

THE CORPORATION OF THE
CITY OF WHITE ROCK
CORPORATE REPORT



DATE: September 20, 2021

TO: Land Use and Planning Committee

FROM: Carl Isaak, Director, Planning and Development Services

SUBJECT: Zoning Amendment Bylaw and Major Development Permit – 15631 Russell Avenue & 1509, 1529, 1539, 1549, and 1559 Maple Street (ZON/MJP 18-008)

RECOMMENDATIONS

THAT the Land Use and Planning Committee recommend that Council:

1. Give first and second reading to “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (CD-66 – Comprehensive Development Zone (1539 Maple Street)) Bylaw, 2021, No. 2397” and direct staff to schedule a Public Hearing;
 2. Direct staff to resolve the following issues prior to final adoption, if Bylaw No. 2397 is given Third Reading after the Public Hearing;
 - a. Ensure that all engineering requirements and issues, including the execution of a Works and Servicing Agreement, and the dedication of land if necessary, to support an ultimate road cross section along both Russell Avenue and Maple Street, are addressed to the satisfaction of the Director of Engineering and Municipal Operations; and
 3. Pending adoption of “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (CD-66 – Comprehensive Development Zone (1539 Maple Street)) Bylaw, 2021, No. 2397”, consider issuance of Development Permit No. 421 for 15631 Russell Avenue and 1509, 1529, 1539, 1549 and 1559 Maple Street.
-

EXECUTIVE SUMMARY

Concurrent applications for Official Community Plan (OCP) amendment, Zoning Bylaw amendment, and a Major Development permit were received by the City of White Rock in 2018. These applications pertained to a proposed 63-unit development within a land assembly including the properties at 15631 Russell Avenue, and 1509, 1529, 1539, 1549 and 1559 Maple Street. The OCP land use designation applicable to these properties is the East Side Large Lot Infill designation within which a mix of low-to-mid-rise buildings and townhomes are contemplated.

In 2020 and 2021, the City undertook a review of its OCP and, in doing so, confirmed its commitment to maintaining a maximum height of three storeys within the lands being subject to these applications. The Applicant has accordingly revised their proposal to limit heights to three storeys thereby eliminating the need for an OCP amendment. The reduction in building height has also reduced the total supply of units to 53, now being comprised of a mix of ground-oriented and “stacked” townhomes.

The project has been reviewed by City staff considering the applicable policies of the OCP and the provisions of the Zoning Bylaw. Furthermore, staff have reviewed the form and character of the project against the East Side Large Lot Infill Development Permit Area Guidelines applicable to the project. The City’s Advisory Design Panel has also reviewed the project and, as a result, adjustments to the design have been made. Staff are of the opinion that the project complies with the applicable policies of the OCP and, accordingly, the zoning bylaw amendment ought to be given consideration of first and second reading. If readings are given to the bylaw, staff would then proceed to host a public hearing thereby enabling interested stakeholders to provide comment direct to Council.

PREVIOUS COUNCIL DIRECTION

The following table outlines previous motions as they relate to the subject applications.

Motion # & Meeting Date	Motion Details
2019-LU/P-014, May 27, 2019	THAT the Land Use and Planning Committee (LUPC) receives for information the corporate report dated May 27, 2019 from the Director of Planning and Development Services, titled “Initial OCP Amendment Application Report – Russell Avenue / Maple Street (18-008 OCP&ZON&MJP)”.
2019-LU/P-015, May 27, 2019	THAT the Land Use and Planning Committee (LUPC) recommends that Council defers this Official Community Plan (OCP) Amendment application until the outcomes and recommendations regarding the initial public feedback from the OCP City-wide building height review are considered by LUPC.
2021 LU/P-012, January 11, 2021	THAT the Land Use and Planning Committee receive the corporate report from the Director of Planning and Development Services titled “Official Community Plan Review – Preview of Phase 2 Public Input on Building Heights outside the Town Centre.”
2021 LU/P-039, March 29, 2021	THAT the Land Use and Planning Committee endorse Option A as noted in the March 8, 2021 corporate report titled "Results of OCP Review Survey- Building Heights Outside the Town Centre" in regard to the East Side Large Lot Infill. <i>Note: Option A proposed that the existing height policies for the properties east of the 12-storey Altus building remain at 3 storeys in a ground-oriented townhouse form).</i>

