



STAFF REPORT

TO: Committee of the Whole

MEETING DATE: June 18, 2024

FROM: Planner I

FILE NOs: DVP-2024-02 & DP-2024-15

SUBJECT: Applications for Variance and form and character Development Permit for a residential rental development and daycare at 718 North Rd

REPORT FOR DECISION

PURPOSE

The purpose of this report is to share plans for a proposed mixed-use development at 718 North Road, with a discussion of the policy context, referral, and ADP comments, and to obtain a decision on issuance of the following permits:

1. A Development Permit for conformance of the development with the form and character guidelines of Multi-Family Land Use Development Permit Area No. 4 (DPA 4), and
2. Development Variance Permits varying regulations of the Zoning Bylaw as follows:
 - i. Reduce the setback from the highway (North Rd) centreline from 16.5 m to 14 m (allowing a 4.3 m minimum setback from the property line for underground structures and 7.8 m for above ground structures),
 - ii. Reduce the north property line setback from 6.0 m to 2.0 m,
 - iii. Increase maximum building height from 12 m to 21 m,
 - iv. Allow residential units to be located on the ground floor (not just above the ground floor),
 - v. Reduce minimum size of apartment units from 55 m² (592 ft²) to 48 m² (474 ft²),
 - vi. Reduce the minimum number of required onsite parking spaces to 153, subject to providing two car share vehicles and a shared use of 8 parking spaces between visitor and daycare use.
 - vii. Relax the requirement to provide an onsite loading space and allow a loading space to be located on Hillcrest Road.



Figure 1 - Proposed development at 718 North Road, as seen from above the southwest corner of the property, on Hillcrest Road.

BACKGROUND

The Town has received an application for a mixed-use development at 718 North Road.

The property was previously the site of the Uptown Motel and Trailer Park from 1991 until 2000 / 2001 when it was closed to the public. After that, the property was used as a non-confirming RV park, with 12 hook-ups on the site from the previous use.

To develop within the existing C1 zoning, the application relies on seven variances to the zoning regulations as outlined above. Rezoning was not considered an option for the applicant given project financing that requires the zoning to be in place.

The application was referred to the Gibsons and District Volunteer Fire Department, Vancouver Coastal Health, Coast Car Co-op, and Town Building and Infrastructure Departments for comment. Comments received are shared in Table 4 of this report.

Development plans were presented to the Advisory Design Panel (ADP) on April 3rd. The panel supported the development with recommended changes and subject to the provision of a parking study supporting the viability of the requested reduction in parking. The ADP's recommendations are addressed in this report. The application package was subsequently revised to address some of the Panel's comments; the updated plans are shared in this report.

Site and Surrounding Uses

The subject property is located at 718 North Road (Highway 101), on the east side of the arterial road, and Hillcrest Road to the south, as shown in the map below (Figure 2).

The property has 0.53 hectares, equivalent to the area of approximately 8-10 typical single-family lots in the surrounding neighbourhood. The property currently has a non-conforming use as an RV campground and has a small, permanent office building in the southwest corner.

