

THE CORPORATION OF THE
CITY OF WHITE ROCK
CORPORATE REPORT



DATE: November 22, 2021

TO: Land Use and Planning Committee

FROM: Greg Newman, Acting Director, Planning and Development Services

SUBJECT: Consideration of 1st and 2nd Reading of “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-4 – 15733 Thrift Avenue) Bylaw, 2021, No. 2410”

RECOMMENDATIONS

THAT the Land Use and Planning Committee:

1. Recommend that Council give first and second readings to “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-4 – 15733 Thrift Avenue) Bylaw, 2021, No. 2410;”
 2. Recommend that Council direct staff to schedule the public hearing for “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-4 – 15733 Thrift Avenue) Bylaw, 2021, No. 2410;” and
 3. Recommend that Council direct staff to resolve the following issues prior to bringing “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-4 – 15733 Thrift Avenue) Bylaw, 2021, No. 2410” back for consideration of final adoption:
 - a) Ensure that all engineering requirements and issues, including road dedication and the execution of a Works and Servicing Agreement, are addressed to the satisfaction of the Director of Engineering and Municipal Operations;
 - b) Ensure that all matters pertaining to tree protection and retention, are addressed to the satisfaction of the Director of Planning and Development Services;
 - c) Confirm that a tree protection covenant is registered on title to ensure the recommendations of final Arborist Report, approved by the Director of Planning and Development Services and more specifically the City’s Arboricultural Technician, are implemented and maintained through future demolition and construction activities; and
 - d) Complete the demolition of the existing dwelling to the satisfaction of the Director of Planning and Development Services.
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EXECUTIVE SUMMARY

The City is in receipt of a zoning bylaw amendment application which proposes to change the zoning of the property from the “RS-1 One Unit Residential Zone” to the “RS-4 One-Unit (12.1 m Lot Width) Residential Zone.” The rezoning, if approved, would enable the subdivision of the lot and the construction of two single detached dwellings. Over the past ten months the Applicant and their Project Arborist have been working with City staff to evaluate options that will help maximize tree retention. As recommended in this Report, the registration of a “tree protection covenant,” could help to ensure that mitigative measures are implemented before demolition and

construction activities occur. These measures would support tree retention. Overall, staff are supportive the proposal subject to the conditions recommended herein.

PREVIOUS COUNCIL DIRECTION

Motion & Meeting Date	Motion Details
2021-036 January 25, 2021	THAT Council direct staff to advance the zoning amendment application at 15733 Thrift Avenue to the next stage in the application review process.

INTRODUCTION/BACKGROUND

The City of White Rock has received a zoning bylaw amendment application which, if approved, would change the zoning of the property at 15733 Thrift Avenue (“Subject Property”) from the “RS-1 One Unit Residential Zone” to the “RS-4 One Unit (12.1m Lot Width) Residential Zone”. The zoning amendment is being requested to enable the subdivision of the Subject Property from one to two lots. Each of the lots would be developed with a single-family dwelling. Figure 1.0 below illustrates the Subject Property and the immediate context of the site.



Figure 1.0 Site Context and Subject Property

Official Community Plan and Zoning

The Subject Property is located within the City’s “Mature Neighbourhood” designation as outlined in the Official Community Plan (OCP). The designation supports lower profile forms of housing including single family homes with secondary suites, duplexes, and triplexes. Policy 8.8.3 of the OCP seeks to maintain the residential character of established neighbourhoods with gentle infill. When the proposal was first presented to the Land Use and Planning Committee (LUPC) on January 11, 2021, staff acknowledged the size of the property relative to other lots in the area and the potential for the Subject Property, as is, to be developed with a large home. The

opportunity to introduce two smaller single-family homes within this neighbourhood is considered a practical means by which to optimize the use of existing City infrastructure while lessening the demand for sprawl into the periphery.

