



STAFF REPORT

TO: Council
FROM: Planner I
SUBJECT: Zoning Amendment to allow mixed use Commercial/ Residential Development at 1057 Gibsons Way

MEETING DATE: January 23, 2024
FILE NO: ZA-2023-03

REPORT FOR DECISION

PURPOSE

The Town has received an application to rezone the property at 1057 Gibsons Way to support the development of two new mixed-use commercial buildings on the one-hectare property. The purpose of this report is to provide Council with the proposal details and to obtain direction to move forward with drafting a Zoning Amendment for the development.

The report includes details of the development proposal along with a staff review of applicable policies and options to inform Council's decision.



Figure 1 - Development as viewed from Gibsons Way, looking south, showing two mixed-use buildings.

SUMMARY

- Council's direction is sought to proceed with drafting a zoning amendment to support the proposed mixed-use commercial and residential development.

- Proposal Summary: 2 commercial/ residential mixed-use buildings at 1057 Gibsons Way with Commercial uses at grade facing the street frontage and 141 apartment residential units located above and behind. Parking is under both buildings and at grade. Unit counts for each building are shown in Figure 1, above.
- Tenure of the residential units is subject to market analysis and may be fully rental, strata or include supported seniors care.
- Current zoning is an obsolete SCRD Commercial C-5 zone.
- The Land Use Designation for the property in the OCP is Mixed Use Commercial, supporting an active, pedestrian-oriented commercial street frontage with residential apartment use above and behind.
- Parking spaces are proposed to be reduced to 1.1 per unit versus 1.5 spaces per apartment unit required in the Bylaw. The reduction is supported with a traffic study and recommending demand-management strategies ('TDM') including transit-orientation, walkability and robust bicycle parking and storage amenities.
- The new zone would define building height, setbacks, and parking requirements, and is reviewed in relation to OCP land use policies and the existing Upper Gibsons Commercial C1 and C1-A zones.
- Council may wish to consider securing rental, affordable or special needs housing through a height bonus in the zone per priority actions of the Town of Gibsons Housing Strategy as a precedent for future pre-zoning in the Upper Gibsons commercial area. It should be noted that the applicant states they are not willing to commit to rental tenure at this time due to shifting markets and challenging economic conditions.
- With Council direction, staff will draft a zoning bylaw amendment for the development reflecting Council's priorities and bring it back for readings and to schedule a public hearing. A community amenity contribution (CAC) offer letter is to be provided by the applicant per the Town's CAC policy.
- Next steps: If the zoning amendment is approved, the applicants may proceed with obtaining development permits (form and character DPA 3 and wellhead protection area DPA 9) and then a Building Permit.

A detailed description of the proposal and design objectives is provided by the applicant in the Development Overview document enclosed with this report as Attachment A. The architectural and landscape plans and supporting reports are enclosed as Attachments B through F.

BACKGROUND

The project proponents have submitted zoning amendment (ZA-2023-03) and form and character development permit (DP-2023-13) applications for the proposed development.

The applicants first met with staff about this development proposal in March of 2021, sharing an early draft of plans with staff in August of 2022 for feedback in relation to Town policies. This report, presenting a further developed plan including enhanced commercial component and street orientation, is the first time the proposal has been brought before Council for consideration.

Further site studies not pertaining to this application review process include environmental, archaeological, and geotechnical investigations to inform the development and address additional permitting requirements, including the following:

- Transportation Impact Assessment (Attachment D)
- Shadow impact study (page 18 of Development Overview – Attachment A)
- Archaeological Review (Attachment E)
- Tree Evaluation Report (Attachment F)

The applicants have completed work with the province in relation to identifying and managing possible contamination due to past industrial uses of the site and received a Certificate of Compliance from the Province in 2023 .

DISCUSSION

Site and Surrounding Uses

The property at 1057 Gibsons Way has an 'L' shape and occupies just over one hectare (10,150 m² or 112,600 ft²) at the southwest corner of the Highway 101 and Pratt Road intersection in Gibsons, across from the Wendy's and Tim Hortons restaurants and kitty corner to the IGA Plaza.

The property is largely undeveloped with large areas previously cleared and used for machinery storage. Stands of large coniferous trees are retained at the south and west edges of the site, some of which are proposed to be protected and retained in the development. The north-east corner of the property has an existing commercial building fronting Highway 101, currently occupied by More Bakery and David Coyle furniture shops.

The property slopes to the south, dropping about 5m from the highway along the Pratt Road frontage and a further 5 m to the southern-most boundary of the site. The south boundary of the property is shared with the Town of Gibsons's western boundary, with commercial and residential neighbours to the south being in the jurisdiction of the Sunshine Coast Regional District.

The east property line is shared with a property in the Town of Gibsons with the same zoning and Mixed Use Commercial land use designation, currently home to a Gibsons Dance Centre studio and Kenmac auto parts. Uses across the street to the north and west include fast food restaurants and highway commercial businesses.

The land uses of neighbouring properties are summarized in Table 1, below.

Table 1: Surrounding Uses.

