

**\*Live Streaming/Telecast:** Please note that all Committees, Task Forces, Council Meetings, and Public Hearings held in the Council Chamber are being recorded and broadcasted as well included on the City's website at: [www.whiterockcity.ca](http://www.whiterockcity.ca)

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THE CORPORATION OF THE  
**CITY OF WHITE ROCK**  
15322 BUENA VISTA AVENUE, WHITE ROCK, B.C. V4B 1Y6



April 29, 2020

**ON TABLE** see page 72

A MEETING of the **LAND USE AND PLANNING COMMITTEE** will be held in the **CITY HALL COUNCIL CHAMBERS** located at 15322 Buena Vista Avenue, White Rock, BC, on **MONDAY, MAY 4, 2020 at 6:30 p.m.** for the transaction of business as listed below.

T. Arthur, Director of Corporate Administration

## A G E N D A

*Chairperson: Councillor Kristjanson – Deputy Mayor*

1. **CALL TO ORDER**
2. **ADOPTION OF AGENDA**

**RECOMMENDATION**

THAT the Land Use and Planning Committee adopt the agenda for May 4, 2020 as circulated.

3. **ADOPTION OF MINUTES**  
January 13, 2020

**Page 2**

**RECOMMENDATION**

THAT the Land Use and Planning Committee adopt the January 13, 2020 meeting minutes as circulated.

4. **'BEACHWAY' APPLICATION UPDATE – 15654/64/74 NORTH BLUFF ROAD 1570/80 MAPLE STREET AND 1593 LEE STREET (ZON/MJP 19-002)** **Page 5**  
Corporate report dated May 4, 2020 from the Director of Planning and Development Services titled "Beachway' Application Update – 15654/64/74 North Bluff Road / 1570/80 Maple Street and 1593 Lee Street (ZON/MJP 19-002)".

**RECOMMENDATION**

THAT the Land Use and Planning Committee:

1. Receive for information the corporate report dated May 4, 2020, from the Director of Planning and Development Services, titled "'Beachway' Application Update – 15654/64/74 North Bluff Road / 1570/80 Maple Street and 1593 Lee Street (ZON/MJP 19-002)."
  2. Recommend that Council direct staff to bring forward a draft Zoning Amendment Bylaw for first and second readings; and
  3. Recommend that Council authorize staff to enter into discussions with BC Housing regarding the Project Partnering Agreement (PPA) and Memorandum of Understanding (MOU).
5. **CONCLUSION OF THE MAY 4, 2020 LAND USE AND PLANNING COMMITTEE MEETING**

**PRESENT:** Mayor Walker  
Councillor Chesney  
Councillor Johanson  
Councillor Kristjanson  
Councillor Manning  
Councillor Trevelyan

**ABSENT:** Councillor Fathers

**STAFF:** D. Bottrill, Chief Administrative Officer  
T. Arthur, Director of Corporate Administration  
C. Isaak, Director of Planning and Development Services  
G. Neumann, Manager of Planning  
S. Lam, Deputy Corporate Officer

Press: 0

Public: 9

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1. **CALL MEETING TO ORDER**  
The meeting was called to order at 6:28 p.m.

2. **ADOPTION OF AGENDA**

2020-LU/P-001 **It was MOVED and SECONDED**  
THAT the Land Use and Planning Committee adopts the agenda for January 13, 2020 as circulated.

**CARRIED**

3. **ADOPTION OF MINUTES**  
a) December 16, 2019

2020-LU/P-002 **It was MOVED and SECONDED**  
THAT the Land Use and Planning Committee adopts the following meeting minutes as circulated:

a) December 16, 2019.

**CARRIED**

3. **INTRODUCTION OF GREG NEWMAN, MANAGER OF PLANNING**  
Mr. Newman was introduced to the Planning Committee, Council and the public.

4. **DRAFT PERMITS AND BYLAWS, AND PUBLIC HEARINGS/MEETINGS FOR CANNABIS STORE APPLICATIONS (TUP/DVP/LL 19-012, ZON 19-013, TUP/LL 19-014)**

Corporate report dated January 13, 2020 from the Director of Planning and Development Services titled "Draft Permits and Bylaws, and Public Hearings/Meetings for Cannabis Store Applications (TUP/DVP/LL 19-012, ZON 19-013, TUP/LL 19-014)".

The Director of Planning and Development Services gave an outline of the corporate report through a PowerPoint presentation.

The following discussion points were noted:

- Although representatives from the two (2) private applications were present no one representing the province’s application was in attendance.
- The Dec 2, 2019 Land Use and Planning corporate report on this topic included background information on each of the applicants and their previous experience

2020-LU/P-003

**It was MOVED and SECONDED**

THAT the Land Use and Planning Committee receives for information the corporate report dated January 13, 2020 from the Director of Planning and Development Services titled “Draft Permits and Bylaws, and Public Hearings/Meetings for Cannabis Store Applications (TUP/DVP/LL 19-012, ZON 19-013, TUP/LL 19-014)”.

**CARRIED**

2020-LU/P-004

**It was MOVED and SECONDED**

THAT the Land Use and Planning Committee recommends that Council give first and second readings to “*White Rock Zoning Bylaw, 2012, No. 2000, Amendment (CD-16 – Cannabis Retail) Bylaw, 2019, No. 2320*”.

**CARRIED**

2020-LU/P-005

**It was MOVED and SECONDED**

THAT the Land Use and Planning Committee recommends that Council direct staff to schedule the required Public Hearing for the zoning amendment application at 15177 Thrift Avenue (Bylaw No. 2320).

**CARRIED**

2020-LU/P-006

**It was MOVED and SECONDED**

THAT the Land Use and Planning Committee recommends that Council give first and second readings to “*White Rock Zoning Bylaw, 2012, No. 2000, Amendment (Cannabis Store Separations) Bylaw, 2020, No. 2323*”.

**CARRIED**

2020-LU/P-007

**It was MOVED and SECONDED**

THAT the Land Use and Planning Committee recommends that Council direct staff to schedule the required Public Hearing for “*White Rock Zoning Bylaw, 2012, No. 2000, Amendment (Cannabis Store Separations) Bylaw, 2020, No. 2323*”.

**CARRIED**

2020-LU/P-008

**It was MOVED and SECONDED**

THAT the Land Use and Planning Committee recommends that Council direct staff to schedule the required Public Meeting for Development Variance Permit No. 426 and Temporary Use Permit 19-012, in conjunction with the Public Hearing for Cannabis Licence Resolution Request 19-012 for 1484 Johnston Road.

**CARRIED**

020-LU/P-009

**It was MOVED and SECONDED**

THAT the Land Use and Planning Committee recommends that Council direct staff to schedule the required Public Meeting for Temporary Use Permit 19-014 in conjunction with the Public Hearing for Cannabis Licence Resolution Request 19-014 for 1550 Johnston Road.

**CARRIED**

The following recommendations were on the agenda for information purposes as to possible next steps, no action was required at this time.


1. Recommend that following the above-mentioned Public Hearings and Public Meetings, Council give third and final reading to Bylaw No. 2323 if more than one cannabis store is supported for approval; and
2. Recommend that following the above-mentioned Public Hearings and Public Meetings, Council:
  - a. approve or deny the applicable permits or amendment bylaw related to each application, and
  - b. give a resolution for each of the private applications to the Liquor and Cannabis Regulation Branch identifying if Council recommends approving or denying the cannabis retail store licence, and direct that the Director of Corporate Administration provide a copy of the staff report dated December 2, 2019 titled “Cannabis Retail Store Applications (TUP/DVP/LL 19-012, ZON 19-013, TUP/LL 19-014),” this corporate report dated January 13, 2020, the minutes of the applicable Public Hearing and Meeting, and Council’s resolution on the applicable permit(s) to the Liquor and Cannabis Regulation Branch as documentation of gathering the views of residents on the cannabis licence application as well as the views of the City on the general impact on the community if the application is approved.

5. **CONCLUSION OF THE JANUARY 13, 2020 LAND USE AND PLANNING COMMITTEE MEETING**

The Chairperson declared the meeting concluded at 6:51 p.m.

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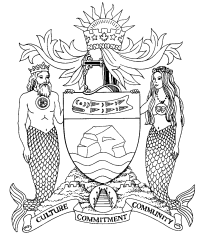
Mayor Walker

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Tracey Arthur, Director of  
Corporate Administration

THE CORPORATION OF THE  
**CITY OF WHITE ROCK**  
CORPORATE REPORT



**DATE:** May 4, 2020

**TO:** Land Use and Planning Committee

**FROM:** Carl Isaak, Director of Planning and Development Services

**SUBJECT:** ‘Beachway’ Application Update – 15654/64/74 North Bluff Road / 1570/80 Maple Street and 1593 Lee Street (ZON/MJP 19-002)

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**RECOMMENDATIONS**

THAT the Land Use and Planning Committee:

1. Receive for information the corporate report dated May 4, 2020, from the Director of Planning and Development Services, titled “‘Beachway’ Application Update – 15654/64/74 North Bluff Road / 1570/80 Maple Street and 1593 Lee Street (ZON/MJP 19-002).”
  2. Recommend that Council direct staff to bring forward a draft Zoning Amendment Bylaw for first and second readings; and
  3. Recommend that Council authorize staff to enter into discussions with BC Housing regarding the Project Partnering Agreement (PPA) and Memorandum of Understanding (MOU).
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**EXECUTIVE SUMMARY**

The purpose of this corporate report is to update the Land Use and Planning Committee (LUPC) on the status of a development application located on North Bluff Road between Maple Street and Lee Street, and to obtain direction from LUPC specifically on the proposed parking variance and partnership with BC Housing for the apartment portion of the project.

If LUPC is supportive of the proposed parking variance and partnership with BC Housing, staff would bring forward a subsequent corporate report with a related draft Zoning Amendment Bylaw for the proposal.

**Previous Consideration of Proposal**

On July 23, 2018, the Land Use and Planning Committee (LUPC) received a corporate report from the Director of Planning and Development Services, titled “Initial OCP Amendment Application Report – North Bluff / Maple Street to Lee Street (18-011 OCP).” The original proposal was for two apartment buildings and one townhouse complex with an overall floor area ratio (FAR) of 2.76 and 1.54 respectively, which exceeded the maximum density contemplated in the OCP. There were a total of 84 units proposed in two buildings six storeys in height, 29 of which were affordable rental and 55 were stratified ownership. The remaining 14 townhouse units were to be a market strata. Overall, there was a total of 112 parking spaces for the apartment and townhouse units. The application at the time required an increase in gross floor area ratio (or ‘FAR’) density above the maximum 2.5 FAR permitted in the Official Community Plan (OCP) and would have required an OCP amendment.

Council subsequently directed staff to work with the Applicant on a revised application that did not require an OCP amendment. Staff then prepared a report to LUPC on January 28, 2019, titled “Information Report Update (‘Beachway’) – 15654/64/75 North Bluff Road / 1570/80 Maple Street and 1593 Lee Street (ZON/MJP 19-002),” which provided a brief update outlining changes to the application that was within the OCP. The applicant then held the required Public Information Meetings (March 3 and 28, 2019) and proceeded to the Advisory Design Panel (ADP) (April 23, 2019) for feedback on the proposal. Revisions to the design have been made as a result of the feedback received from the public, City staff, and the ADP. This corporate report offers a summary of these revisions.

The LUPC also received a presentation on October 21, 2019, from the Provincial Director of the HousingHub Branch of BC Housing, and a related corporate report, titled “HousingHub – Affordable Home Ownership Program (AHOP) Presentation.” The Affordable Home Ownership Program (AHOP) described in that presentation is being proposed as a component of this development application.

The Applicant (Bridgewater Development Corp) is also affiliated with other development proposals in the vicinity of this project, including the ‘Russell and Maple’ (4-5 storey apartments), the ‘Beachway II’ (5-6 storey apartments) on North Bluff Road between Lee Street and Maccaud Park, and ‘Southend Village’ (large mixed-use proposal) on the City of Surrey side of North Bluff Road, west of Earl Marriott Secondary.

### Proposed Parking Variance

One of the more substantive areas of zoning relief sought by the Applicant pertains to off-street parking. The current proposal would provide 104 parking spaces, whereas 139 spaces would be typically required (for both the townhouse and apartment portions of the project). This represents a 25% (35 space) reduction in the overall parking supply. The townhouse portion meets the typical parking requirement of two spaces per unit (28 spaces for 14 townhouse units), but the apartment (both strata and rental buildings), is proposed to have 76 spaces total for 74 apartment units. A table outlining the various sections of the project and their typical and proposed parking requirements is provided below.

Project Component	Units	Typical Parking Requirements	Proposed Parking Spaces	Variance
Strata Townhouses	14	28 (2.0 per unit)	28 (2.0 per unit)	0
Strata (AHOP) Apartments	49	59 (1.2 per unit)	49* (1.0 per unit)	10
Rental Apartments	25	30 (1.2 per unit)	13 (0.5 per unit)	17
Apartment Visitor Parking		22 (0.3 per unit)	14 (0.2 per unit)	8
<b>Total</b>		<b>139</b>	<b>104</b>	<b>35</b>

\*6 of the proposed 49 spaces for the strata apartment units are proposed as car share and would not be assigned to individual units

In support of the relief requested, the proponent has provided a Parking Assessment prepared by Creative Transportation Solutions Ltd. (CTS), attached as Appendix I.

City planning staff have reviewed the Parking Assessment and are generally in concurrence with its findings, though caution that the operator of the affordable rental component should prioritize and encourage tenancies from households with no/low vehicle ownership, and the marketing information for the strata component should clearly indicate that limited off-street parking is available. Staff do have concerns that if the parking demand rates presented by the proponent are not accurate or future occupants are not made aware of the limited parking availability, and the supply of parking on-site is insufficient to accommodate the actual demand, it is anticipated that residents of the project will seek to park their vehicle(s) on public streets and the 1500 blocks of Maple Street and Lee Streets may experience a high level of on-street parking. The design of the project, as proposed, allows for the justified supply of parking to be met within a single-storey below-grade parkade. If additional parking is required, it is acknowledged that an additional storey of below-grade parking would be required. The costs of providing this additional parking would reportedly challenge the ability of the proponent to maintain the non-market affordable rental housing component, being a unique part of this project.

### **Proposed Affordable Housing and Partnership with BC Housing**

In order to support the overall affordability of housing within this project, a mix of affordable ownership housing, market ownership housing (townhomes), and non-market rental housing is proposed. Generally, housing affordability can be supported through mechanisms such as density bonusing, relaxed parking supply requirements, and the execution of partnership agreements, in addition to offering other financial, administrative, and regulatory incentives. In this case, the proponent is seeking to implement agreements with BC Housing and the City of White Rock to support the delivery of affordable home ownership units and affordable residential rental units.

The affordable ownership housing component of the project is reliant on the execution of BC Housing's Affordable Home Ownership Program (AHOP), which is a province-wide initiative to develop new affordable housing for middle income households that meet certain requirements. The execution of the AHOP requires a Memorandum of Understanding between the City of White Rock and BC Housing. Further, the AHOP requires the creation of a Project Partnering Agreement (PPA), which is a binding agreement between the City, BC Housing and the developer.

The affordable residential rental component of the project is separate from the AHOP and would be secured through BC Housing's Provincial Rental Supply (PRS) Program and a Housing Agreement Bylaw with the City. This PRS program establishes thresholds for tenant eligibility, placement of a covenant on title, which holds the rental stock as rental units for a period of at least 10 years, and secures rents to BC Housing's program limits. Appendix H provides a copy of the rental program framework. The PRS Program establishes limitations used to secure rents at rates below market averages. The rental rates currently tied to a one-bedroom unit are \$1,400 and \$2,000 for a two-bedroom unit.

The ability to accommodate a mix of housing affordability within the project is largely dependent on receiving support for a reduced parking supply. As such, this corporate report is in part intended to solicit feedback from Council regarding the appropriateness of the parking supply presented by the Applicant. Location and ortho photo maps of the subject property are attached as Appendix A. The corporate report from July 23, 2018, is attached as Appendix B, as well as the Corporate Report dated January 28, 2019, as Appendix C.

Staff recommend that if LUPC is willing to consider the proposed significant parking reduction, that staff be directed to prepare a draft Zoning Amendment Bylaw, which Council could consider

giving first and second reading to, and then obtain input via Public Hearing for the bylaw once that is possible due to the COVID-19 pandemic.

## **PAST PRACTICE / POLICY/LEGISLATION**

### **OCP Land Use and Policy**

The 'East Side Large Lot Infill Area' is the OCP land use designation for the subject properties. The designation generally allows multi-unit residential buildings with a density of 1.5 FAR (gross floor area ratio) in buildings of up to three storeys in height. The properties adjacent to North Bluff Road have the potential to be developed as apartments or ground-oriented townhouses and the properties adjacent to Lee Street could be developed as ground-oriented townhouses.

Policy 11.2.1.c within the Housing Chapter of the OCP identifies several areas in the City, including the subject properties on North Bluff Road, as eligible for additional density up to 2.5 FAR and a maximum height of up six storeys when developed as 'affordable rental housing developments.' Affordable rental developments require 30% of the units in the overall project to be rented at a rate affordable to low-to-moderate income households. As noted in the July 23, 2018 corporate report, based on the 2018 criteria for 'low and moderate income limits' from BC Housing, an affordable rent for this proposal is \$1,400 base rent (exclusive of utilities and insurance, but including parking) for one-bedroom units and \$2,000 base rent for two-bedroom units as a maximum initial rent. These rental rates have remained the same with the current proposal.

### **Zoning Bylaw**

The properties are currently zoned 'RS-1 One Unit Residential' in the City's Zoning Bylaw, which allows single family homes with secondary suites, among other accessory uses.

## **ANALYSIS**

### **Existing Land Use Context**

The surrounding neighbourhood is generally comprised of low density, detached residential homes, with the exception of the 'Altus' development, a 13-storey mixed-use building currently under construction. Several institutional uses are also in close proximity to the site, with the BC Hydro substation and Peace Arch Hospital to the west, and Earl Marriott Secondary School (in Surrey) and Maccaud Park to the east.

As noted above, the site is designated 'East Side Large Lot Infill Area.' For a detailed analysis of the OCP context and designation map, please see the Corporate Report to LUPC dated January 28, 2019. Four of the six subject properties have frontage on North Bluff Road, which is a major arterial roadway that is part of TransLink's Major Road Network (MRN) and has bus service and direct access to Highway 99.

### **Rezoning and Development Permit Approvals Required**

The properties are currently zoned 'RS-1 One Unit Residential in the City's Zoning Bylaw, which allows single family homes with secondary suites, among other accessory uses. The proposed project would require rezoning to a Comprehensive Development (CD) zone to allow the proposed height and density parameters supported by OCP policy 11.2.1.c (up to 2.5 FAR and a maximum height of up six storeys when developed as 'affordable rental housing developments'). A major development permit for form and character, energy and water conservation and the reduction of greenhouse gases would also be required.



### **Previous Proposals**

The July 23, 2018 corporate report to the Land Use and Planning Committee included an overview of a new development application submitted by Bridgewater Development Corporation on July 13, 2018. This application was for a proposed development with a total of 98 residential units, including 29 affordable rental apartment units and 55 strata apartment units in buildings up to six (6) storeys that fronted on North Bluff Road, and 14 three-storey townhouse units that fronted onto Maple Street. The proposed density for the apartment site exceeded the OCP maximum density by 0.26 FAR (2.76 FAR proposed; 2.5 FAR allowed) and the proposed density for the townhouse site exceeded the OCP maximum density by 0.04 FAR (1.54 FAR proposed; 1.5 FAR allowed). Council subsequently directed staff to work with the Applicant on a revised application that did not require an OCP amendment (i.e. that did not exceed the maximum density in the OCP).