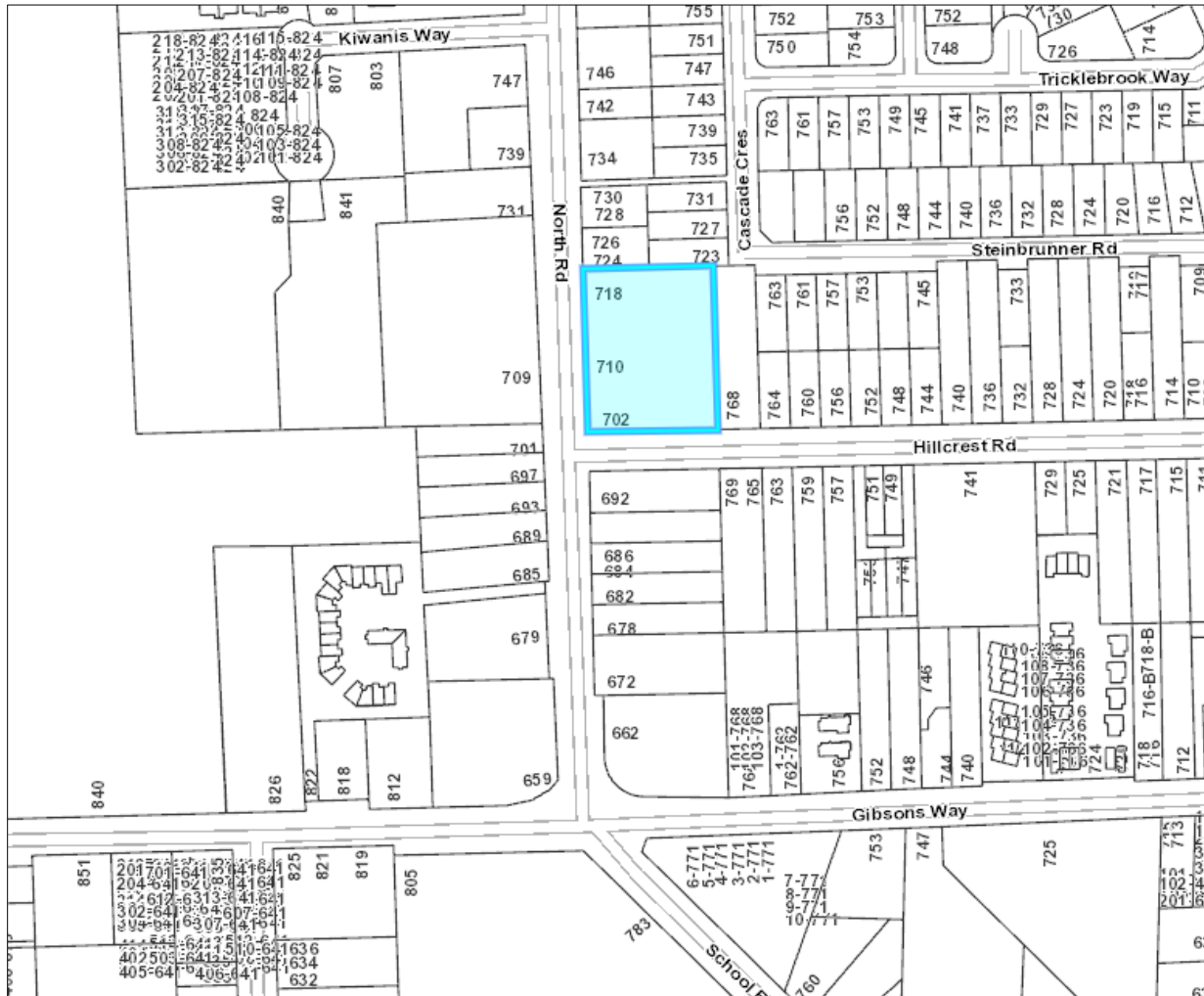


Figure 2- Location of subject property, shown in blue

Surrounding uses include industrial/ commercial and lower density residential uses as shown in Figure 3, below.



Figure 3 - Map showing the property at 718 North Road in the context of surrounding land uses

The photo in Figure 4, below, shows the property as seen from North Road, looking east.



Figure 4 - (Google image, 2021) Subject property as viewed from North Road

Figure 5 shows the property as seen, at right, from Hillcrest Road. Across the street (left) is a commercial property operated by Telus.



Figure 5 - (Google image, 2021) Frontage of subject property (seen at right) on Hillcrest Road

PROPOSAL

The proposed development includes 124 residential apartment units and a daycare space within three (3) buildings over a parkade. The proposal boasts needed rental and affordable apartment units and sustainable design as a *mass timber* demonstration project.



Figure - Rendering of development as viewed from North Road, looking to the south-east

An aerial perspective of the east side of the proposed development is shown in Figure 1, on page 2 of this report. Figure 6, above, is a rendering of the North Road frontage as it would be viewed from the north-west (with conceptual landscaping).

Architectural and landscape plans are enclosed as Attachments A and B linked on page 23 of

this report. The applicant has also provided a project summary, enclosed as Attachment C.

Details of the development as confirmed with the applicant are summarized as follows, in Table 1:

Table 1 - Proposal summary

Massing	<ul style="list-style-type: none"> • 3 buildings seated on a parkade podium; building heights are stepped to the east to minimize height impact to neighbouring residential properties. • Building 1: Six (6) stories over parkade • Building 2 & 3: Three (3) stories over parkade • The maximum roof height of 21.12 m exceeds the 12.0 m maximum height in the bylaw and therefore requires a variance 																		
Commercial Unit	<ul style="list-style-type: none"> • 338 m² (3638 ft²) daycare space. • Adjacent outdoor play space on the parkade podium. • 8 parking spaces shared with visitor parking – 7 conveniently located fronting the unit at grade 																		
Residential Units	<ul style="list-style-type: none"> • 124 apartment Units: <table border="1" data-bbox="586 951 1230 1142"> <thead> <tr> <th>Unit Type</th> <th>Count</th> </tr> </thead> <tbody> <tr> <td>3 bedrooms/ + lock-off</td> <td>23</td> </tr> <tr> <td>2 bedrooms/ + den</td> <td>17</td> </tr> <tr> <td>1 bedroom</td> <td>84</td> </tr> </tbody> </table> <p>Includes*:</p> <table border="1" data-bbox="586 1226 1230 1461"> <thead> <tr> <th>Total Rental Units</th> <th>100</th> </tr> </thead> <tbody> <tr> <td>• Accessible Affordable Rental</td> <td>5</td> </tr> <tr> <td>• Affordable Rental</td> <td>18</td> </tr> <tr> <td>• Market Rental</td> <td>77</td> </tr> <tr> <th>Total Strata Units</th> <th>24</th> </tr> </tbody> </table> <p>*Staff recommends securing the rental and affordable housing units through a housing agreement as a condition of the height variance approval.</p>	Unit Type	Count	3 bedrooms/ + lock-off	23	2 bedrooms/ + den	17	1 bedroom	84	Total Rental Units	100	• Accessible Affordable Rental	5	• Affordable Rental	18	• Market Rental	77	Total Strata Units	24
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Amenity Spaces	<ul style="list-style-type: none"> • An outdoor amenity space for residents is provided on the roof of the 5th storey. • A multi-purpose room is provided on the first floor next to the daycare unit. 																		
Parking	<ul style="list-style-type: none"> • 153 Total Parking spaces proposed including 28 surface parking, located at the side and rear of the building, and 125 in a parkade beneath the buildings. These include: 																		