The zoning bylaw is recognized as being the vehicle for controlling the use of land as well as the siting and size of buildings and structures. Table 1.0 below summarizes the current and proposed zoning and how the subdivided lots would conform to the provisions of the amended zoning. The proposed single-family use of the property is permitted within both the RS-1 and RS-4 Zones.

Table 1: Existing and Proposed Zoning Matrix

Zone Standard	RS-1 (required)	RS-1 (existing)	RS-4 (required)	RS-4 (east lot)	RS-4 (west lot)
Lot Width (min)	15.0m	24.5m	12.1m	12.25m	12.25m
Lot Depth (min)	27.4m	45.7m	27.4m	45.7m	45.7m
Lot Area (min)	464m ²	1,120m ²	410m ²	560m ²	560m ²
Lot Coverage (max)	40%	<40%	45%	~32%	~32%
Floor Area (max)	0.5	<0.5	0.5	0.5	0.5
Height (max)	7.7m	<7.7m	7.7m	7.7m	7.7m
Setbacks					
<i>Front Lot Line</i>	7.5m	~28.6m	7.5m	18.3m	14.4m
<i>Rear Lot Line</i>	7.5m	~5.4m	7.5m	7.5m	9.7m
<i>Side Lot Line (east)</i>	1.5m	~5.0m	1.35m	1.35m	1.45m
<i>Side Lot Line (west)</i>	1.5m	~12.0m	1.35m	1.45m	1.35m

Tree Management and Protection

Policy 12.2.2 of the OCP requires “that development projects to be designed with the intent of preserving and protecting mature, healthy trees.” The Applicant has submitted an Arborist Report which identifies nine (9) on-site trees, plus one (1) off-site tree are subject to the provisions of the City’s Tree Management Bylaw. Table 1.0 below identifies each of the protected trees, their size, and whether they are proposed for removal or retention. The Table also identifies the value of securities to be held for tree retention and the number and value of replacement trees where removals are proposed.

Table 2: Summary of Protected Trees Tied to the Development

Tree Ref.	Species	DBH (cm)	Retain / Remove	Security for Retention / Replacement Value	# of Replacements
1	Western Redcedar	183	Retain	\$10,000	0
2	Orchard Cherry	30	Remove	3,000	2
3	Orchard Plum	31	Remove	3,000	2
4	Horse Chestnut	78	Remove	7,500	5
5	Douglas Fir	100	Retain	10,000	0
6	Douglas Fir	92	Retain	10,000	0
7	Douglas Fir	84	Retain	10,000	0
8	English Holly*	31	Remove	3,000	2
9	Red Maple (off-site)	62	Retain	4,500	0
10	English Holly	31.5	Remove	NA	NA
Total				61,000	11

* This tree is shared with the City

The subdivision of land, and the subsequent development of each lot, has the potential to impact several of these trees. Appendix A includes a rezoning and subdivision plan which illustrates each of the proposed lots, the building footprints, and the tree protection zones tied to these trees outlined in Table 2. Over the past ten months, City Staff have been working with the Applicant and their Project Arborist to identify options to maximize tree retention. These options include, for example, the use of “GeoCells” which would be positioned under proposed driveways to provide additional root protection. The “GeoCells” help reduce the compaction of soils which over time can result in root damage and health decline. Further, in order to lessen impacts to trees and their root systems, the development would benefit from “L” shaped footings, or cantilevered designs, which avoid penetrating areas of the root protection zone (RPZ) altogether. Finally, the City’s Arboricultural Technician is recommending that utility installation be undertaken using HydroVac and AirSpading methods which can be employed in a much less invasive manner than more traditional excavation. To secure these mitigative controls, staff are recommending that a Tree Protection Covenant be registered on title prior to any final adoption of the zoning amendment bylaw. This Covenant would recognize a final iteration of the Applicant’s Arborist Report, which would be expected to include reference to the aforementioned controls, and any other measure required by the Director of Planning and Development Services.

