

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



**DATE:** March 29, 2021

**TO:** Land Use and Planning Committee

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

**SUBJECT:** 14989 Roper Avenue, Development Variance Permit No. 438 (19-023)

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**RECOMMENDATIONS**

THAT the Land Use and Planning Committee recommend that Council:

1. Direct planning staff to obtain public input through a public meeting conducted as an electronic meeting with notice of the meeting given in accordance with Section 466 of the *Local Government Act*, including notice in newspapers and distribution by mail to property owners / occupants within 100 metres of the subject property;
  2. Following the electronic public meeting, approve issuance of Development Variance Permit No. 438.
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**EXECUTIVE SUMMARY**

The City of White Rock has received an application for a development variance permit which, if approved, would allow for two new dwelling units within the existing 48 unit rental development at 14989 Roper Avenue (“Bayview Gardens”). When the four-building development was constructed (circa 1969) parking was required at a rate of one space per unit whereas the current applicable parking rate is 1.5 spaces per unit. The variance would recognize an overall supply of 58 parking spaces whereas 75 spaces would be required if constructed under current bylaw requirements. Three new parking spaces have been proposed with the introduction of the two new units to ensure the increase in density is accommodated with additional parking, which meets the current parking supply requirements of the zoning bylaw for the new units and increases the ratio of parking spaces per unit for the overall building. The two new rental homes would be a modest increase to the supply of rental housing in the community.

Staff recommend that Development Variance Permit No. 438 be referred to a public meeting and that following, Council consider approving the issuance of the Development Variance Permit.

**PREVIOUS COUNCIL DIRECTION**

Not Applicable.

**INTRODUCTION/BACKGROUND**

The City of White Rock has received an application for a Development Variance Permit (DVP), submitted by Musson Cattell Mackey Partnership Architects (‘Applicant’), tied to the property at 14989 Roper Avenue (‘Subject Property’) (see Appendix A – Location & Ortho Maps). The property is occupied by four separate apartment buildings, built circa 1969, containing a total of

48 units (see Appendix B – Site Plan). When the buildings were constructed, the zoning bylaw required off-street parking at a minimum rate of one space per dwelling unit. Today the property provides 55 parking spaces for the 48 units (1.15 spaces per unit).

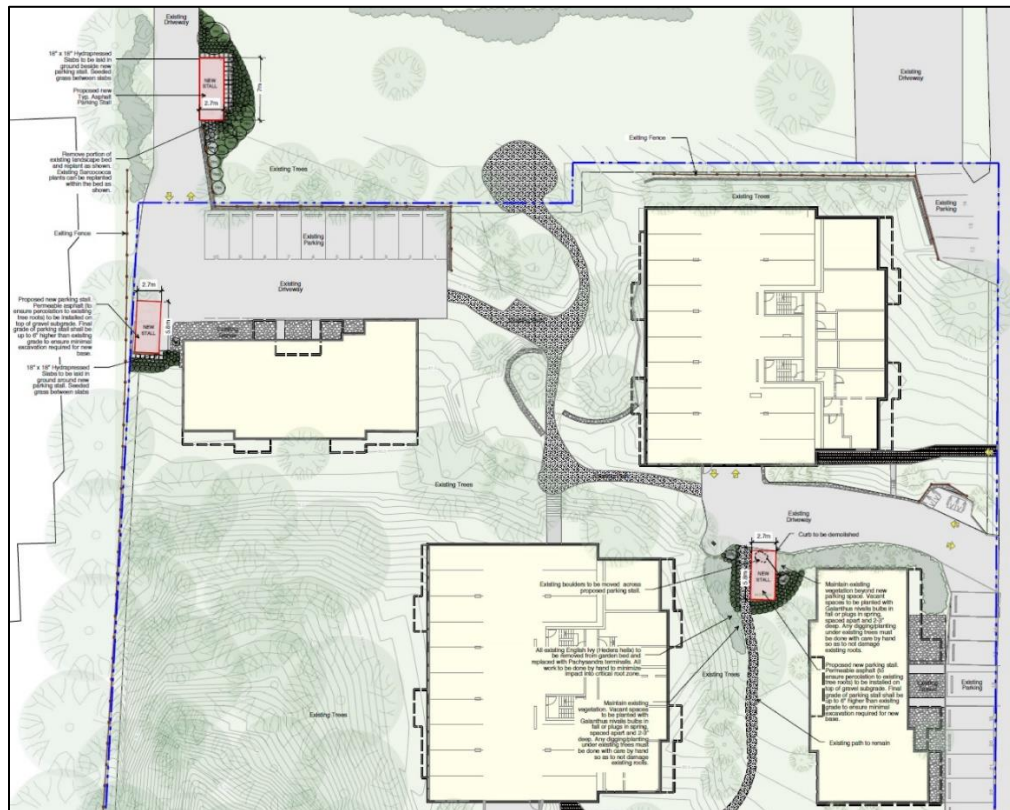
The DVP application proposes to introduce two new dwelling units through internal space conversion within Buildings #2 and #3 (see Appendix C – Existing & New Sections). Section 4.14.2 of City of White Rock Zoning Bylaw, 2012, No. 2000, provides that:

