

THE CORPORATION OF THE
CITY OF WHITE ROCK
CORPORATE REPORT



DATE: January 30, 2023

TO: Land Use and Planning Committee

FROM: Anne Berry, Director, Planning and Development Services

SUBJECT: Consideration of 1st and 2nd Reading of “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-1 Zone to RT-1 Zone, 15495 Oxenham Avenue) Bylaw, 2022, No. 2451”.

RECOMMENDATIONS

THAT the Land Use and Planning Committee recommends that Council:

1. Give first and second readings to “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-1 Zone to RT-1 Zone, 15495 Oxenham Avenue) Bylaw, 2022, No. 2451;”
2. Direct staff to schedule the public hearing for “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-1 Zone to RT-1 Zone, 15495 Oxenham Avenue) Bylaw, 2022, No. 2451;” subject to the following conditions being addressed by the Applicant:
 - a) Submit an updated Project Arborist report and revised architectural and landscape plans identifying the Tree Retention Plan for #806 to staff for review and preliminary approval; and
 - b) Submit a revised site and landscape plan with an alternate pedestrian walkway location to staff for review.
3. Direct staff to address the following conditions before bringing “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-1 Zone to RT-1 Zone, 15495 Oxenham Avenue) Bylaw, 2022, No. 2451” back for consideration of final adoption:
 - a) Ensure that all engineering requirements and issues, and the execution of a Works and Servicing Agreement, are addressed to the satisfaction of the Director of Engineering and Municipal Operations;
 - b) Registration of a Section No. 219 Covenant to restrict basement suites;
 - c) Ensure that all matters pertaining to tree protection and retention are addressed to the satisfaction of the Director of Planning and Development Services;
 - 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;

- e) Obtain a Tree Management Permit as required by the “White Rock Tree Protection Bylaw, 2021, No. 2407,” as amended; and
- f) Complete the demolition of the existing dwelling to the satisfaction of the Director of Planning and Development Services.

EXECUTIVE SUMMARY

This application proposes to rezone the property at 15495 Oxenham Avenue from ‘RS-1 One Unit Residential Zone’ to ‘RT-1 Two-Unit (Duplex) Residential Zone’ to allow for the construction of a duplex on the property. The subject property meets the lot area and dimension requirements of the RT-1 zone. The duplex provides two ownership options in the city relative to a large single-family home. In addition, the proposed development is regulated by the requirement for a Minor Development Permit and is reviewed under the ‘Mature Neighbourhood Infill’ Development Permit Area (DPA) guidelines. Overall, staff supports the proposal subject to the recommended conditions.

A copy of the draft Zoning Amendment Bylaw No. 2451 is included in this corporate report as Attachment A. The location and ortho maps of the property are included in Attachment B, Legal Survey is included in Attachment C, and the architectural and landscape drawings are included in Attachment D.

INTRODUCTION/BACKGROUND

If approved, the zoning would be amended from RS-1 to RT-1, enabling the construction of a duplex on the property. Figure 1.0 below illustrates the Subject Property (in blue) and the site's context.



Figure 1: Subject Property and Site Context

The subject property is mid-block on the north side of Oxenham Avenue between Best Street and Finlay Street. The street is comprised of predominately single-family homes on lots measuring

typically 18 m (59 ft) in width and 40 m (132 ft) in depth on the north and south side of the street. There are two existing duplexes near the subject property: one on the north side of Thrift Avenue at 15511-15 Thrift Avenue and another on the east side of the same block of the subject property at 15541-43 Oxenham Avenue. The property at 15496 Thrift Avenue was rezoned to permit the construction of a duplex in 2021 (see Figure 3.0).

