

THE CORPORATION OF THE
CITY OF WHITE ROCK
CORPORATE REPORT



DATE: January 12, 2026

TO: Mayor and Council

FROM: Anne Berry, Director, Planning and Development Services

SUBJECT: Completion of Development Prerequisites for Final Adoption of Zoning Amendment Application for 15916 Russell Avenue (ZON 21-009) – In-Stream Development Application Impacted by SSMUH Legislation

RECOMMENDATIONS

THAT Council:

1. Receive the January 12, 2026, report from the Director of Planning and Development Services, titled “Completion of Development Prerequisites for Final Adoption of Zoning Amendment Application for 15916 Russell Avenue (ZON 21-009) – In-Stream Development Application Impacted by SSMUH Legislation;”
2. Rescind first three readings “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-4 – 15916 Russell Avenue) Bylaw, 2022, No. 2429;”
3. Give first, second and third readings to “White Rock Zoning Bylaw, 2024, No. 2506, Amendment No. 13, (15916 Russell Avenue [RS-1-SSMUH to RS-2 SSMUH]) 2026, No. 2568;” and,
4. Direct staff to resolve the following issues prior to bringing “White Rock Zoning Bylaw, 2024, No. 2506, Amendment No. 13, (15916 Russell Avenue [RS-1-SSMUH to RS-2 SSMUH]) 2026, No. 2568” 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) Require the Applicant to sign a no-build covenant related to the 17-metre setback; the no-build covenant is to be registered on title;
 - d) Confirm and ensure the recommendations of the 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,
 - e) Complete the demolition of the existing dwelling to the satisfaction of the Director of Planning and Development Services;

5. At the next regular Council meeting, give final adoption of “White Rock Zoning Bylaw, 2024, No. 2506, Amendment No. 13, (15916 Russell Avenue [RS-1-SSMUH to RS-2 SSMUH]) 2026, No. 2568.”

EXECUTIVE SUMMARY

This report confirms the satisfaction of the City’s prerequisites necessary to grant final approval to the Zoning Amendment Application for 15916 Russell Avenue. The rezoning will enable the creation of two residential lots by way of subdivision to enable the construction of a single-family home on each lot.

In June 2022, Council gave first three readings for the rezoning bylaw (Bylaw 2429) associated with this proposal for 15916 Russell Avenue under the previous zoning bylaw, i.e., Zoning Bylaw 2012, No. 2000.

In November 2023, the Provincial Government introduced legislation under Bill 44, which included Small-Scale Multi-Unit Housing (“SSMUH”) requirements intended to facilitate additional housing supply and affordability in British Columbia communities. On June 27, 2024, Council adopted a new Zoning Bylaw to facilitate the SSMUH to align with provincial housing legislation by replacing nine (9) single-family zones, one (1) duplex zone, one (1) triplex zone and four (4) comprehensive development (CD) zones with seven (7) new SSMUH zones.

To comply with the SSMUH zoning bylaw requirements, mandated by provincial legislation and adopted by the city on June 27, 2024, all rezoning bylaws for impacted in-stream development applications that have received up to three readings must be rescinded. New replacement bylaws will be introduced to align with the new SSMUH zones. This process is primarily administrative.

The subject property is currently zoned RS-1 SSMUH residential zone. With the development prerequisites now being addressed for the development (rezoning) application at 15916 Russell Avenue, and as the original intent of the rezoning application to enable a subdivision from one (1) to two (2) residential lots remains unchanged, staff recommended that Council consider rescinding the former bylaw (Bylaw 2429) and giving the zoning amendment bylaw (Bylaw No. 2568 - a bylaw to rezone to the RS-2 SSMUH Residential zone), first three readings, which is provided later in the Regular Council Agenda.

Draft Bylaw 2568 is included as Appendix A in this corporate report. Appendix B includes a copy of the May 9, 2022, LUPC staff report, which includes a detailed analysis of this development proposal.