Following Council's previous direction to work with staff on a revised application, the applicant submitted a revised Rezoning and Development Permit application on January 2, 2019. The revised proposal did not exceed the maximum density allowed in the OCP and therefore did not require an amendment to the OCP. The application was revised to propose a total of 88 residential units, including 25 affordable rental apartment units and 49 strata apartment units in buildings six (6) storeys in height that front on North Bluff Road, and 14 three-storey townhouse units that front on Maple Street. As the subject properties' current zoning is RS-1, and as noted above, an amendment to the zoning bylaw ('rezoning') is still required to allow the proposal to proceed; as noted, a major development permit is also required.

### **Public Information Meeting**

Following the resubmission of the revised application, Public Information Meetings were held on March 3 and March 28, 2019. Several members from the Applicant's team attended the meeting including a representative from the developer, two members from the architectural team, and one member from the landscape architecture firm. City staff were also in attendance to introduce and monitor the meeting and answer questions when necessary. A total of 18 people attended the March 3 meeting and 23 people attended the March 28 meeting. Out of the 18 people who attended the first meeting, 6% were not in support of the project. Out of the 23 that attended the second meeting, 11% were not in support. The key reasons identified by respondents who were not in support were: the proposed height and/or density, increased traffic due to the development, lack of infrastructure/existing amenities, ability of schools and hospitals to handle the additional density, and insufficient parking. The Applicant did not further revise the proposal after the public information meeting but instead held that the OCP was supportive of the height and density as proposed.

### **Advisory Design Panel**

The application proceeded to the Advisory Design Panel on April 23, 2019. The panel's discussion of the proposal included the following general comments:

- The loading bay on Maple Street may not be conducive for serving the number of residents in the development.
- The appearance of the building is appreciated but in a marine environment the openings that do not have protection from the rain containing salt from the ocean may be improved with a small overhang.
- An apparent error on the drawings indicating no windows in bedrooms on two levels of the townhouse plans was brought to the attention of the Architects.

- The landscape architect stated that he was pleased with the overall design and distribution of landscaping, however there were some technical issues that had to be solved, including respecting established tree protection zones and providing adequate planting soil volumes and realistic planting locations.

The Applicant revised the arboricultural assessment report to reflect the concerns related to the overall landscaping commentary. Due to road improvement requirements, some of the concerns related to tree protection zones cannot be resolved along Maple Street as existing trees cannot be retained with the required streetscape improvements (particularly the requirement for a sidewalk along Maple Street and pathway access to the townhouse units that have their front door entrances off of Maple Street). Accordingly, plans have been updated to indicate their removal.

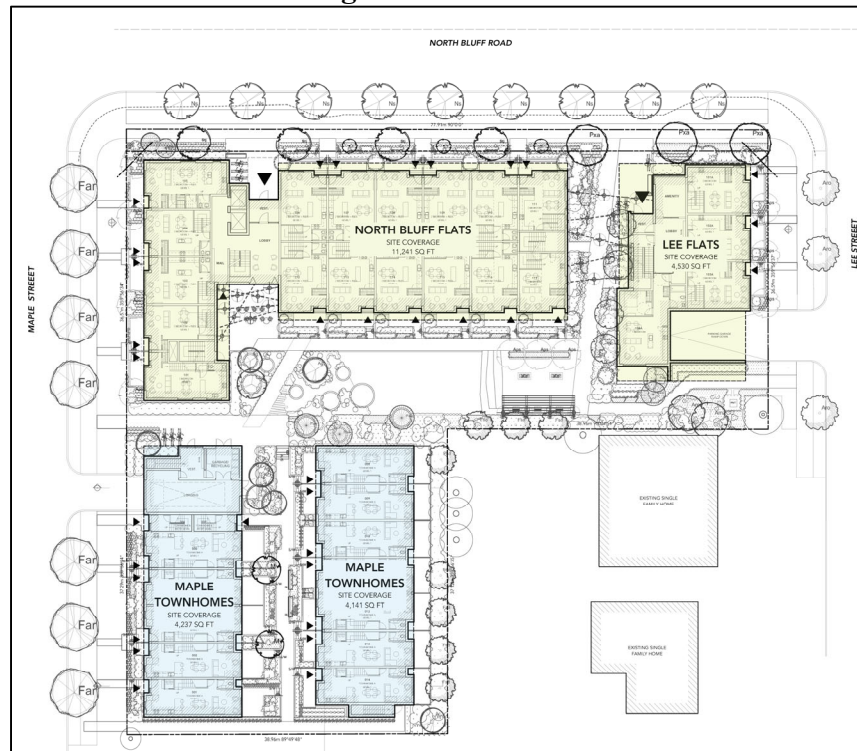
### **Current Proposal**

On January 28, 2020, the proposal was further revised to incorporate a number of changes sought by City staff and in response to the comments from the ADP. The specific changes include:

1. The Floor Area Ratio (FAR) was reduced to 2.496 for the apartment site and 1.41 for the townhouse site through slight floor area reductions.
2. Vehicular site access was reduced to one access area to the underground parkade from Lee Street and one access area to a loading space off of Maple Street. This change was required as per the Street and Traffic Bylaw to consolidate underground parkade access to one location only.
3. The overall number of parking spaces proposed was reduced from 113 to 104 spaces. Staff did not request a reduction to parking, however this was a result of revising the underground parkade access configuration as noted above.
4. A 2.65 metre dedication along North Bluff Road, required to obtain a 30 metre road allowance (i.e., 15 metres within the City of White Rock), was provided. The 2.65 metre dedication will potentially offer the opportunity for a cycle path as per the Strategic Transportation Plan (2014), pedestrian sidewalk, and a boulevard landscape area with the opportunity for tree planting.
5. Due to the dedication noted above, the front setback to the buildings was reduced to between 1.03 and 1.7 metres. Staff will need to work further with the Applicant to address this item to coordinate planting along the boulevard and in front of the building to soften the appearance of the building.

Appendix D of this corporate report provides a table outlining the key changes in development statistics from the original application to the new revised application. A site plan of the proposal is included below as Figure 1:

**Figure 1: Site Plan**



### **Affordable Housing Component**

The Applicant has maintained the proposal with 25 apartment units in the building facing Lee Street (Lee Flats Building) secured at “below market” rental housing. These units would be operated by a non-profit organization under the PRS Program. This represents approximately 34% of the total number of units on the apartment site and is more than minimum 30% of units required in order to access the bonus density and height permitted under OCP policy 11.2.1.c. As noted in the July 23, 2018 corporate report, based on the 2018 criteria for ‘low and moderate income limits’ from BC Housing, an affordable rental amount for this proposal would still be based on a \$1,400 base rent (exclusive of utilities and insurance, but including parking) for one-bedroom units and \$2,000 base rent for two-bedroom units. This would be the maximum initial rent that could be charged in order for the units to qualify as “affordable” rental housing.

The final rental rates and other details surrounding the affordable rental units would be secured through the PRS Program. This Program establishes thresholds for tenant eligibility including maximum household income to qualify, placement of a covenant on title which holds the rental stock as rental units for a period of at least 10 years, and secures rents to BC Housing’s program limits that establish what is considered to be ‘affordable.’ Interim construction financing can also be applied to a project under the PRS Program for eligible project partners, similar to the AHOP outlined below. Appendix H provides a copy of the rental program framework.

In addition to the 25 affordable rental units, 49 affordable ownership units delivered through the AHOP would see units sold at a minimum of 10% below market value (North Bluff Flats Building). A predetermined portion of the purchase price would be secured by a registered mortgage facilitated by BC Housing, which would be interest and payment free for up to 25 years. The purchaser would be required to secure a standard mortgage for the remainder of the balance of the purchase price. The AHOP mortgage would be due and payable either at the time of maturity (after 25 years), at the time the AHOP home is sold, or if the owner breaches the terms of the mortgage. A proportionate share of any increase in property value would also be due

at this time. Mortgage proceeds would be collected by BC Housing, who would then transfer the funds to the City for investment in an Affordable Housing Reserve Fund for use on future affordable housing projects.

A partnership with BC Housing under the AHOP requires two different agreements: a Project Partnering Agreement (PPA) and a Memorandum of Understanding (MOU). The PPA is a project-specific contract with the City of White Rock, BC Housing, and the project developer. The PPA sets out the roles, rights, and obligations of each signing member and outlines the specifics of the project including templates of various documents, zoning requirements with increases to density, parking reductions, and other key incentives or variances sought. The MOU then sets out the broad roles and responsibilities of the partnership between the City of White Rock and BC Housing for the delivery of the AHOP housing component of the project. The MOU is not project specific and would apply to any current or future AHOP project partnership between the City and BC Housing. The MOU will provide definitions of purchasers who would qualify for the AHOP program (ie. maximum annual income level), specific terms of the agreement (ie. timeframe that the unit will need to be the purchasers principal residence), and would be subject to ultimate approval by City Council and BC Housing.

A Draft AHOP Master Partnering MOU is included as Appendix G. HousingHub, a branch of BC Housing, would support these units for middle-income households through the utilization of partnerships to increase the supply and range of affordable housing options. This is made possible by offering interim construction financing at lower rates and by leveraging contributions from project partners. This can be through density increases or other incentives offered by municipalities and construction of the affordable units by a developer. The price under the AHOP for a 1-bedroom would be approximately \$475,000, reduced from \$540,000. A two-bedroom would be approximately \$600,000 reduced from \$650,000. Finally, a 3-bedroom apartment would be approximately \$660,000, down from \$765,000. The difference in purchase price is secured by an AHOP mortgage that is registered on title. Over the long-term, the income from the mortgage payments would be reinvested into affordable housing projects within the community, guaranteeing that the proceeds continue to be applied to local affordable housing initiatives.

As construction costs and market pricing will continue to adjust in response to the economic impact of the COVID-19 pandemic, these numbers would likely change prior to BC Housing finalizing the AHOP partnering agreement, if Council proceeds with approving the development application.

### **Parking Variance**

The current proposal provides 104 parking spaces, where 139 spaces are required (1.2 spaces per apartment unit plus 0.3 spaces for visitors and 2 spaces per townhouse unit). This would require a 25% variance, or 35 spaces in total. The Applicant provided staff with the following rationale to support the requested variance:

1. BC Housing is a partner in the project and will offer 100% of the mid-rise portion of the development as affordable housing (AHOP). The demand for parking tied to the affordable housing units is believed to be less than that associated with market units.
2. The current proposal enables parking to be provided on one level, making the project more financially viable and, as a result, enabling the developer to pursue an affordable housing partnership with BC Housing.

3. The development site is served by transit services along North Bluff Road. The proposed new high-frequency RapidBus service (proposed in the City of Surrey's Semiahmoo Town Centre Plan) will be located along 152 Street within the Semiahmoo Town Centre, travelling along North Bluff Road to a terminus stop in the vicinity of 156 Street or 157 Street and 16<sup>th</sup> Avenue in Surrey.
4. This development site is well placed to encourage walking, transit use, and biking by residents:
  - The site is within a 10 minute walk to the Semiahmoo Town Centre,
  - The Peace Arch Hospital Precinct is a 5 minute walk to the west,
  - Earl Marriott Secondary School is located one block to the east on North Bluff Road, and Peace Arch Elementary School is less than 10 minute walk to the south east,
  - The Kent Street Activity Centre, located within Maccaud Park and home to the Kent Street Seniors Activity groups, is a 5 minute walk from the site, and
  - Major mixed use developments with work opportunities are planned directly across the street in south Surrey.
5. Each affordable rental unit will receive a transit credit for the value of a 2-zone monthly pass for a minimum of two years.
6. The project proposes six car-share spaces for the 49-unit affordable ownership building which will provide the opportunity for an alternative to vehicle ownership.

Creative Transportation Solutions Ltd. (CTS) also analyzed parking demands on weekdays to define an anticipated, context-specific, demand for parking during peak times (see Appendix I). The Assessment draws from the ITE Parking Generation Manual, 5<sup>th</sup> Edition, the 2018 Regional Parking Study prepared by TransLink and Metro Vancouver, and the City of White Rock's Official Community Plan. Parking for the affordable home ownership units and the townhome units was estimated at 1.31 spaces per unit. A total of 0.99 spaces per unit were estimated for the affordable rental units. The study identified that the average peak parking demand was a total of 107 spaces for residents only (based on the ITE Manual), which represents a demand rate that is 8% lower than the required parking standard of 117 spaces. This average demand rate did not consider site specific conditions that may reduce parking demand, an example being transportation demand management measures or easy access to alternative modes of transportation (e.g., public transit).

As the proposal only proposes 104 spaces, the document concludes by recommending specific allocations of parking including that the market apartment component of the project (49 units) be provided with parking at a rate of 1.0 spaces per unit, whereas the zoning bylaw would require a supply of 1.2 spaces per unit. The affordable rental component (25 units) would, as justified in the Assessment, be providing parking at a rate of 0.5 spaces per unit, whereas 1.2 spaces would be required by the bylaw. The parking supplied to the market townhomes would be provided in accordance with the requirements of the zoning bylaw at a rate of 2 spaces per unit. Visitor parking for both apartment components of the project would be provided at a rate of 0.19 spaces per unit (14 spaces) whereas the Zoning Bylaw typically requires 0.3 spaces per unit (22 spaces).

City planning staff have reviewed the Parking Assessment and are generally in concurrence with its findings. Staff do have concerns that if the parking demand rates presented by the proponent are not accurate or future occupants are not made aware of the limited parking availability, and

the supply of parking on-site is insufficient to accommodate the actual demand, it is anticipated that residents of the project will seek to park their vehicle(s) on public streets. From a staff perspective, concerns related to the reduction in parking are contingent on the City's management of the boulevards on both 1500 blocks of Maple and Lee Streets. Neither Maple nor Lee Street is developed with curbs or sidewalks and both streets are designated as Permit Parking Only. If the City were to restrict the amount of Resident Parking Permits eligible to the new residents of this development, then some of the concerns related to over-crowding on surrounding streets would be alleviated, however this may not be a fair solution to new residents given that existing residents would be eligible for Resident Parking Permits.

The design of the project, as proposed, allows for the justified supply of parking to be met within a single-storey below-grade parkade. If additional parking is required, it is acknowledged that an additional storey of below-grade parking would be required, which would increase the cost of parking to more than double from \$30,000 to \$62,000 per space to construct. The costs of providing this additional parking would reportedly challenge the ability of the proponent to maintain the non-market affordable rental housing component of the project, being a unique and important element within this project. As such, this corporate report is in part intended to solicit feedback from Council regarding the appropriateness of the parking supply presented by the Applicant.

### **BUDGET IMPLICATIONS**

Further details regarding the Development Cost Charges associated with the project will be brought forward following this corporate report, if LUPC directs that a draft zoning amendment bylaw be prepared.

In accordance with Council Policy 511: 'Density Bonus/Amenity Contribution,' a Community Amenity Contribution (CAC) would normally be required with a rezoning at this level of density, and Council may consider reducing the amenity contribution target based on the provision of affordable rental housing.

Council Policy 511 currently allows a reduction of up to 50% of an applicable amenity contribution for secured market rental floorspace, and up to a waiver of 100% of amenity contribution for affordable rental floorspace (where at least 30% of the units are owned or managed by non-profit groups and designed to be affordable for low and moderate income households). Approximately 34% of the total units in the apartment component of this application (25 out of 74 units) are being proposed as "below market" rentals, to be operated by a non-profit housing operator under BC Housing's PRS Program. The provision of the remaining 49 units under the AHOP is in addition to the criteria required to be considered for CAC reductions under Council Policy 511.

### **OPTIONS**

The Land Use and Planning Committee can recommend that Council:

1. Direct staff to prepare a zoning amendment bylaw to consider first and second readings for the application, and authorize staff to enter into discussion with BC Housing regarding the agreements and MOU for the affordable housing components of the project;
2. Reject the current proposal; or
3. Defer consideration of the application and refer the application to staff to address any issues identified by Council.

Staff recommend Option 1.

### **CONCLUSION**

As a follow-up the previous OCP amendment application information corporate report and the information report on the revised application requiring no OCP amendment, this corporate report provides the Land Use and Planning Committee with information regarding the revised proposal, which includes a zoning bylaw amendment and Major Development Permit application as well as a large variance to parking. City planning staff have reviewed the Parking Assessment and are generally in concurrence with its findings. Staff do have concerns that if the parking demand rates presented by the proponent are not accurate or future occupants are not made aware of the limited parking availability, and the supply of parking on-site is insufficient to accommodate the actual demand, it is anticipated that residents of the project will seek to park their vehicle(s) on public streets and the 1500 blocks of Maple Street and Lee Streets may experience a high level of on-street parking. This report also provides details on the steps that are required to partner with BC Housing regarding the affordable rental and ownership components of the development.

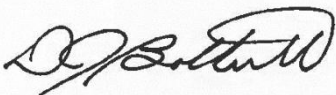
Respectfully submitted,



Carl Isaak, MCIP, RPP  
Director of Planning and Development Services

### **Comments from the Chief Administrative Officer**

The revised proposal includes a significant variance to the parking requirements stipulated within the City of White Rock zoning bylaw. There is a concern that the requested zoning relief to off-street parking will create challenges for properties sharing available parking spaces on the street.