Development of the two blocks north of the area has occurred under the ‘South of the Hospital Lands’ policies, allowing for infill redevelopment of narrow lots (9.1-metre width) per the RI-1 One Unit (Infill) Residential Zone. To the south and east of the site, most development is in the form of low-density single-family homes. Less than 300 metres west of the site, the properties are designated ‘Town Centre Transition,’ consisting of three and four-storey apartment buildings. To the northeast, the ‘East Side Large Lot Infill Area’ considers small-lot subdivisions and townhouse redevelopment supported in the OCP. The recently constructed 13- storey ALTUS mixed-use development is also located in this area.

The subject property, and lots east and west, is tied to a Statutory Right of Way (SROW) with the City from the 1960s for a sanitary main connection. The city constructed the main through the rear yard of said properties to provide service connections (see Figure 2.0 below).

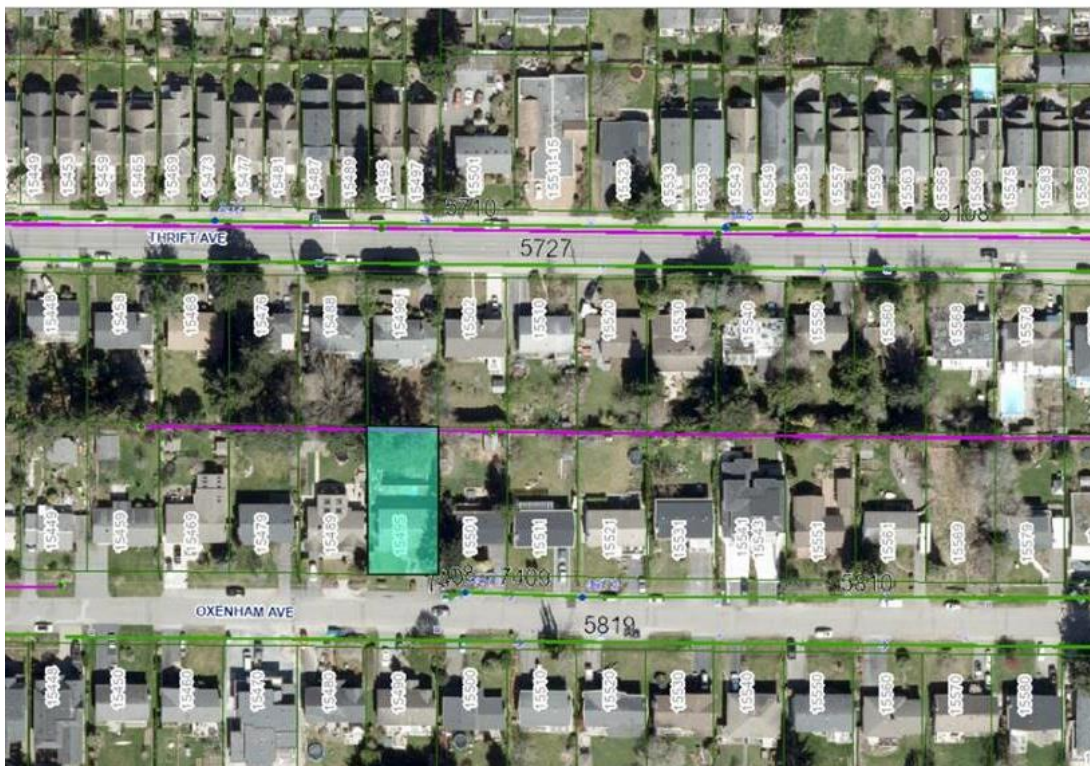


Figure 2: SROW on Property

ANALYSIS

The proposal has undergone a series of revisions to ensure alignment with the city’s Development Permit Area (DPA) Guidelines and Duplex Design Guidelines. The project is consistent with the OCP’s Mature Neighbourhood DPA policies. The following sections describe details of the proposal and key land use planning considerations in preparing the staff recommendation outlined in this report.

