

THE CORPORATION OF THE
CITY OF WHITE ROCK
CORPORATE REPORT



DATE: July 29, 2024

TO: Mayor and Council

FROM: Anne Berry, Director, Planning and Development Services

SUBJECT: Initial Review (Round 2) for 14780 North Bluff Road (OCP/ZON/MJP 23-016) – TELUS Living and TELUS Network Facility

RECOMMENDATIONS

THAT Council:

1. Receive for information the corporate report dated July 29, 2024, from the Director of Planning and Development Services, titled "Initial Review (Round 2) for 14780 North Bluff Road (OCP/ZON/MJP 23-016) – TELUS Living and TELUS Network Facility;"
 2. Direct staff to process the OCP and rezoning amendment application at 14780 North Bluff Road separately from the North Bluff Corridor Study; and,
 3. Permit staff to prepare scoping report for the North Bluff Corridor Study in concurrence with the OCP update Request for Proposal.
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EXECUTIVE SUMMARY

The City has received an initial application for a combined OCP and rezoning proposal which, if approved, would enable the construction of a 6-storey mixed-use development at 14780 North Bluff Road.

In accordance with the amendments to the Planning Procedures Bylaw, 2017, No. 2234 approved in September 2020, all official community plan amendments ("OCP amendment") and zoning bylaw amendments ("rezoning") applications are brought forward to the Land Use and Planning Committee (LUPC) for initial review. As of March 2023, Council dissolved the LUPC (made up of members of Council) as a committee and as such, all such applications have been presented directly to Council since.

Upon receipt of an initial review report, Council can deny the application or direct staff to continue processing the file (without committing to the proposal's ultimate approval). If Council deems that the application meets the intent of the OCP, city bylaws and policies, it can provide comments and direct the application to the next stage in the application process. If Council deems that the application does not meet the intent of the OCP, city bylaws and policies, Council may identify their concerns and send it back to staff or not support the application. If rejected, an Applicant would be refunded a portion of their application fees and may consider making a subsequent application responsive to Council's concerns or continuing the current land use on the property. Alternatively, they may choose to develop within their current zoning provisions.

On July 12, 2021, Council adopted Official Community Plan Amendment Bylaw No. 2387. This OCP Bylaw update included several changes to the OCP, including limiting the scale (height and density) of development in the Town Centre, Town Centre Transition, and Waterfront Village land use designations, as well as introducing new definitions for affordable rental housing as they relate to density bonus incentives for projects that include affordable rental housing.

The proposed zoning bylaw amendment application in its current form does not comply with those updates; therefore, an OCP amendment would be required if the zoning bylaw amendment were to advance.

PREVIOUS COUNCIL DIRECTION

Motion # & Meeting Date	Motion Details
September 14, 2020 2020-443	THAT Council gives first, second, and third reading to "City of White Rock Planning Procedures Bylaw, 2017, No. 2234, Amendment (Initial Information Reports for Zoning Amendments) Bylaw, 2020, No. 2357." CARRIED
September 28, 2020 2020-473	THAT Council give final reading to "City Of White Rock Planning Procedures Bylaw, 2017, No. 2234, Amendment (Initial Information Reports For Zoning Amendments) Bylaw, 2020, No. 2357." CARRIED
October 30, 2023 2023-404	THAT Council receive for information the corporate report dated October 30, 2023, from the Director of Planning and Development Services, titled "Initial Review of 14780 North Bluff Road (OCP/ZON/MJP 23-016) - Telus Living and Telus Network Facility". CARRIED

INTRODUCTION/BACKGROUND

The subject property at 14780 North Bluff Road currently houses a TELUS telecommunications infrastructure facility. The site is bounded by three streets: North Bluff Road (*arterial road*), Oxford Street (*primary collector road*) and Vine Avenue (*local residential road*). The subject property is surrounded by predominantly larger lots to the east and southeast, single-family residential dwellings in the City of Surrey to the north, and a larger concentration of infill development on narrower lots to the southwest. Centennial Park is situated west of the subject site, separated by six single-family lots. A twelve-storey multi-unit residential development, the Belaire, is situated immediately east of the site. Location and Ortho maps are included in Appendix A.

Original Application

On October 30, 2023, Council received a corporate report from the Director of Planning and Development Services titled "Initial Review of 14780 North Bluff Road (OCP/ZON/MJP 23-016) – TELUS Living and TELUS Network Facility."

