



STAFF REPORT

TO: ADP **MEETING DATE:** January 10, 2024
FROM: Planner II **FILE NO:** 3220-Gibsons Way-702
SUBJECT: **OCP and Zoning Amendment for a 5-unit residential development at 702 Gibsons Way**

REPORT TO PROVIDE COUNCIL WITH A RECOMMENDATION

PURPOSE

The purpose of this report is to provide ADP members with the application for a 5-unit detached residential development at 702 Gibsons Way and obtain a recommendation to Council on both the change in land use and the form and character of the development.

BACKGROUND

The Town has received the following three applications:

1. OCP Amendment – to change the land use designation from Medium Density Residential to Low Density Residential 1; to remove the minimum FSR in Low Density Residential 1; and to change from DPA 4 (multi-unit residential) to DPA 8 (intensive residential) on Schedule E.
2. Zoning Amendment – to change the zoning from Single-Family and Two-Family Residential 3 (R-3) zone to a new zone: Residential Cluster 3 (RCL-3).
3. Development Permit for Form and Character – under DPA 8

SUMMARY

This report provides background information on the property, planning context and an explanation as to why changes are proposed to both the Official Community Plan and Zoning Bylaw to move this application proposal forward.

The proposal has been assessed against the form and character design guidelines for Panel review and consideration.

A guide for recommendations from the Panel are provided on page 17.

DISCUSSION

Site and Surrounding Uses

702 Gibsons Way is located on the upper side of the road, between Crucil Road and Wyngaert Road, as shown in Figure 1.

The property currently consists of one single family home with a garage behind. The property is adjacent to Walt’s Towing business to the east and a vacant commercial building to the west. Across the road is a 3-storey live/work apartment building and a 3-storey mixed-use commercial building with commercial at grade residential rentals above.

Table 1 provides a summary of the existing uses, zoning designations and OCP land use designations for the surrounding properties.

The property is approximately 1160 m² in size and has a six-metre slope from north to south.



Figure 1: Location of the subject property

Table 1: Surrounding uses

	Existing Land Use	Existing Zoning	Exiting OCP Designation
North	Single-Family	Single-Family and Two-Family Residential Zone 3 (R-3)	Low Density Residential 2
South	Mixed Use building	Live Work Zone 2 ((LW2)	Live/Work
East	Walt’s towing yard	Auto Commercial Zone 3 (C-3)	Medium Density Residential
West	Commercial building	Upper Gibsons Commercial District 1 (C-1) and Single-Family and Two-Family Residential Zone 3 (R-3)	Live/work

Application proposal

The applicant has applied to demolish the current home on the property and replace it with five 3-storey, 3-bedroom single family detached homes, each with their own garage and carport.



Figure 2: Development proposal

The property will have one shared driveway accessing each house, and each house offers two parking spaces.

The main living area is intended to be on the second floor, with each unit having two south facing decks.

The development will be a strata, with each home having an individual Title. As per the Fire Departments recommendations, each building will be sprinklered.

Five homes are proposed with a total floor space ratio (FSR) for the property at 0.53.

The application drawings are enclosed as attachment A.

Planning Context

Current Official Community Plan Land Use Designation

The OCP designates 702 Gibsons Way as Medium Density Residential, as shown in Figure 3. The intent of this designation is:

To permit townhouses, stacked townhouses and 2 to 4 storey apartments with a FSR of 0.7 to a maximum of 1.2 (generally between 40-75 units per hectare).

The property is also within Development Permit Area 4 – for Multi-Unit Residential development.

The OCP intends for generally 4.6 - 8.7 units on the property. The development proposes 5 units, which aligns with the unit per hectare density, but does not align with the FSR.

An OCP amendment is required as for two reasons:

1. The FSR of the proposal is 0.53, which is below the required 0.7 - 1.2 FSR of the Medium Density Residential land use designation.
2. The Medium Density Residential land use specifies vertical building forms (townhouses, stacked townhouses, and apartments) and therefore single-family detached dwellings are not listed as a building form in the intent and description of the land use designation.

