

THE CORPORATION OF THE
CITY OF WHITE ROCK
CORPORATE REPORT



DATE: October 19, 2020

TO: Land Use and Planning Committee

FROM: Carl Isaak, Director, Planning and Development Services

SUBJECT: Rezoning and Major Development Permit Application – 1485 Fir Street
(ZON/MJP 19-009)

RECOMMENDATIONS

THAT the Land Use and Planning Committee recommends:

1. That Council give first and second readings to “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (CD-64 -1485 Fir Street) Bylaw, 2020, No. 2363 as presented, and direct staff to schedule the required Public Hearing;
 2. That Council direct staff to resolve the following issues prior to final adoption, if Bylaw No. 2363 is given Third Reading after the Public Hearing:
 - a) Ensure that all engineering requirements and issues, including dedication of a 5.0 metre by 5.0 metre corner cut on the corner of the site at Fir Street and Russell Avenue, intersection improvements including ‘watch for pedestrian’ signage as well as tactile paving on the northwest and northeast corners of George Lane and Thrift Avenue, and completion of a servicing agreement, are addressed to the satisfaction of the Director of Engineering and Municipal Operations;
 - b) A Tenant Relocation Plan and adoption of a Housing Agreement Bylaw are finalized; and
 - c) The consolidation of existing three lots and the demolition of the existing residential building occurs; and
 3. That, pending adoption of “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (CD-64 – 1485 Fir Street) Bylaw, 2020, No. 2363,” Council consider issuance of Development Permit No. 432 for 1485 Fir Street.
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EXECUTIVE SUMMARY

The Land Use and Planning Committee (LUPC) received a corporate report dated July 8, 2019 from the Director of Planning and Development Services, titled “Initial OCP Amendment Application Report – 1485 Fir Street (19-009 OCP/ZON/MJP).” The application at the time required an increase in gross floor area ratio (or ‘FAR’) density above what was permitted in the Official Community Plan (OCP) which would have required an OCP amendment and did not provide the number of three-bedroom units (10%) required in the OCP.

Council subsequently directed staff to work with the applicant on a revised application that did not require an OCP amendment. There was also discussion at the LUPC meeting regarding the adequacy of the applicant’s Tenant Relocation Plan. A subsequent report dated September 30,

2019 from the Director of Planning and Development Services, titled “Information Report Update and Revised Tenant Relocation Plan – 1485 Fir Street (ZON/MJP 19-009)” was prepared and provided a brief update including the applicant’s enhanced Tenant Relocation Plan and an overview of the changes to the form of the development which was revised to not require an OCP amendment and proceeded as a rezoning and major development permit application.

A separate corporate report on proposed revisions to Council Policy 511: Density Bonus / Amenity Contribution and Council Policy 514: Tenant Relocation Policy, is included earlier in the Land Use and Planning Committee agenda and would have an impact on this development application.

The application has been further revised to incorporate changes that follow the endorsement from the Governance and Legislation Committee to the Tenant Relocation Plan, discussed in the sections below. The proposal for 1485 Fir Street now presents a six-storey, 80-unit building, for which all units would be rental units. The rezoning, if approved, would create a Comprehensive Development (CD) zone largely designed to implement the height and density allowed within the Official Community Plan. A major development permit for form and character, energy and water conservation and the reduction of greenhouse gases is also required. Location and ortho photo maps of the subject property are attached as Appendix C.

PREVIOUS COUNCIL DIRECTION

Resolution # and Date	Resolution Details
LUPC July 8, 2019 2019-LU/P-022	<p>THAT the Land Use and Planning Committee:</p> <ol style="list-style-type: none"> 1. Receives for information the corporate report dated July 8, 2019 from the Director of Planning and Development Services, titled "Initial OCP Amendment Application Report- 1485 Fir Street (19-009 OCP/ZON/MJP);" and 2. Recommends that Council refuse the OCP amendment application, and direct staff to work with the applicant on a revised rezoning and Major Development Permit application, for a secured rental housing development that includes a reduced FAR (2. 8 gross floor area ratio consistent with the OCP), and amended building and site design.
LUPC September 30, 2019 2019-LU/P-025	<p>THAT the Land Use and Planning Committee refers the report back to staff for a revision that permits existing tenants to return to the building after construction at the same rent they are currently paying, subject to the per annum increases permitted by the province; and</p> <p>THAT the proposed Community Amenity Contributions (CACs) be reduced further in recognition for current tenants being able to keep their current rent amounts.</p>
2019-LU/P-026	<p>THAT the Land Use and Planning Committee receives for information the corporate report dated September 30, 2019 from the Director of Planning and Development Services, titled “Information Report Update and Revised Tenant Relocation Plan – 1485 Fir Street (ZON/MJP 19-009).”</p>

INTRODUCTION/BACKGROUND

White Rock Official Community Plan 2017, No. 2220 (OCP) designates the subject property as ‘Town Centre Transition’, characterized by residential uses that provide a gradual height transition between the Town Centre area and surrounding lower density single-family neighbourhoods. Building heights in the Town Centre Transition area are encouraged to develop within the range presented in Figure 10 of the OCP. For the subject site, this is shown as a continuum between 18 storeys at North Bluff Road and 6 storeys at Thrift Avenue, suggesting that between ~6-10 storeys would be a supportable transitional height at this location.

