

THE CORPORATION OF THE
CITY OF WHITE ROCK
CORPORATE REPORT



DATE: September 23, 2024

TO: Mayor and Council

FROM: Anne Berry, Director, Planning and Development Services

SUBJECT: Consideration of First and Second Reading for OCP Bylaw Update – DPA Guidelines Update Related to SSMUH (Bylaw 2519)

RECOMMENDATIONS

THAT Council:

1. Receive the September 23, 2024, Corporate report from the Director of Planning and Development Services, titled “Consideration of First and Second Reading for OCP Bylaw Update – DPA Guidelines Update Related to SSMUH (Bylaw 2519);”
2. Has, pursuant to Section 475(2) of the *Local Government Act*, considered whether opportunities for consultation should be early and ongoing, and specifically whether consultation is required with:
 - a) The board of the regional district in which the area covered by the plan is located, in the case of a municipal official community plan;
 - b) The board of any regional district that is adjacent to the area covered by the plan;
 - c) The council of any municipality that is adjacent to the area covered by the plan;
 - d) First Nations;
 - e) Boards of education, greater boards and improvement district boards, and the Provincial and Federal governments and their agencies; and
 - f) and in that regard, considers it unnecessary to provide further consultation opportunities, except by way of holding a public hearing on the Bylaw.
3. Consider the consultation outlined in the corporate report titled “Consideration of first and second reading for OCP Bylaw update – DPA guidelines update related to SSMUH (Bylaw 2519);” and dated September 23, 2024, as appropriate for consultation with persons, organizations and authorities that will be affected by “*Official Community Plan Bylaw, 2017, No. 2220, Amendment No. 4 (Development Permit Area Guidelines), 2024, No. 2519,*” pursuant to section 475 of the *Local Government Act*;
4. Has, pursuant to Section 477(3) of the *Local Government Act*, considered “*Official Community Plan Bylaw, 2017, No. 2220, Amendment No. 4 (Development Permit Area Guidelines), 2024, No. 2519*” in conjunction with the City’s financial plan and waste management plans, as outlined in the “Consideration of first and second reading for OCP Bylaw update – DPA guidelines update related to SSMUH (Bylaw 2519)” report presented at the September 23, 2024 Council meeting, and in that regard, considers that no further consideration of the financial plan and waste management plans is required at this time;

5. Has, pursuant to Section 473(4) of the *Local Government Act*, considered the Provincial Policy Manual and Site Standards for Small-Scale Multi-Unit Housing and the Provincial Policy Manual: Transit-Oriented Areas, as outlined in the “Consideration of first and second reading for OCP Bylaw update – DPA guidelines update related to SSMUH (Bylaw 2519)” report presented at the September 23, 2024 Council meeting and, in that regard, consider that no further consideration of the Provincial Policy Manual is required at this time;
 6. Give first and second readings to “*Official Community Plan Bylaw, 2017, No. 2220, Amendment No. 4 (Development Permit Area Guidelines), 2024, No. 2519;*” and,
 7. Direct staff to schedule the public hearing for “*Official Community Plan Bylaw, 2017, No. 2220, Amendment No. 4 (Development Permit Area Guidelines), 2024, No. 2519*”.
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EXECUTIVE SUMMARY

The purpose of this report is to bring forward to Council proposed amendments to Development Permit Areas within the Official Community Plan (OCP) that apply to Small Scale Multi-Unit Housing (SSMUH) forms that the City of White Rock was mandated to facilitate under the *Local Government Act* (LGA) through *Bill 44-2023 Housing Statutes (Residential Development) Amendment Act, 2023*. In addition, there is a proposed amendment to remove the East Side Large Lot Development Permit Area (Form & Character DPA) and replace it with Multi-Family DPA. In conjunction with this Development Permit Area change, staff is recommending that those properties that are currently subject to the East Side Large Lot Infill development permit area land use designation be changed from **East Side Large Lot Infill Area** to **Town Centre Transition**.