The proposal involves TELUS downsizing its existing communication network infrastructure on the subject property and integrating 100 purpose-built secured market rental residential units within a six-storey development called TELUS Living. A 3-level TELUS network facility will be incidental to the building having an area of roughly 5,400 sq.ft. The L-shaped building will be constructed on top of a two-level underground parkade with frontage along North Bluff Road and Oxford Street. Units located on the ground level are intended to have individual front doors and private patios to create a residential street-scape character.

To facilitate the proposal as submitted, the proponent has submitted the following applications:

- Official Community Plan (OCP) amendment
- Zoning Bylaw amendment - *To rezone to a Comprehensive Development (CD) Zone*
- Major Development Permit
- Termination of LUC – *this application type is no longer required. All LUCs are terminated as of June 30, 2024, and the underlying zoning is now in effect.*

At the October 30, 2023 meeting, the primary concern noted with the application was the lack of an affordable housing component for the proposed height and density sought on the subject site. The application was deferred back to staff with Council’s comments for the Applicant to consider and address.

Current Application

The Applicant has submitted a revised proposal to accommodate Council’s discussion points related to the proposal noted at the October 30, 2023 meeting and has responded as follows:

Table 1: Applicant's response to Council comments

Council’s Comments	Applicant’s Response
For the proposed height being sought, consideration of the inclusion of an affordable housing component (10 - 20 % affordable housing)	Proposing delivering 10% of the 100 rental units at 20% below ‘Fair Market Rent’ for 60 years and to be made available to moderate-income households and securing the same as a Housing Agreement registered on title as a section 219 covenant.
Accommodating studio apartments within the development, in addition to including an affordable housing component.	Of the 100 residential units, 13 studio units are included. Of the 13, one (1) studio unit will be rented at 20% below market value.

Figure 1 that follows illustrates an updated rendering of the proposed development as viewed from the corner of North Bluff Road and Oxford Street. The Applicant’s response to Council comments is provided in Appendix B and the conceptual drawings in Appendix C.



Figure 1- Updated rendering of development at 14780 North Bluff Road

ANALYSIS

Official Community Plan (OCP)

Table 2.0 below includes the details on the current and proposed OCP land use designation and the Development Permit Area(s) for the subject site.

Table 2: Details on OCP land use designation and Development Permit Areas

	CURRENT	PROPOSED
OCP Land Use Designation	Institutional and Utility <ul style="list-style-type: none"> - to enable institutional and civic facilities such as schools, hospitals, major complex care facilities, civic buildings and facilities, and major utility buildings and facilities 	Town Centre Transition <ul style="list-style-type: none"> - to allow multi-unit residential uses, with mixed-use (commercial/residential) on George Street and adjacent to the hospital. - <u>Existing institutional and utility uses are also supported and may be mixed in new buildings with multi-unit residential uses.</u> Building types range from low-rise to mid-rise.
Development Permit Areas (DPAs)	Mature Neighbourhood DPA (<i>Form and Character</i>): <ul style="list-style-type: none"> - Guidelines listed under this DPA are intended to protect and enhance the quality of the natural and built environment and to enhance the character of White Rock's history and setting. 	Multi-Family DPA (<i>Form and Character</i>): <ul style="list-style-type: none"> - Guidelines listed under this DPA are intended to ensure new developments are compatible with or complementary to adjacent developments in terms of height, density, and design, with height transitions as outlined in Figure 9 in applicable areas in the OCP.

	- However, proposals where the intended use is wholly limited to institutional, utility or civic uses are exempt from the Development Permit Application approval process.	
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The OCP contemplates future growth to be focused on the Town Centre as well as the adjacent Town Centre Transition areas and the Lower Town Centre. Allowable densities (Gross Floor Area Ratio or FAR) for future development for these three land use designations are highlighted in Figure 3 below. The subject property falls outside these areas and is highlighted in purple in Figure 3 below.



Figure 2: Maximum FAR in Town Centre, Town Centre Transition, and Lower Town Centre Areas
(*indicated density may be increased with the inclusion of an affordable housing component)

Maximum heights (in storeys) for the same areas are outlined in Figure 4 below. Schedule A in the OCP indicates the land use designation that applies to each property in the City. The subject property is highlighted in purple in Figure 4 below.