PREVIOUS COUNCIL DIRECTION

Motion # & Meeting Date	Motion Details
LU/P-033 March 8, 2021	THAT the Land Use and Planning Committee recommends that Council direct staff to advance the zoning amendment Application at 15916 Russell Avenue to the next stage in the application review process. DEFEATED
LU/P-034 March 8, 2021	THAT the Land Use and Planning Committee direct staff work with the applicant for 15916 Russell Avenue on a revised design whereas many trees as possible are preserved. CARRIED

<p>LU/P-051 April 26, 2021</p>	<p>THAT the Land Use and Planning Committee recommends that Council direct staff to advance the zoning amendment application at 15916 Russell Avenue to the next stage in the application review process.</p> <p style="text-align: right;">CARRIED</p>
<p>2022-LU/P-012 May 9, 2022</p>	<p>THAT the Land Use and Planning Committee recommend that Council give first and second readings to “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-4 – 15916 Russell Avenue) Bylaw, 2022, No. 2429.”.</p> <p style="text-align: right;">CARRIED</p>
<p>2022-LU/P-0123 May 9, 2022</p>	<p>THAT the Land Use and Planning Committee recommend that Council direct staff to schedule the public hearing for “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-4 – 15916 Russell Avenue) Bylaw, 2022, No. 2429.”</p> <p style="text-align: right;">CARRIED</p>
<p>2022-LU/P-014 May 9, 2022</p>	<p>THAT the Land Use and Planning Committee recommend that Council direct staff to address the following conditions prior to bringing “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-4 – 15916 Russell Avenue) Bylaw, 2022, No. 2429” back for consideration of final adoption:</p> <ol style="list-style-type: none"> 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. Require the applicant to sign a no-build covenant related to the 17metre setback, the no-build covenant is to be registered on title. d. Confirm and ensure the recommendations of the 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 e. Complete the demolition of the existing dwelling to the satisfaction of the Director of Planning and Development Services. <p style="text-align: right;">CARRIED</p>
<p>2022-217 May 9, 2022</p>	<p>THAT Council give first and second readings to "White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-4 - 15916 Russell Avenue) Bylaw, 2022, No. 2429</p> <p style="text-align: right;">CARRIED</p>
<p>2022-217 May 9, 2022</p>	<p>THAT Council direct staff to schedule the public hearing for "White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-4 - 15916 Russell Avenue) Bylaw, 2022, No. 2429."</p> <p style="text-align: right;">CARRIED</p>

<p>2022-219 May 9, 2022</p>	<p>THAT Council direct staff to address the following conditions prior to bringing "White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-4- 15916 Russell Avenue) Bylaw, 2022, No. 2429" back for consideration of final adoption:</p> <ol style="list-style-type: none"> 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) Require the applicant to sign a no-build covenant related to the 17-metre setback, the no-build covenant is to be registered on title; d) Confirm and ensure the recommendations of the 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, e) Complete the demolition of the existing dwelling to the satisfaction of the Director of Planning and Development Services. <p style="text-align: right;">CARRIED</p>
<p>2022-266 June 13, 2022</p>	<p>THAT Council give third reading to "White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-4 - 15916 Russell Avenue) Bylaw, 2022, No. 2429".</p> <p style="text-align: right;">CARRIED</p>
<p>2024-187 May 27, 2024</p>	<p>THAT Council:</p> <ol style="list-style-type: none"> 1. Receive for information the corporate report dated May 27, 2024, from the Director of Planning and Development Services, titled " Zoning Bylaw, 2024, No. 2506 - Updates to address Bill 44 – Small-Scale, Multi-Unit Housing (SSMUH)"; 2. Has, pursuant to Section 481.3(7) of the Local Government Act, considered the Provincial Policy Manual and Site Standards for Small-Scale Multi-Unit Housing, as incorporated in " Zoning Bylaw, 2024, No. 2506 - Updates to address Bill 44 – Small-Scale, Multi Unit Housing (SSMUH)" report presented at the May 27, 2024, Council meeting, and, in that regard, considers that no further consideration of the Provincial Policy Manual and Site Standards for Small-Scale Multi-Unit Housing is required at this time; 4 3. Has, pursuant to Section 479(6) and 525.1(4) of the Local Government Act, considered the Provincial Policy Manual: Transit-Oriented Areas, as outlined in the " Zoning Bylaw, 2024, No. 2506 - Updates to address Bill 44 – Small-Scale, Multi-Unit Housing (SSMUH) " report presented at the May 27, 2024 Council meeting, and, in that regard, considers that no further

	<p>consideration of the Provincial Policy Manual and Site Standards: Transit-Oriented Areas is required at this time;</p> <p>4. Authorize staff to proceed with the Communication Strategy for "Zoning Bylaw, 2024, No. 2506 - Updates to address Bill 44 – Small-Scale, Multi-Unit Housing (SSMUH)" as outlined in this staff report.</p> <p>5. Direct staff to bring forward for consideration of first and second reading "White Rock Zoning Bylaw, 2024, No. 2506" on June 10, 2024, to implement the Provincial Small-Scale Multi-Unit Housing and Transit-Oriented Areas legislation;</p> <p>6. Direct staff to bring forward for consideration of third and final reading "White Rock Zoning Bylaw, 2024, No.2506" to implement the Provincial Small-Scale Multi-Unit Housing and Transit-Oriented Areas legislation on June 24, 2024.</p> <p style="text-align: right;">CARRIED</p>
2024-236 June 27, 2024	<p>THAT Council give third reading, as amended and circulated, to "White Rock Zoning Bylaw, 2024, No. 2506".</p> <p style="text-align: right;">CARRIED</p>
2024-237 June 27, 2024	<p>THAT Council give final reading to "White Rock Zoning Bylaw, 2024, No. 2506".</p> <p style="text-align: right;">CARRIED</p>