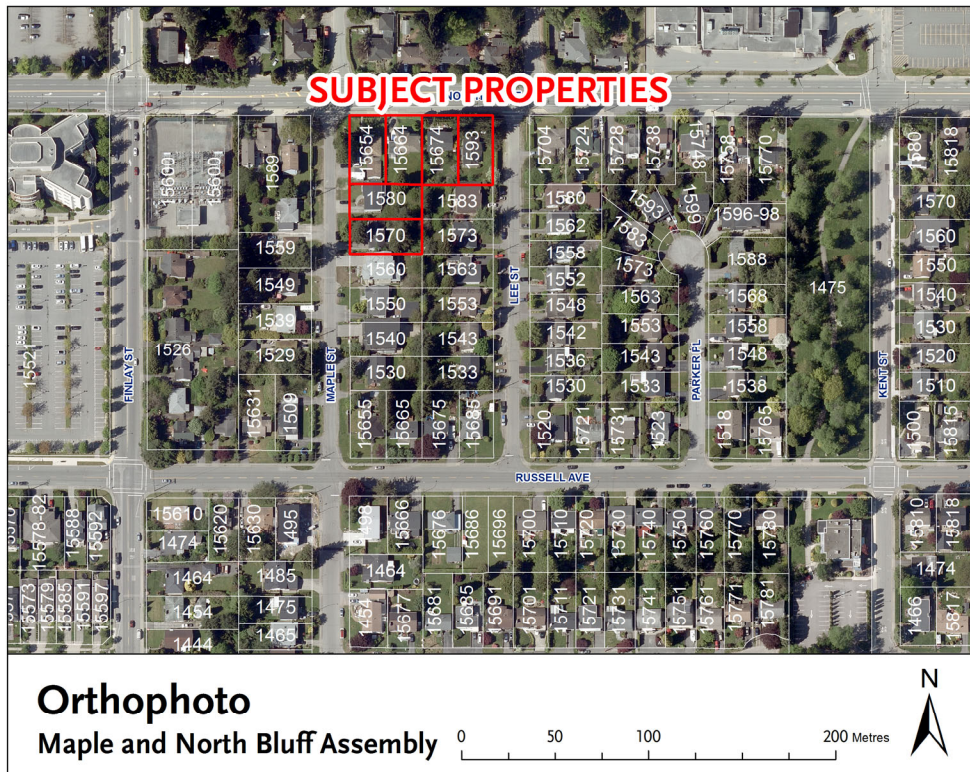
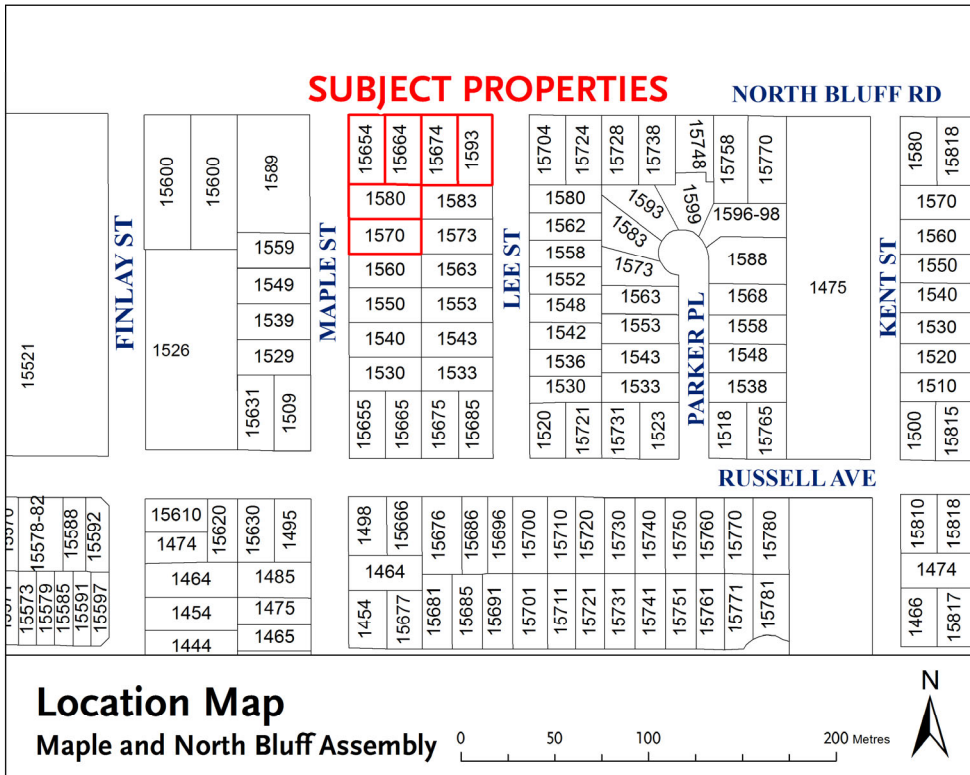


Dan Bottrill  
Chief Administrative Officer

- Appendix A: Location and Ortho Photo Maps
- Appendix B: Corporate Report dated July 23, 2018 titled “Initial OCP Amendment Application Report – North Bluff / Maple Street to Lee Street (18-011 OCP)”
- Appendix C: Corporate Report dated January 28, 2019 titled “Information Report Update (‘Beachway’) – 15654/64/75 North Bluff Road / 1570/80 Maple Street and 1593 Lee Street (ZON/MJP 19-002)”
- Appendix D: Comparison of Original Development Proposal Statistics with Revised Proposal
- Appendix E: Renderings and Landscape Site Plan
- Appendix F: Memorandum of Understanding DRAFT
- Appendix G: Letter from BC Housing indicating support dated November 12, 2019
- Appendix H: Provincial Rental Supply Program Framework
- Appendix I: CTS Technical Memorandum dated November 8, 2019

### APPENDIX A

#### Location and Ortho Photo Maps

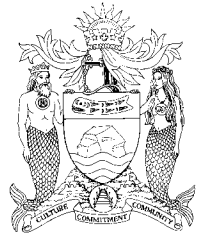




**APPENDIX B**

**Corporate Report dated July 23, 2018 titled “Initial OCP Amendment Application  
Report – North Bluff / Maple Street to Lee Street (18-011 OCP)”**

THE CORPORATION OF THE  
**CITY OF WHITE ROCK**  
CORPORATE REPORT



**DATE:** July 23, 2018

**TO:** Land Use and Planning Committee

**FROM:** Carl Johannsen, Director of Planning and Development Services

**SUBJECT:** Initial OCP Amendment Application Report – North Bluff / Maple Street to Lee Street (18-011 OCP)

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**RECOMMENDATIONS**

THAT the Land Use and Planning Committee:

1. Receive for information the corporate report dated July 23, 2018 from the Director of Planning and Development Services, titled “Initial OCP Amendment Application Report – North Bluff / Maple Street to Lee Street (18-011 OCP);” and
  2. Recommend that Council refer the OCP amendment application back to staff, and direct staff to work with the applicant on a revised rezoning and Major Development Permit application, for an affordable rental housing development that includes a reduced FAR (2.5 gross floor area ratio consistent with the OCP) and design refinements, and for a townhouse development that includes a reduced FAR (1.5 gross floor area ratio consistent with the OCP).
- 

**EXECUTIVE SUMMARY**

An Official Community Plan (OCP) Amendment application has been received regarding a development proposal on an assembly of six adjacent properties at 15654, 15664 and 15575 North Bluff Road, 1593 Maple Street, and 1570 and 1580 Maple Street.

This proposal consists of two developments: on Maple Street the applicant is proposing a three-storey townhouse development with a proposed gross Floor Area Ratio (FAR) density of 1.54, and on North Bluff they are proposing three apartment residential buildings up to six (6) storeys in height with a proposed gross Floor Area Ratio (FAR) of 2.76. The townhouse development would have 14 stratified units, and the apartment development would include 29 affordable rental units in one building which would be managed by a non-profit society, and 55 strata residential units in the other two buildings.

While the proposed apartment development meets the minimum 30% of units to be below market rents (i.e. affordable to low-to-moderate income households) to be eligible for the OCP density bonus for affordable rental housing developments, it exceeds the maximum FAR in the OCP by 0.26 FAR. The proposed townhouse development exceeds the maximum FAR by 0.04, and while it adds housing diversity to the community the townhouse portion does not provide an affordable housing component.

While staff support the provision of affordable rental housing, staff do not support the proposed FAR in either the townhouse or apartment components of the application.

This report sets out options for consideration by the Land Use and Planning Committee, in terms of giving direction to staff on how this application should be managed moving forward. These options include staff:

1. Working with the applicant to revise the application, to be consistent with the current OCP FAR for these properties (1.5 gross FAR for the townhouses and 2.5 gross FAR for the apartments) and include a refined building design; or
2. Working with the applicant to revise the townhouse portion of the application only, to be consistent with the current OCP FAR for these properties (1.5 gross FAR) and include a refined building design, and continue to process an OCP amendment application for the apartment portion of the application in its current form with affordable rental housing; or
3. Continue to process the entire proposal in its current form, including the OCP amendment, with the next step being a Public Information Meeting to be hosted by the Applicant.

## **INTRODUCTION**

The Planning and Development Services Department has received an OCP Amendment application for 15654, 15664 and 15575 North Bluff Road, 1593 Maple Street, and 1570 and 1580 Maple Street. This corporate report provides initial, high-level staff analysis and commentary on this application, for the Land Use and Planning Committee's (LUPC) information.

Staff seek feedback from the LUPC on whether this OCP Amendment application should be:

- moved forward in its current form; or
- referred back to staff, with direction from the LUPC to staff regarding suggested revisions to the application.

The townhouse portion of the application is a three-storey townhouse development with a proposed gross Floor Area Ratio (FAR; the building density) of 1.54, and 14 townhouse units. The apartment portion involves three residential buildings up to six (6) storeys in height, with a proposed FAR of 2.76. The proposal includes 84 residential dwelling units (29 of which are being proposed as 'affordable rental units'), and a separate amenity building of 58 square metres (629 square feet). The orthophoto and location map is included as Appendix A of this corporate report, and the applicant's drawing package is included as Appendix D (including site plan, conceptual massing drawings, and commentary on the relationship with City OCP policies).

## **PAST PRACTICE / POLICY / LEGISLATION**

On October 23, 2017 Council adopted a new OCP (*White Rock Official Community Plan, 2017, No. 2220*), which sets out land use, density, height and other policy directions for new development applications.

Under the Housing chapter of the OCP, under policy 11.2.1.c, several areas in the City, including the subject properties, are identified as being eligible for additional density up to 2.5 FAR and a maximum height of up six storeys when developed as 'affordable rental housing developments' (30% of the units in the overall project must be rented at a rate affordable to low-to-moderate income households). These affordable rental housing developments are also eligible to have community amenity contributions (CACs) reduced or waived in recognition of the value of the below market housing provided, and applicable Development Cost Charges may be credited

back to the developer if Council establishes an Affordable Housing Reserve Fund with cash-in-lieu CACs.

The new OCP also includes policy regarding OCP Amendment applications. According to Section 19.3 (page 76) OCP Amendment applications are to be reviewed by staff and an initial information report on the proposal presented to Council for review and feedback to staff. As stated in the OCP, Council may then refuse the application or direct City staff to continue processing it.

This approach provides the Committee opportunity to provide direction on OCP Amendment applications, prior to these applications being presented at a Public Information Meeting and proceeding through the application process, as set out in the Planning Procedures Bylaw.

## **ANALYSIS**

### **Existing Land Use Context**

All of the subject properties are currently zoned ‘RS-1 One Unit Residential Zone’ which permits one-unit residential units with a 7.7 metre (25.26 feet) maximum height, and each is currently occupied by a detached residential building.

The surrounding neighbourhood is generally comprised of low density, detached residential homes, with the exception of the ‘Altus’ sales centre on the west side of Maple Street. Several institutional uses are also in close proximity to the site, with the BC Hydro substation and Peace Arch Hospital to the west, and Earl Marriott Secondary School (in Surrey) and Maccaud Park to the east.

Four of the six subject properties have frontage on North Bluff Road, which is a major arterial that is part of TransLink’s Major Road Network (MRN) and has bus service and direct access to Highway 99.

### **Townhouse Site**

The two Maple Street properties are 0.36 acres (1,450 square metres; 15,603 square feet) in overall size.

In terms of OCP land use the subject properties are in the ‘East Side Large Lot Infill Area’ designation, which allows a maximum FAR of 1.5 (see Appendix D) in three-storey ground oriented townhouses. There is no ‘density bonus’ policy applicable to the Maple Street properties.

### **Apartment (‘Flats’) Site**

The four North Bluff Road fronting properties are 0.7 acres (2,850 square metres; 30,679 square feet) in overall size.

In terms of OCP land use the subject properties are in the ‘East Side Large Lot Infill Area’ designation, which allows a maximum FAR of 1.5 (see Appendix D) in three-storey apartments or ground oriented townhouses. Up to 2.5 FAR is also available, if at least 30% of the residential units in a development consists of affordable rental units (affordable to low-to-moderate income households).

For 2018, the BC Housing definition for “low and moderate income limits” (i.e. the qualifying income ‘ceiling’) for a one-bedroom unit is \$71,200 (the median income for families without children in BC), and \$104,440 for a two-bedroom units (the median income for families with children in BC). In order to provide housing at rent levels affordable to households 15-20% below this income level, staff would be targeting a \$1,400 base rent (exclusive of utilities and insurance, but including parking) for one-bedroom units and \$2,000 base rent for two-bedroom

units as a maximum rent, with any further rent reductions based on support from other levels of government or other agencies. This would result in these households paying approximately 30% of their pre-tax income on shelter costs (rent plus utilities and insurance), which is considered affordable by CMHC.

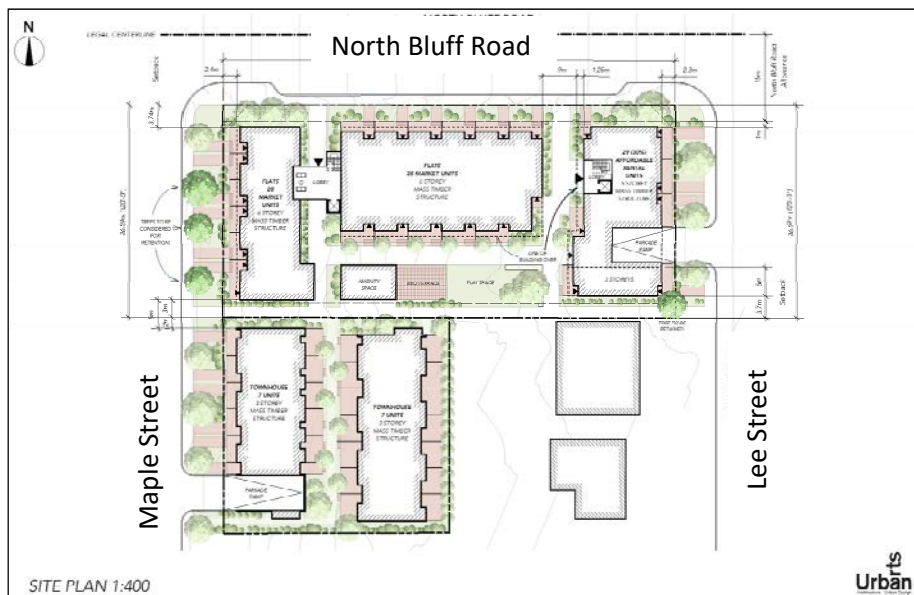
The applicant has indicated that a non-profit housing provider is interested in owning and managing the affordable rental portion of the site. More information regarding the potential non-profit organization will be brought forward should the application advance further.

A conceptual massing (aerial perspective image) of the proposed development is included below as Figure 1, the proposed site plan is included as Figure 2, and a more detailed and enlarged drawing package is available in Appendix D.

**Figure 1: Conceptual Massing (view from SE)**



**Figure 2: Proposed Site Plan**



### Proposed FAR in Relation to the OCP

The proposed OCP Amendment application for the townhouse site involves an FAR of 1.54. As noted above, staff do not support the proposed FAR, which is 0.04 FAR (795 square feet) above the maximum FAR permitted. The applicant could reduce the proposal to the OCP 1.5 FAR density by reducing the floor area of the 14 units by 56 square feet each (on average).

The proposed OCP Amendment application for the apartment site involves an FAR of 2.76. Staff do not support the proposed FAR, which is 0.26 FAR above the maximum FAR available for affordable rental housing developments of 2.5.

This being said, staff note that the density allowed in the OCP without providing affordable rental housing on these properties is 1.5 FAR (in a three storey building). This development scenario generates a residual land value (i.e. the value of the development less the costs of development, including profit) which may be the same or close to the residual land value for a proposed development that incorporates a 1.0 FAR bonus density and six storey height.

This is because not all of the bonus density in a 2.5 FAR/6 storey scenario may result in revenues high enough to cover the cost of construction; noting that an affordable rental housing development requires 30% of the units in the project to be affordable rental, approximately 25% of the bonus density may be market condo/rental, but the remaining 75% of the bonus density will need to be set at affordable rent levels, which in turn may not cover the costs of constructing the additional floor area.

Due to this scenario, it appears the applicant is proposing additional density to improve the financial viability of the project. Alternatively, the applicant could reduce the price they are willing to offer to the landowner to improve financial viability, but this may also result in the properties ultimately being developed at 1.5 FAR (and without an affordable rental component).

The applicant has provided an OCP amendment rationale for the apartment site (attached as Appendix “B”) and the townhouse site (Appendix “C”), and has described the relationship with the proposal and other OCP objectives in their drawing package attached as Appendix D. Should Council wish to advance the apartment application at the currently proposed density (2.76 FAR), it is recommended that staff be directed to prepare an amendment bylaw to the OCP that would allow up to 2.8 FAR for all three sites identified in Figure 11 of the OCP.

### Townhouse Design Commentary

The applicant has proposed that all 14 townhouses be situated over a single level underground parking garage, with two parking spaces provided per unit in a tandem configuration. The townhouses range in size between 137 square metres (1,470 square feet) and 166 square metres (1,784 square feet), and all have three bedrooms. Each townhouse can access the unit directly from the parkade via an internal staircase, with some units having habitable area (e.g. a den/office space) on the parkade level. While the townhouses are three-storeys in height, they also are designed with rooftop decks to provide additional outdoor living space for residents. The rooftop decks are proposed to be accessed via a spiral staircase, which staff have identified as possible conflict with the Building Code. The applicant’s architect has communicated that they will pursue an Alternative Solution with the Building Permit application for the spiral staircases.

### Apartment Design Commentary

The applicant has proposed several unique design features as part of the apartment project. The use of “mass timber” structures (typically consisting of glulam beams and cross-laminated timber panels) for residential buildings has occurred at several projects in the University of British Columbia (“Brock Commons” and “Virtuoso”) and the applicant has proposed to use mass

timber construction methods for both the apartment and townhouse residential components of the development. See Appendix E for “mass timber / CLT” examples provided by the applicant.

Within the two market strata residential buildings, the design stacks two-level units on top of each other (i.e. units have entries on floors 1, 3, and 5, with additional space on levels 2, 4, and 6), with internal stairs providing access between levels. This allows the elevators to stop on alternating floors (“skip stops”), and increases the amount of floor area available for units by eliminating hallways on floors where the elevator does not stop.

The building for the affordable or below market rental housing also has two-level units on the ground level, but for the remaining levels include hallways and the elevators stop on every floor. Other notable aspects of the apartment concept design include:

- The OCP family friendly housing policy calls for a minimum of 10% three bedroom units and 35% either two or three bedrooms, and the overall proposal includes 22% three bedroom units (22 total) and 80% of units (79 total) as either two or three bedroom guidelines;
- The applicant has provided all 25 ground floor apartment units and 14 townhouse units with front door access on the ground level to the street or a common courtyard, in accordance with the City’s family friendly housing policy; and
- The applicant has included a road dedication on North Bluff Road to bring the ultimate road width to 30 metres (15 metres on either side of the centre line) in order to achieve the enhanced streetscape and bicycling facilities identified in the City’s Strategic Transportation Plan.

Staff also note that further design refinements need to be considered by the applicant, to ensure the proposed development fits appropriately on the site. These could include increasing the proposed building separations, reducing lot coverage, and increasing the building setback from the adjacent single family home to the south; these refinements will likely result in a lower FAR for this component of the proposal.

#### Options for Committee’s Consideration

While staff support the proposed affordable rental component, staff do not support the proposed OCP Amendment in its current form, primarily due to the proposed FARs exceeding the OCP maximum density for both the townhouse and apartment portions of the proposal.

The townhouses are very close to OCP compliance (only 0.04 FAR above), and the apartments at 2.76 being above the maximum 1.5 FAR in the East Side Large Lot Infill Area land use, and above the maximum 2.5 FAR maximum density for affordable rental housing developments.

Increasing permitted OCP densities on a site-specific basis will likely lead to future requests for similar OCP amendments, as prospective purchasers will ‘bid’ higher for the land on the basis of an anticipated increase in density. Staff do not believe that the densities in the approved OCP need to be increased in order to accommodate the projected increases in population.

Noting that design refinements to both the apartment and townhouse sites will likely reduce FAR but not fundamentally change the application, and based on the above analysis, the LUPC can consider these options, amongst other feedback, in directing how staff should manage this application moving forward:

1. Staff work with the applicant to revise their rezoning and major development permit application to be consistent with the maximum FAR for affordable rental housing

developments (2.5 FAR maximum), and the maximum FAR for the townhouse portion of the development (1.5 FAR maximum). This includes refining the apartment building design to increase separation and setback distances, which in turn will likely reduce the FAR closer to or below 2.5 FAR,

**or**

2. Staff work with the applicant to revise the townhouse portion of the application, to be consistent with the current OCP FAR for these properties (1.5 FAR), and continue to process an OCP amendment application for the apartment portion of the application in its current form with affordable rental housing;

**or**

3. Staff continue to process the entire proposal in its current form, with the next step being a Public Information Meeting, followed by review by the Advisory Design Panel.

