</p>
<p>Ensure the economic viability of the harbour area, recognizing the unique role the harbour plays in the local economy and the economic history of the area.</p>	<p>5.2 Facilitate growth to accommodate additional population in the Harbour Area.</p>	<p>This proposal is for 47 new residential units in the Harbour Area.</p>

Zoning Bylaw

The current zoning for the site is Comprehensive Development Area 1 (CDA-1). The CDA-1 zone's intent is to allow existing uses to continue, pending receipt of development applications consistent with the OCP, while limiting new development not compatible with the OCP or Town policies. The current zoning permits a single-family home with a Secondary Suite.

The proposal to develop the site with 47 residential units and requires a Zoning Amendment.

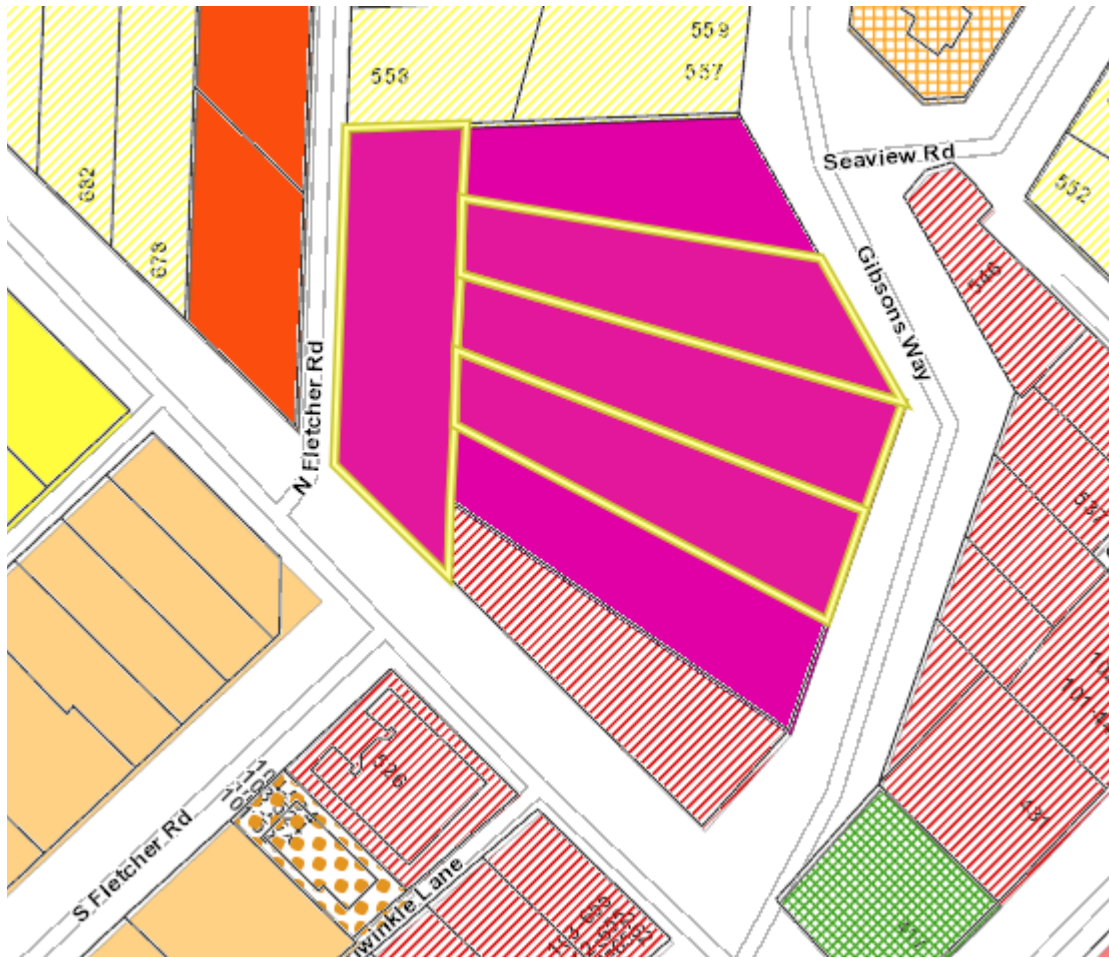


Figure 7: Zoning designations for the subject property.