INTRODUCTION/BACKGROUND

Concurrent applications for Official Community Plan (OCP) amendment, Zoning Bylaw amendment and a Major Development Permit were received by the City of White Rock in March, 2018. The properties subject to these applications include 15631 Russell Avenue, and 1509, 1529, 1539, 1549 and 1559 Maple Street (‘Subject Properties’) (see Figure 1).

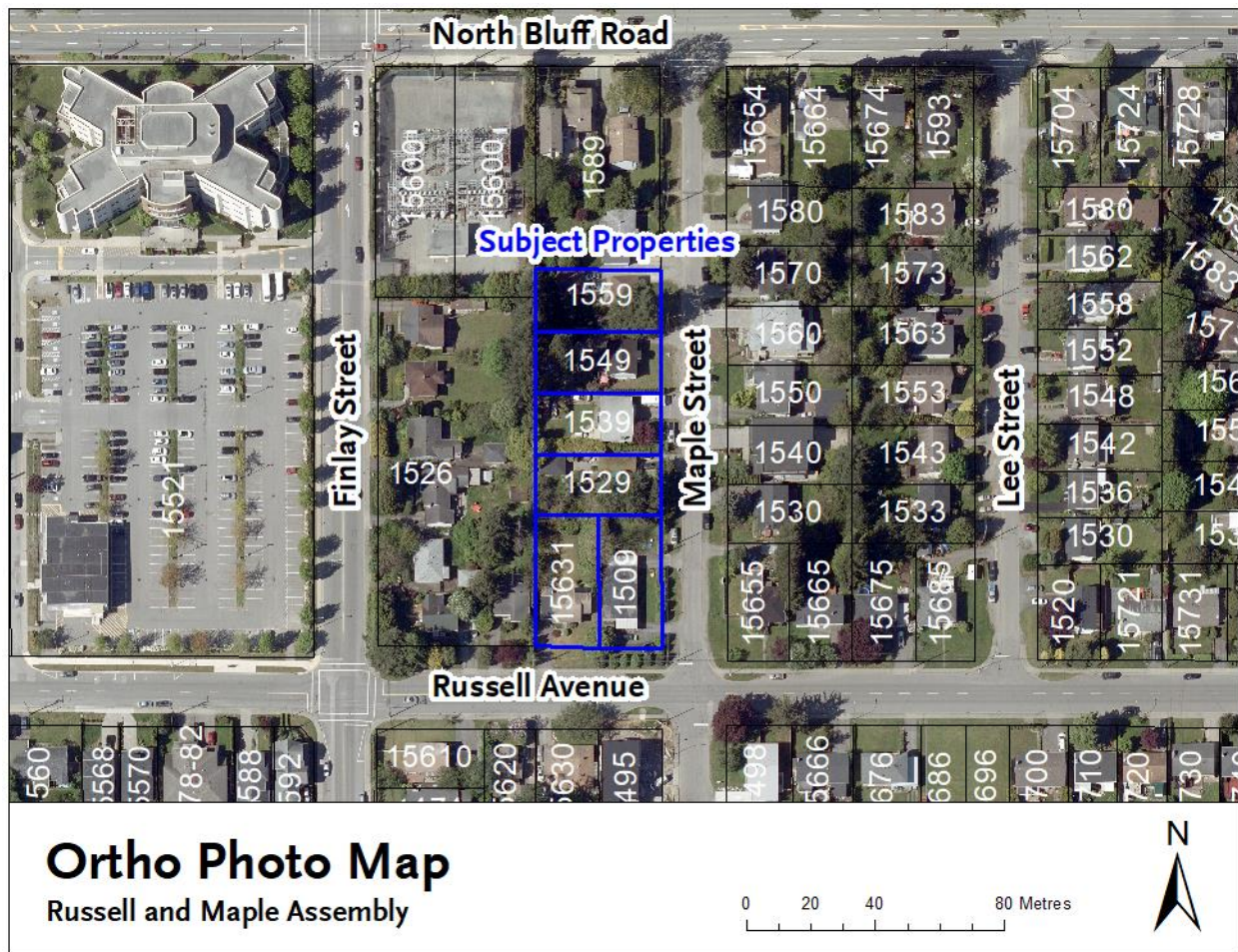


Figure 1: Subject Properties

The OCP amendment application sought to enable the construction of buildings transitioning (west to east) in height from approximately five to three storeys whereas the current policies of the Plan recognize, in this specific context, “ground-oriented townhouses on Maple Street between Russell Avenue and North Bluff Road... in buildings of up to three storeys”. The scope of the noted OCP amendment was incorporated into a recent review of building height policies and, through this review, the City’s Land Use and Planning Committee (LUPC) endorsed a continuation of the current OCP policy framework as it relates to the Subject Properties (i.e., maximum height being limited to three storeys). Taking this into account, the Applicant has submitted a revised application package which no longer includes a request for an OCP amendment. This report presents the revised proposal and recommends giving readings to the zoning amendment bylaw, scheduling a public hearing, and considering the issuance of a major (form and character) development permit.

Project Description (Original)

The original application proposed a total of 63 dwelling units including 36 townhome units and 27 apartment units over a single storey below ground parkade with 132 parking spaces. The development was broken into five separate building blocks ranging in height from five to three storeys. As shown in Figure 2, buildings on the west side of the project were roughly one and a half storeys taller than the three storey buildings fronting onto Maple Street, providing a transition in building height moving away from the 13-storey Altus building.



Figure 2: Original Proposal (2018) – View from South (Russell Avenue)

Project Description (Revised)