Additional Considerations

Should this proposed application move forward, staff note there are additional considerations that the applicant will need to meet and that the LUPC should be aware of, including:

- the OCP requires new multi-unit residential and mixed use buildings to include one (1) electric vehicle charging station and one (1) ‘rough in’ for every ten (10) parking spaces;
- on-site loading spaces for the apartment site and townhouse site are not currently identified on the drawing package, and adequate provision of these loading spaces including analysis of off-street turning movements would need to be resolved before the application would be forwarded to the Advisory Design Panel. The addition of loading spaces may also influence the currently proposed FARs;
- a road dedication is required along North Bluff Road to widen the road allowance to a 30 metre arterial condition (15 m from centerline), to allow for an enhanced streetscape (wider sidewalks, bicycle paths, boulevards, lighting, street trees, etc.) that is consistent with the City’s *Strategic Transportation Plan*, which identifies North Bluff Road as a potential ‘complete street’;
- the applicant has proposed an ‘affordable housing’ component of twenty-nine (29) dwelling units. Staff are supportive of including rental units in this proposal; this location is conducive to rental housing in terms of being adjacent to the Town Centre and frequent transit. However, if the application proceeds with an OCP Amendment involving a higher FAR staff strongly suggest that the level of affordability provided by the applicant be increased. These affordable rental units will also need to be secured by way of a Housing Agreement as rental for the life of the building;
- this development would be eligible for a reduction of Community Amenity Contributions (CAC), according to Council Policy 511; and
- noting that water, stormwater and sanitary servicing master plans are currently being developed to guide development-related upgrades to these services, and that these master plans are based on FARs in the current OCP, and it is important to note that increasing the FAR on this property and potentially other properties may undermine the basis of these servicing plans, and require significant additional servicing upgrades and funding.



## **CONCLUSION**

The Planning and Development Services Department has received an OCP Amendment application for 15654, 15664 and 15575 North Bluff Road, 1593 Maple Street and 1570 and 1580 Maple Street. While staff support the affordable housing component, staff do not support the proposal in its current form, primarily due to the FAR being over what is identified in the OCP.

Staff seeks feedback from the Land Use and Planning Committee on whether this OCP Amendment application should be:

- referred back to staff, with direction from the LUPC to staff regarding suggested revisions to the application; or
- moved forward in its current form.

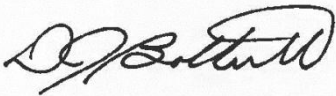
Respectfully submitted,



Carl Johannsen, MCIP, RPP  
Director of Planning and Development Services

### **Comments from the Chief Administrative Officer:**

This corporate report is provided for Committee's information.



Dan Bottrill  
Chief Administrative Officer

~~Appendix A: Location and Ortho Photo Maps  
Appendix B: Applicant's Official Community Plan Amendment Rationale Letter - Apartments  
Appendix C: Applicant's Official Community Plan Amendment Rationale Letter - Townhouses  
Appendix D: Drawing Package  
Appendix E: Information on Mass Timber (CLT) Precedent Projects from Applicant~~

**APPENDIX C**

**Corporate Report dated January 28, 2019 titled “Information Report  
Update (‘Beachway’) – 15654/64/75 North Bluff Road / 1570/80 Maple Street  
and 1593 Lee Street (ZON/MJP 19-002)”**

THE CORPORATION OF THE  
**CITY OF WHITE ROCK**  
CORPORATE REPORT



**DATE:** January 28, 2019

**TO:** Land Use and Planning Committee

**FROM:** Carl Johannsen, Director of Planning and Development Services

**SUBJECT:** Information Report Update ('Beachway') – 15654/64/75 North Bluff Road / 1570/80 Maple Street and 1593 Lee Street (ZON/MJP 19-002)

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**RECOMMENDATION**

THAT the Land Use and Planning Committee receive for information the corporate report dated January 28, 2019 from the Director of Planning and Development Services, titled "Information Report Update ('Beachway') – 15654/64/75 North Bluff Road / 1570/80 Maple Street and 1593 Lee Street (ZON/MJP 19-002)."

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**INTRODUCTION**

On July 23, 2018 the Land Use and Planning Committee (LUPC) received a corporate report from the Director of Planning and Development Services, titled "Initial OCP Amendment Application Report – North Bluff / Maple Street to Lee Street (18-011 OCP)." The application at the time required an increase in gross floor area ratio (or 'FAR') density above what was permitted in the Official Community Plan (OCP) and would have required an OCP amendment.

Council subsequently directed staff to work with the applicant on a revised application that did not require an OCP amendment. This corporate report provides a brief update outlining changes to the application, which now does not require an OCP amendment and will now proceed as a rezoning and major development permit application. Location and ortho photo maps of the subject property are attached as Appendix A. The corporate report from July 23, 2018 is attached as Appendix B, for LUPC's information.

**PAST PRACTICE / POLICY/LEGISLATION**

**OCP Land Use and Policy**

The OCP designation for the subject properties is 'East Side Large Lot Infill Area.' This land use generally allows multi-unit residential buildings with a density up to 1.5 FAR (gross floor area ratio), in three storey buildings. The properties adjacent to North Bluff Road could be developed as apartments or ground-oriented townhouses and the properties adjacent to Lee Street could be developed as ground-oriented townhouses.

Under the Housing chapter of the OCP, under policy 11.2.1.c, several areas in the City, including the subject properties on North Bluff Road, are identified as being eligible for additional density up to 2.5 FAR and a maximum height of up six storeys when developed as 'affordable rental housing developments.' Affordable rental developments require 30% of the units in the overall project to be rented at a rate affordable to low-to-moderate income households. As noted in the

July 23, 2018 report, based on the 2018 criteria for ‘low and moderate income limits’ from BC Housing, an affordable rent for this proposal is \$1,400 base rent (exclusive of utilities and insurance, but including parking) for one-bedroom units and \$2,000 base rent for two-bedroom units as a maximum initial rent.

### **Zoning Bylaw**

The properties are currently zoned ‘RS-1 One Unit Residential’ in the City’s Zoning Bylaw, which allows single family homes with secondary suites, among other accessory uses.

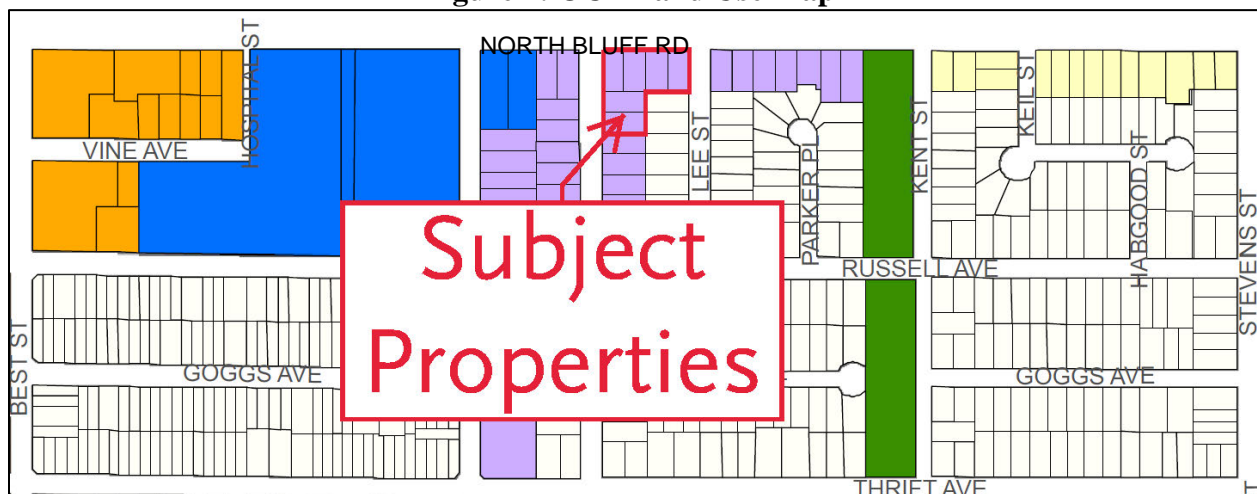
### **ANALYSIS**

#### **Existing Land Use Context**

The surrounding neighbourhood is generally comprised of low density, detached residential homes, with the exception of the ‘Altus’ sales centre on the west side of Maple Street. Several institutional uses are also in close proximity to the site, with the BC Hydro substation and Peace Arch Hospital to the west, and Earl Marriott Secondary School (in Surrey) and Maccaud Park to the east.

Figure 1 below highlights the subject properties on the OCP land use designation map. Properties designated ‘East Side Large Lot Infill Area’ are coloured in purple, and the subject properties are outlined in red.

**Figure 1: OCP Land Use Map**



Four of the six subject properties have frontage on North Bluff Road, which is a major arterial that is part of TransLink’s Major Road Network (MRN) and has bus service and direct access to Highway 99.

#### **Rezoning and Development Permit Approvals Required**

The properties are currently zoned ‘RS-1 One Unit Residential’ in the City’s Zoning Bylaw, which allows single family homes with secondary suites, among other accessory uses. The proposed project would require rezoning by Council to a Comprehensive Development (CD) zone to allow the proposed height and density parameters supported by OCP policy 11.2.1.c (up to 2.5 FAR and a maximum height of up six storeys when developed as ‘affordable rental’ housing developments). A major development permit for form and character, energy and water conservation and the reduction of greenhouse gases would also be required.

Previous Proposal

The July 23, 2018 corporate report to the Land Use and Planning Committee included an overview of a new development application submitted by Bridgewater Development Corp on July 13, 2018. This application was for a proposed development with a total of 98 residential units, including 29 affordable rental apartment units and 55 strata apartment units in buildings up to six (6) storeys that front on North Bluff Road, and 14 three-storey townhouse units that front on Maple Street.

The proposed density for the apartment site exceeded the OCP maximum density by 0.26 FAR (2.76 FAR proposed; 2.5 FAR allowed) and the proposed density for the townhouse site exceeded the OCP maximum density by 0.04 FAR (1.54 FAR proposed; 1.5 FAR allowed).

Council subsequently directed staff to work with the applicant on a revised application that did not require an OCP amendment (i.e. that did not exceed the maximum density in the OCP).

Revised Proposal

Following Council’s previous direction to work with staff on a revised application that did not require an OCP amendment, the applicant has submitted a new rezoning and Development Permit application on January 2, 2019. The new proposal does not exceed the maximum density allowed in the OCP and therefore does not require an amendment to the OCP. As the subject properties’ current zoning is RS-1, and as noted above, an amendment to the zoning bylaw (‘rezoning’) would be required to allow the proposal, as well as a Development Permit to regulate the form and character of the development. Appendix C of the corporate report provides a table outlining the changes in development statistics from the original application to the revised application.

A site plan of the proposal is included below as Figure 2, with an enlarged version of the same site plan included as Appendix D to this corporate report.

**Figure 2: Site Plan**



### **Affordable Housing Component**

The applicant has proposed that the 25 apartment units in the building facing Lee Street be secured at “below market” rentals and operated by a non-profit housing society. This represents almost 34% of the total number of units on the apartment site and is more than minimum 30% of units required in order to access the bonus density and height permitted under OCP policy 11.2.1.c.

As noted in the July 23, 2018 corporate report, based on the 2018 criteria for ‘low and moderate income limits’ from BC Housing, an affordable rent for this proposal is \$1,400 base rent (exclusive of utilities and insurance, but including parking) for one-bedroom units and \$2,000 base rent for two-bedroom units. This would be the maximum initial rent required to qualify as affordable rental housing.

The final rental rates and other details surrounding the affordable rental units (including requiring that the market strata units would not be occupied until after the affordable rental building had received its occupancy permit) would be secured through a Housing Agreement Bylaw.

### **Next Steps**

Consistent with the process for a Zoning Bylaw amendment and Major Development Permit application (outlined in Schedules H and L of Planning Procedures Bylaw No. 2234), the following are the next steps for the application:

1. The applicant will install development notification signs on the property, and a public information meeting hosted by the applicant and attended by staff will be scheduled to allow residents an opportunity to provide early input on the proposal.
2. The application materials will be circulated to internal departments for comment, as well as to staff at the City of Surrey and the Surrey School District.
3. An Advisory Design Panel meeting will be held to receive advice and direction on the form and character of the proposed development.

A detailed corporate report for a future LUPC meeting to consider this application will be prepared upon completion of the technical and public review processes.

### **BUDGET IMPLICATIONS**

Further details regarding the Development Cost Charges associated with the project will be brought forward in the detailed corporate report noted above.

In accordance with Council Policy 511: ‘Density Bonus/Amenity Contribution’, a Community Amenity Contribution (CAC) would be required, and Council may consider reducing the amenity contribution target based on the provision of affordable rental housing.

Council Policy 511 currently allows a reduction of up to 50% of an applicable amenity contribution for secured market rental floorspace, and up to a waiver of 100% of amenity contribution for affordable rental floorspace (where at least 30% of the units are owned or managed by non-profit groups and designed to be affordable for low and moderate income households). Almost 34% of the total units in the apartment component of this application are being proposed as “below market” rentals, to be operated by a non-profit housing society.

## **CONCLUSION**

As a follow-up to a previous OCP amendment application information corporate report, the applicant has revised the density of the proposal to below the maximum 2.5 gross floor area ratio (FAR) for the affordable rental apartment side and 1.5 FAR for the townhouse site, consistent with the OCP. The applications no longer require an OCP amendment. This report is provided to Council for information regarding the revised proposal, which includes a zoning bylaw amendment and Major Development Permit application. A detailed corporate report regarding this application will be provided to LUPC for consideration upon completion of the technical and public review processes.

Respectfully submitted,



Carl Johannsen, MCIP, RPP  
Director of Planning and Development Services

### **Comments from the Chief Administrative Officer:**

This corporate report is provided for information.



Dan Bottrill  
Chief Administrative Officer

~~Appendix A: Location and Ortho Photo Maps~~

~~Appendix B: Corporate Report dated July 23, 2018 titled "Initial OCP Amendment Application Report – North Bluff / Maple Street to Lee Street (18-011 OCP)"~~

~~Appendix C: Comparison of Original Development Proposal Statistics with Revised Proposal~~

~~Appendix D: Renderings and Landscape Site Plan~~

## APPENDIX D

### Comparison of New Revised Proposal with 1<sup>st</sup> and 2<sup>nd</sup> Development Proposal Statistics

**Table 1: Apartment Site**

	<b>New Proposal</b>	2 <sup>nd</sup> Proposal	1 <sup>st</sup> Proposal
Number of Units	<b>74 (25 below market rental, 49 strata)</b>	74 (25 below market rental, 49 strata)	84 (29 below market rental, 55 strata)
Gross Floor Area	<b>7,116.5 m<sup>2</sup> (76,601 ft<sup>2</sup>)</b>	7,125.4 m <sup>2</sup> (76,697 ft <sup>2</sup> )	7,887 m <sup>2</sup> (84,897 ft <sup>2</sup> )
Floor Area Ratio (Gross)	<b>2.496</b>	2.5	2.76
Lot Coverage	<b>51.4%</b>	51%	52.9%
Height (to top of roof)	<b>Six storeys (~18 m)</b>	Six storeys (~18 m)	Six storeys (~18 m)
Parking Spaces	<b>76</b>	99	112

**Table 2: Townhouse Site**

	<b>New Proposal</b>	2 <sup>nd</sup> Proposal	1 <sup>st</sup> Proposal
Number of Units	<b>14</b>	14	14
Gross Floor Area	<b>2,044.2 m<sup>2</sup> (22,004 ft<sup>2</sup>)</b>	2,174.3 m <sup>2</sup> (23,404 ft <sup>2</sup> )	2,236.2 m <sup>2</sup> (24,070 ft <sup>2</sup> )
Floor Area Ratio (Gross)	<b>1.41</b>	1.5	1.54
Lot Coverage	<b>53.7%</b>	53%	53%
Height (to top of roof)	<b>Three storeys (~12 metres)</b>	Three storeys (~12 metres)	Three storeys (~12 metres)
Parking Spaces	<b>28</b>	14	14



## **APPENDIX E**

### **Renderings and Landscape Site Plan**

View Southwest from North Bluff and Lee (Sunset)



### View Southeast from North Bluff and Maple (Night)



### Landscape Site Plan



**APPENDIX F**

**Memorandum of Understanding DRAFT**



**AFFORDABLE HOME OWNERSHIP PROGRAM  
MASTER PARTNERING MEMORANDUM OF UNDERSTANDING**

THIS MEMORANDUM OF UNDERSTANDING is dated for reference: December 3, 2019

BETWEEN

**CITY OF WHITE ROCK**

15322 Buena Vista Avenue, White Rock, BC, Canada V4B 1Y6

(the "City")

AND

**BRITISH COLUMBIA HOUSING MANAGEMENT COMMISSION**

Suite #1701 - 4555 Kingsway, Burnaby, British Columbia V5H 4V8

("BC Housing")

Regarding the development of Affordable Home Ownership Program Units in the City of White Rock

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## MOU

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### PART 1 – INTRODUCTION

This Memorandum of Understanding (“**MOU**”) sets out the intent of the proposed partnership between BC Housing and the City for the development of new affordable home ownership projects within the City. The MOU applies only to projects (“**Developments**”) that are approved for the Affordable Home Ownership Program (the “**Program**”) by the City and BC Housing and for which they enter into a Project Partnering Agreement with the owner of that Development.

The purpose of this MOU is to set out the desired basic business terms and conditions upon which BC Housing and the City intend to proceed with discussions and negotiations for the approval and construction of the Developments.

This MOU is a non-binding statement of the parties’ mutual understanding of the collaboration framework. No legally enforceable rights or obligations will be created by or arise from this MOU in respect of either party.

The City acknowledges that any other agreements arising from, or contemplated under this MOU and all rights and obligations of BC Housing will be subject to approvals by BC Housing’s Executive Committee and Board of Commissioners as required

BC Housing acknowledges that any other agreements arising from, or contemplated under this MOU and all rights and obligations of the City will be subject to approvals by the City’s authorities having jurisdiction or City Council as required.

Both Parties acknowledge that any other MOUs or Agreements arising from or contemplated under this MOU remain subject to BC Housing and City Council approval and such approval remains at the discretion of each Party.

### PART 2 – GOALS

This MOU recognizes the parties shared goal of developing new affordable housing for sale to middle income households as a partnership between BC Housing, private sector developers<sup>1</sup> and the City. Affordability will be achieved through contributions from developers, the City and BC Housing, which contributions will be secured over the long-term, as described below.

The specific goals intended to be met through this arrangement are:

- The creation of new home ownership homes (“**AHOP Homes**”) within the City that are affordable for middle income households<sup>2</sup> in the City. AHOP Homes may exist in Developments where only a portion of the units are allocated under the Program and the remaining units are not subject to the Program terms.
- Affordability will be achieved through partnerships with developers who will benefit from low-cost interim construction financing from BC Housing and increased density or other considerations and/or contributions from the City.
- In addition to the creation of AHOP Homes, the City will benefit through BC Housing’s repayment of the City’s contributions for use for future affordable housing purposes.