“development existing prior to the adoption of this Bylaw shall be considered acceptable provided that there are no changes in the use or increases in the floor area and/or density of the development. If there is a change of use or increase in the floor area or density, an existing development will be required to comply with the minimum requirements outlined in Paragraph 4.14.1.”

In this case, the addition of two new units represents an increase in density requiring the development, overall, to comply with the current parking supply standards of the zoning bylaw. Per Section 4.14.1 of the Bylaw (Off-Street Parking Requirements), parking for an “Apartment” use shall be provided at a rate of 1.2 spaces per unit, plus 0.3 spaces per unit for visitor parking. With 50 units proposed (i.e., 48 existing plus 2 new), a total of 75 parking spaces would be required. It is not feasible to locate an additional 20 parking spaces on the site without losing the landscaped areas between the building which are an amenity for residents and contribute to the city’s natural environment.

The Applicant has proposed site alterations that would accommodate three new off-street parking spaces, ensuring each of the new units is introduced in tandem with a supply of parking that meets current zoning standards. Overall, the change would help yield a supply of 58 parking spaces for 50 units (1.16 spaces per unit overall). The three new spaces are illustrated in the site plan diagram below (a full version of this landscape plan is provided as Appendix D).

Figure 1: Landscape Site Plan (new parking spaces indicated in red; blue line indicates property boundary)



It is noted that one of the three parking spaces is to be situated on the abutting property to the north (i.e., 1371 Blackwood Street), which is a rental building with the same owner. This is due to limited space on 14989 Roper Avenue to locate a third space without removing existing landscaping and trees. The conditions of the draft Development Variance Permit would require that if this parking space on 1371 Blackwood Street is no longer available for tenants at 14989 Roper Avenue, that one of the new units must remain vacant when the tenants leave until an additional space is provided on 14989 Roper Avenue.

### Analysis

The subject property is designated Urban Neighbourhood in the City of White Rock Official Community Plan (OCP). The Urban Neighbourhood designation recognizes multi-unit residential uses in townhouses and low-rise buildings. Policy 8.5.2 of the OCP supports density of up to 1.5 gross Floor Area Ratio (FAR) in buildings of up to four storeys in height. The proposal would introduce two new units through the conversion of existing storage areas. The conversion would create one studio unit (274 square feet) and one one-bedroom unit (613 square feet). The development has a total FAR of 0.46 and existing buildings are two and three storeys in height. The policies of the OCP as they relate density and height would be upheld.

In evaluating the proposal staff have considered the current utilization of available parking as evidenced through site investigations and a review of aerial photography between 1998 and 2020. The aerial photography, included in Appendix E, provides a snapshot of the utilization of parking over the past 20 years. Site photos taken March 2, 2021 at 11:30 a.m., included as Appendix F, also highlight some vacancy in available parking. The owner of the property has further noted that parking has not historically been fully utilized on site. The project Architect has clarified the limited size of units available within the existing development, summarized in Table 1 below. This information is offered to further the Committee's awareness of the

composition of the development and the potential demand for off-street parking, recognizing that smaller units tend to accommodate smaller family sizes with lower demand for vehicle parking.