Under OCP Policy 8.2.3, properties in the Town Centre Transition area including 1485 Fir Street, are identified as being eligible for additional density (up to 40% above the base density) where at least half this additional floor area is dedicated to and secured as residential rental units. The base density for this property is 2.0 FAR, therefore the total maximum density permitted, including the rental bonus density, is 2.8 FAR, of which 0.4 FAR would need to be comprised of rental units. There is no additional bonus available for projects that consist entirely of rental units. Policy 11.2.1(f) requires that a minimum one-to-one replacement of existing rental units be provided when an existing rental building is proposed for redevelopment, with an average unit size of the replacement units at least 80% of the units being replaced. The proposal for 1485 Fir Street would consist of a six-storey, 80-unit building, for which all units would be rental units; the size and number of units is sufficient to satisfy the replacement requirements of the OCP.

The development is subject to a Major Development Permit being within the ‘Multi-Family’ Development Permit Area (DPA). The DPA Guidelines, outlined in Section 22.6 of the OCP have been applied to the proposal to ensure the form and character of the development fits within the established character of the neighbourhood. The project has been reviewed by City staff and the City’s Advisory Design Panel. Staff believe the rezoning to be consistent with the applicable policies of the OCP and the City’s Multi-Family DPA Guidelines. The following sections give greater merit to the factors considered in evaluating this proposal.

ANALYSIS

Current Zoning and Land Use Context

The subject property is located at 1485 Fir Street, on the corner of Fir Street and Russell Avenue (see Appendix C for Location Map and Ortho Photo). The property is occupied by a 25-unit rental apartment building (“The Firs,” building address of 1475 Fir Street) which was constructed in 1965. The existing building is located on three separate parcels and straddles the shared property lines. The subject properties are currently zoned ‘RM-2 Medium Density Multi-Unit Residential Zone’, which permits townhouse or apartment complexes with a 10.7 metre (35.1 feet) maximum height.

The subject site is surrounded by a mix of commercial, institutional and residential uses. To the west across a lane is St. John’s Presbyterian Church and Daycare Centre, to the north across Russell Avenue is a three storey office building (Russell Professional Building), and to the south and east are existing multi-unit residential buildings (one storey building on the east side of Fir Street, and three storey buildings to the south).

Previous Design Proposals

The initial report titled "Initial OCP Amendment Application Report- 1485 Fir Street (19-009 OCP/ZON/MJP);" on July 8, 2019 to the Land Use and Planning Committee (see Appendix D) included an overview of a new development application submitted on May 9, 2019, for a proposed development with a total of 84 rental residential units in a six (6) storey building. The proposed density for the apartment site exceeded the OCP maximum density by 0.53 FAR (3.23

FAR proposed; 2.8 FAR allowed). Council subsequently directed staff to work with the applicant on a revised application that did not require an OCP amendment (i.e. that did not exceed the maximum density in the OCP).

Following Council’s direction, the applicant submitted drawings for the rezoning and development permit application on August 15, 2019. An additional report on September 30, 2019 confirmed that the new proposal did not exceed the maximum density allowed in the OCP and therefore did not require an OCP amendment. The major changes that were proposed included:

- Reducing the amount of floor area density and increasing the number of three-bedroom units so that an OCP amendment is no longer necessary;
- Building massing was addressed by recessing the fifth and sixth storeys of the building to reduce the total floor area and the visual impact of the building height;
- Lot coverage was decreased to below 50%;
- Balconies were added to the homes along Fir Street; and
- The outdoor play area was relocated to the front of the building along Fir Street instead of in the rear along George Lane.

Table 1 below provides a summary of changes to the site statistics from the two previous proposals, in comparison to the current proposal. Design changes that have occurred following receipt of the last information report will be discussed in the sections that follow. Of note, there have been no changes to the number of units or building height and only minor reductions to lot coverage and floor area. Parking has been further reduced to 108 spaces, representing a 10% reduction to the required 120 spaces.