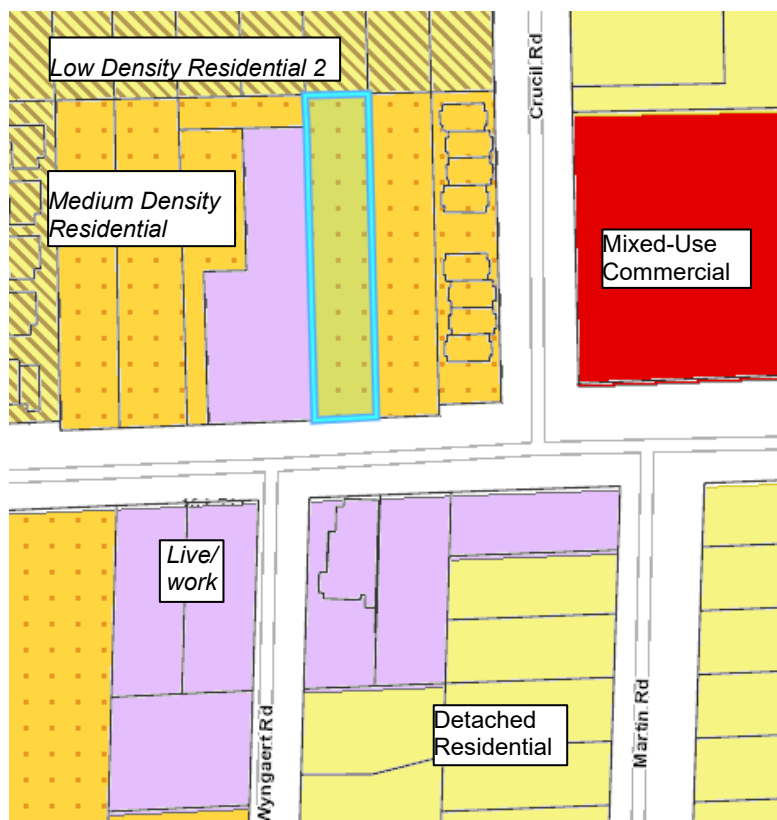


Figure 3: OCP Land Use Designations

FSR and General Units per Hectare

The Zoning Bylaw defines Floor Space Ratio and Gross Floor Area (GFA) as the following:

“FLOOR SPACE RATIO (FSR)” means a ratio calculated by gross floor area of buildings divided by the lot area upon which the buildings are located.

“GROSS FLOOR AREA” means the sum of the horizontal areas of each storey of a building measured from the interior faces of the exterior walls providing that in the case of a wall containing windows, the glazing line of the windows may be used. The measurement is exclusive of basement areas used only for storage or service to the building, unfinished attic space, attached garages, carports, breezeways, porches, balconies, exit stairways, corridors, and terraces. In the case of apartments, public corridors, common amenity spaces, and building mechanical systems are also excluded. In the case of congregate housing, communal dining and kitchen facilities are excluded.

The OCP provides a “general” unit per hectare calculation and well as an FSR which is not consistent with smaller unit sizes. Smaller unit sizes are likely to be more attainable than larger units. This is an item that is planned to be remedied in the new OCP.

Currently a proposal should meet the FSR and “generally” be close to the units per hectare.