As noted, the proposal has been amended to remove the need for an OCP amendment. The project now presents a total of 53 residential units including 34 townhome units and 19 “stacked” townhome units with a maximum height of three storeys. The project has retained the single storey below ground parkade which now includes a total of 126 parking spaces. Figure 3 illustrates the revised submission relative to the Altus building, and existing single-detached dwellings on the east side of Maple Street.



Figure 3: Current Proposal (2021) – View from South (Russell Avenue)

Official Community Plan

The Subject Properties fall within the *East Side Large Lot Infill* land use designation set out in the OCP. The designation supports multi-unit residential uses in townhouses and low-rise buildings (Policy 8.7.1). As it relates to the Subject Property, the Plan recognizes ground-oriented townhomes and low rise buildings of up to three storeys (Policy 8.7.2). Furthermore, the Plan supports a maximum density of 1.5 times the area of the lot(s). The current proposal conforms to these OCP policies as it presents townhomes, three-storeys in height, with a maximum density or “gross floor area ratio” (FAR), of 1.3.

The proposal also supports the City’s land use objectives as they relate to lot consolidation (Policy 8.3.5), family-friendly housing (11.1.1) and age-friendly housing (11.1.2). Regarding

As illustrated in Figure 4 below, the project includes a central walkway, mid-block connections, and enhanced landscaping within both private and shared amenity spaces. Stormwater management will occur on-site through the use of an underground stormwater detention tank in addition to planters with sufficient width and depth for tree growth and rainwater absorption (Policy 12.1.5 & 16.2.4). The inclusion of a mix of native (vine maple, black pine, sweet gum), near-native (rhododendron, dwarf strawberry, honeysuckle) and drought-tolerant non-native plant species (lavender) will support increased biodiversity within the neighbourhood (12.2.3) while providing habitat for birds and insects; abundant planting will also support the uptake of greenhouse gas emissions and can help to reduce the urban heat island effect (12.5.1).