The site is within two View Protection Sub-Areas – 666 School Road is within Sub-Area G and Lots 19, 20 and 21 Gibsons Way are within Sub-Area F.

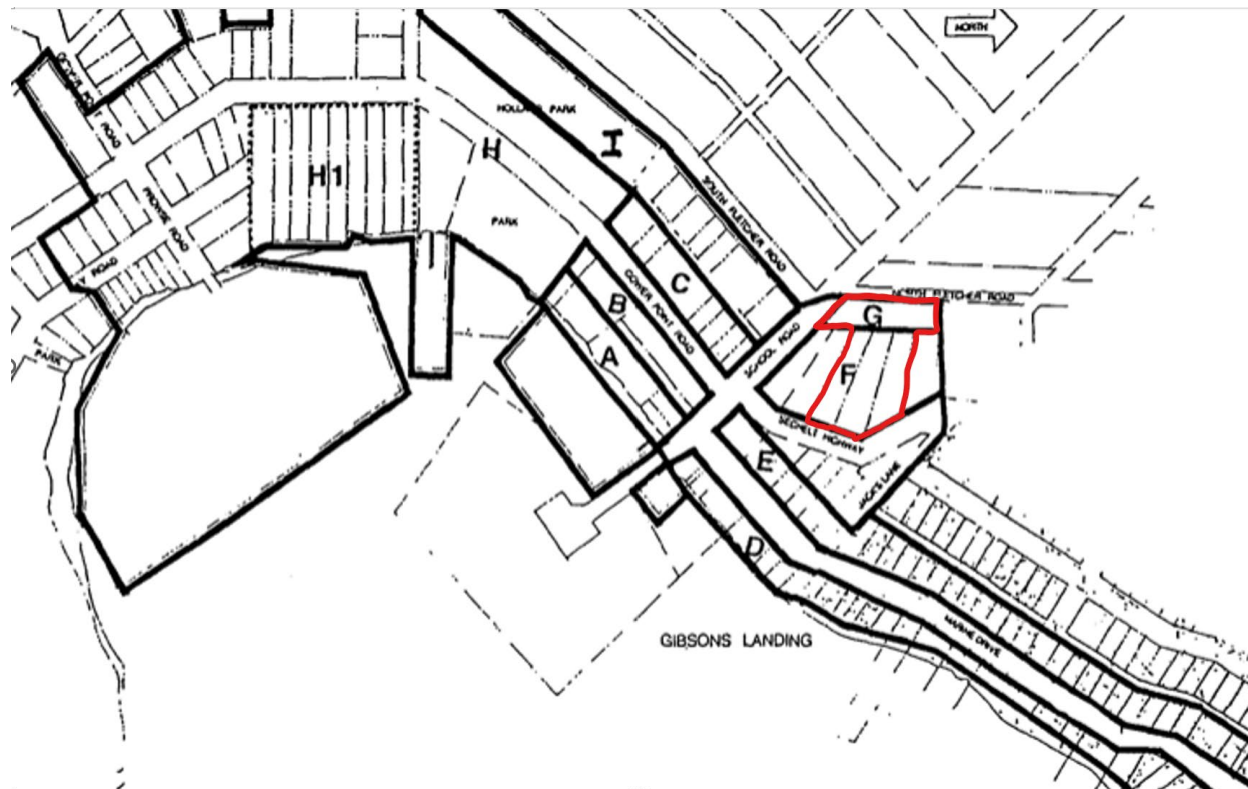


Figure 8: Schedule B - View Protection sub areas – subject properties outlined in red

Heritage Inventory

The existing building located at 547 Gibsons Way is named in the Town’s Heritage Inventory as “Jack’s Boarding House”, which was constructed in 1919. This building was a purpose-built boarding house and continues to operate. The Town does not have a Heritage Bylaw, and this building is slated for demolition. The units lost in the Boarding House are proposed to be replaced in Building C, which proposes up to 17 rental units, six of which would be studio apartments.