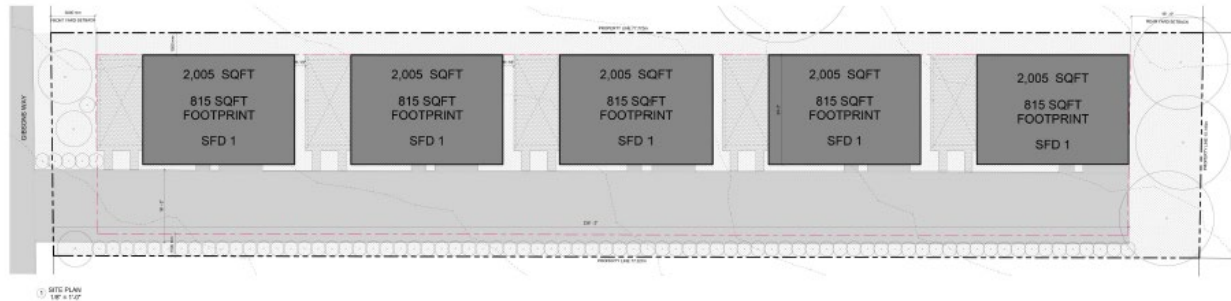
Taking the lot area of 702 Gibsons as an example, the minimum GFA for one unit is 102m² (1097 ft²) and the maximum is 351 m² (3778 ft²). The GFA does not include any basements areas used only for storage or service to the building, unfinished attic space, attached garages, carports, breezeways, porches, balconies, exit stairways, corridors, and terraces. These unit sizes are large, especially when looking at increasing density, improving housing stock and creating attainable housing. 2020 Statistics Canada data: Rural Canada Housing Profiles, residential property characteristics, shows that average total living area in British Columbia is 166 m² or 1790 ft²

The GFA calculations are shown in Table 2 for information.

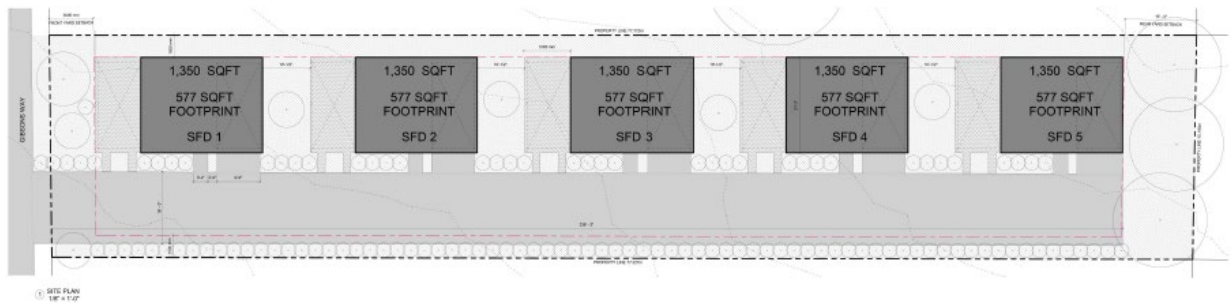
Table 2: GFA Calculations for Medium Density Residential

	0.7 FSR	1.2 FSR
Lot Area	1172 m ² or 12623 ft ²	1172 m ² or 12623 ft ²
GFA if 4 units on the property	205 m ² or 2206 ft ²	351 m ² or 3778 ft ²
GFA if 8 units on the property	102 m ² or 1097 ft ²	175 m ² or 1883 ft ²

Staff requested the architect to provide a comparison of what the development would look like in the proposal met the 0.80 FSR. The images below show the 0.80 SR compared with the proposed development at 0.53 FSR, as you can see the main difference is size of unit and the reduction of the 3 metre setback between buildings to less than 2 centimetres.



.80 FSR



.53 FSR

Figure 4: Comparison Site Plan and Elevation with 0.53 FSR and 0.80 FSR

Current Zoning

The property is designated as Single-Family Residential and Two-Family Residential Zone 3 (R-3), as shown in Figure 4, which permits one single family house or one duplex.

The applicants are looking to increase the density of the lot as the density of the R-3 zone is significantly lower than what is envisioned for this area of Gibsons Way. The applicants are providing the number of units envisioned under the OCPs land use designation.