	Existing Land Use	OCP Designation
North	Commercial	Mixed Use Commercial
South	Commercial & Rural Residential (SCRD)	SCRD Commercial (SW) and Multifamily Residential (SE)
East	Commercial	Mixed Use Commercial
West	Commercial	Mixed-Use Commercial

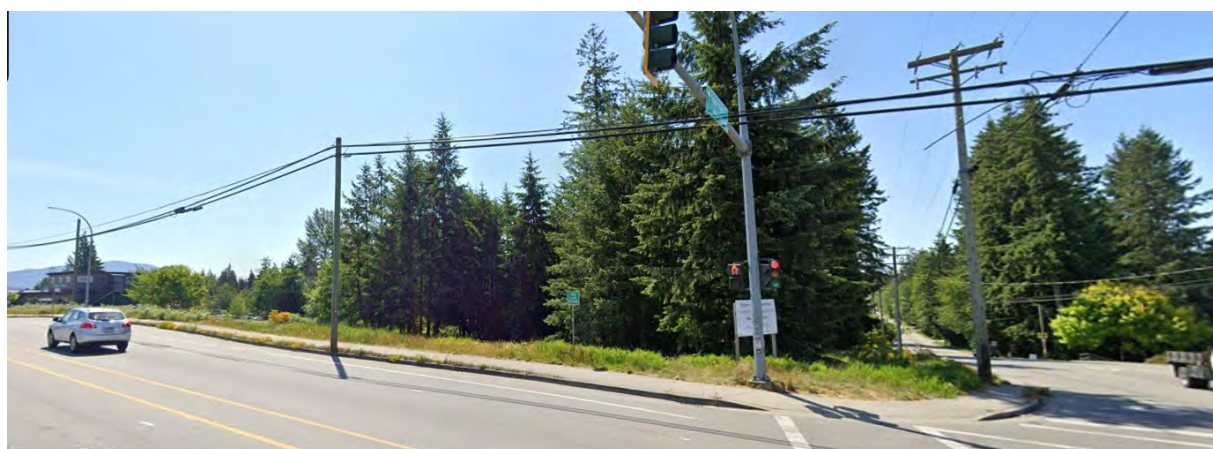


Figure 2 - The subject property, as viewed from the intersection of Pratt Rd and Highway 101, has a large undeveloped area and includes the site of More Bakery and David Coyle furniture shop at its northeast corner.

Figure 2 is a photo of the site taken from the intersection of Highway 101 and Pratt Road, looking to the southeast. Figure 3, below, shows the proposed site in the context of surrounding properties.

Proposal

Land Use

The proposal for development of the large property includes two mixed-use buildings, shown in Figure 1 as seen from Gibsons Way at Pratt Road. The buildings each have commercial and live/work uses fronting Gibsons Way on the ground floor and 64 and 77 apartment residential units on the upper stories and behind the commercial uses.

The applicants are evaluating the economics of three tenure options for the residential units including:

- a) purpose-built rental apartments
- b) strata condo units, and/or

- c) a service-supported seniors residence component.

Building A, as shown in the site context map in Figure 3, is oriented east-west fronting Gibsons Way at the corner of Pratt Road and the highway. Building B is oriented north-south along the east side of the property, also fronting Gibsons Way.

The development is designed to meet the intent of the mixed-use commercial land use designation in the OCP to activate street frontages in the Upper Gibsons Commercial area, and to provide apartment residential uses above and surrounding the commercial uses. The building frontages on Gibsons Way are therefore occupied with three commercial retail units and five street-front live-work units intended to have commercial use at grade level and residential accommodation located above the ground floor.

Vehicle access to the site is provided from both Gibsons Way and Pratt Road, with parking areas for the two buildings connected internally.



Figure 3 - Proposed development in the context of the site and surrounding uses

Height & Massing

The proposed height of the buildings is higher than existing development along the Highway 101 commercial corridor, and is in line with the recently approved mixed-use development at

835 Gibsons Way, and with the land uses envisioned for the upper Gibsons Commercial Area in the Official Community Plan (OCP), which do not specify a target height.

As experienced from Gibsons Way, the height of the proposed buildings is 15.5 m and four to five stories. This is half a meter (0.5 m) higher than the “Soames” building at 875 Gibsons Way per C1-A zoning regulations.

As experienced from the lower south side of the sloped property, the buildings each have 5 stories above underground parking that rises above grade for access on the downslope side.



Figure 4 - Rendering of proposed buildings A and B as seen looking southeast from the Pratt Road/ Highway 101 intersection.



Figure 5 – Downslope view of Building A as seen from Pratt Road, looking northeast.

Landscape

A landscape plan is provided with the development application, enclosed with this report as Attachment C. The site plan distributes surface parking and access largely at the rear of the buildings. Planted greenspaces include four stands of large conifer trees to be retained and protected – two on the Pratt Road frontage and two at the south end of the property.

Additional plantings serve to buffer the development from neighbouring properties, to frame site and building entrances, and to screen and buffer surface parking areas.

The landscape plan supports comfortable pedestrian circulation connected by marked crossings within driveways and well-connected sidewalks.

Plantings include a mix of trees, shrubs and perennials, with an emphasis on native tree, shrub and ground-cover species.

Amenities

The development proposal outlines onsite amenities in detail. These include:

- An indoor amenity room with a sheltered balcony for resident gatherings and a fitness room in each building.
- Outdoor table seating for private use of the commercial unit fronting Pratt Road.
- Outdoor bench seating within the landscaping at the northeast and northwest frontages to Gibsons Way and at the main entrance for Building B, addressing form and character guidelines calling for furniture in the street frontage.
- Irrigated pet relief areas for the use of residents of each building – an amenity the applicants note is often overlooked in residential developments.
- Bicycle storage and charging facilities.

Staff notes that no usable outdoor space is provided within the site plan. Given that the development proposes 141 residential units and that there are no parks, children's play areas or community gardens available nearby for residents' use, staff notes that an on-site outdoor amenity space would be a desirable addition to the development proposal.