Archaeology

The project was referred to the Squamish Nation, and the Nation requested an Archaeological Impact Assessment. There are no registered Archaeological Sites on the subject properties. The applicant has retained an Archaeologist and is gathering the necessary documentation to proceed with the assessment.

Development Permit Area 5

The subject property is located within DPA 5 for development in the Harbour Area/Village Landing Character Area. The objective of DPA 5 is to ensure that a high standard of design, landscaping and building form is implemented for all commercial and multi-unit residential development.

The guidelines are aimed at fostering design that retains, reinforces, and enhances the village scale and character of the Harbour Area while providing for improvements and change.

Staff have evaluated the application, enclosed as Attachment A, with the applicable DPA 5 guidelines and offer the following comments:

- The Development Permit guidelines are broken up into general guidelines and Village Landing design guidelines. The majority of the Village Landing design guidelines are reflective of commercial spaces, and therefore, only some of the guidelines are applied to this residential development.
- The general guidelines request that *“building scale and massing shall be designed with careful consideration of impacts on views from uphill properties.”* The project’s design has been careful to limit building height to 4 storeys and reduce the massing by stepping the buildings back with the natural site contours, as well as providing the 6-9-metre-wide view corridor through the site.
- The guidelines speak to *“sloped roofs are encouraged. Large areas of flat roof, except where they are green roofs or are used for private or communal open space, are discouraged”*. The proposal includes two green roofs and three sloped roofs – conforming to the guidelines.
- The proposal uses the slope to reduce the massing, stepping down and terracing the buildings with the natural site contours and topography.
- The Village Landing guidelines are quite specific on materials and colours, requesting *“wood cladding, in the form of channeled or lap siding, wood shingles or shakes, or board and batten is mandatory at the first storey up to the canopy or cornice line and is encouraged elsewhere. Flush finish tongue and groove siding and diagonal applications are discouraged.”* While the project is not using wood cladding, fibre cement cladding in the form of shiplap, shingle and batt and board, which gives the wood effect while being FireSmart and largely maintenance free.
- Each of the buildings has its own distinct colour and materials, however, there are similar features tying the project together, for instance, the dark window surrounds.

Staff conclude that the proposal meets the Development Permit Area 5 guidelines.

RECOMMENDATIONS / ALTERNATIVES

Staff request ADP members to comment on the Zoning Amendment, the possible parking reduction to accommodate up to six more rental units, and the form and character for the project at Lots 19, 20 and 21 Gibsons Way and 666 School Road.

1) Zoning Amendment

Does the ADP support changing the land use from single family to multi-unit residential? The maximum number of units would be 41 and the maximum would be 47 units on the consolidated lot.

- a. *THAT the ADP supports the Zoning Amendment (ZA-2024-02) for multi-unit residential development*
- b. *THAT the ADP does not support the Zoning Amendment (ZA-2024-02) for multi-unit residential development*

2) Parking Reduction to increase number of rental units

The applicant is requesting to provide 17 rental units in Building C with 1 parking space, or 11 rental units conforming with the Zoning Bylaw's 1.5 parking space per apartment use requirement. It should be noted that all other buildings conform to the parking requirements.

Regardless of the number of units, the building massing would remain the same, and therefore the units would be larger and would likely be more expensive.

Does the ADP support reducing the parking from 26 spaces (1.5 spaces per unit) to 17 spaces (1 space per unit) to allow for 17 rental units?

- a. *THAT the ADP support reducing the parking for Lots 19, 20 and 21 Gibsons Way and 666 School Road to allow 17 rental units with 1 parking space each.*
- b. *THAT the ADP supports 11 rental units for Lots 19, 20 and 21 Gibsons Way and 666 School Road, with no parking reduction.*

3) Form and Character

Does the ADP consider the proposal meets the DPA 5 guidelines? (Select one below)

- a. Option 1 – Support the proposal as presented

THAT the ADP advises Council to support the proposal as presented

- b. Option 2 – Support the proposal with some changes

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

- c. Option 3 – request a redesign to better address DPA 5 guidelines

THAT the ADP advises Council to request a redesign for the following reasons: ...

Attachments

- Attachment A – Application

Respectfully Submitted,

Katie Thomas
Planner II

Report reviewed by:

X	Director of Planning and Development
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