Figure 4: Landscape Plan

As it relates to the City’s Transportation and Mobility policies, the development will support enhancements to the sidewalk design and pedestrian sightlines as supported by policies 13.1.2 and 13.1.3, respectively. The assembly of six residential lots will reduce the number of driveways providing for an improved pedestrian experience as well as opportunities for increased street tree planting (15.2.4) and on-street parking. The development has incorporated 53 private (Class I) bicycle parking spaces within the parkade for future residents (i.e., one per dwelling unit) in addition to 14 communal (Class II) bicycle parking spaces (Policy 13.2.4). The project will provide 25 percent (approx. 32 spaces) of the total required parking supply with a charge for electric vehicle use with the remaining 75 percent (approx. 95 spaces) having a rough-in for a future electric vehicle charge (exceeding the policy requirements in 12.5.7 & 13.5.4). With respect to operational components of the development, the below-grade parkade has been designed to accommodate off-street loading activities and includes space for waste-stream separation as supported by Policy 16.2.1 of the OCP. Further, a “works and servicing agreement”

executed with the City's Engineering and Operations Department will require the posting of securities for improvements to the municipal boulevard (16.3.1) and the undergrounding of utilities (16.3.2).

A traffic impact study prepared by Creative Transportation Solutions (CTS) was submitted with the original, 63-unit, proposal. The Study recognizes the availability of a bus service within 400 metres of the subject property in addition to planned improvements to North Bluff Road, which will ultimately include a designated bicycle route. As it relates to current and future vehicle traffic volumes, the Study found that the road network, and more specifically the geometrical and operational configuration of nearby intersections, is sufficient to maintain "good" levels of service as defined by industry standards. The Study further notes that improvements to existing intersections are not necessary to support the development coupled with an assumed increase (2%) in base traffic volumes. The scale of the project has changed from 63 units to 53 units. Staff accordingly believe the findings of the original traffic study can be relied upon to enable the proposal to move forward.

Zoning Bylaw No. 2000

The properties subject to this rezoning application are currently zoned One-Unit Residential Zone (RS-1). The proposal, if approved, would change the zoning of the property to a site-specific Comprehensive Development (CD) Zone. A draft copy of the CD Zone (CD-66) is included in as Appendix E to this corporate report and appears on the Regular Council agenda for potential consideration of first and second reading. The CD-66 Zone establishes limits regarding building height, density, lot line setbacks, lot coverage and parking. Regarding building height, the Zone would allow for a three-storey development with projections above the third storey for stair towers and elevator overruns. Density is set at a maximum gross floor area of 5,953 square metres or 1.3 times the area of the lot (FAR); for reference this is less than the maximum density in the OCP, which is 1.5 FAR on this block.

The minimum off-street parking supply required within the CD-66 Zone recognizes the mix of ground-oriented townhome units in addition to "stacked" (upper-level) townhome units occupying the third storey. The Bylaw requires parking for townhome units at a rate of two spaces per unit. The application proposes a total of 108 standard spaces and 18 visitor spaces providing for a total parking supply of 125 spaces whereas only 106 spaces are required. Note that the City's Zoning Bylaw does not require visitor parking for townhome developments. The CD-66 Zone recognizes the allocation of parking as proposed. Per Section 4.14.6 of the Zoning Bylaw, a minimum of three accessible parking spaces are required when the requirement for standard parking falls between 51 and 100 spaces; the Applicant has included two van-accessible spaces and one standard accessible space in accordance with the provisions of the Bylaw. Finally, the CD-66 Zone requires that the development substantially conform to the plans prepared by Ankenman Marchand Architects, dated August 19, 2021, with key excerpts of the drawing package attached to the CD-66 Zone. This provision will help ensure that the form and character of development, given greater merit in the next section, aligns with that supported by the Advisory Design Panel and City staff.