White Rock Official Community Plan, 2017, No. 2220

The property is within the City’s “Mature Neighbourhood” designation as outlined in the *White Rock Official Community Plan 2017, No. 2220* (OCP). This OCP designation aims to create low-scale housing forms, including single-family homes with secondary suites, duplexes, and triplexes. The OCP policies are intended to maintain residential character within established neighbourhoods by encouraging gentle infill while supporting a variety of housing choices and different levels of affordability. The requested rezoning is from RS-1 to RT-1, which enables the construction of a duplex.

OCP Policy 7.4.2 encourages the spread of duplexes and triplexes throughout the city rather than focusing on specific areas. The following are the policies under Policy 7.4.2. applicable to this development:

- Limiting their numbers along a single block frontage to 20 percent of the total.
- Discourages duplexes or triplexes adjacent to one another (sharing interior side lot lines).

Figure 3.0 below presents the zoning map for the block which encompasses the subject property. The Figure highlights existing RT-1 zoned properties and three properties currently the subject of a rezoning application to enable a duplex (i.e., 15439, 15570 and 15579 Oxenham Avenue). The rezoning of 15495 Oxenham Avenue would uphold the policy intentions of the OCP, as noted above.

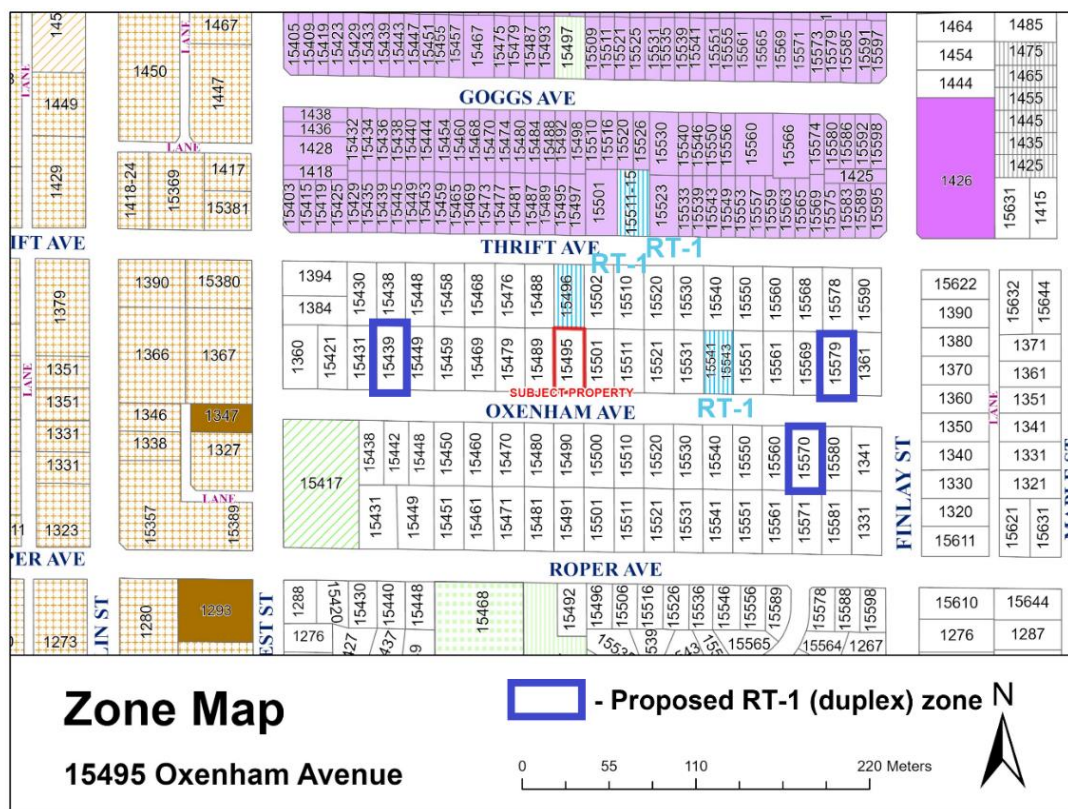


Figure 3: Zone Map

Duplexes are an excellent option for the "missing middle" in housing, a term used to describe a range of housing types that fall between single-family homes and large apartment buildings.