### PART 3 – OUTLINE OF THE AFFORDABLE HOME OWNERSHIP PROGRAM

The Developments will be constructed by developers and the approved number of AHOP Homes will be made available for sale to middle income households who meet Program eligibility requirements, as described in the Program framework (“**Eligible Purchasers**”). Initial sale of all AHOP Homes in the Developments will be limited to Eligible Purchasers.

<sup>1</sup> Developers may be for-profit or non-profit entities.

<sup>2</sup> As defined in the Affordable Home Ownership Program Framework.

The intent of the Program is that AHOP Homes will be sold to Eligible Purchasers at fair market value, with a pre-determined portion of the purchase price secured by a registered mortgage facilitated by BC Housing (the “**AHOP Mortgage**”).

AHOP Mortgages will be interest and payment free for up to 25 years, effectively increasing the affordability for purchasers while securing the contributions made by the City and BC Housing in affordable housing for the long-term. AHOP Mortgages are due and payable upon the earlier occurrence of the date the AHOP Home is sold, the maturity of the 25-year mortgage amortization period or any breach of the AHOP Mortgage terms, including failure to maintain the AHOP Home as the primary residence for the first five years.

Owners of an AHOP Home with an AHOP Mortgage will be required to repay the principal amount of the AHOP Mortgage plus (or minus) the agreed upon proportionate share of any increase (or decrease) in the value of the AHOP Home.

## **PART 4 – ROLES AND RESPONSIBILITIES**

**Subject to final agreement and approvals, the City desires to further the objectives of the Program by:**

- Contributing to the affordability of each Development through the provision of favourable zoning, bonus density, parking and/or other incentives or relaxations, and/or expedited approvals.
- It is the City’s sole discretion to approve all, some or none of above noted considerations, or to reject a Development.
- Creating a separate reserve fund for the deposit and expenditure of AHOP mortgage proceeds transferred to the City, as applicable.

**Subject to final agreement and approvals, BC Housing desires to further the objectives of the Program by:**

- Negotiating terms of a Project Partnering Agreement with the Developer for each Development and securing the affordability of AHOP Homes and their availability to Eligible Purchasers through s.219 Covenants and other security documents as may be required;
- Providing interim construction financing at favourable rates for up to 100% of the capital cost of the Development;
- Reviewing and approving all AHOP Home sales to ensure AHOP Homes are sold to Eligible Purchasers and subject to the restrictions confirmed in the AHOP Mortgage or s. 219 Covenants;
- Granting AHOP Mortgages on the completion of the purchase of an AHOP Home, and managing all aspects of the AHOP Mortgage throughout the AHOP Mortgage term, including monitoring, enforcement and collection of the amounts secured by the AHOP Mortgage when they come due; and
- Release of AHOP Mortgage proceeds to the City for investment in the mutually agreed fund, designated for affordable housing.

## **PART 5 – INVESTMENT OF AHOP MORTGAGE PROCEEDS**

BC Housing will collect the AHOP Mortgage proceeds when due<sup>3</sup> and hold them in trust for the City. Once each year, BC Housing will transfer AHOP Mortgage proceeds received from Eligible Purchasers, less 2% for administration costs, to a fund managed by the City. BC Housing and the City shall mutually agree in advance regarding the fund designated for the investment of AHOP Mortgage proceeds and the permitted use and objectives associated with the designated fund.

<sup>3</sup> Upon sale, proceeds may be applied to an AHOP Mortgage for a subsequent eligible purchaser of the same unit, in order to extend affordability.

The City will use all AHOP Mortgage proceeds received from BC Housing for affordable housing projects within the City in accordance with the provision of affordable housing and the mutually agreed objectives of the designated fund.

BC Housing and the City agree to work together in supporting the development of new affordable housing projects which receive funding from the designated fund. The City and BC Housing will jointly approve any new projects receiving this funding which approval may require the additional approval of White Rock City Council and BC Housing's Executive Committee.

## **PART 6 – MUNICIPAL APPROVALS**

All municipal approvals for Developments are subject to City approval and the provision of such approval is at the absolute discretion of the City.

## **PART 7 – PUBLIC CONSULTATION**

Public consultation will occur for the Developments consistent with the City's established policies and practices and statutory obligations in relation to applications for rezoning and development approval. All parties recognize that good communication, prompt responses, and complete documentation will be essential to achieve the cost savings anticipated by the Program. BC Housing will participate in the public consultation as it pertains to explaining the AHOP Program Framework and project partner agreements for each Development.

## **PART 8 – COMMUNICATION**

BC Housing and the City will jointly agree on all major communications activities and materials relating to the subject matter of this MOU and any Developments resulting from it.



**CITY OF WHITE ROCK**

Per its authorized signatories

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Signature

Date Signed

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Print Name and Title

---

Signature

Date Signed

---

Print Name and Title

**BRITISH COLUMBIA HOUSING MANAGEMENT COMMISSION**

Per its authorized signatories

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Signature

Date Signed

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Print Name and Title

---

Signature

Date Signed

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Print Name and Title

**APPENDIX G**

**Letter from BC Housing indicating support dated November 12, 2019**

November 12, 2019

City of White Rock  
15322 Buena Vista Ave  
White Rock, BC V4B 1Y6

Attn: Carl Isaak, Director of Planning and Development Services  
Re: 15654-74 North Bluff Road & 1593 Lee St, White Rock

Dear Mr Carl Isaak,

The HousingHub, a newly established division of BC Housing, was created to fulfil a new mandate – to supply housing for the middle-income household. As part of this initiative, the HousingHub seeks to utilize partnerships with the development community and Developers to create projects that serve the needs of the middle-income households in communities across our province. In particular, the HousingHub's Affordable Home Ownership Program aims to increase the supply and range of affordable housing options in the independent range of the Housing Continuum.

In mid 2019, Bridgewater Development Corp and 1100 West Capital Partners approached the HousingHub to explore the opportunity to develop 15654-74 North Bluff Road & 1593 Lee St, White Rock with a partnership. The development would create approximately 88 apartment, condo and townhome units within two buildings on the site and would have a positive impact in the community for a new supply option for rental and affordable ownership housing. After careful analyses and review of the opportunity, we found that the development meets the overall program intent, goal, principles, target population and core elements of the HousingHub.

We understand that the affordable home ownership aspect of the project will not be possible without partnership with City of White Rock and their acceptance of concessions and look to the City to provide direction and clarity on the process over the next few months given the costly nature of holding land.

This letter confirms that the HousingHub is interested in participating in the proposed affordable ownership-based housing at the addresses listed above with Bridgewater and 1100 West Capital Partners. However BC Housing's final participation is contingent on the final negotiated business deal for the inclusion of affordable home ownership on being approved by our Executive Committee. The development dually accomplishes objectives set by Bridgewater and 1100 West Capital Partners and the HousingHub while more importantly, benefiting future residents with the creation of new ownership units.

We value this potential partnership and see this as a positive response in alleviating the pressures faced in the neighbourhood with respect to affordable housing and additional supply for middle income households in White Rock.

Yours truly,



Raymond Kwong  
Provincial Director, HousingHub

British Columbia Housing Management Commission

**APPENDIX H**  
**Provincial Rental Supply Program Framework**

# *Provincial Rental Supply*



## **PROGRAM FRAMEWORK**

May 2018



## INTRODUCTION

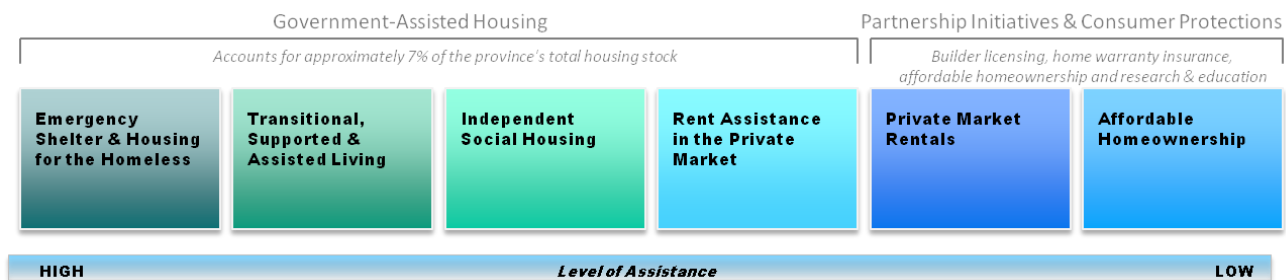
In 2018, the Province of British Columbia announced the creation of the HousingHub, through which BC Housing partners with non-profit and for-profit sectors, faith groups, and other levels of government to identify and advance innovative approaches to locate, use, or repurpose land in communities where affordability is an issue.

The Provincial Rental Supply program is delivered by BC Housing through the HousingHub, with an aim to increase the supply of affordable housing for middle-income households across British Columbia. Units will typically be situated toward the independent range of the Housing Continuum. Increasing the supply and range of affordable housing options can promote self-sufficiency and help households move along the Housing Continuum (Figure 1).

Developments must be able to operate without any ongoing operating subsidies or other funding from BC Housing. Where projects involve supports or services to residents, additional funding from other project partners will be necessary.

This program framework outlines the overall program intent, goal, principles, target populations, core elements, standards and guidelines, monitoring and reporting requirements, and defines the roles and responsibilities of project partners in the delivery and management of the Provincial Rental Supply program.

**Figure 1: Housing Continuum**



## PRINCIPLES

The following principles guide how BC Housing implements and administers the Provincial Rental Supply program, and our relationship with partners and government.

- 1. Affordable housing is established in communities where there is demonstrated need**
- 2. Sustainability**
  - a) Developments will be financially sustainable without additional financial assistance from BC Housing.
  - b) BC Housing considers environmentally sustainable practices a priority and encourages commitments to this end.
- 3. Consistency with regional and community priorities and plans**
  - a) Community and local/regional government support for the project should be evident.
  - b) Projects should be consistent with any Official Community Plans and strategies.
- 4. Project partners are expected to maximize their equity contribution to projects**

## 5. Transparent and accountable operations

- a) BC Housing will employ fair and consistent processes when evaluating and selecting projects.
- b) Project partners will maintain reliable and consistent records and fulfil reporting obligations to BC Housing.

## PROGRAM PURPOSE

**Goal:** Increase the supply and range of affordable and appropriate rental housing options for middle-income households across British Columbia.

**Objective:** Create affordable rental housing in communities with housing need across British Columbia.

### Outputs:

1. Interim construction financing for eligible project partners.
2. Take-out financing for eligible non-profit project partners.
3. New affordable rental units created in communities with housing need.

### Outcomes:

1. More middle-income households living in affordable, appropriate housing.
2. Affordable housing is operated successfully over the expected life of the developments without operating subsidies or supplemental funding from BC Housing.

### Indicators:

1. Number of new units created for eligible households.

## FUNDING

### Partner Contributions

Partnerships are an essential component of the Provincial Rental Supply program. BC Housing will partner with non-profits and private developers, faith groups, property owners, and federal and local governments, to locate, use, develop or redevelop land in communities where affordability is an issue. Partner contributions may include capital funding, land or other equity contributions.

### Financing<sup>1</sup>

BC Housing may provide interim construction financing for the development of affordable housing, including new construction, acquisitions and redevelopments. Interim financing may be approved up to 100% of the cost to complete the project.

BC Housing may also help eligible non-profit housing partners obtain take-out financing. BC Housing will make arrangements with NHA approved lenders to obtain low interest rates and favourable terms through a competitive tender and selection process conducted and approved by BC Housing. All approved BC Housing take-out loans will have Canada Mortgage and Housing Corporation (CMHC) loan insurance.

BC Housing will typically require the following security registered on title:

- Execution and registration of BC Housing's standard mortgage security package, and

<sup>1</sup> Financing is subject to BC Housing's Lending Criteria.

- A Section 219 restrictive covenant.

Security considerations will vary from project to project and will include a long-term operating agreement if CMHC-insured take-out financing is provided.

## PROJECT ELIGIBILITY

BC Housing will consider proposals for funding through an open proposal call for submissions. The evaluation of submissions will be based on proponent and project eligibility, need and demand, lending criteria and available financing. The following minimum eligibility requirements must be met<sup>2</sup>:

1. The site must be suitable for affordable housing.
2. Housing must be for middle-income households. The project partner must own and control a mortgageable interest in the property.
3. The project partner will demonstrate present and future need and demand for affordable rental housing in the target community. Project partners should refer to the Need and Demand Study Document template for the recommended approach (see <https://www.bchousing.org/publications/housing-need-demand-template.pdf>).
4. The project partner must present a clear business case for the project, including demonstrated ability to maintain affordable rents over time, and demonstration that developments will be sustainable without operating subsidies or grants for capital repairs/replacements from BC Housing.
5. Project partners are encouraged to bring equity to the project such as cash, grants, municipal concessions or land.

While all project partners must meet the minimum eligibility requirements, BC Housing may apply additional criteria or prioritize projects based on available equity contributions, financing and other determining factors as indicated below:

- Greater need and demand/community impact
- Greater affordability
- Municipal and community support
- Larger equity contribution
- Geographic location

## KEY PROGRAM ELEMENTS

### Tenant Eligibility

The program targets middle-income households, with income thresholds for eligibility as follows:

- **Units with two or more bedrooms:** Middle-income households are those whose gross household income does not exceed the 75<sup>th</sup> income percentile for families with children, as determined by BC Housing from time to time.<sup>3</sup>
- **Units with less than two bedrooms:** Middle-income households are those whose gross household income does not exceed the 75<sup>th</sup> income percentile for families without children, as determined by BC Housing from time to time.<sup>4</sup>

<sup>2</sup> BC Housing may require additional guarantees or security in certain cases as it deems appropriate.

<sup>3</sup> BC Housing determines this figure using data released by Statistics Canada - Income Statistics Division: *T1 Family File – Custom Tabulation British Columbian Couple Families (With Children)*.

<sup>4</sup> BC Housing determines this figure using data released by Statistics Canada - Income Statistics Division: *T1 Family File – Custom Tabulation British Columbian Couple Families (Without Children)*.



For projects involving a mix of unit sizes, the corresponding income threshold will be applied to each unit.

### **Rents**

Rents must be affordable for eligible tenants, as determined by BC Housing<sup>5</sup>, and remain affordable for a minimum period of ten (10) years<sup>6</sup>.

The rent structure will vary depending on the characteristics of the particular project, the tenant population served, and whether or not funding from other partners is layered into the project.

All units in the development must be rented at or below market, and at rents affordable for eligible households considering the location and average household income for the area.

### **Design Guidelines**

Projects are encouraged to meet or exceed the BC Housing Design and Construction Guidelines (<https://www.bchousing.org/partner-services/asset-management-redevelopment/construction-standards>). Provincially funded units must meet high standards of environmental sustainability, including low greenhouse (GHG) emissions. Certifications may include LEED, R2000, Passive House, BC Energy Step Code or other equivalent.

## **ROLES AND RESPONSIBILITIES**

### **BC Housing**

- Evaluating project proposals.
- Facilitating financing.
- Providing technical assistance and advice.
- Monitoring and evaluating the success of the program.

### **Project Partners**

- Coordinating the design and construction of developments.
- Day to day operations and management of the housing, including the provision of property management services.
- Identification and selection of tenants, including verification of their income.
- Periodic reporting to BC Housing.
- Ensuring the financial viability and long term operating success of the housing.

## **MONITORING AND REPORTING**

Monitoring ensures program compliance and minimizes risk to all stakeholders: residents, project partners and BC Housing.

BC Housing's main interests are:

- Targeted households are being housed.
- Affordable rents are maintained.

<sup>5</sup> Housing is considered affordable for a household when 30% or less of the household's gross income goes towards paying for housing.

<sup>6</sup> Longer-term affordability requirements and operating agreements will apply in the event of take-out financing.

- Construction standards and value for money are met.
- Developments are financially viable with no operating subsidies from BC Housing.
- Buildings are maintained to an appropriate standard for their expected lifespan.
- Project partners meet legal and contractual obligations.

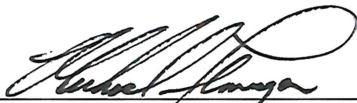
From time to time, the project partner is required to submit a report, using a template provided by BC Housing, addressing key requirements such as:

- Current financial statements.
- Current rent levels.
- Household incomes at move-in.

An on-site visit by BC Housing staff may occur from time to time, particularly where operational or financial issues arise.

## **SIGN-OFF**

The Program Framework requires final sign-off by the Vice-President Development and Asset Strategies, and the Vice-President Corporate Services and Chief Financial Officer.



Vice President Development and  
Asset Strategies



Vice President Corporate Services and  
Chief Financial Officer

**APPENDIX I**

**CTS Technical Memorandum dated November 8, 2019**

## TECHNICAL MEMORANDUM

**TO:** Raghbir Gurm, 1168620 BC Limited  
**FROM:** Gary Vlieg, P.Eng., Creative Transportation Solutions Ltd. (CTS)  
**DATE:** 08 November 2019  
**RE:** Beachway I – Parking Assessment  
**FILE NO:** 5935-01

CTS was retained to conduct a parking assessment regarding the development of a multi-family development at on North Bluff Road between Maple Street and Lee Street, in the City of White Rock, BC.

The primary objectives of this study were as follows:

- To conduct a parking assessment of the proposed multi-family development of Beachway I, in the City of White Rock;
- To document the analysis in a memo that meets the requirements of the City of White Rock

This report documents our analyses and findings.

### 1.0 BACKGROUND

#### 1.1 Proposed Development

It is being proposed to build a multifamily development at the following addresses in the City of White Rock, BC.

- 15654 North Bluff Road
- 15664 North Bluff Road
- 15674 North Bluff Road
- 1593 Lee Street
- 1580 Maple Street
- 1570 Maple Street

The current zoning is RS-1 (One Unit Residential Zone) and the site is located in the east side large-lot infill redevelopment area (Please see **FIGURE 1**). The development area is noted in the City of White Rock OCP as an area for potential affordable market housing.

A section of the property is noted as suitable for Small Lot & Street-Front Townhouse, and the remaining section is noted as suitable for Multi-Unit Residential (Low Density).

**FIGURE 1  
SITE CONTEXT**



The residential development is proposed to be rezoned as a comprehensive development and will have 14 market townhouse units and 49 affordable ownership apartment units, and 25 affordable rental apartment units, for a total of 88 dwelling units.

Of the apartment units, 100% will be affordable housing units through a developer partnership with BC Housing.

Only one vehicle access is proposed, which will provide entry to one level of underground parking. This access will be provided off of Lee Street and is referenced from architectural drawings provided in **APPENDIX A**.

## 1.2 City of White Rock Official Community Plan

The Imagine White Rock 2045 - Official Community Plan is a document that describes the vision of the City and provides policy framework to achieve it. It includes policies on items such as housing, infrastructure, and transportation, and also provides future land uses and development potential.

Part of the City of White Rock's goals is to provide complete communities, which is a community where residents have convenient access to all of their needs.

Part of the strategy for providing complete communities, is encouraging the development of new affordable and market rental housing in transit-accessible locations.

Specifically, Objective 11.2 of the Official Community Plan, notes that new non-market housing be supported by reviewing parking requirements for relaxation, when they are within walking distance of frequent transit service and/or commercial areas. As previously noted, 100% of the proposed apartment units for the proposed development will be affordable units.

This site is specifically noted in the OCP as a potential location for affordable rental housing.