INTRODUCTION/BACKGROUND

On May 9, 2022, Council gave first and second reading to “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-4 – 15916 Russell Avenue) Bylaw, 2022, No. 2429” being a bylaw to amend City of White Rock Zoning Bylaw, 2012, No.2000. During the same meeting Council directed staff to host the public hearing (*was a statutory requirement for such application prior to Bill 44 legislation*). Prior to the May 2022 meeting, the City’s Land Use and Planning Committee considered the proposal and recommended specific prerequisites prior to final adoption (listed further in this staff report). Bylaw 2429 received third reading on June 13, 2022.

In November 2023, the Provincial Government introduced the Bill 44 legislation, which included Small-Scale Multi-Unit Housing (“SSMUH”) requirements aimed at enhancing housing supply and affordability across communities in British Columbia. On June 27, 2024, Council adopted a new Zoning Bylaw to facilitate the Small-Scale Multi-Unit Housing to align with the Bill 44 legislation by substituting nine (9) single-family zones, one (1) duplex zone, one (1) triplex zone and four (4) comprehensive development zones with seven (7) new SSMUH zones.

To facilitate the alignment of in-stream applications (such as this rezoning application), the impacted in-stream bylaws need to be rescinded, and new bylaw replacements are to be introduced to align with new SSMUH zones, which is an administrative process.

ANALYSIS

SSMUH Legislation Impact on In-Stream Applications

The City’s new zoning bylaw, adopted on June 27, 2024, impacted 17 in-stream rezoning applications. Of the 17 applications, 12 were rezoning to subdivide, duplex & triplex development applications that had not proceeded to Council; whereas the remaining consisted of 3 rezoning to subdivide, and 2 duplex applications which had received third reading.

Applications that received final adoption prior to June 27, 2024, or are proposed to be rezoned from a former single-family, duplex, or triplex residential zone to a non-SSMUH zone that have received any bylaw readings are not affected.

Among these five applications at third reading, the Applicants for the two duplex applications withdrew their applications as they are eligible to submit building permit applications under the SSMUH legislation, bypassing the rezoning processes.

Conversely, the other three rezoning applications at third reading are to enable a two-lot subdivision. While one of these three applications received final adoption in May 2025, the development application at 15916 Russell Avenue, which is the subject of this staff report, remains among the two applications still pending adoption.

To proceed, it is necessary that Bylaw 2429 be rescinded for this development application at 15916 Russell Avenue. A new rezoning bylaw (Bylaw 2568) is now presented for Council consideration of three readings to allow this in-stream application to proceed under the new zone requirements. The original intent of this rezoning application to enable a subdivision from one (1) to two (2) residential lots remains unchanged.

Proposal

The Applicant is proposing to rezone the subject property at 15916 Russell Avenue from the RS-1 SSMUH Residential Zone to the RS-2 Residential Zone to enable the subdivision of the subject property into two new lots to construct a single-family dwelling on each lot.

The drawings submitted for this proposal were prepared on the basis of the former Zoning Bylaw (prior to SSMUH) and the former RS-4 zone requirements applicable at that time. Since the adoption of the new Zoning Bylaw in June 2024, several definitions, general regulations, and zoning provisions have been revised, replaced, or removed. Among other zone updates, the RS-4 zone in the former zoning bylaw was replaced with the current RS-2 SSMUH Residential zone.

The Applicant has provided written confirmation that the drawings submitted as part of the proposal are conceptual in nature and will be updated to align with all the proposed RS-2 SSMUH zone requirements prior to Building Permit application submission, if the bylaw is adopted, and subsequently the subdivision is approved.

Notification

Section 464 of the *Local Government Act* prohibits public hearings solely for zoning bylaw amendments related to Section 481.3 (zoning bylaws and small-scale multi-family housing), and therefore, no public hearing is required. Notification was provided in accordance with applicable bylaws and legislative requirements about council consideration for Bylaw 2568 (Bylaw replacement for Bylaw 2429).