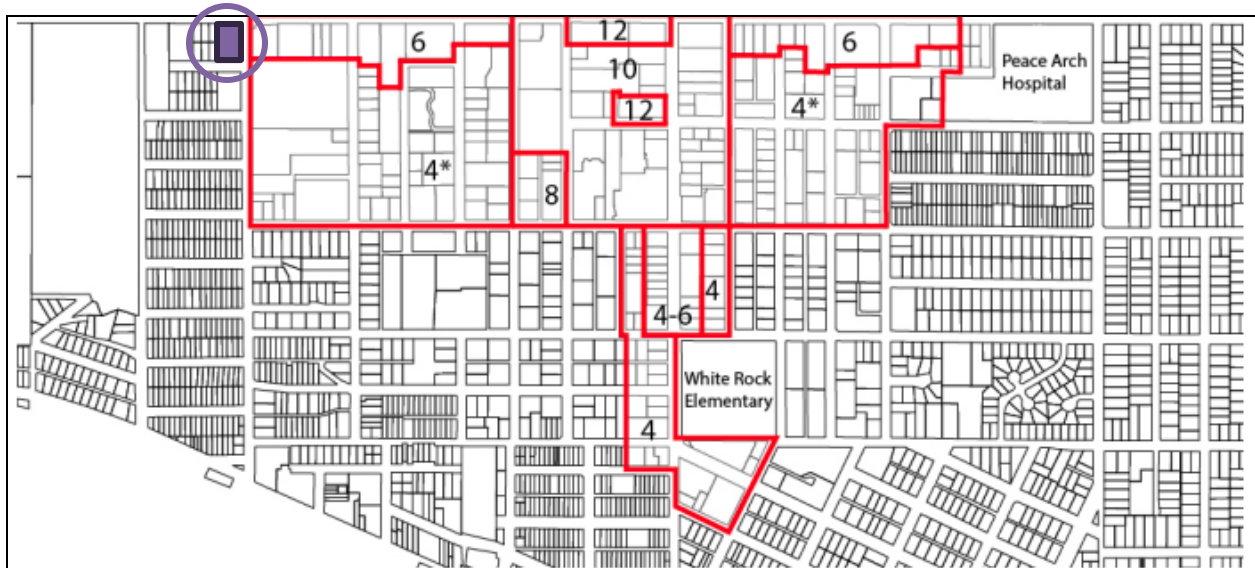


Figure 3: Maximum Building Heights in the Town Centre, Town Centre Transition, and Lower Town Centre Areas
(* indicated where 6 storeys permitted with inclusion of an affordable housing component)

Affordable Rental Housing (OCP)

Section 11.0 in the OCP defines new Affordable Rental Housing “as being intended to be affordable for very low and low-income households by making the maximum rent at least 20% below the average rent in the White Rock area as determined by the most recent rental market report from Canada Mortgage and Housing Corporation.”

Figure 5 below highlights (in yellow) three locations in the City that are identified as potential affordable rental housing sites per *Figure 11* in the OCP. In the OCP, redevelopment up to six storeys and 2.5 FAR via rezoning can be considered in these three locations (Figure 5 below) and specific areas in the Town Centre Transition designation (see areas with ‘*’ in Figure 4 above), provided at least 20% of the units as affordable rental housing (*strata development*) or 10% of the units as affordable rental housing (*secured market rental development*), as detailed in OCP Policy 11.2.4.



Figure 4: Potential Affordable Rental Housing Sites (from OCP)

The subject property (highlighted in purple in Figure 5 above) is located adjacent to six lots identified as a potential affordable rental housing site in the OCP. However, the subject property’s current land use designation (i.e. Institutional and Utility) **does not** contemplate this height or density and is therefore subject to an OCP amendment application.

Proposed Alternate Methodology to achieve Below Market Rental Units

To address Council’s comments at the October 30, 2023 meeting, the Applicant is proposing an alternate methodology to provide a portion of the rental units within the development at below market rates while still ensuring the feasibility of the project remains viable. It is noted that these will not fall under the City’s definition of “affordable rental housing”.

Of the 100 purpose-built rental units, the Applicant is proposing 10% of these 100 units at 20% below “Fair Market Rent”. Fair Market Rent is defined as “the monthly rent which would be paid for a Rental Unit as between persons dealing in good faith and at arm’s length for a similar residential dwelling of comparable size and number of bedrooms in buildings similar in location, age, quality and materials as the Development.”