Parking

The proposal provides 191 vehicle parking spaces, a portion of which are in underground parking structures beneath each of the buildings and accessed at grade from the downslope side of the buildings. Surface-level parking is also provided and distributed throughout the site for convenient access to commercial and residential units. While commercial frontages are largely intended to be pedestrian-accessed and oriented to the street, a single row of vehicle parking fronts Building A on Gibsons Way, helping to buffer a grade differential at the street edge and to provide visible and convenient parking for customers of the commercial tenants.

The number of parking spaces includes a reduction to the number of residential units required in the zoning bylaw – from 1.5 spaces per unit to 1.1 proposed. Justification for the reduction is

provided in the traffic demand report by Bundt and Associates, enclosed with this report in Attachment D.

The parking study report recommends measures to reduce parking demand for parking and support active travel for residents. The Traffic Demand Management (TDM) measures include:

- Easily accessed vehicle storage rooms (as proposed)
- E-Bike Charging Infrastructure (provided in bicycle storage rooms)
- A Bicycle Repair Station: (provided in the bicycle storage room in Building A)
- Pedestrian Infrastructure

Staff notes that the parking rate of 1.1 spaces per unit is in line with recommendations for similar apartment residential proposals, particularly rental housing units.

Staff recommends further demand management strategies in advocating for improved transit and ensuring a bus shelter is provided adjacent to the site to support transit use.

Planning Context

Current Zoning

The property has C-5 Zoning under the Sunshine Coast Regional District's Zoning Bylaw 310, unchanged since the Town of Gibsons municipal boundary was expanded in 2009 to include the property and surrounding properties. Until the zoning is changed to an appropriate Town of Gibsons Zone reflecting the land uses indicated in the OCP, the now otherwise obsolete C-5 SCRD zone from the time of annexation to the Town applies.

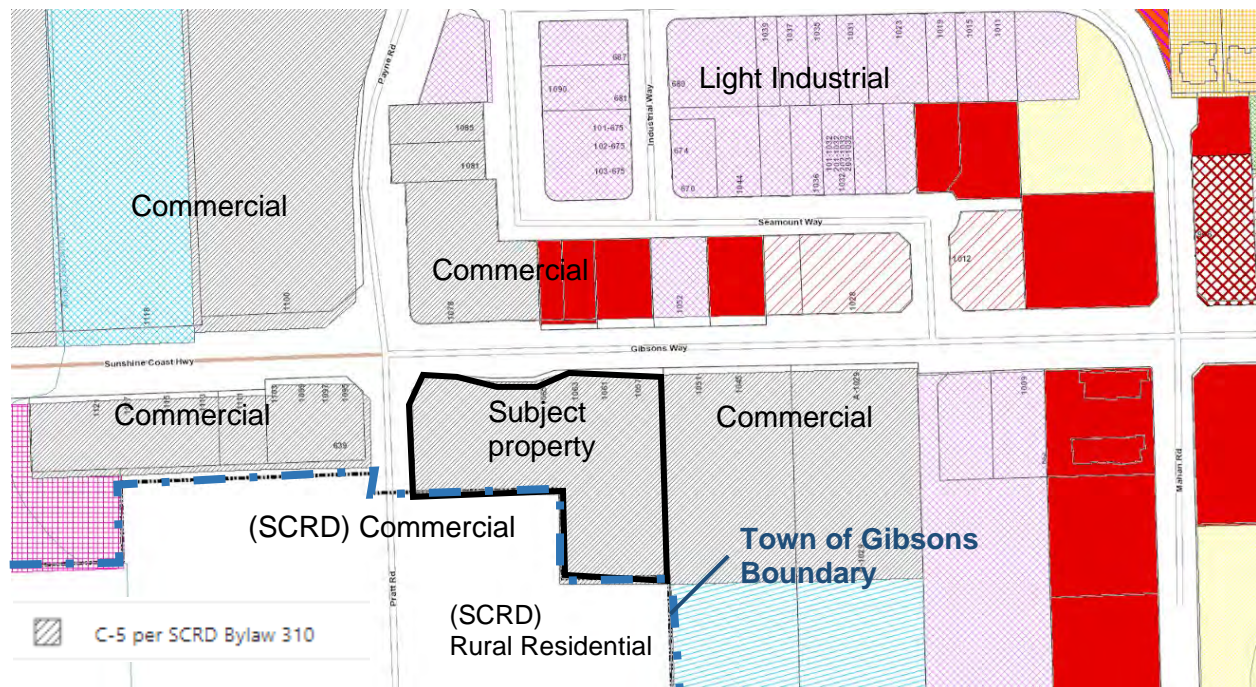


Figure 6 - Subject property (outlined in black) within the context of land use zoning designations of Zoning Bylaw 1065

OCP Land Use Designation

The Official Community Plan provides the community’s vision for future development of the property.

The land use designated for the property is *Mixed-Use Commercial*, shown within the red property areas on the map in Figure 6. This land use designation captures most of the Town’s commercial areas, both along the Gibsons Way frontage in Upper Gibsons and in Gibsons Landing. The designated land use describes a pedestrian-focused environment with a mix of commercial development at the street, and with residential apartment use above, below and/or behind the commercial uses in both of the Town’s Commercial areas.

Descriptions of the appropriate location of residential use within the Mixed-Use Commercial areas vary in the OCP’s policies, with some statements indicating that residential uses should be above commercial uses in Upper Gibsons Commercial Areas (10.2.1), and others (10.1.3) specifying “above or behind” commercial uses oriented to the street. Staff interprets the intention that the street frontages at grade are to be activated with commercial uses to support “an active, more pedestrian-focused town centre” supported by higher density residential development surrounding the commercial uses.

The Mixed Use Commercial land use Designation does not identify building height nor residential density for developments in the commercial area.