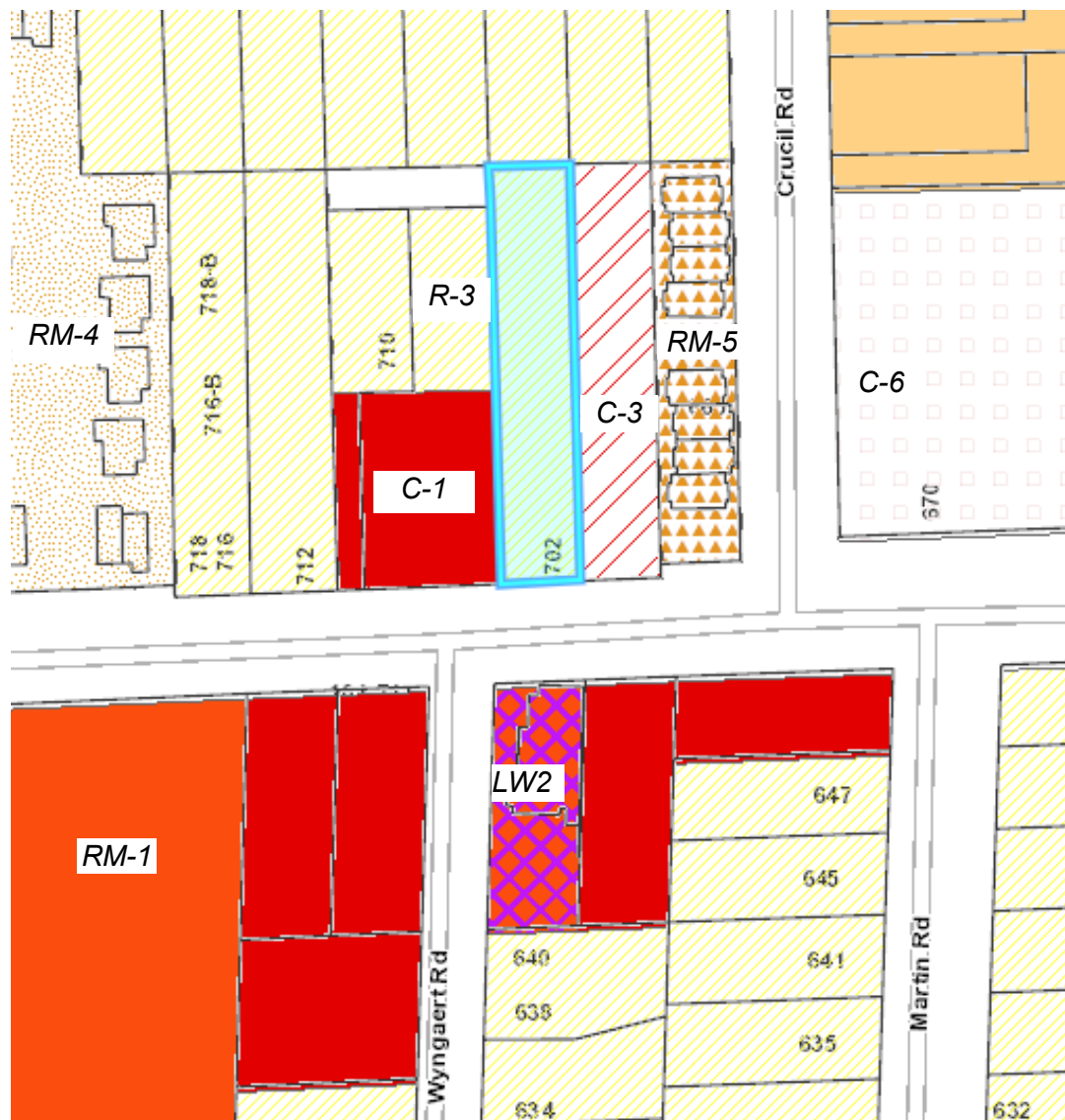


Figure 5: Current Zoning

OCP Amendment

The existing Medium Density Residential land use designation focuses on vertical housing types, with stacked townhouses, townhouses and 2 to 4 storey apartments, with an FSR of 0.7 to 1.2.