Table 1: Comparison of Original Development Proposal Statistics, Second Revised Proposal, and Current Proposal

	Original Proposal (May 9, 2019)	Revised Proposal (August 15, 2019)	Current Proposal (October 19, 2020)
Number of Units	84 (all secured rental)	80 (all secured rental)	80 (all secured rental)
Gross Floor Area	6,586.9 m ² (70,900.4 ft ²)	5,706.7 m ² (61,426.8 ft ²)	5,700 m ² (61,356.85 ft ²)
Floor Area Ratio (Gross)	3.23	2.8	2.8
Lot Coverage	56%	49.9%	48.7%
Height (to top of roof)	Six storeys (18.9 metres)	Six storeys (18.9 metres)	Six storeys (18.9 metres)
Parking Spaces	115 (1.37 per unit)	112 (1.4 per unit)	108 (1.35 per unit)

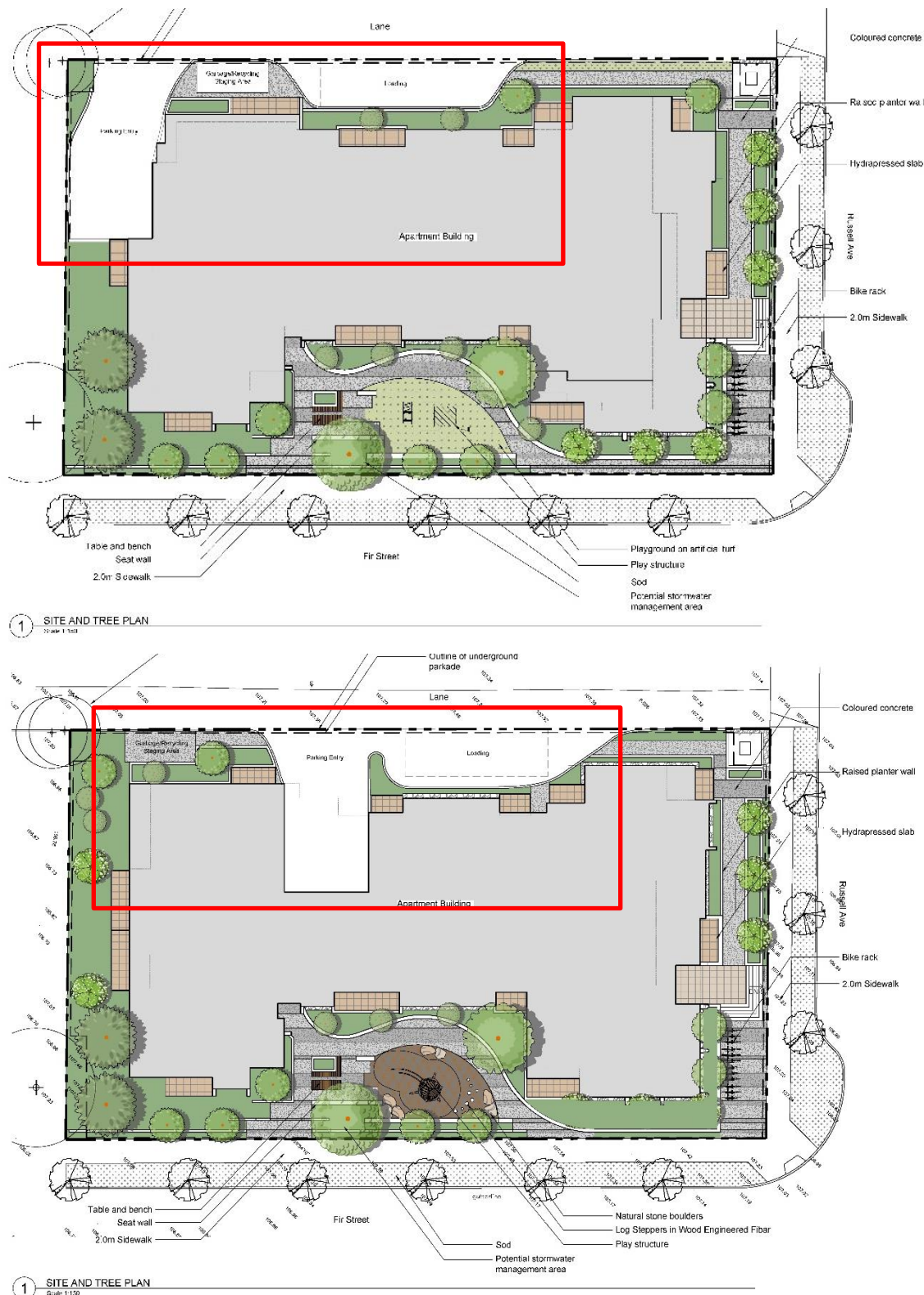
Current Proposal

The current development proposal would include a total of 80 units within a six-storey residential rental building. Unit sizes proposed range between 420 ft² – 520 ft² for a studio, 540 ft² – 625 ft² for a one-bedroom, 680 ft² – 990 ft² for a two-bedroom, and 980 ft² – 1010 ft² for a three-bedroom unit. It is important to note that the proposal now conforms to various elements of the OCP’s “Family-Friendly” housing policies, with 40 percent of the units containing either two or three bedrooms (32 units) and 12.5 percent of the units having three bedrooms (10 units).