Per the Applicant’s rationale letter (see Appendix B), the focus for the below-market rental units in this building is aimed at moderate-income households. The City’s definition of affordable housing is aimed at providing housing attainable to very low and low-income households and is based on the standard affordable housing definition which typically involves rent 20% below the CMHC average. However, per the City’s Housing Needs Report, it is noted that White Rock would benefit from securing more purpose-built rental units at rental rates within reach of low

and moderate-income earners (e.g., affordable housing agreements)¹. Additionally, the following excerpt from the Housing Needs report describes the current and anticipated need for specific housing and moderate-income groups of special interest to the Province:

The increasing prices for homeownership have led more households to remain as renters who would have otherwise purchased a home. This is impacting moderate-income families and the workforce, resulting in residents who work in White Rock to find housing in neighbouring Surrey or moving out of the region altogether. This situation has also created additional pressure on the rental supply. There is a need for affordable homeownership options in White Rock, including ground-oriented multi-unit housing such as townhouses. A key challenge for the City of White Rock is considering the integration of ground-oriented multi-unit housing in an already land constrained community.²

As noted earlier, since the subject site is not identified within the Town Centre Transition Area and is not subject to the affordable rental housing policies in the OCP, the Applicant has offered this an alternate method to secure below-market units in addition to all units within the development being purpose-built market rental units. Supporting new secured market rental and any form of affordable rental housing will help improve housing affordability and attainability for various income household groups in the City.

If approved, the below-market and secured market rental units in this proposed development will ultimately count towards the five-year Provincial housing target of 1,067 units that White Rock is mandated to meet by June 30, 2029.

Community Amenity Contribution waivers

As per City Policy 511, Density Bonus/ Amenity Contribution secured non-market and market rental housing, as well as other forms of affordable housing, are considered community amenities as they provide for a more diverse range of housing types, tenures and rent or price levels that are available to White Rock residents. On this basis, the city will consider waiving or reducing community amenity contributions for these development applications on a project-by-project basis, using the following approaches to determine appropriate amenity contribution reductions based on:

- Secured market rental housing developments are those designated for rental purposes only and protected with a covenant, lease agreement, or housing agreement registered against the title for the life of the building.
- Consider waiving up to a maximum of 50 percent of applicable amenity contribution for secured market rental floorspace, subject to this floorspace being secured by relevant legal agreements and a review of the relevant development application and its merits in providing a secured market rental housing amenity that benefits the community.

Amenity contribution reductions may also be considered for other types of affordable housing applications on the condition that the proposals demonstrate the ability to provide rental, home ownership or other tenure models and dwelling units that are rented or purchased at rates below what is currently available on the housing market, as determined by local and sub-regional housing market and household income indicators, and continue to be offered at below market rates for a period specified by the City of White Rock and secured by relevant legal agreements.

¹ [White Rock Housing Needs Report \(2021\)](#)

² Ibid

A market research/housing consultant may be utilized in determining potential amenity contribution reductions on a project-by-project basis and consistent with the approach described above regarding the determination of amenity contribution value. This would be visited if Council moved forward with proceeding to the combined OCP and rezoning process for this development.

Zoning

This property is currently zoned P-1 Civic Institutional. The P-1 zone lists *public utility uses* as permitted use in this zone. For this proposal, a rezoning to a property-specific Comprehensive Development (CD) Zone is required. The Applicant has proposed this zone to be modelled around the RM-3 High-Density Residential zone. Table 3.0 below provides basic development statistics.

Table 3: Existing and Proposed development statistics

	Current Zoning	Zone Standard (RM-3)	Proposed Zoning
Zone	P-1	RM-3	CD zone (modelled around the RM-3 zone)
Use	Civic/Institutional Zone	High-Density Multi-Unit Residential	Mixed-Use (Residential + Utility)
Lot Requirements			
Lot Coverage	50%	45%	60% (approx.)
Height (max)	10.7 m	23.0 m	6 storeys 25.0 m
Density	N/A	2.0 times lot area (Max. RGFA) 90 dwelling units/0.4ha	2.60 Gross FAR 100 dwellings + 502 m² for TELUS network facility
Off-Street Parking Spaces	-	150 spaces (1.5 space/ unit)	117 spaces (1.1 space/unit)

The unit mix proposed by the Applicant is as follows:

Studio:	13%
One-bedroom:	19%
One bedroom + den:	30%
Two bedrooms:	21%
Two bedrooms + den:	17%

Of the 100 purpose-built units, 10% of the units are proposed to have rental rates provided at 20% below “fair market rent” and shall be distributed across all unit types. The development will also feature a combination of indoor and outdoor amenity spaces. The Applicant’s revised drawing package can be found in Appendix C.

