

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



**DATE:** November 22, 2021

**TO:** Land Use and Planning Committee

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

**SUBJECT:** Initial Review (Revised Submission) 1441, 1443-45, and 1465 Vidal Street, and 14937 Thrift Avenue, Zoning Bylaw Amendment and Major Development Permit (File No. 19-011)

**RECOMMENDATIONS**

THAT the Land Use and Planning Committee recommends that Council:

1. Direct staff to advance the Zoning Bylaw Amendment Application at 1441, 1443-45, and 1465 Vidal Street, and 14937 Thrift Avenue, to the next stage in the application review process; and
2. Update the on-site development signage to reflect the revised development proposal as described in the corporate report titled “Initial Review (Revised Submission) 1441, 1443-45, and 1465 Vidal Street, and 14937 Thrift Avenue, Zoning Bylaw Amendment and Major Development Permit (File No. 19-011).”

**EXECUTIVE SUMMARY**

In July, 2019, the City received applications for Zoning Bylaw Amendment and a Major Development Permit tied to the properties at 1441, 1443-45, and 1465 Vidal Street, and 14937 Thrift Avenue. The original proposal included a six-storey 129-unit apartment building which was intended to be rental in tenure. Over the past 24 months the project has undergone a series of changes in response to City-initiated amendments to the Official Community Plan and to address feedback received from the Advisory Design Panel. The project now presents a four-storey 82-unit rental apartment building. The original proposal was presented to the Land Use and Planning Committee (LUPC) on October 19, 2020. At that time, the Committee was supportive of seeing the applications continue through the normal review process. Staff are bringing this proposal back to LUPC to receive direction regarding the overall, revised, scope of the project.

**PREVIOUS COUNCIL DIRECTION**

<b>Motion # &amp; Meeting Date</b>	<b>Motion Details</b>
Motion No. 2020-LU/P-036 October 19, 2020	THAT the Land Use and Planning Committee recommends that Council resolve that the zoning amendment application at 1441 Vidal Street proceed to the next stage in the application review process.

## **INTRODUCTION/BACKGROUND**

Applications for Zoning Bylaw Amendment and a Major Development Permit were received by the City of White Rock in July, 2019. The properties subject to these applications include 1441, 1443-45, and 1465 Vidal Street, and 14937 Thrift Avenue (‘Properties’) (see Figure 1).

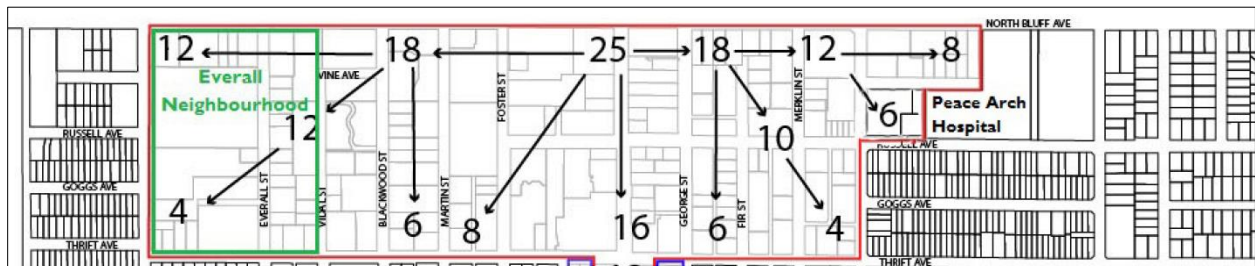


*Figure 1: Subject Properties*

The Properties are situated within a block largely comprised of multi-family dwellings. Immediately north of the site is the 12-storey “Beverley” building (1501 Vidal Street). To the east there are several two and three-storey apartment buildings and to the west there are several blocks of three-storey townhomes (see Site Photos in Appendix A).

### **Official Community Plan**

The Properties fall within the “Town Centre Transition” designation per Schedule A to the Official Community Plan (OCP). Within this designation, the Plan permits multi-unit residential uses intended to support the commercial uses in the Town Centre. When the original proposal was made in 2019, the policies of the OCP enabled maximum height of approximately 18 storeys along North Bluff Road transitioning down to four storeys along Thrift Avenue (see Figure 2).



*Figure 2: 2019 OCP (Figure 10 “Conceptual Height Transitions”)*

The original proposal presented a six-storey building that stepped down as it approached Thrift Avenue (see Figure 3). The height of the project was compliant with the policies of the OCP therefore an amendment was not required. The design had a floor area ratio (FAR) of 2.1 which was enabled by the policies of the Plan. Specifically, the Plan set a base density of 1.5 FAR and Policy 8.2.3 allowed for a 40 percent increase in density, to 2.1 FAR, where at least half of the additional floor area was secured as rental units. The entire 129 unit project was proposed as rental in tenure and therefore benefited from the density bonus.