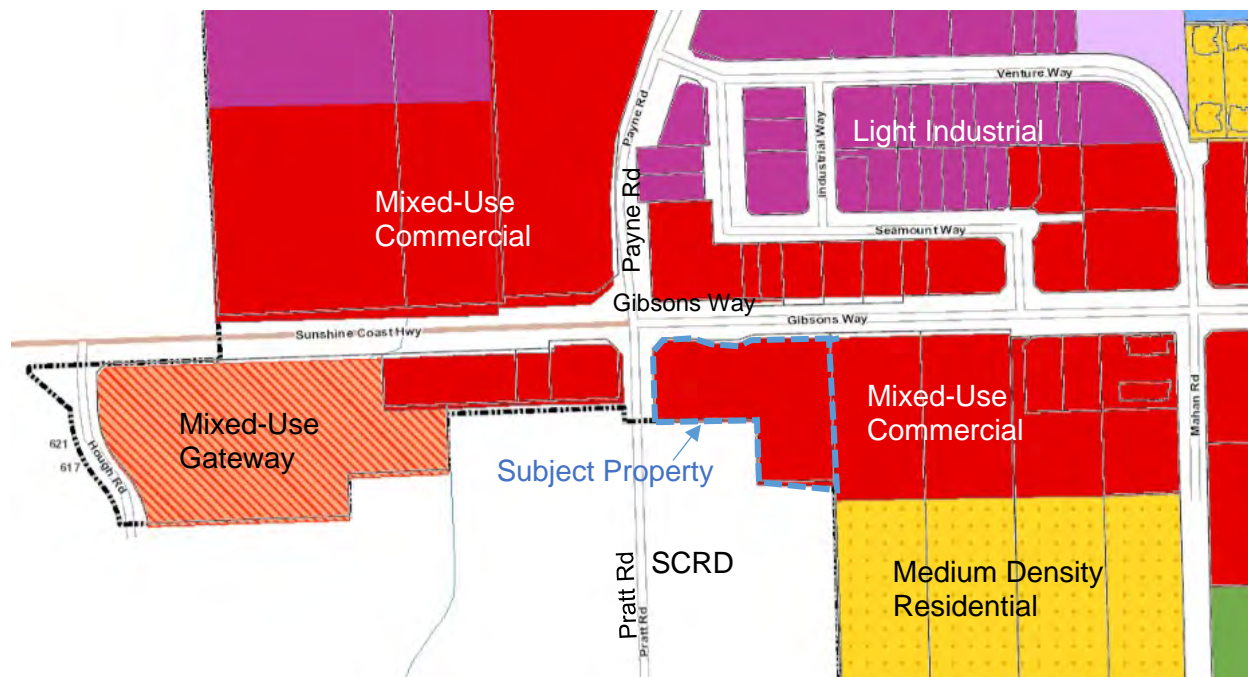


Figure 7 - OCP Land Use Designations

Housing Needs Report and Action Strategy

The Housing Needs Assessment for the Sunshine Coast, completed in December of 2020, identified 6 key areas of housing need in the Town of Gibsons. The development proposal at 1057 Gibsons Way has the potential to alleviate some of the housing need particularly in 4 of these categories: more affordable housing, market rental housing, housing for seniors, persons with special needs and lone parent households.

1. Affordable Housing: Affordability was identified as the most significant issue in Gibsons, with 16% of owner, or 250 households, and 48% of renter, or 290 households living in unaffordable housing based on 2016 census data.
2. Rental Housing: The report identified that renter households were much more likely to be in Core Housing Need compared to owner households, with 190 renter households in Core Housing More than half of the population of Gibsons, it noted, may be struggling to find affordable rental housing given a high proportion of single income and lone parent households. Stakeholders identified a need to continue supporting the development of market rental housing in Gibsons and Sechelt and indicated these are more affordable options for low-income households compared to secondary market units such as secondary suites, which may have higher utility costs.
3. Special Needs Housing: The report identified a need for more housing and supports for individuals with physical and mental health challenges, and physical activity limitations. These individuals face additional barriers when looking for appropriate housing and may be looking to limited primary rental market units for secure housing.
4. Housing for seniors: As the population continues to age, there will be increased need for more affordable smaller units in accessible housing forms and for supportive housing and assisted living units and supports to age in place.

The Town of Gibsons Housing Strategy (2022) provides and Implementation Framework with policy recommendations and implementation tools for the Town to consider in addressing identified housing needs.

The following recommended actions may be implemented in the proposed zoning amendment for 1057 Gibsons Way:

Action #3.2: Consider using inclusionary zoning to require a minimum of units in new developments to be affordable rental or attainable homeownership units, secured through housing agreements and restricted to buyers approved by an affordable housing agency.

As the applicant for the development at 1057 Gibsons Way is interested in developing market rental housing and/or supported seniors housing, and as the Gibsons Way corridor provides an ideal location for rental apartment housing close to amenities, a height bonus from 12 m to 20 m for rental and/or supported senior's housing in the zone with a housing agreement is recommended by staff. This height bonus might also incentivize affordable ownership secured through a housing agreement.

Staff recommends also allowing seniors’ and special needs housing in the zone regardless of whether a height bonus is included, as an inclusionary zoning approach.

Target Zoning

Given that the majority of properties within the Mixed Use Commercial land use designation have similar zoning to date, namely the C1 and C1-A zones in Zoning Bylaw 1065, staff have reviewed the proposal in relation to the regulations of these reference zones to identify for Council what changes or updates would be required in a zone designed to accommodate the development as proposed. The review is summarized in Table 2, below.