	<p>28 tandem spaces (2 spaces share one access) to be assigned to 14 of the larger units;</p> <p>23 spaces assigned for shared use of visitors and the daycare;</p> <p>2 designated for car share vehicles;</p> <p>99 spaces available for the remaining 110 units, giving a rate of 0.9 parking spaces per unit.</p> <p>9 accessible spaces - exceeds bylaw requirement;</p> <p>Bicycle parking and electric charging per bylaw requirements.</p> <p>A parking study by CTS Traffic engineers, enclosed for reference, supports the proposed parking reduction from the 182 spaces required in the bylaw, with or without the provision of car share spaces.</p>
<p>Landscaping</p>	<p>The Landscape Plan by PMG Landscape Architects includes artfully designed plantings and facilities on the roof and parkade podium and shrub plantings buffering parking areas and the building edges. Street trees are specified in the frontage requirements on Hillcrest and North Road. Planting opportunities are limited by the extent of the proposed building and surface parking on the site. The bylaw requirement of 20% landscape permeability is met with permeable 'Grasscrete' paving in the parking area.</p> <p>All existing trees are to be removed, including trees on the public boulevard and the neighbouring property to the east, due to impacts of the construction on the tree root zones. The applicants have communicated the neighbour's support for the tree removal, though written confirmation will be required for the acquisition of the tree removal permit.</p> <p>The Landscape Plan is enclosed with this report as Attachment B, and the arborist report and tree plan is provided for reference as Attachment D.</p>

DISCUSSION

Land Use Policy Context

Zoning

The property at 718 North Road is zoned for development of Mixed-Use Commercial (C-1) uses. The zone supports the development of commercial uses at grade with residential apartment use located above the commercial use. The maximum building height in the zone is 12.0 m. There is no maximum residential development density provided in the zone.

OCP Land Use Plan

The subject property has a Medium Density Residential land use designation, which supports zoning for townhouses and 2 to 4 storey apartments.

While the OCP Land Use Plan provides a guide to the community’s vision for the future development of the site, the property’s zoning was never updated to reflect the 2015 land use plan, and so the applicant is entitled to develop within the current C1 zoning (with Council’s consideration of variances to that zoning as proposed).

The map excerpt below (Figure 6) shows the future land uses for the neighborhood in the 2015 Official Community Plan.



Figure 6 - OCP Land Use Designations

Housing needs and upcoming Zoning & OCP Updates

The Official Community Plan and Zoning Bylaw are due to be updated in the next two years. Given current crisis level housing need in the community and province, and that major transportation corridors in upper Gibsons are typically seen by the community as an ideal location for higher density development and taller building forms, it is possible and even expected that the North Road corridor, including the subject property could have a higher planned residential density following the updates than indicated currently in the OCP and Zoning Bylaw. As this application comes ahead of the policy updates, Council must weigh current objectives in its decision on whether to support the proposal as designed despite conflict with existing land use plans.

VARIANCE REQUESTS

The application requests seven (7) variances to regulations of the zoning and development bylaws to address non-compliances of the proposed development with the C1 zone.

Decisions about variance requests are guided by Council’s Policy 3.9 – Evaluating Variances. The policy is enclosed with this report as Attachment F and provides criteria to be considered in relation to each of the seven (7) requested variances. The policy states:

Policy 3.9 – Evaluating Variances

Council will consider variance of standards specified in the Zoning Bylaw or Subdivision & Development Bylaw, where it can be demonstrated by the applicant that:

...

- (3) The variance will not result in significant negative impacts on neighbouring properties.*
- (4) There is a demonstrated need for the variance in order to permit reasonable use of the property;*
- (5) The overall intent of the original bylaw requirement or standard is not compromised;*
- (6) The variance does not appear to establish a precedent for other properties, but responds to a site specific situation or difficulty;*
- (7) As per the Municipal Act provisions, does not result in a change in land use or an increase in permitted density;*
- (8) The variance results in suitable development that is an asset and compatible in the context of surrounding uses;*

Staff’s review of the requested Variances is summarized in the following table (Table 2), noting that none of the variances are *needed* to permit reasonable use of the property as asked in criteria (4). Rather, at least some variances or a change of zoning are required on this site to support meeting housing objectives that Council has prioritized to address current need, and so it could be considered that ‘reasonable use of the property’ includes the need to provide a maximum reasonable number of housing units without unduly and adversely impacting the neighbourhood and/or quality of housing for the future residents.