## 2.0 EXISTING CONDITIONS

### 2.1 Existing Road Network

#### North Bluff Road / 16th Avenue

- East-west arterial
- Centerline forms the municipal boundary between City of White Rock and City of Surrey.
- Four lanes.
- Truck Route.
- No Stopping on north side. 'Permit Parking Only' on south side
- Concrete curb and gutter along both sides of the road.
- Street lighting.

#### Russell Avenue

- East / west primary collector
- Two lanes – two through lanes with two parking lanes.
- 'Permit parking Only' on both sides
- Concrete curb and gutter along both sides of the road.
- Street lighting.

#### Lee Street

- North / south neighborhood local road.
- Two lanes.
- 'Permit parking Only' on both sides
- No curb or gutter.
- Street Lighting.

#### Maple Street

- North / south neighborhood local road.
- Two lanes.
- 'Permit parking Only' on both sides
- No curb or gutter.
- Street Lighting.

## 2.2 Alternative Transportation Infrastructure

The proposed development has good connectivity to transit, as well as cycling and pedestrian infrastructure. A summary of these alternative modes of travel is provided:

### Transit Network

The proposed development is well connected to transit with several options for regular busses and community shuttles. The site is serviced by the following routes on North Bluff Road:

- Route #375 White Rock South - Guildford – During peak travel times, this bus operates at half hour intervals. The bus stop is on North Bluff Road.
- Route #321 Surrey Central Station – Newton Exchange/White Rock Centre/White Rock South – During peak travel times, this bus operates at fifteen-minute intervals. The bus stop is on North Bluff Road.

The following route is serviced on Russell Avenue to the south.

- Route #361 White Rock Centre - Ocean Park – During weekday peak travel times, this bus operates at half hour intervals. On the weekend peak travel times, this bus operates at one-hour intervals. The bus stop is on Thrift Avenue.

The above bus routes can be used to connect to the nearby Frequent Transit Network at White Rock Centre, which provides connections to Surrey, Richmond, and Langley. Routes along the Frequent Transit Network have headway times of 15 minutes or better during the peak periods.

The following routes are accessible just west of Finlay Street on either North Bluff Road or Russell Avenue. These bus stops are located adjacent to the Peach Arch Hospital, which is within a 5-minute walking distance of the proposed development.

- Route #360 Ocean Park - Peace Arch Hospital – During weekday peak travel times, this bus operates in half hour intervals. On the weekend peak travel times, this bus operates in one-hour intervals. Bus Stop is on Thrift Avenue, west of Finlay Street.
- Route #363 South Point - Peace Arch Hospital – During peak travel times, this bus operates in half hour intervals. Bus Stop is on Thrift Avenue, west of Finlay Street.

Bus stop locations are illustrated in **FIGURE 2**.

### Bicycle Network

According to the *City of White Rock Strategic Transportation Plan*:

- North Bluff Road is proposed in the future to be designated as a bicycle route;
- Finlay Street is currently designated as a shared use lane; and
- Thrift Avenue is currently designated as a shared use lane.

The proposed development will provide 90 Class I and 18 Class II bicycle parking spaces, which will help to facilitate this mode of travel for residents and visitors.

The bicycle routes within the study area are illustrated in **FIGURE 2**

### Pedestrian Network

It is noted in the *City of White Rock Strategic Transportation Plan*, that walking in the City is the most popular form of transportation aside from the use of motor vehicles. This is attributed to the dense and walkable built form within the City. With the City of White Rock Town Centre and Semiahmoo Town Centre being located within a 12-minute walk of the proposed development, there is significant opportunity for residents to take advantage of the pedestrian infrastructure that is offered.

As noted previously in **FIGURE 1**, the Semiahmoo Shopping Centre is within a 10 – 15 minute walking distance from the proposed development. Also, within a 12-minute walking distance is the City of White Rock Town Centre, which includes a connection to the Frequent Transit Network along 152<sup>nd</sup> Street. The nearby bus stops are located within a 5-minute walking distance of the proposed development.

Other nearby destinations of note include the Peach Arch Hospital, Earl Marriott Secondary School, Peach Arch Elementary School, and the Kent Street Activity Centre in Maccaud Park which is home to the Kent Street Seniors Activity groups.

The study area is well connected with sidewalks. All arterial and collector roads have a sidewalk on at least one side. Some local roads also have sidewalks on one side. Currently, there are no sidewalks on Maple Street or Lee Street.

The proposed development will be including enhanced sidewalks on the frontage and also a greenway through the property.

The existing sidewalks are illustrated in **FIGURE 2**.



**FIGURE 2  
ALTERNATIVE MODES OF TRAVEL**



In consideration of the intended land use and the available nearby amenities and infrastructure to encourage alternative modes of travel, it is expected that there will be a good utilization of alternative modes of travel, particularly walking.

### 3.0 PARKING ANALYSIS

#### 3.1 Parking Requirements

The required parking spaces are summarized in **TABLE 1** with reference to the *City of White Rock Zoning Bylaw Section 4: General Provisions & Regulations*. The unit descriptions and numbers are based on information provided on architectural drawings.

**TABLE 1  
REQUIREMENTS AS PER CITY OF WHITE ROCK ZONING BYLAW**

Land Use Description	Land Use Bylaw Classification	Required Parking Rate	# of Units	Parking Stalls Required
Townhouse	Townhouse	2 per Dwelling Unit	14	28
Apartment	Apartment	1.2 per Dwelling Unit	74	89
	Visitor Parking	0.3 Per Dwelling Unit		22
<b>Total</b>			<b>88.0</b>	<b>139</b>
<b>Small Car Stalls</b>	Maximum of 40% of Total Required Parking			56
<b>Handicapped Stalls</b>	3 Required for Total Required Spaces Between 126-200			3
<b>Class I Bicycle Parking</b>	1 space per dwelling unit			88
<b>Class II Bicycle Parking</b>	0.2 spaces per dwelling unit			18

The total required quantity of vehicle parking for the development is 139 spaces. The proposed development is planned to provide a total of 104 vehicle parking spaces. A parking variance of 25% or 35 parking spaces is requested.

A total of 41 of the vehicle parking stalls will be noted as "Small Car" and 3 of the vehicle parking stalls will be noted as handicapped stalls. The restrictions and requirements for small car and handicapped stalls are satisfied.

The required bicycle parking is noted as 1 Class I bicycle parking space per unit, and 0.2 Class II bicycle parking spaces per unit. The proposed development will be meeting this requirement by providing a total of 90 Class I and 18 Class II bicycle parking spaces.

### 3.2 Average Parking Demand

In order to consider the peak parking demand of the proposed development, the Institute of Transportation Engineers (ITE) Parking Generation Manual 5<sup>th</sup> Edition is referenced.

The parking generation manual contains observed data for common land uses, along with an average peak parking demand based on variables such as gross floor area, number of dwelling units, or number of bedrooms.

Land Use Code 221 – Multi-family Housing (Mid-Rise), provides data that represents multi-family developments, that include apartments, townhouses, and condominiums located within the same building, and are between three and ten levels (floor). This land use describes the proposed three floor townhouse building. This can also be used to describe the six-floor affordable ownership apartment building. Although it does not explicitly consider the affordability of the housing in its data analysis.

Land Use Code 223 – Affordable Housing, provides data that represents all kinds of multifamily housing that is rented at below market rate. The land use best describes the proposed six floor affordable rental apartment building.

For our parking demand analysis, only data in the general urban/sub-urban scenario was considered, and data according to the number of dwelling units.

General urban/sub-urban areas are associated with almost homogenous vehicle centered access. Although the proposed development is located in an area with good alternative transportation infrastructure, this setting is applied as it is more applicable than other settings, and will provide a conservative analysis.

**TABLE 2** summarizes the average peak parking demand for each of the two considered land uses. It is noted that for both of these land uses, the peak period is between 10:00 PM and 5:00 AM, for a weekday.

**TABLE 2  
FORECASTED AVERAGE PEAK PARKING DEMAND**

Land Use Description	Setting/Location	Period	Average Peak Period Parking Demand	Applicable To:	Number of Units	Average Peak Parking Demand
Land Use: 222 Multi Family (Mid-Rise)	General Urban/Suburban	Weekday	1.31 Per Dwelling Unit	Townhome Units, Affordable Ownership Units	63	82.5
Land Use: 223 Affordable Housing (Income Limits)	General Urban/Suburban	Weekday	0.99 Per Dwelling Unit	Affordable Rental Units	25	24.8
Total					88	107

It is noted that the average peak parking demand expected for mid-rise land uses is 1.31 parked vehicles per dwelling unit, and for affordable housing is 0.99 parked vehicles per dwelling unit.

The dataset suggests that the expected average peak parking demand will be lower than the prescribed parking requirements set in the City of White Rock Zoning bylaw, which prescribes 2.0 parking stalls per townhouse, and a combined 1.5 stalls per apartment unit. The average parking demand rates range from 13%-35% lower than the required parking rates, using the assumption of a general urban/suburban setting.

If the average peak parking demand rate is applied to the proposed development, the average peak parking demand is forecasted to be approximately 107 parked vehicles. This does not consider site specific conditions that may reduce parking demand, such local data trends, requirements for non-market rental, available alternative modes of transportation, or transportation demand management measures.

### 3.3 Parking Supply in Metro Vancouver

Data collected as part of the 2018 *Regional Parking Study*, is also considered for its representation of local data. The key findings of this report emphasize that generally within the metro Vancouver area, parking is typically oversupplied for strata sites in the range of 32 percent to 58 percent. For rental sites, the oversupply of parking ranges from 24 percent to 44 percent.

This study also provides some data specifically for non-market (affordable) rental units in the region. Data is observed at one site showing that for non-market rental units, a parking demand of 0.14 vehicles per dwelling unit was observed via a parkade facility survey. A household questionnaire style survey was conducted that received 28 responses for non-market rental units, which determined the number of parked vehicles per dwelling unit to be 0.43. Although these sample sizes are low, they are consistent with the expectation for affordable rental units to generally have significantly less parking demand.

### 3.4 Alternative Modes of Transportation

#### *Walking*

The proposed development will benefit significantly from its convenient location. As previously noted, the proposed development site is well positioned within the community, with good connections to transit, nearby town centres, schools, activity, parks, and the Peace Arch Hospital.

The area is intended to become a complete community, and the City of White Rock already encourages walking as a mode of travel, due to its high density and built form.

It is intended that priority for tenants of this development be given to people who work locally. There are many types of employment opportunities accessible by walking, with the hospital nearby, and with the White Rock Town Centre, and Semiahmoo Town Centres nearby by that are undergoing development.

It is expected and encouraged that many users of this development, will be able to utilize the well-connected pedestrian network for their travel and leisure needs.

#### *Transit*

As previously noted, the frequent transit network is within a 10-12-minute walk of the proposed development. This provides several connections throughout Metro Vancouver.

Within the local context, the North Bluff corridor provides transit in 15-30-minute intervals, with access just a couple minutes' walk away. Options for transit are available both on North Bluff Road, and also south on Russell Avenue. These transit options also provide a connection to the White Rock Town Centre where transit users may access the frequent transit network.

Residents who will commute to work outside of the local proximity have a reasonable alternative transportation option through the available transit.

### 3.5 Transportation Demand Management Measures

As mentioned above, the proposed development is surrounded by opportunities for alternative modes of transportation via the existing transportation infrastructure.

To further enhance the utilization of this infrastructure and promote alternative transportation in general, the developer will be providing a number of transportation demand management initiatives, which are intended to mitigate both the vehicle traffic generated and vehicle parking demand.

#### *Public Transit*

For each of the twenty-five (25) units within the affordable rental building, the developer will be providing transit credit, up to the value of a 2-zone monthly transit pass. This will be provided as recommended, for a minimum of period of 2 years. This initiative will encourage residents to make public transit their preferred mode of transport.

Residents who are already inclined to use public transportation will find this development even more desirable.

It is recommended to provide the public transit credit in the form of reimbursement for the purchase of Compass products. Funds for this program shall be appropriately managed by the building management, and any unclaimed credit should continue to be made available for residents of the affordable rental building until depleted. The availability of public transit credits should be made clear with appropriate marketing.

#### *Car Sharing*

For exclusive use of the forty-nine (49) units within the affordable ownership building, the developer will provide and maintain six (6) car share vehicles. The intent of these vehicles is for them to be used by residents as needed, for two-way vehicle trips.

By having this option available within the development residents who only occasionally need a vehicle, will have a reliable alternative to vehicle ownership.

This is ideal for residents who will be using transit or walking for their daily commute, but may need a vehicle for errands or leisure purposes. This allows for some of the convenience of owning a vehicle, but without the cost of maintaining a vehicle all year round.

The provision of car share within the building should be made clear with appropriate marketing to prospective residents, in search of users that will most benefit from this amenity.

The usage of these transportation demand management measures is recommended to be monitored to ensure that the intended benefits are being realized and to determine their local effectiveness. It is in the interest of the developer and the City, to ensure that these provided features are being utilized and make the appropriate adjustments when necessary.

### 3.6 Cost Feasibility

With the provision of affordable housing, the costs of the development are an important consideration. For the success of the project, it must be beneficial for all parties and stakeholders involved

The availability of varying types of housing will be an asset for the community by being able to provide options for all types of individuals and families. It is clear in the City's vision, to encourage these types of developments in order to create a complete community.

Currently, additional parking stalls can only be achieved with the development of a second level of parking. Although the requested variance is 25%, 139 parking stalls to 104 parking stalls, based on information provided by the developer, the cost to provide the parking will more than double. The average cost for each stall with one level of parking is \$30,000 per stall, and becomes \$62,000 per stall when a second level is considered,

In the scenario of providing 100% affordable housing in the apartment buildings, the creation of a second level of parking will make this option cost prohibitive.

### 3.7 Parking Considerations

For the proposed development, 14 units will be market townhouse, 49 units will be affordable ownership apartment units, and 25 units will be affordable rental apartment units. 104 vehicle parking stalls are proposed to be provided. In order to more efficiently manage the expected parking demand, the following assignment of stalls is recommended.

#### *Market Townhouse*

The townhouses are of a larger size, and will be intended for market use. For this reason, it is recommended to provide the prescribed parking requirements for the townhouses as noted in the Zoning Bylaw, of 2 vehicle parking stalls per unit, for a total of 28 parking stalls.

#### *Affordable Housing*

A variance should be considered for the affordable ownership apartment units, and affordable rental apartment units, in consideration of the expected lower parking demand, available alternative modes of travel, intended use of the units, and the feasibility of providing this variety of housing for the community.

Allocating 1 parking stall per affordable ownership apartment unit should be considered, for a total of 49 parking stalls. Of these 49 parking stalls, 6 can be designated and used for the proposed car share program.

The purchase of affordable ownership apartment units is income restricted, and it is required that the buyers make this address their principal address. There are alternative modes of travel available, and the convenience of a dense and complete community nearby and further developing, will help reduce the necessity of owning a vehicle. The provision of exclusive car share usage for these units is expected to further reduce vehicle ownership.

Allocating 1 parking stall for every two (2) affordable rental apartment unit should be considered, for a total of 13 parking stalls. This is consistent with the findings in the *Regional Parking Study*, and considers the available alternative modes of transportation and intent of the building.

The tenants of the affordable rental apartment units have specific income requirements. It is expected that rental apartment unit users that desire to live in this development will be residents who work and primarily travel within the City of White Rock/South Surrey. It is also noted that priority will be given to tenants working locally. The provision of public transit credit will help to incentivise the use of the available transportation infrastructure, and shape the transportation modal demand for these residents.

In general, for affordable rental apartment units, vehicle ownership is expected to be low. With employment opportunities in close proximity with the City of White Rock Town Centre, it is expected and encouraged that the majority of the users of this housing, will be taking advantage of the walking and transit convenience available.

#### *Visitor Parking*

As availability of visitor parking is often a concern, it is recommended that the remaining 14 vehicle parking stalls be designated as visitor parking. Of the 74 affordable apartment units, this represents a provision of 0.19 visitor parking stalls per unit. This is a variance from the 0.30 that is required by the City of White Rock Zoning Bylaw, but is comparable to the 0.20 visitor parking rate used by other municipalities in the region.

There may be consideration for conversion of visitor stalls to residential in the future, if site specific data supports it.

A summary of the proposed vehicle parking stall distribution is as follows:

- Market Townhouses – 28 Vehicle Parking Stalls (2 Per Dwelling Unit)
- Affordable Ownership Apartment Unit – 49 Vehicle Parking Stalls (6 to be used for Car Share Program)
- Affordable Rental Apartment Unit – 13 Vehicle Parking Stalls (1 Per 2 Dwelling Units)
- Visitor Parking – 14 Vehicle Parking Stalls (0.19 Per Apartment Dwelling Unit)

#### 4.0 PARKADE ACCESS CONFIGURATION

It is being proposed that the loading zone and parkade access share an access point.

In order to accommodate this configuration, the access crossing distance at the property line will be larger than then 7 meters maximum requested by the City of White Rock

If the access for the parkade and loading are separated, the result will be two crossings that will have a combined crossing width in excess of 7.0 meters.

The loading access requires a larger access in order to provide sufficient maneuvering to minimize impact on Lee Street. By sharing the maneuvering space with the parkade access, a more efficient configuration is achieved, that will minimise pedestrian conflicts.

It has been forecasted that the site trip generation will be approximately 33 vehicle trips in the morning peak hour (slightly more than one vehicle every 2 minutes), and 40 trips in the afternoon peak hour (1 vehicle movement every 1.5 minutes). Given that the loading zone is anticipated to be used once or possibly twice per day, the interaction between vehicles using the parkade and vehicles using the loading zone is anticipated to be very small.

It is recommended that the parkade and loading access remain as a single driveway.

It is recommended that a dashed line be painted to clearly delineate the two areas.

REVISED DRAFT



## 5.0 SUMMARY & RECOMMENDATIONS

### 5.1 Summary

In support of a parking variance in the supply of required on-site parking spaces, the following was assessed and considered:

- An analysis of parking demand based on the ITE Parking Generation Manual that determined that the average peak parking demand for the proposed land uses is 13-35% lower than the required parking rates;
- Local data in the *2018 Regional Parking Study* supports that generally, parking is over supplied throughout the region. Data supports expectations that non-market (affordable) rental apartment units will have significantly less parking demand;
- The City of White Rock experiences a high modal split towards walking. With the development being within a short walking distance of White Rock Town centre, its many commercial areas, and the adjacent schools and parks, it is expected that the option of walking will be heavily utilized by residents of this development;
- The proposed development location is in a reasonable distance to the frequent transit network, and also has several options for buses and community shuttles within a 5-minute walking distance, on both North Bluff Road and Russell Avenue;
- The developer will be providing transportation demand management measures in the form of public transit credit for the affordable rental units, and car sharing for the affordable ownership units.
- The provision of additional parking levels will economically make the project cost prohibitive.

CTS assessed the proposed parkade access configuration, and considered the crossing distance, observed vehicle volumes, and loading vehicle maneuverability to determine that a combined access is appropriate for the proposed development.

## 5.2 Recommendations

Based on the findings of this Parking Assessment, CTS recommends the following:

1. That the City of White Rock consider a variance in the requirement of vehicle parking stalls prescribed by the Zoning Bylaw for the proposed development of 35 parking stalls or 25%.
2. That the developer provides the transportation demand management measures outlined in this memo, and monitor their usage.
3. That the developer considers assigning the provided parking stalls for the development as outlined in this memo, in order to better manage the parking demand.
4. That the parkade and loading access remain as a single driveway.
5. It is recommended that a dashed line be painted, separating the parkade entrance and the loading stall as separate lanes.