Duplexes offer a more affordable and sustainable alternative to single-family homes, as they allow for more efficient use of land and resources. They also provide an opportunity for owner-occupancy, which can increase a sense of community and reduce turnover rates. Additionally, duplexes can provide a stepping stone for families or individuals looking to move up from an apartment to a single-family home, while also providing a more affordable option for those who may not be able to afford a single-family home. Duplexes also provide an option for the aging population that may want to downsize but still want to own a property.

Zoning

The subject property is approximately 18.9 m (62.0 ft) wide and ≈40.4 m (132.5 ft) deep. It has a lot area of approximately 763.21 m² (8,215.12 ft²), exceeding the minimum requirements of both the existing RS-1 zone and the proposed RT-1 zone. Table 1.0 below summarizes the proposed development's current and proposed zoning and configuration. The proposed use of the property is permitted within the RT-1 zone.

Table 1: Existing and Proposed Zoning Matrix

Zone Standard	Existing RS-1 zone	Standard RT-1 Zone	Proposal (RT-1 Zone)
Lot Width (<i>min</i>)	15.0 m	18.0 m	18.9 m
Lot Depth (<i>min</i>)	27.4 m	30.5 m	40.38 m
Lot Area (<i>min</i>)	464.0 m ² (4,995 ft ²)	742.0 m ² (7,986.8 ft ²)	763.21 m² (8,215.12 ft²)
Lot Coverage (<i>max</i>)	40%	45%	≈ 39.6%
Floor Area (<i>max</i>)	0.5 times the lot area	0.5 times the lot area	0.5 times the lot area
Height (<i>max</i>)	7.7 m	7.7 m	7.7 m
Setbacks (<i>min</i>)			
Front	7.5 m	7.5 m	9.46 m
Rear	7.5 m	7.5 m	7.66 m
Interior side	1.5 m	1.5 m	1.5 m
Off-Street Parking	Two per dwelling unit and one for a secondary suite	Two per dwelling unit; 4 spaces in total (no secondary suites permitted in RT-1 zone)	

The existing RS-1 zoning allows for a single-family dwelling, while the proposed RT-1 zoning allows for a duplex (two dwelling units) on the property. Additional permitted “accessory” uses in both zones include boarding or home occupation. The parking supply requirements of the bylaw (i.e., two spaces per unit) comply with the duplex design. A section 219 restrictive covenant is to be registered on the property's land title as a condition of final bylaw adoption. The proposed RT-1 zone does not allow accessory-registered secondary suites.

If Council approves rezoning, Section 3 in the *White Rock Planning Procedures Bylaw, 2017, No. 2234*, provides that proposals for a duplex or triplex require a Minor Development Permit (DP). The authority to issue such DPs is delegated to the City Manager on the advice of the Planning and Development Services and Engineering and Municipal Operations directors. In addition, per Section 22.1 in the OCP, duplex proposals are to be reviewed against the ‘Mature

Neighbourhood Infill’ Development Permit Area (DPA) guidelines, found in Section 22.9 of the OCP, which are used to ensure the form and character of the development fits within the character of the neighbourhood.

Mature Neighbourhood Infill DPA Guidelines

The Applicant has submitted a response to the Mature Neighbourhood Development Permit Area Guidelines, which apply to the proposal according to OCP Policy 22.1. The response to the guidelines is attached as Attachment E. Staff consider the submitted response to conform with the Development Permit Guidelines. Figure 4.0 below is a rendering of the proposed duplex development on the subject property.



Figure 4: Proposed front view rendering along Oxenham Avenue

The Applicant has adequately identified how the proposed development meets the development permit guidelines by:

- a) Ensuring the proposal is compatible with the surrounding neighbourhood comprising a mixture of older and more recently developed houses. The massing of the proposed residences is slightly stepped back from each other to reduce the shadowing effects of the building on the neighbouring properties.
- b) To create visual interest through the design, the proposal incorporates open decks, roofing height variations to break down the building massing and a range of cladding materials.