**Figure 3: Original Proposal, July, 2019 (File No. 19-011)**

In 2021, the OCP was amended to limit height within the Town Centre Transition area. As it relates to the Properties, height was reduced to four storeys with the opportunity to support six storeys if an “affordable housing component” was included. Policy amendments were also made to lower the base density available within the area to 1.5 FAR, with the ability to increase this density to 2.5 FAR with an affordable housing component, and 2.8 FAR with both an affordable housing component and replacement units. Although the amended OCP allows for consideration of a six-storey building, the Applicant has held their revised proposal to a four-storey building with 82 units, all of which would be rental in tenure (see Figure 4).



**Figure 4: Revised Proposal, October, 2021 (File No. 19-011)**

The revised proposal includes 17 three-bedroom units (20.7%), 17 two-bedroom units (20.7%), 38 one-bedroom units (46.4%) and 10 studio units (12.2%). The allocation of two and three-bedroom units is supportive of the City’s “family-friendly housing” policy which seeks a minimum 10% supply.



## White Rock Zoning Bylaw

The properties subject to this rezoning application are currently zoned One-Unit Residential Zone (RS-1) (applicable to: 14937 Thrift Avenue & 1441 Vidal Street), Two-Unit (Duplex) Residential Zone (RT-1) (1443-45 Vidal Street), and CD-36 Comprehensive Development Zone (1465 Vidal Street) (see Figure 5). The CD-36 Zone allows for a ten-unit apartment use in addition to a retail service group 1 (commercial) use. The commercial use would be limited to the first and second storeys of a potential four storey building.



Figure 5: Zoning Context

The Figure illustrates the presence of RM-2 zoning to the east and several property-specific CD zones to the north and west. The maximum height in the RM-2 Zone is 10.7 metres or approximately three-storeys. The CD zones immediately west of the property enable townhome buildings of up to three storeys, with a pitched roof (~11-12 metres). The Beverley building north of the Properties permits maximum height of 37 metres or roughly 12 storeys.

The proposal, if approved, would change the zoning of the property to a site-specific Comprehensive Development (CD) Zone. The CD Zone would establish standards used to realize the building massing, form and character as illustrated in Figure 4; Appendix B to this report includes several pages from the architectural design packages submitted with the revised proposal. The current 82-unit proposal would be supported by 123 parking spaces, provided within a three-storey below-grade parkade. The supply of parking satisfies the requirements of the zoning bylaw for residents and visitors and includes the required barrier free parking. Ten percent (10%) of the stalls would be provided charging infrastructure for an electric vehicle and another ten percent (10%) would have a rough-in for future electric vehicle use.

## Advisory Design Panel Review

The original six-storey project was presented to the Advisory Design Panel on October 20, 2020, and May 18, 2021. Table 1 that follows summarizes some of the main points raised during these two meetings and the Applicant's response to the points; more detail regarding the Panel's feedback can be found within the meeting minutes available on the City's webpage ([direct link](#)).

**Table 1: Advisory Design Panel Comments from October 20, 2020 and May 18, 2021 Meetings**

Comments from the Panel	Applicant's Response
Potential impacts to trees, particularly those immediately north of the Properties.	North face of the building moved south to lessen potential impacts to trees. Parkade "notched" to allow for tree retention along western limit of property.
Structural reliability of the design is unclear. Related concerns noted about the ability of the building to support rooftop plantings.	Architect referenced options (e.g., structural concrete columns, stone clad architectural columns, composite metal panel frames, etc.) to support design as presented.
Horizontal scale of the building (travel distances for tenants) too long.	Additional stepping of the building introduced along with introduction of architectural features that create visual breaks in massing (see Figure 6).
Need for higher number of electric vehicle charging stations.	Applicant committed to 100 percent rough-in with original proposal; since reduced to minimum required.
Amount of hardscaping may have negative impacts to stormwater management.	Applicant referenced inclusion of plantings and other landscaping elements to aid in stormwater retention.
Uncertainty about tenure of building.	Rental tenure to be secured through zoning controls.
Accessible design (units).	All units have wheelchair access. Fourteen (14) adaptable units with larger doorways / corridors.
Limited regard for rooftop storage (amenity materials) and mechanical units.	Introduction of storage spaces and spaces for mechanical units, the latter of which will be confirmed with the retention of a mechanical engineer at the building permit stage of design.