Appendix A includes a copy of draft Bylaw No. 2519 which includes the proposed amendments to the OCP for Council’s consideration for first and second reading. Appendix B includes a comprehensive report detailing the review and analysis undertaken and recommendations proposed by the consultant to support staff in this review.

BACKGROUND

The Province passed legislation in December of 2023 to facilitate an increase to the supply, diversity, attainability, as well as, affordability of housing for local governments with populations over 5,000 as part of the Province’s Homes for People Action Plan.

SSMUH legislation mandates Local Governments in BC to permit more housing density, as well as a variety of housing forms in neighbourhoods that have been predominantly single family or duplex lots and in the case of the City of White Rock also along frequent transit stops. SSMUH housing forms include the following forms in the City of White Rock:

- One-unit residential.
- Registered secondary suites.
- Housplex – up to six units.
- Accessory Dwelling Unit (ADU).

As part of Phase Two for work related the Bill 44 Implementation that is scheduled for 2024-2025, the proposed amendments to the Development Permit Areas (DPA) and associated guidelines contained in the OCP will provide Development Permit guidelines to support SSMUH development within the City of White Rock. These amendments will also streamline the processing of development permits for SSMUH, making implementation easier.

The OCP currently contains seven (7) DPAs for Form and Character. With the proposed changes to support SSMUH, there will be one change in the total number of Form and Character Development Permit Areas which is explained further in this staff report. There are currently three (3) Development Permit Areas that are intended to protect the natural environment, ecosystems, and biological diversity in White Rock. There is no recommendation to remove these DPAs, however minor revisions are proposed to support SSMUH development.

DISCUSSION

Legislative Framework for Development Permits

The *Local Government Act* under Division 7 – Development Permits Section 488 (1) states that “an official community plan may designate development permit areas for ...” several reasons. The City’s OCP has the following DP areas:

- (a) protection of the natural environment, its ecosystem and biological diversity;*
- (b) protection of development from hazardous conditions;*
- (c) establishment of objective for the form and character of intensive residential development; and*
- (f) establishment of objectives for the form and character of commercial, industrial or multi-family residential development.*

The City engaged MODUS Planning, Design & Engagement Inc. (“Consultant”) to undertake a review of the existing DP areas and the associated guidelines for each of those DP areas. The review and recommendations had to fulfill *Section 457.1 of the Local Government Act (LGA)* which states:

“The following powers must not be exercised in a manner that unreasonably prohibits or restricts the use or density of use required to be permitted under section 481.3 [zoning bylaws and small-scale multi-family housing]:”

Section 457.1 of the LGA was implemented to support SSMUH legislation so local governments could not unreasonably restrict the density and use of land prescribed within the SSMUH legislation.

The proposed updates are contained within the memo from the consultant which is attached as Appendix B to this report. Table 1.0 below provides an overview of the review and related analysis and recommendations.

Table 1: Overview of DPA sections in OCP with recommended amendments

REVIEW	RECOMMENDATION
Form and Character DPAs	
Development Permit Exemptions (Section 22.2)	<ul style="list-style-type: none"> Exempt one-unit residential and Houseplexes up to four (4) units from Form & Character DPAs.
East Side Large Lot Infill (Section 22.8)	<ul style="list-style-type: none"> This DPA be removed from the OCP, and its subject properties be designated under the Multi-Family DPA category.
Mature Neighbourhood Infill Development Permit Area (Section 22.9)	<ul style="list-style-type: none"> Rename to “Mature Neighbourhood House-Plex” DPA