The project has been reviewed by city staff and the city’s Advisory Design Panel (ADP). As a result, the rezoning is consistent with the applicable policies of the OCP and the City’s Mature Neighbourhood DPA Guidelines.

Public Realm and Streetscape Improvements

The Applicant would complete improvements to the city boulevard at the time of redevelopment (e.g., sidewalks, street tree planting, etc.). Modifications to the overall street would occur when enough money is collected to warrant an overall capital improvement project.

All services, including driveways, water, storm and sanitary connections as part of this redevelopment, will be located off Oxenham Avenue. A sanitary main extension will be required on Oxenham Avenue for future abandonment of the rear yard SRW and sanitary main as part of the Works and Servicing Agreement before the final adoption of zoning. However, the existing SROW and sanitary main on the rear yard will remain even after the redevelopment until all the properties to the west of 15495 Oxenham Avenue are no longer connected to the main at the back, including properties along Thrift Avenue.

Public Information Meeting and Public Feedback

The Applicant held a public information meeting (PIM) on January 7, 2020, at the White Rock Library (15342 Buena Vista Avenue) to raise awareness of the application. Approximately 93 letters were delivered to property owners and occupants within 100 metres of the subject property. The meeting was advertised in the Peace Arch News on December 27, 2019, and January 3, 2020, in advance of the PIM. There were a total of eight (8) attendees at the meeting. A total of four (4) paper feedback forms were submitted addressing the proposal. While two (2) respondents were undecided about the proposal; one was in support, and another was in opposition. Concerns that were brought up during the meeting included the following:

- protection of existing mature trees at the rear of the lot;
- impacts of construction on the existing neighbourhood;
- safety concerns about driveway slope;
- overflow of parking into the surrounding neighbourhood; and
- the potential for suites on the basement levels.

Attachment F to this report includes the PIM sign-in sheet and completed comment forms.

Advisory Design Panel Review

The original duplex proposal was presented to the Advisory Design Panel on July 7, 2020, and June 15, 2021. The Panel’s feedback can be found in the meeting minutes (see Attachment G). The motion carried by the Panel during their July 7, 2020, meeting was:

“THAT the Advisory Design Panel recommends that the application for the development proposal at 15495 Oxenham Avenue be returned to the ADP for further review once the applicant has had an opportunity to consider the comments (recommended changes) pertaining to the items discussed (as summarized in the meeting minutes).”

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

“THAT the Advisory Design Panel recommends the return of the Application to the Panel so that the Applicant can demonstrate how the comments raised by the Panel have been addressed.”

The Applicant revised their proposal based on the feedback from both meetings as noted above. This proposal was presented to the ADP at the February 15, 2022 meeting. The ADP was overall in support of the design based on the revisions made. Therefore, the Panel recommended that this application proceeds to Council, subject to the following considerations made to the satisfaction

of staff (see Attachment G). Staff believe the applicant has responded satisfactorily and made changes to the proposal to reflect the comments noted above.

Tree Management and Protection

As per the OCP, development projects should be designed to preserve and protect mature, healthy trees. The Applicant has submitted an arborist report which identifies a total of fourteen (14) “protected trees,” which are subject to the provisions of the City’s Tree Protection Bylaw, No. 2407 (see Attachment H). In addition, there are six (6) on-site trees and eight (8) off-site trees. Table 2.0 below identifies the protected trees, their size, and whether they are proposed for removal or retention. The table also identifies the value of securities for tree retention and the number and value of replacement trees where removals are proposed.