Table 2 - Zone regulation review in relation to comparable C1, C1A zones

Regulation	C1/ C1-A Reference Zones	Staff Review & Comments
<p>Property line setbacks</p>	<p>Gibsons Way (exterior side by definition): 0.0 m and 16.5 m from the centreline of the Highway per Part 4.02(4)</p> <p>Pratt (front): 0.0 m</p> <p>East (rear): 3.0 m, except where abutting or across the lane from an R or RM-zoned lot, in which case a 6.0 m setback is required.</p> <p>(The property abuts another Commercial Mixed Use zone, not R or RM residential zones.)</p> <p>South (interior side): 3.0 m</p>	<p>The proposal meets setback regulations of the C1 and C1-A zones.</p> <p>Through rezoning, the front and exterior side setback requirements should be updated for all commercial development to include a minimum 3.0 m building setback to accommodate weather awnings, street furniture and landscape plantings within the property boundary, as specified in DPA3 guidelines. This also reduces requests for encroachment agreements for awnings and street furniture in the right-of-way.</p> <p>Minimum setbacks are:</p> <p>Front & exterior side: As these setbacks in the C1 and C1-A zones are 0.0 m, these requirements are significantly exceeded in the proposed setbacks from Pratt Rd and Gibsons Way.</p> <p>Rear: 3.5m from the east property line;</p> <p>Interior side: About 18 m (Building A) and 21 m (Building B)</p>

Regulation	C1/ C1-A Reference Zones	Staff Review & Comments
<p>Building Height</p>	<p>C1 Zone: 12 m from average natural grade of the building footprint</p> <p>C1-A Zone (875 Gibsons Way): 15m from average grade of the front property line on Gibsons Way.</p>	<p>The proposed building heights are higher and comparable respective to the C1 and C1-A zones:</p> <p>As measured from the <u>average natural grade</u> of the building footprints (roughly as experienced from Pratt Road and the east side neighbouring property given a north-south slope):</p> <p>Building A - 19.6 m (C1 + 7.6 m) Building B - 17.9 m (C1 + 5.9 m)</p> <p>As measured from the <u>average grade of the sidewalk on the Gibsons Way frontage</u> per the intent of the C1-A zone, the Building Heights are:</p> <p>Building A – 15.5 m (C1-A + 0.5 m) Building B – 15 m (meets intent of C1-A)</p> <p>Staff suggests a maximum building height regulation of 20 m measured from the average natural grade in the target zone (8 m higher than the C1 zone and 0.5 m higher than designed for the C1-A Zone).</p> <p>The added height could be permitted conditionally on a site-specific basis or built into the C1 Zone as a height bonus option with conditions to incentivize desirable development such as rental, affordable, or seniors housing.</p>
<p>Impermeable Lot Cover</p>	<p>To minimize stormwater impacts of development, impermeable areas of the lot may not exceed a maximum of 80% of the lot area.</p>	<p>A permeable lot cover calculation is needed for evaluation of the proposed prior to finalization of the plans and the draft zone. The 80% standard for commercial areas per the C1 zone provides a precedent target for the proposal.</p>

Regulation	C1/ C1-A Reference Zones	Staff Review & Comments
Parking	<p>Zoning Bylaw Part 6 requires 238 spaces.</p> <p>1.5 spaces per apartment</p> <p>1 space per 45m² commercial floor area = 18.8</p> <p>The Bylaw allows for spaces to be reduced by up to 25% where parking is shared between two uses that occur at different times of day and where supported by study by a qualified engineer.</p> <p>10% EV spaces</p>	<p>Proposed spaces are reduced to 191 (25% net reduction per the Zoning Bylaw), with support of a traffic and parking study. The study recommends Traffic Demand Management (TDM) strategies including enhanced bicycle facilities which are included in the development proposal and should be required in the development agreement.</p> <p>1.1 spaces per apartment</p> <p>Commercial: 29 spaces (exceeds bylaw requirement by 54%)</p> <p>EV charging to be provided to meet or exceed the bylaw minimum.</p>
Bicycle Parking	<p>Zoning Bylaw Part 6 requires:</p> <p>183 Secured and weather protected bicycle locker spaces</p> <p>33 bicycle rack spaces for short term use.</p>	<p>The bylaw requirements are met with 184 bicycle locker spaces and 34 short term bicycle rack spaces.</p> <p>A detailed review will be completed at the time of a Building Permit application.</p>

COMMUNICATION

Staff referred the development plans to the following departments and agencies for comment, with a number of comments received to date as outlined below. Referrals to the School District and SCRCD were sent at a later date and so comments are pending and will be provided for council consideration at a future meeting.

Table 3 - Referral Comments

Referrals sent	Comments Received
<p><i>Skwxwú7mesh Úxwumix (Squamish Nation)</i></p>	<p><i>SN does not have any archaeological comments at this time, as the CFMP appears appropriate. SN looks forward to reviewing any EOAs, EIAs, and/or CEMPs for these proposed works, once available.</i></p>