Development Permit Area Guidelines & Advisory Design Panel Review

Section 22.8 of the Official Community Plan sets out guidelines for development within the "East Side Large Lot Infill Development Permit Area", applicable to the proposal. Appendix A to this report provides the Applicant's overview of how the development has been designed to

satisfy these guidelines. Generally, the guidelines seek to:

- Establish an attractive, well-connected, pedestrian-oriented environment;
- Ensure the compatibility of new development with adjacent existing buildings;
- Enhance quality of life;
- Conserve energy and water and reduce GHGs; and
- Enhance the character of the built environment and public realm in the City of White Rock.

Staff have reviewed the project considering the objectives of the DPA guidelines and offer the following general comments; references to applicable guidelines are provided in brackets:

- The scale of project provides an appropriate transition (west-to-east) from the 13-storey Altus building to the single-detached housing opposite Maple Street (Guideline 22.8.1.a).
- Building articulation along Russell Avenue and Maple Street, including ample setbacks (1.8 to 3.0 metres) from the property line, help to animate the pedestrian realm while providing spaces for landscaping and passive recreation (e.g., private patio spaces, bicycle storage, communal seating, etc.) (22.8.1.b) (see Figure 5).



Figure 5: image illustrating programming of spaces between building blocks and property line

- Ground-oriented access to the units along Russell Avenue and Maple Street helps to animate the streetscape while providing for some degree of passive surveillance (22.8.1.d). Further, blocks of ground-oriented townhome units fronting abutting streets are limited to a maximum of six contiguous units providing for adequate breaks in the massing of development (22.8.1.f & l) as well as through-block walking connections (22.8.2.b) (see Figure 6).