Table 2- Staff review of requested variances per Council’s Policy on Evaluating Variances.

Requested Variance	Staff Review per Policy 3.9
<p>1. HIGHWAY 101 (NORTH ROAD) SETBACK</p> <p>Reduce the minimum setback from the highway (North Rd) centreline from 16.5 m to 14 m for underground</p>	<p>The Zoning Bylaw requires a 16.5 m setback from the centreline of the highway and applies to structures above and underground.</p> <p>The intent of this regulation is understood to enable future expansion of the highway corridor to accommodate future needs for infrastructure and frontage improvements including bike lanes, street trees, sidewalks and utilities.</p>

<p>structures, allowing a 4.3 m minimum setback from the property line for the underground parkade.</p>	<p>MOTI has indicated its support for the setback relaxation as proposed.</p> <p><i>From a Town perspective, and reflecting on Policy 3.9, there is no immediate concern with the impact of the proposed variance, but it should be considered that the relaxation could limit future expansion of the North Road corridor and travel facilities and be seen to set a precedent for other developments. If Highway 101 is rerouted in future, the concern is reduced.</i></p>
<p>2. NORTH SIDE SETBACK</p> <p>Reduce the North property line (rear) setback from 6.0 m where abutting a residential use to 2.0 m</p>	<p>The C1 zone requires that a 6.0 m setback be provided at the rear of a property where the property abuts a single-family or multi-family residential use. The purpose of the required setback is to integrate the development with the neighbouring use, assuming a typical residential development pattern of wider rear yards.</p> <p>The rear yard at 718 North Road is on the north property line, making it effectively a side yard in the context of neighbouring residential uses. A larger rear yard equivalent setback is provided on the east side. When looking at the intent of the bylaw, we should therefore look to the interior side yard setback requirement of the C1 zone in evaluating this variance, which is 3.0 m. A 3.0 m setback is also typical in many medium and high-density residential zones.</p> <p><i>To meet the intent of the regulation, to mitigate potential view and shadow impacts to residential uses on the neighbouring properties to the north, and to allow more substantial buffer plantings, staff recommends that a minimum 3.0 m setback should be provided from the North (rear) property line, rather than the requested 2.0 m setback.</i></p>

<p>3. BUILDING HEIGHT</p> <p>Increase the maximum building height from 12 m to 21.5 m</p>	<p>A 12.0 m maximum building height is provided in the Upper Gibsons Commercial Zone, allowing 3 stories.</p> <p>Within the last 10-15 years, most applications for new development have requested and been granted additional building height in the commercial area surrounding Gibsons Way.</p> <p>In January of this year, Council passed a resolution to support amending the C1 zone to allow for additional building height conditional on providing market rental or affordable housing units – this is being considered as part of the zoning bylaw update.</p> <p>In response to concerns about neighbour impacts of the proposed height from the Advisory Design Panel, the applicants have stepped the massing of the building on the north frontage at the fourth storey.</p> <p><i>Staff suggests that the height variance is supportable with this change, for the purpose of providing additional housing units, but should be subject to a condition of securing rental tenancy and/ or affordability of the units through a housing agreement registered to the property title.</i></p>
<p>4. LOCATION OF RESIDENTIAL USE</p> <p>Allow a portion of the residential apartment units to be located at the ground floor.</p>	<p>The intent of the zoning regulation is to regulate commercial use as a primary use at grade, and to ensure that the street frontage is activated with commercial uses, bringing vibrancy to the street level.</p> <p>The Variance request to allow residential units and a single (commercial) daycare space at grade defeats the intent of the regulation and could be seen to set a precedent for other such development requests.</p> <p>However, a site-specific circumstance bears consideration, that the land use designation for the property in the Official Community Plan is Multi-Unit Residential, with commercial uses to be phased out of the North Road corridor and concentrated on Gibsons Way between North Road and Payne Road.</p> <p><i>Staff therefore recommends support for the variance request, with consideration to the site-specific circumstance.</i></p>