The development proposes five 3-storey single family homes. When looking at the development statistics, the proposal has an FSR of 0.53 which is substantially under the FSR requested of the Medium Density Residential -0.7 to a maximum of 1.2. However, the proposal meets the “general” 40-75 units per hectare, as the project is calculated to have 43 units per hectare.

Staff have tried to reconcile these differences and suggest changing the Land Use designation to Low Density Residential 1, which has the intent to:

To permit small lot single-detached dwellings, duplexes, cluster housing, or multi-unit housing in a single-detached building form with a FSR of 0.6 to a maximum FSR of 0.75 (generally 20 to 25 units per hectare).

Staff also suggest removing the minimum FSR and the “generally 20-25 units per hectare” for this Land Use designation, this would remove the minimum GFA for dwelling units, allowing for smaller units. The new intent and description of the Low Density Residential 1 Land Use designation would read as follows:

To permit small lot single-detached dwellings, duplexes, cluster housing, or multi-unit housing in a single-detached building form with a maximum FSR of 0.75.

Zoning Amendment

In order for the development proposal to move forward, the zoning would need to be changed from the existing R-3 zone to one that would allow multiple units on a lot. It is suggested to alter the zoning to a new Residential Cluster zone – Residential Cluster Zone 3 (RCL-3).

A new zone is required to allow for the density and height of the proposal. This new zone will allow for a higher density and allow for higher buildings as well as increase the lot coverage.

Community Amenity Contribution

The Community Amenity Contribution (CAC) program is applicable to this project. CACS are payable by the rezoning applicant prior to Council consideration of adoption of the OCP/ Zoning Amendment Bylaw.

The Applicant has agreed to pay \$15,000 as set out in the Council Policy 3.14.

Development Permit - Form and Character

Staff have evaluated the development proposal with the Development Permit Area 8 design guidelines in Table 2.

A Landscape Plan has not been submitted currently.

Table 3: Staff Evaluation

DPA 8 Guidelines	Staff Comments	Addresses Criteria
General Form and Character		
Development should promote a small town character by encouraging architecture, landscape design and environmental settings that respect the surrounding context.	<i>Individual units are proposed, with open space between each unit to allow views from uphill properties to look through the site.</i>	Yes
Local and natural building materials such as timber and stone should be used in combination with limited amounts of glass, concrete or metal.	<i>Wood, asphalt shingle and fibre cement siding are all proposed. No raw concrete or metal proposed</i>	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.	<i>Light colours are proposed – white and grey.</i>	Yes
Vary unit designs, materials and/or colours to distinguish individual dwelling units in the development. No two adjacent dwellings should be alike.	<i>Subtle variations in cladding help to distinguish each unit from one another, with lap siding, used both vertically and horizontally and shingles. The colour palate is the same across the development tying everything together.</i>	Yes
Multiple dwelling units should be built on each cluster lot. These may take the form of principal dwellings with additional dwelling units such as secondary suites, and Garden Suites; duplexes, triplexes, or	<i>5 dwellings are proposed on the site.</i>	Yes

DPA 8 Guidelines	Staff Comments	Addresses Criteria
fourplexes; or some combination of these forms.		
Design lighting to minimize light spill, glare and sky glow by using non-glare full cutoff fixtures.	<i>Wall scones proposed</i>	Yes
<i>Building Massing and Street Rhythm</i>		
Vary the exterior design of buildings facing a street or lane from those of similar buildings across the street and on adjacent properties, so that front elevation designs have significant variations in the disposition and articulation of design features.	<i>This development has a different architectural style to other developments in the area and across the street.</i>	Yes
Mirroring nearby front elevation design alone is not an adequate variation.	<i>No mirroring proposed</i>	Yes
<i>Relationship to the Street</i>		
The principal building should be oriented to the street and should be designed to encourage natural surveillance of the street; on corner lots, orientation should be towards both streets.	<i>Due to the characteristics of the long narrow lot, the units are oriented to the east along the shared driveway. Each unit has two south facing decks and thus the first unit looks over Gibsons Way</i>	Yes
A covered porch or veranda at the street entrance of the unit is encouraged.	<i>A covered porch is proposed for each unit</i>	Yes
Residential buildings positioned at the rear of the property should have a clear and obvious approach from the street or lane.	<i>A shared driveway provides a clear approach from Gibsons Way</i>	Yes