Despite the opportunities that exist to limit impacts to protected trees staff continue to have reservations about the likelihood of tree survival over the long term. The three large Douglas Fir trees noted in Table 1.0 and illustrated in Appendix A, are situated in the middle of the subdivided lot. This will mean that the trees become “shared” between multiple property owners. It is understood that future conflicts can arise when owners share different opinions and appreciations for mature trees and the obligations to maintain such. While staff believe this concern is worthy of note it is also recognized that the owner could ultimately pursue a redevelopment of the lot, under the current zoning framework, and in doing so remove several of the existing trees. The opportunity to consider this application, through a zoning bylaw amendment, enables the City to not only implement controls that may help realize tree retention, by also require additional on-site plantings, which go beyond the minimum requirements of the Tree Management Bylaw. To this end, in addition to requiring the above-noted covenant, staff recommend that a minimum of three (3) trees be planted on each subdivided lot. This requirement could be incorporated into the covenant and secured prior to the issuance of an occupancy permit for each home.

FINANCIAL IMPLICATIONS

If the rezoning is approved and the subdivision proceeds, the Applicant would be required to pay the following charges per Table 3.0 below. Note these fees are subject to change:

Table 3: Applicable Development Costs

	Fee (per Unit)	Units Subject to Fee	Sub-Total
City of White Rock Development Cost Charges (DCCs)	\$19,294.76	1	\$19,294.76
TransLink DCCs	\$2,975.00	1	\$2,975.00
Metro Vancouver (Regional) DCCs	\$5,428.00	1	\$5,428.00
Surrey School District School Site Acquisition Charges (SSAC)	\$1,000.00	1	\$1,000.00
		Total	\$28,697.76

COMMUNICATION AND COMMUNITY ENGAGEMENT IMPLICATIONS

A Public Information Meeting (PIM) for this proposal was held on November 19, 2020. Approximately 15 people attended the PIM. A copy of the Applicant’s PIM Summary is included as Appendix B. Comments received during the PIM are summarized in Table 4.0.

Table 4: Comment and Response from PIM Summary

Comment / Question	Applicant’s Response
Concern regarding the potential lack of parking with development; already limited in the neighbourhood.	Each dwelling (lot) would have enough parking for the principal unit (two spaces) plus a secondary suite (one additional space)
Desire to support tree retention.	The design being pursued will allow for maximum tree retention. Looking at options for additional tree planting where possible.
Concern about potential for hazardous substances to be released with demolition of the existing (older) home.	Prior to demolition a hazardous substances survey of the building will be carried out. Any mitigative controls required will be implemented as required through the City’s permitting processes.
Concern with rodents in the existing home.	Home is currently being rented. Any evidence of rodents will be addressed in a humane manner.
Is there a need for retaining walls?	Given the relatively flat topography of the lot no retaining walls are anticipated.
What are the hours of construction?	Construction activities to be restricted by the City’s Noise Bylaw: Monday through Friday (7:30am to 7:00pm) and Saturday (9am – 7pm); no construction work on Sundays and holidays.
What is the proposed rear yard setbacks?	7.5 metres or greater per the RS-4 Zone.
What is the proposed height of the garage?	The estimated height of the garage is 3.5 metres. The second storey would be setback from the garage.

Is fencing proposed?	Yes, fencing along the western lot line is proposed. Efforts to be taken to avoid impacts to Tree #1, near property line.
What is the estimated timeline to complete construction once it starts?	8 months
Neighbours expressed concerns with tree retention, particularly the maintenance of the “huge” (Douglas Fir) trees.	Owners responsible for tree maintenance.
Owners of neighbouring lot (with pool) requested 2 weeks’ notice of the demolition of the dwelling.	Notice to be given.
Concern that pushing the dwellings back more than 7.5 metres will detract from the “neighbourly look”.	Larger front yard setbacks proposed as a means of supporting tree retention. Depth of lot allows for minimum rear yard setback to be upheld.