**Figure 6: Rendering Illustrating Stepping in Building Design moving South towards Thrift Avenue**

The motion carried by the Panel during their October 20, 2020 meeting was:

“THAT the Advisory Design Panel recommends that staff work with the applicant to further the design of their project based on the comments received by the Panel and summarized in the October 20, 2020 meeting minutes and that it be brought back to the Panel for further review.”

The motion carried by the Panel on May 18, 2020 was:

“THAT the project be conditionally accepted subject to addressing the comments provided by the Panel during the meeting.”

On March 29, 2021 the Land Use and Planning Committee passed Motion LU/P-038, being:

“THAT the Land Use and Planning Committee endorse in relation to Town Centre Transition area Option C as noted in the March 8, 2021 corporate report, with an amendment noting four (4) to six (6) stories where it is defined that along North Bluff on the east or west side permit six (6) stories; and

For the remaining sites it be noted as four (4) stories to six (6) stories with a notation that proposals over four (4) stores would be considered when there is an affordable housing component.”

The motion above was followed by formal amendments to the OCP which were ultimately adopted by Council on June 28, 2021. The amendments had the effect of reducing maximum height permissions available to the Properties to four storeys, or six storeys with the inclusion of an “affordable housing component.” In anticipation of the adoption of the OCP amendments, the Applicant revised their proposal to a four-storey rental building. This proposal was presented to the ADP on June 15, 2021 and September 21, 2021. Table 2 below outlines the main points raised during these two meetings and the Applicant’s response.

**Table 2: Advisory Design Panel Comments from June 15, 2021 and September 21, 2021 Meetings**

Comments from the Panel	Applicant’s Response
Incorporation of “west coast design” unclear; desire to see more natural materials (less hardy board and aluminum) incorporated into the project.	Natural materials including stone, heavy timber, wood accents and rich natural tones have been incorporated into the design (see Figure 7). Revised design includes stained lumber for the entry column, natural stone (Westcoast Ledge stone) at the base of the building, and stone (Hearthstone, Black Rundle) at the entry frame (see Appendix B for material summary).
Questions raised about access to the private rooftop amenity spaces and the programming of these spaces.	Private amenity spaces on fourth storey programmed with privacy screens and cedar partitions. Common amenity along the southern limit of the development with furniture and a children’s play space.
Plantings proposed within the northwest corner of the property may suffer due to limited solar exposure.	Decking along north façade shifted to the east and west to allow more natural light to the north. Landscaping changes made to reduce the number, and size (at maturity) of the trees proposed. The trees are now concentrated on the mid-portion of the north elevation allowing solar exposure from the northeast and northwest (see Appendix C for landscape plan).
Central hallway too long. Creates a break between units on the fourth storey and private rooftop amenity, opposite the hallway from the unit entrance. Suggested relocation of the hallway to enable units on fourth storey to be tied directly to amenity.	Design elements proposed to break up the visual appearance of the hallway and to link the unit entrances to the private amenity access. Relocating the hallway itself would result in structural challenges. Looking into options to open up portions of the exterior wall to bring light / visibility to the hallway.
Clarification sought regarding proposed tenure of the building.	Original proposal was rental. Dropping to four storeys the revised project (when presented to the ADP) was proposed as a strata building; the building is now intended to be rental in tenure.

Comments from the Panel	Applicant's Response
<p>Concern with the interface of the development (exposed blank parkade wall) with the dwellings to the southwest.</p>	<p>Revisions made to west façade cladding to break up the massing. Updated with planter boxes and alternating material patterns on the lower stone walls. Updates create visual interest and comfort for pedestrians in accordance with Development Permit Area Guideline (22.6.c). Introduction of evergreen plant materials and cable trellis system with climbing plants to soften transition between project and nearby dwellings.</p>



**Figure 7: Rendering Illustrating use of Natural Colours and Wood Element**

The motion carried by the Panel during their June 15, 2021 meeting was:

“THAT Panel defers making a recommendation on the project pending the resolution of issues to be listed by the Panel (being the issues raised during this meeting) following which the application be brought back to the Panel and the Applicant speak to how the issues have been addressed.”

The motion carried by the Panel on September 21, 2021 was:

“THAT the Panel deny the application, as presented.”

The Advisory Design Panel’s review of the original and revised proposals led to changes which have undoubtedly benefited the project. Although the Panel has recommended that the project be denied, staff are of the opinion that the design of the project is consistent with the broad policy objectives of the Official Community Plan and the more explicit design direction provided by the Multi-Family Development Permit Area Guidelines, found in Section 22.6 of the Plan. The project will bring much-needed rental tenure housing to the City and, at four-storeys, is considered compatible in scale to that of adjacent development. Technical matters relating to servicing, access,



tree retention, and building code compliance will be further vetted through subsequent permitting processes.