We would like to take this opportunity to thank you for this unique project and we look forward to working with you again in the future. Please call the undersigned should you have any questions or comments.

Yours truly,

**CREATIVE TRANSPORTATION SOLUTIONS LTD.**

*Reviewed by:*

*Prepared by:*

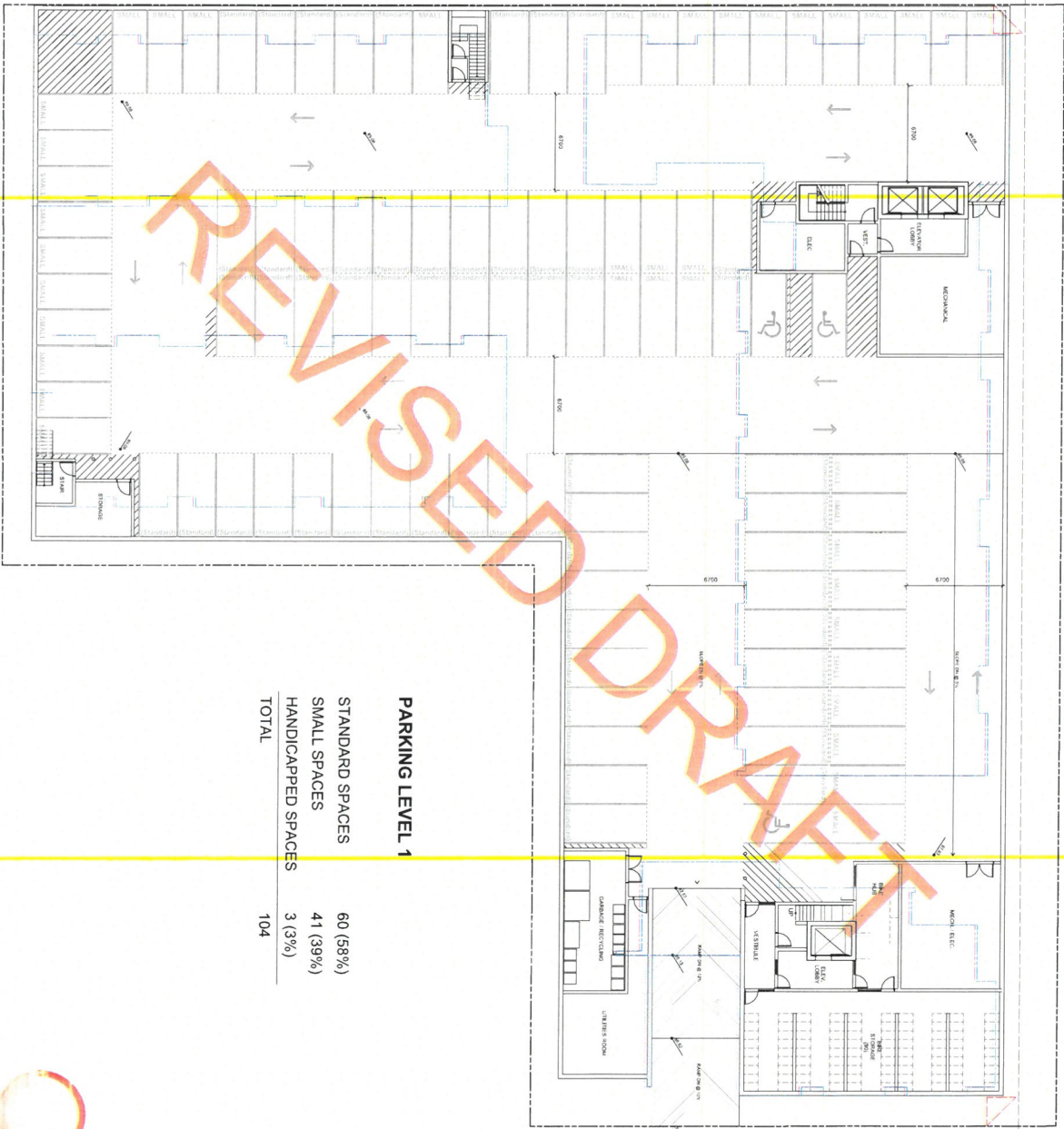
**Gary Vlieg, P.Eng.**  
Engineering Group Manager

**Dominique Bram Guevarra, EIT**  
Junior Traffic Engineer

Attachment

**Appendix A  
Architectural Drawings**

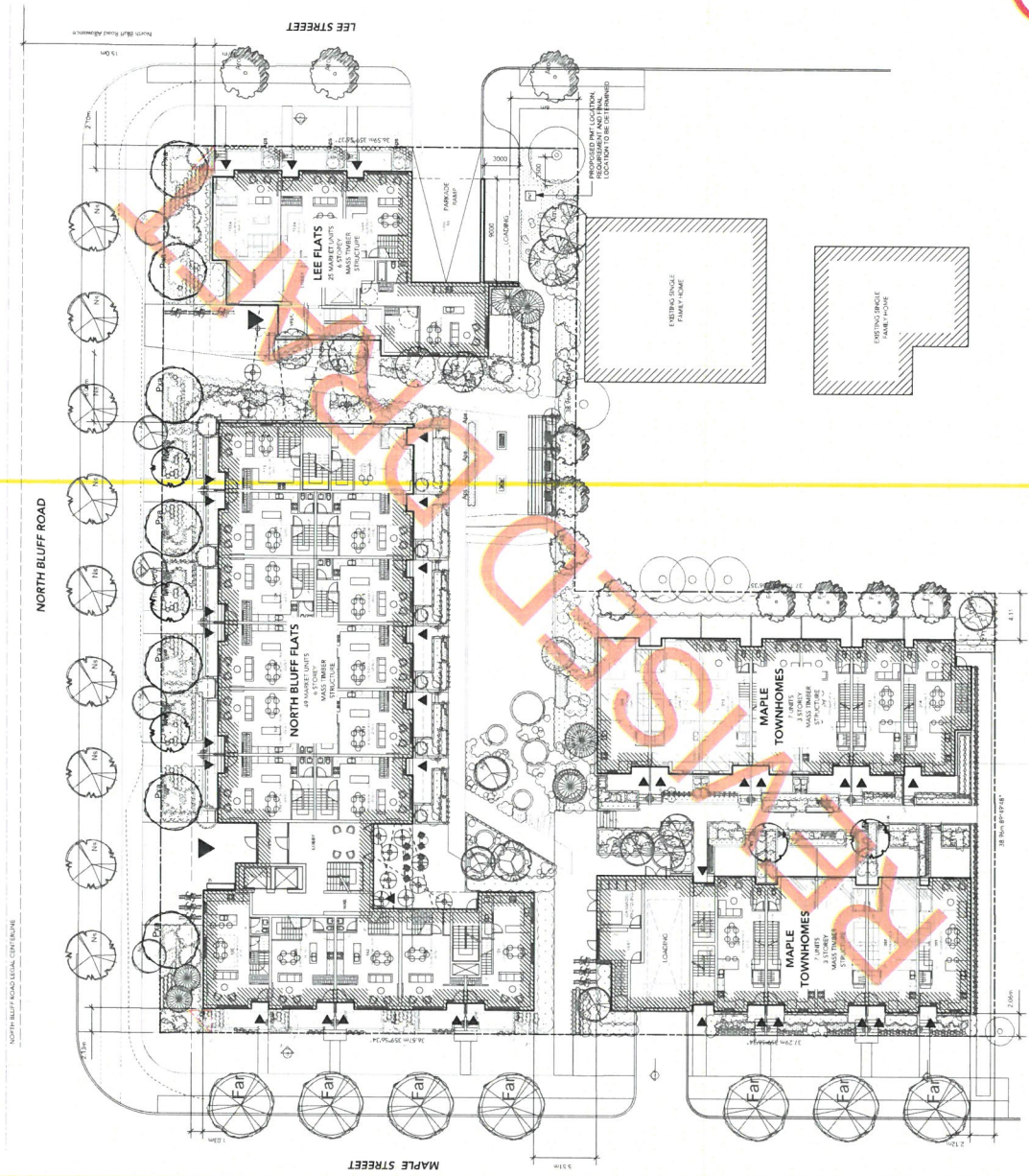
REVISED DRAFT



**PARKING LEVEL 1**

STANDARD SPACES	60 (58%)
SMALL SPACES	41 (39%)
HANDICAPPED SPACES	3 (3%)
<b>TOTAL</b>	<b>104</b>





BEACHWAY

**Urban**  
Arts  
Architecture + Urban Design  
1000 West 10th Street  
Vancouver, BC, Canada V6P 1A7  
Tel: 604.681.1111  
www.urbanarts.ca

SITE PLAN  
**A010**

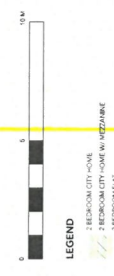
Issued for DP REV.  
2014.05.04  
Beachway  
White Rock, BC



**AREA SUMMARY**

UNIT TYPE	UNIT #	LS UNIT AREA (SF)	# OF UNIT	NET AREA SF
2-BR CH	107-111	572	5	3,260
2-BR CH	102-104	444	3	1,332
2-BR CH	105-106	444	2	888
2-BR CH	108-109	444	2	888
2-BR CH	110-111	444	2	888
2-BR CH	112-113	444	2	888
2-BR CH	105-106	619	2	1,238
2-BR CH	107-108	520	2	1,040
2-BR CH	111-112	444	2	888
2-BR CH	112-113	444	2	888
2-BR CH	107-108	444	2	888
2-BR CH	111-112	444	2	888
2-BR CH	107-108	444	2	888
1-BR CH	104A	226	1	226
1-BR CH	104B	226	1	226
SUB-TOTAL				10010
AMENITY			21	10010
STORAGE				10010
<b>TOTAL GROSS AREA</b>				<b>13100</b>

PERCUTATIONS: ELEVATORS, STAIRS



LOTS 1029A, Section 17, Township 1, New Westminster District, Part 365-3



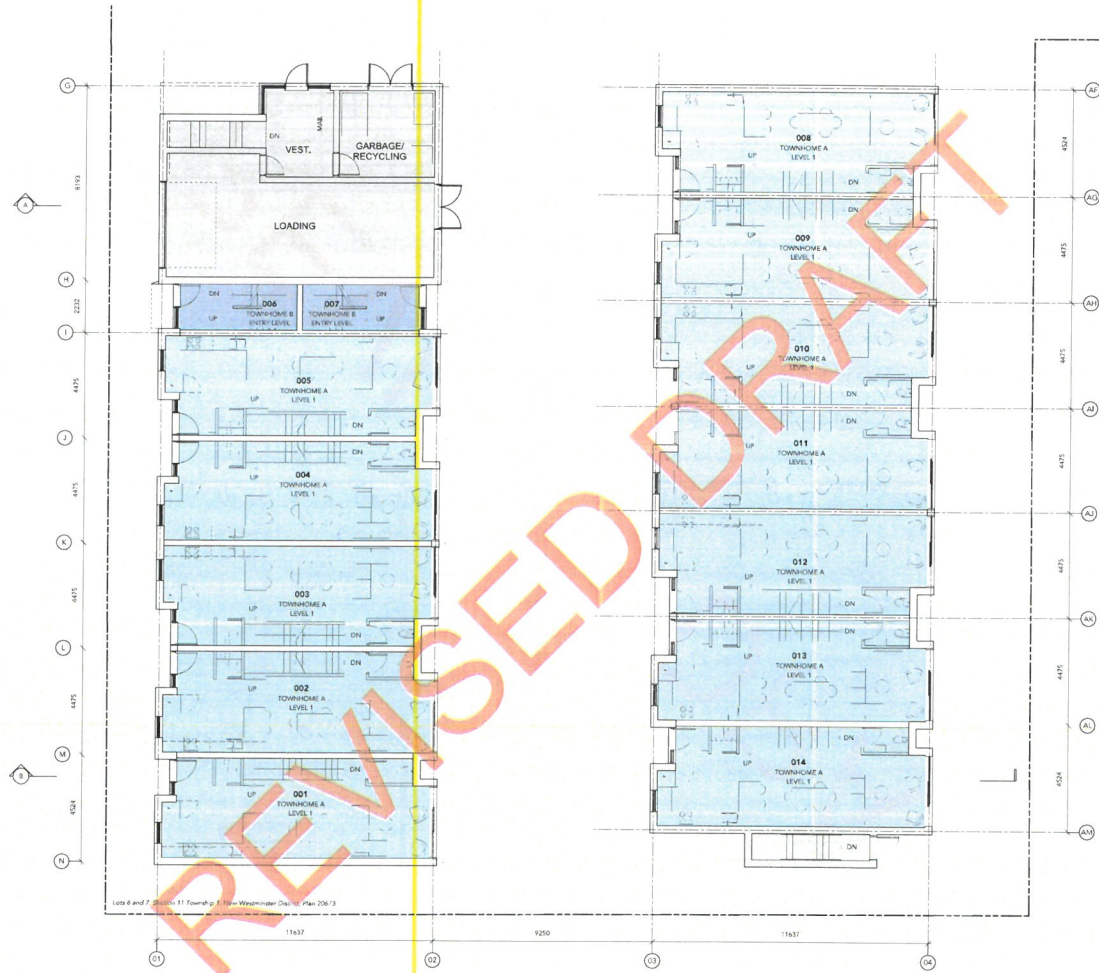
**Urban's**  
 REALTY LTD.  
 3002-115 Beach Street, West  
 Vancouver, BC V6Z 1S6  
 Tel: (604) 273-3366  
 Fax: (604) 273-3366



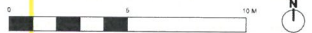
**BEACHWAY**

stand for DP  
 2019.09.04  
 Beachway  
 White Rock, BC

**FLOOR PLAN  
 FLATS LEVEL 1  
 A101**



Lots 6 and 7, Block 11 Township 1, New Westminster District, Plan 25613  
 11637 9250 11637



- LEGEND**
- 3 BEDROOM TOWNHOME MODEL A
  - 3 BEDROOM TOWNHOME MODEL B
  - STORAGE / SERVICE



**Urbarts**  
 Architecture \* Urban Design  
 302 - 111 Water Street  
 Vancouver, BC, Canada V6B 1A7  
 604.683.5080  
 info@urbarts.ca