<p>5. MINIMUM UNIT SIZE</p> <p>Reduce the minimum permitted size of apartment units from 55 m² (592 ft²) to 48 m² (474 ft²)</p>	<p>The intent of the minimum apartment size requirement is understood to ensure quality of living for residents.</p> <p>Presently, given housing demand, high cost of living, and increasing demand for smaller one-bedroom and bachelor units for seniors, singles and workforce housing, the Town receives frequent requests to reduce the floor area requirement for such units.</p> <p>The smallest proposed unit in the development, at 48.14 m² meets units size regulations of other urban jurisdictions reviewed by staff. Vancouver’s Housing Design and Technical Guidelines, for example, allow minimum unit sizes of 29.7/ 37.2 m² (320/ 400ft²) for bachelor/ studio units and 46 m² (500 ft²) for 1-bedroom units, excluding storage.</p> <p><i>Staff is not concerned with the precedent that may be reinforced with varying the minimum unit size and recommends that the regulation should be updated in the upcoming zoning bylaw update to better reflect current housing standards and needs. Increased need for onsite storage should be considered.</i></p>
<p>6. PARKING REDUCTION</p> <p>Reduce the required onsite parking spaces from 182 spaces to 153, including 2 car share spaces.</p>	<p>The parking regulations in the Zoning Bylaw are intended to ensure adequate onsite parking for the proposed uses, and to avoid impacts of parking overflow on neighbouring lots.</p> <p>The enclosed parking and traffic study by CTS supports the proposed parking reduction based on precedents from other communities. Staff had concerns that the precedents used in the study do not explicitly reflect a context of infrequent public transit access, but has confirmed with the consultant that the cited support for a reduction as low as .75 spaces per unit is valid in the context of the low transit frequency as currently available in Gibsons.</p> <p>The Town typically requires that developments employ alternative parking provisions of the zoning bylaw prior to reductions through a variance. In this application, shared use is proposed for the daycare and apartment visitor use, and two car share spaces are also specified.</p> <p><i>Given the potential impacts of parking overflow for residents, neighbours and users of the bicycle lane fronting the property on North Road, and ensuring the reduction is buffered by the additional transportation options for residents, inclusion of the car share spaces is preferred.</i></p>

<p>7. NO ONSITE LOADING</p> <p>Relax on-site loading bay requirement to allow a loading space to be provided off-site, fronting the property on Hillcrest Road.</p>	<p>A loading space is required to be provided onsite to accommodate moving and delivery vehicles, however, the development does not provide space for a loading bay. The applicants request a variance to allow the loading area to be designated on-street on Hillcrest Road.</p> <p>Use of the frontage for a loading space permits more efficient use of space on the site, though may reduce opportunities for street parking, active travel facilities, and /or street trees fronting the development.</p> <p><i>The request is supported by the traffic engineer in the parking study supplied by the applicant, and by the Infrastructure Department.</i></p>
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Development Permit Area No. 4 (DPA 4)

The property at 718 North Road is within Development Permit Area No. 4 (DPA 4) of the Official Community Plan. Before a building permit may be issued for the development, the proposal must be shown to address the guidelines for multi-family residential development as outlined in DPA 4 and issued a Development Permit by a decision of Council. A link to the DPA 4 guidelines is provided for reference on the last page of this report.

The objective of the DPA 4 Multi-Unit Residential Development Permit Area designation is

“to ensure that a high standard of design, landscaping and building form is implemented for any multi-unit residential development. The guidelines are aimed at ensuring that new development is appropriate to its surroundings, and is compatible with surrounding uses or neighbourhood character. The Development Permit guidelines are also intended to ensure that multi-unit residential development is attractive for future residents.”

Staff has reviewed the revised proposal in relation to the DPA4 guidelines and finds that the development guidelines are well addressed in the design to the extent that they can be given the proposed number of units and size of the building.

Whereas most of the guidelines of DPA 4 were found to be well considered in the design, the following guideline elements conflict with the proposed type and extent of the development.

Summary of DPA 4 Guidelines not well reflected in the proposed design:

Review Comments:

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| <p>1. Development should promote a small town character</p> | <p>The building massing is broken up visually, but still larger than typical development.</p> |
| <p>2. Extensive landscape materials at the street edge.</p> | <p>Buffer plantings are low and narrow due to the needed lot area to accommodate parking and the building footprint.</p> |

- | | |
|---|--|
| 3. Pitched roofs, stepped rooflines and details such as balconies are encouraged. | Pitched roofs are not compatible with modular construction, but an effort is made to step and modulate the roofline. |
| 4. Apartment-style developments should have 60 units or less, and very large buildings less than 70 metres in length. | The larger building has 114 units, and 71 m in length, though the massing is stepped, breaking the length of the building visually. |
| 5. New residential buildings should not in general, be much larger than surrounding buildings; a graded transition in the building height is desired. | The building is larger than the surrounding buildings; a graded transition is provided on the north and east sides and through modulation of the façade and building height. |
| 6. Balcony depth min. 3 m. | Balcony size is smaller than recommended, but a common rooftop space is also provided. |
| 7. Natural vegetation should be retained or enhanced. | All trees on the site and several off the site on the neighbouring property and Town boulevard are proposed to be removed to accommodate the development. |

In conclusion, better addressing the above-noted guidelines would require reducing the extent of the building footprint on the site, resulting in fewer units and parking spaces, but may improve the comfort of future residents and fit of the development within the neighbourhood context.

Advisory Design Panel Recommendations

The application, with an earlier version of the development plans, was presented to the Advisory Design Panel (ADP) on April 3rd.

The panel passed 11 recommendations to Council. These are outlined in Table 3. Also included in the table are staff notes identifying plan updates provided in the current design to address the Panel's comments.

The images below (Figures 8 and 9) show a before and after view of the building's main frontage as in the original plans and as revised in response to the ADP's comments:



Figure 7 - Proposed development as seen from North Road BEFORE design revisions



Figure 8 - Proposed development as seen from North Road AFTER design revisions.