Much of the design reflects the proposal in the information report presented to the LUPC from September 30, 2019 included as Appendix E. The major changes reflected in the current proposal pertain to the location of the parkade access which has been relocated to the middle of the site along George Lane, and a slight change in the configuration of the loading bay (see Figure 1). Access through an internal corridor has also been provided from the loading bay to the main elevator, so residents who are moving can easily access the building. A revision in the type of

play structure proposed in the communal courtyard area has also been accommodated in order to provide a more naturalized feel to the space with a ‘tree house’ structure instead of a more traditional playset; this latter revision stems from the feedback of the Advisory Design Panel. The revised parkade access location accommodates more green space on the south end of the site to provide a buffer between the proposed development and the existing property to the south.

Figure 1: Site Plan Comparison between September 30, 2019 version and Current Proposal



Public Information Meeting and Public Feedback

The applicant (Billard Architecture) held a public information meeting (PIM) on December 12, 2019, at ThirdSpace Community Café, Unit 1 - 1381 George Street) from 5:30 p.m. - 7:00 p.m. Approximately five-hundred and fifty (550) letters were circulated notifying owners within 100 metres of the subject property of the proposal. The meeting was also advertised in consecutive publications of the Peace Arch News in advance of the PIM. Appendix F to this report includes the PIM sign-in sheet, completed comment forms, and PIM summary submitted by the applicant. There was a total of 25 paper feedback forms submitted and 11 emails written to staff pertaining to the proposal. A total of 19 of the respondents were in favor of the application, 12 were in opposition of the proposal, and 2 were undecided about the proposal.

Support for the proposal was outlined through comments relating to:

- The rental aspect of the project;
- Elevators in the proposed building helping tenants/visitors to overcome mobility issues;
- Financial issues with maintaining the existing building and requirement for higher density on the site in order to meet the costs of owning the building; and
- The benefit that a new building and amenity space would provide to existing and new tenants as well as the surrounding neighbourhood considering the existing building is 60 years old.

Major concerns that were brought up during the meeting included the following:

- Compromised views for existing residents with the increase in building height;
- Several comments related to the increase in traffic congestion related to the proposed development and how City infrastructure will handle this;
- Not enough greenspace proposed on the site;
- Concerns with the proposed architectural style of the building;
- Concern expressed by existing building residents about the loss of their homes;
- Rental rates being too high to afford; and
- Many of the existing tenants being elderly and it being difficult for them to find alternative housing at an affordable rate.

Planning Review

As noted, the original proposal has undergone a series of revisions to address early concerns expressed by Council as well as feedback received through the PIM. The design has also been modified in response to technical issues identified by City staff and feedback received from the City's Advisory Design Panel (ADP). The project is now consistent with the OCP's Town Centre Transition policies. These policies contemplate development in the form of multi-unit residential buildings transitioning in height from 18 storeys at North Bluff Road down to six (6) storeys at Thrift Avenue. The following sections describe details of the proposal and key land use planning considerations made in preparing the staff recommendation outlined in this report.

The proposed multifamily building is rectangular in shape and is situated in the middle of the subject site. Building setbacks are greatest along Russell Avenue (north) and the residential lands to the south, being approximately 5 metres (16 feet) in width. Setbacks along Fir Street (east) and George Lane (west) are slightly less at approximately 3 metres (10 feet) in width. The lands within the yard setbacks are to be programmed with a mixture of trees and shrubs to ensure

adequate privacy and screening for neighbouring residents, and to help create a pleasant interface between the building and pedestrian realm / streetscape.

Since the original submission, the massing of the building has been stepped back on the fifth and sixth levels to reduce the impact of the structure as experienced at the ground level (i.e., opening up pedestrian views to the sky) while also reducing the impact of shadows on abutting properties. Further, the project has been enhanced with the creation of an outdoor amenity space on the east portion of the site, formerly situated off the laneway along the western side of the property. This amenity space offers an open, publicly-visible, play area for young children and a space for residents to enjoy the outdoors; this design enhancement is becoming increasingly important in light of the on-going COVID-19 pandemic and efforts to support social distancing while enabling access to private open-air green spaces. Finally, access to the parkade, space for loading, and a space for garbage and recycling pick-up, has been situated off of George Lane, being the western limit of the property. This design helps lessen breaks in the pedestrian realm (sidewalk) while helping to “hide” the operational needs of the project.

Table 2 below provides a comparison of the existing and proposed zoning standards tied to the property and project. As noted, the CD Zone is largely intended to implement the height and density permissions contemplated in the OCP.