DPA 8 Guidelines	Staff Comments	Addresses Criteria
Avoid long continuous façade frontage and respect the rhythm of the existing streetscape.	<i>The narrow lot provides for one unit in width, which respects the rhythm of the existing streetscape. No long continuous façade frontage.</i>	Yes
Developments should create an incremental rhythm complementary to nearby residential areas by visually breaking massing of larger buildings into smaller individual components to express strong unit identity and to relate to the characteristic frontage of buildings in the area.	<i>Each unit is separated, no large buildings proposed.</i>	Yes
Secondary buildings should complement the scale, mass, built form and character of the principal building.	<i>No secondary building proposed</i>	n/a
Buildings containing more than 4 units should generally be avoided, taking the form of two or more separate buildings where more than 4 units are proposed.	<i>n/a – no building with more than 4 units</i>	n/a
Use separations, transitions, changes in plan and the inclusion of elements such as bay windows, dormers, porches and cross gables to help mitigate the visual quality of long buildings.	<i>n/a - no long building proposed</i>	n/a
Roof pitches of at least 6 in 12 are encouraged.	<i>Roof pitch seems to equate to a 6 in 12.</i>	Yes
Provide a clearly identifiable door onto the street and public open spaces.	<i>Each unit has a well-defined entry with a covered porch</i>	Yes
<i>Relationship Between Buildings</i>		

DPA 8 Guidelines	Staff Comments	Addresses Criteria
<p>Provide a clear distinction between private and public open space.</p>		
<p>Dwelling units should be arranged on site to facilitate social interaction, build a sense of community, and create neighbour-to-neighbour surveillance. This can be accomplished as by:</p> <ul style="list-style-type: none"> • ensuring various building entrances face each other and/or open on to open spaces common to all units • providing for surveillance of open spaces common to all units from active living areas within each unit • and/or providing patios, porches, or verandas adjacent to common areas 	<p><i>Units are arranged in a linear format following the limitations of the lot.</i></p> <p><i>Windows and balconies overlook open spaces common to all units.</i></p>	<p>Yes</p>
<p>Minimize the potential for overlook to neighbouring windows and private spaces.</p>	<p><i>Limited openings on the northern elevation reduces overlook to neighbouring units.</i></p> <p><i>Windows are proposed on the west side, and therefore there will be some overlook to the adjacent parcel</i></p>	<p>Yes</p>
<p>Minimum building separations between units on the same site are preferred, as follows:</p> <ul style="list-style-type: none"> • between side walls of buildings containing a small amount of window area: 3 m • between portions of walls containing windows looking onto active indoor living spaces such as living and dining rooms and kitchens: 12 m 	<p><i>3 metre setback between each dwelling has been achieved.</i></p> <p><i>One window is proposed on the north elevation of each dwelling. This window is located in the gable end and is intended for daylight thus, no windows are looking onto active indoor living spaces.</i></p>	<p>Yes</p>