<p>Gibsons and District Volunteer Fire Department (GDVFD)</p>	<p>GDVFD shared no concerns with the application and provided fire safety requirements to be shared with the developer for consideration in plan development.</p>
<p>Vancouver Coastal Health</p>	<p>No comments at time of writing.</p>
<p>School District 46</p>	<p>Response expected following January 23 Board meeting.</p>
<p>Ministry of Transportation and Infrastructure (MOTI)</p>	<p><i>"... the Ministry has no objection to the change in land use category as requested.</i></p> <p><i>Access to the provincial highway will require the landowner to apply directly to the Ministry for any new access being proposed.</i></p> <p><i>Any works being proposed (including signal timing adjustments) within the provincial public highway right of way, is required to have a permit issued before any work is started. Applications for permits can be submitted directly to the Lower Mainland District via our electronic application system.</i></p> <p><i>Should the bylaw not be adopted within one year, or if the development plan applies changes that results in the site cumulatively generating more than 100 trips in the highest peak hour of the adjacent street, shall be referred back to the Ministry for refreshed comments and updated decision."</i></p>
<p>Infrastructure Services Department</p>	<ul style="list-style-type: none"> • <i>Infrastructure is in support of a bus shelter on Gibsons Way, contingent on MoTI approval and SCRD transit support.</i> • <i>There is a known safety issue with the crosswalk at Pratt Road and Gibsons Way (crossing between 1103 Sunshine Coast Highway and 1057 Gibsons Way); there is no safe landing area for pedestrians on the eastern side of the crosswalk. There may be an opportunity to work with MoTI to address this issue in conjunction with this development.</i> • <i>Water, sanitary, and stormwater modelling required by developer to ensure that Town systems can support flows.</i> • <i>Staff to review the need and provision of an active transportation trail segment within the property, contributing to a future off-street connection between Pratt Rd and Mahan Road.</i> • <i>Staff is reviewing the Tree retention plan to assess the value of the trees proposed to be retained. Healthy stands of trees contribute to the Town's urban forest.</i>

Building Department	<ul style="list-style-type: none"> • <i>Building code and Building Bylaw compliance to be determined once the BP application comes through.</i> • <i>Sprinklers required.</i> • <i>Separate permits required for each building.</i> • <i>Retaining walls over 1.2 m require separate permits.</i> • <i>Garbage enclosures to meet bylaw requirements.</i>
Finance Department	No comments were received at the time of writing.
SCRD/ BC Transit	Verbally confirmed need and support for bus shelter – staff will refer the inquiry to BC Transit and MOTI for further comments.

Public Notice / Public Hearing Not Required

The Local Government Act provides that a local government is not required to hold a public hearing if a proposed zoning bylaw is consistent with the official community plan in effect for the area. Given the proposal is consistent with the OCP, Council is not required to hold a Public Hearing.

If Council decides not to hold a public hearing, it must give notice before 1st Reading to neighbours within 100 m of the property and in a local newspaper which must state the following:

- a) in general terms, the purpose of the zoning bylaw;
- b) the land or lands that are the subject of the bylaw;
- c) the date of the first reading of the bylaw;
- d) the place where and the times and dates when copies of the bylaw may be inspected.

POLICY / PLAN IMPLICATIONS

Strategic Plan Implications

Table 4 outlines the implications and responses of the development proposal and review process in relation to Council's 2023-2027 Strategic Plan.

Table 4 - Strategic Plan review

Strategic Plan Objectives	Staff Comments
Goal 3 - Enhance transportation options.	
<ul style="list-style-type: none"> • Work with the SCRД and BC Transit on establishing a new BC Transit route connecting Upper and Lower Gibsons. 	A development application referral has been sent to the SCRД transit coordinator for information about the potential implications of the new housing units in relation to transit demand, and bus stop improvements on the property's Highway frontage.

<ul style="list-style-type: none"> Update Active Transportation Network to plan for expanded safe routes and infrastructure to support diverse ages and users. 	<p>Infrastructure Services staff are reviewing potential off-street active travel connections with or within the development in relation to potential active transportation network plan updates.</p>
<ul style="list-style-type: none"> Review and expand Electric Vehicle and E-bike charging station network. 	<p>The development proposes onsite e-bike charging and will be required to provide electric vehicle charging for residents' use. Opportunities to advance the public charging network as part of a community amenity contribution by the applicant could be explored.</p>
<p>Goal 5 - Work toward an attractive, ecologically healthy and economically thriving Harbour.</p>	
<ul style="list-style-type: none"> Develop and implement a cohesive wayfinding signage plan 	<p>Town to consider the opportunity to incorporate wayfinding signage in bus shelter development in conjunction with the development.</p>
<ul style="list-style-type: none"> Pursue opportunities for public art. 	<p>Public Art might be considered in relation to the community amenity contribution.</p>
<p>Goal 6 - Support rental housing.</p>	
<ul style="list-style-type: none"> Support market rentals and explore incentives to create them. 	<p>The Town's Community Amenity Contribution policy exempts secured rental housing units in the calculation of a Community Amenity Contribution by the development in exchange for the lift in land value afforded to the developer through the rezoning.</p> <p>Council may consider further incentives to encourage rental tenure development of the site, including allowing the requested height increase for the site on condition of providing secured rental housing.</p>
<p>Goal 7</p>	
<p>Ensure aquifer and watershed protection to continue to deliver safe and sustainable water supply to the community.</p>	<p>Water supply capacity to support development is reviewed in relation to land use planning at the time of Official Community Plan Updates. Current assessments, as outlined in the Official Community plan and monitored on an ongoing basis support a population of 10,000 people in the Town of Gibsons. This and other development proposals under consideration would not exceed this projection.</p> <p>The applicant is required to complete water and sewer use modelling to ensure appropriate infrastructure upgrades to support the needs of the development.</p>

Financial Plan Implications

Increased density generally has a positive impact on the Financial Plan as it enables the Town to collect comparatively more property taxes and user fees without significant infrastructure expansion being required.

Official Community Plan (OCP)

Development Permit Area No. 3

The property at 1057 Gibsons Way is within Form and Character Development Permit Area No. 3. DPA 3 guidelines address the form and character of development in the Upper Gibsons Commercial Area. The objective of the guidelines is “to improve the commercial area and enhance the appearance of private developments for the benefit of visitors, residents and businesses.”