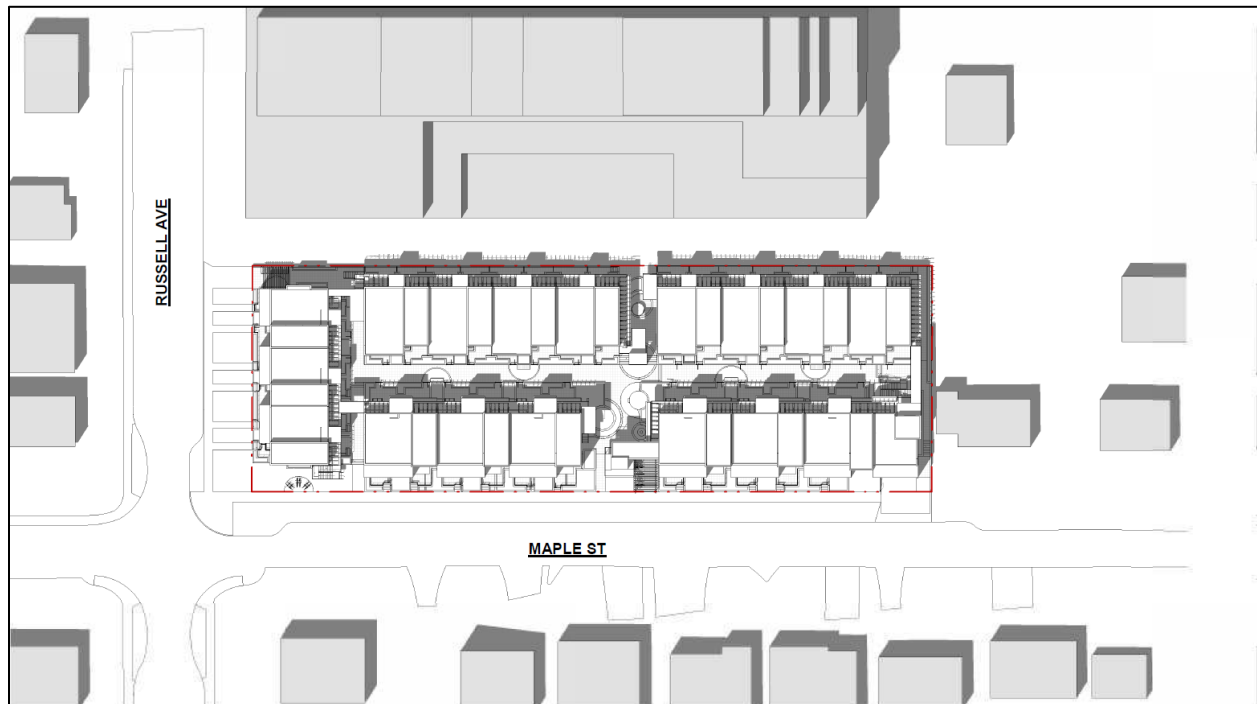


Figure 6: Shadowing image illustrating breaks in the blocks of townhomes and massive relative to nearby development

- The overall quality of life of future residents is supported by the project's inclusion of landscaping elements (22.8.2.e.), open courtyards, and outdoor seating in addition to a building design which supports exposure to natural light and passive ventilation (22.8.1.i), as well as elements which provide for weather protection (22.8.1.d).
- Efforts to maximum landscaping have been made to support stormwater retention in addition to the use of an underground stormwater detention tank. This will allow for the controlled release of stormwater in the municipal system (22.8.2.f).

Overall, staff believe the form and character of the project will help enhance the quality of the built environment and the public realm in the City of White Rock as supported by the East Side Large Lot Infill Development Permit Area Guidelines.

Advisory Design Panel (ADP) Review

The Advisory Design Panel (ADP) reviewed the proposal on September 15, 2020. At that time, the original design for the project, including five storey components adjacent to the 13-storey Altus building, was presented. The Panel provided general comments as outlined in the attached meeting minutes (see Appendix B) and ultimately recommended that the application be referred to Council, subject to the following matters being addressed to the satisfaction of City staff:

- Repetition in the façade through the use of alternate colours/materials;
- Confirmation of the loading space location and its influence on the use and functionality of the central portion of the design, being a main entryway into the development;
- Develop the southwest entrance further to facilitate a sense of arrival to the project as this entrance is in closest proximity to the Town Centre and hospital areas;
- Simplification of the use of circles in communal amenity spaces to provide more useable space; and
- Address pedestrian overhangs when there is inclement weather to ensure there is adequate weather protection throughout the project

In addition to adjusting the overall massing of the project (i.e., reducing height to three-storeys), the Applicant has made changes to the design of the project in order to address the comments of the ADP. These changes are summarized below and correspond to the points outlined above:

- The material palette for each townhouse block has been re-considered and expanded to include three variations, including differently-coloured hardy panels (i.e., aged pewter, arctic white, and timber bark) and wood siding (i.e., cedar, smoked birch, and walnut). The materials and colour palettes alternate between units to provide greater distinction and, in doing so, to avoid repetition (Guideline 22.8.1.c) (see Figure 7).



Figure 7: Rendering illustrating varying material and colour palette along Russell Avenue

- When presented to the ADP the project proposed a loading space within the central portion of the development with an access off of Maple Street, between Blocks 3 and 4 of the development. This space was viewed as potentially creating disruption to the pedestrian streetscape and detracting from the amenity value of the central walkway. The Applicant has relocated the loading space to the below-grade parkade and, in doing so, has raised the floor-to-ceiling height of the parkade to ensure the space is accessible to a larger vehicle. A Swept Path Analysis has been provided to demonstrate the functionality of the space. Figure 8 that follows illustrates the access off Maple Street (on right side of the image) and the use of plantings to limit access to pedestrians and cyclists.



Figure 8: Pedestrian / Cyclist access to central amenity area / courtyard off Maple Street

- The southwest portion of the development, immediately adjacent to the Altus building along Russell Avenue, has been enhanced with an entry arbour, flanking planters and animated paving patterns.
- The ADP acknowledged the use of circles in the central courtyard and suggested that the design be simplified to reduce the number of circles incorporated into the design. Figure 9 below illustrates the design considered by the Panel and Figure 10 illustrates the revised design; note that the aforementioned loading area is shown in Figure 9.