Table 2: Existing Zoning Provisions versus Proposed Zoning

Existing Zoning Provisions: RM-2 Medium Density Multi-Unit Residential	Proposed Zoning Provisions: CD 64 - Comprehensive Development Zone
Permitted Uses	Permitted Uses
Townhouse or apartment complexes with densities not exceeding 50 units per acre	Multi-unit residential use with accessory home occupation use
Number of Dwelling Units	Number of Dwelling Units
25 units (50 units / 0.4 hectares) Existing Lot Area: 2,036 m ²	80 dwelling units (10 three-bedroom units, 22 two-bedroom units, 41 one-bedroom units, and 7 studio units)
Minimum Lot Requirements	Lot Dimensions
Lot Width: 18.0 m (59.04 ft) Lot Depth: 30.5 m (100.4 ft) Lot Area: 742.0 m ² (7,986.82 ft ²)	Lot Width: 34.48 m (113.12 ft) Lot Depth (averaged): 59.04 m (193.69 ft) Lot Area: 2,036 m ² (21,917 ft ²)
Lot Coverage	Lot Coverage
45% 916 m ² (9,962.9 ft ²)	48.7% 991 m ² (10,667 ft ²)
Gross Floor Area	Gross Floor Area
1.1 times the lot area 2,240 m ² (24,109 ft ²)	2.8 times the lot area 5,700 m ² (61,357 ft ²)
Building Height	Building Height
10.7 m (35.1 ft) for principal buildings	Six Storeys – 18.9 metres to top of parapet measured from average natural grade (62 feet) Geodetic height: 126.49 metres top of parapet and 129.2 metres top of elevator shaft

Minimum Setback	Setback
Front Lot Line: 6 m (19.68 ft)	Front Lot Line: 3.47 m (11.38 ft)
Rear Lot Line: 6 m (19.68 ft)	Rear Lot Line: 3.08m (10.1 ft)
Interior Side Lot Line: 5.0 m (16.4 ft)	Interior Side Lot Line: 5.25 m (17.22 ft)
Exterior Side Lot Line: 3.8 m (12.47 ft)	Exterior Side Lot Line: 5.05 m (16.57 ft)

Public Realm and Streetscape Improvements

The project includes short-term bicycle parking at the pedestrian entrance and an extended sidewalk / queuing space at the corner of Russell Avenue and Fir Street. These measures lessen the need for private automobile use while supporting improved overall pedestrian safety, respectively. Further, plantings are proposed along the sidewalk to, over time, support the growth of a tree canopy along streets. These measures support the objectives and policies of Section 13.1 of the OCP as they relate to “Transportation + Mobility”.

The dedication of land has been sought by the City’s Engineering and Operations Department to enable the creation of improvements to the City’s boulevard (e.g., additional on-street parking, sidewalks, street tree planting, etc.) thereby contributing to a more “complete” street. Efforts to design streets for all users can reduce collision rates (particularly for vulnerable road users, such as pedestrians and cyclists), better support adjacent land uses, support shifts to sustainable transportation methods of travel (walking, cycling, and transit), and improve the quality of the street as a positive space that is a destination and thoroughfare where residents, visitors, and passersby can feel safe.

Multi-Family DPA Guidelines

The applicant has submitted a response to the Multi-Family Development Permit Area Guidelines, which are applicable to the proposal pursuant to OCP Policy 22.1. The response to the guidelines is attached as Appendix G. Staff consider the submitted response to be in conformance with the Development Permit Guidelines. Figure 2 below provides a rendering of the current proposal, the form and character of which remains largely the same as the previous proposal considered in the report dated September 30, 2019.



Figure 2: Rendering of the Proposal from the corner of Russell Avenue and Fir Street Looking Southwest

The applicant has adequately identified how the proposed development meets the development permit guidelines by providing the following key aspects:

- a) A transition from high-rise buildings in the Town Center neighbourhood with much of the density located on the first to fourth level. The upper levels are then recessed back on all four sides of the building to reduce shadow and view impacts on neighbouring sites.
- b) Repetitive architectural details continue around all elevations of the building to create visual interest at all angles. The front entrance is clearly indicated with linear framework to create a vibrant space for residents and pedestrians to gather and connect in a safe, comfortable environment that is fully accessible with an integrated gradual access from the sidewalk.
- c) Natural materials will be used on the building's exterior including brick, exposed red cedar, fiber cement and natural metals such as aluminum. Natural tones are incorporated into the project to reflect the natural landscape with one dominate accent colour.
- d) The public realm will be improved by providing sidewalks and a boulevard that is 2m wide. An extra wide front entrance pathway is provided for bicycles, wheelchairs and scooters as well as a curb let-down at the intersection. Planting along the street fronting property lines will be provided to deter pedestrians from accessing the property on the grass and provide privacy from private patios that face the street.
- e) A light-coloured roof that is low in albedo will be used to reduce heat and energy efficient light fixtures will be used to conserve energy. Water efficient plumbing fixtures along with an abundance of zero-irrigation landscaping will be used to conserve water. A stormwater management plan will be set in place to alleviate heavy flooding from rainfall due to climate change.