REVIEW	RECOMMENDATION
	<ul style="list-style-type: none"> • Update structure to follow a progression in scale: <ul style="list-style-type: none"> ○ Site Context ○ Site Layout & Landscape ○ Building Design • Provide a title and reference number for each guideline • Use an action-oriented, imperative sentence for each guideline • Remove references of “duplex/triplex” and updating language to reference “House-plex” • Stronger guidelines to reflect new house-plex typologies, notably: <ul style="list-style-type: none"> ○ Shared access for vehicles and pedestrians ○ Outdoor stairs ○ Parking ○ Access to common green space ○ Permeable space ○ Balconies, patios, and rooftops.
Environmental Development Permit Areas (EDPA)	
Overview and Authority <i>(Section 23.1)</i>	<ul style="list-style-type: none"> • Consider making more explicit the trigger for requiring an EDPA by adding “subdivision and rezoning” • Consider allowing Council to vary property line setbacks or building heights, where necessary, to protect environmental features.
Floodplain <i>(Section 23.3)</i>	<ul style="list-style-type: none"> • Consider requiring a more detailed site plan that coordinates all aspects of the application.
Ravine Lands & Significant Trees <i>(Section 23.4)</i>	<ul style="list-style-type: none"> • Consider adding a new condition that notes securities may be required. • Consider requiring a more detailed site plan that coordinates all aspects of the application. • Consider removing 23.5.5 “Council may, as part of a development permit, vary the property line setback or building height requirements of the Zoning Bylaw where it can be demonstrated that such variance is needed to facilitate the development proposal while attempting to satisfy the objective of preserving mature, healthy trees on the site. Innovative site designs which are in harmony with existing healthy, mature trees and other natural features are

REVIEW	RECOMMENDATION
	encouraged...” in favour of a higher-level statement under 23.1 “Overview and Authority”.
Watercourse (Section 23.5)	<ul style="list-style-type: none"> Consider broadening condition #5 to include securities for a wider range of landscaping activities, beyond just trees and vegetation. Consider requiring a more detailed site plan that coordinates all aspects of the application.

In addition to the review to support SSMUH legislation, the consultant reviewed the properties located east of Finlay Street, south of North Bluff Road, west of Kent Street and north of Russell Avenue that are currently within the East Side Large Lot Infill development permit area (see Figure 1.0 below).



Figure 1: OCP amendment proposed for Properties highlighted in yellow from East Side large Lot DPA to Multi-family DPA

The review was to determine if these properties (highlighted in yellow in Figure 1.0 above) should be included in the Multi-Family development permit area. The consultant and staff are recommending that these properties be included within the Multi-Family development permit area as “...many of these properties have already redeveloped from single detached homes into multi-family residential buildings, and the remainder could simply be captured by existing Multi-Family DPAs¹. Table 1.0 above includes this recommendation. Additionally, staff notes in addition to properties developed within this DP area (i.e. ALTUS), one townhouse development

¹ Small Scale Muti-Unit Housing Development Permit Area Updates City of White Rock prepared by MODUS Planning, Desing & Engagement Inc. September 2024.

is currently under construction, and three proposals for multi-family developments are in different stages in the planning process and will fit within the Multi-Family Form and Character DPA.

Staff is also recommending that those properties currently within the East Side Large Lot Infill land use designation be changed from **East Side Large Lot Infill Area** to **Town Centre Transition** as shown in Figure 2.0 below.

The rationale for this land use designation change is as follows:

- Reflects the current land uses on some of the lands;
- Reflects development applications that have been approved but have not been built or currently under construction; and
- Supports development applications that are instream.