Table 2: Summary of Protected Trees tied to the development

Tree Ref.	Species	DBH (cm)	Retain / Remove	Security for Retention / Replacement Value	# of Replacements
Ci1 City tree	Japanese maple	5	Remove	\$3,000	(2) cash-in-lieu
Ci 2354 City tree	Japanese maple	30	Retain	\$3,000	NA
Ci 2448	Shore pine	56	Retain	\$4,500	NA
801	Colorado spruce	34	Retain	\$3,000	NA
802	Norway spruce	44	Retain	\$3,000	NA
804	Shore pine	59	Retain	\$4,500	NA
806	Douglas fir	80	Retain	\$10,000	NA
807	Douglas fir	71	Retain	\$10,000	NA
808	Douglas fir	90	Retain	\$10,000	NA
Os1	Cypress	22	Retain	\$3,000	NA
Os2	Douglas fir	90	Retain	\$10,000	NA
Os5	Cherry	48	Retain	\$3,000	NA
Os6	Cherry	44	Retain	\$3,000	NA
Os7	Cherry	72	Retain	\$10,000	NA
TOTAL				\$80,000	2

City staff have reviewed the recommendations of the Project Arborist and are comfortable with most of the proposed tree protection measures and removals subject to the following issues, noted by the city’s Arboricultural Technician, being resolved and all necessary conditions fulfilled:

I. Prior to Public Hearing:

- The Applicant is required to explore an alternative floor layout for the west unit to accommodate the retention of tree 806 (80cm Douglas Fir), in the rear yard. Additionally, tree removal will not be supported to accommodate covered porches, window wells, patio or sunken stairwells. An updated Project Arborist report and revised architectural plans identifying the Tree Retention Plan for #806 are required to be submitted to staff for review. The retention value for tree #806 is \$10,000 which will be collected as a security as part of the Tree Management Permit.
- The proposed driveway and east walkway (concrete paver blocks) do not appear practical as the space between the existing spruce trees and the fence is narrow (see Figure 5.0

below). The live crown ratio (LCR) required to maintain adequate tree health per the Tree Protection Bylaw is 65%. Excessive crown raising and compaction will occur with the placement of the path leaving very little permeable soil volume to support tree and root health. An updated Project Arborist report and revised architectural plans exploring an alternate walkway location are required to be submitted to staff for review.



Figure 5: Distance between retained Spruce trees and fence

II. Prior to Final Adoption:

- Following review from the City’s Arboricultural Technician and Planning staff, all trees identified in Tree Retention and Replacement Plans will be given their retention/removal recommendation on a preliminary basis.
- The Architect and Engineer will need to approve and sign off that all prescriptions made by the project arborist are feasible.
- Posting \$80,000 in securities for trees as required by the Tree Protection Bylaw.

Two new trees are proposed as part of the development. Only city staff and their designates may install replacement trees on the city boulevard, therefore \$3,000 would be collected cash-in-lieu. All the trees identified on the Tree Retention/Removal Plan in the Arborist report 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. Final recommendations will be based on design/construction and grading details.

FINANCIAL IMPLICATIONS

The following fees would be collected if approved for rezoning (Table 3.0). Note these fees are

subject to change:

Table 3: Applicable Development Costs

	Fee (per unit)	Units Subject to Fee	Sub-Total
City of White Rock Development Cost Charges (DCCs)	\$19,294.76	1	\$19,294.76
TransLink DCCs	\$ 2,993.00	1	\$ 2,993.00
Metro Vancouver (Regional) DCCs	\$ 6,254.00	1	\$ 6,254.00
Surrey School District School Site Acquisition Charges (SSAC)	\$ 1,000.00	1	\$ 1,000.00
Total			\$29,541.76

COMMUNICATION AND COMMUNITY ENGAGEMENT IMPLICATIONS

The Applicant held a digital public information meeting (PIM) on January 7, 2020. If Council gives the first and second readings of the Zoning Amendment Bylaw, a Public Hearing will offer the community an opportunity for direct written and verbal comments to be provided to Council.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS

The application was referred to municipal departments for comments. As a result, the city’s Arboricultural Technician has provided conditions the Applicant must meet prior to the Public Hearing.