Table 3 - Advisory Design Panel recommendations and design response in proposal revision by applicant.

ADP Recommendations:	Design Revisions, staff comments:	Addressed?
<p>1. The ADP is conflicted between the contextual fit of the form and character and the provision of housing; the massing is too large on North Road and needs to be broken up.</p>	<p>The massing on North Road was broken up visually with the articulation of and finishing treatments to the building features, roofline and façade, as shown in the images on the following page. The physical size/ massing of the building is not reduced.</p>	<p>Y/N</p>
<p>2. The ADP appreciates and supports:</p> <ul style="list-style-type: none"> a) The community amenity spaces provided, b) the daycare inclusion as Gibsons is severely in need of more 	<p>Supported.</p>	

<p>c) <i>daycare spaces,</i> d) <i>the rear units being townhomes rather than apartments,</i> e) <i>that the three-storey townhouse style units offer an interesting</i> f) <i>stepping of the elevation.</i></p>		
<p>3. <i>The ADP notes and is concerned that:</i></p> <p>a) <i>The full six stories will shadow the townhome units and suggests considering reducing the height to 5 stories</i></p> <p>b) <i>the large massing would set a precedent for future properties to the north.</i></p>	<p>The massing was not significantly reduced.</p>	<p>No.</p>
<p>4. <i>The Advisory Design Panel recommends that a revised design be brought back addressing the following comments:</i></p>	<p>A new design was submitted. Council may choose to send the revised design back to ADP for review, though staff notes this would add an additional 6-8 weeks to the application review timeline.</p>	<p>*</p>
<p>a) <i>The 6-storey north façade of the apartment building be stepped to address scale and massing concerns and neighbour impacts,</i></p>	<p>The north façade was stepped at the fourth storey by about 2m.</p>	<p>Yes</p>
<p>b) <i>a sun/ shade study to evaluate shading impacts of the large massing on neighbours be provided,</i></p>	<p>Not provided. Staff anticipates based on the orientation of the development that the most significant shade impact would be to the undeveloped neighbouring property fronting North Road to the north.</p>	<p>No.</p>
<p>c) <i>more colour in the finishing be incorporated for interest,</i></p>	<p>More natural colour is used replacing the white of the original design, as shown in the renderings below.</p>	<p>Yes</p>

<p>d) <i>more attention to architectural detail be provided for interest and to break up the massing on the North Road side and give the development 'soul' (recognizing that prefabricated buildings are by nature monotonous),</i></p>	<p>Additional architectural detailing was added to the North Road façade.</p>	<p>Yes</p>
<p>e) <i>the north property line setback should not be less than 3.0m to allow for landscaping buffer between buildings and adjacent low rise residential area,</i></p>	<p>Only a 2.0m setback is proposed.</p>	<p>No</p>
<p>f) <i>an art installation on the north side of the apartment building be considered for interest,</i></p>	<p>A space for public art has been added on the south wall of the building.</p>	<p>Yes</p>
<p>g) <i>adequate storage for smaller units is in place,</i></p>	<p>Bicycle parking is provided for all units per the bylaw. No additional storage is noted by staff.</p>	<p>Y/N</p>
<p>h) <i>a covenant be registered restricting short-term rental (STR) use of the units, and</i></p>	<p>This recommendation may be included in Council's conditions of approval. Per the bylaw, short-term rental use of entire units would require a Temporary Use Permit, whereas short-term rental use of a room in a unit would be allowed.</p>	<p>*</p>
<p>i) <i>that the Squamish Nation be consulted regarding the proposed art installation.</i></p>	<p>This recommendation may be included in Council's conditions of approval if supported.</p>	<p>*</p>
<p>5. <i>THAT the ADP does not support a variance to relax the North Road (west side) setback;</i></p>	<p>No changes were proposed at the North Road frontage. To meet the ADP recommendation, the building would not have to be changed above ground, but the underground parkade would have to be reduced by 2.5m on the north side to meet the regulation, which would impact the parking plan.</p>	<p>No</p>

<p>6. AND THAT the ADP supports a reduction of the north side setback to 3.0m;</p>	<p>The proposal has a setback of 2.0 m, and therefore the recommendation from ADP is a further 1 m setback from the north property line.</p>	<p>No</p>
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COMMUNICATION

Referral Comments

The development application was referred to the following agencies, listed in Table 4 with a summary of the comments received.

Table 4 – Application referral comments

<p>Agency/ Department</p>	<p>Comments</p>
<p>Fire Department</p>	<p>Approval supported as proposed, noting the height of this building must meet the fire-fighting capabilities of the Gibsons Fire Department and not be classified as a “high building” per BCBC.</p>
<p>Vancouver Coastal Health</p>	<p>A letter from the Office of the Chief Medical Health Officer is enclosed with this report as Attachment G, and provides support for the proposal with some recommendations, including:</p> <p>Support for:</p> <ul style="list-style-type: none"> • Provision of needed rental, affordable and accessible housing units, • Inclusion of childcare facility, • Location near bike and bus routes, reducing car dependence <p>Recommendations to improve the development’s contribution to a healthier community:</p> <ul style="list-style-type: none"> • Incorporate design strategies to foster connections among residents, • Incorporate MERV 13 air filters in heating and cooling system to mitigate road pollution, • Solid or planted barriers between play area and parking, • Include weather protection and tree canopy over play area, • Ensure buildings re smoke and vape-free.