Parking

The proposal includes incorporating 117 off-street parking spaces (i.e. 1 resident space + 0.1 visitor space per dwelling unit). Per the City’s Zoning bylaw, the required off-street parking spaces for this development is 150 spaces (i.e. 1.2 resident spaces + 0.3 visitor space per dwelling unit). The Applicant’s Parking study (see Appendix D) provides a detailed rationale and analysis regarding the reduced parking rate in this development, which includes a comparison of parking rates for rental versus strata development.

In an effort to support new affordable and rental housing within transit-accessible locations, Policy 11.2.1.g. in the City's OCP notes reviewing parking requirements to determine the extent to which parking can be relaxed for nonmarket and rental housing within walking distance i.e. 400-800 metres of real travel distance) of frequent transit service and/or commercial areas). The subject site is strategically located, bounded by three streets (North Bluff Road, Oxford Street and Vine Avenue), along an identified bus route and is approximately 530m from the City's Town Centre Area.

Further, Policy 13.5.5 in the OCP emphasizes the need to manage parking supply by reviewing parking standards for new developments to ensure oversupply does not occur and considering reducing requirements in denser areas. The Applicant's parking study includes a comparison of zoning bylaw requirements across other municipalities in the lower mainland in BC.

Land Use Contract (LUC)

At the time of this application in 2023, the property was subject to Land Use Contract No. 15 to house a TELUS telecommunications infrastructure facility. The former provincial '*Municipal Act*' in the late 1970s to early 1980s provided the authority for local governments and property owners to enter into an agreement as a Land Use Contract (LUC) outlining site-specific land uses and conditions of development. The legislation was changed in the 1980s and no longer allows new LUCs, and only provides for the amendment and/or discharge of the existing LUCs.

In 2014 the Province amended the *Local Government Act* to provide for the termination of all land use contracts on June 30, 2024 and to require municipalities to adopt underlying zoning for all properties that are subject to LUCs by June 30, 2022. In the case of the subject property, the P-1 Civic/Institutional zone is already in place and is now in effect for this property. The associated application to discharge a LUC is no longer required for this proposal.

North Bluff Corridor Study

One of Council's Strategic Priorities is to assess the long-term land use and density in Uptown (town centre) along North Bluff Road, from Oxford Street to Finlay Street, in consultation with Surrey's approved Semiahmoo Town Centre Plan (see linked Appendix E). On June 12, 2023, Council directed staff to develop a scope of work and cost estimate for the Land Use Plan for the North Bluff Corridor Study. This project has not yet commenced due to the implementation demands of Provincial Bills, 44, 46, 47 & 16.

It is anticipated that the scoping report will further refine the corridor study area, however, the subject site falls outside the perimeter of the present corridor study area based on Council's strategic priority. Due to the scale of density and height requested for this project being consistent in nature with established land use designations to the east, staff recommend that this application be processed **separately** from the review of the North Bluff corridor study.

Alternatively, Council could choose to defer consideration of the application as the results of the corridor study will inform staff of the recommended height and density limits for the areas east of the subject site and ensure the proposal aligns with these study findings before bringing the application forward for Bylaw readings to Council.

2023 Provincial Housing Legislation

On December 7, 2023, Bill 44-2023 *Housing Statutes (Residential Development) Amendment Act*, 2023 came into effect. The Bill is aimed at increasing the availability, variability, accessibility, and affordability of housing across all municipalities in B.C. The first step was for local governments to update their Zoning Bylaw regulations to permit Small-Scale Multi-Unit

Housing (SSMUH) with a deadline to comply by June 30, 2024. The City adopted *Zoning Bylaw, 2024, No. 2506* on June 27th to align with SSMUH regulations.