### **FINANCIAL IMPLICATIONS**

Municipal Development Cost Charges (DCCs) in the amount of \$922,770 would be required for the 82-unit rental apartment with the potential for credits to be applied for DCCs that may have been paid when the now-demolished single-family homes were constructed; this will be confirmed upon receipt of a building permit application. Community Amenity Contributions would not be applicable to the project as it does not meet the eligibility criteria (i.e., exceeding 1.5 FAR), per the City of White Rock Density Bonus / Amenity Contribution Policy (No. 511).

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

The original proposal was presented to the public through a Public Information Meeting (PIM) held August 20, 2020. Approximately 40 people attended the PIM. Since this meeting, staff have maintained regular contact with several residents who have expressed an on-going interest in the project. If the project proceeds to the next step in the approvals process, the public would have an opportunity to express their views direct to Council through a statutory public hearing.

### **INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS**

The application and revisions made to the project have been reviewed by City staff from several municipal departments. Prior to presenting the project to the City's Advisory Design Panel, the original design underwent several rounds of review and revision to ensure it satisfies municipal bylaw standards and the aforementioned direction provided in the City's DPA Guidelines.

### **CLIMATE CHANGE IMPLICATIONS**

The Properties subject to this application are currently vacant. The lands sit immediately south of a 12-storey condominium building and fall within a neighbourhood predominantly comprised of three-storey apartments. The four-storey proposal is, in the opinion of staff, appropriately scaled to the context of development and will allow for the more intensive use of lands that are readily served by municipal infrastructure (e.g., roads, water, sewer, etc.). Compatible development, through infill, lessens the need for sprawl into the periphery, on lands which may be more appropriately left as undeveloped, naturalized spaces. Further, bringing residential use into areas that are within walking distance of commercial and recreational uses lessens the demand for private automobile use, which is a known contributor to climate change.

### **IMPLICATIONS FOR TREE PRESERVATION AND CANOPY ENHANCEMENT**

The original application was supported with an Arborist Report prepared by Van Der Zalm (VDZ) and Associates. The Report has undergone several iterations of review, and revision, since the application was received in 2019. Staff have been working with the Applicant to ensure the design of building, and more specifically the parkade, allows for the greatest level of tree retention. This is particularly important along the western and northern boundaries of the Subject Properties, where several mature trees exist (see Page "L-02" in Appendix C).

In response to the City's comments the Applicant has created notches in the parkade to avoid the tree protection zones associated with several large off-site (OS) trees. Furthermore, the Applicant has reduced the footprint of the building along its northern façade to provide greater accommodation to several off-site trees falling within the property tied to the Beverley development. Appendix D includes



the tree assessment data (inventory) prepared by VDZ and Associates. Trees for which retention is proposed would require the posting of securities in accordance with the City's Tree Management Bylaw. Trees proposed for removal, would be subject to replacement requirements. Where replacements are not feasible, cash-in-lieu of such may be considered by the City. In summary, \$117,000 in securities (held for tree retention) and a total of 27 replacement trees (\$40,500 value) would be required. The most recent Landscape Plan, dated October 15, 2021, illustrates a total of 24 replacement trees, plus 11 trees proposed for the fourth storey (rooftop amenity areas). If the project were to proceed, staff would work with the Applicant and their Landscape Architect to ensure tree species and required spacing, amongst other matters, were addressed to the satisfaction of the City.

### **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.

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

The following options are available for Council's consideration:

1. LUPC may direct staff to obtain additional project-specific information prior to deciding whether to advance or deny the Application;
2. LUPC may deny the Application; or
3. LUPC may direct the Application to proceed to the next stage in the process and give additional direction on any additional focus or scrutiny during the review process.

### **CONCLUSION**

Applications for zoning bylaw amendment and a major development permit were received in 2019 to support the development of a six-storey, now four-storey, rental apartment building at 1441, 1443-45, and 1465 Vidal Street, and 14937 Thrift Avenue. The project has undergone an iterative review by City staff and the Advisory Design Panel. Staff believe the revised, rental tenure, proposal warrants further consideration through the municipal review process and an opportunity for more formal review during a future public hearing.

Respectfully submitted,

Greg Newman, MCIP, RPP  
Acting Director, Planning and Development Services

**Comments from the Chief Administrative Officer**

I concur with the recommendations of this corporate report.

Guillermo Ferrero  
Chief Administrative Officer

Appendix A: Site Photos  
Appendix B: Architectural Designs (select pages)  
Appendix C: Landscape Designs (select pages)  
Appendix D: Tree Inventory