Advisory Design Panel Review

During the Advisory Design Panel (ADP) meeting on July 21, 2020, the panel recommended that the application for the development proposal at 1485 Fir Street be referred to Council once the applicant had the opportunity to consider comments pertaining to the following items (see Appendix H for related ADP meeting minutes):

- a) Stormwater management plan must go to the Engineering Department – efforts to minimize the amount of stormwater going to the storm system;
Design Response: The stormwater is managed in a combined strategy between the civil and landscape designs. Raised planter beds are provided with soil to absorb water for uptake by the plant material. The excess water is collected in drains that connect to a storage tank located inside the parkade. The stormwater tank is sized so as to retain water and slowly release this water into the municipal storm sewer.
- b) Rooftop to be designed to reduce solar gain;
Design Response: It was confirmed that the roof would be light coloured and low albedo to reduce heat.
- c) Efforts to increase the number of electrical charging stations
Design Response: The addition of 12 electrical charging stations was incorporated into the design of the parkade.

- d) Efforts to increase the number of accessible parking spaces

Design Response: One more accessible parking space was incorporated into the design of the parkade for a total of three parking spaces

- e) Design of the children's play space – naturalization of the space

Design Response: The playground was naturalized by using a form inspired by a tree house with earth toned materials and wood grain panels. Feature boulders were also introduced to blend the playground to the surrounding landscape treatment.

Staff believe the applicant has provided a satisfactory response to the comments noted above.

Tree Management

The Arborist Report prepared by Woodridge Tree Consulting Arborists Ltd. identifies that a total of three (3) “protected trees”, being those subject to City of White Rock Tree Management Bylaw, 2008, No. 1831, within the site area. One of the trees is a City tree and the other two are off-site trees. The Report recommends that all trees be retained as they are in good condition.

City staff have reviewed the recommendations of the Project Arborist and are comfortable with their retention subject to the posting of securities (i.e., \$9,500) for the three (3) offsite trees as required by the Tree Management Bylaw. Twenty-seven (27) trees are proposed as part of the development. Appendix B includes the proposed landscape plan which will be further reviewed upon receipt of an application for a Tree Management Permit (TMP), likely to accompany a future request for demolition of the existing building.

Traffic Study Review

The applicant has submitted a Traffic Study that analyses existing traffic volumes at the intersection of Fir Street and Russell Avenue. The peak traffic conditions (weekday morning and afternoon hours) for four different time frames – 2019 (existing), 2022 (full build-out), 2027 (5 years after build-out), and 2045 (the end of future timeframe for the White Rock OCP). A summary of the expected trip generation is shown in Table 3: Daily Trip Generation Statistics below:

Table 4: Daily Trip Generation Statistics

Peak Periods	Inbound Traffic	Outbound Traffic
Morning Hours: 8:00 a.m. to 9:00 a.m.	8 (28%)	21 (72%)
Afternoon Hours: 3:00 p.m. to 4:00 p.m.	22 (61%)	14 (39%)

The proposed development is estimated to add a total of 21 additional trips in the morning and 26 additional trips in the evening, which takes the total number from each category above (29 and 36 inbound and outbound trips respectively) and subtracts the number of existing trips made by residents in the current building. No major traffic issues are expected along this length of Russell Avenue and Fir Street. No major intersection improvements are proposed as a result of the study, however, additional ‘watch for pedestrian’ signage is suggested at the corner of George Lane and Thrift Avenue as well as tactile paving on the northwest and northeast corners of this intersection. The traffic study is attached as Appendix I.

Parking Standards and Requested Variance

The total number of required parking spaces for the proposed development equates to 120 spaces. A total of 96 spaces would be provided for residents and 24 parking spaces for visitors, totalling 108 spaces. This would be a 10% total reduction to the requirements of the Zoning Bylaw. CTS Traffic Consultants analyzed the peak parking demand using the Institute of

Transportation Engineers (ITE) Parking Generation Manual 5th Edition. Using representational data in the mid-rise multi-family category, the consultants estimated that 80 dwelling units would require 1.31 spaces per dwelling unit, or a total of 105 spaces to meet the peak average demand. The 108 spaces proposed for the development exceeds the estimated peak travel demand by three spaces. To supplement the request for a 10% parking variance, residents would be provided with a \$100.00 compass card to encourage the use of public transportation, with several routes located in close proximity to the development; the nine (9) routes include the 321, 345, 351, 354, 361, 362, 363, 375, and 531.

Further to the information provided above, under Zoning Bylaw No. 2000, a maximum of 40% of the stalls can be provided as small car spaces. The development is proposing a total of 33 small car spaces, equivalent to 30% of the total spaces. A total of two handicapped spaces are required as part of the proposed development. A total of three handicapped spaces will be provided, all located near the elevator. Electric vehicle (EV) charging is required as per Zoning Bylaw No. 2000, with a requirement of one charging station per every 10 parking spaces. The development proposes a total of 36 EV stations, significantly over the 18-space requirement. In consideration of the recommendations of the parking analysis prepared by CTS Traffic Consultants and the information noted above, City staff are supportive of the requested variance to parking.