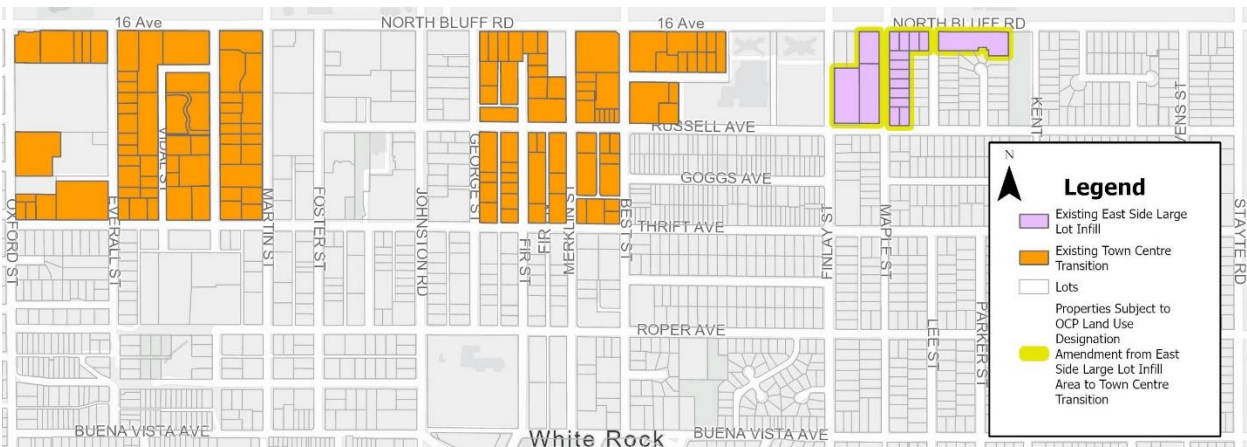


Figure 2: OCP amendment proposed for Properties highlighted in yellow from East Side large Lot Infill to the Town Centre Transition land use designation.

As an additional measures, to ensure that the heights and densities for the East Side Large Lot Infill designated properties are maintained if redesignated, staff recommend including a specific section under the “Density and Height” policy within the Town Centre Transition designation for these properties east of the Peace Arch Hospital. This amendment will ensure that future growth in this area meets the original intent of the East Side Large Lot Infill area when redeveloped. Table 2.0 below includes this action and is included within the attached draft Bylaw in Appendix A. Staff notes that Council has directed a land use study for the North Bluff Corridor. These proposed changes do not preclude this area from being included within this study, but simply align the bylaw with the status quo and SSMUH. No actual increase or change in density is proposed beyond what has been mandated by the Province.

Staff have reviewed the OCP to determine if there are additional changes required as a result of the proposed changes outlined in this report. The following changes have been identified and are included in draft “*Official Community Plan Bylaw, 2017, No. 2220, Amendment No. 4 (Development Permit Area Guidelines), 2024, No. 2519*” attached as Appendix A to this report:

Table 2.0

Current OCP	Action	Rationale
Policy 7.4.2 Duplexes and Triplexes – Encourage duplexes and triplexes to be spread out throughout the City	Delete Policy 7.4.2 from the OCP.	The update to the Zoning Bylaw for SSMUH no longer includes duplexes and triplexes as these

Current OCP	Action	Rationale
rather than focused in specific areas, by: a. Limiting the number of duplexes and triplexes along a single block frontage to 20% of the total number of properties; b. Discouraging duplexes and/or triplexes adjacent to one another (i.e. sharing interior side lot lines); c. Encouraging duplexes on corner lots and lots with lane access; and, d. Limiting triplexes to lots with lane access.		housing forms have been replaced by houseplex.
All references to “Duplex and Triplex”	Delete from the OCP.	The update to the Zoning Bylaw for SSMUH no longer includes duplexes and triplexes as these housing forms have been replaced by houseplex.
Policy 8.2.2 Density and Height – Concentrate the highest heights and densities adjacent to the Town Centre along North Bluff Road. Maximum allowable densities (FAR) are outlined in Figure 9 and policy 8.2.3, and maximum heights (in storeys) are illustrated in Figure 10.	Amend Policy 8.2.2. to include the following: “Density and Height – Allow mixed-use buildings on Finlay Street with a maximum density of 2.5 FAR in buildings of up to six storeys in height. Allow ground-oriented townhouses on Maple Street with a maximum density of 1.5 FAR in buildings of up to three storeys. On North Bluff Road, allow townhouses and low-rise buildings up to 1.5 FAR, in buildings up to four storeys east of Lee Street, and up to three storeys west of Lee Street, with six storeys and 2.5 FAR west of Lee Street if Affordable Rental Housing is included as outlined in policy 11.2.1.c. Density and height maximums for single family homes shall be as required in the City’s Zoning Bylaw.”	