In efforts towards a more proactive approach to planning, the Province has additional requirements for local government to identify housing needs and to plan for what is then needed. The following two action items needed to be completed in 2024 and 2025 and they interrelate with the North Bluff Corridor Study:

December 31, 2024	Interim Housing Needs Report to be adopted
December 31, 2025	Municipalities to have completed their first comprehensive review and update of the City's Official Community Plan and Zoning Bylaw to align with the interim Housing Needs Report

In the interest of proactive long-term planning, staff recommends that Council consider combining this corridor study with the required OCP update scheduled to begin in early 2025. In light of this new legislation, this recommendation if supported, will enable staff to conduct a comprehensive analysis of all existing land uses within the City, which includes the North Bluff corridor area, in consultation with Surrey's approved Semiahmoo Town Centre Plan. This work will also include incorporating the results from the interim housing needs report, as the OCP and Corridor Study are interrelated projects.

Alternatively, Council can consider deferring the North Bluff Corridor Study until more information on Transit Oriented Area (TOA) implications for the City has been identified. It is anticipated that TransLink's plans for the King George Boulevard Bus Rapid Transit (BRT) line could trigger the requirement to designate TOA areas within the City to allow for additional density, beyond the current OCP limits.

The Mayor's Council has prioritized the Bus Rapid Transit (BRT) as part of their *10-year priorities plan*³. Bus Rapid Transit, or BRT, is a high-frequency rapid transit service with dedicated bus lanes and rail-like stations. Up to nine BRT and RapidBus priority corridors have been identified. The Mayors' Council identified King George Boulevard, Langley–Haney Place, and Metrotown–North Shore as the first three corridors to advance to further planning, engagement, and implementation. The King George Boulevard BRT corridor is intended to run up to Semiahmoo Town Centre. Staff anticipate there may be a future impact on White Rock as it relates to TOAs, however, this has not been confirmed by the Province at this time.

FINANCIAL IMPLICATIONS

Application fees for OCP and Zoning amendments applications that Council denies would be subject to a refund minus 10% of the original fees. This refund is intended to cover administrative costs.

COMMUNICATION AND COMMUNITY ENGAGEMENT IMPLICATIONS

If supported, the 14780 North Bluff Road project would proceed to a Public Information Meeting (PIM) following receipt of a complete application package submission. Following the PIM and circulation of the application for interdepartmental comments, the bylaws would be presented to Council for 1st and 2nd readings. The application would also be subject to a Public Hearing,

³ [Transport 2050: 10-Year Priorities for Translink](#)

enabling additional community engagement. Notice of the PIMs and Public Hearings would be circulated to owners and occupants of properties within 100 metres of the development.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS

The initial review of OCP and rezoning applications bring such applications before Council prior to referral to internal city departments, and several external agencies (e.g. School District, RCMP, Surrey etc.)

ALIGNMENT WITH STRATEGIC PRIORITIES

1. Community – We foster a livable city with connected residents enjoying distinctive places and activities.
2. Housing & Land Use – We advocate for diversity in housing and practice balanced land-use planning.
3. Infrastructure (Built and Natural Environment) – We plan, build, and maintain infrastructure to enhance the quality of life and civic service delivery while mitigating and adapting to environmental impacts.
4. Local Economy – We facilitate diversified economic growth and leverage partnerships

OPTIONS / RISKS / ALTERNATIVES

Alternatives to the staff recommendations include:

1. Council may direct staff to obtain additional project-specific information before deciding whether to advance or deny the study and/or application;
2. Council may defer consideration of the application until the corridor study is complete;
3. Council may deny staff's recommendations.

CONCLUSION

Staff are recommending Council direct the combined OCP and rezoning amendment application at 14780 North Bluff Road to be processed separately from the review of the North Bluff corridor study.

Respectfully submitted,

Reviewed and Approved by,



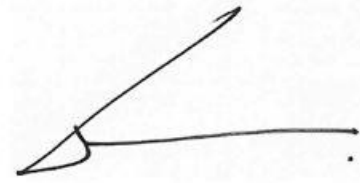
Neethu Syam
Planning Division Lead



Anne Berry, MCIP RPP
Director, Planning and Development Services

Comments from the Chief Administrative Officer

I concur with the recommendations of this corporate report.

A handwritten signature in black ink, consisting of a stylized 'G' followed by a horizontal line and a small dot at the end.

Guillermo Ferrero
Chief Administrative Officer

Appendix A: Location and Ortho Maps

Appendix B: Applicant's Summary of Changes Letter

Appendix C: Revised Conceptual Drawing Package - 14780 North Bluff Road

Appendix D: Parking Study – 14780 North Bluff Road

Appendix E: [Land Use Plan for Semiahmoo Town Centre](#)