<p>Infrastructure Department</p>	<ul style="list-style-type: none"> • Frontage works are required as per Bylaw 1175, with variation to the Hillcrest Road frontage to reflect the needs of the higher density development, including sidewalks and the proposed loading bay. • Street trees are to be included as part of the frontage works • No concerns about the two driveways onto the property from Hillcrest Rd. However, the developer should consult Bylaw 1175 to ensure that the spacing and sizing of the driveways is consistent with the Bylaw. (7.10.4) • No concerns about a proposed on-street loading bay, however, Infrastructure would like to see it on the drawing before final approval. • [Note that this comment was provided prior to receipt of the parking study.] Infrastructure is concerned about the proposed reduction in onsite parking as there is no street parking on North Road (bike lane) and Hillcrest Road is not built to support the amount of overflow/spillover offsite parking that could occur due to the lack of onsite parking. • (At the time of Building Permit review), the developer is to supply modelling for the storm, water, and sanitary to confirm if existing Town infrastructure is sufficient to support the proposed density at this site. If not, upgrades to services will be required by the developer.
<p>Building Department</p>	<ul style="list-style-type: none"> • Full Building Code compliance to be determined upon Building Permit Application submission; BC Building Code Analysis required. • Construction Management Plan required. • Fire Department to confirm compliance with BC Fire Code and Local Fire Department capacities.
<p>Coast Car Co-op</p>	<p>Coast Car Co-op is interested and willing to work with CityState Consultant Group to negotiate an appropriate carshare agreement for the proposed development at 718 North Road in Gibsons. We see potential for placing two vehicles at this site with the 124 units currently proposed.</p>
<p>Ministry of Transportation and Infrastructure (MOTI)</p>	<p>No concerns. Any works within MOTI ROW on Hwy 101 will require a separate review/permits.</p>

Public Notice

Following notification procedures in the Local Government Act and the Town’s Development Procedures Bylaw, a sign is posted on the property’s two frontages notifying neighbours of the development application.

Letters were also mailed to property owners and tenants within 50 m of the property on June 7th, providing information about the application, how to provide comments, and notice of the June 18th meeting date.

POLICY / PLAN IMPLICATIONS

Strategic Plan Implications

The following Priorities and Goals of the 2023-2027 Strategic Plan are considered:

Goal 3 – Enhance transportation options

- The provision of two car share vehicles supports the growth of car sharing as a viable transportation option in Gibsons.
- The location of the higher density development on a transit route supports growth and use of public transit.

Goal 6 – Support Rental Housing

- The development provides a proposed 100 new rental units.

Goal 9 – Ensure aquifer and watershed protection to continue to deliver safe and sustainable water supply to the community.

- The developer is required to supply modelling for the storm, water, and sanitary to confirm if existing Town infrastructure is sufficient to support the proposed density at this site, and the new housing units are within the growth target of over 10,000 as supported in the Official Community Plan.

Financial Plan Implications

Development of the site will contribute to increased tax revenues.

The variance and DP approvals would have no direct negative financial plan implications.

Housing Needs Assessment

The 2020 Sunshine Coast Housing Needs Assessment identifies rental housing as a key housing need in Gibsons, along with affordability as the most significant issue in Gibsons. The proposed housing units provide a diversity of rental and affordable rental options serving a range of family sizes.

Conclusions

The proposed development is dependent on the approval of most or all the seven requested variances and issuance of the Development Permit for Form and Character in relation to DPA4 Guidelines.

Little impact is anticipated from the requested variance to the location of dwelling units at grade, the minimum size of dwelling units, or the reduction of the highway centreline setback.

Foreseen impacts of the variances to height and setbacks relate to the massing of the development on the lot, resulting in minimal setbacks to neighbours, limited space for planting or retention of trees on the site, reduced opportunity for vegetative privacy buffers for residents, and the necessary removal of existing trees on the boulevard and neighbouring property. While many of the neighbouring uses on North Road are Commercial and setbacks consider the location of residential neighbours, the development would set a degree of precedent for similarly scaled residential developments on the North Road corridor.

The proposed parking reduction is supported by a professional parking study, though it should be considered that with the proposed parking provision, some units will be without vehicle parking, and that if alternative transportation options are not well supported, the neighbourhood could feel the impacts of spill-over parking from the development.

Staff finds that the proposed form and character addresses the guidelines to the degree possible without requiring a reduction of the scale of the building by reducing the height or the building footprint and by extension the number of housing units.