North Bluff Corridor Study and OCP review (to align with interim Housing Needs Report)

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. 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.

With the introduction of Bill 44 in December 2023, the Province introduced additional requirements for local government to identify housing needs and to plan for what is then needed. The following two action items need 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.

On June 29, 2024, Council directed staff to combine the North Bluff corridor study with the required OCP update scheduled to begin in early 2025 in the interest of proactive long-term planning. This enables 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 findings from the interim housing needs report that will provide the local housing needs over the next 20-year period, as the OCP and Corridor Study are interrelated projects.

Staff anticipate presenting a combined scoping report and request for proposal for this work in the fall of 2024. The combined OCP review and North Bluff Corridor Study project is intended to commence in the fall of 2024 with a completion date before December 31, 2025.

COMMUNICATION AND COMMUNITY ENGAGEMENT IMPLICATIONS

OCP Amendment Consultation

Staff has reviewed the proposed OCP amendment bylaw (Bylaw 2519) with respect to the Local Government Act and the following tables provide details on the recommendations on referrals.

Table 3: OCP Consultation Summary

Stakeholder	Referral Comment
The Board of the Greater Vancouver Regional District (GVRD)	No referral necessary, as they are not affected.
The Councils of Adjacent Municipalities	No referral necessary, as they are not affected.
First Nations – Semiahmoo First Nations	No referral necessary, as they are not affected.
TransLink	No referral necessary, as they are not affected.
Fraser Valley Health Authority	No referral necessary, as they are not affected.
Surrey School Board	No referral necessary, as they are not affected.
All relevant Federal and Provincial Government Agencies	No referral necessary, as they are not affected.
Community Organizations and Neighbours	They will have the opportunity to comment regarding the proposed OCP amendment before and including the Public Hearing.

ALIGNMENT WITH STRATEGIC PRIORITIES

The proposed amendments do not support a specific strategic priority but support the Housing and Land Use priority by reducing requirements to provide some forms of housing.

ALTERNATIVES

1. Give first and second readings to "Official Community Plan Bylaw, 2017, No. 2220, Amendment No. 4 (Development Permit Area Guidelines), 2024, No. 2519;"
2. Defer consideration of the proposed Official Community Plan Bylaw, and instruct staff to provide further information or revisions; or

3. Decline to give first and second readings of the proposed Official Community Plan Bylaw.

CONCLUSION

Staff recommend that Council give “Official Community Plan Bylaw, 2017, No. 2220, Amendment No. 4 (Development Permit Area Guidelines), 2024, No. 2519” first and second reading and authorize staff to schedule the public hearing. In addition, there are recommended resolutions to fulfill the requirements of the *Local Government Act* with respect to consultation and consistency with the City’s financial plan and waste management plans.

Respectfully submitted,



Wendy Cooper, M.Sc., MCIP, RPP
Planner



Neethu Syam
Planning Division Lead

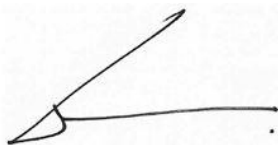
Reviewed and Approved by,



Anne Berry, MCIP, RPP
Director, Planning and Development Services

Comments from the Chief Administrative Officer

I concur with the recommendations of this corporate report.



Guillermo Ferrero
Chief Administrative Officer

Appendix A: Draft Bylaw “Official Community Plan Bylaw, 2017, No. 2220, Amendment No. 4 (Development Permit Area Guidelines), 2024, No. 2519”

Appendix B: Consultant’s Report - Small Scale Multi-Unit Housing Development Permit Area Updates