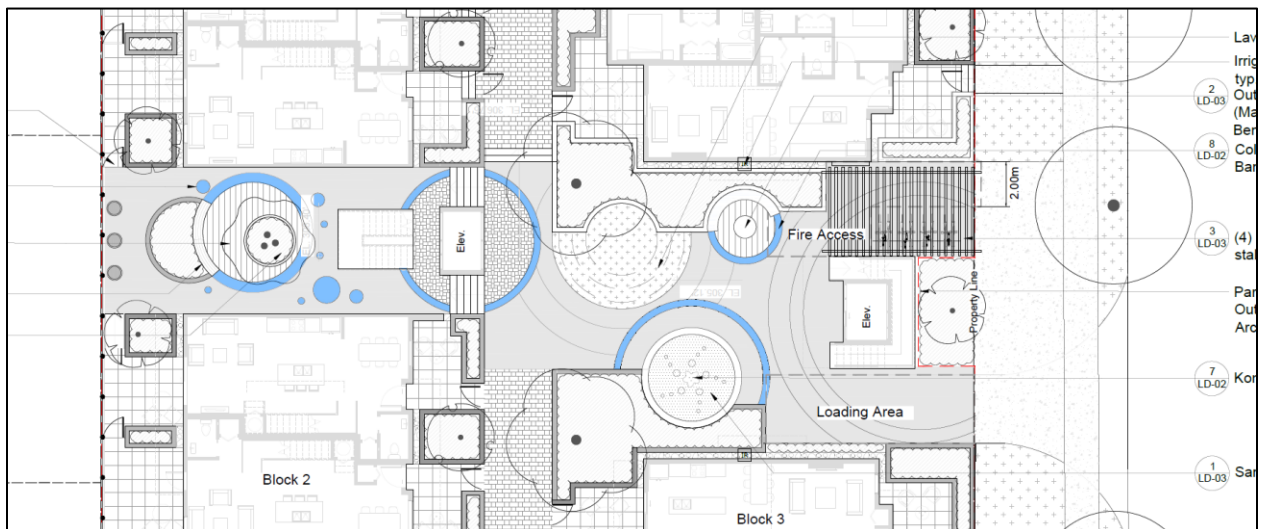


Figure 9: Design considered by the ADP Panel

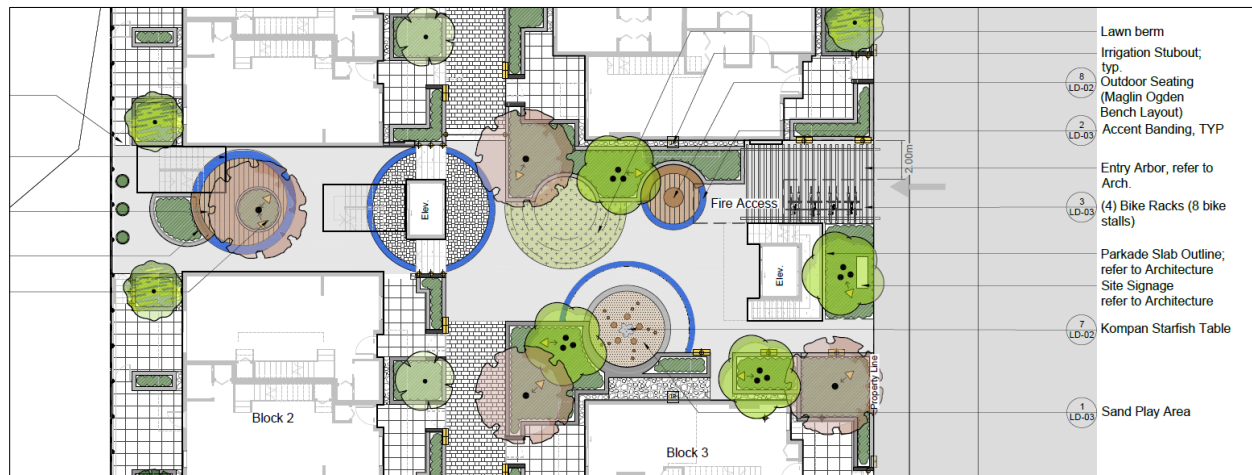


Figure 10: Revised Design

- The final comment of the ADP pertains to the use of overhangs to protect pedestrians from inclement weather. Access to the stacked townhome units is provided by way of elevated walkways. These walkways are all covered to ensure adequate weather protection. Overhangs are also provided at each ground-level unit at both the main (front) entry and the patio entry. Access to the elevators are also provided overhangs to further protect residents / visitors from the elements.

Overall, staff are satisfied that the Applicant has adequately addressed the comments of the ADP and recommend that the application proceed to through the planning and public review process. A draft copy of major Development Permit No. 421 is included as Appendix D.

FINANCIAL IMPLICATIONS

Municipal Development Cost Charges (DCCs) would be required with a credit for each of the six existing single-family dwellings. Community Amenity Contributions (CACs) would not be applicable to the project as it does not meet the eligibility criteria (i.e. exceeding 1.5 FAR) to pursue CACs, per the City of White Rock Density Bonus / Amenity Contribution Policy (No. 511) endorsed by the Governance and Legislation Committee on July 26, 2021 and on the Regular Council agenda for consideration of approval.

LEGAL IMPLICATIONS

Not applicable.

COMMUNICATION AND COMMUNITY ENGAGEMENT IMPLICATIONS

A Public Information Meeting (PIM) pertaining to this application was held on August 14, 2020. Approximately ten people attended the PIM. Comments raised during the PIM generally pertain to: the affordability benefits that may be realized with the project (townhome ownership in the range of \$500,000 to \$800,000), general concerns regarding building height and density (revised height and design – removal of mezzanines), nearby access to public transit (transit and planned bike lanes along North Bluff Road), and unit accessibility (inclusion of elevators). A copy of the Applicant's PIM Summary is provided as Appendix C. Note that the Summary includes a response to emails received prior to the PIM and the more recent revision to the project which has eliminated the need for an OCP amendment by way of a reduction in the building height from five to three storeys maximum. If the recommended presented in this corporate report is