issued for DP Rev  
 2019-09-04

**Beachway**  
 White Rock, BC

FLOOR PLAN  
 TOWNHOUSE L1

**A111**

# ‘Beachway 1’ Application Update”

*Zoning Amendment / Development Permit Application*

*Parking Variance and Affordable Housing*

**WHITE ROCK**  
*My City by the Sea!*

May 4, 2020

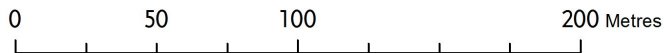


# Location

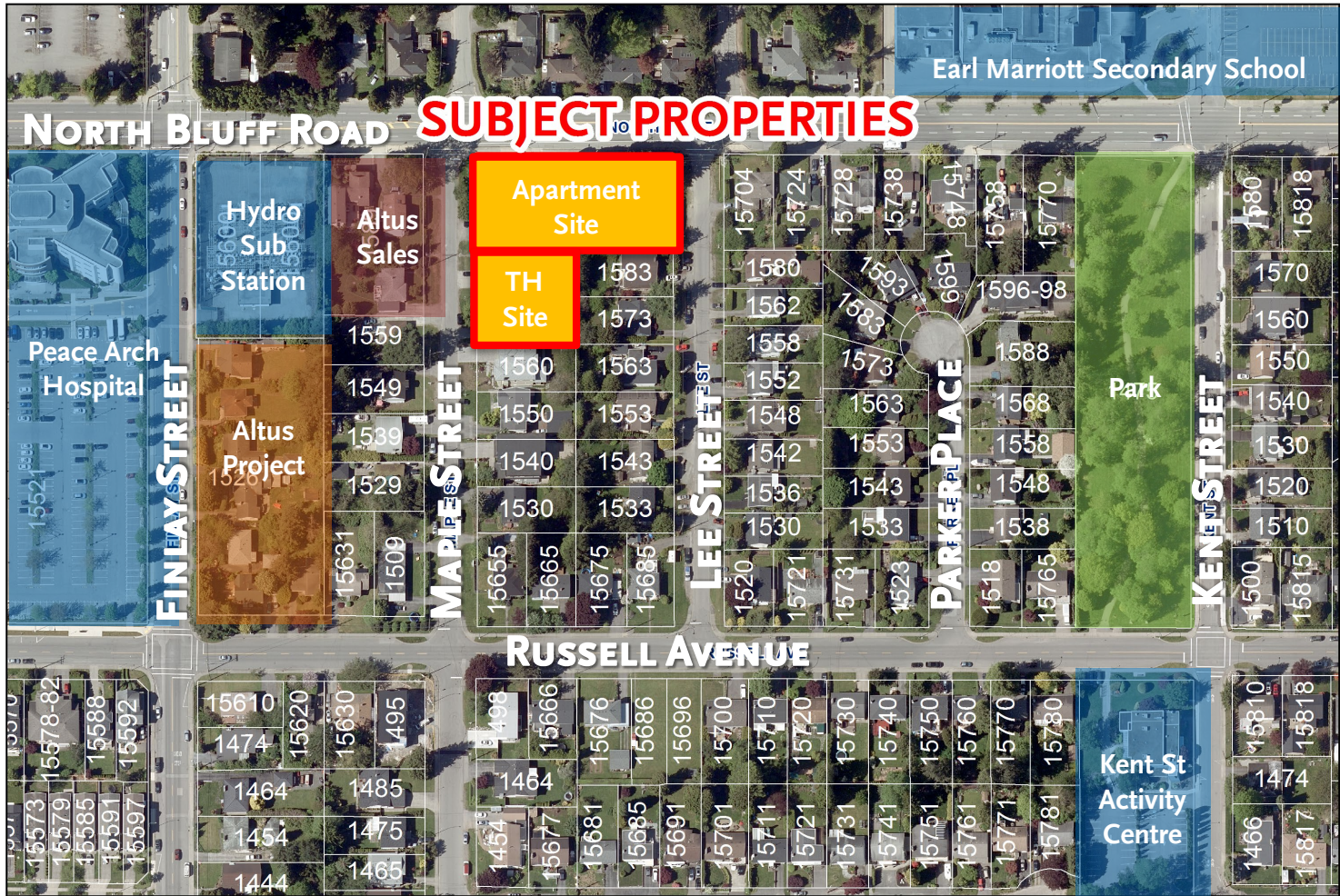


**Orthophoto**

Maple and North Bluff Assembly

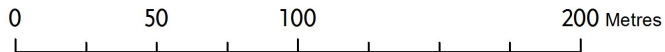


# Project Location



**Orthophoto**

Maple and North Bluff Assembly

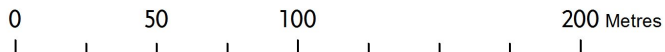


# Context – Related Applications



**Orthophoto**

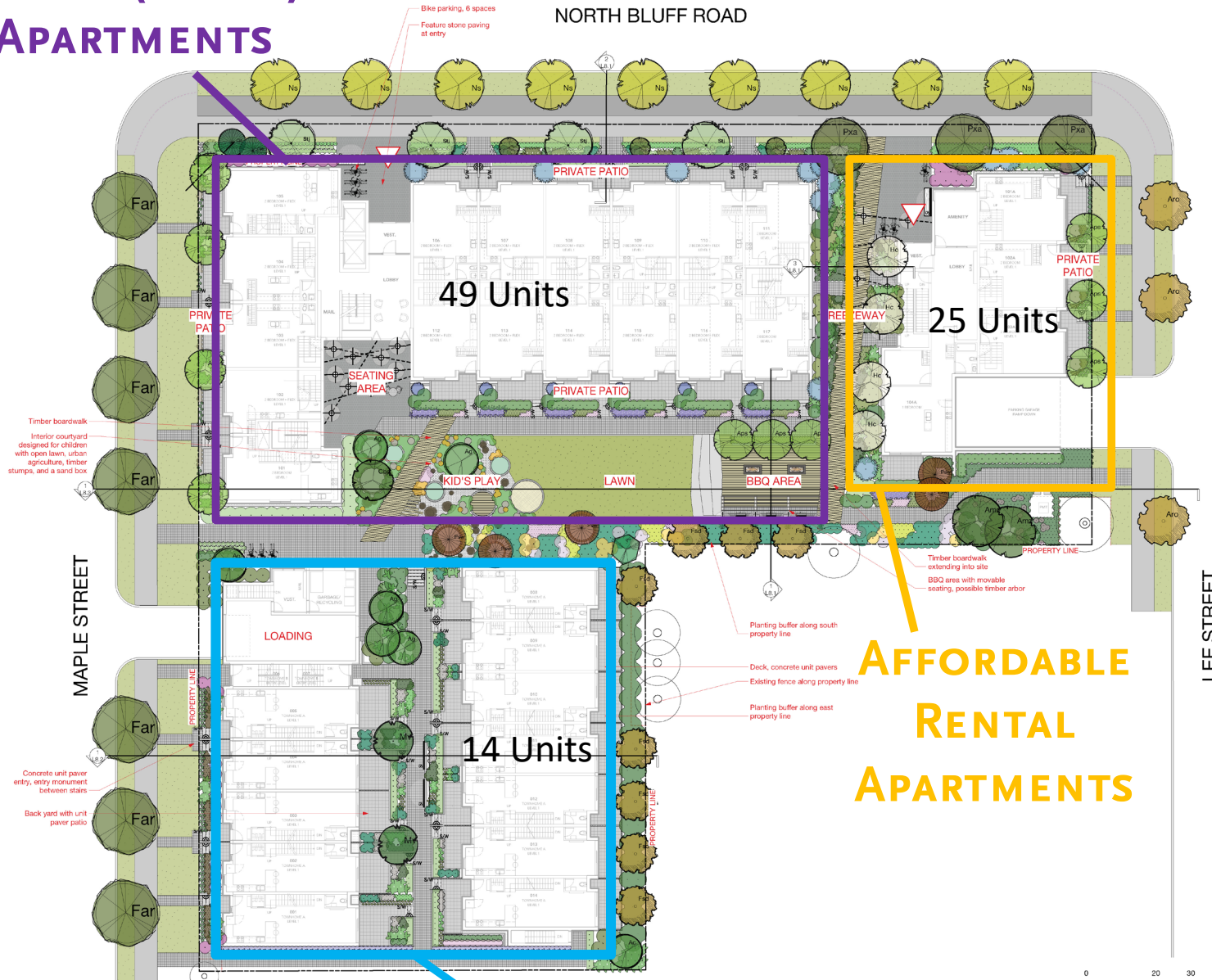
Maple and North Bluff Assembly



# STRATA (AHOP) APARTMENTS

# Landscape Site Plan

NORTH BLUFF ROAD



## AFFORDABLE RENTAL APARTMENTS

# TOWNHOUSES (MARKET STRATA)

Revision No.	Date	Revision Notes
--------------	------	----------------

Issue No.	Date	Issue Notes
A	2018-10-17	Issued for DP
B	2018-10-21	Re-issued for DP
C	2018-10-25	Re-issued for DP
D	2018-10-25	Re-issued for DP
E	2020-01-29	Re-issued for DP

Professional Seal

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Project: **Beachway Development**

North Bluff Road  
White Rock, BC

Drawing Title: **Landscape Site Plan**

Legal:	
Project Manager:	2-1830
Drawn By:	MC
Checked By:	DT
Date:	08/20/08
Scale:	<b>L3.0</b>
Sheet No.:	14

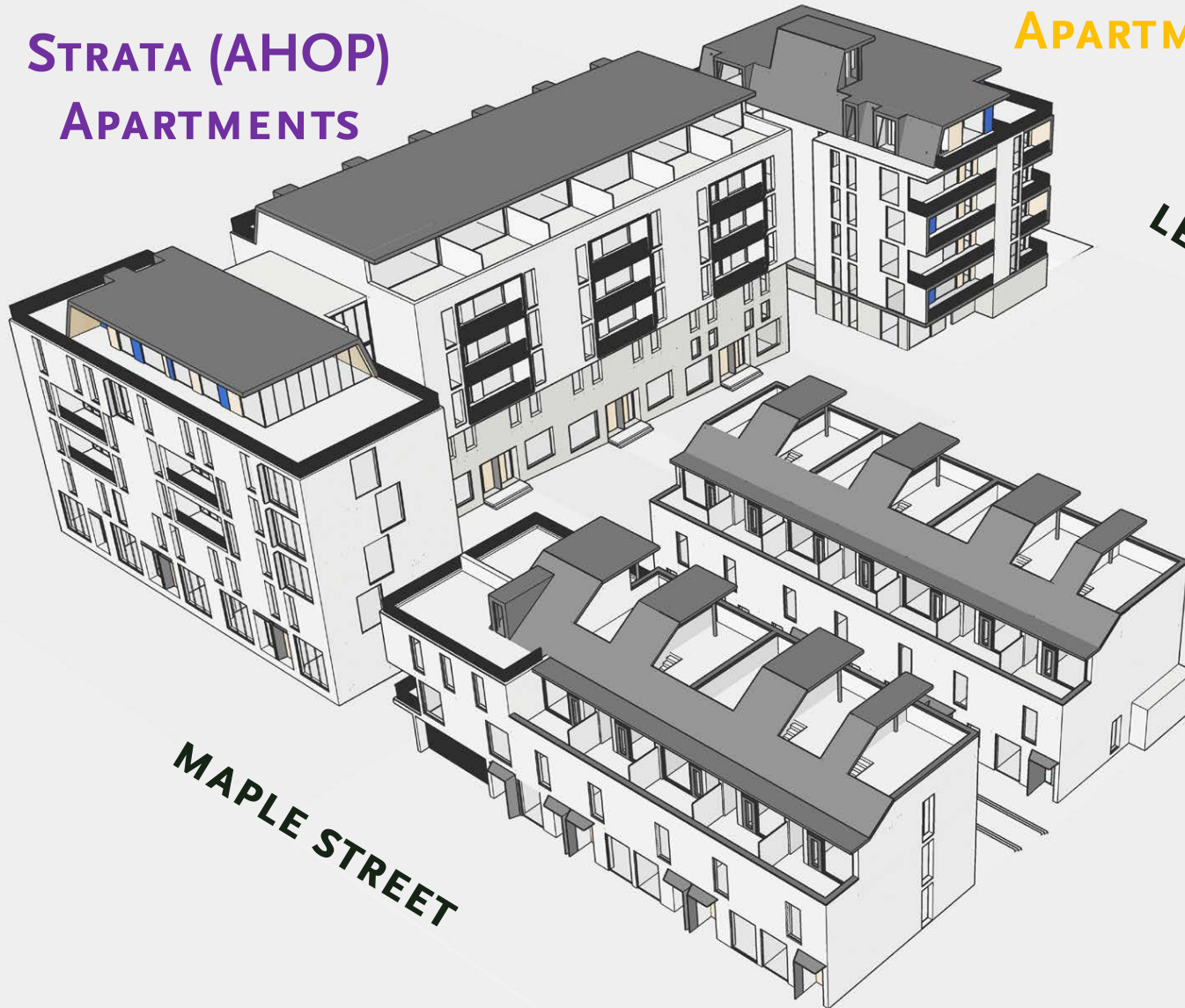


**LU & PAGENDA**

# Aerial View

**AFFORDABLE  
RENTAL  
APARTMENTS**

**STRATA (AHOP)  
APARTMENTS**



**MAPLE STREET**

**LEE STREET**

**TOWNHOUSES (MARKET STRATA)** LU & P AGENDA  
PAGE 77

# Building Elevations in Context

## AFFORDABLE RENTAL APARTMENTS



LEE STREET

## AFFORDABLE RENTAL APARTMENTS

## STRATA (AHOP) APARTMENTS



NORTH BLUFF ROAD



MAPLE STREET

## STRATA (AHOP) APARTMENTS



## TOWNHOUSES (MARKET STRATA)



# Rendering (looking southwest at Lee)



# Development Statistics Comparison

## Apartment Site

	Previous (Jan 2019) Proposal	Current Proposal
Number of Units	74 (25 below market rental, 49 strata)	74 (25 below market rental, 49* strata/AHOP)
Gross Floor Area	7,125.4 m <sup>2</sup> (76,697 ft <sup>2</sup> )	7,116 m <sup>2</sup> (76,601 ft <sup>2</sup> )
Floor Area Ratio (Gross)	2.5	2.49
Lot Coverage	51%	51.4%
Height (to top of roof)	Six storeys (~18 metres)	Six storeys (~18 metres)
Parking Spaces	99	<b>76</b>

\*includes 6 three-bedroom units

## Townhouse Site

	Previous (Jan 2019) Proposal	Current Proposal
Number of Units	14	14*
Gross Floor Area	2,174.3 m <sup>2</sup> (23,404 ft <sup>2</sup> )	2,044.2 m <sup>2</sup> (22,004 ft <sup>2</sup> )
Floor Area Ratio (Gross)	1.5	1.41
Lot Coverage	53%	53%
Height (to top of roof)	Three storeys (~12 metres)	Three storeys (~12 metres)
Parking Spaces	28 (14 'tandem' rows)	28 (non- tandem)

\*all 14 units have three or four bedrooms



# Parking Variance Proposal

Project Component	Units	Typical Parking Requirements	Proposed Parking Spaces	Variance
Strata Townhouses	14	28 (2.0 per unit)	28 (2.0 per unit)	0
Strata (AHOP) Apartments	49	59 (1.2 per unit)	49* (1.0 per unit)	10
Rental Apartments	25	30 (1.2 per unit)	13 (0.5 per unit)	17
Apartment Visitor Parking		22 (0.3 per unit)	14 (0.2 per unit)	8
<b>Total</b>		139	104	35

\*6 of the proposed 49 spaces for the strata apartment units are proposed as car share and would not be assigned to individual units

# Parking Variance Rationale (Applicant)

- Average Peak Parking Demand estimated as 107
- Convenient location (walking & transit)
- Affordable units expected to have lower vehicle ownership than typical strata housing
- Applicant to provide 25 rental units with transit credit for a minimum period of 2 years
- Car share for 49 AHOP units to encourage 0/1 car households
- Cost of additional parking would make affordable component of project not financially feasible (up to ~\$2.2M construction cost for 35 additional spaces)

# Parking Variance Comments (Staff)

- Parking demand rates may be optimistic, given unknown impact of COVID-19 on transit, evolving market for car-sharing and ride-hailing
- Residents (tenants and buyers) should be made aware of limited availability of parking and not expect on-street parking for personal use
- 0.5 spaces/unit for rental building more supportable if units set aside for tenants confirmed not to require personal vehicles (i.e., non-drivers)
- *Requiring additional parking may make project not feasible as affordable (low end of market) rental or with BC Housing AHOP program.*

# Off-Street Loading Spaces



Revision No.	Date	Revision Notes
A	2018-10-17	Issued for DP
B	2018-01-01	Re-issued for DP
C	2018-02-08	Re-issued for DP
D	2018-10-20	Re-issued for DP
E	2020-01-24	Re-issued for DP

Issue No.	Date	Issue Notes
A	2018-10-17	Issued for DP
B	2018-01-01	Re-issued for DP
C	2018-02-08	Re-issued for DP
D	2018-10-20	Re-issued for DP
E	2020-01-24	Re-issued for DP

Professional Seal

1 Small Loading underground



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Project  
**Beachway Development**

North Bluff Road  
 White Rock, BC

Drawing Title  
**Landscape Site Plan**

Role	Name
Project Manager	MU
Designer	MC
Checker	DT
Date	02/02/20
Scale	L3.0
Sheet No.	14



LU & PAGENDA

# Next Steps

- If Council willing to consider proposed parking variance, Zoning Bylaw drafted, Council consider 1<sup>st</sup>/2<sup>nd</sup> readings
- Staff discuss MOU and PPA with BC Housing
- Public Hearing for Zoning Amendment
- Council Decision (Zoning Bylaw 3<sup>rd</sup> reading)
  - *Completion of development pre-requisites (if approved)*
- Adoption of Housing Agreement / Zoning Bylaw
- Consideration/Issuance of Development Permit

# Options

1. Direct staff to prepare Zoning Amendment Bylaw and discuss MOU and PPA with BC Housing
2. Reject the proposal
3. Defer consideration and refer application to staff



# WHITE ROCK

*My City by the Sea!*

**Stephanie Lam**

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**Subject:** Written submissions from applicant re: LUPC report  
**Attachments:** Memorandum -CoW Beachway ZON MJD 19-02.pdf

Submitted from the Applicant's Architect:

#### ARCHITECTURE

- "Appreciate how much thought has been put into design on every level from the architecture to the landscape plan!"
- "Very happy with the new design layout. Nice development, novel ideas, and a convenient location."
- "The sustainable design is forward thinking and affordable housing gives the average person a housing option in a high value market."
- "I like the vision of the project. Wood for construction is extremely safe."
- "Very innovative construction methods. The floor plans are thoughtful and flexible, and I really love the brick!"

#### REVITALIZATION / ECONOMIC / DENSITY

Revitalization, Economic Benefits and Density were all closely connected in the comments.

Comments included:

- "Enhancing the public space and good sized units will benefit the community."
- "Great ideas to create a community feel for people to enjoy the architecture and landscape."
- "Beautiful development, the developer has considered the needs of the residents in the area with ample amount of green space and affordable housing."
- "In support of higher density on North Bluff Road, and creating an arterial route to the highway."
- "The design is attractive and a six storey development is very accommodative."

#### PUBLIC REALM

Positive comments regarding the public realm were received from citizens who both supported and did not support the project.

Comments included:

- "Enhancing the public space and good sized units will benefit the community."
- "Walk-ability is really important and an increase in amenities would be welcomed to reduce the need for cars."
- "It appears the setbacks and landscaping will enhance the community street scape and enable 'eyes on the street' safety."

Regards,

Shelley

**Shelley Craig**, BES, AADipl., AIBC, FRAIC  
Principal

#### **Urban Arts Architecture Inc.**

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## Memorandum

To: Carl Isaak  
Director of Planning and Development Services  
City of White Rock

From: Raghbir Gurm  
Bridgewater Development Corporation

Dated: April 29, 2020

Re: Beachway ZON/MJF 19-02

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### BEACHWAY 1 VISION AND GUIDING PRINCIPLES

I would like to take this opportunity to review the innovative design philosophy and project vision. The key principles of the project include the following:

1. Creating affordability through a mixture of tenure models for the middle income demographic in accordance with the City's vision of facilitating "growing up and growing old" in Whiterock.
2. Supporting health and well-being through social connectivity, creating community, and physical wellness. Three specific elements to support wellness include:
  - a. Supporting the neighbourhood community by adding a variety of units within a 3 minute walk of the Peace Arch Hospital and 10 minute walk to the Semiahmoo Town Centre;
  - b. Creating places to gather within the project, including outdoor garden, patio, and play areas; and interior amenity spaces.
  - c. Providing opportunities to encourage physical fitness and social connectivity through the inclusion of the active stair and outdoor amenity areas; and
  - d. Creating a sustainable project that demonstrates greenhouse gas reduction measures:
    - i. Provision of zero emissions share vehicles and EV charging infrastructure;
    - ii. Reduced parking space demand because of shared vehicles (and the concomitant reduction in spoil being transported); and
    - iii. The use of a pre-fabricated wood structure.

### BEACHWAY 1 PARKING STRATEGY

Further I would like to take this opportunity to address staff comments regarding the parking variance, and set it in context of research work that has been recently undertaken in the Lower Mainland, as follows:

1. Metro Vancouver Regional Parking ( source: <http://www.metrovancouver.org/services/regional-planning/PlanningPublications/RegionalParkingStudies-StaffReport.pdf> ). Key findings that speak directly to the Beachway 1 project, include:
  - a. Apartment parking supply and use is lower for buildings closer to frequent transit:

- i. For strata apartment buildings, parking supply exceeds utilization by 42 percent;
      - ii. For market rental apartment buildings, parking supply exceeds utilization by 35 percent; and
      - iii. Parking supply exceeds utilization in strata and rental apartment buildings across the region.
    - b. Apartment parking supply and use is lower for buildings closer to frequent transit. Supporting information:
      - i. For strata apartment buildings, parking utilization near frequent transit (bus or SkyTrain) ranges 0.86 – 0.97 vehicles per unit, compared to 1.09 for buildings further away;
      - ii. For market rental sites, parking utilization near transit (bus or SkyTrain) ranges 0.35 – 0.72 vehicles per unit, compared to 0.99 for sites further away from the FTN;
      - iii. Parking supply is lower in buildings close to frequent transit; and
      - iv. Small strata or rental units (0 or 1 bedroom units) tend to be most responsive to proximity to frequent transit, followed by 2 bedroom units.
    - c. Transit use is generally higher where apartment parking use is lower, especially for rental buildings:
      - i. Transit boardings (bus boardings within 400 meters of the apartments).
2. The following includes relevant Lower Mainland references regarding the provision of shared used:
- a. The ratio of shared vehicles and parking reduction is 1:6. In the regional context the ratio is line with City of Surrey and several other municipalities (*source pages 17 and 19 <http://www.metrovancouver.org/services/regional-planning/PlanningPublications/MetroVancouverCarShareStudyTechnicalReport.pdf>*)
  - b. Metro Vancouver recommendation on car share is: “ **Encourage Expansion of Car Share Programs where Feasible:** Municipalities and developers should encourage car share providers to expand beyond current operating boundaries to such places as emerging Urban Centre’s and Frequent Transit Development Areas in suburban areas wherever practical and feasible.” (*Source <http://www.metrovancouver.org/services/regional-planning/PlanningPublications/RegionalParkingStudy-TechnicalReport.pdf>*);
  - c. Within the project, all the shared vehicles proposed are 100% electric and zero emissions; and
  - d. Each of the parking stalls for the shared vehicle is accompanied EV charging stations and will serve as a resource for all the Beachway residents.
3. The provision of 6 shared zero emissions vehicles has the potential of removing 30 to 60 internal combustion engine vehicle (“.....each car share vehicle is estimated to have removed 5-11 private personal vehicles from the use of current car share households.” *Source page 22, <http://www.metrovancouver.org/services/regional-planning/PlanningPublications/MetroVancouverCarShareStudyTechnicalReport.pdf>*)
4. Demand for parking space need/utilization will further decrease when the rapid bus with terminus point at North Bluff(16<sup>th</sup>) / 156 Street starts operations.

## **CONCLUSION**

The two neighboring municipal governments (Surrey and Langley) have made declarations of climate emergency and now in the process of creating a framework to reach zero emissions by 2050. The City of White Rock Environment Action Committee has been charged with task of achieving the same. Beachway 1 will demonstrate the City's commitment to achieving zero emissions through sustainable building practices and the reduction in emissions through innovative parking strategies. Most importantly, the project facilitates and supports a walkable neighbourhood creating community connections that we have all come to realize are so important in this time of COVID-19 social isolation.