**Table 1: Summary of Units by Size**

Size of Dwelling Unit	Unit Area	Number of Units	Percentage of Total
Studio	443 ft <sup>2</sup>	6	13%
One-Bedroom	671 ft <sup>2</sup>	25	52%
Two-Bedroom	885 ft <sup>2</sup>	17	35%
Total	N/A	48	100%

As an alternative to the recommendation offered in this report (issuing the variance allowing two new units with three new parking spaces), staff believe there is merit to considering the issuance of a development variance permit that would enable the increase in density through the introduction of two new, small, dwelling units alongside only two new parking spaces. If supported, this option would allow for the removal of the proposed parking space on the abutting property to the north. This would lessen the disturbance to the landscaping on the property and costs to the applicant/owner while also helping to avoid the over-supply of parking which could further reliance on private automobile use, being a contributor to climate change.

### **FINANCIAL IMPLICATIONS**

Not applicable.

### **LEGAL IMPLICATIONS**

Not applicable.

### **COMMUNICATION AND COMMUNITY ENGAGEMENT IMPLICATIONS**

A Public Information Meeting (PIM) for the application was held on August 26, 2020. Approximately eight people attended the PIM. Participants asked questions regarding the supply of parking, the current use of the space to be converted (i.e., storage), the planned interior finishes of the proposed units, the suitability of ventilation recognizing the proximity of the units to the parkade, and whether or not the proposal will alter the massing of the buildings. The Applicant provided clarification to the comments with no outstanding concerns remaining. A copy of the Applicant's PIM Summary is included as Appendix G. Staff are satisfied with the responses provided.

### **INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS**

The application was circulated to City department representatives for technical review and comment. If the DVP application is approved, the proposal will be subject to a building permit application in addition to engineering (servicing) approval requirements. Technical comments from City staff were accordingly limited to identifying items that will need to be addressed through subsequent approvals processes.

### **CLIMATE CHANGE IMPLICATIONS**

Allowing for the conversion of underutilized space within an existing building, served by public roads and related infrastructure, lessens the need for outward sprawl into areas that require new investment and land use change. This sort of gentle infill is supported by the policies of the OCP and can be beneficial in addressing factors (e.g., continued reliance on the private automobile, removal of wooded or undeveloped lands, etc.) that can contribute to climate change.

### **ALIGNMENT WITH STRATEGIC PRIORITIES**

There is not a specific project or Council Strategic Priority for which this proposal is aligned or aimed at addressing.

### **OPTIONS / RISKS / ALTERNATIVES**

The following three alternatives are available as they relate to the requested DVP and the recommendations offered in this report:

1. The Committee could approve of the application (DVP 438) based on two new dwelling units being supported by only two new parking spaces; or
2. The Committee could recommend a deferral of the application (DVP 438), pending the receipt of additional information; or
3. The Committee could recommend the denial of the application (DVP 438);

Staff note that Alternative 1 (requiring only two new spaces) may be considered supportable given the size of the new units and historic low utilization of parking on the site, and could be approved as an amendment to the draft Development Variance Permit either prior to the PIM or as an amendment by Council resolution after the PIM.

## **CONCLUSION**

The City of White Rock has received an application for a development variance permit which, if approved, would allow for the introduction of two new dwelling units into the existing 48 unit development at 14989 Roper Avenue. When the four-building development was constructed circa 1969, parking was required at a rate of one space per unit whereas the current parking rate applied to an Apartment use is 1.5 spaces per unit. A copy of Draft Development Variance Permit No. 438 is included in this report as Appendix H. The variance requested would recognize relief from Section 4.14.1 of the zoning bylaw to allow for parking to be supplied at a rate of 1.16 spaces per dwelling unit (i.e., 58 spaces for 50 units) whereas the current standard applicable to an "Apartment" use is 1.5 spaces per unit (i.e., 1.2 per unit plus 0.3 per unit for visitors requiring 75 spaces for 50 units). The rate of parking recognized in the draft DVP reflects the three new parking spaces that are proposed with the introduction of two new units. If the alternative option #1 presented in this report were pursued, with only two new parking spaces introduced, the rate of parking to be included in the DVP would be 1.14 parking spaces per unit and staff believe this may be sufficient given the small size of the new units and underutilization of existing parking.

Staff recommend that Development Variance Permit No. 438 be referred to a public meeting and that Council consider approving the issuance of the Development Variance Permit.

Respectfully submitted,



Carl Isaak, RPP, MCIP  
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: Location Map
- Appendix B: Site Plan
- Appendix C: Existing & New Sections
- Appendix D: Landscape Plan
- Appendix E: Aerial Imagery
- Appendix F: Site Photos
- Appendix G: PIM Summary
- Appendix H: Draft Development Variance Permit No. 438