DPA 8 Guidelines	Staff Comments	Addresses Criteria
<ul style="list-style-type: none"> • between portions of walls containing windows into other habitable rooms: 9 m • preferred distances in cases (2) and (3) are reduced to 7.3 m to portions of walls containing non-habitable space 		
Solar orientation		
<p>Building orientation and massing should ensure that a majority of primary living spaces receive direct sunlight for the daylight hours at equinox.</p>	<p><i>Primary living spaces orientated to the south</i></p>	<p>Yes</p>
<p>Where possible, buildings should not be located in positions that will result in substantial shading of the private open space of adjacent units.</p>	<p><i>Due to the long narrow lot, this is not possible</i></p>	<p>No</p>
Other		
<p>Carefully provide for areas for garbage and recycling collection and storage, taking into account visual screening and security from animal scavengers.</p>	<p><i>AJM have requested a garbage enclosure. This is to be added to the site plan, likely towards the northern property line.</i></p>	<p>No- To be added</p>
<p>Provide a yard or roof terrace for each unit to create usable private open space, in a highly accessible location. Failing this, a large balcony for each unit should be provided. This open space should be partially screened to provide privacy from neighbours.</p>	<p><i>Each unit will have 2 balconies. The balconies are not proposed to be screened.</i></p>	<p>Yes</p>
Parking and Access		

DPA 8 Guidelines	Staff Comments	Addresses Criteria
A walking path providing direct access to the principal dwelling unit should be clearly visible from the street.	<i>Pedestrian access is currently provided via the driveway</i>	Yes - Landscape Plan should provide more details on this
All buildings should be sited to provide for safe fire access to all units.	<i>All buildings are proposed to be sprinklered. Each unit will be accessed from the shared driveway.</i>	Yes
All parking spaces should access the site via a single, shared driveway and/or directly from a public lane.	<i>One shared driveway proposed</i>	Yes
Parking pads and garages should be located to the rear or side of the dwelling unit(s) wherever possible, and always where there is access from a rear lane.	<i>Parking is planned to be in the attached garages and under the balcony.</i>	Yes
Vehicular access from the street is strongly discouraged unless a property is not served by a lane or is subject to prohibitively steep grades.	<i>No lane, the development will be accessed from Gibsons Way.</i>	N/A
Screening and Landscaping		
<p>A landscape plan is required that includes the following:</p> <ul style="list-style-type: none"> • location, type and size (canopy diameter and trunk diameter at breast height) of all existing trees on the lot and within 5 metres of the lot boundary • a lot grading plan • trees that are proposed for retention or removal 	<i>No landscape Plan provided currently.</i>	

DPA 8 Guidelines	Staff Comments	Addresses Criteria
<ul style="list-style-type: none"> the location, size and species of replacement trees proposed garden beds, sodded areas, gravel areas, patios, pathways, driveways, fences, trellises and any other proposed landscape features the location, area and percentage of lot area covered by impermeable surfaces 		

Staff considers that the form and character meets the guidelines set out under Development Permit Area Number 8 – Intensive Residential, however a Landscape Plan is still required to be submitted.

REFERRAL COMMENTS

Referrals sent	Comments Received
<p><i>Skwxwú7mesh Úxwumix (Squamish Nation)</i></p>	<p><i>SN's Archaeology Specialist commented that overall, there is low archaeological concern as the location is up from the waterline and previously disturbed. He asks to ensure that a Chance Find Management Protocol is in place but that no other archaeological work required at this time.</i></p> <p><i>Here are comments from SN's Environmental Specialist:</i></p> <ul style="list-style-type: none"> <i>- 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 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).</i> <i>- Would like to review any associated EOAs, EIAs, BMPs, and/or EMPs for these proposed works.</i>