Completion of Development Prerequisites - In-Stream Application at 15916 Russell Avenue

As noted earlier in this report, prior to the May 2022 meeting, the City's Land Use and Planning Committee (LUPC) considered the proposal and recommended prerequisites for approval as follows:

- 1) 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;
- 2) Ensure that all matters pertaining to tree protection and retention are addressed to the satisfaction of the Director of Planning and Development Services.

- 3) Require the Applicant to sign a no-build covenant related to the 17-metre setback; the no-build covenant is to be registered on title.
- 4) Confirm and ensure the recommendations of the 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
- 5) Complete the demolition of the existing dwelling to the satisfaction of the Director of Planning and Development Services.

Regarding Item 1 above, the Applicant has now entered into a servicing agreement and posted related securities to the satisfaction of the City's Engineering and Operations Department. Additionally, based on the updated topographic survey (Appendix C) submitted by the Applicant, staff confirms that a road dedication is not required as the existing right-of-way meets the 20 metres local road width standard per the City's Road Subdivision Bylaw.

Regarding Items 2,3 & 4, the Applicant's final Arborist Report included recommendations to ensure the on-site mature trees proposed to be retained can be preserved with the future subdivision and development of the property. The Applicant's latest iteration of the Arborist Report, along with an explanatory plan outlining the "no-build" and "no-build and no excavation" areas around the tree protection zones, was reviewed and approved by the City's Tree Preservation Official and the Director of Planning and Development Services. The no-build covenant has now been registered on title.

Regarding Item 5, the demolition of the home has been completed.

The Applicant has now resolved the development prerequisites associated with this rezoning application. Although the original intent of this application remains unchanged, rescinding a bylaw means its prerequisite development conditions can no longer be enforced. Consequently, all conditions tied to the original Bylaw 2429 have been met and incorporated into the new draft Bylaw 2568 to ensure these requirements remain connected.

Staff recommend that Council give the first three readings to the new zone amending bylaw, Bylaw 2568, and subsequently grant final adoption at the following Council meeting.

COMMUNICATION AND COMMUNITY ENGAGEMENT IMPLICATIONS

Section 464 of the *Local Government Act* prohibits public hearings solely for zoning bylaw amendments related to Section 481.3 (zoning bylaws and small-scale multi-family housing), and therefore, no public hearing is required. Notification has been provided in accordance with applicable bylaws and legislative requirements about council consideration for Bylaw 2568 (replacement for Bylaw 2429).

Staff note that prior to the new legislation, this application was subject to a Public Hearing process, which was held on June 6, 2022.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS

The rezoning application was circulated to internal City departments, and comments requiring a response/resolution by the proponent have been addressed.

CLIMATE CHANGE IMPLICATIONS

The subject property contains a number of mature trees, which are subject to the City’s Tree Protection Bylaw. Efforts have been taken to ensure these trees can be preserved with the future subdivision and development of the property by way of the registration of a No-build covenant. 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, staff also recognize that the maintenance responsibilities tied to shared trees can be complicated. The registration requirement of a “no-build covenant” on title ensures current and future owners of the lot understand the importance of these trees and the need to manage their retention collectively. Additionally, through the replantings, a net tree gain is positive for the overall development of a strong tree canopy.

ALIGNMENT WITH STRATEGIC PRIORITIES

This proposal is in alignment with Council’s strategic priorities of *Community and Housing & Land Use*, where the key goals are to foster a livable city with connected residents enjoying distinctive places and activities, and to advocate for diversity in housing and practice balanced land-use planning.

OPTIONS / RISKS / ALTERNATIVES

There are no identifiable risks to proceeding with the final adoption of the Bylaw.

CONCLUSION

This report presents an in-stream Zoning Bylaw amendment application with staff recommendations to ensure conformity with the new SSMUH framework and alignment with updated zone and regulations. This report also confirms that the Applicant has completed the development prerequisites necessary prior to final adoption of the new zone amending bylaw. Council may now consider the first three readings for Bylaw No. 2568.

Respectfully submitted,

Reviewed and Approved by,

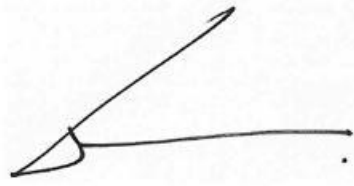


Neethu Syam
Planning Division Lead

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: Draft Bylaw 2568 (Replacement for Bylaw 2429)
- Appendix B: May 9, 2022 LUPC Staff Report for first and second reading– 15916 Russell Avenue
- Appendix C: Updated Topographic Survey