supported the application would be subject to a statutory public hearing at which members of the public would be able to voice their interests directly to Council.

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 ‘East Side Large Lot Infill Area’, thereby lessening the demand for outward sprawl otherwise necessary to accommodate growth.

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 protecting the environment, and supporting a community where people can live, work and play in an enjoyable atmosphere. Council has also expressed through the on-going review of the 2017 Official Community Plan, an interest in addressing issues of affordable housing. The form of housing presented in this proposal is uncommon in the White Rock context.

OPTIONS / RISKS / ALTERNATIVES

The Land Use and Planning Committee can recommend that Council deny the current proposal.

Alternatively, the LUPC may defer consideration of the application and refer the application to staff to address any issues identified by Council.

CONCLUSION

A development application for 53 stacked townhouse units on the properties at 15631 Russell Avenue, and 1509, 1529, 1539, 1549 and 1559 Maple Street, including a zoning amendment bylaw and Major Development Permit, is presented for the LUPC’s consideration. Staff are of the opinion that the project complies with the applicable policies of the OCP and, accordingly, recommend that the zoning bylaw amendment be given consideration of first and second reading and that the proposal move forward to a Public Hearing.

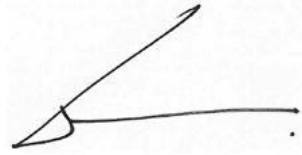
Respectfully submitted,

A handwritten signature in dark ink, appearing to read 'Carl Isaak', is positioned above the printed name and title.

Carl Isaak, 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: Development Permit Area Response Matrix
Appendix B: Advisory Design Panel Meeting Minutes
Appendix C: Public Information Meeting (PIM) Summary
Appendix D: Draft Development Permit No. 421
Appendix E: Draft Zoning Amendment Bylaw No. 2397