<p>Gibsons and District Volunteer Fire Department (GDVFD)</p>	<p><i>A-9.10.20.3.(1) Fire Department Access Route Modification. In addition to other considerations taken into account in the planning of fire department access routes, special variations could be permitted for a house or residential building that is protected with an automatic sprinkler system. The sprinkler system must be designed in accordance with the appropriate NFPA standard and there must be assurance that water supply pressure and quantity are unlikely to fail. These considerations could apply to buildings that are located on the sides of hills and are not conveniently accessible by roads designed for firefighting equipment and also to infill housing units that are located behind other buildings on a given property.</i></p> <p><i>The driveway is under 6 meters so access for fire trucks is limited and sprinklers would be requested.</i></p> <ol style="list-style-type: none"> <i>1. Road design is in accordance with BCBC 3.2.5.6.</i> <i>2. Access Routes and Access Route locations are in accordance with BCBC 3.2.5.4. and 3.2.5.5.</i>
<p>Vancouver Coastal Health</p>	<p><i>No comments received as of January 8, 2024</i></p>
<p>Ministry of Transportation and Infrastructure (MOTI)</p>	<p><i>No comments received as of January 8, 2024</i></p>
<p>Infrastructure Services Department</p>	<p><i>No comments received as of January 8, 2024</i></p>
<p>Building Department</p>	<p><i>Spatial separation calculations to be provided with building permit submission.</i></p> <ul style="list-style-type: none"> <i>-Code compliance still to be determined with building permit review.</i> <i>-If lower level is to be used as secondary suite, it will need to be constructed with the required fire separations and other code requirements.</i> <i>-Fire department access to be reviewed by Gibsons Fire Department. (Seems to be not wide enough on proposed drawings)</i> <i>-Sprinklers may be required depending on the spatial separation calculations and the fire department access.</i>
<p>Public Works Department</p>	<p><i>Property is currently serviced; services may need to be resized for the increased number of units</i></p>
<p>Sunshine Coast Regional District (SCRD)</p>	<p><i>The applicant is encouraged to ensure building design includes adequate space for storage and servicing of recycling, food waste and garbage receptacles and ensuring the storage space is inaccessible to wildlife.</i></p> <p><i>Through the construction phase, the applicant is encouraged to review materials accepted at the Sechelt Landfill and sort accordingly to maximize diversion and ensure compliance with recyclable materials and controlled waste. Consideration should also be given to make sure any containers for separating</i></p>

garbage, recycling and food waste remain accessible to collection service providers during construction and will be accessible post-construction.

Lane development between Hillcrest and Gibsons Way

This Town is looking to create a lane between Hillcrest Road and Gibsons Way, as many of the lots fronting these roads are long and narrow. By creating a rear access lane, the area can densify and thus, the property owner will be requested to provide a 5m right of way for future lane access at the rear of the property.

Sprinkler Covenant

The Fire Department have reviewed the plans, and as the access is under 6m wide, the Fire Department have requested that all dwelling units on the property should be sprinklered. This would be a condition of rezoning.

NEXT STEPS

The application will be presented to Council on January 23rd and Council will be requested to consider moving the application forward with First Reading.

RECOMMENDATIONS / ALTERNATIVES

Staff request the members of the ADP to consider two items:

1. Does the Panel support the change of land use to a lesser density?
2. Does the Panel consider that the proposed development meets the intent of the Development Permit Area 8 design guidelines?

Staff have provided a guide for the requested recommendations below:

THAT the Advisory Design Panel provides the following comments on the OCP and Zoning Amendment for 702 Gibsons Way:

[list summary comments carried by ADP]:

AND THAT the ADP [supports/ does not support] the OCP and Zoning Amendment application for the proposed 5 single family homes at 702 Gibsons Way

AND THAT the Advisory Design Panel provides the following comments on the proposed form and character for the proposed 5 single family buildings located at 702 Gibsons Way in relation to DPA 8 design guidelines for Intensive Residential:

[list summary comments carried by ADP]:

AND FURTHER THAT:

- A) The ADP recommends that Council issue DP-2023-14 for the development at 702 Gibsons Way as proposed on condition that the OCP and Zoning Amendment is approved, and a landscape Plan is submitted.
- B) The ADP recommends Council issue DP-2023-14 for the development at 702 Gibsons Way with the following changes/ conditions:

[list additional changes/conditions]

Attachments

- Attachment A – Application package

Respectfully Submitted,

Katie Thomas
Planner II

Report reviewed by:

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