Therefore, Council's decisions on the issuance of the Variances and the Development Permit will have to balance the benefits of the scale of housing provision with the costs of the height, massing and number of units and associated parking spaces within the available land.

Two options are provided in the recommendations section of this report:

Option A – To approve the development with conditions and (optionally) minor changes.

Option B – To reject the proposal as submitted and invite the applicant to re-apply with the scale and massing of the building reduced.

NEXT STEPS

Staff will provide Council with any neighbour comments received prior to the June 18th meeting.

If the variances and Development Permit are approved, the applicant will be able to move ahead with an application for a building permit once conditions of the permit are met.

If any of the variances or Development Permit are denied, the applicant may reapply with a revised proposal for Council's consideration.

RECOMMENDATIONS / ALTERNATIVES

Recommendations and alternative options for decision on the variance and Development Permit applications are outlined below. Council may choose to issue all, some or none of the requested variances, and may include conditions of the approval. If any of the variances are rejected, the applicant will have to change the development proposal to meet the regulation of the Bylaw or the variance as supported by Council. Staff have included recommended conditions of approval

for some of the requested variances reflecting the discussion provided earlier in this report.

Pros and cons of the respective variances are addressed earlier in this report in Table 2 and in the Conclusions on page 20.

OPTION A – Authorize the development as proposed or with conditions and (optionally) minor changes:

VARIANCES

1 Highway Setback:

THAT Part 4.02 (5) of Zoning Bylaw 1065 be varied to reduce the setback from the highway (North Rd) centreline from 16.5 m to 14 m to accommodate a parkade.

2 North Property Line Setback

*OPTION 1 (as recommended; *plan revisions required)*

*AND THAT Part 11.07 (4) of Zoning Bylaw 1065 be varied, to reduce the minimum rear (north) property line setback from 6.0 m to **3.0 m**,*

OR *OPTION 2 (as proposed)*

*AND THAT Part 11.07 (4) of Zoning Bylaw 1065 be varied, to reduce the minimum rear (north) property line setback from 6.0 m to **2.0 m**,*

3 Building Height

AND THAT Part 11.09 of Bylaw 1065 be varied to increase the maximum permitted building height from 12 m to 21.5 m, subject to registration of a housing agreement securing the proposed proportion of rental and affordable housing units.

4 Location of Apartment Use

AND THAT Part 11.02 (5) of Zoning Bylaw 1065 be varied to allow apartment use to be located on the ground floor of the building.

5 Minimum Apartment size

AND THAT Part 11.02 (5) of Zoning Bylaw 1065 be varied to reduce the minimum size of apartment units from 55 m² (592 ft²) to 48 m² (516 ft²)

6 Parking Reduction

AND THAT Part 6.12 of Zoning Bylaw 1065 be varied, reducing the required number of onsite parking spaces from 182 spaces to 153 spaces for 124 apartment units, as calculated with two car share vehicles per the terms in Part 6.05 and shared use of at least 8 parking spaces between visitor and daycare use.

7 Loading Space

AND THAT Part 6.14 of Zoning Bylaw 1065 be varied, relaxing the requirement of an on-site loading space and to allow the loading use on-street on Hillcrest Road;

AND THAT the cross section in Bylaw 1175 be varied to allow the loading space on Hillcrest Road;

OPTIONAL CONDITIONS:

8. [As recommended by the Advisory Design Panel] *AND THAT a covenant be registered restricting short-term rental (STR) use of the units.*
9. [As recommended by the Advisory Design Panel] *AND THAT the Squamish Nation be consulted regarding the proposed art installation.*

FORM AND CHARACTER DEVELOPMENT PERMIT:

10. *AND FURTHER THAT the form and character development permit DP-2024-15 for 718 North Road be issued subject to approval of DVP-2024-02*

[optional] ...*subject to the following changes to better address the DPA 4 guidelines.* [list any required changes]

OPTION B - To reject the development as proposed and require that the size of the building be reduced for a better fit with form and character guidelines and the neighbourhood context:

THAT staff be directed to encourage the applicant to reapply for the variance permit and form and character development permit regarding the development at 718 North Road with a revised design reducing the building massing for a better fit with the neighbourhood context and form and character guidelines of DPA 4.

Reference Documents & Attachments:

- A. [Architectural Drawings by Ankenman Marchand Architects, revised 2024-06-12](#)
- B. [Landscape Plan by PMG Landscape Architects, dated 2024-04-08](#)
- C. [Proposal Summary by CityState](#)
- D. [Arborist Report by Beechwood Landscape Services](#)
- E. [Traffic and Parking Study by CTS, dated 2024-04](#)
- F. [DPA 4 Multi-Unit Residential Form and Character Guidelines](#)
- G. [Policy 3.9 – Evaluating Variances](#)
- H. [ADP Minutes April 3, 2024](#)
- I. [Vancouver Coastal Health referral letter](#)
- J. [Letter to Neighbours, dated 2024-06-07](#)

Respectfully Submitted,
Kirsten Rawkins
Planner I

Report reviewed by:

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