If the zoning amendment bylaw is given 1st and 2nd Reading the proposal would be subject to a statutory public hearing. Members of the public would, through this hearing, be afforded the opportunity to express their opinions regarding the proposal direct to Council.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS

The zoning bylaw amendment application was circulated to other municipal departments as part of the City’s internal referral process. Comments provided to the Applicant have been addressed insofar as they relate to this stage of the rezoning proposal. One of the recommendations of this report would require approval of the final detailed (civil) designs and the execution of a “Works and Servicing Agreement,” to the satisfaction of the Director of Engineering and Operations. Further, matters pertaining to the implementation of controls to support tree retention would need to be addressed to the satisfaction of the Director of Planning and Development Services. This latter requirement would involve the receipt of a final arborist report, prepared by the Project Arborist and reviewed by the City’s Arboricultural Technician. This final report would then be registered on title through a “Tree Protection Covenant” to ensure the current, or any future owner, is required to uphold the agreed upon measures needed to support tree retention.

CLIMATE CHANGE IMPLICATIONS

The subject property contains a number of mature trees which are subject to the City’s Tree Management Bylaw. Efforts have been taken to ensure these trees can be preserved with the future subdivision and development of the property. Tree retention is recognized as a benefit to the uptake of greenhouse gases and the reduction in factors which contribute to climate change.

IMPLICATIONS FOR TREE PRESERVATION AND TREE CANOPY ENHANCEMENT

The rezoning will, if approved, support the subdivision of the lot. This subdivision would create a new lot line that runs through the “root protection zones” of several trees situated in the centre of the current lot. While staff recognize the opportunity to support the retention of these trees through the implementation of mitigative controls, reference earlier in this report, staff also recognize that the maintenance responsibilities tied to shared trees can be complicated. Registering a “tree protection covenant” on title will help ensure future owners of the lot understand the importance of these trees and the need to manage their retention collectively.

ALIGNMENT WITH STRATEGIC PRIORITIES

Council has expressed a desire in supporting an overall high quality of life in the City. The ability to support residential infill can help to lessen the demand for sprawl into the periphery while also making best use of existing infrastructure. The rezoning process gives Council the opportunity to implement controls (e.g., tree protection covenants) which will ensure the natural amenity of the community remains intact over the long term. Such controls are not as easily implemented outside of a municipal approvals process.

OPTIONS / RISKS / ALTERNATIVES

The following options are available for the Land Use and Planning Committee’s consideration:

1. Reject “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-4 – 15733 Thrift Avenue) Bylaw, 2021, No. 2410,” or
2. Defer consideration of “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-4 – 15733 Thrift Avenue) Bylaw, 2021, No. 2410,” and refer the application to staff to address any issues identified by the Committee.

CONCLUSION

The City has received an application for zoning bylaw amendment which, if approved, would allow for the subdivision of the lot at 15733 Thrift Avenue. The development of the subdivided lot has the potential to negatively impact trees. Staff have reviewed these potential impacts and are recommending a series of mitigative controls. The implementation of these controls could be secured through the registration of a tree protection covenant, recommended in this report as a pre-adoption condition. Overall, staff are supportive the proposal subject to the implementation of the conditions recommended herein.

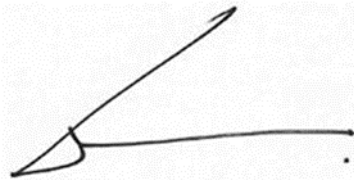
Respectfully submitted,

A handwritten signature in black ink, appearing to read "Greg Newman". The signature is fluid and cursive, with a long horizontal stroke at the end.

Greg Newman, MCIP, RPP
Acting 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, appearing to read "Guillermo Ferrero". The signature is simple and consists of a few sharp, angular strokes.

Guillermo Ferrero
Chief Administrative Officer

Appendix A: Rezoning and Subdivision Plan
Appendix B: Public Information Meeting (PIM) Summary