Tenant Relocation Plan

In the original Tenant Relocation Plan, the applicant proposed to give the option to existing tenants to return to the new building at rents that would be 10% below the market rent that was being charged at that time for other similar units, which is consistent with the City's Tenant Relocation Policy No: 514. Due to concerns that were raised during the discussion at LUPC regarding the large increase that even 10% below market rent would be for existing tenants, the applicant then offered to reduce the rents charged to returning tenants to 20% below projected market rent for the building, which was estimated at \$2.80 per square foot. The rents at this rate for returning residents would have been \$2.24 per square foot, equating to:

- \$1,232 for an average size (550 square foot) one-bedroom unit
- \$1,859 for an average size (830 square foot) two-bedroom unit

Since this approach was discussed the City's Governance and Legislation Committee has advanced further discussions regarding potential amendments to Policy No. 514. These amendments were presented in a report to the Committee on January 27, 2020 titled "Options for Tenant Assistance During Redevelopment and Renovation". Stemming from this meeting, the developer has agreed to revise the Tenant Relocation Plan further to align with the draft amendments as presented in the noted report.

Per the draft policy amendments, for existing tenants compensation would be provided on a sliding scale dependent on the length of tenancy (number of years) of the resident. For example, someone who has lived in the building for 10 years and is currently paying \$1,540 for a one-bedroom unit would receive \$36,960 to be used towards alternative housing costs (i.e., 24 months times the monthly rent rate). Note that at the time of preparing this report alternative mechanisms to control the disposition of monies to tenants (i.e. via an annuity or Guaranteed Investment Fund or alternative) are under review and not yet solidified by way of amendments to the policy, and are discussed further in a previous corporate report on this LUPC agenda. That said, there exist opportunities to implement such controls by way of a Housing Agreement Bylaw if Council directs staff to further advance the review of this proposal.

For those who choose to move back into the building, the developer has also agreed to follow the recommendations of the January 27, 2020 report by significantly reducing the rate of the initial rent for returning tenants. The rental rates in the new building would be in accordance with the table below, outlining a rate between 21-30% below market depending on the length of tenancy.

Table 3: Length of Tenancy and Application Rent Reduction

Length of Tenancy (Years)	% Below Market Rent
1	21%
2	22%
3	23%
4	24%
5	25%
6	26%
7	27%
8	28%
9	29%
10 or more	30%

Based on a market rental rate of \$2.80 per square foot, the rents for returning residents at the rates identified above would equate to:

- Between \$1,078 (30%) and 1,216 (21%) for a one-bedroom unit (550 square foot); and
- Between \$1,627 (30%) and \$1,835 (21%) for two-bedroom unit (830 square foot)

These rents would be inclusive of a parking space and hot water, and following occupancy the owner would be permitted to increase rents in accordance with the annual increases regulated by the Residential Tenancy Branch. Finally, if a tenant did not opt to move back into the building, this unit would be available to a new tenant at a 10% reduced rental rate which would be formalized in the Housing Agreement Bylaw. Please see the financial section below for a discussion of how the Community Amenity Contribution could be reduced or waived to support the rental compensation, rent reduction, and reduced 10% rental rate if a tenant does not opt to move back into the building.

Amenity Contribution

Policy 511 provides Council with the opportunity to consider waiving all or a portion of the applicable amenity contribution for developments that provide either affordable (non-market) or market rental developments, recognizing that these developments offer a needed form of housing which is in itself a form of amenity to the community. The target contribution rate for properties in the 'Town Centre Transition' land use designation is a rate of \$430 per square metre over 1.5 FAR/gross floor area ratio as per the recommendations in the Governance and Legislation Committee Report dated January 27, 2020 (and discussed in the separate corporate report on this Land Use and Planning Committee agenda). The expectation would be that the full contribution could be reduced through the provision of housing for displaced tenants as well as the whole development being offered as purpose-built rental housing. Staff are supportive of this approach based on the additional compensation and rate of below market rent proposed for returning tenants as identified above.

Housing Agreement

The Housing Agreement Bylaw is the formal binding agreement between the Developer and the City that regulates and secures the rental rates based on the recommendations and discussion provided above. The Housing Agreement will be finalized pending the completion of of third

reading of the associated bylaw. All 80 residential units would be secured as rental in perpetuity through the Housing Agreement Bylaw. Additional controls tied to the disposition of monies to support tenant relocation may also be incorporated into the terms of a future agreement.

FINANCIAL IMPLICATIONS

The Rezoning and Major Development Permit, if approved, will not result in any additional costs to the City. Development cost charges will apply to the redevelopment.

Previously and in accordance with existing Council Policy 511: ‘Density Bonus / Amenity Contribution’, a community amenity contribution of \$922,000 would have been anticipated based on the target rates for the Town Centre (this site is in close proximity to the Town Centre and a similar target rate was considered appropriate). This rate would be increased under the proposed changes considered by the Governance and Legislation Committee report submitted on January 27, 2020 titled “Options for Tenant Assistance During Redevelopment and Renovation”, to a rate of \$430 square foot over 1.5 FAR.