All guidelines of DPA 3 will need to be addressed in the development plan and a Development Permit issued prior to the issuance of a Building Permit. The applicant has applied for the Development Permit. Before Council’s consideration of the development details in relation to the development permit area guidelines, staff will bring the proposal to the Advisory Design Panel for comment and bring the comment back to Council.

To ensure that the property’s zoning encourages development that is compatible with the DPA 3 guidelines, staff have extracted guidelines that may have relevance to the zoning amendment given implications for the siting and massing of the building. These are outlined and reviewed in Table 3, below.

Table 5 – DPA 3 guidelines having relevance to development of zoning regulations for the subject property.

DPA3 Guidelines	Staff Comments	Proposal Changes or Zoning Provisions needed to address the criteria?
<i>General Building Form and Character</i>		
Siting of buildings near the front of a parcel with the building’s front face and main access facing the street.	The buildings both front the street with main commercial access from Gibsons Way and a significant street corner. One row of parking does separate Building A from the frontage.	OK.

DPA3 Guidelines	Staff Comments	Proposal Changes or Zoning Provisions needed to address the criteria?
<p>Parking at the rear or side of buildings rather than the front.</p>	<p>Parking is largely at the side, rear, and below buildings, with one bank of parking spaces located between building A and the Gibsons Way frontage.</p>	<p>Council and Advisory Design Panel (ADP) comments are welcome as to whether a single strip of parking spaces on the frontage with the majority at the side, under and behind the buildings satisfies the intent of the guideline.</p>
<p>Building Form and Character</p>		
<p>Pitching and stepping down of rooflines should be incorporated to vary height in the roofscapes of buildings.</p>	<p>Roof heights stepped on main Gibsons Way frontage, but no stepping is used in relation to side and rear building faces or to minimize impact to neighbouring properties.</p>	<p>Staff recommend that the ADP be provided the opportunity to comment on the need for further stepping of rooflines. This can be addressed in the zoning or design guidelines depending on intent.</p>
<p>Siting of Building and Structures</p>		
<p>Buildings should be sited with the entrance to the buildings facing the street (Gibsons Way, or the access road) to encourage creation of an interest and access for pedestrians.</p>	<p>The principal commercial entrances to both buildings face Gibsons Way.</p>	<p>OK</p>
<p>Parking should occur at the rear or side of buildings rather than the front and shall be buffered from view by significant landscape islands.</p>	<p>Parking is largely at the side and rear of the buildings, with one bank of parking spaces located between building A and the Gibsons Way frontage. Parking is broken up with landscape islands as shown on the Landscape Plan in Attachment C.</p>	<p>For ADP comment.</p>

Pedestrian Environment		
Buildings and structures should be pedestrian oriented at the ground level. This can be achieved by ...inclusion of weather protection along outside pedestrian routes through the use of awnings, arcades and canopies	Awnings proposed for the commercial frontages in the development plan.	Staff recommend updating the C1 zone to include a setback to accommodate weather protection awnings, buffer plantings and street furniture onsite.
Developing pedestrian routes, including sidewalks on each side of Gibsons Way. The pedestrian routes should be well separated from the highway edge by a planting strip of not less than 1.5 metres, wherever possible.	Details to be addressed through DP process	As above.
A minimum 3.0 metre planted edge between the sidewalk and the building or parking edge should be established.	Additional planting buffer width may be required within the Gibsons Way parking area interface at the time of considering the form and character development permit.	As above.
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.	<p>The frontage design includes two benches and landscaped pathways providing direct pedestrian access to the commercial and residential units from the street.</p> <p>A bus stop without shelter fronts the property on Gibsons Way. Increased use in relation to new units warrants seating and a bus stop shelter.</p>	<p>As above.</p> <p>A bus shelter should be provided at the existing stop fronting the development on Gibsons Way; referral sent to SCRD for input in relation to the process and costing.</p>

OCP Policies

The following OCP policies are considered in relation to the rezoning application:

- 10.1.1 *Continue to focus new commercial development in Upper Gibsons and Gibsons Landing areas. Commercial development outside of these areas will be discouraged with the exception of very small scale, local serving uses and live / work uses.*
- 10.1.2 *Encourage commercial uses to concentrate on areas that are designated as Mixed Use Commercial on Schedule B: Land Use Plan.*
- 10.1.3 *Encourage the development of buildings and developments that mix commercial uses on the ground floor facing the street with residential or office uses above or behind.*
- 10.2.1 *Create an Upper Gibsons “town centre” focused on the area between School / North Roads and Payne / Pratt Roads with the following guidelines:*
 - *Emphasis on commercial uses including retail stores, banks, restaurants, office uses, visitor accommodation, entertainment facilities and personal services.*
 - *Inclusion of public uses, including churches, schools, and amenities such as White Tower Park, the Pool complex and Brothers Park as essential components of this town centre.*
 - *A greater pedestrian orientation than currently exists, with improvements to sidewalks and landscaping emphasized with future developments.*
 - *Incorporation of multi-unit housing adjacent to the commercial areas as well as in mixed use buildings with commercial uses on the lower floors and residential above.*
- 8.5.1 *Prioritize a safe, comfortable walking environment by locating higher density housing and senior’s housing and housing for families close to amenities, creating better pedestrian environments in Upper Gibsons (...)*

NEXT STEPS

- 1) Staff will refer the proposal to ADP for comments on the development form and character targeting a February or March meeting.
- 2) The applicant will clarify its development intentions for staff and prepare a CAC offer per the Town’s CAC policy.
- 3) Given the proposal is consistent with the land use designation and policies of the OCP, Council may wish to forego the public hearing as a measure to advance its housing development priorities more efficiently. If Council chooses not to hold a public hearing for the zoning amendment, staff will issue public notice of first reading of the zoning bylaw amendment prior to the Council meeting date.
- 4) Staff will prepare the draft zoning bylaw amendment and a report to Council for first (and

optionally 2nd and third) readings of the bylaw, including the proponent’s Community Amenity Contribution offer, additional referral comments, and ADP comments.