Approval of the final detailed (civil) designs and the execution of a “Works and Servicing Agreement” to the satisfaction of the Director of Engineering and Operations would be required as a condition of 3rd reading.

CLIMATE CHANGE IMPLICATIONS

The application will enable modest infill within the ‘Mature Neighbourhood’ designation, thereby lessening the demand for outward sprawl otherwise necessary to accommodate growth. Further, bringing residential use into areas within walking distance of commercial and recreational uses lessens the demand for private automobile use, a known contributor to climate change.

Tree retention, or preserving existing trees during land development, is vital for addressing climate change because trees absorb carbon dioxide from the atmosphere and store it in their biomass. This process, known as carbon sequestration, helps to mitigate the effects of greenhouse gas emissions and reduce the overall concentration of carbon dioxide in the atmosphere. Trees also provide shade and cool the air, reducing the need for energy-intensive air conditioning. They also help to prevent soil erosion, improve air and water quality, and provide habitat for wildlife. Overall, tree retention plays a crucial role in maintaining a healthy and balanced environment, which is essential for addressing the challenges of climate change.

IMPLICATIONS FOR TREE PRESERVATION AND TREE CANOPY ENHANCEMENT

Tree preservation and tree canopy enhancement aim to protect and increase the number of trees in a given area. Tree preservation involves protecting existing trees from being removed or damaged during land development or construction projects. In contrast, tree canopy enhancement involves planting new trees or encouraging the growth of existing trees to increase the overall tree canopy coverage in a given area. These practices are essential for several reasons. Trees help mitigate climate change's effects by absorbing carbon dioxide and releasing oxygen. They also provide many environmental benefits, such as reducing air and noise pollution, mitigating the urban heat island effect, and providing habitat for wildlife. Tree canopy enhancement also helps improve an area's aesthetic and recreational value, making it more attractive and enjoyable for residents and visitors. Tree preservation and tree canopy enhancement are essential in creating healthier and more livable communities.

ALIGNMENT WITH STRATEGIC PRIORITIES

Council has expressed a desire to support a high quality of life in the city. The ability to support residential infill can help lessen the demand for sprawl while also making the best use of existing infrastructure.

OPTIONS / RISKS / ALTERNATIVES

The following alternate options are available for the Council's consideration:

1. Reject “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-1 Zone to RT-1 Zone, 15495 Oxenham Avenue) Bylaw, 2022, No. 2451” or
2. Defer consideration of “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (RS-1 Zone to RT-1 Zone, 15495 Oxenham Avenue) Bylaw, 2022, No. 2451,” and refer the application to staff to address any issues identified by Council.

CONCLUSION

The city has received applications for a zoning bylaw amendment and minor development permit to allow the construction of a duplex at 15495 Oxenham Avenue. Staff recommend that the zoning amendment bylaw be given a first and second reading and that a Public Hearing be scheduled. If Council adopts the zoning amendment bylaw, the subsequent issuance of the Minor Development Permit for the form and character of the duplex would be considered by staff, as the authority is delegated to the Chief Administrative Officer by the Planning Procedures Bylaw. Overall, staff supports the proposal subject to the recommended conditions noted.

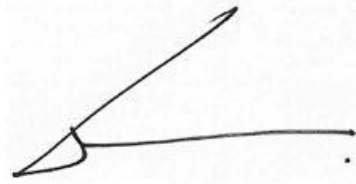
Respectfully submitted,



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

- Attachment A: Draft Zoning Amendment Bylaw No. 2451
- Attachment B: Location and Ortho Maps
- Attachment C: Legal Survey
- Attachment D: Architectural and Landscape Drawings
- Attachment E: Mature Neighbourhood DPA Guidelines Response Table
- Attachment F: PIM Summary, Sign in and comments sheets
- Attachment G: Consolidated Adopted ADP Meeting Minutes (July 7, 2020; June 15, 2021; February 15, 2022) and Applicant's Summary of Changes letter
- Attachment H: Arborist Report and Plans