As the project proposed a FAR of 2.8, the total contribution would equate to \$1,137,780 (i.e., Additional floor area from 1.5 to 2.8 {[lot area x 2.8] – [lot area x 1.5]} = 2,646 m² x \$430). The proposed changes to Policy 511 would establish a further reduction (up to 50%) of an applicable amenity contribution as the housing would be provided to displaced tenants in accordance with the Tenant Relocation Policy (i.e. compensation being provided to tenants and reduced rents are available), and where the initial rents for rental replacement units where the tenants are not returning are 10% below market and available for the general public. Council Policy 511 currently allows a reduction of up to 50% of an applicable amenity contribution for secured market rental floor space, which would amount to \$568,873 and could be further waived up to 100%.

LEGAL IMPLICATIONS

A Housing Agreement Bylaw would be prepared for Council’s consideration, based on the applicable provisions in Council Policy 511: Density Bonus / Amenity Contribution and Council Policy 514: Tenant Relocation, as directed by Council. A draft of this Housing Agreement Bylaw would be made available as part of the materials available prior to the Public Hearing.

COMMUNICATION AND COMMUNITY ENGAGEMENT IMPLICATIONS

This application has received a Public Information Meeting, and if Council provides 1st and 2nd reading to the draft zoning amendment bylaw, the public would have an opportunity to comment on this application via a Public Hearing.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS

The Rezoning and Major Development Permit applications were circulated to internal City departments and comments requiring a response / resolution by the proponent have been addressed.

CLIMATE CHANGE IMPLICATIONS

The application will enable the intensification of the ‘Town Centre Transition’ designation, thereby lessening the demand for outward sprawl otherwise necessary to accommodate growth. The applicant has also proposed several initiatives to address climate change, which include the following:

- Water, electric and gas will be individually metered to increase self-imposed conservation.
- Landscaping includes a variety of permeable surface areas and decreases consumption of irrigation water by the use of native, drought resistant planting.
- Lighting and plumbing fixtures to be energy/water efficient as well as the provision of Energy Star® rated appliances.
- High efficiency windows and doors with effective blinds will be preinstalled.
- Materials used in construction or finishing such as cabinets and floors will be made from renewable resources and sourced locally where possible
- Flooring, paint and other finishes will be non-toxic with low volatile organic compounds (VOCs)

ALIGNMENT WITH STRATEGIC PRIORITIES

The proposal is generally aligned with the Corporate Vision established as part of Council's Strategic Priorities, particularly with respect to supporting a community where people can live, work and play in an enjoyable atmosphere.

OPTIONS / RISKS / ALTERNATIVES

As an alternative to the staff recommendation provided at the outset of this corporate report (to move the application forward to Public Hearing), Council may alternately:

1. Reject "White Rock Zoning Bylaw, 2012, No. 2000, Amendment (CD-64 – 1485 Fir Street), 2020, No. 2363" and Development Permit No. 432; or
2. Defer consideration of "White Rock Zoning Bylaw, 2012, No. 2000, Amendment (CD-64 – 1485 Fir Street), 2020, No. 2363" and Development Permit No. 432 pending further information to be identified.

Staff recommend proceeding with the application to Public Hearing, which is incorporated into the recommendations of this corporate report.

CONCLUSION

The proposal for an 80-unit rental building at 1485 Fir Street is consistent with the objectives and policies of the 'Town Centre Transition' OCP land use designation and Development Permit Area Guidelines. Staff consider the proposed changes to the six-storey multi-unit residential building as improvements to the design and its impact on the surrounding neighbourhood from the original OCP amendment proposal, and have brought forward a draft Zoning Amendment Bylaw and draft Development Permit to move the application forward to a Public Hearing. The Tenant Relocation Plan requirements of the proposal would provide additional compensation and reduced rental rates outlining an additional benefit to those residents impacted by the redevelopment proposal. The proposed variance to parking is minor and supported by a rigorous analysis by the consultant. Staff recommend that the Zoning Amendment Bylaw be given first

and second reading, and that a Public Hearing be scheduled to receive additional input from the community on the proposal.

Respectfully submitted,



Carl Isaak, MCIP, RPP.
Director of 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 Zoning Amendment Bylaw No. 2363
- Appendix B: Draft Development Permit No. 432
- Appendix C: Location and Ortho Photo Maps
- Appendix D: LUPC Report "Initial OCP Amendment Application Report- 1485 Fir Street (19-009 OCP/ZON/MJP)" dated July 8, 2019
- Appendix E: LUPC Report "Information Report Update and Revised Tenant Relocation Plan 1485 Fir Street (ZON/MJP 19-009)" dated September 30, 2019
- Appendix F: Public Information Meeting Sign-in Sheet, Comment Forms, and Summary
- Appendix G: DPA Guidelines Response Table
- Appendix H: ADP Minutes dated July 21, 2020
- Appendix I: CTS Traffic Study dated November 25, 2019