If Council chooses to hold a public hearing on the zoning amendment, this meeting would include scheduling a date for the public hearing.

- 5) After third reading of the Bylaw is given, the Bylaw will be sent to MOTI for approval.
- 6) Upon receipt of MOTI approval, and registration of any covenants, Council may adopt the Bylaw and finalize a decision on the form and character development permit for the development proposal.

At any time in this process, Council may reject the zoning amendment or require changes to proceed. Ideally, changes are requested early in the process.

With zoning and Development Permits in place, the applicant may apply for a Building Permit.

RECOMMENDATIONS / ALTERNATIVES

Council’s direction is requested with the following options.

Staff recommends Option 2 as the best outcome for advancing the Town’s housing objectives, with the required addition of an outdoor amenity space (Option 3). Staff also recommends waiving the public hearing (listed as ‘additional’ option) to streamline the development timeline for the proposed housing units, as the proposal is consistent with the OCP.

Draft recommendation language is provided for each option below.

Option 1:

Direct staff to proceed with drafting a site-specific zoning amendment accommodating the development as proposed, with flexibility in the type of housing provided, noting that rental tenure and affordable housing agreements are incentivized through exemptions in the Community Amenity Contribution Policy.

<p>THAT staff be directed to prepare a Zoning Bylaw Amendment to accommodate the mixed-use development at 1057 as proposed.</p>	<p>Pros – Encourages development of the proposed housing units while allowing the developer flexibility to respond to market changes.</p> <p>Cons – A soft approach to encouraging rental housing development, which is central need as identified in the most recent Housing Needs Assessment.</p>
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Option 2:

Direct that staff prepare a zoning amendment be drafted updating the C1 zone to accommodate the requested height as a height bonus (over 12 m currently supported) conditional on secured rental tenure. The update may be site-specific or may apply to all properties in the C1 Zone to encourage further housing development applications in the upper Gibsons Way commercial corridor.

<p>THAT staff prepare a Zoning Amendment to accommodate the requested building height for the proposed Development at 1057 Gibsons Way as a height bonus conditional on secured rental tenure for the residential units located above the second storey.</p> <p>[optional] AND THAT the amendment be applied to all properties of the C1 Zone to incentivize and streamline development of rental apartment housing in the Gibsons Way Commercial Corridor.</p>	<p>Pros – The zone would provide a precedent for pre-zoning Mixed Use Commercial sites along the Gibsons Way Corridor to encourage and streamline development of affordable and/or rental units and would require purpose-built rental units as an outcome of the rezoning at 1057 Gibsons Way.</p> <p>Cons – Height bonus zoning could compromise the proposal at 1057 Gibsons Way if pro-formas do not support rental housing development in shifting market conditions or with consideration of end development costs.</p>
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Option 3:

Council may require conditions or changes to the proposal, which may include considerations outlined in the report, listed in the bullets below or otherwise per Council’s priorities:

- a) (staff recommend) Provide an outdoor community amenity space and/or children’s play area for resident use.
- b) Require rooflines or upper storey(s) to be stepped back on east, south or west sides to better address form and character guidelines and/or minimize shadow impacts to east side neighbour recognizing impacts of stepping to the per-unit development cost. This objective, if a priority of Council, may also be addressed through the Development Permit review at a later date.

<p>AND THAT the proposal and/or zoning be updated to include [...list any changes to be required].</p>	<p>Pros – Quality of design and onsite amenities are important to ensure good fit of the development in the community context and ensure quality of living for residents.</p> <p>Cons – Added amenities and design elements add to the cost of development for the proponent and require compromise with other uses of space. Higher development costs may impact the affordability of new housing units.</p>
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Option 4:

Council may reject the proposal.

This option is not recommended as the property requires a rezoning to align with Town of Gibsons land use policy, and the Town would benefit from appropriate development of the site. Instead, Option 2 or 3 may guide the applicant for any changes desired by Council.

Additional Option re: Public Hearing

Council may choose whether to hold a public hearing for the zoning amendment. A public hearing is not required because the application is consistent with the Official Community Plan.

If no public hearing is held, legislation requires that staff prepare and distribute a public notice of first reading before bringing the zoning amendment to Council for consideration of first (and other) reading(s).

<p>AND THAT a public hearing will not be held;</p> <p>AND THAT staff be directed to notify the public of the proposed zoning amendment and date of first reading.</p>	<p>Pros – Waiving the public hearing would streamline the approval process.</p> <p>Cons – Council may prefer to maintain the procedural status quo and solicit input from neighbours and residents.</p>
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Attachments

- Attachment A – Development Proposal Overview
- Attachment B – Architectural Plans
- Attachment C - Landscape Plans
- Attachment D – Traffic & Parking Study - see [Current Development Proposals page](#)
- Attachment E – Archaeological Review - see [Current Development Proposals page](#)
- Attachment F – Tree Evaluation Report - see [Current Development Proposals page](#)

Respectfully Submitted,

Kirsten Rawkins
Planner I

Report reviewed by:

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